



OREGON CITY FUTURES

A Strategy for Economic Development

*Phase I: Summary and
Recommendations*

October 2004

Prepared for:

City of Oregon City



Prepared by:

 LELAND CONSULTING GROUP

 STASTNYBRUN ARCHITECTS, INC.

Oregon City Futures

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LELAND CONSULTING GROUP



13 September 2004

Mayor Alice Norris
CITY OF OREGON CITY
320 Warner Milne Road
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**Subject: Revitalizing Oregon City
Strategy for Economic Development
Phase I Summary and Recommendations**

Dear Mayor Norris:

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

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

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

Thank you for this opportunity to serve Oregon City.

Sincerely,

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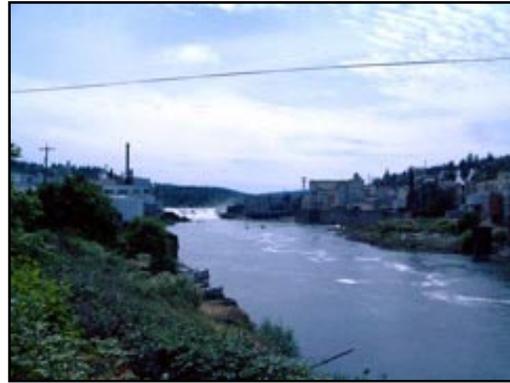
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In March 2004, the Oregon City Commission retained Leland Consulting Group (LCG), Real Estate Strategists, supported by StastnyBrun Architects, Inc. (SBA) to prepare a strategy to guide development and redevelopment of key opportunity areas in Oregon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

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

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

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



Oregon City – Willamette Riverfront

Oregon City's Economic Development Goals

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

Developing Into a Regional Center

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

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

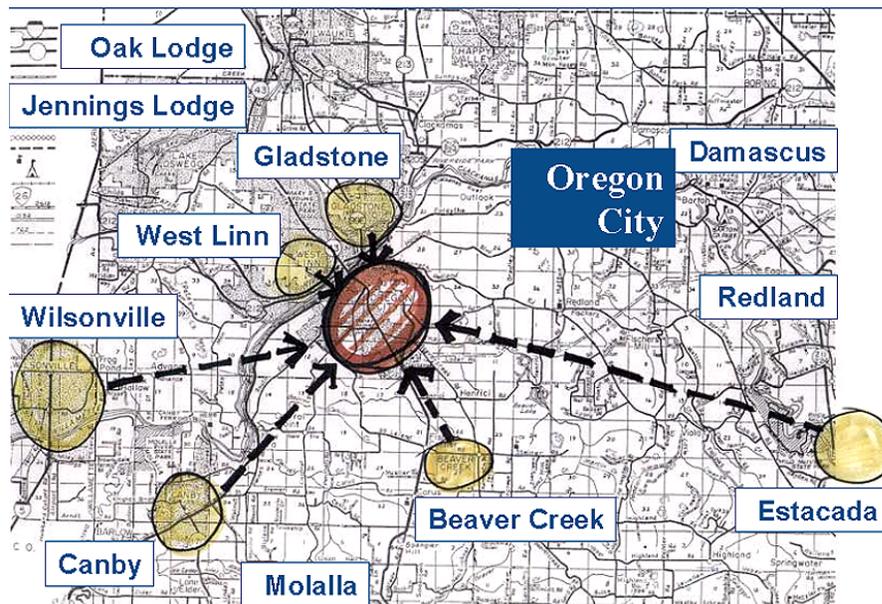
Defining the Regional Center

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

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

Center as Satellite Hub

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



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

Developing Into a Regional Center

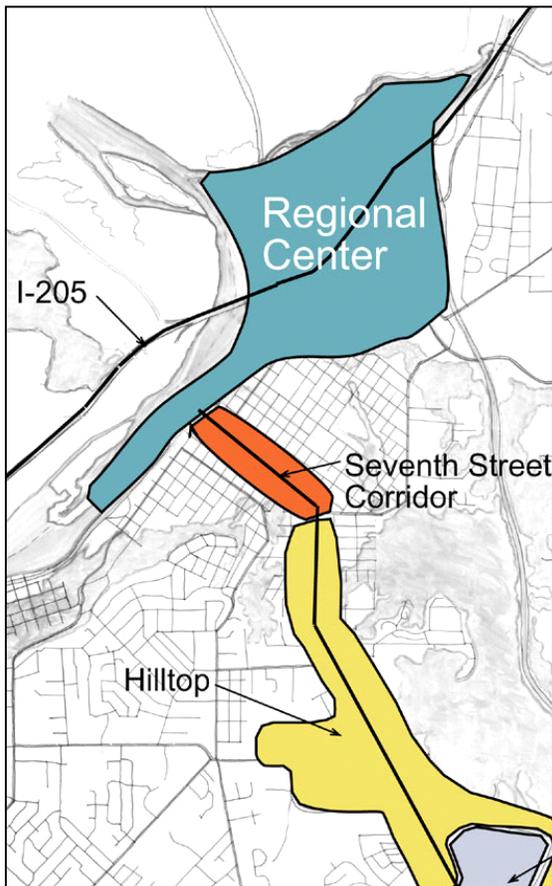
In addition to the Regional Center and its component districts, this strategy describes several smaller, local-serving districts throughout Oregon City. While not necessarily regional serving, they are important urban elements that help to define the existing and future character of Oregon City.

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

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

The Urban Land Institute defines Place Making as:

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



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

Hierarchy of Oregon City Districts

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

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

Developing a Regional Center: Guiding Principles

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

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

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

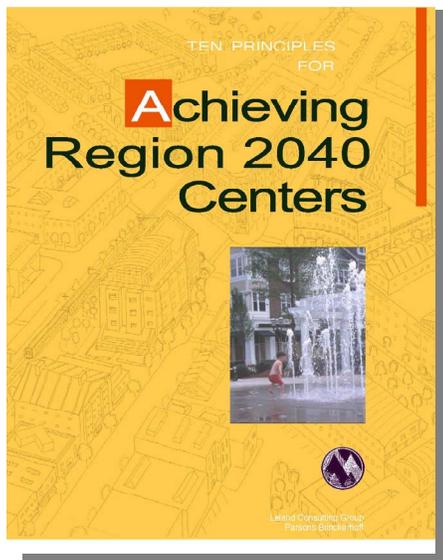
Ten Principles for Achieving Metro 2040 Centers

The guiding principles are:

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

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

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



The Regional Center

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

Districts and Pulse Points

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

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

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



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

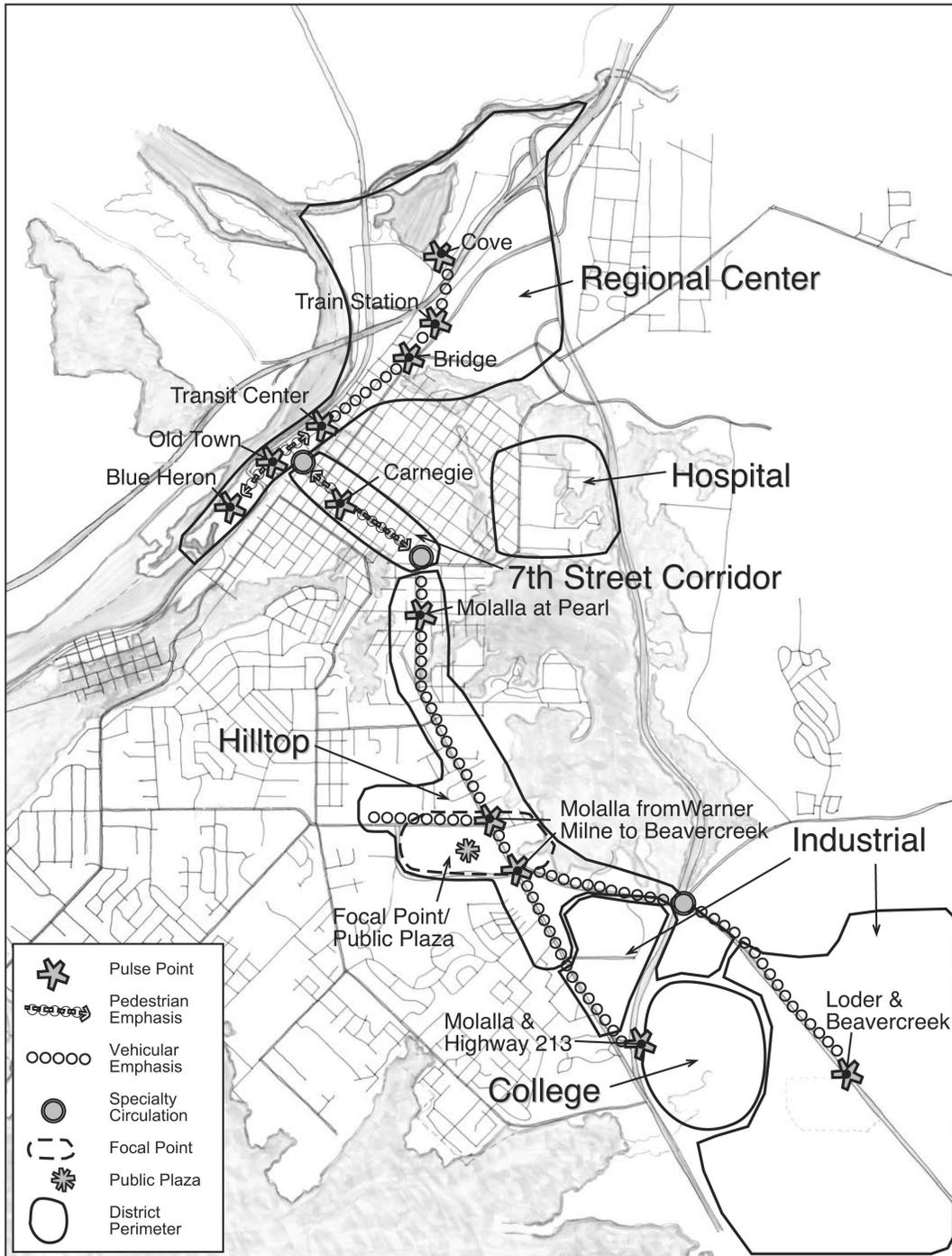


View from the Bluff of the Blue Heron site, Willamette River and the Oregon City Falls.



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

The Regional Center



Leland Consulting Group

StastnyBrun Architects, Inc.

Designated Oregon City Districts and their corresponding pulse points

Land Use Matrix

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

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

Land Use Matrix Findings

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

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

The full survey results are included in the Appendix.

Urban Land Uses	Districts										
	Regional Center					Local Center					
	Waterfront	Clackamette Cove	Landfill Site / N. Gateway	Old Town	Blue Heron / S. Gateway	Clackamas Comm. College	Industrial Area	The Bluff / Cultural District	Hospital	Seventh Avenue Corridor	Hilltop
Single-Family Detached	1.3	1.0	1.6	1.6	1.3	1.8	1.3	4.9	4.2	2.4	2.5
Single-Family Attached	1.3	1.8	1.7	2.1	1.8	1.8	1.8	4.9	4.4	3.7	3.3
Garden Apartments	2.4	4.1	2.4	2.9	3.9	3.3	2.3	5.0	5.5	4.5	4.8
Mid-Rise, High Density Apartments	2.1	4.7	3.8	4.2	5.8	5.8	2.8	2.8	4.9	3.4	5.1
Condominiums	3.1	6.6	3.9	6.0	7.8	5.2	2.2	4.3	4.8	4.2	4.7
Row Houses	1.2	3.7	3.3	3.3	3.0	4.3	2.8	4.8	4.3	4.1	3.4
Loft Housing	2.8	4.9	3.3	7.0	5.0	3.8	2.1	3.8	3.5	4.4	4.0
Senior Housing	2.2	3.7	2.2	4.2	3.6	3.6	1.8	4.0	6.3	4.2	4.5
Low-income Housing	1.0	1.2	2.0	2.3	2.0	3.1	2.4	3.3	4.1	3.3	3.4
Mobile Home Parks	1.0	1.0	1.3	0.9	0.9	1.2	2.3	1.0	1.1	1.1	2.0
Mixed-Use (Housing)	2.6	4.1	4.0	5.4	4.8	2.6	3.1	4.0	4.7	5.5	5.3

Example of the Land Use Matrix

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

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

In the designated Industrial area, highly desirable uses include:

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

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

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

The Regional Center

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

Regional Center Elements

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

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



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

urban community.



Historic Old Town today, looking towards West Linn

The Regional Center will include:

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

The Regional Center

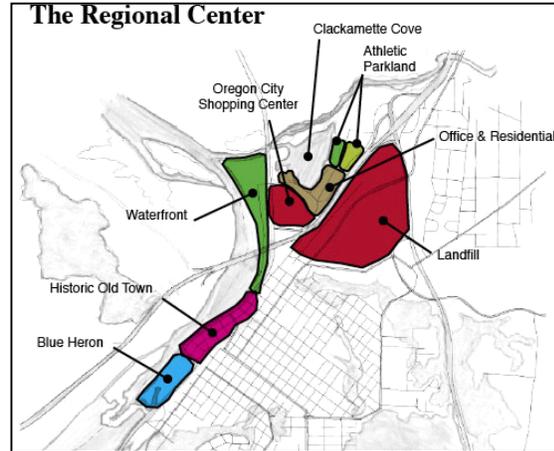
Districts of the Regional Center

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

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

Historic Old Town District

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



The Many Districts of the Regional Center

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

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



The Regional Center

Specific components of Historic Old Town include:

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



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

South Anchor (Blue Heron site) District

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



Loft-style housing in mixed-use building

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

Specific components of South Anchor include:

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



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

The Regional Center

North Anchor (Landfill site) District

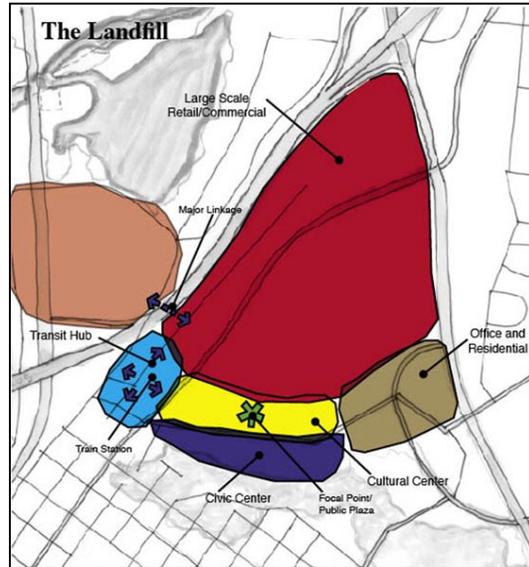
Bounded by Interstate 205, Highway 213, and Highway 99E, the Landfill site serves as the North Anchor for the Regional Center. With over 100 contiguous acres, the Landfill and adjacent land provides a prime opportunity for regional scale development. The Landfill and the parcels adjacent to it are envisioned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

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

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



Activate public outdoor space with a fountain and spaces to gather



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

Specific components of the North Anchor District include:

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

The Regional Center

Clackamette Cove District

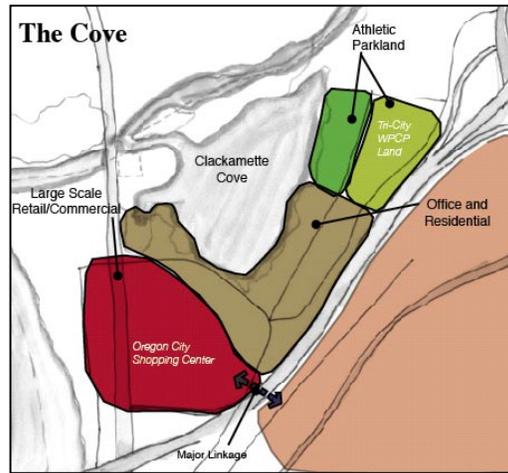
Providing an essential link to West Linn and other close-in community residents, Clackamette Cove should develop as the main employment base of the Regional Center with mid-rise office and possibly even executive housing. Park-like open space could be used to provide both a buffer between the employment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

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

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

Specific components of the Clackamette Cove District include:

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



Diagrammatic sketch of Clackamette Cove mix of uses



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



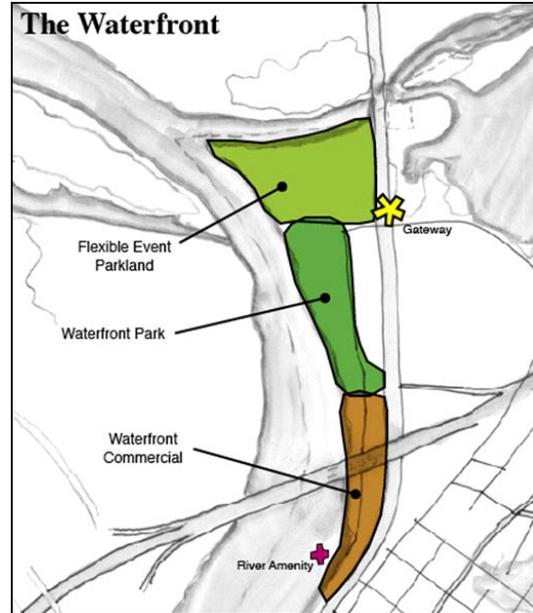
Office building on the water

The Regional Center

Waterfront District

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

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



Diagrammatic sketch of the Waterfront mix of uses



Captivating waterfront public open space and marina

Specific components of the Waterfront District include:

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

Oregon City Shopping Center District

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

Specific components of the Oregon City Shopping Center district include:

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



A network of streets for convenient parking and pedestrian safety



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

Hospital District

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

Specific components of the Hospital district include:

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

Local-Serving Districts

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

Seventh Street Corridor

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

Specific components of the Main Street District include:

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



Pedestrian Scale and Street Improvements

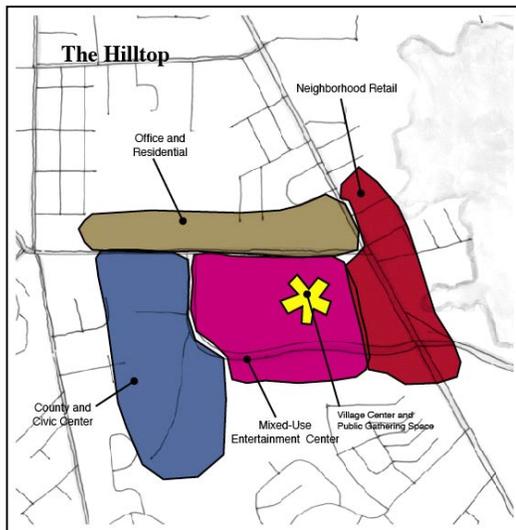
Main Street & Carnegie Pulse Point

Hilltop

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

Characteristics of the Hilltop District include:

- Local focal point for Oregon City community
- Civic center - County offices, City Hall
- Complementary mix of uses
- Entertainment - movies
- Neighborhood retail - emphasis on locally owned businesses

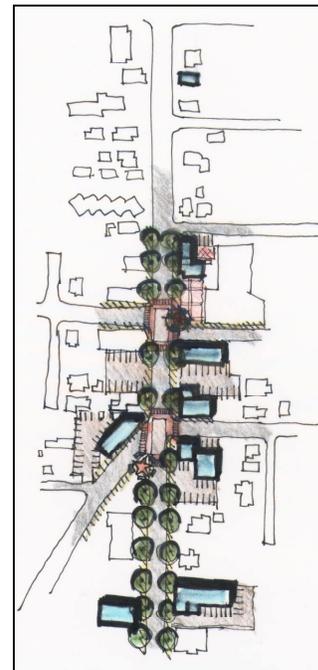


Diagrammatic sketch of the Hilltop District



Village Center and Public Gathering Space

- Gym, grocery, dry cleaners, restaurants, cafes, hardware store, video store, specialty foods and grocery
- Dense office use and supporting retail - printing/copy shop
- Multifamily and/or medium density housing
- Public gathering space - urban park or plaza
- Library, City Hall, City offices



Molalla Avenue & Pearl Street Pulse Point

College

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

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



Molalla Avenue & Highway 213 Pulse Point

Industrial

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

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

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

The Regional Center Strategy

1 Make a Great Plan

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

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

2 Many, many Projects

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

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

3 Many Stakeholders

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

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

4 Committed, Ongoing Leadership

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

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

5 A Good Organization

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

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

6 Development Standards

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

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

7 Communications and Marketing

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

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

8 Supportive Government

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

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

9 Ongoing Review

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

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

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

Phase II

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

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

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

Tasks for Implementation of the Regional Center

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



Gather public-public support

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

Next Steps for Oregon City

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

Next Steps for Oregon City

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

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



Appendix

19 May 2004 Presentation

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

Oregon City Futures

A Growth and Economic Development Strategy to Evolve

Oregon City into a Regional Center

19 May 2004



Leland Consulting Group • StastnyBrun Architects

Oregon City Futures

Project Goals

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

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Initial Review and Strategy

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

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Analysis: Oregon City in the Region



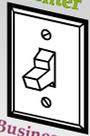
LEGEND

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Strategic Questions: Make the Switch?

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



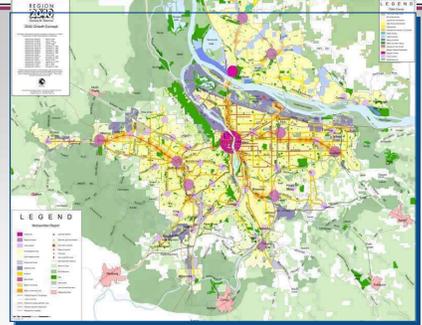
Regional Center

Business as usual

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The 2040 Plan



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Oregon City and The 2040 Plan

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

What is a "Paradigm?"

One that serves as a pattern or model.

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



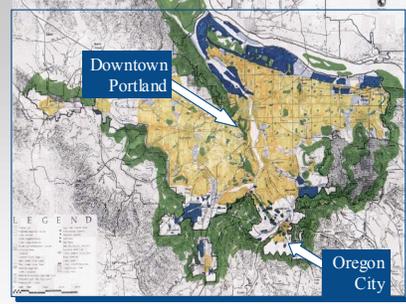
The 2040 Plan

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



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Relationship to the Urban Region



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Networks: Road Connections

- Regional vehicular network
- Network of roads and vehicular paths



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Networks: Rail Connections

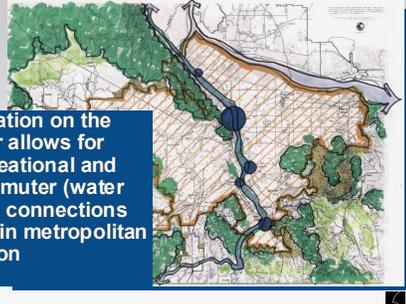
- Oregon City as southern Amtrak Station for metropolitan area
- Location along existing heavy rail line
- Potential LRT link along I-205



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Networks: Water Connections

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



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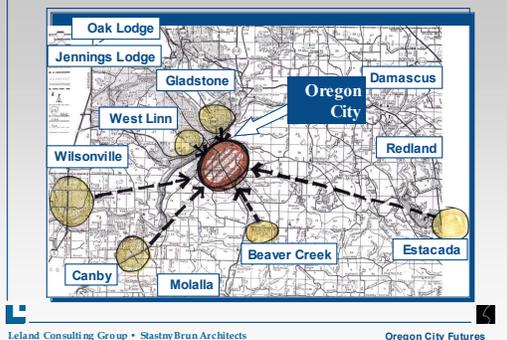
Oregon City: Becoming a Regional Center

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

Partnerships with government

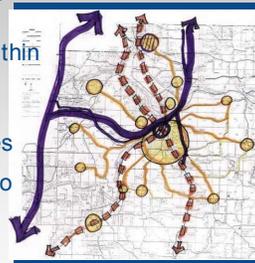
- Clackamas County
- Metro
- City of Gladstone
- City of Milwaukie
- Other surrounding cities and communities
- ODOT
- Tri-Met
- State of Oregon

Oregon City: Regional Center Concept



Oregon City: Functioning as Regional Center

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

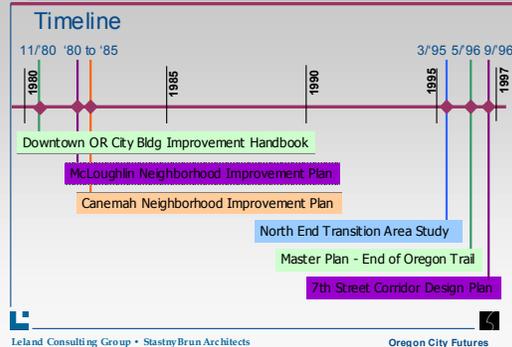


Oregon City: Where We Are Today

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

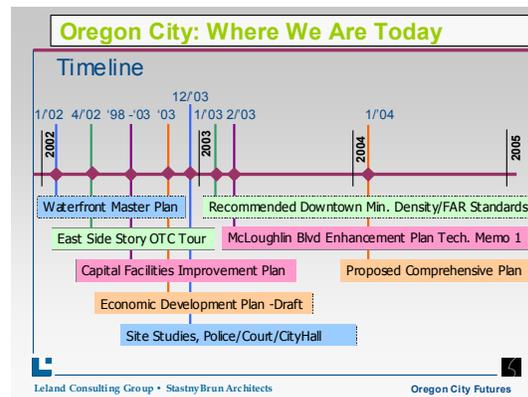
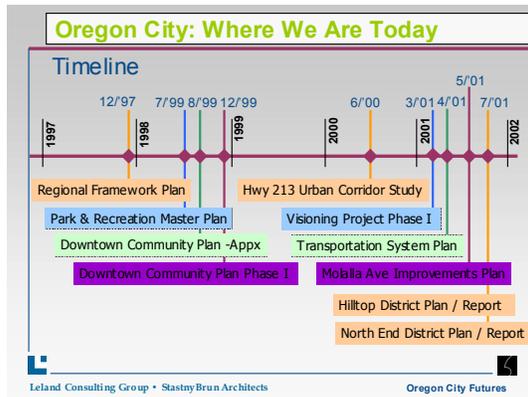


Oregon City: Where We Are Today



Appendix

19 May 2004 Presentation



- ### Understanding Oregon City Today
- Proposed Comprehensive Plan**
 - City of Oregon City – January 27, 2004
 - Coordinated set of guidelines for decision-making to guide future development and redevelopment
 - McLoughlin Boulevard Enhancement Plan**
 - Existing Land Use & Transportation – February 4, 2003
 - Discusses Comprehensive Plan, Downtown Community Plan, Waterfront Master Plan and Transportation Plan as they relate to McLoughlin. Describes existing streetscape/transportation conditions along McLoughlin
- Leland Consulting Group • StasnyBrun Architects Oregon City Futures

- ### Understanding Oregon City Today
- Oregon City Waterfront Master Plan**
 - Adopted January 4, 2002
 - Balances interplay of environment with economic potential of public and private development within the waterfront district, discussing open space and mixed-use development
 - Oregon City Transportation System Plan**
 - Adopted April 2001
 - Describes current road capacity, giving recommendations for improvement throughout the city.
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- ### Understanding Oregon City Today
- Downtown Oregon City/North End District**
 - Plan and Report, 7th Amendment, July 2001
 - Discusses urban renewal strategies until 2012. Maps the boundaries, defines districts and goals
 - Hilltop District Oregon City**
 - Plan and Report, 5th Amendment, July 2001
 - Amends original urban renewal plan to include new goals for land acquisition, development, bonding, etc. through 2010. References Comprehensive plan
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- ### Understanding Oregon City Today
- Molalla Ave. Blvd./ Bikeway Improvement Plan**
 - Safety and Enhancement Plan – May 2001
 - Recommends corridor safety and enhancement plan for the study corridor of Molalla Avenue
 - Oregon City Downtown Community Plan**
 - Phase I – Adopted February 4, 2000
 - First step in enhancing historic heart of Oregon City. The plan emphasizes create of pedestrian friendly places, varied mixed-use development, new open space and civic amenities.
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Understanding Oregon City Today

9. Seventh Street Corridor Design Plan

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

10. North End Transition Area Study

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

Understanding Oregon City Today

11. McLoughlin Neighborhood Improvement Plan

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

12. Canemah Neighborhood Improvement Plan

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

Understanding Oregon City Today

Are the preceding plans, regulation and policy interconnected?

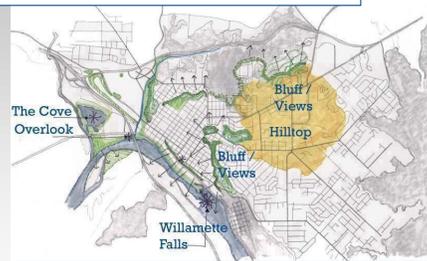
If so, to achieve what purpose and goals?

What is the thread that holds them together?

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

Understanding Oregon City Today

Geographically Challenging and Unique



Geographically Challenging and Unique



Understanding Oregon City Today

Development reflects historic precedent and individual interpretations

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

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An Unclear Identity



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Understanding Today's Oregon City

Identified Districts and Proposed Land Uses



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Oregon City – A Work in Progress

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

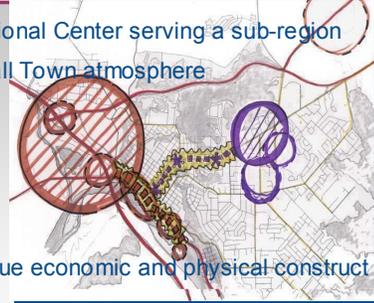


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Oregon City – A New Paradigm

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



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Oregon City: How Do We Get There?

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



How to do it? Getting to Implementation

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



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Creating Community

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

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Ten Principles for Achieving Successful Centers

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



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Ten Principles to Corridor Success

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



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Building on Pulse Points

Pulse Points grow into Districts and:

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



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Oregon City: Potential Districts

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



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Opportunities: Blue Heron Paper Mill Site

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



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Opportunities: Landfill site

- Large site
- Regional Retail Center



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Opportunities: The Cove

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



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Opportunities: Hilltop

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



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Opportunities: Hilltop

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

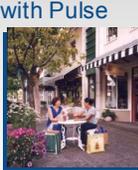


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Opportunities: Cultural / Civic Neighborhood

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



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Next Steps

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

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Architecture · Urban Design · Planning · Community Design
Process · Competition Management · Interiors

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Appendix Land Use Matrix

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

Legend

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

Appendix Land Use Matrix

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

Legend

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

Appendix

15 September 2004 Presentation

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

Oregon City Futures

A Strategy for Economic Development

Phase I: Summary and Recommendations

15 September 2004



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Oregon City Economic Development Goals

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

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Oregon City Futures

Review, Recommendations, and Strategy

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



Metro's 2040 Plan

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Oregon City Futures

Review, Recommendations, and Strategy

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



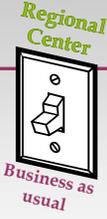
Oregon City's new paradigm

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Making the Switch: Regional Center

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



Regional Center

Business as usual

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Oregon City: Becoming a Regional Center

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

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Appendix 15 September 2004 Presentation

Oregon City: Regional Center Concept

A map of the Oregon City region. Oregon City is highlighted in a dark blue box at the center. Surrounding areas are labeled with white boxes: Oak Lodge, Jennings Lodge, Gladstone, Damascus, West Linn, Wilsonville, Redland, Carby, Molalla, Beaver Creek, and Estacada. Dashed lines radiate from Oregon City to these surrounding areas, indicating regional connections.

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Oregon City – A New Paradigm

- A Regional Center
- A Small Town atmosphere

A detailed map of Oregon City showing development areas. Two areas are highlighted in yellow: Bluff Views and Hilltop. Other labeled areas include The Cove Overlook, Willamette Falls, and Hilltop. The map shows a mix of urban and natural features.

- A unique economic and physical construct

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Oregon City – A Work in Progress

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

A photograph of a modern, multi-story building with a mix of architectural styles, including brick and lighter-colored panels. It appears to be a commercial or residential development.

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Developing into a Regional Center

Need a set of guiding principles

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

A photograph of a book cover titled "Achieving Region 2040 Centers". The cover is yellow and features a photograph of a city street scene.

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Ten Principles for Achieving Centers

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

A photograph of a modern building with a large fountain in the foreground. The building has a mix of brick and lighter-colored panels.

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Oregon City: How Do We Get There?

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

A photograph of several sharpened pencils of various colors (yellow, orange, red) pointing towards the top right.

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Appendix

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How to do it? Getting to Implementation

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



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Creating Regional and Community Centers

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

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Districts and Pulse Points

Pulse Points grow into Districts and:

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



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Land-use Matrix

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

Oregon City Futures: Land Use Matrix

Levels of Importance

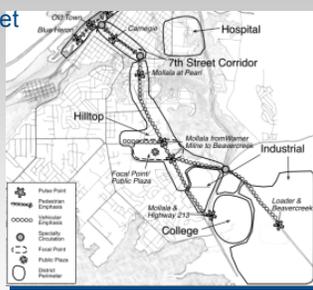
Other Land Use	High	Medium	Low
Office	High	Medium	Low
Residential	High	Medium	Low
Industrial	High	Medium	Low
Public	High	Medium	Low
Commercial	High	Medium	Low
Community	High	Medium	Low
Open Space	High	Medium	Low
Transportation	High	Medium	Low
Utilities	High	Medium	Low
Other	High	Medium	Low

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Local Serving Districts / Pulse Points

- Seventh Street
 - Hilltop
 - College
 - Industrial
- Local and Regional:
- Hospital



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Local Districts / Pulse Points

- Seventh Street as a "Main Street"
- Residential mixed-use
- Neighborhood services and amenities – bakery, coffee shop, music/video store, card shop, cafes



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Local Districts / Pulse Points

Seventh Street as a "Main Street"

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



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Local Districts / Pulse Points

Hilltop

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



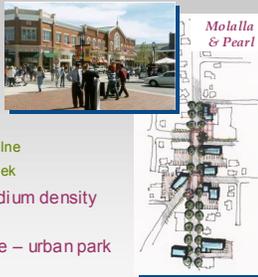
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Local Districts / Pulse Points

Hilltop

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



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Local Districts / Pulse Points

Hospital

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



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Local Districts / Pulse Points

College

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



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Local Districts / Pulse Points

Industrial

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



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Appendix

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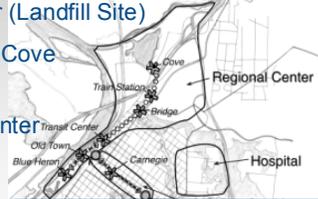
Regional Center—Allow time for evolution

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

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Regional Center Districts / Pulse Points

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



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Regional Center Districts / Pulse Points

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



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Regional Center Districts / Pulse Points

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



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Regional Center Districts / Pulse Points

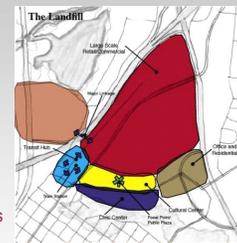
- Historic Old Town
 - Historic buildings
 - Boutique retail and tourist activities
 - Pedestrian-friendly
 - Connection to Waterfront
 - Links to the Bluff and Seventh Street, South Anchor (Blue Heron site), and North Anchor (Landfill site)



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Regional Center Districts / Pulse Points

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



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Regional Center Districts / Pulse Points

North Anchor (Landfill Site)

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



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Regional Center Districts / Pulse Points

Clackamette Cove

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

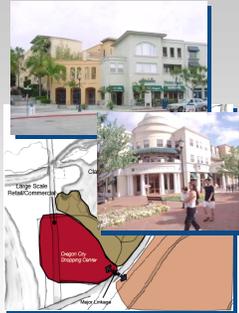


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Regional Center Districts / Pulse Points

Oregon City Shopping Center

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



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Regional Center Districts / Pulse Points

Waterfront

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



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Next Steps—Regional Center, here we come!

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

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Next Steps—Regional Center, here we come!

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

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Appendix

15 September 2004 Presentation


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Implementation Strategy

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

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1. Make a Great Plan

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



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2. Many, Many Projects

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



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3. Many, Many Stakeholders

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



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4. Committed, Ongoing Leadership

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



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5. A Good Organization

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



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6. Development Standards

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



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7. Communications and Marketing

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



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8. Supportive Government

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



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9. Ongoing Review

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



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What Do We Tackle First?

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

