



**Boardman Workforce Housing and Community Development  
Declaration of Cooperation  
Co-Conveners: Senator David Nelson and Dirk Dirksen**

Boardman is a community of 3400 people located on I-84, 2.5 hours west of Portland. The Port of Morrow is located there and is a major economic driver in the entire Eastern Oregon/Washington region. There are 1600 employees working at the Port and it is estimated that 32% of those employees live in Boardman. The remaining workforce is commuting to Boardman. Based on data through the State of Oregon, 31% of these commuters are driving more than 25 miles to work.

It is believed that employees who commute *choose* to do so for a reason such as their children are enrolled in a school, or their spouse works in that location. Most residents feel that Boardman lacks amenities attractive to many families that are accustomed to more options for shopping, dining out and entertainment. But as gasoline prices climb, Boardman hopes to become a good option to save money in the long run. Along with an increased resident population, the hope is that new businesses and amenities will be established to serve community needs.

Members of the community agree Boardman needs a variety of housing options that it currently does not have, including rentals such as duplexes and single family homes in the \$150,000 range. "Workforce housing" is typically defined as working families that earn too much to qualify for affordable housing programs, and who reside in market rate housing.

There is a jobs-housing imbalance in Boardman. The housing market has not kept up with job growth resulting in a workforce commuting from other areas. The hope is to capture new employees who are relocating to the area for jobs at the Port of Morrow and ultimately decrease the number of commuters.

Other key issues include:

**Lower rents/smaller markets:** The rural market is smaller and developers typically cannot find cost savings with projects under 20 units (which would be difficult for most rural markets to absorb unless a project is phased). Rents are significantly lower than urban markets and some of this is due to an aging housing inventory.

**Lack of comparables, or "comps":** Conventional mortgage underwriting will require receipt of an appraisal showing at least three comparable resales. A "comp" is not a "comp" if the home has not sold on the open market within the last six months. This can be stretched up to a year, but most lenders prefer six month old comps or less. For rural

properties, the comps should ideally be no more than five to ten miles away. In small communities with a depressed market, this can be difficult.

*Oregon Solutions Team:*

A convergence of political support and concern about workforce housing options provided an opportunity in Boardman to integrate and leverage investments. Local interests including the City of Boardman, Morrow County, and the Port of Morrow committed to working collaboratively on this problem. In addition, the Eastern Oregon Regional Solutions Advisory Committee identified workforce housing as a regional priority. A list of team members is included in Appendix A.

The Oregon Solutions Team created subcommittees to work on key initiatives agreed upon by the Team. These initiatives include:

- Financing Workforce Housing
- Surveying Employees on Housing Preference- *executive summary included as Appendix C*
- Developing a Commercial/Business Strategy

The work of subcommittees informed the following Implementation Action Plan, identifying lead entities for the components:

**Workforce Housing**

**1. Single Family Housing (1-4 plex)**

*Boardman Housing Development Fund (BHDF revolving loan) – GEODC*

- Available October 1, 2012
- MOU with City/County/Port for the \$100,000 Enterprise Zone Funds
- GEODC - Policies and Procedures & How to evaluate success of the fund
- Implement it and revisit the whole concept after “piloting”
- Outline a plan for \$300,000 capitalization

**2. Multifamily Projects – New construction and Rehabilitating existing properties—  
City of Boardman and OHCS**

- Proactive outreach to existing market rate multifamily projects
- Explore the OHCS loan guarantee program for workforce housing projects

## **Residential/Commercial/Business Development**

### **1. Review Commercially Zoned property—City of Boardman**

- Create “development readiness” ranking system (also known as “shovel ready)
- Analyze zoning maps and allowable uses
- Inventory existing commercial/retail rentals
- Use various existing studies and plans to identify key development opportunities

### **2. Agree on key businesses/services and make recommendations—Chamber of Commerce**

- Explore “corporate” or “local”
- Explore small town franchises
- Meet with HR directors of Port businesses to understand their business/service needs
- Build on existing outreach to create categories of the types of businesses desired in Boardman
- Discuss which types of businesses are allowable for available properties
- Consider a public-private partnership to develop a business incubator
- Identify other business support needed (accountant, attorney, etc)

### **3. Discuss and prioritize incentives and/or “support” needed for the businesses—City of Boardman, City Council**

- Act as the lead implementer and direct City Manager to assign staff as needed
- Create a Storefront Improvement Program
- Focus on improving signage
- Hire a commercial development consultant to identify strategic goals and priorities
- Explore Urban Renewal as a tool for housing and commercial development
- Review the BHDF outcomes and consider adding funds to the program

### **4. Compile Business Development Support and Tools for Business—Bank of EO staff and BMCC**

- Micro Loans
- Grants
- Entrepreneur support/Training
  - RDI
  - Small Business Development Center

## **5. Prepare an outreach and recruitment strategy (Realtors, City, Chamber)**

- Consider property owners and if they are willing sellers or developers
- Data (From #1)
- Materials
  - Explore professional assistance
  - Print outreach materials in Spanish
- Roles/Responsibilities – City and Chamber, and potentially Boardman Community Development Association

### **Community Amenities**

Several items emerged as part of the Employee Survey, including the Recreation Center which was one of the highest ranked amenities needed in Boardman.

- Recreation Center
  - Raise \$15,000 joint funding by Parks District, Port of Morrow and City of Boardman for a feasibility study
  - Representatives will inform and update respective governing bodies at regular intervals
- Community Education Fund
  - Riverside Youth Entrepreneurship program, seeking funding from Oregon Community Foundation
  - Potentially partner with BMCC

*Commitments*

The following commitments state actions of partner agencies and individuals to accomplish the Implementation Action Plan.

**City of Boardman**

The City of Boardman will act as the lead implementer of the Oregon Solutions Workforce Housing and Community Development project and will direct the City Manager to assign staff as needed. Key responsibilities include proactively exploring incentives for encouraging business and housing development, including implementing the “development readiness” ranking system. By October 1, 2012 the City will hire a consultant to meet technical assistance needs. City Council will allocate staff time to accomplish action items outlined in the Implementation Plan. City Council supports the creation of the Boardman Housing Development Fund (BHDF) and agrees to participate through the Enterprise Zone. City Council will review progress through quarterly reports to begin September 30, 2012.



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Mayor Chet Phillips



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Councilor F.E. Glenn



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Councilor Steve Doherty



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Councilor Neil Livingston



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Councilor Christie Perry



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Councilor Brenda Profitt


**Port of Morrow**

The Port of Morrow commits \$100,000 from Enterprise Zone Negotiations for the Boardman Housing Development Fund (BHDF). The Port will continue to explore additional sources of funds for BHDF through future Enterprise Zone negotiations. In addition, Port leadership will work with the Boardman Chamber of Commerce and the Community Development Team to promote stronger connections between key business leaders.

  
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Gary Neal, President

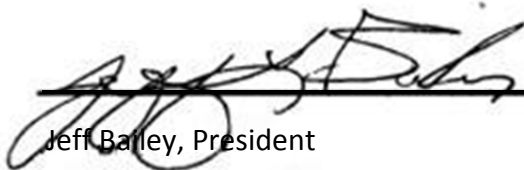
**Morrow County**

Morrow County supports the creation of the Boardman Housing Development Fund (BHDF) and agrees to participate through the Enterprise Zone.

 9/12/2012  
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Judge Terry Tallman

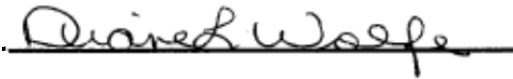
**GEODC**

GEODC will prepare an MOU for the City/County/Port to establish the Boardman Housing Development Fund. In addition GEODC will administer the Boardman Housing Development Fund and provide reports as outlined in the Policies and Procedures agreement. To support Boardman’s Community Development efforts, GEODC will work with the Chamber of Commerce to facilitate a focus group with business leaders and HR managers from major employers in the area to better understand business & commercial needs. GEODC will prepare progress reports to share with Boardman City Council as requested.

  
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Jeff Bailey, President

**Boardman Chamber of Commerce**

Boardman Chamber of Commerce will provide leadership to coordinate information gathering activities about key businesses and commercial needs of the community as outlined in the Oregon Solutions Implementation Plan. The Chamber will explore partnership opportunities with Blue Mountain Community College for alternative uses at their facility in Boardman. The Chamber convene the Recreation Center committee while the Feasibility Study is being conducted. The Chamber will prepare progress reports on activities in the Implementation Plan for Boardman City Council as requested.

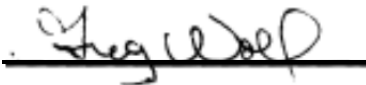


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Diane Wolfe, Executive Director

**Eastern Oregon Regional Solutions Team**

The Eastern Oregon Regional Solutions team will provide ongoing technical assistance as needed to implement the Oregon Solutions – Boardman Workforce Housing and Community Development Plan. The RST will work with Eastern Oregon University to assist with placing an intern in Boardman to work on the creation of a “development readiness” ranking system. The RST will also report to the Governor and respective agency directors about the project.

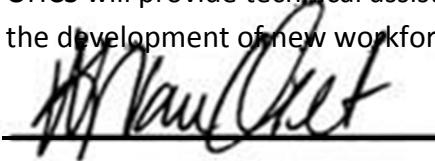


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Greg Wolf, Governor’s Office

**Oregon Housing and Community Services**

OHCS will provide technical assistance as needed and explore opportunities to support the development of new workforce housing projects or renovating existing projects.



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Margaret Van Vliet, Director

**Rural Development Initiatives**

RDI will conduct outreach to the Latino/Hispanic Community to participate in the Pasos al Exito program and coordinate with the Boardman Chamber of Commerce on a strategy for engaging these business leaders in the Chamber.

*Craig A. Smith*

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Craig Smith, Executive Director

**Boardman Park & Recreation District**

Boardman Recreation District will contribute to fund the Recreation Center Feasibility Study. The Recreation District will participate on the Recreation Committee convened by the Boardman Chamber of Commerce.

*Ted Lieurance*

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Ted Lieurance, Park Manager

**Morrow County School District**

Morrow County School District commits to developing a program to support the students and parents in Boardman in job readiness. The premise for the program is to afford approximately 10-20 at risk students, either not thriving in a main stream setting or that have dropped out, and allow them an opportunity to take credit recovery courses through GreenWays Academy at Riverside in the afternoon. In addition we would also extend this opportunity to 10-20 parents. The parent focus would be either ESL, enroll them in certificated programs through GreenWays Academy, or custom tailor an educational program that fits their short or long range goals.

*Dirk Dirksen*

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Dirk Dirksen, Superintendent

**Blue Mountain Community College**

BMCC will conduct the following actions in Boardman-

1. Engage with the community to promote the SBDC.
2. Consider how the BMCC Boardman facility can be better utilized in the community within the BMCC Strategic Facilities Plan
3. Provide support for Youth Entrepreneurship opportunities
4. Conduct outreach to the Hispanic/Latino community for the Pasos al Exito Program.

*C. Cepik*

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Arthur J. (Art) Hill, Vice President, Economic Development and Director, Small Business Development Centers on behalf of John Turner, President

**Umatilla Electric Cooperative (UEC)**

UEC will provide energy related information, technical assistance and data to the City of Boardman in the creation of the “development readiness” ranking system. UEC will develop a “super energy efficient” construction credit program to offset line extension or other electric construction costs as approved by UEC’s Board of Directors.

A handwritten signature in black ink that reads "M. Steven Eldrige". The signature is written in a cursive style and is positioned above a solid horizontal line.

M. Steven Eldrige, General Manager and CEO

## Appendix A

### Team Members

<u>First name</u>	<u>Last Name</u>	<u>Organization</u>
Tawni	Bean	Business Oregon Ifra. Fin. Auth.
Barry	Beyeler	City of Boardman
Bruce	Buchanan	OHCS
Don	Daggett	Banner Bank
Dirk	Dirksen	MCSO
Lee	Dokken	Mt. Valley
Scott	Fairly	Governor's office
Cindy	Finlayson	Umatilla Electric
Ed	Glenn	City of Boardman- Council
Art	Kegler	American West Prop
George	Koffler	Bank of Eastern Oregon
Kathy	Neal	Boardman Chamber
Gary	Neal	Port of Morrow
David	Nelson	Oregon Senate
Jill	Pambrun	City Councilor/ Bank of Eastern Oregon
Vijay	Patel	A-1 Hospitality Group
Karen	Pettigrew	City of Boardman
Chet	Phillips	Mayor of Boardman
Marcie	Rodelo	Banner Bank
Bruce	Sorte	Oregon State University
Terry	Tallman	Morrow Co.
Maurizio	Valerio	Rural Development Initiatives
Dianne	Wolf	Boardman Chamber
Grant	Young	DLCD

## Appendix B

### Technical Assistance Needs

1. Land use/economics/real estate
  - a. “Regional Economic Ecosystem”
  - b. Forecasting Growth at the Port of Morrow & Communicating with Public/Private investors
  - c. Return on Investment for public funds
2. Urban Renewal
  - a. How does it make sense to use this tool in Boardman?
3. Marketing/Communications
  - a. Perhaps enlisting a PR consultant to assist in “messaging” in Boardman
4. Organizational Capacity for community planning
  - a. Boardman Community Development Association
  - b. Explore the Oregon Main streets program

## Appendix C

### Boardman Employee Survey Executive Summary

Employees from Columbia River Processing Inc., Greenwood Resources/Collins Mill, Morrow County School District, and ReKlaim Technologies were interviewed. The purpose of this survey was not to be reflective of current Boardman demographics but rather to understand commuters and what improvements can be made to attract future residents.

- ❖ Gender: 58% Male; 42% Female
- ❖ Age Range: 32% 18-34; 26% 34-44; 20% 45-54; 22% 55+
- ❖ Education: 16% High School; 25% Community College; 14% Bachelors; 45% Graduate
- ❖ Have children in daycare or school: 46%

#### Residency and Housing

Of the 69 employees, 30% lived in Boardman. Based on this sample, about 70% commute to Boardman for work, aligning closely with existing data.

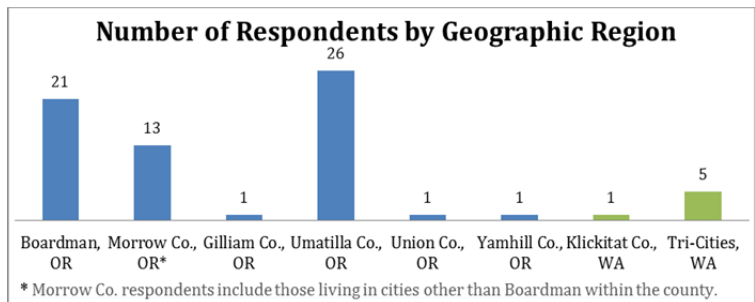
The State of Oregon estimates that 31% of those commuting to the area are driving more than 25 miles. This survey found that 71% of those commuting were travelling 25 miles or more each way with an average travel distance of 49.5 miles. In addition, 65% of respondents said they have a spouse working outside of the home with an average commuting distance for of 65.5 miles each way.

Respondents were also asked whether they would consider moving to Boardman. Of total respondents, 38% said they would consider moving to Boardman, while 36% said they would not and 26% currently live there. Separating out the respondents not living in Boardman, a slight majority of 51% said they would consider moving to Boardman.

#### Boardman Residents

- ❖ Gender: 38% Male; 62% Female
- ❖ Age Range: 43% 18-34; 19% 34-44; 24% 45-54; 14% 55+
- ❖ Education: 34% High School; 14% Community College; 14% Bachelors; 38% Graduate
- ❖ Have children in daycare or school: 48%

These demographics lead to the concern over a lack of middle-income housing options where the availability for unsubsidized homes is limited. Having few housing options for those who are considered middle income would lead to those individuals to commute.



Individuals living in Boardman were in large part female employees. Nearly half of those employees currently have children in daycare or school and over half have spouses that work outside of the home commuting an average of 67 miles one way.

Boardman residents had an average length of just over ten years employment in Boardman. The majority of these employees did not have a definite time frame for their future work in Boardman but rather plan on working there for the foreseeable future.

Half of the respondents living in Boardman own their homes with the other half renting. Of these Boardman residents, 62% stated that they anticipate the need to move in the next three to five years with the majority saying they will be looking to move to a larger home.

<b>Areas for Improvement</b>	
Retail, Grocery, Dining, & Amenities	48%
Activities & Programs for Kids	33%
Access to Daycare & Preschool	19%
School & Program Offerings	14%
Decrease in Gang Violence	19%
Availability of Non-Subsidized Rentals	43%
Lower Housing Prices	24%
Availability of Larger Lots	5%
Access to Medical Services	5%
Recreational & Entertainment Options	52%

Employees currently living in Boardman mentioned the issues to the left as areas for improvement in the community that would assist in attracting new residents like themselves. Access to goods and services, availability of middle-income and non-subsidized housing, and increasing the recreational and entertainment options available to residents were mentioned most. Suggestions included: community or recreation center, more community events, and higher

quality housing for middle-income residents.

### **Commuting Employees**

- ❖ Gender: 44% Male; 56% Female
- ❖ Age Range: 27% 18-34; 29% 34-44; 19% 45-54; 25% 55+
- ❖ Education: 8% High School; 29% Community College; 15% Bachelors; 48% Graduate
- ❖ Have children in daycare or school: 85%

Commuters are highly educated and tend to be evenly dispersed between age ranges. In addition, the age ranges being more evenly split among the group led to a higher percentage of those having children, 85%, and thus have a high need for services relating to children. Similarly, seventy-one percent have spouses that work outside of the home with an average travel distance to work of 65 miles one way. Of those individuals commuting, two-thirds own homes in neighboring communities and one-third are renters. Of those currently renting, 86% stated they would consider moving to Boardman while 75% of those who currently own would.

Respondents not living in Boardman had an average length of 5.8 years employment in Boardman and the majority of employees living in other cities did not have a definite time frame for their future work in Boardman but rather plan on working there for the foreseeable future and one-quarter plan to work in Boardman until retirement.

Seventy-nine percent of these respondents have relocated in the past with employment being the main motivation. In addition, 56% of those living in other communities have indicated they anticipate the need to move in the next three to five years with the majority saying they will be looking to move to a larger home. This is important to note as Boardman seeks to attract new residents in the future.

Commuters indicated areas for improvement to attract either them or people like them to the area. The lack of commute was a large positive for living in Boardman with 48% of respondents mentioning it. Access to goods and services was most frequently mentioned issue – followed by housing, issues of violence, and availability of activities. Options for housing were not suitable for people with mid-level incomes. The need for secondary support industries is a main area that respondents are concerned over. They currently commute to work but have the access to goods and services in the communities they live in.

<b>Areas for Improvement</b>	
Retail, Grocery, Dining, & Amenities	38%
Activities & Programs for Kids	21%
School & Program Offerings	13%
Decrease in Gang Violence	25%
Availability of Non-Subsidized Rentals	21%
Lower Housing Prices	25%
Availability of Larger Lots	13%
Access to Medical Services	4%
Recreational & Entertainment Options	19%