



## CITY OF OREGON CITY CITY COMMISSION WORK SESSION AGENDA

Hanlon Commission Chambers, Libke Public Safety Facility, 1234 Linn Ave, Oregon City  
Tuesday, March 10, 2026 at 6:00 PM

Typically there are no public comments at work sessions, but written comments are accepted by:

- Email [recorderteam@orcity.org](mailto:recorderteam@orcity.org) (deadline to submit written testimony via email is 3:00 PM on the day of the meeting)
- Mail to City of Oregon City, Attn: City Recorder, P.O. Box 3040, Oregon City, OR 97045
- You may also attend this meeting by watching the livestream on the City's YouTube Channel:

<https://www.youtube.com/user/CityofOregonCity>

### 1. CONVENE MEETING AND ROLL CALL

### 2. GENERAL BUSINESS

- a. City Sponsored Public Event Grants & Permitting – Process Overview and Discussion
- b. Thimble Creek Update and Next Steps
- c. City Seal Update Review

### 3. FUTURE AGENDA ITEMS

- a. Future Work Session Agenda Items

### 4. CITY MANAGER'S REPORT

- a. Update on City Projects

#### COMMITTEE REPORTS

##### a. Commissioner Wilson

- Citizen Involvement Committee Liaison
- Homeless Solutions Coalition

##### b. Commissioner Smith

- Clackamas Heritage Partners
- Destination Management Marketing Organization
- South Fork Water Board

##### c. Commissioner Marl

- Citizen Involvement Committee Liaison
- Clackamas County Coordinating Committee (C4)
- Clackamas County Coordinating Committee (C4) – Metro Subcommittee (alternate)
- Metro Policy Advisory Committee (MPAC) (alternate)
- Youth Advisory Commission

##### d. Commissioner Mitchell

- Clackamas County Coordinating Committee (C4) (alternate)
- Clackamas County Coordinating Committee (C4) – Metro Subcommittee
- Downtown Oregon City Association Board (alternate)
- South Fork Water Board

##### e. Mayor McGriff

- Clackamas Heritage Partners (alternate)
- Clackamas Water Environment Services Policy Committee
- Destination Management Marketing Organization (alternate)
- Downtown Oregon City Association Board
- Metro Policy Advisory Committee (MPAC)
- South Fork Water Board

- Willamette Falls and Landings Heritage Area
- Willamette Falls Locks Authority

## **6. ADJOURNMENT**

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### **ADA NOTICE**

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

**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](#) 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 WFMC at 503-650-0275 for a programming schedule.



## CITY OF OREGON CITY

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

### Staff Report

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**To:** City Commission **Agenda Date:** March 10, 2026  
**From:** James Graham, Economic Development Manager

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#### **SUBJECT:**

City Sponsored Public Event Grants & Permitting – Process Overview and Discussion

#### **STAFF RECOMMENDATION:**

Staff recommend that the City Commission receive this report and presentation and provide feedback and policy direction regarding the City Sponsored Public Event Grant Program, street closures, park usage, and film permitting.

#### **EXECUTIVE SUMMARY:**

Staff recognize that the originally scheduled discussion was intended to focus on the City Sponsored Public Event Grant Program and potential improvements to the application process. However, due to related operational considerations and recent events, the topic has broadened to include:

- City Sponsored Public Event Grant Program
- Park Rentals
- Special Event Right-of-Way Permits
- Road Closure Permits Closures
- Film Permits

Public events in Oregon City frequently utilize City-owned assets, including parks, streets, sidewalks, and rights-of-way. Administration of these events involves coordination among multiple departments to ensure public safety, appropriate facility use, fiscal accountability, and alignment with community goals.

This report provides an overview of the current structure and identifies opportunities for refinement, sequencing improvements, and potential policy discussion areas.

#### **BACKGROUND:**

##### **Current Structure**

Public event administration is a coordinated effort involving primarily four departments. In some cases, the City Commission is involved in approving funding for events.

- Parks & Recreation – Manages Park Rentals and facility reservations
- Public Works – Issues Special Event Right-of-Way permits and Road Closure Permits

- Economic Development – Administers the City Sponsored Public Event Grant Program and processes Film Permits
- Police Department – Reviews for public safety
- City Commission – Approves individual grant awards within the Public Event Grant Program

Departments coordinate throughout the review process to ensure event organizers meet applicable safety, operational, and fiscal requirements before permits are finalized and grant funds are distributed.

### **City Sponsored Public Event Grant Program**

The City Sponsored Public Event Grant Program supports events that promote tourism and community engagement.

- Funding level: \$100,000 for the 2025–2027 biennium
- Grants provide up to 60% of eligible costs, not to exceed \$12,000 per event.
- 70% of funds are distributed after required permits are approved.
- 30% are distributed following the event and submission of required documentation.
- All grant awards are currently approved by the City Commission.

### **Permitting**

Event organizers may require one or more of the following permits depending on the location, size, and operational impact of the event.

#### Park Rentals (Parks & Recreation)

Park Rentals are required when an individual or organization reserves a City park or park facility for an organized activity, gathering, or event. Rentals help ensure appropriate scheduling, facility availability, and coordination for events occurring within park spaces.

#### Special Event Right-of-Way Permits (Public Works)

A Special Event Right-of-Way permit is required when an event involves large gatherings that impact the public right-of-way, is advertised to the public, and occurs within the public right-of-way, including streets, sidewalks, or other transportation corridors. These permits ensure appropriate review of traffic control, emergency access, public safety, and operational impacts.

#### Road Closure Permits (Public Works)

Road Closure permits are required when an event necessitates the temporary closure of a street or portion of the public right-of-way. Closures are reviewed to ensure appropriate traffic management, emergency access, and coordination with affected services and properties.

#### Film Permits (Economic Development)

Film Permits are required for commercial filming activities occurring on City property or within the public right-of-way. Film productions may require coordination with Public Works

for right-of-way impacts, Police Department for traffic control, and Parks & Recreation for facility use.

**Discussion Items for City Commission:**

**1. Public Event Grant Program Administration**

Whether recurring events (e.g. events operating for more than three years, including First City Celebration and the Oregon City Festival of the Arts) could be approved administratively within established guidelines, while newer events continue to receive Commission approval.

Existing fiscal controls, reporting requirements, and payment structure would remain in place unless otherwise directed.

**2. Main Street Closure Policy Considerations**

Public comment has raised questions regarding the process used to approve temporary street closures associated with events, particularly closures affecting Main Street.

Temporary street closures related to events are currently reviewed and approved administratively as part of the City’s right-of-way permitting process. Requests are evaluated based on operational considerations such as traffic management, public safety, emergency access, and coordination with other activities occurring in the area.

The Oregon City Municipal Code does not include a specific section governing temporary street closures associated with events. These closures are currently managed through the City’s right-of-way permitting process and administrative procedures.

From time to time, community events may require temporary closures on Main Street or other downtown streets. Public comment has suggested the City Commission consider whether additional policy direction is appropriate for closures affecting Main Street due to its role as a primary downtown commercial corridor.

The current notification period for road closure permits is 10 days. This has been increased from the previous 5 days after a meeting and discussion with the Downtown Oregon City Association.

This report provides background information on the City’s current processes. Staff are looking for policy feedback from the City Commission on this topic.

**Next Steps**

Staff seek feedback and direction regarding potential process refinements and policy considerations outlined above.

**OPTIONS:**

- 1. Staff recommend that the City Commission receive this report and presentation and provide feedback and policy direction regarding the City Sponsored Public Event Grant Program, street closures, park usage, and film permitting.



## **CITY-SPONSORED PUBLIC EVENT GRANT PROGRAM: ROUND TWO**

*City-Sponsored Public Events are recognized by the City of Oregon City as events that are open to the general public. Generally, such activities should occur on a reoccurring basis; however, the City Commission of Oregon City reserves the right to fund a one-time public event if they deem of subsidizing.*

*City-Sponsored Public Events are designed to enhance the growth and development of the community's tourism industry and help solidify its brand. City-Sponsored Public Events are well-organized and well-publicized events that attract 1,000 to 5,000+ tourists from across the region.*

*The City of Oregon City will provide grants to non-profit formulated organizations as well as for-profit businesses that produce events that are open and accessible to the general public. Such events require the use of public rights-of-way and/or use of publicly owned facilities.*

*The City-Sponsored Public Event Program is designed with the following objectives in mind:*

- *Maintains accountability to the taxpayers of the community;*
- *Benefits local businesses;*
- *Supports well managed, viable existing and new public events that are designed to take place on a reoccurring basis; and*
- *Ensures transparency in the award of grant funding.*

## **GUIDELINES**

Before filling out the application, **READ** the program guidelines and instructions.

The Economic Development Department of Oregon City has developed the following program guidelines to establish terms and conditions for **public event organizers/producers** (herein referenced as “applicant”), seeking financial support from the City to help defray the cost of producing public events designed to attract tourists from across the region.

### **GENERAL ELIGIBILITY**

- City-sponsored Public Events are for activities that take place within the legal boundaries of Oregon City and use the public rights-of-ways and/or publicly owned facilities.
- City-sponsored public events are open to anyone and everyone that wants to attend or participate. They do not limit admittance or partnership to only a specified organization or group. (i.e., only engineers, Elks, veterans, physicians, scientists, school alumni, etc.).
- Nonprofits organizations, businesses, or individuals that are producing the public event must have commercial liability insurance. Liability Coverage: \$2,000,000 for each occurrence and \$4,000,000 for an aggregate occurrence, naming The City of Oregon City an additional insured.
- The event must obtain all required permits.
- The applicant and its collaborators must not discriminate based on race, ethnicity, age, gender, or sexual orientation.

#### **I. ELIGIBLE APPLICANTS**

To obtain City-sponsorship funding, it will be necessary for the public event organizer/producer (“the applicant”) to meet all applicable eligibility requirements:

- A. **If a non-profit**, the applicant must have a current Oregon City Business License, recognition by the US Internal Revenue Service as a 501(C)(3) nonprofit, a current registration, in good standing, with the State of Oregon, in good standing with the federal government, and with local regulatory agencies.

- B. **If a for-profit business**, applicant must have a current business registration, in good standing, with the State of Oregon and have a current business license with the City of Oregon City.
- C. Groups associated with political parties and/or organized to promote political messaging as well as religious groups organized to convey a religious message and are the primary organizers of a public event are not eligible to receive City municipal funding.
- D. All applicants must be in good legal standing with all local, state, and federal regulatory/reporting agencies and taxing authorities.

## **II. PROGRAM CRITERIA**

To be approved for grant funding under the program the applicant must meet the following program criteria:

**A. NONPROFITS THAT RECEIVE FUNDING UNDER THIS PROGRAM MAY CHARGE AN ADMITTANCE FEE FOR ATTENDEES AT THE PUBLIC EVENT BEING SPONSORED BY THE CITY.**

*The City-sponsored public event program is designed to help defray the cost of putting on the event not cover all associated costs.*

**B. FOR-PROFITS RECEIVING FUNDING UNDER THIS PROGRAM MAY NOT CHARGE AN ADMITTANCE FEE FOR ATTENDEES AT THE PUBLIC EVENT BEING SPONSORED BY THE CITY.**

**C. CITY-SPONSORED PUBLIC EVENTS MUST BE WELL-MANAGED AND ORGANIZED AS TO ENSURE PROGRAM RESILIENCY AND FINANCIAL STABILITY ON A CONTINUAL BASIS.**

*The City's financial support must result in supporting growing, stable, and viable ongoing public events that can demonstrate public support and demand.*

*The applicant should be prepared to demonstrate and explain the public event's financial performance. They are expected to present accurate historical financial reporting and well-prepared financial proforma of the current event being organized.*



**D. EVENT ORGANIZERS MUST DEVELOP A METHOD THAT HELPS TO SUBSTANTIATE ESTIMATED VISITOR ATTENDANCE LEVELS AND VISITORS' ORIGINATION.**

*Guessing or “eyeballing” how many visitors are in attendance is not sufficient to determine the number of visitors that are in attendance.*

*While it is not expected that visitor tallies be exact, it is necessary that the applicant have a method to ascertain credible estimates of visitors' attendance levels.*

**E. APPLICANTS MUST INVOLVE MULTIPLE VENDORS AS PARTNERS OF THE EVENT**

*All public event organizers must engage multiple vendors who are not subsidiaries, or affiliates of the primary organizer of the event. Whenever possible, Oregon City-based vendors should be given preference in their participation in the public event.*

*City-Sponsored Events are designed to spread financial benefit not only to primary organizers of the public event but to other independent participating vendors as well.*

**F. THE EVENT MUST BE DESIGNED TO INCREASE TOURISTS' ATTENDANCE AS WELL AS CREATE AN ENVIRONMENT WHEREBY TOURISTS ARE MOST LIKELY TO SPEND MONEY WITH EXISTING LOCAL BUSINESSES.**

*As a consequence of obtaining grant funding from the City, it is important that the public event is designed in such a manner that it encourages visitors to spend money at other local businesses.*

*Therefore, City-sponsored public events should help bolster the existing local economy and enhance the community's tourism brand.*

**G. THE EVENT MUST SUPPORT THE TOURISM BRAND AND IS CLOSELY ASSOCIATED WITH AND CONTRIBUTE TO THE COMMUNITY'S HOMETOWN FEEL AS WELL AS TO ITS UNIQUE COMMUNITY IDENTIFY. (OREGON'S HOMETOWN, WELCOME HOME!)**

*Oregon City Municipal Government should be clearly recognized as a sponsor.*

*Public event producers/organizers will ensure that the Oregon City Tourism Logo and brand slogan are affixed to all advertising (electronic, digital, social media, physical brochures/pamphlets, signs, event forms, A-Frames, and banners).*

**H. THE EVENT ORGANIZER(S)/PRODUCER(S) MUST APPLY ANNUALLY TO OBTAIN FUNDING**

*An evaluation of previous public events will be conducted to determine the viability of the current request for grant funding. Is the public event financially stable or growing. Is the visitors' attendance level stable or growing?*

**III. ELIGIBLE COSTS**

A. Promotion/Marketing Costs

1. Social Media
2. Printing
3. Postage
4. Advertising

B. Fees

1. Equipment Rentals
2. Event Venue Rentals
3. Event Regulatory Permit Fees, City Fees (including street closure fees)
4. Commercial Liability Insurance Rider

C. Equipment Purchases (tents, chairs, money boxes, crowd control, speakers, signage)

D. Crowd attendance software

E. Supply Purchases (table clothes, swag, tape, staff/volunteer tee shirts etc.)

F. Security

**IV. INELIGIBLE COSTS**

G. Liquor, Beer, Spirits

H. Association/club fees

I. Personnel, except for security

J. Smoking or Vapor Equipment or Supplies



## V. GRANT AWARD

- A. The program will provide up to 60% of eligible project costs, up to \$12,000 max.
- B. Advance payment of seventy percent (70%) may be granted.
- C. The approving board reserves the right to allocate a lower percentage and dollar amount.
- D. Paid invoices or receipts are required to substantiate expenditures against eligible costs. **Receipts are required no less than 60 days after the event has ended.**
- E. Public event organizers that incur costs without presenting eligible paid invoices or receipts will be required to reimburse the City if funds have been distributed upfront.
- F. Event organizers are accountable and responsible for presenting receipts and/or paid invoices that equal the grant award cited in the City-Sponsorship Agreement. If expenses are less than expected, organizers will reimburse the City for the difference of the awarded amount
- G. The City reserves the right to hold back 30% of the grant award until all paid invoices and/or receipts are presented against eligible costs.
- H. If the event does not take place, the event organizers will be required to repay the grant award to the City within 10 days of the cancellation.
- I. City Commission approval, and execution of the grant agreement is contingent on the applicant obtaining all necessary permits.



## VI. APPLICATION PERIOD AND PROCEDURES

- A. The application period for Round One opens on March 6, 2025 and closes March 25, 2025. The application period for Round Two opens March 27, 2025 and ends May 26, 2025.
- B. Staff review occurs when complete application is submitted.
- C. City Commission approval is required and is scheduled during the April 2 City Commission meeting. City approval for Round Two is scheduled for Commission review on June 4, 2025.
- D. Funding is granted at least 7 days after City Commission approval.
- E. A full recap report of the event with receipts will be required 60 days after the event has ended. Full recap report should include:
  - 1. Total number of attendees
  - 2. Total number of attendees that attended last year (if applicable).
  - 3. The number of people that have traveled more than 50 miles to Oregon City.
  - 4. What media outlets that were used to promote the event.
  - 5. Financial Statements (revenue and expense) from the prior year and for the current year are required.



## Oregon City Film & Media Program

### PERMIT APPLICATION GUIDELINES

1. Complete and sign a film permit application and submit it, along with the Hold Harmless document and payment to the City of Oregon City.

*Please Note: Notification and a completed film permit application is required whether filming occurs on public or private property.*

- a. We need a minimum of ten days notice of your intent to film in Oregon City to begin the process. An applicant will be required to submit a completed permit request at least four (4) business days prior to the date on which such person desires to conduct an activity for which a permit is required. If such activity interferes with traffic or involves potential public safety hazards, a completed permit request is required at least ten (10) business days in advance. **If an expedited permit is needed than there may be an increase in fees and staff costs.**
  - b. It is the responsibility of the applicant to notify Clackamas Fire District and other affected agencies regarding all filming. Permit approval may be dependent upon approval from Clackamas Fire District and/or other affected agencies.
2. All permits will require productions to indemnify the City of Oregon City and to list the City of Oregon City as additional insured for a minimum of \$1 million with respect to permits issued or \$2 million if explosives and/or special effects (see Film Permit Application for action specifics) are used during productions.

The production company shall attach a certificate of insurance, naming the City of Oregon City, as an additional insured in the amount of \$1,000,000.00/\$2,000,000.00 general liability, including bodily injury and property damage. The certificate of insurance needs to include a description of operations, locations, vehicles, ect. required for the event. The City of Oregon City, its corporate authorities, elected officials, officers, boards, commissions, attorneys, employees and agents are made additional insured with respect to any and all claims which arise out of or are in any way related to the operations of the above named film production company while present in the City of Oregon City.

The production company shall indemnify and hold harmless the City, its officers, elected officials, agents, employees and volunteers, from and against any and all claims, actions, suits, proceedings, costs, expenses (including reasonable attorney's fees), damages, and liabilities

claimed by any person, organization, association, or otherwise arising out of or relating to any act or omission of the production company, its agents, contractors or employees under this Agreement. The indemnification provided for in this permit shall survive any termination or expiration of this Agreement.

3. Normally work is permitted from 7:00am–10:00pm in residential areas; weekend hours are 8:00am–10:00pm. It is strongly encouraged and the City appreciates all efforts made to film during non-peak hours to avoid major traffic impacts. Typically this would be 9:00am-4:00pm

Request for extended hours in a residential area require a signed survey of residents within a 300-foot radius of filming activity or equipment.

Generally there are no time restrictions in a commercial area.

All work, including prep, set-up, arrival of equipment, filming, strike down and tail lights (last truck leaves site) must occur during permitted hours.

4. The production company must notify affected residents, occupants and businesses of the duration of filming in advance and as prescribed by the City of Oregon City.
  - a. Notification should include information about planned special effects, road and lane closures, changes in parking, and sidewalk usage (without obstructing pedestrians). The City requires a draft neighborhood notification letter be attached to the Film Permit application and provide the City proof the letters have been distributed.
  - b. All residents and merchants within a 300 feet radius of the film location must receive notice of filming dates, times, location address and production company contact at least 48 hours prior to the first film activity. When parking production vehicles on a public street, residents and merchants impacted by the parking must receive notice at least 48 hours prior to the arrival of the vehicles.
5. Please attach a sketch of the exact filming location(s), a brief description of what will be filmed in each location, as well as the staging areas, crew parking, “no parking areas” , and etc.
6. All impacts to traffic from filming activities, to include temporary closures, detours and restrictions, must be approved by the City in advance. The submittal must consist of a Traffic Control Plan (TCP) with the selection of traffic control devices, and their spacing and locations, based on the Manual of Uniform Traffic Control Devices. The TCP shall also identify residents and businesses that will be affected by the plan. The applicant is responsible for property notification and agreements with these residents, businesses, and schools. The City may ask for written confirmation from those businesses and/or schools affected.
7. The City Public Works Department and Police Department will review the TCP and issue conditions of approval. The use of city staff or city property may be required to implement TCPs – invoicing for these uses will be made to the applicant at the rates

described in the Oregon City Film and Media Program Fees. Incomplete or inaccurate submittals will delay review time and potentially add cost to the application. The City recommends the use of qualified design professionals for all Traffic Control Plans.

8. You must comply with all traffic control requirements deemed necessary and may be required to use Oregon City law enforcement personnel.
  - a. An applicant shall furnish and install advance warning signs and any other traffic control devices in conformance with the Manual of Uniform Traffic Control Devices (MUTCD). All appropriate safety precautions must be taken and applicant is required to provide all traffic control devices as per approved Traffic Control Plan (as stated above).
  - b. For any lane closure or intermittent traffic control, the period of time that traffic may be restricted will be determined by the City, based on traffic volumes for location and time of day.
  - c. Traffic shall not be detoured across a double line without prior approval of the appropriate department representative.
  - d. Unless authorized by the City, the camera cars must be driven in the direction of traffic and must observe all traffic laws.
  - e. Any emergency roadwork or construction by city or county crews and/or private contractors, under permit or contract to the appropriate department, shall have priority over filming activities.
9. If the applicant must park equipment, trucks, and/or cars in zones that will not permit it, temporary "No Parking" signs must be posted with approval of the City. The applicant must also obtain permission to lay and safely mat cable across sidewalks, or from generator to service point. However, production vehicles must not block public parking lot access/egress, fire hydrants or fire lanes, or access/egress to freeway, etc.
10. Production "base camp" cannot be on the street without first receiving approval from the City.
11. The permittee shall conduct operations in an orderly fashion with continuous attention to the storage of equipment not in use and the cleanup of trash and debris. The area used shall be cleaned of trash and debris upon completion of shooting at the scene and restored to the original condition before leaving the site.
12. During your production, the City encourages you to buy local or use local resources and services whenever possible.

# City of Oregon City - Code of Conduct for Film Permit

The Code of Conduct shall be attached to the filming notification, which is distributed to the neighborhood / business district.

1. Production vehicles arriving on location in or near a residential neighborhood shall enter the area at a time no earlier than that stipulated in the permit, and park one by one, turning off engines as soon as possible. Cast and crew shall observe designated parking areas.
2. When a production pass identifying employees is issued, every member of the crew shall wear it while at the location.
3. The removal, moving or towing of the public's vehicles is prohibited without the express permission of the vehicle owner or at the direction of a Parking or Police officer.
4. No production vehicles shall park in or block driveways without the express permission of the driveway owner. No vehicles shall illegally park in fire hydrant zones.
5. Cast and crew meals shall be confined to the area designated in the location agreement. Individuals shall eat within the designated meal area during scheduled crew meals. All trash must be disposed of properly upon completion of the meal.
6. Removal, trimming and/or cutting of vegetation or trees is prohibited unless approved by the appropriate authority or property owner.
7. All signs erected or removed for filming purposes shall be removed or replaced upon completion of the use of that location unless otherwise stipulated by the location agreement or permit. Also remember to remove all signs posted to direct the company to the location.
8. Every member of the cast and crew shall keep noise levels as low as possible.
9. Crewmembers shall not display signs, poster or pictures on vehicles that do not reflect common sense or good taste (i.e. pin-up posters).
10. The cast and crew shall not trespass onto other neighbors' or merchants' property. Individuals shall remain within the boundaries of the property that has been permitted for filming.
11. The cast and crew shall not bring guests or pets to the location, unless expressly authorized in advance by the company.
12. The location manager shall ensure all catering, craft service, construction, strike and personal trash is removed from the location.
13. The cast and crew shall observe designated smoking areas and extinguish cigarettes in designated containers provided by the film company.
14. The cast and crew shall refrain from the use of lewd or improper language within earshot of the general public.
15. The company shall comply at all times with the provisions of the filming permit.

**To Production Companies:** We are pleased that you have selected the City of Oregon City for your filming location. Your cooperation in upholding the Code of Conduct is appreciated and we are confident that you will respect the needs of our residents and business owners.

**To Citizens:** If you find that this production company is not adhering to the Code of Conduct, please contact the City Manager's office at 503-657-0891.

Production Manager Name:

Best phone during filming:

Date(s):

**EXAMPLE**  
**SHORT-TERM FILMING NOTIFICATION**

**WE'RE GOING TO BE FILMING**

**IN YOUR NEIGHBORHOOD**

**WHO:** ABC Productions  
**WHAT:** Television Commercial  
**WHERE:** 123 Jefferson St.  
**DATE (S)** August XX, 2009  
**TIME (S)** 2:00 pm TO 10:00 pm

**DESCRIPTION OF ACTIVITY:**

Woman and man pull up in car in front of home. Band comes marching down the street.

**OUR ACTIVITIES SHALL AFFECT THE NEIGHBORHOOD:**

We are asking residents to please not park on the street during the time of shooting. Barricades shall indicate the hours of restricted parking. If this shall pose a serious problem for you, please call our office as soon as you receive this notice. We understand this is an inconvenience for you and appreciate your cooperation. Parking shall hold traffic intermittently for one to three minutes for some shots.

We are working through the Assistant to the City Manager in the City to get permits, off-duty parking and all the assistance needed to make our job go fast and smoothly. This office can be reached at 503-657-0891.

Attached you will find the City of Oregon City Code of Conduct for filming.

Thank you for your patience.

Location Manager

**EXAMPLE  
FOR EXTENDED HOUR OR LONG-TERM FILMING**

Dear Resident:

We are planning to film portions of a television commercial, feature film, etc. at the residence of John and Mary Smith at 123 Jefferson St. The proposed filming date is Friday, August XX, 2009, from approximately 7:00 AM to 12:00 Midnight.

***(Describe here how the neighborhood shall be affected.)***

We have applied for the necessary City permits and maintain all legally required liability insurance. If a permit is granted, it shall be available at the location. We agreed to abide by all City filming guidelines and rules and any specific guidelines applicable to your neighborhood. We shall make every effort not to disturb you and shall arrive and vacate your neighborhood at the agreed-upon time. We appreciate your hospitality and cooperation while filming on your street and in your neighborhood.

Attached, you will find the City of Oregon City Code of Conduct for filming.

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New Film Production Corporation  
Double Street Hotel, Suite 105  
Portland, OR  
555-555-5555  
Bob Jones, Location manager  
(please include other contact numbers as required)

Printed Name: \_\_\_\_\_

Signature: \_\_\_\_\_

Address: \_\_\_\_\_

Telephone (optional) \_\_\_\_\_

Email (optional) \_\_\_\_\_

Filming activity in residential areas is normally permitted between the hours of 7AM and 10PM. When filming is planned before or after these hours or to film at one location for more than three days, the City requires the production company to survey the neighborhood. This survey shall be used to assist our office in evaluating the potential disturbance to your neighborhood. If you have any questions about this production or the permitting process, please call the Assistant to the City Manager at 503-657-0891.



# Oregon City Film & Media Program Fees

Permit fees are tied to one permit, which according to our Code is valid for a period of sixty (60) days from the date of issuance or a single production (whichever comes first).

- Tier I \$ 400  
*(This is the base rate for filming in Oregon City when there is nothing requested of the City. This is for standard hours of film activities: typically 7:00 a.m. – 10:00 p.m. for residential zones.)\**
- Tier II \$ 650  
*(This includes Tier I rate and parking at the EOT and/or the one day reservation of a park facility)\**
- Tier III \$1200  
*(This includes Tier II rate and post film site inspection by City, municipal lot parking and/or street parking, and multi-day reservation of a park facility)\**

**\*Note that an additional amount determined by the City may be required as a deposit.**

## Additional Fee(s) (not included above):

- City Staff (including Code Enforcement, Public Works, and Police) \$ 75 per hour/person
- Water/Electricity \$ 35 per day
- Other Costs: \_\_\_\_\_ TBD

## EXEMPTIONS

Any indigent person or organization who cannot afford to pay the Oregon City Film and Media Permit fee or departmental service charges may apply to have these charges waived and may be eligible for waiver of the insurance requirement set out in OCMC 12.28.050. Application for indigent status will be made at the time of the permit application and will be accompanied by the required information and documentation as may, in the opinion of the city manager or his/her designee, be reasonably necessary to verify such status. For purposes of this section, "indigent" includes, but is not limited to proof that: a person is enrolled in the Oregon Supplemental Nutrition Assistance Program, the Oregon Health Plan, is a student enrolled in an accredited educational institution or is a nonprofit, tax-exempt organization currently recognized by the United Revenue Code of 1954.26 U.S.C., Section 501.

Good evening, commissioners, my name is Tara Wanstall, owner of Watershed Café on Main Street. The businesses along Main Street are employers, community gathering spaces, and the face of our downtown. When Main Street closes, even for positive community events, those closures directly impact businesses.

Currently, Main Street closures are treated as administrative decisions. These closures have real economic consequences, yet closures are not evaluated through a public, policy-driven process.

Under Oregon City Municipal Code 10.25, the City Manager or designee has full authority to approve or deny street-closure permits. The City Commission is only involved if an applicant appeals a denial, as outlined in OCMC 10.25.100. That means even major, multi-day, high-impact closures of our most important commercial street never come before you unless someone is unhappy enough to file an appeal.

Main Street is not an ordinary street. It is the economic and cultural center of Oregon City. Decisions that determine when it is open, when it is closed, and when/how often businesses lose access to their customers are not administrative questions. They are questions of economic stability, community identity, and public accountability. It is critical that Main Street closures be governed by a Commission-adopted policy rather than left to administrative discretion.

Some may argue that Main Street closures to date are infrequent, but that notion misses the point entirely. There is nothing in the municipal code that limits how often Main Street can be closed or for what purpose. No cap on frequency. No limit on duration. No distinction between a one-hour closure and a full-weekend closure. No legitimate, objective criteria for assessment of business or economic impact. Under the current approval process, an applicant could request to close Main Street as often as they like and there is no policy framework requiring that decision to come before the Commission. The only safeguard is staff discretion and a broad set of permit criteria, which cannot be a substitute for public policy.

Oregon City is an outlier. Cities of similar size across Oregon, including McMinnville, Hood River, Corvallis, and Ashland already require their elected councils to approve Main Street closures. They do this because they recognize that their Main Streets are economic districts, tourism anchors, and community identity centers. When a closure affects those functions, it becomes a policy rather than administrative decision.

I recommend adopting a tiered policy framework, the same model used by our peer cities, where city staff continues to approve routine, low-impact right of way closures, but the Commission provides oversight and approval for Special Event permit or high-impact closures. This gives staff clear direction, businesses predictable expectations, and ensures decisions affecting our downtown economy reflect transparency and community values.

I spoke before the commission on this matter in the Fall, but I am bringing it to your attention again. As the weather improves, event-related closure applications become more frequent. We need a Commission-adopted policy now.

I'm asking the commission to direct staff to schedule a work session as soon as possible to develop a formal policy governing Main Street closures that includes clear criteria, frequency and high-impact limits, and a defined role for Commission approval.

Thank you for your time and for your service to the community.



**CITY OF OREGON CITY**

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Oregon City, OR  
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Staff Report

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**To:** City Commission **Agenda Date:** March 10, 2026  
**From:** James Graham, Economic Development Manager

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**SUBJECT:**

Thimble Creek Update and Next Steps

**STAFF RECOMMENDATION:**

Receive and discuss the update briefing provided by City Commissioner Mitchell and Mayor McGriff.

**EXECUTIVE SUMMARY:**

Oregon City was awarded a Metro Planning and Development grant to further examine the barriers to industrial development in areas both in the Thimble Creek Concept Plan area and adjacent land west of Beaver Creek Road. This project was a joint effort between Community Development, Economic Development, and Public Works to further examine the obstacles to industrial development in the Thimble Creek area and identify potential strategies to realize the development of employment lands.

In the Spring of 2025, the Oregon City Commission adopted via resolution the Thimble Creek Industrial Land Readiness Strategic Plan and appointed two City Commissioners to enhance communication with the full City Commission on the challenges impeding the Thimble Creek area. On March 2, 2026, City Commissioners, Mayor McGriff and Commissioner Mitchell held a meeting involving City staff and officers of the Clackamas Community College to discuss several options moving forward.

**BACKGROUND:**

The Thimble Creek Concept Plan (originally the Beaver Creek Road Concept Plan) was first adopted in 2008 and updated in 2020 to provide clear and objective standards for housing. The goal of the concept plan was to create a complete and sustainable community that includes housing, retail, and a mixture of employment uses on roughly 450 acres. Although we have witnessed residential and institutional development in the Concept Plan area, potential industrial and other commercial projects that could support employment goals have not been realized. This project is intended to complete a market assessment and industrial readiness study for the employment-focused subareas.

In March 2024, the City of Oregon hired Johnson Economics and Harper Hough Peterson and Righellis to conduct an existing condition report, a market assessment with recommendations, and an outline of potential development scenarios that would ultimately result in new private sector investment with family-wage jobs created within the Thimble

Creek concept plan area. In addition, a zoning code and process review was conducted along with stakeholder engagement. The funds to hire this consultant team were secured through a grant from the Metro regional government.

### **Existing Conditions**

The existing conditions looked at available buildable land in 60 separate tax lots with 42 distinct owners. Those lands are constrained by powerline easements and environmental constraints. Transportation forecasts indicate the current roadway and intersection capacity is insufficient to handle the influx of vehicles of future growth. Water and sewer services are currently fragmented by service providers, either the City or Clackamas River Water. Environmental constraints were studied, including creeks, wetlands, and steep slopes.

A market analysis indicated that employment growth has been healthy and strong among industrial-space users at the local, regional, and state level over the past decade. Industrial space in the Portland-Salem region has seen demand outpace new production over the last decade.

### **Code and Process Review**

This review found constraints for industrial development in the current zoning code. Such as strict outdoor storage limitations, sustainability requirements and associated costs, road network and freight movement, buffer zone and height restrictions, and limited flexibility in conditional uses. It is important to acknowledge that the uses and design standards in this area were determined through an extensive public engagement process with the community during the Beaver Creek Road Concept Planning process.

The recommendations included clarifying conditional use requirements for industrial activities, allowing more flexible landscaping standards, reducing buffer zone requirements for non-residential adjacencies and providing flexible parking standards. Additional recommendations include streamlining approval for low-impact industrial developments and ensuring future code language is clear and objective.

### **Market Assessment and Recommendations for Implementation**

The Thimble Creek Market Assessment report emphasized the importance of employment-ready land to a community's prosperity. It provides the City of Oregon with a critical roadmap to a more economically secure future, with increased investment in our community and the creation of family-wage jobs. The deliverable identified why employment is important to a city and the benefits such as more jobs for residents, greater opportunity for sustainable wage jobs, and helping to reduce lengthy commutes for residents. Employment land can improve the tax base and fiscal health, which improves city services for residents and businesses. Policy considerations for the Commission to consider included financing public infrastructure, reviewing allowed uses and code standards, and providing development incentives.

It is important that the Thimble Creek Concept Plan fulfills, as closely as possible, the intended vision, that is to establish greater sharing of housing and employment opportunities with adjoining cities, thereby creating an interconnected metro area. For its part, Oregon City needs to strive for more local diversification in jobs, housing and

commerce that would allow more residents to live and work in Oregon City.

In the Spring of 2025, the Oregon City Commission adopted via resolution the Thimble Creek Industrial Land Readiness Strategic Plan. It also appointed two City Commissioners, Commissioner Mitchell and Mayor McGriff, to do the following:

- a. Enhance communication with the full City Commission on the Champions' progress by becoming more acquainted with challenges impeding Thimble Creek Concept Plan from fulfilling its intended mission.
- b. Work alongside staff in developing strategies to help mitigate the various obstacles impacting the successful implementation of the plan.
- c. Engages, along with staff, other institutional property owners and individual property owners of larger tracts of land on property disposition.
- d. Work with staff to draft policy options, identify funding sources, and explore the potential of establishing public/partnerships to mitigate challenges impacting the plan; and
- e. Provide recommendations to the full City Commission on further action steps.

## UPDATE

On March 2, 2026, the two appointed City Commissioners, Mayor McGriff and Commissioner Mitchell, held a meeting involving the following individuals:

- President Tim Cook, Clackamas Community College
- Jeff Shaffer, VP of Finance & Operations, Clackamas Community College
- Christina Robertson-Gardiner, Oregon City Senior Planner
- Ann Griffin, Economic Development Coordinator
- James Graham, Economic Development Manager

## Discussion:

- The major issues to develop the Thimble Creek area remain the same.
- Clackamas Community College acquired parcels – roughly 30 acres.
- CCC secured a \$120 million education bond – all project budgets are subject to restrictions placed on bond vehicles and alignment with CCC's mission.

\* Parcels purchased by CCC are all zoned Campus Industrial. Christina stated that student housing could be considered an allowed use within Campus Industrial. Zone change would be required for any non-student housing.

\* CCC is open to selling a small portion of the acquired property to support a potential project in partnership with the City of Oregon City. Any such project would need to be in alignment with CCC's mission and goals. The College's student body would need to benefit.

\* Mr. Graham proposed that a working technical committee of professionals be established to do a deep dive into finding methods and strategies to overcome the existing challenges facing the Thimble Creek area. The technical working group would include

professionals such as a site selector, planner, and market feasibility analyst, and financial analyst. Bond counsel would be consulted but not a part of the technical work group. Jeff and Christina both agreed to be part of such a group.

\* An aquatic/recreation center on part of the college-owned property remains a possibility

\* There was agreement among the participants that some type of partnership between the college, city, school district, and private parties is probably the best way forward.

\* Economic Development staff will continue to outreach to property owners to get a sense of their plans regarding the potential sale of their properties.

**OPTIONS:**

1.

Receive and discuss the update briefing provided by City Commissioner Mitchell and Mayor McGriff.

# MEMORANDUM

Thimble Creek Market Assessment and Development Scenarios

**Date:** January 27, 2025

**To:** Ann Griffin  
Economic Development Coordinator  
City of Oregon City

**From:** Brendan Buckley, Johnson Economics  
Thuy Cao, HHPR



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ECONOMICS**



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205 SE Spokane Street, Suite 200, Portland, OR 97202  
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## Thimble Creek Market Assessment Project Recommendations for Implementation

### I. Introduction

Oregon City is working with Johnson Economics and Harper Houf Peterson Righellis (HHPR) to complete a market assessment and industrial readiness study for the employment-focused subareas within the Thimble Creek Concept Plan Area (plan area). The project included an assessment of existing conditions in the plan area from both the market and planning perspectives, and a review of the Concept Plan, applicable zoning, and development code.

Since its original adoption in 2008, the Thimble Creek plan area has experienced residential development, but very little commercial or industrial development as envisioned in the plan. The aim of this project is to identify the likely factors that may be hindering the pace of development in the employment subareas of the Concept Plan.

The purpose of this report is to provide an overview of key findings from this analysis, and to make recommendations on potential next steps for policy makers to consider that will lead to increased investment in the area and the generation of more jobs in the long-term

## II. Executive Summary

The following is a summary of key findings and recommendations of the project. These points are outlined in more detail in the following report.

- The goal of the Thimble Creek concept planning effort was to create a complete and sustainable mixed-use community in southeast Oregon City, along Beaver Creek Road. The roughly 450-acre area is planned to include housing, retail, and a mixture of employment uses. The Plan was adopted in 2008 and updated in 2020.
- The employment-focused subareas of the Concept Plan area include a North Employment Campus focused on light industrial and research and development, and an office- and retail-focused Mixed Employment Village.
- The approach of the Concept Plan is to largely let private developers or employers driven by market forces build out the employment areas as envisioned, but this has not happened in the ensuing 16 years.
- Having a supply of development-ready employment land is important to a City for several reasons:
  - More jobs for local residents;
  - Greater opportunities for industries offering sustainable wage jobs;
  - Provide a complete community with mix of uses in the Concept Plan area and the City;
  - Support a healthy jobs-to-household balance in the city;
  - Improve the tax base and the city's fiscal balance;
  - Provide improved city services for residents and businesses.
- This analysis identified several factors that have impacted the pace of development in the Thimble Creek employment areas. These include:
  - **Public Infrastructure Costs:** Most of the area has not been provided with new infrastructure of relevant capacity since plan adoption. The high cost of building future street, water, and sewer infrastructure is identified as one of the key barriers to development of employment uses.
  - **Buildable Land and Land Assembly:** The study area includes an estimated 60 separate tax lots with 42 distinct owners. The area is also divided by wide powerline easements which restrict development. Most development sites will involve assembling multiple tax lots.
  - **No Large-Lot Employment Sites:** If sites are assembled from multiple tax lots it is estimated that the largest possible site would be roughly 21 acres, with the remainder being smaller sites. (However, land recently consolidated by Clackamas Community College does present the opportunity for nearly 40 acres of development.)

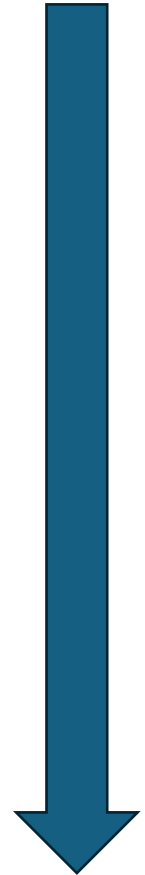
- **Transportation and Traffic:** Current plans are designed to accommodate the projected employment growth in Thimble Creek, but current facilities and intersections are under stress, and continued improvements will be costly.
  - **Future Street Network:** The future street framework described in the Plan will further divide developable parcels. The need for an access road running parallel to Beaver Creek Road at a diagonal through the Plan area will create more irregular sites and tax lot divisions.
  - **Public and Private Utilities:** In general, the area is well served by sufficient utility capacity that can be extended into the area. This build-out does entail high costs as mentioned above. Areas under powerline easements may provide some opportunities for stormwater retention and wetland mitigation.
  - **Permitted and Conditional Land Uses:** In keeping with the vision of an employment campus-like environment in the CI Zone, permitted uses include light manufacturing, research and development, laboratories, corporate headquarters, high tech development, and related uses. Many of these uses, such as high-tech manufacturing or corporate HQs are rarer and less frequent business recruitments. Common industrial development types in recent years such as multi-tenant flex space and warehouse and distribution are limited in the CI zone.
  - **Development Code Standards:** The project included a review of zoning and development code standards that apply in the Thimble Creek area and CI zone. A few recommended changes to development standards are outlined in this report.
  - **Development Incentives and Funding:** The Concept Plan area is included in the Oregon City Enterprise Zone program which offers incentives that are competitive with other industrial areas in the region. The plan area is not included in the Oregon City Urban Renewal Area (or TIF district). In recent years, TIF has become a more common tool for other cities in the region to fund infrastructure improvements to new industrial areas, to make sites accessible and development ready.
- More discussion of each of these factors is included in this report.

The final section of this report outlines some policy considerations to help address the development factors identified. The types of tools available to a local government range from continuing the status quo, to revising the Concept Plan and/or zoning code, to seeking sources of infrastructure funding and increased development incentives.

The following table presents a matrix of potential public action and the likely level of impact from each on the pace and character of development in the Thimble Creek plan area.

## Policy Considerations: Level of Action and Level of Impact

Level of Effort and Investment	Description	Estimated Level of Impact
<b>None</b>	Market-driven change alone. Current zoning stays in effect. Higher costs of infrastructure fall on private developers.	<p>Future development and investment will be largely residential.</p> <p>Little to no job generation.</p> <p>Minimum increase to tax base.</p> <p>Employment subareas will mostly remain in current state for indefinite period.</p>
<b>Minor/Incremental</b>	Clarifications/modifications to development code. Address BPA restrictions.	<p>Greater clarification for development community.</p> <p>Greater flexibility in land use and site design.</p>
<b>Moderate/High</b>	Partner with CCC to attract research partners, future training opportunities.	<p>Ability to influence and support CCC planning for newly acquired properties. ~ 40 acres west of Beaver Creek Road.</p> <p>Need to understand how skills training available on campus and future OSU Extension “Center of Excellence” connects with employer needs.</p> <p>Some uses envisioned in the Concept Plan may be a good fit for CCC priorities, such as skills training, research and development, and business incubation.</p>
<b>High</b>	Public-private partnership to support infrastructure, land purchase, and assembly. Make the area "development ready" for private campus/job investment. Requires new funding sources.	<p>City better able to attract new investment.</p> <p>Increases pace of infrastructure development that may never happen otherwise.</p> <p>Sets up work in conjunction with Business Oregon, other public sector partners to support recruitment efforts.</p>



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### III. Thimble Creek & Employment Lands: Overview

#### A. History of the Thimble Creek Concept Plan Area & Goals

The Thimble Creek Concept Plan (Plan) was first adopted in 2008 (as the Beaver Creek Road Concept Plan) and updated in 2020 to provide clear and objective standards for housing, and update some of the transportation elements.

The goal of the concept planning effort was to create a complete and sustainable mixed-use community in southeast Oregon City, along Beaver Creek Road. The roughly 450-acre area is planned to include housing, retail, and a mixture of employment uses.

Figure 1.1: Thimble Creek Concept Plan Area, and Land Use Subdistricts

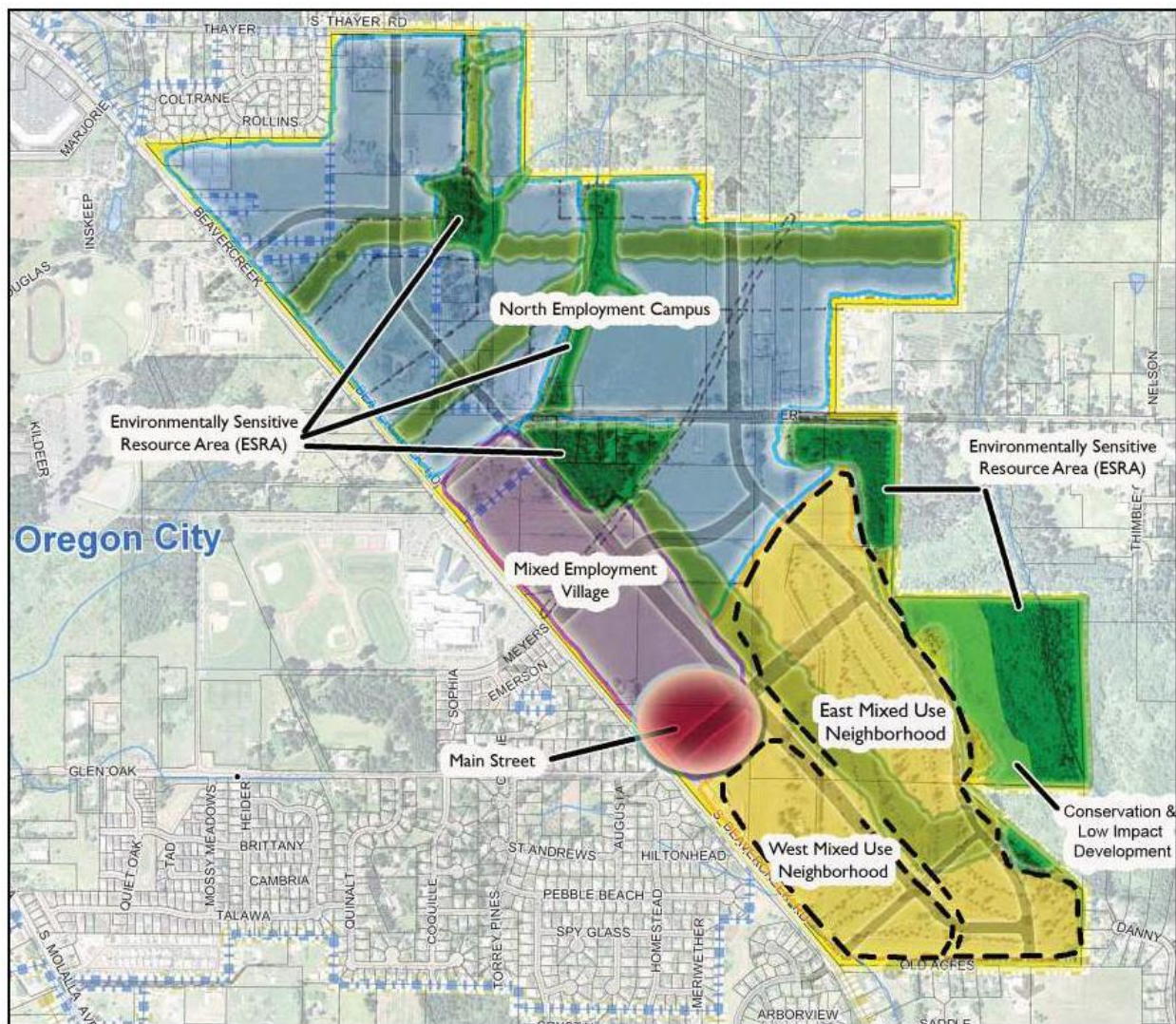


Figure 8 - Land Use Sub-districts

Source: Thimble Creek Concept Plan, City of Oregon City, 2020

The Thimble Creek Concept Plan includes a number of goals related to creating a “Complete and Sustainable Community” within the plan area, including housing, employment, and daily services in close proximity. The employment subareas serve an important function both within the plan area, and for the city and regionally. The Plan emphasizes the need to attract sustainable industries that offer living wage jobs, capable of supporting households to live in the area and afford the local cost of living.

The Concept Plan goals most related to the economy and development of the employment subarea are:

- Create a complete and sustainable community, in conjunction with the adjacent land uses, which integrates a diverse mix of uses, including housing, services, and public spaces that are necessary to support a thriving employment center;
- Be a model of sustainable design, development practices, planning, and innovative thinking;
- Attract “green” jobs that pay a living wage;
- Maximize opportunities for sustainable industries that serve markets beyond the Portland region and are compatible with the site’s unique characteristics; ...
- Promote connections and relationships with Oregon City High School and Clackamas Community College.<sup>1</sup>

The **North Employment Campus** subarea emphasizes light industrial, R&D, and corporate headquarters. Connections to Clackamas Community College (CCC) are encouraged. There is an emphasis on businesses making sustainable products and using sustainable services.

The **Mixed Employment Village** is intended to be transit supportive and allow a mix of office, retail, civic and residential uses. Pedestrian amenities and green development are encouraged, along with possible connections to CCC and Oregon City High School.

## **B. Slow development of the Thimble Creek Employment Zones**

As of 2024, the Plan Area has seen some new, mostly residential development in some of the land use sub-areas (Figure 1.1), particularly the residential areas at the southern end of the plan area, while the employment-focused district at the north end of the plan area has not yet seen new investment and job growth as envisioned in the Plan, other than the development of a County facility.

The approach of the Concept Plan is to largely let private developers or employers driven by market forces build out the employment areas as envisioned, but this has not happened in the ensuing 16 years. The focus of this project is to study the Thimble Creek employment area to help identify barriers, challenges, and opportunities that have impacted the pace of industrial and commercial development.

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<sup>1</sup> Thimble Creek Concept Plan, City of Oregon City, 2020, Pg. 7-8.

### C. Why is Successful Employment Land Important to a City?

Cities are generally zoned for a mix of land uses that include housing, retail, office, industry, institutions (colleges or hospitals), public space, and many other uses. A complete city allows residents to meet a wide range of their needs locally, including employment.

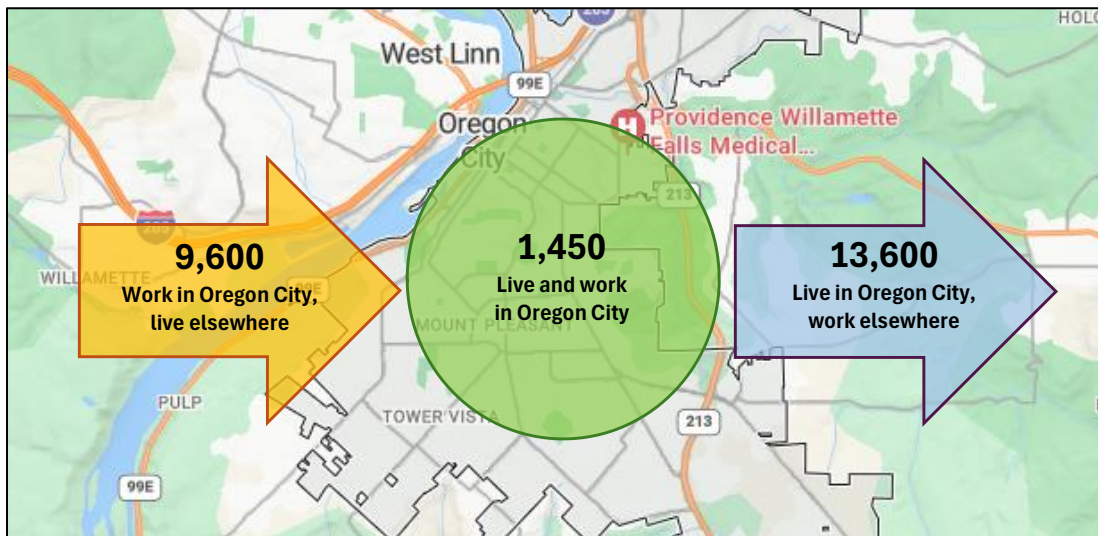
Though being in an interconnected metro area with adjoining cities may allow for some greater sharing of housing and employment, it is still generally considered important for a city to strive for local diversification and to be as “complete” as possible.

Some benefits of planned employment areas such as Thimble Creek include:

- **More jobs for local residents** at a full range of skill and income levels. A diversified employment market allows residents to live and work in town through different stages of their career cycle. Part-time or lower-skilled jobs are appropriate for some workers and essential to the local service sector and other parts of the economy. However, more skilled or educated workers may see limited opportunities locally causing residents to leave or not settle in the community in the first place. A full range of employment allows residents and their children to remain in the community.

As Figure 1.2 shows, the Census estimates that roughly 90% of employed Oregon City residents work outside of the community.

Figure 1.2: Commuting Trends, Oregon City



Source: Census Longitudinal Employer-Household Dynamics, 2022 data

- **Greater opportunities for sustainable wage jobs** that support a household’s cost of living and match local housing prices. On average, the types of jobs located at an industrial employment campus environment, as opposed to retail development, are more likely to provide higher wages.

- The mixed-use concept plan area is designed to **provide a complete community within the plan area itself, with housing, jobs, and shopping** all within walking or biking distance from each other. This reduces car trips and congestion and meets the sustainability goals of the area.
- Beyond the plan area, a city where residents can live and work in close proximity also **helps reduce traffic congestion and lengthy commutes for local residents**. The average commute time for an employed Oregon City resident is 27 minutes according to the Census.
- The **jobs-to-household balance** is an imprecise measure but can help a community visualize the availability of local jobs for local residents. In the Metro area this can be a gauge of how much a community functions largely as a “bedroom community” for those working elsewhere. Figure 1.2 shows the local jobs to local household ratio in Oregon City vs. other Metro area cities, based on the most recent Metro estimates prepared for the 2024 Urban Growth Report.

Figure 1.3: Jobs-to-Household Ratio, Metro Cities (2020)

City	Jobs/HH Ratio	City	Jobs/HH Ratio
Oregon City	1.3	Tigard	2.1
West Linn	0.5	Beaverton	1.6
Happy Valley	1.1	Hillsboro	2.0
Tualatin	3.1	Portland	1.7
Wilsonville	2.1	Metro Average	1.6

Source: Metro 2045 Distributed Forecast

Oregon City has a ratio of 1.3 jobs for each local household. This compares to a ratio of 1.6 Metro-wide. Employment centers such as Tualatin, Wilsonville, and Tigard have ratios above 2.0 jobs per household. Nearby bedroom communities which as West Linn, Happy Valley, and Lake Oswego have a lower ratio, but also have a higher property tax base due to higher average housing prices and property values.

The data shown in Figure 1.2 indicates that the number of available local jobs is roughly 70% the number of employed residents.

- **Improved tax base and fiscal health.** In any community, additional housing and residents tend to consume more in local government services than they contribute to residential property taxes, while non-residential land users are net contributors to local revenues, consuming less local government services than they pay in local taxes. A community with an imbalance of too much housing and not enough taxable commercial uses, can face fiscal challenges in providing the necessary services its residents and businesses expect. To compound this issue, Oregon City also features some major land users that are non-taxable such as college, government, and faith-based organizations. These types of uses are valuable

to the community but can often use large tracts of available non-residential land without contributing to the tax base.

- Improved fiscal health supports **improved city services for residents and businesses.** Employment land users in a city help build the tax base and fund services for the whole community, while improving the economy overall through increased income, local spending, and civic involvement.

## IV. Factors Impacting Development

### A. The Thimble Creek Concept Plan Area – Competitive Position in the Region

The Thimble Creek Concept Plan Area (plan area) is one of many comparable master planned communities and employment areas planned around the Metro area over the last two decades. Each area is unique, with its own advantages and competitive disadvantages.

This study identified some factors that may challenge the development of employment uses in Thimble Creek (outlined below). However, none of these factors are unique to Thimble Creek. In other words, there is no inherent disadvantage that prevents the plan area from building out that hasn't been faced by other employment areas in the region.

Commercial and industrial real estate brokers have expressed interest in this area, and do not see location or distance from the freeway as major barriers to viability. There is a high demand for buildable industrial sites across the region. Opportunities are in short supply and where land is available and serviced by infrastructure, there will likely be interest.

So, what remaining factors might be responsible for the slow rate of development in the concept plan area?

### B. Factors Impacting Development of Thimble Creek Employment Area

The following is a summary of some factors that have and will continue to impact the viability and pace of development of the employment zones in the plan area. Not all of these factors carry equal weight, and not all are things that can be impacted through City policy.

1. **Public Infrastructure Costs:** The high cost of building future street, water, and sewer infrastructure is identified as one of the key barriers to the development of employment uses in the plan area. The area will require future streets to access and utilities to serve new users, particularly on “interior” sites without access to Beaver Creek Road.

Industrial real estate is generally one of the lower-value land classifications, relative to residential or retail land. While residential land may be able to incorporate the costs of building off-site public improvements to serve the development, it is more difficult for

industrial users to pay for extensive public improvements without making the project financially infeasible.

The Concept Plan included estimates of the cost of building the future infrastructure in the plan area at the time the plan was written. Those costs have risen an estimated 120% in the meantime, based on inflation (Figure 2.1). There are a variety of options available to pay for public infrastructure, but this will likely remain a barrier to market viability until a more detailed funding plan is identified (see following section of this report).

Figure 2.1: Thimble Creek Concept Plan, Estimated Infrastructure Costs

Category	Concept Plan Estimates	Construction Costs Inflation	2025 Cost Estimate	% of Total
Street Improvements	\$61,000,000 (2008 dollars)	107.1%	\$126,300,000	55%
Intersecton Improvements	\$5,250,000 (2008 dollars)	107.1%	\$10,900,000	5%
Stormwater Improvements	\$19,000,000 (2008 dollars)	107.1%	\$39,300,000	17%
Water Network (backbone)	\$5,400,000 (2003 dollars)	176.6%	\$14,900,000	7%
Cap improve extensions:	\$6,900,000 (2003 dollars)	176.6%	\$19,100,000	8%
Sanitary Sewer Improvements	\$4,400,000 (2003 dollars)	176.6%	\$12,200,000	5%
Cap improve extensions:	\$2,300,000 (2003 dollars)	176.6%	\$6,400,000	3%
<b>TOTAL:</b>	<b>\$104,250,000</b>	<b>119.8%</b>	<b>\$229,100,000</b>	<b>100%</b>

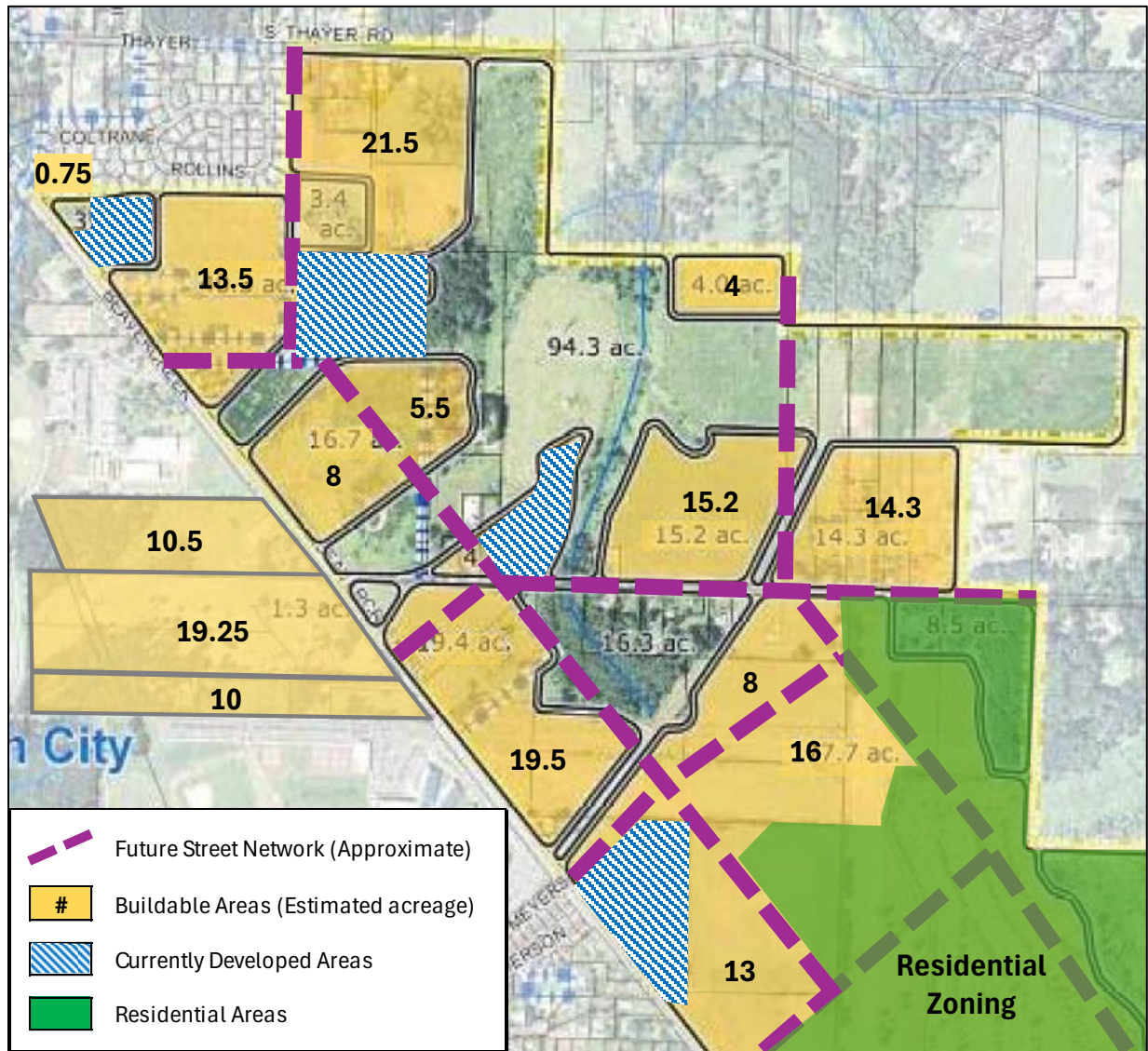
Source: Thimble Creek Concept Plan, RLB, Johnson Economics

- 2. Buildable Land:** The plan area has a number of aspects that divide the available land into smaller buildable parcels. These include 60 separate tax lots with 42 distinct owners. The area is divided by powerline easements which restrict development and will greatly reduce the available land. In addition, environmental constraints and some parcels that are already developed, further constrict future development potential.

There is an estimated total of roughly 181 acres estimated in 15 different buildable areas (Figure 2.2, next page). Nearly all these buildable areas would entail assemblage of multiple tax lots to achieve the acreage estimated here. The assembly of larger development sites, often involving multiple owners who may have differing goals and timelines, will present an ongoing challenge to development in the study area.

- 3. No Large-Lot Employment Sites:** The largest contiguous potential site is 21.5 acres, with the remainder being less than 20 acres. There are no contiguous large-lot industrial sites available in the study area. Large industrial sites have been identified as a need statewide and can be in higher demand due to scarcity. However, the small-to-mid sized sites that are available can still be attractive to employers of the right size and type.

Figure 2.2: Thimble Creek Concept Plan Area, Rough Buildable Areas & Acreage



Source: Thimble Creek Concept Plan, Johnson Economics

- 4. Transportation and Traffic:** According to the Metro travel demand model, Beaver Creek Road is expected to see significant traffic increases due to connections with major residential and/or employment growth areas in the City to the regional roadway network. Forecasts indicate that the current roadway and intersection capacity is insufficient to handle the influx of vehicles and will require improvements.

Developers are likely to face challenges related to the high costs of street and traffic management improvements required to accommodate additional demand and increased traffic. If the full burden of infrastructure improvements falls on developers, this could impact the economic viability of industrial uses in the area.

- 5. Future Street Network:** The Plan outlines a comprehensive transportation strategy designed to support a mixed-use community that prioritizes internal trip-making, multimodal transportation, and sustainable infrastructure. The future street framework described in the Plan is expected to help accommodate some of the future traffic volume and alleviate congestion caused by additional growth.

The exact alignment of the future streets is flexible and currently depends on the sequence of development, with initial projects able to propose future street alignments that will bind subsequent developments. The future street plan calls for a street that runs parallel to Beaver Creek Road to serve as an access road and alleviate traffic on the main arterial. This street will create some irregular tax lot and buildable site shapes as currently found along Beaver Creek Road.

- 6. Water/Sewer:** The current water supply system is fragmented, with some properties served by the city and others by Clackamas River Water (CRW). New infrastructure will be needed to serve the study area as it builds out. The City's Water Master Plan outlines planned improvements including increased pump station capacity, and pipeline project between Thayer Rd. and Beaver Creek Rd.

As with the extension of street infrastructure, the extension of public utilities has high estimated costs, and the division of the cost burden will impact the viability of private development in the area.

- 7. Stormwater:** The Thimble Creek stormwater infrastructure plan is centered around the principles of low-impact development to manage stormwater in a way that closely mimics natural hydrological processes. Challenges include soils with low infiltration rates, capacity of green streets to handle extreme storm events, funding for implementation and maintenance. However, a significant portion of the study area under powerline easements may offer an opportunity for stormwater mitigation in these easements where little other development is allowed.

- 8. Private Utilities:** The immediate vicinity of the plan area is served by ample power, gas, and internet service to meet the needs of the plan area as it develops. No significant hurdles were identified in building out the internal network of these services.

- 9. Employment & Job Density Targets:** During the planning process, discussion around the employment subareas factored employment goals of Oregon City, Metro and the Citizen Advisory Committee (CAC). The goals call for the plan area to house thousands of new jobs providing sustainable wages (alternatively referred to as "family" or "living" wages.)

The employment forecast is in keeping with Metro findings at the time the area was included in the UGB and estimates in the Metro Urban Growth Report for the relevant Transportation Analysis Zones (TAZ).

The forecast calls for an estimated 5,000 new jobs created in the area upon build-out, with nearly 75% of these jobs to be found in the North Employment Campus subarea. An additional 22% are forecast for the mixed employment village (Figure 2.3).

Figure 2.3: Thimble Creek Concept Plan Employment Forecast (2020)

Land Use Category	Gross Acres	Net Acres	FAR/ Acre	SF/ Job	# of Jobs	% of Jobs
North Employment Campus	149	127	0.3	450	3,678	73%
Mixed Employment Village	26	21	0.44	350	1,139	22%
Main Street	10	8	0.44	350	219	4%
<b>Employment Areas Totals:</b>	<b>185</b>	<b>156</b>			<b>5,036</b>	<b>99%</b>
Mixed Use Neighborhoods	77	62			36	1%
<b>All Areas Totals:</b>	<b>262</b>	<b>218</b>			<b>5,072</b>	<b>100%</b>

Source: Thimble Creek Concept Plan, pg. 42. See Plan for methodology and assumptions.

This is an estimate of employment capacity based on the carrying capacity of the land with the proper zoning designations. It is not a demand-side projection of likely jobs growth, nor does it reflect other market conditions that may help, or hamper development as discussed in this report.

These employment targets are the result of fairly aggressive job density assumptions applied to the study area. The assumed floor area ratio (i.e. FAR or building coverage) is somewhat high for a suburban employment campus location, the average square footage per employee reflects more urban job densities.

While the City is not officially bound by these employment targets, they are reflected in the Concept Plan, both in the general vision adopted for the North Employment Campus subarea, and in the adopted Thimble Creek Campus Industrial (CI) zoning and development standards (see next section).

**10. Permitted & Conditional Land Uses:** The Plan’s vision for the employment areas, and the job creation expectations discussed above, informed the allowed land uses in the CI zone. In keeping with the vision of an employment campus-like environment, permitted uses include light manufacturing, research and development, laboratories, corporate headquarters, high tech development, and related uses. Retail, professional office, and warehousing/distribution are limited in size and meant to be accessory uses to one of the main permitted uses.

Many of the permitted employer types, such as high-tech manufacturers, or corporate headquarters, are rarer and less frequent recruitments. While in recent years, the most common industrial development type based on market demand has been multi-tenant flex industrial developments and warehouse/logistics/distribution uses, which are limited in size in the CI zone and must be associated with a different primary use.

The CI zone is designed to limit the permitted types of users in the area to those that closely match the vision of a high-tech industrial campus. This approach has created a waiting game for the arrival of higher-value but lower-probability employers, while it may

be preventing some types of typical industrial development that have stronger market demand. Greater flexibility in permitted and conditional uses may improve the pace of development in the plan area (see next section).

**11. Development Code Standards:** This project included the review of zoning and development code standards that apply in the Thimble Creek area and CI zone. In addition to the permitted land use discussed above, several issues were identified that might impact development viability:

- a. **Strict outdoor storage limitations.** Outdoor storage is limited to 25% of the net developable area, which can pose significant constraints for industries requiring large storage spaces, such as manufacturing, construction, or distribution. This restriction could make the area less viable for industries with substantial storage needs.
- b. **Buffer zone and height restrictions.** The CI District enforces strict buffer zones for industrial uses abutting residential or commercial zones, as well as additional buffers for buildings over 45 feet. These setbacks may create restrictions on land use for industries that could benefit from vertical expansion or require more site coverage.
- c. **Sustainability requirements and associated costs.** Developments within the Thimble Creek Concept Plan area are required to incorporate six out of eight options for sustainability features, such as eco-roofs, permeable paving, and EV (electric vehicle) charging stations. Mandatory requirements to meet sustainability features could increase upfront development costs and complexity of projects that create financial challenges for industrial businesses.

**12. Development Incentives:** The Concept Plan area is currently included in the Oregon City Enterprise Zone program which offers tax incentives to new businesses that meet the criteria for job creation and wage levels. This incentive is competitive with other industrial areas in the region.

The plan area is not currently included in Oregon City's Tax Increment Finance (TIF, or Urban Renewal) district. This is one form of funding that other cities have used to help build the public infrastructure in employment areas, to serve properties and make them development ready. TIF funds can also be used for other types of development incentives on a project-by-project basis.

## V. Policy Considerations

### A. Levers of Public Policy to Influence Development

Not all of the factors discussed above can be impacted by public policy. Most notably, real estate and industrial market cycles, land costs and interest rates, fragmented property ownership, owner willingness to sell, and constraints like the extensive power line easements and some environmental features will be mostly beyond the ability of the City to influence.

In considering how to positively impact the pace and character of development of the employment subareas, policy makers have some levers of control. These levers are summarized here for reference, though not all of these are recommended based on the findings of this project:

- **The Concept Plan:** Public policy can impact the elements of the Concept Plan itself, for instance via updating or amending the Plan’s major elements such as the vision, goals, transportation, utilities, or open space frameworks. Updating the plan is not strictly necessary to make changes that can be made directly in the Municipal Code.
- **The Zoning Code:** Policy makers can adopt new standards or land use permissions in the zoning code to address some of the factors identified in the prior section. Similarly, policy makers can consider adjusting the boundaries of the zones themselves, rezoning some properties or areas.
- **Public Infrastructure:** The City can prioritize the provision of public infrastructure such as transportation, water, sewer, open space, and other public goods to help make the area development ready.
- **Development Incentives:** The City can create or modify development incentives and/or funding sources to help build infrastructure or incentivize projects that meet public goals. The City can also ensure that the planning and permitting process is time and cost efficient, with good communication of expectations to provide certainty to developers.

This is a brief overview of public policy levers that exist for facilitating development in general. The following section provides recommended policy priorities for the employment subareas of the Thimble Creek plan area based on the findings of this project. These have been identified as the most important factors impacting the pace of development that are subject to changes of public policy.

### B. Public Infrastructure

The high cost of building future street, water, and sewer infrastructure is identified as one of the greatest barriers to the development of employment uses in the plan area. The area will require future streets to access and utilities to serve new users, particularly on “interior” sites without access to Beaver Creek Road.

As noted, the cost estimates included in the Concept Plan for the whole infrastructure framework are estimated to have grown by at least 120% due to inflation to well over \$200M.

Developers are likely to be challenged by the high costs of public infrastructure improvements required to accommodate additional demand and increased traffic. If the full burden of infrastructure improvements falls on developers, this will likely render some industrial development in the area financially infeasible.

There are examples of other employment areas in the region that have faced this challenge. The most proactive approach is to seek sources of funding to help build infrastructure improvements early in the build out of the plan area. The infrastructure helps enable the successful development of the remainder of the employment area.

Given the high estimated cost of full build-out, an infrastructure strategy will prioritize, and sequence build out for the greatest impact. Potential funding sources include:

- 1. Tax Increment Financing (TIF, or Urban Renewal):** A TIF district is able to borrow against future property tax revenues in the district, in order to carry out projects in the adopted Plan. The tax revenues for the taxing jurisdictions remain at current levels, while the revenue from any property value appreciation after adoption (the new “tax increment”) goes to repaying bonds. Once the borrowed funds are repaid, the growth in property tax revenue from the new industrial development would flow back to the taxing jurisdictions. The idea is that without the public projects undertaken through the TIF district to help enable the property development and investment would, the growth would not otherwise happen, and tax revenue would remain little changed.

There are multiple examples of communities in the region using TIF districts to help fund infrastructure specifically in employment areas, which have responded with new development and investment. These include the North Hillsboro Industrial Renewal Area (2015, 2023), the Tualatin Leveton Tax Increment District (2021), and the Wilsonville Coffee Creek Urban Renewal Area (2016), and the Sherwood 2021 Urban Renewal Plan which covers the Tonquin Employment Area. All of these TIF plans were adopted with the goal of paying for infrastructure improvements within an underdeveloped employment area to make sites development ready. The property value of the new growth helps to pay for the public investment over time.

The adoption of a new TIF district is a planning process that typically includes the preparation of a district feasibility study, followed by the preparation of a TIF Plan and supporting Report that are adopted by the City Council. Statute allows a city the size of Oregon City to include a total of up to 25% of its land area, and 25% of its total assessed value in its combined TIF districts.

- 2. Local Improvement District:** Improvement districts assign all or a portion of the cost of infrastructure improvements to the properties that will directly benefit from them. These costs to property owners are in addition to the standard assessed property taxes but typically

substitute for SDCs. A local improvement district (LID) is a method for a group of property owners to pay for improvements that will provide collective benefits to them all. Oregon law authorizes local governments to establish LID's, and they are common in Oregon.

The South Hillsboro neighborhood is an example of a large, mostly residential, expansion area that used an LID to help finance improvements to open the area for development (2016). Property owners, including large land developers, were given the option to join the LID, paying an assessment at once, or over a set number of years. Property owners who opted not to join the LID would pay transportation SDCs at the eventual time of development of their property.

One challenge in utilizing a LID is that the cost of system development is ultimately borne by the property owners in addition to standard assessed property taxes. While it may be logical for the property owners to pay for improvements that will directly benefit them, it can nonetheless hamper future development in an area by adding burdensome costs prior to achieving the proposed development.

The cost of the LID is typically assessed immediately, and a lien placed on the impacted properties, though payments may be city-financed and paid off over time. This mechanism is likely to be burdensome to current landowners if they do not have an immediate buyer/future developer identified.

**This funding method is unlikely to be a good approach to the Thimble Creek area and is not recommended here.** The high-cost burden of the future infrastructure, combined with the lower relative value of industrial land, and the large areas of unbuildable land due to easements and environmental constraints, mean that the LID assessments would likely not be economically viable for property owners or new buyers. The South Hillsboro plan area included more high-value land uses and fewer unbuildable lands.

- 3. State Loans and Grants:** The State, via Business Oregon offers some grant programs meant to help communities finance infrastructure projects that facilitate business expansion and job growth. The main tool is the Special Public Works Fund which provides cities with loans of up to \$10M with favorable terms for “capital improvement (acquisition, preliminary and final design, & engineering) or planning projects (technical and financial feasibility studies) that assist in developing industrial lands, supporting an immediate job creation/retention/expansion opportunity, or replacement of essential community facilities.” Though modest in size compared to the total project list in Thimble Creek, this loan could be used to complete one or more key first projects to help unlock some development. The State also offers other programs to assist with industrial site readiness, technical and planning assistance, brownfield clean up, and water projects.

Metro administers various transportation funds for the region, including Federal funding sources such as the Surface Transportation Block Grant and Congestion Mitigation/Air Quality programs. Metro offers this funding through its Regional Flexible Funds three-year grant cycle.

### C. Permitted Land Uses

Another obstacle to rapid development in the study area has been the rigidity of the land uses permitted outright, conditionally, or prohibited by the development code. The code is designed to encourage the type of high-tech employment campus envisioned in the plan by largely restricting uses that aren't seen as compatible with that development pattern. Uses permitted outright in the CI zone include:

- A. Experimental or testing laboratories;
- B. Industrial uses limited to the design, light manufacturing, processing, assembly, packaging, fabrication and treatment of products made from previously prepared or semi-finished materials;
- C. Public and/or private educational or training facilities;
- D. Corporate or government headquarters or regional offices with fifty or more employees;
- E. Computer component assembly plants;
- F. Information and data processing centers;
- G. Software and hardware development;
- H. Engineering, architectural and surveying services;
- I. Non-commercial, educational, scientific and research organizations;
- J. Research and development activities;
- K. Industrial and professional equipment and supply stores, which may include service and repair of the same...;

- Chapter 17.37.020

Retail and office uses are generally restricted to accessory or secondary uses to one of the permitted units listed above. Warehousing and distribution uses are allowed in the general CI zone, but in Thimble Creek must be an accessory use, and may be no more than 50% of the total floor area. Independent standalone warehousing and distribution businesses are not allowed in Thimble Creek. Outdoor storage is limited to 25% of the net buildable area, which further limits the viability of some common users of industrial space such as construction companies.

Two examples of industrial zones that faced similar challenges of slow pace of development were the Employment Industrial zone in Sherwood, and the Manufacturing Park zone in Tualatin. In both cases, these zones were envisioned as similar high-tech, high wage employment areas with a campus-like feel that limited some traditional industrial users. The envisioned users were things like advanced manufacturing, software and hardware developers, clean technology, outdoor and active gear. In both cases, the zones have been reassessed based on slow development and perceived barriers to interested businesses.

After the initial adoption of the Tonquin Employment Area (TEA) and the accompanying Employment Industrial (EI) zone in Sherwood, there was little development activity or interest in the ensuing years. The perception and feedback were that the zone as written was too limited in allowed uses and development standards. In response, the zone was amended in 2016 to encourage more mid-sized

manufacturing and flex space. The amendment was intended to make the zone more flexible, including more such uses as warehousing and distribution and reducing restrictions on others. At the same time new restrictions were introduced to help limit the size of some uses such as distribution.

The changes are viewed as a success in attracting new development in the employment area including flex space and distribution users that would not have been allowed under the prior rules. Results have shown that many of the tenants in multi-tenant flex space are classic industrial users such as light manufacturers or small technology businesses.

In 2023, Tualatin followed suit in reassessing its Manufacturing Park (MP) zone and creating the new Basalt Creek Employment (BCE) zone in this employment area. Similarly, the area was planned for more high-tech and advanced industry that is slow in materializing. The BCE zone was updated from the MP zone, to allow more distribution as an accessory use (50% similar to Oregon City), but also allowing it to be a primary use *if 30% of the site is used by other types of industrial users*. This enables the development of flex space, where distribution is allowed, but requiring that other types of users also be on site. By not requiring that these be the same company, independent distribution and logistics buildings are allowed.

Oregon City might consider making the CI zone generally, and in Thimble Creek specifically, more flexible to allow for more of the typical industrial land uses that feature stronger demand today, rather than waiting for rarer or low-probability recruitments. This can be done by allowing what are currently conditional uses such as distribution, or small commercial uses, to be primary or accessory uses if they are part of a multi-tenant development (see below). An increase in outdoor storage allowance might also facilitate some types of businesses that are currently effectively limited.

Coordinate with Clackamas Community College (CCC) expansion: CCC has recently secured land on the west side of Beaver Creek Road to the east of the existing college campus. This roughly 40-acre consolidated site offers the opportunity to attract some of the types of employment uses envisioned in the original Thimble Creek Plan. For instance, employment skills training, research and development, software and high-tech development, engineering and scientific work related to the college and its programs. The city should seek to engage with CCC to discuss the vision of the Thimble Creek Plan and its employment areas and see how the city might partner to help work towards the vision as CCC expands.

#### **D. Amendments to Code Standards**

As noted, this project included the review of zoning and development code standards that apply in the CI zone and Thimble Creek specifically. The review found a few minor issues for consideration that might impact development viability:

- 1. Make “Warehousing and Distribution” an accessory use in the CI zone.** Changing "Warehousing and Distribution" from a conditional use to a permitted accessory use within the CI Zone would provide flexibility to industrial developers and streamline the approval process. This use could also be allowed as one component of a multi-tenant or “flex”

development, which would allow for flexible tenanting, but discourage large single-use distribution developments.

- 2. Strict outdoor storage limitations.** Outdoor storage is limited to 25% of the net developable area, which can pose significant constraints for industries requiring large storage spaces, such as manufacturing, construction, or distribution. The City can consider increasing the permitted outdoor storage area to 50% to create more flexibility in the types of industrial businesses that can locate in Thimble Creek.
- 3. Buffer zone and height restrictions.** The CI District enforces buffer zones for industrial uses abutting residential or commercial zones, as well as additional buffers for buildings over 45 feet. These setbacks may create restrictions on land use for industries that could benefit from vertical expansion or require more site coverage. These standards are more restrictive than in comparable industrial zones. The City can consider reducing the buffer from neighboring uses from 25 to 20 feet, and applying this buffer only to neighboring residential zones, not to commercial neighbors which typically require less buffering from other commercial or industrial uses.
- 4. Sustainability requirements and associated costs.** Developments within the Thimble Creek Concept Plan area are required to incorporate six out of eight options for sustainability features, such as eco-roofs, permeable paving, and EV (electric vehicle) charging stations. While sustainability is a foundational element of the Concept Plan since it was written, mandatory requirements to meet sustainability features increase upfront development costs and complexity of projects that create financial challenges for industrial businesses, especially if the requirements are numerous.

The Code states:

- G. Sustainability Features. Each development must incorporate at least six of the following sustainability features:
  1. A vegetated eco-roof for stormwater management. An eco-roof covering twenty to forty percent of the total roof area shall count as one feature, and a roof covering more than forty percent of the total roof area shall count as two features;
  2. A white roof with a Solar Reflectance Index (SRI) of seventy-eight or higher if the roof has a 3/12 roof pitch or less, or SRI of twenty-nine or higher if the roof has a roof pitch greater than 3/12 covering a minimum of seventy-five percent of the total roof area;
  3. A system that collects rainwater for reuse on-site (e.g., site irrigation) designed to capture an amount of rainwater equivalent to the amount of stormwater anticipated to be generated by fifty percent of the total roof surface;
  4. An integrated solar panel system mounted on the roof or anywhere on site. A solar system with surface area equivalent to a minimum of twenty to forty percent of the total roof area shall count as one feature, and a solar system with surface area equivalent to forty percent or more of the total roof area shall count as two features;
  5. Use of native plant species selected from the Oregon City Native Plant List. Native plantings that cover twenty to thirty percent of the total landscaped area shall count as one feature, and plantings that cover thirty percent or greater of the total landscaped area shall count as two features;

6. Provision of pedestal or wall-mounted Level 2, two hundred forty-volt electric vehicle chargers, or similar alternative fueling stations as approved by the community development director, at a minimum ratio of one station per fifty vehicle parking spaces up to a maximum of five such stations;
7. Permeable paving, which may include porous concrete, permeable pavers, or other pervious materials as approved by the city engineer. Permeable paving totaling twenty to forty percent of all paved surfaces shall count as one feature, and permeable paving of forty percent or more of all paved surfaces shall count as two features; or
8. Buildings LEED-certified by the U.S. Green Building Council at any level shall be counted as three features.

- Chapter 17.37.060(G)

Requiring the inclusion of six of eight options is a high bar that will add costs to a development and negatively impact the feasibility of some developments. The City can consider reducing this requirement to four or fewer of the options. Some of these requirements may also be appropriate for inclusion in the landscaping or other code.

In general, when given a menu of options to meet approval requirements, developers can be expected to select the least costly alternatives to meet the standard. This means that the costliest options will seldom if ever be selected.

# MEMORANDUM

Thimble Creek Industrial Readiness Study



**Harper  
Houf Peterson  
Righellis Inc.**

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**Job No.:** JOE-01  
**Date:** January 29, 2025  
**To:** City of Oregon City  
Brendan Buckley, Johnson Economics  
**From:** Thuy Cao AICP, Planner, HHPR  
**Subject:** Task 3: Development Scenarios & Industry Needs

## PURPOSE

Oregon City is working with Johnson Economics and Harper Houf Peterson Righellis (HHPR) to complete a market analysis and industrial readiness study for the Thimble Creek Sub-Area. The purpose of Task 3 is to provide strategies and recommendations for implementation, funding sources, and development scenarios for the Thimble Creek study area. Task 3.2 specifically focuses on potential development scenarios including general information on recommended property and the infrastructure requirements for certain industries. In addition, this memorandum discusses which development obstacles are greatest and provides additional strategies and recommendations to consider.

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## I. ZONING COMPARISON

In order to evaluate how Oregon City’s Campus Industrial (CI) zone compares to similar zones in nearby cities within the Portland Metropolitan Area, the following table focuses on the purpose, standards, and restrictions of similar employment-focused campus industrial zones. By examining development standards and notable barriers—such as infrastructure requirements and compatibility restrictions—this analysis highlights strategies used by different jurisdictions to attract industrial growth while addressing local priorities including environmental protections, community livability, neighborhood character, and long-term planning goals.

Table 1. Zone Comparison – Portland Metropolitan Area

City	Industrial Zones(s)	Allowed Uses (Industrial)	Development Standards	Barriers/Restrictions
Oregon City	Campus Industrial (CI)	Manufacturing, research facilities, office uses, warehousing (limited)	<b>Setbacks:</b> Front: 20 ft, Corner side: 20 ft, Rear: 10 ft <b>Landscaping:</b> 15% <b>Building height:</b> 45 ft	Limited outdoor storage allowed, stringent environmental review due to proximity to natural areas. Sustainability features required. Buffering from neighboring zones.

Tualatin	Manufacturing Park (MP)	Specialized manufacturing, and related uses and research facilities	<b>Setbacks:</b> Varies <b>Landscaping:</b> 25% <b>Building height:</b> 70 ft	Required buffering and height restrictions from residential zones.
Lake Oswego	Industrial Park (IP)	Industrial service and storage, light manufacturing, wholesale distribution, research and development, office uses	<b>Setbacks:</b> Front: 20 ft, Side: 10 ft, Rear: 10 ft <b>FAR:</b> 1.0:1 <b>Landscaping:</b> 15% <b>Building Height:</b> 45 ft	Limited industrial zones, strict design standards, limited outdoor storage and loading docks, requirements to maintain aesthetic standards.
Milwaukie	Business Industrial (BI)	Research and laboratories, manufacturing, warehousing and distribution, contractors and related businesses	<b>Setbacks:</b> Front: 20 ft, Corner side: 10 ft <b>Landscaping:</b> 15% <b>Building Height:</b> 45 ft	Outdoor storage prohibited if located adjacent to specified areas in the zone.
Happy Valley	Industrial Campus (IC)	Research and development, technology, professional services, processing, logistics, distribution, wholesale activities, manufacturing and production, offices	<b>Setbacks:</b> Front: 10 ft, Rear: 20 ft, Side: varies <b>Landscaping:</b> 15% <b>Building Height:</b> 45 ft	Compatibility with nearby residential zones, buffer requirements, and strict development standards.
Sherwood	Employment Industrial (EI)	Manufacturing and technology, distribution, warehousing, search and development, laboratories	<b>Setbacks:</b> Front: 20 ft, Corner side: 20 ft <b>Landscaping:</b> Based on point system <b>Building Height:</b> 50 ft	Minimum lot area for industrial uses: 3 acres, additional industrial design standards for new development.
Hillsboro	Station Community Industrial (SCI)	Industrial service, manufacturing and production, warehouse and freight, wholesale	<b>Setbacks:</b> Front: 30 ft <b>FAR:</b> 0.35 <b>Landscaping:</b> Variable <b>Building Height:</b> 60 ft	Additional site design requirements.
Beaverton	Office Industrial (OI)	Manufacturing, fabricating, processing, laboratory, warehousing, wholesale and distribution	<b>Setbacks:</b> Front: 35 ft, Abutting residential: 75 ft, Side: 10 ft <b>Landscaping:</b> N/A <b>Building Height:</b> 80 ft	Buffer requirements for adjacent residential zoning districts.

Portland	General Employment 1 (EG1)	Manufacturing, research and development, warehouse and freight movement, industrial service	<b>Setbacks:</b> Front: 5 ft <b>FAR:</b> 3:1 <b>Landscaping:</b> 15% <b>Building Height:</b> 45 ft	Exterior storage limited to 20%, exterior work activities are prohibited.
	General Employment 2 (EG2)	Manufacturing, research and development, warehouse and freight movement, industrial service	<b>Setbacks:</b> Front: 25 ft <b>FAR:</b> 3:1 <b>Landscaping:</b> 15% <b>Building Height:</b> No limit	Exterior work activities are prohibited.

Oregon City’s Campus Industrial (CI) zone focuses on merging employment-focused industrial uses such as manufacturing, warehousing, and office spaces within a campus-like environment that integrates with surrounding uses. Similarly, other cities designate employment industrial zones to provide opportunities for light industrial development in carefully planned environments. These zones prioritize compatibility with surrounding residential or commercial uses by utilizing standards such as setbacks, landscaping, and height limitations to reduce visual impacts.

Development standards for these employment industrial zones generally aim to balance functionality, aesthetics, and compatibility with surrounding uses, but certain requirements can create barriers that go beyond typical expectations. Examples include environmental standards that require additional compliance steps and costs, enhanced landscaping or buffer requirements that reduce usable site area, and stringent design standards that limit flexibility in site layout and building design.

These types of restrictions can increase the complexity, expense, and time required for industrial developments, making some locations less marketable or attractive to certain industries. In addition to these standards, infrastructure readiness appears to be a consistent barrier to development with cities requiring industrial development to provide significant infrastructure improvements including upgrades to utilities, roadways, and transit systems.

**II. DEVELOPMENT SCENARIOS**

The Thimble Creek Concept Plan, formerly known as the Beaver Creek Road Concept Plan, is a comprehensive guide for the development of a 453-acre area in southeast Oregon City, Oregon. Adopted in 2008 and updated in 2020, this plan envisions a complete and sustainable community with a diverse mix of uses, including employment centers, mixed-use districts, residential neighborhoods, open spaces, and trails. The plan area was added to the regional urban growth boundary by Metro in 2002 and 2004, with the goal of creating a multi-use community that complements adjacent areas like Clackamas Community College and Oregon City High School.

Key features of the Concept Plan include:

- A North Employment Campus for tech flex and campus industrial uses
- A Mixed Employment Village along Beaver Creek Road
- A 10-acre Main Street area for local shops and services
- West and East Mixed-Use Neighborhoods with varying residential densities
- Sustainability strategies, including green building practices and stormwater management



- An extensive open space and trail network
- A connected street framework with emphasis on multi-modal transportation

The plan aims to balance regional employment needs with local community development, providing a transition between urban and rural areas while creating opportunities for future growth and connectivity. Despite the plan's vision for employment centers, there has been little interest in development. To address this issue, Oregon City is working with the consultant team to explore potential opportunities and locations in the Thimble Creek area to attract new employers, with the goal of identifying barriers to development and increasing the potential for regionally significant industry clusters. Adjusting dimensional and development standards can enhance the appeal of the Thimble Creek Concept Plan area by addressing current development needs and removing barriers. These recommended code amendments can be initiated by the City as a straightforward and simple solution to make development in the area more flexible and attractive to developers looking for industrial lands.

#### *Proposed Changes to Use Table*

To encourage industrial development in the Thimble Creek Concept Plan area, changing "Warehousing and Distribution" from a conditional use to a permitted accessory use within the CI Zone would provide several key benefits and would represent a significant shift in land use. This modification aims to enhance the flexibility and attractiveness of the CI Zone for industrial development while maintaining its primary focus on employment-intensive uses. The change could potentially attract new growth of diverse industrial activities into the area. These benefits include:

- **Increased flexibility.** Allowing warehousing and distribution as an accessory use would give industrial developers and businesses more flexibility in their operations. These functions could be incorporated into their facilities without going through an additional conditional use process, which could limit appeal in this area.
- **Streamlined approval process.** As a permitted accessory use, warehousing and distribution activities would face fewer regulatory challenges. This could speed up the development process and make the area more attractive to potential industrial businesses who are seeking a flexible industrial space that is desired by the Thimble Creek Concept Plan.
- **Support for primary industrial uses.** Warehousing and distribution often complement manufacturing and other industrial activities. Permitting these as accessory uses would allow companies to more easily integrate their production and logistics operations.
- **Alignment with employment goals.** The Thimble Creek Concept Plan emphasizes creating family-wage jobs and strengthening the local economy. Allowing warehousing and distribution as accessory uses could support the growth of industrial businesses that provide such employment opportunities.

It is important to note that the Thimble Creek Concept Plan also emphasizes creating a pedestrian-friendly environment and promoting sustainable development practices. Any change to permitted uses should be carefully balanced with these goals to ensure they do not conflict with the overall vision for the area. This can be considered when determining the maximum allowable area for warehousing and distribution on a given site. The following are recommendations for limitations on warehousing and distribution as an accessory use in the CI Zone:

- **Maximum square footage.** Warehousing and distribution facilities should be limited to no more than 50% of the floor area of the primary use. This ensures that these activities remain accessory to the primary use.

- **Use limitations.** The warehousing and distribution facilities not associated with an on-site industrial use should remain prohibited.
- **Design standards.** Locate warehousing and distribution areas to the rear of buildings or sites, away from street frontages. Provide adequate screening and landscaping to minimize visual impacts from public roads and adjacent properties.
- **Traffic considerations.** Limit the number and size of truck bays based on the scale of the primary industrial use. Require a traffic impact analysis to ensure the accessory use does not overwhelm local roads as planned for in the original plan.
- **Sustainable features.** Require green building practices for warehousing and distribution facilities, such as energy-efficient lighting and HVAC systems.

*Proposed Dimensional Standards*

In order to further promote industrial development in the Thimble Creek Concept Plan area, the proposed Campus Industrial (CI) Zone Standards introduce two key modifications while maintaining most existing standards:

- **Reduced buffer requirements.** The buffer requirements have been relaxed in two significant ways:
  - The buffer zone width has been reduced from 25 feet to 20 feet.
  - The buffer requirement now only applies to residential zones, removing the requirement for commercial zone buffers.
- **Expanded outdoor storage capacity.** The proposed standards double the allowable outdoor storage capacity from 25% to 50% maximum, providing more flexibility for industrial operations.
- **Maintained flexibility.** The proposed standards preserve several development-friendly aspects:
  - No minimum-lot area requirements.
  - No minimum interior side yard setback.
  - Allowable increase in maximum building height with additional buffer provided.

Table 2. Existing and Proposed CI Zone Standards.

Campus Industrial (CI) Zone Standards		
	Existing	Proposed
<b>17.37.040 Dimensional Standards</b>		
Maximum lot area	No minimum	No change
Maximum building height	45 feet	No change
Minimum required setbacks:		
Front yard	20 feet	No change
Interior side yard	No minimum	No change
Corner side yard	20 feet	No change
Rear yard	10 feet	No change
Buffer zone	If a use in this zone abuts or faces a residential use, a yard of at least 25-feet shall be required on the side abutting or facing the adjacent residential or commercial zone to provide buffer area	If a use in this zone abuts a residential use, a yard of at least 20-feet shall be required on the side abutting the adjacent residential zone to provide buffer area

Height of building > 45 ft. buffer	Every additional story built above 45 ft. requires an additional 25 ft. buffer	No change
<b>17.37.050 Development Standards</b>		
Landscaping	15% minimum	No change
Parking	No parking in front setback or within buffer areas without approved screening and landscaping	No change
Fences	Periphery fences not allowed	No change
Outdoor Storage	25% maximum	50% maximum

These changes collectively reduce development constraints while maintaining essential protections for adjacent residential areas, making the Thimble Creek Concept Plan area attractive for new industrial investment and expansion. Increasing the outdoor storage capacity from 25% to 50% maximum allows businesses to store more raw materials on-site, maintain larger inventory levels, and accommodate more equipment and product staging areas.

The proposed 5-foot reduction in buffer requirements (from 25 to 20 feet) provides more usable land for development, and eliminating buffer requirements for commercial zones allows for more efficient land use. These changes also translate to financial benefits as less land dedicated to buffers creates more productive use of available land and reduced landscaping requirements along commercial boundaries, along with greater site utilization potential through increased storage allowances.

#### *Examples of Potential Development Scenarios*

Providing visual examples of potential development scenarios helps to evaluate the impact that regulations have on industrial development opportunities. These scenarios provide a tangible and visual representation of how adjustments, such as modified buffer requirements, increased outdoor storage capacities, or streamlined accessory uses, can influence land utilization and operational flexibility. This includes visualizing trade-offs, such as balancing the need for increased industrial capability while maintaining community compatibility. The following conceptual scenarios serve several key purposes:

- **Demonstrating the impact of standards on land utilization:** The development scenarios show how dimensional standards, such as outdoor storage capacity and buffer requirements, influence the functional use of land. By comparing existing and proposed standards, the scenarios highlight the increased flexibility for industrial operations, such as expanding outdoor storage allowances and reducing buffers for non-residential uses.
- **Identifying opportunities for streamlined development:** The scenarios provide insights into how streamlined standards, such as relaxing certain buffer and storage limitations, can attract industrial investment by reducing constraints on site design and development costs. For example, allowing warehousing and distribution as accessory uses simplifies the approval process, making the area more attractive to prospective developers.
- **Supporting decision-making on policy amendments:** The scenarios provide concrete examples of how amendments to development standards, such as reducing buffer widths from 25 feet to 20 feet or doubling outdoor storage capacity, can address barriers to development. These visuals and analyses support informed policymaking to enhance industrial readiness in the area.

- **Illustrating flexibility for market needs:** The development scenarios emphasize adaptability to market needs by allowing industrial uses to maximize outdoor storage or streamline accessory uses without compromising the area's long-term goals. This flexibility is critical to balancing regulatory goals with attracting diverse industries.

These conceptual examples serve as a tool for assessing whether the proposed standards are both practical and effective in creating a more competitive and sustainable industrial landscape.

#### *Recommended Site Characteristics*

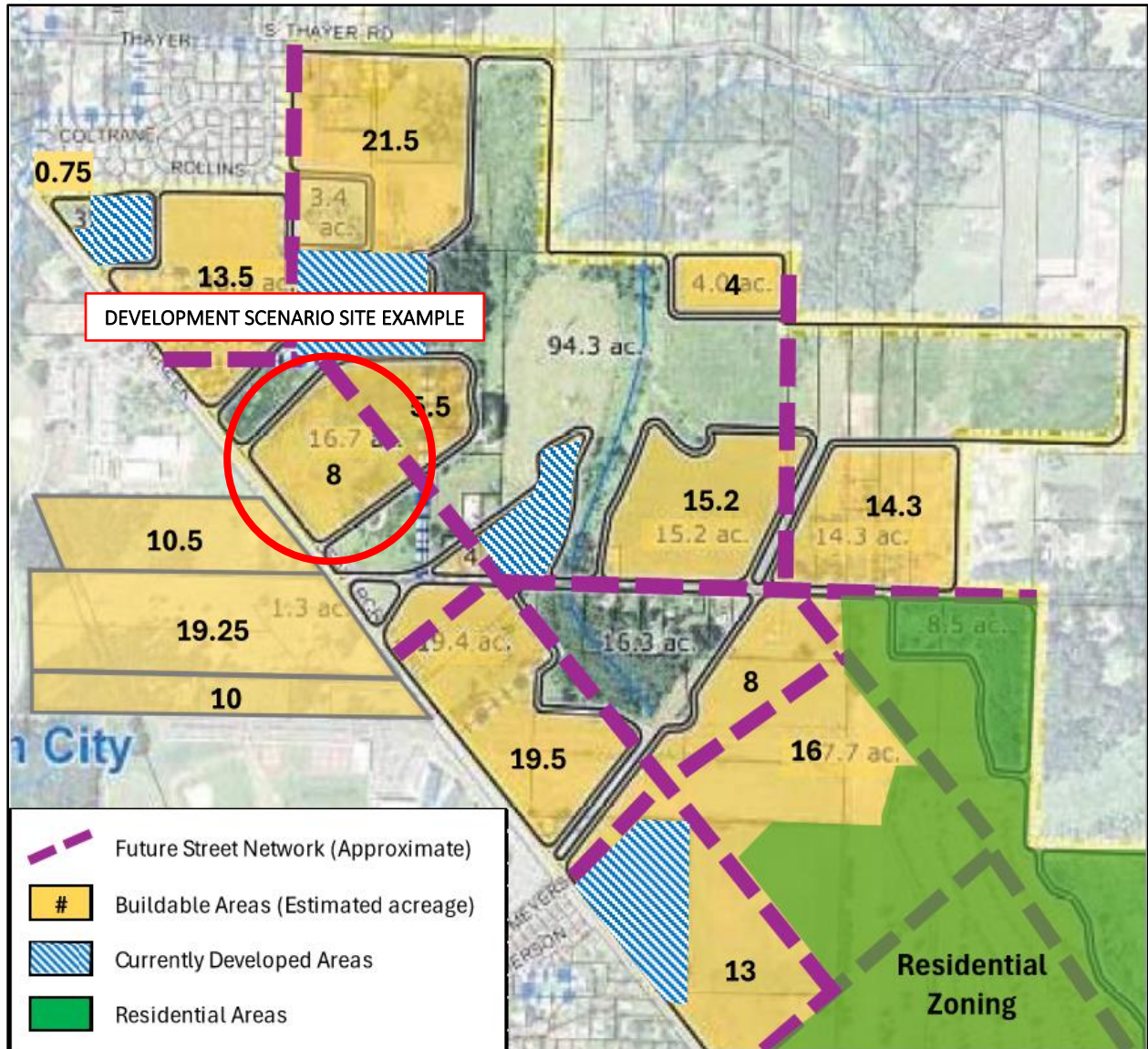
The criteria for recommended industrial development sites within the Thimble Creek Concept Plan Area focus on factors that support industrial development while aligning with the plan's broader goals of sustainability, economic growth, and land-use efficiency.

- **Property size.** Properties should generally be 5+ acres to accommodate a range of industrial uses, from smaller tech-flex developments to larger multi-tenant flex campuses that include manufacturing or warehousing facilities. Properties with rectilinear shapes (e.g. rectangular) are preferred to optimize the site layout and maximize usable area for building footprints, parking, and outdoor storage.
- **Utilities.** Sites must have adequate access to utilities to meet the needs of industries such as manufacturing, warehousing, or technology-based businesses. This includes being able to easily connect to water or sanitary sewer lines, having areas to accommodate on-site stormwater management systems such as detention ponds or green infrastructure, and having access to sufficient electrical capacity for energy-intensive industries.
- **Developable land.** Properties with relatively flat or gently sloping terrain are ideal as steep slopes can increase grading costs and reduce developable area. Properties should also have minimal encroachments on natural features (e.g. wetlands, riparian corridors, or other sensitive lands) to ensure maximum utilization of the property. Adequate buffering from adjacent residential areas is necessary but should not overly constrain developable land.
- **Transportation.** Sites within 10 miles of interstate highways (e.g., I-205) are highly desirable to support freight mobility. Properties should be located near major arterials or collectors, such as Beaver Creek Road, to ensure efficient movement of goods and employees.
- **Operational flexibility.** Zoning flexibility allows for diverse industrial uses, while development standards such as outdoor storage maximums may further accommodate additional industries. Properties that are close to residential areas or educational institutions, such as Clackamas Community College, also provide access to skilled and local labor force.
- **Financial feasibility.** Sites with existing or planned utility infrastructure reduce upfront development costs. Properties with minimal environmental remediation (e.g., no contamination or extensive wetland restoration) are preferred to reduce costs and timeframes for development.

Some example recommendations include parcels within the North Employment Campus designated for campus industrial use that benefit from its proximity existing infrastructure, transit options, and workforce access from nearby educational institutions, or along Beaver Creek Road as parcels with frontage or near intersections with planned extensions could benefit from direct access to transportation and utilities. Land located west of Beaver Creek Road and east of Clackamas Community College could also benefit from existing utility connections.

The hypothetical development site shown in **Figure 1** was selected due to its strategic location within the North Employment Campus, offering excellent access to major transportation routes like Beavercreek Road and proximity to workforce training resources at Clackamas Community College. The site's size and configuration allow for efficient industrial layouts, with minimal environmental constraints ensuring a high percentage of developable land. Existing and planned infrastructure, such as utility networks and roadway upgrades, further supports its viability for industrial use. This development scenario site example considers alignment with the above criteria for industrial development, while the scenarios themselves demonstrates how proposed changes to development standards (e.g. reduced buffers and increased outdoor storage), can enhance land utilization while aligning with the Thimble Creek Concept Plan goals of fostering sustainable, employment-driven growth.

Figure 1. Thimble Creek Market Assessment, Refined Estimated Buildable Areas



The following development scenarios are strictly conceptual and are intended to provide a high-level understanding of how the proposed changes to the development code standards could impact the design and functionality of industrial development within the CI Zone. These scenarios assume that new industrial

development would use the maximum percentage of outdoor storage allowed rather than prioritizing buildable area for an associated building on-site. The scenarios demonstrate how adjustments, such as increasing the allowable percentage of outdoor storage or reducing buffer requirements, could influence site layout, land utilization, and the feasibility of industrial operations.

By assuming that new industrial development would maximize the use of outdoor storage rather than focusing primarily on expanding building footprints, the scenarios highlight the potential trade-offs between operational flexibility and building density. This approach allows stakeholders to visualize how the proposed standards prioritize accommodating industries with large outdoor storage needs, such as manufacturing or logistics, while still aligning with the broader goals of the Thimble Creek Concept Plan.

Figure 2. Development Scenario – Existing Standards



Figure 3. Development Scenario – Proposed Standards



Figure 4. Development Scenario – Existing Standards (Abutting Residential)



Figure 5. Development Scenario – Proposed Standards (Abutting Residential)



Table 3. Technical Analysis for Development Scenarios

Scenario	Pros	Cons
Figure 2: Development Scenario with Existing Standards	<ul style="list-style-type: none"> <li>– Limits outdoor storage to 25% to preserve aesthetic compatibility.</li> <li>– Preserves green space and buffers, enhancing visual appeal.</li> <li>– Clear restrictions create predictable land use outcomes, preventing over-intensive development in visible areas.</li> </ul>	<ul style="list-style-type: none"> <li>– Limited outdoor storage capacity restricts operational flexibility for industries requiring outdoor storage (e.g. warehousing or logistics).</li> <li>– Inflexible standards may lead industries to favor alternative locations with more flexible zoning.</li> </ul>
Figure 3: Development Scenario with Proposed Standards	<ul style="list-style-type: none"> <li>– Doubles outdoor storage capacity (50%), increasing operational flexibility for industries.</li> <li>– Reduced buffer to 20 feet, increasing usable land area for industrial operations, improving site layouts and increasing potential building footprints.</li> <li>– Streamlines approval processes for accessory uses like warehousing and distribution, allowing for faster project timelines and reduced permitting costs.</li> </ul>	<ul style="list-style-type: none"> <li>– Increased outdoor storage could impact visual and pedestrian-friendly character (will still have to meet landscaping and screening requirements).</li> <li>– Reduced buffers could lead to visual or noise impacts on residential areas.</li> <li>– Substitution of built space for outdoor yard space is likely to decrease employment density somewhat.</li> </ul>
Figure 4: Development Scenario with Existing Standards (Abutting Residential)	<ul style="list-style-type: none"> <li>– Limits outdoor storage to minimize potential conflicts with nearby residential uses and prevents overutilization of open spaces.</li> <li>– Maintains a 25-foot buffer, ensuring clear separation between industrial and residential or commercial uses, reducing conflicts from noise, visual impacts, and truck activity.</li> </ul>	<ul style="list-style-type: none"> <li>– Outdoor storage restrictions may discourage industries requiring flexibility.</li> <li>– Larger buffer and restricted storage reduce industrial readiness, constraining opportunities for potential industries looking to develop.</li> </ul>
Figure 5: Development Scenario with Proposed Standards (Abutting Residential)	<ul style="list-style-type: none"> <li>– Expands outdoor storage capacity (50%), enhancing flexibility for industrial operations.</li> <li>– Permits warehousing and distribution as accessory uses, which provides flexibility for potential multi-tenant developments that can accommodate e-commerce, manufacturing, or logistics.</li> <li>– Reduces residential buffer to 20-foot, offering strong noise and visual separation while allowing for more usable land.</li> </ul>	<ul style="list-style-type: none"> <li>– Reduced buffers and increase outdoor storage could negatively impact adjacent residential properties if not adequately screened.</li> <li>– Reliance on mitigation measures as effective buffering (e.g. landscaping, berms) will be necessary to reduce any impacts.</li> </ul>

### *Critical Observations*

- **Trade-offs between land use efficiency and compatibility.** The *existing standards* (Figures 2 and 4) prioritize compatibility by enforcing larger buffers and limiting storage but result in underutilized land and discourage industries with high outdoor space demands or that are in need of flexibility. The *proposed standards* (Figures 3 and 5) directly address industrial needs by increasing flexibility and potential utilization of land, but may introduce risks of impacts (noise, traffic, aesthetics) that may require additional mitigation.
- **Economic feasibility and attractiveness.** The proposed changes maximizes the developable area to accommodate industries with varying operational needs, potential improving economic feasibility for new developments. However, this may come at the cost of reduced appeal unless mitigated or designed effectively.
- **Mitigation is a key factor.** In both proposed scenarios, mitigation measures such as screening, enhanced landscaping, noise barriers, and stormwater management will be essential to balance industrial readiness with compatibility with the community.
- **Flexibility vs. the long-term vision.** While the proposed standards offer flexibility to attract a broader range of industries, careful planning must occur to ensure they align with the Thimble Creek Concept Plan’s long-term goals of sustainability, employment density, and compatibility with surrounding uses.

Flexibility in development and land use standards is critical in meeting the diverse needs of modern industrial tenants. Developments such as “industrial multi-tenant flex” offer adaptable spaces that can accommodate varying uses, making them ideal for industries with evolving operational demands. Multi-tenant flex developments combine various uses, such as office, light industrial, R&D (research and development) within one facility or property. The “flex” refers to the adaptability of the space, which can support different uses depending on the tenant’s needs and current scale.

Industries like e-commerce, manufacturing, or logistics often require warehouse or distribution space for storage and shipping. Warehousing as an accessory use provides a key component for companies handling inventory, and having warehousing or distribution integrated with office or R&D spaces allows tenants to streamline operations, reduce their transportation costs, and improve their overall efficiency.

In areas where light industrial uses dominate, multi-tenant flex spaces provide a solution for tenants needing both office and storage needs. The proposed standards, which increase outdoor storage capacity and reduce buffer zones, enhance the feasibility of these developments by providing the flexibility needed to support these growing industries. Balancing this flexibility with mitigation measures ensures compatibility with community goals.

Ultimately, multi-tenant flex developments that prioritize this level of adaptability can drive economic growth, attract diverse tenants, and optimize land use in industrial zones like the Thimble Creek Concept Plan Area that has been eager for industrial growth.

### **III. INDUSTRIAL SITE NEEDS**

The Thimble Creek Concept Plan outlines key industry needs to support industrial development in the Campus Industrial (CI) Zone. This includes robust utility infrastructure improvements, such as high-capacity water lines, sewer systems, and stormwater management facilities, to accommodate these industries. These infrastructure requirements aim to attract clean, employee-intensive industries while promoting economic growth in the region. To attract these industries into the Thimble Creek Concept Plan area, infrastructure improvements should be considered as they can create a significant barrier to development.

Table 4. Infrastructure Requirements for Industrial Industries.

Profile	Acreage (competitive)	Water (min. line)	Sewer (min. line)	Power (min. demand)	Transportation (miles to interstate)
<b>Production Manufacturing</b>					
Heavy Industrial / Manufacturing	10 - 100+	8" to 12"	6" to 8"	2 MW	Within 10 miles
High-Tech / Clean-Tech Manufacturing	5 - 100+	12" to 16"	12" to 18"	4-6 MW	Within 10 miles
<b>Value-Added Manufacturing and Assembly</b>					
Food Processing	5 - 25+	12" to 16"	10" to 12"	2-6 MW	Within 30 miles
Advanced Manufacturing & Assembly	5 - 25+	8" to 12"	10" to 12"	1 MW	Within 15 miles
<b>Flight / Flex Industrial</b>					
General Manufacturing	5 - 15+	6" to 10"	6" to 8"	0.5 MW	Within 20 miles
Industrial Business Park and R&D Campus	20 - 100+	8" to 12"	10" to 12"	0.5 MW	N/A
Business / Admin Services	5 - 15+	4" to 6"	6" to 8"	0.5 MW	N/A
<b>Warehousing &amp; Distribution</b>					
Regional Warehouse / Distribution	20 - 100+	4" to 8"	4"	1 MW	Within 5 miles
Local Warehouse / Distribution	10 - 25+	4" to 6"	4"	1 MW	Within 5 miles
<b>Specialized</b>					
UVA Manufacturing / Research	10 - 25+	4" to 8"	6"	0.5 MW	N/A
Data Center	10 - 25+	16"	8" to 10"	5-25 MW	Within 20 miles
Rural Industrial	5 - 25+	4" to 8"	4" to 6"	1 MW	N/A

Source: State of Oregon – Infrastructure Finance Authority, Industrial Development Competitive Matrix 2015

Larger, more intensive industrial operations generally require more substantial infrastructure across all categories - from larger land parcels to more robust utility connections and better transportation access. Transportation access to major highways is a critical factor for many industrial uses. Water and sewer infrastructure needs are also substantial across all categories, reflecting the importance of reliable utility service for industrial operations. Power demands vary significantly based on the type of operation, with high-tech and data centers having particularly high requirements. The table demonstrates that successful industrial development requires careful infrastructure planning and significant upfront investment to create sites that can support modern industrial users.

The employment subareas of the Thimble Creek Concept Plan have adequate characteristics to meet the needs of many industrial sectors. The main limitation will be the availability of larger development sites and the cost of serving them. Smaller development projects will be practicable in the area, but medium and large industrial development of over 20 acres will be limited.

Utility and transportation infrastructure will be available in the immediate area but must be extended into the interior of the plan area at significant cost. Very high-capacity power users such as data centers may require additional power allocations to meet their needs.

#### IV. INFRASTRUCTURE IMPROVEMENT NEEDS

Key infrastructure improvements required for industrial development in the Campus Industrial (CI) Zone within the Thimble Creek Concept Plan area are summarized below. These improvements address transportation, utilities, sustainability, and site-specific needs to support the area's economic growth and employment objectives.

##### *Transportation Enhancements*

The Thimble Creek Concept Plan area currently lacks adequate transportation infrastructure to support new industrial developments. The existing road network is insufficient to handle increased traffic volumes and freight movement that would come with industrial growth. Key issues include a lack of arterial and collector road connections, inadequate road capacity on existing streets, and missing pedestrian and bicycle facilities.

These transportation deficiencies should be resolved to provide safe and efficient access to new industrial sites, accommodate higher traffic volumes and truck traffic, and offer multi-modal transportation options for employees. Addressing these issues through targeted transportation investments is critical to unlocking the economic development potential of this industrial concept plan area. Based on Oregon City's TSP and the existing conditions within the Thimble Creek Concept Plan area, several transportation improvements would need to occur for new industrial developments:

- **Roadway extensions and upgrades.**
  - Extend Meyers Road from Beaver Creek Road to the Meadow Lane Extension as an Industrial Minor Arterial.
  - Extend Holly Lane South from Thayer Road to the Meyers Road extension as an Industrial Collector.
  - Extend Meadow Lane from the Meyers Road Extension to the UGB (north of Loder Road) as an Industrial Collector.
  - Upgrade Beaver Creek Road from Clairmont Drive to Meyers Road to an Industrial Major Arterial cross-section with a 5-lane configuration.
- **Intersection improvements.**
  - Install a traffic signal at the Beaver Creek Road/Loder Road Extension intersection.
  - Install a roundabout at the Holly Lane/Maple Lane Road intersection.
- **Pedestrian and bicycle facilities.**
  - Add a shared-use path on the north side of the Meyers Road extension between the Holly Lane extension and the UGB.
  - Add a shared-use path on the south/east side of the Loder Road extension between Glen Oak Road and the Holly Lane extension.
  - Add bike lanes to both sides of Loder Road between the Holly Lane Extension and the UGB.

These transportation improvements are necessary to support industrial development for several reasons:

- **Increased capacity.** The roadway extensions and upgrades, such as extending Meyers Road and upgrading Beaver Creek Road to a 5-lane configuration, will provide the increased road capacity needed to handle additional traffic generated by new industrial developments.
- **Improved connectivity.** The new road extensions like Holly Lane South and Meadow Lane will create better connections between the industrial areas and the existing road network, allowing for more efficient movement of goods and employees.

- **Enhanced safety.** Intersection improvements like new traffic signals and roundabouts will help manage increased traffic volumes safely as industrial development occurs.
- **Multi-modal access.** The addition of shared-use paths and bike lanes will provide transportation options for employees to access the new industrial areas besides just driving.
- **Freight mobility.** Upgrading roads like Beaver Creek Road to industrial arterial standards will better accommodate truck traffic associated with industrial uses.
- **Access to developable land.** The new road extensions will open access to previously undeveloped land designated for industrial use in the concept plan area.
- **Development requirements.** These improvements are necessary to satisfy transportation impact requirements and ensure adequate public facilities to support new industrial development.

By providing the transportation infrastructure to move people and goods efficiently and safely, these improvements create the conditions needed for industrial development to occur in the Thimble Creek area as envisioned in the concept plan.

#### *Utility Infrastructure*

Based on the Thimble Creek Concept Plan and existing conditions, the following utility infrastructure upgrades would be necessary to support new industrial development in the area:

- **Water Supply.**
  - Construction of a "backbone" network of water supply pipelines, including:
    - 8-inch and 12-inch water mains in the Upper Pressure Zone.
    - 8-inch water mains in the Fairway Downs Pressure Zone.
    - A 12-inch "spine" water main running parallel to Beaver Creek Road.
  - Additional local service water mains to serve individual lots as parcels are developed.
- **Sanitary Sewer.**
  - Construction of gravity sewer lines in planned roadways.
  - Installation of a sanitary lift station and pressure sewer in the northern half of the area.
  - A utility bridge to carry sewer pipes over Thimble Creek.
  - Retention of a sewer easement across the current Loder Road alignment.
- **Stormwater Management.**
  - Implementation of a three-tiered stormwater management approach:
    - Site-specific best management practices like rain gardens and pervious surfaces.
    - Green street facilities with vegetated swales or bioretention areas.
    - Seven regional stormwater detention ponds.
  - Construction of a combination of open channels, pipes, and culverts for stormwater conveyance.
- **Electrical.**
  - Enhance existing electrical infrastructure, including transformers and substations, to meet increased demand from industrial development.
  - Install new distribution lines to connect industrial sites to the power grid, incorporating both overhead and underground options as needed.
  - Implement smart grid technologies for improved energy efficiency and reliability, including advanced metering infrastructure.

- Engage local utility providers to assess current capabilities and plan for future power needs aligned with regional energy policies.

The plan emphasizes using low-impact development practices and integrating stormwater facilities within open spaces where possible. Implementation of these utility upgrades would be necessary to support new industrial and other development in the Thimble Creek Concept Plan area.

*Additional Considerations*

- **Power Line Corridors.** Dedication of a minimum 30-foot-wide public access easement along power line corridors for open space uses such as trails, urban agriculture, or solar farms.
- **Site-Specific Considerations.** Development within the CI Zone must comply with dimensional standards (e.g., setbacks, building height limits) and design requirements outlined in the Oregon City Municipal Code.
- **Coordination with Clackamas Community College and Oregon City High School.** Collaborative land use planning that supports workforce development and local employment opportunities.

These infrastructure improvements aim to create a well-connected, sustainable industrial zone that attracts clean industries while supporting Oregon City's broader economic development goals.

*CI Zoning in Oregon City*

Some of these barriers become apparent when comparing the Campus Industrial (CI) zones within the Thimble Creek Concept Plan Area to those outside it. Additional CI-zoned properties are located west of the plan area, including near the intersection of Beaver Creek Road and Loder Road, as well as around Meyers Road. Parcels zoned CI that are west of Beaver Creek Road and surrounding Meyers Road are more competitive than those in the Thimble Creek Concept Plan Area due to existing infrastructure, better land configurations, and access for regional connectivity. While proposed changes to development standards aim to increase flexibility, the Thimble Creek area is still faced with high infrastructure costs, fragmented parcels, and delayed site readiness.

Table 5. Key Difference between CI Zones

Aspect	Thimble Creek Concept Plan	West of Beaver Creek Road/Meyers Road
Infrastructure	Requires significant investments in roads and utilities.	Established infrastructure with lower costs or ready connections.
Parcels	Fragmented, irregular, and environmentally constrained parcels.	Larger, contiguous parcels with fewer environmental constraints.
Market Competitiveness	High costs and delayed industrial readiness make development challenging.	Ready for immediately development with higher market appeal.
Regional Connectivity	Limited access to major transportation corridors and in need of additional improvements.	Direct access to Highway 213 and proximity to I-205.

**Infrastructure Strategies and Recommendations**

To attract industrial and commercial development, several strategies and recommendations have been identified. These strategies aim to create a competitive environment for growth while considering sustainability and economic diversity:

- **Infrastructure improvements.** Ensure efficient access through arterial and collector roads, with adequate bike lanes, pedestrian pathways, and freight routes. Extend water, sewer, and stormwater systems to meet industrial needs. Find ways to utilize areas under power line corridors and make those potential uses be known (i.e. wide easements around powerlines could provide opportunities for district stormwater facilities to maximize the amount of developable land).
- **Capitalize on existing infrastructure improvements.** Developers can strategically align new projects with existing infrastructure improvements from other private developments and leverage these investments. Developments can extend or connect to utility systems (e.g. water, sewer, and stormwater) or transportation networks already upgraded by neighboring projects, reducing costs and accelerating readiness for industrial and commercial uses.
- **Phased development approach.** Implement a phased development strategy that aligns infrastructure improvements with market demands to ensure financial feasibility.
- **Update traffic analysis.** An updated traffic analysis for the Thimble Creek Concept Plan area would allow the City to assess whether the previously proposed transportation improvements are still appropriate or if adjustments are needed based on changing traffic patterns and development trends. This analysis would help identify any new infrastructure requirements or capacity upgrades necessary to support industrial growth, ensuring that the area can accommodate increased freight and employee traffic. An update would also provide developers with greater certainty about the transportation infrastructure they can expect, potentially reducing perceived risks and making the area more attractive for investment. By demonstrating a proactive approach to transportation planning, the City would signal its commitment to supporting industrial development in the Thimble Creek area, which could be a key factor in developers' site selection decisions.

# MEMORANDUM

Thimble Creek Market Assessment and Development Scenarios



**Date:** October 17, 2024  
**To:** Ann Griffin  
Economic Development Coordinator  
City of Oregon City  
**From:** Brendan Buckley, Johnson Economics  
Thuy Cao, HHPR  
**Subject:** Task 1 - Stakeholder Outreach Summary

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## Stakeholder Engagement Summary

### **Introduction**

This memo provides a summary of stakeholder engagement activities conducted as the first task of the Thimble Creek Market Assessment project. The outreach was conducted by the project consultant team and by City staff. The members of the consulting team participating in outreach were:

- Brendan Buckley – Johnson Economics
- Thuy Cao – Harper Houf Peterson Righellis (HHPR)

This overview provided here is followed by notes from the engagement meetings (attached). The engagement activities were conducted in August and September of 2024 and included the following contacts:

### **Oregon City Staff**

- Christina Robertson-Gardner – Senior Planning
- Josh Wheeler – City Engineer
- Danya Webb – Public Works Director
- Pete Walter – Planning Manager
- John Lewis – Director of Public Works (former)
- Ann Griffin – Economic Development Coordinator
- James Graham – Economic Development Manager

### **DKS Associates, Transportation Contractors**

- Reah Flisakowski, Senior Project Manager, DKS Associates
- Josh Wheeler – City Engineer

### **Property Owners**

### **Industrial Land Real Estate Broker**

## **Themes in Stakeholder Input**

In discussing the Thimble Creek area and experience of individual property owners and City staff, some following themes were identified. An overview is provided here, and additional detail is included in the attached meeting summaries. These themes will be further detailed in Task 2 of this project.

### **1. Transportation**

- Providing transportation infrastructure to the Concept Plan area while mitigating traffic impacts may be one of the greater challenges in this area. Beaver Creek Road is currently a Clackamas County facility and the intersection with State Highway 213 already faces some strain at peak PM hours, though currently allowed under an alternative mobility process that approved additional capacity projects such as a new northbound slip lane on 213 Northbound. Any deviation of the major street network on these roads and intersections will include County and ODOT input. Traffic modeling of the eventual build-out of the study area has been included in the city's transportation system plan (TSP) and is already incorporated in the Metro growth estimates for employment in the area's Travel Analysis Zone (TAZ), a central component of the regional transportation model. Clackamas County ownership and design control of Beaver Creek Road also creates a fair amount of complexity in development coordination between the city and potential developers.
- Mitigation of traffic impacts from future growth will rely on a future street pattern in the Concept Plan area that will help divert some traffic, including providing an access road parallel to Beaver Creek Rd. and a new access road from the north of the study area. The alignment of these roads as planned will likely cause further parcelization of tax lots in the area if individual tax lots are proposed for development rather than a lot consolidation approach. At this point, the exact alignment would be determined by individual developments in the area building segments of these roads.

### **2. Utilities**

- Public utility capacity (water/sewer/storm) are not expected to be a major barrier to build out of the study area with employment uses. Utilities with sufficient capacity are located in the immediate area, and the future build out of this area is reflected in master plans. Parts of the area are served by the Clackamas River Water district, which the City would seek to add to the City water system as annexation and development occur.
- Private utility capacity (power/natural gas/telecom) are similarly not expected to be a major barrier to build out. This infrastructure is located in the immediate area with capacity to serve the study area. Private utility providers are Portland General Electric, NW Natural Gas, and multiple telecom services offering broadband data connections.
- The presence of multiple wide powerline easements through the study area is a complication that may further limit developable parcel sizes and development patterns. The use of land

under these easements is increasingly restricted and they may dictate the alignment of roads passing beneath them as well.

### **3. Property Owners**

- The owners contacted are interested in selling and generally express a frustration with lack of progress in the build out of the Campus Industrial (CI) employment area envisioned in the Concept Plan. Many would like to sell their properties, but the small size of some of their holdings and continued access challenges make it difficult to attract buyers.
- Owners have been approached by investors about selling their properties, but the perception is that these offers are priced very low, and these buyers are not end users. Owners are interested in finding end users to purchase their land.
- There is a perception that the CI zoning is an impediment to development in the area and property owners being able to sell their properties. Owners feel like amending the zoning would be beneficial but have difficulty articulating what changes they would like to see. Some believe that residential zoning would be best but understand that this area is not planned for that.
- Some property owners are expectant that this project will bring some sort of quick resolution in the new year and perhaps even bring a developer to the table. Expectations may need to be tempered somewhat. However, if a path forward is not identified, multiple owners expressed that they would likely seek to sell quickly to whatever buyer is available.

### **4. Development Constraints**

- In recent years, the most common industrial development type has been warehouse/logistics/distribution uses based on market demand. These uses are restricted in the study area. Other types of industrial users, such as high-tech manufacturers, are rarer and infrequent recruitments. This is one factor that has made buildout of the area a slow proposition.
- Parcelization of the area will remain a challenge. The future street plan will complicate this issue, in particular the planned access road parallel to Beaver Creek Rd. This road will not follow tax lot lines and further divide parcels into smaller and irregular parcels. The powerline easements further exacerbate this problem by cutting across taxlots and creating broad corridors of unbuildable space.
- For these reasons, and fractured ownership, assembling large development parcels may remain a challenge.
- The cost of extending infrastructure into the area to development sites will remain a major challenge. Industrial zoning and development tends to command a lower land value relative to many commercial and residential uses. The cost of private infrastructure build-out and traffic mitigation for relatively small industrial developments will make many projects infeasible. It may be necessary for the public to help mitigate the costs of infrastructure build out to ready this employment area for development.

## **Oregon City -Thimble Creek Market Assessment Stakeholder Outreach Summary**

### **Outreach**

Comprehensive Meeting with Oregon City Staff

8/7/2024

### **Attendance**

- Christina Robertson-Gardner – Senior Planning
- Josh Wheeler – City Engineer
- Danya Webb – Public Works Director
- Pete Walter – Planning Manager
- John Lewis – Director of Public Works (former)
- Ann Griffin – Economic Development Coordinator
- James Graham – Economic Development Manager
- Brendan Buckley – Johnson Economics
- Thuy Cao – Harper Houf Peterson Righellis (HHPR)

### **Contact**

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### **Summary**

The project Consultant Team and City’s project manager met with a group of City Staff from the Public Works and Community Development department for a comprehensive discussion of the history of the study area, with focus on conditions that have prevented the development of the area as envisioned in the Thimble Creek Concept Plan. Staff provided information on factors including transportation, utilities, zoning, and market factors.

### **Meeting Notes**

- Project management team reviewed the project and goals for the meeting.
- There is a history of studies in the area including original planning for the Concept Area, on-going traffic impact studies, recent infrastructure studies, and third-person site planning of parcels west of S. Beaver Creek Road.

### **Transportation/Traffic**

- Beaver Creek Road is under the jurisdiction of Clackamas County, and county standards apply. The facility is planned for five lanes between Highway 213 to Meyers Rd., and three lanes south of Meyers Rd.

- There are four signalized intersections on Beaver Creek Rd. through the study area. These signals are existing signals at Clairmont Dr. and Meyers Rd., and future signals at Loder Rd. and Glen Oak Rd. There may be additional unsignalized access points.
- City would like to explore control of Beaver Creek Rd. in order to do own cross sections and apply own standards.
- The Concept Plan includes a new road network through the industrial area, including new local roads and access roads. The exact alignment of these roads is undecided and may depend on sequence of development of the area parcels.
- A parallel road to Beaver Creek Rd. is planned that will serve as an access road due to limited access points to and from the highway. This parallel road will likely not follow parcel lines, and create irregular parcels and necessitate land assembly to create large sites. The parallel access road is also assumed to relieve some traffic congestion on the highway.
- The potential rerouting of Loder Rd. which exists to the east of Beaver Creek Rd. with a possible extension on the west side and connection to High School Ave. creates difficult alignment problems and will likely conflict with powerline easements in the area.
- An extension of Loder Rd. west of Beaver Creek is likely to carve up the parcels in the area, and along with the powerline easement, limit developability. Also, this extension might have limited utility. Loder Road is also a county road.
- Property owners may also be resistant to facilitating the Loder realignment to intersect with Beaver Creek Rd. at a right angle. This realignment might leave “orphaned” portions of parcel or parcels on the east side of the highway. Part of Loder Rd. to the east will remain a county road.
- A new intergovernmental agreement with the County on roads in the study area may be advisable.
- Beaver Creek Rd. is currently over capacity at certain times of day, and the intersection with 213 is stressed, with backups at certain times of the day. Studies estimate that the additional traffic from build out of the study area with employment and residential uses will be manageable if the new road network is built.
- Besides the parallel access road, a future road (Holly Land Rd.) that exits the study area to the north and connects to Maple Lane Rd. will be necessary to mitigate traffic impacts. The eventual alignment of this road is currently unknown. Eminent domain can be used but must get closer to the need and must offer fair market value. This extension would also include acquiring right of way (ROW) in unincorporated county land.
- Currently any individual developments would create segments of the future road system and thus dictate to future developers the alignment. This would be piecemeal approach giving advantage to first movers.
- The intersection of Beaver Creek with 213 NW of the study area will be a sticking point. These are highways out of City jurisdiction and ODOT dictates limits on this intersection. The intersection is already stressed, failing at PM peak hours. A traffic study will be required for any new development. If this intersection doesn’t work, a full-flow interchange would be required which would likely be prohibitively expensive.

- Solutions have been identified for AM peak traffic which includes commuters from south of the Metro area traveling into Metro area. Forecasted PM peak traffic is still an unresolved issue that will require new developers to pay into future improvements. There is CIP funding planned for some of these improvements.
- The City needs collaboration with the County. The County is reticent to make moves. There should be more collaboration on TSPs, and future planning. The City is trying to identify sticking points before they become crises.
- The City may want to spend money to take a fresh look at the traffic numbers in the study area, not just rely on developments that look at their specific trip generation. DKS is currently conducting traffic studies in the area, near the highway intersection and Maplelane Rd. A broader future transportation study may be necessary to be successful in this area. Could lane redesign/different cross-sections through the study area help alleviate some congestion?
- Currently the Metro model of build-out by TAZ zone provides the underlying assumptions of future employment in the Thimble Creek area. The 2023 RTP is the latest version.

#### **Utilities (Water, Sewer, Power)**

- In general, utilities are not expected to be a major deterrent for new development. Sufficient water, sewer, electricity, and communications are available to the study area.
  - *SEWER*
  - Claremont Drive down to Old Acres Lane, extended a sanitary sewer down to mid-road and then new development further extended sanitary sewer, and then golf course will extend the rest of the sanitary sewer down to the City Limits
  - Permits for the sewer extension will come in the next couple of months
  - If the golf course doesn't move forward, then they will not be extended the sewer
  - Sewer is planned to be at capacity to handle industrial use (sized appropriately)
  - There are other sewers stubbed out, many opportunities for sewer
  - Developers will just have to extend their main lines and connections
  - *WATER*
  - Water is more of a challenge. Some of the area has City water service but some properties are served by Clackamas River Water (CRW). The City's goal is to serve all properties within the city limits.
  - Lower capacity from CRW will be challenge to development until the City can assume service. Currently, there is some concern over demand during the hot season.
  - The City has complete Water Master Plan for the area.
  - The built-out water and sanitary network will follow the road network

### **Land Use (Zoning, Development Standards)**

- In 2002, the study area was brought into the UGB and it was extended to include the golf course. The Concept Plan area is intended to be an integrated community of residential and employment uses.
- In 2019 clear and objective standards were adopted for residential and industrial use. The code needed to enable the Metro employment and housing targets.
- Non-industrial uses are limited in the area, including office and warehousing, with an emphasis on manufacturing users.
- There has been a lot of focus on the Thimble Creek area and the Campus Industrial (CI) zone. City needs to identify if anything in the code is putting barriers up to development.
- Green requirements may be creating an issue, and the code requirements on sustainability features should be reviewed.
- Rather than removing sections, potential ways to revise code while maintaining the spirit will be more palatable. Need to identify non-starters for developers.
- There used to be much more flexibility about what could be put under electric lines but now BPA has gotten much more strict. Perpendicular vehicle crossing is required under lines. Parking lots are becoming an issue because of a clearance height. Stormwater management tends to be allowed. PGE restrictions are somewhat less strict.
- Site design and review (in terms of time and process) are not seen as a major impediment to campus industrial projects. Type II process can get a developer through review if there is a real barrier and no other alternatives.
- The future road network is seen as a major issue. Future streets do not follow tax lot lines and will create irregular remnant parcels.
- Staff judges parking min/max requirements to be pretty standard for industrial. The City is working with DLCDC to implement Climate Friendly Equitable Communities (CFEC) requirements by 2025, but they shouldn't impact Thimble Creek area.
- Thimble Creek does have an outdoor storage limit of 25%. Should it go back to 50%? Will it impact some types of companies such as construction companies with high equipment storage needs?

### **Economic and Market Considerations**

- Property owners are interested in selling. Next generation is inheriting property from long-time owners and interested in selling. Property owners have a perception that the City has prevented them from selling due to zoning and other requirements that make property unmarketable.
- Developers have complained that the City is trying to “overplan” and not letting buyers and sellers determine the best uses for property. The study area is an untested market with fringe location and should be more flexible on things like warehousing. Developer opinion that this is a tough location for high-tech industry or manufacturing.

- There is fractured ownership in the area with few large parcels. Land assembly would be required to create large parcels. Developers would have to be involved in assembly.
- Developers do not recognize all of the potential obstacles, such as traffic.
- Market-driven infrastructure has very high costs and is likely to make projects infeasible. Other industrial areas, such as in Tualatin, have used tools like tax increment financing to fund infrastructure improvements and ready the area for development. If TIF is not viable locally, the City needs to be clear eyed about what they are giving up.
- Potential City pursuits include extending roads/water/sewer, acquiring ROW, and potentially land assembly.
- The reason why this area is getting more attention now is because the whole Metro area is running out of industrial areas for development.
- Property owners want to know what the City is doing. There is still confusion over the Concept Plan and zoning and what is allowed or disallowed.
- Owners feel the City is responsible for lack of movement on employment lands and needs to fix it. There is the perception that employment lands are harder to sell and capitalize on than residentially zoned areas.
- There is a perception that in the past, investors or developers have given owners estimates of value that may be unrealistic. Also there is some history among owners that may create conflict to coordinated action.

# MEMORANDUM

Thimble Creek Industrial Readiness Study



ENGINEERS ♦ PLANNERS  
LANDSCAPE ARCHITECTS ♦ SURVEYORS  
205 SE Spokane Street, Suite 200, Portland, OR 97202  
PHONE: 503.221.1131 www.hhpr.com FAX: 503.221.1171

**Date:** September 27, 2024  
**To:** Brendan Buckley, Johnson Economics  
**From:** Thuy Cao, HHPR  
**Subject:** DKS Expert Interview Notes

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## General Questions

1. Can you provide any significant traffic concerns for the Thimble Creek area plan that we should be aware of?
2. Are there specific traffic issues that will impact development or that developers will need to consider or mitigate?

## Meeting Notes

- City's adopted TSP has completed the long-range work assuming that the area is built out based on the designated zones, these assumptions in place should help provide more information
  - Issues and projects are already identified within the TSP
  - Developers would just need to pay the SDCs
- There are pretty robust infrastructure costs, a bulk of construction costs will be street frontage
- AM and PM peaks both break, look at ITE and different potential users
- Metro model has been updated several times since the TZE assumptions
- Look at zoning, MUC2 and Industrial (subsections under the underlying zone)
  - i.e. warehousing is only 50% above, etc.
- Jobs assumption with Metro (City Council does not want trips they want jobs)
- This study will help determine if they need code changes
- No parks requirements only in residential area
- HHPR can figure out costs for transportation, high level trip estimate and figure out SDCs
  - Proportionate share for 213 and Beaver creek
- Ask the City for the 2022-11-29, Loder Rd Alt Analysis
  - This report is for guidance only, going through property 34
  - Not necessary to connect Loder Rd to High School based on traffic related issues
  - Small industrial business area and joint common driveway
  - Not an actual roadway

- Christina feels that so many of the constraints are the parallel alignments through individual lots
  - Up end their trip distribution analysis, this is a big issue
  - Felt like they are left with the street configuration they have without any engagement with other organizations
  - Connectivity and connector choices should not affect 213 and Beavercreek as long as they always have Thayer Road as a future connection
  - Alternative mobility standards would stay
  - Concerned ODOT, Oregon City is allowed to make their own local decisions
- All the parcelization and the diagonal road that isn't following any tax lots is going to be extremely challenging
- Is it helpful for the City to spend money on local street networks OR just wait for applicants to come in?
- When a developer comes in, they are required to show circulation (shadow plat)
  - They are only required to show how they connect to neighbors
  - Some City's require developers to look at overall connections
- Assumptions are still part of this plan, that connections up to Thayer Road will make this area work (Reah said that it will help a little bit, 213 and Beavercreek will still have issues)
- Concept Plan and TSP are still preferred development as long as the zones are developed as assumed (freight for industrial uses are handled by these designations)

## **Oregon City -Thimble Creek Market Assessment Stakeholder Outreach Summary**

### **Outreach**

Thimble Creek Area - Property Owners

8/10/2024 – 9/20/2024

### **Participants**

- Multiple study area property owners
- Brendan Buckley – Johnson Economics

### **Summary**

The Consultant held phone conversations with multiple property owners in the study area to discuss their experience and perceptions in trying to sell their land in the study area. Owners expressed some frustration and uncertainty with how to proceed. All the properties under discussion have Campus Industrial zoning. City staff had previously contacted these owners to discuss these matters and inform them that the consultant would be contacting them.

The summary of comments from these property owners are comingled below in order to give some anonymity to the respondents. Many of the comments were voiced by multiple property owners.

### **Meeting Notes**

- All of these owners are actively interested in selling their properties. At this stage, none of them has contacted a broker to advise and help sell their properties.
- Owners have been approached by investors and realtors about their properties, but not any developers with specific plans. The perception is that people want to broker or flip the properties but are not end users, and this is who they would like to hear from.
- There is the perception that investors and cash buyers are making very low offers. Some owners or family members with influence believe that offers are too low and that sellers can get a higher price. Some of these buyers may be looking to flip the home for continue residential use.
- The City needs to have more incentives for developers and do more to attract them to the area.
- The City has a reputation for being slow to work with. It used to be easier to work with the City, but there are more rules and things take a long time. Staff often times do not have ready answers and do not get back to them. This is the individual experience of owners and have also heard from others.
- Owner doesn't really agree with the Campus Industrial zoning. They believe that the zone should have more flexibility and open it up to more types of users. They appreciate that the

City would like more tax base and high-end employment, but this makes it difficult on the sellers because it is a waiting game. If residential zoning is not appropriate, maybe something else would be: warehousing, retail, wholesale, more commercial options.

- There is the impression that the City has the ability to veto any proposal on a property.
- The location and access aren't great for an employment center. It is not an easy place to get to. Owners had trouble envisioning the study area as an employment center.
- Realtors have stated that it could take a couple of years to sell the property. Some of these owners have neighbors that could be interested in selling at the same time, allowing for some larger land assembly.
- Owners expressed that the powerlines and wetland delineations complicate use of property in the area if not their specific property.
- There is hope that the current study of the Thimble Creek area will bring clarity and perhaps a developer to the area. The City needs to decide what it wants to do before owners can decide. There is hope for answers in the new year but if not owners will seek to sell quickly.
- The zoning is complex and hard to understand. Feel willing to go along with City's plan but worried it isn't working.
- Selling to neighbors or other active investors in the immediate area may make sense, but they are also perceived as making very low offers. Some neighbors and the history of the area may complicate coordination among property owners who have had conflict in the past. The circumstances around the land sale and development of the County facility were noted by multiple owners.
- Owners voice reticence to work with brokers at this point, but this may be hampering their ability to correctly assess and value their properties.
- Some owners expressed hope that this study would present a ready solution in the new year, including bringing a developer to the table. Consultant made an effort to help adjust expectations, but owners may soon seek to sell quickly rather than wait for collaborative solutions.

## **Oregon City -Thimble Creek Market Assessment Stakeholder Outreach Summary**

### **Outreach**

Commercial Real Estate Broker

8/26/2024

### **Participants**

- Associate Broker, Commercial Real Estate Brokerage Firm
- Brendan Buckley – Johnson Economics

### **Summary**

The Consultant held a phone call conversation with a broker who has been representing a property owner selling roughly 20 acres in the study area. The parcel is encumbered by power line easements on the western side. The conversation covered context the broker has garnered from working with the seller, thoughts on the location and area for industrial development.

### **Meeting Notes**

- The property has been inherited by second generation who are interested in selling.
- They have not done extensive pre-development studies, such as wetland evaluation or site planning. Buyer will have to do due diligence. They know the site is flat and has powerline easements, but that is about it.
- Very rough site planning done prior show two buildings of roughly 50k s.f. each with parking.
- Broker reached out to every developer active in the regional industrial market (ProLogis, Trammell Crow, Pannatoni). Most were looking for opportunities to do built-to-suit logistics/distribution development (i.e. warehousing). This is where the market is right now. The City discouraged pure distribution.
- Some reservations voiced about the property were that the City discourages pure distribution, the site would likely only allow a right-in, right-out access, uncertainty regarding the future possible extension of Loder Rd. through the parcel. However, developers were happy enough with the general location, and distance to freeway network was not an objection.
- Some buyers were interested in the usable parts of the parcel, but not the whole site (e.g. the easements). Possibly for investment/resale. Sellers are unwilling to do the front-end studies and want to sell the whole property.
- However, at the time of conversation, there was a purchase and sale agreement moving forward with a buyer. The buyer is described as a “logical buyer for that area”, but it is implied that it is not an industrial user.

- There is demand for usable industrial sites across the region. Opportunities are in short supply and land is just not available.
- General thoughts on the Thimble Creek study area: the highway (Beavercreek Road) has gotten pretty high-traffic. Zoning continues to be a challenge. The market is strong on warehousing and distribution at this time.
- High-tech manufacturing is not clustered in this area, and these companies can be few and far between. Manufacturers do not tend to do a lot of build-to-suit development.
- Manufacturers and particularly high-tech will assess the local workforce and skillsets.
- These users may need public incentives lined up and infrastructure in place. The industrial area needs to be more ready for them.
- Greater zoning flexibility would help this area.



## CITY OF OREGON CITY

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

### Staff Report

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**To:** City Commission **Agenda Date:** March 10, 2026  
**From:** Jarrod Lyman, Communications Manager

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#### **SUBJECT:**

City Seal Update Review

#### **STAFF RECOMMENDATION:**

#### **EXECUTIVE SUMMARY:**

An updated rendition of the new City Seal for the City of Oregon City is being presented. The design updates were made at the request of the City Commission.

#### **BACKGROUND:**

Staff last presented a design for the new City Seal during the January 13 work session. During that meeting, Commissioners indicated they would like to see two additional changes:

- Reintroducing Mt. Hood into the design
- Adding the obelisk features to the Arch Bridge.

A revised City Seal draft is presented tonight with those requests incorporated into the design.

#### **OPTIONS:**

1. Approve City Seal Update Review.
2. Approve City Seal Update Review with Amendments.
3. Deny City Seal Update Review and provide further direction.





**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:** 3/10/2026

**SUBJECT:**

List of Future Work Session Agenda Items

**BACKGROUND:**

March 18, 2026

Water System Design Standards update

Increased penalties for illegal tree removal/pruning along commercial corridors

April 1, 2026

Historic Review Board compatible use update

Introduction to the Housing Capacity Analysis

April 7, 2026

System Development Charge collection timing discussion

System Development Charge lookback discussion

SEI Filing Reminder/Review

May 12, 2026

System Development Charge tiering update and discussion for Storm Water and Transportation

Update/presentation from Portland General Electric

TBD

Tentative meeting with Confederated Tribes of Grand Ronde

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

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

Clackamas County Water Environmental Services (WES) Rate Differential

Climate Action Plan Presentation (City of Milwaukie)

Frog Ferry Informational Update

Inclusionary Zoning, Vertical Housing Tax credit, and Opportunity Zone options

South Fork Water Board - Mountain Line Easements Vacation

Urban Growth Management Agreement

# CITY OF OREGON CITY

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

## Staff Report

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**To:** City Commission

**Agenda Date:** 3/10/2026

**From:** City Manager Tony Konkol

### **SUBJECT:**

Update on City Projects

### **BACKGROUND:**

The City Commission has requested that an update on the status of the following projects be provided at a work session monthly. The most current update for each project is in bold.

1. Public Works relocation from Center Street

**On February 18, 2026 the City Commission approved a contract with Tikka Masonry to complete the Bulk Bin and Magnesium Chloride project at Fir Street. The City was successful in receiving a 50/50 grant from Business Oregon, up to \$33,000, for the phase 1 environmental review on the Center Street property. A scope of work for the environmental review has been created.**

The City Commission will be reviewing a contract for the winter response material construction project at Fir Street, which will allow the material located at Center Street to be relocated.

Staff is submitting a Business Oregon Grant request for funding to complete a phase 1 environmental assessment of the properties.

Staff is contacting environmental consulting firms to understand the process to complete an environmental assessment of the property and the best approach to address the existing buildings.

Staff has started the permitting process for the relocation of the winter response material to Fir Street and started developing an IGA with WES for the long term use of their facility for sewage decanting.

Staff will be preparing the bid package for the Magnesium Chloride & Sanding Rock being relocated to Fir Street and continue working with WES staff to develop an IGA for long-term use of their facility for decanting raw sewage.

Design is underway for the relocation of the Magnesium Chloride (De-Icer) and Sanding Rock from Center Street to Fir Street. The scope and cost of this project is currently projected to require sealed bids to be submitted. Staff are working to confirm final locations on site and preparing the bid package. Winter weather work will continue out of the Old Center Street property this winter, with relocation of the facilities anticipated to be complete by Summer 2026.

City staff have met with Water Environment Services staff and WES has verbally agreed they can accept our raw sewage materials for decant. City staff have visited the WES decant site and been trained on using their facility.

Staff is finalizing design and location for the winter response tanks at Fir Street and has entered into discussions with Water Environmental Services to receive sewage materials at the treatment plant to be processed.

Staff is in the process of ordering new tanks for the winter response materials, which will be moved from Center Street to Fir Street. Locating the decant facility at the Mt. View yard has been challenging. Staff is investigating alternative locations and/or trucking the sewage materials to an off site location.

Staff continues to work with the consultant on the location and space planning for the relocation of the remaining assets at Center Street. Staff continues to work to final design for relocation of services from Center Street to other sites. The proposed 25-27 budget includes funding for the decant facility and magnesium chloride and sanding rock facility to be relocated.

Staff have hired a consultant that has prepared preliminary yard layouts and cost estimates to design and construct a decant facility at the Mountain View Reservoir site. The construction of the decant facility and relocation of existing winter response materials from the Center Street facility to the Mountain View and Fir Street facilities will allow for the Center Street facility to be vacated and a potential new use for the site to occur, which will be determined by the City Commission.

## 2. Quiet Zone

**On February 18, 2026 the Urban Renewal Commission approved the dedication of a portion of property (10<sup>th</sup> and Main Street) for the construction of the project. The City Commission received an update on the same day indicating that the project is scheduled to go to bid in October 2026, construction is anticipated to begin in early 2027, and that there is currently a \$1.69 million dollar funding gap due to railroad related work, state delivery requirements, federal reviews, and higher anticipated construction costs.**

The Urban Renewal Commission will be providing directions to staff concerning the property acquisition process for a portion of Urban Renewal property necessary for the project. Additional property acquisition to complete the process of other properties is currently under way.

The design process continues and is nearing a point to provide updated acquisition and construction costs. Property acquisition will include Urban Renewal Property and a discussion will occur to determine if the necessary property should be donated or acquired.

Mailers outlining the property acquisition process has been sent to the three impacted property owners and the right-of-way agent will work directly with the property owners to complete the property acquisition process.

The project team continues to refine design and right-of-way impacts. Once right-of-way impacts are finalized, staff will bring the list of questions to City Commission, requesting authorization to acquire property and property interested through Eminent Domain (if necessary) related to the Downtown Quiet Zone Project.

Staff continues to work with ODOT, the railroad and the consultant on revised cost estimates, design work and any necessary exceptions to standards.

Geotechnical explorations were completed on December 12. The consultant team is preparing to submit the Design Acceptance Phase (DAP) documents to the City and Oregon Department of Transportation. DAP is similar to 30% concept plans, where all parties buy into the concept and documentation of areas where the project will request exceptions to standards are identified. At the completion of DAP, the project team and move forward with Preparing Preliminary Plans and confirming impacts to private property. We've executed the IGA with ODOT for Right of Way Services. OC will still need to do a Resolution authorizing Eminent Domain if necessary, once we have a better understanding of the private property impacts.

The consultant team, in coordination with ODOT and the City, are preparing property acquisition documents that will be brought before the City Commission at the December 18, 2024 meeting. Survey crews have been performing field work and surveying the project area. Staff has been meeting with property owners, including Dutch Brothers to try and address the concerns they have about potential driveway closures and access to increase safety near the railroad crossing.

The ODOT consultant team is acquiring right of entry agreements from property owners to complete the survey work and will be preparing 30% plans for the project which will include an updated and more accurate cost estimate to complete the work. The selection committee identified a preferred consultant for

the Quiet Zone project and ODOT is in the process of negotiating the consultant contract.

ODOT received 2 responses to the Quiet Zone request for proposals. The proposals are being reviewed and scored by staff and a team selection meeting is scheduled for March 8, 2024. ODOT has released the consultant solicitation request for proposals and a date has been set to review the proposals once they have been submitted.

The City has received ODOT's approximately 250-page scope of work and consultant procurement documents which will be reviewed and commented on. ODOT, which is the project manager for the project, has suggested approximately 6 months for the consultant procurement and up to 2 years for the design work, which will include coordination with the railroad, operation and maintenance agreements and review by the railroad. Staff is pushing to expedite the design work timeline.

On December 6, 2023 the City Commission received an update on the estimated cost of the Oregon City quiet zone project with updated inflationary construction escalations added to the original 2019 cost estimate, which was \$2.6 million. The new estimate increases the estimated construction cost by \$650,000. Based on the additional information, the City Commission approved an IGA with ODOT to begin the Oregon City quiet zone project.

### 3. Charter Parks

**This item is scheduled to be brought back to the City Commission for review at the April 1, 2026 meeting.**

The City Commission review the last remaining properties at the January 21, 2026 work session and provided staff direction. Staff is reaching out to Clackamas County Fire District #1 and Oregon City Garbage to understand any impacts associated with installing bollards to restrict vehicular access in the park at several existing locations.

The first reading of the ordinance vacating Promenade property to the Yates properties has been approved. The parking options available in the Promenade and High Street area is scheduled for a work session on January 21, 2026.

Staff is working to complete the on-street parking design alternatives as requested by the Commission.

The City Commission reviewed this item at the September 3, 2025 meeting and requested that staff review potential on-street parking options on the public rights-of-way on the street stubs adjacent to the Promenade.

The City Commission approved several letter to properties owners addressing the existing encroachments. There are 7 properties remaining to be addressed, all of which including parking on the Promenade. It is anticipated that this item will be brought back to the City Commission for review at the September 3, 2025 meeting.

The City Commission has reviewed the properties and has directed staff to prepare letters to each property owner addressing the encroachments. Staff is preparing the letters and will be bringing them to the City Commission for review and approval at the August 6, 2025 meeting.

The City Commission completed a site visit of the McLoughlin Promenade to review the outstanding encroachments. Staff is anticipating bringing the topic back to the Commission discussion on June 4<sup>th</sup>.

Based on the January 15<sup>th</sup> meeting, this item will be brought back for a work session on March 11<sup>th</sup>. An updated on the status of the properties encroaching into McLoughlin Promenade will be brought to the City Commission at the January 15, 2025 meeting for an update and direction on how to proceed.

Staff continues to contact and meet with property owners that have encroachments into the McLoughlin Promenade to review and explain the license agreement. Staff anticipate bringing an update to the Commission for direction in January/February of 2025. The City Commission reviewing the draft license agreement at the June 11, 2024 meeting.

Staff is working with the City Attorney to finalize draft license agreements to address encroachments that have been identified with the McLoughlin Promenade. A site tour of the McLoughlin Promenade is scheduled for January 8<sup>th</sup>. Staff is preparing additional options, such as temporary easements, to address existing structural encroachments onto the Promenade property.

Staff has categorized encroachments by type, with associated pictures of the encroachment, and is working to determine options to address the encroachments for the Commission to consider. The McLoughlin Promenade survey has been completed. The survey identified several potential existing encroachments into the Promenade property which will be discussed during a work session. Ermatinger House was approved as a Charter Park by the City Commission. The City Commission voted to not designate Dement Park as a Charter Park.

4. Cayuse 5 Memorial  
**There is no update related to this project.**

Staff continues to work with representatives from the Confederated Tribes of the Umatilla Indian Reservation and allowing time for internal discussions to occur.

Staff continues to meet monthly with representatives from the Confederated Tribes of the Umatilla Indian Reservation. The city is awaiting feedback from CTUIR before any additional steps are taken.

Staff met with representatives from the Confederated Tribes of the Umatilla Indian Reservation and have continued discussions of phase 2 of the Cayuse 5 memorial. Additional discussions between CTUIR and the Confederated Tribes of Grand Ronde will be occurring to discuss the project.

There are no new updates on this project. A meeting is scheduled for the week of October 7<sup>th</sup> with representatives from the Confederated Tribes of the Umatilla Indian Reservation to discuss potential next steps.

The dedication of the Cayuse 5 Memorial took place on June 3, 2024. The first phase of this project is complete. A second phase has been discussed but there are no specifics related to the design at this time.

Construction of the Cayuse 5 Memorial has begun, and hand dug ground disturbing work is scheduled to begin the week of May 6<sup>th</sup>. This work will be completed in coordination with the Confederated Tribes of the Umatilla Indian Reservation and the Confederated Tribes of the Grand Ronde.

The Cayuse 5 Memorial construction contract has been approved by the City Commission and was awarded to Pioneer Waterproofing Company. Staff has scheduled a pre-construction meeting with Pioneer Waterproofing.

Staff is working with a potential contractor to review the scope of work and estimated costs to perform the work as identified in the bid notice. The City completed the bid advertisement for the project and did not receive any responses. Staff is currently contacting contractors to determine the concerns with the bid advertisement and/or project.

The final construction bid documents for the Cayuse Five Tribute have been completed. Below is the schedule for bidding, awarding, and (weather permitting) construction. The Confederated Tribes of the Umatilla Indian Reservation staff will be invited to the pre-construction meeting to coordinate all activities once the project has been awarded.

The land use application for the proposed memorial has been approved. There are no additional land use approvals necessary to move forward with the project. The memorial bid documents are being reviewed internally and staff is working with Confederated Tribes of the Umatilla Indian Reservation staff on the creation of an inadvertent discovery plan that will be included in the bid/contract information. The proposed memorial has been approved by the Historic Review

Board and the information was presented to the Parks and Recreation Advisory Committee.

5. Courthouse

**The developer of the Courthouse project provided an update to the Commission at the March 4, 2026 meeting. Staff has been asked to bring an update to the Commission concerning the potential design and applicability/availability of Parks System Development Charges for the Liberty Plaza construction.**

Staff have met with the developer to discuss the design, transfer, and potential funding for Liberty Plaza and any improvements that may be made. A presentation was provided to the Parks and Recreation Advisory Committee by the developer on January 22, 2026 outlining the proposed design and improvements.

The developer of the Courthouse project will be providing an update to the City Commission at the November 19<sup>th</sup> meeting.

The County Commission received one proposal for the downtown courthouse redevelopment and will be moving forward with drafting an agreement for the sale and disposition of the property.

The County Commission is reviewing the proposal for the reuse of the courthouse and is currently accepting public comment. The County has provided the following information: *The Clackamas County Board of Commissioners will hear public testimony on Thursday, May 15 regarding a selection advisory committee's recommendation on a proposal to redevelop the old county courthouse in Oregon City.*

*Level Development NW's proposal was the only one received during an extensive Request for Expressions of Interest process. The proposal to replace the 87-year-old courthouse with a mixed-use commercial building, which includes approximately 80 residential units, won the committee's approval.*

*The county expects the current courthouse on Main Street to be fully vacated by September 2025. The [replacement county courthouse](#) on the County's Red Soils Campus is set to open the public on May 19.*

*To learn about the submission and the advisory committee's recommendation, please visit [Main Street Courthouse RFEI | Clackamas County](#).*

*Public comment on the recommendation will begin shortly after the Board's Business Meeting begins on Thursday, May 15 at 10:00 a.m.*

A joint Board of County Commissioner / City Commission meeting to discuss the courthouse is tentatively scheduled for the April 8<sup>th</sup> City Commission work session night. Oregon City will host the joint meeting. Staff will be contacting

County staff to schedule a joint Board of County Commissioner / City Commission meeting and to discuss securing the courthouse once it is vacated.

The Courthouse committee has met multiple times to discuss the disposition of the Courthouse. The Mayor will provide an update on the committee meetings and next steps. A Courthouse committee has been created by the County and a site visit of the Courthouse has occurred. The first meeting of the committee is scheduled for October 15<sup>th</sup>.

The Mayor and City Manager met with the Assistant County Administrator to discuss the creation of a joint working group. It is anticipated that the working group will be comprised of 6 to 8 members, including the Mayor and County Chair, with the City and County selecting an equal number of members.

The Mayor and the City Manager met with the County Administrator to discuss the planning and future disposition of the County Courthouse and other buildings associated with the Courthouse on Main Street. The County Administrator proposed a working group led by County Chair Tootie Smith and Mayor McGriff, which would include a small group of interested parties to discuss the Courthouse and make a recommendation to the County Board of Commissioners for their consideration on how to proceed. City and County staff will be meeting to discuss the details of the working group as proposed.

City staff worked to support efforts by the Downtown Oregon City Association to apply for a Main Street grant to focus on the Courthouse located in downtown Oregon City. The grant required the property owner, which is Clackamas County, to sign the grant application, which unfortunately they did not agree to do. At this time there is no specific work being performed related to the future of the existing courthouse.

6. tumwata village  
**There is no update related to the project.**

The Confederated Tribes of Grand Ronde are preparing revised language to the proposed IGA. The next meeting is scheduled for February 11, 2026.

The next meeting with Confederated Tribes of Grand Ronde is scheduled for January 23, 2026.

A draft agreement and easement language has been provided to the Confederated Tribes of Grand Ronde. Staff is awaiting additional comments from Grand Ronde.

Staff met with Confederated Tribes of Grand Ronde staff to begin the process of formalizing an agreement to determine how to move forward with a project on the property.

The City Commission approved a grant agreement with the State of Oregon for the city to receive the \$12.5 million dollars. Staff is working to complete the transfer of the funds to the City and will begin discussions with the Confederated Tribes of the Grand Ronde on a potential project.

Staff is currently in discussion with the State to receive the \$12.5 million dollars that were allocated for public access/viewing along the Willamette River several years and has been returned to the State by Metro. It is anticipated that a formal agreement with the State will be brought to the Commission for consideration in August or September.

In discussions with the staff from the Confederated Tribe of the Grand Ronde, it was recommended that the joint meeting with the elected representatives from each organization occur in September/October to accommodate the elections that occur in September.

The Police Department worked with the Confederated Tribe of the Grand Ronde to remove the homeless camp located on the property. Demolition of the buildings damaged by the fire is on-going.

The Police Department has been in contact with the Confederated Tribes of the Grand Ronde to address a homeless camp that appears to be located on the property. Staff continues to work with staff from the Confederated Tribes of the Grand Ronde to address the impacts from the fire that occurred on the site and the demolition that is occurring.

The Planning Commission approved the Confederated Tribes of Grand Ronde land use application. The Confederated Tribes of Grand Ronde have submitted a land use application to amend the adopted framework plan for the property. The Planning Commission hearing of the application is scheduled for January 27, 2025.

The Confederated Tribes of Grand Ronde provided the City Commission an update at the May 7<sup>th</sup> work session and the demolition of the office building is nearly complete. A permit has been issued for the demolition of the office building located at the corner of 99E and Main Street. The Confederated Tribes of the Grand Ronde are scheduled to provide an update to the City Commission at the May 7<sup>th</sup> work session.

Staff continue to meet regularly with Staff from the Confederated Tribes of the Grand Ronde to discuss building demolition, site improvements, and land use planning requirements. The Confederated Tribes of the Grand Ronde are working on site remediation and the demolition of additional buildings on the property.

Willamette Falls Trust and Portland General Electric have signed a Feasibility and Cooperation Agreement enabling the Trust to assess a portion of PGE property on the island on the west side of the Willamette Falls for a project intended to return public access to the area.

In May staff completed a 4-hour site visit with the CTGR staff and consultant team to discuss the demolition that is occurring on the site and begin to discuss the proposed amendments proposed to implement the Tumwata Village Plan for the property. The site visit and discussion focused on infrastructure, design details, development phasing, and an introduction to the goals and objectives of CTGR for the redevelopment of the property. CTGR staff and their consultants have been meeting with City staff to understand specific technical infrastructure issues.

Staff have been meeting monthly with representatives from the Confederated Tribes of Grand Ronde (CTGR) to discuss on-going site work as well as future land use and development plans for the Tumwata Village Plan. CTGR staff has been working with the CTGR Tribal Council and Tribal members to finalize the Tumwata Village Plan. Once approved, the Tumwata Village Plan will be presented to the city and the public.

7. Canemah ROW issues

**There has been no change in the project since the May 2023 update.** The Canemah ROW issues will be brought before the City Commission at a future work session to discuss how to move forward with this project.