



# CITY OF ASTORIA

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November 10, 2016

## MEMORANDUM

TO: MAYOR AND CITY COUNCIL

FROM:  BRETT ESTES, CITY MANAGER

SUBJECT: FIRST AMENDMENT TO THE ASTOR-WEST URBAN RENEWAL PLAN –  
EXPAND BOUNDARY TO INCLUDE BOND STREET AND ADJACENT  
PROPERTIES, ADD PROJECTS AND UPDATE PLAN

### PURPOSE

The Astoria City Council held a hearing and first reading of an Ordinance on November 7 to gain input regarding the Council's consideration and potential adoption of the proposed Astor West Urban Renewal Plan First Amendment (the Amendment). A second reading of the Ordinance to adopt the Amendment is scheduled for the November 21, 2016 meeting. The Amendment is designed for the Astor West Urban Renewal Area (Area), an area of 217.55 acres. The reason for urban renewal is to provide a financing mechanism to fund improvements including transportation, storefront grants, and redevelopment and housing assistance.

### BACKGROUND

The City of Astoria adopted the Astor West Urban Renewal Plan (the "Plan") in December 2002, (Ordinance #02-18). The Plan contains projects which were and are intended to assist in stimulating growth in the Urban Renewal Area (the "Area"). As a result of a landslide in 2007, Bond Street has been closed to two way traffic. Only one westbound lane of traffic is allowed limiting east-west traffic towards Marine Drive. In addition, water and sewer lines have been rerouted above the street. The Public Works Department commissioned a geotechnical analysis completed in August 2015 to study the feasibility of adding a retaining wall. The results of the study concluded that is indeed feasible. Based on the results, the Public Works Department prepared an "order of magnitude" cost estimate of \$395,000 to construct a retaining wall, repair Bond Street for two way traffic, and include low cost traffic calming measures to mitigate potential speeding along a narrow street in a dense neighborhood of residential buildings. In March 2016, the Astoria Development Commission (ADC) directed staff to initiate a plan amendment study for the Astor West URA. In August 2016, the ADC received an update from city staff and reviewed a potential list of projects to fund to support the amended boundary while meeting the objectives of the original urban renewal district.

In addition to the street aspect, there are underinvested residential properties that potentially need assistance (i.e., grants/ loans/technical assistance) to renovate and preserve as affordable housing, which is another FY 15-16 Council Goal. Staff has met with the Community Action Team about a targeted pilot program that would offer some form of assistance to qualified property owners to renovate multi-family buildings while still meeting Development

Code design requirements. A potential housing program will be brought to ADC for review at a future date.

The proposed amendment to the Plan would expand the Area to include right of way as well as city owned land to widen Bond Street and permit the use of urban renewal funds for the new projects to be added in the Plan as identified in Table 11 of the Report Accompanying the Amendment. The proposed Amendment requires an Ordinance to implement the changes and is referenced as Attachment A. The Plan Amendment and Report on the Amendment is shown in Attachment B and C, respectively.

### **PUBLIC NOTICE**

A notice for this meeting was placed in public utility bills in September, 2016. Notice was also placed on the City of Astoria website.

### **PROCESS**

The process for approval has included the following steps, in accordance with ORS 457.

1. A public outreach campaign - "Come Bond with Us" - was launched in June 2016 with an open house on July 28, 2016 and October 25, 2016 along with a Planning Commission meeting where public testimony was taken.
2. Astoria Development Commission reviewed a list of potential projects on August 15, 2016 and on October 3, 2016 reviewed the proposed Amendment and accompanying Report, and a recommendation to forward it to City Council for adoption.
3. Review and recommendation by the Astoria Planning Commission. The Planning Commission reviewed the Amendment on October 25, 2016 and voted unanimously that the Amendment conformed to the Astoria Comprehensive Plan and recommended that the Astoria City Council adopt the Amendment and accompanying Report.
4. Notice to all citizens of Astoria of a hearing before the Planning Commission and City Council. Notice was provided by mailing to property owners through the utility bills and through email to paperless customers in September.
5. Forwarding a copy of the proposed Amendment and the Report to the governing body of each taxing district. The formal taxing districts letters were sent out on October 4, 2016. Informal notices were emailed to taxing jurisdictions the week of September 21, 2016.
6. Presentation of the Amendment to the Clatsop County Commission. This meeting occurred on October 26, 2016.
7. A hearing by the City Council and adoption of the proposed Amendment and accompanying Report by a non-emergency ordinance. The hearing was held on November 7, 2016 with no comments received. The second reading on the ordinance will be on November 21, 2016. The ordinance must be a non-emergency ordinance, which means that the ordinance does not take effect until 30 days after its approval and during that period of time may be referred to Astoria voters if a sufficient number of signatures are obtained on a referral petition.

## **ORDINANCE ADOPTING THE PLAN**

The ordinance (Attachment A) adopting the Amendment requires the City Council to make certain findings, which are listed in the after the "Whereas" paragraph. These findings are based on various documents and events. The process for the adoption of the proposed Amendment, a copy of which is attached hereto as Attachment B, and by this reference incorporated herein, has been conducted in accordance with the provisions of Chapter 457 of the Oregon Revised Statutes;

As described above, the City has followed the procedures as outlined by ORS 457. The findings are as follows.

1. The area designated in the Amendment as the Area is blighted, as defined by ORS 457.010(1)(e) and ORS 457.010(1)(g) and is eligible for inclusion within the Plan because of conditions described in Section II of the Report including inadequate streets, and utilities, and a prevalence of depreciated values resulting from underdevelopment and underutilization of property within the Area;  
  
This is the basic justification for the Amendment and the Council's finding is meant to make that justification explicit.
2. The rehabilitation and redevelopment described in the Amendment to be undertaken by the ADC is necessary to protect the public health, safety and welfare of the City because absent the completion of the urban renewal projects, the Area will fail to contribute its fair share of property tax revenues to support City services and will fail to develop and/or redevelop according the goals of the comprehensive plan;  
  
This finding states the public purpose of the Amendment which is for the property in the Area to develop and redevelop according to the Comprehensive Plan. Property which is not developed or not fully developed and occupied does not contribute as much property taxes as fully developed property. The improvement of property in the Area will add to the tax base in the Area and further support additional economic activity in the Area.
3. The Amendment conforms to the Astoria Comprehensive Plan as a whole, and provides an outline for accomplishing the projects described in the Amendment, as more fully described in Section 405 of the Plan;  
  
This finding is supported by Section 405 of the Amendment and the Planning Commission's conclusion that the Plan conforms to the Astoria Comprehensive Plan.
4. In connection with any residential displacement occurring as a result of the acquisition and disposition of land, provision has been made for displaced persons in the Relocation Section of the Report as required under applicable state and federal law;  
  
The Amendment does not contemplate acquisition of property that would displace residents or businesses. Should the Amendment be amended to include such acquisition, the Agency would be obligated to provide relocation assistance.
5. The acquisition of real property provided for in the Amendment is necessary for the development of infrastructure improvements including parking improvements in the Area, for the development of public spaces and for assisting in private redevelopment of the Area;

The Amendment authorizes acquisition of real property for infrastructure improvements. No property is specifically identified for acquisition.

6. Adoption and carrying out the Amendment is economically sound and feasible in that funds are available to complete the Amendment projects using urban renewal tax increment revenues derived from a division of taxes pursuant to section 1c, Article IX of the Oregon Constitution and ORS 457.440, and other available funding as shown in Sections V, VI, VII, and VIII of the Report;

The Report contains information on the projected revenues and projected expenditures under the Amendment and supports a finding that the Amendment is economically sound and feasible.

7. The City of Astoria shall assume and complete activities prescribed to it by the Amendment;

The Amendment does not prescribe any specific activities to the City.

8. The Agency consulted and conferred with affected overlapping taxing districts prior to the Amendment being forwarded to the City Council.

An e-mail notification to the overlapping taxing districts was sent September 21, 2016. The Agency sent a written copy of the Amendment and the Report to the affected overlapping taxing districts on October 4, 2016. The letter included an invitation to provide comments in writing on the Amendment and Report on the Amendment. To date the City has not received written recommendations from the affected taxing districts.

The ordinance also calls for publication of a notice that the Council has adopted the ordinance, for the recording of the Amendment by the Clatsop County Clerk and for transmitting the Amendment to the Clatsop County Assessor.

### **RECOMMENDATION**

It is recommended that the City Council hold the second reading of the ordinance and adopt the First Amendment to the Astor West Urban Renewal Plan.

Attachments:

- A. Ordinance
- B. Astor West Urban Renewal Plan First Amendment
- C. Report on the Astor West Urban Renewal First Amendment
- D. Planning Commission Report and Recommendation on the Astor West Urban Renewal Plan First Amendment

By:     K A C      
Kevin A. Cronin  
Community Development Director

ORDINANCE NO. 16-\_\_\_\_\_

AN ORDINANCE MAKING CERTAIN DETERMINATIONS AND FINDINGS  
RELATING TO AND APPROVING THE FIRST AMENDMENT TO THE ASTOR-  
WEST URBAN RENEWAL PLAN

WHEREAS, the City Council of the City of Astoria approved the Astor-West Urban Renewal Plan by adoption of Ordinance No. 02-18, on December 16, 2002. The Astor-West Urban Renewal Plan is referred to herein as the "Plan;"

WHEREAS, the Astoria Development Commission ("Agency"), as the duly authorized and acting urban renewal agency of the City of Astoria, Oregon, is proposing to amend the Plan to add property and projects to the Astor-West Urban Renewal Area ("Area"). This amendment is proposed so that the objectives in the Plan may be fully accomplished and the urban renewal projects called for in the Plan, as amended, may be completed; and

WHEREAS, under the terms of Section 1000(C) of the Plan, an amendment increasing the area of the Plan by more than one percent is a Substantial Amendment and requires the notice, hearing, and approval procedures required by ORS 457.095, and special notice as provided in ORS 457.120; and

WHEREAS, the Agency, pursuant to the requirements of ORS Chapter 457, has prepared the amendment which is attached to this Ordinance as Attachment B, and incorporated herein by this reference ("Amendment"). The Amendment revises the legal description of the Area to include Bond Street right-of-way and properties in the general area as described in the Amendment; and

WHEREAS, the Agency has caused the preparation of a Report accompanying the Amendment as required by ORS 457.085(3) ("Report"), which Report dated November 21, 2016 is attached to this Ordinance as Attachment C and incorporated herein by this reference; and

WHEREAS, the Amendment and the Report were forwarded to the City of Astoria Planning Commission for recommendation, the Planning Commission considered the Amendment and Report on October 25, 2016 and found the Amendment conformed to the Astoria Comprehensive Plan and unanimously recommended that the City Council approve the Amendment, attached to this Ordinance as Attachment D and incorporated herein by this reference; and

WHEREAS, the Amendment and the Report were forwarded on October 4, 2016 to the governing body of each taxing district affected by the Amendment, and the Agency has thereafter consulted and conferred with said districts; and

WHEREAS, the City Council has not received written recommendations from the governing bodies of the affected taxing districts; and

WHEREAS, in September the City caused notice of the hearing to be held before the City Council on the Amendment, including the required statements of ORS 457.120(3), to be mailed to utility customers in the City of Astoria; and

WHEREAS, on November 7, 2016 the City Council held a public hearing to review and consider the Amendment, the Report, the Planning Commission Recommendation, and to receive public testimony; and

WHEREAS, after consideration of the record presented through this date, the City Council does by this Ordinance desire to approve the Amendment.

NOW THEREFORE, THE COUNCIL OF THE CITY OF ASTORIA HEREBY ORDAINS THAT:

Section 1. The Amendment complies with all requirements of ORS Chapter 457 and the specific criteria of 457.095(1) through (7), in that, based on the information provided in the Report, the Planning Commission Recommendation, and the public testimony before the City Council:

1. The Added Property is blighted, as defined by ORS 457.0101(1) because of inadequate streets, and utilities, and a prevalence of depreciated values resulting from underdevelopment and underutilization of property within the Area (ORS 457.010(1)(e) and (g)).
2. The projects to be undertaken by the Agency on the Added Property are necessary to protect the public health, safety, or welfare of the City because absent the completion of the projects, the Added Property will fail to contribute its fair share of property tax revenues to support City services and will fail to develop and/or redevelop according to the goals of the City's Comprehensive Plan;
3. The Amendment conforms to the Astoria Comprehensive Plan and provides an outline for accomplishing the projects described in the Plan, as more fully described in the Planning Commission Recommendation and the Plan as amended by this Amendment;
4. No acquisition and disposition of land or redevelopment activities resulting in residential displacement will occur as a result of the Amendment. Therefore the Amendment does not include provisions to house displaced persons;
5. The acquisition of real property is not expect in the Amendment or necessary for the development of adequate streets and utilities, as more fully described in Section II of the Report.
6. Adoption and carrying out the Plan, as amended by the Amendment is economically sound and feasible in that eligible projects and activities will be funded by urban renewal tax revenues derived from a division of taxes pursuant

to Section 1c, Article IX of the Oregon Constitution and ORS 457.440 and other available funding as more fully described in Section VIII of the Report; and

7. The City shall assume and complete any activities prescribed it by the Plan.

Section 2. The First Amendment to the Astor West Urban Renewal Plan is hereby approved based upon review and consideration by the City Council of the Amendment and Report, and the Planning Commission Recommendation, each of which is hereby accepted, and the public testimony in the record.

Section 3. The City Manager shall forward forthwith to the Agency a copy of this Ordinance.

Section 4. The Agency shall thereafter cause a copy of the Amendment to be recorded in the Records of Clatsop County, Oregon.

Section 5. The City Manager, in accordance with ORS 457.115, shall publish notice of the adoption of the Ordinance approving the Amendment, including the provisions of ORS 457.135, in the *Daily Astorian* no later than four days following adoption of this Ordinance.

Section 6. For convenience, and as an administrative matter without additional approval of the Agency Board or the City Council, the Agency is authorized to prepare an updated Astor-West Urban Renewal Plan incorporating the First Amendment.

Section 7. The following documents are attached as part of this Ordinance:  
Attachment B – Astor West Urban Renewal Plan First Amendment  
Attachment C – Report on the Astor West Urban Renewal Plan First Amendment  
Attachment D – Planning Commission Report and Recommendation on the Astor West Urban Renewal Plan First Amendment

Section 8. Effective Date. This ordinance and its amendment will be effective 30 days following its adoption and enactment by the City Council.

ADOPTED BY THE CITY COUNCIL THIS 21<sup>st</sup> DAY OF NOVEMBER, 2016.

APPROVED BY THE MAYOR THIS 21<sup>st</sup> DAY OF NOVEMBER, 2016.

ATTEST:

\_\_\_\_\_  
Mayor

\_\_\_\_\_  
Brett Estes, City Manager

ROLL CALL ON ADOPTION:            YEA            NAY            ABSENT

Councilor

Nemlowill  
Price  
Warr  
Mayor Arline LaMear

*The following changes are made in the Astor West Urban Renewal Plan. Added language is shown in italics. Deleted language is shown by ~~cross-out~~.*

**SECTION 100 - INTRODUCTION**

*The first amendment was approved by the City Council in December, 2016, by Ordinance No. 2016 – \_\_. The first amendment added projects and expanded the boundary and made other changes to the plan to update it to current needs.*

**SECTION 200 - DEFINITIONS**

No changes.

**SECTION 300 - DESCRIPTION OF URBAN RENEWAL PROJECT AREA BOUNDARY**

*The First Amendment to the urban renewal plan added properties and right of way to the boundary. Therefore, the Project Area Boundary Map (Exhibit 1) and the legal description (Exhibit 2) are updated.*

**SECTION 400 - OBJECTIVES**

**A. Public Facilities**

**Goal:** Maintain, remodel, and construct public facilities, including but not limited to buildings, parks, trails, and docks, to enhance and increase public utilization of the renewal area.

*Objectives:*

~~1. Provide new public facilities, with emphasis on construction of a Conference Center, in the renewal area.~~

**B. Promote Private Development**

**Goal:** Promote private development, redevelopment, and rehabilitation within the urban renewal area to help create jobs, tax revenue, and vibrant commercial and industrial districts *and housing opportunities.*

*Objectives:*

2. Assist property owners in rehabilitating buildings so they can accommodate more intensive and dynamic commercial, *residential*, and industrial activity.

4. Act as a catalyst in bringing together developers and redevelopers with public and private owners of lands which are underutilized or vacant, to achieve new

uses and economically sound enterprises which are consistent with the City's Comprehensive Plan ~~and the Port of Astoria's Central Waterfront Master Plan~~, which provide a service to the community, and which establish a diversification of needed, year-round employment opportunities *and residential uses*.

C. Improvements to Streets, Streetscapes, Trolley Tracks and Open Spaces

Objectives:

3. Construct new streets *and improve existing streets* to provide connectivity and encourage private investment.

E. Rehabilitate Building Stock

**Goal:** Upgrade the stock of existing structures in the renewal area in a manner which contributes to the historic and working-waterfront *and residential character* of the area.

Objectives:

3. *Promote the development and rehabilitation of residential uses to support the economic development of Astoria.*

## SECTION 405 - RELATIONSHIP TO LOCAL OBJECTIVES

This section is deleted in its entirety and replaced with the following:

*The areas where the Astor-West Urban Renewal Plan First Amendment conforms to the goals of the Astoria Comprehensive Plan are as follows. The numbering reflects the numbering in the comprehensive plan document. Information from the existing comprehensive plan is in italics, how the Plan conforms to the comprehensive plan is in **bold italics**. This does not represent an exclusive list of goals and policies from the comprehensive plan, but shows that the urban renewal plan conforms to many of the goals and policies.*

### *Economic Goals*

#### *Goal 1:*

*The City of Astoria will strengthen, improve, and diversify the area's economy to increase local employment opportunities.*

#### *Policies:*

- 1. Encourage, support, and assist existing businesses.*
- 2. Provide support to local start-up businesses.*
- 4. Encourage private development such as retail, restaurants, commercial services, transient lodging.*
- 5. Provide a supportive environment for new business.*

6. *Encourage a diversity of businesses, target firms to add to the business mix and strengthen the overall economic base.*
7. *Encourage and support local industrial development in order to diversify beyond the City's predominant industrial sectors, while maintaining strong support for these sectors.*
8. *Broaden the economy to help balance the seasonal nature of existing industries and employment.*
9. *Encourage the broadening of the economy, particularly in areas which help balance the seasonal nature of existing industries.*

*Goal 5:*

*Encourage the preservation of Astoria's historic buildings, neighborhoods and sites, and unique waterfront location in order to attract visitors and new industry.*

*Policies:*

4. *Protect historic resources such as Uniontown buildings to maintain local character and attract visitors.*

*Goal 6:*

*Maintain a system of public facilities and services capable of supporting existing and future industry, and commercial development.*

***The Plan conforms with the Economic Element goals because there are projects to provide storefront grants and loans, launching the Storefront Improvement Program for West Marine Drive. There are also projects to repair Bond Street, build a retaining wall on Bond Street, renovate and preserve affordable housing. The business assistance program, transportation and housing related projects will all have a positive impact on the Economy.***

*Housing Goals*

*Goal 1:*

*Provide opportunities for development of a wide variety of housing types and price ranges within the Urban Growth Boundary.*

*Goal 2:*

*Maintain and rehabilitate the community's existing house stock.*

*Policies:*

1. *Maintain attractive and livable residential neighborhoods, for all types of housing.*
2. *Provide residential areas with services and facilities necessary for safe, healthful, and convenient urban living.*

5. *Encourage low and moderate income housing throughout the city, not concentrated in one area.*
12. *Encourage the development of the elderly and handicapped housing in the Downtown area, where the terrain is level and services are available within walking distance. Encourage renovation of the second floors of commercial buildings in the Downtown.*
19. *Encourage the use of sustainable development and building materials including use of energy efficient materials and design principles*
20. *Allow for, encourage, and support the development of housing units in conjunction with commercial development (e.g. housing located above commercial uses) to provide diversity and security in commercial areas and a range of housing options.*

***The Plan conforms with the Housing goals because there are projects to renovate and preserve affordable housing within the Area.***

#### *Transportation Goals*

##### *Goal 1:*

*The maintenance of a safe and efficient transportation system*

##### *Goal 2:*

*The provision of several types of transportation, including public transit, bicycle and pedestrian systems.*

##### *Goal 4:*

*The reduction of traffic congestion on marine drive and in the downtown area.*

##### *Goal 8:*

*The support of economic development activities through the improvement of the transportation system.*

***The Plan conforms with the Transportation goals because there is a project that repairs Bond Street for two-way traffic, and builds a retaining wall on Bond Street.***

#### SECTION 500 - LAND USE AND DEVELOPMENT CONTROLS

No changes.

#### SECTION 510 - TRAFFIC CIRCULATION

No changes.

#### SECTION 520 - DEVELOPMENT CONTROLS

No changes.

SECTION 600 – URBAN RENEWAL ACTIONS WHICH MAY BE USED TO IMPLEMENT THE PLAN AND TO ACHIEVE PLAN OBJECTIVES

No changes.

SECTION 605 - PROPERTY ACQUISITION

B. Assembling Land for Development by the Public or Private Sector.

Authorization to acquire property for these purposes without the use of eminent domain will require a minor amendment to this Plan, per Section 1000.A of this Plan. Authorization to use eminent domain to acquire property for ~~these~~ *the purpose of use by the public sector* will require a Council approved amendment per Section 1000.B.2 of this Plan.

SECTION 610 - RELOCATION OF RESIDENTS AND BUSINESSES

No changes.

SECTION 615 - DEMOLITION AND SITE CLEARANCE

No changes.

SECTION 620 - PUBLIC IMPROVEMENTS

A. Streets.

All public streets to be improved within the Urban Renewal Area shall be constructed, reconstructed, and improved to meet or exceed City standards. Street improvements include the travel surface, curbs, sidewalks, gutters, storm drains, *retaining walls* and related facilities.

SECTION 635 - COOPERATION WITH PUBLIC BODIES

No changes.

SECTION 640 - PROPERTY MANAGEMENT

No changes.

SECTION 650 - PROPOSED URBAN RENEWAL PROJECTS

~~A. Conference Center and Other Public Facilities.~~

~~\_\_\_\_\_~~  
~~\_\_\_\_\_ In order to carry out a key objective of this Plan the Renewal Agency is authorized to participate in funding construction of the Astoria Conference Center proposed for location along the riverfront, on Port of Astoria property. In addition, the Agency may participate with the Port of Astoria in funding construction of moorage~~

expansion for cruise ships, and a multi-purpose building that will include public facilities and restrooms.

~~Agency participation in construction of a public conference center will be of significant benefit to the renewal project area. The conference center is expected to be the catalyst for investment in new lodging facilities in the renewal area. The lodging facility investment, in turn, is anticipated to be the primary source of tax increment revenue in the early stages of the renewal project. Tax increment revenue from the early investment will, in turn be used to help carry Conference Center debt, and to fund the infrastructure improvements needed to make the renewal area ready for further investment. The level of Agency participation in the Conference Center building will be determined as design and construction plans are further developed. It is anticipated that room tax revenue, and funds from the Oregon Economic and Community Development Department will also be utilized in construction of the Conference Center.~~

B. Street, Curb, Sidewalk and Trolley Track Improvements.

Improvements within the renewal area will require the construction of new and the reconstruction of existing streets, curb, and sidewalks. Street construction and improvements may include Marine Drive, construction of a new Bay Street/Hamburg Street couplet, and improvements to Bay and Basin Streets *and Bond Street*. In addition, the Agency may participate in funding upgrades to waterfront trolley tracks and associated facilities. The Renewal Agency may participate in funding these improvements including, but not limited to, design, redesign, construction, resurfacing, repair and acquisition of right-of way for curbs, streets, *retaining walls*, and sidewalks, and pedestrian and bicycle paths.

D. Development and Redevelopment.

The Renewal Agency is authorized to provide loans or other forms of financial assistance to property owners wishing to develop or redevelop land or buildings within the renewal area, or to persons desiring to acquire or lease buildings or land from the Agency. The Agency may make this assistance available, as it deems necessary, to achieve the objectives of this Plan. *This assistance includes assistance for housing retention and development.*

SECTION 700 - FINANCING METHODS – *this section deleted in its entirety and replaced with the following language*

*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 either long-term or 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 bodies;*
- Loans, grants, dedications, or other contributions from private developers and property owners, including, but not limited to, assessment districts; and*
- Any other public or private source.*

*Revenues obtained by the Agency will be used to pay or repay the costs, expenses, advancements, and indebtedness incurred in (1) planning or undertaking project activities, or (2) 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 Agency, as provided in ORS Chapter 457. The ad valorem taxes, if any, levied by a taxing district in which all or a portion of the Area is located, shall be divided as provided in Section 1c, Article IX of the Oregon Constitution, and ORS 457.440. Amounts collected pursuant to ORS 457.440 shall be deposited into the unsegregated tax collections account and distributed to the Agency based upon the distribution schedule established under ORS 311.390.*

*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 \$9,250,000 (nine million two hundred and fifty thousand dollars). This amount is the principal of such indebtedness and does not include interest or indebtedness incurred to refund or refinance existing indebtedness or interest earned on bond proceeds. It does include initial bond financing fees and interest earned on tax increment proceeds, separate from interest on bond proceeds.*

*C. Prior Indebtedness –*

*Any indebtedness permitted by law and incurred by the Urban Renewal Agency or the City in connection with preplanning for this Urban Renewal Plan shall be repaid from tax increment proceeds generated pursuant to this section.*

## SECTION 800 - ACTIONS BY THE CITY

No changes.

## SECTION 900 - NON-DISCRIMINATION

No changes.

## SECTION 1000 - AMENDMENTS

B. City Council - Approved Amendments / Major Amendments not Requiring Special Notice per ORS 457.120.

Such amendments to the Plan shall require approval by the Renewal Agency per ORS 457.095 and approval by the City Council by Ordinance. Such amendments are defined as:

1. Adding a project, activity, or program that differs substantially from a project, program, or activity in the Plan, and is estimated to cost in excess of the equivalent of \$250,000 in first quarter year 2002~~16~~ dollars over the duration of the Plan. The \$250,000 threshold shall be adjusted annually at a rate equal to the Construction Cost Index (CCI), also referred to as the ENR Index for Construction published quarterly by the Engineering News Record (ENR).

## SECTION 1200 - SEVERABILITY

No changes.

## SECTION 1300 - MAXIMUM INDEBTEDNESS

No changes.

## SECTION 1400 - CITIZEN PARTICIPATION

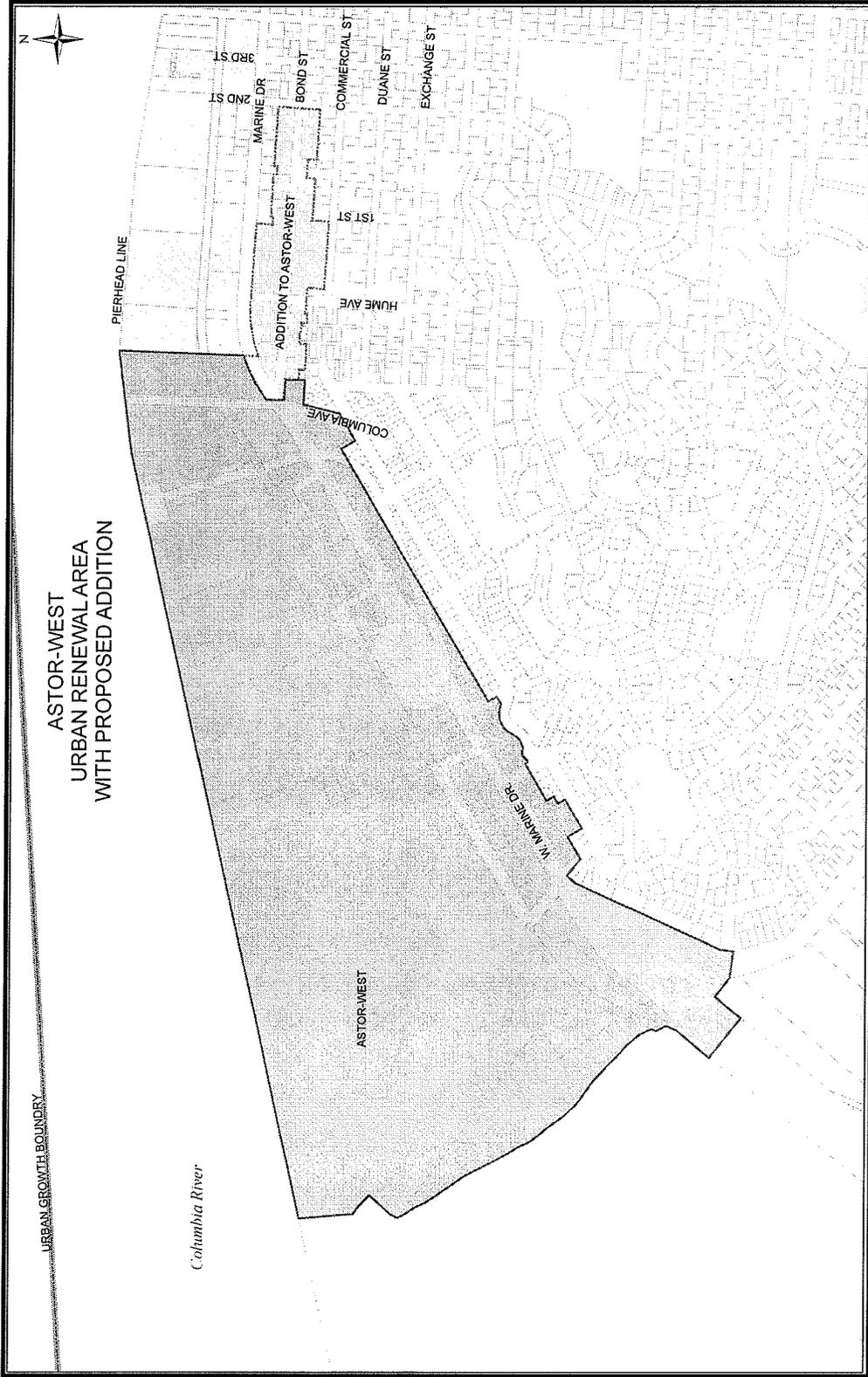
*The First Amendment included several opportunities for citizen participation. There was an open house on July 28, 2016. There was also opportunity for input at the Astoria Development Commission meeting, the Planning Commission meeting and the City Council hearing.*

*Exhibit 1, Project Area Boundary will be replaced in its entirety.*

*Exhibit 2, Legal Description will be replaced in its entirety.*

*Exhibit 3, Renewal Area Boundary and Zoning Map will be replaced in its entirety*

Exhibit 1 – Project Area Boundary



*Exhibit 2 – Astor West Addition Legal Description*

A portion of Section 7, Township 8 North, Range 9 West, Willamette Meridian, City of Astoria, County of Clatsop, State of Oregon, generally bounded by Columbia Avenue to the west, West Marine Drive to the north, 2nd Street to the east and Commercial Street to the south.

Beginning at the Northeast corner of the Donation Land Claim of Samuel Smith;

Thence westerly along the north line of Block 1, Taylor's of Astoria, 70 feet;

Thence northerly and parallel with the northerly extension of the east line of said Donation Land Claim, 36 feet;

Thence westerly, parallel with said north line of Block 1, to the west line of a right of way dedicated in Book 205, Page 685, 60 feet;

Thence northerly along said right of way to the south line of West Bond Street;

Thence westerly along the south line of West Bond Street to the east line of Columbia Avenue extended;

Thence northerly along said east line to the south line of West Marine Drive;

Thence northeasterly along the south line of West Marine Drive, across Hume Avenue, to the west line of Lot 5, Block A, Trullinger's Addition to Astoria;

Thence southerly along the west line of said Lot 5, 100 feet;

Thence easterly along a line parallel with and 85 feet northerly of the north line of West Bond Street to the west line of Lot 17 of said Block A;

Thence northerly along the west line of said Lot 17 to the north line of said Lot 17;

Thence easterly along a line parallel with and 100 feet north of the north line of West Bond Street to the east line of Lot 13 of said Block A;

Thence southerly along the east line of said Lot 13, 20 feet;

Thence easterly along a line parallel with and 80 feet north of the north line of West Bond Street to the east line of Lot 12 of said Block A;

Thence northerly along the east line of said Lot 12 to the north line of said Lot 12;

Thence easterly along a line parallel with and 100 feet north of the north line of West Bond Street to the west line of 2nd Street;

Thence southerly along the west line of said 2nd Street, across West Bond Street, to the south line of Lot 4, Block 17, McClure's Astoria;

Thence westerly along a line parallel with and 100 feet south of West Bond Street to the west line of Lot 2, Block 1 of Astoria by Hinman;

Thence northerly along the west line of said Lot 2, 50 feet;

Thence westerly along a line parallel with and 50 feet south of West Bond Street, across 1st Street, to the west line of 1st Street;

Thence southerly along said west line to the south line of Lot 1, Block 2, Astoria by Hinman;

Thence westerly along a line parallel with and 100 feet south of the south line of West Bond Street to the east line of Lot 13 of said Block 2;

Thence southerly along the east line of said Lot 13 to the north line of Commercial Street;

Thence westerly along said north line to the west line of Lot 18, Block 1, Trullinger's Addition to Astoria as Corrected;

Thence northerly along said west line to the north line said Lot 18;

Thence westerly along a line parallel with and 100 feet south of the south line of West Bond Street, across Hume Avenue to the west line of Tract A of said Trullinger's Addition;

Thence southerly along said west line 10.95 feet;

Thence westerly along a line parallel with the north line of Lot 10 Plat of Union to the east line of Flavel Street;

Thence northerly along said east line to a point 81 feet south of the south line of West Bond Street;

Thence westerly to a point on the west line of Flavel Street, said point being the northeast corner of that certain tract conveyed by Fritz Johansen and wife to Nester Kiiski by Deed recorded in Book 199, Page 656, Clatsop County Records, on July 29, 2948;

Thence westerly along a line parallel with the south line of West Bond Street to the northwest corner of said Kiiski tract;

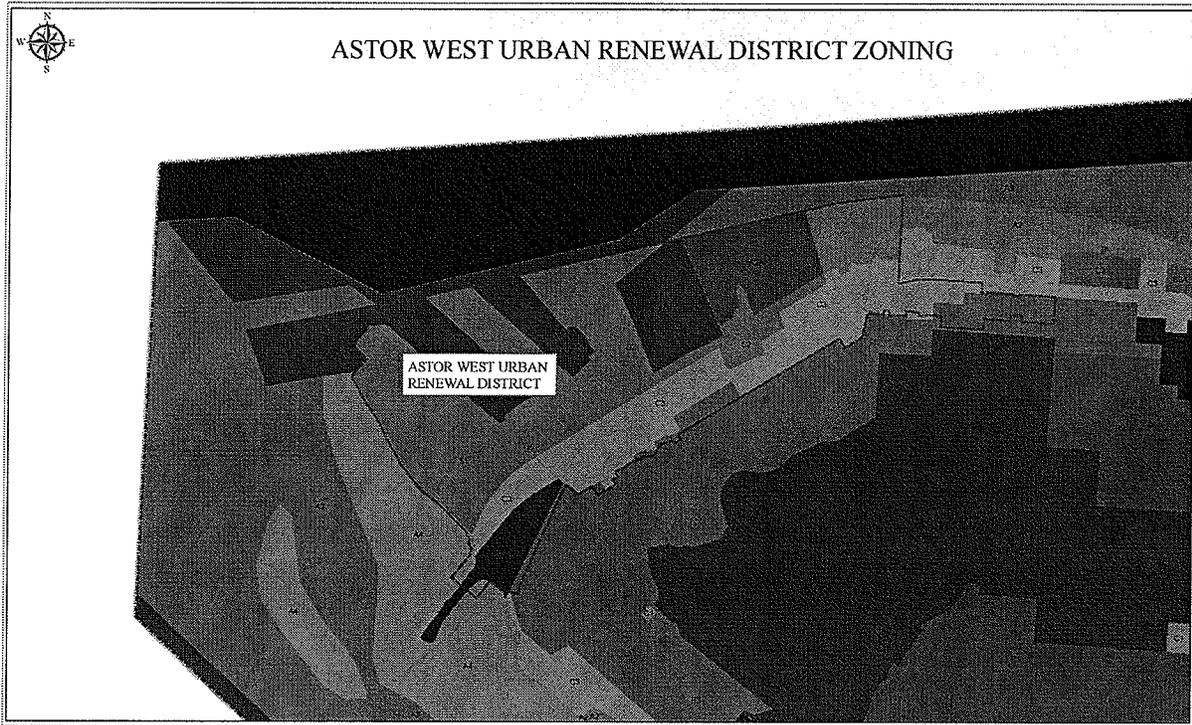
Thence north along the east line of a certain tract conveyed to Fritz Johansen and wife by Deed recorded in Book 200, page 619, Clatsop County Records, to the northeast corner of said tract, 6 feet;

Thence westerly along the north line of said tract, on a line parallel with the south line of West Bond Street, across Washington Street, to the west line of Washington Street;

Thence Southerly along the west line of Washington Street to the north line of the Plat of Union;

Thence westerly along the north line of said Plat to the northeast corner of the Samuel Smith Donation Land Claim and the Point of Beginning;

*Exhibit 3 – Renewal Area Boundary and Zoning Map*



# REPORT ACCOMPANYING THE FIRST AMENDMENT TO THE ASTOR-WEST URBAN RENEWAL PLAN

City of Astoria  
November 21, 2016

Prepared by

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## TABLE OF CONTENTS

I.	INTRODUCTION.....	1
II.	EXISTING PHYSICAL, SOCIAL, AND ECONOMIC CONDITIONS AND THEIR IMPACT ON MUNICIPAL SERVICES .....	4
A.	PHYSICAL CONDITIONS.....	4
B.	INFRASTRUCTURE .....	8
C.	SOCIAL CONDITIONS.....	12
D.	ECONOMIC CONDITIONS.....	15
E.	IMPACT ON MUNICIPAL SERVICES .....	17
III.	REASONS FOR SELECTION OF EACH URBAN RENEWAL AREA IN THE PLAN .....	18
IV.	THE RELATIONSHIP BETWEEN URBAN RENEWAL PROJECTS AND THE EXISTING CONDITIONS IN THE URBAN RENEWAL AREA .....	18
V.	THE ESTIMATED TOTAL COST OF EACH PROJECT AND THE SOURCES OF MONEYS TO PAY SUCH COSTS .....	19
VI.	THE ANTICIPATED COMPLETION DATE FOR EACH PROJECT .....	20
VII.	THE ESTIMATED AMOUNT OF TAX INCREMENT REVENUES REQUIRED AND THE ANTICIPATED YEAR IN WHICH INDEBTEDNESS WILL BE RETIRED.....	20
VIII.	FINANCIAL ANALYSIS OF THE PLAN .....	22
IX.	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 .....	23
X.	RELOCATION REPORT.....	26
XI.	COMPLIANCE WITH STATUTORY LIMITS ON ASSESSED VALUE AND SIZE OF URBAN RENEWAL AREA .....	26

**I. INTRODUCTION**

The Astor-West Urban Renewal Report (Report) contains background information and project details for the First Amendment to the Astor-West Urban Renewal Plan (Plan). The Report is not a legal part of the Plan, but is intended to provide the 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.

The First Amendment adds 12.05 total acres, 7.74 acres in 43 in tax lots and 4.31 acres in right of way, to the Astor-West Urban Renewal Area (Area). The property to be included into the Astor-West Urban Renewal Area is shown in Figure 1. The new boundary is shown in Figure 2; it includes the entire Area, outlined and shaded.

Figure 1. Amendment Area

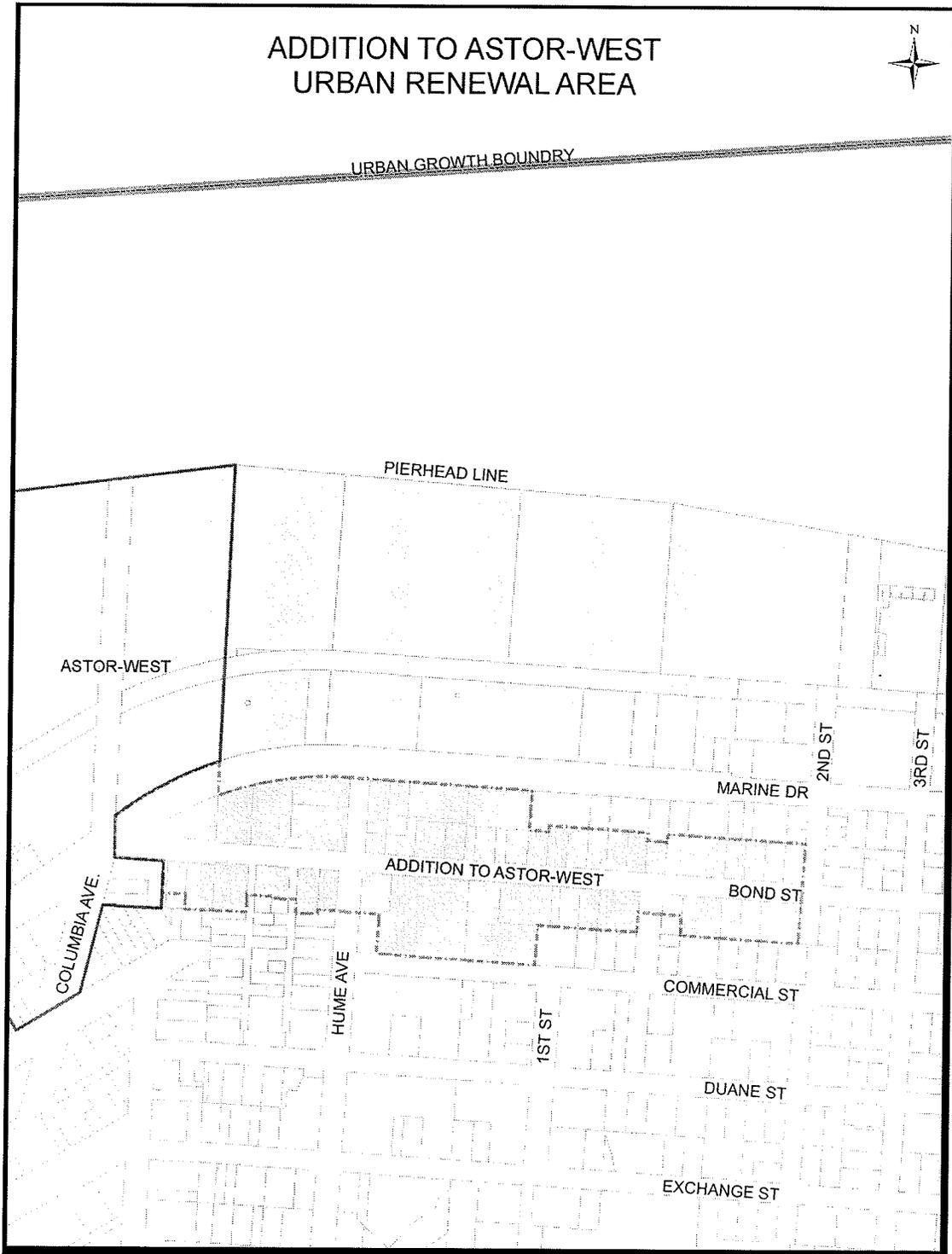
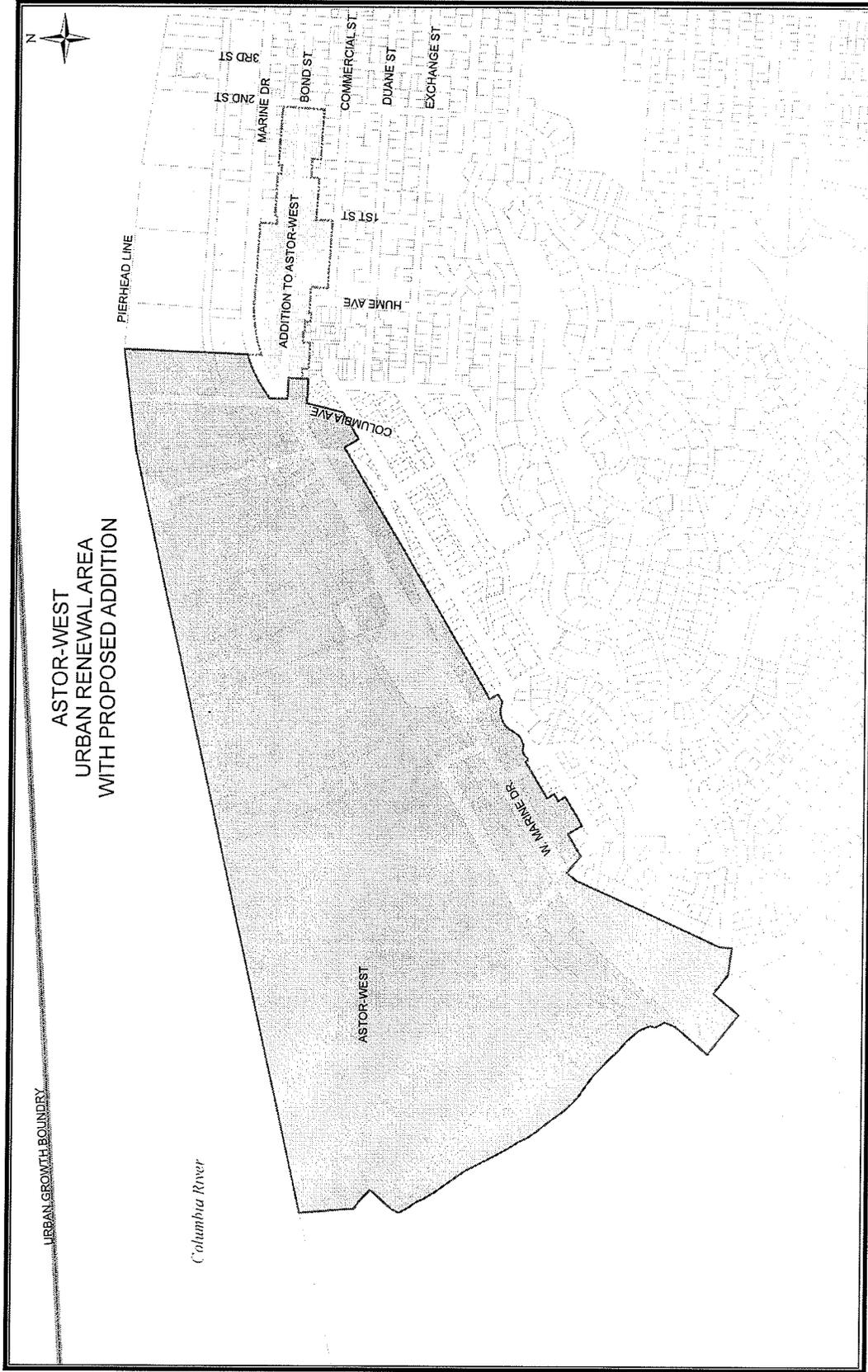


Figure 2. Astor-West Urban Renewal Area after Amendment



**II. EXISTING PHYSICAL, SOCIAL, AND ECONOMIC CONDITIONS AND THEIR IMPACT ON MUNICIPAL SERVICES**

This section of the Report describes existing conditions within the Area property, including area being added in this First Amendment (Amendment Area), documenting the occurrence of “blighted areas,” as defined by ORS 457.010(1).

**A. Physical Conditions**

1. Land Use

The Amendment Area, shown in Figure 1 above, contains approximately 43 tax lots consisting of 7.74 acres in tax lots and 4.31 acres of right of way, for a total of 12.05 acres. The right of way is Bond Street, Hume Avenue, 1<sup>st</sup> Avenue and Marine Drive.

An analysis of property classification data from Clatsop County FY 2015/16 Assessment and Taxation database was used to determine the land use designation of tax lots in the Amendment Area and Existing Area.

The land uses in the Area before and after the amendment are shown in Table 1. The Amendment Area adds 14 residential tax lots and 3.57 acres to the area, totaling 18 residential tax lots and 4 acres in the Area. The Amendment Area also adds 11 exempt properties and 1.39 acres. There are a total of 193 tax lots and 181.16 acres in tax lots in the Area after the amendment.

**Table 1. Land Use of Area**

Existing Land Use	Existing Tax Lots	Existing Acres	Amendment Tax Lots	Amendment Acres	Total Tax Lots	Total Acres	Percent of Acres
Exempt	19	132.60	11	1.39	30	133.99	73.96%
Commercial	84	32.64	10	1.81	94	34.45	19.02%
Manufactured	7	0.67	4	0.31	11	0.98	0.54%
Residential	4	0.43	14	3.57	18	4	2.21%
Industrial	11	2.74	0	0	11	2.74	1.51%
Vacant	25	4.34	4	0.66	29	5.00	2.76%
<b>Total</b>	<b>150</b>	<b>173.42</b>	<b>43</b>	<b>7.74</b>	<b>193</b>	<b>181.16</b>	<b>100.00%</b>

Source: Clatsop County Assessor

REPORT ON FIRST AMENDMENT TO THE ASTOR-WEST URBAN RENEWAL PLAN

2. Zoning

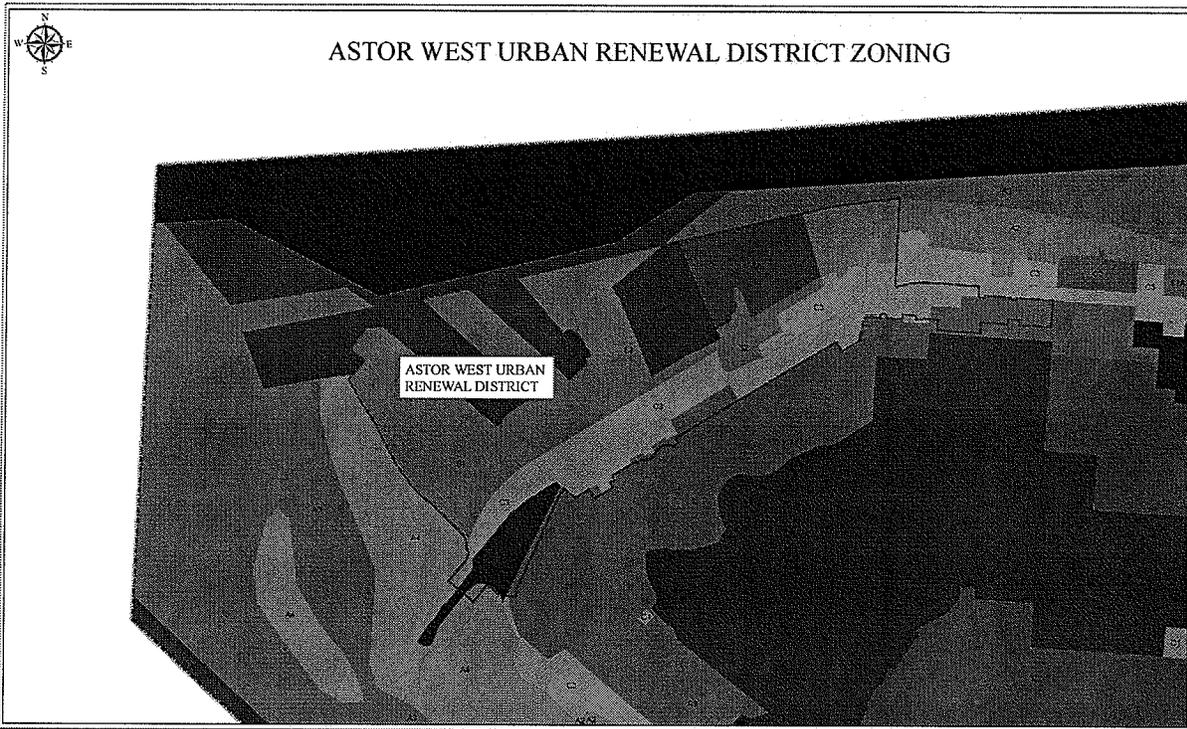
As illustrated in Table 2 and Figure 3, the Amendment Area contains 30 High Density Residential Zone tax lots comprising 5.39 acres. When combined with the existing area, there are 41 High Density Residential Zone tax lots for 6.62 acres. The Amendment also contains 13 General Commercial Zone tax lots comprising 2.35 acres. When combined with the existing area, there are 112 General Commercial Zone tax lots for 22.99 acres.

**Table 2. Existing Zoning of Area**

Zoning	Existing Tax Lots	Existing Acres	Amendment Tax Lots	Amendment Acres	Total Tax Lots	Total Acres	% Total Acres
Aquatic One Development Zone	12	99.25	0	0	12	99.25	54.79%
Aquatic Two-a Development Zone	5	22.31	0	0	5	22.31	12.32%
General Commercial Zone	99	20.64	13	2.35	112	22.99	12.69%
General Development Shorelands Zone	19	11.04	0	0	19	11.04	6.09%
Marine Industrial Shorelands	1	10.44	0	0	1	10.44	5.76%
Aquatic Two Development Zone	3	8.51	0	0	3	8.51	4.70%
High Density Residential Zone	11	1.23	30	5.39	41	6.62	3.65%
<b>Total</b>	<b>150</b>	<b>173.42</b>	<b>43</b>	<b>7.74</b>	<b>193</b>	<b>181.16</b>	<b>100.00%</b>

Source: City of Astoria

**Figure 3. Astor-West Zoning Designations**



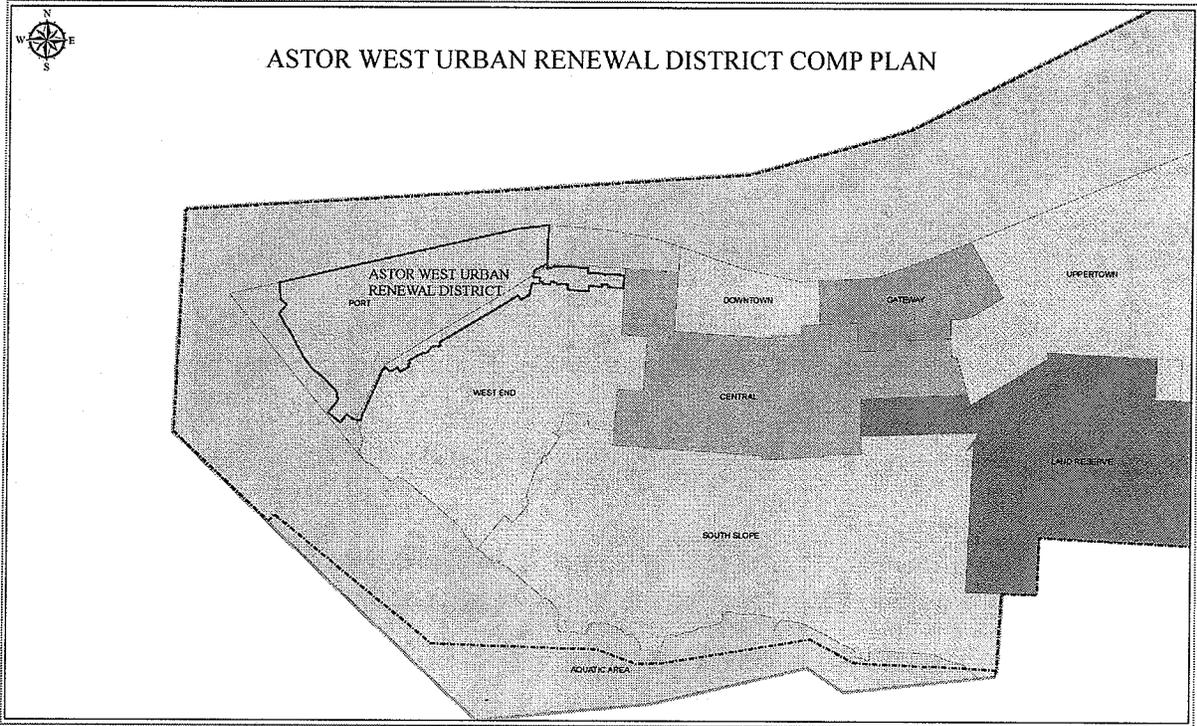
There are 43 tax lots in the Amendment Area all designated West End in the Astoria Comprehensive Plan, comprising 7.74 acres for a total of 108 West End tax lots making up 14.57 acres in the Area. The remainder of the property is designated as Port in the Astoria Comprehensive Plan.

**Table 3. Comprehensive Plan Designations of Area**

Comprehensive Plan Designation	Existing Tax Lots	Existing Acres	Amendment Tax Lots	Amendment Acres	Total Tax Lots	Total Acres	% Total Acres
Port	85	166.60	0	0	85	166.6	91.96%
West End	65	6.83	43	7.74	108	14.57	8.04%
<b>Total</b>	<b>150</b>	<b>173.43</b>	<b>43</b>	<b>7.74</b>	<b>193</b>	<b>181.17</b>	<b>100.00%</b>

*Source: City of Astoria*

Figure 4. Astor-West Comprehensive Plan Designations



**B. Infrastructure**

1. Streets

As a result of a landslide in 2007, Bond Street has been closed to two-way traffic. Only one westbound lane of traffic is allowed limiting east west traffic to Marine Drive. In addition, water and sewer lines have been rerouted above the street. The Public Works Department commissioned a geotechnical analysis completed in August 2015 to study the feasibility of adding a retaining wall. The results of the study concluded that is indeed feasible. Based on the results, the Public Works Department prepared an “order of magnitude” cost estimate of \$395,000 to construct a retaining wall, repair Bond Street for two-way traffic, and include low cost traffic calming measures to mitigate potential speeding along a narrow street in a dense neighborhood of residential buildings.

Below are other projects that are listed in the Astoria Transportation Systems Plan<sup>1</sup> in the Area that indicate blighting conditions in the Area as defined by ORS 457.010.

**Table 4. TSP Projects in the Area**

Project #	Project Description	Project Extent	Project Elements	Priority	Estimated Cost
D2	US 101-US 30 Coordinated Signal Timing Plans	US 101-US 30 from Portway Street to Columbia Avenue-Bond Street	Optimize the existing traffic signals by implementing coordinated signal timing plans, upgrading traffic signal controllers or communication infrastructure or cabinets.	Medium-term Likely Funded Plan	\$75,000
D19	US 101/Hamburg Avenue Capacity Enhancement	US 101/Hamburg Avenue	Restrict access to left-in, right-in, right-out only or install a traffic signal and allow full access	Long-Term Phase 3 Aspirational Plan	\$26,000
D21	Marine Drive-Columbia to 9th Circulation Option	Marine Drive from Columbia Avenue to 9th Street	Reconfigure Marine Drive to three lanes. Relocate the traffic signal from commercial/9th Street to Commercial/10th Street	Short-Term Likely Funded Plan	\$446,000

<sup>1</sup> City of Astoria Transportation Systems Plan, Adopted April 21<sup>st</sup> 2014

**Table 4. TSP Projects in the Area Continued**

Project #	Project Description	Project Extent	Project Elements	Priority	Estimated Cost
D23	Bond Street Two-Way	Hume Avenue to 7th Street	Re-open Bond Street to two-way travel and implement traffic calming	Long-Term Phase 1 Likely Funded Plan	\$702,000
D24	Industry Street Extension	Basin Street to Bay Street Extension	Extend Industry Street from Basin Street to the bay Street extension as a Mixed-use local street	Long-Term Phase 1 Likely Funded Plan	\$1,057,000
D25	Bay Street Extension	North of US 30 to Industry Street Extensions	Extend Bay Street to the Industry Street extension as a Mixed-use local street	Long-Term Phase 1 Likely Funded Plan	\$293,000
D34	Portway Street Capacity Enhancement	Portway Street from US 101 to Industry Street	Improve to a Commercial/Industrial collector street cross-section. Move Portway Street centerline to the west to accommodate trucks making westbound right turns; requires right-of-way acquisition from parcel at northwest corner of intersection. Modify the approach to us 101 to include separate left and right turn lanes.	Long-Term Phase 3 Aspirational Plan	\$424,000
D35	Bay Street Upgrade	US 30 to northern terminus	Improve to a Mixed-use local street cross-section	Long-Term Phase 3 Aspirational Plan	\$68,000

**Table 4. TSP Projects in the Area Continued**

Project #	Project Description	Project Extent	Project Elements	Priority	Estimated Cost
P6	Alameda Avenue Community Based Solution	West of Melbourne Avenue to Grand Avenue	Develop a Community Based Solution	Long-Term Phase 4 Aspirational Plan	\$23,000
B14	Alameda Avenue (North) Shared Roadway Enhancements	W Marine drive to Oregon Street	Add wayfinding and shared lane markings.	Short-Term Likely Funded Plan	\$33,000
B52	West Marine Drive Bike Lanes	Roundabout to Hamburg Avenue	Re-stripe roadways to include bike lanes	Short-Term Likely Funded Plan	\$8,000
B55	Taylor Avenue Shared Roadway Enhancements	Hamburg Avenue to Florence Avenue	Add wayfinding and shared lane markings.	Short-Term Likely Funded Plan	\$5,000
CR01	US 30 and Bay Street Crossing Enhancements	US 30 and Bay Street	Upgrade existing crossing to the highest level pedestrian actuated beacon approved by ODOT. Consider restricting parking near crossing to improve visibility	Long-Term Phase 1 Likely Funded Plan	\$26,000
CR17	Roundabout Enhancements	Roundabout enhancements	Provide additional signage at roundabout to clarify expected behavior for bicyclists or consider alternate route using Taylor Avenue	Long-Term Phase 1 Likely Funded Plan	\$1,200

2. Water

As identified in an email dated July 27, 2016 from the City of Astoria, the City of Astoria Water Distribution Master Plan identifies one specific project in the Area in Table 4-1, p11. The recommended improvements are intended to provide for future development at the Port of Astoria and improve fire flow in the area.

In general, water infrastructure in the subject area is nearing or well past its design life. Many of the pipes and services were installed close to a century ago. In addition, the system layout does not have the redundancy associated with modern design practice.

The water infrastructure at the Port of Astoria is in need of significant improvements to facilitate proper maintenance activity and accommodate future development. The City does not maintain their system, but understands it is in need of significant upgrades and maintenance.

3. Storm Drainage

As identified in an email dated July 27, 2016 from the City of Astoria, there are several potential projects associated with the City's Combined Sewer Overflow program that will need to be implemented in the Area. These projects are intended to control sanitary sewer overflow from Portway Avenue to 2nd Street and are planned for construction in Phase 5.

Generally, storm drainage infrastructure in the subject area is nearing or well past its design life. Many of the storm drain outfalls to the Columbia River need significant improvements to properly accommodate adjacent development and the changing outlet area conditions. Coordinating maintenance needs of aging State drainage infrastructure in this area has also proved challenging.

4. Sanitary Sewer

As identified in an email dated July 27, 2016 from the City of Astoria, the City's sanitary sewer interceptor and associated lift station in the Area was installed in the mid-1970s and is quickly nearing the end of its design life. Significant maintenance efforts will be needed to promote continued use of the existing infrastructure associated with the interceptor.

In general, sanitary sewer infrastructure in this area in passed its design life and need of rehabilitation or replacement.

**C. Social Conditions**

There are underinvested residential properties that potentially need assistance (i.e., grants/ loans/technical assistance) to renovate and preserve as affordable housing, which is a FY 15-16 Astoria City Council Goal. Astoria staff has met with the Community Action Team about a targeted pilot program that would offer some form of assistance to qualified property owners to renovate multi-family buildings while still meeting Astoria Development Code design requirements.

The following tables indicate the social conditions as identified in the US Census. Due to the difference in population between applicable census blocks and block groups, age and race are reported at the census block level, and the rest of the variables at the census block group level.

Of the people in the census block 78% are white alone and another 12% are some other race alone.

**Table 5. Race in the Area**

Race	Number	Percent
White Alone	234	78%
Black or African American Alone	1	0%
American Indian and Alaska Native Alone	7	2%
Asian Alone	8	3%
Native Hawaiian and Other Pacific Islander Alone	2	1%
Some Other Race Alone	36	12%
Two or More races	13	4%
<b>Total</b>	<b>301</b>	<b>100%</b>

*Source: American Factfinder, United States Decennial Census, Table P3, 2010*

REPORT ON FIRST AMENDMENT TO THE ASTOR-WEST URBAN RENEWAL PLAN

Of the people in the census block 56, or 19%, are 25 to 34 years of age.

**Table 6. Age in the Area**

Age	Number	Percent
Under 5 Years	20	7%
5 to 9 Years	18	6%
10 to 14 Years	7	2%
15 to 17 Years	10	3%
18 to 24 Years	40	13%
25 to 34 Years	56	19%
35 to 44 Years	35	12%
45 to 54 Years	48	16%
55 to 64 Years	36	12%
65 to 74 Years	24	8%
75 to 84 Years	6	2%
85 Years and over	1	0%
<b>Total</b>	<b>301</b>	<b>100%</b>

Source: United States Decennial Census, Table P12, 2010

Within the block group, 60 people have completed college, comprising 9% of the population, while another 45% of the population has completed some college without earning a degree.

**Table 7. Educational Attainment in the Area**

Educational Attainment	Number	Percent
Less Than High School	138	21%
High School Graduate (includes equivalency)	159	24%
Some college	292	45%
Bachelor's degree	32	5%
Master's degree	28	4%
Professional school degree	0	0%
Doctorate degree	0	0%
<b>Total</b>	<b>649</b>	<b>100%</b>

Source: Social Explorer, American Community Survey 2010-2014 5-Year Estimates

Of the people in the block group, 51%, traveled less than 10 minutes to work, with another 23%, traveled 10-19 minutes to work.

**Table 8. Travel Time to Work in the Area**

Travel Time to Work	Number	Percent
Less than 10 minutes	154	51%
10 to 19 minutes	69	23%
20 to 29 minutes	39	13%
30 to 39 minutes	14	5%
40 to 59 minutes	0	0%
60 to 89 minutes	0	0%
90 or More minutes	18	6%
Worked at home	7	2%
<b>Total</b>	<b>301</b>	<b>100%</b>

Source: Social Explorer, American Community Survey 2010-2014 5-Year Estimates

Of the people within the block group 80%, drove alone to work.

**Table 9. Mode of Transportation to Work in the Area**

Means of Transportation to Work	Number	Percent
Drove Alone	240	80%
Carpooled	32	11%
Public transportation (Includes Taxicab)	8	3%
Motorcycle	0	0%
Bicycle	0	0%
Walked	6	2%
Other means	8	3%
Worked at home	7	2%
<b>Total</b>	<b>301</b>	<b>100%</b>

Source: Social Explorer, American Community Survey 2010-2014 5-Year Estimates

**D. Economic Conditions**

1. Taxable Value of Property within the Amendment Area

The estimated FY 2015/16 total assessed value of the Amendment Area including all real property in the Amendment Area is \$5,209,892. Personal, manufactured, and utility properties, adds another \$202,494, for a total assessed value of \$5,412,386. The total assessed value of the City of Astoria is \$769,253,227.

2. Building to Land Value Ratio

An analysis of property values can be used to evaluate the economic condition of real estate investments in a given area. The relationship of a property's improvement value (the value of buildings and other improvements to the property) to its land value is generally an accurate indicator of the condition of real estate investments. This relationship is referred to as the "Improvement to Land Ratio," or "I:L." The values used are real market values. In urban renewal areas, the I:L may be used to measure the intensity of development or the extent to which an area has achieved its short- and long-term development objectives. A healthy condition of real estate investment in the Astor-West Area would be 2:1 or more. There is one tax lot, which is owned by the Port of Astoria, in the Astor-West Area that is exempt. It comprises 82 acres. This one tax lot skews the data in the I:L table, and as such a new column has been made in the table which excludes the exempt properties from the calculation to give a better picture of the I:L of the properties in the Area. Of these properties 62% fall below the targeted 2:1 ratio.

**Table 10. Improvement to Land Value**

Improvement/Land Ratio	Total Tax Lots	Total Acres	% Total Acres	% Total Acres Without Exempt
Exempt	30	135.31	74.69%	N/A
No Improvement Value	36	11.95	6.60%	26.06%
0.01-0.50	33	7.40	4.08%	16.14%
0.51-1.00	15	3.65	2.01%	7.96%
1.01-1.50	19	3.79	2.09%	8.27%
1.51-2.00	12	1.68	0.93%	3.66%
2.01-2.50	9	1.04	0.57%	2.27%
2.51-3.00	2	0.14	0.08%	0.31%
3.01-4.00	14	5.31	2.93%	11.58%
> 4.00	23	10.89	6.01%	23.75%
<b>Total</b>	<b>193</b>	<b>181.16</b>	<b>100.00%</b>	<b>100.00%</b>

Source: Clatsop County Assessor 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 and redevelopment projects that may be developed on the property will increase the retail, commercial, and residential occupancies within the Area, and will generally result in higher demand for fire, life safety, and public safety services. The projected increase in occupancies within the Area will also raise the demand for water, sewer, and storm drainage services. However, since these properties are all within the urban growth boundary, the city anticipates these increased levels of service.

These impacts will be countered by funding for projects from the Plan, including:

- Improved transportation systems that will benefit the citizens of Astoria.
- Increased investment in the Area helps strengthen the tax base both within the Area and in surrounding areas.
- Improved supply of affordable housing in the Area.
- In addition, developed sites will create employment opportunities for the citizens of Astoria.

These improvements help offset the fiscal impacts from the urban renewal area.

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

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

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

This section identifies only the new projects in the Plan due to the First Amendment.

1. Bond Street Repair – Construction of a retaining wall, repair of Bond Street for two-way traffic, and traffic calming measures to mitigate speeding along a narrow street in a dense neighborhood of residential buildings

Existing conditions: As a result of a landslide in 2007, Bond Street has been closed to two-way traffic. Only one westbound lane of traffic is allowed limiting east west traffic to Marine Drive. In addition, water and sewer lines have been rerouted above the street.

2. Affordable housing – There are underinvested residential properties that potentially need assistance (i.e. grants/loans/technical assistance) to renovate and preserve as affordable housing.

Existing conditions: At this point, there is no funding for affordable housing through city resources, but there is a need as there are underinvested residential properties in the Area.

3. Storefront Improvement Program – To provide assistance to property owners for the improvements to their properties.

Existing conditions: At this point, there is no storefront improvement program, although a program has been designed, but not yet implemented.

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

The projects are shown in Table 11, the sources of funds are tax increment revenues.

**Table 11. Projects and Costs in Year of Expenditure Dollars**

Existing Projects	
Materials and Services	\$398,300
Street improvements - West Marine Drive	\$1,000,000
Street Improvements - Couplet: Bay Street to Hamburg Street	\$1,330,000
Street Improvements - Portway, Hamburg Street, Bay Street, Basin Street	\$870,000
Terminal/Multi-purpose building including public restroom/shower	\$50,000
Proposed Projects	
Bond Street Reconnect (Retaining Wall/Traffic Calming)	\$400,000
Housing Rehabilitation (Bond Street)	\$209,100
Storefront Improvement Program	\$265,400
Redevelopment Assistance	\$2,509,337
<b>Total Expenditures</b>	<b>\$7,032,137</b>

Source: City of Astoria

**VI. THE ANTICIPATED COMPLETION DATE FOR EACH PROJECT**

Projects will be ongoing and accomplished over the life of the Plan. Anticipated completion dates are shown in Table 12.

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

Table 12 shows the beginning fund balance, tax increment revenue collections, other revenues, and the expected expenditures. The Maximum Indebtedness is \$9,119,000, of which \$6,982,137 remained to be issued as of July, 2015. It is projected that the maximum indebtedness of the Area will be reached by FYE 2021. It is projected that all debt will be retired by FYE 2021.

REPORT ON FIRST AMENDMENT TO THE ASTOR-WEST URBAN RENEWAL PLAN

Table 12. Tax Increment Revenues and Project Fund (Dollars)

PROJECT FUND	Total				
	2016-17	2017-18	2018-19	2019-20	2020-21
<b>Resources</b>					
Beginning Fund Balance					
Current Year TIF Collections	\$ 3,285,914	\$ 768,069	\$ 725,058	\$ 763,265	\$ 41,145
Prior Year TIF Collections	\$ 100,000	\$ 20,000	\$ 20,000	\$ 20,000	\$ 20,000
Miscellaneous	\$ 50,000	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000
Interest Earnings	\$ 18,573	\$ 17,888	\$ 12	\$ 268	\$ 199
<b>Total Resources</b>	<b>\$ 3,454,487</b>	<b>\$ 800,455</b>	<b>\$ 808,981</b>	<b>\$ 833,345</b>	<b>\$ 374,037</b>
<b>Expenditures (nominal \$)</b>					
Materials and Services					
Street Improvements - West Marine Drive	\$ (398,300)	\$ (77,300)	\$ (79,600)	\$ (82,000)	\$ (84,400)
Street Improvements - Couplet: Bay to Hamburg	\$ (1,000,000)				
Street Improvements - Portway, Hamburg, Bay, Basin	\$ (1,330,000)				
Terminal/Multi-purpose bldg inc. public restroom	\$ (870,000)				
Bond Street Reconnect: Retaining Wall/Traffic Calming	\$ (50,000)				
Housing Rehabilitation (Bond Street)	\$ (400,000)				
Storefront Improvement Program	\$ (209,100)	\$ (51,500)	\$ (53,000)	\$ (54,600)	
Redevelopment Assistance	\$ (265,400)	\$ (51,500)	\$ (53,000)	\$ (54,600)	\$ (56,300)
<b>Total Expenditures</b>	<b>\$ (7,032,137)</b>	<b>\$ (746,800)</b>	<b>\$ (769,100)</b>	<b>\$ (792,200)</b>	<b>\$ (374,037)</b>
<b>Ending Fund Balance</b>					
	\$ 2,374	\$ 53,655	\$ 39,881	\$ 41,145	\$ -

Source: Tiberius Solutions, LLC

**VIII. FINANCIAL ANALYSIS OF THE PLAN**

The estimated tax increment revenues through FYE 2021, as shown on the previous page, are based on projections of the assessed value of development within the Area and taxes on that assessed value.

Table 13 shows the projected incremental assessed value; projected tax rates that would produce tax increment revenues and the annual tax increment revenues (adjusted 5% for under-collection, 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 (Dollars)**

FYE	Assessed Value	Tax Increment Finance Revenue							Cumulative TIF
		Frozen Base	Excess Value	Tax Rate	Gross TIF	Adjustments	Net TIF		
2016	\$62,424,956	\$21,843,363	\$40,581,593	17.7839	\$721,699	(\$36,085)	\$685,614	\$685,614	
2017	\$64,433,607	\$21,843,363	\$42,590,244	17.9640	\$765,091	(\$38,255)	\$726,836	\$1,412,450	
2018	\$72,264,604	\$27,255,749	\$45,008,855	17.9630	\$808,494	(\$40,425)	\$768,069	\$2,180,519	
2019	\$74,666,841	\$27,255,749	\$47,411,092	16.0979	\$763,219	(\$38,161)	\$725,058	\$2,905,577	
2020	\$77,165,167	\$27,255,749	\$49,909,418	16.0979	\$803,437	(\$40,172)	\$763,265	\$3,668,842	
2021	\$79,763,426	\$27,255,749	\$52,507,677	16.0979	\$845,263	(\$42,263)	\$803,000	\$4,471,842	

Source: Tiberius Solutions, LLC

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

This section describes the impact of tax increment financing of the Amendment Area, both until and after the indebtedness is repaid, upon all entities levying taxes upon property in the urban renewal area.

The impact of tax increment financing on overlapping taxing districts consists primarily of the property tax revenues foregone on permanent rate levies as applied to the growth in assessed value in the URA. These projections are for impacts estimated through FYE 2021, and are shown in Table 14. The impacts through FYE 2021 are very small as they represent just the 3% assessed value growth in the Area until FYE 2021. In FYE 2021, the full amount of tax increment revenues are not projected to be taken, showing a positive impact in that year and an overall positive impact due to the dollars collected in FYE 2021.

The Astoria School District and Northwest Regional ESD are not *directly* affected by the tax increment financing, but the amounts of their taxes divided for the urban renewal plan are shown in the following tables. Under current school funding law, property tax revenues are combined with State School Fund revenues to achieve per-student funding targets. All schools in Oregon receive the same per pupil allocations. Under this system, property taxes foregone, due to the use of tax increment financing, are substantially replaced with State School Fund revenues, as determined by a funding formula at the State level. While urban renewal statewide has an impact on the amount of funding in the State School Fund, the legislature has the ability to allocate funds from other sources to fully fund the State School Fund.

General obligation bonds and local option levies are impacted by urban renewal only if they were originally approved by voters in an election prior to October 6, 2001. There are no local option levies approved prior to October 6, 2001 that are in effect in the Astor-West URA. There is, however, one general obligation bond that will be impacted, issued by the Astoria School District. For general obligation bonds, the impact is on the property owner, not on the taxing district. The assessor must assess a slightly higher rate to all properties in the taxing district to account for the division of taxes of the general obligation bond.

The projected impact to the property owner as a result of a general obligation bond issued by the Astoria School District prior to 2001 is very small. As a result of this Amendment, a property tax owner will pay an additional 5 cents per \$100,000 of value for one year, FYE 2018, when the Astoria School District Bond is set to expire. Any bonds issued after October of 2001 are not subject to urban renewal division of taxes.

REPORT ON FIRST AMENDMENT TO THE ASTOR-WEST URBAN RENEWAL PLAN

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

General Government							
Clatsop County Perm	Port of Astoria Perm	Clatsop 4H & Extension Perm	Sunset Empire Transportation Perm	Clatsop Care Center Perm	City of Astoria Perm		Subtotal: General Government
2018	(\$480)	(\$39)	(\$16)	(\$51)	(\$55)	(\$2,560)	(\$3,201)
2019	(\$815)	(\$67)	(\$28)	(\$87)	(\$94)	(\$4,343)	(\$5,434)
2020	(\$1,163)	(\$95)	(\$41)	(\$123)	(\$134)	(\$6,198)	(\$7,754)
2021	\$2,536	\$207	\$88	\$268	\$291	\$13,514	\$16,904
<b>Total</b>	<b>\$78</b>	<b>\$6</b>	<b>\$3</b>	<b>\$7</b>	<b>\$8</b>	<b>\$413</b>	<b>\$515</b>

Education					
Astoria SD #1 Perm	Northwest Regional ESD Perm	Clatsop Community College Perm	Subtotal: Education		Total
2018	(\$1,547)	(\$48)	(\$243)	(\$1,838)	(\$5,039)
2019	(\$2,625)	(\$81)	(\$414)	(\$3,120)	(\$8,554)
2020	(\$3,746)	(\$116)	(\$591)	(\$4,453)	(\$12,207)
2021	\$8,169	\$254	\$1,287	\$9,710	\$26,614
<b>Total</b>	<b>\$251</b>	<b>\$9</b>	<b>\$39</b>	<b>\$299</b>	<b>\$814</b>

Source: Tiberius Solutions, LLC

\*Table 14 shows an impact on the Astoria Public Schools School and the Educational Service District. However, 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, because of the use of Tax Increment Financing, are replaced as determined by a funding formula at the State level with State School Fund revenues. These projections are for revenues foregone through FY 2021.

REPORT ON FIRST AMENDMENT TO THE ASTOR-WEST URBAN RENEWAL PLAN

Table 15 shows the increase in permanent rate levy revenues that would occur after termination of the tax increment financing in FYE 2022.

**Table 15. Additional Revenues Obtained After Termination of Tax Increment Financing**

Taxing District	Tax Rate	From Frozen Base	From Excess Value	Total
<b>General Government</b>				
Clatsop County	1.5338	\$33,503	\$92,982	\$126,485
Port of Astoria	0.1256	\$2,744	\$7,614	\$10,358
Clatsop 4H & Extension	0.0534	\$1,166	\$3,237	\$4,403
Sunset Empire Transportation	0.1620	\$3,539	\$9,821	\$13,360
Clatsop Care Center	0.1763	\$3,851	\$10,688	\$14,539
City of Astoria	8.1738	\$178,543	\$495,514	\$674,057
<i>Subtotal</i>	10.2249	\$223,346	\$619,856	\$843,202
<b>Education</b>				
Astoria SD #1	4.9407	\$107,922	\$299,516	\$407,438
Northwest Regional ESD	0.1538	\$3,360	\$9,324	\$12,684
Clatsop Community College	0.7785	\$17,005	\$47,194	\$64,199
<i>Subtotal</i>	5.8730	\$128,286	\$356,034	\$484,321
<b>Total</b>	<b>16.0979</b>	<b>\$351,633</b>	<b>\$975,890</b>	<b>\$1,327,523</b>

Source: Tiberius Solutions, LLC

**X. RELOCATION REPORT**

There are no businesses or residents to be relocated under the Plan at the time of this First Amendment.

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

There are two urban renewal areas in Astoria. 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 percent for municipalities under 50,000 in population. As noted below, the frozen base including all real, personal, manufactured, and utility properties in the two urban renewal areas in Astoria is \$30,534,789, which is 4.15% of the City of Astoria's total assessed value, less the incremental value. The estimate of the frozen base for the Amendment Area includes 3% assessed value increase over the FYE 2016 assessed value, as the assessor will certify a new tax roll before this property is added. The estimated total acreage of the two urban renewal areas is 255.5 acres, including public right of way. Therefore, 3.77% of the acreage in the City would be in urban renewal areas, and 4.15% of the assessed value of the City would be in urban renewal areas. This is well below the statutory limitation of 25 percent in both cases.

**Table 16. URA Conformance with AV and Area Limits**

Urban Renewal Area	Acres	Frozen Base/Assessed Value
Astor-East URA	50	\$2,949,516
Astor-West URA	205.5	\$21,843,363
Astor-West Addition	12.05	\$5,742,000
Total in Urban Renewal	255.5	\$30,534,879
City of Astoria	6,784	\$769,253,227
City of Astoria Incremental value		\$65,082,245
City of Astoria Less Incremental value		\$736,439,664
Total Amount of City in URAs	3.77%	4.15%

Source: Clatsop County Assessor FYE 2017 tax rolls except for Astor-West Addition, which is FYE 2016  
 Astor-East Incremental Value \$20,653,984  
 Astor-West Incremental Value \$44,428,261

# ATTACHMENT D



City of Astoria  
Community Development Department  
1095 Duane Street  
Astoria OR 97103

October 25, 2016

TO: ASTORIA PLANNING COMMISSION

FROM: KEVIN CRONIN, COMMUNITY DEVELOPMENT DIRECTOR

SUBJECT: FIRST AMENDMENT TO ASTOR-WEST URBAN RENEWAL PLAN –  
ADDITION OF PROPERTY AND PROJECTS

## **DISCUSSION / ANALYSIS**

The Astoria Planning Commission is being asked to make a recommendation to the City Council regarding the Council's adoption of an amendment to the Astor-West Urban Renewal Plan (First Amendment). This action does not require a formal public hearing, and the Planning Commission is not being asked to approve the action, but rather make a recommendation. If the public wishes to testify, it is advised to allow for testimony.

The First Amendment (Attachment 3) includes the addition of projects and property, commonly referred to as the Bond Street area, into the urban renewal area, including the properties on either side of the street as depicted in Figures 1 and 2 in the attached Report on the First Amendment to the Astor-West Urban Renewal Plan (Attachment 4).

This change to the Astor-West Urban Renewal Plan is considered a substantial amendment because it involves the addition of property in excess of 1% of the original acreage of the Plan. Therefore, the amendment must be approved in the same manner as the original adoption of the Plan, including presentation to the Planning Commission.

ORS 457.085(4), the Oregon Revised Statute which governs the requirement for Planning Commission review, is not specific about the role of the Planning Commission in review of an urban renewal plan. ORS 457.085(4) states: "An urban renewal plan and accompanying report shall be forwarded to the planning commission of the municipality for recommendations prior to presenting the plan to the governing body of the municipality for approval under ORS 457.095."

The general understanding is that the Planning Commission reviews the urban renewal plan amendment for conformance with the comprehensive plan. The staff report has identified the comprehensive plan sections as they relate to amendment and has summarized the basic findings of fact. The staff report includes a recommendation for approval.

## CONFORMANCE WITH ASTORIA COMPREHENSIVE PLAN

The specific Astoria Comprehensive Plan (Comprehensive Plan) goals which are addressed by the inclusion of the new property and projects are listed in the attached First Amendment. The *italics* reflect direct quotes from the Comprehensive Plan. The numbering reflects numbering within the Comprehensive Plan. The Amendment conforms to the Economic, Housing, Parks and Recreation and Open Space and Transportation Goals.

### Economic Goals

#### Goal 1:

*The City of Astoria will strengthen, improve, and diversify the area's economy to increase local employment opportunities.*

#### Policies:

1. *Encourage, support, and assist existing businesses.*
2. *Provide support to local start-up businesses.*
4. *Encourage private development such as retail, restaurants, commercial services, transient lodging.*
5. *Provide a supportive environment for new business.*
6. *Encourage a diversity of businesses, target firms to add to the business mix and strengthen the overall economic base.*
7. *Encourage and support local industrial development in order to diversify beyond the City's predominant industrial sectors, while maintaining strong support for these sectors.*
8. *Broaden the economy to help balance the seasonal nature of existing industries and employment.*
9. *Encourage the broadening of the economy, particularly in areas which help balance the seasonal nature of existing industries.*

#### Goal 5:

*Encourage the preservation of Astoria's historic buildings, neighborhoods and sites unique waterfront location in order to attract visitors and new industry.*

#### Policies:

4. *Protect historic resources such as downtown buildings to maintain local character and attract visitors.*

#### Goal 6:

*Maintain a system of public facilities and services capable of supporting existing and future*

*industry, and commercial development.*

**The Plan conforms with the Economic Element goals because there are projects to provide storefront grants and loans, launching the Storefront Improvement Program for West Marine Drive. There are also projects to repair Bond Street, build a retaining wall on Bond Street, renovate and preserve affordable housing. The business assistance program, transportation and housing related projects will all have a positive impact on the Economy.**

#### Housing Goals

##### *Goal 1:*

*Provide opportunities for development of a wide variety of housing types and price ranges within the Urban Growth Boundary.*

##### *Goal 2:*

*Maintain and rehabilitate the community's existing house stock.*

##### *Policies:*

- 1. Maintain attractive and livable residential neighborhoods, for all types of housing.*
- 2. Provide residential areas with services and facilities necessary for safe, healthful, and convenient urban living.*
- 5. Encourage low and moderate income housing throughout the city, not concentrated in one area.*
- 12. Encourage the development of the elderly and handicapped housing in the Downtown area, where the terrain is level and services are available within walking distance.  
Encourage renovation of the second floors of commercial buildings in the Downtown.*
- 19. Encourage the use of sustainable development and building materials including use of energy efficient materials and design principles*
- 20. Allow for, encourage, and support the development of housing units in conjunction with commercial development (e.g. housing located above commercial uses) to provide diversity and security in commercial areas and a range of housing options.*

**The Plan conforms with the Housing goals because there are projects to renovate and preserve affordable housing within the Area.**

*Transportation Goals*

*Goal 1:*

*The maintenance of a safe and efficient transportation system*

*Goal 2:*

*The provision of several types of transportation, including public transit, bicycle and pedestrian systems.*

*Goal 4:*

*The reduction of traffic congestion on marine drive and in the downtown area.*

*Goal 8:*

*The support of economic development activities through the improvement of the transportation system.*

**The Plan conforms with the Transportation goals because there is a project that repairs Bond Street for two-way traffic, and builds a retaining wall on Bond Street.**

**STAFF RECOMMENDATION**

Staff recommends that the Planning Commission find the First Amendment to the Astor-West Urban Renewal Plan conforms with the Astoria Comprehensive Plan and forward the First Amendment to the City Council for their approval.

## **PLANNING COMMISSION MOTION AND VOTE**

Recommendation/Suggested Motion(s):

Option 1:

"I move that the Astoria Planning Commission find that the First Amendment to the Astor-West Urban Renewal Plan conforms with the Astoria Comprehensive Plan."

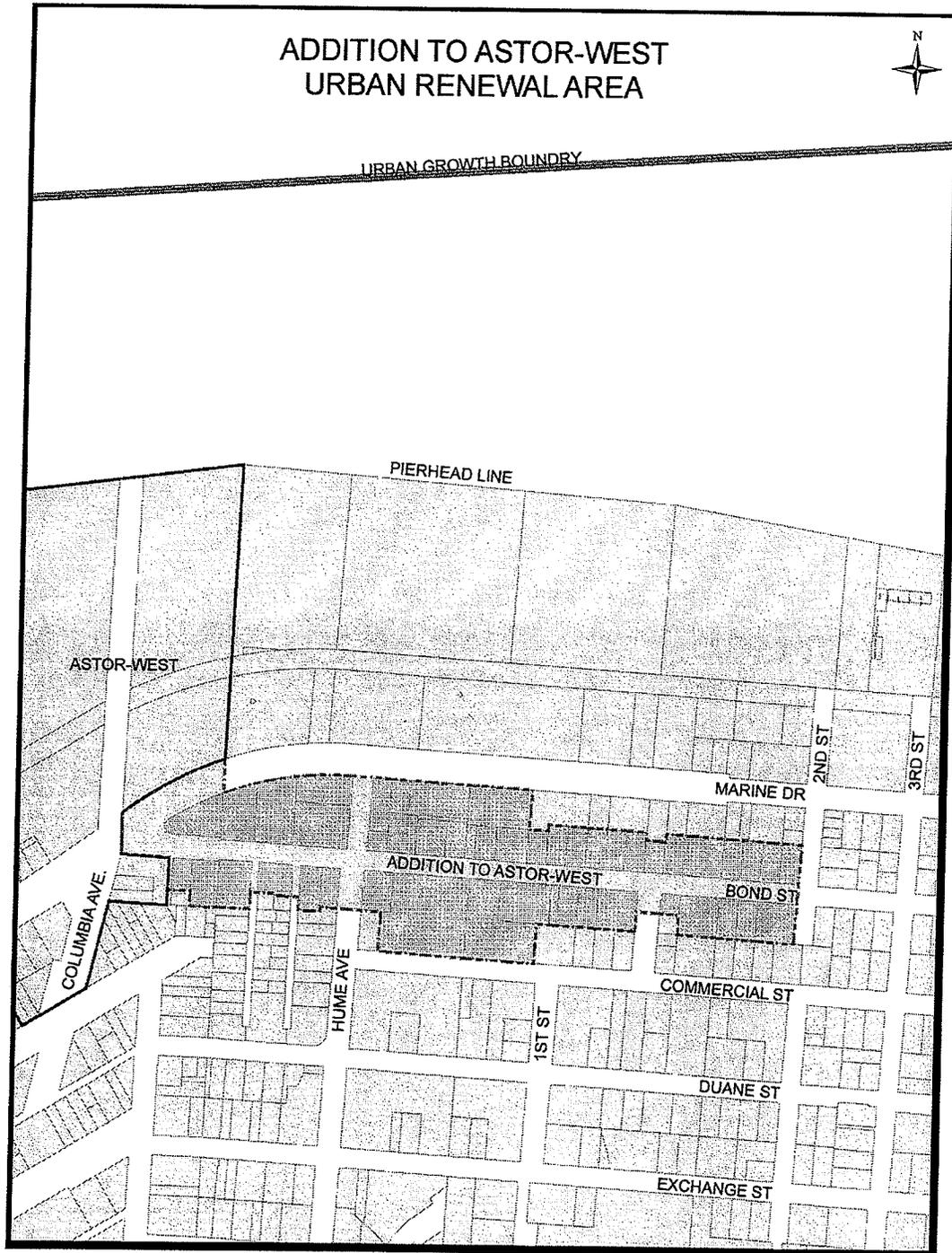
Option 2:

"I move that the Astoria Planning Commission find that the First Amendment to the Astor-West Urban Renewal Plan conforms with the Astoria Comprehensive Plan, and further recommend that the Astoria City Council adopt the proposed First Amendment to the Astor-West Urban Renewal Plan."

Attachments:

1. Map: Amendment Area
2. Map: Astor-West Urban Renewal Area after Amendment
3. Astor-West Urban Renewal Area Plan First Amendment
4. Report on the Astor-West Urban Renewal Plan First Amendment

Attachment 1: Area to Be Added



Attachment 2. Astor-West Urban Renewal Plan Boundary after Amendment

