

# Urban Renewal Agency

February 7, 2024



John Walsh, Agency Administrator  
Gloria Butsch, Finance Director  
Jennifer Dimsho, Project Manager

# Urban Renewal Basics

What is Urban Renewal?

How does Urban Renewal work?

What is the lifespan of Urban Renewal?

Elaine Howard, Elaine Howard Consulting, LLC



# What is Urban Renewal?

- Used throughout Oregon
- Addresses “blighting” influences in designated areas
- Provides financing mechanism to implement city plans
  - Uses increases in property taxes within area to fund projects within area
  - Amount of spending in an urban renewal area is controlled by “maximum indebtedness” in each Urban Renewal Plan



# What is Blight?

- Defined by the State Statute ORS 457
- Generally covers:
  - Underdevelopment or underutilization of property
  - Poor condition of buildings
  - Inadequacy of infrastructure including streets and utilities



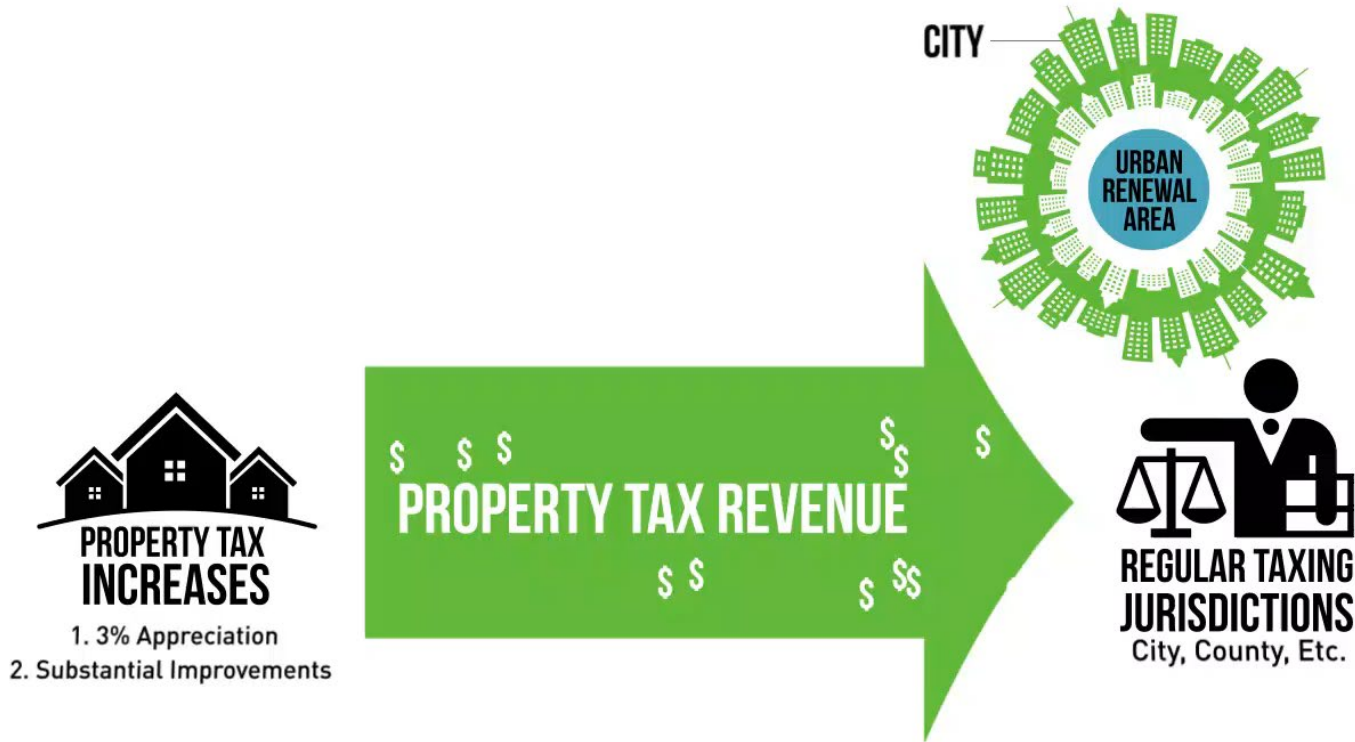
# What is Maximum Indebtedness?

- Total amount of \$\$ of Projects, Programs, and Administration over life of Urban Renewal Plan
- **THE** constraining factor on urban renewal agencies
- The City's Urban Renewal Agency has a maximum indebtedness of **\$62 million.**
- Our current remaining maximum indebtedness is **\$62 million.**

# CRASH COURSE | UR 101



# CRASH COURSE | UR 101



# CRASH COURSE | UR 101



# URBAN RENEWAL AND LOCAL SCHOOL DISTRICTS

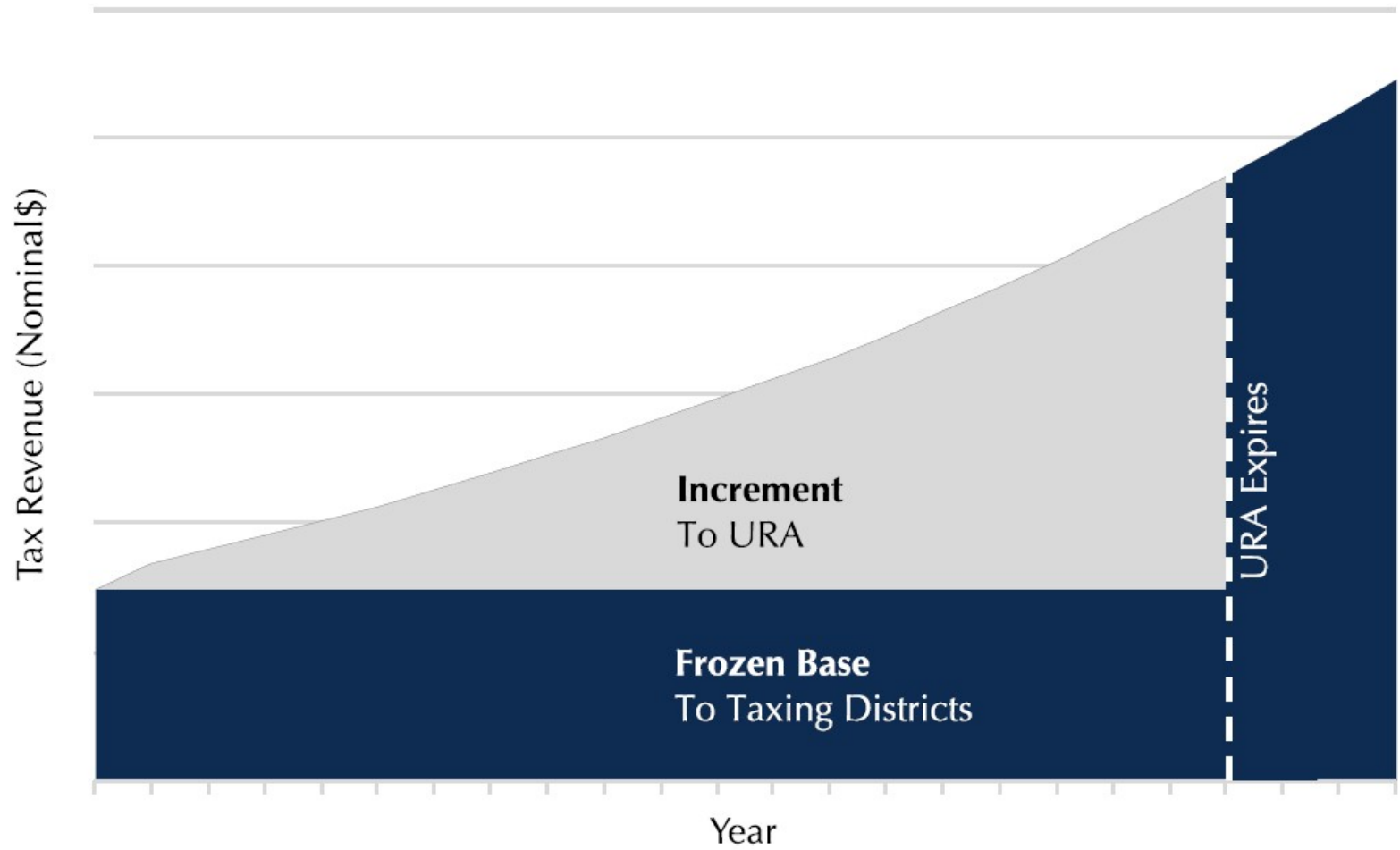
An Indirect Impact



# How does Urban Renewal Work?

- An area is designated as an urban renewal area
- The tax assessed value of properties within the area is frozen
- Taxes from that “frozen base” go to all taxing jurisdictions
- Increases in taxes over the “frozen base” go to the urban renewal agency for use in the area
- All tax bills in the city show urban renewal division of taxes

# How does Urban Renewal Work?





# URA Lifespan

## How long does Urban Renewal last?

- Typical for 25 to 30 year period to invest in projects
- May last a few years longer to pay off the debt
- Time period is not a requirement of ORS 457
- Our URA will sunset when Maximum Indebtedness is reached

## What happens after Urban Renewal?

- Increased value of the area is returned to the tax rolls and all taxing jurisdictions benefit from increased taxes
- Area is improved and better serves the citizens of the community

# BEST PRACTICES

## FOR TAX INCREMENT FINANCING AGENCIES IN OREGON

November 2019



# TABLE OF CONTENTS

<b>1. Introduction &amp; Overview</b>	<b>7</b>
1.1 INTRODUCTION.....	7
1.2 HOW TO USE THIS DOCUMENT.....	8
1.3 SUMMARY OF CHANGES IN THIS EDITION.....	9
1.4 DIVERSITY, EQUITY, AND INCLUSION.....	12
<b>2. Preliminary Feasibility Studies</b>	<b>18</b>
2.1 PUBLIC INVOLVEMENT.....	19
2.2 AREA BOUNDARY.....	20
2.3 BLIGHT.....	21
2.4 PRELIMINARY PROJECTS AND PROGRAMS.....	22
2.5 COMPREHENSIVE PLAN REVIEW.....	24
2.6 FINANCIAL ANALYSIS.....	25
2.7 IMPACTS ON TAXES IMPOSED BY OVERLAPPING TAXING DISTRICTS.....	26
2.8 GAPS AND ISSUES.....	28
<b>3. Creating a TIF District</b>	<b>31</b>
3.1 ESTABLISHING THE BOARD.....	32
3.2 ADVISORY COMMITTEES.....	37
<b>4. TIF Plan</b>	<b>40</b>
4.1 PUBLIC INVOLVEMENT.....	42
4.2 AREA BOUNDARY.....	44
4.3 GOALS/OBJECTIVES.....	46
4.4 PROJECTS FUNDED WITH TIF.....	47
4.5 COMPREHENSIVE PLAN AND ECONOMIC DEVELOPMENT PLAN REVIEW.....	54
4.6 PROCEDURAL REQUIREMENTS FOR APPROVAL OF A PLAN.....	55
4.7 TIF REPORT.....	59
4.8 BLIGHT.....	61
4.9 FINANCE.....	63
<b>5. Amendments to the TIF Plan</b>	<b>69</b>
5.1 SUBSTANTIAL AMENDMENTS.....	70
5.2 MINOR AMENDMENTS.....	82
5.3 COUNCIL APPROVED/MAJOR AMENDMENTS.....	84
<b>6. Managing a TIF District</b>	<b>86</b>
6.1 ESTABLISHING BYLAWS.....	87
6.2 CHANGING THE FORM OF AGENCY GOVERNANCE.....	87
6.3 PUBLIC INVOLVEMENT.....	88
6.4 FINANCIAL REPORTING.....	89
6.5 BUDGET.....	92

6.6 AUXILIARY USES OF TIF .....	93
6.7 PROGRAM INCOME .....	96
6.8 DEBT AND MAXIMUM INDEBTEDNESS REPORTING .....	98
6.9 PERFORMANCE MEASURES.....	99
6.10 LEVERAGING TIF .....	101
6.11 RELOCATION .....	102
6.12 ACQUISITION/DISPOSITION OF REAL PROPERTY .....	104

## **7. Closing a TIF district**

**107**

7.1 PLAN TERMINATION .....	108
7.2 TERMINATION OF TAX INCREMENT COLLECTIONS.....	109
7.3 TERMINATION OF A TIF DISTRICT.....	110

## **Appendices**

**112**

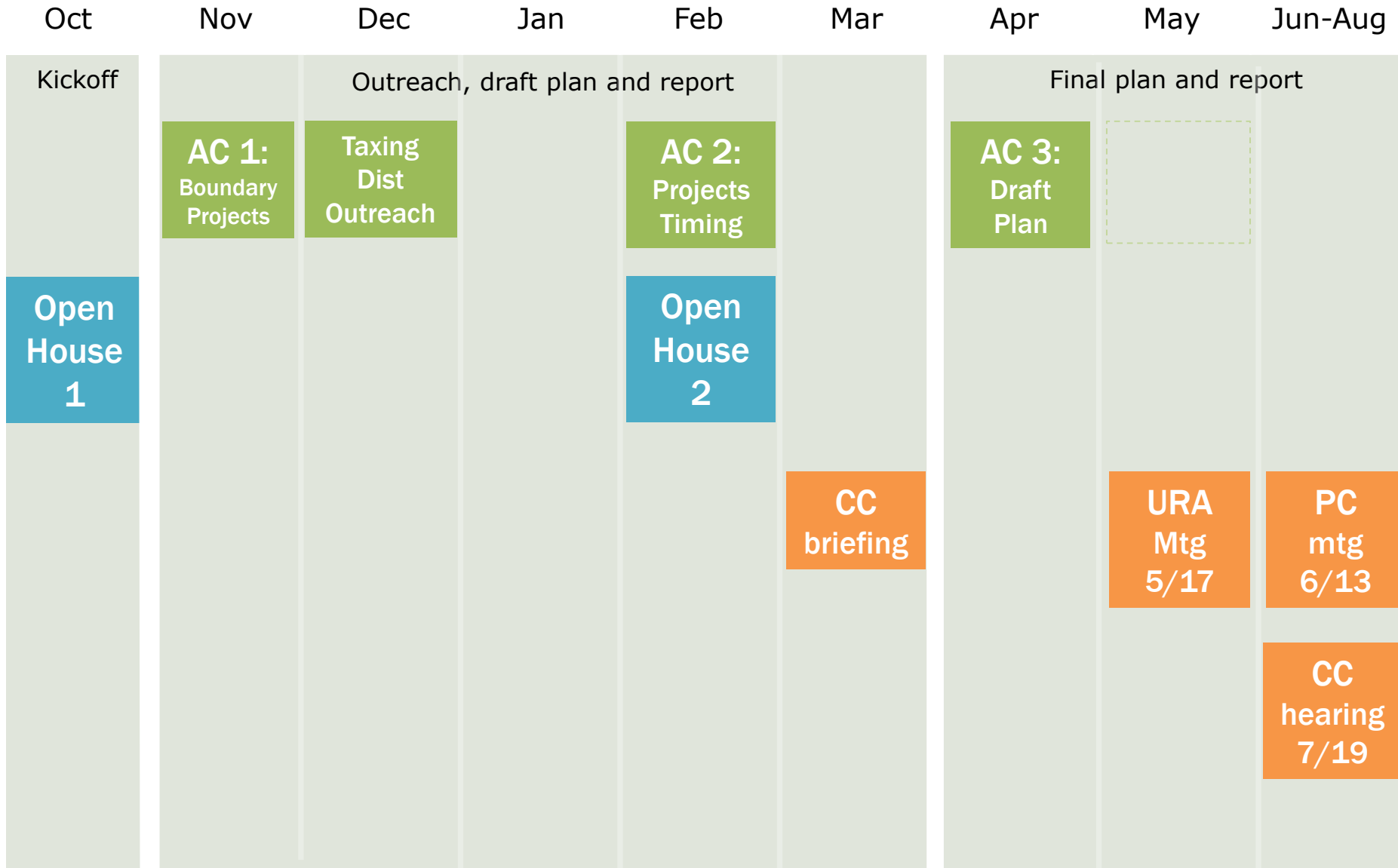
A. DETERMINING THE TYPE OF PLAN.....	113
B. SUGGESTED BYLAW CONTENTS FOR TIF DISTRICT .....	115
C. BARRIERS TO DEVELOPMENT .....	117
D. A LETTER FROM THE TAXING DISTRICTS .....	121
E. MARKETING, COMMUNICATIONS, AND OUTREACH .....	124

# St. Helens Urban Renewal Plan

Adoption Process  
Goals  
Projects

John Walsh, Agency Administrator  
Jennifer Dimsho, Project Manager

# 2016-2017: Urban Renewal Adoption Timeline





1997

● 2020 Vision

2011

2012

2013

2014

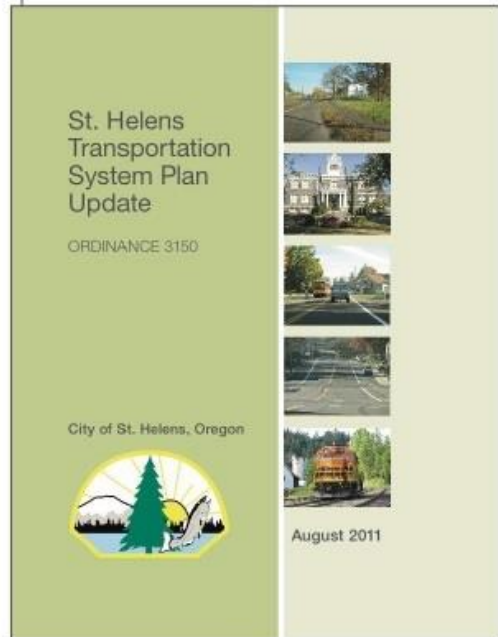
2015

2016

2017

**Transportation System Plan**

identifies need for better connections from US 30 to downtown.



**US 30 and Columbia/ St. Helens Corridor Master Plan**

completed.



City purchased 230 acres of underutilized waterfront land to improve river access and encourage redevelopment

**Waterfront Framework Plan**

completed.



**URBAN RENEWAL**

2019

● Riverfront Connector

Two decades of effort!



# Urban Renewal Goals

**Purpose:** Assist with the implementation of adopted plans, policies, and codes

**Goals:**

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



# Project Categories

## Transportation Infrastructure

- Veneer Road Connections
- U.S. 30 improvements
- Corridor Master Plan Improvements
- Old PDX Road Improvements
- 1<sup>st</sup> Street Retrofit

## Open Space/ Wayfinding

- Veneer Open Space (greenway, park, plaza)
- Trestle Trail
- Marina Contribution
- Waterfront Bankwork/  
Habitat Projects
- Wayfinding

## Site Prep/ Utilities

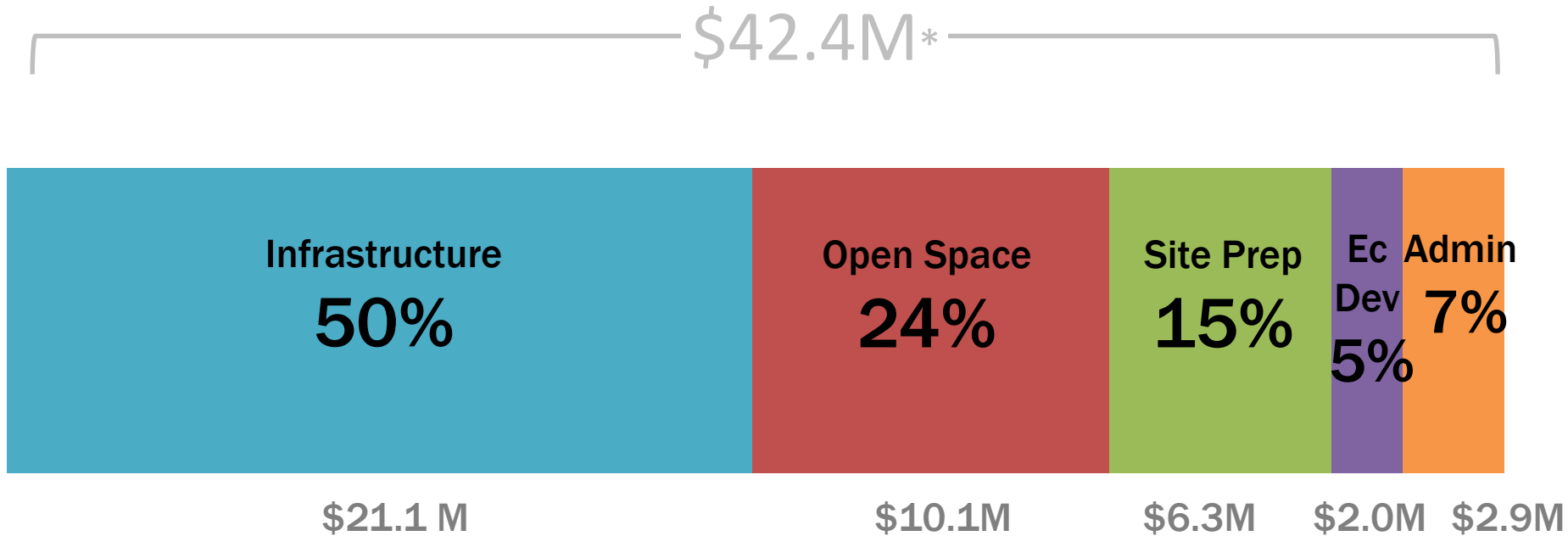
For Veneer and other sites:

- Utilities
- Grading
- Brownfield Remediation

## Economic Dev't Programs

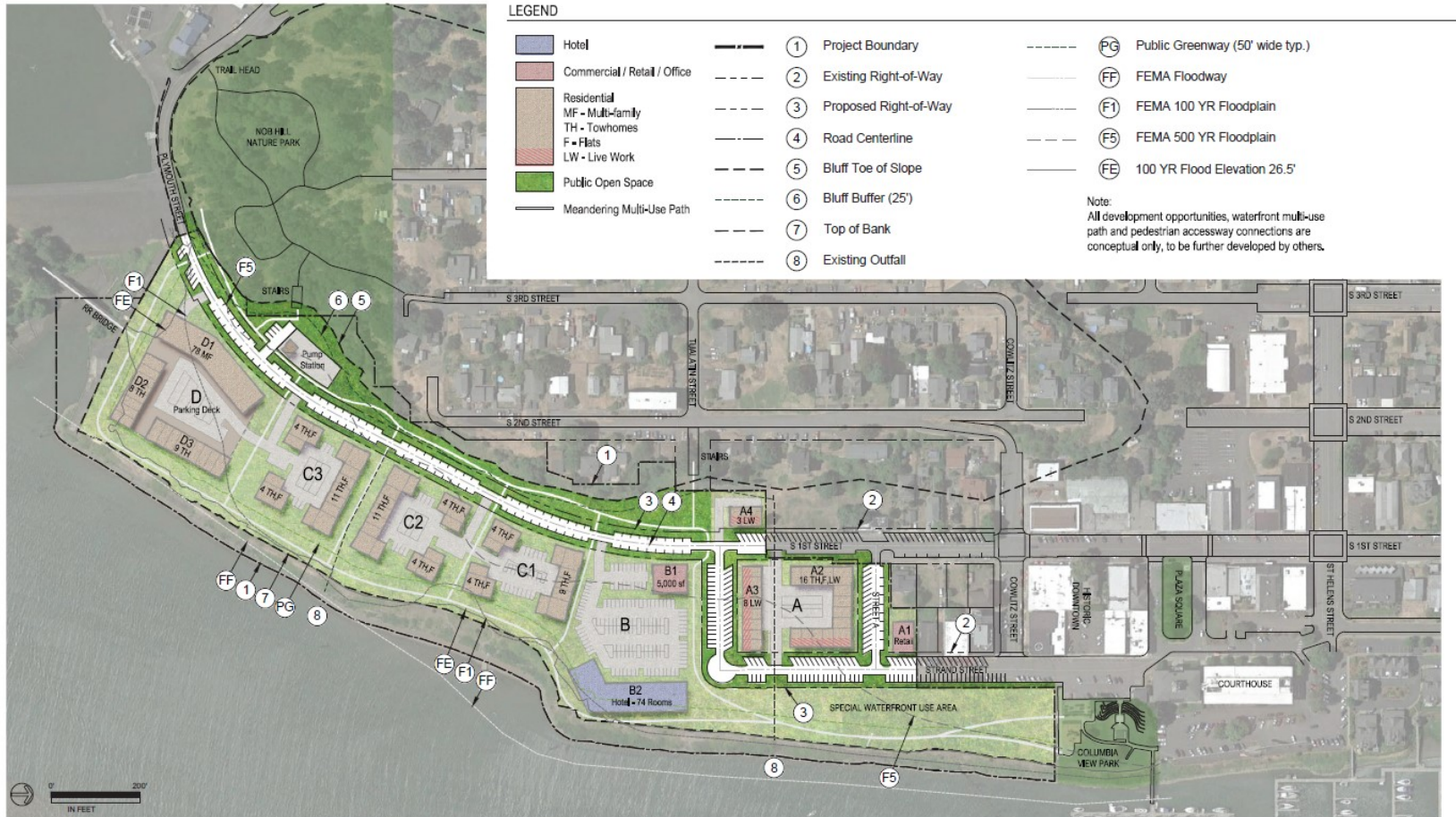
- Storefront Imp't Program
- Economic Dev't Strategies (e.g. master plans, parking plans)

# Project Categories



\*Because UR relies on loans to fund projects, loan interest makes up the difference between the maximum indebtedness of \$62 million and the total project cost of \$42.4M.

# Projects: Infrastructure



## S. 1st AND STRAND STREETS | WEST ALIGNMENT

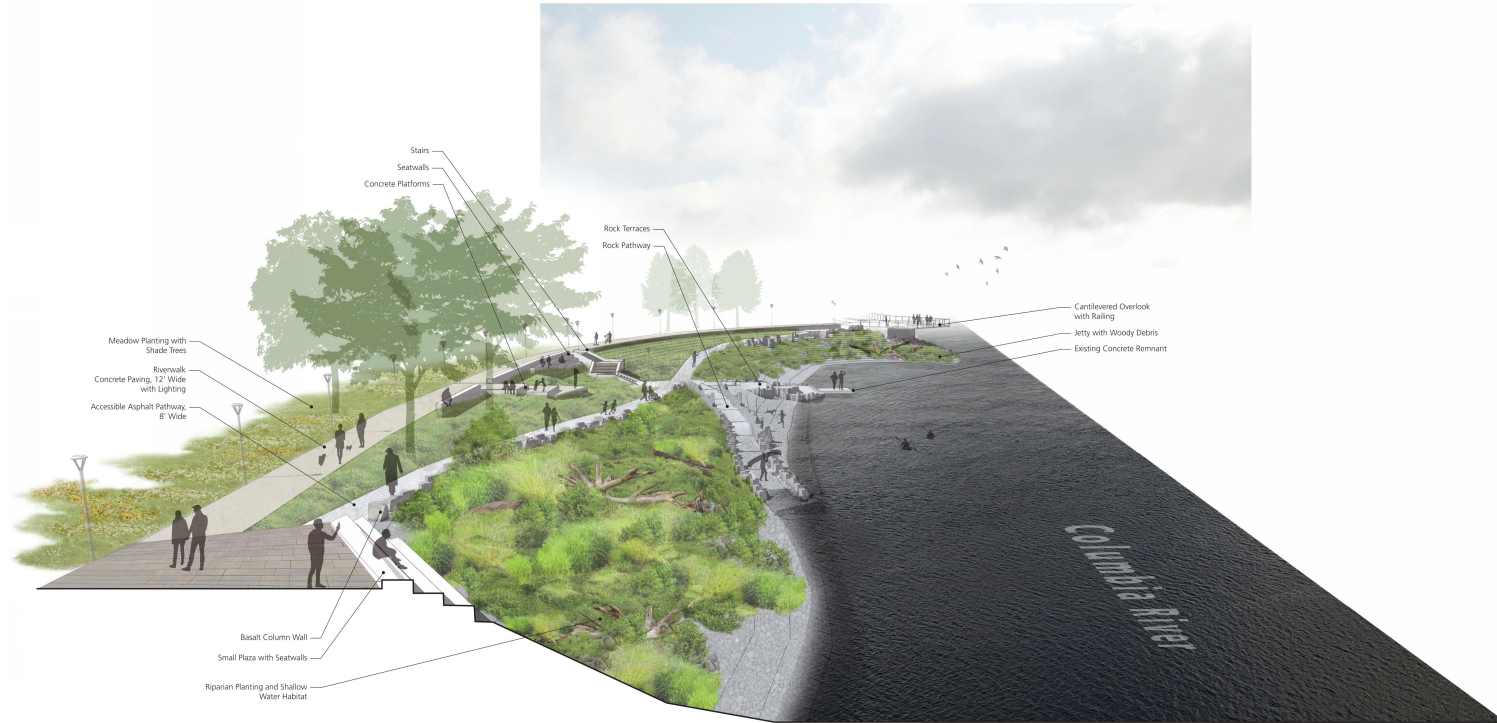
JUNE 9, 2021 | #19823



## S. 1<sup>st</sup> Street and The Strand Street Extensions & Utilities

# Projects: Open Space

**ROCKY BEACH**  
Looking North



**Mayer/Reed**



*Riverwalk Project Phase I and Phase II*



# Projects: Economic Development



*Parking Management Strategy and/or Parking Lot Acquisition*



*Master Planning*

# Projects: Economic Development

## Storefront Improvements



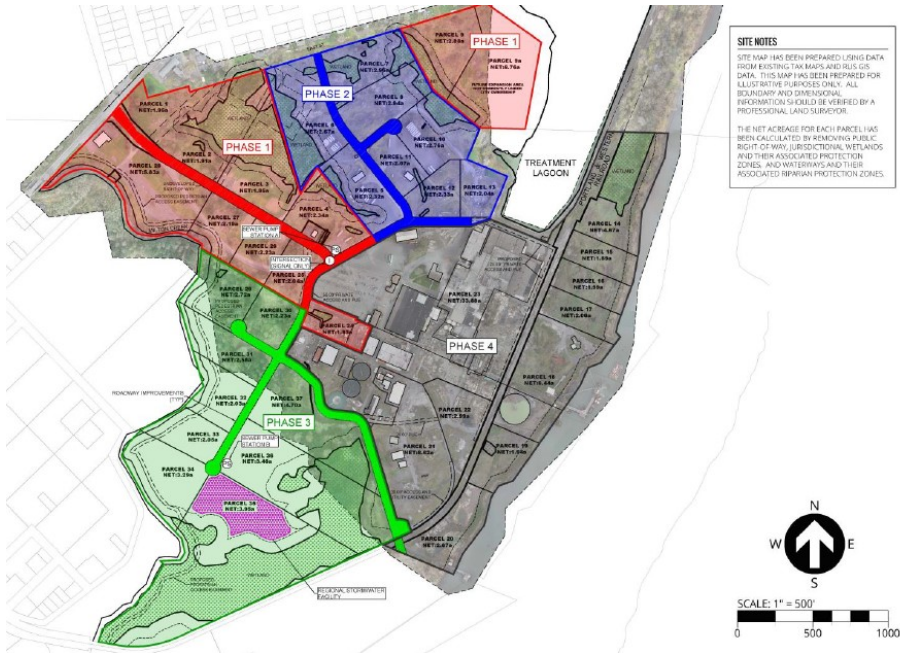
Example: Historic building in Astoria  
Urban Renewal provided:

- Low interest loan for \$120,039
- Storefront Improvement Grant of \$30,000

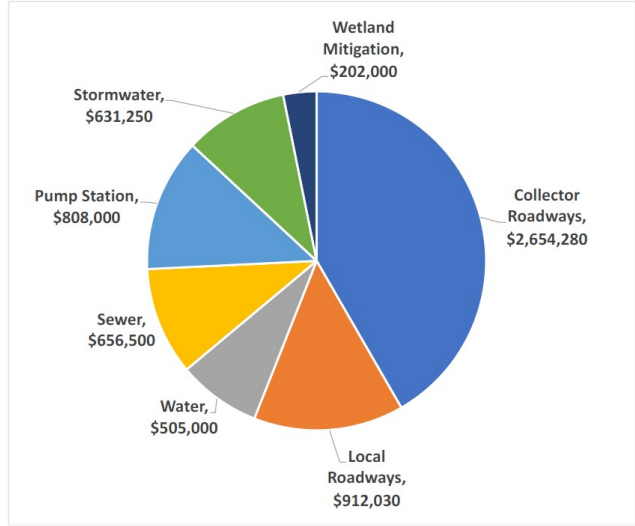
Source:



# Projects: Site Preparation



## Phase 1 Cost Summary



St. Helens Industrial Business Park Site Readiness, Utilities



# Complete Urban Renewal Projects List

- Exhibit 5 - Pages 7, 8, & 9 in the Urban Renewal Plan
- Color-coded per project category
- Name, Description, Relation to UR Goal, Estimated Area Contribution

Exhibit 5. Urban Renewal Projects - Details

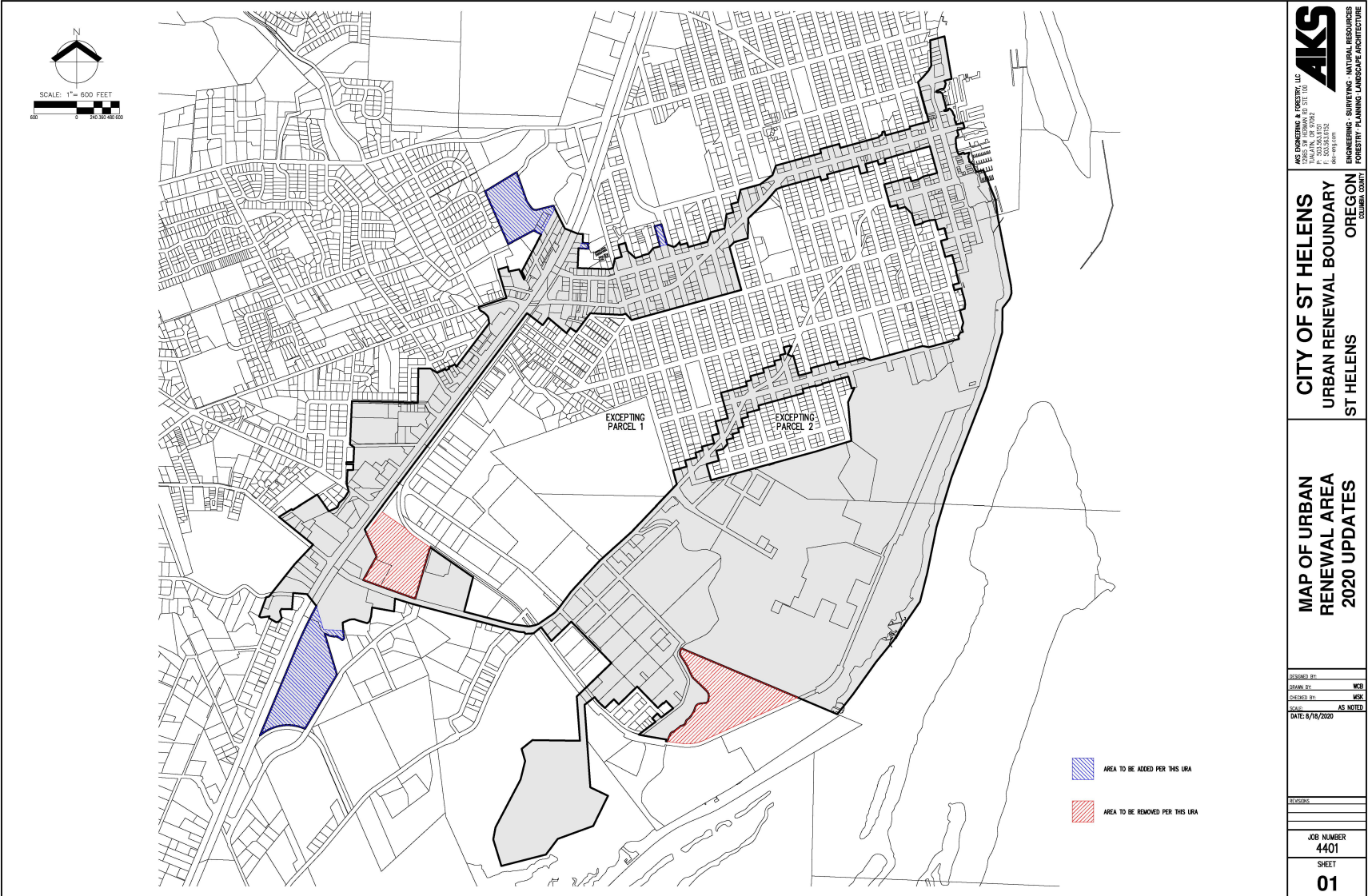
Map ID	Short Name	Description	Relation to Urban Renewal Goals	Estimated Area Contribution
<b>Site Prep</b>				
4	Contributions for Waterfront Site Preparation or Remediation	Assistance with grading, embankment and compaction, and erosion control on the entire site. Address localized hot spots or other potential brownfield issues on the site in coordination with development.	Helps to remove barriers to development on the Veneer Property. (Goal 2)	\$1,500,000
21	Site Preparation and Infrastructure Loans or Grants	Provide site-specific preparation, infrastructure, or development assistance (e.g. land assembly, SDC/permit write down, utility relocation, fire suppression grants, predevelopment assistance, etc.) to encourage new development in the Area.	Could attract industrial and mixed-use development to the entire Area. (Goal 2)	\$2,500,000
2	Waterfront Utilities and Stormwater Infrastructure Phase 1	Install sewer facilities for new development, including force mains, gravity sewer lines, and two pump stations. Install stormwater facilities in phases, including pipes and bioretention facilities. Install pipes and fire hydrants to service new development. Install underground electrical power, gas, and communications utilities in coordination with redevelopment	Helps to remove barriers to development on the Veneer Property. (Goals 2 and 5)	\$1,400,000
3	Waterfront Utilities and Stormwater Infrastructure Phase 2	In a second phase, continue to install sewer facilities to service new development, including force mains, gravity sewer lines, and two pump stations. Install stormwater facilities, including pipes and bioretention facilities. Install pipes and fire hydrants to service new development. Install underground electrical power, gas, and communications utilities in coordination with new development	Helps to remove barriers to development on the Veneer Property. (Goals 2 and 5)	\$900,000
<b>Open Space</b>				
1	Columbia View Park Expansion	Design and construct new 1.3-acre extension of Columbia View Park.	Provides amenities to attract new waterfront development. (Goal 4)	\$1,100,000
6	Waterfront Greenway Trail Phase 1 and Bank Enhancement	Install greenway trail south of Columbia View, including design, associated furnishings, interpretation, and connections to new neighborhood. Grading, planting and reinforcement of bank as needed to prevent erosion, restore habitat, support greenway trail and water access, and create visual interest along waterfront.	Provides amenities to attract new waterfront development. (Goal 4)	\$3,000,000
7	Trestle Trail Contribution	Extend trail from downtown to south of the Veneer Property, providing access to natural areas along Multnomah Channel.	Provides amenities to attract new waterfront development. (Goal 4)	\$750,000
8	Marina Contribution	Provide partnership funding to construct a marina on the south end of the Veneer Property, near the entrance to the Frogmore Slough. The marina would be privately developed, owned, and operated, but at least partly open to the public and available for public use and access	Attracts water-based users to downtown. (Goals 4 and 5)	\$750,000
9	Waterfront Greenway Trail Phase 2	Construct second phase of waterfront greenway, including design and construction of public plaza at intersection of Tualatin Street and The Strand. Consider future pier from this location in design.	Provides amenities to attract new waterfront development. (Goal 4)	\$3,000,000



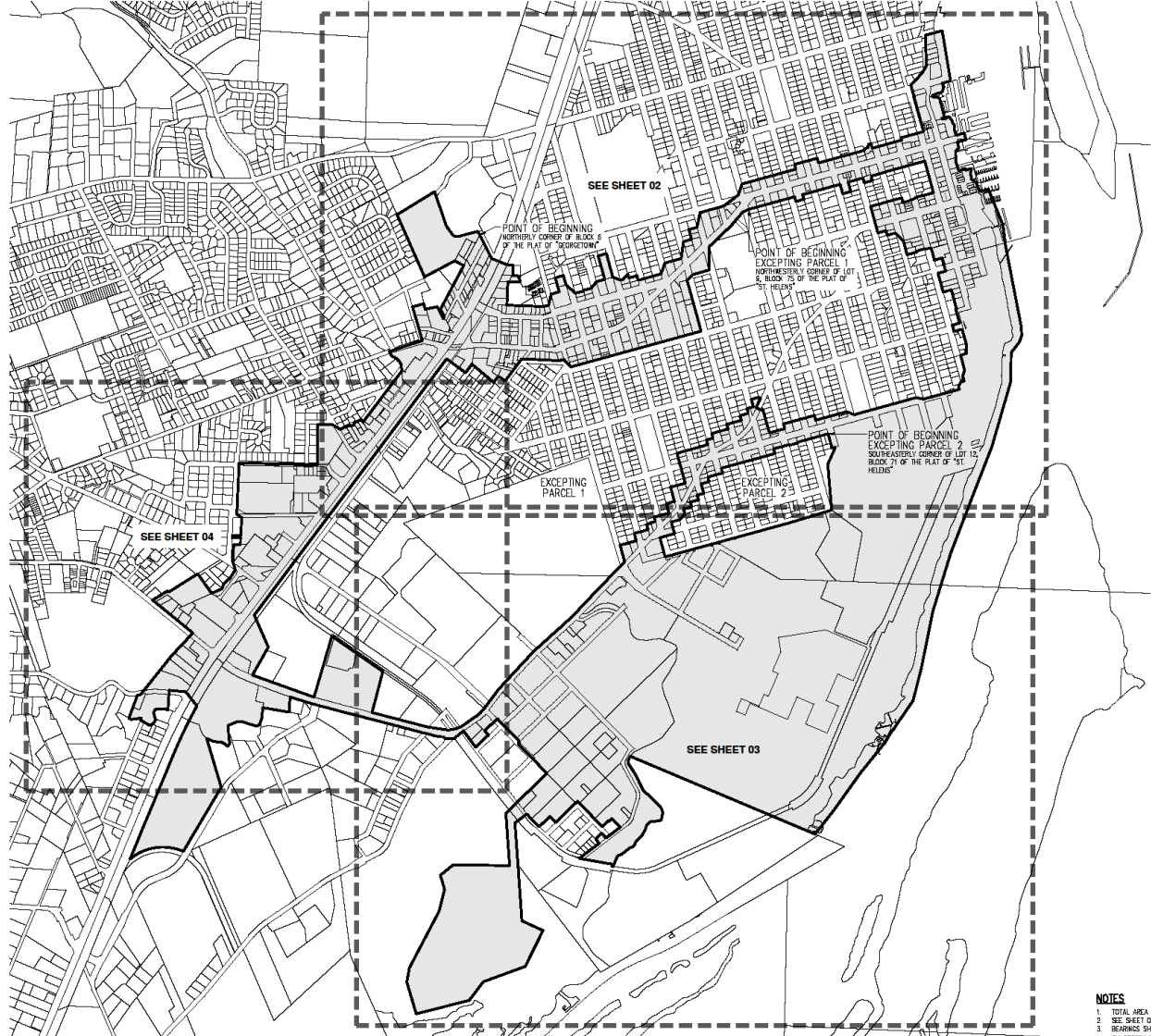
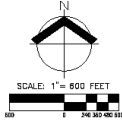
# St. Helens Urban Renewal Plan

2020 Major Boundary Amendment  
2023 Revenue Update

# 2020 Boundary Amendment



# Current URA Boundary

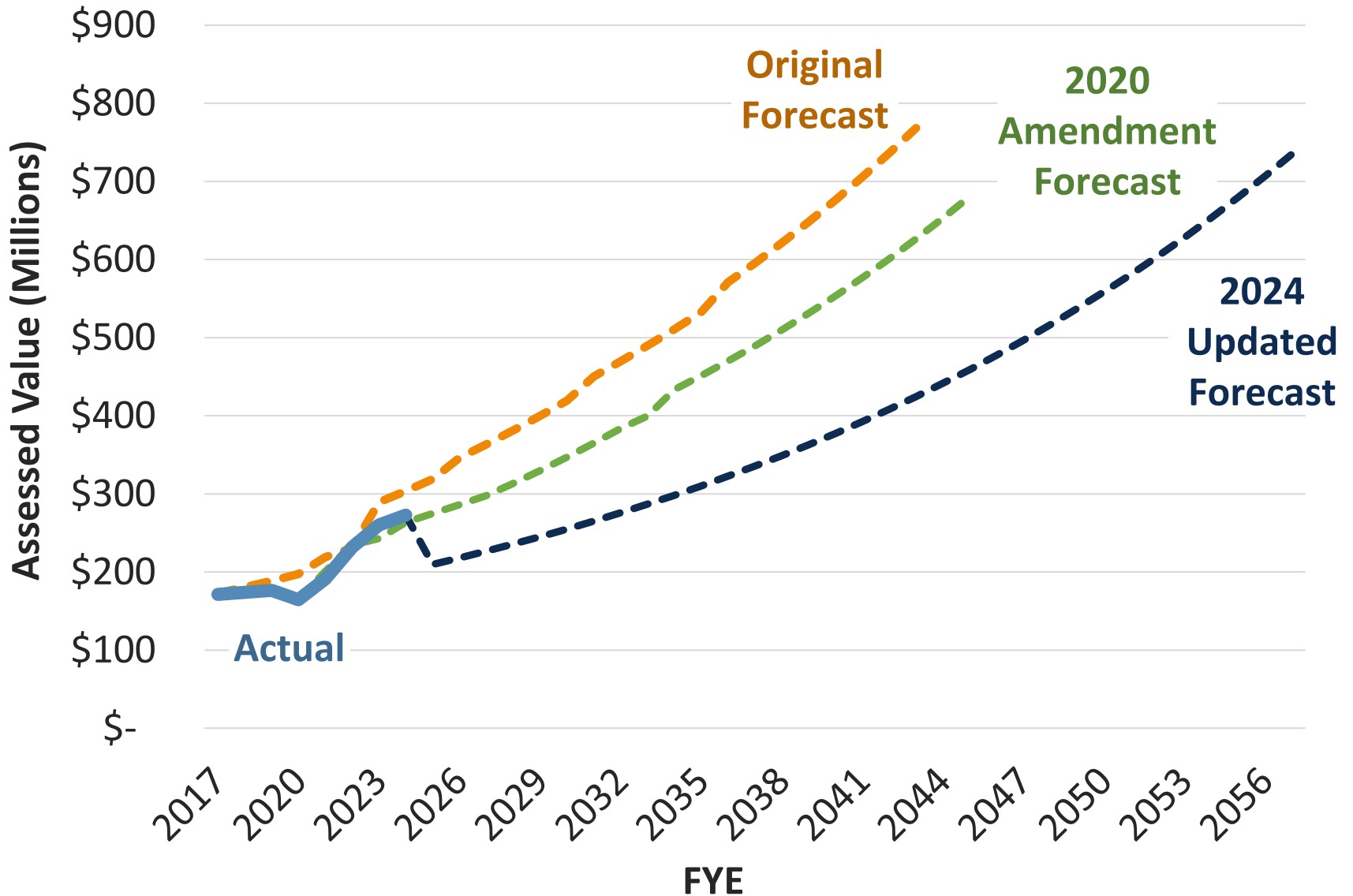


- NOTES**
1. TOTAL AREA IS 752 ACRES.
  2. SEE SHEET 05 FOR BEARING AND DISTANCE LINE TABLE.
  3. BEARINGS SHOWN WITH DEGREES, MINUTES, AND SECONDS ARE BASED ON OREGON STATE PLANE COORDINATES NORTH (ZONE 5001, NAD83/91).

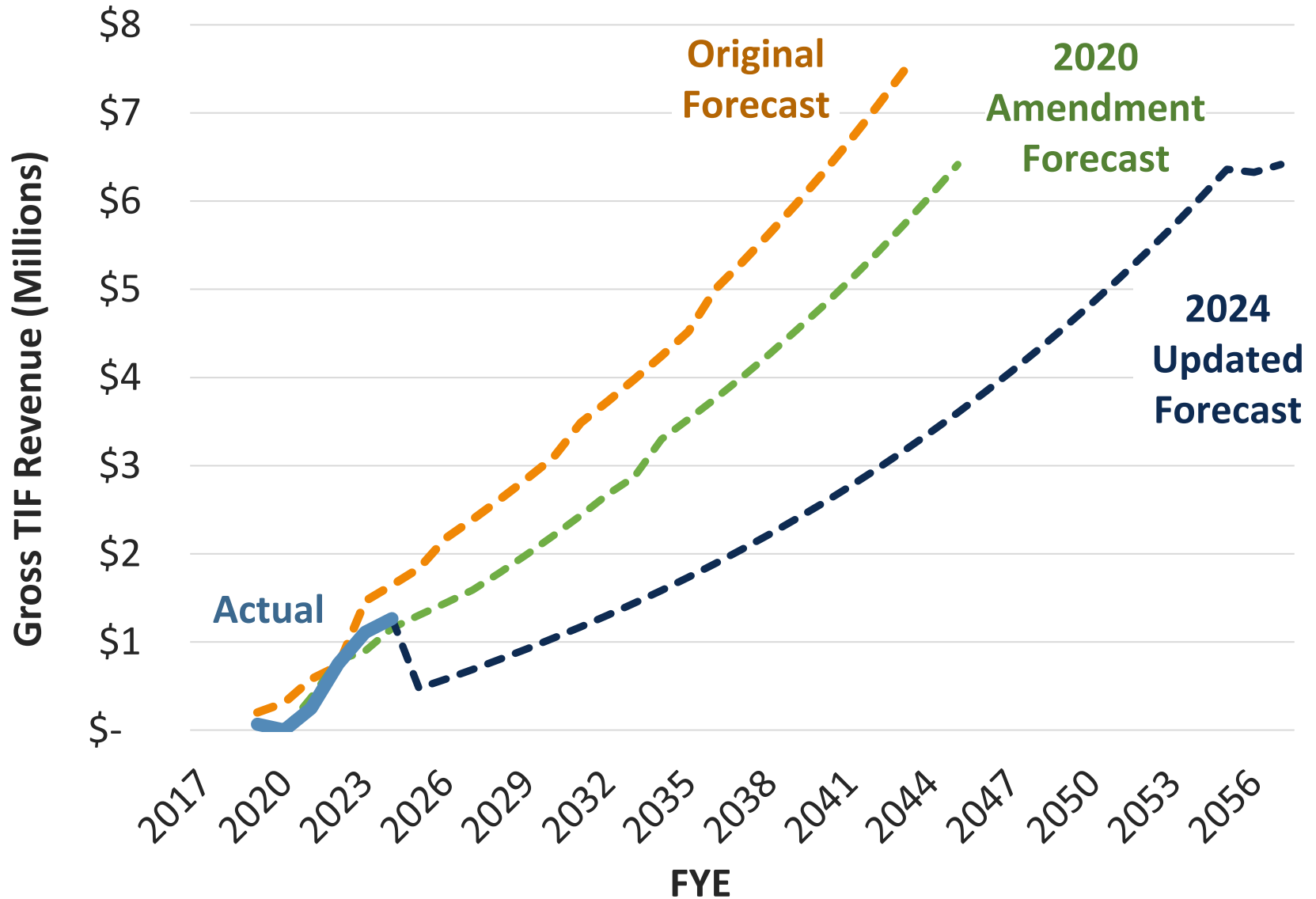
AKS DRAWING FILE: URA-STHELENS | LAYOUT: 01

<p style="font-size: 8px; margin: 0;">AKS CONSULTING &amp; SURVEYING, LLC 10200 SW WEDMAN RD STE 104 TIGARD, OR 97138 P: 503.365.0101 F: 503.365.0102 www.aksinc.com CITY/PLANNING/SURVEYING/ARCHITECTURE</p>
<p><b>CITY OF ST HELENS</b> <b>URBAN RENEWAL BOUNDARY</b> <b>ST HELENS</b></p> <p><b>OREGON</b> CLATSOP COUNTY</p>
<p><b>MAP OF URBAN RENEWAL AREA</b></p>
<p>DESIGNED BY: MCB DRAWN BY: MCB CHECKED BY: MCB SCALE: AS NOTED DATE: 6/18/2020</p>
<p>REGISTERED PROFESSIONAL LAND SURVEYOR</p> <p style="text-align: center;"><i>Michael S. Talina</i></p> <p style="font-size: 7px;">MICHAEL S. TALINA LICENSE #1730721 CLATSOP</p>
<p>JOB NUMBER <b>4401</b></p> <p>SHEET <b>01</b></p>

# Updated Assessed Value Forecast



# Updated Revenue Forecast



# What's Next for the URA?

2023-2024 URA Budget Process

2024-2025 URA Budget Process

Where to Find URA Financials

Gloria Butsch, Finance Director

# What's Next for the URA?

- 2023-2024 Supplemental Budget Public Hearing (for any expenditures)
  - Anticipated March 20, 2024
  - Currently all funding is placed in contingency
- 2024-2025 URA Budget Committee
  - Anticipated May 16, 2024
- 2024-2025 URA Budget Adoption
  - Anticipated June 5, 2024

# Where to Find URA Financials

- URA Annual Reports
  - Mailed/Emailed as required to Taxing Districts
- URA Budgets
- URA Audits
- URA Plan & Report (as amended/adopted)
- OEDA URA Best Practices Manual
- <https://www.sthelensoregon.gov/urban>
  - Click on "URA Budgets & Reports" for Financials



# City of St. Helens Mission

- **Vision:** To provide quality, effective and efficient service to our citizens.
- Develop and preserve the highest possible **quality of life** for our residents, businesses, and visitors.
- Provide a **safe and healthy environment** within a **sound economic framework**.
- Provide leadership which is **open and responsive** to the needs of the community and **works for the benefit of all**.

## Urban Renewal Agency Goals

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 the Houlton and Riverfront business districts.

