

CENTRAL BOARDMAN URBAN RENEWAL PLAN

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City of Boardman

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CENTRAL BOARDMAN URBAN RENEWAL PLAN

I. INTRODUCTION

The Central Boardman Urban Renewal Plan (the “Plan”) contains goals, objectives and projects for the revitalization of the Central Boardman Urban Renewal Area (“Area”). The Area, shown in Figure 1, is generally south of I-84, on both sides of Main Street. On the west side of Main Street, it terminates north of the parcels on the north side of City Center Drive. On the east side of Main Street it terminates at the south edge of the Wilson Road right of way. The eastern boundary below Oregon Trail Boulevard is the eastern edge of the large, undeveloped parcels which front Main Street. The boundary map is shown in Figure 1.

The overall purpose of the Plan is to use the tools provided by urban renewal to overcome barriers to the optimal development of the Area. These tools include tax increment financing (see Section VIII), which generally means that the property taxes resulting from growth in property value within the Area can be used to finance improvement projects and programs. Urban renewal also allows for the purchase and sale of land for redevelopment as part of a public/private development partnership.

The Plan is administered by the Boardman Urban Renewal Agency (“Agency”) which was established by the City Council of the City of Boardman as the City’s Urban Renewal Agency. Major changes to the Plan, if necessary, must be approved by the City Council.

Projects and programs under the Plan are anticipated to last twenty years. The maximum amount of indebtedness (amount of tax increment financing for projects and programs) that may be issued for the Plan is \$7,375,000.

II. GOALS AND OBJECTIVES

The goals of the Plan represent its basic purposes. The objectives for each goal generally illustrate how the goals are to be achieved. The urban renewal projects called for in Chapter IV of the Plan are the specific means of meeting the objectives.

Goal 1: Improve Access and Connectivity Throughout the Area

Connect and unify the Area and strengthen linkages to promote the growth and development of Boardman’s commercial districts.

Objectives:

1A: Improve pedestrian and vehicular linkages throughout the Area.

1B: Increase traffic circulation throughout the Area by expanding the local street network and separating local and freeway oriented traffic.

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1C: Facilitate street improvements that will increase automobile and commercial truck access to commercial properties adjacent to I-84, thereby encouraging businesses to locate on vacant sites with high visibility to freeway users.

Goal 2: Improve and Extend Utilities to Commercial Properties

Facilitate infrastructure improvements to vacant and redevelopable commercial lands to attract private investors and employers to the Area.

Objectives:

2A: Extend sewer and water lines to areas that are not currently served.

2B: Provide for surface water management and where necessary, treatment.

Goal 3: Increase Employment and Business Activity in the Area

Use development incentives to increase employment and attract a broader range of commercial, retail, office and professional businesses to the Area.

Objectives:

3A: Promote the development of retail shopping, entertainment, and tourist/traveler oriented uses in the Area.

3B: Provide opportunities for small businesses and business incubators to locate in the Area by facilitating infrastructure improvements which will enhance the ability to develop property in the Area.

3C: Increase the diversity of retail and service commercial uses in the Area that serve local residents and workers and reduce the number of shopping trips outside of the City.

3D: Promote development to serve businesses that create family-wage jobs and a range of employment opportunities.

Goal 4: Enhance the Pedestrian Environment on Streets Throughout the Area

Encourage centralized and intensive development in the Area's commercial lands that is pedestrian oriented in scale and increases the Area's capacity to draw tourists, local and regional residents and local workers to Area businesses.

Objectives:

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4A: Promote pedestrian oriented, human-scaled development.

4B: Increase pedestrian safety and circulation throughout the Area. Ensure that sidewalks are installed concurrent with new development to encourage more pedestrian activity and create a safe and continuous walking environment.

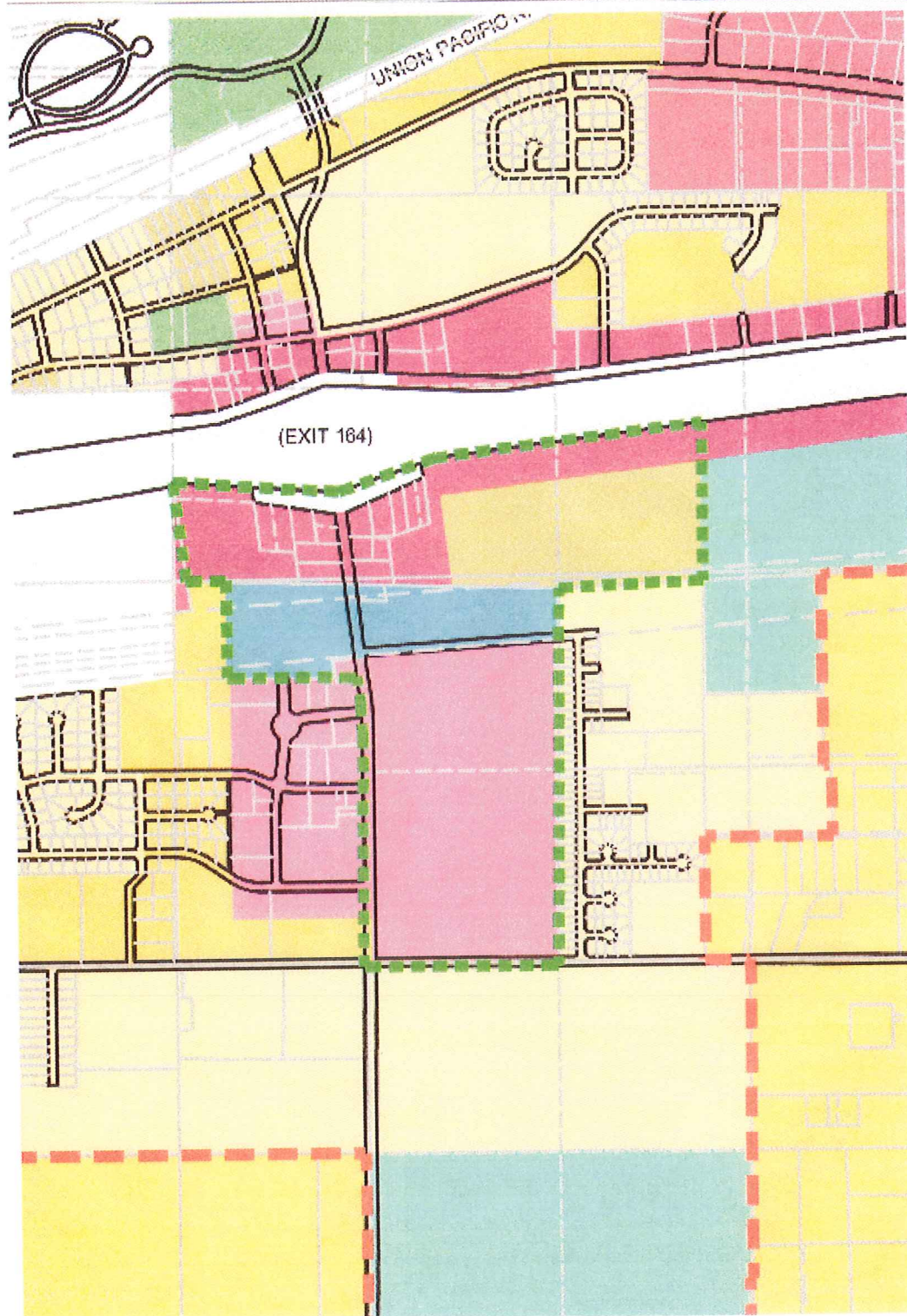
III. MAP AND LEGAL DESCRIPTION OF URBAN RENEWAL AREA

Figure 1 shows the Central Boardman Urban Renewal boundaries and the Comprehensive Plan and Development Code designations. Exhibit A is a legal description of the Area. Figure 2 shows the Central Boardman Urban Renewal Area boundaries in a closer perspective.

Figure1. Central Boardman Urban Renewal Area with Comprehensive Plan Designations

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Figure 2. Central Boardman Urban Renewal Area (shown in green dotted area) Comprehensive Plan Designations identified, key on Figure 1.



IV. OUTLINE OF MAJOR URBAN RENEWAL PROJECT ACTIVITIES

The projects within the area are public improvements and planning and development assistance. The potential road system is shown by the Interchange Access Management Plan Map in Figure 3. An outline of major urban renewal project activities is as follows:

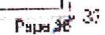
A. Public Improvements

1. Oregon Trail Boulevard Extension
2. Southeast Commercial Area Access Improvements
 - a) SE Front Street Connection
 - b) Main Street Upgrades
 - c) Front Street Upgrades
3. SW Front Street Connection
4. Interim East West Connector
5. Southeast Commercial Area Public Utility Improvements

B. Planning and Development Assistance

1. Property Development Loans and/or Grants and Technical Assistance
2. Public Utility Infrastructure and Upgrade Loans and/or Matching Funds

Figure 3. Interchange Access Management Plan Map identifying potential road systems.



V. RENEWAL PROJECTS

Urban renewal projects authorized by the Plan are described below and transportation projects are shown in Figure 3.

A. **Public Improvements**

Public improvements authorized under the Plan include developing and extending streets and utilities to facilitate the development of the Area's vacant and underutilized commercial lands. As shown in the Urban Renewal report (the "Report"), urban renewal funds will be combined with existing and other future sources of funding to finance project costs.

Specific public improvement projects that may be undertaken under the Plan include:

1. Oregon Trail Boulevard Extension

The Oregon Trail Boulevard Extension project will extend the existing Oregon Trail Boulevard west of Main Street. The project will include the westward extension of an existing 18" water main that runs parallel to Oregon Trail Boulevard.

2. Southeast Commercial Area Access Improvements

The Southeast Commercial Area Access Improvements project will facilitate the development of vacant and underutilized parcels located east of Main Street and south of Oregon Trail Boulevard. Development of the property is severely constrained, because it lacks both a street network and utilities necessary to attract private investors. The Plan calls for investment in transportation that will facilitate private investment in the sites and the creation of new employment opportunities for local residents.

a) **South East Front Street Connection**

The South East Front Street Connection project will extend a north-south access road from Oregon Trail Boulevard to South East Front Street. The new road will facilitate access to commercial lands along South East Front Street that are constrained by Oregon Department of Transportation (ODOT) standards. While left hand turns onto South East Front from Main Street are currently permitted, when maximum capacity levels have been met, additional left hand turn traffic will trigger the need for increased safety standards. If any new development, redevelopment or expansion of an existing business on South East Front Street occurs, ODOT will require a minimum distance of 1,320 feet from the freeway interchange for left hand turns off Main Street. This will preclude left turns from northbound vehicles on Main Street to South East Front.

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A new east-west access road will be developed in conjunction with the north-south access road described above. The east-west access road will extend from the planned north-south access road to the eastern edge of the Area's boundary, providing multimodal access to vacant residential and commercial lands located south of I-84, east of Main Street and north of Oregon Trail Boulevard.

b) Main Street Upgrades

The Main Street upgrades will provide curbs, sidewalks and water and sewer upgrades to Main Street. The project is identified in the CIP in three separate segments, from I-84 to Oregon Trail Boulevard including sewer upgrades, from Oregon Trail Boulevard to Kinkade Street and from Kinkade to Wilson.

c) Front Street Upgrades

The Front Street upgrades will provide curb and sidewalk upgrades to Front Street.

3. South West Front Street Connection

The South West Front Street Connection project will extend from the planned extension of Oregon Trail Boulevard west of Main Street to South West Front Street. Similar to the South East Front Street Access Improvements project, its purpose is to accommodate increased left hand turn traffic off Main Street.

4. Interim East West Connector

East-west connectivity can be strengthened by creating a network of streets that parallel I-84 and Wilson Lane that provide access to future development. These new roadways provide access for local trips and can be constructed as development occurs. An example of east-west connectivity is to construct new connections parallel to Front Street near or within the Bonneville Power Administration easement to better access properties in that area.

5. Southeast Commercial Area Public Utility Improvements

The Southeast Commercial Area Public Utility Improvements project will extend sewer and water lines to the vacant commercial properties east of Main Street and south of Oregon Trail Boulevard. In tandem with the Southeast Commercial Area Access Improvements prescribed in the Plan, this project will extend sewer and water lines to the site that will increase its development potential.

B. Planning and Development Assistance

The Plan authorizes assistance to property and/or business owners, in making capital improvements to property within the Area that support the goals of the Plan. Specific programs and rules and regulations for their administration will be developed to ensure that urban renewal funds are used properly and for the agreed upon purposes. The adoption and amendment of such programs, rules and regulations by the Commission shall not be considered changes to the Plan.

Programs may include the following:

1. Property Development Loans and/or Grants and Technical Assistance

Eligible programs may include:

- Loans and/or grants to assist with planning and pre-development activities as well as property development, rehabilitation or redevelopment and other improvements. Property to be improved must be commercial or mixed use. Loans may be at or below market rates, and assistance can include direct loans or guarantees of loans made by third parties.
- Technical assistance, in the form of site studies, market studies, environmental studies, impact assessments, feasibility analyses, engineering and design and other activities directly related to development of property in the Area.

2. Public Utility Infrastructure and Upgrade Loans and/or Matching Funds

Property to be improved will be commercial or mixed use. Financial assistance will be provided for the extension of sewer and water lines to properties that are not currently served as well as capacity upgrades.

VI. PROPERTY ACQUISITION AND DISPOSITION

The Plan authorizes the acquisition and disposition of property as described in this section. Property includes any and all interests in property, including fee simple ownership, lease, easements, licenses or other rights to use.

A. Property Acquisition for Public Improvements

The Agency may acquire any property within the Area for the public improvement projects undertaken pursuant to the Plan by all legal means, including use of eminent domain, without amendment to the Plan. Good faith negotiations for such acquisition must occur prior to institution of eminent domain procedures. The schedule for acquisition of land for a public improvement project will be determined based on the timing of the construction of the public improvement.

B. Property Acquisition – From Willing Sellers

The Plan authorizes the Agency acquisition of any interest in property within the Area that the Agency finds is necessary to support private redevelopment where the property owner wishes to convey such interest to the Agency. The Plan does not authorize the Agency to use the power of eminent domain to acquire property for a private party to transfer property to another private party for private redevelopment except for property that constitutes a danger to the health or safety of the community by reason of contamination, dilapidated structures, improper or insufficient water or sanitary facilities, or any combination of these factors. Property to be acquired under this sub section shall be identified herein, by means of a minor Plan amendment, prior to acquisition.

C. Land Disposition

The Agency will dispose of property acquired for a public improvement project by conveyance to the appropriate public agency responsible for construction and/or maintenance of the public improvement. The Agency may retain such property during construction of the public improvement. The schedule for disposition of land for a public improvement project will be determined based on the timing of the construction of the public improvement.

The Agency may dispose of property acquired under Subsection B. of this Section VI by conveying any interest in the property. The schedule for disposition of land acquired under Subsection B. of this Section VI will be determined by the Agency when the Agency determines the acquisition is necessary pursuant to Section VI.B above. These determinations may be made by Resolution of the Agency.

Property shall be conveyed at its fair reuse value. Fair reuse value is the value, whether expressed in terms of rental or capital price, at which the urban renewal agency in its discretion determines such land should be made available in order that it may be developed, redeveloped, cleared, conserved or rehabilitated for the purposes specified in

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such plan. Because fair reuse value reflects limitations on use of the property to those purposes specified in the Plan, the value may be lower than the property's fair market value.

Where land is sold or leased, the purchaser or lessee must agree to use the land for the purposes designated in the Plan and to begin and complete the building of its improvements within a period of time that the Agency determines is reasonable.

VII. RELOCATION METHODS

When the Agency acquires occupied property under the Plan, residential or commercial occupants of such property shall be offered relocation assistance as required under applicable state law. Prior to any acquisition, the Agency shall adopt rules and regulations as necessary for the administration of relocation assistance.

VIII. TAX INCREMENT FINANCING OF PLAN

Tax increment financing consists of using annual tax increment revenues to make payments on loans, usually in the form of tax increment bonds. The proceeds of the bonds are used to finance the urban renewal projects authorized in the Plan. Bonds may be both long-term and short-term.

Tax increment revenues equal most of the annual property taxes imposed on the cumulative *increase* in assessed value within an urban renewal area over the total assessed value at the time an urban renewal plan is adopted. (Under current law, the property taxes for general obligation ("GO") bonds and local option levies approved after October 6, 2001 are not part of the tax increment revenues.)

A. General Description of the Proposed Financing Methods

The Plan will be financed using a combination of revenue sources. These include:

- Tax increment revenues;
- Advances, loans, grants and any other form of financial assistance from the federal, state or local governments or other public body;
- Loans, grants, dedications or other contributions from private developers and property owners; and
- Any other source, public or private.

Revenues obtained by the Commission 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. Tax Increment Financing and Maximum Indebtedness

The Plan may be financed, in whole or in part, by tax increment revenues allocated to the Commission as provided in ORS Chapter 457.

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The maximum amount of indebtedness that may be issued or incurred under the Plan, based upon good faith estimates of the scope and costs of projects in the Plan and the schedule for their completion is \$7,375,000. This amount is the principal of such indebtedness and does not include interest or indebtedness incurred to refund or refinance existing indebtedness.

C. Prior Indebtedness

Any indebtedness permitted by law and incurred by the Commission or the City of Boardman in connection with the preparation of this Plan or prior planning efforts that support the preparation and implementation of this Plan may be repaid from tax increment revenues from the Area when and if such funds are available.

IX. FUTURE AMENDMENTS TO PLAN

The Plan may be amended as described in this section.

A. Substantial Amendments

Substantial Amendments are solely amendments:

- Adding land to the urban renewal area, except for an addition of land that totals not more than one percent of the existing area of the urban renewal area; or
- Increasing the maximum amount of indebtedness that can be issued or incurred under the plan.

Substantial Amendments, in accordance with ORS 457.085(2)(i), shall require the same notice, hearing and approval procedure required of the original Plan under ORS 457.095, including public involvement, consultation with taxing districts, presentation to the Planning Commission and adoption by the City Council by non-emergency ordinance after a hearing. Notice of such hearing is provided to individuals or households within the City of Boardman as required by ORS 457.120. Notice of adoption of a Substantial Amendment shall be provided in accordance with ORS 457.095 and .115.

B. Council-Approved Amendments

Council-Approved Amendments consist solely of the following amendments:

- Material changes to the goals and objectives of the Plan.
- Addition or expansion of a project that is materially different from projects previously authorized in the Plan.

Council-approved amendments require approval by the Agency by resolution and by the City Council by ordinance.

C. Minor Amendments

Minor Amendments are amendments that are not Substantial or Council-Approved amendments in scope. Minor Amendments require approval by the Agency by resolution.

D. Amendments to the City of Boardman Comprehensive Plan and/or Development Code

Amendments to the City of Boardman Comprehensive Plan and/or Development Code, the Transportation Systems Plan and the Interchange Area Management Plan that affect the Urban Renewal Plan and/or the Urban Renewal Area shall be incorporated automatically within the Urban Renewal Plan without any separate action required by the Agency or the City Council.

X. RELATIONSHIP TO LOCAL OBJECTIVES

The Plan relates to local planning and development objectives contained in the City's Comprehensive Plan, Development Code, Transportation System Plan and Main Street "Downtown" Development Plan. The following section describes the purpose and intent of these plans, the particular goals and policies within each planning document to which the proposed Plan relates, and an explanation of how the Plan relates to these goals and policies.

Adopted in 1976 and last updated in 2003, the Comprehensive Plan identifies goals and policy objectives that will promote growth that is both sustainable and supportive of the community's desire to maintain high livability standards. The City's Development Code was updated in October 2002. In 2001, the City of Boardman completed its Main Street "Downtown" Development Plan, which provides a framework that supports the community's goal to create a centralized and identifiable commercial center in the heart of the City.

The Development Code provides a description of desired uses and development standards for commercial and multiple family residential zoning districts in the Plan area. The most specific objectives to which the Plan relates are those contained in the Comprehensive Plan, the Transportation System Plan and the Main Street "Downtown" Development Plan

A. Comprehensive Plan

The Comprehensive Plan contains goals and policies that address the City of Boardman's long range planning and development needs. The Comprehensive Plan's chapters correspond with Statewide Planning Goals and policies that promote community livability and economic sustainability are emphasized. Of particular relevance to the Plan are policy directives that address land use planning, economic, housing, public facilities and transportation needs in Boardman's commercial areas.

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As described in Chapter II of the Comprehensive Plan *Land Use Planning*, geographical constraints such as Interstate 84, which runs east-west through the City, and the Bonneville Power Administration (BPA) easements that run north-south through portions of the City's central area pose a significant challenge to the development of a centralized "city center." In 2001, the City completed the Main Street "Downtown" Development Study, which examined alternative locations for the development of a "downtown" area. Subsequently, the City developed policies and updated the Development Code to plan for the future development of a city center that will encourage commercial and mixed-use development with high density residential housing above ground floor commercial uses.

Chapter II - Land Use Planning

Chapter II *Land Use Planning* policies that will guide development of the Area's predominantly commercial lands include:

- Policy 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)
- Policy 4: The City recognizes that the location of a City Center is important to the development of the City of Boardman.

The Plan relates to the Land Use Policy because it provides for infrastructure improvements which will facilitate the development of vacant and underdeveloped land within the Area, specifically in areas that would reinforce the development of a City Center.

Chapter IX - Economic Needs

Chapter IX *Economic Needs* prescribes policy objectives that will facilitate the expansion of commercial activity in the City, resulting in new employment opportunities and increased financing for public services and facilities projects that will support the continued growth of Boardman's population.

Goal IX *Economic Needs* policies related to the Plan include:

- Policy 1: Advance the position of Boardman as a regional center for industry, power generation, commerce, recreation, and culture.
- Policy 2: Encourage tourist commercial activity near Interstate 84.
- Policy 4: Promote cooperation among the city, the Port of Morrow, and other interested parties to facilitate the most effective uses of public facilities serving the planning area.

The Plan relates to, supports and implements the Economic Needs policies as it provides the necessary infrastructure to allow for the future development of vacant and underutilized parcels which can help provide future economic stimulus to the City of Boardman.

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Chapter X - Housing

Chapter X *Housing* identifies the creation of a diverse mix of housing types affordable to families of varying incomes and alternatives to the traditional single-family detached home as economic planning priorities.

Goal X *Housing* policies related to the Plan's goals and policy objectives include:

- Policy 1: The City shall provide a variety of living environments to meet regional housing needs for those of different family size and income.
- Policy 4: Locate high-density multiple-family developments in areas to offer a buffer between single family residential and commercial or industrial uses, close to schools and shopping, and with quick access to arterial streets.
- Policy 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.
- Policy 10: Encourage mixed use developments of commercial and higher density residential to provide affordable housing options for all residents of Boardman.

The Plan generally supports projects that will facilitate more intensive development in Boardman's commercial area and meet community design standards. While a housing development project is not specifically proposed, the Plan authorizes financial and technical assistance programs that can be used to facilitate mixed-use commercial/residential development in the Area. Further, by expanding the local street network and encouraging businesses that cater predominantly to local residents to locate close to adjacent residential neighborhoods, the Plan will promote convenient access to local businesses by automobile and by foot.

Chapter XI Public Facilities

Chapter XI *Public Facilities* identifies the provision of urban services and adequate public facilities as integral to the successful growth and development of the City.

Goal XI *Public Facilities* policies relating to the Plan include:

- Policy 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 served by full urban services.

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- Policy 3: The City shall support development that is compatible with the City's ability to provide adequate public facilities and services.
- Policy 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.
- Policy 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.
- Policy 15: The City shall maintain an eight (8) year supply of commercial and industrial land that is serviceable by water, sewer, storm drainage and transportation infrastructure.

The Plan's proposed extension of sewer and water utility lines to the Area's largest undeveloped commercial property will help ensure the development and productive use of urban lands in the City's commercial area. The ability to fund some of these improvements through tax increment financing provides an additional funding mechanism for the city to use in promoting development in the central city. Providing additional public services to vacant land will help ensure an adequate supply of land.

Chapter XII Transportation

Chapter XII *Transportation* describes the integral relationship between the Comprehensive Plan and the Transportation System Plan and identifies policies that promote safe, multimodal access and the efficient development of urban lands.

Goal XII *Transportation* policies related to the Plan include:

- Policy 1: The Transportation System Plan is an element of the Boardman Comprehensive Plan (as a Technical Appendix).
- Policy 2: The City of Boardman shall protect the function of existing and planned roadways as identified in the Transportation System Plan.
- Policy 4: The City of Boardman will plan and develop a network of streets, accessways and other improvements, including bikeways, sidewalks, and safe street crossings to promote safe and convenient bicycle and pedestrian circulation within the community.
- Policy 5: Several large properties in the southern portion of Boardman that are categorized in the *North Morrow County TGM Project Community Visioning Analysis of Buildable Lands and Housing Needs* as having potential for infill have limited access, posing potential problems for future development. In addition, other areas, such as the one south of Kunze Road, are served by unpaved roads that are

in very poor condition. A well connected street pattern will be essential for efficient future urban development in these areas both to provide the opportunity for development at more urban densities and to make it possible to travel easily between and among different parts of the community. The City should develop a local street plan, as part of the Transportation System Plan and require development to improve local streets to city standards.

The Plan identifies transportation improvement projects that will improve multimodal circulation and facilitate the development of unproductive commercial properties that are constrained by poor access and geographical barriers, such as the BPA easement. These projects are described in more detail in the Transportation System Plan Policies section below.

B. City of Boardman Development Code

Commercial District

Most of the Area is within the City's Commercial (C) District. Properties adjacent to I-84 and within close proximity of the freeway interchange are in the Tourist Commercial Sub District. South of I-84, along the eastern boundary, a small share of the Area's total acreage is within the Residential Manufactured Home Park Sub District. The Residential Manufactured Home Park Sub District property is identified by the City as requiring a potential zone change to Tourist Commercial.

According to the Development Code for commercial zoning districts, the stated goal of the Commercial (C) District is to create standards that allow for a variety of commercial uses in the Commercial areas of the City of Boardman.

Stated principles for the development of the Commercial District include:

- Effective and efficient use of land and urban services;
- Direct commercial and retail development to a concentrated and localized area;
- Provide a mix of uses which provides a destination within the community and encourages walking over driving;
- Create connection with the balance of the community by directing connected transportation routes to commercial areas of the city; and
- Provide for additional service employment opportunities.

Commercial: Tourist Commercial Sub District

The purpose of the Tourist Commercial Sub District is to accommodate development of commercial facilities catering to the traveling public at the I-84 interchange. Retail services shall be limited to that necessary to serve travelers, in order to avoid competition with the Commercial District; Service Center Sub District and City Center Sub District businesses. The

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base standards of the Commercial District apply, except as modified by the standards of this Sub District.

The above principles are reflected in and relate to the goals and objectives of the Plan, which advocates for more intensive and concentrated development of the Area's commercial lands. Further, an explicit goal of the Plan is to increase employment and business activity in the Area by attracting commercial and retail businesses that will create jobs for local residents, expand the range of local service options, and reduce the need for residents to travel outside the City for shopping and entertainment.

Residential

The Residential District is intended to promote the livability, stability and improvement of the City of Boardman's neighborhoods. This chapter provides standards for the orderly expansion and improvement of neighborhoods based on the following principles:

- Make efficient use of land and public services, and implement the Comprehensive Plan, by providing minimum lot areas.
- Accommodate a range of housing needs, including owner-occupied and rental housing.
- Provide for compatible building and site design at an appropriate neighborhood scale.
- Reduce reliance on the automobile for neighborhood travel and provide options for walking and bicycling. Provide direct and convenient access to schools, parks and neighborhood services.

Residential Manufactured Home Park Sub District

The Residential Manufactured Home Park Sub District (MHP) provides for different design standards than the Residential District. These are fully detailed in Section XII of this Plan, Proposed Land Uses. The Residential Manufactured Home Park Sub District property in the Area is identified by the City as requiring a potential zone change to Tourist Commercial.

The Plan's primary goals and objectives relate to development of infrastructure and the expected spin off development of commercial areas. The Plan does not have a specific goal or policies which will directly impact this sub district. The Plan will comply with this section of the zoning code.

BPA Transmission Easement Sub District

The purpose of this sub district is to identify the limitations, opportunities and process to be followed on properties, within that portion of the Commercial District not otherwise affected by any other sub-district and, directly affected by the Three Hundred Ninety foot (390') wide Bonneville Power Administration (BPA) Transmission Line Easement. The language contained

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within this section is to identify flexibility in possible uses of the land under the BPA transmission lines, within the land use agreements stipulated by the BPA for the easement. All uses within the easement shall be approved by agreement with BPA prior to approval for development by the City.

Public infrastructure projects are planned for this sub district of the Area. The Plan will comply with this section of the zoning code.

Transportation System Plan:

The Boardman Transportation System Plan (TSP) was adopted in 1999 and last updated in June of 2001. There is another update underway, which is scheduled to be completed in the summer of 2008. It is a coordinated TSP and Interchange Area Management Plan (IAMP). Any changes identified in these documents (TSP and IAMP) will be automatically incorporated into the Plan as stated in Section X of the Plan.

The stated purpose of the existing TSP is to “guide the management and development of appropriate transportation facilities and incorporate the vision of the community into a land use and transportation system that addresses both the potential for infill and redevelopment strategies and the multimodal needs of the community.”

The Plan relates to the following policy goals and corresponding objectives identified in Section 1 of the TSP:

Goal 1: Promote a balanced, safe, and efficient transportation system.

Objectives

- Develop a multi-modal transportation system that avoids reliance upon one form of transportation as well as minimizes energy consumption and air quality impacts.
- Protect the qualities of neighborhoods and the community.
- Provide for adequate street capacity and optimum efficiency.
- Promote adequate transportation linkages between residential, commercial, public, and industrial land uses.
- Examine the function of the freeway interchanges and establish land use and transportation policies that will maximize capacity and minimize conflict among uses.
- Identify a preferred location for long term development of a central business district that can tie the north and south sides of the city together with a transportation system of streets, sidewalks, and bike paths.

Goal 2: Ensure the adequacy of the roadway network in terms of function, capacity, level of service, and safety.

Objectives

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- Identify existing and potential future capacity constraints and develop strategies to address those constraints, including potential intersection improvements, future roadway needs, and future street connections.
- Identify existing and potential future safety concerns as well as strategies to address those concerns.

Goal 3: Promote alternative modes of transportation.

Objective

- Develop a comprehensive system of pedestrian and bicycle routes that link major activity centers within the study area.

Goal 4: Identify and prioritize transportation improvement needs in the City of Boardman, and identify a set of reliable funding sources that can be applied to these improvements.

Objectives

- Develop a prioritized list of transportation improvement needs in the study area.
- Evaluate new innovative funding sources for transportation improvements.

Even though a new Interchange Access Management Plan (IAMP) and Transportation Systems Plan (TSP) is being developed at this time, since it is not yet adopted, this Plan must comply with the existing language in the existing documents. Once the current draft of the IAMP and TSP are adopted by City Council, they will become part of this Plan as identified in Section X of the Plan.

The Plan's transportation and public infrastructure projects directly relate to the TSP's goals to create a safe, balanced and efficient transportation system that encourages alternative modes of transportation and provides adequate access that responds to increased capacity demands. In particular, the SE and SW Front Street Access Improvements and Southeast Commercial Area Access Improvements relate to the TSP's objectives to increase multimodal access to constrained areas and improve traffic circulation. The Oregon Trail Boulevard project will increase local network connectivity and ensure that potential future capacity constraints are avoided.

Projects funded either fully or partially by tax increment revenues may be leveraged to facilitate private investment in the development of the Area's fallow commercial lands. Tax increment revenues may also be leveraged for state and federal funding sources that require local governments to produce "matching funds."

In addition to relating to broader goals and policy objectives, the Plan will facilitate the implementation of urban design standards, roadway and pedestrian improvements prescribed in Section 5 of the TSP. The TSP's Preferred Land Use Plan identifies planning and design elements intended to facilitate the creation of a successful downtown. A key element of the

CENTRAL BOARDMAN URBAN RENEWAL PLAN

Preferred Land Use Plan supported by the Plan is, “The construction of key access points from all sides of the downtown via the collector and arterial street system, including, at a minimum, Wilson Road, Main Street, the extension of Kinkade Road through the center of downtown, and the construction of the Future [Oregon Trail] Boulevard.” The Plan also authorizes the Agency to acquire and develop vacant commercial lands East of Main Street and South of Oregon Trail Boulevard, which will encourage development that is consistent with the Preferred Land Use Plan.

The TSP’s Roadway Improvement Program includes projects that will address short and long-term transportation needs in the City of Boardman over the next 20 years. The extension of Oregon Trail Boulevard along the BPA easement is cited in the existing TSP as a mid-term (5-10 year) project. In order to comply with ODOT access management standards specified in the 1999 Oregon Highway Plan, the TSP identifies Interstate Highway Access Management Standards for future developments along I-84.

The Plan’s SE and SW Front Street Connection projects will ensure that new development adjacent to I-84 will meet minimum access spacing standards applicable to freeway interchanges with two-lane crossroads.

C. Main Street “Downtown” Development Plan Objectives:

The Main Street “Downtown” Development Plan was created to facilitate the implementation of the Comprehensive Plan as well as the adoption and implementation of the City of Boardman’s TSP. The Downtown Development Plan details project objectives and transportation relationships/benefits identified by the City of Boardman and ODOT. It is intended to accommodate and facilitate business development, increase multimodal connectivity and circulation, and intensify land uses while ensuring that development enhances livability and is consistent with the community scale.

Several stated project objectives for the development of downtown Boardman are to:

- “Strengthen the capability of Boardman to effectively manage growth and comply with the Transportation Planning Rule (TPR), integrate transportation and land use planning, and encourage transportation efficient uses;”
- “Address the 1999 Oregon Highway Plan (OHP) and access management standards, Policy 3C Interchange Access Management Areas, and Policy 1G Major Improvements Policy;”
- “Make more efficient use of the transportation infrastructure by separating local traffic from freeway-related traffic, thereby preventing or postponing reconstruction of the current interchange/overpass and on and off ramps;”

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- “Reduce reliance on the automobile by developing the City’s commercial/retail focal point in the area of future residential development and connecting it with a grid system of streets, bikeways and pedestrian paths;”
- “Reduce traffic around the freeway interchange and the local street system that immediately serves and connects with the freeway system by encouraging future locally oriented commercial uses to develop away from the areas of conflict and by creating alternative travel routes;”
- “Improve transportation safety by separating local and freeway-oriented traffic, which also includes a large proportion of trucks that are accessing the Port of Morrow or utilizing traveler services at the interchange on Main Street;”
- “Improve local transportation network connectivity by developing a plan that includes a grid system pattern of streets in the south Boardman area, and links current and future community facilities and the Port of Morrow;”
- “Direct commercial development in a concentrated, localized, mutually beneficial, and aesthetically pleasing pattern;”
- “Establish a stronger community identity;”
- “Increase the overall livability of Boardman, thereby making a more attractive place to reside;”
- “Reduce commuter-related traffic;” and
- “Adoption and implementation of the City of Boardman TSP in compliance with OAR 660-012-0015(3) and 660-012-045.”

The Plan relates to and has been developed as a means of implementing these objectives. The public infrastructure improvements called for under the Plan will facilitate the concentrated and centralized development of downtown Boardman by improving traffic circulation, network connectivity, and creating a safe, pedestrian friendly environment.

Planned projects, including the Oregon Trail Boulevard Extension and Front Street Connections, will increase automobile and commercial truck access to vacant, underutilized commercial lands in the Commercial Tourist Sub District and Residential Manufactured Home Park Sub District that are currently constrained by poor access. This will stimulate private investment in new businesses focused on tourists and travelers while providing increased visibility and access to existing businesses. Further, the Southeast Commercial Access and Utility Improvements will help jump start investment in the Area’s largest vacant commercial property and generate new employment opportunities for local residents. Combined with the property development assistance programs authorized by the Plan, the proposed infrastructure improvements will help the City attract a broad range of commercial retail and service uses that will make the Area and the City of Boardman a more attractive place to live and work.

XI. PROPOSED LAND USES

Land uses within the Area are governed by the City of Boardman Development Code. The Development Code establishes zoning districts that implement the Boardman Comprehensive Plan. The districts govern the allowed uses (including outright permitted uses and conditional uses) and contain development standards.

Currently, land in the Area is within the City's Commercial, Commercial: Tourist Commercial Sub District, Residential: Manufactured Home Park Sub District and Bonneville Power Administration Transmission Line Easement zoning districts. (Within the broader Commercial and Residential districts, sub districts have been established to provide additional standards for the development of target areas.) The purpose of the districts is described in the Development Code as follows:

A. Commercial District

The Commercial District encourages a diversity of commercial uses in the City's Commercial areas.

Examples of permitted commercial uses in the Commercial District include auto-dependent and auto-oriented uses and facilities, entertainment, lodging, medical and dental offices, mixed use development, personal and professional services, retail trade and services and general office uses. A variety of public and institutional uses are also permitted, including but not limited to: churches, government offices, libraries and community centers, public parking lots and garages, public parks and recreational facilities, schools and transportation facilities. Residential uses, permitted through conditional use (CU) only, include single-family attached townhomes, duplex and triplex townhomes, multi-family housing, residential care homes and facilities, home occupations and bed and breakfast inns.

B. Commercial District: Tourist Commercial Sub-District

The purpose of the Tourist Commercial Sub District is to accommodate development of commercial facilities catering to the traveling public at the I-84 interchange. The types of uses allowed are very similar to those allowed in the Commercial District, however, there are the following differentiations:

The Tourist Commercial Sub District (TC) allows industrial uses such as light manufacturing (e.g. small scale crafts, electronic equipment, bakery, furniture) when in conjunction with retail and machinery or heavy equipment sales and services.

The TC District allows veterinarian clinics, animal clinics and laboratories and vehicle sales and repair services, including automotive, truck, RV and boat.

The TC District does not allow Light Manufacturing.

C. Residential Manufactured Home Park Sub District

The Residential Manufactured Home Park Sub District (MHP) provides the following design standards for manufactured home parks on parcels of one acre or larger. The Residential Manufactured Home Park Sub District property in the Area is identified by the City as requiring a potential zone change to Tourist Commercial.

- “Space: The minimum size pad or space for each home is 2,500 square feet, provided that the overall density of the park does not exceed 12 units per acres. Each space shall be at least 30 feet wide and 40 feet long.”
- “Setbacks and Building Separation: The minimum setback between park structures and abutting properties is 5 feet. The minimum setback between park structures and public street right-of-way is 15 feet. At least a 10-foot separation shall be provided between all dwellings. Dwelling shall be placed a minimum of 14 feet apart where flammable or combustible fuel is stored between units. Park structures shall be placed no closer than 5 feet to a park street or sidewalk/pathway. An accessory structure shall not be located closer than 6 feet to any other structure or dwelling, except that a double carport or garage may be built which serves 2 dwellings. When a double carport/garage is built, the carport/garage shall be separated from all adjacent structures by at least 3 feet.”
- “Permitted landscaping: When manufactured homes are oriented with their back or side yards facing a public right-of-way, the City may require installation of fencing and planting of a 10-foot wide landscape buffer between the right-of-way and a manufactured home park for the privacy and security of residents or aesthetics of the streetscape.”

Manufactured homes in parks smaller than 3 acres shall meet the following design standards:

- “The manufactured homes shall have a pitched roof with a slope not less than 3 feet in height for each 12 feet in width (14 degrees);”
- “The manufactured homes shall have exterior siding and roofing which in color, material and appearance are similar or superior to the exterior siding and roof material used on nearby residences (e.g., horizontal wood or wood-appearance siding is considered “superior” to metal siding and roofing and vertical siding);”
- “Electric, water and sewer utility connections shall be made to the manufactured home park or individual unit depending on the ownership of the Park.”

The roofing and siding standards prescribed above do not apply to manufactured homes sited within the City prior to the effective date of the ordinances.

Permitted uses in the Residential Manufactured Home Park Sub District include single family dwellings on individual lots in accordance with the provisions of the overlying Residential District and manufactured home parks on parcels of one acre or larger as well as manufactured homes, manufactured home park manager's offices, home occupations and accessory structures that are necessary for the operation and maintenance of the manufactured home park.

D. Bonneville Power Administration Transmission Easement Sub-District

The purpose of this sub district is to identify the limitations, opportunities and process to be followed on properties, within that portion of the Commercial District not otherwise affected by any other sub-district and, directly affected by the Three Hundred Ninety foot (390') wide BPA Transmission Line Easement. The language contained within this section is to identify flexibility in possible uses of the land under the BPA transmission lines, within the land use agreements stipulated by the BPA for the easement. All uses within the easement shall be approved by agreement with BPA prior to approval for development by the City.

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Exhibit A. Legal Description
URBAN RENEWAL DISTRICT
CITY OF BOARDMAN, OREGON

A parcel of land located in the South one-half of Section 9, and in the North one-half of Section 16, and in the Southwest one-quarter of Section 16, all in Township 4 North, Range 25 East, Willamette Meridian, City of Boardman, Morrow County, Oregon, said parcel being more particularly described as follows:

Beginning at the Northwest corner of that parcel of land described in Morrow County Deed Document Number M-40190;

THENCE from said Point of Beginning and running Easterly and along the Southerly right-of-way line of Interstate Highway I-84 (the new Columbia River Highway U.S.-30) to its intersection with the West line of the East one-half of the East one-half of the Southwest one-quarter of the Southeast one-quarter of Section 9 of said Township and Range;

THENCE leaving said Southerly right-of-way line and running Southerly along said West line of the East one-half of the East one-half of the Southwest one-quarter of the Southeast one-quarter of said Section 9 to its intersection with the South line of said Section 9 of said Township and Range;

THENCE running Westerly along the line between Section 9 and Section 16 of said Township and Range to the one-quarter section corner common to said Section 9 and Section 16;

THENCE running Southerly along the centerline of Section 16 which runs North and South through said Section 16 to its intersection with the Southerly right-of-way line of S.W. Wilson County Road in said City of Boardman, Oregon;

THENCE running Westerly along said Southerly right-of-way line of S.W. Wilson County Road and its Westerly extension to its intersection with the Southerly extension of the Westerly right-of-way line of South Main Street in the City of Boardman, as said Westerly right-of-way line exists Northerly of said S.W. Wilson County Road;

THENCE running Northerly along said Southerly extension of the Westerly right-of-way line of South Main Street and along the Westerly right-of-way line of said South Main Street to the Northeast corner of the Plat of City Center Addition to the City of Boardman, Oregon;

THENCE running Westerly along the Northerly line of said Plat of City Center Addition to its intersection with the West line of Section 16 of said Township and Range;

CENTRAL BOARDMAN URBAN RENEWAL PLAN

THENCE running Northerly along the section line between Section 16 and Section 17 of said Township and Range to its intersection with the Northerly right-of-way line of the existing Bonneville Power Administration McNary-Alvey No. 1 Transmission Line;

THENCE running Easterly 120.00 feet along said Northerly right-of-way line of the existing Bonneville Power Administration McNary-Alvey No. 1 Transmission Line to a point;

THENCE running Northwesterly to a point on the North line of Section 16 of said Township and Range, said point lying 90.00 feet Easterly, measured along said North line, from the Northwest corner of said Section 16;

THENCE running Northwesterly along the West line of said parcel of land described in Morrow County Deed Document Number M-40190 to the Point of Beginning.

The foregoing Legal Description was prepared by Anderson-Perry & Assoc., Inc. and is based on guidance received from Mr. Barry Beyeler, representing the City of Boardman, Oregon, and on information contained in various public deed and assessment records.

Anderson-Perry & Assoc., Inc.
P. O. Box 1107
La Grande, OR 97850
(541) 963-8309
Tuesday, August 05, 2008

REPORT ACCOMPANYING THE
CENTRAL BOARDMAN URBAN RENEWAL PLAN

August 19, 2008

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REPORT ON
CENTRAL BOARDMAN URBAN RENEWAL PLAN

I. INTRODUCTION

The Central Boardman Urban Renewal Report (the “Report”) contains background information and project details for the Central Boardman Renewal Plan (the “Plan”). The Report is not a legal part of the Plan but is intended to provide public information and a basis for the findings made by 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, SOCIAL AND ECONOMIC CONDITIONS AND IMPACT ON MUNICIPAL SERVICES

This section of the Report describes existing conditions within the Boardman Urban 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 comprises a total of 164.3 acres, including 12.7 acres of right of way or 6.3 percent of Boardman’s 2,630 acres of total land area. It encompasses 49 tax parcels and is south of the Interstate 84 (I-84) interchange. Main Street is the Area’s primary transportation corridor and access route. It connects the northern and southern areas of the City and also serves as the dividing line between the City’s east and west sides.

The Area is substantially underdeveloped. Approximately 118 acres or 52 percent of the Area’s total land area are undeveloped and, as noted in Boardman’s Transportation System Plan, the existing supply of vacant lands in the commercial core exceeds the projected demand for the next 20 years. The Area is also constrained by inadequate landscaping, existing substandard commercial development, poor access and the lack of a clearly identifiable “downtown” commercial center.

With the exception of public infrastructure and roads developed in 2000 to serve the new City Hall and undeveloped commercial lands in the city center, commercial development south of the freeway is predominantly of mid 1960’s to mid 1970’s construction. Most buildings are single story structures, which fails to meet the City’s long-range goals for higher density development. Further, many buildings are functionally obsolete, out of compliance with 1990 Americans with Disabilities Act (ADA) standards, and unable to meet the needs of contemporary business and industry.

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An analysis of property classification data from Morrow County's 2007-08 Tax Assessor's database was used to determine the existing land uses of parcels in the Area. As illustrated in Table 1, "Land Use (2007-08)," the Area is predominantly commercial use. There is a mobile home park located south of I-84 and east of Main Street. As previously described, vacant commercial lands representing 13 tax lots are the Area's most prevalent use, representing 118 acres or 52 percent of the Area's total land. (Vacant land is not broken out in the table below.) The analysis of existing uses does not factor in right-of-way (ROW) property within the Area, which, as noted in Table 2, accounts for approximately 12.78 acres or 7.2 percent of the Area's estimated total acreage. Assessor's data (Table 1) for total acreage sometimes varies from engineer's data (Table 2), as is the case here. The major difference is the 3.5 acres of Not Zoned property (right of way) in Table 2. Once the Assessor receives the legal description, the acreage will be rectified.

Table 1. Land Use 2007-08

Land Use	Parcels	Acres	% of Total (Acres)
Manufactured Home Personal Residence	27	0.43	0.26%
Manufactured Home Park	4	29.46	17.88%
Residential	1	9.24	5.61%
Commercial	16	97.33	59.08%
Non EFU Farm Use	1	28.28	17.17%
Total	49	164.74	100%

Source: Morrow County Assessor's information

As shown in Table 2, "Zoning Districts (2007-08)," an estimated 104.5 acres or 61.73 percent of the Area's total acreage is within Boardman's commercial zoning districts, with 67.6 acres in the Commercial District and 36.9 acres in the Tourist Commercial Sub District. While the Area is predominantly commercial, residential-zoned properties are present. About 29.5 acres or 16.52 percent of the Area's total acreage is within the Residential Manufactured Home Park Sub District.

Table 2. Zoning Districts

Zoning Designation	Acreage	% of Total	ROW Acreage
Commercial Highway: Sub District	36.9	21.80%	0.9
Residential: Man. Home Sub District	29.5	17.42%	0.0
Commercial	67.6	39.93%	5.64
Not Zoned	3.5	2.07%	3.5
BPA Transmission Line Easement	31.8	18.78%	2.74
Total	169.3	100.00%	12.78

Source: City of Boardman

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A mix of public, private and institutional uses characterizes development in the southern sub-area, west of Main Street. Several businesses on SW Front Street in the Tourist Commercial Sub District cater to tourists, commercial truck drivers and the traveling public.

With the exception of a couple of small businesses, most commercial lands south of the freeway, north of Oregon Trail Boulevard and east of Main Street are vacant and underutilized. The area is constrained by the Bonneville Power Administration (BPA) easement. The 10,560 ft. easement runs east-west through the City of Boardman and includes an estimated 2,640 ft. stretch inside the Area's boundaries. The easement parallels Oregon Trail Boulevard and extends 395 ft. from north to south. Strict development standards are imposed on land over easements in order to ensure access to BPA infrastructure. While new roads, subject to costly design and construction standards, are permitted, buildings may not be sited over the easement.

East of Main Street, between Oregon Trail Boulevard and Wilson Road, a large 65.1-acre parcel under single ownership sits vacant. Although the property has substantial development potential, it is currently unimproved.

Residential development in the southern sub area includes a manufactured home park east of Main Street.

B. Infrastructure

1. Transportation

As described in the Transportation System Plan and Main Street "Downtown" Development Plan, the Area's weak connectivity, inadequate local street network and lack of a concentrated downtown commercial district limit its development potential. Under existing conditions, a significant share of the southern sub area's undeveloped lands is inaccessible due to the incomplete road network. Further, as explained in the Physical Conditions subsection, development is limited over the BPA transmission line easement that runs east-west across the southern sub-area.

The City has determined priority transportation needs for the Area, which are listed in the Capital Improvement Plan (CIP) and include:

1. Access between Oregon Trail Boulevard and SE Front Street
2. Access between the proposed extension of Oregon Trail Boulevard and SW Front Street

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CENTRAL BOARDMAN URBAN RENEWAL PLAN

3. Access to vacant commercial properties west of Main Street and north of the City Center Sub District
4. Access to undeveloped commercial lands east of Main Street and south of Oregon Trail Boulevard
5. Access to undeveloped commercial and residential lands east of Main Street and north of Oregon Trail Boulevard
6. Main Street improvements including curbs and sidewalks

The present transportation network is inadequate to serve the future development capacity of the Area.

The classifications of the streets within the area as designated in the TSP and proposed changes in the 2008 TSP update are:

Local Street:

Tatone Street, presently classified as local, proposed in 2008 update to be classified as a Collector.

Collector:

Oregon Trail Boulevard (2008 proposed designation)
Tatone Street (2008 proposed designation)
New Access link from Front Street and BPA easement (2008 proposed designation)

Arterial:

South Main Street

2. Public Utilities

While commercial lands north of the freeway are adequately served by existing sewer and water infrastructure, a significant share of undeveloped commercial lands south of the freeway lacks sewer and water utilities. East of Main Street an existing sewer line and 18" water main run parallel to Oregon Trail Boulevard. However, the utility lines do not extend north or south into adjacent vacant commercial properties. The future utility routing will be dependent on the transportation corridors, as utilities will be installed at the same time as the road system is constructed. The present utility connections are inadequate to serve the full development potential of the Area.

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CENTRAL BOARDMAN URBAN RENEWAL PLAN

C. Social Conditions

To provide an accurate profile of the Area's social conditions, a summary of demographic data and trends extracted from the 1990 and 2000 U.S Census is included in this section. As Boardman's population is relatively small and Census Tract and Block Group geographic boundaries do not correspond with the Area, an analysis of citywide population and housing, income and poverty and employment trends is provided.

As described in the Land Use and Zoning section, the Area includes 26 manufactured homes.

1. Population and Housing

Statistical data for the City of Boardman is approximately eight years old as the Census was completed for 2000. According to the Bureau of Census, between 1990 and 2000, Boardman's population more than doubled. While the citywide population was reported at 1,387 in 1990, it rose 105.8 percent to 2,855 persons in 2000. By 2007, Portland State University's Population Research Center estimated that Boardman's population had reached 3,310, up 15.9 percent from the 2000 census. Given that the 2000 census is 8 years old, the following data is somewhat outdated, but it is the most current data available.

In 2000, 947 households with an average household size of 3.33 were reported citywide. As presented in Table 3, "Change in Occupancy Status (1990 to 2000)," with the significant increase in the citywide population, Boardman experienced a net increase of 376 housing units (65.8 percent) between 1990 and 2000.

Table 3. Change in Occupancy Status (1990 to 2000)

	1990	2000	Change	% Change
Total Housing Units	571	947	376	65.80%
Occupied Units	475	853	378	79.60%
Owners	270	529	259	95.90%
Renters	205	324	119	58.00%
Vacant Units	96	94	-2	-2.10%
% Owner Occupied	57.0	62.0	5.0	N/A
& Renter Occupied	43.0	38.0	-5.0	N/A

Source: 1990 and 2000 Census, SF 1 - 100 Percent Data

Corresponding with the increase in total housing units, between 1990 and 2000 the number of occupied housing units rose 79.6 percent to 853 units. Growth in both owner occupied and renter occupied units was significant between 1990 and 2000, with a net increase of 259 units and 119 units respectively. However, at 95.9 percent, growth in the total number of owner occupied units significantly outpaced the 58.0 percent increase in renter occupied units and Boardman's

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overall share of owner occupied housing units grew 5.0 percent. In part, this robust increase in homeownership may be attributed to Boardman's relatively affordable home prices.

Table 4 represents the 2000 Census information on race characteristics in Boardman.

Table 4. Race Characteristics (2000)

Race	Citywide Total	% of Citywide Total
<i>Total:</i>	2,855	100.00%
Population of One Race:	2,772	97.10%
White Alone	1,577	55.20%
Black or African American Alone	11	0.40%
American Indian and Alaska Native Alone	55	1.90%
Asian Alone	20	0.70%
Native Hawaiian and Other Pacific Islander	3	0.10%
Some Other Race Alone	1,106	38.70%
Two or More Races:	83	2.90%
Total Non-White:	1,278	44.80%

Source: 2000 Census, SF 1 - 100 Percent Data

The federal government considers race and Hispanic origin to be two separate and distinct concepts. For Census 2000, the questions on race and Hispanic origin were asked of every individual living in the United States. Hispanics may be of any race. According to the Census, "white" refers to people having origins in any of the original peoples of Europe, the Middle East or North Africa. "Some other race" was included in Census 2000 for respondents who were unable to identify with the five other race categories. Respondents who provided write in entries such as Hispanic origin (for example Mexican, Puerto Rican or Cuban are included in the "some other race" category.

As illustrated in Table 4, a majority of Boardman's residents are white (55.2 percent). Non-whites who affiliated themselves with a single race, 1,106 persons of "some other race" showed the highest representation at 38.7 percent. This figure is a direct reflection of Boardman's thriving Hispanic and Latino population, many of whom are of Mexican and Central American origin. A majority, 85 percent, of the respondents who identified themselves as Latino or Hispanic further identified themselves as having Mexican origin. In 2000, American Indian and Alaska Natives represented 1.9 percent of the citywide population (55 persons) while 2.9 percent of the Area's total population (83 persons) claimed two or more races.

In 1990, an estimated 357 persons or 25.7 percent of the Area's total population reported Hispanic or Latino origin. By 2000, as shown in Table 5, "Hispanic or

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Latino Population (2000),” the Hispanic or Latino population had climbed to 1,431 persons or 50.1 percent of the Area’s total population. Between 1990 and 2000, Boardman’s Hispanic or Latino population increased markedly by 200.8 percent (1,074 persons).

Table 5. Hispanic or Latino Population (2000)

Race	Citywide Total	% of Citywide Total
Non Hispanic or Latino	1,424	49.90%
Hispanic or Latino	1,431	50.10%
Total Population	2,855	100%

Source: 2000 Census, SF 1 - 100 Percent Data

D. Economic Conditions

1. Taxable Value of Property Within the Area

State law limits the percentage of a municipality’s total assessed value (AV) and area that can be contained in an urban renewal area at the time of its establishment to 25 percent (for municipalities under 50,000 in population). The estimated total assessed value of the Area, including all real, personal, personal manufactured and utility properties, is \$2,822,690 or 1.14 percent of the City of Boardman’s total assessed value of \$246,630,550.

Table 6, “Assessed Value by Land Use (2007-08),” shows the distribution of the Area’s total assessed value by existing land use. As identified in the Physical Conditions section, the Area is predominantly commercial. The estimated total assessed value of real property in the Area is \$2,822,690. Vacant land constitutes 26.47 percent or \$747,230 of the Area’s total real property assessed value.

The greatest share of the Area’s assessed value is contained in parcels in the County’s Improved Commercial property class, which constitutes 87 percent or \$2,444,100 of the Area’s total real property assessed value. Improved residential uses represent 5.60 percent of the Area’s assessed value.

Table 6. Assessed Value by Land Use (2007-08)

Use Category	Parcels	Acres	Assessed Value	% of Total (Acres)
Manufactured Home	27	0.43	145,910	0.26%
Residential	1	9.24	72,310	5.60%
Commercial	16	97.33	2,444,100	59.35%
Tract	3	28.72	137,860	17.51%
Farm	1	28.28	22,510	17.24%
Total	48	164.00	\$2,822,690	100.00%

Source: Morrow County Assessor

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The abundance of vacant commercial land in the Area underscores the need for the City to support projects and programs that will attract private investment and strengthen the Area's economic vitality. One of the Plan's stated goals is to promote a mix of retail, commercial and residential uses oriented to pedestrians. Accordingly, the Plan authorizes land acquisition and disposition and proposes public infrastructure projects and development assistance programs that will increase development activity in the Area.

2. Land to Improvement Value

The degree or "intensity" of development is typically measured in terms of an improvement value to land value ratio ("I:L"). The values used are real market values as determined by the County Assessor. For example, a property with a building value of \$200,000 and a land value of \$100,000 would have an I:L of 2.0. Where the value of improvements is less than the value of land the ratio is less than 1.0.

I:L ratios for healthy properties in Boardman's commercial core could range between 5.0 and 7.0 or higher. For instance, a property on a 15,000 square foot lot would have a land value of \$915,000, at \$61.00 per square foot. A three-story commercial development valued at \$110.00 per square foot would have an improvement value of \$4,950,000. The I:L ratio for this property would be 5.4.

Table 7 below, "Improvement to Land Ratios (2007-08)," shows the improvement to land ratios for properties in the Area, sorted by the use of property, as determined by the County Assessor.

Table 7. Land to Improvement Ratios (2007-08)

I:L Ratio	Parcels	Acres	% of Total (Acres)
No Improvements	13	118.35	87.00%
0.0 - 0.5	1	9.24	6.79%
0.5 - 1.0	1	1.02	0.75%
1.0 - 1.5	0	0.00	0.00%
1.5 - 2.0	1	0.47	0.35%
2.0 - 2.5	1	0.75	0.55%
2.5 - 3.0	1	0.98	0.72%
3.0 - 4.0	0	0.00	0.00%
4.0 - 5.0	2	3.46	2.54%
>5	1	1.76	1.29%
Total	20*	136.03	100.00%

*does not include 27 manufactured homes that have improvement value, but no land value and one public property

Source: Morrow County Assessor

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As the table shows, the I:L ratios are low, with a majority of the properties either vacant or with a very low I:L.

3. Income and Poverty

The City's estimated median household income was \$32,195 in 1999. Table 8, "Poverty Status in 1999 by Age," shows the population breakdown by persons living below and at or above the federal poverty level. The poverty level as shown in the 2000 Census is \$8,794 for a family of one and \$17,603 for a family of four.

Table 8. Poverty Status in 1999 by Age

Poverty Data	Area Total	% of Area Total
Income in 1999 Below Poverty Level	574	20.10%
Under 18 Years	289	10.10%
18 Years and Over	285	10.00%
Income in 1999 at or Above Poverty Level	2,279	79.90%
Under 18 Years	802	28.10%
18 Years and Over	1,477	51.80%
Total Persons *	1,853	100.00%

Source: 2000 Census, SF 3 - Sample Data

*Population for whom Poverty Status is Determined

In 1999, the estimated percentage of Boardman residents living below the poverty level was relatively high at 20.1 percent. The total number of residents living below poverty was nearly equally divided among children under 18 (289 persons) and adults 18 years and over (285 persons). This suggests that the existing supply of jobs in the area does not meet local residents' employment demands. It also reflects the low wage jobs that are typical of major industries located in Boardman and surrounding communities, which include food processors, wood products and electricity generation. To reduce poverty and boost the economic self sufficiency of residents, one of the Plan's stated objectives is to increase business and economic opportunities in the Area.

4. Employment

Employment data from the 2000 Census is used to analyze the employment status of local residents. However, the data does not reflect increases in state and national unemployment rates that resulted from the economic downturn. Therefore, relative to the unemployment and labor force participation rates reported in 2000, it is likely that the current citywide unemployment rate is higher and the labor force participation rate is lower.

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As illustrated in Table 9, "Employment Status, Persons 16 years and older (2000)," of the City's estimated total population of 1,857 persons 16 and over, 66.7 percent, or 1,238 persons, were in the labor force. At 9.7 percent the citywide unemployment rate for persons in the civilian labor force reported in the 2000 Census was significantly higher than the Oregon unemployment rate, which ranged from 4.2 percent to 5.4 percent according to the Bureau of Labor Statistics.

Table 9. Employment Status, Person 16 Years and Over (2000)

Employment Status	Citywide Total	% of Citywide Total
In Labor Force	1,238	66.70%
Armed Forces	7	0.40%
Civilian Labor Force	1,231	66.30%
Employed	1,050	56.50%
Unemployed	181	9.70%
Not in Labor Force	619	33.30%
<i>Person, 16 Years and Over</i>	<i>1,857</i>	<i>100.00%</i>

Source: 2000 Census, SF 3 - Sample Data

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 IX of this Report. This subsection discusses the fiscal impacts resulting from potential increases in demand for municipal services.

Development of the Area will increase service demands for a variety of municipal services. Funds for some of these services may be obtained from Systems Development Charges, user fees and other charges. While there may be increased costs for infrastructure and utility services, the ability to finance infrastructure and utility upgrade costs through funds from the urban renewal area help offset other City costs associated with the development of the Area.

For other services such as fire and police services, the impact of the Plan will be to increase costs.

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 remove and prevent the future occurrence of blighted areas as defined in ORS 457.010(1).

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IV. 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 existing conditions which were generally described in Section II of this Report and are more particularly described below.

A. Oregon Trail Boulevard Extension

This project will provide access to undeveloped parcels adjacent to the Oregon Trail Boulevard. It has two phases in the CIP, extending the existing Oregon Trail Boulevard from S Main Street to Tatone Street and extending the existing Oregon Trail Boulevard from Tatone Street to Blalock Street. The project will include the westward extension of an existing 18" water main that runs parallel to Oregon Trail Boulevard.

Relationship to Existing Conditions

Several commercial properties, between SW and SE Front Street and the City Center area, remain undeveloped due to inadequate transportation infrastructure and proximity to the BPA easement. The proposed Oregon Trail Boulevard Extension and access streets will significantly reduce barriers to development by increasing access to the sites and improving traffic circulation and connectivity within the City's central commercial area. The present transportation network is inadequate to serve the development capacity of the Area.

B. Southeast Commercial Area Access Improvements

The Southeast Commercial Area Access Improvements project will establish a local street network that will provide access to the Area's largest vacant commercial sites, located south of Oregon Trail Boulevard and east of Main Street. The project will enhance connectivity in Boardman's central commercial area.

Relationship to Existing Conditions

There is no local street network in this area to facilitate development of the Area's largest vacant commercial sites. Creating the infrastructure necessary for the development of these parcels will help stimulate development, which will provide the opportunity for increased jobs and services to Boardman residents. The present transportation network is inadequate to serve the development capacity of the Area.

1. South East Front Street Connection

This project will increase access to commercial properties on South East Front Street and vacant commercial and residential lands south of I-84 and east of Main Street by developing two new access roads. The north-south access road will extend from Oregon Trail Boulevard to South East Front Street. The east-west access road will parallel I-84 and extend from the new north-south access road to the Area's eastern boundary. Currently, left hand turns are permitted from Main Street onto South East Front Street.

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However, should new development or the expansion of any existing businesses on South West Front Street occur, the Oregon Department of Transportation (ODOT) will require access management standards to be met.

Relationship to Existing Conditions

Due largely to the access constraints described above, the majority of commercial properties on South East Front Street are undeveloped. In recent years, businesses that have expressed an interest in locating on South East Front Street have been deterred by the costs associated with the provision of required access improvements. This project will promote development on South East Front Street and increase traffic circulation by creating an alternative access route that complies with ODOT regulations. Further, by providing access to automobiles and commercial truck traffic, the new east-west access road will facilitate the development of vacant lands. The present transportation network is inadequate to serve the development capacity of the Area.

2. Main Street Upgrades

This project will provide curbs, sidewalks and water and sewer upgrades to Main Street. The project is identified in the CIP in three separate segments, from I-84 to Oregon Trail Boulevard including sewer upgrades, from Kinkade Street to Wilson Road and from Oregon Trail Boulevard to Kinkade Street.

Relationship to Existing Conditions

Main Street in this area is without curbs and sidewalks to afford safety for pedestrians and facilitate pedestrian access throughout the city. The present transportation network is inadequate to serve the development capacity of the Area.

3. Front Street Upgrades

The Front Street upgrades will provide curbs and sidewalks upgrades to Front Street.

Relationship to Existing Conditions

Front Street in this area is without curbs and sidewalks to afford safety for pedestrians and facilitate pedestrian access throughout the city. The present transportation network is inadequate to serve the development capacity of the Area.

C. South West Front Street Connection

Similar to the New South East Front Street Access Connection, this project will facilitate increased levels of development and commercial activity on South West Front Street by creating an access road that extends from the proposed extension of Oregon Trail Boulevard to South West Front Street.

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Relationship to Existing Conditions

Currently, the Main Street entrance is the only way for vehicular and commercial truck traffic to access South West Front Street. Given that no alternative access route exists and ODOT has imposed strict capacity limits for left hand turns off Main Street, the creation of a new access route will be critical to the successful revitalization and development of commercial lands on South West Front Street. The present transportation network is inadequate to serve the development capacity of the Area.

D. Interim East West Connector

East-west connectivity can be strengthened by creating a network of streets that parallel I-84 and Wilson Lane that provide access to future development. These new roadways provide access for local trips and can be constructed as development occurs. An example of east-west connectivity is to construct new connections parallel to Front Street near or within the Bonneville Power Administration easement to better access properties in that area.

Relationship to Existing Conditions

There is no local street network in this area to facilitate development. Creating the infrastructure necessary for the development of these parcels will help stimulate development, which will provide the opportunity for increased jobs and services to Boardman residents. The present transportation network is inadequate to serve the development capacity of the Area.

E. Southeast Commercial Area Public Utility Improvements

Proposed utility improvements in the Southeast Commercial Area will extend water and sewer lines to vacant commercial lands east of Main Street. Properties to be served are adjacent to Oregon Trail Boulevard. The new utility lines will extend from existing sewer and water lines that parallel Oregon Trail Boulevard. The specific CIP projects include:

1. South Side Water Supply Extension of Water Main: Kinkade Street to Wilson Road
2. SE Front Street: Water, Sewer
3. SW Front Waterline Upgrades: Upgrade Waterline

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As the street system develops as stated in the Southeast Commercial Area Access Improvements, additional public utility lines may be required. Utilities will be placed in streets as they are constructed.

Relationship to Existing Conditions

Similar to the access constraints posed by the lack of a local street network, utility deficiencies are an impediment to the development of vacant commercial lands east of Main Street. Implementing the proposed utility improvements will give the City the positive leverage it needs to attract private investors and strengthen the local economy through the creation of new business and employment opportunities. The present utility system is inadequate to serve the development capacity of the Area. The present system is:

1. South Side Water Supply Extension of Water Main: Kinkade Street to Wilson Road: these utilities do not exist.
2. SE Front Street: Water, Sewer: These utilities do not exist.
3. SW Front Waterline Upgrades: The existing line is a 6 inch waterline.

The present utility system is inadequate to serve the development capacity of the Area.

A. Property Development Loans and/or Grants and Technical Assistance

Eligible programs may include:

- Loans and/or grants to assist with planning and pre-development activities as well as property development, rehabilitation or redevelopment and other improvements. Property to be improved must be commercial or mixed use. Loans may be at or below market rates, and assistance can include direct loans or guarantees of loans made by third parties.
- Technical assistance, in the form of site studies, market studies, environmental studies, impact assessments, feasibility analyses, engineering and design and other activities directly related to development of property in the Area.

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Relationship to Existing Conditions

No property development loan and or grant or technical assistance programs exist for the Area. The ability to assist property owners in the Area is inadequate.

B. Public Utility Infrastructure and Upgrade Loans and/or Matching Funds

Property to be improved will be commercial or mixed use. Financial assistance will be provided for the extension of sewer and water lines to properties that are not currently served as well as capacity upgrades.

Relationship to Existing Conditions

No public utility infrastructure and upgrade loans and or matching funds exist for the Area. The ability to assist property owners in the Area is inadequate.

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

Table 10 below shows the estimated total cost of each project and the estimated sources of funds to address such costs.

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Table 10. Total Cost of Project and Urban Renewal Share. All Capital Improvement Costs are in 2008 dollars, while the items in bold are in year of expenditure dollars. Table 11 is totally in Year of Expenditure Dollars. The Year of Expenditure Dollars chart adds up to the Maximum Indebtedness of approximately \$7,375,000.

Table 10. Total Cost of Project and Urban Renewal Share.

Project	Description	Est. Project Cost	Urban Renewal Share	Developer Share
Street Improvements				
Oregon Trail Blvd.	S. Main St. to Tatone St. Extension	\$720,678	\$450,424	\$270,254
	Tatone St. to Blalock St. Extension	\$486,348	\$303,968	\$182,381
Southeast Commercial Area Access Improvements				
SE Front St. Connection	SE I-84 Access to SE Front St./Oregon Trail Blvd.	\$776,786	\$485,491	\$291,295
South Main St. Upgrades	I-84 to Oregon Trail Blvd. (incl. sewer)	\$665,452	\$415,908	\$249,545
	Kinkade St. to Wilson Rd.	\$517,685	\$323,553	\$194,132
	Oregon Trail Blvd. to Kinkade St.	\$550,000	\$343,750	\$206,250
Front St. Upgrades	Front St. (curbs/sidewalks,etc.)	\$550,000	\$343,750	\$206,250
SW Front St. Connection	SW I-84 Access to SW Front St./Oregon Trail Blvd.	\$689,593	\$430,996	\$258,597
Interim East West connector	Connector from Tatone to SE 1st	\$600,000	\$120,000	\$480,000
Utility Improvements				
S. Side Water Supply	Extension of Water Main from Kinkade St. to Wilson Rd.	\$131,891	\$82,432	\$49,459
SE Front St.	Water Sewer	\$242,147	\$242,147	\$0
SW Front St. Waterline Upgrades	Replace 6" waterline (Main St. west past commercial properties)	\$55,255	\$34,534	\$20,721
Total Capital Improvements		\$5,985,835	\$3,576,952	\$2,408,883
Contingency		\$357,695	\$357,695	
Loan Programs				
Property Development Loans		\$608,000	\$608,000	
Public Utility Infrastructure		\$608,000	\$608,000	
Administration and Overhead		\$479,295	\$479,295	
Bond Issuance Costs		\$129,180	\$129,180	
Total		\$8,168,005	\$5,759,122	\$2,408,883

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Table 11 shows the estimated total cost of each project and the estimated sources of funds to address such costs, with all figures in year of expenditure dollars. The Plan's maximum indebtedness is \$7,375,000.

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Table 11. Estimated Total Cost of Each Project and Estimated Sources of Funds in Year of Expenditure Dollars

			2012	2013	2014	2015	2016
Revenues							
Beginning Balance			0	573,761	270,668	65,508	92,927
Debt Proceeds			1,758,090	152,725	251,648	266,919	282,896
Total			1,758,090	726,486	522,316	332,427	375,823
Expenditures							
Bond Issuance Costs			43,952	1,527	2,516	2,669	2,829
Administration		479,295	87,948	39,108	39,108	20,569	23,773
Capital Projects	Total Cost 08 \$	URA					
Oregon Trail Boulevard - S. Main to Tatone Extension	720,678	450,424					
Oregon Trail Boulevard - Tatone to Blalock Extension	486,348	303,968					
SE Front Street Connect- SE I 84 Access to SE Front/Oregon Trail	776,786	485,491					
SW Front Street Connect- SW I 84 Access to SW Front/Oregon Trail	689,593	430,996					
Front Street Upgrades	550,000	343,750					
South Main Street Upgrades I -84 to Oregon Trail (incl. sewer)	665,453	415,908		241,076	241,076		
South Main Street Upgrades Kinkade to Wilson Rd.	517,686	323,554	364,163				
South Main Street Upgrades Oregon Trail to Kincade	550,000	343,750				105,692	217,726
Interim East West Connector Tatone to SE 1st	600,000	120,000					
S. Side Water - Water Main from Kinkade to Wilson Rd.	131,892	82,433	92,779				
SE Front Street Water/Sewer	242,148	242,148	272,540				
SW Front waterline upgrades	55,255	34,534					
Total: Capital Projects		3,576,955	729,481	241,076	241,076	105,692	217,726
Property Development Loans	608,000	608,000	75,000	75,000	75,000	50,000	10,000
Public Utility Infrastructure	608,000	608,000	75,000	75,000	75,000	50,000	10,000
Contingency		357,695	72,948	24,108	24,108	10,569	21,773
Transfer to Debt Service Fund			100,000	0	0	0	0
Total		5,629,946	1,184,329	455,818	456,807	239,500	286,100

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Table 11. Estimated Total Cost of Each Project and Estimated Sources of Funds, continued

	2017	2018	2019	2020	2021	2022	2023
Revenues							
Beginning Balance	89,723	78,049	80,289	250,287	-34,323	40,091	130,530
Debt Proceeds	124,122	135,596	1,937,545	118,600	134,531	139,607	153,735
Total	213,845	213,645	2,017,834	368,887	100,208	179,698	284,265
Expenditures							
Bond Issuance Costs	1,241	1,356	48,439	1,186	1,345	1,396	1,537
Administration	11,213	12,000	137,009	33,919	5,231	4,231	5,231
Capital Projects							
Oregon Trail Boulevard - S. Main to Tatone Extension			623,492				
Oregon Trail Boulevard - Tatone to Blalock Extension							
SE Front Street Connect- SE I 84 Access to SE Front/Oregon Trail				276,878			
SW Front Street Connect- SW I 84 Access to SW Front/Oregon Trail			596,599				
Front Street Upgrades							
South Main Street Upgrades I -84 to Oregon Trail (incl. sewer)							
South Main Street Upgrades Kinkade to Wilson Rd.							
South Main Street Upgrades Oregon Trail to Kincade	112,129						
Interim East West Connector Tatone to SE 1st							
S. Side Water - Water Main from Kinkade to Wilson Rd.							
SE Front Street Water/Sewer							
SW Front waterline upgrades				12,309	12,309	12,309	12,309
Total: Capital Projects	112,129	0	1,220,091	289,187	12,309	12,309	12,309
Property Development Loans		60,000	75,000	25,000	20,000	15,000	20,000
Public Utility Infrastructure		60,000	75,000	25,000	20,000	15,000	20,000
Contingency	11,213	0	122,009	28,919	1,231	1,231	1,231
Transfer to Debt Service Fund	0	0	90,000	0	0	0	0
Total	135,796	133,356	1,767,547	403,211	60,117	49,167	60,309

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Table 11. Estimated Total Cost of Each Project and Estimated Sources of Funds, continued

	2024	2025	2026	2027	2028	2029	TOTALS
Revenues							
Beginning Balance	223,956	5,762	157,110	169,470	196,009	88,820	
Debt Proceeds	168,444	163,988	348,334	362,656	379,112	496,021	7,374,569
Total	392,400	169,750	505,444	532,126	575,121	584,841	7,374,569
Expenditures							
Bond Issuance Costs	1,684	1,640	3,483	3,627	3,791	4,960	129,180
Administration	32,163	1,000	27,874	27,874	41,043	48,643	597,935
Capital Projects							
Oregon Trail Boulevard - S. Main to Tatone Extension							623,492
Oregon Trail Boulevard - Tatone to Blalock Extension			258,742	258,742			517,484
SE Front Street Connect- SE I 84 Access to SE Front/Oregon Trail	311,628						588,506
SW Front Street Connect- SW I 84 Access to SW Front/Oregon Trail							596,599
Front Street Upgrades					310,425	310,425	620,851
South Main Street Upgrades I -84 to Oregon Trail (incl. sewer)							482,152
South Main Street Upgrades Kinkade to Wilson Rd.							364,163
South Main Street Upgrades Oregon Trail to Kinkade							435,547
Interim East West Connector Tatone to SE 1st						120,000	120,000
S. Side Water - Water Main from Kinkade to Wilson Rd.							92,779
SE Front Street Water/Sewer							272,540
SW Front waterline upgrades							49,238
Total: Capital Projects	311,628	0	258,742	258,742	310,425	430,425	4,763,349
Property Development Loans	5,000	5,000	10,000	10,000	50,000	28,000	608,000
Public Utility Infrastructure	5,000	5,000	10,000	10,000	50,000	28,000	608,000
Contingency	31,163	0	25,874	25,874	31,043	43,043	476,335
Transfer to Debt Service Fund	0	0	0	0	0	0	
Total	386,638	12,640	335,974	336,117	486,302	583,071	7,182,799

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

Table 12 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 2029/2030. The total amount of tax increment revenues required to service debt is \$8,043,143.

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Table 12. Tax Increment Revenues, Debt Service and Debt Service Reserves

FY Ending June 30	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Revenues										
Beginning Balance	0	13,853	41,197	355,449	438,757	438,757	438,757	269,378	269,378	269,378
Property Tax										
Current Year	13,853	26,499	210,886	223,517	237,754	252,424	267,780	279,471	290,463	435,885
Prior Year	0	437	837	6,660	7,058	7,508	7,971	8,456	8,825	9,173
Interest		408	2,529	5,856	6,836	6,987	7,145	5,573	5,687	7,144
Transfer from Project Fund			100,000							90,000
Total	13,853	41,197	355,449	591,482	690,405	705,675	721,653	562,879	574,353	811,580
Total Tax Increment Revenue Needed										
Expenditures										
Debt Service - Long Term Bonds										
Bond 1			169,378	169,378	169,378	169,378	169,378	169,378	169,378	169,378
Bond 2										186,668
Bond 3										
Total Debt Service - Long Term Bonds			169,378	169,378	169,378	169,378	169,378	169,378	169,378	356,046
Debt Service Reserve)			169,378	169,378	169,378	169,378	169,378	169,378	169,378	356,046
Short Term Bonds		0	0	152,725	251,648	266,919	282,896	124,122	135,596	0
Total Expenditures		0	338,757	491,482	590,405	605,675	621,653	462,879	474,353	712,092
Ending Balance		41,197	16,692	100,000	100,000	100,000	100,000	100,000	100,000	99,488

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Table 12. Tax Increment Revenues, Debt Service and Debt Service Reserves, continued

FY Ending June 30	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
Revenues											
Beginning Balance	455,534	456,046	456,046	456,046	456,046	456,046	456,046	286,668	286,668	286,668	186,668
Property Tax											
Current Year	452,178	466,925	471,485	485,329	499,455	494,598	509,570	524,955	540,762	557,004	573,693
Prior Year	13,765	14,279	14,745	14,889	15,326	15,772	15,619	16,092	16,578	17,077	17,590
Interest	9,215	9,373	9,423	9,563	9,708	9,664	9,812	8,277	8,440	8,607	7,780
Transfer from Project Fund											
Total	930,692	946,623	951,699	965,827	980,536	976,080	991,048	835,991	852,447	869,356	785,730
Total Tax Increment Revenue Needed											
Expenditures											
Debt Service - Long Term Bonds											
Bond 1	169,378	169,378	169,378	169,378	169,378	169,378	169,378				
Bond 2	186,668	186,668	186,668	186,668	186,668	186,668	186,668	186,668	186,668	186,668	695,010
Bond 3											
Total Debt Service - Long Term Bonds	356,046	356,046	356,046	356,046	356,046	356,046	356,046	186,668	186,668	186,668	695,010
Debt Service Reserve)	356,046	356,046	356,046	356,046	356,046	356,046	186,668	186,668	186,668	186,668	
Short Term Bonds	118,600	134,531	139,607	153,735	168,444	163,988	348,334	362,656	379,112	496,021	0
Total Expenditures	830,692	846,623	851,699	865,827	880,536	876,080	891,048	735,991	752,447	869,356	695,010
Ending Balance	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	100,000	0	90,720

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VII. FINANCIAL ANALYSIS OF THE PLAN

The estimated tax increment revenues of \$8,043,143 are based on projections of the assessed value of development within the Area. Table 13 shows the projected incremental assessed value, projected tax rates that would produce tax increment revenues, and the annual tax increment revenues (not adjusted for undercollection, penalties and interest). These, in turn, provide the basis for the projections in Table 12.

Table 13: Projected Incremental Assessed Value, Tax Rates and Tax Increment Revenues

FY Ending June 30	2008	2009	2010	2011	2012	2013	2014
Appreciation Growth %		2.75%	2.75%	2.75%	2.75%	2.75%	2.75%
Appreciation Growth \$		86,136	88,505	107,447	127,158	414,114	437,010
Exception Value			600,311	609,316	10,307,594	418,488	424,766
Total Assessed Value	3,132,216	3,218,352	3,907,168	4,623,931	15,058,683	15,891,285	16,753,061
Certified ("Frozen") Base Value	3,132,216	3,132,216	3,132,216	3,132,216	3,132,216	3,132,216	3,132,216
Incremental Assessed Value	0	86,136	774,952	1,491,715	11,926,467	12,759,069	13,620,845
Tax Rate			18.8162	18.6988	18.6128	18.4403	18.3738
Tax Increment Revenues	0	0	14,582	27,893	221,985	235,281	250,267

FY Ending June 30	2015	2016	2017	2018	2019	2020	2021
Appreciation Growth %	2.75%	2.75%	2.75%	2.75%	2.75%	2.75%	2.75%
Appreciation Growth \$	460,709	485,235	510,613	530,762	551,557	786,942	814,969
Exception Value	431,137	437,604	222,084	225,415	8,007,882	232,229	117,856
Total Assessed Value	17,644,908	18,567,747	19,300,444	20,056,622	28,616,060	29,635,231	30,568,055
Certified ("Frozen") Base Value	3,132,216	3,132,216	3,132,216	3,132,216	3,132,216	3,132,216	3,132,216
Incremental Assessed Value	14,512,692	15,435,531	16,168,228	16,924,406	25,483,845	26,503,015	27,435,840
Tax Rate	18.3087	18.2613	18.1950	18.0656	18.0046	17.9594	17.9145
Tax Increment Revenues	265,709	281,873	294,180	305,750	458,826	475,977	491,500

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CENTRAL BOARDMAN URBAN RENEWAL PLAN

Table 13: Projected Incremental Assessed Value, Tax Rates and Tax Increment Revenues, continued

FY Ending June 30	2022	2023	2024	2025	2026	2027	2028	2029	2030
Appreciation Growth %	2.75%	2.75%	2.75%	2.75%	2.75%	2.75%	2.75%	2.75%	2.75%
Appreciation Growth \$	840,622	867,028	890,872	915,371	940,543	966,408	992,984	1,020,291	1,048,349
Exception Value	119,624	0	0	0	0	0	0	0	0
Total Assessed Value	31,528,301	32,395,329	33,286,201	34,201,571	35,142,114	36,108,523	37,101,507	38,121,798	39,170,148
Certified ("Frozen") Base Value	3,132,216	3,132,216	3,132,216	3,132,216	3,132,216	3,132,216	3,132,216	3,132,216	3,132,216
Incremental Assessed Value	28,396,085	29,263,113	30,153,985	31,069,355	32,009,898	32,976,307	33,969,291	34,989,582	36,037,932
Tax Rate	17.4778	17.4579	17.4353	16.7570	16.7570	16.7570	16.7570	16.7570	16.7570
Tax Increment Revenues	496,300	510,873	525,742	520,629	536,390	552,584	569,223	586,320	603,888

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VIII. IMPACT OF THE TAX INCREMENT FINANCING, BOTH UNTIL AND AFTER THE INDEBTEDNESS IS REPAYED, 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.

The tables below show no impacts on the Boardman Public Schools School District or the Educational Service District. Under current school funding law, property tax revenues are combined with State School Fund revenues to achieve per-student funding targets. Under this system, property taxes foregone are replaced with State School Fund revenues.

Table 14 shows the average annual revenues foregone in 2008 dollars for each of the overlapping taxing districts.

Table 14. Projected Impact on Taxing District Permanent Rate Levies During Use of Tax Increment Financing

AFFECTED TAXING DISTRICT LEVIES	TOTAL	Average Annual Impact (2008\$)
MORROW COUNTY Permanent	\$982,600	\$44,664
MORROW COUNTY HEALTH DISTRICT Permanent	\$143,777	\$6,535
PORT OF MORROW COUNTY Permanent	\$19,986	\$908
CITY OF BOARDMAN Permanent	\$1,000,780	\$45,490
BOARDMAN RFD Permanent	\$177,380	\$8,063
BOARDMAN CEMETARY Permanent	\$6,749	\$307
BOARDMAN PARK Permanent	\$71,033	\$3,229
MORROW COUNTY UNIFIED REC. DISTRICT Permanent	\$108,367	\$4,926
NORTH MORROW VECTOR CONTROL Permanent	\$45,129	\$2,051
OREGON TRAIL LIBRARY DISTRICT Permanent	\$60,267	\$2,739
MORROW COUNTY SCHOOL DISTRICT #1 Permanent	\$958,716	\$43,578
UMATILLA-MORROW ESD Permanent	\$133,867	\$6,085
BLUE MOUNTAIN COMMUNITY COLLEGE Permanent	\$157,109	\$7,855

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Table 15. Average Annual Revenues Foregone as Percent of Levy

TAXES FOREGONE 2009 -2030 PERCENT OF 2008 LEVY	Levy 07/08	Impact %
MORROW COUNTY Permanent	\$4,593,434	0.97%
MORROW COUNTY HEALTH DISTRICT Permanent	\$1,018,465	0.64%
PORT OF MORROW COUNTY Permanent	\$93,431	0.97%
CITY OF BOARDMAN Permanent	\$963,519	4.72%
BOARDMAN RFD Permanent	\$584,620	1.38%
BOARDMAN CEMETERY Permanent	\$10,871	2.82%
BOARDMAN PARK Permanent	\$115,735	2.79%
MORROW COUNTY UNIFIED REC. DISTRICT Permanent	\$506,593	0.97%
NORTH MORROW VECTOR CONTROL Permanent	\$235,970	0.87%
OREGON TRAIL LIBRARY DISTRICT Permanent	\$242,683	1.13%
BLUE MOUNTAIN COMMUNITY COLLEGE Permanent	\$648,918	1.21%

The average impact of foregone revenues as a percentage of the total permanent rate levy of each taxing district is shown in Table 15 above. On a percentage basis, the impacts on the City of Boardman are the greatest because the other taxing districts are all larger relative to the projected incremental assessed value without urban renewal.

Table 16 shows the increase in permanent rate levy revenues that would occur after termination of the tax increment financing in FY 2029/2030. By FY 2037/2038 revenues added to the permanent rate levies would exceed the revenues foregone during the use of tax increment financing.

Table 16: Additional Revenues Obtained After Termination of Tax Increment Financing

REVENUES GAINED THROUGH FY 2037/2038	
MORROW COUNTY Permanent	\$1,093,063
MORROW COUNTY HEALTH DISTRICT Permanent	\$159,940
PORT OF MORROW COUNTY Permanent	\$22,233
CITY OF BOARDMAN Permanent	\$1,113,287
BOARDMAN RFD Permanent	\$197,321
BOARDMAN CEMETERY Permanent	\$7,508
BOARDMAN PARK Permanent	\$79,018
MORROW COUNTY UNIFIED REC. DISTRICT Permanent	\$120,550
NORTH MORROW VECTOR CONTROL Permanent	\$50,203
OREGON TRAIL LIBRARY DISTRICT Permanent	\$67,043
BLUE MOUNTAIN COMMUNITY COLLEGE Permanent	\$174,771

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IX. RELOCATION REPORT

No residences or businesses are anticipated to require relocation as a result of acquisition of property under the Plan.

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

State law limits the percentage of both a municipality's total assessed value and the total land 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 (AV) of the Area, including all real, personal, personal manufactured and utility properties is \$2,756,350. The total AV of the City of Boardman is \$246,630,550. This means 1.12% of the AV in the City Boardman would be in an urban renewal area, well within the 25% statutory limitation. The estimated total acreage of the Area is 164.3 acres, including public right of way. The City of Boardman is 2,630 acres. Therefore, 6.3% of the acreage in the City would be in an urban renewal area, and 1.12% of the assessed value of the City would be in an urban renewal area. This is below the statutory limitation of 25% in both cases.

Table 17 . URA Conformance with AV and Area Limits

Urban Renewal Area	Acres	Frozen Base/Assessed Value
Central Boardman Urban Renewal Area	169.3	\$2,756,350
City	2,630	\$246,630,550
% of City in URAs	6.4%	1.12%

CENTRAL BOARDMAN URBAN RENEWAL PLAN

First Minor Amendment

October 16, 2012

City of Boardman

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I. INTRODUCTION

By City of Boardman ordinance No. 1-2009 enacted August 19, 2008; the City of Boardman found blighted areas within the City and activated the Boardman Urban Renewal Agency (the “Agency”). By ordinance No. 2-2009, the City adopted the Central Boardman Urban Renewal Plan (the “Plan”) supported by the Report Accompanying the Central Boardman Urban Renewal Plan (the “Report”)

The Plan designates by both map and legal description the Central Boardman Urban Renewal Area (the “Area”) which lies south of Interstate 84 and both east and west of South Main Street. Most of the Area is zoned Commercial or Tourist Commercial with a portion east of South Main Street and north of Oregon Trail Boulevard zoned Multi-family with a mobile home overlay. This portion is planned for rezoning to Tourist Commercial. The Area includes a 65 acre tract referred in the Plan having a single owner, which lies south of Oregon Trail Boulevard to Wilson Lane and east of South Main Street. It is this tract to which this Minor Amendment is most germane. Changes to the Plan are shown in *italics*.

II. PURPOSE OF THIS AMENDMENT

The purpose of this Amendment is to:

1. Clarify certain language in the Plan to more precisely meet the City’s Development Code and Comprehensive Plan, and
2. More clearly describe a previously authorized project to meet the City’s Transportation System Plan (TSP).

This Amendment is a Minor Amendment. This is not a “Substantial Amendment” which adds land to the Area, nor does it increase the maximum amount of indebtedness the Agency may issue. It is not a “Council-Approved Amendment” that materially changes the goals and objectives of the Plan or adds or expands a project that is materially different from projects previously authorized in the Plan.

III. CLARIFICATION OF LANGUAGE

In some instances the Plan asserts that “Property to be improved must be commercial or mixed use.” (See i.e. “RENEWAL PROJECTS, B. Planning and Development Assistance, 1. Property Development Loans and/or Grants and Technical Assistance and 2. Public Utility Infrastructure and Upgrade Loans and/or Matching Funds,” page 10.)

Read in conjunction with the City of Boardman Development Code and the City’s Comprehensive Plan, “commercial or mixed use” has a broader meaning than the common interpretation of that term may convey. The Development Code permits, pursuant to a

conditional use permit, multi-family housing in the form of townhouse type structures. Nowhere, however, is “townhouse” structure defined as a multi-story structure. Single story structures, when joined together to form triplex or four-plex structures are permissible in a commercial zone, subject to a conditional use permit.

The term “mixed use” may be interpreted to mean a single structure in which both commercial and housing uses are conducted. This interpretation is too narrow to be consistent with the City’s Development Code, Comprehensive Plan, or the Goals and Objectives of the Plan. (see page 1 et seq)

By this Minor Amendment, the First Amendment to the Plan,, the following language is added under V. RENEWAL PROJECTS after sentence 1. *The term “commercial or mixed use” wherever used in the Plan is clarified to mean such uses as permitted in the City’s commercial zone including those permitted by conditional use, and not necessarily mixed in the same structure.*

IV. DETAIL OF A PREVIOUSLY AUTHORIZED PROJECT

Part V. RENEWAL PROJECTS, 4. Interim East West Connector and 5. Southeast Commercial Area Pubic Utility Improvements (pages 8-9 of the Plan) authorize projects that pursue the Goals and Objectives of the Plan. Project 4. authorizes “a network of streets that parallel I-84 and Wilson Lane that provide access to future development.”

Project 4. is also shown in a tentative location on the map on page 7 of the Plan as an extension of Kinkade Road east of South Main Street. The City’s TSP extends Kinkade Road even farther east to intersect with Anderson Road about 100 feet beyond the east boundary of the Area. As shown on that same map, a north-south street connects Oregon Trail Boulevard with Wilson Lane. According to Project 2. “The Southeast Commercial Area Access Improvements project will facilitate the development of vacant and underutilized parcels located east of Main Street and south of Oregon Trail Boulevard.” Finally Project 5. authorizes extension of “sewer and water lines to the vacant commercial properties east of Main Street and south of Oregon Trail Boulevard.”

By this Minor Amendment, the First Amendment to the Plan, the following language is added in a new paragraph under V. RENEWAL PROJECTS after Project 5. Southeast Commercial Area Public Utility Improvements:

Read together these projects along with the City’s TSP and Comprehensive Plan, authorize a network of streets and utilities in the portion of the Area that lies east of South Main Street and between Oregon Trail Boulevard and Wilson Lane. This network may consist of one or more north-south streets and one or more east-west streets to achieve the Goals and Objectives of the Plan.

V. FINANCING

This Minor Amendment does not affect the financing included in the Plan, the maximum indebtedness that may be issued to carry out the Plan or the schedule for the Plan's completion.

VI. ADOPTION

This Minor Amendment clarifying certain language and more particularly describing a project previously authorized need only be approved by the Agency by Resolution.