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Urban Renewal Technical Advisory Committee Meeting **Minutes**

Scappoose City Hall, 33568 E Columbia Ave., Scappoose, OR 97056

December 13th, 2018 12:00 pm – 1:30 pm

Attendees:

Brian Rosenthal, Susie Wilson, Larry Ericksen, George Hafeman, Len Waggoner, Phil Griffin, Larry Ericksen, Pete McHugh, Scott Jensen, Paul Peterson, Mike Greisen, Jeff Pricher, Harry Budworth, Mike Fletcher, Ken Shonkwiler, Lorelei Juntunen ECONW, Becky Hewitt ECONW, ZGF Representatives, Huell White, Michael Sykes, Alex Rains, Laurie Oliver.

Absent:

Christine Collins, George Hafeman, Alex Tardif, Brady Preheim, Marty Baldwin

1. CALL TO ORDER

The meeting was called to order at 12:00 by EDC Chair Len Waggoner.

2. Welcome

Alex Rains delivered a brief welcome to the group and background on the City's Urban Renewal efforts. She mentioned it's been identified as a Council goal and that an Urban Renewal Feasibility Study was completed between January and June of 2018. After seeing the results of the Feasibility Study, Council opted to move forward with development of a full Urban Renewal Plan, this meeting is the first Technical Advisory Committee meeting in pursuit of that goal.

3. Introductions

All attendees of the meeting introduced themselves and, if applicable, noted the overlapping taxing district they were representing.

4. Project and Schedule Overview (see Exhibit A for copy of project schedule)

Lorelei Juntunen covered the project schedule noting upcoming meetings with the Technical Advisory Committee, Council and other important deadlines.

5. Urban Renewal Refresher & Findings from Feasibility Study (see Exhibit B for copy of power point presentation)

Lorelei Juntunen then began the presentation by providing an urban renewal refresher and covering the findings from the feasibility study. As Lorelei worked through the various slides, the following questions were asked:



Q: What about new GO bond for schools?

A: GO Bonds are always outside urban renewal

Q: Proportional at time of completed improvement or at expected urban renewal?

A: Statutes not clear about how to define proportionality. Will need to pick a methodology (e.g. users, population, current or prospective future) - need to consult with City Attorney

Q: Do other taxing districts have to approve the plan?

A: Only if you get above a certain maximum indebtedness level, then you'd have to consult and confer but you don't have to otherwise.

Q: Who issues the bond?

A: Project listed in plan, with dollar amount, URA would be responsible for implementation.

Q: What happens if URA goes bankrupt - who gets stuck with the debt?

A: URA issues the bond, if there is not enough revenue to cover the bond, it probably wouldn't attract bond investment.

Comment: In Columbia County, we are paying for water infrastructure that hasn't been needed. Agency is making payments until there are users to support that.

Comment: Lots of small communities are doing urban renewal, including Warrenton

Lorelei then proceeded to complete the presentation:

- Enterprise zone means no new tax revenue initially. Over time, revenue will flow to URA.
- No more than 25% of acreage or AV, and limits on expansion once in place. Intentionally didn't include areas outside City limits.
- Areas excluded often because they don't pay taxes (e.g. airport)
 - Need to update location of PCC site
- City has outperformed county in growth of assessed property values. Well-positioned for additional growth.
- District will accrue a low dollar amounts in first 5 years. Small-scale investments to start, but bigger potential longer-term.
- For treatment plant, will need another funding source. For example, the City may take out debt, and then UR dollars could backfill some of that when there is more capacity.

6. **Preliminary Discussion: Plan Goals and Types of Projects** (see Exhibit B for copy of power point presentation)

Becky Hewitt and Lorelei Juntunen led this discussion and began by answering the following questions:



Q: What kind of infrastructure in the industrial area would be part of the plan?

A: The water treatment facility. Water & wastewater facilities identified in master plans that would benefit industrial area.

Q: Paying for infrastructure improvements initially and has to be proportionate - how does the payment work?

A: Annual budgeting process similar to city or other government. Money rolls over from one year to the next - not losing ability to spend the money later. Improvements will be necessary 2025 and beyond.

Goals Discussion (see slide 20):

- How big a cultural / civic center? Center implies a building, this is confusing and needs clarification.
- What about a park & recreation athletic complex? Would that qualify?
- Possible goal – Ideas about how to support local business?
- Comment: Goals seem too vague. People will have expectations that won't be met. Need to tighten it up.

7. Opportunities and Barriers Discussion (see Exhibit C for ZGF's presentation handout)

Presentation led by Paddy Tillett, ZGF. As Paddy worked his way through the topics called out in the presentation handout, the Committee made the following comments:

- RR won't listen
- ODOT owns the RR
- Port owns a property at the end of the line served by the rail line
- ZGF should review and pull from TSP
 - Projects are already in a prioritized list
 - Feels like ZGF is reinventing the wheel
- Rail users and city leaders will be updating transportation rail studies and mitigation plans - will start in January.
- Decorative fence along the east side of the rail is a possibility the City is pursuing
- Oregon Manufacturing Industrial District - AECOM doing digital visualization
- Stormwater - sidewalks require curbs and gutter - need stormwater management to put in sidewalks
- Crown-Zellerbach trail - lost a portion of the trail when CZ road was put in. No trail from Hwy 30 to West Lane Road. That connection should become a priority at some point.



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- Differentiate between pedestrian/bicycle and vehicle grade separated crossings for the RR
- Airport master plan (about 3 years old) - look at this for future airport plans
- Connecting OMIC and downtown - might not be within UR district
 - Developer required to build sidewalks and roads
 - Fill gaps between this and town center
 - Include PCC also
 - Street just got upgraded (just a portion between CZ Road and Wagner Court, a portion still needs to be upgraded)
- Where are we going to put housing?
 - Just finished HNA - have enough land technically but a lot of it isn't ready to build
 - Until population forecast gets readjusted for PCC, OMIC growth won't be able to justify additional expansion
 - Incentivize density in town center - City Council supported taller buildings in town center
- Airport business park overlay - allows housing? People would be able to commute.
 - Maybe there's an opportunity there, but would impact industrial land supply
 - FAA likes to have separation between housing and airports
- SR zone north of OMIC all in flood plain - can only do low density SF
- Goal to create a community center
- Port met with City of Scappoose re: rail - city gave a list of issues of concern, Port agrees with the concerns. Think they can get fence and trail built. Port will be a partner.
 - Meeting with RR on 17th about using some of the ROW
 - Rail concerned about safety.
 - Will study grade-separated crossings.
- School district long-range facilities plan

8. **Process Advice: How best to communicate with and engage the community; other process issues/advice**

a) Make it simpler to communicate the concept even if not precisely right. Just need the concept, they don't need to not know how the math works.

b) Everyone is so worried about taxes going up - start out with the fact that this doesn't increase your taxes.

C) People should understand that residents will have to pay taxes when a service is needed. Increased requests for service will happen. Other cities have had to cut services because they didn't have enough revenue coming in. Will see increases in levies from overlapping districts. Will take 2700 homes outside the boundary to staff a new fire station. Boundaries exclude residential areas where a lot of service demand is coming from. \$1.24 5-year levy for fire district not included in feasibility plan.



e) Need stakeholders from retail areas involved. Some tired old buildings. If community is going to spend money, they need to spend money too.

9. Announcements and Next Meetings

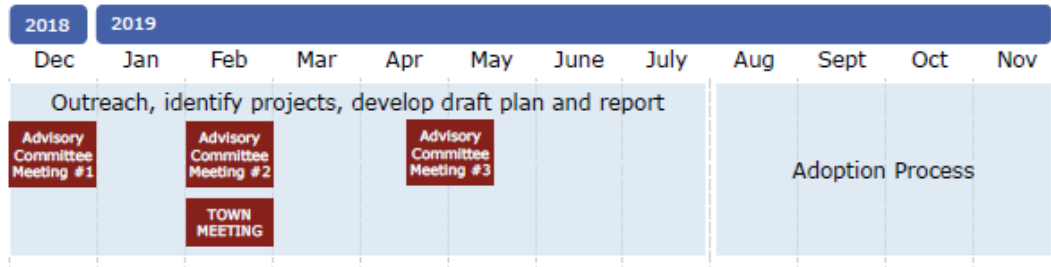
February 21st, 2019

10. Meeting Adjourned at 1:30 pm.



Exhibit A

Scappoose Urban Renewal Plan Project Timeline



Meeting timing is approximate and subject to change. Please visit the project website for the latest updates.



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Exhibit B

Scappoose Urban Renewal Area Technical Advisory Committee

Thursday, December 13, 2018

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Presentation Overview

- Project & Schedule overview
- Urban Renewal Refresher & Feasibility Study Findings
- Presentation and Discussion: Plan Goals & Types of Projects
- Presentation and Discussion: Opportunities & Barriers
- Discussion: Process advice



Introductions and Project Overview

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3

Project Overview

Project Goals:

1. Build on Feasibility Study findings
2. Develop an urban design framework for Scappoose
3. Create an adoptable Urban Renewal Area Plan
 - “Projects”
 - Financial Feasibility

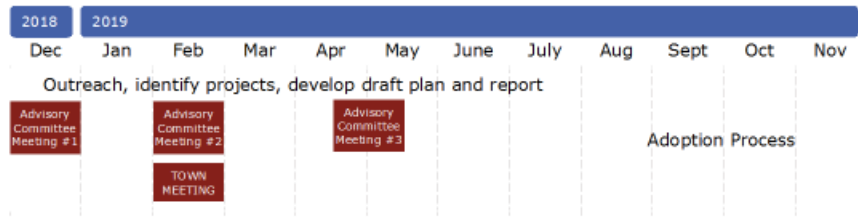
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Project Schedule

Scappoose Urban Renewal Plan Project Timeline



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5

Urban Renewal Refresher

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6

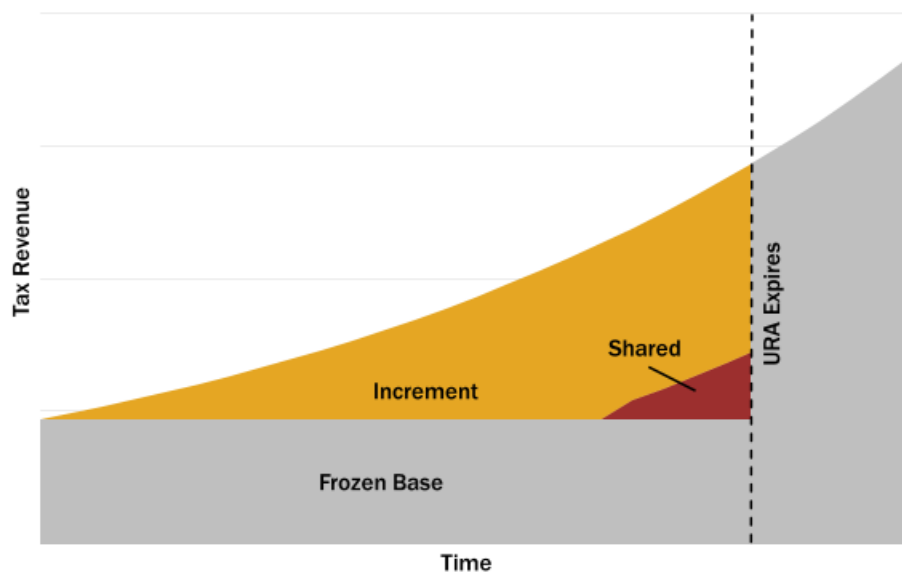


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What is Urban Renewal?

- Used throughout Oregon
- Authorized through State Statutes (ORS 457)
- Purpose:
 - Provide financing mechanism to implement plans
 - Address “blighting” influences in designated areas
 - Increase the tax base

How does Urban Renewal Financing Work?





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How can \$\$ be spent?

Requirements

- Capital only (no O&M)
- Must be in the boundary
- Spending on city-wide projects must be proportional

Best Practices

- Informed by stakeholder priorities
- Support economic development and tax growth

Financial Analysis

- “Financial feasibility” requirement
 - Dependent on new development
 - Maximum indebtedness calculated
 - Bonds/loans necessary to accelerate timing
 - Understand potential project costs
 - Understand timing of TIF revenues vs timing for project development
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Impacts to Taxing Districts

- Primarily to overlapping taxing districts, not property tax payers
 - Foregone revenue caveats: “but for”
 - School district and ESD and backfilled through state funding formula
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Scappoose Urban Renewal Feasibility Study Highlights

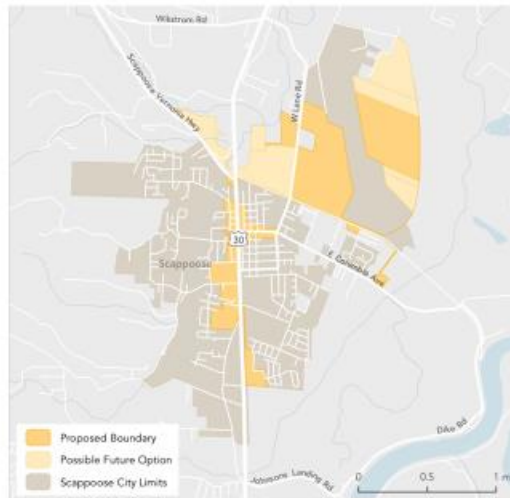


Proposed URA Boundary

Includes

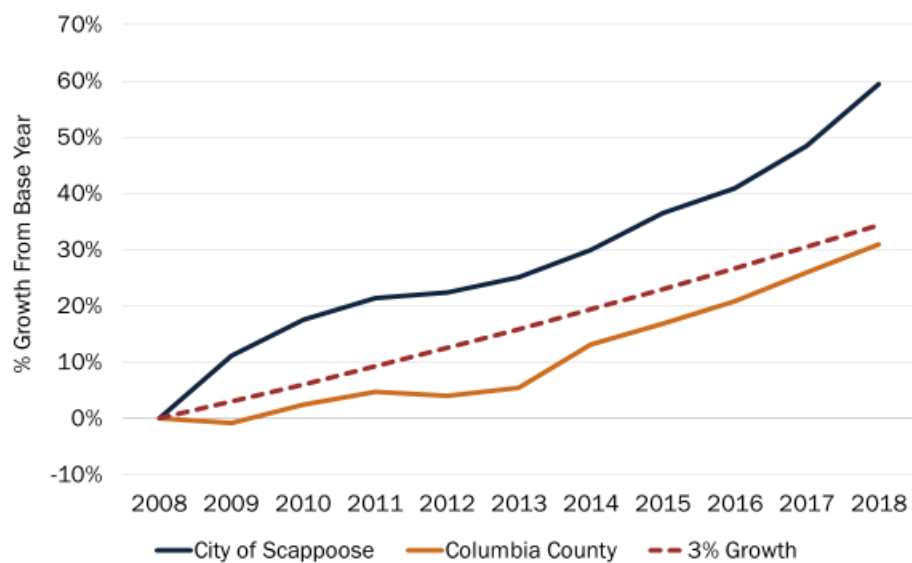
- Areas NE of city near Oregon Manufacturing Innovation Center (OMIC)
- Parts of Highway 30 corridor

Boundary is not final until UR Plan is adopted, only minor changes anticipated



13

Historical Assessed Value Growth





Overview of Financial Scenario Results

	Scenario A	Scenario B	Scenario C
AV Growth Rate	5%	7%	9%
Construction Value / Year	\$1.2M	\$2.4M	\$3.6M
Cumulative TIF Revenue (YOE\$)	\$23,400,000	\$37,100,000	\$55,500,000
Maximum Indebtedness (YOE\$)	\$20,600,000	\$32,200,000	\$48,700,000
Funding for Projects (2018 \$)			
Total	\$11,370,000	\$17,270,000	\$25,470,000
Year 0-5	\$270,000	\$270,000	\$270,000
Year 6-10	\$2,100,000	\$2,400,000	\$2,700,000
Year 11-20	\$3,900,000	\$6,000,000	\$8,500,000
Year 21-30	\$5,100,000	\$8,600,000	\$14,000,000

Plan Duration: 30 years

Interest Rate: 5%

Coverage Ratio: 1.5x

15

Implications

- Very constrained capacity in early years, exacerbated by Enterprise Zone
- Substantial capacity long-term, depending on future development
- Two alternatives:
 - “Traditional” URA, but with slow start
 - Focus on treatment plant

16



Goals and Projects: A First Discussion

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17

Themes from Vision to inform Urban Renewal Goals

- High-quality development and infrastructure
- Affordable housing opportunities
- Locally-owned businesses
- Clean industry, higher education, research
- Sustainable, living-wage jobs
- Parks that support active living and civic engagement
- Cultural awareness, heritage & identity; public art
- Local trails, better connectivity

18



Example Plan Goal Statements (St. Helens)

1. Ensure that stakeholders are involved in plan implementation by providing accurate, timely information and encouraging public input and involvement.
2. Provide adequate infrastructure and public amenities to support new development.
3. Increase the safety and capacity of existing transportation corridors.
4. Improve public access to the Columbia River through investments in waterfront open space and paths.
5. Invest in the revitalization of Houlton and Riverfront business districts.

19

Scappoose Urban Renewal Plan Goals - ROUGH DRAFT

1. Improve water, wastewater and stormwater infrastructure to support job growth.
2. Promote the emergence of a vibrant town center as a civic and cultural hub for Scappoose that is connected to surrounding neighborhoods and employment areas.
3. Encourage redevelopment and infill in the town center.
4. Support the growth and retention of local businesses.

20



Potential Project Types

- Utility or infrastructure projects
- Streetscape improvements and transportation enhancements
- Parks and open spaces
- Redevelopment projects
- Storefront improvement grants
- Capital improvement loans for small or startup businesses
- Historic preservation projects

21

Discussion: Initial Goals & Projects

- Improve water, wastewater and stormwater infrastructure
 - Contributions to a new treatment plant
 - Site-specific infrastructure needs?
- Vibrant and connected town center (subject of next discussion...)
 - Sidewalk and intersection improvements?
 - Access to town center and wayfinding?
 - Plaza?
 - Site redevelopment?
- Redevelopment and infill in town center
 - Investments in infill or redevelopment projects?
 - Land acquisition?
- Local businesses support
 - Storefront or tenant improvement grants?

22



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Where are the opportunities and barriers?



23

Process, Outreach &
Communications Advice?

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Exhibit C

City of Scappoose Urban Renewal Advisory Committee – OPPORTUNITIES & BARRIERS ZGF PRESENTATION HANDOUT

The intention is to explore the potential of the opportunities listed below, and to expose others that may strengthen the community by improving connectivity between assets and activities. In the case of barriers, both near term (modest) and long term (aggressive) solutions will be sought.

Opportunities:

- Develop OMIC as a coherent campus connected strongly to Downtown.
 - Build a network of complete streets to encourage multimodal transportation. Encourage connectivity with nearby housing and commercial districts. Improve routes to Downtown.
- Rezone the Suburban Residential (SR) zone north of ONIC to permit a greater range of housing types.
 - This will enable more OMIC personnel to live within walking distance.
- Repurpose Scappoose Middle School and campus as a center for community activities.
 - Uses may include adult education, social and civic events indoors and outside.
- Improve the safety and utility of cross-Hwy 30 connections for local vehicles and pedestrians.
 - Begin with modest, achievable improvements, but make long-term plans for substantially safer and easier to cross facilities.
- Expand and diversify Civic Center facilities in the Downtown Overlay area east of Hwy 30.
 - Growth of OMIC and other facilities will increase demands on the Civic Center.
- Redesign SW 1st Street with enhanced sidewalks, crosswalks, street trees, street lights and other furnishings.
 - To establish a strong connection to the Civic Center east of Hwy 30.
- Promote pedestrian oriented mixed uses within the Downtown Overlay.
 - These uses will strengthen Downtown as a destination for both locals and visitors.
- Prioritize sidewalk improvements throughout the city to provide safe routes to schools and other community destinations.
 - This will ensure that improvements result in continuous safe routes through town.
- Promote opportunities for farm-to-table businesses, capitalizing on nearby fertile land and established agricultural practices.
 - Such businesses can do much to activate Downtown as a destination.



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- Activate the Crown Zellerbach trail with links to Vernonia and the Slough through the City.
 - Besides bringing trail users into town, this will encourage retreat lodges and other trail-related businesses.

Long-Term Opportunities:

- Grade-separated connections across Hwy 30 and the railroad.
- Conversion of the railroad ROW for passenger transportation to Portland.
- Airport-related uses – dependent on intensity of use of airfield and adjacent industrial developments.

Barriers:

- Hwy 30 is a physical and psychological barrier between the east and west halves of the City.
 - As a first step, reduce the speed limit on Hwy 30 from 35 mph to 30 or 25 at key crossings. Coordinate with improved at-grade crossings, lighting etc.
- The railroad ROW further separates east and west Scappoose, extending the distance across Hwy 30.
 - Investigate repurposing margins of the ROW and long-term reuse possibilities.
- Is the current Urban Growth Boundary sufficient under Metro's rules to accommodate projected 20-year growth?
 - What would be the best place(s) to expand the UGB?
- Are plans for improved water and sewer infrastructure consistent with expected growth?

This is a preliminary list of opportunities and barriers for further study. Others are expected to emerge as the study proceeds.