6:00 p.m.  City Hall Council Chambers
(Immediately Prior to the City Council meeting)

1. CALL TO ORDER: Larry Rich, Chairperson

2. ROLL CALL OF BOARD MEMBERS
   Alison Eggers       Linda Fisher-Fowler    Ashley Hicks  Steve Kaser
   John McDonald      Brian Prawitz          Tom Ryan     Andrea Zielinski

3. CONSENT AGENDA
   A. Minutes of October 22, 2018 Meeting

4. AUDIENCE PARTICIPATION

5. DISCUSSION ITEMS
   A. Diamond Lake Plan Policy Options

6. ADJOURNMENT

Please contact the office of the City Recorder, 900 SE Douglas Avenue, Roseburg, Oregon, 97470; phone (541) 492-6866, at least 48 hours prior to the scheduled meeting time if you need an accommodation in accordance with the Americans With Disabilities Act. TDD users please call Oregon Telecommunications Relay Service at 1-800-735-2900.
A meeting of the Roseburg Urban Renewal Agency Board was called to order by Chair Larry Rich at 8:38 p.m. on Monday, October 22, 2018, in the Roseburg City Hall Council Chambers, 900 SE Douglas, Roseburg, Oregon.

ROLL CALL
Present: Board Members Alison Eggers, Linda Fowler-Fisher, Ashley Hicks, John McDonald, Brian Prawitz, Tom Ryan, Steve Kaser and Andrea Zielinski.

Others Present: City Manager Lance Colley, City Attorney Bruce Coalwell, Public Works Director Nikki Messenger, Human Resources Director John VanWinkle, Police Chief Gary Klopfenstein, Fire Chief Gary Garrisi, Community Development Director Stuart Cowie, Finance Director Ron Harker, Management Assistant Koree Tate, Kyle Bailey of KQEN and Max Egener of the News Review.

CONSENT AGENDA
Councilor Ryan moved to approve Consent Agenda items:
A. Minutes of June 11, 2018 Meeting

Motion was seconded by Councilor McDonald and approved unanimously.

ADJOURNMENT
The meeting adjourned at 8:39 p.m.

Koree Tate
Management Assistant
ISSUE STATEMENT AND SUMMARY
Over the last two years, Council and staff worked towards developing a new Urban Renewal Plan area with Elaine Howard Consulting. The work ultimately resulted in formation of the Diamond Lake Urban Renewal Plan and Report adopted by Council through Ordinance 3502, a non-emergency ordinance that was effective in August 2018. The Urban Renewal District (URD) will begin receiving tax increment in November of 2019 for the fiscal year beginning July 1, 2019. Council, acting as the Urban Renewal Agency Board, will now implement policies to carry out the goals and objectives of the Plan.

BACKGROUND

A. Council Action History

Council adopted Ordinance 3502 that became effective in August 2018. In conjunction with Council’s goals to support housing in our community, one of the elements of the Plan was to provide housing incentives, in particular, multi-family housing incentives.

B. Analysis

The Diamond Lake Urban Renewal Plan (Plan) was developed for the City Council with input from an Advisory Committee that was formed for this purpose. The Advisory Committee was composed of representatives from the community, Douglas County, Roseburg School District, Oregon Department of Transportation, Roseburg City Council, Roseburg Planning Commission and Roseburg staff.

The Advisory Committee met three times to discuss and refine the boundary, projects and financing of the Plan. In addition to the projects proposed by staff, the Advisory Committee requested a project for "Beautification" be added to the project list. Advisory Committee members noted there was very little "sense of place" in the Diamond Lake Urban Renewal Area (Area) and that could be addressed by improved conditions along Diamond Lake Boulevard, including beautification projects.

The Plan also includes input from the community received at the public Open House through comments made during the Open House and comment cards that were filled out at the Open
House. The Open House was attended by some members of the Advisory Committee, Roseburg staff and the consultant.

Public meetings were held before the Roseburg Urban Renewal Agency (Agency), the Roseburg Planning Commission and City Council. Pursuant to the Roseburg City Charter and Oregon Revised Statute (ORS) 457, the Plan went into effect after being adopted by a non-emergency ordinance by the City Council. The Plan is to be administered by the Agency.

C. Financial and/or Resource Considerations

The Diamond Lake Urban Renewal Area (Area) consists of approximately 711.54 acres of land including rights of way. The purpose of urban renewal is to improve specific areas of a city that are poorly developed or underdeveloped. The Plan contains goals, objectives, and projects for the development of the Area. The goals of the Plan are listed in Section III of the Plan. The specific projects proposed in this Plan are outlined in Section V of the Plan and include

- Economic Development
- Housing Incentives
- Public Safety
- Transportation
- Transportation – Economic Development
- Transportation – Multi-modal
- Transportation – Safety
- Beautification.

The overall purpose of the Plan is to use tax increment financing to overcome obstacles to the proper development of the Area. Ideally, development that can be incentivized early in the plan can provide resources well in excess of the incentives provided and jump-start the redevelopment in the URD.

Urban renewal is unique in that it brings its own financing source: tax increment financing. Tax increment revenues - the amount of property taxes generated by the increase in total assessed values in the urban renewal area from the time the urban renewal area is first established – are used to repay borrowed funds or pay down obligations that do not require borrowing. The funds borrowed, or revenues generated, are used to pay for urban renewal projects or incentives. The Plan is projected to take 30 years of tax increment revenue collection. Our projections indicate that the URD will receive approximately $200,000 in TIF in fiscal 2019-20 based on known development coming on the tax rolls after January 1, 2018 and the annual 3% increase in assessed value allowed by state statute.

The City has recently been approached by multiple developers inquiring as to the type of “housing incentives” that may be available. Staff has been researching possible options for your consideration. We have reached out to the Oregon Economic Development Association which has been combined with the Association of Oregon Redevelopment Agencies to provide support and information sharing for urban renewal in Oregon.
Staff received information from the Redmond Urban Renewal, City of Salem Urban Renewal, Fairview Urban Renewal, Tigard Urban Renewal and the City’s consultant, Elaine Howard. It appears that there are a couple of different options to consider relating to multi-family housing.

D. Policy options

Urban Renewal Agencies around the state are using multiple options to provide building incentives. They tend to be primarily related to multi-family development, but some also include general grants in aide to redevelopment of other types of property as well. For this discussion, we are asking the Board to provide direction to staff relating only to multi-family incentives.

Most of the UR Agencies provide as their primary means of incentive, an offset or buy down of the System Development Charges that would be incurred by the proposed development. The SDC fees incurred could then become the obligation of the UR Agency, and could be paid over time to the utility or City who charges the SDC fees. In at least two of the other agencies, the SDC buy down is limited to $5,000 per multi-family unit, with some minimum required units, generally four or more. The advantage of the SDC buy down is that the SDCs could be paid over time, and the tax increment revenue generated by the development is then used to repay the SDC fees. An additional advantage of this policy choice is that money does not need to be borrowed in order to carry out the repayment. The City and RUSA both allow SDC payments for ten years. The City’s ordinance defines multi-family as three or more dwelling units, so for consistency, we would recommend using the same definition. This is staff’s highest recommended option.

A second option would be to provide for frontage and/or public improvements required as a result of a project through formation of a local improvement district (LID), again likely limited to no more than $5,000 per multi-family unit. The City currently has almost $1.5 million in its Assessment Fund, which could be used to fund the LID improvements, and repayment of the assessment could again be paid through the Tax Increment generated by the development over a period, once again, possibly up to ten years. This is another viable option but would take considerably more staff time to oversee the public improvements and development of new local improvement/development agreements to provide for the repayment. As an alternative to forming a LID and constructing partial public improvements at the time of development, an “in lieu of” construction fee could be paid to the Urban Renewal District, which again could be offset at the $5,000 per unit level. This option would work much better for areas like Douglas Avenue where we know we want to build a complete street section from around Ramp east to the City limits, but do not currently have the resources to do a major phase of the project.

A third, and a much less attractive option to staff, is to provide for a direct cash offset to the developer based on each unit constructed. Generally, this would be paid at completion of the development, and at least early in the UR plan existence, would be difficult to pay prior to generating Tax Increment revenues. This may be a better option for façade improvements, wetland mitigation and environmental mitigation once money is being generated. The
incentive could be tied to an increase in assessed value and/or job creation for commercial and industrial development in the plan area. We are limited currently to provide this type of option, as there is no cash available in the new Urban Renewal District. In addition, depending on the type and size of a cash match, the match could trigger a prevailing wage requirement and add more to the cost of a project than they would save.

The fourth option would be to participate significantly in the construction of the public and frontage improvements without a direct tie to the development. This likely would be reserved for major redevelopment projects like the Champion Mill site or other major property redevelopment that would be the subject of long-range planning and a significant development agreement that would insure future tax increment generation. This option likely would require a public debt issuance, and until the TIF revenue has been established, this would be more difficult to achieve. There will likely be options in the future to collaborate with ODOT or the State of Oregon through some infrastructure financing methods, but again, this would likely wait until TIF revenues are more predictable.

Most incentive programs are only available for developments that are taxable from a property tax standpoint so that tax increment revenues can initially repay the incentives and then provide tax increment revenues to carry out other plan elements. If Council determines that non-taxable projects, like low income housing, are an important component, it’s recommended that those incentives be put off until enough tax increment revenue is being generated to support the direct offsets. Alternatively, the LID process could be used for non-taxable projects and the non-taxable projects could directly repay the improvement assessment costs over a ten-year period. The LID option with direct repayment is available throughout the City.

Based on our research, it appears that most Agencies allow developers to select only one preferred option, and that there is a maximum incentive available. It appears that around $5,000 per multi-family is utilized around the state, and incentives in that range may provide enough incentive to spur local housing development within the plan area.

The housing incentive element of the plan included up to $2 million over the life of the plan. While this is a thirty-year plan, incentivizing developments in the first few years of the plan will provide significantly enhanced Tax Increment Revenue over the remaining life of the plan. If the Board approves a maximum incentive of $5,000 per unit, that would incentivize 400 units. In addition, if there is demand for more than 400 units, the “estimate” included in the thirty-year period could be adjusted within the “maximum indebtedness” number and provide additional housing incentives. It may be appropriate to provide a time-frame for the initial incentives to encourage upfront development. Staff is recommending that incentives be available during the first five years of the plan and that the UR Board evaluate the success of the incentive program and determine at that point if it should modified, extended, or ended.

E. Timing Issues

Staff is requesting Urban Renewal Agency Board direction to move forward with multi-family development incentives so that prospective purchasers of property and developers of multi-family projects within the Diamond Lake Urban Renewal Plan area can make proposed
development decisions. Staff would like to bring back specific policy options to your December 10, 2018 for approval.

COUNCIL OPTIONS

The City Council has the option to:

1. Direct staff to include housing incentive policy option(s) on the December 10, 2018 Urban Renewal Agenda.
2. Ask for more information about possible policy options.
3. Choose not to proceed with housing incentive policy options at this time.

STAFF RECOMMENDATION

Staff recommends that the Agency Board direct staff to further develop and include housing incentive policy options related to SDC buy down and LID project funding at your December 10, 2018 meeting. Staff further recommends that the maximum incentive be limited to $5,000 per unit and that the incentives be mutually exclusive.

SUGGESTED MOTION

I MOVE TO DIRECT STAFF TO DEVELOP HOUSING INCENTIVE POLICY OPTIONS INCLUDING SYSTEM DEVELOPMENT CHARGE BUY DOWN, AN IN LIEU OF CONSTRUCTION PAYMENT AND LOCAL IMPROVEMENT DISTRICT PROJECT REPAYMENT OPTIONS THROUGH THE USE OF TAX INCREMENT FINANCING WITH A NOT TO EXCEED $5,000 PER MULTI-FAMILY UNIT LIMIT.

Attachment

1. Excerpts from the Diamond Lake Urban Renewal Plan and Report
Excerpts from the Diamond Lake Urban Renewal Plan Regarding Housing

(pages 7, 10, 13, 14, 22 and 25)
Pursuant to the Roseburg City Charter and Oregon Revised Statute (ORS) 457, this Plan will go into effect when it has been adopted by a non-emergency ordinance by the City Council. The Plan is to be administered by the Agency.

**Plan Overview**

The Area, shown in Figure 1, consists of approximately 711.54 total acres: 578.99 acres of land in 925 tax lots and 132.55 acres of public rights-of-way. It is anticipated that the Plan will take 30 years of tax increment collections to implement. The maximum amount of indebtedness (amount of tax increment financing (TIF) for programs) that may be issued for the Plan is $72,800,000 (seventy-two million eight hundred thousand). The Plan is anticipated to use thirty years of tax increment collections.

Detailed goals and objectives for this Plan are intended to guide the Agency’s investment in the Area over the life of the Plan. The projects in this Area are shown in Sections IV and V of this Plan and are in the following categories:

- Economic Development
- Housing Incentives
- Public Safety
- Transportation
- Transportation – Economic Development
- Transportation – Multi-modal
- Transportation – Safety
- Beautification
III. GOALS AND OBJECTIVES

The goals of the Plan represent its basic intents and purposes. Accompanying each goal are objectives, which generally describe how the Agency intends to achieve each goal. The urban renewal projects and programs identified in Section V of the Plan are the specific means of meeting the objectives. The goals and objectives will be pursued as economically feasible and at the discretion of the Agency. The goals and objectives are not listed in any order of importance or priority.

A. Economic Development

1. Provide basic infrastructure, wetlands mitigation and cleanup necessary to allow proper development of the Area to occur.

   Objectives:
   a) Fund wetland mitigation projects.
   b) Fund storm drainage projects.
   c) Fund environmental cleanup projects.
   d) Establish a Façade improvement program.

B. Housing Incentive

1. Design a Housing Incentives Program to support the development of housing in the Area.

   Objective:
   a) Coordinate with developers to provide incentives to assist in the development of housing.

C. Public Safety

1. Provide assistance to allow for public safety training in the Area.

   Objective:
   a) Work with Umpqua Community College to develop a training facility to assist in their public safety training program and to facilitate public safety regional training opportunities.

D. Transportation

1. Provide basic transportation infrastructure to targeted undeveloped parcels to allow for proper development.

   Objectives:
   a) Provide transportation connections to facilitate development on large parcels.
   b) Fund signalization projects.
IV. URBAN RENEWAL PROJECT CATEGORIES

As an outcome of the goals described in the previous section, the projects within the Area fall into the following categories:

A. Economic Development
B. Housing Incentives
C. Public Safety
D. Transportation
E. Transportation – Economic Development
F. Transportation – Multi-modal
G. Transportation – Safety
H. Beautification

V. URBAN RENEWAL PROJECTS

Urban renewal projects authorized by the Plan are described below.

A. Economic Development

Wetland mitigation 10-20 acres – Wetland mitigation activities can include, but are not limited to, the preservation, enhancement, restoration or creation of a wetland, stream, or habitat conservation area which offsets, or compensates for, expected adverse impacts to similar nearby ecosystems.

Storm - Diamond Lake Boulevard/Fulton Street – This storm drainage project is identified in the City of Roseburg's storm drainage master plan. The project includes piping north and east of Fulton Street. Resources will be allocated for the public portion of this project and to provide local matching funds for development driven drainage impacts.

Storm - Diamond Lake Boulevard east of Ivan Street – This storm drainage project is identified in the City of Roseburg's storm drainage master plan. Resources will be allocated for the public portion of this project and to provide local matching funds for development driven drainage impacts. The project involves upsizing the storm drainage piping.

Storm - Diamond Lake Boulevard east of Rifle Range Street – This storm drainage project is identified in the City of Roseburg's storm drainage master plan. Resources will be allocated for the public portion of this project and to provide local matching funds for development driven drainage impacts. The project involves replacing storm piping.

Environmental cleanup – Environmental cleanup activities can include, but are not limited to, remediation of contaminated buildings, soil and ground water; removing hazardous materials; and abating toxic materials, such as asbestos and lead. Activities may also include waste-water treatment and revegetation.
Façade improvement program – Façade improvement program activities can include, but are not limited to, loans to businesses in the Area for building frontage improvements. Specific guidelines for the Façade improvement program will be drafted by the Agency.

B. Housing Incentives

Multi-family housing incentives – Resources will be allocated to provide incentives and/or offset costs associated with approved multi-family housing development costs or expenses.

C. Public Safety

Public safety training project – Provide the local component of funding for a public safety training project with Umpqua Community College. This project is anticipated to include regional partners in all arenas of public safety.

D. Transportation

Winchester Street/Stephens Street intersection improvements – Provide improvements that will enhance safety for vehicles and pedestrians.

Douglas Avenue – To provide full street/multi modal improvements to Douglas Avenue east of ramp to the city limits.

Rifle Range Street north of Diamond Lake Boulevard – Provide full street/multi modal improvements to Rifle Range Street from Diamond Lake Boulevard to the city limits.

Rifle Range Street extension over Deer Creek – Construct a bridge spanning Deer Creek and connecting Rifle Range Street east of Douglas Avenue to the Clearwater Subdivision south of Deer Creek.

Patterson Street (to connect Douglas Avenue Improvements to Diamond Lake Boulevard) – Provide multi-modal improvements that will provide an enhanced travel connection between Diamond Lake Boulevard and Douglas Avenue.

Douglas Avenue Deer Creek Bridge Replacement – Provide local matching funds for a project to replace the Deer Creek bridge on Douglas Avenue.

Fleser Street connection (from Diamond Lake Boulevard to Fleser Street per Diamond Lake Access Management Plan) – Provide local participation in a project to provide a connection between Diamond Lake Boulevard and Fleser Street as outlined in the Diamond Lake Access Management Plan.

E. Transportation – Economic Development

Diamond Lake Boulevard signals – Provide local participation in intersection signalization projects identified in co-ordination with Oregon Department of Transportation (ODOT).

Odell Avenue/Commercial Street/to Rifle Range Street improvements – Provide a parallel connection north of Diamond Lake Boulevard between Rifle Range Street west to Casper Street.
Finding

The Plan conforms to the Roseburg Comprehensive Plan because it provides a funding source to install infrastructure in the Area as the Area develops. The Advisory Committee had members of other local governmental agencies who provided input on the projects in the Plan.

**Housing Element**

**Plan Details**

*Goal:* To ensure the opportunity for, and the provision of, safe, affordable housing in sufficient numbers, types and locations to meet the needs of all citizens in the Roseburg urban area.

**Objectives:**

3. To locate residential development in relation to the availability of employment, commercial services, public utilities and facilities and transportation modes.
4. To provide for higher residential densities in the urban area to encourage a more compact urban growth form.
5. To provide for compatible and functional mixed use development (residential and nonresidential).
6. To protect and maintain existing and future residential neighborhoods.
7. To encourage and support development of housing units for low and moderate income households.
9. To increase housing opportunities for those with specialized needs.
10. To encourage cooperation between public, private and consumer sectors of the area's housing market.

Finding

The Plan conforms to the Roseburg Comprehensive Plan as there is a program that will facilitate new housing development through developer incentives. There are also wetland mitigation and environmental cleanup programs that could assist in the development of housing in the Area.

**Transportation Systems Plan**

**Plan Details**

*Goal:* Overall Transportation System: Provide a transportation system for the Roseburg planning area that is safe, efficient, and accessible.

*Goal 2. Enhanced Livability:* Enhance the livability of Roseburg through the location and design of transportation facilities to be compatible with the characteristics of the built, social, and natural environment.

*Goal 3. Transportation and Land Use:* Maximize the efficiency of Roseburg's transportation system through effective land use planning.

*Goal 4. Street System:* Provide a well planned, comprehensive street system that serves the needs of the Roseburg Urban Growth Boundary (UGB).
The purpose of each of the zoning districts are shown below:

**Public Reserve**

**Purpose**

The Public Reserve (PR) and Residential Open Space (RO) Districts are intended to establish areas which have unique characteristics which require unique regulations. Within the Public Reserve District, a variety of public service activities may be conducted without interference from inappropriate levels of residential, commercial, or industrial activities. It is intended to be applied primarily, though not exclusively, to publicly-owned lands.

**Residential**

**Purpose**

Roseburg's residential Zoning Districts are primarily intended to create, maintain and promote a variety of housing opportunities for individual households and to maintain and promote the desired physical character of existing and developing neighborhoods. While the districts primarily accommodate residential use types, some nonresidential uses are also allowed. District standards provide development flexibility, while at the same time helping to ensure that new development is compatible with the City's many neighborhoods. In addition, the regulations offer certainty for property owners, developers and neighbors about the limits of what is allowed.

The residential districts in the Area are: single family residential >6,000sf, single family residential >7,500sf, multifamily residential, limited multifamily residential, medium density multifamily residential.

**Commercial**

**Purpose**

Roseburg's commercial districts are primarily intended to provide economic opportunity for business owners and a suitable market of goods and services for the public by establishing zones and standards appropriate for certain types of business respective of surrounding Zoning Districts, uses and infrastructure.

The Professional Office (PO) District is intended to provide areas for low-intensity office uses, which utilize harmonious exterior design and landscaping to serve as a transition or buffer between residential and more intensively developed properties. It is intended that the administrative, professional, and limited business office uses permitted in the PO District will provide for more compatible land uses in close proximity to residential areas than would otherwise be permitted by other commercial district.

The General Commercial classification is intended to provide areas within which a variety of retail and wholesale business occurs. These areas serve general community-wide and regional commercial needs.
Excerpts from the Diamond Lake Urban Renewal Report Regarding Housing

(pages 6 and 11)
Existing conditions: The storm drain system along Diamond Lake Boulevard is under capacity and the system along Cummins St. is severely under capacity. The undersized pipes cause localized flooding.

Environmental cleanup – Environmental cleanup activities can include, but are not limited to, remediation of contaminated buildings, soil and ground water; removing hazardous materials; and abating toxic materials, such as asbestos and lead. Activities may also include waste-water treatment and revegetation.

Existing conditions: There are undeveloped and underdeveloped parcels in the Area that have conditions that will require environmental cleanup.

Facade improvement program – Façade improvement program activities can include, but are not limited to, loans to businesses in the Area for building frontage improvements. Specific guidelines for the Façade improvement program will be drafted by the Urban Renewal Agency.

Existing conditions: There is no façade improvement program in this Area. There are many buildings that are in disrepair and could benefit from a facade improvement program.

Development Partnerships – Commercial and Industrial

Existing conditions: There is no funding for development partnerships in the Area. There are many undeveloped and underdeveloped properties in the Area that could benefit from a development partnerships program.

B. Housing Incentives

Multi-family housing incentives – These resources will be allocated to provide incentives and/or offset costs associated with approved multi-family housing development costs or expenses.

Existing conditions: There is no present local funding source for incentives for housing development in the Area.

C. Public Safety

Public safety training project – This resource would be utilized to provide the local component of funding.

Existing conditions: Umpqua Community College is interested in developing a Public Safety Training Center as part of their curriculum. This project is anticipated to include regional partners in all arenas of public safety.

D. Transportation

Winchester Street/Stephens Street intersection improvements – Provide improvements that will enhance safety for vehicles and pedestrians.
## Table 1 - Estimated Cost of Each Project

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<th>Project Name</th>
<th>Total Project Costs (Including Matches)</th>
<th>0-5 Years</th>
<th>6-10 Years</th>
<th>11-20 Years</th>
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Source: City of Roseburg