



**Gladstone Urban  
Renewal Agency  
2019-2021 Biennium  
Proposed Budget  
The Path Forward**





**Gladstone Urban Renewal Agency**

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Budget Letter



March 25, 2019

To the Honorable Mayor  
Members of the Gladstone City Council  
Citizen members of the Gladstone Urban Renewal Agency Budget Committee  
Citizens of the City of Gladstone

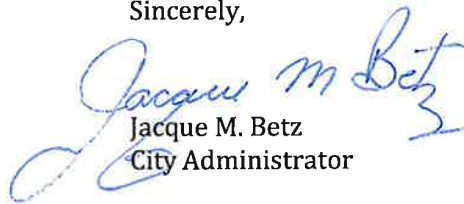
It is my pleasure to present to you the 2019-21 proposed biennial budget for the Gladstone Urban Renewal Agency (GURA). The purpose of GURA is to administer the statutory tax increment revenues for funding the goals and objectives of the Gladstone Urban Renewal District Plan through designated projects within the District.

In June of 2018, GURA authorized indebtedness for Capital Projects for the District and approved the 23<sup>rd</sup> Amendment updating the project descriptions, pursuant to Resolution No. UR-65. These authorizations allowed the City to fund construction for a new city hall and police station.

The City has since entered into two agreements to finance the design and construction of the new facilities. The total project cost is \$12.8 million and required a combination of funds to realize completions. Financing was issued by the Gladstone Urban Renewal Agency for \$3.8 million and the City of Gladstone with a full faith and credit note for \$3 million as authorized by Resolutions No. UR-66 and No. 1137. There is an agreement between GURA and the City for transfer of funds for the City's debt services. The remainder of the total cost of the project is available in GURA cash funds and is fully capable of funding the projects and expenses.

Civic spaces are an extension of the community and when cities and neighborhoods have thriving civic spaces; residents have a strong sense of community. Gladstone deserves these highly anticipated and voter approved public amenities that will trigger thoughtful redevelopment on Portland Avenue; we look forward to their completion in this next biennium.

Sincerely,

  
Jacque M. Betz  
City Administrator

## About the District

The City of Gladstone Urban Renewal Agency (URA) is a separate entity from the City. The Gladstone City Council serves as the Board of Directors for the URA and is financially accountable for its operations. In accordance with Oregon Budget Law, the URA prepares its own budget, and the Board of Directors approves its annual appropriations.

Urban Renewal Agencies are designed to borrow money and make expenditures for economic and community development projects included in the Urban Renewal Plan.

Urban Renewal Tax Collections are not an additional tax. Urban Renewal Tax Collections are used to initiate development that would not be financially feasible without infrastructure improvements made possible by urban renewal financing.

## Limitations on Urban Renewal

Urban Renewal plans include limitations to ensure that the effects of the plans on overlapping taxing districts are finite. Although some plans include a limitation on the duration of the plan, such a limitation is not required by Oregon Revised Statutes (ORS). Instead, the statutory limitation on Urban Renewal is maximum indebtedness. This is defined in ORS 457.010(9):

“Maximum indebtedness means the amount of the principal of indebtedness included in a plan pursuant to ORS 457.190 and does not include indebtedness incurred to refund or refinance existing indebtedness.”

To clarify the definition of maximum indebtedness, below are a few key points:

- Not all debt must be formal debt (i.e., municipal bonds or bank loans). Other forms of debt can include interfund loans or a contractual debt.
- All Urban Renewal plans must have a maximum indebtedness.
- Once an Urban Renewal area has reached its maximum indebtedness it can no longer incur any new debt to fund any more projects.

### Gladstone Maximum Indebtedness

The Gladstone Urban Renewal Plan has a maximum indebtedness of \$23,589,427. That is essentially the total amount of revenue that can be spent on projects. As of January 31, 2019 the balance of maximum indebtedness is \$15,650,079.

Maximum Indebtedness Authorized:	\$23,589,427
All Non-Debt Service Expenditures	
Community Development	3,310,571
Transfer Out	700,000
Personal Services	1,768
Materials & Services – URA related	273,176
Materials & Services – Project related	62,355
Capital Outlay	3,133,670
Transfer of Capital Assets	<u>457,808</u>
Subtotal	<u>\$7,939,348</u>
<b>Maximum Indebtedness Used</b>	<b><u>\$7,939,348</u></b>
<b>Maximum Indebtedness Remaining</b>	<b><u>\$15,650,079</u></b>

### Budget Highlights:

- ✓ The majority of revenue comes from cash carried forward from previous years, accumulation of restricted tax revenue to be utilized for the construction of City Hall and the Police Station. The balance of revenues are property taxes collected within the respective fiscal years and interest income,
- ✓ The requirements have been separated into items required by the Urban Renewal Agency (shown under Materials & Services) and Debt Service, and capital project related (Operating Transfers).
- ✓ The transfers to General Fund are the reimbursement for the FF&C note borrowed by the General Fund for the capital project. The actual payment is made out of the General Fund, so reimbursement comes from the GURA. The transfers to the Civic Building Capital Fund cover the costs of construction and all related items. Costs are initially paid out of the Civic Building Capital Fund, then reimbursed on a periodic basis.

## About the District & Budget

<b>URBAN RENEWAL DISTRICT - 390</b>							
<b>Resources</b>							
Account Code	Description	2015-16 Actuals	2016-17 Actuals	2017-2019 Final Adopted	2019-20 Proposed Budget	2020-21 Proposed Budget	2019-2021 Proposed Biennium
309999	FUND BALANCE	\$ 4,890,271	\$ 5,744,522	\$ 7,609,200	\$ 14,756,000	\$ 2,126,416	\$ 14,756,000
310010	CURRENT YEAR TAXES	779,695	814,039	1,598,500	925,000	945,000	1,870,000
310050	PRIOR YEAR TAXES	43,430	40,552	40,000	10,000	10,000	20,000
330100	INTEREST EARNINGS	37,646	71,238	120,000	10,000	10,000	20,000
381000	DEBT PROCEEDS	-	-	3,800,000	-	-	-
399100	TRANSFER IN - GENERAL FUND	-	-	3,000,000	-	-	-
<b>Total Resources</b>		<b>\$ 5,751,042</b>	<b>\$ 6,670,351</b>	<b>\$ 16,167,700</b>	<b>\$ 15,701,000</b>	<b>\$ 3,091,416</b>	<b>\$ 16,666,000</b>
<b>Requirements - 255</b>							
Account Code	Description	2015-16 Actuals	2016-17 Actuals	2017-2019 Final Adopted	2019-20 Proposed Budget	2020-21 Proposed Budget	2019-2021 Proposed Biennium
<b>Materials &amp; Services</b>							
500110	CONSULTING SERVICES	\$ 2,075	\$ 8,498	\$ 100	\$ 2,000	\$ 2,000	\$ 4,000
500120	AUDIT SERVICES	4,020	4,220	10,000	7,500	7,500	15,000
520400	SUPPLIES & MATERIALS	425	-	-	-	-	-
530000	INSURANCE	-	-	15,000	15,000	15,000	30,000
<b>Total Materials &amp; Services</b>		<b>\$ 6,520</b>	<b>\$ 12,718</b>	<b>\$ 25,100</b>	<b>\$ 24,500</b>	<b>\$ 24,500</b>	<b>\$ 49,000</b>
620000	CAPITAL OUTLAY	\$ -	\$ 984,848	\$ -	\$ -	\$ -	\$ -
730030	DEBT PRINCIPAL	\$ -	\$ -	-	\$ 431,573	\$ 444,793	\$ 876,366
730040	DEBT INTEREST	-	-	57,126	107,168	94,066	201,234
<b>Transfers out:</b>							
899100	GENERAL FUND	\$ -	\$ -	\$ 45,250	\$ 245,343	\$ 245,518	\$ 490,861
899307	CIVIC BUILDINGS CAPITAL FUND	-	94,246	13,248,600	12,766,000	-	12,766,000
<b>Contingency</b>							
910000	CONTINGENCY FUNDS	\$ -	\$ -	\$ 2,791,624	\$ 2,126,416	\$ 2,282,539	\$ 2,282,539
	UNAPPPROPRIATED FUND BALANCE	5,744,522	5,578,539	-	-	-	-
<b>Total Requirements</b>		<b>\$ 5,751,042</b>	<b>\$ 6,670,351</b>	<b>\$ 16,167,700</b>	<b>\$ 15,701,000</b>	<b>\$ 3,091,416</b>	<b>\$ 16,666,000</b>



## Debt Service

### DEBT SERVICE

#### Debt Summary:

The Gladstone Urban Renewal Agency will have \$3,800,000 in debt outstanding at the beginning of this budget biennium, or as of June 30, 2019. This balance consists of the following:

- ✚ Urban Renewal Agency Note: issued July 31, 2018 \$3,800,000, to fund a portion of the construction of the new City Hall and Police Station. The note matures in 2026.

	Original Debt Amount	Interest Rates	Beginning Balance as of July 1, 2019	Less: Principal Due	Ending Balance as of June 30, 2020	Less: Principal Due	Ending Balance as of June 30, 2021
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#### Note:

Urban Renewal 20158	\$ 3,800,000	2.99%	\$ 3,800,000	\$ 431,573	\$ 3,368,427	\$ 444,793	\$ 2,923,634
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<b>Total Debt</b>	<b>\$ 3,800,000</b>		<b>\$ 3,800,000</b>	<b>\$ 431,573</b>	<b>\$ 3,368,427</b>	<b>\$ 444,793</b>	<b>\$ 2,923,634</b>
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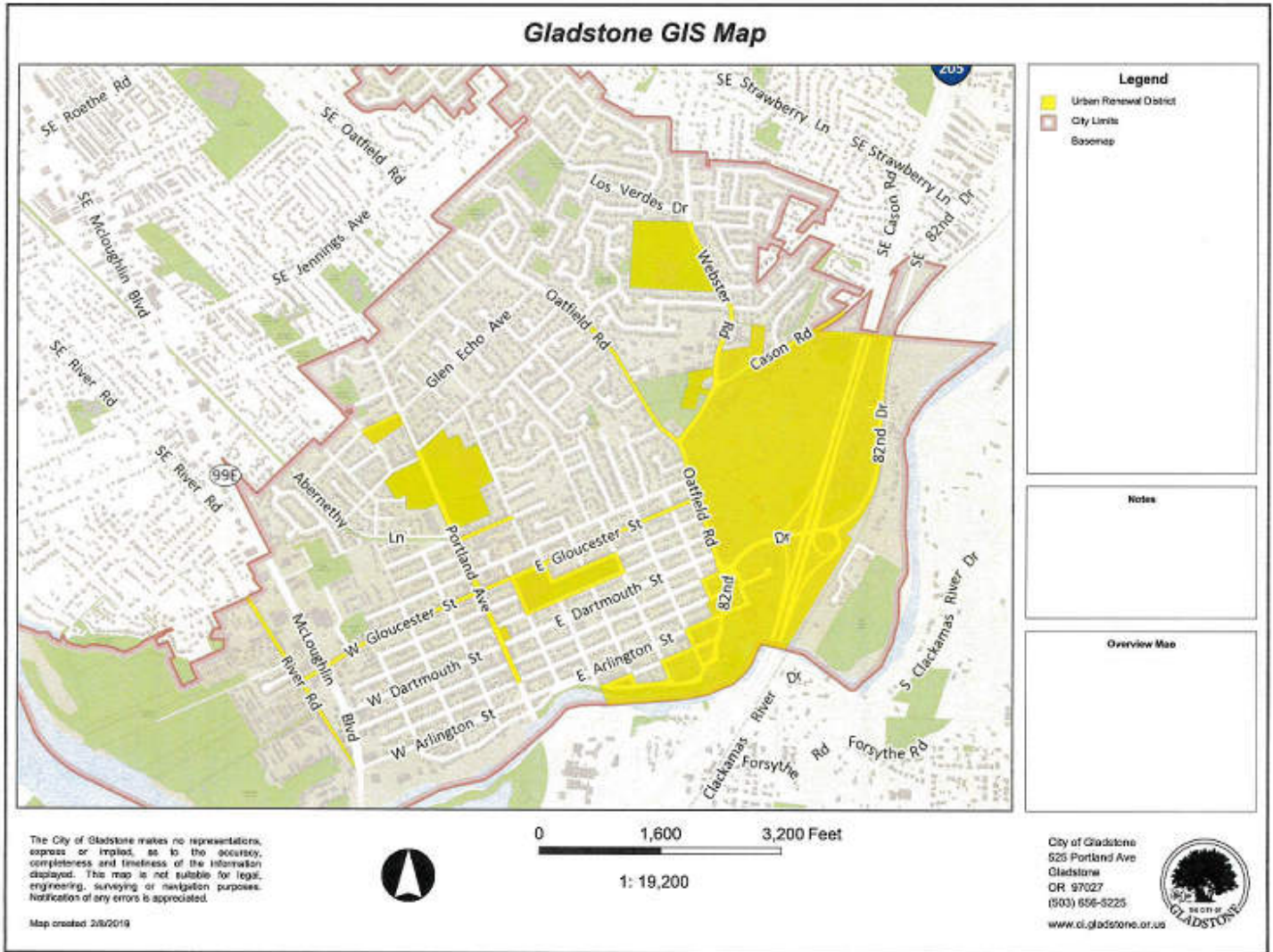
#### Future Debt Requirements:

The following provides a summary of debt service (principal and interest) requirements for the current year, next four years, and thereafter for the Gladstone Urban Renewal Agency Note:

#### Total Debt Service

Fund	2019	2020	2021	2022	2023	Thereafter	Total Future Debt Service
Urban Renewal Agency							
Principal	\$ -	\$ 431,573	\$ 444,793	\$ 458,092	\$ 471,789	\$ 1,993,753	\$ 3,800,000
Interest	57,126	107,168	94,066	80,568	66,667	119,725	525,320
Total Principal	-	431,573	444,793	458,092	471,789	1,993,753	3,800,000
Total Interest	57,126	107,168	94,066	80,568	66,667	119,725	525,320
<b>Total Debt Service</b>	<b>\$ 57,126</b>	<b>\$ 538,741</b>	<b>\$ 538,859</b>	<b>\$ 538,660</b>	<b>\$ 538,456</b>	<b>\$ 2,113,478</b>	<b>\$ 4,325,320</b>





**GLADSTONE URBAN RENEWAL AGENCY  
RESOLUTION NO. [ UR-65 ]**

**A RESOLUTION AUTHORIZING INDEBTEDNESS FOR CAPITAL PROJECTS DESCRIBED IN THE URBAN RENEWAL PLAN FOR THE GLADSTONE URBAN RENEWAL AREA AND APPROVING THE 23RD AMENDMENT TO THE GLADSTONE URBAN RENEWAL PLAN UPDATING PROJECT DESCRIPTIONS.**

WHEREAS, the Gladstone Urban Renewal Agency (the “Agency”) is authorized to enter into borrowings that are payable from the tax increment revenues of the Gladstone Urban Renewal Area (the “Area”); and

WHEREAS, the Agency desires to enter into the 2018 URA Borrowings to borrow up to \$3,800,000 to finance projects in the Gladstone Urban Renewal Plan, as amended pursuant to its terms, including as amended by this Resolution (the “Plan”), including the city hall and police station described in the Plan (the “Projects”); and

WHEREAS, concurrently with the 2018 URA Borrowings, the Agency plans to enter into the 2018 IGA whereby the City of Gladstone (the “City”) acknowledges that it will borrow up to \$3,000,000 to finance the Projects and the Agency agrees to pay to the City amounts equal to debt service on the City’s borrowing; and

WHEREAS, the City has approved a maximum indebtedness for the Area of \$23,589,427 and, after taking into account the 2018 IGA, the Agency has the capacity and is willing to use \$3,800,000 of that maximum indebtedness to finance the Projects; and

WHEREAS, the Agency or the City may incur expenditures (the “Expenditures”) to pay costs of the Projects prior to the issuance of the 2018 URA Borrowings and the Agency wishes to declare its official intent to reimburse itself or the City for any Expenditures the Agency or the City may make from its own funds on the Projects from the proceeds of the 2018 URA Borrowings, the interest on which may be excluded from gross income under Section 103 of the Internal Revenue Code of 1986, as amended (the “Code”); and

WHEREAS, Section I of the Plan provides that the Plan will be reviewed periodically, and may be changed, modified or amended as future conditions warrant; and

WHEREAS, the Agency desires to amend the project descriptions in Sections F.3(c) and F.3(d) of the Plan, as set forth below, to more accurately describe the projects contemplated by the Agency (the “23rd Amendment”); and

WHEREAS, the Agency finds that the 23<sup>rd</sup> Amendment is a minor amendment that may be approved by Agency resolution, as set forth in Section I.2 of the Plan;

NOW THEREFORE BE IT RESOLVED, by the Board of the Agency, an urban renewal agency in the State of Oregon, as follows:

**Section 1. Definitions.**

Unless the context clearly requires otherwise capitalized terms that are used in this Resolution shall have the following meanings:

“2018 URA Borrowings” means the borrowings that are authorized by Section 2 of this Resolution.

“2018 IGA” means the Intergovernmental Agreement between the City and the Agency, which is expected to be entered into concurrently with the 2018 URA Borrowings.

“Agency” means the Gladstone Urban Renewal Agency.

“Agency Official” means the City Administrator, the Finance Director or the person designated by the City Administrator to act on behalf of the Agency under this Resolution.

“Area” means the Gladstone Urban Renewal Area.

“City” means the City of Gladstone, Oregon.

“Plan” means the Gladstone Urban Renewal Plan, as amended.

**Section 2. The 2018 URA Borrowings.**

2.1 Authorization. The Agency hereby authorizes the sale and delivery of the 2018 URA Borrowings in an aggregate principal amount not to exceed three million eight hundred thousand dollars (\$3,800,000) pursuant to the applicable provisions of ORS Chapters 287A and 457. The proceeds of the 2018 URA Borrowings shall be used to finance the Projects, to fund a debt service reserve, if necessary, and to pay costs of issuing the 2018 URA Borrowings.

2.2 Delegation. An Agency Official may, on behalf of the Agency and without further action by the Board:

(A) Issue the 2018 URA Borrowings in one more series.

(B) Participate in the preparation of, authorize the distribution of, and deem final the preliminary and final official statements and any other disclosure documents for each series of the 2018 URA Borrowings;

(C) Solicit competitive bids for the purchase of any series of the 2018 URA Borrowings and award the sale to the bidders offering the most favorable terms to the Agency, select underwriters to purchase any series of the 2018 URA Borrowings, and negotiate the terms of the sales of any series of the 2018 URA Borrowings with those underwriters, and place any series of the 2018 URA Borrowings directly with a commercial bank or other lender.

- (D) Undertake to provide continuing disclosure for each series of the 2018 URA Borrowings in accordance with Rule 15c2-12 of the United States Securities and Exchange Commission.
- (E) Obtain ratings, apply for and purchase municipal bond insurance or other forms of credit enhancements for each series of the 2018 URA Borrowings, and enter into related agreements;
- (F) Prepare and execute a master borrowing declaration that describes the terms under which each series of the 2018 URA Borrowings and future borrowings on parity with the 2018 URA Borrowings (“Parity Borrowings”) may be issued, including the covenants that the Agency makes with the owners of the Parity Borrowings, which include covenants that (i) limit the Agency’s ability to remove property from the Area; (ii) require that the Agency collect certain minimum levels of tax increment revenues; and (iii) provide that the Agency will not enter into any borrowings secured by tax increment revenues unless the Agency meets or can project to meet certain collection tests. The master borrowing declaration shall be in substantially the form attached hereto as Exhibit A but with such changes as may be approved by an Agency Official.
- (G) Determine whether one or more series of the 2018 URA Borrowings will bear interest that is excludable from gross income under the Internal Revenue Code of 1986, as amended (the “Code”), or is includable in gross income under the Code. If any series of the 2018 URA Borrowings bears interest that is excludable from gross income under the Code, the Agency Official may enter into covenants to maintain the excludability of interest on that series of the 2018 URA Borrowings from gross income.
- (H) Designate one or more series of the 2018 URA Borrowings as a “qualified tax-exempt obligation” under Section 265(b)(3) of the Code, if applicable.
- (I) Enter into additional covenants for the benefit of the purchasers of each series of the 2018 URA Borrowings which an Agency Official determines are desirable to sell each series of the 2018 URA Borrowings on favorable terms.
- (J) Determine the final principal amounts, maturity schedules, interest rates, sale prices, payment and prepayment rights and dates, and all other terms of each series of the 2018 URA Borrowings.
- (K) Pledge the tax increment revenues of the Area and the proceeds of the 2018 URA Borrowings to secure any series of the 2018 URA Borrowings.
- (L) Use legally available funds to fund a debt service reserve for any series of the 2018 URA Borrowings.
- (M) Execute and deliver each series of the 2018 URA Borrowings, which may be in such form as the Agency Official approves, including a note or bond.
- (N) Execute any documents and take any other action which an Agency Official finds is desirable to carry out this Resolution.

**Section 3. Reimbursement Declaration.** The Agency hereby declares its official intent to reimburse itself or the City with the proceeds of the 2018 URA Borrowings for any of the Expenditures incurred prior to the issuance of the 2018 URA Borrowings. This Resolution is adopted as official action of the Agency in order to comply with Treasury Regulation Section 1.150-2 and any other regulations of the Internal Revenue Service relating to the qualification for reimbursement of Expenditures of the Agency or the City incurred prior to the date of issue of the 2018 URA Borrowings.

**Section 4. Plan Amendment.** The Agency hereby approves the 23rd Amendment to the Plan as described in this Section 4.

4.1 The title of Section F.3(c) of the Plan is deleted and replaced with the following:

**CITY HALL/MUNICIPAL COURT**

4.2 Section F.3(c) of the Plan is deleted and replaced with the following:

This project would provide city hall and municipal court facilities. The city hall and municipal court serve and benefit the urban renewal area by providing an anchor of new development and services that will bring residents to the Area, allowing for spin off benefits to other businesses in the Area, and keeping the area safe with increased usage of the Area.

4.3 Section F.3(d) of the Plan is deleted and replaced with the following:

This project would provide a police station. The new police station would serve and benefit the Area by allowing for police services to be in an efficient location and in a building that will allow for effective services.

**Section 5. Effective Date.** This Resolution is effective immediately upon adoption.

THIS RESOLUTION ADOPTED by the Common Council and approved by the Mayor this 12<sup>TH</sup> day of JUNE, 2018.

ATTEST:

  
\_\_\_\_\_  
Mayor  
Tamara Stempel

  
\_\_\_\_\_  
City Recorder  
Tami Bannick