



CITY OF OREGON CITY

CITY COMMISSION WORK SESSION

AGENDA

Virtual Meeting

Tuesday, March 09, 2021 at 6:00 PM

VIRTUAL MEETING INFORMATION:

This meeting will be held online via Zoom; please contact recorderteam@orccity.org for information.

The public is strongly encouraged to relay concerns and comments to the Commission in one of three ways:

- *Email at any time up to 12 p.m. the day of the meeting to recorderteam@orccity.org.*
- *Phone call (Monday – Friday, 8 am – 5 pm) to 503-496-1505, all messages will be relayed and/or citizens can sign-up to be called during the meeting to provide over-the-phone testimony.*
- *Mail to City of Oregon City, Attn: City Recorder, P.O. Box 3040, Oregon City, OR 97045*

CONVENE WORK SESSION AND ROLL CALL

FUTURE AGENDA ITEMS

The Commission's adopted goals and available staff resources shall be considered when recommending future agenda items. The Commission may add an item to a future agenda with consensus of the Commission.

1. List of Future Work Session Agenda Items

DISCUSSION ITEMS

2. Clackamas Water Environment Services (WES) Annual Report
3. City Code Amendments to Chapters 16.12 and 17.04; Define Capital Improvement Project (CIP) and Including Exemptions from Land Use Process
4. Annexation Code Amendments
5. Update on the Implementation of Oregon City's Tourism Strategic Plan
6. Oregon City Original Art Mural Code

CITY MANAGER'S REPORT

COMMISSION COMMITTEE REPORTS

A. Beaver Creek Employment Area Blue Ribbon Committee - *Commissioner Frank O'Donnell*

B. Brownfield Grant Committee - *Commissioner Frank O'Donnell*

C. Citizen Involvement Committee Liaison - *Commissioner Denyse McGriff*

D. Clackamas County Coordinating Committee (C4) - *Commissioner Rachel Lyles Smith*

E. Clackamas County I-205 Tolling Diversion Committee - Appointed: *Commissioner Rachel Lyles Smith* Alternate: *Commissioner Frank O'Donnell*

F. Clackamas Heritage Partners - *Commissioner Rocky Smith, Jr.*

G. Clackamas Water Environment Services Policy Committee -
Appointed: *Commissioner Rocky Smith, Jr.* Alternate: *Commissioner Denyse McGriff*

H. Downtown Oregon City Association Board - *Commissioner Denyse McGriff*

I. Metro Policy Advisory Committee (MPAC) - Appointed: *Commissioner Rachel Lyles Smith* Alternate: *Commissioner Denyse McGriff*

J. OC 2040 Project Advisory Team - Appointed: *Commissioners Denyse McGriff and Rocky Smith, Jr.*

K. Oregon Governor's Willamette Falls Locks Commission - *Vacant until State Appoints Commissioner Rachel Lyles Smith*

L. Oregon City Tourism Stakeholder's Group - Appointed: *Commissioners Denyse McGriff and Rocky Smith, Jr.*

M. Oregon City/West Linn Pedestrian and Bicycle Bridge Concept Plan Project Advisory Committee - Appointed: *Commissioner Denyse McGriff*

N. South Fork Water Board (SFWB) - *Commissioners Rachel Lyles Smith, Frank O'Donnell, and Rocky Smith, Jr.*

O. Willamette Falls and Landings Heritage Area - *Commissioner Denyse McGriff*

P. Willamette Falls Legacy Project Liaisons - *Commissioners Frank O'Donnell and Rachel Lyles Smith*

ADJOURNMENT

PUBLIC COMMENT GUIDELINES

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.

ADA NOTICE

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.

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 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: City Commission
From: City Manager Tony Konkol

Agenda Date: 03/09/2021

SUBJECT:

List of Future Work Session Agenda Items

BACKGROUND:

March 11, 2021 – Special Work Session

Stormwater System Development Charges (SDC) and Rate Study

April 13, 2021

Compatible Change Update

Geologic Hazard Code Changes

Land Use 101 – Annual Training

May 11, 2021

Abandon and/or Semi-Abandon Buildings

Comprehensive Plan Update

ODOT Update on the I-205 Widening & Seismic Improvement Project

Police Annual Report

Additional Upcoming Items (These items are in no particular order)

Beavercreek Road Concept Plan (Thimble Creek) Funding Discussion

Building Code Changes

Canemah Area - Encroachments in the Right-of-Way Policy Discussion

Clackamas County Water Environmental Services (WES) Rate Differential

Clackamette Park Boat Ramp

Climate Action Plan Presentation (City of Milwaukie)

Code Enforcement Complaint Process

Commission Policies Review

Construction Excise Tax

Cross Street and Utility Pole Banners

Ethics Training - Biennial

Metro Food Waste Program Requirements - Annual Review

Parks Special Event Fees and Application Process

Parking Rate Increase for Permitted Parking in Downtown Oregon City (Green, Purple, Orange, etc. Zones)

Pre-Application Request for Recording Follow-up

Public Works Code Amendments

South Fork Water Board - Mountain Line Easements Vacation

Transportation Demand Management (TDM) Plan Implementation Update

Water System Risk and Resiliency Review

Willamette Falls Legacy Project Operations and Maintenance Discussion



2020 ANNUAL REPORT

Oregon City
March 9, 2021

THE WES SERVICE AREA INCLUDES:

- Boring
- Fischer's Forest Park
- Gladstone
- Happy Valley
- Hoodland
- Johnson City
- Milwaukie
- Oregon City
- Rivergrove
- West Linn
- Communities in unincorporated Clackamas County



Upgrades at the Kellogg Creek Water Resource Recovery Facility



WES Operator Perry Wesby leads a tour of the Kellogg facility.



Kellogg Facility Operations Supervisor Joshua Clark inspects a new blower.

Upgrades at the Tri-City Water Resource Recovery Facility



This artist rendering shows what the project will look like when completed in 2021.



Inspecting the new Digester:
Operators look through the new digester view port to verify mixing.



WES Advisory Committee members tour the digester complex.

Tri-City Outfall Project



Tri-City
Water Resource
Recovery Facility

INTERSTATE
205

Existing Outfall

99E

INTERSTATE
205

Diffuser

Outfall Project Alignment

Washington St

Washington St

- Existing outfall to serve as backup
- Additional outfall

Item 2.

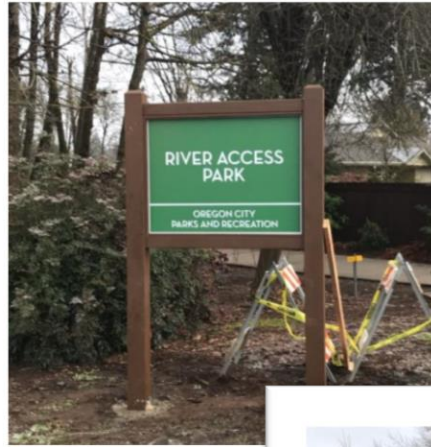
Oregon City Good Neighbor Agreement

2020 Project Highlights:

- Repaired benches and picnic tables at The Cove and River Access Parks/Natural Area
- Speedbumps for Clackamette Park
- Replaced picnic table at The Cove

2021 Project Highlights:

- Tree work at Clackamette Park
- Repair uneven surfaces/cracks along walking paths
- Install speed bumps at Clackamette Park
- Install replacement picnic table at The Cove
- Concrete repair and replacements at River Access



Building Resiliency



Members from the Grand Ronde Tribal Historic Preservation Office toured the Tri-City Water Resource Recovery Facility to learn about the new outfall project.



The 82nd Drive Bridge received a 2020 Achievement Award from The National Association of Counties.

Tri-City Water Resource Recovery Facility

February Winter Storm



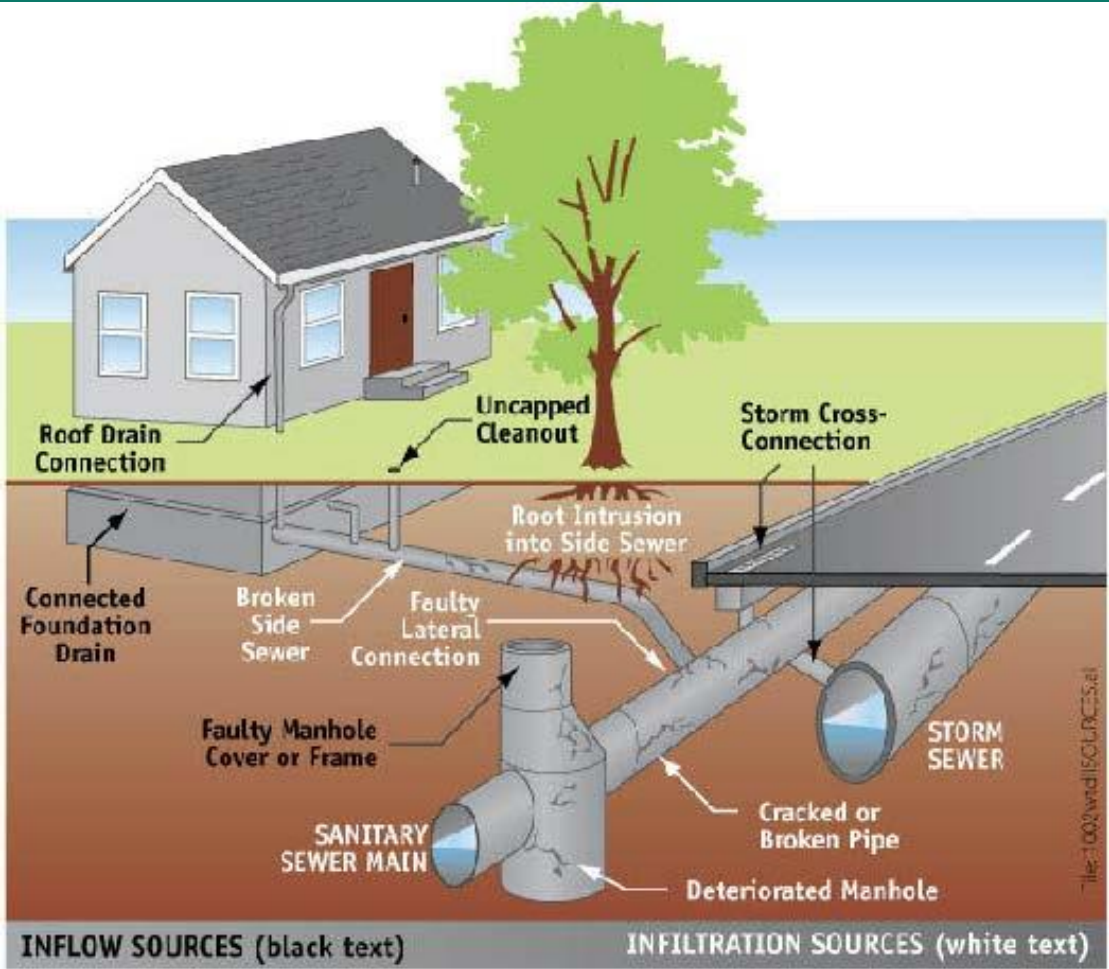
Maintaining Our Vital Infrastructure



Our closed circuit TV cameras recently captured a snake crawling into a cracked sewer pipe, which illustrates how easily unwanted water can seep into cracked pipes.

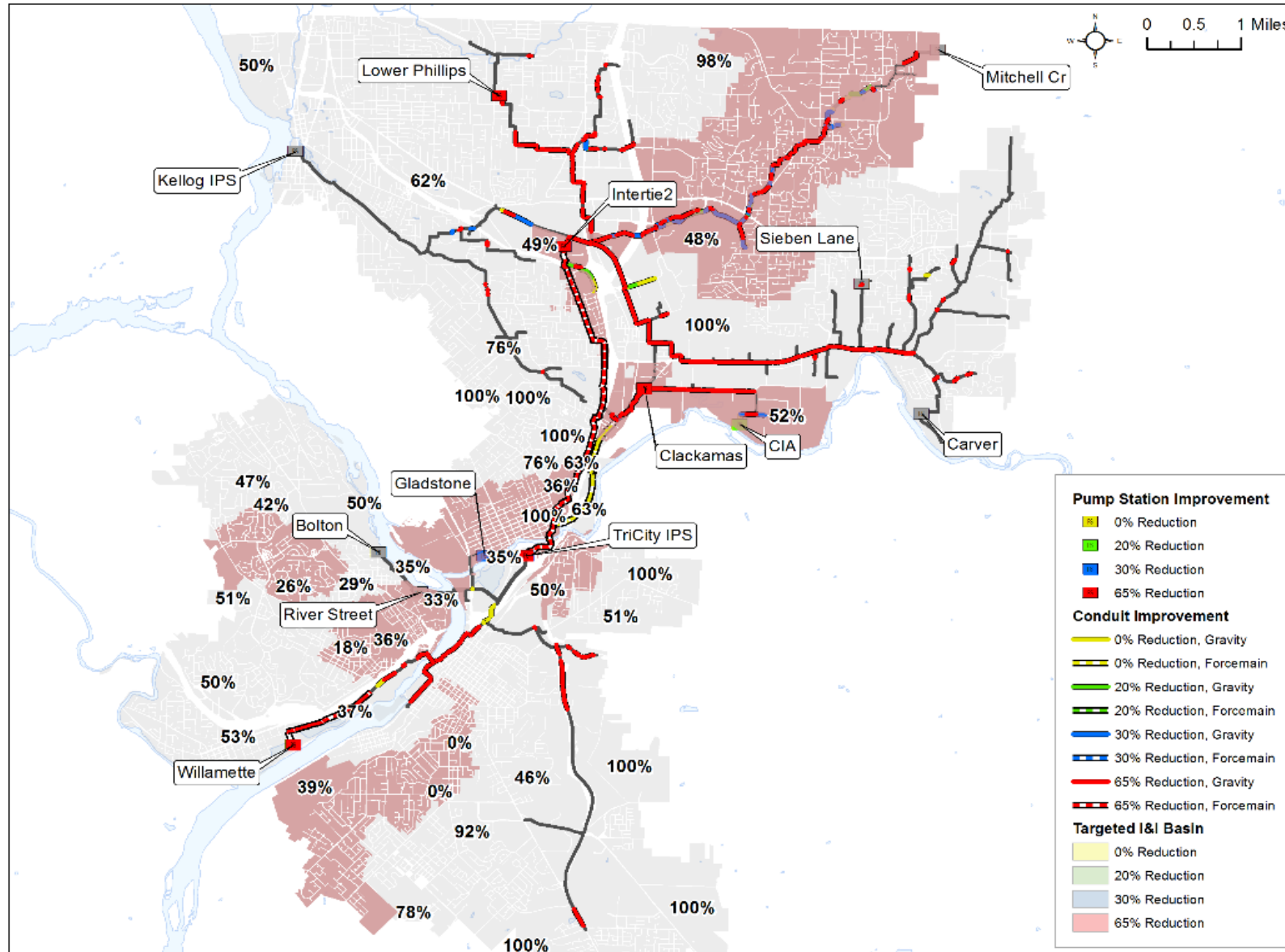


Inflow and Infiltration



Inflow and Infiltration

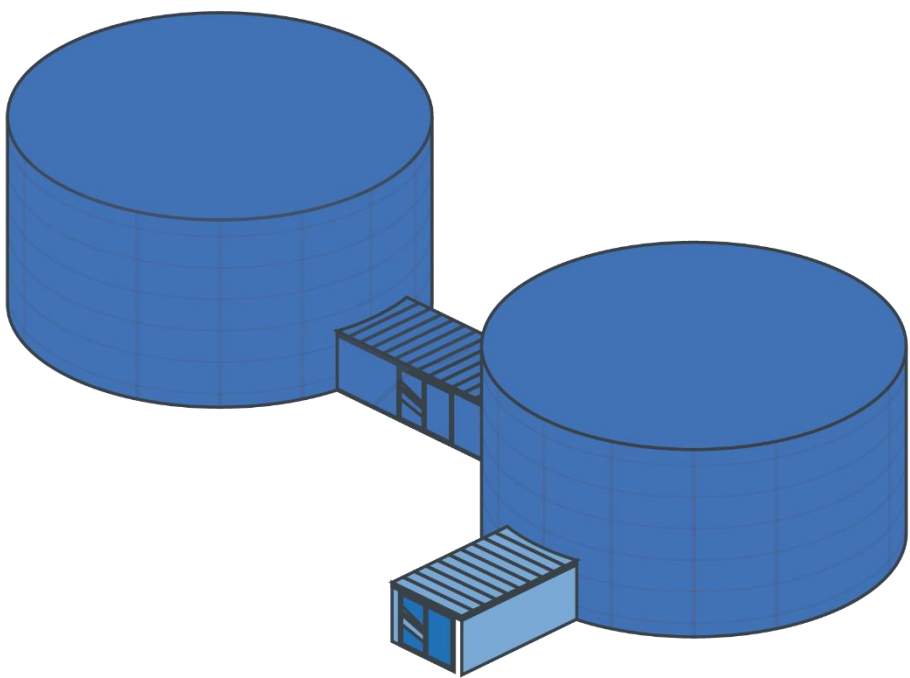
Item 2.



Monthly rate and services provided

Typical monthly cost of WES services for a single family home in Oregon City: **\$24.95**

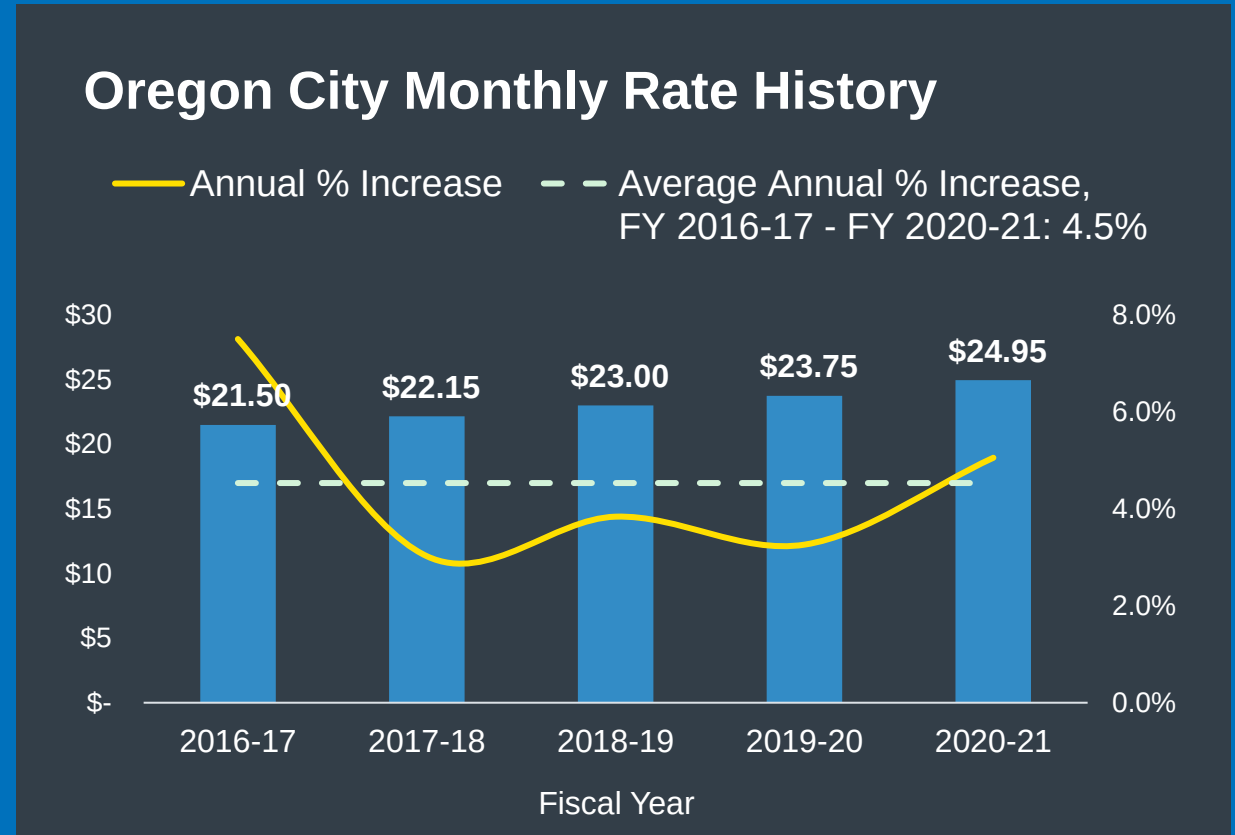
Wastewater Treatment: **\$24.95**



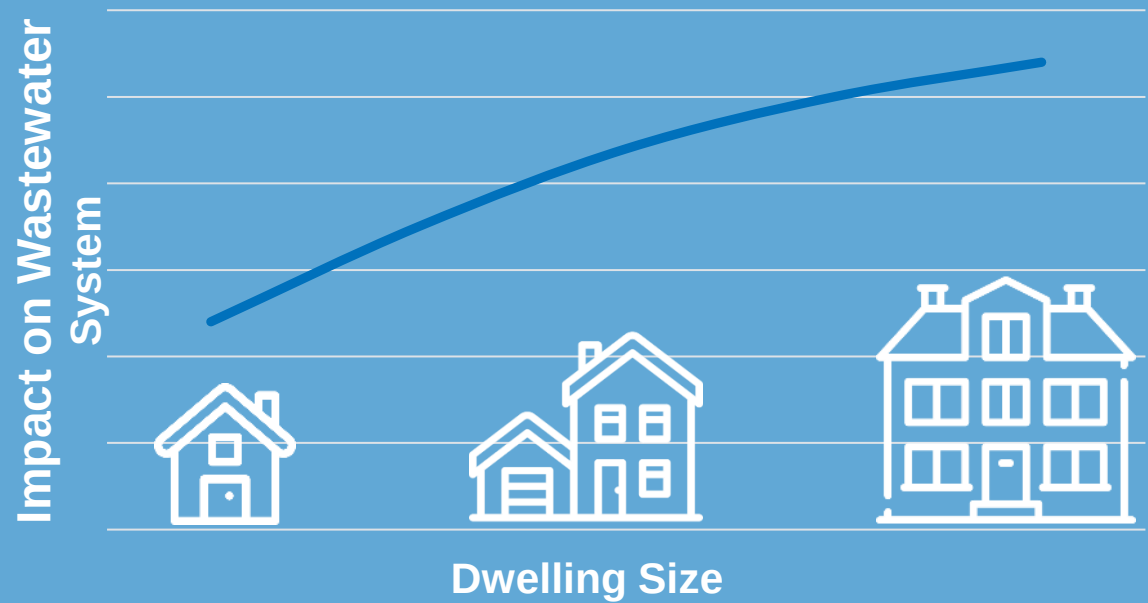
Commitment to reasonable and predictable rates

Board-approved annual rate increases for FY 2020/21 averaged 2.5% across all service areas.

The rate increase for customers in Oregon City was 5.35%.



Tiered Residential Equivalent Dwelling Unit (EDU) Assignment - Proposed



TOTAL LIVING AREA	PROPOSED EDUs
< 800 sqft	70% of 1 EDU
800 – 1,799 sqft	90% of 1 EDU
1,800 – 2,999 sqft	100% of 1 EDU
3,000 – 3,799 sqft	110% of 1 EDU
≥ 3,800 sqft	120% of 1 EDU

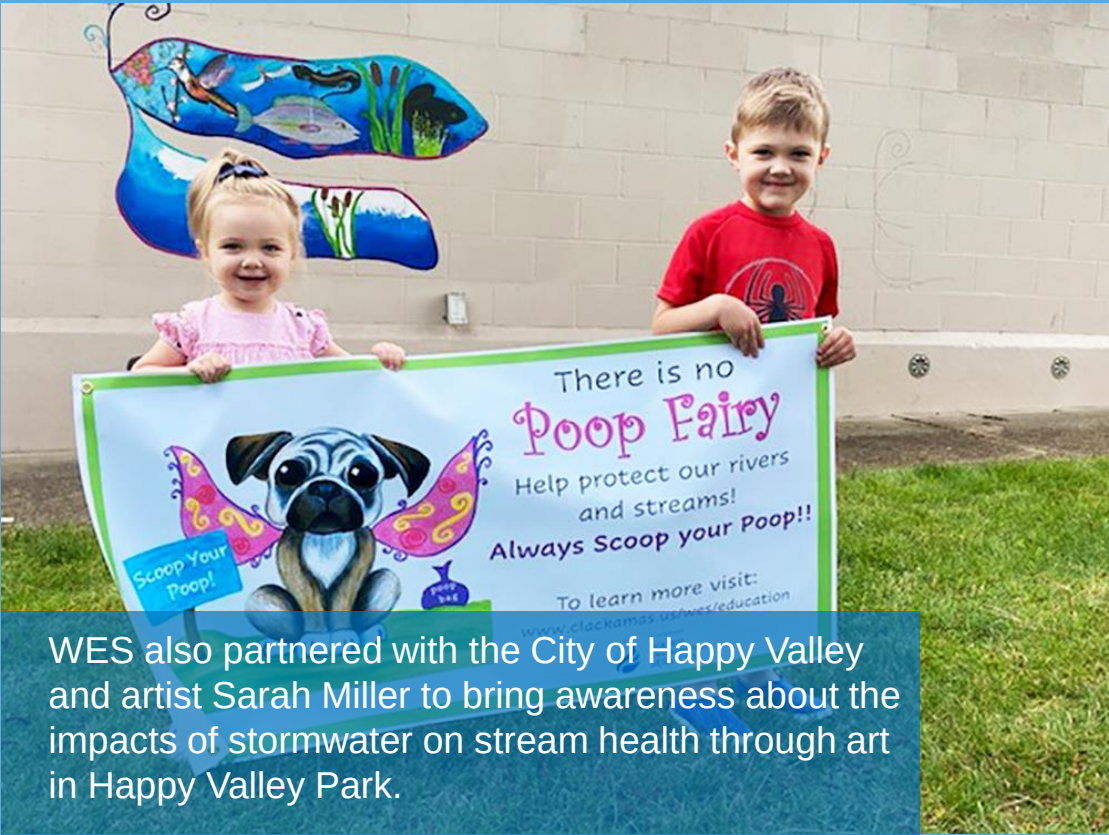
Protecting the Environment – Surface Water Management

440+

More than 440 volunteers assisted WES at watershed restoration projects this year.

The ELC offered a variety of educational classes and virtual camps this past year.

Pavement was removed at ClackaCraft Drift Boats to create a new stormwater infiltration facility.



WES also partnered with the City of Happy Valley and artist Sarah Miller to bring awareness about the impacts of stormwater on stream health through art in Happy Valley Park.

Keeping our Waterways clean with SOLVE



Nearly 30 volunteers removed 300 pounds of litter at 3 Creeks Natural Area in Milwaukie.

20k More than 20,000 trees and shrubs were planted at WES-sponsored projects.



SOLVE Chief Executive Officer Kris Carico and WES Director Greg Geist assisted at cleanup at Happy Valley Park.



WES Advisory Committee member Michael Morrow helped at a SOLVE cleanup

Preparing the Future Workforce



1,277
students participated
in WES-funded
education programs
during school hours.



CAIS students give their
presentations to a panel of
judges comprised of
teachers, WES staff and
project contractors.



Advisory Committee



Advisory Board Chair Diana Helm and WES Assistant Director Chris Storey assist at a SOLVE cleanup event at Clackamette Park in Oregon City.



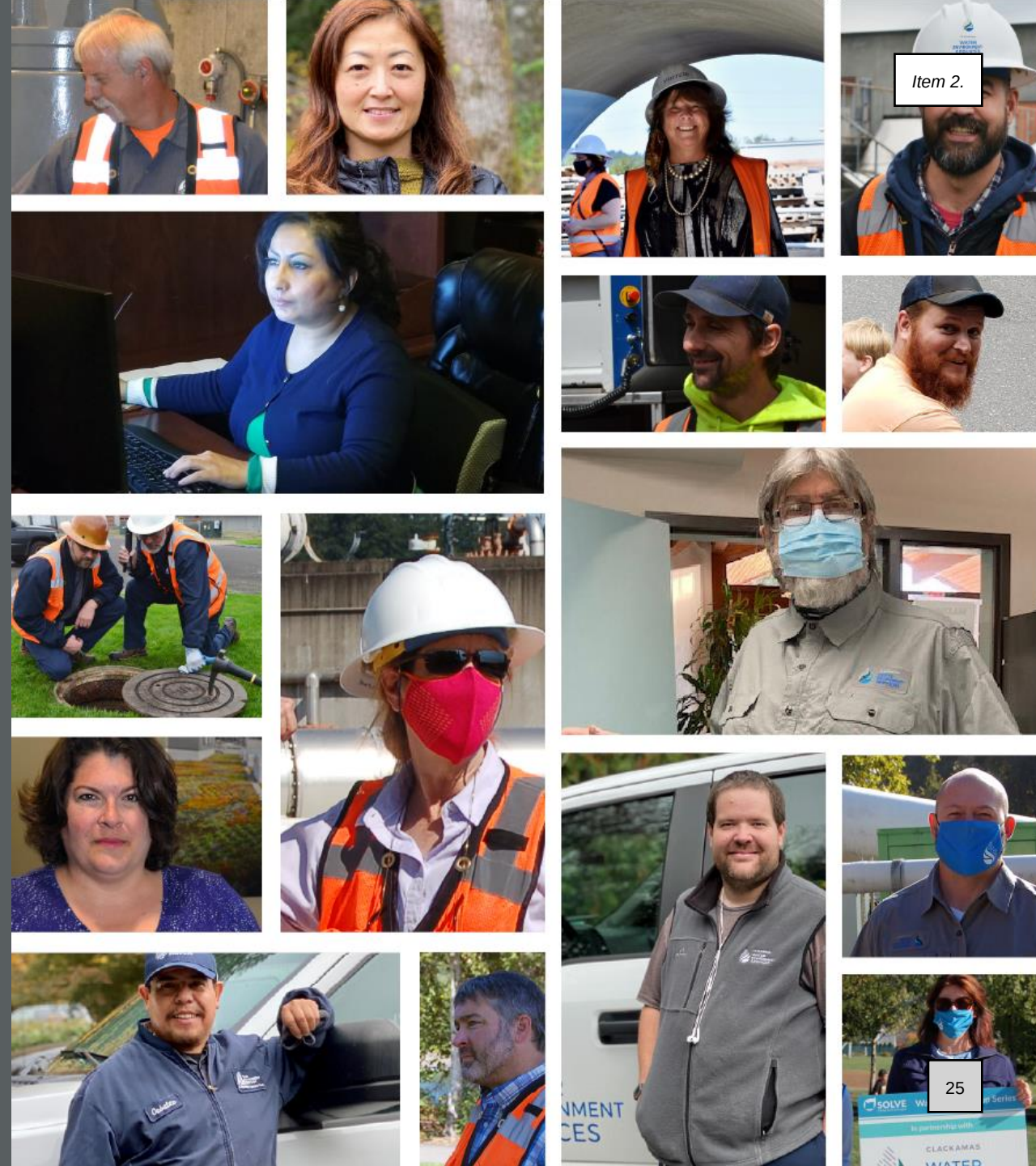
It's our goal to ensure that our families and neighbors enjoy the benefits of safe, healthy water for generations to come.



Clackamas Water Environment Services
150 Beaver Creek Road #430
Oregon City, OR 97045

503-742-4567
wescustomerservice@clackamas.us

clackamas.us/wes





CLACKAMAS

WATER
ENVIRONMENT
SERVICES

2020 ANNUAL REPORT

A message from Clackamas Water Environment Services Director Greg Geist



2020 was a year like no other.

Two historic crises changed the daily lives of Clackamas Water Environment Services (WES) employees and our customers. And it is not over. We will all be dealing with the effects of the pandemic into 2021.

Our hearts go out to everyone affected by the ongoing COVID-19 crisis and the destructive wildfires.

WES employees were immediately up and running, working through these unprecedented challenges to ensure that 190,000 WES customers receive the services they depend on every day.

While ensuring that services continue uninterrupted during the pandemic, WES staff members learned to use new personal protective equipment (PPE) and practice physical distancing while performing their essential duties.

The crises resulted in challenging work conditions and longer hours for WES employees, who remain committed to preventing service disruptions for our customers.

WES quickly became aware of financial hardships for customers created by COVID-19, so we waived late fees for unpaid wastewater or surface water bills for the duration of the crisis. We also offer a low-income discount for those in need.

Despite these challenges, WES reached major milestones in projects that will strengthen our ability to serve you. It is our pleasure to share these updates with you in this report.

We value you as a customer, and look forward to serving you in 2021 and beyond.

Sincerely,

A handwritten signature in blue ink, appearing to read 'H S Geist', written over a faint, light blue circular background.

Greg Geist
Director, Clackamas Water Environment Services

About Us

Clackamas Water Environment Services produces clean water and protects water quality for more than 190,000 people living and working in Clackamas County. We provide innovative water resource recovery services, stormwater management and environmental education.

We operate and maintain five water resource recovery facilities, 23 pumping stations and more than 360 miles of pipes. Each year, we clean more than seven billion gallons of water. In the process, we convert materials that have long been considered “waste” into electricity and natural fertilizer.

We also help reduce pollution in local rivers, streams, and wetlands caused by stormwater runoff, the number one source of water pollution in Oregon.

We educate and assist community members from all walks of life, from developers, property managers and homeowners to government agencies, local businesses, teachers and students.

It's our job to ensure that our families and neighbors enjoy the benefits of safe, healthy water for generations to come.



Protecting the Environment - Surface Water Management

Urban stormwater runoff is a leading source of water pollution in our state, carrying harmful chemicals and debris to our waterways.

In 2019-20, we awarded \$300,000 in RiverHealth Stewardship Program grants to 14 organizations dedicated to improving the health of our watersheds.



Item 2.

WES also partnered with the City of Happy Valley and artist Sarah Miller to bring awareness about the impacts of stormwater on stream health through art in Happy Valley Park.

440+

More than 440 volunteers assisted WES at watershed restoration projects this year.



Pavement was removed at ClackaCraft Drift Boats to create a new stormwater infiltration facility.



Johnson Creek Watershed Council worked with Mad Science to present Science in the Park for children.

Keeping our Waterways clean with SOLVE

For the third consecutive year, Clackamas Water Environment Services partnered with SOLVE, one of Oregon's preeminent non-profit organizations working to improve our environment, for a series of Summer Waterway Cleanups to keep area waterways and natural areas clean and healthy.

Volunteers learned firsthand how trash on the ground can harm our streams and rivers if not removed.

After a delay due to the pandemic and wildfires, volunteers removed hundreds of pounds of trash from rivers, parks and natural areas.

20k

More than 20,000 trees and shrubs were planted at WES-sponsored projects.



SOLVE Chief Executive Officer Kris Carico and WES Director Greg Geist assisted at the cleanup at Happy Valley Park.



WES Advisory Committee member Michael Morrow helped at a SOLVE cleanup



Nearly 30 volunteers removed 300 pounds of litter at 3 Creeks Natural Area in Milwaukie.

Upgrades at the **Tri-City Water Resource Recovery Facility**

In 2020, WES marked a significant milestone in the Tri-City Solids Project, which will ensure that the wastewater treatment needs of more than 190,000 people are met for decades to come.

A new 1.3 million-gallon anaerobic digester at WES' Tri-City Water Resource Recovery Facility was successfully brought online in September. The new digester expands the facility's capacity to treat solids, a byproduct of waste from homes and businesses.

Along with the facility's two existing digesters, the new digester will turn waste into methane gas that is converted to heat and power, which provides nearly half of all electricity used at the Tri-City facility. The digester process also converts solid waste into natural fertilizer.

The new digester will help us serve a population that doubled over the past 30 years. In addition to protecting public health and the environment, the added digester capacity will protect future economic growth in our region.



WES Advisory Committee members tour the digester complex.



Inspecting the new Digester: Operators look through the new digester view port to verify mixing.

This artist rendering shows what the project will look like when completed in 2021.



Upgrades at the Kellogg Water Resource Recovery Facility

In 2020, several upgrades and refurbishments began to wind down at our Kellogg Water Resource Recovery Facility in Milwaukie and more repairs and refurbishments are planned for 2021 and beyond.

Built in 1974, the facility was in dire need of upgrades. Since 2017, nearly a dozen improvement projects have been completed.

Dedicated to being a good neighbor, we made odor control improvement a top priority. This upgrade was accomplished by placing covers on the aeration basins, which play a key role in breaking down pollutants.

"It's just like maintaining your house. If you don't take care of things, the problems get more expensive," said Lynne Chicoine, WES Capital Program Manager.



WES works with the Kellogg Good Neighbor Committee, which helps WES limit the impact of the facility on the surrounding area.



WES Operator Perry Wesby leads a tour of the Kellogg facility.



Kellogg Facility Operations Supervisor Joshua Clark inspects a new blower.

The Process – The Cycle of Wastewater

Curious how the wastewater treatment plant works?

During the preliminary and primary stages, wastewater flows through screens that removes large objects like rags or sticks. The sewage then passes into a grit chamber, where heavier materials like rocks, silt and sand are removed.

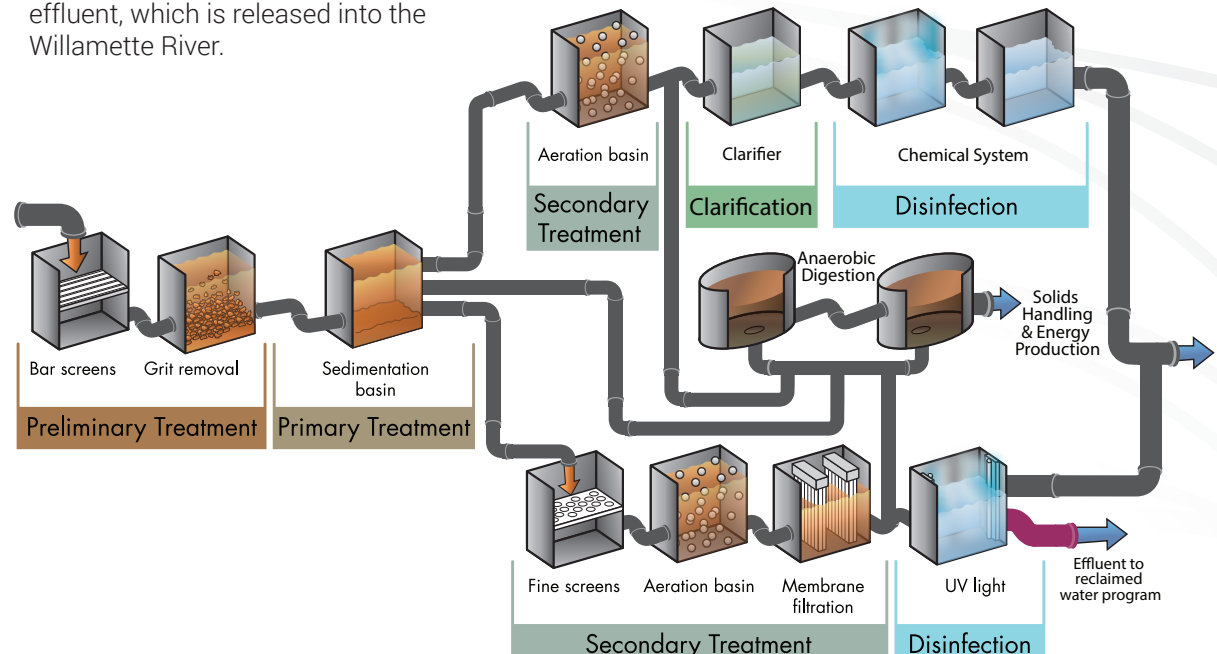
The secondary stage of treatment allows solids (a byproduct of waste) to settle before disinfection begins. Beneficial bacteria and air are pumped into an aeration basin to clean the wastewater as it flows to the secondary clarifiers.

The membrane bioreactor uses fine screens, microbiology and filtration to remove environmentally-harmful materials. Anaerobic digestion uses microorganisms to break down organic materials, which generate biogas (mostly methane and carbon dioxide) in the absence of air.

The methane gas is then converted to heat and power, which provides electricity that is used at WES' Tri-City facility. The digestion process also converts waste into a natural fertilizer.

Ultraviolet or chemical disinfection (we use both methods) neutralizes microorganisms, preventing them from replicating.

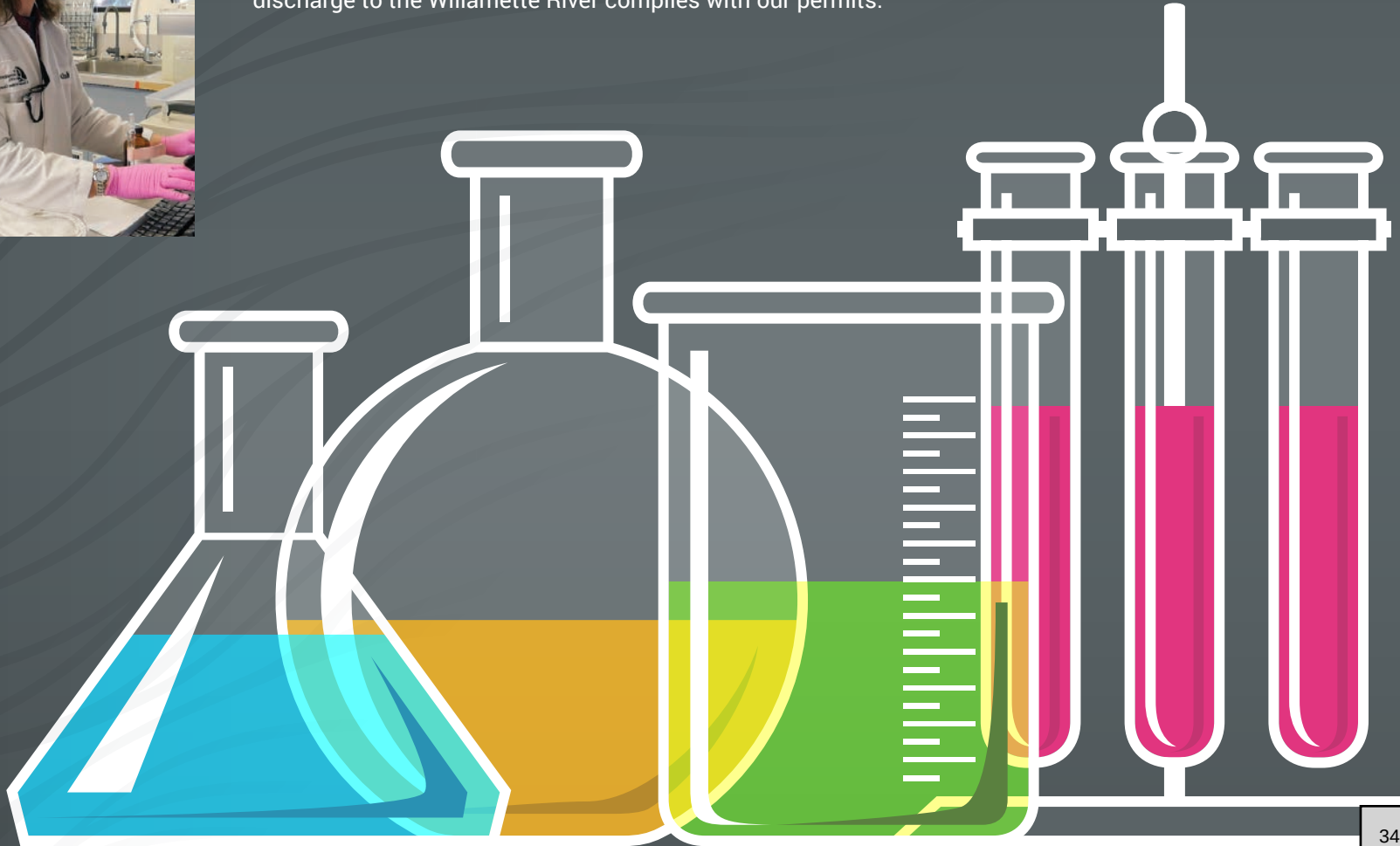
The treated and cleaned water is called effluent, which is released into the Willamette River.





Testing water quality for safety

The Tri-City Water Quality Lab performs nearly 30,000 analyses per year from each of our facilities to check the health of the water at every step of the wastewater treatment process, making sure the discharge to the Willamette River complies with our permits.



Preparing the Future Workforce

In early 2020, WES partnered with the Clackamas Academy of Industrial Sciences (CAIS) in Oregon City to give CAIS students an opportunity to learn about a real-life WES engineering project.

WES' contractors Fowler Construction and Jacobs Engineering also took part in the partnership, which gave students a chance to learn about the construction of a third anaerobic digester at WES' Tri-City Water Resource Recovery Facility in Oregon City.

Students toured the construction site, gathered information for a class project, and then put together presentations for their CAIS classes.



Item 2.

CAIS students tour WES' Tri-City facility to gather information for their class projects.

1,277

students participated in WES-funded education programs during school hours.



CAIS students give their presentations to a panel of judges comprised of teachers, WES staff and project contractors.

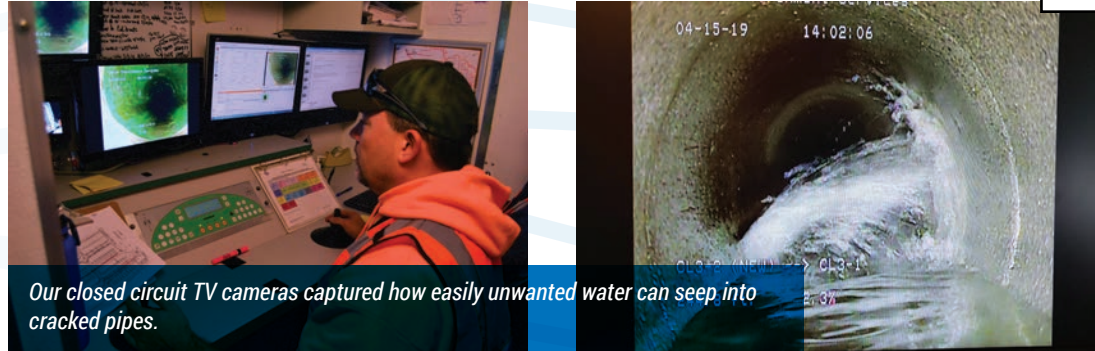


Maintaining Our Vital Infrastructure

Inflow and Infiltration (I&I) is water from rain or naturally-occurring groundwater that can seep into cracked or broken sewer pipes, adding to the flow of water into our wastewater treatment facilities.

Keeping this extra rainwater and groundwater out of pipes results in significant savings in sewer operations and maintenance costs. Reducing I&I is one of our highest priorities.

In 2020, WES supported initiatives by the cities of Gladstone and Oregon City to reduce I&I in their city-maintained sewer systems, which deliver water to WES' Tri-City Water Resource Recovery Facility.



Working in the Field

We are all partners in keeping our water clean.

Stormwater ponds are bodies of water in commercial and residential developments that collect and clean stormwater runoff. These ponds improve water quality and control water quantity.

Businesses and homeowners are responsible for stormwater systems on their properties. But sometimes, the property owners are unaware of this responsibility or don't know how to properly maintain them. WES worked together with Marriott Hotels and Crystal Greens Landscaping in Clackamas to repair a failing stormwater pond that was overgrown with invasive plants and full of sediment. The pond now functions as it should and helps to reduce pollution.

If you have questions about a stormwater system on your property, please contact us!



A stormwater pond before and after.



Preserving our shared investment

From time to time, you may see crew members in your neighborhood, checking on pipes or other equipment to make sure everything is working properly.

Our crews are your front line of defense in making sure the wastewater gets to our treatment plants, where it can be cleaned.

Our team also works to ensure harmful pollutants carried in stormwater or surface water runoff are removed before it reaches the river or other waterways.

In a typical year, we will inspect and clean more than 2,500 storm structures that capture and treat polluted storm runoff.



The Vactor truck heads out.



Tackling challenges in the field.

Clear Storm Drains to Protect Your Property and Our Water

Regularly clearing your storm drains of leaves and debris helps reduce flooding and property damage while protecting watershed health and the quality of our drinking water.

Building Resiliency

The 82nd Drive Pedestrian Bridge

Popular with joggers, strollers and bicyclists, the 82nd Drive Pedestrian Bridge reopened in April 2020 after upgrades, which included seismically-retrofitting the bridge to withstand a magnitude 9.0 earthquake.

The bridge, owned and maintained by WES, is now capable of providing vital passage for emergency vehicles across the Clackamas River should such a catastrophic earthquake occur.

The bridge connects the cities of Oregon City and Gladstone. Other upgrades included new sanitary sewer pipes and added protections for pipes and utility lines that run across the bridge.

Increasing resiliency is the driving force behind all WES projects. WES is proud to support Clackamas County's priorities, which include building a strong infrastructure and ensuring safe, healthy and secure communities.



The bridge improvement project received a 2020 Achievement Award from The National Association of Counties.



Members from the Grand Ronde Tribal Historic Preservation Office toured the Tri-City Water Resource Recovery Facility to learn about the new outfall project.

Tri-City Water Resource Recovery Facility Outfall Project

WES is preparing to install a new outfall pipeline underneath Jon Storm Park in Oregon City that will be large enough to ensure reliable service for decades to come.

The current outfall was constructed in 1984 and is nearing capacity during peak wet weather events. The new outfall will allow WES to improve water quality in the river and improve operational resiliency.

The project was approved by Oregon City voters on Nov. 3, 2020. Estimated at \$21,500,000, the project will be funded as part of WES' Capital Improvement Plan and will not increase taxes.

After construction, WES will restore Jon Storm Park to its original condition and provide for improvements identified by the Oregon City Parks and Recreation Committee.

Construction will adhere to the Oregon Department of Fish and Wildlife's Willamette River rules to minimize potential impacts to fish, Pacific lamprey, wildlife and habitat resources.

WES is also performing an archaeological investigation and working in compliance with the National Historic Preservation Act and the Confederated Tribes of Grand Ronde Tribal Historic Preservation Office.

Financial Stewardship

We take our responsibility as stewards of ratepayer dollars very seriously.

For 26 consecutive years, WES has received Certificates of Achievement for Excellence in Financial Reporting from the Government Finance Officers Association of the United States and Canada (GFOA), which reflects our commitment to fiscal responsibility.

WES is also sensitive to the financial impact the COVID-19 pandemic has had on many of our customers. In response, WES decided to waive late fees for the duration of the COVID-19 crisis, and is working on flexible repayment plans that are sensitive to each customer's situation. We also lowered our annual rate increase from the original 5% to 2.5% as an average for WES customers.

New Online Payment System

In July 2020, WES launched a new and improved online payment system for our customers to pay their bills and have access to their accounts 24/7.

The goal of the upgrade is to make bill payments easier and more secure for our customers.

64%

Operations and Maintenance

- All wastewater treatment services including waste removal, biosolids management and disinfection of water
- Day-to-day plant maintenance
- Regulatory compliance, including laboratory
- Day-to-day collection system maintenance, including pump stations

Investing in Resiliency - Your rate dollars at work

17%

Infrastructure Financing and Reserves

- Equipment replacement
- Reserves for future project needs
- Building treatment capacity for future growth
- Construction

19%

Debt Payments

- Debt Payments
- Financing capacity expansion projects

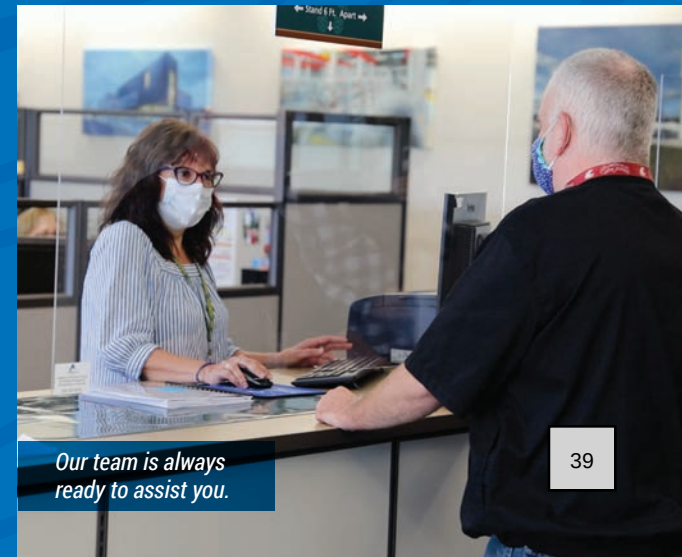
%s apply to each dollar of monthly sanitary sewer service charge revenue

The new system makes it possible to:

- View real time balances, payment amounts and bill due dates
- Make one-time or recurring payments
- Review transaction history

We also added a feature to our new 24/7 automated interactive voice response telephone payment option that allows customers to pay their bills by text.

From the start of the transition to the new system, the WES Customer Service Specialist Team has been ready to help customers who need a little help navigating the new process.



Our team is always ready to assist you.

Commissioners and Advisory Committee

The Clackamas County Board of Commissioners serves as the governing body of WES.

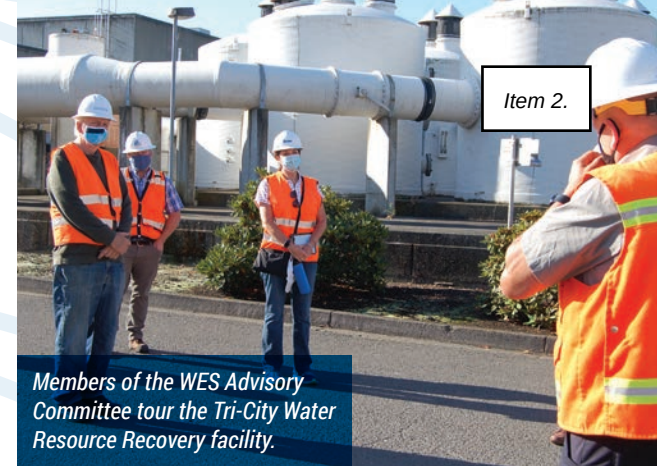
Commissioners receive recommendations from the WES Advisory Committee on a variety of key issues. The WES Advisory Committee includes ratepayers, environmental representatives, business owners, members of the development community and elected officials.

Members have experience in wastewater management, watershed health and restoration, economic development and surface water. The committee provides input and makes recommendations to WES and the Board of County Commissioners.

All WES Advisory Committee Members either live or work within the WES service area.

Russ Axelrod – West Linn Elected Official
Rita Baker – Environmental Representative
Christopher Bowker – Gladstone Representative
Tessah Danel – Development Representative
Greg DiLoreto – West Linn Representative
Angel Falconer – Milwaukie Elected Official
Anthony Fields - Milwaukie Representative
William Gifford – Oregon City Representative
David Golobay – Happy Valley Elected Official
Renee Harber – Environmental Representative
Diana Helm – Business Representative
Brian Johnson – Johnson City Elected Representative
Roseann Johnson - Development Representative
Kathryn Miller – Unincorporated Representative

Michael Morrow - Happy Valley Representative
David Schleef – Business Representative
Rocky Smith – Oregon City Elected Official
Tammy Stempel – Gladstone Elected Official



Members of the WES Advisory Committee tour the Tri-City Water Resource Recovery facility.



Advisory Board Chair Diana Helm and WES Assistant Director Chris Storey assist at a SOLVE cleanup event.

It's our goal to ensure that our families and neighbors enjoy the benefits of safe, healthy water for generations to come.

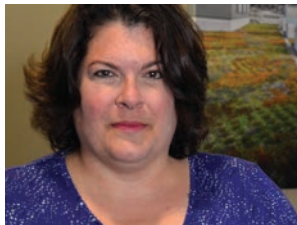
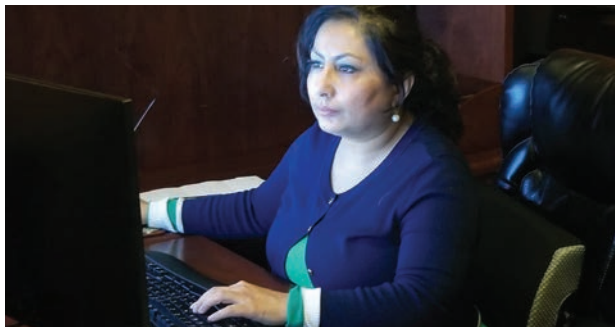
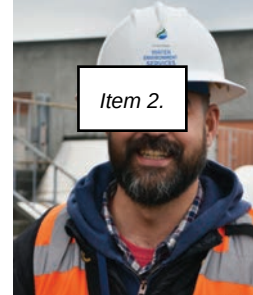
Clackamas Water Environment Services
150 Beaver Creek Road #430
Oregon City, OR 97045

503-742-4567
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CLACKAMAS
WATER
ENVIRONMENT
SERVICES





CITY OF OREGON CITY

Staff Report

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

To: City Commission
From: Public Works Director John M. Lewis

Agenda Date: 03/09/2021

SUBJECT:

City Code Amendments to Chapters 16.12 and 17.04; Define Capital Improvement Project (CIP) and Including Exemptions from Land Use Process

STAFF RECOMMENDATION:

Discussion only.

EXECUTIVE SUMMARY:

After review of the entire Code Amendment package with City Commission on November 18, 2020, the City Commission requested further review of the definition of Capital Improvement Projects and their exemption from the land use process.

BACKGROUND:

In June 2020, staff also presented proposed amendments to Chapter 16.12 and 17.04, some of which related to the definition of Capital Improvement Project and the implementation of those projects without the need for a Land Use Process.

Public capital improvement projects are proposed as an exempted use within 16.12.11.C.5. Capital improvement projects are proposed to be defined as those projects within right-of-way or easements that involve roads, watermain, sanitary sewers, or storm sewers which are funded by the City in 17.04.176.

In past years, it was common practice to not run Public Works infrastructure projects through the land use process. In recent years, the interpretation of codes has made the past practice questioned. The proposed amendment to the Code allows past practice to continue in a clearer, definitive way.

In compromise, Public Works staff have determined that a capital improvement project located within an easement or right-of-way which also affects overlay districts such as geologic hazards, floodplain, or natural resources shall be processed through the land

use process. While past practice already followed Code with respect to overlay districts, it was not common to implement those projects in overlay districts through land use.

In a review of Metro area municipalities, it was found that no municipalities process their Public Works infrastructure capital improvement projects which are located in an easement or right-of-way through the land use process. The only public works projects that are processed through land use are those which are in publicly-owned private property such as pump stations or city buildings.

With evidence of an industry standard in the Metro area and the experience of past practice, the Code Amendments are appropriate as proposed.

If no further discussion is needed, Code Amendments for 13.24, 13.34, 16.12, 17.04, and miscellaneous zoning chapters in Chapter 17 are anticipated to be packaged for first reading of an Ordinance on April 7, 2021.

OPTIONS:

1. Information only

Summary of Proposed Revisions to OCMC 17.04

When printed, Oregon City Municipal Code Chapter 17.04 is 42 pages long. Public Works has proposed revisions which only affect a handful of definitions; therefore, to simplify review, we have provided only the revised sections within this summary in redline format. We also have provided the purpose behind each proposed revision.

17.04.025 - Accessway.

"Accessway" means any public or private way that is created to provide ingress or egress for persons to one or more lots, parcels, areas, or tracts of land. The term "accessway" includes highway, streets, roads, avenues, alleys, paths, sidewalks or similar designations.

Purpose of revision: OCMC 16.12.032 discusses pedestrian and bicycle accessways; therefore, the definition needed to be changed to includes paths and sidewalks. While there is a supplemental definition in 17.04.030, there has been confusion over the years on what an accessway is.

17.04.030 - Accessway, pedestrian/bicycle.

"Accessway, pedestrian/bicycle" means any off-street path or way as described in OCMC 16.12.1204, intended primarily for pedestrians or bicycles and which provides direct routes within and from new developments to residential areas, retail and office areas, transit streets and neighborhood activity centers.

Purpose of revision: The code reference in the definition has changed from 12.04 to 16.12.

17.04.176 – Capital Improvement Project.

"Capital Improvement Project" is a project located within an existing or proposed right-of-way or easement including roads, water mains, sanitary sewers, storm sewers and their appurtenances where the project is solely or partially funded by City funds and is solely or partially administered by the City of Oregon City.

Purpose of revision: There has been confusion on if projects completed by Public Works within the right-of-way or easements is subject to land use review. The addition of a definition of Capital Improvement Project provides a reference in the definition of Development to assist in explaining what types of projects should be processed through land use review.

17.4.195 - City Engineer.

"City Engineer" means the engineer manager for the city, their duly authorized representative(s), or the City's duly authorized representative(s) as designated by the City manager or Public Works Director.

Purpose of revision: The definition was outdated. Current practice is that the City Engineer is designated by the Public Works Director.

17.4.300 - Development.

"Development" means an activity where a building or grading operation occurs, making a material change in the use or appearance of a structure or land occurs, dividing land into two or more parcels, partitioning or subdividing of land as provided in ORS 92.010 to 92.285 or the creation or termination of an access right. Development does not refer to a capital improvement project or an activity within the right of way or public utility easement that is not associated with land or use changes occurring outside of a right of way or public utility easement, except where stated.

For the purpose of OCMC 17.26 and OCMC 17.40, "development" means any man-made change to improved or unimproved real estate, including but not limited to buildings, or other structures, mining, dredging, filling, grading, capital improvement projects, excavation or drilling operations.

For the purpose of OCMC 17.42 "development" means any man-made change to improved or unimproved real estate, including but not limited to buildings, or other structures, mining, dredging, filling, grading, paving, capital improvement projects, excavation or drilling operations.

For the purpose of OCMC 17.47, "development" means any man-made change to improved or unimproved real estate, including but not limited to the construction of buildings or other structures, sewers, streets or other structures or facilities, capital improvement projects, mining, dredging, paving, filling or grading in amounts greater than ten cubic yards on any lot or excavation. In addition, any other activity that results in the removal of more than ten percent of the existing vegetation in the water quality resource area on a lot is defined as "development."

"Development" does not include the following:

1. Stream enhancement or restoration projects approved by the City;
2. Farming practices as defined in ORS 30.930 and farm use as defined in ORS 215.203, except that buildings associated with farm practices and farm uses are subject to the requirements of this chapter; and
3. Construction on lots in subdivisions meeting the criteria of ORS 92.040(2)(1995).

For the purpose of OCMC 17.49, "development" means any man-made change defined as the construction of buildings or other structures, capital improvement projects, mining, dredging, paving, filling, grading, or site clearing, and grubbing in amounts greater than ten cubic yards on any lot or excavation. In addition, any other activity that results in the removal of more than ten percent of the existing vegetation in the water quality resource area on a lot is defined as development. Development does not include the following:

1. Stream enhancement or restoration projects approved by the City;
2. Farming practices as defined in ORS 30.930 and farm use as defined in ORS 215.203, except that buildings associated with farm practices and farm uses are subject to the requirements of this chapter; and
3. Construction on lots in subdivisions meeting the criteria of ORS 92.040(2)(1995).

Purpose of revision: There has been confusion on if projects completed by Public Works within the right-of-way or easements is subject to land use review. The definition of Development was amended to confirm that Capital Improvement Projects as defined in 17.04.176 are not subject to land use review unless an overlay district is impacted.

17.04.305 - Development site.

"Development site" means any lot or lots on any part of which development is taking place. A capital improvement project or an activity within the right of way that is not associated with land or use changes occurring outside of right of way or public utility easement, does not occur within a 'development site'.

Purpose of revision: "Development Site" exists within portions of Code which are land use related and technical standards related. The revisions confirm that Capital Improvement Projects are not part of a "Development Site" and not subject to any land use standards.

17.04.315 - Director.

"Director" means the Director of Community Development, Public Works Director, or designee.

Purpose of revision: "Director" is used throughout Code, sometimes with the added language of "Community Development," "Finance," or "Public Works"; however, some areas only use the word "Director" which sometimes refers to Community Development and sometimes refers to Public Works. This proposed revision provides flexibility and clarity.

17.04.340 – Easement.

"Easement" means the space in, upon, above, along, across, over or under a private property for the constructing, reconstructing, operating, maintaining, inspecting, and repairing of a facility owned by someone other than the private property whereby the easement is located.

Purpose of revision: This revision allows for consistency of definitions between OCMC 17.04.340, OCMC 17.04.986, OCMC 12.04.003, OCMC 13.24.030, and OCMC 13.34.050 which previously had three different definitions for the same word.

17.04.535 - Grading.

"Grading" is the act of excavating and filling as defined in OCMC 15.48.

Purpose of revision: "Grading" is specifically defined in OCMC 15.48. This revision allows other Code references to grading to always refer back to OCMC 15.48.

17.04.965 - Property line.

"Property line" means the division or boundary between two legal lots or parcels. The property line may sometimes be the same line as the right of way line even though right of way is not a lot or parcel.

Purpose of revision: Applicants commonly mistake the difference between property lines and right-of-way lines. This clarification allows for a clearer understanding of real property and right-of-way.

17.04.982 - Public street.

"Public street" means a publicly maintained street or accessway under the jurisdiction of a governmental entity.

Purpose of revision: This definition ties in with 17.04.1055 “Right-of-Way” as well as the new definition of Capital Improvement Project in 17.04.176. This allows all definitions to work together to define the right-of-way, the public street, and a capital improvement project that occurs there.

17.04.986 – Public Utility Easement.

“Public Utility Easement” means an easement that allows a utility the right to use and access specific areas of another’s property for constructing and maintaining gas, electric, telecommunication, fiberoptic, water, and sewer lines.

Purpose of revision: This revision allows for consistency of definitions between OCMC 17.04.340, OCMC 17.04.986, OCMC 12.04.003, OCMC 13.24.030, and OCMC 13.34.050 which previously had three different definitions for the same word.

17.04.1055 - Right-of-way.

"Right-of-way" means the area between boundary lines of a public street, public alley or other public accessway. Right of way is not a parcel, lot, or considered real estate or real property.

Purpose of revision: This definition ties in with 17.04.982 “Public Street” as well as the new definition of Capital Improvement Project in 17.04.176. This allows all definitions to work together to define the right-of-way, the public street, and a capital improvement project that occurs there.

17.04.1215 - Structure.

"Structure" means anything constructed or erected that requires location on the ground or attached to something having location on the ground.

For OCMC 17.42 "structure" means a walled and roofed building including a gas or liquid storage tank that is principally aboveground.

Utility poles and transportation facilities or any items located within a public easement or right of way are not considered structures within this definition.

Purpose of revision: OCMC 13.24 and OCMC 13.34 do not allow additional utility poles to be installed in the right-of-way (only replacement poles). Sometimes for technical reasons, service poles are required to be installed on private property. This proposed revision allows service poles to be placed on public property in the right-of-way or private property within an easement without any additional land use action.

17.04.1450 - Utility facilities.

"Utility facilities" means buildings, ~~features~~structures or any constructed portion of a system which provides for the production, transmission, conveyance, delivery or furnishing of services including, but not limited to, heat, light, water, power, natural gas, sanitary sewer, stormwater, telephone and cable television. Utility facilities do not include stormwater pretreatment facilities.

17.04.1455 - Utility pole placement/replacement.

"Utility pole placement/replacement" means placement of antennas or antenna arrays on existing or replaced ~~features~~structures such as utility poles, light standards, and light poles for streets and parking lots.

Purpose of revision: To reduce confusion with the definition of “Structure” in OCMC 17.04.1215, the word “structures” was replaced with “features.”



Oregon City Municipal Code

Chapter 16.12 Minimum Public Improvements and Design Standards for Development

16.12.008 Definitions.

Whenever the words or terms and their derivatives are used in this chapter, they shall have the meaning herein ascribed to them as described in OCMC 17.04, unless the context dictates application of a different meaning.

16.12.10 - Purpose and general provisions.

The purpose of this chapter is to identify the standards for development in and adjacent to spaces which benefit the public including right-of-way, access to the right-of-way, public off-street pedestrian and bicycle accessways, and easements. All development shall be in conformance with the policies and design standards established by this chapter and with applicable standards in the City's public facility master plans and City design standards and specifications. In reviewing applications for development, the City Engineer shall take into consideration any approved development and the remaining development potential of adjacent properties. All street, water, sanitary sewer, storm drainage and utility plans associated with any development shall be reviewed and approved by the City Engineer prior to construction. All streets, driveways or storm drainage connections to another jurisdiction's facility or right-of-way shall be reviewed by the appropriate jurisdiction as a condition of the preliminary plat and when required by law or intergovernmental agreement shall be approved by the appropriate jurisdiction.

16.12.11 - Applicability.

- A. Compliance with this chapter is required for all development including land divisions, site plan and design review, master plan, detailed development plan and conditional use applications and all public improvements that are required in conjunction with a land use decision. ~~Minor Site Plan and Design Review applications shall not be subject to this chapter unless improvements are proposed within the right-of-way, or as otherwise provided in this chapter.~~
- B. Compliance with this chapter is also required for new construction or additions which exceed fifty percent of the existing square footage of all 3-4 plexes, single and two-family dwellings living space. Garages, carports, sheds, and porches may not be included in the calculation if these spaces are not living spaces. Accessory dwelling units are not subject to compliance with this chapter. All applicable 3-4 plexes, single and two-family dwellings shall provide any necessary dedications, easements or agreements as identified in the transportation system plan and this chapter, subject to constitutional limitations. In addition, the street frontage shall be improved to include the following priorities for improvements:
 1. Improve street pavement and construct curbs, gutters, sidewalks, and planter strips; and
 2. Plant street trees.

The cost of compliance with the standards identified in 16.12.011.B.1 and 16.12.011.B.2 is calculated based on the square footage valuation from the State of Oregon Building Codes Division

and limited to ten percent of the total construction costs. The value of the alterations and improvements is based on the total construction costs for a complete project rather than costs of various project component parts subject to individual building permits. The entire proposed construction project cost includes engineering and consulting fees and construction costs. It does not include permit fees, recording fees, or any work associated with drafting or recording dedications or easements.

- C. Exemptions. The following are exempt from review by this chapter unless public improvements, driveways, PUEs, or other items regulated by this chapter are proposed.
1. Projects that are reviewed through the Minor Site Plan and Design Review applications process shall not be subject to compliance with public street improvement standards in 16.12.015 through 16.12.032 unless the following improvements are proposed:
 2. Work within the right-of-way
 3. New improvements or changes to an existing public off-street pedestrian and bicycle accessway
 4. New improvements or changes to an existing driveway
 5. Lot Line Adjustments and Abandonments are not subject to compliance with this chapter.
 6. Public capital improvement projects are not subject to compliance with this chapter unless otherwise noted.

16.12.12 - Jurisdiction and management of the public rights-of-way.

The City has jurisdiction and exercises regulatory management over all public rights-of-way as defined and outlined within 12.04 of the Oregon City Municipal Code.

16.12.13 - Modifications.

The applicant may request and the review body may consider modification of the standards in this chapter resulting from constitutional limitations restricting the City's ability to require the dedication of property or for any other reason, based upon the criteria listed below and other criteria identified in the standard to be modified. All modifications, except for adjustments approved by the City Engineer for tree preservation purposes pursuant to 16.12.013.A, shall be processed through a Type II Land Use application and may require additional evidence from a transportation engineer or others to verify compliance.

- A. Compliance with the following criteria is required:
1. The modification meets the intent of the standard;
 2. The modification provides safe and efficient movement of pedestrians, motor vehicles, bicyclists and freight;
 3. The modification is consistent with an adopted transportation or utility plan; and
 4. The modification is complementary with a surrounding street design; or, in the alternative;
 5. If a modification is requested for constitutional reasons, the applicant shall demonstrate the constitutional provision or provisions to be avoided by the modification and propose a modification that complies with the state or federal constitution. The City shall be under no obligation to grant a modification in excess of that which is necessary to meet its constitutional obligations.
- B. The following modifications shall be processed as a Type I modification by the City Engineer using the criteria in 16.12.13.A.
1. Modifications to driveway location, size, and sharing standards in 16.12.035
 2. Modifications to sidewalk and planter strips widths and location in 16.12.016 that preserve existing street trees or trees on private property to ensure compliance with ADA standards

16.12.14 - Administrative provisions.

An applicant shall submit the following items to the City and complete the following tasks prior to proceeding with construction of proposed development plans. These items include the following:

- A. Pre-Design Meeting;
 - B. Final Engineering Plans, Stamped and Signed by an Oregon Licensed Professional Engineer;
 - C. Stormwater Report, Stamped and Signed by an Oregon Licensed Professional Engineer;
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- D. Geotechnical Report, Stamped and Signed by an Oregon Licensed Professional Engineer (if applicable);
- E. Engineer's Preliminary and Final Cost Estimates (also may be known as engineer's opinion of probable construction cost);
- F. Plan Check and Inspection Fees (as set by City resolution);
- G. Certificate of Liability Insurance for Ccity funded public projects contracted by the City (not less than one million dollars single incident and two million dollars aggregate);
- H. Preconstruction Meeting Notes;
- I. Financial Guarantee(s) per OCMC 17.50.140;
- J. Applicable Approvals/Permits from other agencies or entities;
- K. Developer/Engineer Agreement for public works improvements.

An applicant shall submit the following additional items to the City and complete the following tasks prior to completing construction of proposed development plans. These items include the following:

- L. Project Engineer's Certificate of Completion;
- M. Stormwater Operation and Maintenance Easement (if applicable);
- N. Deed of Dedication (Bargain and Sale Deed);
- O. Recorded Plat and/or Easements (if applicable);
- P. Recorded Non-Remonstrance Covenant Agreement;
- Q. Land Division Compliance Agreement (if applicable);
- R. Permanent Stabilization and/or Restoration of the impact from the development;
- S. Fulfillment of all Conditions of Approval;
- T. Payment of all Outstanding Fees;
- U. Maintenance Guarantee(s). per OCMC 17.50.141;
- V. Indemnity Agreement (if applicable);
- W. Completed Punchlist;
- X. As-Built Drawings;

Details on individual items required by this subsection can be obtained by contacting Public Works. Many items, such as the engineer's cost estimate and plan check and inspection fee, may ~~be~~ be submitted in conjunction with documentation for other infrastructure improvements that are done with the development (such as street, sanitary sewer, and water).

16.12.15 - Street design—Generally.

Development shall be required to provide existing or future connections to adjacent sites through the use of vehicular and pedestrian access easements where applicable. Development shall provide any necessary dedications, easements or agreements as identified in the Transportation System Plan, Trails Master Plan, and/or Parks and Recreation Master Plan and this chapter, subject to constitutional limitations. The location, width and grade of street shall be considered in relation to: existing and planned streets, topographical conditions, public convenience and safety for all modes of travel, existing and identified future transit routes and pedestrian/bicycle accessways, overlay districts, and the proposed use of land to be served by the streets. The street system shall assure an adequate traffic circulation system with intersection angles, grades, tangents and curves appropriate for the traffic to be carried considering the terrain. To the extent possible, proposed streets shall connect to all existing or approved stub streets that abut the development site. The arrangement of streets shall either:

- A. Provide for the continuation or appropriate projection of existing principal streets in the surrounding area and on adjacent parcels or conform to a plan for the area approved or adopted

- by the City to meet a particular situation where topographical or other conditions make continuance or conformance to existing streets impractical;
- B. Where necessary to give access to or permit a satisfactory future development of adjoining land, streets shall be extended to the boundary of the development and the resulting dead-end street (stub) may be approved with a temporary turnaround as approved by the City Engineer. Notification that the street is planned for future extension shall be posted on the stub street until the street is extended and shall inform the public that the dead-end street may be extended in the future. Access control in accordance with OCMC 16.12.017 shall be required to preserve the objectives of street extensions.
 - C. Adequate right-of-way and improvements to streets, pedestrian ways, bike routes and bikeways, and transit facilities shall be provided and be consistent with the City's Transportation System Plan. Consideration shall be given to the need for street widening and other improvements in the area of the proposed development impacted by traffic generated by the proposed development. This shall include, but not be limited to, improvements to the right-of-way, such as installation of lighting, signalization, turn lanes, median and parking strips, traffic islands, paving, curbs and gutters, sidewalks, bikeways, street drainage facilities and other facilities needed because of anticipated vehicular and pedestrian traffic generation.

16.12.16 - Street design.

All development regulated by this chapter shall provide street improvements in compliance with the standards in Table 16.12.016 depending on the street classification set forth in the Transportation System Plan and the Comprehensive Plan designation of the adjacent property, unless an alternative plan has been adopted. The table implements the adopted Transportation System Plan and illustrates the maximum design standards. These standards may be reduced with an alternative street design which may be approved based on the modification criteria in OCMC 16.12.013. The steps for reducing the street design are found in the Transportation System Plan.

Table 16.12.016 Street Design

Table 16.12.016 Street Design. To read the table, select the road classification as identified in the Transportation System Plan and the Comprehensive Plan designation of the adjacent properties to find the maximum design standards for the road cross section. If the Comprehensive Plan designation for lands on either side of the street differs, the wider right-of-way standard shall apply.

Road Classification	Comprehensive Plan Designation	Right-of-Way Width	Pavement Width	Public Access	Sidewalk	Landscape Strip	Bike Lane	Street Parking	Travel Lanes	Median
Major Arterial	Mixed Use, Commercial or Public/Quasi Public	116 ft.	94 ft.	0.5 ft.	10.5 ft. sidewalk including 5 ft. x 5 ft. tree wells		6 ft.	8 ft.	(5) 12 ft. Lanes	6 ft.
	Industrial	120 ft.	88 ft.	0.5 ft.	5 ft.	10.5 ft.	6 ft.	N/A	(5) 14 ft. Lanes	6 ft.
	Residential	126 ft.	94 ft.	0.5 ft.	5 ft.	10.5 ft.	6 ft.	8 ft.	(5) 12 ft. Lanes	6 ft.

Road Classification	Comprehensive Plan Designation	Right-of-Way Width	Pavement Width	Public Access	Sidewalk	Landscape Strip	Bike Lane	Street Parking	Travel Lanes	Median
Minor Arterial	Mixed Use, Commercial or Public/Quasi Public	116 ft.	94 ft.	0.5 ft.	10.5 ft. sidewalk including 5 ft. x 5 ft. tree wells		6 ft.	8 ft.	(5) 12 ft. Lanes	6 ft.
	Industrial	118 ft.	86 ft.	0.5 ft.	5 ft.	10.5 ft.	6 ft.	7 ft.	(5) 12 ft. Lanes	N/A
	Residential	100 ft.	68 ft.	0.5 ft.	5 ft.	10.5 ft.	6 ft.	7 ft.	(3) 12 ft. Lanes	6 ft.

Road Classification	Comprehensive Plan Designation	Right-of-Way Width	Pavement Width	Public Access	Sidewalk	Landscape Strip	Bike Lane	Street Parking	Travel Lanes	Median
Collector	Mixed Use, Commercial or Public/Quasi Public	86 ft.	64 ft.	0.5 ft.	10.5 ft. sidewalk including 5 ft. x 5 ft. tree wells		6 ft.	8 ft.	(3) 12 ft. Lanes	N/A
	Industrial	88 ft.	62 ft.	0.5 ft.	5 ft.	7.5 ft.	6 ft.	7 ft.	(3) 12 ft. Lanes	N/A
	Residential	85 ft.	59 ft.	0.5 ft.	5 ft.	7.5 ft.	6 ft.	7 ft.	(3) 11 ft. Lanes	N/A

Road Classification	Comprehensive Plan Designation	Right-of-Way Width	Pavement Width	Public Access	Sidewalk	Landscape Strip	Bike Lane	Street Parking	Travel Lanes	Median
Local	Mixed Use, Commercial or Public/Quasi Public	62 ft.	40 ft.	0.5 ft.	10.5 ft. sidewalk including 5 ft. x 5 ft. tree wells		N/A	8 ft.	(2) 12 ft. Lanes	N/A
	Industrial	60 ft.	38 ft.	0.5 ft.	5 ft.	5.5 ft.	(2) 19 ft. Shared Space		N/A	
	Residential	54 ft.	32 ft.	0.5 ft.	5 ft.	5.5 ft.	(2) 16 ft. Shared Space		N/A	

1. Pavement width includes, bike lane, street parking, travel lanes and median.
2. Public access, sidewalks, landscape strips, bike lanes and on-street parking are required on both sides of the street in all designations. The right-of-way width and pavement widths identified above include the total street section.
3. A 0.5 foot curb is included in landscape strip or sidewalk width.

4. Travel lanes may be through lanes or turn lanes.
5. The 0.5 foot public access provides access to adjacent public improvements.
6. Alleys shall have a minimum right-of-way width of twenty feet and a minimum pavement width of sixteen feet. If alleys are provided, garage access shall be provided from the alley.
7. A raised concrete median or landscape median shall be utilized for roads identified to have access restrictions.
8. A public utility easement (PUE) shall be provided on both sides of the right-of-way or public access easement on private property as identified in 16.12.85.
 - A. Sidewalks. The applicant shall provide for sidewalks on both sides of all public streets, on any private street if so required by the decision-maker, and in any special pedestrian way within the development. Both sidewalks and curbs are to be constructed to City standards and at widths set forth above, and according to plans and specifications provided by the City Engineer. Exceptions to this requirement may be allowed in order to accommodate topography, trees or some similar site constraint. In the case of major or minor arterials, the decision-maker may approve a development without sidewalks where sidewalks are found to be dangerous or otherwise impractical to construct or are not reasonably related to the applicant's development. The decision-maker may require the applicant to provide sidewalks concurrent with the issuance of the initial building permit within the area that is the subject of the development application. Applicants for partitions may be allowed to meet this requirement by providing the City with a financial guarantee per OCMC 16.12.110.
 - B. Pedestrian and Bicycle Accessways Routes. If deemed appropriate to extend pedestrian and bicycle routes, existing or planned, the decision-maker may require the installation of separate pedestrian and bicycle facilities.
 - C. Street Name Signs and Traffic Control Devices. The applicant shall install street signs and traffic control devices as directed by the City Engineer. Street name signs and traffic control devices shall be in conformance with all applicable City regulations and standards.
 - D. Street Lights. The applicant shall install street lights which shall be served from an underground source of supply. Street lights shall be in conformance with all City regulations.
 - E. Any new street proposed with a pavement width of less than thirty-two feet shall be processed through OCMC 16.12.013 and meet minimum life safety requirements, which may include fire suppression devices as determined by the Fire Marshall to assure an adequate level of fire and life safety. The modified street shall have no less than a twenty-foot wide unobstructed travel lane.
 - F. All development shall include vegetated planter strips that are five feet in width or larger and located between the sidewalk and curb unless otherwise approved pursuant to this chapter. All development shall utilize the vegetated planter strip for the placement of street trees or place street trees in other acceptable locations, as prescribed by OCMC 12.08. Development proposed along a collector, minor arterial, or major arterial roads may place street trees within tree wells within a wider sidewalk in lieu of a planter strip. In addition to street trees per OCMC 12.08, vegetated planter strips shall include ground cover and/or shrubs spaced four feet apart and appropriate for the location. No invasive or nuisance plant species shall be permitted.
 - G. Vehicle and pedestrian access easements may serve in lieu of streets when approved by the decision maker and only where dedication of a street is deemed impracticable.
 - H. Vehicular and pedestrian easements shall allow for public access and shall comply with all applicable pedestrian access requirements.

16.12.17 - Street design—Access control.

- A. A street which is dedicated to end at the boundary of the development or in the case of half-streets dedicated along a boundary shall have an access control granted to the City as a City controlled plat restriction for the purposes of controlling ingress and egress to the property adjacent to the end of the dedicated street. The access control restriction shall exist until such time as a public street is created, by dedication and accepted, extending the street to the adjacent property.
- B. The City may grant a permit for the adjoining owner to access through the access control.
- C. The plat shall contain the following access control language or similar on the face of the map at the end of each street for which access control is required: "Access Control (See plat restrictions)."
- D. Said plats shall also contain the following plat restriction note(s): "Access to (name of street or tract) from adjoining tracts (name of deed document number[s]) shall be controlled by the City of Oregon City by the recording of this plat, as shown. These access controls shall be automatically terminated upon the acceptance of a public road dedication or the recording of a plat extending the street to adjacent property that would access through those Access Controls."

16.12.18 - Street design—Alignment.

The centerline of streets shall be:

- A. Aligned with existing streets by continuation of the centerlines; or
- B. Offset from the centerline by no more than five feet, provided appropriate mitigation, in the judgment of the City Engineer, is provided to ensure that the offset intersection will not pose a safety hazard.
- C. Driveways that are at least twenty-four feet wide shall align with existing or planned streets on adjacent sites.

16.12.19 - Traffic sight obstructions.

All new streets shall comply with the Traffic Sight Obstructions in Chapter 10.32.

16.12.20 - Street design—Intersection angles.

Except where topography requires a lesser angle, streets shall be laid out to intersect at angles as near as possible to right angles. In no case shall the acute angles be less than eighty degrees unless there is a special intersection design. An arterial or collector street intersecting with another street shall have at least one hundred feet of tangent adjacent to the intersection unless topography requires a lesser distance. Other streets, except alleys, shall have at least fifty feet of tangent adjacent to the intersection unless topography requires a lesser distance. All street intersections shall be provided with a minimum curb return radius of twenty-five feet for local streets. Larger radii shall be required for higher street classifications as determined by the City Engineer. Additional right-of-way shall be required to accommodate curb returns and sidewalks at intersections. Ordinarily, intersections should not have more than two streets at any one point.

16.12.21 - Street design—Grades and curves.

Grades and center line radii shall conform to standards approved by the City Engineer.

16.12.22 - Street design—Development abutting arterial or collector street.

Where development abuts or contains an existing or proposed arterial or collector street, the decision maker may require: access control; screen planting or wall contained in an easement or otherwise protected by a restrictive covenant in a form acceptable to the decision maker along the rear or side property line; or such other treatment it deems necessary to adequately protect residential properties or afford separation of through and local traffic. Reverse frontage lots with suitable depth may also be considered an option for

residential property that has arterial frontage. Where access for development abuts and connects for vehicular access to another jurisdiction's facility then authorization by that jurisdiction may be required.

16.12.23 - Street design—Pedestrian and bicycle safety.

Where deemed necessary to ensure public safety, reduce traffic hazards and promote the welfare of pedestrians, bicyclists and residents of the subject area, the decision maker may require that local streets be so designed as to discourage their use by nonlocal automobile traffic.

The City Engineer may require that crosswalks include a large vegetated or sidewalk area which extends into the street pavement as far as practicable to provide safer pedestrian crossing opportunities. These curb extensions can increase the visibility of pedestrians and provide a shorter crosswalk distance as well as encourage motorists to drive slower. The City Engineer may approve an alternative design that achieves the same standard for constrained sites.

16.12.24 - Street design—Half street.

Half streets, while generally not acceptable, may be approved where essential to the development, when in conformance with all other applicable requirements, and where it will not create a safety hazard. When approving half streets, the decision maker shall first determine that it will be practical to require the dedication of the other half of the street when the adjoining property is divided or developed. Where the decision maker approves a half street, the applicant shall construct a half street with at least twenty feet of pavement width and provide signage prohibiting street parking so as to make the half street safe until such time as the other half is constructed. Whenever a half street is adjacent to property capable of being divided or developed, the other half of the street shall be provided and improved when that adjacent property divides or develops. Access control may be required to preserve the objectives of half streets.

When the remainder of an existing half-street improvement is completed it shall include the following items: dedication of required right-of-way, construction of the remaining portion of the street including pavement, curb and gutter, landscape strip, sidewalk, street trees, lighting and other improvements as required for that particular street. It shall also include at a minimum the pavement replacement to the centerline of the street. Any damage to the existing street shall be repaired in accordance with the City's "Pavement Cut Standards" or as approved by the City Engineer.

16.12.25 - Street design—Cul-de-sacs and dead-end streets.

The City discourages the use of cul-de-sacs and permanent dead-end streets except where construction of a through street is found by the decision maker to be impracticable due to topography or some significant physical constraint such as geologic hazards, wetland, natural or historic resource areas, pre-existing dedicated open space, pre-existing development patterns, arterial access restrictions or similar situation as determined by the decision maker. This section is not intended to preclude the use of curvilinear eyebrow widening of a street where needed.

- A. When permitted, access from new cul-de-sacs and permanent dead-end streets shall be limited to a maximum of twenty-five dwelling units.
- B. Cul-de-sacs and permanent dead-end streets shall include pedestrian/bicycle accessways to meet minimum block width standards as prescribed in OCMC 16.12.030.
- C. Cul-de-sacs shall have sufficient radius to provide adequate turn-around for emergency vehicles in accordance with fire district and City adopted street standards.
- D. Permanent dead-end streets shall provide public street right-of-way/easements sufficient to provide a sufficient amount of turn-around space complete with appropriate no-parking signs or markings to accommodate waste disposal, sweepers, emergency and other long vehicles in the form of a hammerhead or other design to be approved by the decision maker.

- E. In the case of dead-end stub streets that will connect to streets on adjacent sites in the future, notification that the street is planned for future extension shall be posted on the stub street until the street is extended and shall inform the public that the dead-end street may be extended in the future. A dead-end street shall include signage or barricade meeting Manual on Uniform Traffic Control Devices (MUTCD).

16.12.26 - Street design—Alleys.

Alleys with public access easements on private property shall be provided in the Park Place and South End concept plan areas for the following districts R-5, R-3.5, R-2, MUC-1, MUC-2 and NC zones unless other permanent provisions for private access to off-street parking and loading facilities are approved by the decision maker. All alleys intended to provide access for emergency vehicles shall be a minimum width of twenty feet. The corners of alley intersections shall have a radius of not less than ten feet and shall conform to standards approved by the City Engineer. Access easements and maintenance agreements shall be recorded on affected properties.

16.12.27 - Street design—Off-site street improvements.

During consideration of the preliminary plan for a development, the decision maker shall determine whether existing streets impacted by, adjacent to, or abutting the development meet the applicable design or dimensional requirements. Where such streets fail to meet these requirements, the decision-maker shall require the applicant to make proportional improvements sufficient to achieve conformance with minimum applicable design standards required to serve the proposed development.

16.12.28 - Street design—Transit.

Streets shall be designed and laid out in a manner that promotes pedestrian and bicycle circulation. The applicant shall coordinate with transit agencies where the application impacts transit streets as identified in OCMC 17.04.1310. Pedestrian/bicycle access ways shall be provided as necessary to minimize the travel distance to transit streets and stops and neighborhood activity centers. The decision maker may require provisions, including easements, for transit facilities along transit streets where a need for bus stops, bus pullouts or other transit facilities within or adjacent to the development has been identified.

16.12.29 - Excavations—Restoration of pavement.

Whenever any excavation shall have been made in any pavement or other street improvement on any street or alley in the City for any purpose whatsoever under the permit granted by the engineer, it shall be the duty of the person making the excavation to restore the pavement in accordance with the City of Oregon City Public Works Pavement Cut Standards in effect at the time the permit is granted. The City Commission may adopt and modify the City of Oregon City Public Works Pavement Cut Standards by resolution as necessary to implement the requirements of this chapter.

16.12.30 - Blocks—Width.

The width of blocks shall ordinarily be sufficient to allow for two tiers of lots with depths consistent with the type of land use proposed. The length, width and shape of blocks shall take into account the need for adequate building site size, convenient motor vehicle, pedestrian, bicycle and transit access, control of traffic circulation, and limitations imposed by topography and other natural features.

All new streets shall be designed as local streets unless otherwise designated as arterials and collectors in the current adopted Transportation System Plan. The maximum block spacing between streets is 530 feet and the minimum block spacing between streets is 150 feet as measured between the right-of-way centerlines except in zones GI, CI, MUE, I, and WFDD where determining the

appropriate street spacing will be determined by the City Engineer. If the maximum block size is exceeded, pedestrian accessways shall be provided every 330 feet. The spacing standards within this section do not apply to alleys.

16.12.31 – Street design—Street names.

Except for extensions of existing streets, no street name shall be used which will duplicate or be confused with the name of an existing street. Street names shall conform to the established standards in the City and shall be subject to the approval of the City.

16.12.32 – Public off-street pedestrian and bicycle accessways.

Pedestrian/bicycle accessways are intended to provide direct, safe and convenient connections between residential areas, retail and office areas, institutional facilities, industrial parks, transit streets, neighborhood activity centers, rights-of-way, and pedestrian/bicycle accessways which minimize out-of-direction travel, and transit-orientated developments where public street connections for automobiles, bicycles and pedestrians are unavailable. Pedestrian/bicycle accessways are appropriate in areas where public street options are unavailable, impractical or inappropriate. Pedestrian and bicycle accessways are required through private property or as right-of-way connecting development to the right-of-way at intervals not exceeding 330 feet of frontage; or where the lack of street continuity creates inconvenient or out of direction travel patterns for local pedestrian or bicycle trips.

Entry points shall align with pedestrian crossing points along adjacent streets and with adjacent street intersections.

- A. Accessways shall be free of horizontal obstructions and have a nine foot six inch high vertical clearance to accommodate bicyclists. To safely accommodate both pedestrians and bicycles, accessway right-of-way widths shall be as follows:
 1. Accessways shall have a fifteen- foot wide right-of-way with a seven-foot wide paved surface with a minimum four-foot planter strip on either side.
 2. If an accessway also provides secondary fire access, the right-of-way width shall be at least twenty- four feet wide with a sixteen foot paved surface between four-foot planter strips on either side.
- B. Accessways shall be direct with at least one end point of the accessway always visible from any point along the accessway. On-street parking shall be prohibited within fifteen feet of the intersection of the accessway with public streets to preserve safe sight distance and promote safety.
- C. To enhance pedestrian and bicycle safety, accessways shall be lighted with pedestrian-scale lighting. Accessway lighting shall be to a minimum level of one-half-foot-candles, a one and one-half foot- candle average, and a maximum to minimum ratio of seven-to-one and shall be oriented not to shine upon adjacent properties. Street lighting shall be provided at both entrances.
- D. Accessways shall comply with Americans with Disabilities Act (ADA).
- E. The planter strips on either side of the accessway shall be landscaped along adjacent property by installation of the following:
 1. Either an evergreen hedge screen of thirty to forty-two inches high or shrubs spaced no more than four feet apart on average; and
 2. Ground cover covering one hundred percent of the exposed ground. No bark mulch shall be allowed except under the canopy of shrubs and within two feet of the base of trees; and
 3. A two-inch minimum caliper tree for every thirty-five -feet along the accessway. Trees

may be planted on either side of the accessway, provided they are spaced no more than thirty-five feet apart; and

4. In satisfying the requirements of this section, evergreen plant materials that grow over forty- two inches in height shall be avoided. All plant materials shall be selected from the Oregon City Native Plant List.
- F. Accessways shall be designed to prohibit unauthorized motorized traffic. Curbs and removable, lockable bollards are suggested mechanisms to achieve this.
- G. Accessway surfaces shall be paved with all-weather materials as approved by the City. Pervious materials are encouraged. Accessway surfaces shall be designed to drain stormwater runoff to the side or sides of the accessway. Minimum cross slope shall be two percent.
- H. In parks, greenways or other natural resource areas, accessways may be approved with a five-foot wide gravel path with wooden, brick or concrete edgings.
- I. The decision maker may approve an alternative accessway design due to existing site constraints through the modification process set forth in OCMC 16.12.013.
- J. Ownership, liability and maintenance of accessways. To ensure that all pedestrian/bicycle accessways will be adequately maintained over time, the City Engineer shall require one of the following:
 1. Dedicate the accessways to the public as public right-of-way prior to the final approval of the development; or
 2. The developer incorporates the accessway into a recorded easement or tract that specifically requires the property owner and future property owners to provide for the ownership, liability and maintenance of the accessway.

16.12.33 - Mobility standards.

Development shall demonstrate compliance with intersection mobility standards. When evaluating the performance of the transportation system, the City of Oregon City requires all intersections, except for the facilities identified in subsection E below, to be maintained at or below the following mobility standards during the two-hour peak operating conditions. The first hour has the highest weekday traffic volumes and the second hour is the next highest hour before or after the first hour. Except as provided otherwise below, this may require the installation of mobility improvements as set forth in the Transportation System Plan (TSP) or as otherwise identified by the City Engineer.

- A. For intersections within the regional center, the following mobility standards apply:
 1. During the first hour, a maximum v/c ratio of 1.10 shall be maintained. For signalized intersections, this standard applies to the intersection as a whole. For unsignalized intersections, this standard applies to movements on the major street. There is no performance standard for the minor street approaches.
 2. During the second hour, a maximum v/c ratio of 0.99 shall be maintained at signalized intersections. For signalized intersections, this standard applies to the intersection as a whole. For unsignalized intersections, this standard applies to movements on the major street. There is no performance standard for the minor street approaches.
 3. Intersections located on the Regional Center boundary shall be considered within the Regional Center.
- B. For intersections outside of the Regional Center but designated on the Arterial and Throughway Network, as defined in the Regional Transportation Plan, the following mobility standards apply:
 1. During the first hour, a maximum v/c ratio of 0.99 shall be maintained. For signalized intersections, this standard applies to the intersection as a whole. For unsignalized

- intersections, this standard applies to movements on the major street. There is no performance standard for the minor street approaches.
2. During the second hour, a maximum v/c ratio of 0.99 shall be maintained at signalized intersections. For signalized intersections, this standard applies to the intersection as a whole. For unsignalized intersections, this standard applies to movements on the major street. There is no performance standard for the minor street approaches.
- C. For intersections outside the boundaries of the Regional Center and not designated on the Arterial and Thoroughway Network, as defined in the Regional Transportation Plan, the following mobility standards apply:
1. For signalized intersections:
 - a. During the first hour, LOS "D" or better will be required for the intersection as a whole and no approach operating at worse than LOS "E" and a v/c ratio not higher than 1.0 for the sum of the critical movements.
 - b. During the second hour, LOS "D" or better will be required for the intersection as a whole and no approach operating at worse than LOS "E" and a v/c ratio not higher than 1.0 for the sum of the critical movements.
 2. For unsignalized intersections outside of the boundaries of the Regional Center:
 - a. For unsignalized intersections, during the peak hour, all movements serving more than twenty vehicles shall be maintained at LOS "E" or better. LOS "F" will be tolerated at movements serving no more than twenty vehicles during the peak hour.
- D. For the intersection of OR 213 & Beavercreek Road, the following mobility standards apply:
1. During the first, second & third hours, a maximum v/c ratio of 1.00 shall be maintained. Calculation of the maximum v/c ratio will be based on an average annual weekday peak hour.
- E. Until the City adopts new performance measures that identify alternative mobility targets, the City shall exempt proposed development that is permitted, either conditionally, outright, or through detailed development master plan approval, from compliance with the above-referenced mobility standards for the following state-owned facilities:
- F. I-205/OR 99E Interchange.
- G. State intersections located within or on the Regional Center Boundaries
1. In the case of conceptual development approval for a master plan that impacts the above references intersections:
 - a. The form of mitigation will be determined at the time of the detailed development plan review for subsequent phases utilizing the Code in place at the time the detailed development plan is submitted; and
 - b. Only those trips approved by a detailed development plan review are vested.
 2. Development which does not comply with the mobility standards for the intersections identified in OCMC 16.12.033 shall provide for the improvements identified in the Transportation System Plan (TSP) in an effort to improve intersection mobility as necessary to offset the impact caused by development. Where required by other provisions of the Code, the applicant shall provide a traffic impact study that includes an assessment of the development's impact on the intersections identified in this exemption and shall construct the intersection improvements listed in the TSP or required by the Code.

16.12.035 - Driveways.

- A. All new development, ~~and~~ redevelopment, and capital improvement projects shall meet the minimum driveway spacing standards identified in Table 16.12.035.A. Minor Site Plan and Design Review do not follow these standards unless a request is made to modify the driveway.

Table 16.12.035.A Minimum Driveway Spacing Standards		
Street Functional Classification	Minimum Driveway Spacing Standards	Distance
Major Arterial Streets	Minimum distance from a street corner to a driveway <u>and between driveways</u> for all uses other than detached single and two-family dwellings	175 ft.
Minor Arterial Streets	Minimum distance from a street corner to a driveway <u>and between driveways</u> for all uses other than detached single and two-family dwellings	175 ft.
Collector Streets	Minimum distance from a street corner to a driveway <u>and between driveways</u> for all uses other than detached single and two-family dwellings	100 ft.
Local Streets	Minimum distance from a street corner to a driveway <u>and between driveways</u> for all uses other than detached single and two-family dwellings	25 ft.

The distance from a street corner to a driveway is measured along the right-of-way from the edge of the intersection (on the same side of the road) right-of-way to the nearest portion of the driveway and the distance between driveways is measured at the nearest portions of the driveway at the right-of-way.

- B. All detached single and two family dwellings shall have driveways which meet the minimum distance standards except when the lot size is smaller than the minimum distance required. When minimum distance cannot be met due to lot size or due to the location of an overlay district, the driveway shall be located as far away from the intersection as possible as approved by the City Engineer.
- C. Nonresidential or multi-family residential use driveways that generate high traffic volumes as determined by a traffic analysis shall be treated as intersections and shall adhere to requirements of OCMC 16.12.020.
- D. Only one driveway is allowed per street frontage classified as a local street and in no case shall more than two driveways (one per frontage) be allowed for any single-family attached or detached residential property, duplex, 3- 4 plex, or property developed with an ADU or internal conversion with multiple frontages, unless otherwise approved by the City Engineer.
- E. When a property fronts multiple roads, access shall be provided from and limited to the road with the lowest classification in the Transportation System Plan ~~whenever possible~~ to minimize points of access to arterials and collectors. Access shall not be provided on Arterial or Collector roads unless there is no other alternative. At the discretion of the City Engineer, properties fronting a collector or arterial road may be allowed a second driveway, for the creation of a circulation pattern that eliminates reverse maneuvers for vehicles exiting a property if applied for and granted through procedures in OCMC 16.12.013. All lots proposed with a driveway and lot orientation on a collector or minor arterial shall combine driveways into one joint access per two or more lots unless the City

Engineer determines that:

1. No driveway access may be allowed since the driveway(s) would cause a significant traffic safety hazard; or
2. Allowing a single driveway access per lot will not cause a significant traffic safety hazard.

F. All driveway approaches shall be limited to the dimensions identified in Table 16.12.035.D.

Table 16.12.035.D Driveway Approach Size Standards			
Property Use	Minimum Driveway Approach Width		Maximum Driveway Approach Width
Single-Family Attached	10 feet		124 feet
Single-Family Detached in R-5 & R-3.5	10 feet		124 feet
Single-Family Detached in R-10, R-8, & R-6	12 feet		24 feet
Duplexes	12 feet		24 feet
3-4 Plexes	12 feet		24 36 feet
Multi-Family	18 feet		30 feet
Commercial, Industrial, Office, Institutional, Mixed Use, and/or Nonresidential	One-Way 12 feet	Two-Way 20 feet	40 feet

Driveway widths shall match the width of the driveway approach where the driveway meets sidewalk or property line but may be widened onsite (for example between the property line and the entrance to a garage). Groups of more than four parking spaces shall be so located and served by driveways so that their use will not require backing movements or other maneuvering within a street right-of-way other than an alley.

- G. The City Engineer reserves the right to require a reduction in the number and size of driveway approaches as far as practicable for any of the following purposes:
1. To provide adequate space for on-street parking;
 2. To facilitate street tree planting requirements;
 3. To assure pedestrian and vehicular safety by limiting vehicular access points; and
 4. To assure that adequate sight distance requirements are met.
 - a. Where the decision maker determines any of these situations exist or may occur due to the approval of a proposed development for non-residential uses or attached or multi-family housing, a shared driveway shall be required and limited to twenty-four feet in width adjacent to the sidewalk or property line.
- H. For all driveways, the following standards apply.
1. Each new or redeveloped curb cut shall have an approved concrete approach or asphalted street connection where there is no concrete curb and a minimum hard surface for at least ten feet back into the property as measured from the current edge of sidewalk or street pavement to provide for controlling gravel tracking onto the public street. The hard surface may be concrete, asphalt, or other surface approved by the City Engineer.

2. Any driveway approach built within public right-of-way shall be built and permitted per City requirements as approved by the City Engineer.
 3. No driveway with a slope of greater than fifteen percent shall be permitted without approval of the City Engineer.
- I. Exceptions. The City Engineer reserves the right to waive these standards or not allow driveway access, if the driveway(s) would cause a significant traffic safety hazard. Narrower or wider driveway widths may be considered where field conditions preclude use of recommended widths. When larger vehicles and trucks will be the predominant users of a particular driveway, turning templates may be utilized to develop a driveway width that can safely and expeditiously accommodate the prevalent type of ingress and egress traffic. Exceptions may be processed as a Type 1 right of way permit and shall not be considered a modification under 16.12.013; however, exceptions shall follow the criteria listed in 16.12.013.

16.12.065 - Building site—Grading.

Grading of building sites shall conform to the State of Oregon Structural Specialty Code, Title 18, any approved grading plan and any approved residential lot grading plan in accordance with the requirements of OCMC 13.12, 15.48, 16.12 and the Public Works Stormwater and Grading Design Standards, and the erosion control requirements of OCMC 17.47.

16.12.85 - Easements.

The following shall govern the location, improvement and layout of easements:

- A. ~~A.~~ Utilities. Utility easements shall be required where necessary as determined by the City Engineer. Insofar as practicable, easements shall be continuous and aligned from block-to-block within the development and with adjoining subdivisions or partitions.
 1. Specific public utility easements for water, sanitary or storm drainage shall be provided based on approved final engineering plans conforming to the requirements found within the applicable Design Standards.
 2. Conveyance of public utility easements for gas, electric, telecommunication, and fiberoptic shall be required where necessary as determined by the City Engineer. The City Engineer will require the easement unless it is found that the utility can be placed in a different location or can be placed in a smaller easement than what is required. The easement shall be located adjacent to all public right of ways or public access easements within private property. In the event that the provision of a public utility easement would create a conflict with achieving compliance with another part of the code, the location and width may be adjusted by the City Engineer.
 - a. The easement shall be 10 feet in the R-10, R-8, R-6, R-5, R-3.5, R-2, GI, and CI zones
 - b. The easement shall be a minimum of 5 feet in the NC, HC, I, C, MUC-1, MUC-2, MUE, MUD, and WFDD zones
 - a. The applicant shall obtain a written determination from all utilities that the minimum 5 foot PUE coupled with use of a minimum of a 5 foot area under the public sidewalk or parkway area is sufficient to serve the development. Where the minimum width is deemed inadequate, a modification shall be required.

c. An applicant may seek a modification to the public utility easement dedication requirement using 16.12.013.

1.2.

- B. Unusual Facilities. Easements for unusual facilities such as high voltage electric transmission lines, drainage channels and stormwater detention facilities shall be adequately sized for their intended purpose, including any necessary maintenance roads. These easements shall be shown to scale on the preliminary and final plats or maps. If the easement is for drainage channels, stormwater detention facilities or related purposes, the easement shall comply with the requirements of the Public Works Stormwater and Grading Design Standards.
- C. Watercourses. Where a development is traversed or bounded by a watercourse, drainageway, channel or stream, a stormwater easement or drainage right-of-way shall be provided which conforms substantially to the line of such watercourse, drainageway, channel or stream and is of a sufficient width to allow construction, maintenance and control for the purpose as required by the responsible agency. For those subdivisions or partitions which are bounded by a stream of established recreational value, setbacks or easements may be required to prevent impacts to the water resource or to accommodate pedestrian or bicycle paths.
- D. Access. When easements are used to provide vehicular access to lots within a development, the construction standards, but not necessarily width standards, for the easement shall meet City specifications. The minimum width of the easement shall be 20 feet. The easements shall be improved and recorded by the applicant and inspected by the City Engineer. Access easements may also provide for utility placement.
- E. Resource Protection. Easements or other protective measures may also be required as the Community Development Director deems necessary to ensure compliance with applicable review criteria protecting any unusual significant natural feature or features of historic significance.

16.12.90 - Minimum improvements—Procedures.

In addition to other requirements, improvements installed by the applicant either as a requirement of these or other regulations, or at the applicant's option, shall conform to the requirements of this title and be designed to City specifications and standards as set out in the City's facility master plan and Public Works Stormwater and Grading Design Standards. The improvements shall be installed in accordance with the following procedure:

- A. Improvement work shall not commence until construction plans have been reviewed and approved by the City Engineer and to the extent that improvements are located in County or State right-of-way, they shall be approved by the responsible authority. To the extent necessary for evaluation of the proposal, the plans may be required before approval of the preliminary plat of a subdivision or partition. Expenses incurred thereby shall be borne by the applicant and paid for prior to final plan review.
- B. Improvements shall be constructed under the inspection and approval of the City Engineer. Expenses incurred thereby shall be borne by the applicant and paid prior to final approval. Where required by the City Engineer or other City decision-maker, the applicant's project engineer also shall inspect construction.
- C. Erosion control or resource protection facilities or measures are required to be installed in accordance with the requirements of OCMC 17.47, 17.49 and the Public Works Erosion and Sediment Control Standards.
- D. Underground utilities, waterlines, sanitary sewers and storm drains installed in streets

shall be constructed prior to the surfacing of the streets. Stubs for service connections for underground utilities, such as, storm, water and sanitary sewer shall be placed beyond the ten-foot wide ~~public franchise~~-utility easement within private property as defined in OCMC 16.12.85.A.2.

- E. As-built construction plans and digital copies of as-built drawings shall be filed with the City Engineer upon completion of the improvements.
- F. The City Engineer may regulate the hours of construction and access routes for construction equipment to minimize impacts on adjoining residences or neighborhoods.

16.12.095 - Minimum improvements—Public facilities and services.

The following minimum improvements shall be required of all applicants for a development, unless the decision-maker determines that any such improvement is not proportional to the impact imposed on the City's public systems and facilities:

- A. **Transportation System.** Applicants and all subsequent lot owners shall be responsible for improving the City's planned level of service on all public streets, including alleys within the development and those portions of public streets adjacent to but only partially within development. Applicants are responsible for designing and providing adequate vehicular, bicycle and pedestrian access to their developments and for accommodating future access to neighboring undeveloped properties that are suitably zoned for future development. Storm drainage facilities shall be installed and connected to off-site natural or man-made drainageways. Upon completion of the street improvement survey, the applicant shall reestablish and protect monuments of the type required by ORS 92.060 in monument boxes with covers at every public street intersection and all points of curvature and points of tangency of their center line, and at such other points as directed by the City Engineer.
- B. **Stormwater Drainage System.** Applicants shall design and install drainage facilities within a development and shall connect the development's drainage system to the appropriate downstream storm drainage system as a minimum requirement for providing services to the applicant's development. The applicant shall obtain county or state approval when appropriate. Applicants are responsible for extending the appropriate storm drainage system to the development site and for providing for the connection of upgradient properties to that system. The applicant shall design the drainage facilities in accordance with City drainage master plan requirements, OCMC 13.12 and the Public Works Stormwater and Grading Design Standards.
- C. **Sanitary Sewer System.** The applicant shall design and install a sanitary sewer system to serve all lots or parcels within a development in accordance with the City's sanitary sewer design standards, and shall connect those lots or parcels to the City's sanitary sewer system, except where connection is required to the county sanitary sewer system as approved by the county. Applicants are responsible for extending the City's sanitary sewer system to the development site and through the applicant's property to allow for the future connection of neighboring undeveloped properties that are suitably zoned for future development. The applicant shall obtain all required permits and approvals from all affected jurisdictions prior to final approval and prior to commencement of construction. Design shall be approved by the City Engineer before construction begins.
- D. **Water System.** The applicant shall design and install a water system to serve all lots or parcels within a development in accordance with the City public works water system design standards, and shall connect those lots or parcels to the City's water system. Applicants are responsible for extending the City's water system to the development site and through the applicant's property to allow for the future connection of neighboring undeveloped

properties that are suitably zoned for future development.

- E. Street Trees. Refer to OCMC 12.08, Street Trees.
- F. Bench Marks. At least one bench mark shall be located within the subdivision boundaries using datum plane specified by the City Engineer.
- G. Other Utilities. The applicant shall make all necessary arrangements with utility companies or other affected parties for the installation of underground lines and facilities. All new utilities shall be placed underground unless the respective franchise agreements allow otherwise or unless it is physically or technically impossible to comply with applicable standards. Existing ~~and new~~ electrical lines and other wires, including but not limited to telecommunication, street lighting and ~~fiberoptic cable television~~, shall be ~~relocated~~placed underground.

1. Exemptions to relocation of existing overhead utilities to underground for property development as follows (Only one exemption criteria is required to be exempt from this requirement):

- a. No transmission or feeder lines shall be relocated underground unless approved by the City Engineer.
- b. Properties with less than 1.0 acre of ~~ownership~~land area shall not be required to relocate existing overhead utilities unless required by the franchise utility.
- c. Properties with less than 200 feet of frontage on any individual roadway shall not be required to relocate existing overhead utilities unless required by the franchise utility.
- d. Land divisions ~~Properties which propose with 5 or less fewer~~ subdivided lots shall not be required to relocate existing overhead utilities unless required by the franchise utility.

2. The exemptions in G.1. do not apply if properties within the same block were required to relocate the overhead utilities within the past 10 years. In those cases, the existing overhead utilities shall be relocated underground.

3. When any franchise utility (electric, gas, telecommunication, fiberoptic, street lighting or similar utility) is installed along an existing or new roadway, the utility shall be installed within the existing or proposed public utility easement unless it is physically or technically impossible.

4. These requirements do not apply to work by a franchise utility for improvement, repair, alteration or addition to their existing systems.

- H. Oversizing of Facilities. All facilities and improvements shall be designed to City standards as set out in the City's facility master plan, public works design standards, or other City ordinances or regulations. Compliance with facility design standards shall be addressed during final engineering. A development may be required to modify or replace existing offsite systems if necessary to provide adequate public facilities. The City may require oversizing of facilities to meet standards in the City's facility master plan or to allow for orderly and efficient development. Where oversizing is required, the applicant may request reimbursement from the City for oversizing based on the City's reimbursement policy and

funds available, or provide for recovery of costs from intervening properties as they develop.

- I. Erosion Control Plan—Mitigation. The applicant shall be responsible for complying with all applicable provisions of OCMC 17.47 with regard to erosion control.

16.12.100 - Same—Road standards and requirements.

- A. The creation of a public street and the resultant separate land parcels shall be in conformance with requirements for subdivisions or partitions and the applicable street design standards of this Chapter. However, the decision-maker may approve the creation of a public street to be established by deed without full compliance with the regulations applicable to subdivisions or partitions where any of the following conditions exist:
 1. The establishment of the public street is initiated by the City Commission and is declared essential for the purpose of general traffic circulation and the partitioning of land is an incidental effect rather than the primary objective of the street;
 2. The tract in which the street is to be dedicated is within an isolated ownership either not over one acre or of such size and characteristics as to make it impossible to develop building sites for more than three dwelling units.
- B. For any public street created pursuant to subsection A of this section, a copy of a preliminary plan and the proposed deed shall be submitted to the Community Development Director and City Engineer at least ten days prior to any public hearing scheduled for the matter. The plan, deed and any additional information the applicant may submit shall be reviewed by the decision-maker and, if not in conflict with the standards of Title 16 and Title 17, may be approved with appropriate conditions.
- C. The design and construction of public streets shall be per the standards found in this chapter and the most recent version of any City Design and Construction Standards.

16.12.105 - Same—Timing requirements.

- A. Prior to applying for final plat approval, the applicant shall either complete construction of all public improvements required as part of the preliminary plat approval or guarantee the construction of those improvements. Whichever option the applicant elects shall be in accordance with OCMC 17.50.140.
- B. Construction. The applicant shall construct the public improvements according to approved final engineering plans and all applicable requirements of this Code, and under the supervision of the City Engineer. Under this option, the improvement shall be complete and accepted by the City Engineer prior to final plat approval.

16.12.110 -Public improvements—Financial guarantees.

- A. To ensure construction of required public improvements, the applicant shall provide the City with a performance guarantee in accordance with OCMC 17.50.140.
- B. After satisfactory completion of required public improvements and facilities, all public improvements not constructed by the City, shall be maintained and under warranty provided by the property owner or developer constructing the facilities until the City accepts the improvements at the end of the warranty period as prescribed in OCMC 17.50.141.

16.12.120 Waiver of Remonstrance

The review authority may require a property owner to sign a waiver of remonstrance against the formation of and participation in a local improvement district where it deems such a waiver necessary to provide needed improvements reasonably related to the impacts created by the proposed

development. To ensure compliance with this chapter, the review authority may require an applicant to sign or accept a legal and enforceable covenant, contract, dedication, easement, performance guarantee, or other document, which shall be approved in form by the City Attorney.

16.12.125 - Violation—Penalty.

Any act or omission in violation of this chapter shall be deemed a nuisance. Violation of any provision of this chapter is subject to the code enforcement procedures of OCMC 1.16, 1.20 and 1.24.

**Public Works**

625 Center Street | Oregon City OR 97045
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MEMORANDUM

Date: December 1, 2020

To: Josh Wheeler, Assistant City Engineer, City of Oregon City

From: Aaron Parker, Engineering Technician II, City of Oregon City

Regarding: Review of Portland-area municipality requirements regarding land use review for CIPs

Background

I reached out to Portland-area municipality Planning and/or Public Works Departments to assess whether their Capital Improvement Projects (CIPs) are required to go through Land Use Review.

The questions asked were:

- Does your City require Transportation and Utility related Capital Improvement Projects to be approved through the Land Use Process?
 - a. If so, is it only for overlay areas such as floodplain or natural resources?
 - i. And if so, are those processed as a Type I or Type II process?
 - b. If so, but it is for all projects, is that a Type I or Type II process?

When unclear, follow up conversations occurred regarding whether responses included CIPs that take place within the right-of-way. Other follow up conversations clarified code or process. All follow up questions and their responses are included with the initial responses in the Responses section below.

Cities of Beaverton, Wilsonville, Tualatin, Lake Oswego, Tigard, Hillsboro, Gresham, Happy Valley, Milwaukie, and West Linn responded.



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Responses Summary

<u>Jurisdiction</u>	<u>LU for all CIP: Type I or II</u>	<u>LU for Overlay Districts</u>	<u>Type I or II</u>	<u>Notes</u>
Beaverton	No LU for all CIP	N	Project-dependent – see note	ROW dedication triggers LU
Wilsonville	No LU for all CIP	N	N/A	Above-ground infrastructure triggers LU
Tualatin	No LU for all CIP	N	N/A	Structures or private projects that include CIP elements trigger LU
Lake Oswego	No LU for all CIP	N	N/A	LU not typical due to Master and Capital Improvement Plans; LU possible when outside the ROW but rare
Tigard	No LU for all CIP	Y	Project cost-dependent	LU for CIP on City land is location- and scope-dependent
Hillsboro	No LU for all CIP	Y	Less than Type I	LU when in floodplain or NROD
Gresham	No LU for all CIP	Y	Impact-dependent	Most CIPs in overlays are Type II
Happy Valley	No LU for all CIP	N	N/A	No LU for CIPs to-date
Milwaukie	No LU for all CIP	Y – see note	Type I	Only floodplain requires review in the ROW as it is separate from zoning code; ROW is not 'real property'
West Linn	No LU for all CIP	Y	Type II	Type III required for variance or condition use such as new pump station



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Responses

City of Beaverton provided the following response:

“If a Capital Improvement project triggers any of the thresholds for a land use application, then it is required to go through the typical process. Depending on the scope of the project, it could require a Type 1, 2, or 3 Review. For example, the public works department is currently modifying its maintenance yard and that requires a type 2 review.”

I followed up by asking:

“Thank you. Could respond regarding capital improvement projects within the public right-of-way only?”

Beaverton response:

“Similar to other CIP projects, if a proposed action meets a threshold for land use review then it would require a land use application. In most cases the threshold is when new R.O.W is required. If a CIP project takes place entirely within existing R.O.W., typically it wouldn’t require a Land Use application.”

City of Wilsonville provided the following response:

“The only projects that would need to go through land use are above ground infrastructure buildings and structures such as pump stations, tanks, and communication towers. They would go through the same land use process, depending on size etc., as private development. CIP projects in City right-of-way or underground utilities do not go through a land use process.”

City of Tualatin provided the following response:

“Permits involving external agencies such as erosion control and floodplain permits have been required when thresholds are triggered.

Land use has typically not been needed for most CIP projects due to the nature of project. Depending on the nature of a project it could require Type II approval. One project during my time is AR 07-20, Aquifer Storage and Recovery Production Well 1 (Type II) which included a small structure. Type III are for over 150,000 sf of building area which aren’t planned for CIP.

We have coordinated with private developers to include adjustments needed for future projects. AR 14-10, River Ridge Apartments (Type II) adjusted lot lines with PLA 14-03, River Ridge (Type I) for their benefit and to create a tract for a future trail project.”

I followed up by asking:



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“It sounds like CIPs involving structures (on City-owned property) or private projects that include CIP elements may require land use review. I am a little unclear about the external agency permitting. Do CIPs within the right-of-way but that involve an overlay district such as geohazard, floodplain, or wetlands trigger land use?”

Tualatin response:

“Floodplain or wetlands do not of themselves trigger land use.”

City of Lake Oswego provided the following response:

“Transportation and Utility related Capital Improvements Projects are typically not approved through the Land Use Process. These projects are approved at several stages each at a greater level of detail. At the highest level of detail and at the earliest stage, projects are adopted in a master plan. They are then budgeted for in a Capital Improvement Plan. The City Council often has two additional approval points when the design and construction contracts are awarded.

There are rare exceptions when a project will go through a Land Use Process, but these are only for projects that include work on a site outside of the right of way, such as a pump station or similar.”

City of Tigard provided the following response:

“If the project is located in the right-of-way, then we typically only require a sensitive lands review. The review type will depend on the scope of work and the type of sensitive lands the project is located in. You can read more about this here: http://qcode.us/codes/tigard/view.php?topic=18-18_500-18_510-18_510_020&frames=on

If the project is located on private property, then land use review may be required, but it’s largely dependent on where the project is located and the scope of work. For example, transportation/utility corridors are a conditional use in our residential zones, which would require a public hearing before our Hearings Officer and a Type III review.”

I followed up by asking:

“Paragraph 18.510.020 C.5. states that the exception requiring review is for projects in the SFHA when the project is defined as development per Section 18.510.040.R.2. Development is defined as ‘man made changes to real estate’. Does the public right-of-way meet the definition of real estate at City of Tigard?”

It looks like CIPs in sensitive lands would fall under Type II (or III?) due to costs exceeding 50% of the infrastructure value prior to the project. Is that what you have found for these CIPs?”

Tigard response:



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“Yes, real estate would include ROW in this case.

Depends on the scope of the project. But yes, if a project cost is 50% more than the pre-project/damage infrastructure value, it would require more Type II or Type III.”

City of Hillsboro provided the following response:

“Planning does require a review of capital projects for floodplain and Goal 5 impacts only, but it is handled as less formal step prior to Planning signing off on the Public Infrastructure Permit for the project rather than as an actual “permit” or the formal “land use process” that the Planning Division runs. Since Planning has to sign off on all Public Infrastructure Permits, Planning has the opportunity to do this check for all capital projects. The rationale for this lighter process has been that capital plans and TSPs are adopted through a public process that provides the opportunity for comment that the land use process is partly there to provide.

There are some shortcomings to this review not being an actual “permit,” mostly with regard to internal recordkeeping, but also convincing FEMA that this review fulfills the NFIP requirements. We try to start casefiles (in our “Miscellaneous” casefile category) for all projects that have floodplain or Goal 5 aspects.”

I followed up by asking:

“Goal 5 sounds like what we call the Natural Resources Overlay District. Is this the same at City of Hillsboro?

It sounds like the review when a CIP is in an overlay is Type I with no staff report and formal LU process. Is that correct?”

Hillsboro response:

“The Goal 5 is a little broader in that it covers the Local Wetlands Inventory wetlands as well, and so actually I should have just referenced our Significant Natural Resources Overlay, which is only Locally Significant Resources and may not include all LWI wetlands. I don’t subject our Public Works Division to the Wetland Land Use Notification process based on the LWI since there is no formal land use review process, and because they are working with Clean Water Services and usually have to obtain a Joint Permit. Here in Washington County things are a little different because every municipality has to work with Clean Water Services.

When a CIP is in an overlay, it is less than a Type I process and no formal land use process, yes. I don’t recommend this route due to the problems I mentioned. If I had a magic wand, I would create a Type I for them.”



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City of Gresham provided the following response:

“Only the portions of Capital Improvement Projects that directly impact environmental overlay districts (e.g. – Hillside, Floodplain, Natural Resources) are required to go through a land use permit. The type of land use process (Type I, II, or III) depends on the degree of impact. The majority of CIPs that impact environmental overlay districts need to go through a Type II process. The outliers are those that have very minimal (and specific) impacts that, by Code, only warrant a Type I process and those that require unique or substantial modifications of the “standards” and, by Code, require a Type III review.

So, in general, the answer is “yes” – all CIPs that impact environmental overlay districts are required to go through a Type II land use permit for that portion of the project impacting the environmental overlay. There are a minority outlier projects that may only require a Type I process or need a Type III process.”

City of Happy Valley provided the following response:

“To date, we haven’t gone through the land use process on our CIP projects.”

City of Milwaukie provided the following response:

“Thanks for the question. I think the short answer is that we do not usually require land use review for Capital Improvement Projects. They are usually (almost always, by definition?) in the public right-of-way (ROW), and we do not apply the zoning code to the ROW, even for natural resource or other overlays. We understand/interpret the zoning code to only apply to real property and have not considered the ROW to be real property.

We do have Public Works Standards that apply to projects in the ROW, and our Engineering Department oversees those standards in conjunction with our Public Works Department. I think the floodplain regulations (which are in their own title of the municipal code and are not within the zoning title) do get applied to those projects, such as for requirements to balance cut and fill, but that would be handled with a Floodplain Development permit, which is essentially a Type I review.”

City of West Linn provided the following response:

[From phone call] “CIPs require land use when they are taking place in the floodplain, water resources area, or steep slopes. Or, a large project like a water reservoir will be a conditional use in zoning code and would be required to go through land use. A more typical CIP in an overlay that is smaller would be what you call a Type II project whereas a variance or a conditional use would be Type III. We have a lot of exemptions like upgrading a pump station doesn’t require land use review but if you’re expanding the footprint then it does. There are nuances in our code.”



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Let me know if you have any questions.

A handwritten signature in black ink, appearing to read 'A. Parker'.

Aaron Parker, PE
City of Oregon City



CITY OF OREGON CITY

Staff Report

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

To: City Commission **Agenda Date:** 03/09/2021
From: Community Development Director Laura Terway

SUBJECT:

Annexation Code Amendments

STAFF RECOMMENDATION:

Provide direction on the proposed amendments.

EXECUTIVE SUMMARY:

At the prior work sessions on December 16th, 2020 and January 12th, 2021, the City Commission discussed the city's annexation code language and factors and provided direction to staff to conduct further research to inform amendments to Oregon City Municipal Code Chapter 14.04 – City Boundary Changes and Extension of Services. The overall intent of the amendments is to provide greater specificity and clarity to the factors in OCMC 14.04.060 by which annexations are evaluated, while recognizing that annexations are highly discretionary decisions of the City Commission that change city boundaries and are not development applications in and of themselves. This memorandum summarizes the most recent issues identified by the City Commission at the January 12, 2021 work session.

Please refer to the prior memoranda from planning staff prepared for the work sessions on December 16, 2020 and January 12, 2021 for additional background information.

BACKGROUND:

The Oregon City Municipal Code (OCMC) 14.04.040 sets out a series of “factors” that must be “considered” in order to approve an annexation request. These factors include:

1. Adequacy of access to the site;
2. Conformity of the proposal with the city's comprehensive plan;
3. Adequacy and availability of public facilities and services to service potential development;
4. Compliance with applicable sections of ORS 222, and Metro Code Section 3.09;

5. Natural hazards identified by the city, such as wetlands, floodplains and steep slopes;
6. Any significant adverse effects on specially designated open space, scenic, historic or natural resource areas by urbanization of the subject property at time of annexation;
7. Lack of any significant adverse effects on the economic, social and physical environment of the community by the overall impact of the annexation;
8. Whether significant site grading or tree removal (greater than fifty percent of the "forest canopy"), excluding farm or forest practices as defined under ORS 30.930, has occurred on the property since the date when the annexation application was filed with the city.

Adopted in 1999, these standards provide the City with a great deal of discretion, but can be problematic, not only because they offer "factors" for consideration rather than criteria, but also because they are quite vague. For example, the Commission has a great deal of latitude to determine the extent to which utilities must be adequate or available to satisfy this factor.

Please refer to the prior memoranda from planning staff prepared for the work sessions on December 16, 2020 and January 12, 2021 for additional background information.

City Commission Direction at the January 12, 2021 meeting:

Much of the discussion on January 12, 2021 dealt with development infrastructure timing. The Commission discussed further clarifications to the annexation code which are summarized below.

- Emphasize specific language in the annexation factors that requires an affirmative determination that the proposed annexation is "timely, orderly and efficient". This language or variations upon it are embodied by reference in ORS 222 and Metro Code 3.09, but it was not repeated in Oregon City's code. See new language under section 14.04.060.(7).
- Include specific language that requires that the required infrastructure analysis prepared for annexation applications be based on the "reasonable worst-case scenario". This means that the required analysis of impacts on city services and utilities must assume the most reasonably intense development scenario given the anticipated city zoning for the annexation area in terms of numbers of residential units, commercial floor area, etc. This is the current practice; however, the additional language will clarify to petitioners what is being required when preparing the various reports to support their annexation, not only for transportation analysis purposes, but also for sewer, water, stormwater, police, fire, and emergency services. See new language under section 14.04.050.7.(h).
- Add language to factor #12, the factor that addresses significant site grading and tree removal, to mention that the exclusion applies to properties which have forest and/or farm tax deferral or assessment status, not just those properties on which "forest or farm practices" are occurring. The current reference to ORS 30.930 will also be retained. See new language under section 14.04.060.A.(12).

- Modify the language of factor #12, the factor that addresses significant site grading and tree removal, to make it a positive rather than a negative determination. In other words, the criterion should be restated so that that efforts to preserve the natural landform and preserve significant trees prior to annexation will be viewed favorably, as opposed to the current language which implies a negative determination because of significant grading or tree removal. See new language under section 14.04.060.A.(12).

The City Commission is encouraged to identify changes as needed. If the draft is insufficient, staff will return with additional amendments at a future work session. If the amendments are acceptable to the Commission, staff will present the amendments to the Citizen Involvement Committee and Development Stakeholders Group and begin preparation of a Legislative application for the code amendments.

OPTIONS:

1. Provide guidance on the proposed amendments.
2. Do not provide guidance on the proposed amendments.



OREGON CITY

Community Development – Planning

695 Warner Parrott Road | Oregon City OR 97045
Ph (503) 722-3789 | Fax (503) 722-3880

To: City Commission
From: Pete Walter, AICP, Senior Planner
Memo Date: 3/1/2021
Work Session: 3/9/2021
RE: Annexation Process / Infrastructure Work Session

Dear City Commissioners,

At the prior work sessions on December 16th, 2020 and January 12th, 2021, the City Commission discussed the city's annexation code language and factors and provided direction to staff to conduct further research to inform amendments to Oregon City Municipal Code Chapter 14.04 – *City Boundary Changes and Extension of Services*. The overall intent of the amendments is to provide greater specificity and clarity to the factors in OCMC 14.04.060 by which annexations are evaluated, while recognizing that annexations are highly discretionary decisions of the City Commission that change city boundaries and are not development applications in and of themselves. This memorandum summarizes the most recent issues identified by the City Commission at the January 12, 2021 work session.

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however, the additional language will clarify to petitioners what is being required when preparing the various reports to support their annexation, not only for transportation analysis purposes, but also for sewer, water, stormwater, police, fire, and emergency services. See new language under section 14.04.050.7.(h).

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OREGON CITY

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Oregon City Municipal Code

Chapter 14.04 – City Boundary Changes and Extension of Services

14.04.010 - Purpose.

It is the purpose and general intent of the ordinance codified in this chapter to delineate the appropriate procedures to be followed to annex territory to the City and to undertake other major and minor boundary changes. It is recognized that annexations to the corporate limits are major land use actions affecting all aspects of city government, and that other boundary changes and extensions of services shall also be regulated.

- A. With respect to annexations, the procedures and standards established in this chapter are required for review of proposed annexations in order to:
 - 1. Provide adequate public information and sufficient time for public review before an annexation election, where applicable;
 - 2. Maximize citizen involvement in the annexation review process;
 - 3. Establish a system for measuring the physical, environmental, fiscal and related social effects of proposed annexations; and
 - 4. Ensure adequate time for staff review.
- B. With respect to major and minor boundary changes or extensions of services other than annexations, it is the purpose and general intent of this chapter to provide a method by which such changes or extensions may be reviewed in a rational way and in accordance with applicable comprehensive plans.

14.04.020 - State and regional regulations regarding annexations, other boundary changes and extensions of services.

The regulations and requirements of ORS Ch. 222, and Metro Code Section 3.09, are concurrent obligations for annexation and are not affected by the provisions of this chapter.

14.04.030 - Definitions.

Unless the context requires otherwise, the following definitions and their derivations shall be used in this chapter:

"City" means the City of Oregon City, Oregon.

"Commission" or "City Commission" means the City Commission of Oregon City, Oregon.

"District" means an entity described in ORS 198.010, 198.710(1) to (4) or 199.420.

"Major boundary change" means the formation, merger, consolidation or dissolution of a city or district.

"Minor boundary change" means an annexation or withdrawal of territory to or from a city or district or from a city-county to a district. "Minor boundary change" also means an extra-territorial extension of water or sewer service by a city or district.

"Planning Commission" means the Oregon City Planning Commission.

"Withdrawal" means the detachment, disconnection, or exclusion of territory from the City or service district.

14.04.040 - Procedures for major boundary changes and for minor boundary changes other than annexations.

- A. With respect to major boundary changes and for minor boundary changes other than for annexations, the procedures that shall be followed shall be those provided by the laws of the State of Oregon.
- B. The City Commission may provide for the withdrawal of territory from a district described in ORS 222.111, when land is annexed into the City. Any such withdrawal shall be specifically set forth in the final order of the City Commission approving the annexation.

14.04.050 - Annexation procedures.

- A. Application Filing Deadlines. If applicable, aAnnexation elections shall be scheduled for March, May, September and November of each year. Each application shall first be approved by the City Commission, which shall provide a valid ballot title in sufficient time for the matter to be submitted to the voters as provided by the election laws of the state of Oregon.
- B. Pre-application Review. Prior to submitting an annexation application, the applicant shall confer in the manner provided by OCMC 17.50.050 with City staff.
- C. Neighborhood Contact. Prior to filing an annexation application, the applicant shall meet with the City-recognized neighborhood association or associations within which the property proposed to be annexed is located. Unwillingness or unreasonable unavailability of a neighborhood association to meet shall not be deemed a negative factor in the evaluation of the annexation application.
- D. Signatures on Consent Form and Application. The applicant shall sign the consent form and the application for annexation. If the applicant is not the owner of the property proposed for annexation, the owner shall sign the consent form and application in writing before the Community Development Director may accept the same for review.
- E. Contents of Application. An applicant seeking to annex land to the City shall file with the City the appropriate application form approved by the Community Development Director. The application shall include the following:
 - 1. Written consent form to the annexation signed by the requisite number of affected property owners, electors or both, provided by ORS 222, if applicable;
 - 2. A legal description of the territory to be annexed, meeting the relevant requirements of the Metro Code and ORS 308. If such a description is not submitted, a boundary survey may be required. A lot and block description may be substituted for the metes and bounds description if the area is platted. If the legal description contains any deed or book and page references, legible copies of these shall be submitted with the legal description;
 - 3. A list of property owners within three hundred feet of the subject property and, if applicable, those property owners that will be "islanded" by the annexation proposal, on mailing labels acceptable to the City Manager;
 - 4. Two full quarter-section county tax assessor's maps, with the subject property(ies) outlined;
 - 5. A site plan, drawn to scale (not greater than one inch = fifty feet), indicating:
 - a. The location of existing structures (if any);
 - b. The location of streets, sewer, water, electric and other utilities, on or adjacent to the property to be annexed;
 - c. The location and direction of all water features on and abutting the subject property. Approximate location of areas subject to inundation, stormwater overflow or standing

- water. Base flood data showing elevations of all property subject to inundation in the event of one hundred year flood shall be shown;
- d. Natural features, such as rock outcroppings, marshes or wetlands (as delineated by the Division of State Lands), wooded areas, identified habitat conservation areas, isolated preservable trees (trees with trunks over six inches in diameter—as measured four feet above ground), and significant areas of vegetation; and
 - e. General land use plan indicating the types and intensities of the proposed, or potential development.
6. If applicable, a double-majority worksheet, certification of ownership and voters. Certification of legal description and map, and boundary change data sheet on forms provided by the City.
 7. ~~A-n~~Narrative statements explaining the conditions surrounding the proposal and addressing each of the annexation factors contained in ~~the ordinance codified in this chapter~~ section 14.04.060, as relevant, ~~including:~~
 - a. Statement of availability, capacity and status of existing water, sewer, drainage, transportation, park and school facilities;
 - b. Statement of increased demand for such facilities to be generated by the proposed development, if any, at this time;
 - c. Statement of additional facilities, if any, required to meet the increased demand and any proposed phasing of such facilities in accordance with projected demand;
 - d. Statement outlining method and source of financing required to provide additional facilities, if any;
 - e. Statement of overall development concept and methods by which the physical and related social environment of the site, surrounding area and community will be enhanced;
 - f. Statement of potential physical, aesthetic, and related social effects of the proposed, or potential development on the community as a whole and on the small subcommunity or neighborhood of which it will become a part; and proposed actions to mitigate such negative effects, if any; and
 - g. Statement indicating the type and nature of any comprehensive plan text or map amendments, or zoning text or map amendments that may be required to complete the proposed development.
 - h. The narrative statements described above, and the analyses contained therein should be based on the reasonably “worst case development scenario”. This means that the required analysis of impacts on city services and utilities should assume the most reasonably intense development scenario given the anticipated city zoning for the annexation area using commonly accepted measures such as number of residential units, overall residents, commercial floor area, etc.
 8. The application fee for annexations established by resolution of the City Commission and any fees required by Metro. In addition to the application fees, the City Manager shall require a deposit, which is adequate to cover any and all costs related to the election.
 9. Paper and electronic copies of the complete application as required by the community development director.

14.04.060 - Annexation factors.

- A. When reviewing a proposed annexation, the commission shall consider the following factors, as relevant and approve an annexation only when it finds that on balance these factors are satisfied:
 1. Adequacy of access to the site;

2. Conformity Consistency of the proposal with the City's adopted Comprehensive Plan, including but not limited to goals and policies for urbanization, housing, cultural, historic and natural resources, infrastructure, and provision of public infrastructure and community services;
3. Adequacy and availability of the following public facilities and services to serve potential development at time of development;
 - a. Transportation. The urbanization of the site is accounted for in the Transportation System Plan. The application demonstrates that the annexation is consistent with the Transportation Planning Rule (TPR) or explain why a TPR analysis is not required;
 - b. Sewer. The urbanization of the site is accounted for in the Sewer Master Plan;
 - c. Water. The urbanization of the site is accounted for in the Water Master Plan;
 - d. Stormwater. The urbanization of the site is accounted for in the Stormwater Master Plan;
 - e. Police, Fire, and Emergency Services. Police, fire, and emergency services can adequately serve the site;
 - f. Parks. The urbanization of the site is accounted for in the Parks and Recreation Master Plan; and
 - g. Schools. The urbanization of the site is analyzed for school capacity in a Concept Plan or in a school forecast approved by Oregon City School District.
4. Demonstration of how the impacts of future development to City public facilities and services will be mitigated. Mitigation may include on-site or off-site infrastructure or improvements to existing infrastructure to City standards and specifications, payment of system development charges, etc. Funding for the mitigation must be identified. An applicant may enter into a development agreement with the City that governs the extent and timing of infrastructure improvements.
5. Annexations over 5 acres shall obtain Master Plan approval at a public hearing before the Planning Commission prior to or concurrent with a Land Division or Site Plan and Design Review application. The Master Plan will identify the details of development including the overall impact of development on the city infrastructure and mitigating improvements.
6. The annexation is in the best interest of the City. Generally, the Commission may consider the annexation is in the best interest of the city if it meets one or more of the following criteria:
 - a. It provides a needed solution for existing problems, resulting from insufficient sanitation, water service, or other urban service-related problems; or
 - b. It provides land for development to meet urban needs in an orderly and logical growth pattern; or
 - c. It provides needed routes for utility and transportation networks.
74. Compliance with applicable sections of ORS 222, and Metro Code Section 3.09 including a demonstration that the proposed annexation is timely, orderly, and efficient;
85. All Natural hazards identified by the City, such as wetlands, floodplains and steep slopes, including those mapped and unmapped by the City are identified;
9. All historically designated and potentially eligible historic structures are identified;
10. Any significant adverse effects on specially designated open space, scenic, historic or natural resource areas by urbanization of the subject property at time of annexation are identified;
117. Lack of any significant adverse effects on the economic, social and physical environment of the community by the overall impact of the annexation.
128. The extent to which the proposed annexation territory includes preservation of natural features, landforms and significant tree canopy since the date when the annexation application was filed with the City, excluding properties under farm or forest tax deferment or farm or forest practices

as defined under ORS 30.930. Annexations which demonstrate efforts to avoid significant site grading or tree removal will be viewed more favorably than those upon which such activities have occurred.

14.04.070 - Action by the Planning Commission.

The Planning Commission shall conduct a public hearing in the manner provided by OCMC 17.50.170(B) to evaluate the proposed annexation and make a recommendation to the City Commission regarding how the proposal has or has not complied with the factors set forth in OCMC 14.04.060 of this chapter. The Planning Commission shall provide findings in support of its recommendation.

14.04.080 - Action by City Commission.

A. Upon receipt of the Planning Commission's recommendation, the City Commission shall hold a public hearing in the manner provided by OCMC 17.50.170(C). The City Commission shall endeavor to review all proposals prior to the City application deadline for submitting ballot measures to the voters, if applicable. The City Commission shall only set for an election annexations consistent with a positive balance of the factors set forth in OCMC 14.04.060. The City Commission shall make findings in support of its decision to schedule an annexation for an election.

B. The City Commission may adopt a development agreement with the owners of property that is proposed for annexation to the City.

14.04.090 - Legal advertisement of pending election.

After City Commission review and approval, the Community Development Director shall cause a legal advertisement describing the proposed annexation and pending election to be published in at least one newspaper of general circulation in the City in the manner provided by state election law. The advertisement shall be placed at least fourteen days prior to the election. The size of the advertisement shall be determined by the City Manager. The advertisement shall contain: a description of the location of the property, size of the property, its current zoning and any proposal for zone changes upon annexation, a general description of the potential land uses allowed, any required comprehensive plan text or map amendment or zoning ordinance text or map amendment, and where the City Commission's evaluation of the proposed annexation may be found. Any statement regarding development of the property proposed for annexation that is dependent upon future action by the City shall be accompanied by a disclaimer to the effect that such development would not be affected by the annexation vote.

14.04.100 - Election procedures.

- A. Pursuant to ORS 222.130(1), the ballot title for a proposal for annexation shall contain a general description of the boundaries of each territory proposed to be annexed. The description shall use streets and other generally recognized features. Notwithstanding ORS 250.035, the statement of chief purpose shall not exceed one hundred fifty words. The City Attorney shall prepare the ballot title wording.
- B. Pursuant to ORS 222.130(2), the notice of an annexation shall be given as provided in ORS 254.095 and 254.205, except that in addition the notice shall contain a map indicating the boundaries of each territory proposed to be annexed.
- C. Pursuant to ORS 222.111(7), two or more proposals for annexation of territory may be voted upon simultaneously; however, each proposal shall be stated separately on the ballot and voted on separately.

14.04.110 - Setting of boundaries and proclamation of annexation.

Upon approval by the voters of the proposed annexation, the City Commission, by ordinance, shall set the boundaries of the area to be annexed by a legal description, adopt findings, and proclaim the results of the election.

14.04.120 - Exceptions.

The City Commission may authorize an exception to any of the requirements of this chapter. An exception shall require a statement of findings that indicates the basis for the exception. Exceptions may be granted for identified health hazards and for those matters which the City Commission determines that the public interest would not be served by undertaking the entire annexation process. All annexations, however, shall be referred to the voters of the City except those exempted by state law. An exception referring to an annexation application that meets the approval criteria to an election cannot be granted except as provided for in the Oregon Revised Statutes.

Summary of Proposed Draft Amendments to Oregon City Municipal Code Chapter 14.04 – City Boundary Changes and Extension of Services

For City Commission – 3.1.21 Draft

This is a summary. Please notify staff of any errors or omissions.

Page Number / Section	Summary	Explanation
Page 1 - OCMC 14.04.010.A	Added “where applicable”	The statement refers to annexations and adding “where applicable” acknowledges not all annexations go to a vote.
Page 2 – OCMC 14.04.050.A	Added “If applicable”	The statement refers to annexations and adding “where applicable” acknowledges not all annexations go to a vote.
Page 3- OCMC 14.04.050.E.7	Rewording and added a direct reference to the annexation factors.	Reworded for clarity
Page 3 – OCMC 14.04.050.E.7.(h)	Added (h) to assure that narrative statements of impact be based on a “reasonably worst case scenario”.	Include specific language that requires that the required infrastructure analysis prepared for annexation applications be based on the “reasonably worst case scenario”. This means that the required analysis of impacts on city services and utilities must assume the most intense development scenario given the anticipated city zoning for the annexation area in terms of numbers of residential units, commercial floor area, etc.
Page 3 - OCMC 14.04.060.A	Added “and approve an annexation only when it finds that on balance these factors are satisfied”	Clarified that the annexation factors require a positive balance. As factors and not criteria, the Commission has an opportunity to weigh each factor
Page 3 - OCMC 14.04.060.A.2	Added references to topics of goals and policies which are applicable in the Comprehensive Plan.	Adds more clarity about the types of goals and policies which are analyzed in this factor.
Page 3 - OCMC 14.04.060.A.3	Clarified that adequacy and availability of public facilities applies to future availability at time of development. Listed the public facilities to be analyzed: transportation, sewer, water, stormwater, police, fire, emergency services, parks, and schools. Identified threshold for analysis.	Clarifies the time of impact as well as the specific services which should be analyzed. The services identified have been consistently analyzed in annexation reports. The extent to which each service or facility must be analyzed was added for clarity.
Page 4 – OCMC 14.04.060.A.4	Demonstration of how the impacts of future development to City public facilities and services will be mitigated, including funding sources.	Required applicant to clearly demonstrate anticipated impacts of development and associated funding sources.

Page 4 - OCMC 14.04.060.A.5	Added new factor “Annexations over 5 acres shall obtain Master Plan approval prior to or concurrent with a Land Division or Site Plan and Design Review application”.	Adds a new factor that large annexation applications (over 5 acres) secure a Master Plan approval prior to development. This will allow for a robust evaluation of the impacts and timing of infrastructure needs through a public hearing procedure at the time when there is more certainty of the development proposed for construction. Development includes a series of steps as land is planned, annexed, construction occurs. A summary of the general steps is attached. Infrastructure is analyzed throughout the process to ensure that the city services can be provided in a timely and efficient manner as development occurs. Due to market conditions, property transactions, cost associated with furthering plans, and others, applicants may have an idea that they would like a particular use in the future, but may not know exactly the intensity or design of the use at time of annexation. Annexation itself does not result in any substantial physical change on the ground, but rather transfers the land to different taxing and service districts. Annexations thus focus on whether the City has updated infrastructure master plans, and potentially capital improvement plans that contemplate the service demands. Annexations may also include a request to change the zoning to an urban scale density which would not authorize construction onsite, but would eventually allow higher-density development which would put significantly more demand on city infrastructure. Thus, the analysis of impacts on the infrastructure at each stage of development will become gradually more detailed as it becomes clear what is being proposed for construction. The Oregon City Municipal Code sets forth regulations for a Master Plan (synonymous with a Planned Unit Development) in chapter 17.65. The purpose of the Master Plan is to foster the growth of major institutions, phased residential, commercial or mixed-use development, and other large-scale development, while identifying and mitigating the impacts of such growth on surrounding properties and public infrastructure. The master plan or planned unit development process is intended to facilitate an efficient and flexible review process for major developments, support innovative and creative land development, and to provide long-term assurance to plan for and execute developments in a phased manner. In addition, Master Plans allow infrastructure
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		adequacy and timing to be analyzed holistically at a public hearing before the Planning Commission with citizen participation. Master Plans are currently an option for applicants to choose, but are not required for large annexations which will likely be constructed in a phased manner over time. If applicants for annexations volunteer to have a Master Plan prior to a land division or site plan and design review application, a condition of approval would be placed on the annexation. If applicants do not, the Commission could weigh that against the application when considering the factor.
Page 4 – OCMC 14.04.060.A.6	Added factor identifying if the annexation is in the best interest of the City if it meets one of three needs: a. <u>A needed solution for existing problems, resulting from insufficient sanitation, water service, or other urban service-related problems; or</u> b. <u>Land for development to meet urban needs in an orderly and logical growth pattern; or</u> c. <u>Needed routes for utility and transportation networks.</u>	Responds to prioritization, timeless, and order of annexation. Prioritize annexations by requiring the applicant to demonstrate a need for the annexation.
Page 4 – OCMC 14.04.060.A.7	Added “including a demonstration that the proposed annexation is timely, orderly, and efficient”	Emphasizes the specific language in the annexation factors that requires an affirmative determination that the proposed annexation is “timely, orderly and efficient”. This language or variations upon it are embodied by reference in ORS 222 and Metro Code 3.09, but the specific phrase is now part of Oregon City’s code.
Page 4 – OCMC 14.04.060.A.8	Added “are identified”	Clarified that natural hazards should be identified in the annexation application.
Page 4 – OCMC 14.04.060.A.9	Added factor to identify historically designated and potentially eligible historic structures in the annexation application.	Allow the property owner and public to be aware of potential local historic designation.
Page 4 – OCMC 14.04.060.A.10	Added “are identified”	Clarified that significant adverse effects on specially designated open space, scenic, historic or natural resource areas by urbanization should be identified in the annexation application.

Page 4 – OCMC 14.04.060.A.12	Added “properties under farm or forest tax deferment”	Adds language to factor #12, the factor that addresses significant site grading and tree removal, to mention that the exclusion applies to properties which have forest and/or farm tax deferral or assessment status, not just those properties on which “forest or farm practices” are occurring. Note that the current reference to ORS 30.930 will be retained.
Page 4 – OCMC 14.04.060.A.12	Modify and reorganize factor to be a positive incentive rather than a negative penalization.	Modifies the language in factor #12, the factor that addresses significant site grading and tree removal, to make it a positive incentive rather than a negative penalization. In other words, the criterion has been restated so that that efforts to preserve the natural landform and preserve significant trees prior to annexation will be viewed favorably, as opposed to the current language which implies a negative determination because of significant grading or tree removal.
Page 5 – OCMC 14.04.080	Added “A” and “B” sections. Added “if applicable behind voter approval. Added language acknowledging potential for development agreement.	Re organized for clarity and added language that the City Commission could enter into a development agreement with an applicant.

This is a summary. Please notify staff of any errors or omissions. Please refer to complete code amendment chapters for all changes.



CITY OF OREGON CITY

Staff Report

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

To: City Commission **Agenda Date:** 03/09/2021
From: Economic Development Manager James Graham

SUBJECT:

Update on the Implementation of Oregon City's Tourism Strategic Plan

STAFF RECOMMENDATION:

Accept the Update Report

EXECUTIVE SUMMARY:

In 2018, the City of Oregon City Commission approved the Oregon City Tourism Strategic Plan and, in the winter of 2020, deliberate steps to execute this plan began. City staff brought together a group of community leaders from across the local tourism industry in a Tourism Stakeholders Table. The goal of this Stakeholders Table was to collaborate with staff in the implementation of the existing strategic plan. Several new initiatives were planned, and others were developed to meet the devastating impact of the Coronavirus Pandemic.

Since the emergence of COVID-19, staff have received support from the Oregon City Commission to approve approximately \$580,000 in program spending toward the local economy to help mitigate the negative impacts of the pandemic on the local small business community.

BACKGROUND:

The Oregon City Tourism Stakeholder Table first convened in January 2020 and met monthly during the first 8 months of 2020, initially in person, followed by a pivot to virtual meetings as our community and country grappled with the COVID-19 pandemic. The Table brought together members of Oregon City's visitor economy to facilitate implementation of Oregon City's Tourism Strategic Plan. Many of the participants had been involved in the creation of this plan, which had stalled out due to a lack of staffing until September 2019. The City hired Destination Management Advisors to facilitate the Table meetings and provide technical support.

The newly hired staff collaborated with The Stakeholder Table to produce five programs for implementation. Each program would support one of the objectives outlined in the Tourism Strategic Plan. These programs and their associated strategies include the following:

The Concierge Institute –

In order for Oregon City to grow its tourism industry it will need to lead local stakeholders in tourism best practices.....Tourism Strategic Plan

The Concierge Institute is a high-quality program that will provide nonprofit tourism-related organizations as well as for-profit tourism-facing businesses, employees and volunteers with training, technical and financial assistance to help overcome operational challenges, enhance occupational professionalism and secure growth opportunities.

Nonprofit and for-profit entities participating in the program will experience up to eight-week training on the business of tourism, and organizational and professional development.

After completing the training, graduating nonprofit and for-profit organizations will be eligible to receive grants, loans and/or paid interns as well as new volunteers based on approved operational plans submitted by Institute participants.

Participating historical organizations must agree to a coordinated schedule with other tourism sites of similar type within the community. Program participants must also agree to coordinated marketing and outreach strategies designed to attract visitors to Oregon City.

Attraction and Expansion of Tourism-Facing Businesses –

Develop a plan to promote existing experiences and activate new experiences.... Tourism Strategic Plan

The City's Economic Development Department along with other partners will be engaged in activities and methods to attract new tourist-related investments to Oregon City. The primary focus will be on businesses that are positioned to enhance the experience of visitors regardless of the season.

The Community Showcase –

Oregon City needs to ensure the value of tourism is understood by the local community so that the community can get behind these efforts and create an authentic experience.... Tourism Strategic Plan

The Community Showcase is designed to build more pride and awareness among community residents in the local tourism industry. Once a month, residents will be offered special discounts from various local restaurants, coffee shops, bars, recreational-related

businesses, and retail establishments to better engage residents with what the local tourism industry has to offer.

Discount coupons can only be obtained by visiting various historic sites. A special public event will also be held to augment the monthly Community Showcase.

Oregon City Tourism Network –

Promote “every site is a visitor center” thinking through cross-training opportunities... Tourism Strategic Plan

A collaborative network designed to convene and bolster Oregon City’s visitor economy through interdependent engagement. Tourism-related entities will work together thereby creating a systemic web or network of opportunities to keep visitors in the area longer.

Arts Treasure Trove –

A destination is its people-they make up the culture and the experience the visitor engages with during their visit.... Tourism Strategic Plan

This initiative is one that engages the arts community of Oregon City in various ways to help encourage tourism, nurture community identification through the public display of sculptures, paintings, decorative features, horticulture enhancements, music, dance, poetry, historical portrayals, and other forms of artistic expression.

Furthermore, interactive forms of art and entertainment should be developed to aid in “place making,” that is, establishing social gatherings and community engagement within a festive and communal type atmosphere.

Eventually, an arts incubator may be established to help artists realize commercial success. Such a facility would house studios, conference rooms, and administrative, financial, and legal services.

In the face of the global COVID-19 pandemic, staff have adapted their workplan to include not only these five programs, but also significant work in the realm of business support services. This has included, two Commission-approved small business debt relief grant programs and the Re-Imagine Opportunity Fund, a forgivable loan program. Staff has also been engaged in business support and advising services.

WHAT HAS HAPPENED SINCE THE LAST STAKEHOLDER’S ROUNDTABLE, COVID-19!

The COVID-19 Pandemic negatively impacted many industries, institutions, and agencies all over the country. It has greatly challenged the operational profitability of virtually every industry in the State of Oregon, and in Oregon City. It has especially hurt the tourism industry, including private nonprofit and for-profit entities that support tourism. Nevertheless, staff has continued to move forward with the implementation of Oregon City’s Tourism Strategic Plan.

Oregon City Debt Relief (Round 1)

As the pandemic continued to spread and threaten the very survival of Oregon City's small business community, department staff advocated that it was essential that the City respond to help the community's small businesses to cope. Staff developed the Oregon City Debt Relief Initiative, designed to reduce existing debt pressures against small businesses adversely impacted by COVID-19. Grant awards would be sent directly to the creditors of the business applicants.

The Debt Relief Initiative proposal was submitted to the City Commission for consideration. On April 27, 2020, Oregon City Commissioners approved of the initiative and agreed to provide \$200,000 from the City's General Fund to capitalize the program. Applications and program information were in English and Spanish. Staff worked diligently to get the funds out to the small business community within a week after the program was approved. The City distributed a total of \$183,823.49 that went to 78 eligible small business with the City.

Oregon City Debt Relief (Round 2)

In June of 2020, Business Oregon engaged the Oregon City's Economic Development Department to administer yet another debt relief initiative. The State of Oregon awarded Oregon City \$35,000 in grant funding to distribute to the local struggling small business community. Oregon City deployed the funds to 14 eligible applicants who received \$2,500 each.

Re-Imagine Opportunity Fund and Oregon City Debt Relief (Round 3)

As the pandemic continued to take its toll, especially on the tourism-facing business community, Economic Development Department staff advocated on behalf of the community's tourism industry for support. In September of 2020, staff drafted a new initiative, the Re-Imagine Opportunity Fund. This program was designed to provide forgivable loans (up to \$60,000) to existing businesses and/or nonprofits implementing new innovative programs supporting Oregon City's visitor economy. Attractions, guides and outfitters, restaurant and hospitality providers were challenged to implement new business processes, or purchase new technologies to sustain their operations in the face of multiple challenges like the Corona Virus, large regional fires, or extreme weather conditions.

During a meeting of the City Commission, the Commissioners approved the use of \$350,000 in Federal COVID-19 Emergency Assistance. The Commission decided to split the use of the funds between another new debt relief initiative (grants) and the Re-Imagine Opportunity Fund (forgivable loans) allowing staff to determine the appropriate monetary split between the two programs.

Staff deployed \$108,609.28 in debt relief funds to 32 eligible small businesses within Oregon City and distributed \$240,296.00 in Re-Imagine Opportunity Funds to 12 eligible applicants.

For comparison, Travel Oregon recently implanted a similar competitive grant program titled “Destination Ready” which provided small grants from a \$650,000 pool for projects across the state.

The Re-Imagine Opportunity Fund was able to help program awardees to transform their business. A few examples include the following:

- Arch Bridge Taphouse was able to purchase the equipment necessary to implement a home delivery program for local customers and has expanded its spatial reach to include many of Oregon City’s neighboring communities.
- eNRG Kayaking was able to purchase the supplies necessary for a satellite concessionaire operation at the confluence of the Clackamas and Willamette Rivers. This will allow them to offer tube float trips on the Clackamas River and provide a round-trip shuttle service for car-free customers.
- The End of the Oregon Trail Museum and Visitor Center was able to produce multiple videos that highlight subject matter inside their museum. Given the capacity restrictions on indoor facilities, this allows the EOT to offer digital content behind a paywall.

THE COMMUNITY SHOWCASE

During the winter of 2020, the Economic Development Department created The Community Showcase. The original goal of this project was to have visitors explore historic sites in-person. However, on March 23, 2020, Governor Kate Brown declared a state of emergency in Oregon to address the spread of the Novel Coronavirus. The current health crisis mandated that we adapt the Community Showcase program to comply with current State regulations.

With ensuing forced closures across the State including within Oregon City, the Community Showcase program was first paused, then reformed to feature primarily digital components.

On June 3, 2020, the City Commission approved the program allocating \$20,000 from the General Fund to capitalize the initiative.

The first component consisted of virtual tours of historic sites around Oregon City. These tours are web based on TravelOregonCity.com and provides the visitor with a snapshot into the past, allowing museums to display their collections and historians to directly connect with residents. Virtually, the tours include both visual and text components.

The second component is an online quiz that tests the knowledge of those who participate in the program. The quiz is located on the TravelOregonCity.com website and derived from the information disseminated from within the online tours. If visitors pass the short quiz, they will be invited to register their name and mailing address to be entered into a monthly drawing for a gift certificate.

Construction of Tourism Website

Tourism staff have fully mapped and are currently building out the visitor facing tourism website for the city, TravelOregonCity.com. This site will serve as the front door for welcoming travelers to Oregon City and serves as a resource hub for the local tourism industry. The target full launch date for this site is May 1, 2021 and it will feature, businesses listings for restaurants and attractions, inspirational travel stories, event listings and much more.

WHAT'S NEXT.....

Economic Development Department staff, Community Development staff, along with community partners in the arts community are currently working on the mural arts program. Hopefully, with the support of the City Commission, the mural arts program is projected to be launched this Spring.

Although there remains a great deal of uncertainty regarding the distribution of the new vaccines and their impact as well as when the State of Oregon will fully reopen, staff is moving forward with planning the next steps.

With the pent-up demand that is known to exist, staff is currently working on a plan to help with getting the Oregon City Tourism Industry ready for the eventual release of pent-up demand. This plan includes supporting the Downtown Oregon City Association with launching a “soft opening” to test the waters of a reawakened visitor landscape. This includes supporting DOCA with hosting a special outdoor event, depending on the situation with the vaccines and the State of Oregon’s future regulatory requirements.

In addition, meetings with The Stakeholder Table will resume to further implement the five programs that were discussed earlier in this report. With further support through the City’s budget process, new initiatives will be created to further help evolve Oregon City’s burgeoning tourism industry.

OPTIONS:

1. Accept the update report.
2. Do not accept the update report

BUDGET IMPACT:

Amount: \$0
 FY(s): 20/21
 Funding Source(s): n/a



OREGON CITY

Tourism Strategic Plan



PROJECT PURPOSE

This plan was developed to assist the City of Oregon City Economic Development Department with development and refinement of the Oregon City Tourism Strategic Plan. The plan will provide guidance for directing future efforts and funds aimed at increasing tourism activity within Oregon City. The updated Oregon City Tourism Strategic Plan will be presented as a recommendation from the Oregon City Tourism Stakeholder Group to the Oregon City City Commission for adoption as an official plan of the City that is a component of the larger Economic Development Strategy.

Ultimately, this project will bring the City closer to meeting the overall tourism objectives of increasing tourism-related revenues and employment opportunities within the City by:

1. Increasing the number of tourists/visitors;
2. Increasing the length of stay of the tourist/visitor;
3. Increasing the average amount of tourist/visitor expenditures.

The City also recognizes that what is attractive to visitors can also be attractive to residents and investors, thus providing a quality of life and business development component to the strategy.



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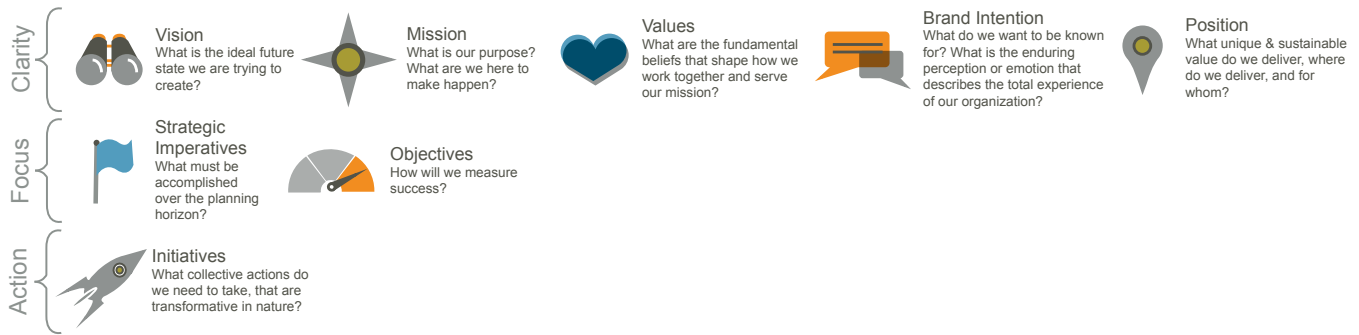
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STRATEGIC PLANNING PROCESS OVERVIEW

In the Summer of 2017, The City of Oregon City's Economic Development Department partnered with Coraggio Group, a Portland based strategy and change management consulting firm to develop a strategic plan for Oregon City tourism and begin laying the foundation for more structures and a mission-driven tourism industry. The process began with an immersion session that grounded Coraggio in the past, present and future of the Oregon City tourism industry and an in-depth stakeholder engagement process designed to solicit input from the broader Oregon City travel and tourism industry regarding opportunities and challenges facing the local tourism industry. This information was then summarized, themed and used to inform our strategic planning team and provide guidance in the development of this Plan.

With good guidance in hand, we assembled a strategic planning committee that included local stakeholders from a variety of organizations including lodging, events, attractions, local businesses and City leadership. As a group, this planning committee was responsible for attending and participating in strategic planning meetings designed to develop all the key elements of a strategic plan. They included:



ENGAGEMENT PROCESS AND DEMOGRAPHICS

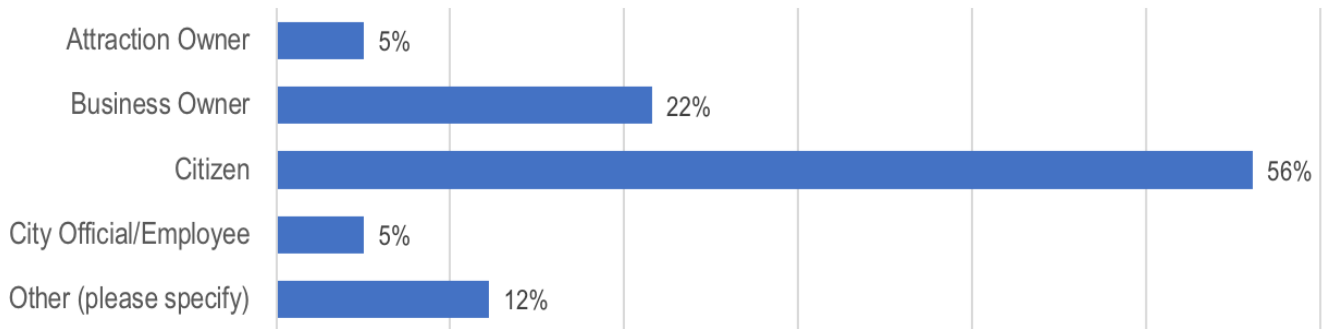
An in-depth Stakeholder Engagement process was conducted starting in July 2017 to gather insights and input from a broad range of Oregon City tourism stakeholders. The engagement process included an external stakeholder survey and an in-person visioning session with key Oregon City stakeholders. Our process, and plan, was guided by the input from:



These stakeholders were asked a number of questions concerning the future of Oregon City tourism, covering topics such as:

- **Brand and Reputation**
- **Tourism Asset Identification**
- **Target Geographic Regions**
- **Target Itinerary Length**
- **Target Demographic**
- **Tourism Support Role**
- **Opportunities & Barriers**

Survey Respondents:



KEY INSIGHTS

Through consolidating and analyzing all the data, Coraggio Group identified the following areas that were top of mind among stakeholders and considered important to consider during the strategic planning process:

Visitor and Brand Insights

- Oregon City is currently a 4-8 hr. tourism destination, with future potential for more overnight visitation
- Oregon City's ideal visitor lives within the greater Portland region or the Pacific Northwest
- The Oregon City visitor is heterogeneous and interested in history and culture
- Key tourism assets are natural attractions, heritage sites and recreational activities, specifically the Willamette Falls and End of the Oregon Trail.
- Stakeholders are looking for leadership to help develop, market and fund tourism development and activity in Oregon City

Strategic Planning Insights

- Primary tourism assets must be historic, authentic and accessible
- History and the Willamette Falls are Oregon City's most attractive assets, but their success is hampered by a limited parking, lodging and business infrastructure, and competition with Portland
- Transportation challenges (access and parking) may be a barrier to success
- Asset development, marketing and governance are needed to drive tourism in the long-term
- Oregon City's current sense of place needs to be maintained
- Community engagement around tourism and its future in Oregon City is important
- Collaboration, coordination and a unified sense of place is needed to advance
- Food and beverage offerings and the riverfront have



STRATEGIC ANCHORS



Vision:

Any tourism destination should have a vision of what it aspires to be, what it wants to achieve as a destination, and an idea of why the destination is important to the world. In Oregon City, that vision is rooted in the town's long lineage of serving as an intersection of cultures, communities, and exploration. It is a place uniquely positioned in the natural world, with an abundance of rich landscapes and opportunity. With those things in mind, the vision for what Oregon City should aspire to be is simple:

- Oregon City, a proud community at the confluence of history, exploration, and prosperity



Mission:

Turning this future vision of Oregon City into reality is something that requires efforts from many people. Like the communities that settled along the Willamette thousands of years ago, each person had something to offer, something that helped build those early communities into what we know Oregon City to be today. Like those people, the City of Oregon City and the Tourism Strategic Plan have a role to play in realizing their vision. The City believes this mission is to:

- Promote Oregon City as a gathering place for all, by providing a variety of experiences through a collaborative, connected, and enduring tourism industry



Position:

In order for our city to be successful at its mission, it is important to understand what makes Oregon City unique and sustainable in the market. This understanding helps guide the efforts of the City as it begins to compete as a destination and market its unique offerings. Oregon City believes its destination's position in the visitor market is to be a vibrant destination in the Portland Metropolitan area, located where the Oregon Trail ended, and the State of Oregon began. Visitors are delighted by:

- A small town feel
- Authentic and diverse experiences centered around heritage
- Outdoor and riverfront adventures near the magnificent Willamette Falls
- Unique Pacific Northwest food and beverage offerings



Reputation:

When a visitor leaves a destination, they are impacted in some way. As a destination we can make decisions and create goals that are aimed at ensuring a certain experience is had by each and every visitor that comes into our market. This is a destination's reputation. Oregon City hopes to pursue a reputation in the tourism industry that describes it as:

- **Welcoming:** glad to entertain or receive
- **Engaging:** causing someone to be involved
- **Inclusive:** not excluding anyone, being a part of the whole
- **Authentic:** done in a traditional or original way

**Imperatives:**

Strategic Imperatives are the major bodies of work related to tourism development that Oregon City will undertake in the next three years. These represent the major strategic opportunities facing the organization, and each is supported by Initiatives that define specific steps to be taken, and measurable Objectives that gauge what success looks like for each Imperative. The Strategic Imperatives for tourism in Oregon City over the next three years are as follows:

- **Build Tourism Leadership Capabilities**
- **Enhance the Brand**
- **Coordinate Tourism Assets through Collaboration**
- **Cultivate and Curate a Portfolio of Experiences**



IMPERATIVES

IMPERATIVE #1: BUILD TOURISM LEADERSHIP CAPABILITIES

Oregon City and its stakeholders believe there is something special to offer visitors. We believe tourism can play an economically beneficial role in the Oregon City community. It could help businesses grow and provide a better living experience for residents. This is a belief shared by many stakeholders in the City, who have been vigilant in helping us realize our full tourism potential. It is now believed that this effort needs more focus, structure and direction in order to propel the destination to the next level. In order to create this higher-functioning destination, Oregon City has identified the following four steps required to build tourism leadership capabilities. They are:

1. **Identify and empower a tourism leadership and operational structure:** When a tourism destination reaches a certain level of visitation, and/or decides to pursue tourism as a focused driver of the local economy, it requires a centralized organization. A centralized organization has the ability to rally local tourism stakeholders, align assets, create a shared vision, consolidate efforts and ultimately drive more efficient and impactful funding. Oregon City believes identifying and empowering an organizational body to consolidate and direct tourism efforts in Oregon City is the next logical step in an already successful industry.
2. **Solidify and grow a tourism financing model:** Any tourism-focused organization needs a budget to be effective. Currently, tourism in Oregon City is funded by a lodging tax placed on its two lodging properties. Over the course of the next three years, Oregon City needs to continually evaluate and protect its current funding levels. As the City begins to increase visitation through renewed, focused efforts, funds will grow. These funds need to be solidified into a sustainable and protected model that affords the City the resources necessary to realize the full potential of Oregon City tourism.
3. **Support tourism assets through technical education and programming:** Leadership capabilities do not stop at empowerment and funding. In order for Oregon City to grow its tourism industry it will need to lead local stakeholders in tourism best practices. By providing technical education that supports a variety of tourism assets in operating in a more effective and efficient manner, as well as offering participatory programming that aligns individual tourism assets with a more compelling city-wide vision, Oregon City tourism can ensure its relevancy and competitive stance in a crowded, ever changing market.
4. **Champion the Value of Tourism:** A destination is its people—they make up the culture and the experience the visitor engages with during their visit. Therefore, a tourism product is only as good as the people who support it and its value. Oregon City needs to ensure the value of tourism is understood by the local community so that the community can get behind these efforts and create an authentic experience.

Objectives:

At the end of three years, Oregon City will decide whether we have been successful at building tourism leadership and capabilities in Oregon City. We will measure success against the following Objectives:

1. A leadership governance structure has been identified
2. Participation in year-over-year technical education programs has increased
3. A financial funding model has been identified

IMPERATIVE #2: ENHANCE THE BRAND

A destination's brand is an important differentiator in the travel and tourism industry. It helps distinguish one destination from another and helps influence visitor decision making. A well-communicated and understood brand also helps direct marketing efforts to visitor segments who have the highest affinity to your brand, optimizing activity and spend. Brand also serves as a unifying tool to get various stakeholders to come together under one common understanding of the experience they are trying to create. To this end, Oregon City tourism has realized the importance of establishing a brand that can rally stakeholders, align Oregon City offerings and drive awareness for the destination. Enhancing the Oregon City brand consists of the following three steps:

1. **Develop, approve and deploy Oregon City branding:** Using early brand work completed during strategic marketing sessions, Oregon City will align on a brand for Oregon City tourism. This includes tonality, target personas and other key brand guidelines.
2. **Activate a city-wide branding campaign to strengthen brand connection among local assets and businesses:** Once a brand has been approved, Oregon City will commit to activating that brand throughout the City to create a unified sense of place.
3. **Research and define the Oregon City visitor:** Understanding your visitor and the effectiveness of your brand and marketing activations is key to any destination's continuous improvement. While initial work has been completed during strategic marketing sessions to identify the Oregon City brand, it will be important to reassess as the Oregon City brand grows. Once the brand has had time to take root, Oregon City will begin to dig deeper into how their brand is resonating with initial visitor profiles and determine more clearly what visitor segments are being drawn to their offerings.

Objectives:

Oregon City will track the success of this initiative by striving to accomplish the following objectives:

1. Brand guidelines established
2. Baseline and increase brand awareness

IMPERATIVE #3: COORDINATE TOURISM ASSETS THROUGH COLLABORATION

Tourism in Oregon City has the benefit of being supported by multiple stakeholders who are passionate about what the City has to offer and are committed to sharing it with prospective visitors. In the past, efforts have been more or less decentralized and not aligned. Key assets at times do not share common operating hours, marketing collateral is at times specific to one in-town experience and city-wide brand ambassadors are limited. In order for Oregon City to develop a multi-experience, compelling destination offering, the strategic planning team found it vital to create a coordinated tourism effort through increased stakeholder collaboration. They say a rising tide lifts all boats— this initiative aims to create that tide through planned and focused collaboration via the following initiatives:

1. **Develop a plan to coordinate operating hours, ticketing and brand collateral to enable a more unified tourism experience:** Tourism in Oregon City will connect key stakeholders to help create a convenient, accessible and holistic tourism offering. The focus will be on pursuing common operating hours, ticketing options and brand collateral that communicates more inclusive and accessible travel itineraries for potential visitors.
2. **Convene a working group of asset and business operators to share best practices and resources:** With Oregon City tourism being relatively young in its development, resources are scarce. In order for the City to realize its full tourism potential, local stakeholders will have to work together to combine efforts, educate each other on effective practices and share resources where necessary.
3. **Promote “every site is a visitor center” thinking through cross-training opportunities:** Creating brand ambassadors is important in any destination. They are your representatives and help disperse visitors to various locations once they are in-market. This initiative is intended to put a focus on creating brand ambassadors who can promote the Oregon City experience and help keep visitors in-market longer by providing cross-training opportunities that educate individual tourism businesses about broader Oregon City offerings.

Objectives:

The success of this imperative will be directly measured by the accomplishment of the following objectives

1. Baseline and increase % of assets sharing common opening hours
2. Baseline and increase participation rate growth in cross-training and collaborative events

IMPERATIVE #4: CULTIVATE AND CURATE A PORTFOLIO OF EXPERIENCES

A destination is only as strong as the experiences and assets it has to offer its visitors. Assessing this portfolio of experiences, determining what condition tourism assets are in, understanding the differentiating factors of each asset and experience, and ensuring these offerings are easily accessible are all key to effectively marketing and driving visitation to the destination. To ensure that Oregon City tourism is fully aligned on its portfolio of experiences and the promotion of those experiences, the City will pursue the following initiatives:

1. **Inventory and assess existing tourism assets and experiences for tourism readiness:** Oregon City will inventory and assess what stakeholders have deemed to be primary tourism assets, select which will be primary drivers for the destination and then ensure they are prepared to receive increased visitation. This assessment will also include the identification of any experience gaps or opportunities that may be considered for potential development as the visitor market grows.
2. **Develop a plan to promote existing experiences and activate new experiences:** Having a solid understanding of what Oregon City's primary assets and experiences are, the City will then develop a plan to promote existing experiences that are deemed to be tourist-ready. Additionally, the previous assessment opportunities for new experiences will be evaluated and activated where and when appropriate. The first experiential marketing campaign is already underway and should serve as a model going forward.
3. **Assess and prioritize infrastructure (parking, wayfinding) required to enhance tourism readiness and experience:** Stakeholder engagement highlighted the fact that the infrastructure necessary to absorb increased visitation may be inadequate. This potential inadequacy needs to be evaluated in concert with previous promotional initiatives to ensure that successful marketing campaigns are supported by the capacity to host these new visitors.
4. **Create or leverage regional travel itineraries to drive awareness:** Understanding that an advantage of Oregon City tourism is its location in relation to the Portland Metropolitan area, the City will pursue opportunities to create or be included on new or existing travel itineraries that include Oregon City as a must-see, taking advantage of visitors already in-market who may not be aware of the Oregon City offering.

Objectives:

Tourism in Oregon City will know if it has successfully cultivated and curated a portfolio of experiences when they have achieved the following objectives or measures:

1. Growth in visitor spending
2. Increase number of Itineraries published by 3rd parties

OREGON CITY TOURISM OPERATIONAL PLAN

Oregon City Tourism's Operational Plan can be rolled up into four key steps. They are as follows:

Lead It

First and foremost, Oregon City needs to establish a governance structure and create the capacity necessary to drive the strategic plan. Therefore, this is the first and most important part of the 2019-2021 Oregon City Tourism Strategic Plan to operationalize.

Brand It

Once governance and capacity has been established, Oregon City tourism needs to brand its offering in order to differentiate itself in the market. This early branding exercise will help solidify brand awareness through existing tourism assets that are already receiving visitation.

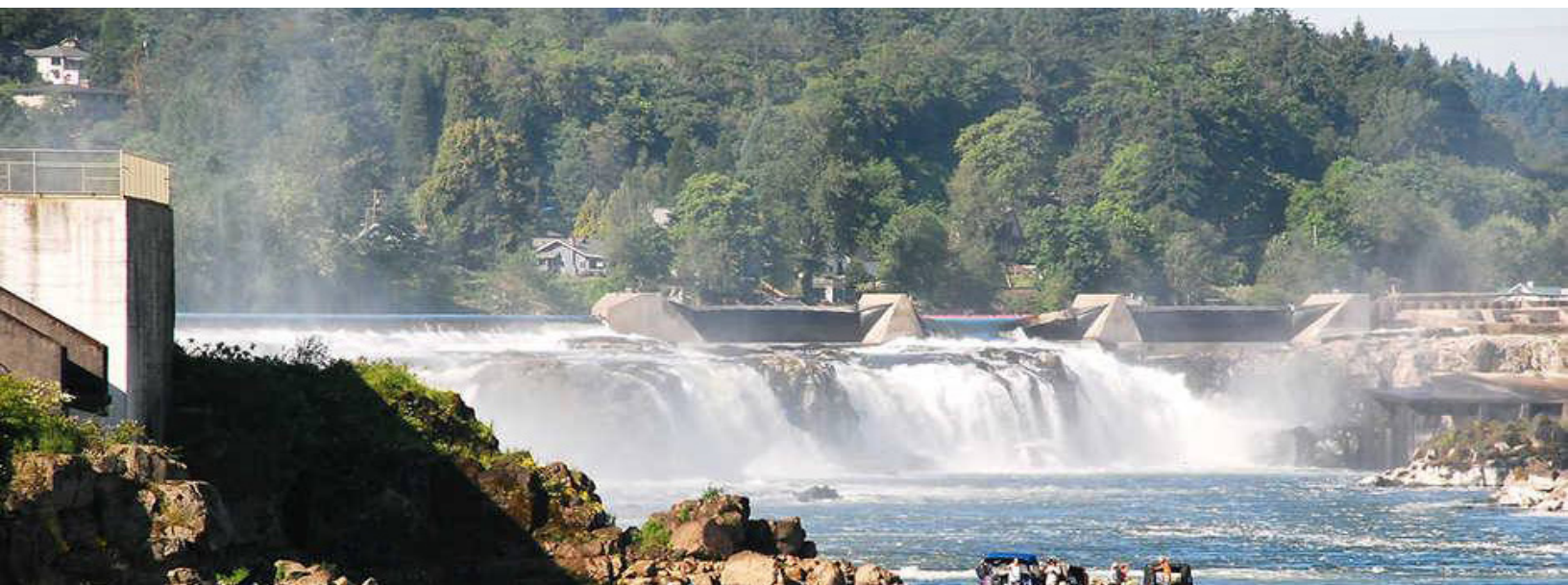
Align It

Using the governance structure and new brand, the City will have to work on aligning all stakeholders into a common vision. Ensuring the representatives of your tourism product are all on the same page is important in creating destination momentum and ensuring brand success.

Build It

Once these three steps are in motion, it will be imperative for Oregon City to begin improving, expanding and amplifying its current offerings to continually improve the Oregon City experience, increase brand awareness and generate more funding through increased visitation.

The general timeline and target timeframes for completing each phase of the operational plan is as follows. Each subsequent or concurrent action is subject to change as the representative body continues to make progress, reassess efforts and refocus resources. Given the current capacity to operationalize this plan, it will be very important to focus on 1-year increments and pivot accordingly.



		2018				2019				2020			
Initiatives		Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Imperatives	Build tourism leadership capabilities												
	Identify and empower a tourism leadership and operational structure												
	Solidify and grow a tourism financing model												
	Build tourism assets through technical education and support programming												
	Champion the value of tourism in the community												
	Enhance the brand												
	Develop, approve and deploy Oregon City branding												
	Activate a city-wide branding campaign to strengthen brand connection among local assets and businesses												
	Research and define the Oregon City visitor (using existing data*)												
	Coordinate tourism assets through collaboration												
	Develop a plan to coordinate operating hours, ticketing and brand collateral to enable a more unified tourism experience												
	Convene a working group of asset and business operators to share best practices and resources												
	Promote “every site is a visitor center” thinking through cross training opportunities												
	Cultivate and												
	Inventory and assess existing tourism assets and experiences for tourism readiness												
	Develop a plan to promote existing experiences and activate new experiences (elevator*)												
	Assess and prioritize infrastructure (parking, wayfinding) required enhance tourism readiness and experience												
	Create or leverage regional travel itineraries to drive awareness												

USING THIS PLAN AS A MANAGEMENT TOOL

In order to manage to the plan, we recommend quarterly meetings that include those who are active in the implementation of the plan. These meetings should cover the following items:

- Progress made against Initiatives in the previous quarter
- Upcoming activities for the following quarter
- Challenges or barriers encountered, and any course changes necessary as a result
- Progress against Objectives

Dashboard/Key Objectives & Tracking Cadence

Many objectives are tracked on an annual basis, while some can be tracked on an ongoing basis in every quarterly meeting, and others are “pass/fail” and indicate when a major body of work has been completed. The following nine objectives, identified in the strategic plan, should be used by those implementing the plan to track progress:

1. A leadership governance structure has been identified
2. Participation in year over year technical education programs has increased
3. A financial funding model has been identified
4. Brand guidelines established
5. Baseline and increase brand awareness
6. Baseline and increase % of assets sharing common opening hours
7. Baseline and increase participation rate growth in cross- training and collaborative events
8. Growth in visitor spending
9. Increase number of Itineraries published by 3rd parties

The high-level objectives for this strategic plan were identified in the original RFP, and we recommend that these three measures be reported to the City Commission on an annual basis as a “dashboard” the Commission can use to verify progress:

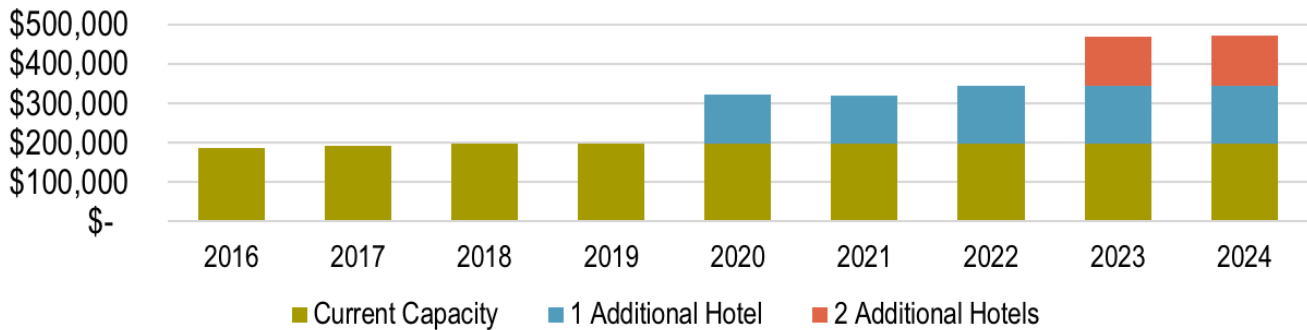
1. Increasing the number of tourists/visitors
2. Increasing the length of stay of the tourist/visitor
3. Increasing the average amount of tourist/visitor expenditures

Updating This Plan

This plan is designed to serve Oregon City through 2020. During the course of plan execution, initiatives may be changed on an annual basis, as work is completed and new work is identified in support of the Imperatives. Similarly, Oregon City may choose to track some additional or different Objectives based on work accomplished or other external changes. The full plan should be reviewed and refreshed in time to begin a fresh plan for 2021.

Funding This Plan

Any consolidated and centralized destination marketing effort requires a certain level of funding to be effective. Currently, funds available to the city to promote tourism in Oregon City are generated through transient room taxes assessed at Oregon City lodging properties. In order to understand the potential future state of any centralized tourism effort and the possible funds that may be available to Oregon City, a financial forecast was created with the assistance of Dean Runyan Associates. Using current occupancy rates, average daily hotel rates and the potential of additional room capacity coming online in the market, we projected the following funds available through the transient room tax.



Current TRT Allocation and Org Structure:

- 25% to Economic Development Coordinator position
- 10% to City overhead
- Balance used for grants and reserves

Using current TRT levels, we recommend the following options for allocation of current TRT dollars to fund the Oregon City Strategic Plan. Any additional funds and allocations would need to be reassessed once any additional room capacity comes online. **Both options below are funded completely by Transient Lodging Tax:**

Option 1– Add 1.0 FTE

\$200,000 (TLT Annual Revenue)
 -20,000 (10% Overhead, State Law)

\$180,000
 -30,000 (Ec Dev Support)

\$150,000 (what is left over)
 = \$80,000 (FTE, all in)
 = \$70,000 (Tourism Programs)

- Provides the focus that was originally intended
- More engaging with stakeholders
- Maintains momentum for faster results and return
- Examples of work:
 - support tourism advisory board
 - leads special projects
 - coordinates operating hours among tourism assets
 - create a more uniformed tourism experience
 - marketing and promotion focus
 - identify and apply for tourism grants
 - full time tourism stakeholder engagement
 - monitors tourism metrics and successes
 - leverage regional travel itineraries
 - concentrate on needed infrastructure and tourism readiness

Option 2 – Reallocation of Existing Staff Load; No New Hire

\$200,000 (TLT Annual Revenue)
 -20,000 (10% Overhead, State Law)

\$180,000
 - 70,000 (Ec Dev Support)

\$110,000 (Tourism Programs)

- Reduction in City-wide Economic Development Services
- Limited tourism focus
- Less engaging for stakeholders
- Bring contractor in as needed for special projects
- Potentially more operational funds to leverage grants
- Examples of work:
 - support tourism advisory board
 - identify tourism projects
 - hire contractor
 - identify and apply for tourism grants
 - limited stakeholder engagement

BRANDING & MARKETING

THE BRAND OF OREGON CITY

In addition the strategic planning effort, Oregon City's Economic Development team formed a team to specifically identify the key brand message for Oregon City and establish an initial marketing effort to support that brand.

Over the course of several meetings, this team worked to identify key brand attributes, demographics to be targeted, and to frame out an initial experience-based marketing effort. This work became the basis for an RFP that was issued to creative firms:

Attributes

Oregon City is a walkable small-town experience just 20 minutes from Portland. The historic aspects of the city combine with riverfront access to create an attractive place for a weekend getaway or a day trip.

Attractions

Once the end of the Oregon Trail, we now boast an historic Main Street where you can enjoy a Northwest-style selection of food and drink. Take in views of Willamette Falls and the historic bridge. While you're here, ride the unique Municipal Elevator.

Trends

We know tourists are staying close to home and driving to destinations more, and Oregon City's proximity to the Portland metro area makes this an attractive destination for Portland residents and their visiting friends and relatives. More tourists these days are attracted to places where they can live like a local, enjoy food and beverage options, and take in natural, cultural and heritage attractions.

Preferences

Oregon City embodies a relaxed small-town atmosphere where one can enjoy a city/country balance and a change of pace in a family-friendly setting. In a way, Oregon City is like a comfort food—say, mac 'n cheese—both satisfying and comforting.

Sentiments

Locals and visitors alike will describe Oregon City as friendly, laid-back, warm and approachable. Since its founding, the city has been filled with people who are there to make their own way in life—they're true originals.

Tone

Oregon City is your favorite pair of jeans—just the right blend of fun, comfort and nostalgia. Oregon City's color palette might include earthy greens and blues, with some brick reds and bright, clear tones for interest.

BRAND BRIEF



Attributes

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Trends

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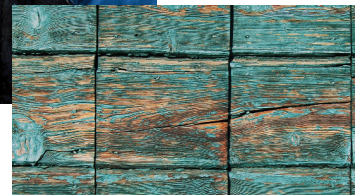
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TARGET DEMOGRAPHICS

Rick Stephens and Daniela Fischer: The Millennial Couple



Rick (28) and Daniela (30) met through mutual friends during trivia night in a SE Portland dive bar. They both shouted out the correct answer to the game-winning question about the Louisiana Purchase. Six months later, they moved in together and the rest is history.

Rick studied education at Colorado State University and moved to Portland for a job teaching at a local elementary school. Daniela grew up just south of Portland in Wilsonville. She attended Western Oregon University and now works in the pediatrics unit at Legacy Emmanuel. At night, Rick grades homework and writes his next day's lesson plans to the sound of Daniela's music that helps her focus on studying for her next nursing certification.

When not at work, Rick and Daniela like to get out of the house and venture into the great Pacific Northwest. They don't venture too far, just to places where they can throw their dog Clark in the car and head out for weekend adventure. Rick and Daniela are planning to buy a house, so the trips they used to take to Europe just aren't practical at the moment, as every penny counts.

They recently completed their McMenamin's passport and used their free night to hike a portion of the Pacific Crest Trail, all of which Daniela posts to her Instagram as an aspiring travel vlogger.

Sylvia Roberts: Retired Baby Boomer



Having spent most of her life in the Bay Area, going to Berkley, raising children and working for an NGO, Sylvia (67) is ready to buy some experiences on a limited annual income of \$65K. She is ready to hit the road in her Subaru Outback, complete with a lifetime of books, and knitting supplies to keep her busy. As she drives from place to place, she keeps herself entertained by listening to This American Life on NPR.

Her first leg is up to Napa Valley to pick up her life-long friend Barbara, who like Sylvia was recently widowed. They have been planning this trip for a year and are excited to get going. The two will take in a few Napa wineries and enjoy some fine dining at a local farm to table restaurant before heading north. From here, they intend to wander through Oregon and Washington, choosing each day's destination as they go, letting the road lead the way.

The Jacobs Family: Young Family



The Jacobs family recently relocated to Vancouver, WA from Bellingham to pursue a job opportunity in Portland. Being a family of moderate means and two children, they enjoy the cheaper living in Vancouver.

Having alternating work schedules, it is not often that the Jacobs have the opportunity to spend time together. When they do, they often split their time between laid-back, quality time together playing board games and watching the History or Discovery channel as a family, or on a weekend adventure. Given the lack of time they have to plan, their weekend adventures are often spontaneous, requiring their adventures to be close by, family friendly, and accessible by car.

The Jacobs don't often get the chance to enjoy themselves as a family. By the end of the work week, they are tired and usually spend their nights with the kids. Once the kids are asleep Mrs. Jacobs reads her latest non-fiction interest, while Mr. Jacobs drinks his new craft beer find and plays video games. But lately they are missing the old days when they would take in a museum and enjoy some good food afterwards and their usual weekend trips to Portland are becoming boring. Recently, Mr. Jacobs has been going old school and playing the new version of the Oregon Trail Game, which he finally won and realized Oregon City was just around the corner.

OREGON CITY TOURISM ASSETS—A PARTIAL LIST

DOWNTOWN

Landmarks

- Arch Bridge
- Clackamette Park
- Court House
- John Storm Park
- Oregon City Amtrak Station
- Willamette Falls

Food Service

- Arch Bridge Tap House
- Coasters Crossing
- Mi Famiglia
- Nebbiolo Wine Bar and Market
- Rane's On Main
- Thirsty Duck Saloon

- Weinhard Grill
- Yvonne's

Retail

- Active Water Sports
- Busch Furniture
- Christmas at the Zoo
- Coin Corner & Hobbies
- Coyote Hobby
- Denim Salvage
- Homelife Furniture
- Ladybird's Vintage
- Maizee Mae's Antiques & Treasures
- Oregon City Sporting Goods

- Ruud's Jewelers
- The Vintage Nest
- White Rabbit Gifts
- Willamette Valley Books & Bullion
- You Can Leave Your Hat On

Historical Sites

- End of the Oregon Trail Interpretive Center
- Oregon City Municipal Elevator
- Willamette Falls Locks

MIDTOWN

Landmarks

- McLoughlin Promenade
- Oregon City Library

Food Service

- The Highland Stillhouse
- Mike's Drive-In Restaurant
- Singer Hill Café
- Super Torta

Historical Sites

- Carnegie Center
- Ermatinger House
- McLoughlin House
- Mountain View Cemetery
- Museum of the Oregon Territory
- Stevens/Crawford House

UPTOWN

Landmarks

- Clackamas Community College
- Environmental Learning Center
- Oregon City Chamber of Commerce

Food Service

- Bugatti's
- Coin Toss Brewery
- Growler Run
- Trail Distilling

Historical Sites

- Ainsworth House & Gardens
- Baker Cabin Historical Site
- Rose Farm

EVENTS

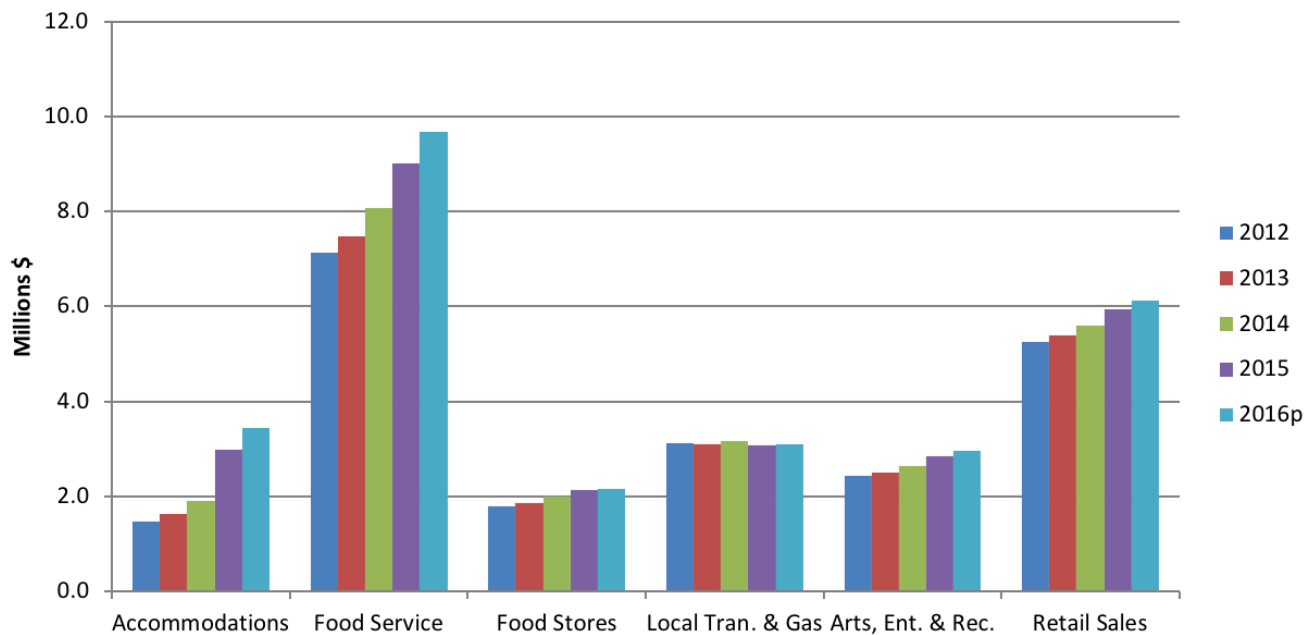
- First City Celebration
- Oregon Trail Brewfest
- Oregon Trail Game 5k + Kids Race
- Willamette Falls Open Air Antique Fair
- Historic Oregon City Cruise
- Brews & Broomsticks Pub Crawl
- Small Business Saturday
- Oregon City Tree Lighting Ceremony

INITIAL EFFORTS TO REACH OUR TARGET DEMOGRAPHIC

Rotator Creative from Tacoma, WA was chosen to develop the initial marketing efforts for Oregon City coming out of this planning effort. Their charge was to target a 25-34 year old demographic across the Portland Metro area, including visiting friends and relatives (VFR), tourists, and residents.

We know from industry research that this younger demographic of traveler is willing to spend more than their Baby Boomer counterparts, particularly for experience-based activities. We also know from the tourism economic impact study performed by Dean Runyan and Associates that the Food Service and Retail sectors make up the great majority of visitor spending in Oregon City.

Visitor Spending by Commodity Purchased



The strategy in targeting this demographic is to gain the greatest economic impact for the spend, while simultaneously raising the profile of Oregon City within a broader audience. Because the Millennial traveler seeks high-value, authentic experiences, we narrowed down the list of candidate assets for the Rotator Creative work. The Municipal Elevator was ultimately chosen because of its proximity to the Food Service and Retail core of the city, its high profile within the landscape of the city, its unique and quirky character, and the cool factor of its mid-century modern architecture.

The Rotator Creative work is underway, with an estimated activation date of September, 2018.

OTHER RESOURCES AND ORGANIZATIONS

Destination Marketing Partners

Oregon's Mt. Hood Territory

- <https://www.mthoodterritory.com/>
- "The CCTCA is responsible to develop and promote tourism for [Clackamas] County. By increasing the number of new and repeat visitors to the County, we increase the amount of money visitors spend in our area, and thus contribute to economic development and local vitality. The CCTCA is overseen by the Clackamas County Tourism Development Council (CCTDC) which consists of nine members appointed by the Clackamas County Board of Commissioners. The Council oversees and directs the programs and operations of the CCTCA staff."
- Jim Austin
Community Relations Lead
Office: 503-742-5901
Cell: 503-706-5449
Fax: 503-742-5907
jim@mthoodterritory.com
U.S. Travel/ESTO Conference

Travel Oregon

- <https://traveloregon.com/>
- "The Oregon Tourism Commission, doing business as Travel Oregon, is a semi-independent agency created by the Oregon Legislature in 2003 to enhance Oregonians' quality of life by strengthening economic impacts of the state's \$11.8 billion tourism industry. The Travel Oregon staff develops and implements a biennial strategic marketing plan which includes advertising and marketing, publication development, cooperative promotions, consumer fulfillment, public relations, international marketing, tourism product development, State Welcome Centers, research, and industry relations. Travel Oregon cooperates extensively with local communities, industry associations, government agencies, and private businesses in the implementation of its strategic plan."
- Alexa Carey
Specialist, Community-Based Services
Alexa@TravelOregon.com
971-717-6178

U.S. Travel/ESTO Conference

- <https://www.ustravel.org>
- "The U.S. Travel Association is the national, non-profit organization representing all components of the travel industry that generates \$2.4 trillion in economic output and supports 15.6 million American jobs. The U.S. Travel Association's Educational Seminar for Tourism Organizations (ESTO) is the only national forum where destination marketing professionals at the state, regional and local level get critical tools, tips and information to help them better market and grow their destinations."
- Nora Thomas
Coordinator, National Councils & ESTO
nthomas@ustravel.org

Data Sources/Partners

Sparkloft Media

- Visitor sentiment and brand perception studies
- sparkloftmedia.com
- Arianna Howe
Vice President, Client Services
503 737 9425
arianna@sparkloftmedia.com

Dean Runyan & Associates

- Tourism economic impact studies
- Dean Runyan
Founder
503.226.2973
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STR Report

- Hotel visitor data
- <https://www.strglobal.com/>



ACKNOWLEDGMENTS

Visioning Session Participants

Jackie Hammond-Williams, Oregon City Farmers Market
 Sam Drevo, eNRG Kayaking
 Kent Ziegler, Oregon City Business Alliance
 Dan Fowler, Abernathy Center, End of the Oregon Trail,
 OCBA, Hampton
 Phil Lewis, Oregon City Community Services
 Ryan Bredehoeft, Oregon City Finance
 Eric Underwood, Oregon City Economic Development
 Leigh Anne Hogue, Oregon City Economic Development
 Jonathan Stone, Downtown Oregon City Association
 Nancy Ide, Oregon City City Commission
 Gail Yazzolino, Clackamas Heritage Partners
 Rocky Smith, Heritage
 Claire Blaylock, Formerly Museum of the Oregon Territory
 Denyse McGriff, Heritage, Neighborhood Association
 Jodi Schmelzle, Best Western Plus Rivershore Hotel
 Amy Byers, Best Western Plus Rivershore Hotel
 Kevin Yell, Ainsworth House and Garden
 Darrell Hames, Tumwater Ballroom
 Dennis Anderson, Canemah Neighborhood Association
 William Gifford, Hillendale Neighborhood Association
 Karin Morey, Rivercrest Neighborhood Association
 Jim Austin, Mt. Hood Territory
 Bryce Morrow, Oregon City Brewing
 Jan Wallinder, Forest Edge Vineyard
 Burl Mostul, Villa Catalana Cellars

Denyse McGriff, Heritage, Neighborhood Association
 Dan Fowler, OCBA, Heritage, Hotel, Events
 Jim Austin, Mt Hood Territory
 Jan Wallinder, Forest Edge Vineyard
 Jerry Herman, Recreation/River
 Cameron McCredie, Chamber Representative
 Blane Meier, OCBA/First City Cycles

Marketing/Branding Team Members

Eric Underwood, Economic Development Manager, Oregon
 City
 Leigh Anne Hogue, Economic Development Coordinator,
 Oregon City
 Jonathan Stone, Executive Director, Downtown Oregon City
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 Sarah Vale Rapp, Events and Marketing Manager, Downtown
 Oregon City Association
 Denyse McGriff, Oregon City resident
 Jeannine Breshears, Marketing & Programs Manager, Clack-
 amas County Tourism & Cultural Affairs
 Matthew Landkamer, Principal, Coraggio Group
 Colin Stoetzel, Associate Principal, Coraggio Group

Planning Team Members

Eric Underwood, Economic Development Manager, Oregon
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 Leigh Anne Hogue, Economic Development Coordinator,
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 Christina Robertson-Gardiner, Oregon City Planning
 Phil Lewis, Oregon City Community Services
 Nancy Ide, City Commissioner
 Jonathan Stone, Executive Director, Downtown Oregon City
 Association
 Carrie Crook, Downtown Oregon City Association/Elevator
 Manager
 Claire Blaylock, Heritage
 Marge Harding, Heritage
 Rolla Harding, Heritage
 Thelma Haggemiller, Heritage
 Gail Yazzolino Clackamas, Heritage Partners

APPENDIX

ECONOMIC IMPACT REPORT

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OREGON CITY INSIGHT REPORT

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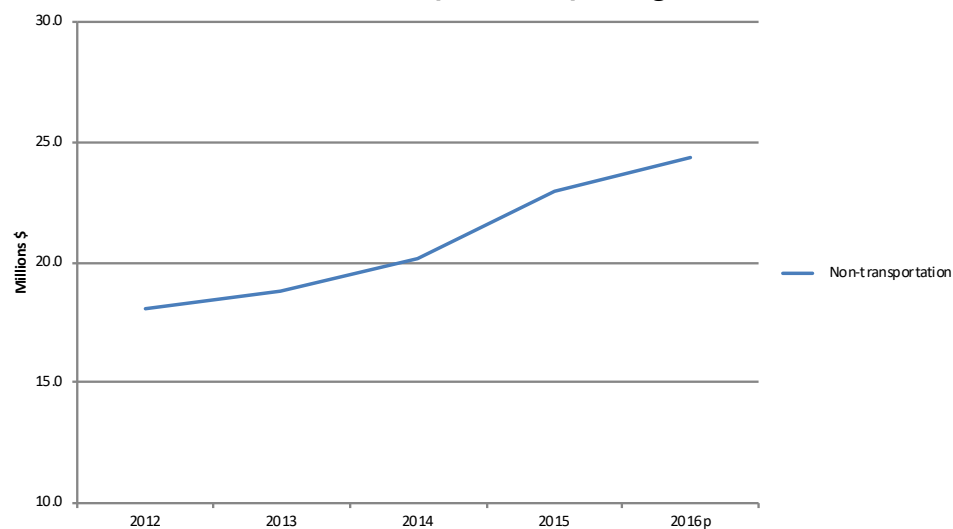
ECONOMIC IMPACT REPORT

Oregon City Direct Travel Impacts, 2012-2016p

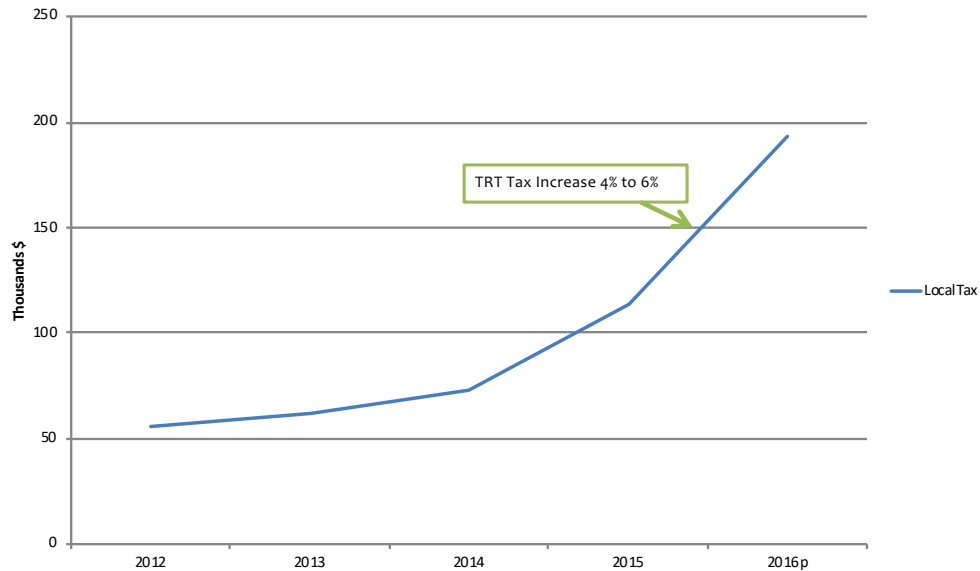
	2012	2013	2014	2015	2016p	Ave. Annual % Chg.	
						15-16p	12-16p
Spending (\$Millions)							
Total	28.9	29.7	31.1	33.1	34.7	4.8%	3.7%
Other	7.7	7.8	7.8	7.1	7.2	1.4%	-1.2%
Visitor	21.2	21.9	23.4	26.0	27.5	5.7%	5.3%
Non-transportation	18.1	18.8	20.2	22.9	24.4	6.3%	6.1%
Transportation	3.1	3.1	3.2	3.1	3.1	1.0%	-0.1%
Earnings (\$Millions)							
Earnings	6.7	7.1	7.7	8.9	9.6	7.8%	7.6%
Employment							
Employment	280	290	310	340	360	5.9%	5.2%
Tax Revenue (\$Millions)							
Total	0.97	1.01	1.06	1.19	1.34	12.5%	6.7%
Local	0.06	0.06	0.07	0.11	0.19	69.9%	28.2%
State	0.91	0.95	0.98	1.07	1.14	6.4%	4.7%



Non-transportation Spending



Travel Generated Local Tax



Oregon City
Travel Impacts, 2012-2016p

	2012	2013	2014	2015	2016p
Total Direct Travel Spending (\$Million)					
Destination Spending	21.2	21.9	23.4	26.0	27.5
Other Travel*	7.7	7.8	7.8	7.1	7.2
Total Direct Spending	28.9	29.7	31.1	33.1	34.7
Visitor Spending by Commodity Purchased (\$Million)					
Accommodations	1.5	1.6	1.9	3.0	3.4
Food Service	7.1	7.5	8.1	9.0	9.7
Food Stores	1.8	1.9	2.0	2.1	2.2
Local Tran. & Gas	3.1	3.1	3.2	3.1	3.1
Arts, Ent. & Rec.	2.4	2.5	2.6	2.8	3.0
Retail Sales	5.3	5.4	5.6	5.9	6.1
Destination Spending	21.2	21.9	23.4	26.0	27.5
Industry Earnings Generated by Travel Spending (\$Million)					
Accom. & Food Serv.	3.7	3.9	4.3	5.2	5.5
Arts, Ent. & Rec.	0.8	0.9	1.0	1.1	1.1
Retail**	0.8	0.9	0.9	1.0	1.1
Ground Tran.	0.3	0.3	0.3	0.4	0.4
Other Travel*	1.0	1.1	1.1	1.3	1.4
Total Direct Earnings	6.7	7.1	7.7	8.9	9.6
Industry Employment Generated by Travel Spending (Jobs)					
Accom. & Food Serv.	160	160	180	200	210
Arts, Ent. & Rec.	50	50	60	60	60
Retail**	30	30	30	30	40
Ground Tran.	10	10	10	10	10
Other Travel*	30	30	30	30	40
Total Direct Employment	280	290	310	340	360
Government Revenue Generated by Travel Spending (\$Million)					
Local Tax Receipts	0.06	0.06	0.07	0.11	0.19
State Tax Receipts	0.91	0.95	0.98	1.07	1.14
Total Local & State	0.97	1.01	1.06	1.19	1.34

Details may not add to totals due to rounding.

* Other Travel includes resident air travel and ground transportation impacts for travel to other Oregon visitor destinations, travel arrangement & reservation services, and convention & trade show organizers. ** Retail includes gasoline.

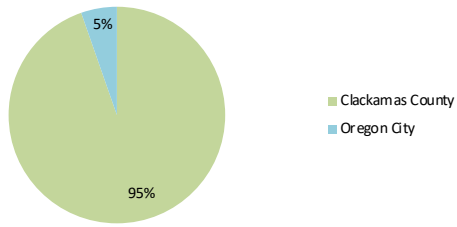
Clackamas County
Travel Impacts, 2008-2016p

	2008	2010	2012	2013	2014	2015	2016p
Total Direct Travel Spending (\$Million)							
Destination Spending	405.7	389.5	440.0	444.3	461.4	487.5	513.2
Other Travel*	63.5	74.1	89.3	89.0	89.2	78.6	84.1
Total Direct Spending	469.1	463.5	529.3	533.3	550.6	566.1	597.3
Visitor Spending by Commodity Purchased (\$Million)							
Accommodations	66.8	58.5	72.0	73.7	79.5	90.9	101.8
Food Service	118.0	120.1	133.8	137.3	144.3	155.6	166.0
Food Stores	32.4	31.2	34.5	35.1	36.8	39.0	39.3
Local Tran. & Gas	56.2	49.3	59.5	57.4	56.8	51.3	50.9
Arts, Ent. & Rec.	47.6	45.8	49.0	49.3	50.8	53.5	55.7
Retail Sales	84.7	84.6	91.2	91.5	93.2	97.2	99.4
Destination Spending	405.7	389.5	440.0	444.3	461.4	487.5	513.2
Industry Earnings Generated by Travel Spending (\$Million)							
Accom. & Food Serv.	77.0	72.5	82.4	84.0	89.0	98.0	103.7
Arts, Ent. & Rec.	16.5	15.0	16.0	17.6	18.7	19.9	21.3
Retail**	14.6	14.1	15.3	15.5	16.3	17.5	18.4
Ground Tran.	4.3	4.1	4.6	4.7	5.0	5.4	6.0
Other Travel*	7.1	11.2	12.3	12.8	13.7	14.3	17.7
Total Direct Earnings	119.5	116.9	130.6	134.6	142.7	154.9	167.1
Industry Employment Generated by Travel Spending (Jobs)							
Accom. & Food Serv.	3,460	3,150	3,430	3,450	3,560	3,760	3,880
Arts, Ent. & Rec.	1,120	1,020	1,010	1,070	1,100	1,150	1,210
Retail**	600	560	600	600	600	610	620
Ground Tran.	140	140	150	150	150	160	160
Other Travel*	250	350	350	370	390	390	400
Total Direct Employment	5,580	5,220	5,530	5,630	5,800	6,050	6,260
Government Revenue Generated by Travel Spending (\$Million)							
Local Tax Receipts	3.8	3.2	3.9	4.3	4.6	5.4	5.9
State Tax Receipts	12.3	12.7	15.1	15.4	15.8	16.7	18.2
Total Local & State	16.1	15.9	19.0	19.6	20.4	22.1	24.1

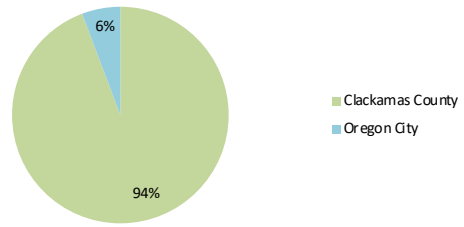
Details may not add to totals due to rounding.

* Other Travel includes resident air travel and ground transportation impacts for travel to other Oregon visitor destinations, travel arrangement & reservation services, and convention & trade show organizers. ** Retail includes gasoline.

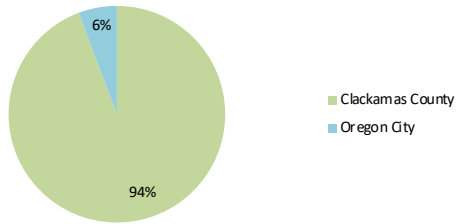
2016p Destination Spending



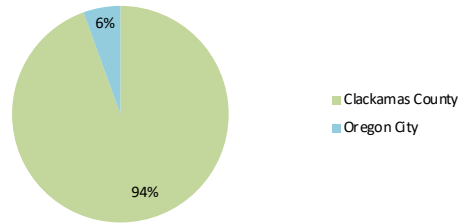
2016p Total Direct Earnings



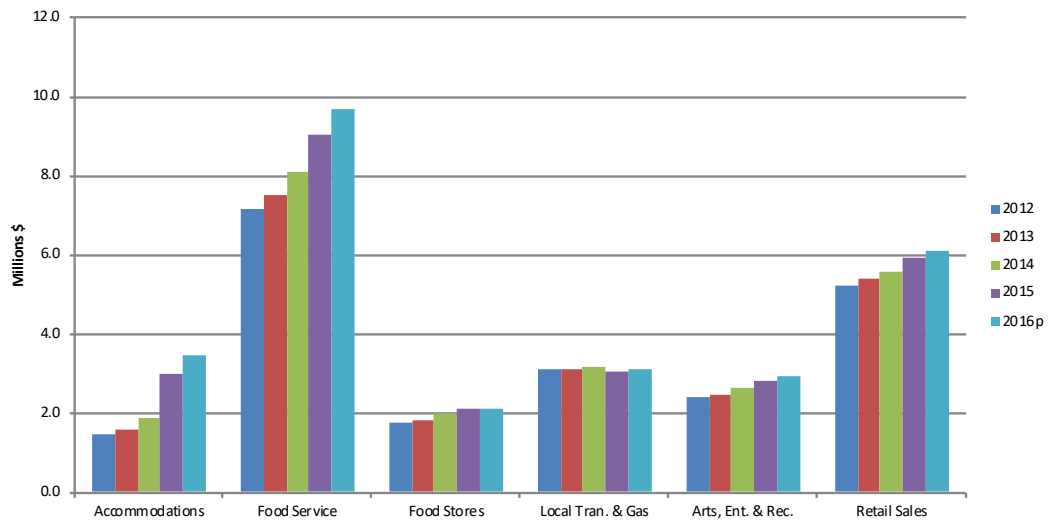
2016p Total Direct Employment



2016p Local & State Tax Revenue

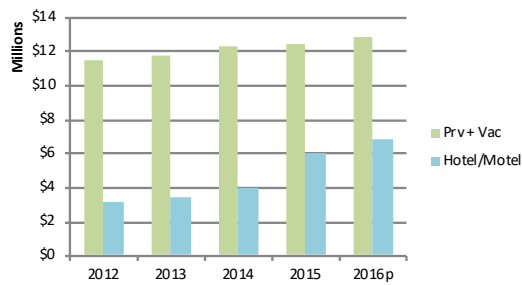
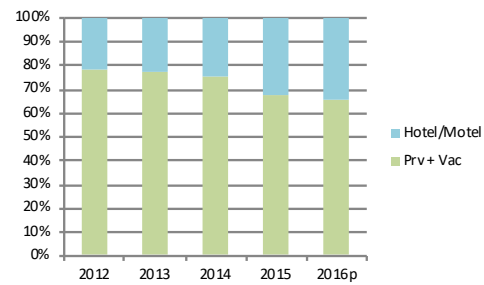


Visitor Spending by Commodity Purchased



Visitor Spending by Type of Traveler Accommodation (\$Million), 2012-2016p

	2012	2013	2014	2015	2016p
All Overnight	15.1	15.7	16.8	19.0	20.2
Hotel, Motel*	3.2	3.5	4.0	6.0	6.8
Private Home	11.5	11.8	12.3	12.5	12.9
Other Overnight	0.4	0.4	0.4	0.5	0.5
Campground	0.4	0.4	0.4	0.5	0.5
Vacation Home	0.0	0.0	0.0	0.0	0.0
Day	6.1	6.3	6.6	7.0	7.3
Spending at Destination	21.2	21.9	23.4	26.0	27.5

Visitor Spending by Accommodation**Visitor Spending by Accommodation****Overnight Visitor Volume, 2014-2016p**

	Person-Nights (000)			Party-Nights (000)		
	2014	2015	2016	2014	2015	2016
Hotel, Motel*	33	47	52	15	22	24
Private Home	462	469	475	199	204	209
Other Overnight	11	12	12	3	4	3
All Overnight	505	528	539	217	229	236

	Person-Trips (000)			Party-Trips (000)		
	2014	2015	2016	2014	2015	2016
Hotel, Motel*	17	25	27	8	11	12
Private Home	152	154	156	62	64	65
Other Overnight	3	4	4	1	1	1
All Overnight	173	183	187	71	76	78

Average Expenditures for Overnight Visitors, 2016p

	Travel Party		Person		Party Size	Length of Stay (nights)
	Day	Trip	Day	Trip		
Hotel, Motel*	\$283	\$561	\$132	\$250	2.1	2.0
Private Home	\$62	\$199	\$27	\$83	2.3	3.2
Other Overnight	\$144	\$465	\$42	\$135	3.4	3.2
All Overnight	\$85	\$259	\$38	\$108	2.3	3.0

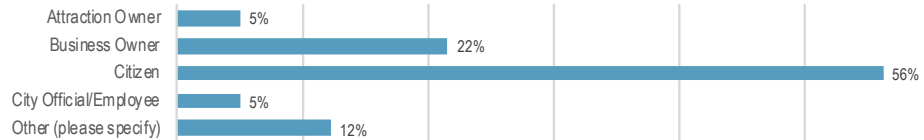


INSIGHT REPORT

Approach Methodology: Stakeholder Survey

Stakeholder Engagement

From July 20, 2017 to August 11, 2017, Coraggio Group surveyed a wide variety of Oregon City Tourism stakeholders, including attraction owners, business owners, citizens and city officials. Over this period **139** people responded to the survey.



Theme Development

Stakeholders were asked a number of questions intended to shed light on the following categories:

- Brand and Reputation
- Tourism Asset Identification
- Target Geographic Regions
- Target Itinerary Length
- Target Demographic
- Tourism Support Role
- Opportunities & Barriers

Themes were developed using a number of methods. Quantitative questions were analyzed using category percentages compared to the total response rate. Qualitative, open ended, questions were analyzed by assigning themes/categories influenced by response content and Coraggio's interpretation of those responses. Because one response could include numerous topics and themes, qualitative graphs were compiled using the total number of times the theme was mentioned. Themes displayed are only those that were comparably significant to the total number of themes per question.

Approach Methodology: Visioning Session

Stakeholder Engagement

On August 3rd, Coraggio group held a tourism visioning workshop with a select and representative population of Oregon City tourism stakeholders. This group was given exercises to help provide guidance to the strategic planning team. Exercises covered the following topics:

- Visitor Profile: Who is Oregon City's Visitor?
- Tourism Asset Criteria: What are the criteria necessary to be marketed as a Oregon City tourism asset?
- Propelling Questions: What are the opportunities and barriers confronting Oregon City in developing a vibrant tourism industry? And how can we address them?
- Long-Term Needs: What are the long-term needs of Oregon City to drive and sustain a tourism industry?
- Oregon City 2022: Looks Like, Sounds Like, Feels Like

Themes were developed using a qualitative method that summarized the common and overarching themes of each exercise. Where applicable, all responses have been included.

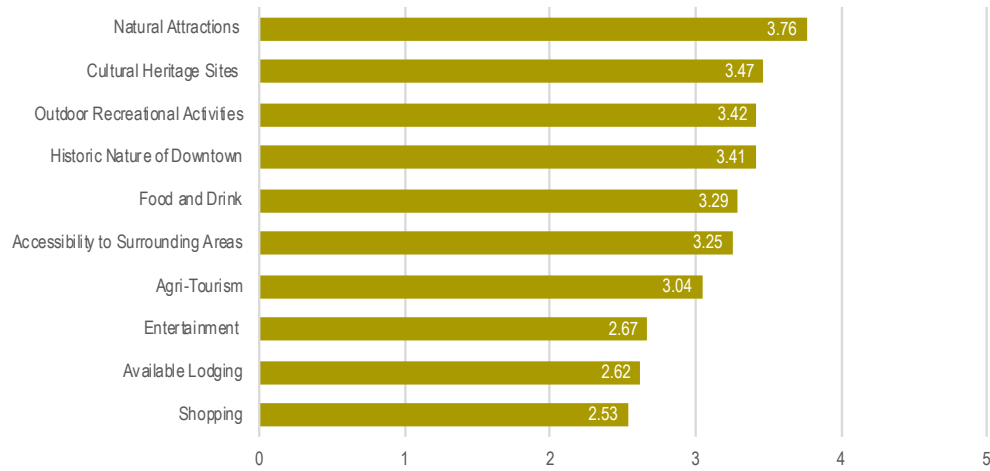
What are THREE words you would use to describe Oregon City's reputation as a tourism destination TODAY?



Today, Oregon City is an unknown, historic and quaint town with lots of tourism potential in the Oregon Trail and Willamette Falls. Tomorrow, Oregon City will be a vibrant, historic and unique destination with recreational opportunities grounded by Willamette Falls

Tourism Asset Inventory and Potential

Please rate the following tourism assets on their potential for creating a successful tourism industry in Oregon City:

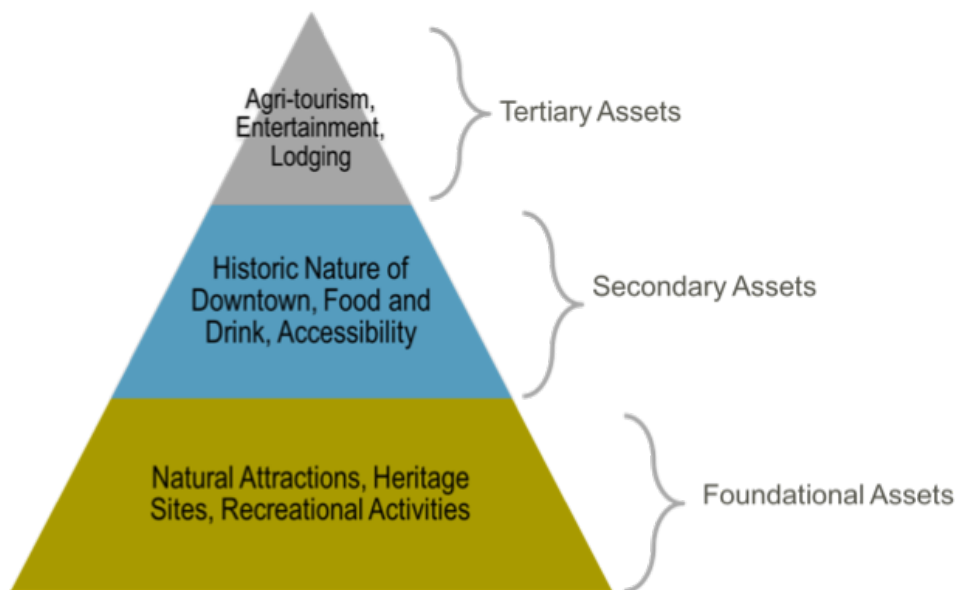


Stakeholders believe Oregon City's primary tourism assets are its natural attractions, cultural heritage sites, overall historic nature, and its access to recreational outdoor activities. These are followed by Oregon City's 2nd tier assets of food and drink offerings, accessibility to Portland and the surrounding areas, and agri-tourism.

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Tourism Asset Hierarchy

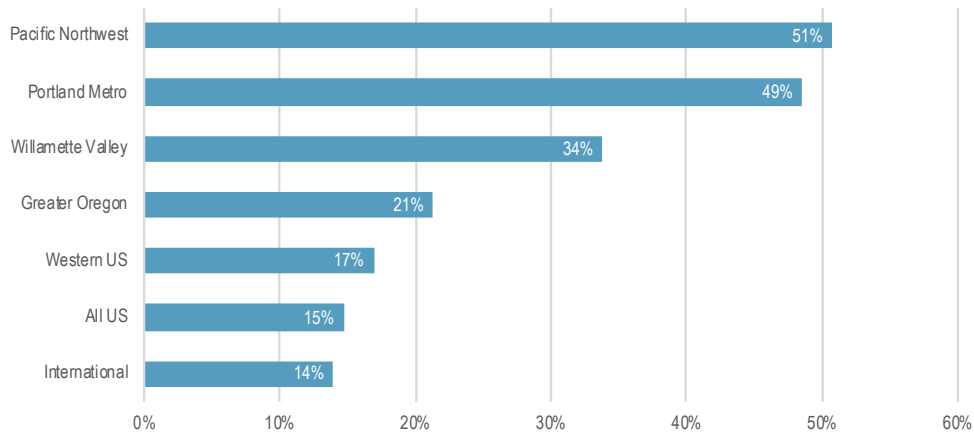


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Target Regions

From the options below, please select the TOP TWO REGIONS that you believe provide the best marketing opportunity to drive tourism to Oregon City.



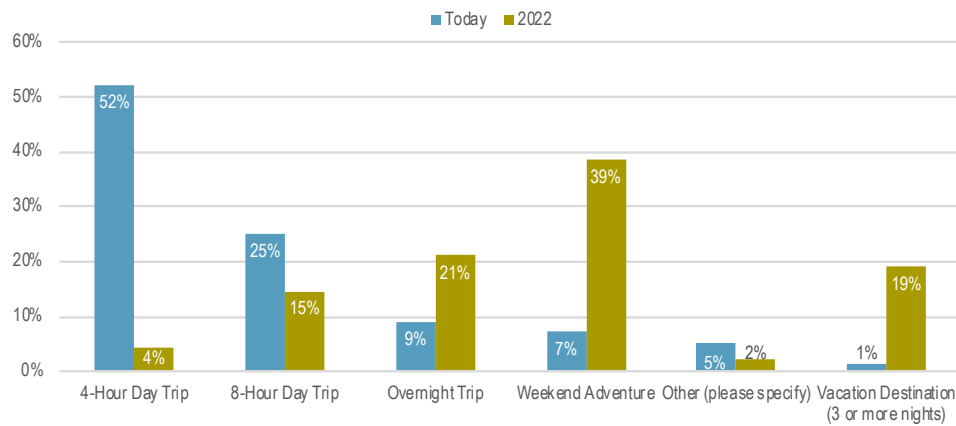
Stakeholders believe that the top two geographic regions that should serve as Oregon City's marketing target are the local Portland Metro area (49%) and the Pacific Northwest as a whole (51%).

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Itinerary Lengths

Please select the itinerary/trip length that you believe is the most realistic and ideal for Oregon City Tourism TODAY and in 2022.



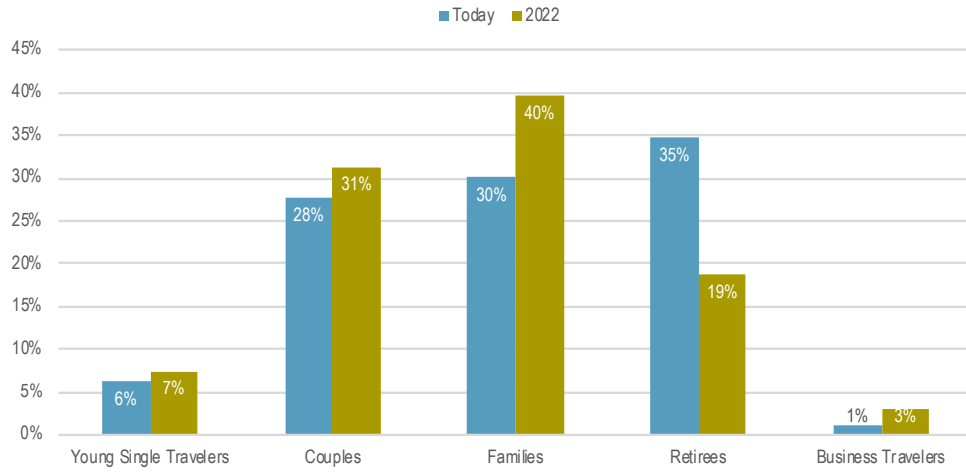
Today a typical Oregon City travel itinerary is believed to be a half-day trip, with some visitors extending their visit to a full eight hours. Stakeholders believe the Oregon City itinerary length will, or should, evolve into one that targets and serves overnight and weekend visitors.

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Visitor Demographic

Please select the tourist demographic that you believe would be most interested in tourism opportunities in Oregon City TODAY and in 2022



Today, Oregon City stakeholders believe their core visitor is spread across a wide demographic of retirees, families and couples. In 2022, stakeholders feel this core visitor demographic will narrow and will be a destination focused on couples and families.

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Visitor Profile



Young Families from various U.S. cities looking for history and recreation through interactive experiences



Retirees on the road looking for a blend of history, good food, and wine



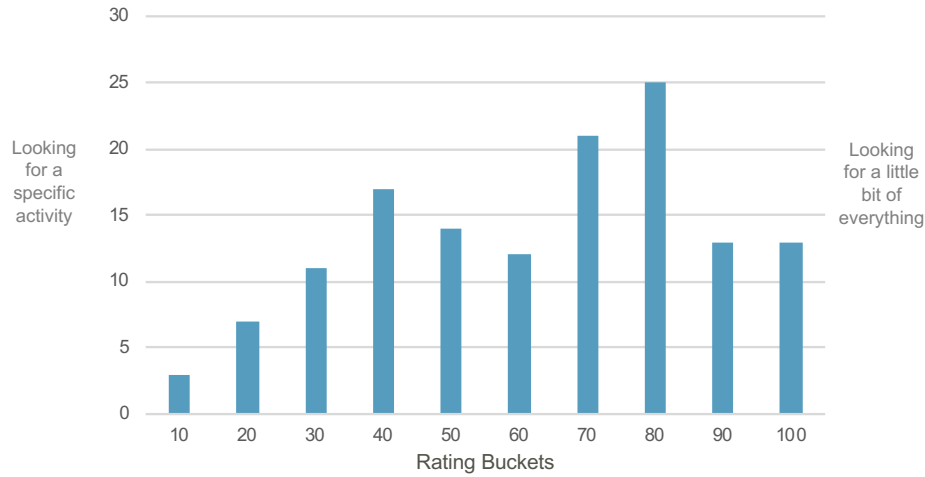
Millennial day-trippers looking for discovery and exploration in the Mt. Hood territory, accompanied by a downtown scene with good food.

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Tourism Asset Inventory and Potential

What mix of activity is a potential tourist to Oregon City interested in?



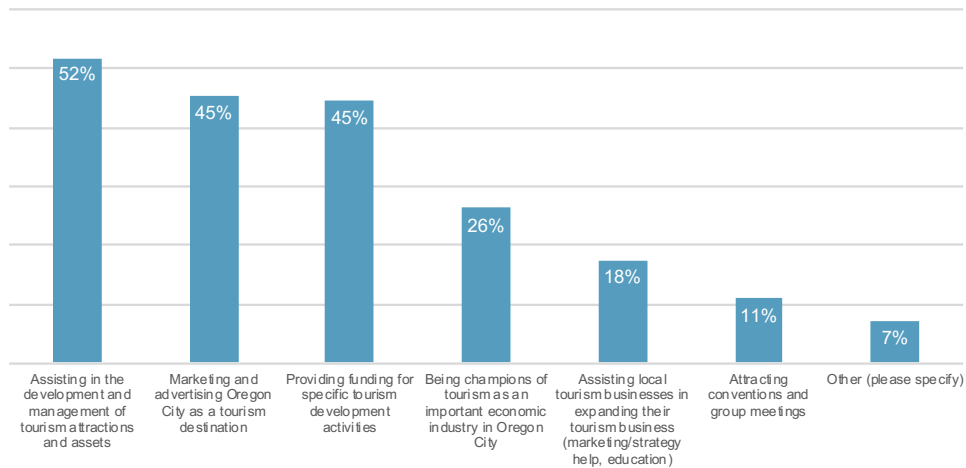
Stakeholders opinions vary on what the standard visitor of Oregon City is looking for when they visit. Some believe targeting visitors who are looking for a breadth of options is ideal, while others believe the Oregon City visitor is more focused on a specific activity or attraction.

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Tourism Services

Of the services listed below that could be funded through potential tourism tax revenues, which TWO do you believe would be most beneficial to Oregon City's tourism industry and its stakeholders?



Stakeholders believe that Oregon City's tourism industry would benefit from funds being directed towards the development and management of tourism attractions and assets, marketing Oregon City as a destination, and providing funding for specific tourism development activities (grants).

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Oregon City 2022: Looks Like, Sounds Like, Feels Like



Visitor and Brand Summary

- Oregon City is currently a 4-8 hr. tourism destination, with future potential for more overnight visitation
- Oregon City's ideal visitor lives within the greater Portland region or the Pacific Northwest
- The Oregon City visitor is heterogeneous and interested in history and culture
- Key tourism assets are Natural Attractions, Heritage Sites and Recreational Activities, specifically the Willamette Falls and End of the Trail.
- Stakeholders are looking for leadership to help develop, market and fund tourism development and activity in Oregon City

Strategic Planning Guidance

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Tourism Asset Criteria



Stakeholders believe that Oregon City tourism assets must be authentic, historic, accessible and ready to take on a diverse set of visitors while offering a unique American experience

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Opportunities and Barriers

What are the top three Barriers and Opportunities facing Oregon City's tourism industry?



The Willamette Falls and historic nature of Oregon City afford the tourism industry many opportunities for success. This success is reliant on addressing key barriers such as, a lack of parking and lodging, competition with Portland, and limited funding.

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Propelling Questions Facing Oregon City Tourism

How can we become the PNW destination point when there isn't enough to do 7 days a week and no direction on where to go and what to do?

- We can if...we work with current assets to increase open hours
- We can if...we create co-marketing materials available at End of Oregon Trail, Elevator, Lodging, and have a central web presence
- We can if...we leverage partners at the Mt. Hood Territory and Travel Oregon

How can we attract tourists who choose alternative modes of transit such as cascade line, m4x, boats, buses, etc., when everyone drives?

- We can if...we add bus parking and help develop coordinated itineraries and routes
- We can if...we promote with Amtrak and pursue bike shares, rental cars, and shuttles

How can we be tourism ready when we can't accommodate our local population?

- We can if...get buy-in to a vision
- We can if...we provide training and workshops
- We can if...encourage business-savvy competition and create more businesses

How can we become a major destination for history and agri-tourism in Oregon City, when we don't have coordination?

- We can if...buy-in to a vision
- We can if...get the word out through marketing
- We can if...create fees for tourism-related activities (boating, car rentals)

How can we interconnect our tourist assets when there is a lack of coordination?

- We can if...we have a leader and can create a culture of collaboration
- We can if...we create an inventory of assets and products
- We can if...we ensure our assets are sustainable

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Long Term Needs

What are the long-term needs Oregon City needs to address for a vibrant tourism industry?

Asset Development \$450

- You can't sell apples from an empty cart
- More luges, its all about the bass
- Not currently developed to full potential
- Have to have a desirable product to sell
- Large group infrastructure (bus parking, hotels) and river connections. All needed to create sustainable industry

Destination Marketing & Brand Awareness \$270

- We need to change the perception of Oregon City and the region
- If no one knows...
- Need unified messaging of a "one stop shop" and social media presence,
- Need funds to "wow" and create ongoing marketing
- An experienced based destination through coordination

Sustainable Tourism \$80

- Resiliency, economic value, and value to visitors
- We don't want to fall down, stop, and start again

Public Relations and Political Support \$70

- Plays well with others
- Need to increase breweries, food processing
- Stress green industry
- Recreate historic industry of woodworking, milling, etc.

Workforce Needs \$20

- Film, Outdoor, Creative/Cultural, Destination Retail

Strategic Planning Guidance Summary

- **Primary tourism assets must be historic, authentic and accessible**
- **History and the Willamette Falls are Oregon City's most attractive assets, but their success is hampered by a limited parking, lodging and business infrastructure, and competition with Portland**
- **How can Oregon City address capacity, coordination and transportation issues?**
- **Asset development and marketing are needed to drive tourism in the long term**

Additional Guidance

Point B

- Oregon City's heritage attractions have the potential to support a thriving year-round tourism industry with national appeal.
- Oregon City's tourism industry is underachieving
- Money is not the obstacle to Oregon City's tourism success, at least not in the near term.
- Oregon City's fragmented tourism industry, divided heritage leadership, and the general lack of coordination are an anchor
- There are enough tourism assets and tourism potential to eventually justify a DMO
- The time to evolve is now. There is community momentum, and it's time for Oregon City's tourism industry to organize and collaboratively plan for a lucrative future
- Everyone we spoke with wants Oregon City tourism to be successful.
- Oregon City's heritage assets are the foundation and "the hook" of Oregon City tourism, even without the Riverwalk Legacy Project.
- Outdoor recreation and agri-tourism are important tourism segments that merit Oregon City's cultivation and promotion
- While anecdotal, there seems to be a defeated and frustrated attitude when it comes to Oregon City tourism.
- Previous recommendations required too much change all at once and did not provide a manageable implementation plan to achieve the goals and objectives.

Additional Guidance

Assets Development & Infrastructure

- The city should reconsider building A waterpark as part of the Willamette falls redevelopment of the old mill property. They also need to address the issue of the increasing number of homeless people that are living on our streets and camping in our open areas
- 1. Burry the utilities downtown. The visual is greatly improved when power lines/poles are gone.
2. Demand/require ANY light rail extension into Oregon city come only with the capacity for express trains to downtown Portland. It is my opinion that MAX is now A liability and not an asset. It must have better security as well so that families feel safe. Fear spreads easier than good news and the only way to overcome the current image is time.
3. I need to improve my understanding of the scope of the legacy project. It is my hope that the project guidance represents A WIDE range of inputs and that A case of tunnel vision doesn't develop where things are done A certain way because things have always been done that way
- Better transit connections to Portland (MAX or BRT)
- Bring MAX to the waterfall
- Bring the max to Oregon city!!!! Visitors (and Portlanders) think it is too far to take the bus, but a light rail makes it doable
- Development of the blue heron mill
- Fixing/developing/showcasing the old blue heron paper mill
- Hoping the falls will be open and views accessible. Also, in the new area being created where the old mill sits, I hope there will be some fun businesses like brew pubs that will bring people in.
- Make sure new rediscover the falls development includes parking.
- Oregon city has tremendous potential! Go for it! Seek out investors and develop the river front!

Additional Guidance

Assets development & infrastructure

- Parking in downtown Oregon city. Traffic flow in downtown Oregon city. How can people come to visit and enjoy the city when parking is marginal?
- Perhaps developing the ross landfill.
- The Riverwalk falls overlook at the Hawley pump house should be opened to the public to let people experience the power of the falls up close, yet safely.
- There is huge potential to make Oregon city into a vibrant destination. There are wineries open year round that no one knows about - create an Oregon city wine tour? The Willamette falls is a huge opportunity, but will take huge development dollars to remove and restructure. Hopefully it happens sooner than later.
- Transportation connectivity to Portland metro is essential. It needs to be easy to get here and feel slower paced Americana when you arrive. If you are stressed about traffic or parking, it won't be worth it.
- We are all waiting eagerly for the waterfront/ river walk project to be approved and I believe this will be a huge asset to OC. Please include a parking structure with the plans, it's called planning for the future, parking is already extremely limited downtown.
- We need more parking for downtown
- Willamette falls is an ace in the hole
- Zip line from Oregon city to west limn over the falls
- Parking in downtown Oregon city. Traffic flow in downtown Oregon city. How can people come to visit and enjoy the city when parking is marginal?
- Perhaps developing the ross landfill.

The Willamette Falls is key to a successful tourism industry

Parking and accessibility needs to be addressed

The Old Mill Site is prime for development

Additional Guidance

Place Making

- A wide vision for a more upscale environment would be nice. Attracting better shopping, new seasons, whole foods, public art. It's depressing driving into town after shopping in Tualatin or L.O.
- Businesses need to stay open later (especially in the summer).
- Development of the mill area would really be beneficial. Can not be simply another target, Victoria secret, bath and body works retail. Needs to have a niche and more original. Boutique and non chain dining.
- Focus on everything Oregon city has to offer and not pigeon hole Oregon city into a heritage destination
- I love going downtown because we have great restaurants. But once dinner is over there are no real reasons to hang around. Shops are few and far between and seem to close early making for a very sleepy feel.
- I think the best tourism focuses on creating a great place, rather than new attractions or gimmicks (no Ferris wheels!). I also think the hilltop has almost no developable tourism assets because it feels like every other suburb in the area. Downtown and adjacent areas should be the focus.
- Making more opportunities for business and shops to thrive and draw tourists
- My husband and I recently purchased a home in Oregon city after being unable to buy in Portland. OC is a very desirable place, but I'd love to see more offerings for young adults who can afford OC over Portland.
- Need more stuff for people to do that is cheap but fun.
- OC can be the jewel of the Willamette. Focus on business development and supporting business activities (venues with music, restaurants, beer gardens, etc.). And focus on a few tourism-related things so that when someone says "hey where's the best place to do x?" The answer is always "Oregon city."
- Oregon city is pretty boring, so you would need to add night life besides bars and something for families. There are also homeless people everywhere so it doesn't feel safe. Need to have more shopping options such as a Costco and places for people to stay.
- Much better signage throughout the city.

Creating a unified sense of place is important

Creating more offerings is encouraged

Maintaining the current vibe of Oregon City is important to stakeholders

Additional Guidance

Coordination and Collaboration

- If you cannot get the entire tourist groups working together for the same goal you will fail. Everyone has value in what they say.
- Agritourist is fast becoming a major tourism driver, and that coupled with oc's incredible history and natural features should be enough to make it a destination. Youthful vision, creative, cool branding and good organization would help!
- Coordination of existing organizations; understanding of their priorities and perspectives.
- Creating a position on city staff to coordinate tourism efforts among tourism vendors, business owners, and county and state tourism agencies is a HUGE first step in the right direction. Also, formalizing the Oregon city tourism advisory council will be another positive step forward. OC has an enviable basket of tourism assets; now all we need is coordination and a plan. Finally, rather than focusing efforts on a new Oregon city DMO, why not just coordinate efforts with Mt. Hood territory and travel Oregon. MHT is spending huge amounts of money on Clackamas county tourism, and OC is a major beneficiary of MHT efforts. Why waste a lot of time and money duplicating mht's efforts?
- Downtown Oregon city is often promoted with the exclusion of the midtown and hilltop areas of the city. A more cohesive plan would benefit all businesses, regardless of area.
- Ensure widespread community meetings to obtain citizen comments and address concerns.
- I think its important that we not only promote our unique history in both Oregon and the west coast but allocate resources to help historic homes and other museums develop and be OPEN and READY for the public. You cant have tourism if there is nothing to see half of the week.
- In order to be a tourism destination the entire city needs to be on the same page and needs to be working towards the same goal. Collaboration, consistency, coordination, cooperation and cash (funding for more staff and potential DMO).
- It pleases me that there is a more focused and dedicated effort on the part of the city to promote tourism
- Local businesses & citizens that do not see themselves as directly in tourism industry must believe in the broad benefits to all businesses and citizens of a successful tourism economy
- OC has a lot of potential for tourism, but this survey is the first effort that has been made to promote, and the tone of the survey makes it obvious that any progress is at least five years away. We have great wineries that are open only on weekends, heritage attractions with no set schedule, and only one mediocre motel. Oregon city should be the jumping off point for tourism throughout Clackamas county, but the long term view that tourism is not a real industry has cost us that position.

Creating a coordinated and collaborative environment, inclusive of all Oregon City tourism stakeholders, is key for success and itinerary development

Increased community engagement around the tourism industry in Oregon City is important

Additional Guidance

Benchmark

- Think outside the box, look at bend and the pearl district for a suggestion.

Brand awareness

- A web site listing restaurant, recreational, historic & entertainment options
- Am amazed that so many people do not know the hidden gems in OC. Best trails, few homeless, sea lions, donkey sanctuary, trolley, etc..
- Having a POS system that everyone used would collect the kind of demographic data OC tourism could use to make smart marketing decisions as well as the business/cultural org that uses it.
- Many people who have lived in Portland all their lives have no idea about the rich history and great food and beer we have. Maybe we need to learn from places like the Selwood, or Mississippi areas of Portland, how to be hip and cool.
- Please SHARE the area and don't SELL it out
- The 1st social media picture that shows a pint glass full of craft beer with the falls in the background will go viral and will the hundreds of thousands more and ore. City will be reintroduced and be as prominent a trade make as it was 150 years ago

Breweries and food

- I think it would be important to looks at what other cities are doing to bring in couples and families. Bend has a vibrant craft beer scene and tons of outdoor opportunities, so do hood river and Astoria. We need to model ourselves on their successes, allowing family friendly breweries with food trucks from local chefs to cater affordable yet fun meals and experiences to people coming to explore our city.
- Look at bend as a great representation of how breweries and local food trucks can attract families and tourism. See crux brewing a an example.

Look to other local city success like Bend and Hood River as inspiration

Brand awareness and marketing are needed in the local area to put Oregon City on the map

There is an opportunity to develop food and beverage offerings to drive visitation

Additional Guidance

Destination Management

- Honestly, anything that keeps the small town feel. We're not interested in our town getting busy and touristy??, Or the max line coming in. Keep max in Gladstone or beyond and bring back the trolley when main st expands. Wasn't a big fan of this survey compared to ones past...
- Keep it tasteful. We don't need a tacky tourism industry here -- don't try to drive tourists here with shopping and garish attractions, and especially not chain restaurants or chain stores of any kind. Accentuate the natural beauty and small-town charm of the place. Don't turn it into a cheap tourist trap.
- Have tourism wealth (if it comes,) clearly benefit the whole community, because there will be a cost to locals with the influx of visitors that will diminish quality of life for us. After all, we didn't move here to be in a weekend Disney world production.
- Not really. I am not thrilled with the idea of turning this small city into a touristy destination that disrupts the people who make this town their home.
- Once and for all forgetting the idea of a shopping mall on the landfill site.

Heritage

- Heritage tourism is important to our identity in OC. However, it is a fallacy to think that historic tourism just needs a better marketing campaign to bring people. The heritage tourism market is quite small if not coupled with everything else as a designation. I think the heritage part is implied but we need to work to emphasize non heritage activities within an authentic (e.g. Heritage) experience brand
- It would be nice if both city and county officials would take time to visit our historical sites. How can you promote tourism if you have never visited. In the years I have been the ranger at the McLoughlin house, I could count on one hand how many have visited this site. I don't know about visitations to the other sites, but I bet it isn't too much different.
- Know our history- there is a great story to tell- tell IT
- The museums must be funded and promoted. OC is the end of the trail, but many people living in the Portland metro know nothing about this key historical fact. Oregon city could be the west's Plymouth rock or Williamsburg. The fact that it isn't already considered in this light, is both perplexing and disturbing.

Maintaining Oregon City's small town feel is on the minds of the community

This includes maintaining and leveraging Oregon City's historic feel

Additional Guidance

Recreational Activities

- Please bring back the idea of having white water rafting on the river.
- Look to the rivers.







CITY OF OREGON CITY

Staff Report

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

To: City Commission **Agenda Date:** 03/09/2021
From: Economic Development Manager James Graham

SUBJECT:

Oregon City Original Art Mural Code

STAFF RECOMMENDATION:

Provide staff feedback on prepared code revision and supporting documentation that would allow for the permitting of new Original Art Murals within Oregon City.

EXECUTIVE SUMMARY:

The Economic Development Department, in partnership with Community Development Department previously received direction for the City Commission to prepare a code revision for adoption that would allow for the permitting of new Original Art Murals within Oregon City. City staff have held multiple meetings with a variety of stakeholders to inform actions on this project. Staff have incorporated public feedback where appropriate in this process and have prepared a code revision for Commission review. In addition, staff will be seeking feedback from the Oregon City Planning Commission later this month.

BACKGROUND:

Original Art Murals are not currently permitted within Oregon City. While multiple murals currently exist, they are grandfathered in as a result of a previous processes. Original Art Murals are currently managed under the Oregon City Code as signage. After robust public involvement, the Economic Development Department believes there is a suitably pathway to allow for the permitting of this artistic medium.

In the September of 2020, the Oregon City's Commission directed staff to prepare a code revision for adoption that would allow for the permitting of new Original Art Murals within Oregon City. Staff have held multiple stakeholder meetings over the winter and engaged with the Oregon City Historic Review Board to collect feedback and modify code details to ensure that future public art does not detract for the historic qualities of local buildings.

In addition to draft code language, staff have developed program guidelines and supporting documentation which is designed to facilitate public participation in creation of public art. These are included in the meeting packet.

Next steps will be:

- Incorporate feedback from Oregon City Commission
- Present draft code to the and Oregon City Planning Commission
- Prepare final code for review and potential adoption by the City Commission

OPTIONS:

1. Provide staff with feedback.

Excerpt of Draft Mural Code

February, 2021 DRAFT – Not Adopted

15.28.020 Definitions.

"Compensation" means the exchange of something of value. It includes, without limitation, money, securities, real property interest, barter of goods or services, promise of future payment, or forbearance of debt. "Compensation" does not include goodwill, or an exchange of value, that a building owner (or leaseholder with a right to possession of the wall upon which the mural is to be placed) provides to an artist, muralist, or other entity, where the compensation is only for the creation and/or maintenance of the mural on behalf of the building owner or leaseholder, and where the building owner or leaseholder fully controls the content of the art mural.

"Public Art Mural" means an original, two-dimensional work of visual art, comprised of paint, ceramic or glass tiles, or tesserae, metal, executed by hand directly upon, or affixed directly to an exterior wall of a building, where the work of visual art has been approved by the Arts Commission and accepted by the City into its public art collection pursuant to this Chapter.

"Sign" means any sign, display message, emblem, figure, painting, drawing, placard, poster, billboard, carving or other thing that is designed, used or intended to convey a message or image and is used to inform or attract the attention of the public, and the term includes the sign structure, display surface and all other component parts of a sign; when dimensions of a sign are specified, the term includes panels and frames; and the term includes both sides of a sign of specified dimensions or display area.

15.28.090 Public art murals.

- A. Public Art Mural Program Intent and Purpose. The intent and purpose of this section is to encourage the production of public art murals for acquisition by the City. Public art murals are a medium of expression which serves the public interest in unique ways, including, but not limited to: enhancing the aesthetics of the City; providing avenues for original artistic expression in the City; providing public edification through access to original works of public art; encouraging community participation in the creation of original works of art; and reducing the incidence of graffiti and other crime.
- B. Criteria for Public Art Murals. All of the following criteria shall be met for public art murals:
 1. Public art murals shall remain in place, without alteration, for a period of not less than five (5) years, except as may be specified by a designated governing body or by the Arts Commission in the conditions of approval. Within 30 days of the end of the approval period, the public art mural shall be removed unless a new approval is granted. Alterations to an approved and/or installed mural shall receive approval by a designated governing body or the Arts Commission.
 2. No public art murals shall be allowed on single-family dwellings, duplexes, or multi-family dwellings. As used in this subsection, single-family dwellings, duplexes, or multi-family dwellings do not include mixed-use buildings which contain a single-family dwelling, duplex, or multi-family dwellings.
 3. Public art murals shall only be permitted within approved Municipal Zones.
 - i. Approved Municipal Zones include:
 1. Mixed Use Downtown
 2. Mixed Use Corridor 1
 3. Mixed Use Corridor 2
 4. Willamette Falls Downtown District
 - ii. Public art murals shall not be approved in any zones other than those designated in 15.28.090 (B)3i

4. The public art mural shall be painted, or if ceramic, glass tiles, tesserae, or metal, applied directly onto the surface of a building with a paint, ceramic, glass tiles, tesserae, or metal that ensures longevity, durability, and structural and surface stability. No part of the public art mural shall exceed the height of the structure to which it is tiled, painted, or affixed.
 5. No part of the public art mural shall be placed over the exterior surface of any opening of a building in a manner that prohibits use of the opening, including its windows, doors, and vents.
 6. No public art mural may contain electrical components, three dimensional structural elements; employ electrical lights as part of the image, moving structural elements, flashing or sequential lighting, interior lighting elements, any automated method that causes movement, or any method that causes periodic changes in the appearance, image or message of the public art mural.
 7. Public art murals shall be located in a manner that is accessible to the public.
 8. The mural proposal is not mechanically reproduced, or computer generated and printed on a base that will be attached to the wall, such as, by way of illustration but not limitation, images digitally printed on vinyl.
 9. The mural proposal shall include methods to weather impacts and a commitment to repair the mural surface as necessary for a minimum of five years.
 10. No compensation will be given or received for the display of public art murals or for the right to place the mural on another's property.
 11. The approval and acceptance of each public art mural shall be contingent upon the conveyance of a public art mural easement to the City from the owner of the building upon which the mural will be located, in a form approved by the City Attorney. The terms of the easement shall grant the right to create the public art mural on the wall of the building and provide that the person granting the easement will maintain and restore the public art mural in its original condition for the period of the easement, and state that upon termination of the easement, the mural shall be removed, and the building restored to its prior condition.
- C. Approval Process. Public art murals shall be approved by a designated governing body or the Arts Commission at a public hearing based on the criteria in the Oregon City Municipal Code.
- (a) In lieu of a standing Arts Commission approval authority will reside with the Oregon City Planning Commission as the designated governing body.
 - (b) Notice of the application and the consequential hearing is published and mailed to the applicant, recognized neighborhood association(s) and property owners within three hundred (300) feet of the proposed mural location. Notice must be issued at least twenty (20) days pre-hearing, and the staff report must be available at least seven (7) days pre-hearing. At the evidentiary hearing held before the Arts Commission, all issues must be raised and addressed. Failure to raise an issue at the hearing will preclude review on that issue.
- D. The decision of the Arts Commission is appealable to the City Commission on the record. Notice of the appeal must be received in writing by the Economic Development Department within fourteen (14) calendar days from the date the challenged decision is provided to those entitled to notice. Late filing of any appeal shall be deemed a jurisdictional defect and will result in the automatic rejection of any appeal so filed.
1. All of the following must be included as part of the notice of appeal:
 - a. The City file number and date the decision to be appealed was rendered;
 - b. The name, mailing address and daytime telephone number for each appellant;
 - c. A statement of how each appellant has an interest in the matter and standing to appeal;
 - d. A statement of the specific grounds for the appeal;

- e. The Appropriate Appeal Fee. Failure to include the appeal fee within the appeal period is deemed to be a jurisdictional defect and will result in the automatic rejection of any appeal so filed. If a City-recognized neighborhood association with standing to appeal has voted to request a fee waiver pursuant to Oregon City Municipal Code Section 17.50.290.C, no appeal fee shall be required for an appeal filed by that association. In lieu of the appeal fee, the neighborhood association shall provide a duly adopted resolution of the general membership or board approving the request for fee waiver.
2. Standing to Appeal. Only those persons or recognized neighborhood associations who have participated either orally or in writing have standing to appeal the decision of the Arts Commission. Grounds for appeal are limited to those issues raised in writing before the close of the public record. No new evidence shall be allowed.
 3. Notice of the Appeal Hearing. The Economic Development Department shall issue notice of the appeal hearing to all parties who participated in writing before the close of the public record at least twenty days pre-hearing, and the staff report must be available at least seven days pre-hearing. Notice of the appeal hearing shall contain the following information:
 - a. The file number and date of the decision being appealed;
 - b. The time, date and location of the public hearing;
 - c. The name of the applicant, owner and appellant (if different);
 - d. The street address or other easily understood location of the subject property;
 - e. A description of the permit requested and the applicant's mural proposal;
 - f. A brief summary of the decision being appealed and the grounds for appeal listed in the notice of appeal;
 - g. A statement that the appeal hearing is confined to the issues raised in the notice of appeal;
 - h. A general explanation of the requirements for participation and the City's hearing procedures.
 4. The City Commission decision on appeal is the City's final decision.
 No person shall commence creation of any public art mural without first obtaining approval from a designated governing body or the Arts Commission, and executing an easement pursuant to section 15.28.090.B.14. Murals that are created without approval from the Arts Commission that are not otherwise exempt pursuant to this chapter or are inconsistent with the conditions of approval from the Arts Commission shall not be deemed public art murals.

Excerpt of Draft Mural Code

February, 2015 DRAFT – Not Adopted

15.28.020 Definitions.

"Compensation" means the exchange of something of value. It includes, without limitation, money, securities, real property interest, barter of goods or services, promise of future payment, or forbearance of debt. "Compensation" does not include goodwill, or an exchange of value, that a building owner (or leaseholder with a right to possession of the wall upon which the mural is to be placed) provides to an artist, muralist, or other entity, where the compensation is only for the creation and/or maintenance of the mural on behalf of the building owner or leaseholder, and where the building owner or leaseholder fully controls the content of the art mural.

"Public Art Mural" means an original, two-dimensional work of visual art, comprised of paint, ceramic or glass tiles, or tesserae, metal, executed by hand directly upon, or affixed directly to an exterior wall of a building, where the work of visual art has been approved by the Arts Commission and accepted by the City into its public art collection pursuant to this Chapter.

"Sign" means any sign, display message, emblem, figure, painting, drawing, placard, poster, billboard, carving or other thing that is designed, used or intended to convey a message or image and is used to inform or attract the attention of the public, and the term includes the sign structure, display surface and all other component parts of a sign; when dimensions of a sign are specified, the term includes panels and frames; and the term includes both sides of a sign of specified dimensions or display area.

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- B. Criteria for Public Art Murals. All of the following criteria shall be met for public art murals:
 1. Public art murals shall remain in place, without alteration, for a period of not less than five (5) years, except as may be specified by the Arts Commission in the conditions of approval. Within 30 days of the end of the approval period, the public art mural shall be removed unless a new approval is granted. Alterations to an approved mural shall receive approval by the Arts Commission.
 2. No public art murals shall be allowed on single-family dwellings, duplexes, or multi-family dwellings. As used in this subsection, single-family dwellings, duplexes, or multi-family dwellings do not include mixed-use buildings which contain a single-family dwelling, duplex, or multi-family dwellings.
 3. The public art mural shall be painted, or if ceramic, glass tiles, tesserae, or metal, applied directly onto the surface of a building with a paint, ceramic, glass tiles, tesserae, or metal that ensures longevity, durability, and structural and surface stability. No part of the public art mural shall exceed the height of the structure to which it is tiled, painted, or affixed.
 4. No part of the public art mural shall be placed over the exterior surface of any opening of a building, including its windows, doors, and vents.
 5. No public art mural may contain electrical components, three dimensional structural elements; employ electrical lights as part of the image, moving structural elements, flashing or sequential

lighting, interior lighting elements, any automated method that causes movement, or any method that causes periodic changes in the appearance, image or message of the public art mural.

6. Public art murals shall be located in a manner that is accessible to the public.
 7. The artist shall have a strong concept.
 8. The proposal is not mechanically reproduced or computer generated and printed on a base that will be attached to the wall, such as, by way of illustration but not limitation, images digitally printed on vinyl.
 9. The proposed design is feasible in regards to budget, timeline and experience.
 10. The mural proposal shall include methods to resist vandalism and weather impacts and commitment to repair the mural surface as necessary for a minimum of five years.
 11. The scale is appropriate to the structure and surrounding neighborhoods.
 12. No compensation will be given or received for the display of public art murals or for the right to place the mural on another's property.
 13. The approval and acceptance of each public art mural shall be contingent upon the conveyance of a public art mural easement to the City from the owner of the building upon which the mural will be located, in a form approved by the City Attorney. The terms of the easement shall grant the right to create the public art mural on the wall of the building and provide that the person granting the easement will maintain and restore the public art mural in its original condition for the period of the easement, and state that upon termination of the easement, the mural shall be removed and the building restored to its prior condition.
- C. Approval Process. Public art murals shall be approved by the Arts Commission at a public hearing based on the criteria in the Oregon City Municipal Code.
- Notice of the application and the Arts Commission hearing is published and mailed to the applicant, recognized neighborhood association(s) and property owners within three hundred (300) feet of the proposed mural location. Notice must be issued at least twenty (20) days pre-hearing, and the staff report must be available at least seven (7) days pre-hearing. At the evidentiary hearing held before the Arts Commission, all issues must be raised and addressed. Failure to raise an issue at the hearing will preclude review on that issue.
- D. The decision of the Arts Commission is appealable to the City Commission on the record. Notice of the appeal must be received in writing by the planning division within fourteen (14) calendar days from the date the challenged decision is provided to those entitled to notice. Late filing of any appeal shall be deemed a jurisdictional defect and will result in the automatic rejection of any appeal so filed.
1. All of the following must be included as part of the notice of appeal:
 - a. The City file number and date the decision to be appealed was rendered;
 - b. The name, mailing address and daytime telephone number for each appellant;
 - c. A statement of how each appellant has an interest in the matter and standing to appeal;
 - d. A statement of the specific grounds for the appeal;
 - e. The appropriate appeal fee. Failure to include the appeal fee within the appeal period is deemed to be a jurisdictional defect and will result in the automatic rejection of any appeal so filed. If a City-recognized neighborhood association with standing to appeal has voted to request a fee waiver pursuant to Oregon City Municipal Code Section 17.50.290.C, no appeal fee shall be required for an appeal filed by that association. In lieu of the appeal fee, the neighborhood association shall provide a duly adopted resolution of the general membership or board approving the request for fee waiver.
 2. Standing to Appeal. Only those persons or recognized neighborhood associations who have participated either orally or in writing have standing to appeal the decision of the Arts

Commission. Grounds for appeal are limited to those issues raised either orally or in writing before the close of the public record. No new evidence shall be allowed.

3. Notice of the Appeal Hearing. The planning division shall issue notice of the appeal hearing to all parties who participated either orally or in writing before the close of the public record at least twenty days pre-hearing, and the staff report must be available at least seven days pre-hearing. Notice of the appeal hearing shall contain the following information:
 - a. The file number and date of the decision being appealed;
 - b. The time, date and location of the public hearing;
 - c. The name of the applicant, owner and appellant (if different);
 - d. The street address or other easily understood location of the subject property;
 - e. A description of the permit requested and the applicant's mural proposal;
 - f. A brief summary of the decision being appealed and the grounds for appeal listed in the notice of appeal;
 - g. A statement that the appeal hearing is confined to the issues raised in the notice of appeal;
 - h. A general explanation of the requirements for participation and the City's hearing procedures.
4. The City Commission decision on appeal is the City's final decision.
- E. No person shall commence creation of any public art mural without first obtaining approval from the Arts Commission, and executing an easement pursuant to section 15.28.090.B.14. Murals that are created without approval from the Arts Commission that are not otherwise exempt pursuant to this chapter or are inconsistent with the conditions of approval from the Arts Commission shall not be deemed public art murals.

Overview

Public art is a powerful tool for creating a sense of place and meeting the City of Oregon City's goals. Memorable public places strengthen our community. Such places attract us to various areas of the community, enliven our neighborhoods, enhance our experiences in parks, inform us about the history and peoples of our place, and celebrate our ethnic and cultural diversity.

As recognized by Oregon City's Tourism Strategic Plan, murals can be an integral part of any public art program. Murals increase community identity, beautify the city, serve as a tourist attraction and can provide an avenue for involving youth and others in artistic expression. Murals can also provide a reduction in the incidence of graffiti and other crime. To better serve these purposes, the City of Oregon City has created the Oregon City Public Art Mural Program.

The City of Oregon City Mural Program is administered by the Tourism Development Program of the Economic Development Department. Applications for new outdoor public art murals are reviewed by staff, with final approval issued by a designated governing body or the Oregon City Arts Commission, an advisory council that promotes arts and culture throughout the city.

Murals approved through this program are exempt from the City sign code.

Eligibility

Any individual or organization wishing to create an outdoor mural in the City of Oregon City must submit their application for review by the Tourism Development Program of the Economic Development Department, regardless of the funding source. Applicants may be:

- An individual artist or group of artists
- A business or building owner
- A not-for-profit organization, such as a neighborhood association, educational or community organization. Federal tax-exempt status 501(c)(3) is not required.

Mural Requirements

Every applicant must demonstrate that they will:

- Create a mural that is visually accessible to the public.
- Use materials that ensure mural longevity and durability.
- If they are not the owner of the building, have the legal permission of the property owner in writing to create the proposed mural.
- Paint on a surface and structure that is stable and specifically prepared for the application of paint.
- Meet standards of Oregon City Historic Overlay, if applicable.

- Have a written plan for painting the mural that ensures the safety of painters and the public, and that does not impede public access. In the event that the safety plan submitted is not being adhered to, and the City has identified a safety risk to either the artist and/or the public, the City has the right to stop work until such time that safety issues or concerns are addressed by the artist.
- Use an approved graffiti/UV coating on the finished mural that provides resistance to vandalism and weather.
- Comply with any relevant provisions of City of Oregon City Municipal Code Sections XX (Business Licenses), XX (Public Safety), XX (Vehicles and Parking) and XX (Murals) [INSERT CODE LINK]

Approval Criteria

Murals in the City of Oregon City will be approved based on the following criteria:

- a fully completed application has been submitted to the Tourism Development Program of the Economic Development Department;
- mural is located within an approved Municipal Zoning District;
- mural is located in a place that is viewable by the public, and applicant must certify in writing that the property owner received no compensation for the display;
- medium is approved within the existing Oregon City Code [EMBED CODE LINK];
- original work of the artist, with no violation of copyrights;
- use of high-quality materials that will last a minimum of five years, and are resistant to weather and ultraviolet deterioration; and
- shows community support, with letters from the building owner, and building tenants and/or neighbors.

Mural Process

- Applicant meets with staff of the Tourism Development Program for an initial review of the proposed location, imagery, artist's qualifications, funding sources and building owner's approval.
- Applicant submits a fully completed Mural Program Application.
- The Tourism Development Program staff will communicate with the applicant on code noncompliance issues or other issues that may impact either approval or denial of the proposal.
- Tourism Development Program staff will confirm in writing that there are no outstanding issues with regard to the City's Mural Art Code.

- Applications altered after initial review without staff approval and prior to public hearing will not be advance to public hearing.
- Staff and the applicant will present the proposal to the governing designated body or the Oregon City Arts Commission at a regularly scheduled meeting. If the proposal is approved, staff sends the applicant an official “Letter of Approval” and a Notice to Proceed.
- Revisions or Appeal. In the case that a mural is not approved, Tourism Development Program staff will communicate to the applicant in writing the reasons for the decision of the designated governing body or Arts Commission. The applicant may address the concerns of the designated governing body or Arts Commission by submitting a revised proposal or appeal the decision to the City Commission.
- Applicant provides a copy of a signed Art Easement agreement in which the building owner commits to keep the mural unchanged and in good condition for a minimum of 5 years.
- Artist begins painting mural.
- Artist applies anti-graffiti coating to mural.
- Applicant installs the mural (if it is not painted directly on the wall.)
- Applicant contacts the Tourism Development Program staff when mural is completed in accordance with the approved project timeline or on a mutually agreed upon modification of the timeline.
- Applicant provides digital images of completed mural for the City’s public records.
- The City of Oregon City does not take responsibility for maintenance and preservation of murals in the city, unless placed on City-owned property.
- A mural placed on a private structure becomes the responsibility of the building/property owner.
- The property owner or the party so designated, is responsible for periodically monitoring the condition of the mural and facilitating its care and maintenance, assuming any costs associated with its maintenance, repair and/or removal. Murals not maintained properly may be subject to Code Compliance penalties and removal.
- If a mural needs to be repaired, the staff of the Oregon City Tourism Development Program will contact the artist to make the repairs.
- Alterations or removal of the mural must be approved by the staff of the Tourism Development Program.
- Alterations to or removal of, the mural within the first five years of the date of completion are permitted under the following circumstances:
 - The building on which mural is located is sold; or
 - The building or property is substantially remodeled or altered in way that precludes continuance of mural.

- At the conclusion of the 5-year Easement Agreement, Applicant and the Tourism Development Program staff will review the condition of the mural and file an extended Easement Agreement or make plans to remove the mural.

For Questions, contact:

Matthew Weintraub, Tourism Development Program
mweintraub@orcitey.org

Have an idea for a mural in Oregon City?

Here's how it works.



Item 6.

CONTACT

Contact the Public Art Mural Program Staff to discuss:

- Location - is it visually accessible to the public?
- Imagery - is it compatible with the setting?
- Materials - Are you using durable paints?
- Artists' qualifications
- Funding sources
- Building owner's approval

SUBMIT

Submit a complete Mural Application to the City's Public Art Mural Program, which includes:

- Scaled color image
- Photos of the location
- Written description, including materials to be used
- Who will participate & how
- Evidence of community support
- Project timeline
- Plan for safety
- Easement from the building owner to maintain the mural for five years
- Signed Visual Artist Rights Act waivers
- Budget

The Oregon City Arts Commission will review and either approve or deny the application. Allow 6 weeks for review.

FUND

Secure the funding needed to complete your mural.

The Public Art Mural application is separate from an application for funding.

CREATE

Paint your mural:

- City of Oregon City issues a Notice to Proceed
- Secure any permits, if needed. (For example, will you be blocking the sidewalk or the street?)
- Paint the mural
- Apply anti-graffiti coating
- Notify the Public Art Program that your mural is finished
- Artwork is loaned to the City's Public Art Collection

Celebrate!

For questions along the way contact:

Matthew Weintraub

Tourism Program Specialist
mweintraub@orc.org

Download a complete application packet at:
replacethisurl.com/placeholder

As a result of the Oregon City Tourism Stakeholder Table process, Oregon City identified public art murals as an arena where investment in public-private partnerships would be able to provide improved opportunities for visitor experiences within Oregon City. Further these displays of public art could be used to attract additional investment and create greater sense of place.

Current Oregon City Municipal Code does not allow for the painting of new Original Art Public Murals (further referenced as “Murals”) within Oregon City. After robust stakeholder engagement, the Oregon City Commission directed staff to prepare a new piece of Municipal Code for adoption that would allow Murals to be painted within Oregon City. The Oregon City Economic Development Department and Oregon City Community Development Department partnered on this initiative.

The Oregon City Community Development Department previously prepared a draft Mural code for adoption in 2015, though at that time there was not Commission support for such adoption. Using the 2015 draft code as a starting point, City of Oregon City staff held several listening sessions with interested parties to gather feedback and input on what elements should be changed, removed, or added so that the code enabled a workable Mural program. Participating parties included those who helped to develop the 2015 draft code, members of the local arts community, business interests and property owners.

Concerns from stakeholders and staff could be summarized into the following areas:

- that the code did not impinge on Oregon’s First Amendment protections;
- that the code was accompanied by a user-friendly “how to” guide”;
- that the code clearly differentiated between Murals and signs;
- that the code ensured continued preservation of historic buildings within Oregon City; and
- that the permitting process was clear and attainable.

This input resulted in the following changes between the 2015 draft code and the 2021 draft code:

- Section B3 was added to reflect current zoning codes
- Section B4 was updated to clarify intent
- The following guidelines were removed subjectivity and relation to free speech impingements
 - B7: The artist shall have a strong concept.
 - B9: The proposed design is feasible in regards to budget, timeline and experience
 - B11: The scale is appropriate to the structure and surrounding neighborhoods.
- Section B9 was edited to remove “resist vandalism” due to the subjective nature of the phrase
- Section C1 was updated to reflect role of the Planning Commission

Public Art Murals

Permit Name: Original Public Art Mural Permit

Amount: \$125

Background: Public art murals are proposed to be allowed on nonresidential property with approval by an Arts Commission.

When Utilized: Submission of a Public Art Mural application to the Economic Development Department Division.

Example: A property owner would like to paint a public mural on the side of their building.

Rationale for Cost of Fee: City staff suggests the fee for a public art mural application be \$75 to match other regional permit fees for public art. Applicants will also be using considerable other resources (personal, financial) to install a mural should the permit be granted. The process of applying for a public art mural requires approval of the Oregon City Arts Commission (or a designee such as the Planning Commission)

Where Permit Obtained: The permit would be obtained with the Economic Development Department (or in conjunction with the Planning Division should the Planning Commission be involved with the permit approval process).

Appeal Fee for Public Art Murals

Amount: \$3,426 plus Actual City Attorney Fees if the Appeal is Denied (adjusted annually for inflation)

Background: Public art murals are proposed to be allowed on nonresidential property with approval by an Arts Commission. An appeal process allows the decision of the Oregon City Arts Commission to be appealed to the City Commission.

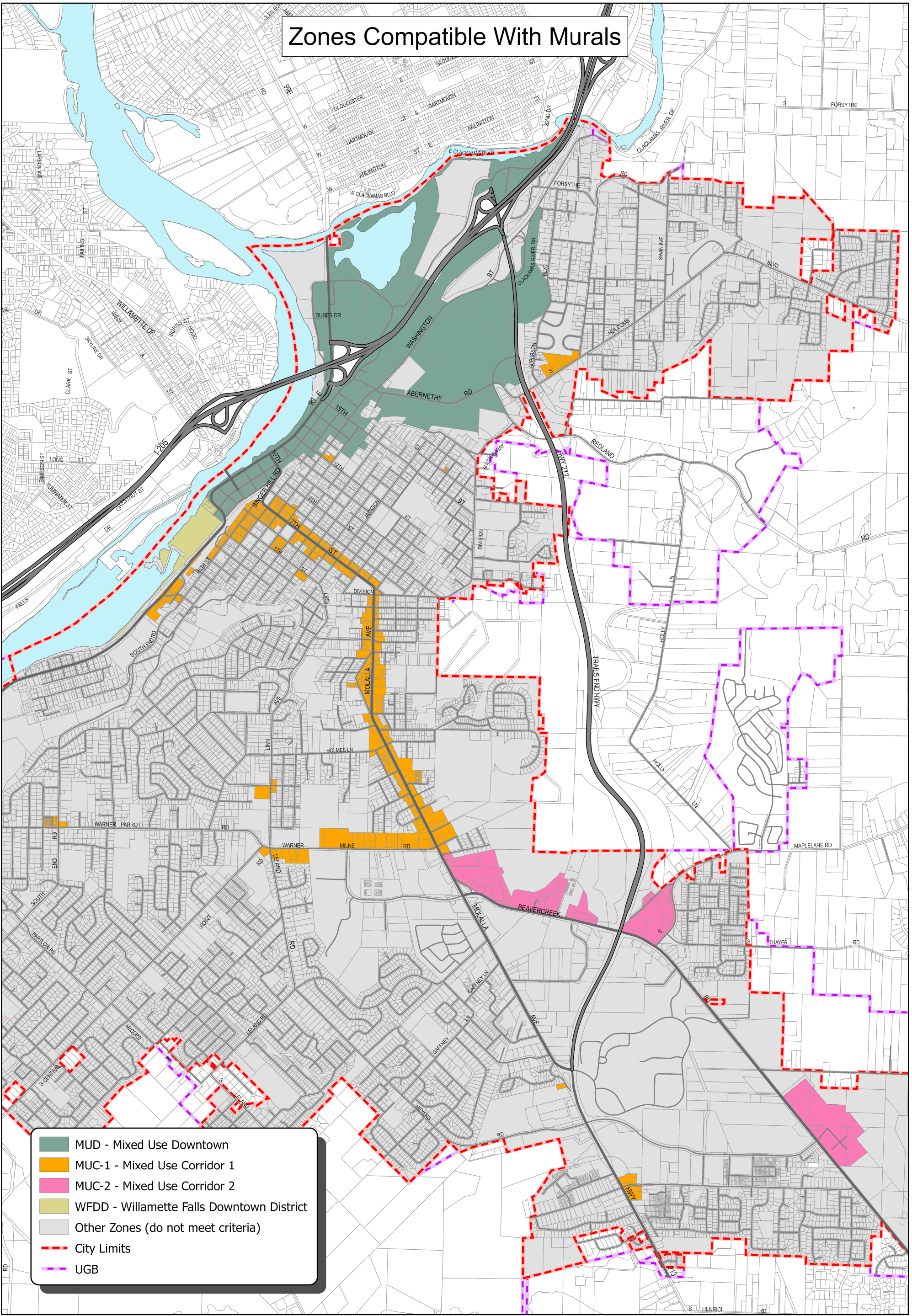
When Utilized: Submission of an application to appeal the decision of the Oregon City Arts Commission (or designee).

Example: An applicant would like to appeal the decision of the Oregon City Arts Commission to the City Commission.

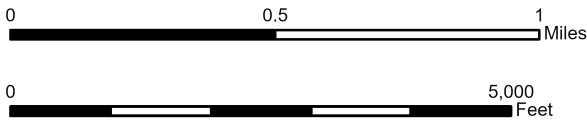
Rationale for Cost of Fee: City staff suggests the fee for an appeal of a public art mural application be \$3,426 plus actual City Attorney fees (if the appeal is denied) to match the cost of an appeal of a sign variance. The process of locally appealing a sign variance is the same as that of appealing a public mural decision (public notification, staff recommendation and a public hearing) and thus it reasons that the fee is the same. The fee would be adjusted annually for inflation on January 1st based upon the CPI-W for Portland, Oregon.

Where Permit Obtained: The permit would be obtained with the Economic Development Department (or in conjunction with the Planning Division should the Planning Commission be involved with the permit approval process).

Zones Compatible With Murals



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Plot name: Murals - Zoning - 11x17P - 20201229.pdf
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