



# CITY OF OREGON CITY URBAN RENEWAL COMMISSION AGENDA

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Commission Chambers, Libke Public Safety Facility, 1234 Linn Ave, Oregon City  
Wednesday, July 21, 2021 at 6:00 PM

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## **REGULAR MEETING OF THE URBAN RENEWAL COMMISSION**

*Ways to participate in this public meeting:*

- *Attend in person, location listed above.*
- *Register to provide electronic testimony (email [recorderteam@orccity.org](mailto:recorderteam@orccity.org) or call 503-496-1505 by 3 p.m. on the day of the meeting to register)*
- *Email [recorderteam@orccity.org](mailto:recorderteam@orccity.org) (deadline to submit written testimony via email is 3 p.m. on the day of the meeting)*
- *Mail to City of Oregon City, Attn: City Recorder, P.O. Box 3040, Oregon City, OR 97045*

## **CALL TO ORDER**

## **ROLL CALL**

## **CITIZEN COMMENTS**

## **DISCUSSION ITEM**

1. Personal Services Agreement with Rivers of Life Center to Provide General Cleanup at the North End Wetlands Near The Cove
2. Vision Statement and Framework for Decision-Making
3. Vision Statement Development Resources

## **COMMUNICATIONS**

4. Discussions with RestorCap Concerning the Cove Mitigation and Restoration and an Update on the Expired Cove Dredging Permit

## **ADJOURNMENT**

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## **PUBLIC COMMENT GUIDELINES**

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*Complete a Comment Card prior to the meeting and submit it to the City Recorder. When the Mayor/Chair calls your name, proceed to the speaker table, and state your name and city of residence into the microphone. Each speaker is given three (3) minutes to speak. To assist in tracking your speaking time, refer to the timer on the table.*

*As a general practice, the City Commission does not engage in discussion with those making comments.*

*Electronic presentations are permitted but shall be delivered to the City Recorder 48 hours in advance of the meeting.*

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### **ADA NOTICE**

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*The location is ADA accessible. Hearing devices may be requested from the City Recorder prior to the meeting. Individuals requiring other assistance must make their request known 48 hours preceding the meeting by contacting the City Recorder's Office at 503-657-0891.*

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***Agenda Posted at City Hall, Pioneer Community Center, Library, City Website.***

***Video Streaming & Broadcasts: The meeting is streamed live on the Oregon City's website at [www.orcity.org](http://www.orcity.org) and available on demand following the meeting. The meeting can be viewed on Willamette Falls Television channel 28 for Oregon City area residents as a rebroadcast. Please contact WPMC at 503-650-0275 for a programming schedule.***





# CITY OF OREGON CITY

## Staff Report

625 Center Street  
Oregon City, OR 97045  
503-657-0891

**To:** Urban Renewal Commission  
**From:** City Manager Tony Konkol

**Agenda Date:** 07/21/2021

### **SUBJECT:**

Personal Services Agreement with Rivers of Life Center to Provide General Cleanup at the North End Wetlands Near The Cove

### **STAFF RECOMMENDATION:**

Staff recommends that the Urban Renewal Commission enlist Rivers of Life Center to conduct the cleanup of the North End Westland area depicted in the attached area map.

### **EXECUTIVE SUMMARY:**

Approximately 13 acres of Urban Renewal property is being affected by illegal dumping of debris; existence of several broken fence lines, camping of homeless individuals and destruction of habitat. The Rivers of Life has received significant funding to perform work, for the “public benefit.”

### **BACKGROUND:**

Rivers of Life Center and its Youth Environmental Services Crew have received significant funding from the Oregon Youth Corp to perform work for the “public benefit.” Therefore, will conduct the work associated with this project at very little cost to the Urban Renewal Commission.

The proposed scope of work for this project includes general cleanup, debris removal and re-securing the fence lines. The Rivers of Life Center proposes to do this work between August 1<sup>st</sup> to and 30<sup>th</sup> 2021. Rivers of Life Center is required to establish General Commercial Liability Insurance holding harmless the Urban Renewal Commission, officials, and employees and naming the Urban Renewal Commission as beneficiary.

The project will require approved access to the Urban Renewal-owned property impacted. Rivers of Life Center will train and employ 12 Oregon City youth residents to perform the work.

### **OPTIONS:**

1. Enlist the Rivers of Life Center and its Youth Environmental Services Crew to conduct the work outlined in the attached personal service agreement.
2. Do not enlist the Rivers of Life Center and its Youth Environmental Services Crew to conduct the work outlined in the attached personal service agreement.

**BUDGET IMPACT:**

Amount: \$1.00

FY(s): 2021/2022

Funding Source(s): Economic Development

## URBAN RENEWAL COMMISSION PERSONAL SERVICES AGREEMENT

This PERSONAL SERVICES AGREEMENT ("Agreement") is entered into between the Urban Renewal Commission of Oregon City ("URC") and Rivers of Life Center ("Consultant").

### RECITALS

A. URC requires services that Consultant is capable of providing under the terms and conditions hereinafter described.

B. Consultant is able and prepared to provide such services as URC requires under the terms and conditions hereinafter described.

The parties agree as follows:

### AGREEMENT

1. Term. The term of this Agreement shall be from **August 1, 2021 until August 31, 2021**, unless sooner terminated pursuant to provisions set forth below. However, such expiration shall not extinguish or prejudice URC's right to enforce this Agreement with respect to (i) breach of any warranty; or (ii) any default or defect in Consultant's performance that has not been cured.

2. Compensation. Total compensation for services provided shall be \$1.00.

3. Scope of Services. Consultant will conduct the work associated with this agreement within the area as depicted in Attachment B. Consultant's services under this Agreement shall consist of the following services:

- a. General Cleanup
- b. Debris Removal
- c. Re-secure Fencing

4. Standard Conditions. This Agreement shall include all of the standard conditions as detailed in Exhibit B, attached hereto and by this reference incorporated herein.

5. Integration. This Agreement, along with the description of services to be performed herein and, where applicable, the Standard Conditions to URC's Personal Services Agreement attached as Exhibit A, contain the entire agreement between and among the parties, integrate all the terms and conditions mentioned herein or incidental hereto, and supersede all prior written or oral discussions or agreements between the parties or their predecessors-in-interest with respect to all or any part of the subject matter hereof.

6. Notices. Any notices, reports or other documents required by this Agreement shall be sent by the parties by United States mail, postage prepaid, or personally delivered to the addresses below. All notices shall be in writing and shall be effective when delivered. If mailed, notices shall be deemed effective forty-eight (48) hours after mailing, unless sooner received. Bills and invoices may be sent by e-mail or United States mail.

To the Urban Renewal Commission:

Urban Renewal Commission  
PO Box 3040  
625 Center Street  
Oregon City, OR 97045  
Attention: Executive Director

To Consultant:

Rivers of Life Center  
P.O. Box 124  
West Linn, OR 97068  
Attention: President

Consultant shall be responsible for providing the URC with a current address. Either party may change the address set forth above for purposes of notices under this Agreement by providing notice to the other party in the manner set forth above.

7. Governing Law. This Agreement shall be governed and construed in accordance with the laws of the state of Oregon without resort to any jurisdiction's conflicts of law, rules or doctrines.

IN WITNESS WHEREOF, the parties have caused this Agreement to be executed by their duly appointed officers on this \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_.

Urban Renewal Commission

Rivers of Life Centers

By: \_\_\_\_\_

Anthony J. Konkol, III

Title: Executive Director

By: \_\_\_\_\_

Jerry Herrmann

Title: President

DATED: \_\_\_\_\_, 20\_\_\_\_.

DATED: \_\_\_\_\_, 20\_\_\_\_.

By: \_\_\_\_\_

James N. Graham

Title: Economic Development Manager

## STANDARD CONDITIONS TO OREGON CITY PERSONAL SERVICES AGREEMENT

Item #1.

1. Contractor Identification. Contractor shall furnish to City its taxpayer identification number, as designated by the Internal Revenue Service, or Contractor's social security number, as City deems applicable.

2. Payment.

(a) Invoices submitted in connection with this Agreement shall be properly documented and shall identify the pertinent agreement and/or purchase order numbers.

(b) City agrees to pay Contractor within thirty (30) days after receipt of Contractor's itemized statement. Amounts disputed by City may be withheld pending settlement.

(c) City certifies that sufficient funds are available and authorized for expenditure to finance the cost of the services to be provided pursuant to this Agreement.

(d) City shall not pay any amount in excess of the compensation amounts set forth in this Agreement, nor shall City pay Contractor any fees or costs that City reasonably disputes.

3. Independent Contractor Status.

(a) Contractor is an independent contractor and is free from direction and control over the means and manner of providing labor or services, subject only to the specifications of the desired results.

(b) Contractor represents that it is customarily engaged in an independently established business and is licensed under ORS chapter 671 or 701, if the services provided require such a license. Contractor maintains a business location that is separate from the offices of the City and bears the risk of loss related to the business as demonstrated by the fixed price nature of the contract, requirement to fix defective work, warranties provided and indemnification and insurance provisions of this Agreement. Contractor provides services for two or more persons within a 12 month period or routinely engages in advertising, solicitation or other marketing efforts. Contractor makes a significant investment in the business by purchasing tools or equipment, premises or licenses, certificates or specialized training and

Contractor has the authority to hire or fire persons to provide or assist in providing the services required under this Agreement.

(c) Contractor is responsible for obtaining all assumed business registrations or professional occupation licenses required by state or local law (including applicable City or Metro business licenses as per Oregon City Municipal Code Chapter 5.04). Contractor shall furnish the tools or equipment necessary for the contracted labor or services. Contractor agrees and certifies that:

(d) Contractor is not eligible for any federal social security or unemployment insurance payments. Contractor is not eligible for any PERS or workers' compensation benefits from compensation or payments made to Contractor under this Agreement.

(e) Contractor agrees and certifies that it is licensed to do business in the State of Oregon and that, if Contractor is a corporation, it is in good standing within the State of Oregon.

4. Early Termination.

(a) This Agreement may be terminated without cause prior to the expiration of the agreed-upon term by mutual written consent of the parties or by the City upon ten (10) days written notice to the Contractor, delivered by certified mail, email, or in person.

(b) Upon receipt of notice of early termination, Contractor shall immediately cease work and submit a final statement of services for all services performed and expenses incurred since the date of the last statement of services.

(c) Any early termination of this Agreement shall be without prejudice to any obligation or liabilities of either party already accrued prior to such termination.

(d) The rights and remedies of the City provided in this Agreement and relating to defaults by Contractor shall not be exclusive and are in addition to any other rights and remedies provided by law or under this Agreement.

5. No Third-Party Beneficiaries. City and

**STANDARD CONDITIONS TO OREGON CITY  
PERSONAL SERVICES AGREEMENT**

Item #1.

Contractor are the only parties to this Agreement and are the only parties entitled to enforce its terms. Nothing in this Agreement gives, is intended to give, or shall be construed to give or provide, any benefit or right, whether directly or indirectly or otherwise, to third persons unless such third persons are individually identified by name herein and expressly described as intended beneficiaries of the terms of this Agreement.

6. Payment of Laborers; Payment of Taxes.

(a) Contractor shall:

(i) Make payment promptly, as due, to all persons supplying to Contractor labor and materials for the prosecution of the services to be provided pursuant to this Agreement.

(ii) Pay all contributions or amounts due to the State Accident Insurance Fund incurred in the performance of this Agreement.

(iii) Not permit any lien or claim to be filed or prosecuted against the City on account of any labor or materials furnished.

(iv) Be responsible for all federal, state, and local taxes applicable to any compensation or payments paid to the Contractor under this Agreement and, unless Contractor is subject to back-up withholding, the City will not withhold from such compensation or payments any amount(s) to cover Contractor's federal or state tax obligation.

(v) Pay all employees at least time and one-half for all overtime worked in excess of forty (40) hours in any one week, except for individuals excluded under ORS 653.100 to 653.261 or under 29 U.S.C. §§ 201 to 209 from receiving overtime.

(b) If the Contractor fails, neglects or refuses to make prompt payment of any claim for labor or services furnished by any person in connection with this Agreement as such claim becomes due, the City may pay such claim to the person furnishing the labor or services and shall charge the amount of the payment against funds due or to become due to the Contractor by reason of this Agreement.

(c) The payment of a claim in this manner shall not relieve Contractor or Contractor's surety from obligation with respect to any unpaid claims.

(d) Contractor and subcontractors, if any, are subject employers under the Oregon workers' compensation law and shall comply with ORS 656.017, which requires provision of workers' compensation coverage for all workers.

7. SubContractors and Assignment.

Contractor shall neither subcontract any of the work, nor assign any rights acquired hereunder, without obtaining prior written approval from the City. The City, by this Agreement, incurs no liability to third persons for payment of any compensation provided herein to the Contractor.

8. Access to Records. City shall have access to all books, documents, papers and records of Contractor that are pertinent to this Agreement for the purpose of making audits, examinations, excerpts and transcripts.

9. Ownership of Work Product; License. All work products of Contractor that result from this Agreement (the "Work Products") are the exclusive property of City. In addition, if any of the Work Products contain intellectual property of Contractor that is or could be protected by federal copyright, patent, or trademark laws, or state trade secret laws, Contractor hereby grants City a perpetual, royalty-free, fully paid, nonexclusive and irrevocable license to copy, reproduce, deliver, publish, perform, dispose of, use and re-use, in whole or in part (and to authorize others to do so), all such Work Products and any other information, designs, plans, or works provided or delivered to City or produced by Contractor under this Agreement. The parties expressly agree that all works produced (including, but not limited to, any taped or recorded items) pursuant to this Agreement are works specially commissioned by City, and that any and all such works shall be works made for hire in which all rights and copyrights belong exclusively to City. Contractor shall not publish, republish, display or otherwise use any work or Work Products resulting from this Agreement without the prior written agreement of City.

10. Compliance With Applicable Law.

STANDARD CONDITIONS TO OREGON CITY PERSONAL SERVICES AGREEMENT (4/2017)

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**EXHIBIT B**

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## STANDARD CONDITIONS TO OREGON CITY PERSONAL SERVICES AGREEMENT

Item #1.

Contractor shall comply with all federal, state, and local laws and ordinances applicable to the services to be performed pursuant to this Agreement, including, without limitation, the provisions of ORS 279B.220, 279C.515, 279B.235, 279B.230 and 279B.270. Without limiting the generality of the foregoing, Contractor expressly agrees to comply with (i) Title VI of the Civil Rights Act of 1964; (ii) Section V of the Rehabilitation Act of 1973; (iii) the Americans With Disabilities Act of 1990 (Pub. L No. 101-336), ORS 659.425, and all regulations and administrative rules established pursuant to those laws; and (iv) all other applicable requirements of federal and state civil rights and rehabilitation and other applicable statutes, rules and regulations.

11. Professional Standards. Contractor shall be responsible, to the level of competency presently maintained by others practicing in the same type of services in City's community, for the professional and technical soundness, accuracy and adequacy of all services and materials furnished under this authorization.

12. Modification, Supplements or Amendments. No modification, change, supplement or amendment of the provisions of this Agreement shall be valid unless it is in writing and signed by the parties hereto.

13. Indemnity and Insurance.

(a) Indemnity. Contractor acknowledges responsibility for liability arising out of Contractor's negligent performance of this Agreement and shall hold City, its officers, agents, Contractors, and employees harmless from, and indemnify them for, any and all liability, settlements, loss, costs, and expenses, including attorney fees, in connection with any action, suit, or claim caused or alleged to be caused by the negligent acts, omissions, activities or services by Contractor, or the agents, Contractors or employees of Contractor provided pursuant to this Agreement.

(b) Workers' Compensation Coverage. Contractor certifies that Contractor has qualified for workers' compensation as required by the State of Oregon. Contractor shall provide the Owner, within ten (10) days after execution of this Agreement, a certificate of insurance evidencing coverage of all subject workers under Oregon's

workers' compensation statutes. The insurance certificate and policy shall indicate that the policy shall not be terminated by the insurance carrier without thirty (30) days' advance written notice to City. All agents or Contractors of Contractor shall maintain such insurance.

(c) Comprehensive, General, and Automobile Insurance. Contractor shall maintain comprehensive general and automobile liability insurance for protection of Contractor and City and for their directors, officers, agents, and employees, insuring against liability for damages because of personal injury, bodily injury, death, and broad-form property damage, including loss of use, and occurring as a result of, or in any way related to, Contractor's operation, each in an amount not less than \$2,000,000 combined, single-limit, per-occurrence/annual aggregate. Such insurance shall name City as an additional insured, with the stipulation that this insurance, as to the interest of City, shall not be invalidated by any act or neglect or breach of this Agreement by Contractor.

14. Legal Expenses. In the event legal action is brought by City or Contractor against the other to enforce any of the obligations hereunder or arising out of any dispute concerning the terms and conditions hereby created, the losing party shall pay the prevailing party such reasonable amounts for attorney fees, costs, and expenses as may be set by a court. "Legal action" shall include matters subject to arbitration and appeals.

15. Severability. The parties agree that, if any term or provision of this Agreement is declared by a court to be illegal or in conflict with any law, the validity of the remaining terms and provisions shall not be affected.

16. Number and Gender. In this Agreement, the masculine, feminine or neuter gender, and the singular or plural number, shall be deemed to include the others or other whenever the context so requires.

17. Captions and Headings. The captions and headings of this Agreement are for convenience only and shall not be construed or referred to in resolving questions of interpretation or construction.

**STANDARD CONDITIONS TO OREGON CITY  
PERSONAL SERVICES AGREEMENT**

Item #1.

18. Hierarchy. The conditions contained in this document are applicable to every Personal Services Agreement entered into by the City of Oregon City in the absence of contrary provisions. To the extent there is a conflict, the terms of the Personal Services Agreement will control over the terms of the standard conditions. To the extent there is a conflict between the terms of the standard conditions and any other document, including the scope of services, the terms of the standard conditions shall control those other terms.

19. Calculation of Time. All periods of time referred to herein shall include Saturdays, Sundays and legal holidays in the State of Oregon, except that, if the last day of any period falls on any Saturday, Sunday or legal holiday, the period shall be extended to include the next day that is not a Saturday, Sunday or legal holiday.

20. Notices. Any notices, bills, invoices, reports or other documents required by this Agreement shall be sent by the parties by United States mail, postage prepaid, or personally delivered to the addresses listed in the Agreement attached hereto. All notices shall be in writing and shall be effective when delivered. If mailed, notices shall be deemed effective forty-eight (48) hours after mailing, unless sooner received.

21. Nonwaiver. The failure of City to insist upon or enforce strict performance by Contractor of any of the terms of this Agreement or to exercise any rights hereunder shall not be construed as a waiver or relinquishment to any extent of its rights to assert or rely upon such terms or rights of any future occasion.

22. Information and Reports. Contractor shall, at such time and in such form as City may require, furnish such periodic reports concerning the status of the project, such statements, certificates, approvals, and copies of proposed and executed plans and claims, and other information relative to the project as may be requested by City. Contractor shall furnish City, upon request, with copies of all documents and other materials prepared or developed in relation with or as a part of the project. Working papers prepared in conjunction with the project are the property of City, but shall remain with Contractor. Copies as requested shall

be provided free of cost to City.

23. City's Responsibilities. City shall furnish Contractor with all available necessary information, data, and materials pertinent to the execution of this Agreement. City shall cooperate with Contractor in carrying out the work herein and shall provide adequate staff for liaison with Contractor.

24. Arbitration.

All disputes arising out of or under this Agreement shall be timely submitted to nonbinding mediation prior to commencement of any other legal proceedings. The subsequent measures apply if disputes cannot be settled in this manner.

(a) Any dispute arising out of or under this Agreement shall be determined by binding arbitration.

(b) The party desiring such arbitration shall give written notice to that effect to the other party and shall in such notice appoint a disinterested person of recognized competence in the field as arbitrator on its behalf. Within fifteen (15) days thereafter, the other party may, by written notice to the original party, appoint a second disinterested person of recognized competence as arbitrator on its behalf. The arbitrators thus appointed shall appoint a third disinterested person of recognized competence, and the three arbitrators shall, as promptly as possible, determine such matter, provided, however, that:

(i) If the second arbitrator is not appointed as described above, then the first arbitrator shall proceed to determine such matter; and

(ii) If the two arbitrators appointed by the parties are unable to agree, within fifteen (15) days after the second arbitrator is appointed, on the appointment of a third arbitrator, they shall give written notice of such failure to agree to the parties and, if the parties fail to agree on the selection of the third arbitrator within fifteen (15) days after the arbitrators appointed by the parties give notice, then, within ten (10) days thereafter, either of the parties, on written notice to the other party, may request such appointment by the presiding judge of the Clackamas County Circuit Court.



**STANDARD CONDITIONS TO OREGON CITY  
PERSONAL SERVICES AGREEMENT**

Item #1.

(c) Each party shall each be entitled to present evidence and argument to the arbitrators. The determination of the majority of the arbitrators or the sole arbitrator, as the case may be, shall be conclusive on the parties, and judgment on the same may be entered in any court having jurisdiction over the parties. The arbitrators or the sole arbitrator, as the case may be, shall give written notice to the parties, stating the arbitration determination, and shall furnish to each party a signed copy of such determination. Arbitration proceedings shall be conducted pursuant to ORS 33.210 et seq. and the rules of the American Arbitration Association, except as provided otherwise.

(d) Each party shall pay the fees and expenses of the arbitrator appointed by such party and one-half of the fees and expenses of the third arbitrator, if any.

25. Governing Law. This Agreement shall be governed and construed in accordance with the laws of the state of Oregon without resort to any jurisdiction's conflicts of law, rules or doctrines.



## EXHIBIT B: MAP AREA

Item #1.



Google Earth





# CITY OF OREGON CITY

## Staff Report

625 Center Street  
Oregon City, OR 97045  
503-657-0891

**To:** Urban Renewal Commission  
**From:** City Manager Tony Konkol

**Agenda Date:** 07/21/2021

### **SUBJECT:**

Vision Statement and Framework for Decision-Making

### **STAFF RECOMMENDATION:**

Staff recommends that the Urban Renewal Commission continue where it left off with regard to the Framework for Decision-Making.

### **EXECUTIVE SUMMARY:**

The Urban Renewal Commission met on July 7, 2021, to review a draft "Vision Statement and Framework for Decision-Making provided by staff. After much discussion among the Commissioners regarding the vision statement it was decided that a retreat will be held. The Urban Renewal Commissioners did not complete its review of the "Framework for Decision-Making."

### **BACKGROUND:**

During its meeting held on July 7, 2021, The Urban Renewal Commissioners began reviewing a draft "Vision Statement and Framework for Decision-Making" provided by staff. The Commissioners contributed their own insights and ideas through the process of reviewing the vision statement. Due to time constraints, they were unable to complete their review of the second part of the draft document, "Framework for Decision-Making."

Members of the Urban Renewal Commission agreed to host a retreat to further develop a vision statement. Staff was asked to identify dates for a retreat to further develop a vision for the Urban Renewal District.

Meanwhile, it was acknowledged that the Leland Consulting Group submitted a memo that highlighted vision statements from other communities. It is provided as an attachment.

### **OPTIONS:**

1. Finish the review of the second part of the document provided by staff, "Framework for Decision-Making."
2. Do not complete the review of the second part of the document and focus only on the vision statement.

**DRAFT      DRAFT      DRAFT      DRAFT      DRAFT**

## **THE URBAN RENEWAL DISTRICT A VISION FOR THE FUTURE AND A FRAMEWORK FOR MAKING INVESTMENT DECISIONS**

### **INTRODUCTION:**

Originally adopted on December 19, 1990, an Urban Renewal Plan for the Downtown area came into being and was the only urban renewal plan for the Downtown area. In 1990, the Oregon City Commission amended the Oregon City Downtown Renewal Plan of 1983 to remove the downtown area from the plan, to add project activities, and to rename the 1983 plan the Hilltop Urban Renewal Plan. The Urban Renewal Advisory Committee and City Commission directed staff to prepare a new Urban Renewal Plan for downtown Oregon City, and to include additional areas adjacent to the downtown that suffer from blighting conditions.

In October of 2004, a report, *Oregon City Futures*, was prepared by Leland Consulting Group, Real Estate Strategists, and StastnyBrun Architects, Inc. that described a strategy to assist Oregon City in implementing its Metro 2040 designation. As a result of an extensive public involvement process initiated by the City in March 2004, The Futures Report gave considerable attention to the designation by Metro of Oregon City as a Regional Center in Metro's Region 2040 Growth Concept (one of seven such designations within the Portland Metro area). The report provided a series of recommendations on policy issues and development strategies to realize economic development success citywide and achieve the objectives of the Urban Renewal Plan.

The Hilltop Urban Renewal District was closed in 2005 and saw a 1.100% increase in assessed value. In 2007, a new plan named the Downtown Oregon City/North End Urban Renewal Plan was developed. It is the only Urban Renewal District designated in Oregon City as of 2007.

### *Regional Center*

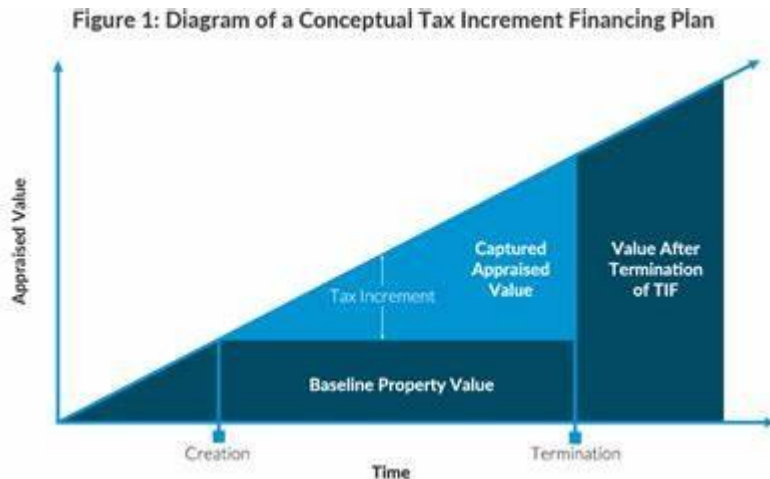
Oregon City is one of seven Regional Centers designated in the Metro Region 2040 Growth Concept, which covers the entire tri-county area of Clackamas, Multnomah, and Washington counties. The term Regional Center is described as a concentration of activity and investment that serves an area of activity and investment for several cities.

The Urban Renewal District plays a major role in helping transform Oregon City into a true Regional Center. The Urban Renewal District is not only a designated geographic area within Oregon City, but it is an economic development tool that provides an opportunity to attract and create real estate investments and develop programs that help to further its adopted vision.

## THE URBAN RENEWAL DISTRICT'S TAX INCREMENT FINANCING PROGRAM

Urban Renewal is funded by tax increment financing (TIF). At the time the urban renewal plan was adopted, the county assessor calculated the total assessed value of the area and established this value as the “frozen base” for the area.

Taxes from that frozen base continue going to all the taxing jurisdictions. Growth above the base is called the “increment”. Taxes from the increment, called tax increment revenue, go to the urban renewal agency for projects within the urban renewal area.



### VISION:

***Physical investments and programming within the Urban Renewal District will result in:***

- ***creating an environment of livability;***
- ***establishing opportunities that support safe and healthy recreation;***
- ***generating investments that will provide rates of return on investments;***
- ***broadening the tax base; and***
- ***providing a good quality of life for all residents of Oregon City and the region regardless of race, creed, gender, sexual orientation, or disability.***

***The attributes of livability, recreational opportunity, and a rate of return on investments are interdependent and serve as the foundational cornerstone to help Oregon City solidify its status as a regional center.***

### GOAL: LIVABILITY

Livability is about building community that enhances the quality of life through action to improve local environments and provide safe conditions in places where people live. Private single-family homes should not be constructed along the Clackamas and the Willamette River shorelines. This type of private investment along the shorelines garners lower rates of return per square foot than commercial enterprise. Private single-family residences along the river shoreline and along the

shoreline of the Clackamas River could potentially limit access to newly mitigated land and scenic waterway.

Therefore, it shall be the goal of the Urban Renewal Commission to support the development of housing away from the shoreline of the Cove and Willamette River. The creation of a variety of housing options with different price points will be encouraged.

### **GOAL: RECREATIONAL OPPORTUNITIES**

The ability to establish recreational opportunities offering various types of outdoor amenities, man-made and/or natural, can result in many health benefits as well as enjoyment. The Cove, the surrounding landscape, and the nearby Willamette River Shoreline provides various opportunities for investment in private and publicly owned recreational-related facilities and infrastructure. The shorelines of the Clackamas River, the Willamette River, and the Cove could provide an opportunity for walking and biking paths.

For-profit businesses that provide outdoor recreational services should be allowed to operate in certain areas near the rivers and cove provided they meet code and permitting requirements. Businesses such as kayaking, and paddle boat services can offer outdoor enthusiasts with safe, healthy, and quality entertainment. To the extent that public amenities such as parking, signage and improved access features to the rivers and cove should be provided by the Urban Renewal District.

It shall be the goal of the Urban Renewal Commission to support privately owned recreational-related businesses to operate near the shorelines of the Clackamas River, the Willamette River, and the Cove. The Urban Renewal Commission will provide public infrastructure to compliment the operation of outdoor recreation-related private enterprise near the aquatic areas within the district.

### **GOAL: INCOME PRODUCING INVESTMENTS**

Development should be responsive to the market and social needs of the region and City infrastructure and policies should accommodate development's responsiveness. City investments in projects should be fiscally conservative and equitable throughout the City. Growth should not saddle future generations with long term environmental or economic burdens.

For-profit business operations should provide long term employment, pay livable wages, broaden the tax base, and provide a rate of return to the district. To that end, income-producing investments including restaurants, state-of-the-art small convention/business meeting space, boutique hotel, an arts and entertainment venue are all appropriate considerations.

It shall be the goal of the Urban Renewal Commission to prioritize and support investments that provide a return on investment and broadens the tax base. Public investments should made to complement and support private investments.

## **TIF GUIDELINES AND PROJECT EVALUATION CRITERIA**

### *Due Diligence Team*

The Urban Renewal Commission's Due Diligence Team is established to conduct a thorough review of applications seeking assistance under the program. The team's responsibility includes ensuring that the application is complete and that it adheres to State and local guidelines for TIF assistance.

In addition, the Due Diligence Team will vet investors/developers associated with potential projects, analyze project revenue expectations, determine financial shortfalls and debt service limitations, examine the project's sustainability, and develop strategies to mitigate risks.

The Urban Renewal Commission will make all final determinations regarding application approvals.

The Due Diligence Team will consist of the following professionals:

- Bond Counsel
- Financial Review Firm ("Consultant")
- City Attorney or Redevelopment Attorney
- Economic Development Manager
- City Finance Director

### *Eligible Investments*

The activities eligible for urban renewal funding are determined by ORS 457. Eligible activities include:

- Environmental rehabilitation or conservation work,
- real property acquisition,
- demolition, removal, or rehabilitation of buildings and improvements,
- installation, construction, or reconstruction of streets, utilities, and site improvements,
- assisting in the relocation of persons,
- disposition of property acquired in the urban renewal area, and
- undertaking and carrying out neighborhood development programs.

Ineligible activities include all other activities not listed by ORS 457, such as non-capital improvements, temporary improvements, and grants or loans for operating expenses.

### *Eligible Expenditures*

Urban renewal can fund a range of activities, including capital projects and development assistance programs, and typically include:

- utility or infrastructure projects to support new development,
- infrastructure: streets and utilities,



- streetscape improvements and transportation enhancements, including new lighting, trees, sidewalks, pedestrian and bicycle amenities, and intersection improvements,
- catalyst redevelopment projects, such as mixed-use or infill housing developments,
- storefront improvement grants for improvements to existing properties,
- development assistance grants or incentives for specific desired development types,
- parks and plazas,
- clean up of brownfield sites,
- property acquisition to aggregate properties for desired development,
- public buildings, and
- historic preservation projects.

## **PROJECT EVALUATION**

### *Description of Project Score and Structure*

Developers/Investors should provide information on the ownership structure of the main business investor and specific project. Developers/investors should state why TIF funding is needed to make the project successful. It is important for the developers/investors to reveal any plans to “flip” the project to other future owners.

### *Sources and Uses of Funds*

Documentation should be provided detailing how the project will be funded. The applicant shall submit financial information that reveals all sources of financial commitment including a list of investors that have provided 20% or more financial commitment to the project. Include typical sources such as equity, lender financing, mezzanine financing, government financing, other anticipated types of public assistance, excluding the Oregon City Urban Renewal District, and any other types or methods of financing. Describe the sources of equity. Include a term sheet for lender financing, if available.

Summarize the uses of funds. General categories to be identified include acquisition and related site costs, hard construction costs, and a breakdown of soft costs.

Further, the applicant should offer proforma analysis of the project along with financial statements, market and financial feasibility studies, and appraisals. The investor applicant should be prepared to provide the City with information and data that it may require in order to review the need for TIF assistance.

### *Funding Limitations*

TIF Assistance is subject to availability of funds and how much increment will be generated from a proposed project. The County Tax Assessor will determine the level of increment that will be generated by the proposed project. Exactly how much tax increment to be provided to a project is also subject to negotiation and final review and approval of the Urban Renewal Commission.

### *The “But For” Test*

TIF assistance should only be used to trigger projects that would not otherwise occur given prevailing market conditions. Specifically state the amount of TIF assistance that is necessary to make this project possible. Also specify the budget costs that will be funded using TIF assistance. TIF assistance will not be provided to projects that have the financial feasibility to proceed without the benefit of TIF assistance.

Assistance will not be provided solely to broaden an applicant’s profit margin on the project. Prior to consideration of a TIF assistance request, the City will undertake an independent analysis of financials to ensure that the request for assistance is valid.

### *Return On Investment*

The Due Diligence Team will compare and consider any incremental amounts of property tax anticipated to be generated by the project. If there is a clear history of decline in real estate property taxes and property conditions, the value of restoring the tax base and addressing a blighting influence of deteriorating property conditions shall be considered.

## **FORMS OF PROJECT/PROGRAM FINANCING**

### *General Obligations Bond*

Some TIF projects are financed through debt, generated via bond issuance by the Urban Renewal District. Increases in tax revenues that the development itself generates pays back bond debt and not from tax subsidies from other areas of the municipality.

### *Pay-As-You-Go TIF*

In Pay-As-You-Go TIF (or Pay-Go TIF), the developer pays for upfront development cost and is reimbursed for TIF-eligible costs as the increment becomes available (when the tax base increases).

### *Loans*

Funds may be advanced under a loan structure whereby the developer or business pays the Urban Renewal District back on a repayment schedule including principal and interest. The source of loan funding may come from existing cash generated by the Urban Renewal District or from funds raised through the issuance of general obligation bonds.

### *Grants*

Grants may be issued to businesses to fund special projects that enhances the community’s economic viability such as a building façade program, second floor renovation for second floor

residences in the downtown area, and machinery and equipment loans to business to purchase large pieces of equipment used to produce/process material and goods.

### **DISPOSITION AND DEVELOPMENT AGREEMENT**

A Disposition and Development Agreement (DDA) will be created if TIF funds are used, in whole or in part, to fund a developer or business for development project/program costs. The DDA is essentially a contract between the Urban Renewal District and developer or business. It is a mechanism to set the terms and conditions to assist with the development of a project and ensures that the City obtains the type and quality of investment that it expects.

The DDA will dictate whether all, or a percentage of, the incremental tax revenues generated by the new investment will be used to pay for certain authorized project costs with payment made directly to the developer or business or to a vendor. Terms shall be negotiated between the Urban Renewal District and the applicant on a case-by-case basis and will be consistent with programs guidelines and State statute.

The DDA may contain “claw back provisions” if the applicant does not meet compliance standards outlined in this document. This will also include any statements or representations made by the applicant, which have a bearing on the Urban Renewal Commission’s decision to participate in a TIF and at what level.

**DRAFT      DRAFT      DRAFT      DRAFT      DRAFT**

## Oregon City Urban Renewal Study

# Urban Renewal Vision and Goals

**Date** July 7, 2020  
**To** James Graham, City of Oregon City  
**From** Sam Brookham, Leland Consulting Group  
**CC** Andy Parks, GEL Oregon

In order to guide investments towards shared, long-term outcomes, we recommend a vision statement or goals that are:

- Simple and concise in order to be easily understood,
- Long-term and aspirational to encourage major investments and improvements,
- Focused yet flexible enough to accommodate immediate responses to changing conditions and opportunities over the duration of the Plan,
- Consistent with the role of urban renewal, and
- Aligned with the City's broader goals and policies.

Oregon City's URA vision is currently tied to the 2004 Comprehensive Plan, Metro's designation of downtown Oregon City as a Regional Center, and other City documents:

- "A vision for Downtown Oregon City as a Regional Center."
- "Other relevant documents are the Oregon City Waterfront Master Plan (2002) and Oregon City Downtown Community Plan (1999), which will help revitalize the residential aspects of Downtown and the Clackamette Cove area and to implement the Regional Center vision for Downtown."

### Example Vision for Downtown URA:

*Leverage tax increment funding to revitalize Oregon City's downtown to be among the premiere Regional Centers in the Portland Metro Area with quality jobs and development that enhances Oregon City's history and future.*

Included in the remainder of this memorandum are examples of vision statements and goals from several urban renewal agencies in Oregon. LCG and GEL do not consider these perfect examples, but simply provide them to indicate potential directions.

## URAs with Vision Statements

"A vision statement for a company or organization focuses on the potential inherent in the company's future; it is about what they intend to be. While a vision statement might contain references to how the company intends to make that future into a reality, the "how" is really part of a mission statement. The vision statement is a description of the "what," meaning, what the company aspires to be."

Below are three examples from Urban Renewal Agencies that have vision statements.

### Florence

Florence's vision statement focuses on the role of urban renewal in the City's broader economic development objectives and the role and identify of downtown.

"To revitalize the Downtown Area as the primary cultural, tourist, commercial and community core to serve all Florence's citizens and visitors, encouraging continuing growth, development and enhancement consistent with Florence's small-town ambiance and character.

The Florence Urban Renewal Plan consists of activities and actions which help prevent and correct the cause of blight and deterioration in the Florence Urban Renewal Area. Project activities are intended to implement the vision and guiding principles of the Florence Downtown Implementation Plan, while providing incentives to new public and private building investments and facilitating repair of inadequate infrastructure, pedestrian safety, streetscape, and public facilities."

## Madras

Madras has one of the simplest vision statements among the three examples. Goals accompany the vision statement that offer a greater degree of specificity regarding the type of desired project activities and outcomes.

"Madras' position as the hub of River Canyon Country attracts visitors and new residents who appreciate the community's commitment to quality of life. The city's core is a recognizable, vibrant destination with public and private investment in small-scale shops, a mix of restaurants, and cultural amenities that reflect the area's diversity."

Goals:

- "Assist in meeting the City's economic development objectives through rehabilitation of older and historic structures, redevelopment of key sites, improving transportation and utility facilities in the renewal area, assisting with the construction of needed public facilities, and creating public amenities."
- "To promote private development, redevelopment, and rehabilitation within the urban renewal area to help create jobs, tax revenues, and self-sustaining, vital, and vibrant commercial districts."

## Lake Oswego

Lake Oswego's vision statement is relatively complex and wide ranging, focusing on community-based principles and the feel of the district. However, it is flexible by remaining high-level and not discussing specific locations or projects. The vision lacks a discussion of the identity of the District and its role in the City.

**Vision Statement:** "The redevelopment of the East End commercial area of Lake Oswego should meet the needs and desires of the entire city. Redevelopment should create pride in the area, enhance shopping services, utilize the unique physical characteristics of the area, and improve the tax base of the entire city.

Redevelopment should result in a feeling of vitality so that the area becomes an exciting place that attracts the public during both the day and the evening. The area should be made colorful by utilizing landscaping and trees. People will be drawn to the area by a combination of uses, including office, residential and retail, which take advantage of the amenities of the area. Transporting people to and from the area, creating pleasant pedestrian facilities, providing adequate parking, and creating activities that will attract the public are necessary components to redevelopment.

To prepare and implement a redevelopment plan requires advocacy and commitment from both the public and private sectors. Citizens will need to understand what benefits will be received from spending public funds. The public acquisition of parcels of land may be required in some instances. The Plan should take advantage of natural resources unique to the East End, i.e., visual access to the lake, visual access and use of the river, and visual access to Mt. Hood."

## Economic Development for Central Oregon

While it is not a URA, EDCO (Economic Development for Central Oregon) includes a vision statement that is an example in the economic development arena that is succinct and specific yet provides the breadth/depth:

*"Be the premiere small metro and rural living experience in the nation with prosperous communities and quality jobs for Central Oregonians."*

- What: "premiere small metro and rural living experience"
- Where: "in the nation"
- How: "quality jobs for"
- Who: "Central Oregonians"

## URAs with Goals/Purpose

Alternatively, some Urban Renewal Agencies simply have a purpose or list of goals. These can be standalone goals or accompany a vision statement (e.g., Madras).

### Scappoose

The Scappoose Urban Renewal Plan's Goals are as follows:

- "Improve transportation, water, wastewater and storm-water infrastructure to support job growth.
- Promote the emergence of a vibrant town center as a civic and cultural hub for Scappoose that is connected to surrounding neighborhoods and employment areas.
- Encourage redevelopment and infill in the town center.
- Support the growth and retention of local businesses."

These goals are simple, specific yet flexible, and concise, reflecting a clear focus on infrastructure, redevelopment, and local businesses.

### Wilsonville

Wilsonville makes sure its comprehensive plan is referenced upfront and its policies form the URA's goals. It makes a point of calling out the industrial and commercial focus of the plan and highlights the infrastructure priority.

"Consistent with the goals and policies of the Economic Development element of the city's comprehensive plan, the Urban Renewal Agency strives to meet or exceed the following policies:

- The city shall protect existing and planned industrial and commercial lands from incompatible land uses and will attempt to minimize deterrents to desired industrial and commercial development.
- The city's public facilities and transportation and capital improvements plan, priorities will be established to ensure adequate public facilities are available to support desired industrial and commercial development. A high priority shall be given to improvements to storm drainage, traffic circulation, and safety.
- To ensure overall economic stability the city will attempt to coordinate its policies with those of Clackamas and Washington county's overall economic development plan (OEDP)."

### Forest Grove

Forest Grove includes four simple statements under its purpose, allowing for maximum flexibility. However, in doing so, the URA fails to offer an identity for the District. Instead, this is communicated via the City's other planning documents, e.g., the Comprehensive Plan.

"The City of Forest Grove Urban Renewal Plan has been prepared to establish an Urban Renewal program within the City. The primary purpose of the Plan is to:

- Further eliminate blight and blighting influences,

- Improve the utilization of land within the Urban Renewal Area,
- Encourage private investment and job creation and,
- Increase the taxable value of property within the City benefitting all overlapping taxing districts.”

## Woodburn

The Woodburn Urban Renewal Plan states the following overall renewal goals:

- “Public improvements
- Redevelopment through new construction
- Preservation, rehabilitation, development and redevelopment
- Property acquisition and disposition
- Plan administration”

The Core Values, which might be considered similar to a vision statement, created by the Urban Renewal Agency are as follows:

- “Ensure positive return on investment
- Cultivate resources and investment in underutilized or blighted areas
- Job creation
- Economic vitality
- Establish downtown as a destination
- Historic preservation and cultural interpretation”





# CITY OF OREGON CITY

## Staff Report

625 Center Street  
Oregon City, OR 97045  
503-657-0891

**To:** Urban Renewal Commission  
**From:** City Manager Tony Konkol

**Agenda Date:** 07/21/2021

### **SUBJECT:**

Vision Statement Development Resources

### **STAFF RECOMMENDATION:**

The attached documents are informational and for review at your convenience in preparation for developing a Vision Statement during a future retreat.

### **EXECUTIVE SUMMARY:**

The attached documents, Oregon City Futures, A Strategy for Economic Development (October,2004); Oregon Futures, Progress Report & Recommendations (2006); and Oregon City Economic Development Strategy, Interim Assessment are provided as reference materials to aid in discussion regarding the development of a vision statement for the Urban Renewal District.

### **BACKGROUND:**

As reference materials, staff is providing the following documents to the Urban Renewal Commission as it continues with the work of developing a vision statement for the Urban Renewal District:

- Oregon City Futures, A Strategy for Economic Development (October,2004)
- Oregon City Futures, Progress Report & Recommendations (2006)
- Oregon City Economic Development Strategy, Interim Assessment

### **OPTIONS:**

1. No action required.



# OREGON CITY FUTURES

## A Strategy for Economic Development

### *Phase I: Summary and Recommendations*

October 2004

Prepared for:

City of Oregon City



Prepared by:



LELAND CONSULTING GROUP



STASTNYBRUN ARCHITECTS, INC.

With participation from:

## Oregon City, City Commission

Mayor Alice Norris  
City Commissioner Tom Lemons,  
Commission President 2004  
City Commissioner Bob Bailey  
City Commissioner Gary Hewitt  
City Commissioner Doug Neeley

## Oregon City Planning Commission

Linda Carter, Chair (2004)  
Daniel LaJoie, Vice Chair (2004)  
Lynda Orzen, Commissioner  
Renate Mengelberg, Commissioner  
Tim Powell, Commissioner

## Oregon City Senior Staff

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13 September 2004

Mayor Alice Norris  
CITY OF OREGON CITY  
320 Warner Milne Road  
Oregon City, Oregon 97045

**Subject: Revitalizing Oregon City  
Strategy for Economic Development  
Phase I Summary and Recommendations**

Dear Mayor Norris:

On behalf of Leland Consulting Group, Real Estate Strategists, and StastnyBrun Inc., Architects and Urban Designers, we are pleased to transmit this Phase I report to the Oregon City Commission.

This Phase I summary describes a strategy to assist Oregon City in implementing its Metro 2040 designation as one of seven vital Regional Centers in the Portland Metropolitan Area. As such, Oregon City is intended, by this strategy, to evolve to serve as a satellite city within the region and to provide a range of activities, goods, services, and other urban attributes desired and needed by the citizens of Oregon City and the surrounding communities and incorporated cities. That is the intent of a regional center.

As we discussed at the beginning of this effort, this is a process. Phase I recommends the direction, as well as the expansion of what Oregon City has historically considered to be its downtown. By this strategy, the central core of Oregon City will be significantly enlarged to include other districts, which is necessary to ultimately fulfill Oregon City's Regional Center responsibilities.

Thank you for this opportunity to serve Oregon City.

Sincerely,

**LELAND CONSULTING GROUP**

David C. Leland, CRE  
Managing Director

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|    |                                                          |
|----|----------------------------------------------------------|
| 1  | Introduction                                             |
| 2  | Developing into a Regional Center                        |
| 4  | Developing into a Regional Center:<br>Guiding Principles |
| 8  | The Regional Center                                      |
| 14 | Local-Serving Districts                                  |
| 18 | Implementation Strategy                                  |
| 21 | Next Steps                                               |
|    | Appendix                                                 |
| A  | Presentation to City Commission:<br>19 May 2004          |
| B  | Land Use Matrix                                          |
| C  | Presentation to City Commission:<br>15 September 2004    |

In March 2004, the Oregon City Commission retained Leland Consulting Group (LCG), Real Estate Strategists, supported by StastnyBrun Architects, Inc. (SBA) to prepare a strategy to guide development and redevelopment of key opportunity areas in Oregon City. The purpose of the assignment was to examine the past, present, and potential future of Oregon City with an emphasis on economic development.

In order to develop a strategy, understand the specific needs of Oregon City, leverage urban renewal and other public financing and projects to encourage private investment, LCG and SBA engaged the City in a strategic and conceptual planning effort. With the overarching goal of capitalizing on Oregon City's Regional Center designation and recasting the downtown in a new paradigm, the team has already completed the first steps in this strategic planning process. These steps included:

- Reviewing past plans and strategies, developing an initial strategy, conducting some physical planning, and drafting economic revitalization ideas.
- Presenting the City Commission with an analysis of Oregon City and its relationship within the region and to Metro's 2040 Growth Concept today and in the future.
- Identifying the Regional Center boundaries and key districts.
- Defining the different parts of the City, how they have functioned historically, and their potential roles in the future.
- Identifying areas key to revitalization and developing design concepts for those areas.
- Crafting principles for implementation and identifying actions items.

This report provides a summary of these tasks, the principles and actions that Oregon City should pursue, and the topics and conclusions that have been discussed thus far. It concludes with a series of next steps and recommendations toward implementation of the Regional Center in Oregon City.



*Oregon City – Willamette Riverfront*

### **Oregon City's Economic Development Goals**

- Increase the community's assessed value
- Increase the diversification of businesses and industries
- Increase number and quality of jobs
- Develop sound businesses with staying power
- Enhance the appeal and attractiveness of community
- Provide an environment for strong business and industrial growth
- Leverage urban renewal and public dollars to maximize the total investment and development effort
- Create tax increment with each investment or create an environment in which private investment will follow public investment (urban renewal)



This report describes a strategy to transform Oregon City into a true Regional Center. This transformation represents the implementation of its designated role in Metro's Region 2040 Growth Concept.

The term Regional Center, as used in this report, refers to a designation in the Region 2040 Growth Concept that describes a concentration of activity and investment that serves an area of several cities. Oregon City is one of seven Regional Centers designated in the 2040 Growth Concept, which covers the entire tri-county area of Clackamas, Multnomah, and Washington counties.

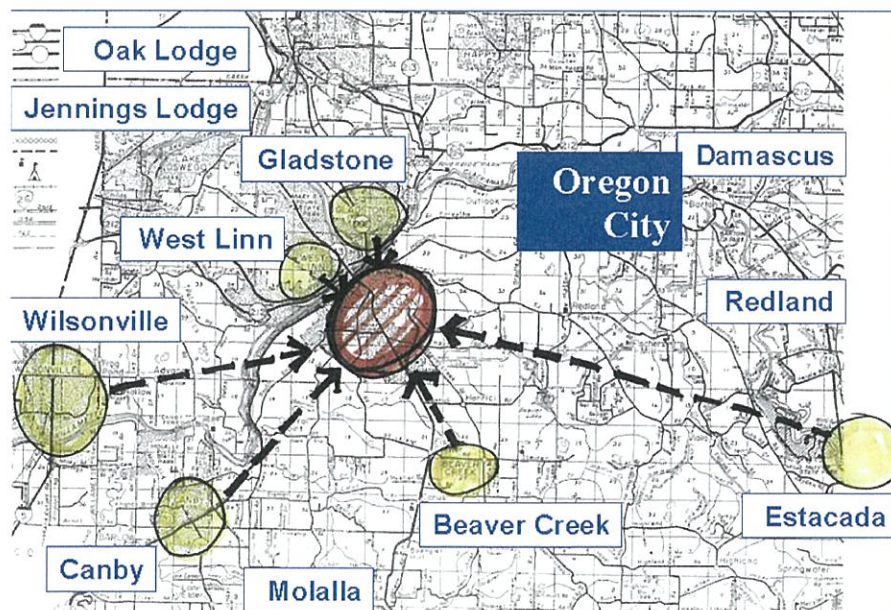
## Defining the Regional Center

There is a difference between the City of Oregon City and the Oregon City Regional Center. Oregon City is a functioning municipality and will continue to function as one; however, a portion of Oregon City, as part of this strategy, is being designated as the Regional Center. Metro's Region 2040 Growth Concept did not specifically describe the boundaries of any of

the seven Regional Centers. This strategy is the first step to giving the Oregon City Regional Center a specific geographic focus. A number of smaller districts comprise the Oregon City Regional Center, including the Blue Heron site at the southernmost end, Historic Old Town, the landfill area, Clackamette Cove, the Oregon City Shopping Center, and the Waterfront.

## Center as Satellite Hub

The Regional Center, as it evolves over time, effectively becomes the hub to its surrounding satellite communities. As the hub, it serves as a center for other nearby municipalities. West Linn, Gladstone, Wilsonville, Canby, Estacada, Molalla, Damascus, Redland, Beaver Creek, Oak Lodge, and Jennings Lodge, among others, will be able to access the Oregon City Regional Center for goods and services that are not available in their individual smaller communities.



*Oregon City as a Regional Center satellite city, serving other local communities*



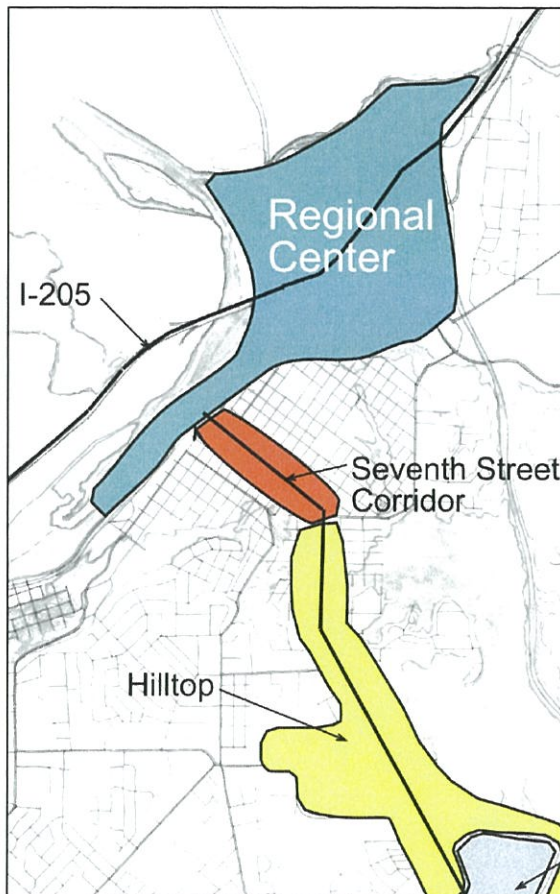
In addition to the Regional Center and its component districts, this strategy describes several smaller, local-serving districts throughout Oregon City. While not necessarily regional serving, they are important urban elements that help to define the existing and future character of Oregon City.

These local districts include the Seventh Street Corridor, which links the Regional Center to the Hilltop. In turn, the Hilltop is a type of center in its own right. The terminology for urban places in the Region 2040 Growth Concept is somewhat limiting because there are not

enough distinct definitions of various types of centers. Hilltop is not a full Town Center in Metro's Region 2040 sense, but is more of a smaller Village Center. Metro is currently examining the nomenclature for various types of urban forms and is expected to identify other types of centers in the near future. This report will also describe the College, Industrial, and Seventh Street Corridor districts.

The Urban Land Institute defines Place Making as:

*"The process of identifying and revitalizing underutilized public and private spaces that result in the fundamental transformation of community."*



Oregon City, showing the Regional Center boundaries below the bluff, Main Street linking to the Hilltop and other local districts

## Hierarchy of Oregon City Districts

The Regional Center is not a district unto itself, but is rather a collection of districts that, when combined, function as a Regional Center. Each district, however, maintains its distinct character and authentic sense of place. Thus, Oregon City is comprised of many, many districts – a specific group of which has been designated as the Regional Center.

The report will focus first on the Regional Center strategy, since this area holds the most potential for transforming the city into a regional destination. Following the Regional Center discussion will be a series of smaller strategies to guide development of the local-serving districts.



# Developing a Regional Center: Guiding Principles

Any attempt at large-scale revitalization begins with a strong set of guiding principles. While revitalization typically occurs as a set of individual real estate transactions, planning should always begin at a higher, strategic level. In this context, a retail project at the Regional Center location may be a single transaction, or possibly a series of transactions. When looking at a broader scale, though, these projects will be part of an expanded Oregon City revitalization effort. Therefore, it is important for a larger revitalization strategy to guide what happens at this important location. By studying and understanding the existing character and function of districts in Oregon City, we can better identify the role and purpose of specific opportunity sites in the city, particularly in the designated Regional Center.

In 2002, Leland Consulting Group led an effort to prepare implementation principles for Metro to support achievement of Centers designated in the Region 2040 Growth Concept. Metro had realized that they were not seeing the level of investment in Centers that they had originally anticipated and looked to Leland Consulting Group to help understand why and what they could do about it. The resulting report, *Ten Principles for Achieving Region 2040 Centers*,

provides tools and strategies for increasing the level of private investment in centers. The application of these principles to Oregon City establishes the foundation of this strategy and guides the transformation toward a Regional Center.

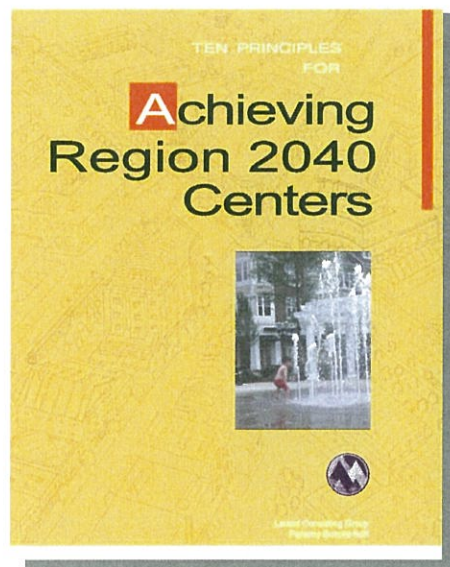
## Ten Principles for Achieving Metro 2040 Centers

The guiding principles are:

- 1 *Centers Are Not Created Equal*
- 2 *Understand Market Impact*
- 3 *Private Investment Follows Public Commitment*
- 4 *Reward Leadership*
- 5 *Build Communities, not Projects*
- 6 *Remove Barriers*
- 7 *Public Sector as Coach*
- 8 *Balance the Automobile*
- 9 *Celebrate Success*
- 10 *Take the Long View*

Physical plans often get drawn too quickly and too specifically, with no strategic thought of the larger vision of an area. Decision-makers don't emotionally "own" the project. Or, plans are taken too far and restrain potential developers. It is difficult to walk the fine line of allowing enough flexibility for development while ensuring the highest and best use for an area. Looking at the overall form of Oregon City, dividing it into districts with pulse points, and then discussing appropriate uses leads to a thoughtful strategy for development of the Regional Center and other districts in Oregon City.

Applying these principles reveals that Oregon City is a complex urban form made of distinct districts and separate nodes of activity (pulse points). Because of this complexity, the strategy addresses not only the overall city, but also the smaller districts that comprise the community.





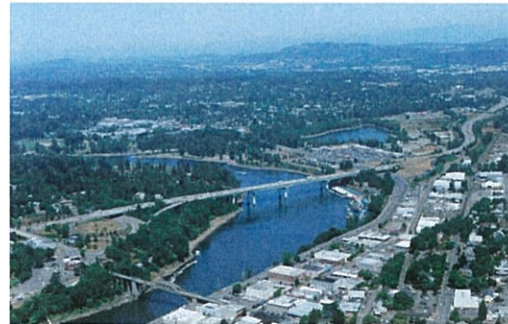
The Oregon City strategy recognizes that the unique geography and elevation changes are defining elements of Oregon City's character. The Willamette River, the bluff, and the Clackamas River frame the municipality geographically with physical elements that can be both barriers and amenities. These elements are both opportunities and constraints in regard to connections between Oregon City's various districts. These land features also create two distinct concentrations of activity within Oregon City - 1) the area around and adjacent to Historic Old Town and the landfill site (Regional Center) and 2) the area on the hill centered at Molalla Avenue and Warner Milne Road (Hilltop).

## Districts and Pulse Points

In addition to the many districts of the Regional Center and Hilltop, three other districts provide services and activities focused toward Oregon City proper. These are the Seventh Street Corridor, College, and Industrial Districts.

Within each district, "pulse points" have been identified to connect and spur new investment. These are strategic locations for investment within the Regional Center and along the Seventh Street Corridor that link the districts to one another and other areas in Oregon City. Generally, pulse points are found at important crossroads or intersecting streets that work as gateways to feed traffic in and out of the corridor.

Thus, Oregon City is comprised of many districts, some of which are in the designated Regional Center. Further, each of these districts, whether or not they are in the Regional Center, may have one or more pulse points of activity. Focusing investment at pulse points will strengthen those key areas first, allowing for interconnecting stretches to infill with investment over time. The districts and their pulse points are illustrated on the following page.



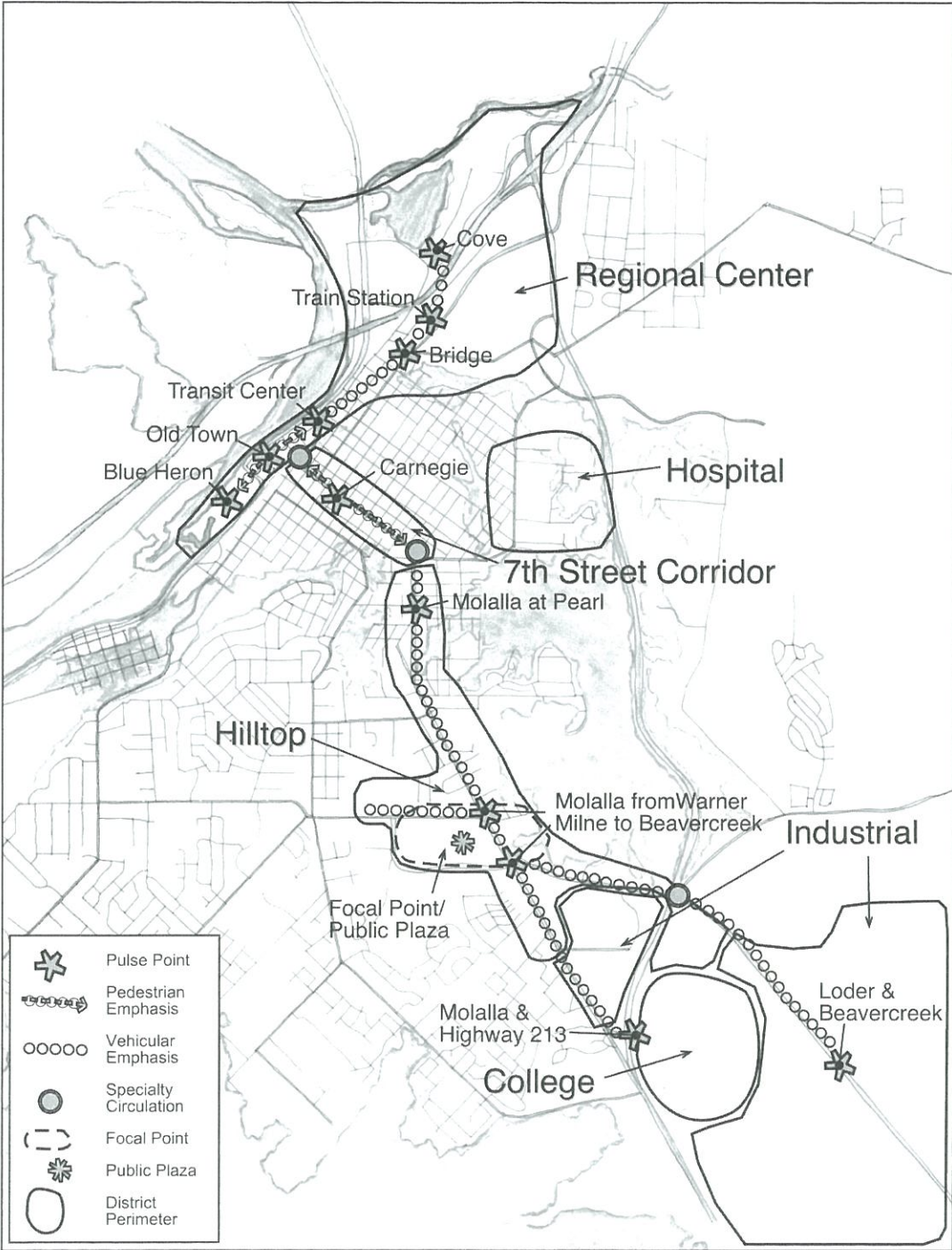
*Looking from above at the Regional Center. The Willamette River and the Bluff provide natural boundaries for the districts.*



*View from the Bluff of the Blue Heron site, Willamette River and the Oregon City Falls.*



*Historic Old Town, looking towards the Bluff. The natural geography confines Old Town to a small area of about two blocks wide by 11 blocks long.*



Leland Consulting Group

StastnyBrun Architects, Inc.

Designated Oregon City Districts and their corresponding pulse points



## Land Use Matrix

Community input to support the designation of these districts and pulse points was gathered through a land use survey and matrix. Experience shows that people intuitively know what works and what doesn't in their own community. Therefore, City leaders and senior staff were surveyed to inform the process and facilitate thinking about the possibilities that exist in each area.

The matrix is useful not only in revealing uses and project types that might be applicable for each district in the regional and local centers, but also to spur thinking within the local community regarding possibilities of actual projects and opportunities that may already exist. Merely seeing a list of all the possible project types for an area can stimulate action in and of itself. A sense of local community ownership of the Regional Center is critical to economic development in the district. Once an understanding of what the community wants is reached, the implications can be studied for implementation.

## Land Use Matrix Findings

The survey reveals that the following are highly desirable uses for the Regional Center area and its districts such as the Waterfront, Clackamette Cove, the Landfill site, Historic Old Town, and the Blue Heron site:

- Housing: condominium and loft style
- Institutional / Joint Development: cultural, civic, performing arts facilities, and transit / station area development
- Tourism / Resort / Recreational: hotels, convention or conference facilities, urban parks (public plaza, water feature, etc.)
- Retail / Commercial: regional serving and specialty retail
- Mixed development: transit-oriented development

The full survey results are included in the Appendix.

| Urban Land Uses                   | Districts       |            |                  |                            |          |                         |                             |                 |              |         |
|-----------------------------------|-----------------|------------|------------------|----------------------------|----------|-------------------------|-----------------------------|-----------------|--------------|---------|
|                                   | Regional Center | Waterfront | Clackamette Cove | Landfill Site / N. Gateway | Old Town | Blue Heron / S. Gateway | Clackamas Community College | Industrial Area | Local Center | Hilltop |
| Housing                           |                 |            |                  |                            |          |                         |                             |                 |              |         |
| Single-Family Detached            | 1.3             | 1.0        | 1.8              | 1.8                        | 1.3      | 1.8                     | 1.3                         | 4.9             | 4.2          | 2.4     |
| Single-Family Attached            | 1.3             | 1.8        | 1.7              | 2.1                        | 1.8      | 1.8                     | 1.8                         | 4.9             | 4.4          | 3.7     |
| Garden Apartments                 | 2.4             | 4.1        | 2.4              | 2.9                        | 3.8      | 3.3                     | 2.3                         | 5.0             | 5.5          | 4.5     |
| Mid-Rise, High Density Apartments | 2.1             | 4.7        | 3.8              | 4.2                        | 5.8      | 5.8                     | 2.8                         | 2.9             | 4.8          | 3.4     |
| Condominiums                      | 3.1             | 8.6        | 3.9              | 8.6                        | 7.8      | 5.2                     | 2.2                         | 4.3             | 4.8          | 4.2     |
| Row Houses                        | 1.2             | 3.7        | 3.3              | 3.3                        | 3.0      | 4.3                     | 2.8                         | 4.8             | 4.3          | 4.1     |
| Loft Housing                      | 2.8             | 4.9        | 3.3              | 7.0                        | 6.0      | 3.8                     | 2.1                         | 3.8             | 3.5          | 4.4     |
| Senior Housing                    | 2.2             | 3.7        | 2.2              | 4.2                        | 3.8      | 3.8                     | 1.8                         | 4.0             | 6.3          | 4.2     |
| Low-income Housing                | 1.0             | 1.2        | 2.0              | 2.3                        | 2.0      | 3.1                     | 2.4                         | 3.3             | 4.1          | 3.3     |
| Mobile Home Parks                 | 1.0             | 1.0        | 1.3              | 0.9                        | 0.9      | 1.2                     | 2.3                         | 1.0             | 1.1          | 1.1     |
| Mixed-Use (Housing)               | 2.6             | 4.1        | 4.0              | 5.4                        | 4.8      | 2.8                     | 3.1                         | 4.0             | 4.7          | 5.5     |

Example of the Land Use Matrix

Highly desirable uses for the other locally serving districts in the city such as the Hilltop Area, or the Seventh Street Corridor include:

- Mid-rise office, medical and dental offices
- A civic center complementing the county offices in the Hilltop Area
- Neighborhood and specialty retail
- Community center
- Mixed-use development, such as housing and retail or retail and office uses
- Senior housing adjacent to the hospital

In the designated Industrial area, highly desirable uses include:

- Industrial parks
- Light industrial uses
- Technology parks
- Corporate or office parks

Similarly, highly desirable uses for Clackamas Community College were limited to primarily educational uses, with some emphasis on community and local retail to complement that district.

The patterns from the matrix echo the vision of Oregon City as a new Regional Center. This analysis does not necessarily guarantee that every use identified will develop in the designated districts. Site, environmental, and economic factors all play a role to the feasibility of project types.

The Regional Center is the nucleus of activity for Oregon City and its surrounding communities. The Regional Center will build on the community identity of what Oregon City is today, but also expand it to serve the sub-region. It is intended to be the densest commercial and residential area in the city and sub-region, providing business and employment opportunities, recreation and tourism, and regional connectivity through multiple transportation options. The Regional Center is not a single, monolithic district. Instead, it is comprised of many smaller districts including Historic Old Town, Clackamette Cove, Blue Heron, the Waterfront, the Oregon City Shopping Center, and the landfill site. It will be the major employment, entertainment, cultural, and retail center of Oregon City's greater metropolitan area drawing people from smaller satellite communities.

## Regional Center Elements

Building on the cultural and historic tourism that serves as attractors for the Regional Center, the area should also house such uses as a public gathering space, a performing arts facility, hotels, retail, and government and civic facilities such as a new library and community center.

As Oregon City's main employment center, the Regional Center would have not only an intensity of office uses, but also a variety of residential options to serve the employment base. There would be a mix of executive and affordable housing. The combination of uses enlivens the area day and night, creating a vibrant, active



Potential public plaza serving civic, office, hospitality, or retail uses

urban community.



Historic Old Town today, looking towards West Linn

The Regional Center will include:

- Pedestrian friendly mixed uses
- Retail uses that are a regional draw and serve surrounding communities
- High density housing at a variety of price points, from luxury to affordable
- Government/civic center
- Performing arts facility
- Museum, learning center
- Gathering space – plaza
- Cultural and historic tourism – Old Town
- Regional and multi-modal transit hub
- Employment center – live/work
- Entertainment, recreation, and hotels uses
- Multi-grid street network, both pedestrian and vehicle friendly
- Enhanced connection to the riverfront – greenway development
- Anchor sites, such as Blue Heron, Clackamette Cove, and the Landfill
- Linkages to other districts in Oregon City



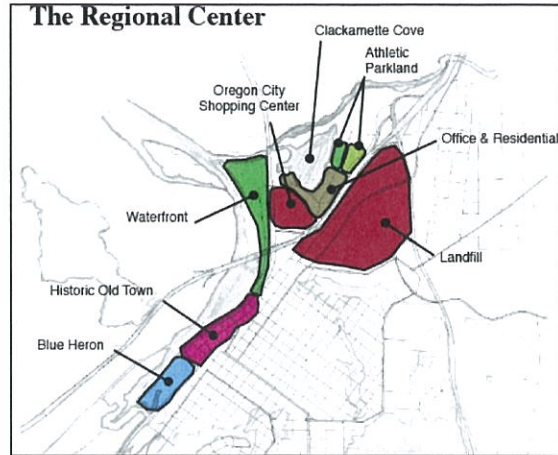
## Districts of the Regional Center

As with any type of center, the Regional Center is made up of multiple districts that include historic, civic, residential, commercial, retail, and open space components. In developing the strategy for the Regional Center, it is important to understand the various sub-districts of Oregon City's Regional Center and the appropriate functions and land uses of each.

District boundaries and particular pulse points within each district may change or develop further during Phase II of the implementation strategy as the districts are studied in detail and opportunity sites are identified for each.

### Historic Old Town District

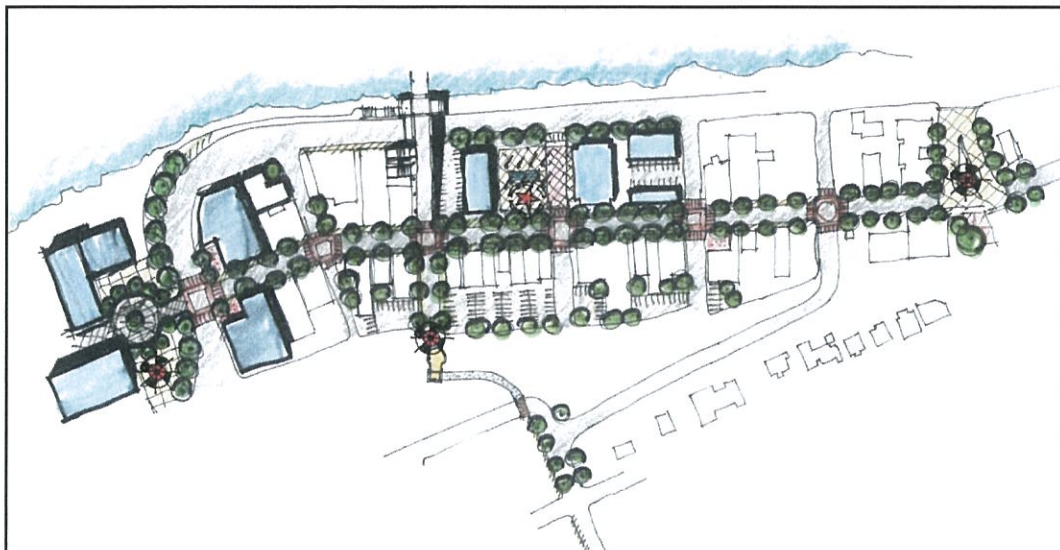
While previous planning has focused on Oregon City's historic downtown as the "regional center," it is, in fact, far too small to serve such an important regional role. This is not to say that Historic Old Town is unimportant or not a part of the Regional Center. Instead, it plays a key role in providing historic character, small storefronts, opportunities for loft housing, and places for small businesses and independent retailers. It has a unique sense of place due to its



*The Many Districts of the Regional Center*

history and geographic location, unlike anywhere else in Oregon. With improved physical and symbolic connections to the rest of the Regional Center, the Historic District will be a key amenity for residents, employees, and visitors alike. High-density housing is a good example of an appropriate link to the North Anchor District.

*Blue Heron, Old Town, and Transit Center  
Pulse Points within the Regional Center*





Specific components of Historic Old Town include:

- Retain historic character and flavor of Oregon City's roots
- Small scale, historic buildings
- Boutique retail and tourist activities
- Fine street network
- Pedestrian friendly
- Connection to Waterfront
- Anchor both ends with high density housing
- Links to the Bluff and Seventh Street Corridor, South Anchor (Blue Heron site), and North Anchor (Landfill site)



*Historic Old Town will retain its distinctive character from its long heritage and history*

## South Anchor (Blue Heron site) District

The Blue Heron site provides the ideal anchor for the southern end of the Regional Center districts. Unique in both setting and architectural style, it has a texture from its use as a paper mill that would create an industrial feel within this new mixed-use district. High-density, high-end housing would overlook West Linn, Willamette Falls, and the Willamette River. Other uses would include boutique and local retail and services for the waterfront and residents, restaurants, and a small grocery store.



*Loft-style housing in mixed-use building*

The character of South Anchor would be of renovated warehouses. There would be mixed-use condominium or loft housing with retail and hospitality below, the form using or reusing some of the original mill buildings quality to retain the historic sense of place of the district.

Specific components of South Anchor include:

- Retain historic character and flavor of original mill
- High density loft and condominium housing on the water
- Mixed-use housing and retail
- Capitalize on views of falls and river
- Specialty and local serving retail
- Connection to Waterfront
- Link to Historic Old Town



*Housing, retail, and live/work on the river will take advantage of views, air and light*

## North Anchor (Landfill site) District

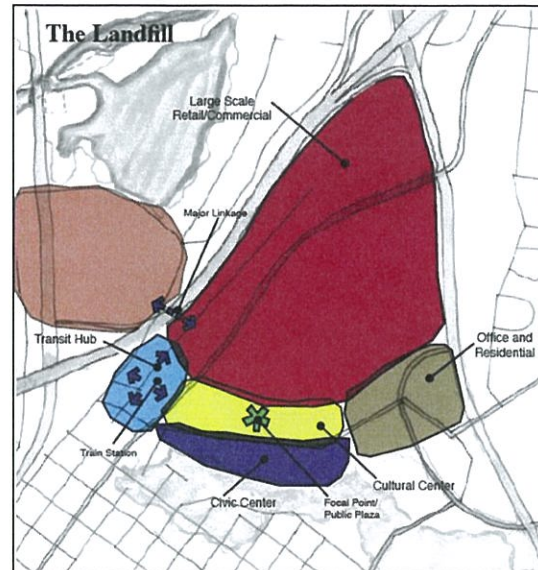
Bounded by Interstate 205, Highway 213, and Highway 99E, the Landfill site serves as the North Anchor for the Regional Center. With over 100 contiguous acres, the Landfill and adjacent land provides a prime opportunity for regional scale development. The Landfill and the parcels adjacent to it are envisioned as the most dense and highly used district in the Regional Center. This area should not only contain regional retail uses, but it should also be the center of civic life in Oregon City. Building on the End of the Oregon Trail Museum, this location should also have additional museum, government, and library or community space.

Its superior access and opportunity make the landfill site ideally suited to accommodate a large employment base and complementary mixed-use. It might be thought of as a village within the Regional Center itself. The mix of uses would include a full range that make up a vital, functioning, vibrant and authentic place, one with civic, cultural, employment, retail, and housing uses, as well as urban outdoor space. Mixed-uses may be vertical or horizontal in form.

A network of both vehicular and pedestrian friendly streets would encourage walking and other alternative forms of transportation. This site would link to Clackamette Cove, Oregon City Shopping Center, and Old Town, with linkages to the Seventh Street Corridor and Hilltop local districts via Washington Street.



Activate public outdoor space with a fountain and spaces to gather



Diagrammatic sketch of North Anchor, with a horizontal mix of uses illustrated

Specific components of the North Anchor District include:

- Cultural uses – End of the Oregon Trail Museum, other museums
- Civic uses – Library, Community Center
- Residential mixed-use with retail or office
- Regional services and amenities
- Office, other employment
- Entertainment – movie theater, Performing Arts Center
- Public Open Space – Urban Plaza, fountain, gathering space
- Pedestrian-friendly
- Network of streets
- Linkages to Old Town, Oregon City Shopping Center, and Clackamette Cove



## Clackamette Cove District

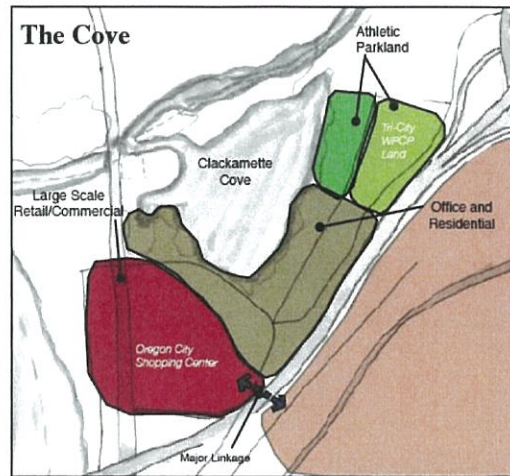
Providing an essential link to West Linn and other close-in community residents, Clackamette Cove should develop as the main employment base of the Regional Center with mid-rise office and possibly even executive housing. Park-like open space could be used to provide both a buffer between the employment and housing uses and the sewage treatment facility to the north of the Cove, serving as recreational space, adding a valuable amenity to the surrounding components.

The goal is to strike a balance between a successful urban form and extension of the Regional Center and the quiet experience of natural space and recreation area. Clackamette Cove, like the other areas of the Regional Center, will evolve to become a 24-7 use district, not only a recreational day-use area. A significant amount of "getting ready" time will be spent determining the right balance of green space and development in this important area of the Regional Center.

Links to other districts in the Regional Center include the Oregon City Shopping Center, Historic Old Town, and North Anchor (Landfill site).

Specific components of the Clackamette Cove District include:

- Offices, other employment
- Executive Housing
- Amenities of water, views
- Public urban open space
- Public park and recreation space as buffer
- Linkages to Oregon City Shopping Center, Waterfront, and the North Anchor site



Diagrammatic sketch of Clackamette Cove mix of uses



Desirable office and housing space with amenities of water and natural light, and public open space

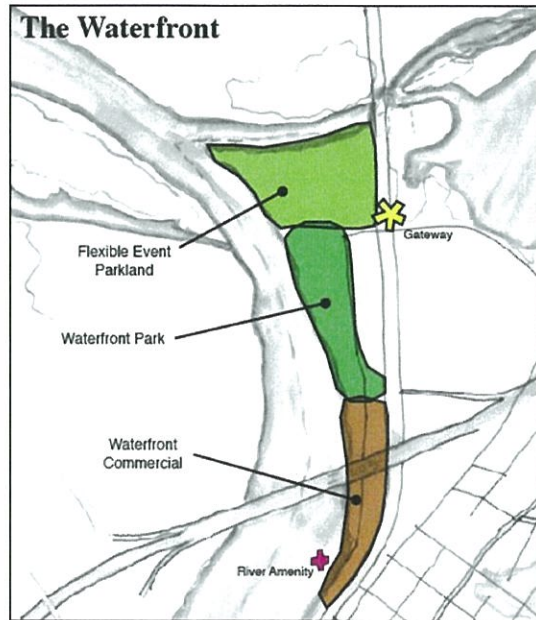


Office building on the water

## Waterfront District

The Waterfront plays a key role in the development of the Regional Center. It is, along with the Oregon City Shopping Center, the western gateway in to Oregon City. The direct connection to the river creates a unique opportunity to bolster Oregon City's tourism and recreation industries. This area would serve as an entertainment and recreation core, including activities on and off the river.

Riverboat cruises and a marina would allow access to the water, while a waterfront promenade or park would take advantage of river views and provide festival and event space. Hotels, restaurants, and other waterfront services and retailers would provide a buffer from Highway 99E and provide a link to the Oregon City Shopping Center and the rest of the Regional Center beyond.



Diagrammatic sketch of the Waterfront mix of uses



Captivating waterfront public open space and marina

Specific components of the Waterfront District include:

- Western gateway to Oregon City
- Hospitality, hotels, restaurants
- Entertainment
- Greenway for pedestrians and bicycles
- Recreation, outdoor space for events
- Marina
- River cruise dock
- Linkages to Historic Old Town, South Anchor (the Blue Heron site), and Oregon City Shopping Center



## Oregon City Shopping Center District

Because of its optimal location within the Regional Center, the shopping center is a gateway to the waterfront and other parts of Oregon City. Redevelopment over time should improve the street network and pedestrian experience, as well as providing strong visual and vehicular connection to Clackamette Cove. The area should be in-filled with a mix of uses that includes employment, office, supporting retail, and housing with views to the Cove and river.

Specific components of the Oregon City Shopping Center district include:

- Pedestrian-friendly retail
- Mixed-use office and retail
- Public urban open space
- Fine network of streets
- Links to the Waterfront, Clackamette Cove, and North Anchor (the Landfill site)



*A network of streets for convenient parking and pedestrian safety*



*Public open space, mixed-use buildings with office above retail shops*

## Hospital District

The Hospital District is a special place. It has a regional draw, being the only major hospital in the sub-region, but it is geographically in a local serving location, the only way to get there currently is to go through residential neighborhoods. The District will continue to grow in a medical capacity. Complementary services would include workforce and senior housing, extended stay facilities, and neighborhood retail and services that are related to a medical community, such as a flower shop, dry cleaner, small grocery, cafes, and a card and book shop.

Specific components of the Hospital district include:

- Medical facilities and offices
- Senior, assisted living, and workforce housing
- Pedestrian-friendly streets
- Variety of transportation options, such as bus, auto, or pedestrian
- Variety of transportation routes to better serve regional and local residents
- Neighborhood services and retail

Outside the Regional Center, Oregon City has many other important districts that serve a more local population base. These areas, largely located geographically above the Regional Center, are described below.

## Seventh Street Corridor

The Seventh Street Corridor District encompasses the blocks on both sides of Seventh Street between Division and High Streets. As a traditional "main street," the area should be of a comfortable scale for pedestrians, limiting buildings to no more than two or three stories in height. The district would be mainly comprised of residential uses mixed with small and local commercial uses. Seventh Street links the neighborhoods on either side and would be activated through uses such as boutiques, small professional offices, galleries, and upscale services complemented by streetscape furniture and improvements. Tourist activity from Old Town and the Regional Center will filter up to Seventh Street, creating a unique shopping and historic area.

Specific components of the Main Street District include:

- "Main Street" sense of place
- Residential mixed-use
- Neighborhood services and amenities – bakery, coffee shop, music/video store, card shop, cafes
- Boutique shops and salons
- Cultural uses – galleries, small theater
- Pedestrian-friendly
- Limited to two to three stories
- Provides link to the Bluff, Old Town, and North Anchor



*Pedestrian Scale and Street Improvements*

*Main Street & Carnegie Pulse Point*

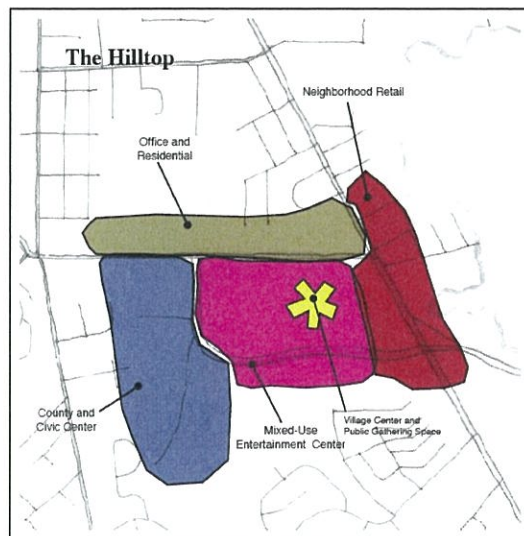


## Hilltop

The Hilltop District, including Red Soils, is the focal point for the local Oregon City community. The area should boast a mix of uses including residential, cultural, civic, and office components. The area is ideal for dense office use and high or medium density housing. To support the residents and employees of the district and adjacent inner neighborhoods, the area should also cultivate neighborhood services and entertainment such as grocers, dry cleaners, restaurants, and a small movie theater. Civic and governmental uses could create a draw to the area, which could be further activated by a public gathering space or plaza that provides a center as well as linking the functions of the entire district.

Characteristics of the Hilltop District include:

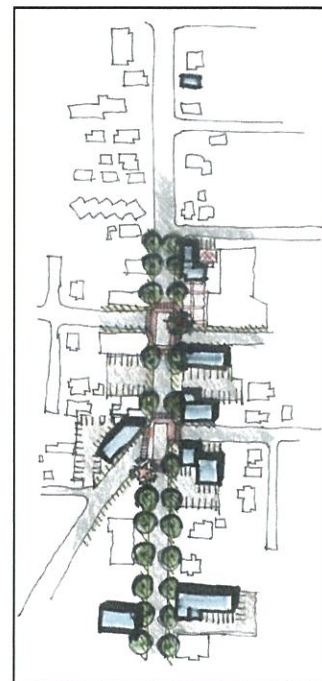
- Local focal point for Oregon City community
- Civic center – County offices, City Hall
- Complementary mix of uses
- Entertainment – movies
- Neighborhood retail – emphasis on locally owned businesses
- Gym, grocery, dry cleaners, restaurants, cafes, hardware store, video store, specialty foods and grocery
- Dense office use and supporting retail – printing/copy shop
- Multifamily and/or medium density housing
- Public gathering space – urban park or plaza
- Library, City Hall, City offices



Diagrammatic sketch of the Hilltop District



Village Center and Public Gathering Space



Molalla Avenue & Pearl Street  
Pulse Point

## College

The College District is located between Highway 213 and Beaver Creek Road and is directly adjacent to the Industrial District. This area includes both the Clackamas Community College and Oregon City High School, and has a distinct campus feel. The land uses in this area would continue to be educational or vocational in nature, paying particular attention to providing multi-generational learning facilities and use to accommodate the aging population. Supporting retail and services would be included. Businesses such as restaurants, bookstores, and copy shops could also provide services to the nearby Industrial District. Characteristics of the College District include:

- Education/vocational uses
- Campus feel
- Multi-generational series of uses
- Supporting amenities/retail – bookstore, restaurants
- Use retail to link to Industrial district
- Recreation facilities



Molalla Avenue & Highway 213 Pulse Point

## Industrial

The Industrial District encompasses the land east of Beaver Creek Road between Thayer and South Henrici Roads. As a potential employment center for the area, the land uses are mainly light industrial and supporting office facilities. This area offers large, open tracts of land suited for development of manufacturing and distribution facilities. The large scale of these buildings gives the district an auto, rather than pedestrian, orientation. Commercial uses would be limited to smaller service businesses that directly support the employment base in the area. Characteristics of the Industrial District include:

- Employment center
- Light industrial
- Office
- Start-up/Incubator business
- Auto-oriented uses: retail, other supporting services
- Large tilt up construction building type



To implement the Regional Center and associated Districts, Oregon City should take a proactive stance toward the future, build a network within the sub-region, including partnering with other municipalities and the private sector, and provide services to the greater community. Prior to identifying specific action items to guide the City, a set of guiding principles must be established to set the tone for implementation and to serve as a “test” against which each action item can be judged for consistency with the vision. The following principles are based on an implementation model developed by Leland Consulting Group and customized for Oregon City.

## The Regional Center Strategy

### 1 Make a Great Plan

*A Great Plan is always the first step to the successful transformation of a community. A Great Plan is more than a physical plan. It is a comprehensive plan that will recognize many projects – potential and existing – involve many stakeholders and mobilize them with a motivating vision that captures their imagination. A Great Plan...*

- Combines market potential with community vision;
- Goes far beyond patching problems or reacting to specific issues;
- Presents a strong enough vision to motivate and enliven people to take action;
- Builds a stronger sense of community and pride in Oregon City; and
- Creates physical and mental connections of the various districts.

### 2 Many, many Projects

*The success of the Great Plan cannot hinge on a single major project. Putting all the community’s eggs in one basket is risky and robs the community of the great diversity that is achieved through many, many smaller projects.*

- A great plan moves many projects forward;
- Projects are broadly defined to include regulatory changes, development projects, and programs;
- Organize, catalog and communicate all public and private projects; and
- Focus investment in designated pulse points of activity.

### 3 Many Stakeholders

*Many projects bring many stakeholders; people who are invested in one or more projects must pull together to make and implement the Great Plan. The key to successful implementation of the plan is mechanisms for marrying the identified stakeholders, current and potential, with projects, existing and proposed. Implementation requires collaboration with stakeholders for positive results.*

- Broad base of involvement and promotes project implementation.
- Stakeholders – representative cross-section government, nonprofits, businesses, and individuals.
- Stakeholders form the basis of political support for implementation of the great plan.
- Stakeholders may come from a variety of special interests – this is OK. Special interests bring stakeholders who can become the champions of their “pet” projects and support implementation.

## 4 Committed, Ongoing Leadership

*Creation of a Regional Center takes time and requires leaders from all sectors of the Oregon City community. Committed leaders...*

- Desire success for the entire community.
- Generate strong and continual consensus around the vision.
- Are respected by the community and have strong leadership skills.
- Are able to motivate and organize stakeholders.
- Move forward and communicate the vision of the Great Plan.

## 5 A Good Organization

*The Regional Center must bring together the efforts of many public and private leaders. A strong organization can unite these partners and can organize the many tasks that will be necessary. Whether it is an urban renewal agency, a Regional Center business association, or a stakeholder group, or a combination of these entities, a Good Organization...*

- Provides ongoing support for the implementation through communication and coordination.
- Provides long-term continuity and unifies divergent interests.
- Provides support for local government, and support to project development.
- Communicates success and opportunities.

## 6 Development Standards

*Achieving the Regional Center vision requires strong standards that ensure that development is of the same quality envisioned by the plan. Development Standards...*

- Are clear and consistent guidelines, communicating the vision of the Plan.
- Encourage that which is desired and strongly prohibit that which is not wanted.
- Should be dynamic and flexible – pragmatic standards for change.
- Set standards high but achievable.

## 7 Communications and Marketing

*Successful development of the Regional Center and Districts requires getting the word out about the opportunities and assets throughout Oregon City. Implementation should not ignore the need for an active communications and marketing effort.*

- Both the organization and the leadership must communicate successful implementation.
- Marketing a Great Plan means making continual news from projects.
- Communication means acting as a liaison between stakeholders, projects, and the wider community.

## 8 Supportive Government

*A Supportive Government helps open doors and paves the way for private sector investment in Oregon City. All levels of government, the City, County, and Metro, and all of the agencies and departments within each entity, must embrace the vision and facilitate its success. Supportive Governments...*

- Provide support for achieving standards – consultation, code enforcement, and assistance.
- Are able to review their practices and identify and change policies.
- Set clear goals.

## 9 Ongoing Review

*The strategy for Oregon City is not a static plan. Implementation will never really end and strategies and actions must be flexible to react to changes in the marketplace and new opportunities. Thus, Ongoing Review of the strategy and its recommendations must be a core part of implementation.*

- Dynamic plans require ongoing review that responds to changing conditions.
- Evaluation of the plan, projects, and communications – make periodic adjustments to the plan.



From this strategy, core recommendations emerge that will take Oregon City to the next level of development of the Regional Center. This chapter describes the immediate next steps that should guide the City toward implementation (Phase II of the evolving Regional Center Economic Development and revitalization strategy). The opportunity exists to be strategic, but tactical and specific at the same time as plans and projects develop.

## Phase II

Phase II will provide an ongoing refinement of the Oregon City Regional Center strategy prepared in Phase I. That strategy is to vigorously pursue implementation of multiple projects in an expanded urban area defined as the Oregon City Regional Center.

Phase II will take the work of Phase I to a more refined level and pursue actual real estate development including, but not limited to, working to facilitate development of the landfill site, working with major land owners in the downtown to explore options for key properties such as Blue Heron, parts of Historic Old Town, Oregon City Shopping Center, the Willamette River Waterfront, and other key holdings.

Using the concepts and principles described in this report, the Phase II focus is intended to get real projects ready to go. To support this implementation, a variety of tasks are warranted – some will require the procurement of consultant services, while others require the City to make policy decisions and dedicate staff time. In partnership with skilled consultants, the City should do the following:

## Tasks for Implementation of the Regional Center

- 1 Further identify specific organizations, individuals and properties for possible implementation. That is, identify the partners that Oregon City needs to carry out the strategy.



*Gather public-public support*

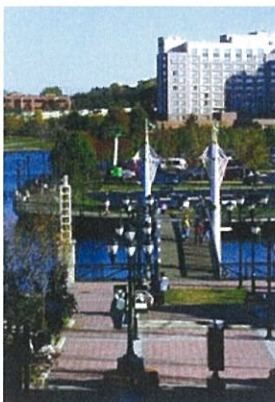
- 2 Establish the specific timetable, deliverables, and goals for projects that are identified throughout subsequent tasks (note these elements are very likely to change and evolve as a result of the following step and subsequent discussions and negotiations).
- 3 Build public-to-public support for development of the Oregon City Regional Center including, but not limited to:
  - Clackamas County
  - Metro
  - State of Oregon (Governor's Economic Revitalization Team)
  - TriMet
  - Neighboring cities
  - Others, to be defined
- 4 Keep an open dialogue and frequent communication with the Oregon City Commission and Urban Renewal Board to explore and secure key funding commitments, to assure that Phase II is on course, and to assure that current efforts are consistent with Commission support and will.
- 5 Identify the "key" properties throughout the Regional Center, whose redevelopment is critical to the achievement of the Regional Center strategy. Key properties will serve as "anchors" to the Regional Center. These key properties may represent sites that likely will require public-private partnerships to successfully develop or redevelop.



- 6 Meet with property owners of “key” properties to determine specific plans (if available) for their properties and to educate those owners about the opportunities in a Regional Center. Likely “key” properties will include: landfill site, Blue Heron, Clackamas County properties, Clackamette Cove, Oregon City Shopping Center, Waterfront, and others. Specific support to property owners may include:
    - Provide conceptual design assistance (diagrammatic and programmatic) to help evolve their thinking and readiness
    - Ensure that each project furthers the Regional Center strategy
    - Attend meetings with the City and property owner(s)
    - Identify public-private partnership strategies
    - Identify financial strategies
  - 7 Determine the capacity and strategy for maximizing public participation (investment) to support private investment in the Regional Center. Define needed public investment and sources of funding. Many projects in the Regional Center will require complex deal structures involving urban renewal financing and a variety of other public and private capital sources.
  - 8 Coordinate a public outreach and publicity process to inform the public as well as gather feedback from key stakeholders. Potential tasks to accomplish this may include:
    - Public forum for information and education
    - Stakeholder interviews of key property owners, brokers, etc.
    - One-on-one conversations with agency, commission, property owners, etc.
    - Printed materials, brochures, marketing materials, etc.
    - Web-based information and outreach
  - 9 Work with other governmental partners (listed above in item 3) to begin outlining deal points and public-public partnership strategies that would lead to a successful memorandum of understanding (MOU) that solidifies the broad-based public support for the Oregon City Regional Center concept.
  - 10 Create a “linkage” plan to tie the ends of Old Town together within the next 10 years.
  - 11 Manage the ongoing evolution of the strategy. As a “living” document, the strategy will require ongoing attention and refinement as new opportunities arise and old ones change. This is integral to keeping the strategy alive and not just a study that gathers dust on a shelf.
- Some tasks are inherently City functions and should be carried out by the City itself. Next steps for the City of Oregon City include:
- Move forward to hire a talented individual(s) to manage the many, many projects that will make up the Regional Center. Therefore, the City should hire, as soon as possible:
- 1 Economic Development Assistant to City Manager – This individual will be responsible for the day-to-day operations of the City’s Regional Center implementation efforts:
    - Inventory existing businesses and industries in Oregon City and create database.
    - Contact existing business and industries in Oregon City to determine needs and possible expansion plans. The goal is to retain employers and possibly provide for business and industrial expansion:
      - o Determine needs and future expansion plans if any
      - o Determine any issues with future of company

- o Determine any assistance needed to stay in business, stay in Oregon City, or expand business
- o Work with City Manager and economic consultants to determine any assistance the City, County, or State can provide
- Assist business and industrial development through city and county approval process.
- Assist City Manager and Staff in identifying city barriers to business and industrial growth and expansion.
- Storefront recovery program.
- Inventory and maintain database of vacant storefronts.
- Develop contacts with building ownership and real estate contacts to determine interest in filling vacancies and work with CM, Economic Development Consultants, and owners to fill vacancies consistent with overall economic development strategy.
- Act as a liaison between business, industry retention and expansion, and storefront recovery projects with City permitting process.
- Receive and analyze financial data and advise City Manager on requests regarding city participation in public/private projects.

- A Presentation to City Commission:  
19 May 2004
- B Land Use Matrix
- C Presentation to City Commission:  
15 September 2004





# Appendix

## 19 May 2004 Presentation

Following is the full presentation of principles and strategies for Oregon City that was presented by Dave Leland of Leland Consulting Group and Don Stastny of StastnyBrun Architects, Inc. The slides read left to right and then down to the next row.

### Oregon City Futures

A Growth and Economic Development Strategy to Evolve

## Oregon City into a Regional Center

19 May 2004



Leland Consulting Group • StastnyBrun Architects

### Oregon City Futures

#### Project Goals

- Initial review and strategy
- Stakeholder Opinion
- Concept Design Strategy Workshop
- Create the Strategy

Leland Consulting Group • StastnyBrun Architects

Oregon City Futures

### Initial Review and Strategy

- Review past plans and strategies
- Show how Oregon City is operating today
- Define relationship of Oregon City to Metro's 2040 regional plan
- Redefine strategy to pull past work and Oregon City's vision for the future together
- Propose new direction for Oregon City
- Work with City Commissioners on strategy, physical planning, and economic revitalization

Leland Consulting Group • StastnyBrun Architects

Oregon City Futures

### Analysis: Oregon City in the Region



LEGEND

### Strategic Questions: Make the Switch?

- Oregon City designated as Regional Center
- Other regional Centers have a surrounding "constellation"
- Oregon City sits somewhat in isolation to other Regional and Town Centers
- Threshold decision: to be or not to be a Regional Center
- If "to be:" How does Oregon City grow into a Regional Center?



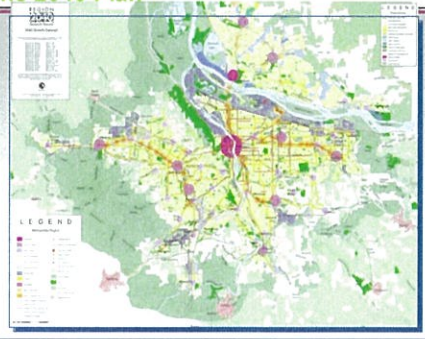
Regional Center

Business as usual

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### The 2040 Plan



LEGEND

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# Appendix

## 19 May 2004 Presentation

### Oregon City and The 2040 Plan

Creating a new paradigm for Oregon City as a 2040 Regional Center



#### What is a "Paradigm?"

*One that serves as a pattern or model.*

*A set of assumptions, concepts, values, and practices that constitutes a way of viewing reality for the community that shares them.*

### The 2040 Plan

- Designation of Oregon City as a Regional Center
- Location in the region relative to other centers
- "Network" of connections



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### Relationship to the Urban Region



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### Networks: Road Connections

- Regional vehicular network
- Network of roads and vehicular paths

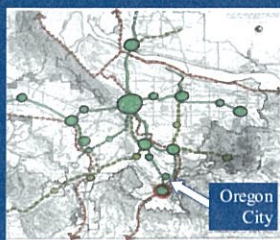


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### Networks: Rail Connections

- Oregon City as southern Amtrak Station for metropolitan area
- Location along existing heavy rail line
- Potential LRT link along I-205

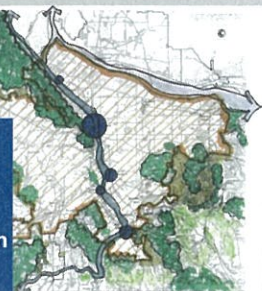


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### Networks: Water Connections

- Location on the river allows for recreational and commuter (water taxi) connections within metropolitan region



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# Appendix

## 19 May 2004 Presentation

### Oregon City: Becoming a Regional Center

- Mind-shift: from being at 'the end of the road' to being a nucleus of activity – supporting a sub-region
- Role as the Center of sub-region
- Becoming the Center of the next 'constellation' of economic activity

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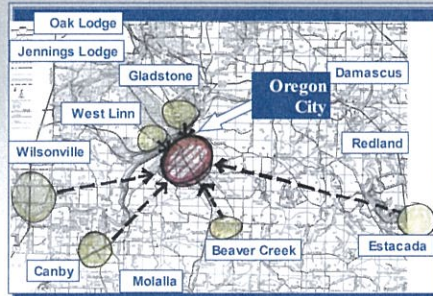
### Partnerships with government

- Clackamas County
- Metro
- City of Gladstone
- City of Milwaukie
- Other surrounding cities and communities
- ODOT
- Tri-Met
- State of Oregon

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### Oregon City: Regional Center Concept

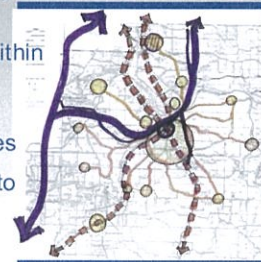


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### Oregon City: Functioning as Regional Center

- Independence Day – decide the future
- Build a network within the sub-region
- Partnerships with other municipalities
- Provide services to others, not just Oregon City



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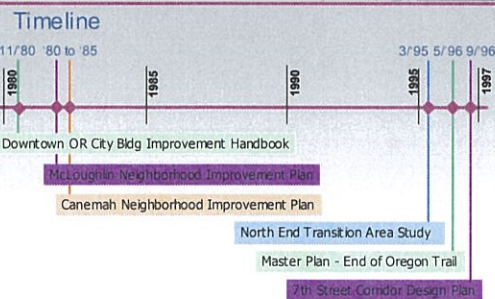
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### Oregon City: Where We Are Today

- Plans: Good Work, but Lacks Interconnectivity
- Past Work
- Geography
- Opportunities



### Oregon City: Where We Are Today



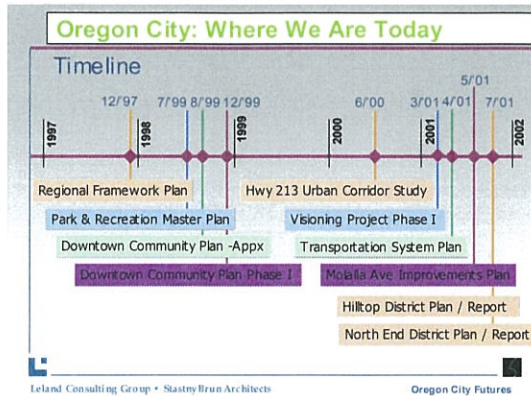
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# Appendix

## 19 May 2004 Presentation



- Understanding Oregon City Today**
- 1. Proposed Comprehensive Plan**
    - City of Oregon City – January 27, 2004
    - Coordinated set of guidelines for decision-making to guide future development and redevelopment
  - 2. McLoughlin Boulevard Enhancement Plan**
    - Existing Land Use & Transportation – February 4, 2003
    - Discusses Comprehensive Plan, Downtown Community Plan, Waterfront Master Plan and Transportation Plan as they relate to McLoughlin. Describes existing streetscape/transportation conditions along McLoughlin
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- Understanding Oregon City Today**
- 3. Oregon City Waterfront Master Plan**
    - Adopted January 4, 2002
    - Balances interplay of environment with economic potential of public and private development within the waterfront district, discussing open space and mixed-use development
  - 4. Oregon City Transportation System Plan**
    - Adopted April 2001
    - Describes current road capacity, giving recommendations for improvement throughout the city.
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- Understanding Oregon City Today**
- 5. Downtown Oregon City/North End District**
    - Plan and Report, 7<sup>th</sup> Amendment, July 2001
    - Discusses urban renewal strategies until 2012. Maps the boundaries, defines districts and goals
  - 6. Hilltop District Oregon City**
    - Plan and Report, 5<sup>th</sup> Amendment, July 2001
    - Amends original urban renewal plan to include new goals for land acquisition, development, bonding, etc. through 2010. References Comprehensive plan
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- Understanding Oregon City Today**
- 7. Molalla Ave. Blvd./ Bikeway Improvement Plan**
    - Safety and Enhancement Plan – May 2001
    - Recommends corridor safety and enhancement plan for the study corridor of Molalla Avenue
  - 8. Oregon City Downtown Community Plan**
    - Phase I – Adopted February 4, 2000
    - First step in enhancing historic heart of Oregon City. The plan emphasizes create of pedestrian friendly places, varied mixed-use development, new open space and civic amenities.
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# Appendix

## 19 May 2004 Presentation

### Understanding Oregon City Today

#### 9. Seventh Street Corridor Design Plan

- O.C. Urban Renewal Agency – September 1996
- Describes scope of work for Seventh Street corridor streetscape improvements

#### 10. North End Transition Area Study

- Concept Plan – March 29, 1995
- Looks at Oregon City's role as a Regional Center, its role in Clackamas County, and its role to the downtown urban renewal district

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### Understanding Oregon City Today

#### 11. McLoughlin Neighborhood Improvement Plan

- 1980 - 1985
- Program of improvements and services that meet neighborhood housing needs; improve environment, transportation and public services; revitalizes and improves the function and appearance of the commercial district along Seventh Street

#### 12. Canemah Neighborhood Improvement Plan

- 1981 - 1985
- Review of findings and recommended projects for five years improvement program from 1981 to 1985. Similar to above

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### Understanding Oregon City Today

*Are the preceding plans, regulation and policy interconnected?*

*If so, to achieve what purpose and goals?*

*What is the thread that holds them together?*

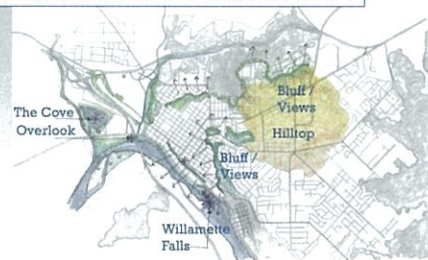
*How to weave the fabric from the individual plans / visions?*

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### Understanding Oregon City Today

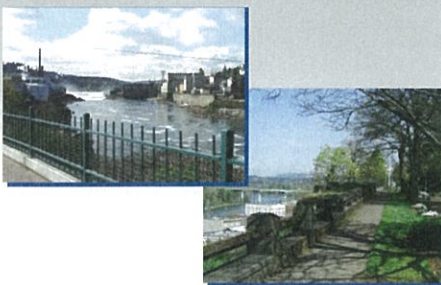
#### Geographically Challenging and Unique



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### Geographically Challenging and Unique



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### Understanding Oregon City Today

#### Development reflects historic precedent and individual interpretations

- Old Town commercial uses related to train and water transportation
- Industry based on use of water for processing and transport
- Civic uses are clustered in cultural zone with residential
- Residential neighborhoods based on a grid, superimposed on topography
- "Opportunistic" development without underlying strategy
- An unclear identity

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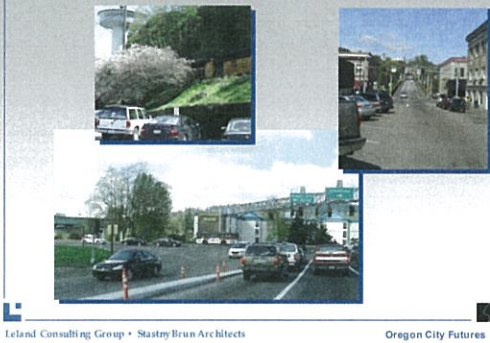
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# Appendix

## 19 May 2004 Presentation

### An Unclear Identity



### Understanding Today's Oregon City

#### Identified Districts and Proposed Land Uses



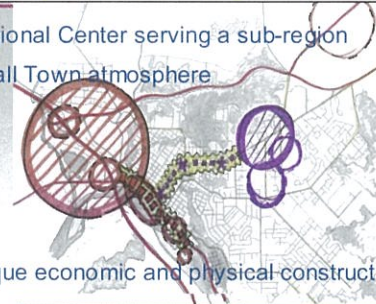
### Oregon City – A Work in Progress

- A collaboration of moving parts with different characters
- Centers – to focus development activity
- Corridors with pulse points
- Districts of distinct functions and character



### Oregon City – A New Paradigm

- A Regional Center serving a sub-region
- A Small Town atmosphere
- A unique economic and physical construct



### Oregon City: How Do We Get There?

- Implementation
- Creating Centers
- Build "Pulse Points" along Corridors



### How to do it? Getting to Implementation

1. Make a Great Plan illustrating new Paradigm
2. Many, Many Projects
3. Many, Many Stakeholders
4. Committed, on-going Leadership
5. A Good Organization
6. Development Standards
7. Communications and Marketing
8. Supportive Government
9. On-going Review





# Appendix

## 19 May 2004 Presentation

### Creating Community

- A sense of vitality with a compact urban form.
- Oriented to walking and a mix of uses.
- Commitment to innovative development.
- Flexible approaches and removal of barriers.
- Evidence of leadership and community vision.
- Good accessibility to transit major roads.
- Environment fostering safe, enjoyable walking.
- Responsive to market demand.
- Connectedness.

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### Ten Principles for Achieving Successful Centers

1. Centers are Not Created Equal
2. Understand Market Impact
3. Private Investment Follows Public Commitment
4. Reward Leadership
5. Build Communities, Not Projects
6. Remove Barriers
7. Public Sector as Coach
8. Balance the Automobile
9. Celebrate Success
10. Take the Long View



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### Ten Principles to Corridor Success

1. Ignite Leadership
2. Anticipate Evolution
3. Know the Market
4. **Identify Pulse Points**
5. Tame Traffic
6. Create the Place
7. Diversify the Corridor
8. Eradicate Ugliness
9. Plan for TOD
10. Coordinate Goals, Regulations, and Investment



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### Building on Pulse Points

Pulse Points grow into Districts and:

- Create a Sense of 'Place'
- Identify Regional vs. Local uses
- Aid current and future planning decisions
- Build community identity
- Oregon City has many opportunities for Pulse Points of development



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### Oregon City: Potential Districts

- Blue Heron Mill
- Landfill
- The Cove
- Hilltop area
- Historic Civic Neighborhood



### Opportunities: Blue Heron Paper Mill Site

- Great location
- Large site
- Lease up soon
- Anchor South side of Old Town
- Possibility for High density housing
- Mixed-use



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# Appendix

## 19 May 2004 Presentation

### Opportunities: Landfill site

- Large site
- Regional Retail Center



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### Opportunities: The Cove

- Regional location
- Large vacant site
- Possibility for an Employment Center



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### Opportunities: Hilltop

- Anchor Seventh Street Corridor
- Local Town Center
- Civic Functions



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### Opportunities: Hilltop

- Civic Functions
- Anchor Seventh Street Corridor
- Relocate Library, City Hall



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### Opportunities: Cultural / Civic Neighborhood

- Relocate Library to Historic Core
- Strengthen Seventh Street Corridor with Pulse Points



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### Next Steps

- Agreement of Commission on the paradigm / concept
- Determine development program for "Centers"
- Create ideas for projects along Corridors and pulse points to "point out opportunities"
- Start a Success Audit
- Abstract Current Plans into "Action List"

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# Appendix

## 19 May 2004 Presentation





# Appendix

## Land Use Matrix

| Urban Land Uses                          | Districts       |            |                  |                            |          |                         |                         |                 |              |                               |          |                         |         |
|------------------------------------------|-----------------|------------|------------------|----------------------------|----------|-------------------------|-------------------------|-----------------|--------------|-------------------------------|----------|-------------------------|---------|
|                                          | Regional Center | Waterfront | Clackamette Cove | Landfill Site / N. Gateway | Old Town | Blue Heron / S. Gateway | Clackamas Comm. College | Industrial Area | Local Center | The Bluff / Cultural District | Hospital | Seventh Avenue Corridor | Hilltop |
| <b>Housing</b>                           |                 |            |                  |                            |          |                         |                         |                 |              |                               |          |                         |         |
| Single-Family Detached                   |                 | 1.3        | 1.0              | 1.6                        | 1.6      | 1.3                     | 1.8                     | 1.3             |              | 4.9                           | 4.2      | 2.4                     | 2.5     |
| Single-Family Attached                   |                 | 1.3        | 1.8              | 1.7                        | 2.1      | 1.8                     | 1.8                     | 1.8             |              | 4.9                           | 4.4      | 3.7                     | 3.3     |
| Garden Apartments                        |                 | 2.4        | 4.1              | 2.4                        | 2.9      | 3.8                     | 3.3                     | 2.3             |              | 5.0                           | 5.5      | 4.5                     | 4.5     |
| Mid-Rise, High Density Apartments        |                 | 2.1        | 4.7              | 3.8                        | 4.2      | 5.8                     | 5.8                     | 2.8             |              | 2.8                           | 4.9      | 3.4                     | 5.1     |
| Condominiums                             |                 | 3.1        | 6.6              | 3.9                        | 6.0      | 7.8                     | 5.2                     | 2.2             |              | 4.3                           | 4.8      | 4.2                     | 4.7     |
| Row Houses                               |                 | 1.2        | 3.7              | 3.3                        | 3.3      | 3.0                     | 4.3                     | 2.8             |              | 4.8                           | 4.3      | 4.1                     | 3.4     |
| Loft Housing                             |                 | 2.8        | 4.9              | 3.3                        | 7.0      | 6.0                     | 3.8                     | 2.1             |              | 3.8                           | 3.5      | 4.4                     | 4.0     |
| Senior Housing                           |                 | 2.2        | 3.7              | 2.2                        | 4.2      | 3.6                     | 3.6                     | 1.8             |              | 4.0                           | 6.3      | 4.2                     | 4.5     |
| Low-income Housng                        |                 | 1.0        | 1.2              | 2.0                        | 2.3      | 2.0                     | 3.1                     | 2.4             |              | 3.3                           | 4.1      | 3.3                     | 3.4     |
| Mobile Home Parks                        |                 | 1.0        | 1.0              | 1.3                        | 0.9      | 0.9                     | 1.2                     | 2.3             |              | 1.0                           | 1.1      | 1.1                     | 2.0     |
| Mixed-Use (Housing)                      |                 | 2.6        | 4.1              | 4.0                        | 5.4      | 4.6                     | 2.6                     | 3.1             |              | 4.0                           | 4.7      | 5.5                     | 5.3     |
| <b>Office-Commercial</b>                 |                 |            |                  |                            |          |                         |                         |                 |              |                               |          |                         |         |
| Low-Rise Suburban Offices                |                 | 1.8        | 1.9              | 3.9                        | 3.5      | 2.9                     | 3.4                     | 2.8             |              | 3.7                           | 3.8      | 4.6                     | 5.6     |
| Mid-Rise Suburban Offices                |                 | 1.5        | 2.3              | 5.4                        | 4.8      | 4.8                     | 3.3                     | 4.1             |              | 3.3                           | 4.3      | 4.4                     | 6.3     |
| Business/Office Parks                    |                 | 1.3        | 2.4              | 4.5                        | 2.9      | 2.8                     | 4.6                     | 4.3             |              | 2.3                           | 4.9      | 3.0                     | 5.6     |
| Medical/Dental Offices                   |                 | 1.5        | 2.3              | 5.3                        | 5.8      | 4.3                     | 4.6                     | 3.1             |              | 3.9                           | 8.4      | 6.2                     | 6.3     |
| Condominium Offices                      |                 | 1.8        | 3.3              | 4.3                        | 4.5      | 4.8                     | 3.7                     | 3.1             |              | 3.3                           | 5.5      | 4.4                     | 5.8     |
| Flex/Office Incubator                    |                 | 1.5        | 1.8              | 3.8                        | 5.6      | 2.7                     | 3.6                     | 4.6             |              | 3.0                           | 3.9      | 4.0                     | 5.4     |
| <b>Institutional / Joint Development</b> |                 |            |                  |                            |          |                         |                         |                 |              |                               |          |                         |         |
| Colleges                                 |                 | 1.0        | 1.2              | 2.4                        | 2.5      | 2.2                     | 9.0                     | 4.4             |              | 1.7                           | 3.7      | 1.9                     | 2.8     |
| Cultural Facilities                      |                 | 4.3        | 4.9              | 5.2                        | 6.3      | 5.8                     | 7.8                     | 2.3             |              | 5.8                           | 2.0      | 5.3                     | 4.2     |
| Civic Center                             |                 | 2.4        | 3.0              | 4.8                        | 6.5      | 4.5                     | 5.4                     | 2.2             |              | 5.2                           | 2.3      | 5.2                     | 6.0     |
| Performing Arts Center                   |                 | 2.7        | 4.1              | 4.6                        | 5.1      | 4.5                     | 7.4                     | 2.3             |              | 5.5                           | 1.9      | 5.0                     | 4.8     |
| Transit Station Area - Future            |                 | 2.6        | 3.7              | 7.3                        | 7.1      | 4.0                     | 7.8                     | 4.0             |              | 2.6                           | 3.6      | 2.8                     | 5.1     |

### Legend

|                                                      |             |  |
|------------------------------------------------------|-------------|--|
| Use: Critical to success of district                 | 10<br>9     |  |
| Use: Highly desirable to enhance district character  | 8<br>7<br>6 |  |
| Use: Possible, but neutral in effect within district | 5<br>4      |  |
| Use: Incompatible to district                        | 3<br>2<br>1 |  |

# Appendix

## Land Use Matrix

| Urban Land Uses                          | Districts       |            |                  |                            |          |                         |                         |                 |              |                               |          |                         |         |
|------------------------------------------|-----------------|------------|------------------|----------------------------|----------|-------------------------|-------------------------|-----------------|--------------|-------------------------------|----------|-------------------------|---------|
|                                          | Regional Center | Waterfront | Clackamette Cove | Landfill Site / N. Gateway | Old Town | Blue Heron / S. Gateway | Clackamas Comm. College | Industrial Area | Local Center | The Bluff / Cultural District | Hospital | Seventh Avenue Corridor | Hilltop |
| <b>Tourism, Resorts and Recreational</b> |                 |            |                  |                            |          |                         |                         |                 |              |                               |          |                         |         |
| Hotels and Motels                        |                 | 6.2        | 6.2              | 6.4                        | 4.3      | 6.3                     | 2.5                     | 3.1             |              | 2.6                           | 2.8      | 2.3                     | 3.0     |
| Golf Courses                             |                 | 1.3        | 2.7              | 3.6                        | 1.1      | 1.3                     | 2.8                     | 3.3             |              | 0.9                           | 1.2      | 1.2                     | 1.8     |
| Athletic Clubs                           |                 | 1.7        | 4.3              | 4.6                        | 3.3      | 4.9                     | 4.4                     | 4.3             |              | 2.3                           | 3.0      | 3.3                     | 4.5     |
| Convention and Conference Facilities     |                 | 3.9        | 5.7              | 6.2                        | 3.3      | 6.3                     | 4.8                     | 3.7             |              | 2.4                           | 2.7      | 3.0                     | 4.3     |
| Parks-Urban (Public plaza, etc)          |                 | 7.7        | 7.6              | 5.8                        | 5.3      | 6.1                     | 5.1                     | 2.9             |              | 5.3                           | 3.8      | 4.8                     | 4.2     |
| Parks-Recreational (ball park, etc)      |                 | 4.2        | 4.9              | 3.8                        | 1.4      | 1.8                     | 6.2                     | 3.4             |              | 2.3                           | 1.5      | 2.2                     | 2.2     |
| <b>Retail-Commercial</b>                 |                 |            |                  |                            |          |                         |                         |                 |              |                               |          |                         |         |
| Single-Use Retail Sites                  |                 | 4.3        | 4.0              | 4.0                        | 5.6      | 4.8                     | 2.6                     | 2.4             |              | 4.1                           | 4.1      | 6.1                     | 6.5     |
| Neighborhood Centers                     |                 | 1.9        | 2.8              | 3.3                        | 4.0      | 5.2                     | 4.1                     | 1.8             |              | 4.4                           | 3.6      | 6.4                     | 5.8     |
| Community Centers                        |                 | 2.1        | 2.8              | 3.8                        | 3.8      | 4.8                     | 3.6                     | 2.0             |              | 4.1                           | 3.4      | 5.7                     | 6.7     |
| Regional Center                          |                 | 3.3        | 3.2              | 6.4                        | 5.1      | 4.5                     | 3.5                     | 2.3             |              | 2.9                           | 2.2      | 3.8                     | 5.8     |
| Specialty Centers                        |                 | 3.7        | 4.6              | 6.3                        | 6.4      | 6.0                     | 3.6                     | 2.4             |              | 3.7                           | 3.3      | 5.3                     | 6.3     |
| Central Area Retail                      |                 | 2.5        | 3.5              | 6.0                        | 6.5      | 4.5                     | 2.1                     | 1.8             |              | 2.8                           | 2.0      | 3.9                     | 6.3     |
| <b>Mixed Development</b>                 |                 |            |                  |                            |          |                         |                         |                 |              |                               |          |                         |         |
| Transit Oriented Development             |                 | 4.3        | 5.0              | 5.8                        | 6.9      | 4.7                     | 5.4                     | 4.5             |              | 4.0                           | 5.5      | 6.3                     | 7.1     |
| Town Center Development                  |                 | 2.5        | 2.8              | 5.6                        | 5.1      | 4.5                     | 3.3                     | 2.8             |              | 2.3                           | 2.2      | 3.5                     | 6.3     |
| Corridor Development                     |                 | 3.3        | 2.3              | 3.5                        | 5.5      | 3.8                     | 3.7                     | 3.0             |              | 2.9                           | 2.7      | 6.3                     | 6.7     |
| <b>Industrial</b>                        |                 |            |                  |                            |          |                         |                         |                 |              |                               |          |                         |         |
| Single-User Industrial Facilities        |                 | 1.1        | 1.2              | 2.0                        | 1.3      | 1.6                     | 3.3                     | 6.0             |              | 1.2                           | 1.2      | 1.2                     | 2.3     |
| Light Industrial Parks                   |                 | 1.1        | 1.2              | 2.0                        | 1.6      | 1.6                     | 3.3                     | 7.0             |              | 1.2                           | 1.3      | 1.0                     | 2.5     |
| Heavy Industrial Parks                   |                 | 1.1        | 1.2              | 1.3                        | 1.3      | 2.5                     | 1.6                     | 5.6             |              | 0.9                           | 0.9      | 1.0                     | 1.6     |
| Technology Parks                         |                 | 1.1        | 1.7              | 2.8                        | 1.5      | 2.0                     | 3.8                     | 7.9             |              | 1.0                           | 2.1      | 1.5                     | 4.1     |
| Corporate Industrial/Office Parks        |                 | 1.1        | 2.0              | 2.8                        | 1.8      | 1.7                     | 3.3                     | 7.8             |              | 1.1                           | 1.2      | 1.8                     | 4.8     |
| Warehouse & Distribution Facilities      |                 | 1.1        | 1.2              | 2.0                        | 1.5      | 1.5                     | 2.2                     | 5.7             |              | 0.9                           | 0.9      | 1.0                     | 2.3     |

### Legend

|                                                      |    |  |
|------------------------------------------------------|----|--|
| Use: Critical to success of district                 | 10 |  |
|                                                      | 9  |  |
| Use: Highly desirable to enhance district character  | 8  |  |
|                                                      | 7  |  |
|                                                      | 6  |  |
| Use: Possible, but neutral in effect within district | 5  |  |
|                                                      | 4  |  |
| Use: Incompatible to district                        | 3  |  |
|                                                      | 2  |  |
|                                                      | 1  |  |



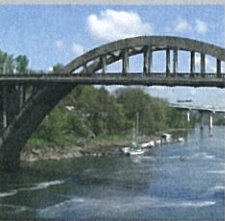
# Appendix

## 15 September 2004 Presentation

Following is the full presentation of principles and strategies for Oregon City that was presented by Dave Leland of Leland Consulting Group and Don Stastny of StastnyBrun Architects, Inc. The slides read left to right and then down to the next row.

### Oregon City Futures

A Strategy for Economic Development  
Phase I: Summary and Recommendations  
15 September 2004



Leland Consulting Group • StastnyBrun Architects

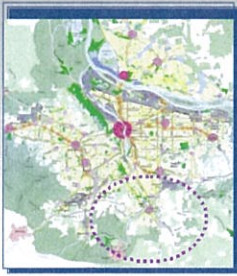
### Oregon City Economic Development Goals

- Increase community's assessed value
- Increase diversification of business/industry
- Increase number/quality of jobs
- Develop businesses with staying power
- Enhance appeal and attractiveness of community
- Provide environment for growth
- Leverage public dollars to maximize development
- Create increment with each investment or urban renewal

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### Review, Recommendations, and Strategy

- Review past plans and strategies
- Presented analysis of Oregon City in relation to the region and Metro's 2040 Plan
- Proposed new direction for Oregon City to evolve into a Regional Center, as designated by Metro's 2040 Plan



Metro's 2040 Plan

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### Review, Recommendations, and Strategy

- Defined new paradigm for Oregon City, with potential future roles
- Identify key areas for implementation with design concepts
- Strategy and next steps for implementation



Oregon City's new paradigm

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### Making the Switch: Regional Center

- Oregon City designated as Regional Center
- Other Regional Centers have a surrounding "constellation"
- Oregon City sits somewhat in isolation to other Regional and Town Centers



Business as usual

### Oregon City: Becoming a Regional Center

- Mind-shift: from being at 'the end of the road' to being a nucleus of activity – supporting a sub-region
- Role as the Center of sub-region
- Becoming the Center of the next 'constellation' of economic activity

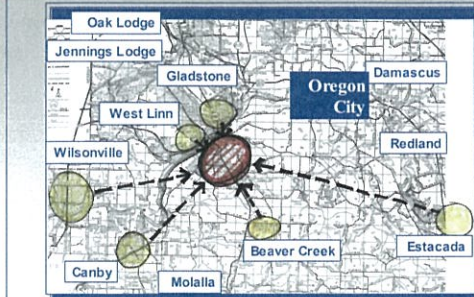
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# Appendix

## 15 September 2004 Presentation

### Oregon City: Regional Center Concept



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### Oregon City – A New Paradigm

- A Regional Center
- A Small Town atmosphere
- A unique economic and physical construct

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### Oregon City – A Work in Progress

- A collaboration of moving parts with different characters
- Centers – to focus development activity
- Corridors with pulse points
- Districts of distinct functions and character



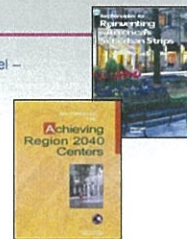
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### Developing into a Regional Center

Need a set of guiding principles

- Based on Urban Land Institute model – "Ten Principles for Reinventing America's Suburban Strips."
- Applied and refined by Leland Consulting Group for Metro 2040 project.
- Principles are universal – solutions are local.



### Ten Principles for Achieving Centers

1. Centers are Not Created Equal
2. Understand Market Impact
3. Private Investment Follows Public Commitment
4. Reward Leadership
5. Build Communities, Not Projects
6. Remove Barriers
7. Public Sector as Coach
8. Balance the Automobile
9. Celebrate Success
10. Take the Long View



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### Oregon City: How Do We Get There?

- Implement principles
- Create Centers
- Build "Pulse Points" along Corridors
- Keep Getting Ready



# Appendix

## 15 September 2004 Presentation

### How to do it? Getting to Implementation

1. Make a Great Plan illustrating new Paradigm
2. Many, Many Projects
3. Many, Many Stakeholders
4. Committed, ongoing Leadership
5. A Good Organization
6. Development Standards
7. Communications and Marketing
8. Supportive Government
9. Ongoing Review



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### Creating Regional and Community Centers

- A sense of vitality with a compact urban form.
- Oriented to walking and a mix of uses.
- Commitment to innovative development.
- Flexible approaches and removal of barriers.
- Evidence of leadership and community vision.
- Good accessibility to transit major roads.
- Environment fostering safe, enjoyable walking.
- Responsive to market demand.
- Connectedness.

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### Districts and Pulse Points

Pulse Points grow into Districts and:

- Create a Sense of 'Place'
- Identify Regional vs. Local uses
- Aid current and future planning decisions
- Build community identity
- Oregon City has many opportunities for Pulse Points of development



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### Land-use Matrix

- Local community intuitively knows best
- Commission and senior staff participated
- Survey reflected in district recommendations
- Importance of community enthusiasm for project possibilities
- Distribute again as implementation progresses

*Oregon City Futures: Land Use Matrix*

Levels of Importance

| Land Use       | High | Medium | Low |
|----------------|------|--------|-----|
| Office         | High | Medium | Low |
| Commercial     | High | Medium | Low |
| Industrial     | High | Medium | Low |
| Residential    | High | Medium | Low |
| Public         | High | Medium | Low |
| Open Space     | High | Medium | Low |
| Transportation | High | Medium | Low |
| Recreation     | High | Medium | Low |
| Utilities      | High | Medium | Low |
| Other          | High | Medium | Low |

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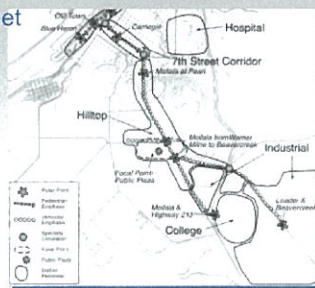
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### Local Serving Districts / Pulse Points

- Seventh Street
- Hilltop
- College
- Industrial

Local and Regional:

- Hospital



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### Local Districts / Pulse Points

- Seventh Street as a "Main Street"

- Residential mixed-use
- Neighborhood services and amenities – bakery, coffee shop, music/video store, card shop, cafes



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# Appendix

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### Local Districts / Pulse Points

#### Seventh Street as a "Main Street"

- Boutique shops and salons
- Cultural uses – galleries, small theater
- Pedestrian friendly
- Limited to 2-3 stories
- Provides links to Hilltop and Historic Old Town



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### Local Districts / Pulse Points

#### Hilltop

- Focal point for Oregon City community
- Civic Center – County offices
- Mix of uses
- Entertainment – movies
- Neighborhood retail
  - Gym, grocery, dry cleaners, restaurants, cafes, hardware store, video store, specialty foods & grocery
- Village Center and Public Gathering Space



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### Local Districts / Pulse Points

#### Hilltop

- Dense office use and supporting retail
- Pulse Point:
  - Molalla & Pearl
  - Molalla & Warner Milne
  - Molalla & Beavercreek
- Multifamily and/or medium density housing
- Public gathering space – urban park or plaza
- Community services – Branch library, City office



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### Local Districts / Pulse Points

#### Hospital

- Medical facilities
- Medical offices
- Senior housing
- Assisted living
- Workforce housing
- Neighborhood services and retail – bookstore, card shop, cafes, flower shop, small grocery, dry cleaners, gift shops



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### Local Districts / Pulse Points

#### College

- Education/vocational uses
- Campus feel
- Supporting amenities/retail – bookstore, restaurants
- Use retail to link to industrial district
- Recreation facilities
- Multi-generational uses – accommodate aging population



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### Local Districts / Pulse Points

#### Industrial

- Employment center
- Light industrial
- Office
- Auto-oriented uses/services
- Large tilt up construction building type
- Start up—Incubator business



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# Appendix

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### Regional Center—Allow time for evolution

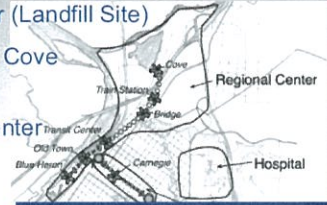
- Regional Center
  - Made up of several distinct districts
  - Each has their own sense of place
  - Each is necessary for the success of the Regional Center as a whole
- Strategy is visionary, some districts may be 25 years away
- Rome wasn't built in a day ... the Regional Center will take time

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### Regional Center Districts / Pulse Points

- South Anchor (Blue Heron)
- Historic Old Town
- North Anchor (Landfill Site)
- Clackamette Cove
- Oregon City Shopping Center
- Waterfront



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### Regional Center Districts / Pulse Points

- South Anchor (Blue Heron)
  - Retain historic character and flavor of original mill
  - High density loft and condominium housing
  - Mixed-use housing / retail
  - Specialty and local serving retail
  - Connection to Waterfront
  - Link to Historic Old Town



S. Anchor at Hwy 99

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### Regional Center Districts / Pulse Points

- Historic Old Town
  - Too small to serve entire region—keep it special
  - Evolves over time due to anchor sites success
  - Retain character and flavor of Oregon City history



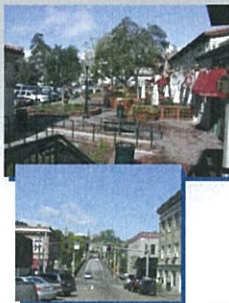
Historic Old Town

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### Regional Center Districts / Pulse Points

- Historic Old Town
  - Historic buildings
  - Boutique retail and tourist activities
  - Pedestrian-friendly
  - Connection to Waterfront
  - Links to the Bluff and Seventh Street, South Anchor (Blue Heron site), and North Anchor (Landfill site)

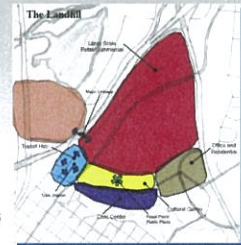


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### Regional Center Districts / Pulse Points

- North Anchor (Landfill Site)
  - Multiple use site – flexible uses
  - Cultural uses – End of the Oregon Trail Museum, others
  - Civic uses – Library, Civic Center
  - Residential mixed-use
  - Regional retail, services and amenities
  - Offices, other employment



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# Appendix

## 15 September 2004 Presentation

### Regional Center Districts / Pulse Points

#### North Anchor (Landfill Site)

- Public Open Space – Urban Plaza, fountain, gathering space
- Entertainment
- Pedestrian-friendly
- Network of streets
- Link to Hilltop, Old Town, Oregon City Shopping Center, and Clackamette Cove



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### Regional Center Districts / Pulse Points

#### Clackamette Cove

- Mid-rise office
- Executive housing
- Park-like open space as buffer
- Mixed-use retail/office



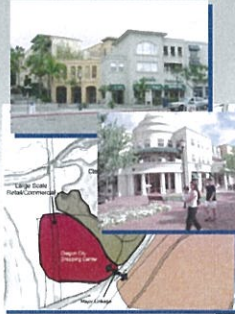
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### Regional Center Districts / Pulse Points

#### Oregon City Shopping Center

- Pedestrian-friendly retail
- Public urban open space
- Links:
  - Waterfront
  - Clackamette Cove
  - North Anchor
- Fine network of streets
- Mixed use retail/office



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### Regional Center Districts / Pulse Points

#### Waterfront

- Hospitality
- Entertainment
- Greenway
- Recreation
- Marina
- River cruise



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### Next Steps—Regional Center, here we come!

- A "champion" to assure success
- Identify and Interview stakeholders for implementation on key properties
- Determine development program for the Regional Center Districts
- Set priorities
- Establish timetable and goals for prioritized projects

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### Next Steps—Regional Center, here we come!

- Assign responsibilities to commission, staff, consultants
- Build public-public support for the Regional Center (MOU)
- Assess impacts
- Maximize urban renewal dollars
- Coordinate public outreach/education process
- Implementation
- Market and promote successes

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# Appendix

## 15 September 2004 Presentation



### Implementation Strategy

1. Make a Great Plan
2. Many, Many Projects
3. Many, Many Stakeholders
4. Committed, Ongoing Leadership
5. A Good Organization
6. Development Standards
7. Communications and Marketing
8. Supportive Government
9. Ongoing Review

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### 1. Make a Great Plan

- Combine market potential with community vision
- Go beyond patching problems or reacting to specific issues
- Present a strong enough vision to motivate and enliven people to take action



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### 2. Many, Many Projects

- A great plan moves many projects forward
- Projects defined broadly: public and private development programs, marketing events, etc.
- Organizes, catalogs and communicates all public and private projects



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### 3. Many, Many Stakeholders

- Broad base of involvement promotes implementation
- Government, non-profits, businesses and individuals
- Form basis of political support for Regional Center implementation effort



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### 4. Committed, Ongoing Leadership

- Desires success for the entire community
- Respected by the community
- Strong leadership skills
- Able to motivate and organize stakeholders
- Moves forward and enthusiastically communicates vision of the Regional Center implementation effort



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### 5. A Good Organization

- Provides ongoing support for implementation through communication and coordination
- Provides long-term continuity and unifies divergent interests
- Provides support for local government, and project development
- Communicates successes and opportunities



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### 6. Development Standards

- Clear and consistent guidelines that communicate the vision of the Regional Center implementation effort
- Encourage what is desired and strongly prohibit what is not
- Tools are dynamic and flexible – pragmatic standards for change
- Set standards high but achievable



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### 7. Communications and Marketing

- Both the organization and the leadership must communicate successful implementation
- Marketing revitalization means making continual news
- Communication means acting as a liaison between stakeholders, projects, and the wider community



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### 8. Supportive Government

- Provide support for achieving standards – consultation, code enforcement, and assistance
- Able to review its practices and identify and change policies
- Set clear goals
- Champion implementation



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### 9. Ongoing Review

- Dynamic plans require ongoing review that respond to changing conditions
- Evaluation of plan, projects, and communications – make periodic adjustments to the project plans



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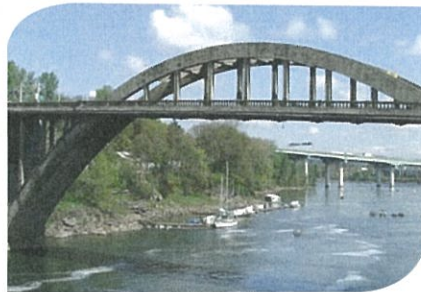
### What Do We Tackle First?

- Stay Big Picture
- Focus on the Regional Center districts (for now)
- Determine Next Steps



# OREGON CITY FUTURES

## PROGRESS REPORT & RECOMMENDATIONS



A STRATEGY FOR ECONOMIC DEVELOPMENT 2006:  
CREATING A **regional** CENTER

With participation from:



#### CITY COMMISSION OF OREGON CITY

Mayor Alice Norris  
Commission President Trent Tidwell  
Commissioner Daphne Wuest  
Commissioner Damon Mabey  
Commissioner Doug Neeley

#### OREGON CITY SENIOR STAFF

Larry Patterson, City Manager  
Nancy Kraushaar, P.E., Public Works Director  
Dan Drentlaw, AICP, Community Development  
Director

Consultant Team:



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Kim Walker, Intern Designer



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January 2007

To: Mayor Alice Norris  
Oregon City Commission  
Larry Patterson, City Manager  
Citizens of Oregon City

A little more than two years ago, Oregon City's elected Commission chose to implement a bold and exciting Economic Development Strategy. The Commission determined to champion an audacious and comprehensive vision for positive change in Oregon's oldest incorporated city. Recognizing that Oregon City was one of only seven communities in the greater metropolitan Portland area that had been designated as a Regional Center by Metro, the Commission elected to build an economic development program around that designation.

Two years have passed and a great deal has been accomplished. The Oregon City Commission, the Planning Commission, the Urban Renewal Board, citizens, property owners, business owners, and others have rallied to the challenge. The result is a surprisingly large number of positive changes. This document summarizes many positive changes achieved thus far and describes many more that are in planning and underway. Capital investment, job creation, new buildings and businesses are all contributing to bring new life and vibrancy into downtown Oregon City, the expanded Regional Center, 7th Street Corridor, and Hilltop to name a few. It has been both a pleasure and an honor to work closely with the leadership of Oregon City and to be a part of this important and significant change. We look forward to a continuation of this relationship and to bringing more activities and projects to successful implementation

Respectfully,

LELAND CONSULTING GROUP, URBAN STRATEGISTS



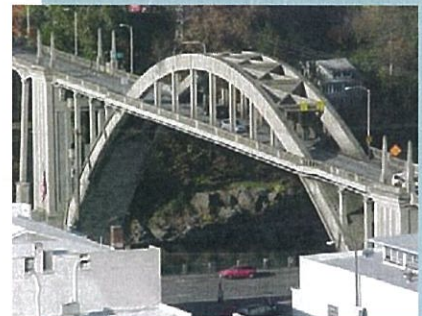
David C. Leland, Managing Director



Melinda Plummer, Sr. Associate



Willamette Riverfront



Oregon City Bridge



Blue Heron Paper Mill



# REPORT APPROACH

## 1 ACCOMPLISHMENTS

### 1. Keep track of the Accomplishments and progress being made—keep the energy high.

In the two years since the City Commission adopted the Implementation Strategy, Oregon City's economic vitality has clearly improved. Much has happened, resulting in a variety of successes. Some projects are completed; some just started; and others are in various stages of planning. Several of the key projects are described in the following pages. Because of the lessons learned thus far through project and plan implementation, it is time for a thorough review and a subsequent refinement of the strategy as necessary to enable the City to continue forward progress.

## 2 REFINEMENTS

### 2. Refine the strategy as needed to keep projects moving forward.

The Regional Center process is not linear and involves many components evolving at the same time - all independent, yet interlocking and interrelated for success. Just as a puzzle has distinct individual pieces, it only makes complete sense within the larger framework. Each component must be considered in concert with one another. Principle Nine of the Implementation Strategy (Ongoing Review) recognized the need to allow evolution within the Phase I strategy, to support the pieces that are working, to remove those that are not, and to change the strategy as needed to continue progress. This report provides an explanation of how these evolving pieces fit together, identifying the tools needed for continued implementation.

## 3 ACTION

### 3. Create an updated list of Action items needed to get and keep projects moving.

Similar to the Phase I report, the purpose of this document is not only to act as a progress report for the work accomplished in the last two years, but more importantly to create a new set of action items for Oregon City to pursue in its continued effort to implement the Regional Center and revitalization of Oregon City. Action items are identified following each puzzle piece, and are consolidated into a comprehensive list at the conclusion of the report.

REVITALIZED  
OREGON CITY  
REGIONAL  
CENTER



# PHASE I SUMMARY

When the City Commission defined an economic development strategy in Fall 2004, the strategy focused on implementing Oregon City's Regional Center designation, as defined in Metro's 2040 Growth Concept Plan. As one of seven regional centers named in 1992, Oregon City had not previously elevated the designation to a level of importance. However, the inherent benefits of doing so soon are clear in terms of positioning the city for success:

- Establishing Oregon City as the Center for the Southeast Region of the Portland metropolitan area;
- Establishing a sub-regional alliance of cities and places that can work together to bring economic benefits to participating communities, with Oregon City taking a leadership role;
- Escalating development of key properties in the expanded downtown portion of the Regional Center and defining that center as much larger than the Historic Downtown;
- Creating mutually supportive alliances with Metro, Clackamas County, adjacent cities and districts, state agencies through the Governor's Economic Revitalization Team (GERT), and other parties.

## CREATED A STRATEGY FOR ECONOMIC SUCCESS

A strategy for the Oregon City Regional Center was carefully crafted in October 2004. Leland Consulting Group (LCG), Urban Strategists, was retained by the City of Oregon City to define that strategy and the necessary steps to achieve the implementation. LCG, working with city staff and StastnyBrun Architects, reviewed the various plans and studies previously prepared by and for the city, met with the City Commission and government entities cited above, and prepared a strategy to guide future development within an area to be defined as the Regional Center. The City Commission adopted the resulting document "Oregon City Futures: A Strategy for Economic Development: Phase I: Summary and Recommendations."

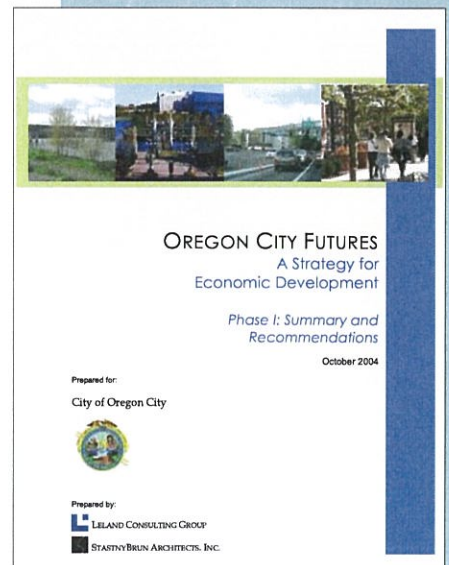
The purpose of that report was to guide and enable Oregon City to achieve its economic development goals through the realization of its Regional Center designation and the growth possibilities that could be associated with implementation of the designation. The report and resulting strategic approach was comprehensive. The "big picture" was always kept at the forefront as a method for deciding which objectives have priority and which tools are needed to get the job done. The City took this strategy as a guide to actively define its future success.



View of historic Old Town



Willamette Falls



Phase I Report Cover



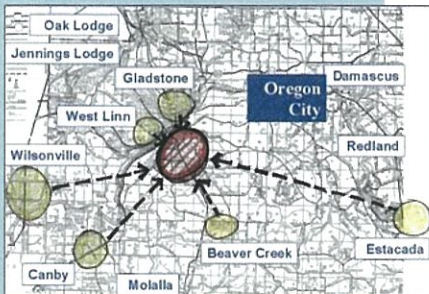
## DEFINED THE REGIONAL CENTER AND ITS SERVICE AREA

In realizing a strategy for change and implementation, the Phase I Report defined the Regional Center in terms of what the center could be, what its boundaries should include, and defined a hierarchy of districts within the center.

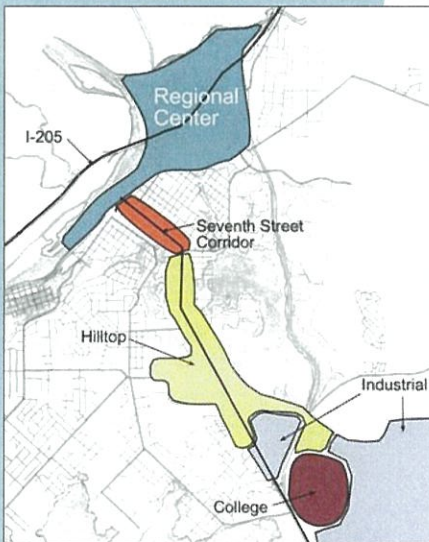
The Oregon City Regional Center, refers to a designation in Metro's 2040 Growth Concept Plan that describes a concentration of activity and investment that serves an area of multiple cities and towns. As one of seven Regional Centers officially designated in the Concept Plan, Oregon City is defined as the central hub to its surrounding satellite communities, to provide goods and services not readily available in individual smaller communities. As a Regional Center, Oregon City will ultimately serve more than 150,000 people.

The boundaries of the Regional Center are shown within the diagram to the left. Adjacent to the Regional Center District's boundaries are the areas of the Seventh Street Corridor, Hilltop District and Clackamas Community College. The districts that comprise the Regional Center recognize that the geography, history, character and conditions within the Center are not consistent. Cities are comprised of districts and particularly so in the urban heart – civic, retail, housing, employment, entertainment, recreational, and other districts connect to form a whole.

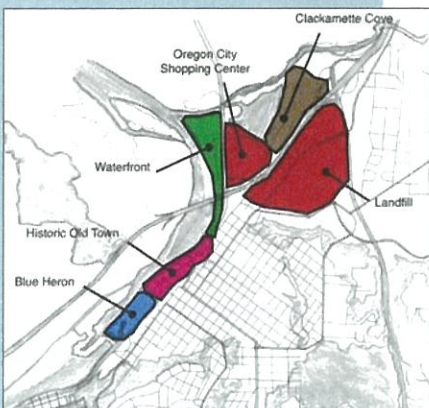
The smaller districts and subdistricts defined within the larger Regional Center structure include the Blue Heron site at the southernmost end, Historic Old Town, the Rossman Landfill area, Clackamette Cove, the Oregon City Shopping Center, the Waterfront, and the Seventh Street Corridor connecting the Regional Center area to Hilltop and the rest of Oregon City up on the bluff and beyond.



Regional Center serves outlying communities



Oregon City Districts



Oregon City Regional Subdistricts



## PROVIDED AN IMPLEMENTATION STRATEGY

The Phase I report recommended a proactive approach to the future by building a partnering network within the sub-region, including other municipalities and the private sector in order to provide services to the greater community. The strategy established a set of principles to set the stage for implementation and to serve as a test against action items for consistency with the City's vision. The Regional Center Implementation Strategy is shown, in brief in the sidebar. The complete strategy may be reviewed in Appendix A.

## DEFINED THE NEXT STEPS FOR OREGON CITY

Using the strategic principles as a guide, the Phase I report concluded with next steps in the form of action items for the City to pursue toward implementation of the Regional Center. (Those action items are listed in the Appendix B.)

### IMPLEMENTATION STRATEGY

- 1 Make a great plan
- 2 Many, many projects
- 3 Many Stakeholders
- 4 Committed, Ongoing Leadership
- 5 A Good Organization
- 6 Development Standards
- 7 Communications and Marketing
- 8 Supportive Government
- 9 Ongoing Review



Step by step

## OREGON CITY ECONOMIC DEVELOPMENT GOALS:

- Increase the community's assessed value
- Increase the diversification of businesses and industries
- Increase the number and quality of jobs
- Develop businesses with staying power
- Enhance the appeal and attractiveness of community
- Provide an environment for strong business and industrial growth
- Leverage urban renewal and public dollars to maximize the total investment and development effort
- Create tax increment with each investment or create an environment in which private investment will follow public investment (through urban renewal)

# ACCOMPLISHMENTS & LESSONS LEARNED

## ACCOMPLISHMENTS

This report will provide the Oregon City Commission with an important status report of progress on the Oregon City Regional Center.

Following the adoption of the implementation strategy in the Phase I report, Oregon City leadership and city staff began immediately to pursue implementation of the Regional Center. Mayor Norris visited with surrounding jurisdictions, enlisting collaboration and receiving ideas for needs in the sub-region. Working with the consultant team, the City contacted and garnered support from a variety of regional and state agencies, including the Governor's Economic Revitalization Team (GERT), Metro, Clackamas County, ODOT, DLDC, and others including the Congressional delegation.

As the City began implementing the economic development strategy, a new attitude of confidence has grown and regional attention has shifted toward Oregon City. Renewed interest in real estate development is happening in Old Town, along Seventh Street, in the Hilltop area, and in the Clackamette Cove and Rossman Landfill sites. Figure 1 illustrates where many recent projects have occurred and also denotes areas with projects in the planning stages or potential redevelopment sites.

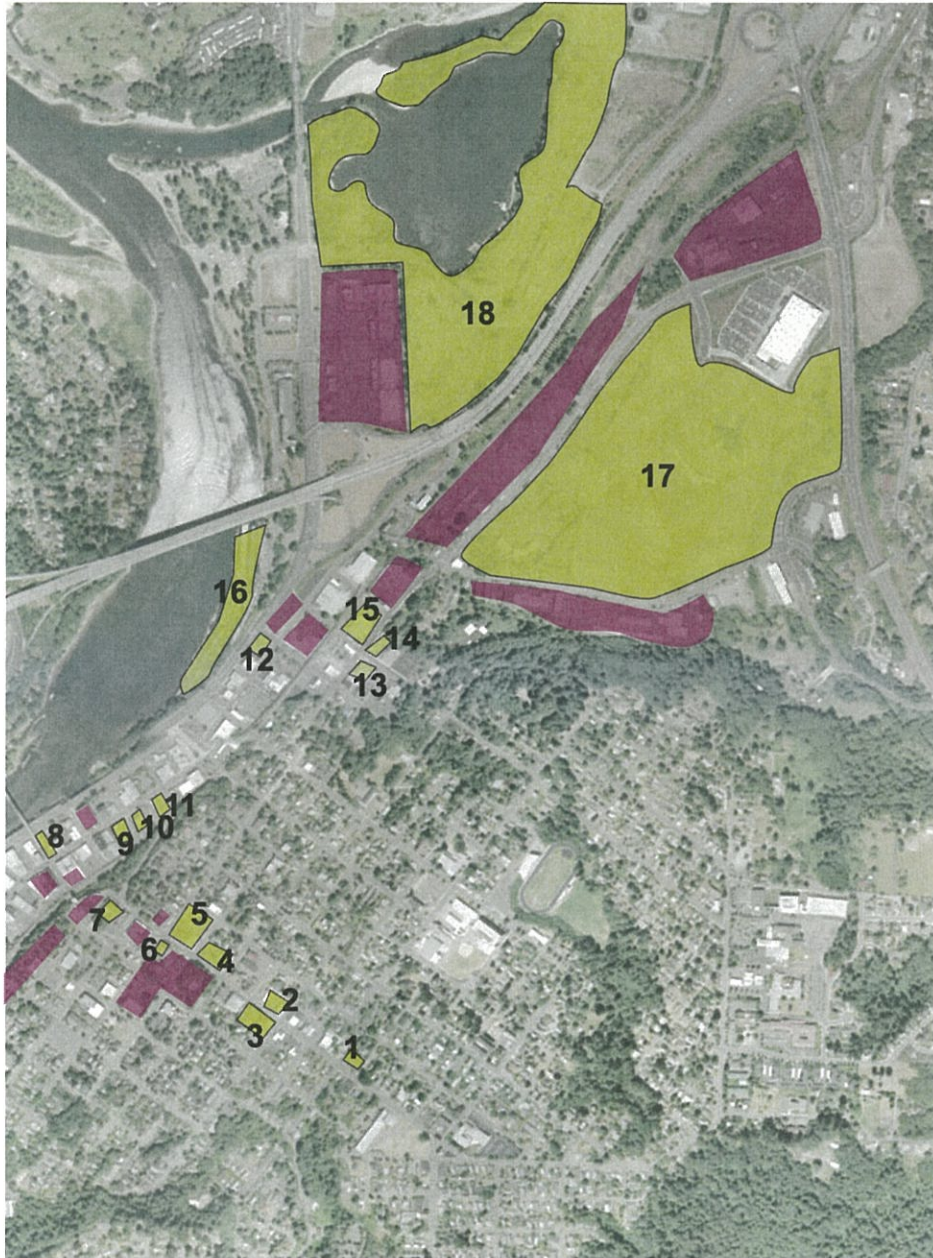
## DOWNTOWN REDEVELOPMENT

Over the last two years, Dutch Bros. Coffee opened a thriving drive-thru business, Redside Equities remodeled and successfully leased the 900 Main Street building, and new businesses such as Winestock (a wine shop and bar), have opened and are doing well. Funnelbox, a traded sector creative group, has transformed an old city hall into live-work space. The energy in the historic old town is gradually strengthening, with each new achievement bringing new interest and new business.

Issues remain, such as adequate parking, visibility, the future of the County Courthouse and its clientele, historic preservation, and attractive, safe access and connections to the rivers.



FIGURE 1: The illustration below shows many of the current or recently completed projects in the Regional Center.



## DEVELOPMENT OPPORTUNITIES

Near Term or Recent Development Sites

Potential Development Site

- 1 Commercial Property renovation
- 2 Commercial Property renovation
- 3 Commercial Property renovation
- 4 OC Plumbing Bock
- 5 Battery Exchange
- 6 Black Point Inn
- 7 McClean Clinic
- 8 Commercial Property renovation
- 9 Retail Property renovation
- 10 Retail Property renovation
- 11 Retail Property renovation
- 12 City's 12th Street Lot
- 13 Abernethy Center
- 14 Retail Property renovation
- 15 Willamette Falls Education Center
- 16 Waterfront Redevelopment
- 17 Rossman Landfill
- 18 Clackamette Cove



## SEVENTH STREET REVITALIZATION

The City's street improvement program along the Seventh Street Corridor is garnering renewed interest in this vital area that links Oregon City geographically from the Historic Old Town District and the New Regional Center area to the Hilltop District and many of Oregon City's residential neighborhoods.

Good restaurants in Oregon City are vitally important. One new arrival is Blackpoint Inn, made possible in part through a partnership with the City and its Urban Renewal funding. Restaurants serve as anchors for a neighborhood center, keep local dollars in town, build pride in Oregon City, and send a message to the community that positive change is occurring.



Blackpoint Inn & Restaurant



Flambe' Restaurant



BEFORE



AFTER



BEFORE



AFTER

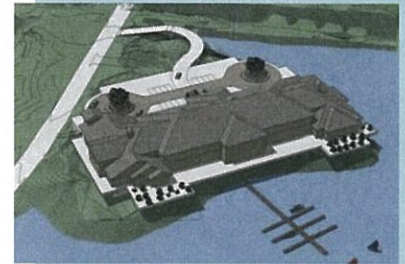


Several major projects are currently in the planning stages for the Regional Center. The two foremost projects are centered around Clackamette Cove and the Rossman Landfill site.

## CLACKAMETTE COVE

The City owns Clackamette Cove, comprising approximately 80 acres of land and water just west of I-205 and directly north of the older Oregon City Shopping Center on McLoughlin Boulevard. This cove is ideally located and suited for redevelopment. The City, in conjunction with LCG, recruited Pacific Properties Search (PPS), a local housing and resort community developer to develop a mixed-use proposal for the site. Subsequently, the City has entered into a memorandum of understanding (MOU) with PPS for the property at Clackamette Cove. The program includes housing, (condominiums, townhomes and apartments); two restaurants; a commercial component, including retail and office; private boat docks; and a public park surrounding the Cove, including access to the water, docks and canoe launch areas, a sports center, nature preserve and walking trails, and an esplanade along the length of the water.

This project will certainly maximize the potential of the area, provide a greater diversity of housing in Oregon City, and create a new destination for residents and visitors alike.



Proposed plan for Clackamette Cove  
Source: Park Place Development



## ROSSMAN LANDFILL

Park Place Development owns approximately 80 acres of land just east of I-205 and situated in the northern portion of the Regional Center. Because it was a former landfill, the site is large and challenging, with contaminated and unstable soil, much of it in the floodplain.

The current developer, recruited by Leland Consulting Group, is working with the City and the property owner to develop a large mixed-use development. Plans for the center include retail, office, restaurants, housing, and an entertainment venue. Other possibilities include partnership with the End of the Oregon Trail Interpretive Center. Financial challenges remain due to the site condition as a former landfill and consequent construction constraints.

However, a mixed-use project of this type, size and scale is precisely what a regional center should embrace. The City has been cautious, judiciously considering how to best leverage public capital and bring about the maximum private investment.

Additional project details are included in the most recent Oregon City Today, a compilation of success stories in Oregon City in the past few years, included in Appendix D.



The proposed new retail center on the Rossman Landfill  
Source: CenterCal Properties and Perkowitz+Ruth



## LESSONS LEARNED

The City's leadership is very committed to making the Regional Center a reality for its residents and neighboring communities. There is still a great deal of work to be done. Implementation Principle Nine, "Ongoing Review," states that the strategy is not a static plan. Strategies and actions must be flexible to be able to react to changes in the marketplace and to new opportunities. In complex urban revitalization, school is never out, and lessons have been learned over the past two years, leading to this evaluation of the City's progress, and how it should best proceed to continue to realize success.

The process of revitalizing a city and building a Regional Center is neither easy nor simple. The issues and challenges, as well as the answers, are complex. There are multiple goals and needs within any one project. In creating a successful project, three crucial elements must be present: developer experience, financial capability, and design excellence. Add to that the need to meet community goals, and engage in public-private partnership to realize project feasibility, and the solution becomes even more complex. If all these moving parts and equally important considerations are addressed, the result is a successful project for both the public and private sectors.

Lessons learned over the last two years include:

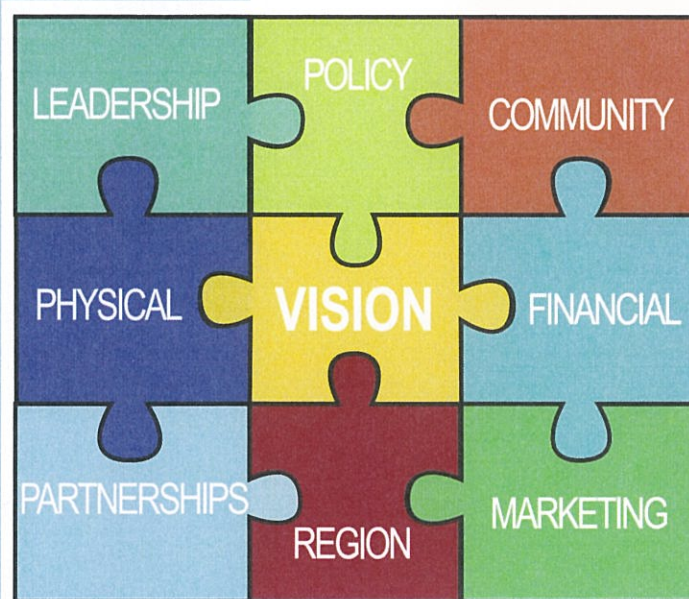
- Pick capable and experienced partners. Do the homework necessary to make sure they are the "right" partner;
- Find strong leadership and support within the greater (public and private) community;
- Creative financing solutions from multiple sources are necessary. Funding for large partnerships is very challenging;
- Don't give up—implementation is a slow process—and patience is important;
- Create a clear decision-making process; and
- The Success Stories publication (Oregon City Today) was a valuable tool for the City in showing past accomplishments and marketing for the future.

These lessons lead to a series of questions: Where do we go from here? What components (or pieces) are needed next in continued pursuit of realizing the Regional Center in Oregon City? How does each piece interlock with the other components to form a complete strategic direction of next steps?





# UNDERSTANDING THE REGIONAL CENTER: THE PUZZLE



The complete Regional Center Puzzle



Vision Puzzle Piece

City building is not a linear process, nor is it simple; it is sometimes subject to fits and starts. It is complex, and in continual need of refinement. The Regional Center Strategy is not just a physical framework to be built, nor is it merely an economic development program to institute, or a street beautification project. The Regional Center is made up of many components, physical, financial, regulatory, political, and market. These interlocking components, independent and yet interrelated, must be considered simultaneously when making decisions regarding potential projects to further the Regional Center implementation.

## THE VISION

Oregon City has a mission and vision for the city, as well as for the Regional Center. It was developed in concert with the community and leadership within the City. The mission and vision are revisited below:

**MISSION:** To build a sustainable community that promotes public health and safety, economic growth, diversification, parks and recreation, library services, efficient utilities, appropriate and fair land use administration, and protects the livability, environment and uniqueness in this historic place.

**VISION:** To re-establish Oregon City's historic role as a regional hub for business, commerce, transportation, innovation, tourism, and livability.

Oregon City's development will occur in the City's Regional Center, known as Downtown, along the 7th Street Corridor, known as Midtown, and on its



Hilltop, known as Hilltop. The Hilltop area will provide many services: county services at Clackamas County's Red Soils campus, regional medical services at Willamette Falls Hospital's complex, regional educational services at Clackamas Community College campus, and shopping and industrial jobs at several smaller shopping centers. The future industrial development will occur along Beaver Creek Road and adjacent to the Community College campus. In addition to 7th Street, these various areas of development will be connected via infill development through the evolution and revitalization of the city.

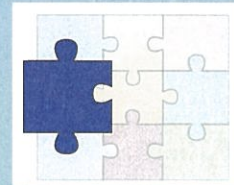
Although this piece (The Vision) is complete, it is nonetheless an important consideration when making decisions about a particular project. The Vision guides development and redevelopment, providing a standard by which to measure progress and quality. The Vision should be revisited periodically for refinement.

## PHYSICAL FRAMEWORK

The Physical Framework is that element of redevelopment that represents the preferred structure for the area, describing the various urban elements and how they will interact in order to achieve the Regional Center vision. The components of the physical framework, as illustrated and explained through principles on pages 14 through 19 are Collection of Increments, Integration of New Projects, Connectivity, Hierarchy of Streets, "Form" of the City, and Water and Land Ties. These components address the different character and unique attributes of Oregon City's developing Regional Center. They describe how pedestrians, cars and transit will move about, how to capitalize on Oregon City's geography to link districts to one another through various types of connecting elements, creating a "master strategy" to tie in new projects to the existing urban form, and tying Oregon City's amenity of the Clackamas and Willamette Rivers and The Falls to the land. The Framework also suggests where development should occur, and how to connect existing, proposed, and future development. Components of the Physical Framework, similar to the larger puzzle of City building, are not discrete pieces, but rather layers that build upon one another and work together.

### ACTION

- Revisit the vision and goals periodically for refinement.
- Take the vision to the public.
- Work towards "ownership" of the vision from City staff and Oregon City residents.
- Use the vision and goals to guide the decision-making process.



Physical Framework Puzzle Piece

### ACTION

- Convene a City Commission workshop to meet with the consultant team and discuss the master plan for the Regional Center.
- Work out solutions on key sites in the Regional Center.
- Acquire Metro and County property in the Regional Center area.

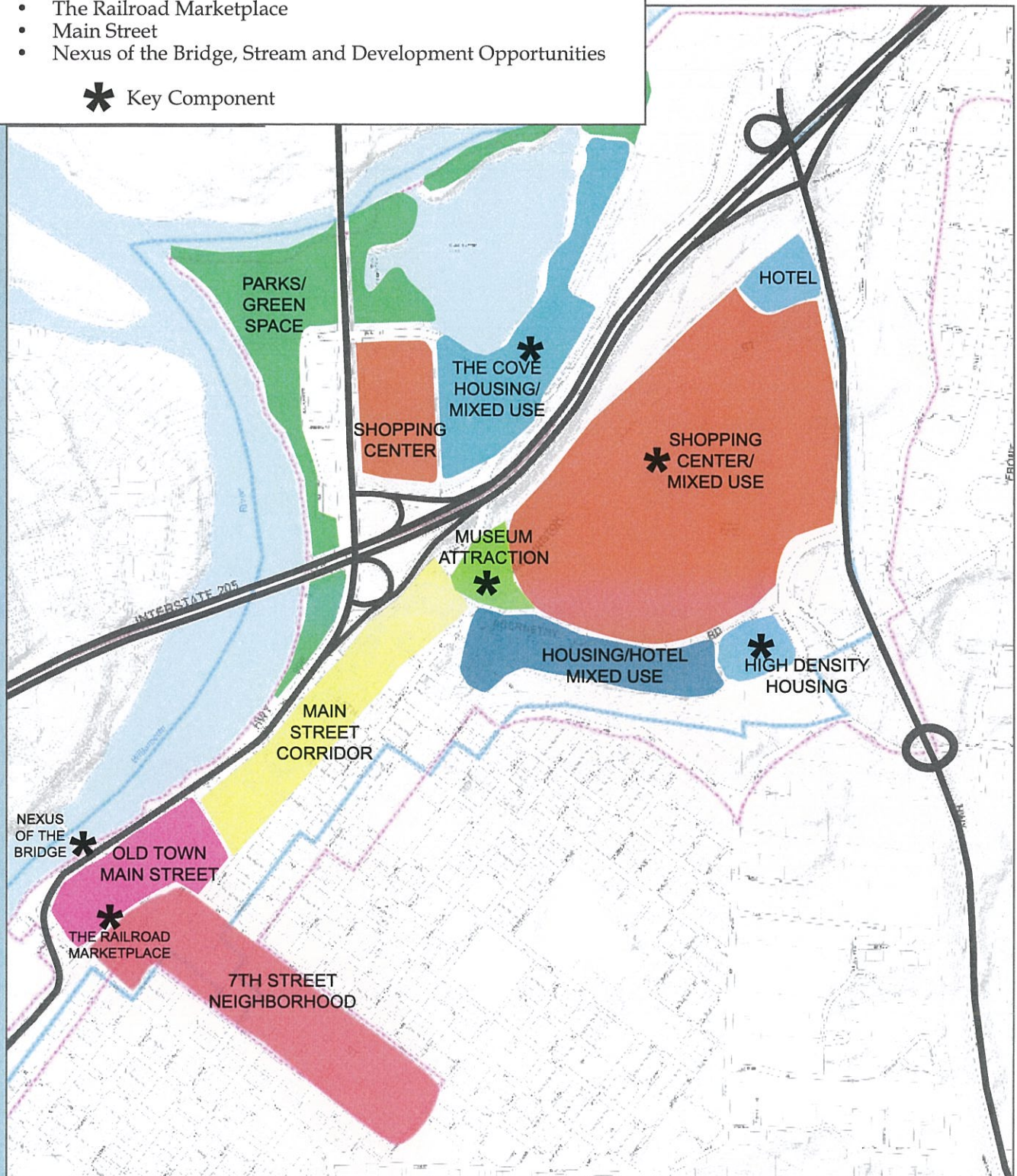


## COLLECTION OF INCREMENTS

The Regional Center should be a collection of "increments" recognized through local landmarks and institutions.

- The 7th Street Neighborhood
- The Railroad Marketplace
- Main Street
- Nexus of the Bridge, Stream and Development Opportunities

\* Key Component

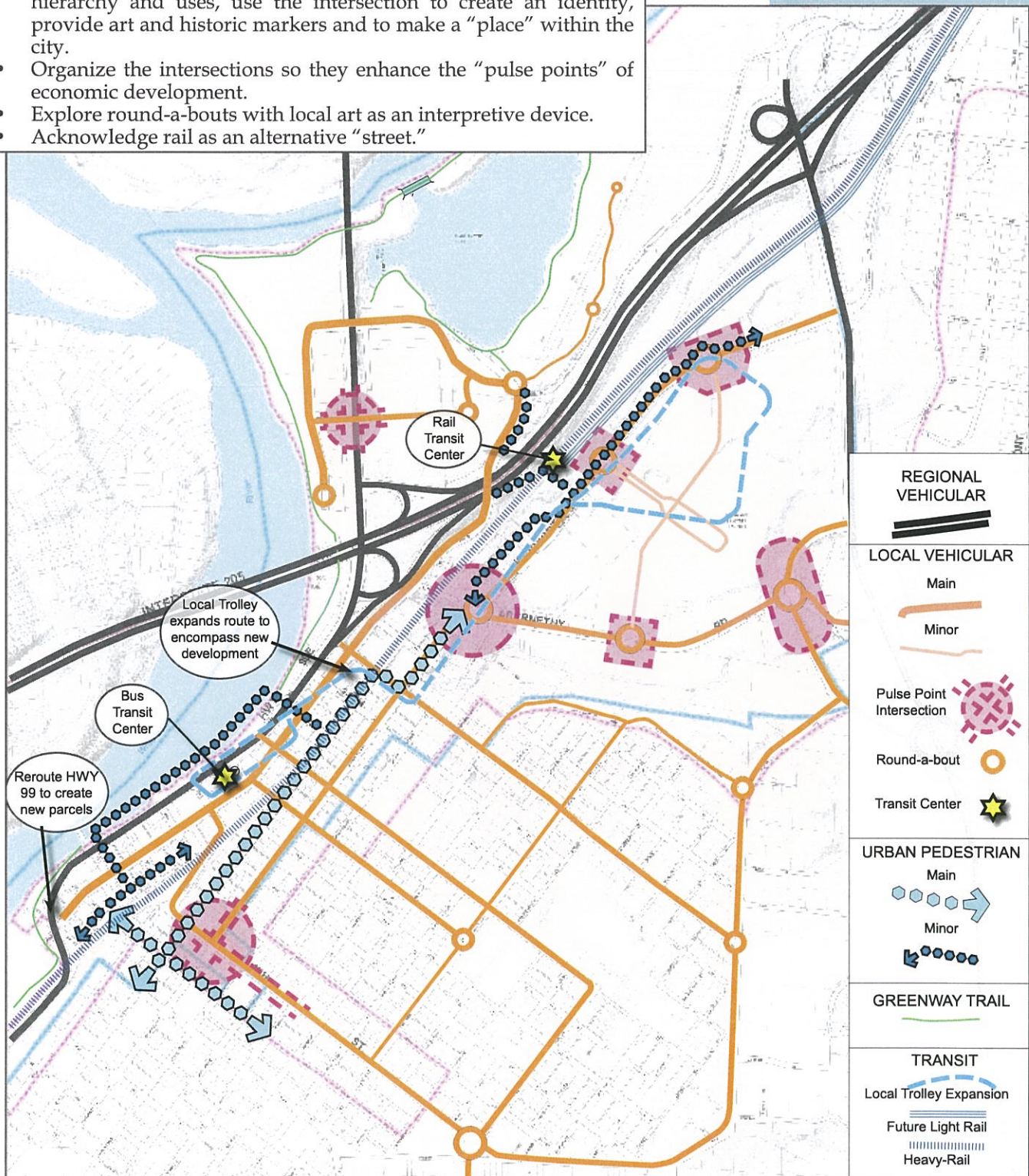




## HIERARCHY OF STREETS

Establish a hierarchy of streets throughout the city and create intersections with "character."

- On major circulation routes and where there are streets of different hierarchy and uses, use the intersection to create an identity, provide art and historic markers and to make a "place" within the city.
- Organize the intersections so they enhance the "pulse points" of economic development.
- Explore round-a-bouts with local art as an interpretive device.
- Acknowledge rail as an alternative "street."

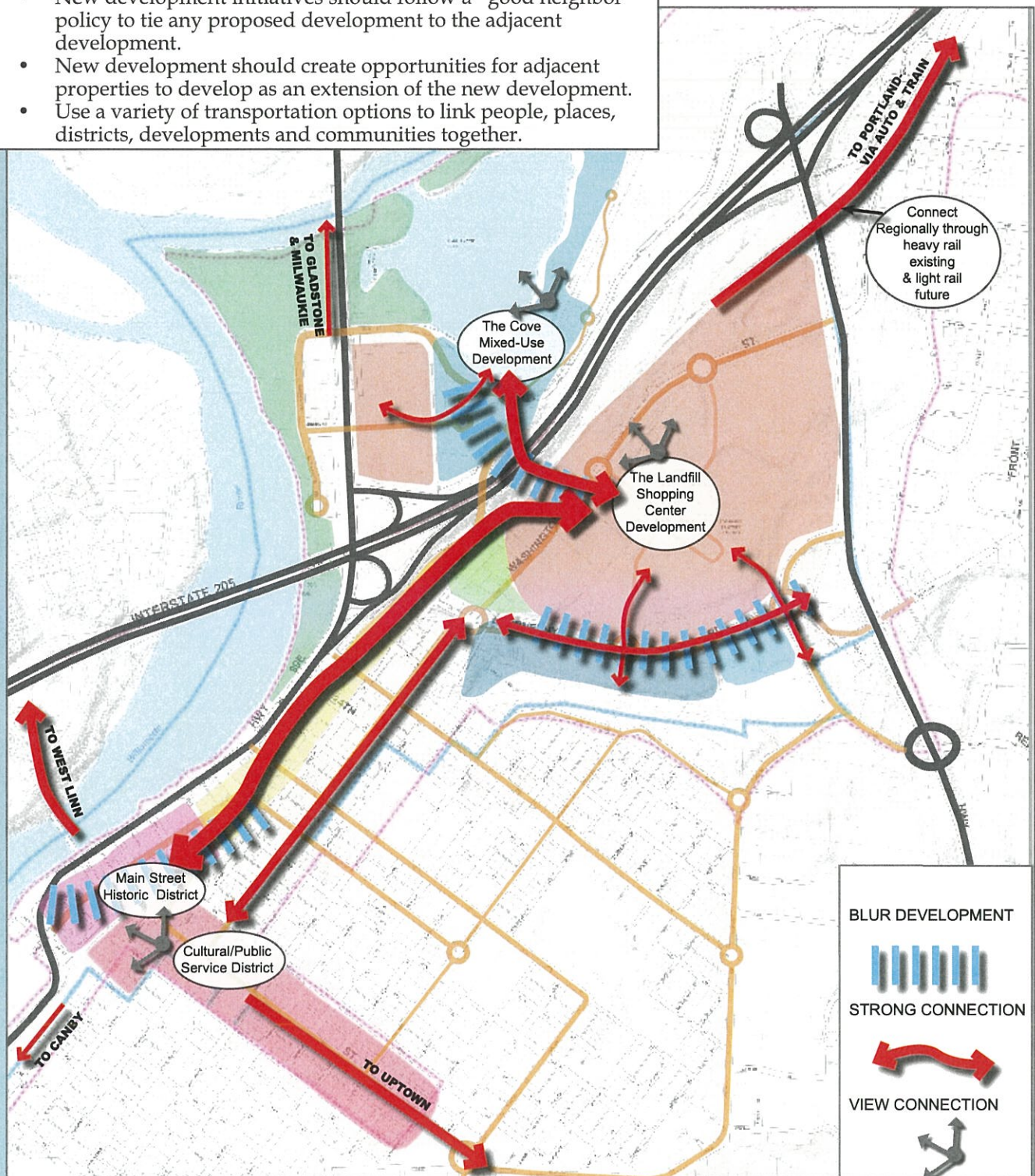




## CREATE CONNECTIVITY

Create connectivity between all proposed and existing development.

- Blur "islands" of development.
- New development initiatives should follow a "good neighbor" policy to tie any proposed development to the adjacent development.
- New development should create opportunities for adjacent properties to develop as an extension of the new development.
- Use a variety of transportation options to link people, places, districts, developments and communities together.





## INTEGRATE DEVELOPMENT

Integrate new development projects into the urban fabric.

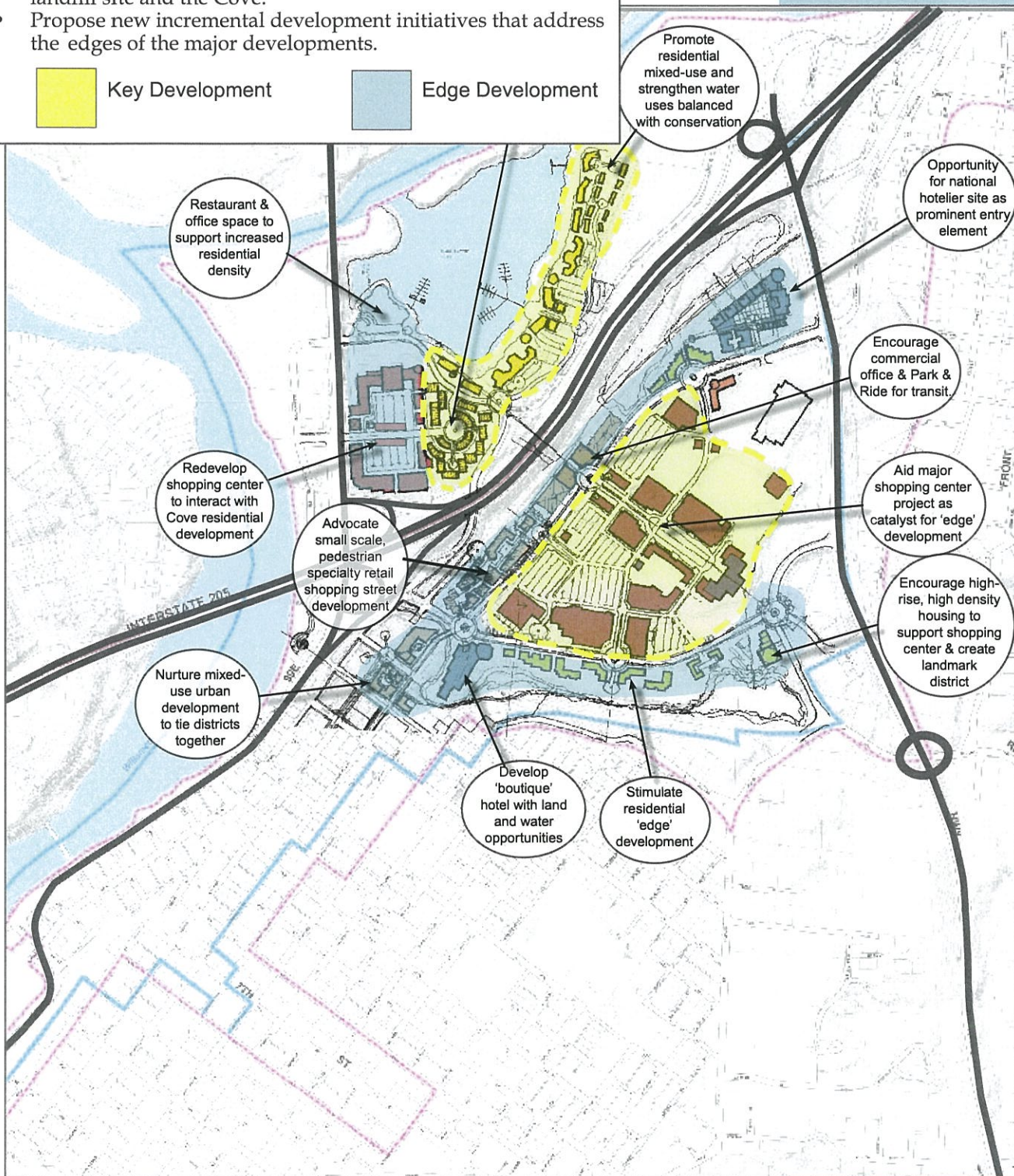
- Promote the two major developments being considered for the landfill site and the Cove.
- Propose new incremental development initiatives that address the edges of the major developments.



Key Development



Edge Development

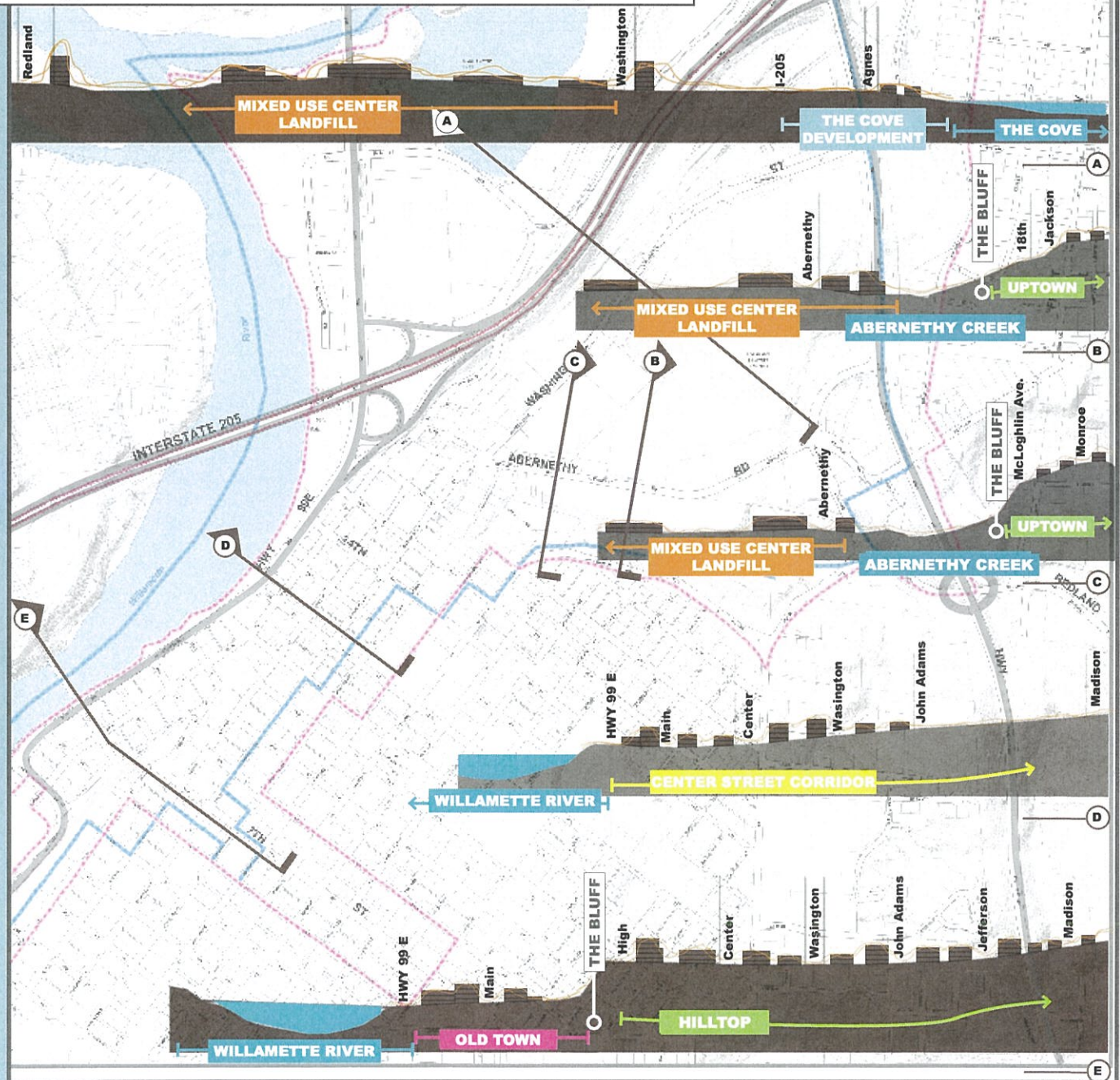




## FORM OF THE CITY

Build on the uniqueness of the city form.

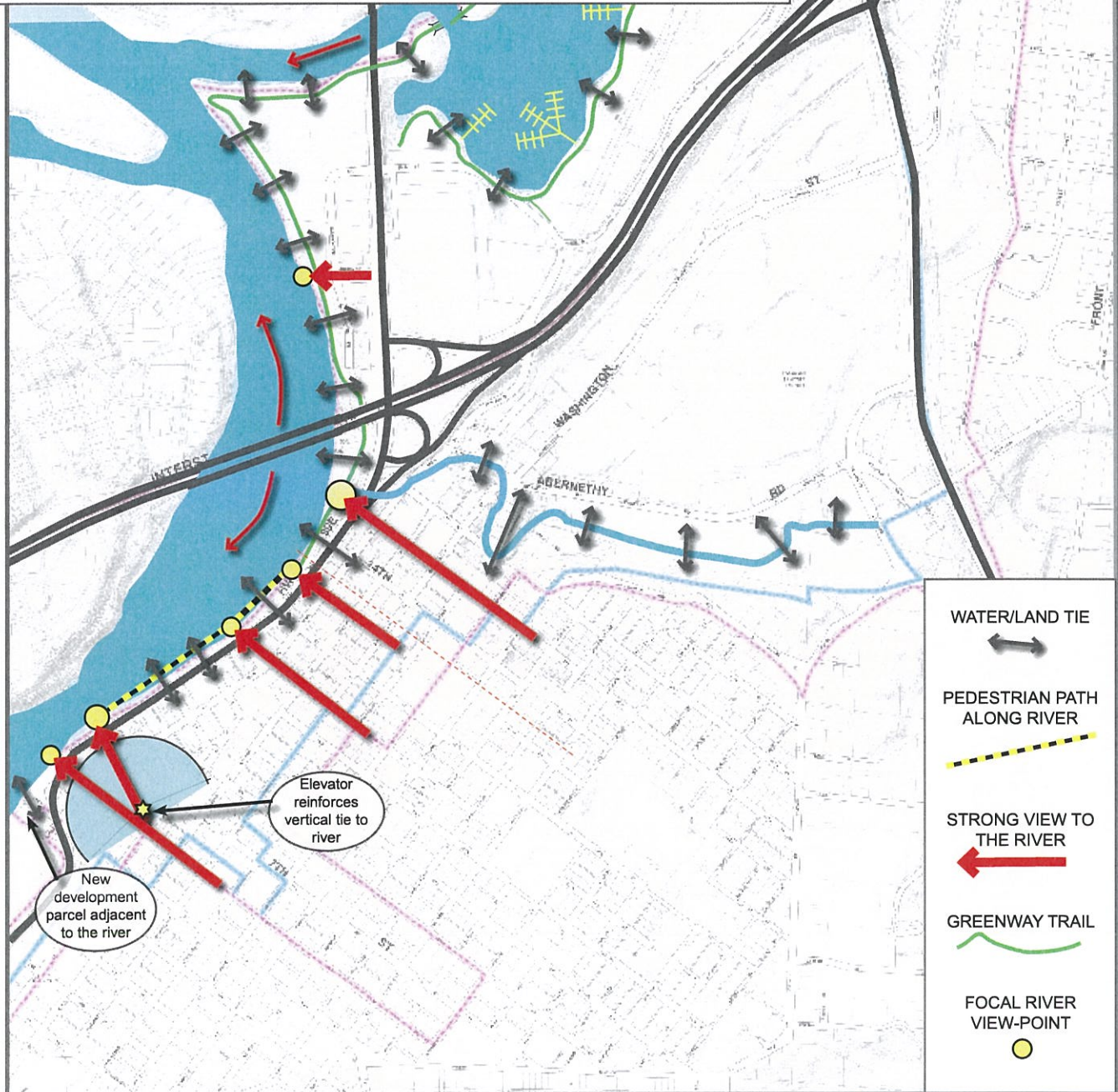
- Recognize the multiple levels of the city.
- Topography (rivers, low-lands, upper plateau) establishes the uniqueness of Oregon City.
- Consider the form of the city as it extends perpendicular to the river, not parallel to it.
- Link the rivers, low-lands and upper town site in form and use.
- Seek out anomalies in the form of the city and "hidden" opportunities that will add to the uniqueness of the city.



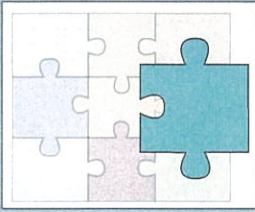


## WATER & LAND TIES

- Celebrate the relationship of the water to the land.
- Accept the reality of Highway 99, its function as a regional highway, and the view of the river from the highway.
- Seek out geometric and engineering modifications that lead to developable sites that will add to the character of the city.
- The pedestrian experience to the water should be a unique vertical tie between a promenade along Highway 99 and the water. The water level route should be experiential — floating pathways as well as land-based paths that give access to water, but celebrate the vertical connection between the water and the downtown level.







Financial Framework Puzzle Piece

## ACTION

- Extend the Urban Renewal debt limits
- Investigate Federal Brownfield money for key project sites
- Investigate bonding options for funding key projects
- Look for opportunities to partner with other agencies on public improvement projects and in conjunction with private developers

## FINANCIAL FRAMEWORK

Creating the Regional Center, from a financial standpoint, is challenging. Many hard decisions have to be made at each juncture within an individual project. Questions arise such as:

- Is this a project worthy of the city's participation? Is it sustainable?
- Does this project meet the goals for the Regional Center?
- Will this project bring jobs, growth, employment, and pride to the city?
- What financial tools are appropriate for this project?

In building a financial strategy for the Regional Center, the goal is to achieve a public to private investment ratio of 1:4 or 5. In other words, for each public dollar expended and strategically placed, a private sector investment of \$4 to \$5 should result. Applying this ratio is helpful in deciding where to place public capital.

All the financial tools and resources the city has available will likely come into play at one time or another as the Regional Center continues to form. Although the selection of tools is fairly limited, they are worth mentioning here as possibilities the city may wish to use in partnering on projects. Rarely, however, is local government financially equipped to meet all the public investment needs. There are a variety of finance tools to consider locally, regionally, and federally in revitalizing the Regional Center. The financial resources should be explored from all sides, and partnerships considered with other agencies as well as the private development community.

- **Tax Increment Financing/Urban Renewal.** Tax increment is a financing mechanism where public projects are financed by debt borrowed against the future growth of property taxes in an urban renewal district. Urban Renewal is one of the few financial tools in Oregon and in Oregon City to partner with developers on built projects.
- **Systems Development Charges.** Municipalities collect SDCs from developers in order to finance the on- and off-site improvements related to a given project, such as roads or parks. A well-crafted SDC plan will focus these assessments on essential improvements that enhance the value of the site and area.
- **Local Improvement District.** An LID is a type of special assessment district frequently used by developers to pay for capital improvements that benefit a defined area. A specific area is determined based on the type of improvement and who will benefit from the improvement. The assessment is generally based on the increased property values that result from the improvement and is used to pay off a portion of the project costs.



- **General Obligation Bonds.** G.O. bonds are issued by the city and are backed by the full faith and credit of the city. Bonds are subject to a public vote.
- **County, Metro, State, and Federal funding sources.** Funding and partnership resources are available from various levels of government, including Metro's Centers incentives and Oregon's Transportation and Growth Management program.

## REGULATORY/POLICY FRAMEWORK

Address "rules" that either create opportunities or act as barriers to implementation. There are several recommended framework components that assist in strengthening the feasibility and quality of the Regional Center as a built environment. They include Performance Standards, Historical Acknowledgement, Flexibility, and Code Issues.

### PERFORMANCE STANDARDS

Adopt performance standards, or Design/Development Guidelines, that describe how development should "behave" to further the concept of a Regional Center. A complete list of the Recommended Design and Development Guidelines is included in Appendix C.

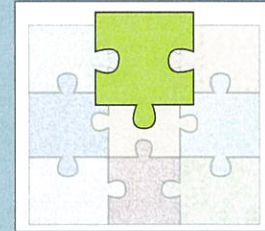
### HISTORICAL ACKNOWLEDGEMENT

Recognize the rich historic legacy of Oregon City, but do not make it an impediment or barrier to development.

- Make the End of the Oregon Trail Interpretive Center a contributing element to the urban structure, not an isolated icon.
- Recognize historic structures as the "beginning" of new developments.
- Recognize how cities develop and that the move from small town/city to Regional Center requires re-evaluation of buildings and spaces to contribute to the larger construct as opposed to icons to be preserved.
- Adherence to historical typology should not inhibit designs that may reflect the "culture" and "values of the citizens" of the city.

**"Respect for the future, regard for the present, understanding of the past: The future requires our humility in the face of all we cannot control. The present requires attention to all the people to whom we are accountable. The past gives us the opportunity to build on the work of our elders."**

Source: ULI: 10 Principles for Successful Public / Private Partnerships, 2005



Regulatory/Policy Framework Puzzle Piece

## ACTION

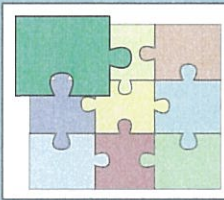
- Adopt Performance Guidelines for the Regional Center
- Respect the past while allowing for evolution, growth, and change
- Remain flexible regarding policy decisions: revisiting prior adopted plans and policy for amendments or refinements
- Review codes and zoning to allow flexibility and evolution of development in the Regional Center



## FLEXIBILITY

Acknowledge an approach wherein it is acceptable to correct prior mistakes in development decisions.

- Circumstantial ownership of land and land use can be reorganized and reworked to remove barriers to development of Oregon City as a Regional Center.
- Explore modification in ownership—public and private—that can provide new opportunities for development.
- Be prepared to revisit prior adopted plans, codes, and zoning and revise or refine them to meet the vision and goals of the redevelopment effort.



Leadership Puzzle Piece

## ACTION

- Create initiatives to keep the revitalization effort moving forward
- Take credit for successful partnerships and projects
- Continually engage leadership in the community – city hall cannot do it alone
- Engage the private sector to jointly lead and “own” revitalization and creation of the Regional Center

## LEADERSHIP

There is excellent leadership and representation from the public sector in redefining and creating a new paradigm for Oregon City. With that said, more hands-on involvement by individual City Commission members and members of the Planning Commission is recommended. Carrying the Regional Center message to the community and promoting its goals, vision and future benefits is important to building and maintaining citizen support. A great deal has been accomplished—and there is much more to do.

Private citizens carrying the charge send a powerful message to the rest of the community and the larger region that they also believe in the change the City is making and are doing their part to help. This is the area to work on right now. Ways the private sector might get involved are through the Downtown Association, the Chamber of Commerce, creating a Regional Center task force, and starting other subcommittees or forums that take on one area or project to assist in implementation and redevelopment downtown.

Keep in mind that significant private investment and development will not occur though, until the private sector sees a continued and steady commitment from the public sector to keep the Regional Center implementation a priority. The public wants to see dedicated leadership with experience and competence for such a complex goal. They want confidence that the City Commission, City staff, and other agencies will work with them to ensure success, particularly on the initial projects that require substantial public investment to make them financially feasible. If the leadership of the city “owns” the revitalization effort, it will gravitate over to the private sector.

**“Leaders have Presence: Leaders stop—to ask and answer questions, to be patient, to listen to problems, to seek the nuance, to follow up a lead. Leaders stand alone, take the heat, bear the pain, and tell the truth.”**

Source: ULI:10 Principles for Successful Public/Private Partnerships, 2005



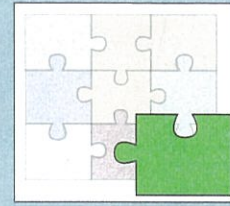
## MARKETING AND POSITIONING

“Selling the City’s future” is an ongoing task. Locally, regionally, statewide, and nationally, people need to know that Oregon City has made a decision to change for the better and serve as a Regional Center for its surrounding communities, as well as bringing about more opportunity and growth for its citizens. Both the public sector and the private sector need to be aware and supportive of Oregon City’s visionary direction in realizing the Regional Center. The only way to effectively communicate the change is through marketing—getting the word out. Tactics for marketing cities vary greatly, but the most effective are through the leadership (previously discussed above), branding, press, events, success stories, and the development community.

Hiring a communications and marketing firm is an effective method to manage several of these tactics. They have the resources and ability to meet the local, regional and national audience effectively. They can assist with branding, press releases and articles, and create a strategy for the marketing of Oregon City. These firms are often associated with assistance for boosting tourism, but their reach may include attracting companies (and jobs) to locate in Oregon City, influencing housing choices for regional residents, and promoting pride among the existing residents and businesses in Oregon City. Word of mouth is the most powerful form of advertising. If the residents and businesses in the City are proud of where they live and what is happening, the word will continue to spread and change can occur rapidly. Implementation cannot ignore the need for an active communications and marketing effort. No one knows change is occurring unless they are told. This goes for residents of Oregon City, as well as the rest of the region.

## SURROUNDING AREAS

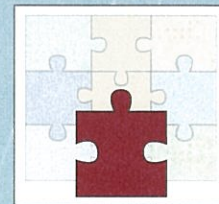
Focus on the Regional Center, but do not lose sight of the larger vision for the city. The Regional Center is not an island but an integrated part of the city. Changes are occurring on the Seventh Street Corridor. The Hilltop and Red Soils areas are receiving new development, both public and private. The Oregon City Golf Course and surrounding properties are in the planning process. All of these require attention.



Marketing & Positioning Puzzle Piece

### ACTION

- Hire a communications consultant to coordinate a public outreach and publicity process
- Keep getting the word out that Oregon City is on the move and changing
- Keep the effort sustained and consistent
- Connect with and encourage participation from the entire community
- Continue 'Oregon City Today' as an annual publication to chart and market progress

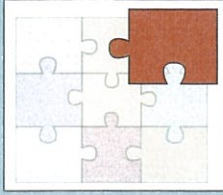


Surrounding Areas Puzzle Piece

### ACTION

- Keep an open dialogue with the County, the College, the Hospital, and other major employers to let them know Oregon City is open to growth, change, and economic development
- Identify key sites for redevelopment in Midtown and Hilltop
- Meet with property owners to discuss plans and opportunities for redevelopment
- Consider regional community connections through partnering with other local jurisdictions on projects and events





Community Development Puzzle Piece

## COMMUNITY DEVELOPMENT

The economic development goals of the city are clear and concise for the Regional Center. Creation of the Regional Center will build the Oregon City community in a manner that is sustainable, adds quality, adds livability, and builds community. Most importantly, it will promote economic revitalization and create jobs and economic growth and diversity.

In addition to its goals of economic development, the City is also involved in community development, in the form of education, parks and recreation, community events, public safety, etc. These items are the factors considered in the more fuzzy area of one's "quality of life." These are the items that people consider before moving to an area. It is an important part of the puzzle, and must be acknowledged as part of the Regional Center.

### ACTION

- Hire an Economic Development Coordinator full or part time, or at least on a short-term basis. This individual will be responsible for economic development in Oregon City, as well as the day-to-day operations of the City's Regional Center implementation efforts. This position could be filled through the City or as a consultant contract. Tasks would include:

- |                                                                                                                                                                                                                                                                                                                                                                                                                                                          |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>• Inventory existing businesses and industries in Oregon City and create a database, including vacant storefronts</li> <li>• Contact existing businesses and industries in Oregon City to determine needs and possible expansion plans</li> <li>• Assist business and industrial development through the city and county approval process</li> <li>• Assist City Manager and staff in identifying city</li> </ul> | <ul style="list-style-type: none"> <li>barriers to business and industrial growth and expansion</li> <li>• Begin a storefront recovery program</li> <li>• Develop contacts with building owners and real estate contacts to determine interest in filling vacancies; work with the City and owners to fill vacancies, consistent with the overall economic development goals</li> <li>• Receive and analyze financial data and advise City Manager on requests regarding city participation in public/private projects.</li> </ul> | <ul style="list-style-type: none"> <li>• Explore community development opportunities within the Regional Center, in the form of activities, events, safety, partnering with the End of the Oregon Trail Interpretive Center, and locating community services such as city hall, library or other functions</li> <li>• Consider regional community connections through heavy and light rail</li> <li>• Take a long-range view of Oregon City's economic and community development with long-term goals and projects</li> </ul> |
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## PARTNERSHIPS

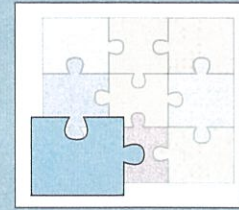
This strategic puzzle piece is a theme throughout many other elements, but is important enough to mention on its own. Again, implementing the Regional Center is a tough, complex job. Oregon City and its staff cannot do it alone. Over the past two years, Oregon City staff and Leland Consulting Group have contacted multiple public agencies to garner political and financial support. Leland Consulting Group has leveraged their relationship with multiple private sector developers to bring project opportunities to the Regional Center. This work is ongoing and of the utmost importance. In the end, it is people and relationships that make things happen—that make projects and goals come to life and make the Regional Center a reality.

Oregon City, working with the private sector and other public agencies will continue to work on strategies to implement change and growth. The partnerships must include Metro, Clackamas County, Tri-City, neighboring jurisdictions, GERT, TriMet, ODOT, citizens, local interest groups, landowners, retail shopping center representatives, retail and residential tenants, and local planning and economic development agencies.

Each partnership must “own” their project and find ways to succeed. This can be achieved by reaching consensus through communication and the active participation of all parties involved.

**“Create positive change through partnership and leadership ... facilitate a vision and establish strategies for it implementation. Make the deal a win-win for all parties.”**

Source: ULI:10 Principles for Successful Public/Private Partnerships, 2005



Partnerships Puzzle Piece

### ACTION

- Pick capable and experienced partners. Do the homework necessary to make sure they are the “right” partner.
- Work together at the elected and appointed official level – reinforcing the vision with policy and capital.
- Explore as many partnership opportunities as possible. Partnerships may not all be financial—public support for a project, a streamlined approvals process, allowing variances, making street improvements, and others.
- Coordinate actions of public agencies responsible for government services.
- Create a forum for communication and continued visioning in the Regional Center—head up the forum through the private sector as an organization for change.
- Coordinate collection of market, economic, social, demographic, traffic, and other data and information for prospective investors, developers, retailers, consumers, and public agencies.
- Have current success stories (Oregon City Today) available for prospective investors, developers, retailers, consumers, and public agencies.



# NEXT STEPS

In review of the adopted strategy in Oregon City Futures and the preceding progress report, there are additional elements that will serve to strengthen success as implementation of the Regional Center continues its forward momentum.

There are several recommendations to the City Commission, in support continued implementation.

## PUNCHLIST OF ACTION ITEMS:

### VISION

- Revisit the vision and goals periodically for refinement.
- Take the vision to the public.
- Work towards “ownership” of the vision from City staff and Oregon City residents.
- Use the vision and goals to guide the decision-making process.

### PHYSICAL FRAMEWORK

- Convene a City Commission workshop to meet with the consultant team and discuss the master plan.
- Work out solutions on key sites in the Regional Center.
- Acquire Metro and County property in the Regional Center area.

### FINANCIAL FRAMEWORK

- Extend the Urban Renewal debt limits.
- Investigate Federal Brownfield money for key project sites.
- Investigate bonding options for funding key projects.
- Look for opportunities to partner with other agencies on public improvement projects and in conjunction with private developers.

## REGULATORY/ POLICY FRAMEWORK

## LEADERSHIP

## MARKETING & POSITIONING

- Adopt Performance Guidelines for the Regional Center.
- Respect the past while allowing for evolution, growth, and change.
- Remain flexible regarding policy decisions: revisiting prior adopted plans and policy for amendments or refinements.
- Review codes and zoning to allow flexibility and evolution of development in the Regional Center.
- Create Commission initiatives to keep the revitalization effort moving forward.
- Take credit for successful partnerships and projects.
- Continually engage leadership in the community – city hall cannot do it alone..
- Engage the private sector to jointly lead and “own” revitalization and creation of the Regional Center.
- Hire a communications consultant to coordinate a public outreach and publicity process to inform the public of all the great things happening in Oregon City.
- Keep getting the word out that Oregon City is on the move and changing.
- Keep the effort sustained and consistent.
- Connect with and encourage participation from the entire community.
- Keep an open dialogue of communication with Clackamas County, Clackamas Community College, Willamette Falls Hospital, and other major employers in the area to let them know Oregon City is open to growth, change, and economic development.



## SURROUNDING AREAS

## COMMUNITY DEVELOPMENT

## PARTNERSHIPS

- Identify key sites for redevelopment in Midtown and Hilltop.
- Explore redevelopment opportunities by meeting with property owners and discussing plans.
- Consider regional community connections through partnering with other local jurisdictions on projects and events.
- Hire an Economic Development Coordinator full or part time, or at least on a short-term basis. This position could be filled through the City or as a consultant contract.
- Explore Community development opportunities within the Regional Center, in the form of activities, events, safety, partnering with the End of the Oregon Trail Interpretive Center, and locating community services such as city hall, library or other functions.
- Consider regional community connections through heavy and light rail.
- Take a long-range view of Oregon City's economic and community development with long-term goals and projects.
- Pick capable and experienced partners. Do the homework necessary to make sure they are the "right" partner.
- Work together at the elected and appointed official level – reinforcing the vision with policy and capital.
- Explore as many partnership opportunities as possible. Partnerships may not all be financial – public support for a project, a streamlined approvals process, allowing variances, making street improvements, and others are also modes of partnership.
- Coordinate actions of public agencies that are responsible for government services.
- Create a forum for communication and visioning in the Regional Center – head up the forum through the private sector as an organization for change.
- Coordinate collection of market, economic, social, demographic, traffic, and other data and information for prospective investors, developers, retailers, consumers, and public agencies.
- Have current success stories available for prospective investors, developers, retailers, consumers, and public agencies.

## 5 APPENDIX

**A**

PHASE I IMPLEMENTATION  
STRATEGY

**B**

ACTION ITEMS UPDATE FROM  
PHASE 1

**C**

PROPOSED DESIGN &  
DEVELOPMENT GUIDELINES

**D**

OREGON CITY SUCCESS AUDIT



## A IMPLEMENTATION STRATEGY

This is the Implementation Strategy which Oregon City adopted in 2005 to follow in implementing the Regional Center and its associated Districts. The following principles are based on an implementation model developed by Leland Consulting Group and customized for Oregon City.

## THE REGIONAL CENTER STRATEGY

### 1 MAKE A GREAT PLAN

*A Great Plan is always the first step to the successful transformation of a community. A Great Plan is more than a physical plan. It is a comprehensive plan that will recognize many projects – potential and existing – involve many stakeholders and mobilize them with a motivating vision that captures their imagination. A Great Plan...*

- Combines market potential with community vision;
- Goes far beyond patching problems or reacting to specific issues;
- Presents a strong enough vision to motivate and enliven people to take action;
- Builds a stronger sense of community and pride in Oregon City; and
- Creates physical and mental connections of the various districts.

### 2 MANY, MANY PROJECTS

*The success of the Great Plan cannot hinge on a single major project. Putting all the community's eggs in one basket is risky and robs the community of the great diversity that is achieved through many, many smaller projects.*

- A great plan moves many projects forward;
- Projects are broadly defined to include regulatory changes, development projects, and programs;
- Organize, catalog and communicate all public and private projects; and
- Focus investment in designated pulse points of activity.

### 3 MANY STAKEHOLDERS

*Many projects bring many stakeholders; people who are invested in one or more projects must pull together to make and implement the Great Plan. The key to successful implementation of the plan is mechanisms for marrying the identified stakeholders, current and potential, with projects, existing and proposed. Implementation requires collaboration with stakeholders for positive results.*

- Broad base of involvement and promotes project implementation.
- Stakeholders – representative cross-section government, nonprofits, businesses, and individuals.
- Stakeholders form the basis of political support for implementation of the great plan.
- Stakeholders may come from a variety of special interests – this is OK. Special interests bring stakeholders who can become the champions of their “pet” projects and support implementation.

### 4 COMMITTED, ONGOING LEADERSHIP

*Creation of a Regional Center takes time and requires leaders from all sectors of the Oregon City community. Committed leaders...*

- Desire success for the entire community.
- Generate strong and continual consensus around the vision.
- Are respected by the community and have strong leadership skills.
- Are able to motivate and organize stakeholders.
- Move forward and communicate the vision of the Great Plan.

### 5 A GOOD ORGANIZATION

*The Regional Center must bring together the efforts of many public and private leaders. A strong organization can unite these partners and can organize the many tasks that will be necessary. Whether it is an urban renewal agency, a Regional Center business association, or a stakeholder group, or a combination of these entities, a Good Organization...*

- Provides ongoing support for the implementation through communication and coordination.
- Provides long-term continuity and unifies divergent interests.
- Provides support for local government, and support to project development.
- Communicates success and opportunities.



## 6 DEVELOPMENT STANDARDS

*Achieving the Regional Center vision requires strong standards that ensure that development is of the same quality envisioned by the plan. Development Standards...*

- Are clear and consistent guidelines, communicating the vision of the Plan.
- Encourage that which is desired and strongly prohibit that which is not wanted.
- Should be dynamic and flexible – pragmatic standards for change.
- Set standards high but achievable.

## 7 COMMUNICATIONS AND MARKETING

*Successful development of the Regional Center and Districts requires getting the word out about the opportunities and assets throughout Oregon City. Implementation should not ignore the need for an active communications and marketing effort.*

- Both the organization and the leadership must communicate successful implementation.
- Marketing a Great Plan means making continual news from projects.
- Communication means acting as a liaison between stakeholders, projects, and the wider community.

## 8 SUPPORTIVE GOVERNMENT

*A Supportive Government helps open doors and paves the way for private sector investment in Oregon City. All levels of government, the City, County, and Metro, and all of the agencies and departments within each entity, must embrace the vision and facilitate its success. Supportive Governments...*

- Provide support for achieving standards – consultation, code enforcement, and assistance.
- Are able to review their practices and identify and change policies.
- Set clear goals.

## 9 ONGOING REVIEW

*The strategy for Oregon City is not a static plan. Implementation will never really end and strategies and actions must be flexible to react to changes in the marketplace and new opportunities. Thus, Ongoing Review of the strategy and its recommendations must be a core part of implementation.*

- Dynamic plans require ongoing review that responds to changing conditions.
- Evaluation of the plan, projects, and communications – make periodic adjustments to the plan.

## B ACTION ITEMS UPDATE FROM PHASE I

Using the Phase I Strategy, core recommendations emerged to keep Oregon City moving towards the next level of development of its Regional Center. These items guided the City through Phase I implementation and onwards toward Phase II. The opportunity exists to be strategic, but tactical and specific at the same time as plans and projects develop. The grey items listed have been accomplished, blue items are underway, and the black items still need work.

In partnership with skilled consultants, the City should do the following:

### TASKS FOR IMPLEMENTATION OF THE REGIONAL CENTER

- 1 Further identify specific organizations, individuals and properties for possible implementation and identify the partners that Oregon City needs to carry out the strategy. Gather public-public support.
- 2 Establish the specific timetable, deliverables, and goals for projects that are identified throughout subsequent tasks (note these elements are very likely to change and evolve as a result of the following step and subsequent discussions and negotiations).
- 3 Build public-to-public support for development of the Oregon City Regional Center including, but not limited to:
  - Clackamas County
  - Metro
  - State of Oregon (Governor's Economic Revitalization Team)
  - TriMet
  - Neighboring cities
  - Others, to be defined
- 4 Keep an open dialogue and frequent communication with the Oregon City Commission and Urban Renewal Board to explore and secure key funding commitments, to assure that Phase II is on course, and to assure that current efforts are consistent with Commission support and will.

#### KEY

Accomplished

Underway

Still Need Work



- 5 Identify the “key” properties throughout the Regional Center, whose redevelopment is critical to the achievement of the Regional Center strategy. Key properties will serve as “anchors” to the Regional Center. These key properties may represent sites that likely will require public-private partnerships to successfully develop or redevelop.
- 6 Meet with property owners of “key” properties to determine specific plans (if available) for their properties and to educate those owners about the opportunities in a Regional Center. Likely “key” properties will include: landfill site, Blue Heron, Clackamas County properties, Clackamette Cove, [Oregon City Shopping Center](#), Waterfront, and others. Specific support to property owners may include:
  - Provide conceptual design assistance (diagrammatic and programmatic) to help evolve their thinking and readiness
  - Ensure that each project furthers the Regional Center strategy
  - Attend meetings with the City and property owner(s)
  - Identify public-private partnership strategies
  - Identify financial strategies
- 7 Determine the capacity and strategy for maximizing public participation (investment) to support private investment in the Regional Center.
- 8 Define needed public investment and sources of funding. Many projects in the Regional Center will require complex deal structures involving urban renewal financing and a variety of other public and private capital sources.
- 9 Coordinate a public outreach and publicity process to inform the public as well as gather feedback from key stakeholders. Potential tasks to accomplish this may include:
  - Public forum for information and education
  - Stakeholder interviews of key property owners, brokers, etc.
  - One-on-one conversations with agency, commission, property owners, etc.
  - Printed materials, brochures, marketing materials, etc.
  - Web-based information and outreach
- 10 [Work with other governmental partners \(listed above in item 3\) to begin outlining deal points and public-public partnership strategies that would lead to a successful memorandum of understanding \(MOU\) that solidifies the broad-based public support for the Oregon City Regional Center concept.](#)
- 11 [Create a “linkage” plan to tie the ends of Old Town together within the next 10 years.](#)

- 12 Manage the ongoing evolution of the strategy. As a “living” document, the strategy will require ongoing attention and refinement as new opportunities arise and old ones change. This is integral to keeping the strategy alive and not just a study that gathers dust on a shelf.

Some tasks are inherently City functions and should be carried out by the City itself. Next steps for the City of Oregon City include:

- 13 Move forward to hire a talented individual(s) to manage the many, many projects that will make up the Regional Center. Therefore, the City should hire, as soon as possible, an Economic Development Assistant to City Manager. This individual will be responsible for the day-to-day operations of the City’s Regional Center implementation efforts.

## KEY

Accomplished

Underway

Still Need Work

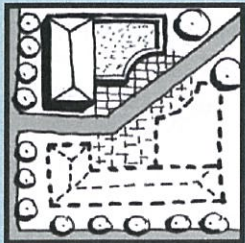
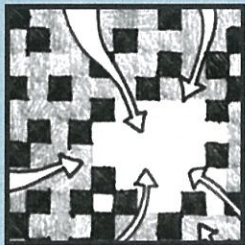


## C DESIGN AND DEVELOPMENT GUIDELINES

These guidelines describe elements of urban form that must be addressed in the ongoing development of Oregon City. The Guidelines serve two purposes:

- To provide prospective developers and designers with a checklist of issues that must be addressed in their development proposals to be in concert with or add to the Vision for Oregon City, and
- To provide an overall conceptual approach and consistent basis for the evaluation of development proposals by the City of Oregon City.

The Guidelines are performance oriented and not prescriptive. They address the general look, feel and function of Oregon City and should be applied to each area of development. They create an environment for design excellence to occur, for small actions to have a major cumulative effect, and a mechanism for checking the progress of the Vision implementation. If the Guidelines are properly followed, each and every development increment will contribute to a better-defined and coordinated urban form. These guidelines work with the Vision and Implementation Strategy to guide developers, city officials, and the community in their efforts to revitalize, develop, and redevelop Oregon City.



### 1. MAKING OREGON CITY A LIVABLE REGIONAL CENTER

#### 1.1 DRAW PEOPLE AND ACTIVITY INTO OREGON CITY'S COMMERCIAL AREAS

Oregon City is strategically situated to be both a local and regional focal point. Developments should lend themselves to attracting a variety of pedestrian activities in each commercial area with linkages to adjacent neighborhoods and to adjacent commercial areas. Entry points into Oregon City and Oregon City's commercial areas should establish a sense of arrival.

#### 1.2 ENCOURAGE FURTHER DEVELOPMENT

Buildings and spaces should be designed with future adjacent development as a consideration. Designs should not be "islands," but should create design opportunities for future abutting development.



### 1.3 ALL SEASONS CITY

Buildings uses and exterior spaces should lend themselves to use throughout all four seasons. Designs should include protected spaces and pathways to enable year-round use by visitors and inhabitants.

### 1.4 EXTENDED HOUR CITY

Developments should foster the idea of extended hours of use throughout the week. Where uses are subject to "business hour" operations, the development should include amenities that provide for external enjoyment of buildings at all times of day. Design should direct development that is respectful of the residential nature and family values of the community. Businesses should cease operations at a respectful hour and activities should decline in the late evening and gather momentum again at reasonable morning time.

### 1.5 SUSTAINABLE DESIGN

New development should embody current green buildings techniques wherever possible. Energy efficient and sustainable landscaping design options should be explored as well as alternative building products, which have less impact on the local and world environment. Strive for LEED (Leadership in Energy and Environmental Design) certification of development.

### 1.6 BUILDINGS AS GOOD NEIGHBORS

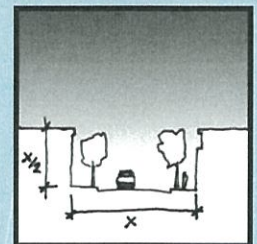
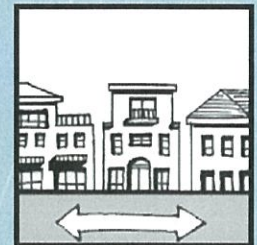
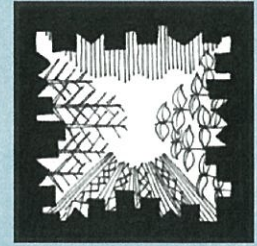
Each building should be designed to fit into, and contribute to the future vision of Oregon City. Each building should enhance the public experience of itself and of the abutting buildings. Undesirable elements of buildings should either be screened or hidden from view.

### 1.7 A PLACE OF MULTIPLE ACTIVITIES

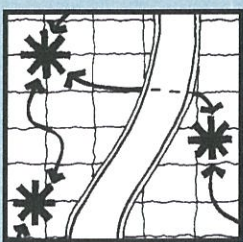
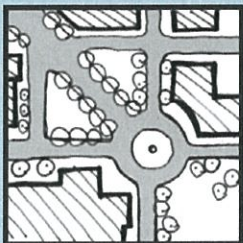
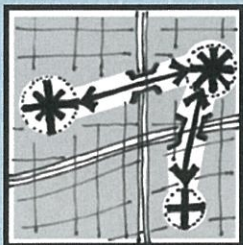
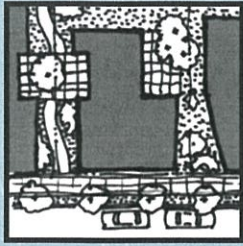
When practicable, include multiple uses in building structures, as well as using exterior spaces as extensions of interior uses. Create combinations of public rights of way and open space within blocks to create places that can accommodate multiple activities.

### 1.8 SCALE OF THE STREET

Building heights adjacent to a street edge should be at least as tall as half the width of the right of way. Existing buildings would improve the street scale with vertical expansion. Street trees can also be used in meeting the height goal. A combination of taller buildings and trees will create the appropriate scale for the street.







## 1.9 BUILDING SETBACKS

A continuous street edge contributes to the pedestrian health of Oregon City. Buildings should front the sidewalk. In addition, buildings placed close to side and rear property lines should be designed with sensitivity to future development on adjacent properties and to potential public spaces within the block.

## 1.10 PEDESTRIAN INTERACTION

Buildings and exterior space should foster activity and interaction of citizens at a pedestrian scale. Encourage a variety of uses within walking distance for residents, employees, and visitors. Employ appropriate sidewalk widths and weather protection to encourage use and activity.

## 2. CONNECTIONS

### 2.1 VISUAL LINKAGES

Design interior and exterior spaces that recognize and promote visual linkages to other defining elements, such as monuments, civic spaces, outlooks, water features and other natural and manmade landmarks that orient the user.

### 2.2 ATTRACTION OF ATTRACTORS

Future “attractors” should be located strategically in Mixed Use and Commercial Zones, providing a sense of “this is where it’s happening,” making Oregon City the “new destination of the Portland Metro Area” and recognized as a premier city through Oregon and the Northwest.

### 2.3 AXIAL RELATIONSHIPS AND MONUMENTS

Recognize existing and potential axial relationships of places and buildings. In building form, monuments, or in water features, incorporate extensions or terminations of these relationships.

### 2.4 PLACES AND CONNECTIONS

Provide safe, inviting series of interconnected “places”, both interior and exterior to the building structures. Provide linkages to adjacent neighborhoods for pedestrians, bicycle, and automobile. Ensure these linkages and connections are designed in a manner to assist Police in their patrol functions.



## 2.5 DRIVING AND PARKING

In the design of streets and parking areas, functional requirements of vehicular activity should not compromise, but should enhance, the pedestrian and bicyclist environments.

## 2.6 PEDESTRIAN OPPORTUNITIES

Integrate pedestrian circulation systems with existing and planned systems, both indoor and outdoor, that connect public rights-of-way and spaces, activities and uses. Design systems to use paving, furniture, and landscaping that are handicap and stroller accessible, convenient to use, and in character with the public improvements.

## 2.7 CONNECTION TO THE RIVER

Enhance the visual, pedestrian and cyclist connections to the rivers and cove. Carefully place buildings and spaces to provide opportunities for all to experience the rivers and cove visually and functionally. Create pathways, funicular/aerial tram, and other devices to achieve accessibility to the river and cove.

## 2.8 GREEN STREETS

Promote creation of “green” streets and surface-parking areas utilizing features like permeable paving, solar powered lighting, and native landscaping. City design standards should be flexible to allow designs that have a minimal impact on non-renewable natural resources.

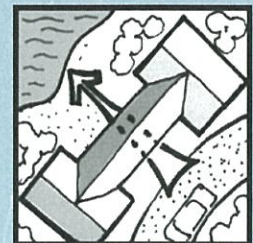
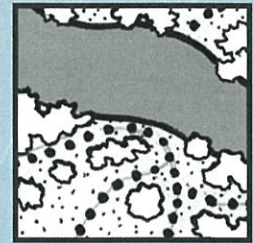
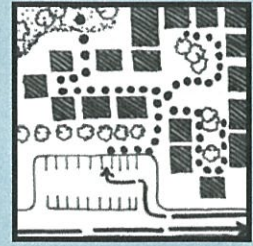
## 2.9 CONNECTIONS THROUGH BUILDINGS

Promote designs that allow for public interaction between buildings. Encourage pedestrian walkways through and connections between clusters of buildings.

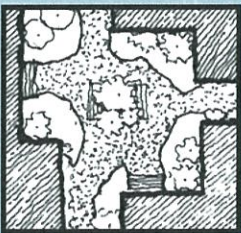
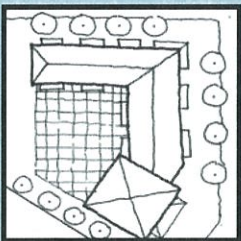
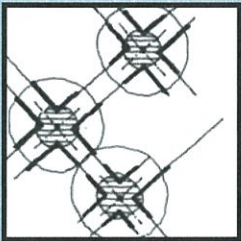
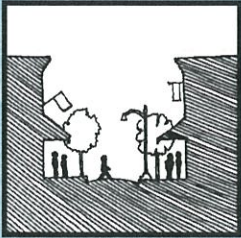
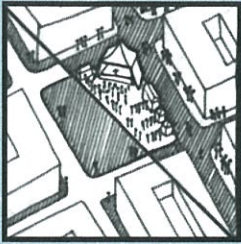
# 3. SPACES & LANDSCAPES

## 3.1 CIVIC ROOMS

Development of public spaces within and around Mixed Use and Commercial Areas should contribute to the formation of “Civic Rooms.” Within these rooms, specific commercial and public uses, circulation patterns, public art, and cultural recognition shall be encouraged to reinforce the “room” and its linkage to Oregon City and its Mixed Use and Commercial developments.







### 3.2 AREAS OF MANY FUNCTIONS

Create pathways, open spaces and enclosed or sheltered public spaces to be flexible and to accommodate a number of functions, whether organized or casual.

### 3.3 THE STREET

Define the street through delineation of right-of-way with the building edge, landscaping, lighting and signing appropriate to the function of the street and the area of Oregon City it serves. Street trees spaced at no more than 30 feet on center are critical to establishing the character of a street.

### 3.4 THE INTERSECTIONS

Consider intersection as a "room" within the city. Maintain vehicular flow requirements while providing safe and convenient pedestrian access. When possible use the location of building entries, building details, street lighting, and signage to enhance the concept of the intersection as a "room." Developments may consider Roundabouts as an alternative to intersection design where appropriate.

### 3.5 COURTYARDS AND PLAZAS

In private development design courtyards and plazas that provide a continuity of experience between the inside and outside of the building and between the public and private realm.

### 3.6 OPEN SPACE DEFINED BY BUILDINGS

The spaces in-between buildings should enhance the public experience through building design, form and organization.

### 3.7 INSIDE AND OUTSIDE

Ground floor activities in buildings within Oregon City should present an interesting enticing addition to the pedestrian experience. Exterior walls abutting public rights of way shall have more than 50% of the surface in windows, showcases, displays, art or pedestrian access elements.



### 3.8 ROOFSCAPING

The rooftops of buildings within Oregon City present an opportunity for “green” design and upper level activities. New development should be encouraged to create eco-roofs and /or opportunities for places where activity could enhance the street.

### 3.9 STREET TREES

Selection of trees along street edges should create a unifying canopy for the street. Trees should be chosen to ensure commercial views from the street. Trees with strong vertical shapes should be used sparingly to avoid a discontinuous or “lollipop” appearance.

### 3.10 SIGNAGE

Business identity signs, while conforming to other requirements of the sign ordinance, should add to the quality and character of the street. Signs should also relate to the building’s character and provide identity and focus for the use. Signs should be readable from vehicular as well as pedestrian views. Signs should be kept to a minimum to reduce visual clutter.

### 3.11 PUBLIC ART

Public art can enhance the landscape and provide focus within public spaces. Incorporate public art in strategic locations to create a better visual environment and provide interactive and interpretive experiences for both children and adults. Integrate the design work of artists, with a focus on local artists, into new development.

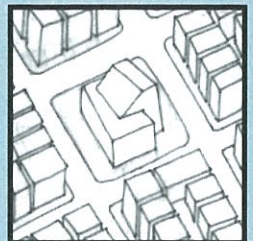
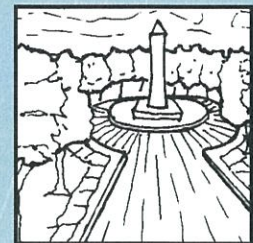
### 3.12 SAFE ENVIRONMENTS

New development and civic improvements should use crime prevention and anti-terror techniques wherever possible. Design options that reduce the opportunity for crime, terror, and nuisance activities should be explored, such as “eye of the street” and the principles of CPTED (Crime Prevention through Environmental Design) to create a safer environment.

## 4. BUILDINGS

### 4.1 BUILDING FORM

Single-purpose buildings should be treated as “stand-alone” structures with style and size appropriate to use. Mixed-use buildings should be designed to relate contextually to the surrounding buildings.







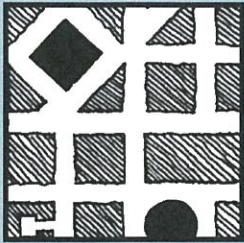
#### 4.2 FLEXIBLE DESIGN

As Oregon City evolves over time, the market will dictate changes in uses and densities. Design of buildings should consider flexibility in use and density over the life of the building.



#### 4.3 ACTIVE BUILDINGS ALONG PEDESTRIAN ORIENTED STREETS

Where pedestrian oriented streets are identified within mixed use and commercial zones, active uses should be developed to support them. The Oregon City street edges should help to reinforce the pedestrian link between focal points or attractors.



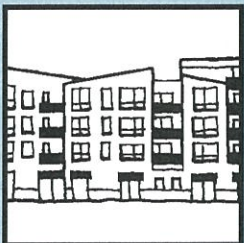
#### 4.4 ACTIVATE BUILDINGS ALONG PATHS AND LINKAGE STREETS

Where possible, maximize use of deep buildings and the laneway structure in Oregon City. Businesses that do not require high exposure street frontage may develop along improved laneways and open space internal to blocks, giving the important edge to retail and high exposure businesses.



#### 4.5 CRAFT OF BUILDING

In designing buildings, recognize the "craft of building" as fundamental in creating appropriate building detail. Proportion, attention to detail and quality design should be stressed. Lasting materials are strongly encouraged and the way buildings are assembled is important to the final product and its relationship to Oregon City.



#### 4.6 THE OUTSIDE WALL

The "outside wall," the building's presentation both to passers-by and to users, should invite participation. Upper levels of buildings facing the street should incorporate decks, balconies or other devices that activate the wall enclosing the street, any open space, pathways, or lanes.



#### 4.7 BUILDING ENTRANCES

Building entrances should support and enhance the pedestrian oriented quality of Oregon City. Design entrances to give identity to buildings and uses therein.

#### 4.8 PARKING RELATIONSHIP TO BUILDING

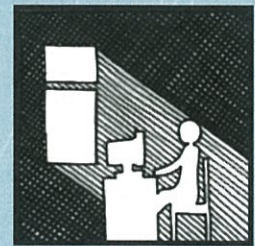
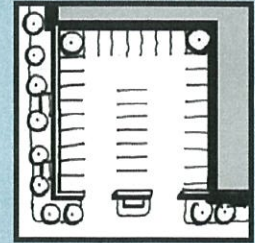
Parking areas and structures are to be integrated into new building designs where feasible. Surface parking should be limited to short-term parking along the laneways where possible to maintain an active street-front. Delineate surface parking from pedestrian ways by low vertical screening elements, such as masonry walls, natural berms, landscaping, and fences where necessary and other screening is not feasible.

#### 4.9 SERVICE AREAS

Since service access and trash holding areas are expected to be in the laneway or adjacent to roadways and open spaces, care must be taken to avoid a back-door appearance to the building faces that are adjacent to pedestrian areas and other buildings. Employ screening and landscaping to reduce the visual impact of service areas.

#### 4.10 INTERIOR ENVIRONMENTS

Interior design of buildings in Oregon City should recognize the need for quality living and working environments for all its users. Natural lighting and ventilations should be utilized to the maximum extent possible.





## **D SUCCESS STORIES**

### **'OREGON CITY TODAY' SUCCESS AUDIT II**

# ECONorthwest

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26 October 2012

**TO: City Commission of Oregon City**  
**CC: Eric Underwood, Economic Development Manager**  
**FROM: Terry Moore and Beth Goodman**  
**SUBJECT: OREGON CITY ECONOMIC DEVELOPMENT STRATEGY:  
INTERIM ASSESSMENT**

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In 2006, the City of Oregon City created an economic development strategy titled *Oregon City Futures: Progress Report and Recommendations: A strategy for Economic Development 2006: Creating a Regional Center*. The City's vision for economic development then was to create a Regional Center in Oregon City, consistent with Metro's 2040 Growth Concept Plan.

A lot has changed since 2006. The U.S. and Oregon underwent the worst recession since World War II. National recovery from the recession continues but at a very slow pace. Oregon was one of the states most heavily affected by the recession and is one of the states with the slowest recovery. The Portland area lost more than 14,000 jobs between 2006 and 2012.

Despite the affects of the recession, Oregon City has made progress on the actions and recommendations from the 2006 *Oregon City Futures* report. The City has invested in infrastructure (e.g., street improvements around Main Street and 7<sup>th</sup> Street) and has identified opportunities for redevelopment (e.g., the Blue Heron site).

Now the City wants to conduct an interim assessment of the 2006 economic development strategy. "Interim" means that the City does not see the need now to create a completely updated strategy. City staff working on economic development have a clear idea about what City policy says and what the City Commission desires, and there is no state or regional requirement, stakeholder request, or public controversy that demands a new public process and technical analysis. Thus, the City is looking to confirm and update as necessary its policy direction but is not engaging at this time in either (1) a broad public process to redefine goals or (2) an extensive compilation of more current data about economic conditions and possibilities.



Oregon City contracted with ECONorthwest to conduct this interim assessment, which is contained in this memorandum and is organized into four sections:

1. **What were the City's goals for economic development?** The City's vision and goals from the 2006 *Oregon City Futures* report.
2. **What parts of its economic development strategy has the City accomplished?** Actions in the report that the City has completed or is planning to complete.
3. **What is the economic context for evaluating past accomplishments and future actions?** The changes in the Portland regional economy since 2006; expectations about future changes.
4. **What is the assessment? What are the implications for next steps?**  
Recommendations for future actions: what should stay and what should change.

**In summary, the conclusions of this interim assessment are:**

- The City's 2004 strategy had logical goals, but they were broad, not specific to Oregon City, and had no detail about they would be accomplished.
- The City's 2006 report, *Oregon City Futures*, provided more detail about intended actions.
- The categories of actions in that report are consistent internally and with accepted economic development practice and theory. Other structures are possible, but there is no pressing need to change the structure.
- The focus of the 2006 economic strategy was on physical development—on developing Oregon City as a Regional Center consistent with the prescriptions of Metro's 2040 Growth Concept Plan.
- The success of the report should be evaluated based on the extent to which its actions have been implemented, and the extent to which its objectives have been achieved. That evaluation should, however, consider the regional and local economic environment that City actions had to contend with. Between 2006 and now the Portland economy (as a broad generalization) shrank and is just returning to it prerecession, per capita levels of output, employment, and real income.
- Despite the poor economy since 2006, many of the actions in the 2006 report have been completed, some are on-going, and some are planned.
- There is probably not a need for a major course correction. But a big new opportunity that has emerged since 2006 is the Blue Heron site, which could give Oregon City access to an attraction unlike any other in the Portland region. The City's economic development staff is already working on this topic; the City Commission may want to confirm that direction.

# 1 WHAT WERE THE CITY'S GOALS FOR ECONOMIC DEVELOPMENT?

Common in strategic planning of any type is to start broadly with a *vision*, refine that vision with *goals* and *objectives*, and implement that vision with specific *actions*.

In the Fall of 2004, the City Commission of Oregon City defined an economic development strategy. It focused on development consistent with Oregon City's designation as Regional Center by Metro's 2040 Growth Concept Plan. The strategy was documented *Oregon City Futures: A Strategy for Economic Development: Phase I: Summary and Recommendations*. That report identified broad goals for economic development for Oregon City:

1. Increase the community's assessed value
2. Increase the diversification of businesses and industries
3. Increase number and quality of jobs
4. Develop sound businesses with staying power
5. Enhance the appeal and attractiveness of community
6. Provide an environment for strong business and industrial growth
7. Leverage urban renewal and public dollars to maximize the total investment and development effort
8. Create tax increment with each investment or create an environment in which private investment will follow public investment (urban renewal).

As a statement about *vision and goals*, that report was a good start. But any of the eight goal statements could apply just as well to any of hundreds of cities with urban renewal districts—they say nothing specific about Oregon City. Thus, a second phase of work was needed and planned. *Oregon City Futures: Progress Report and Recommendations: A Strategy for Economic Development 2006: Creating a Regional Center* built on the vision for developing a Regional Center in Oregon City. It described nine categories of *actions* necessary to achieve the vision of developing a Regional Center:<sup>1</sup>

1. **Vision.** The vision is to re-establish Oregon City's historical role as a regional hub for business, commerce, transportation, innovation, tourism, and livability. This vision will be accomplished through development of the City's Regional Center, which includes the following areas in Oregon City: Downtown, along the 7th Street Corridor, Midtown, and Hilltop. The actions in this category focus on getting public input on the vision and goals, integrating the vision and goals into the City's decision-making process, and revising and refining the vision and goals periodically.

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<sup>1</sup> Appendix A presents a full list of actions under each action category.



2. **Physical Framework.** Creating a Regional Center requires making decisions about physical development. The Physical Framework identifies opportunities for changes to streets, intersections, redevelopment opportunities, and other changes to key sites in the Regional Center. The actions in this category focus on developing the physical infrastructure necessary to develop key sites in the Regional Center.
3. **Financial Framework.** The financial tools and resources that the City can use to implement the changes necessary to create the Regional Center include tax increment finance and urban renewal, systems development charges, local improvement district, general obligation bonds, and funding from other government entities. The actions in this category focus on identifying sources of financing to support development and redevelopment in the Regional Center and other areas within the City.
4. **Regulatory / Policy Framework.** The City can adopt new or revised regulations and policies, which will affect development of the Regional Center. The actions in this category focus on making changes to the City's development policies to increase flexibility and make the development process more efficient.
5. **Leadership.** Building public support for the vision of creating a Regional Center is important. Pro-active leadership, public ownership of the process, and private business support is essential for success of the revitalization effort to create the Regional. The actions in this category focus on engaging the City's leadership and the private sector to work together on economic development efforts.
6. **Marketing and Positioning.** Effective communication with businesses, surrounding communities, and other stakeholders is the key to increasing economic development and the revitalization necessary to create the Regional Center. The actions in this category focus on outreach efforts and marketing Oregon City as a place to do business.
7. **Surrounding Areas.** Developing the Regional Center involves making improvements and changes to areas within the City that are nearby (but not part of) the Regional Center, such as the Seventh Street Corridor or the Hilltop. The actions in this category focus on identifying sites for development and redevelopment in the areas surrounding the Regional Center.
8. **Community Development.** Achieving the City's economic development goals requires that the City put resources into economic development efforts. The actions in this category focus on the hiring and activities of an Economic Development Coordinator who would oversee a variety of tasks related to assisting business and fostering economic development, including (1) the creation of an inventory of businesses in the City, (2) the identification of barriers for business growth in the City, and (3) the identification of ways that the City can assist existing businesses in overcoming barriers and to expand in the City.

9. **Partnerships.** The City will need partners to achieve the vision of revitalization and creation of the Regional Center. Partners include local stakeholders (e.g., landowners, residents, or businesses in the City), regional organizations and jurisdictions (e.g., Metro, Clackamas County, or TriMet), and state agencies (e.g., ODOT). The partners will have specific roles to play in revitalization projects. The actions in this category focus on identifying and coordinating with partner agencies.

## 2 WHAT PARTS OF ITS ECONOMIC DEVELOPMENT STRATEGY HAS THE CITY ACCOMPLISHED?

### 2.1 COMPLETED ACTIONS

Though there is work yet to be done, the City has completed or is engaged in completing many of the actions suggested in the 2006 *Oregon City Futures* report:

- **Vision.** This memorandum itself is evidence that the City has complied with the direction in the vision to “revisit the vision and goals periodically for refinement.” Its purpose is to help the City adjust its economic development focus to align better with the current economic environment.
- **Physical Framework.** Over two million dollars of street and infrastructure improvements have been built, primarily Main Street and 7<sup>th</sup> Street. These improvements have facilitated traffic flow in these areas and have enhanced the aesthetics and feel of these areas. An esplanade now provides closer access to the river and its amenities. The City is working on the following activities related to the Physical Framework:
  - Highway 99 East is under construction to improve the street network, make improvements at key intersections, and revitalize the character of the intersections.
  - The Jug-Handle Project is making interchange improvements and a bridge replacement to improve connectivity from I-205 to State Route 213 and Washington Street to downtown. Expected completion: Fall of 2013.
  - The City is continuing to move forward on major projects like the Cove, The former Rossman Landfill site, and Blue Heron.
- **Financial Framework.** The maximum indebtedness of the urban renewal district was increased from \$29 million to \$130 million in 2008, allowing for additional projects and more flexibility in how urban renewal funds are used. Brownfields money has been applied for through the Willamette Falls Project Partnership for the Blue Heron due diligence efforts. Results are forthcoming. The City is actively working on the following activities related to the Financial Framework:



- The City is partnering with Metro to augment current urban renewal incentive programs for downtown redevelopment.
- This City is actively looking into additional brown field funding opportunities.
- **Leadership.** The City established a set of core values and a work plan for the Urban Renewal Commission, which provided an efficient structure as the basis for future City actions. The City enabled an Economic Improvement District (EID), which empowered business and property owners to take ownership of downtown and business growth. The EID also provided a voice for downtown businesses.
- **Marketing and Positioning.** The City established an aggressive marketing campaign for infill lots owned by the City and the Urban Renewal Agency. The campaign resulted in positive attention for Oregon City and is conveying the message that the City is truly open for business. The City is working with other stakeholders to evaluate and promote redevelopment of the Blue Heron site. The City is actively working on the following Marketing and Positioning activities:
  - The City is inventorying and aggressively marketing infill sites for development and employment opportunity.
  - The City is working with the Chamber to develop a small business tool kit for incoming and growing businesses in Oregon City.
  - The City's marketing efforts focus on changing Oregon City's image and business environment through conveying positive messages about Oregon City and the City's eagerness to do business.
- **Surrounding Areas.** Oregon City has increased its visibility within the region and the State through membership and participation in Greater Portland, Inc. and the Oregon Economic Development Association.
- **Community Development.** The City hired a full time economic development manager, allowing the City to focus on and implement the elements of the Futures document. The Economic Development and the Community Development Departments worked together to identify long-term projects on significant employment areas area south of Oregon City and the Beavercreek area, such as the Blue Heron site.
  - Economic Development put economic gardening efforts on hold but resuming these economic development efforts is a high priority for the Department.
- **Partnerships.** The City formed collaborative economic development partnerships with Greater Portland, Inc., Business Oregon, Oregon Economic Development Association, Clackamas County, Clackamas Community College and the Oregon

City Chamber of Commerce. Many of the City's accomplishments or on-going activities involve working with these and other partners. The City is working with partners on the following activities:

- The City is partnering with Business Oregon to analyze approaches to incentivize industrial development for creation of family-wage jobs.
- The City is partnering with the Oregon City Chamber of Commerce are area business owners to create a business tool kit.
- The City continues to build partnerships with local, regional, State and Federal stakeholders.

## **2.2 ON-GOING AND PLANNED ACTIONS**

This section organizes the City's work plan for economic development by the categories in the 2006 report. Short-term means projects are expected to be completed within one to three months, mid-term projects are expected to be completed in six to 12 months, and long-term projects will be completed in a year or longer. A few items do not have a defined schedule for completion, which means they are probably long-term and may be of lower priority.

### **Physical Framework**

- Renovation of the Train Depot. The historic train depot is vacant and efforts are being made to renovate the building's interior and make it a tenable space for business, including designing a waiting area for Amtrak patrons. (Short-term)
- Develop infill areas at north end of downtown. The City Commission set a goal to inventory development and employment opportunity sites within the downtown at the north end of the City. Staff is leveraging resources through Clackamas County to map developable and employment sites in these areas, as a way to visually display the inventory. The City's next step is to determine how and when to market these areas. (Short-term)
- Dispose of or developing infill properties. City staff are working with the Urban Renewal Commission (URC) to develop strategies that identify creative options to dispose of land or incentivize development of land owned by the URC. (Short-term)
- Transfer the Stimson Property into City Wetlands. The URC currently owns the Stimson Property, which is an undevelopable wetlands area near the Jughandle project along I-205. The City and URC will consider swapping this property for a developable City-owned property at 12th and Main Street or others that may be identified as more feasible. (Short-term)



### **Financial Framework**

- Identify funding for site preparation and redevelopment of the former Blue Heron site. The City is working with the Willamette Falls Project Partnership to identify funding sources for redevelopment of the 22 acre Blue Heron mill site. (Short-term)
- Identify tools and programs for redevelopment of Blue Heron. The City and URC are working to identify urban renewal tools and programs that help facilitate redevelopment of the former Blue Heron mill site. (Mid-term)

### **Regulatory/Policy**

- Develop incentive programs for Urban Renewal programs. City staff are working with the URC to identify and create additional urban renewal incentive programs to encourage redevelopment. (Long-term)
- Close down existing Urban Renewal Districts and form smaller Urban Renewal Districts. The URC plans to close down existing urban renewal district to create smaller urban districts throughout the City, including identifying new projects within the smaller districts. (Long-term)

### **Marketing and Positioning**

- Develop a business tool Kit. This City wants to develop a business tool kit to assist existing businesses in the City and prospective businesses who are considering locating in the City. The kit will compile key information about Oregon City. (No time line identified)
- Develop marketing tools. The City will develop a City-wide marketing campaign and update the economic development web page making it more useful and easier to navigate. (Long-term)

### **Surrounding Areas**

- Explore economic development opportunities. The City will analyze the economic development opportunities from annexing areas at the south end of Oregon City's urban growth boundary and expanding the urban renewal district to facilitate industrial redevelopment. (Long-term)
- Identify areas for additional industrial development. The City will analyze areas at the south and north ends of the City to identify new opportunities for industrial development. (No time line identified)

### **Community Development**

- Capitalize on educational opportunities for workforce development. The City will identify opportunities to capitalize on and build on the high-quality

educational opportunities available in Oregon City, including the K-12 school system and Clackamas Community College. (No time line identified)

### 3 WHAT IS THE ECONOMIC CONTEXT FOR EVALUATING PAST ACCOMPLISHMENTS AND FUTURE ACTIONS?

#### 3.1.1 Recent past and current conditions

Oregon City's economy is tied to the Portland region's economy. If the regional economy does well, then the Oregon City is more likely to do well. From a long run perspective (over decades), the Portland region and Oregon City have grown by almost any measure of physical and economic development. But the assessment here addresses changes only since the adoption of the *Oregon City Futures* report in 2006.

The economy in the Portland metropolitan region ("the region") has been relatively stagnant since 2006, in large part because of a national recession that began in 2007. The recession had a greater impact on the region than on the average for U.S. metropolitan areas and recovery has been slower. Four indicators are commonly used to describe trends in economic activity and health:

- **Gross Metropolitan Product (GMP).** GMP is the market value of all final goods and services produced within a metropolitan area within one year. Increases in GMP indicate growth in a regional economy; increases in per capita GMP suggest increases in labor productivity. Per capita GMP has grown in the region since 2001, primarily as a result of gains in private goods-producing industries (e.g., manufacturing). During the recession, GMP in the Portland region fell 5%, worse than the 3% average for all U.S. metro areas. Since falling to its lowest point in 2009, GMP in the region has been recovering more quickly than the average for U.S. metro areas but it is still 2% below where it was before the 2008 recession. Meanwhile, the U.S. average for metro regions had recovered to pre-recession levels by the end of 2010. This recovery did not, however, translate into similar gains in employment and income.
- **Employment.** In May 2012, the region had 1,007,100 jobs, a decrease of 14,100 jobs from 2006.<sup>2</sup> During the recent recession, the region's unemployment rate peaked at 11.1% compared to the national average of 10%.<sup>34</sup> Employment in the region recovered faster than the national average: the region ranks 26th out of a

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<sup>2</sup> Oregon Employment Department, Workforce Analysis, Portland Trends, July 2012.  
<http://www.qualityinfo.org/pubs/llt/07-12/0712-pdx.pdf>

<sup>3</sup> <http://www.deptofnumbers.com/unemployment/us/>

<sup>4</sup> <http://www.deptofnumbers.com/unemployment/oregon/portland/>



100 metro areas for jobs recovered since the second quarter of 2009.<sup>5</sup> The seasonally adjusted unemployment rate in May 2012, about 8.0%, was the lowest it has been since 2008: the rate decreased from 9.2% a year earlier.<sup>6</sup>

- **Personal Income.** Personal income per capita is a measure of the health of consumer markets and of the economic well-being of the residents of an area. Real personal income per capita<sup>7</sup> in the region is about 3.7% below the *national average for metropolitan regions*. Between 2006 and 2010 real per capita income in the Portland region stayed virtually flat, while the national average declined 2%. For Clackamas County, real personal income per capita was close to 2004 levels by the end of 2010, the result of a nearly 6% decline from 2008 to 2009.<sup>8</sup>
- **Housing.** The average sales price for homes in the Portland metro region decreased from \$355,000 to \$265,000 between 2007 and 2012. At the end of March 2012 housing prices in the Portland metro area were at about the same level as in 4<sup>th</sup> quarter of 2004.<sup>9</sup> Foreclosures increased in the region, consistent with national trends, from 0.9% in 2006 to 2.73% in July 2011.<sup>10</sup> The number of homes foreclosed on in the region varied from 6,958 in 2006, to 8,134 in 2011 (peak year), to 6,133 in 2012.<sup>12</sup> <sup>13</sup>

Figure 1 sums up the long-run trends for three of the indicators.

Our interpretation of these four indicators (output, employment, income, and housing), based on other analysis,<sup>14</sup> is that the Portland region is hit harder by recessions than most parts of the country, and this one has lasted longer. Portland's strength in GMP per capita derives heavily from the high-value output of the high-tech sector. Though jobs in that sector are high-paying, on average, they account for a relatively small part of total employment. Thus, despite high GMP relative to other regions, the Portland region lags in what most people care about: jobs and incomes.

<sup>5</sup> Metro Monitor, June 2012, Brookings. <http://www.brookings.edu/research/interactives/july-metromonitor-M38900>

<sup>6</sup> Oregon Employment Department, Workforce Analysis, Portland Trends, July 2012. <http://www.qualityinfo.org/pubs/llt/07-12/0712-pdx.pdf>

<sup>7</sup> "Real" per capita income means that it is adjusted for inflation and is thus a measure of change in buying power.

<sup>8</sup> CA1-3 Personal income summary, U.S. Department of Commerce, Bureau of Economic Analysis, 2012. [bea.gov](http://bea.gov). (not adjusted for inflation.)

<sup>9</sup> RMLS Market Action, April 2012, Residential Review, Metro Portland, Oregon.

<sup>10</sup> <http://www.prnewswire.com/news-releases/more-than-12-million-foreclosures-reported-in-2006-according-to-realtytractm-us-foreclosure-market-report-53758717.html>

<sup>11</sup> <http://www.bizjournals.com/portland/blog/2012/07/portland-foreclosure-rates-on-the-mend.html>

<sup>12</sup> <http://www.realestateagentpdx.com/tag/portland-short-sale-and-foreclosure-news/>

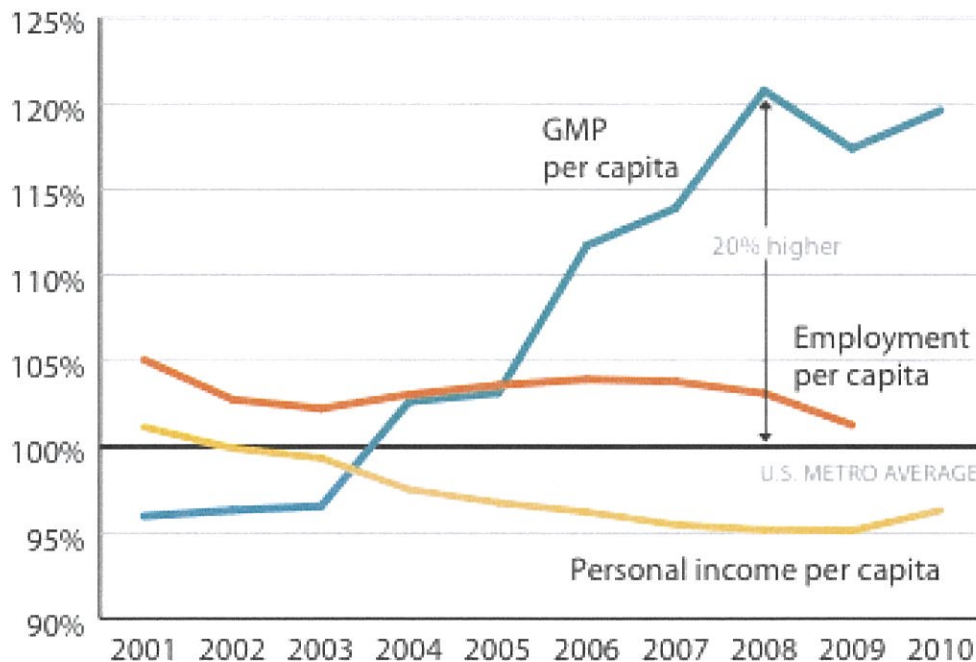
<sup>13</sup> <http://realestateconsumernews.com/foreclosures/over-half-of-the-metro-areas-in-u-s-see-increased-foreclosure-activity-in-first-half-of-2012/>

<sup>14</sup> [http://www.valueofjobs.com/economic\\_health\\_2011/index.html](http://www.valueofjobs.com/economic_health_2011/index.html) and [http://www.valueofjobs.com/traded\\_sector/index.html](http://www.valueofjobs.com/traded_sector/index.html)

Employment per capita and real income per capita are both below pre-recession levels. The Portland region ranks 23rd in the US in population size, but 136th in employment per capita and 73rd in real personal income per capita.

Not only is the Portland regional economy just getting back to 2006 levels; what is driving the growth of that economy (high-tech and some traded-sector services) are not sectors that Oregon City specializes in. The successes of Oregon City in achieving many of the goals in its *Oregon City Futures* report must be evaluated in that context.

**Figure 1. GMP, employment, and income per capita in Portland-metro area as a percent of the average for all U.S. metropolitan areas, 2001-2010**



Source: ECONorthwest analysis of Bureau of Economic Analysis data, 2010; graphic by Portland Business Alliance



Improving the economic health of the region depends in part on its ability to use competitive and comparative advantages to attract and grow traded sector jobs. The traded sector refers to firms that sell their products outside their region of production – either domestically or globally:

- Historically, the amount of output (or “value added”) per job has been higher in traded sector industries.
- The growth in value added per job in the traded sector accelerated during the past decade and outpaced the growth in value added in the local sector.<sup>15</sup>
- Workers in the traded sector tend to be better educated, work more hours, and earn higher average wages.
- Traded sector jobs have grown slowly – if at all.

The County’s economic development plan illustrates the current composition of business in Clackamas County (Table 1 and Figure 2).

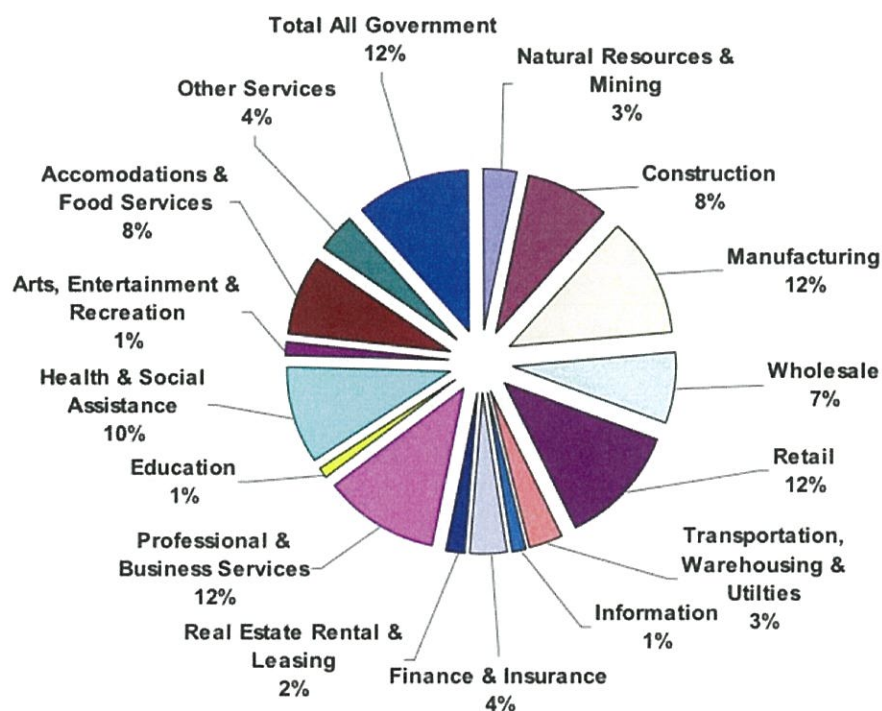
**Table 1. Clackamas County key industry clusters**

| Industry Name                       | Value Added (\$ millions) |        | LQ   |
|-------------------------------------|---------------------------|--------|------|
|                                     | Clackamas Co.             | Region |      |
| 1. Warehousing                      | \$102                     | \$321  | 2.58 |
| 2. Fabricated metal manufacturing   | 346                       | 1,184  | 2.36 |
| 3. Nurseries and greenhouses        | 198                       | 761    | 2.10 |
| 4. Primary metal manufacturing      | 188                       | 922    | 1.65 |
| 5. Truck transport                  | 236                       | 1,175  | 1.62 |
| 6. Wood product manufacturing       | 135                       | 761    | 1.43 |
| 7. Professional consulting services | 678                       | 3,890  | 1.41 |
| 8. Finance and insurance*           | 1,680                     | 10,713 | 1.27 |
| 9. Wholesale trade                  | 1,453                     | 9,639  | 1.22 |
| 10. Machinery manufacturing         | 132                       | 906    | 1.17 |

Source: Clackamas County Economic Development Plan, 2009, page iv. Calculated by ECONorthwest with 2006 data from IMPLAN.

Notes: Finance and insurance excludes banks. LQ is the location quotient - if the industry LQ is greater than 1, it is more concentrated in the County than in the region as a whole.

<sup>15</sup> Spence and Hlatschwayo (2011) estimate that between 1990 and 2008 value added per job increased by 44 percent, but the economy overall only experienced a 21 percent increase in value added per job.

**Figure 2. Clackamas County covered industry employment, 2007**

Source: Clackamas County Economic Development Plan, 2009, page iii.

### 3.1.2 The future

Given increasing economic variability, economic forecasting is even more of a guess than it has been in the past. Some forecasts seem more promotional and aspirational than realistic.<sup>16</sup> In 2009, Metro published a 20-year regional employment forecast for the seven-county statistical area. Employment is forecast to grow at an average annual rate within a range of .84% to 1.87% between 2000 and 2030.<sup>17</sup> In Clackamas County, employment growth is expected to grow 15% between 2006 and 2016,<sup>18</sup> an average annual growth rate of 1.4%

We reviewed what economic development plans for the Portland region are saying about key industrial sectors. A majority mentioned clean technology, software, advanced manufacturing, and athletic and outdoor. For example: "These industries

<sup>16</sup> From Greater Portland Prosperity Index, published by Greater Portland Inc in 2010: "By 2015, the region's gross regional product will soar by 22%, outpacing that of Los Angeles, San Francisco and Seattle. Employment will dwarf population growth — a dramatic turnaround from the region's 10.5%."

<sup>17</sup> Metro 20 and 50 year Regional population and employment range forecasts, September 2009.

<sup>18</sup> Clackamas County Economic Development Plan, 2009, p.4



have demonstrated a strong correlation with the creation of new jobs and represent a healthy balance between manufactured products and knowledge-based services. They each have a strong presence throughout the region and are concentrated beyond national norms; have demonstrated growth equal to or beyond industry averages; and have assembled the elements of tangible competitive advantage, including concentrations of talent, deepening supply chains and a proximity to customers or product feedback loops. In addition, there are already efforts under way to grow these industries at both the local and regional levels.”<sup>19</sup>

Common themes in regional economic development strategies:

- More focus on traded sectors and international trade
- A more systematic and coordinated approach to growing distinctive industry clusters
- A more systematic approach to supporting new ventures
- Stronger ties between higher education and economic development
- Stronger ties between workforce education and economic development.<sup>20</sup>

## 4 WHAT IS THE ASSESSMENT? WHAT ARE THE IMPLICATIONS FOR NEXT STEPS?

### 4.1 ASSESSMENT OF THE 2006 REPORT’S STRUCTURE

#### 4.1.1 Categories of goals and activities

The nine categories in the 2006 report are consistent with economic development theory and practice. Plans for other jurisdictions differ in some of the details, but most organize around the things that local governments can do to foster business activity and growth; in parentheses are the elements of the 2006 report:

- Get clear on what kind of development is allowed and supported (Vision)
- Translate that vision into a land use plan and policies (Physical Framework); make the permitting process efficient (Regulatory / Policy)
- Support the vision for economic and physical develop with:

<sup>19</sup> Portland Vancouver Metropolitan Region Comprehensive Economic Development Strategy, 2010-11 Update, August 2011, page 4.

<sup>20</sup> Portland Vancouver Metropolitan Region Comprehensive Economic Development Strategy, 2010-11 Update, August 2011, pages 12 – 20.

- Public facilities and infrastructure (partially included and implied in Physical Framework) and services that businesses and their employees value
- Workforce education and training (Community Development). Most cities, do not run programs to deliver workforce education and training: those services are provided by state and private educational institutions, and state and regional agencies and non-profit organizations. Cities do have policies to *coordinate* with those agencies, but they rarely invest in programs to deliver those services themselves.
- Marketing (Marketing and Positioning)
- Coordination and communication with public and private sector partners (Economic Development Staff, Leadership, Partnerships)
- A key to that support is funding (Financial Framework)

We see no immediate need for the City to revise its structure, though there are a few gaps it might want to fill in the future. For example, the 2006 report does not have a category that is directed at public services and quality of life: though not primarily the responsibility of an economic development department or agency, public services that increase quality of life can have important effects on the ability to retain and attract businesses. As another example, the 2006 report's focus on Metro's Regional Center designation (see next section) leaves out part of the City. That is probably the reason for the category "Surrounding Areas."

#### 4.1.2 Focus on physical development and Regional Center

Most economic development plans focus on jobs and businesses, and then discuss land use and urban amenity as supporting policies. The City choice in 2004 – 2006 to base its economic development strategy on Metro's definition of a Regional Center shifted that focus, giving the strategy a land-use focus.

Though that emphasis is not common, it is not obviously flawed and it has some advantages. Increases in local household incomes, retail spending, housing values, and property tax revenues are driven in part and probably primarily by increases in employment. Increases in employment are accompanied by increases in built space (development) to accommodate that employment and the equipment and materials it uses. In that sense, the amount and quality of *physical* development can be a reasonable measure of *economic* development.

There may be other reasons to focus on Regional Center criteria. The first is legal. The Metro 2040 Growth Concept is regionally adopted. It is implemented by a Regional Framework Plan and a Functional Plan. The Functional Plan stipulates recommendations and requirements for local comprehensive plans relating to housing,



parking, employment, environmental quality, and (relevant here) centers. The second is funding. Cities that comply with functional plan requirements and adopt boundaries for their urban centers are eligible for funding that may eventually be available (Metro is working now on its Community Investment Initiative to find sources for such funding).

One place to look for measures of Oregon City's progress as a Regional Center is Metro "Compliance Report."<sup>21</sup> Tables show compliance with most of the requirements ("titles"). Oregon City has extensions for its planning of the Beavercreek Road area<sup>22</sup> but is otherwise scheduled to comply with titles 1 - 5 by the end of 2012. Regarding Title 6, which addresses Centers, the report says: "Once acknowledged by LCDC, Title 6 will be an incentive approach and only those local governments wanting a regional investment (currently defined as a new high-capacity transit line) will need to comply. Metro is not intending to require local jurisdictions to comply with the previous version of Title 6 (pre-Ordinance No. 10-1244B)." That point is consistent with the one made above: a potential advantages of meeting Metro's requirements for full compliance as a Regional Center is eligibility for future funding (but that funding is currently expected to be for a new high-capacity transit line

Metro also did reports about its centers in 2009 and 2011. In the *State of the Centers Report* (May 2011) it developed "composite scores" for each of its 38 centers based on seven factors that mainly addressed urban amenity: park access, bike route density, sidewalk density, transit access, private amenities, block size, and people per acre. On measure of Oregon City's success as a Regional Center could be its score, absolutely and relative to other Regional Centers. Of a theoretical maximum of 100 points, here is how those centers scored (highest to lowest): Hillsboro (54), Gresham (48), Beaverton (44), Gateway (43), Clackamas (33), Tanasbourne/Amber Glen (31), Oregon City (29), and Washington Square (27). Oregon City's low ranking comes from mid-level rankings on park access and bike density, and low rankings on everything else.

Metro's composite measure for the performance of its Regional Centers is mainly about current levels of amenity. It does not address current or potential future levels of economic activity. Our point: Oregon City should be careful that its *economic development* strategy not get reduced to and focused on an *urban amenities* strategy.

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<sup>21</sup> 2011 Compliance Report, Metro Code Chapter 3.07 Urban Growth Management Functional Plan and Metro Code Chapter 3.08 Regional Transportation Functional Plan. March 2012

<sup>22</sup> The concept plan is completed and accepted by Metro; the City has put on hold adoption of the final implementing ordinances pending LUBA appeal and work load.

### 4.1.3 Summary

Our overall assessment of the structure of the Strategy is positive:

- The categories of actions that the Strategy covers are typical, logical, comprehensive, and useful. Other organizations are possible, but unless the City is dissatisfied with the current organization, we see no need for it to change. If the City were in the process of making a more extensive update to its Strategy, it would want to revisit the vision, which might lead to a different organization. But it might not, and even if it did, that organization might only be different, not better in some absolute sense.
- The Strategy's emphasis on implementing Metro's Regional Center is not incompatible with economic development actions, but it does change its focus and brings with it other potential requirements. Since the City is not doing a major update of its Strategy now, we make this point so that (1) the City Commission is aware of it as it makes decisions about economic development actions over the next few years, and (2) the City can decide whether to amend that focus in some future year when it does a full update of its economic development strategy (probably, in our opinion).

## 4.2 ASSESSMENT OF PROGRESS ON STRATEGY ACTIONS

Given the constraints imposed by the economic environment (Section 3, above) how might one evaluate what actions the City has accomplished since 2006 and what the City is still working on?

We start with the obvious point that not everything has been accomplished, and that many of those are big items. But the context is important. Soon after Oregon City adopted *Oregon City Futures* in 2006 the Portland region dropped into its worst recession in decades. Employment dropped, as did aggregate income (the main revenue source for state government) and property values (a main revenue source for local government). It would not have been surprising for Oregon City to have shelved the plan and waited for better times to fund its initiatives. In fact, the City went ahead to create an economic development program; it made several of the suggested capital improvements; revenue for the urban renewal district increased; it moved some development projects farther along, though not to completion; it completed several inventories and planning studies.

What it did not achieve – substantial physical development and business growth – could hardly be expected given the region's economic problems during that period. Some parts of the region managed to grow despite the recession (e.g., Hillsboro in Washington County and Wilsonville in Clackamas County), but they were already positioned to attract and accommodate growing industrial sectors.



### 4.3 ASSESSMENT OF “NEXT STEPS”

There are different perspectives on economic development policy. There is general agreement among economic development professionals that there is a range of possible policies. But the recommend emphasis differs. The perspective at ECONorthwest is that local governments should focus first and most on doing a good job at those things that the private sector has come to expect from local government. The recommendations are not flashy: (1) get a clear vision of what you want, what you will permit, and what you will support; (2) get all city departments to understand the development priorities and to support them; (3) expedite the permitting and development process for desired development; (4) plan, fund, and develop infrastructure; (5) provide value for other public facilities and services (quality and efficiency at a reasonable price); (6) nurture connections with public and private sector partners.

Having an economic development professional or department can be a good step, especially they can coordinate and leverage other city, agency, non-profit, and private sector efforts to accommodate and stimulate economic development. Having community agreement on what kind of development is desired, and the extent to which the public sector will spend money to get that kind of development is very helpful. Among other things, it gives city staff and their partners that ability to respond quickly (as they must) to economic development opportunities. Having inventories of sites and written material about opportunities would allow the City to respond quickly to inquiries.

There are, of course, many additional actions the City could take. Our scope of work did not include an identification and evaluation of all those potential actions. When the City does eventually do an update of its 2006 report, it should however consider shifting the focus back to the City as a whole instead of on that part of the City that is within the boundaries of the Metro Regional Center.

Despite the limits of our research, however, there are two actions that we would recommend for the City Commission, both of which require nothing more than making a formal statement about City direction.

First, though the City does not intend or need to conduct a new economic development planning process, the City Commission should make a public statement about its intentions for economic development. Presumably the Commission wants staff to keep working on economic development, and to do so along the lines of the 2006 report and the existing staff work plan. If that is approximately right, then what we would further recommend is that the Commission direct the city manager to make the importance of economic clear to all staff and department heads, and to take efforts to ensure that all City staff filter their decisions and activity through that lens.

That may seem like a simple point, but it can make a difference. The emphasis becomes facilitating business development, and customer service to businesses and developers: How can we make this work?

Second, an opportunity that has become much more tangible since 2006 is the Blue Heron site. The Willamette Falls Heritage Area Coalition is working to make the area a National Historic Area. The Falls are probably the most distinctive natural feature in the Portland metropolitan area, and Oregon City has deep historical significance: both have been largely untapped. There is great potential for redeveloping the downtown around the Blue Heron site. Staying abreast of those opportunities should be a high priority for the City's economic development program. If the Commission has not already given a clear field to the economic development department, and City staff in general, we would recommend a formal direction (with some funding if that is possible and appropriate).



## APPENDIX A. LIST OF ACTIONS FROM OREGON CITY FUTURES REPORT

The 2006 "Oregon City Futures: Progress Report and Recommendations" report presents economic development actions in the following categories: Vision, Physical Framework, Financial Framework, Regulatory/Policy Framework, Leadership, Marketing and Positioning, Surrounding Areas, Community Development and Partnerships. The recommended actions for each category are shown in the list below.

- **Vision.** The vision is to re-establish Oregon City's historic role as a regional hub for business, commerce, transportation, innovation, tourism, and livability. This vision will be accomplished through development of the City's Regional Center, which includes the following areas in Oregon City: Downtown, along the 7th Street Corridor, Midtown, and Hilltop. The recommended action items are:
  - Revisit the vision and goals periodically for refinement.
  - Take the vision to the public.
  - Work towards "ownership" of the vision from City staff and Oregon City residents.
  - Use the vision and goals to guide the decision-making process.
- **Physical Framework.** Creating a Regional Center requires making decisions about the preferred structure for the area, describing urban elements and how they interact. The Physical Framework identifies opportunities for changes to streets, intersections, redevelopment opportunities, and other changes to key sites in the Regional Center. The recommended action items are:
  - Convene a City Commission workshop to meet with the consultant team and discuss the master plan.
  - Work out solutions on key sites in the Regional Center.
  - Acquire Metro and County property in the Regional Center area.
- **Financial Framework.** The financial tools and resources that the City can use to implement the changes necessary to create the Regional Center include: tax increment finance and urban renewal, systems development charges, local improvement district, general obligation bonds, and funding opportunities from other government entities. The recommended action items are:
  - Extend the Urban Renewal debt limits.
  - Investigate Federal Brownfield money for key project sites.
  - Investigate bonding options for funding key projects.

- Look for opportunities to partner with other agencies on public improvement projects and in conjunction with private developers.
- **Regulatory / Policy Framework.** The City can adopt new or revised regulations and policies, which will affect development of the Regional Center. The recommended action items are:
  - Adopt Performance Guidelines for the Regional Center.
  - Respect the past while allowing for evolution, growth, and change.
  - Remain flexible regarding policy decisions: revisiting prior adopted plans and policy for amendments or refinements.
  - Review codes and zoning to allow flexibility and evolution of development in the Regional Center.
- **Leadership.** Building public support for the vision of creating a Regional Center is important. Pro-active leadership, public ownership of the process, and private business support is essential for success of the revitalization effort to create the Regional. The recommended action items are:
  - Create Commission initiatives to keep the revitalization effort moving forward.
  - Take credit for successful partnerships and projects.
  - Continually engage leadership in the community – city hall cannot do it alone.
  - Engage the private sector to jointly lead and "own" revitalization and creation of the Regional Center.
- **Marketing and Positioning.** Effective communication with businesses, surrounding communities, and other stakeholders is the key to increasing economic development and the revitalization necessary to create the Regional Center. The recommended action items are:
  - Hire a communications consultant to coordinate a public outreach and publicity process to inform the public of all the great things happening in Oregon City.
  - Keep getting the word out that Oregon City is on the move and changing.
  - Keep the effort sustained and consistent.
  - Connect with and encourage participation from the entire community.
  - Continue "Oregon City Today" as an annual publication to chart and market progress.
- **Surrounding Areas.** Developing the Regional Center involves making improvements and changes to areas within the City that are nearby (but not part



of) the Regional Center, such as the Seventh Street Corridor or the Hilltop. The recommended action items are:

- Keep an open dialogue of communication with Clackamas County, Clackamas Community College, Willamette Falls Hospital, and other major employers in the area to let them know Oregon City is open to growth, change, and economic development.
  - Identify key sites for redevelopment in Midtown and Hilltop.
  - Meet with property owners to discuss plans and opportunities for redevelopment.
  - Consider regional community connections through partnering with other local jurisdictions on projects and events.
- **Community Development.** Achieving the City's economic development goals requires that the City put resources into economic development efforts. The first action the City should take is hiring an Economic Development Coordinator full or part time, or at least on a short-term basis. This individual will be responsible for economic development in Oregon City, as well as the day-to-day operations of the City's Regional Center implementation efforts. The recommended action items that the Economic Development Coordinator oversees are:
    - Inventory existing businesses and industries in Oregon City and create a database, including vacant storefronts
    - Contact existing businesses and industries in Oregon City to determine needs and possible expansion plans
    - Assist business and industrial development through the city and county approval process
    - Assist City Manager and staff in identifying city barriers to business and industrial growth and expansion
    - Begin a storefront recovery program
    - Develop contacts with building owners and real estate contacts to determine interest in filling vacancies; work with the City and owners to fill vacancies, consistent with the overall economic development goals
    - Receive and analyze financial data and advise City Manager on requests regarding city participation in public/private projects.
    - Explore community development opportunities within the Regional Center, in the form of activities, events, safety, partnering with the End of the Oregon Trail Interpretive Center, and locating community services such as city hall, library or other functions
    - Consider regional community connections through heavy and light rail

- Take a long-range view of Oregon City's economic and community development with long-term goals and projects
- **Partnerships.** The City will need partners to achieve the vision of revitalization and creation of the Regional Center. Partners include: local stakeholders (e.g., landowners, residents, or businesses in the City), regional organizations and jurisdictions (e.g., Metro, Clackamas County, or TriMet), and state agencies (e.g., ODOT). The partners will have specific roles to play in revitalization projects. The recommended action items are:
  - Pick capable and experienced partners. Do the homework necessary to make sure they are the "right" partner.
  - Work together at the elected and appointed official level – reinforcing the vision with policy and capital.
  - Explore as many partnership opportunities as possible. Partnerships may not all be financial – public support for a project, a streamlined approvals process, allowing variances, making street improvements, and others.
  - Coordinate actions of public agencies responsible for government services.
  - Create a forum for communication and continued visioning in the Regional Center – head up the forum through the private sector as an organization for change.
  - Coordinate collection of market, economic, social, demographic, traffic, and other data and information for prospective investors, developers, retailers, consumers, and public agencies.
  - Have current success stories (Oregon City Today) available for prospective investors, developers, retailers, consumers, and public agencies.





# CITY OF OREGON CITY

## Staff Report

625 Center Street  
Oregon City, OR 97045  
503-657-0891

**To:** Urban Renewal Commission  
**From:** City Manager Tony Konkol

**Agenda Date:** 07/21/2021

### **SUBJECT:**

Discussions with RestorCap Concerning the Cove Mitigation and Restoration and an Update on the Expired Cove Dredging Permit

### **STAFF RECOMMENDATION:**

Informational – there is no staff recommendation.

### **EXECUTIVE SUMMARY:**

Staff met with representatives from RestorCap to discuss the status of the mitigation and restoration investigation. RestorCap is continuing to review options to provide new habitat and introduce water into the cove that would circulate the water more efficiently, improve water quality and reduce water temperatures. RestorCap has requested entering a Letter of Interest with the Urban Renewal Agency, similar to a preview agreement that existed between the URA, Mr. Mooney and ResorCap. RestorCap will provide staff a proposed LOI for review and eventual consideration by the URA.

The original dredging permit for the cove was issued by the Army Corps of Engineers in 2001 so that the city could allow year-round access by the Clackamas County River Patrol and recreational uses and to promote flushing for water quality. In 2008 it appears the permit was amended to increase the amount of material to be removed to 9,000 cubic yards. A cost estimate for the dredging activity was created by Flowing Solutions in 2010, the estimate was \$244,500. The permit was renewed annually until 2010, when it was extended to 2015 and then again in 2015 when it was extended to January 2020. At the time of expiration in 2020 a request for renewal was not submitted due to changing environmental conditions, the removal of Clackamas County River Patrol from the cove, the lack of any significant implementation of the permit for nearly a decade and lack of funding due to the status of Urban Renewal.

### **BACKGROUND:**