

# CITY OF COOS BAY 1988 DOWNTOWN URBAN RENEWAL REPORT



Substantial Plan Amendment Adopted  
in February 2004

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# COOS BAY 1988 URBAN RENEWAL REPORT

## **I. INTRODUCTION**

The following Urban Renewal Report (the “Report”) contains information in support of the 2004 Substantial Amendment (“Amendment”) to the Coos Bay Urban Renewal Plan (“Plan”). This document is not a legal part of the Amendment but is intended to provide public information and a basis for the findings made by the City Council as part of its approval.

The Report provides the information required in ORS 457.085(3). The format of the Report is based on this statute.

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

This section of the Report describes existing conditions within the two sites to be added to the Area by means of the Amendment. These conditions characterize these sites as “blighted areas” as defined by ORS 457.010(1).

Site A. consists of property formerly used for the McAuley Hospital, consisting of two tax lots: 25S 13W 27 DD 00200 and 25S 13W 26CC 01400. It consists of 1.4 acres.

Site B. consists of property bounded by Koosbay Boulevard, Ivy Avenue, 6<sup>th</sup> Street and the extension of 7<sup>th</sup> Street. It contains 4.29 acres.

The total addition of land to the Area is 5.69 acres. The existing Area contains 1293 acres, and the added land totals 0.4% of the existing Area. The Area as amended will contain 1,298.3 acres. The City’s Empire Urban Renewal Area contains 271.3 acres. Together the two Urban Renewal Areas contain 1,569.6 acres which is 14.4% of the total acreage of the City of Coos Bay. The applicable statutory limit is 25% of this figure.

The assessed value of the property to be added to the Area is \$338,084. Table 1. below shows that the assessed value of the Area’s frozen base as amended plus the frozen base value of the Empire District Urban Renewal Area is 11.9% of the total assessed value of the City of Coos Bay, less incremental AV. The applicable statutory limit is 25% of this figure.

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Table 1: Assessed Value Limits

Amended Base, Downtown	51,009,093
Empire District Base	23,772,166
Total Base	74,781,259
City of Coos Bay	693,299,621
Incremental AV, City of Coos Bay	
Downtown	43,434,487
Empire	20,668,208
Total	64,102,695
Net AV, City of Coos Bay	629,196,926
Percent of Net AV in Base Values of Urban Renewal Areas	11.9%

### A. Physical Conditions

#### 1. Land Use and Zoning

Site A. is zoned R-4P, Residential Professional District. The City of Coos Bay Land Development Ordinance describes the intent of this zone as follows:

*The R-4P district is included in the zoning regulations to achieve the following City objectives:*

- 1. To establish and reserve appropriately located areas for desirable mixtures of professional and administrative business offices and higher density multi-family residential uses.*
- 2. To promote the development of professional and administrative offices in the vicinity of commercial zones and multi-family residential zones, along major thoroughfares, or in other suitable portions of the City.*
- 3. To preserve the characteristics of the residential environment insofar as possible while permitting selected non-residential uses.*
- 4. To preserve adequate usable open space for the benefit of the occupants within the area and to ensure appropriate development of sites occupied by other permitted uses in a manner compatible to and harmonious with residential uses in the area.*
- 5. To establish a zone which permits a mixture of uses, acts as a buffer and produces a gradual change between commercial and residential zones.*

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The site is currently occupied by an empty building which formerly housed the McAuley Hospital. The building is obsolete for use as a hospital. It is not known whether the building could be feasibly adapted for another use consistent with the zoning, or whether the site is appropriate for redevelopment.

Site B: I-C, Industrial-Commercial. The City of Coos Bay Land Development Ordinance describes the intent of this zone as follows:

*The I-C district is included in the zoning regulations to achieve the following City objectives:*

- 1. To provide for the retail and wholesale warehousing and distributing of goods.*
- 2. To provide for commercial and light industrial uses which are compatible with adjacent residential and commercial uses.*
- 3. To control heavy industrial or similar uses which present a hazard due to levels of noise, vibration, smoke, dust, or glare.*

Site B is currently used for surface parking.

### **2. Infrastructure**

Site A. is or will be adequately served by public facilities and services as they exist or as they will be provided by the City of Coos Bay.

Site B. itself is adequately served by public facilities and services, but the site is required for expansion of the City's sewage treatment plant (STP). The STP currently does not have sufficient capacity to support demand from additional development in the Area and in the remainder of the City.

### **B. Economic Conditions**

Site A. is currently underutilized and contributes little in property tax revenues. The total assessed value of the Site is \$338,084. The real market of its land is \$219,230 and of its improvements is \$187,206. This results in an improvement to land ratio of 0.85, which indicates substantial underdevelopment of the site.

Site B is in City ownership and has been held for use in the STP expansion.

### **C. Fiscal 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 the Report. This subsection discusses the fiscal impacts resulting from potential increases in demand for municipal services.

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Because territory to be added to the Area is a relatively small part of most of the taxing districts that levy taxes within the Area (e.g. Coos County, Community College) the demand for services provided by these districts will be relatively unaffected by the Plan.

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

The territory to be added to the Area was selected because of the following: Site A is characterized by underutilized property that, if rehabilitated or redeveloped, would add to the vitality of the Area. Site B is similarly underutilized and is required for providing adequate sewage treatment capacity for development of the Area and the City of Coos Bay.

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

#### A. Site A

Further planning will be undertaken to determine the condition of the McAuley Hospital Building and whether its rehabilitation or adaptive reuse might be feasible. Alternatively the site may be appropriately cleared for redevelopment. This will address the underutilization of the property.

#### B. Site B

The City of Coos Bay intends to expand the Sewage Treatment Plant (STP), with the financial participation of the Urban Renewal Agency under the Plan. This will address the inadequacy of existing STP facilities to serve the Area.

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

The costs of the urban renewal projects authorized in the Plan are shown in Table 2. Costs are in year of expenditure dollars, which reflect 3% annual inflation (YOES).

Table 2: Cost of Urban Renewal Projects

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	Total (YOE\$)
Bond Issuance Costs	827,767
Admin	1,753,409
Projects	
Core Area Projects	12,196,000
Waterfront Projects	12,196,000
Streets and Infrastructure	6,098,000
Transfer to Bond Fund	900,000
<b>Total Expenditures</b>	<b>33,971,176</b>

The sources of moneys to pay such costs consist of proceeds of tax increment debt and interest earnings which are shown in Table 6 below.

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

All of the urban renewal projects are anticipated to be completed by June 30, 2017.

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

The estimated amount of tax increment revenues required to finance the urban renewal projects described above is \$42,677,402. All indebtedness is anticipated to be retired in FY 2018/2019.

### **VIII. FINANCIAL ANALYSIS OF THE PLAN**

Table 3 below shows the projected incremental assessed value of the Area through FY 2018/2019, based on annual growth in total assessed value in the Area as shown in the table. The projected level of growth is reasonable given the history of annual increases in total assessed of 3.25% and expectations of greater growth due to urban renewal investments and increased economic activity.

Table 4 below shows projected annual tax increment revenues resulting from this projected growth in assessed value, assuming maximum use of the urban renewal special levy. (The decision on whether and how much to use urban renewal special levy is made by the Urban Renewal Agency on an annual basis and may not correspond to these projections.)

Table 5 below shows how projected annual tax increment revenues are used for debt service on long term and short term bonds. Table 6 below shows the proceeds of long term and short term debt as used for urban renewal projects. Table 7 summarizes the revenues and expenditures for carrying out the Plan as amended.

Taken together these tables show that projected tax increment revenues are sufficient to support payments on debt in an amount sufficient to cover project costs.

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Table 3: Projected Incremental Assessed Value

FY Ending June 30	2004	2005	2006	2007	2008	2009	2010	2011	2012
Growth %	2.00%	3.50%	3.75%	4.00%	4.25%	4.50%	4.50%	4.50%	4.50%
Growth \$		3,281,859	3,639,348	4,027,545	4,450,437	4,912,497	5,133,559	5,364,570	5,605,975
Total Assessed Value	93,767,412	97,049,271	100,688,619	104,716,164	109,166,601	114,079,098	119,212,657	124,577,227	130,183,202
Certified ("Frozen") Base Value	50,671,009	50,671,009	50,671,009	50,671,009	50,671,009	50,671,009	50,671,009	50,671,009	50,671,009
Incremental Assessed Value ("Excess")	43,096,403	46,378,262	50,017,610	54,045,155	58,495,592	63,408,089	68,541,648	73,906,218	79,512,193

FY Ending June 30	2013	2014	2015	2016	2017	2018	2019
Growth %	4.50%	4.50%	4.50%	4.50%	4.50%	3.00%	3.00%
Growth \$	5,858,244	6,121,865	6,397,349	6,685,230	6,986,065	4,866,959	5,012,967
Total Assessed Value	136,041,446	142,163,311	148,560,660	155,245,890	162,231,955	167,098,914	172,111,881
Certified ("Frozen") Base Value	50,671,009	50,671,009	50,671,009	50,671,009	50,671,009	50,671,009	50,671,009
Incremental Assessed Value ("Excess")	85,370,437	91,492,302	97,889,651	104,574,881	111,560,946	116,427,905	121,440,872

Table 4: Projected Tax Increment Revenues

FY Ending June 30	2004	2005	2006	2007	2008	2009	2010	2011
Percentage Change in Incremental AV	5.74%	7.62%	7.85%	8.05%	8.23%	8.40%	8.10%	7.83%
Urban Renewal Authority	1,513,465	1,628,718	1,756,525	1,897,965	2,054,256	2,226,774	2,407,055	2,595,449
Tax Rate	17.5594	17.4534	17.4888	17.4853	16.2442	16.2442	16.2442	16.2442
Division of Tax Revenues	756,747	809,460	874,747	944,995	950,214	1,030,014	1,113,404	1,200,547
Maximum Urban Renewal Special Levy	756,719	819,258	881,778	952,970	1,104,042	1,196,760	1,293,651	1,394,901

FY Ending June 30	2012	2013	2014	2015	2016	2017	2018	2019
Percentage Change in Incremental AV	7.59%	7.37%	7.17%	6.99%	6.83%	6.68%	4.36%	4.31%
Urban Renewal Authority	2,792,320	2,998,051	3,213,039	3,437,702	3,672,475	3,917,813	4,088,731	4,264,777
Tax Rate	16.2442	16.2442	16.2442	16.2442	16.2442	16.2442	16.2442	16.2442
Division of Tax Revenues	1,291,612	1,386,774	1,486,219	1,590,139	1,698,735	1,812,218	1,891,278	1,972,710
Maximum Urban Renewal Special Levy	1,500,708	1,611,276	1,726,820	1,847,563	1,973,740	2,105,595	2,197,453	2,292,068



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Table 5: Projected Revenues and Debt Service on Tax Increment Bonds

FY Ending June 30	2004	2005	2006	2007	2008	2009	2010	2011
<b>Revenues</b>								
Beginning Balance	585,520	810,739	1,756,051	1,958,598	2,002,561	2,150,996	2,320,945	2,308,820
Property Tax								
Current Year	717,239	1,547,282	1,668,699	1,803,067	1,951,544	2,115,435	2,286,702	2,465,676
Prior Year	32,000	21,517	46,418	50,061	54,092	58,546	63,463	68,601
Interest	1,500	23,795	34,712	38,117	40,082	43,250	46,711	48,431
Transfer from Project Fund		900,000						
<b>Total</b>	<b>1,336,259</b>	<b>3,303,334</b>	<b>3,505,880</b>	<b>3,849,843</b>	<b>4,048,278</b>	<b>4,368,228</b>	<b>4,717,822</b>	<b>4,891,528</b>
<b>Expenditures</b>								
Debt Service - Long Term Bonds								
2002 Bonds	525,520	525,520	525,520	525,520	525,520	525,520	525,520	525,520
Bond 1		1,021,762	1,021,762	1,021,762	1,021,762	1,021,762	1,021,762	1,021,762
Bond 2							211,719	211,719
Bond 3								
Bond 4								
Bond 5								
<b>Total Debt Service - Long Term Bonds</b>	<b>525,520</b>	<b>1,547,282</b>	<b>1,547,282</b>	<b>1,547,282</b>	<b>1,547,282</b>	<b>1,547,282</b>	<b>1,759,002</b>	<b>1,759,002</b>
Bond Reserve (i.e. Debt Service R	525,520	1,547,282	1,547,282	1,547,282	1,547,282	1,547,282	1,759,002	1,759,002
Short Term Bonds				300,000	350,000	500,000	650,000	450,000
<b>Total Expenditures</b>	<b>1,051,040</b>	<b>3,094,565</b>	<b>3,094,565</b>	<b>3,394,565</b>	<b>3,444,565</b>	<b>3,594,565</b>	<b>4,168,004</b>	<b>3,968,004</b>
<b>Ending Balance</b>	<b>285,219</b>	<b>208,769</b>	<b>411,316</b>	<b>455,279</b>	<b>603,714</b>	<b>773,663</b>	<b>549,818</b>	<b>923,525</b>

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Table 5: Projected Revenues and Debt Service on Tax Increment Bonds

FY Ending June 30	2012	2013	2014	2015	2016	2017	2018	2019
<b>Revenues</b>								
Beginning Balance	2,682,527	2,622,751	3,115,444	3,067,818	3,541,469	3,608,397	4,018,154	5,628,587
Property Tax								
Current Year	2,652,704	2,848,148	3,052,387	3,265,817	3,488,851	3,721,922	3,884,295	4,051,539
Prior Year	73,970	79,581	85,444	91,572	97,975	104,666	111,658	116,529
Interest	54,092	55,505	62,533	64,252	71,283	74,350	80,141	97,967
Transfer from Project Fund								
<b>Total</b>	<b>5,463,293</b>	<b>5,605,986</b>	<b>6,315,809</b>	<b>6,489,459</b>	<b>7,199,578</b>	<b>7,509,335</b>	<b>8,094,248</b>	<b>9,894,621</b>
<b>Expenditures</b>								
Debt Service - Long Term Bonds								
2002 Bonds	525,520	525,520	525,520	525,520	525,520	525,520		
Bond 1	1,021,762	1,021,762	1,021,762	1,021,762	1,021,762	1,021,762	1,021,762	1,021,762
Bond 2	211,719	211,719	211,719	211,719	211,719	211,719	211,719	211,719
Bond 3	281,540	281,540	281,540	281,540	281,540	281,540	281,540	281,540
Bond 4			307,449	307,449	307,449	307,449	307,449	307,449
Bond 5					643,190	643,190	643,190	643,190
<b>Total Debt Service - Long Term Bonds</b>	<b>2,040,542</b>	<b>2,040,542</b>	<b>2,347,990</b>	<b>2,347,990</b>	<b>2,991,181</b>	<b>2,991,181</b>	<b>2,465,661</b>	<b>2,465,661</b>
Bond Reserve (i.e. Debt Service R	2,040,542	2,040,542	2,347,990	2,347,990	2,991,181	2,465,661	2,465,661	1,443,898
Short Term Bonds	800,000	450,000	900,000	600,000	600,000	500,000		
<b>Total Expenditures</b>	<b>4,881,083</b>	<b>4,531,083</b>	<b>5,595,981</b>	<b>5,295,981</b>	<b>6,582,361</b>	<b>5,956,841</b>	<b>4,931,321</b>	<b>3,909,559</b>
<b>Ending Balance</b>	<b>582,210</b>	<b>1,074,902</b>	<b>719,828</b>	<b>1,193,479</b>	<b>617,217</b>	<b>1,552,494</b>	<b>3,162,927</b>	<b>5,985,063</b>

Ending Balance in FY 2019 used to defease all outstanding bonds.

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Table 6: Proceeds of Tax Increment Debt as Used for Urban Renewal Projects

FY Ending	2004	2005	2006	2007	2008	2009	2010	2011
<b>Revenues</b>								
Beginning Balance	5,200,000	5,145,004	11,185,811	8,184,037	5,448,777	3,732,592	2,145,566	2,760,903
Bond Proceeds								
Long Term		10,256,022	0	0	0	0	2,125,151	0
Short Term	0	0	0	300,000	350,000	500,000	650,000	450,000
Interest	52,000	154,010	111,858	84,840	57,988	42,326	49,207	32,109
<b>Total</b>	<b>5,254,004</b>	<b>15,557,042</b>	<b>11,299,675</b>	<b>8,570,884</b>	<b>5,858,773</b>	<b>4,276,927</b>	<b>4,971,935</b>	<b>3,245,023</b>

FY Ending	2012	2013	2014	2015	2016	2017
<b>Revenues</b>						
Beginning Balance	1,106,467	2,784,116	1,621,750	2,819,333	1,298,660	3,118,048
Bond Proceeds						
Long Term	2,566,821	0	2,488,039	0	4,471,584	0
Short Term	800,000	450,000	900,000	600,000	600,000	500,000
Interest	44,733	32,341	50,098	34,193	63,702	36,180
<b>Total</b>	<b>4,520,033</b>	<b>3,268,470</b>	<b>5,061,901</b>	<b>3,455,541</b>	<b>6,435,962</b>	<b>3,656,246</b>

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Table 7: Summary of Projected Revenues and Expenditures for Urban Renewal Plan as Amended

<b>Revenues</b>	
Beginning Balance	5,200,000
Bond Proceeds	
Long Term	21,907,618
Short Term	6,100,000
Interest	793,587
Total Revenues	34,001,205
<b>Expenditures</b>	
Bond Issuance Costs	827,767
Administration	1,753,409
Projects	
Core Area Projects	12,196,000
Waterfront Projects	12,196,000
Streets and Infrastructure Projects	6,098,000
Transfer to Bond Fund	900,000
Total Expenditures	33,971,176

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### **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**

Table 8 below shows the revenues foregone by the taxing districts that levy taxes within the Area until the tax increment debt is repaid. Because all taxing districts received their full revenue authority in FY 1997/98, the revenues forgone are those that would have been generated by the growth in incremental assessed value since that fiscal year.

Table 9 shows the annual revenues that will be received in FY 2019/2020, after the tax increment indebtedness is repaid. This revenue increase would result from all the incremental assessed value being taxed by the overlapping taxing districts. Annual revenues would normally increase each year after FY 2019/2020.

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Table 8: Impacts on Overlapping Taxing Districts Until Debt is Repaid

	FY Ending	2004	2005	2006	2007	2008	2009	2010	2011
Incremental AV: Growth Since FY 1997/98		16,374,597	19,656,456	23,295,804	27,323,349	31,773,786	36,686,283	41,819,842	47,184,412
Taxing District Permanent Rate Levies	Tax Rate								
4H COOS CO. 4H/EXT, SER. DIST Permanent	0.0888	1,454	1,745	2,069	2,426	2,822	3,258	3,714	4,190
LI COOS LIBRARY SER DIST Permanent	0.7289	11,935	14,328	16,980	19,916	23,160	26,741	30,482	34,393
COOS COUNTY Permanent	1.0799	17,683	21,227	25,157	29,506	34,313	39,618	45,161	50,954
CITY OF COOS BAY Permanent	6.3643	104,213	125,100	148,261	173,894	202,218	233,483	266,154	300,296
PORT OF COOS BAY Permanent	0.6119	10,020	12,028	14,255	16,719	19,442	22,448	25,590	28,872
PORT AIRPORT DISTRICT COOS COUNTY Permanent	0.2400	3,930	4,718	5,591	6,558	7,626	8,805	10,037	11,324
ED SO COAST -JT/W CCD	0.4432	7,257	8,712	10,325	12,110	14,082	16,259	18,535	20,912
SC COOS BAY 9	4.5276	74,138	88,997	105,474	123,709	143,859	166,101	189,344	213,632
CC SWOCC-JT/W CCD	0.7017	11,490	13,793	16,347	19,173	22,296	25,743	29,345	33,109

	FY Ending	2012	2013	2014	2015	2016	2017	2018	2019	Totals
Taxing District Permanent Rate Levies	Tax Rate									
4H COOS CO. 4H/EXT, SER. DIST Permanent	0.0888	4,688	5,208	5,752	6,320	6,913	7,534	7,966	8,411	74,469
LI COOS LIBRARY SER DIST Permanent	0.7289	38,479	42,749	47,211	51,874	56,747	61,839	65,387	69,041	611,262
COOS COUNTY Permanent	1.0799	57,008	63,335	69,946	76,854	84,074	91,618	96,874	102,287	905,614
CITY OF COOS BAY Permanent	6.3643	335,974	373,257	412,219	452,934	495,480	539,942	570,917	602,821	5,337,161
PORT OF COOS BAY Permanent	0.6119	32,302	35,887	39,633	43,548	47,638	51,913	54,891	57,959	513,145
PORT AIRPORT DISTRICT COOS COUNTY Permanent	0.2400	12,670	14,076	15,545	17,080	18,685	20,361	21,529	22,733	201,266
ED SO COAST -JT/W CCD	0.4432	23,397	25,993	28,706	31,542	34,504	37,601	39,758	41,979	371,672
SC COOS BAY 9	4.5276	239,014	265,538	293,255	322,220	352,488	384,118	406,153	428,850	3,796,887
CC SWOCC-JT/W CCD	0.7017	37,043	41,154	45,449	49,938	54,630	59,532	62,947	66,464	588,452

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Table 9: Impacts on Overlapping Taxing Districts After Debt is Repaid (Annual Revenues Gained, FY 2019/2020)

	FY Ending	2020
Taxing District Permanent Rate Levies	Tax Rate	
4H COOS CO. 4H/EXT, SER. DIST Permanent	0.0888	11,242
LI COOS LIBRARY SER DIST Permanent	0.7289	92,282
COOS COUNTY Permanent	1.0799	136,720
CITY OF COOS BAY Permanent	6.3643	805,747
PORT OF COOS BAY Permanent	0.6119	77,469
PORT AIRPORT DISTRICT COOS COUNTY Permanent	0.2400	30,385
ED SO COAST -JT/W CCD	0.4432	56,111
SC COOS BAY 9	4.5276	573,213
CC SWOCC-JT/W CCD	0.7017	88,838

## COOS BAY 1988 URBAN RENEWAL REPORT

### X. RELOCATION REPORT

No relocation activities are anticipated as a result of the Amendment.