

# City of Brookings WORKSHOP Agenda

## **CITY COUNCIL**

**Monday, December 1, 2014, 4:00pm**

City Hall Council Chambers, 898 Elk Drive, Brookings, OR 97415

### **A. Call to Order**

### **B. Roll Call**

### **C. Topics**

1. City Role in Aquatics/Community Center Task Force. [City Manager, pg. 2]
  - a. Notice to task for members of October 23 meeting [pg. 4]
2. Carousel in Azalea Park. [Parks, pg. 5]
  - a. Letter of intent [pg. 6]
  - b. Location map [pg. 7]
  - c. Pavilion example [pg. 8]
  - d. Carousel Brochure [pg. 9]
3. Stout Park Unleashed Area. [Parks, pg. 10]
  - a. Park Map [pg. 11]
  - b. Sample unleashed area rules. [pg. 12]
4. Consulting Services for Comprehensive Annexation Study. [City Manager, pg. 13]
  - a. Proposal for consulting services [pg. 14]
  - b. Urban Growth Area map [pg. 41]
5. Strategic Plan Review. [City Manager, pg. 42]
  - a. Updated Plan [pg. 43]
6. Comprehensive Plan Overview and Discussion. [PWDS, pg. 46]

### **D. Council Member Requests for Workshop Topics**

### **E. Adjournment**

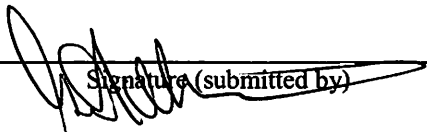
All public City meetings are held in accessible locations. Auxiliary aids will be provided upon request with at least 10 days advance notification. Please contact 469-1102 if you have any questions regarding this notice.

# CITY OF BROOKINGS

## COUNCIL WORKSHOP REPORT

Meeting Date: December 1, 2014

Originating Dept: City Manager

  
\_\_\_\_\_  
Signature (submitted by)  
\_\_\_\_\_  
City Manager Approval

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Subject: City Role in Aquatics/Community Center Task Force

Recommended Action:  
Discussion and direction to staff.

Financial Impact:  
Undetermined at this time.

Background/Discussion:

The Friends of the Brookings Harbor Aquatics Center (FBHAC) approached the City Council several months ago with a request that the City provide staff resources to assist in developing a strategy for the development of a community aquatics and community center. Upon the authorization of the City Council, the City management met with FBHAC leadership to organize a community task force to pursue this project. FBHAC leadership and City Staff worked to organize a task force consisting of four City staff members, Mayor Hedenskog and 12 community members at large. Early meetings of the task force were jointly chaired by FBHAC President Dr. Julianne Leighton and the City Manager. Contact has been made with the Brookings Harbor School District to invite a representative to serve on the task force.

Members of the task force have undertaken individual research into this matter, including site visits to other facilities located along the Oregon coast and southern Oregon. The City has prepared preliminary site and concept plans for a facility that could be located at Bud Cross Park consistent with the City Council's direction (see below).

The task force hosted a community meeting on October 23 to introduce the concept of an aquatics/community center to the community. The meeting was organized by City Staff and was well attended. The meeting program was highlighted by a presentation by the Grants Pass YMCA Director. The task force has discussed retaining the services of a facilitator for future meetings, and former County Commissioner Georgia Nowlin has indicated that there may be grant funding available to assist with retaining facilitation services.

The next task force meeting is scheduled for December 9. According to City Staff, the plan for that meeting is to have several different tables to brainstorm different topics set by the task force at their last meeting, such as site selection, funding & fundraising, programming, stakeholders & community outreach.

Mayor Hedenskog has suggested transitioning the task force to a City-appointed committee, and possibly engaging the entire Parks and Recreation Commission in the task force. The later would require that all meetings be publicly noticed and would increase the size of the task force from 17 to 24.

From the City Council meeting of June 23, 2014:

*Councilor Pieper moved, a second followed and Council voted unanimously to direct staff to work with the Friends of the Brookings Harbor Aquatics Center in the development of a preliminary concept plan for a combined aquatics center and community center to be located at Bud Cross Park, and develop a program for community involvement in the design process.*

Staff is seeking further Council direction as to the City's involvement in this project. Does the City Council wish to make this a City project and take a leadership role? Does the City Council wish to refer this project to the Parks and Recreation Commission? Does the City Council wish to maintain or modify the City's role as provided in the above referenced motion? To date, the City staff has played a participative, support and meeting organization role. This project is not in the Strategic Plan or the Urban Renewal Plan.

Attachment(s):

- a. Notice to task force members of the October 23 meeting.

# **Public Meeting**

## **Brookings Community Recreation Center Possibilities**

with Grants Pass & Tillamook  
YMCA Directors and the  
Parks and Rec Task Force

**Thursday, October 23rd**  
**6:00 pm**

**Chetco Community Library**  
**Light meal provided**



**For more information please contact:**  
**Tony Baron, City of Brookings**  
**541-469-1159**

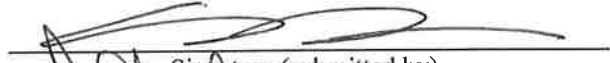
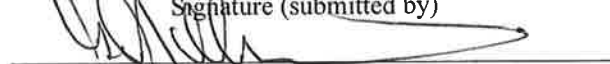


# CITY OF BROOKINGS

## COUNCIL WORKSHOP REPORT

Meeting Date: 12/1/14

Originating Dept: Parks

  
Signature (submitted by)  
  
City Manager Approval

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Subject: A Carousel in Azalea Park

Background/Discussion: Bud Halliday and Marion Roberts have formed a non-profit group “A Carousel for Brookings” and has expressed interest in locating a Carousel in Azalea Park near KidTown. They are asking for use of land in Azalea Park in the form of a lease and would maintain the facility and area. The carousel will have to be enclosed to protect it and suggested the area near the KidTown restrooms.

The group will raise funds to purchase a used carousel at first and will replace the horses with hand carved sea creatures as time goes by to create a sea themed carousel with local area history backboards. They plan to charge to ride \$1.50 to the carousel and believe the costs would cover the maintenance. They do not yet know the exact cost of a carousel and enclosure. Bud Halliday advised that they will advertise the carousel and believes it will become a tourist attraction and improve the economy to the area. Connie Hunter of Brookings talked at the last Parks and Recreation Commission meeting in support and believes developing a cultural asset such as the carousel will bring tourism and money to the community. The group has also expressed interest in building a gallery/workshop on site in the future as a way to offer gift shop items and a gallery to display the process of painting the figures.

The Parks and Recreation Commission carried a motion unanimously to forward a recommendation to Council for approval of the request.

Regionally, there are similar organizations operating carousel’s in Coquille, Seaside, Albany and Portland.

Financial Impact: Based on very preliminary investigation, three phase power upgrades may be required to operate the carousel, no additional parking or restroom facilities will be required. Estimates for the enclosed structure could reach near \$120,000.

Attachments:

- a. Letter of Request
- b. Location Map
- c. Pavilion Example
- d. Carousel Brochure

**A CAROUSEL FOR BROOKINGS, Inc.**

P.O. Box 616  
Brookings, OR 97415

(541) 469-0321

LETTER OF INTENT

We are pleased to inform you that the organization known as A CAROUSEL FOR BROOKINGS INC. is incorporated with the Secretary of State of Oregon. The organization is a non-profit corporation and has tax exempt status from the Internal Revenue Service.

In preliminary plans, we are making an inquiry at this point, as to whether the City of Brookings has property available at Azalea Park to locate a carousel. We anticipate a Carousel for Brookings Inc. will need approximately one fourth to one half acre. We will need access to electricity, water, and parking in the vicinity. We feel that the carousel will be a great asset for the city and Azalea Park, and would like you to be a part of this great project.

At this point in time we are not asking for dedication of property, but would instead consider dedicating the Carousel to the City and Azalea Park for use by the public.

Thank you for your consideration.

Sincerely,

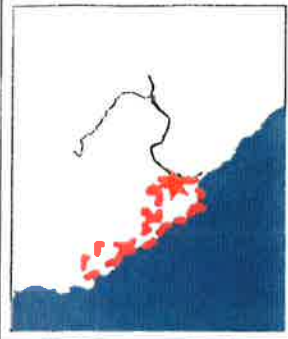
  
Richard A. Halliday  
A CAROUSEL FOR BROOKINGS, INC.

# Carousel - Azalea Park



Map center: 42° 3' 30.23" N, 124° 16' 30.8" W

This map is a public resource of general information. Use this information at your own risk. Curry County makes no warranty of any kind, expressed or implied, including any warranty of merchantability, fitness for any particular purpose or any other matter.



- Legend**
- RIVERS
  - ROADS
  - URBAN GROWTH BOUNDARY
  - OCEAN



Scale: 1:822



## Outdoor Space Redefined

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**Clerestory Pavilion** **twelve sided, two tiered pavilion, hip roof** **PLC**

squares  
rectangles  
hexagons  
octagons  
dodecagons  
trellises  
via series  
small shelters  
specialty  
custom

shelter options  
wood shelters  
fabric shelters

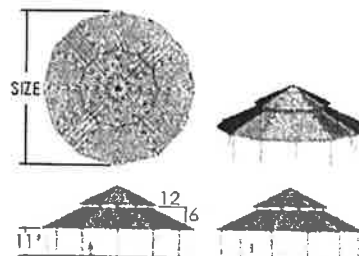


frame roof decorative functional

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PLC 66 CUSTOM



Standard Dimensions		Download Type			
BIN	Size	eDr	PDF	Dwg	SKP
PLC	50	<a href="#">eDr</a>	<a href="#">PDF</a>	<a href="#">Dwg</a>	<a href="#">SKP</a>
PLC	60	<a href="#">eDr</a>	<a href="#">PDF</a>	<a href="#">Dwg</a>	<a href="#">SKP</a>
PLC	66	<a href="#">eDr</a>	<a href="#">PDF</a>	<a href="#">Dwg</a>	<a href="#">SKP</a>
PLC	72	<a href="#">eDr</a>	<a href="#">PDF</a>	<a href="#">Dwg</a>	<a href="#">SKP</a>
PLC	86	<a href="#">eDr</a>	<a href="#">PDF</a>	<a href="#">Dwg</a>	<a href="#">SKP</a>

Shelter Sizes Also Available in Increments of 1'

[Picnic Table Capacity](#)

[Product Cut Sheet](#)

\$ 89,000



# ANTIQUE CAROUSELS FOR SALE



## TWO AND THREE ROW MACHINES

## 1920s ALLAN HERSCHELLS

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### BRASS RING ENTERTAINMENT

11001 PEORIA STREET, SUN VALLEY, CA 91352

phone: 818-394-0028 • fax: 818-332-0062


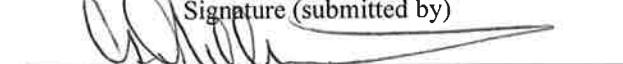
email: sales@carousel.com • www.carousel.com

# CITY OF BROOKINGS

## COUNCIL WORKSHOP REPORT

Meeting Date: 12/1/14

Originating Dept: Parks

  
\_\_\_\_\_  
Signature (submitted by)  
  
\_\_\_\_\_  
City Manager Approval

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Subject: Stout Park Unleashed Area

Recommendation: To consider the development of an unleashed area in Stout Park

Background/Discussion: Unleashed area(s) in parks offer a friendly environment for exercise and where dog owners can network with others who want their dogs to socialize. It also offers a great opportunity to educate and promote responsible pet ownership within the community.

In March 2013 the City Council approved a revision to the Brookings Municipal Code to allow for unleashed pets in designated areas. Stout Park is the only location suitable for the development of an unleashed area. Tony Parrish expressed his concern during the meeting about designated an unleashed area in lieu of fencing in a designated area in Stout Park. The concern brought forth was control of pets escaping owners and approaching park visitors as well as running off into traffic on Pine and Oak streets. As a result of this concern, Council direction was to fence in any unleashed area.

The Parks and Recreation Commission approved a recommendation to City Council at their July 25<sup>th</sup> 2013 meeting for the development of the unleashed area at Stout Park. The park will be dedicated to the late Catherine Powers who was an advocate for pets and a local Humane Society champion.

The Unleashed Area will include:

- Bench(s)
- Watering station
- Trash receptacle
- Doggie Pot bag dispenser
- Unleashed Area information sign board including rules and announcements.
- Fence Enclosure
- Decorative fire hydrant(s) supplied by Public Art Committee

Financial Impact:

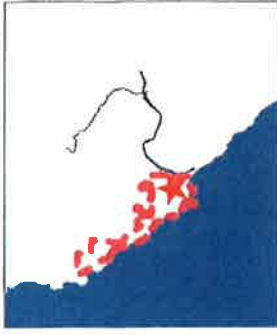
The original budget for an area designated without fencing was between \$1,500 and \$2,500. A fence was not originally budgeted for this project therefore additional funds would be needed. To accomplish this shortfall a combination of new, donated and salvaged fencing materials are being collected and Staff is currently coordinating the installation of this project to coincide with an upcoming Eagle Scout project.

Attachments:

- a. Stout Park Map,
- b. Sample Unleashed Area Rules



# Stout Park - Unleashed Area



- Legend**
- RIVERS
  - ROADS
  - URBAN GROWTH BOUNDARY
  - OCEAN



Scale: 1:1,100

0 110 220 330 ft.

Map center: 42° 3' 17.4" N, 124° 16' 48.1" W

This map is a public resource of general information. Use this information at your own risk. Curry County makes no warranty of any kind, expressed or implied, including any warranty of merchantability, fitness for any particular purpose or any other matter.





## **Stout Park Unleashed Area**

*Daily*

### **Unleashed Area Rules**

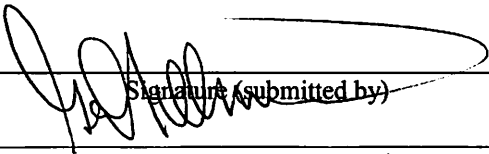
- Dogs must demonstrate appropriate social interaction.
- Dogs displaying aggressive behavior toward people or other dogs must be leashed and removed from the Dog Park immediately.
- Owners and handlers must accept responsibility for any damage or injury caused by their dog.
- Dogs must display tags showing proof of current license and rabies vaccination.
- Bring no more than two dogs to the Unleashed Area at any time.
- Owners and handlers must remain in the Unleashed Area to supervise pets, and keep them within view and under verbal control at all times.
- To prevent injury, remove pinch or choke collars when playing off leash.
- For health and safety reasons, do not bring a dog in heat to a Brookings park.
- For health and safety reasons, do not bring a puppy without a complete cycle of vaccinations to a Brookings park.
- Children must be closely supervised
- Be considerate of park neighbors by playing quietly with dogs in the early morning and evening hours.
- Comply with all other park rules.

# CITY OF BROOKINGS

## COUNCIL WORKSHOP REPORT

Meeting Date: December 1, 2014

Originating Dept: City Manager

  
\_\_\_\_\_  
Signature (submitted by)  
\_\_\_\_\_  
City Manager Approval

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Subject: Consulting Services for Comprehensive Annexation Study

Recommended Action: Discussion and direction to staff.

Financial Impact:

\$40,900 fee is not budgeted. The City Manager has submitted a pre-application for a \$10,000 grant from the Department of Land Conservation and Development to assist in funding this project. Funding may also be available from the Port of Brookings Harbor as much of the information that would be obtained through this study would fulfill annexation application requirements associated with the possible annexation of Port-owned lands.

Background/Discussion:

Among the items listed in the 2014 Strategic Plan is the item "Prepare annexation pros/cons and develop fiscal analysis." To this end, the City Manager has solicited and received a proposal from the Center for Public Service at Portland State University to undertake a comprehensive study of the potential annexation of lands within the Urban Growth Area (UGA) into the City of Brookings.

This study would examine a variety of issues dealing with the annexation of lands within the UGA, including the potential for service district mergers, property tax realignment, cost estimates/staff resources for providing services to newly annexed areas and infrastructure needs.

Annexation of all or portions of the UGA may be appropriate at this time as the County financial situation continues to deteriorate, lessening the County's ability to provide urban services in the unincorporated area. This study would examine how the City could extend urban services into the UGA and how this would impact special service districts, City service delivery systems, revenues and tax rates. Staff believes that the City overall tax rate could be reduced if the City Limits were expanded whereby the City would be able to spread the cost of services such as law enforcement over a larger assessed value base.

The Portland State University Center for Public Service would utilize a team of experienced and knowledgeable senior fellows for this project (see page 18 of proposal) and will utilize a Master's level graduate student to assist with research.

If work were to begin in December, a final project report would be available for City Council and public review by July 31, 2015.

Attachment(s):

Proposal for Consulting Services.  
Urban Growth Area map.

## **A Proposal to Establish Consulting Services with the City of Brookings, Oregon to Assess Service Levels and Evaluate Alternatives to the Extension of City Services to Unincorporated Lands Within the Southern Brookings Urban Growth Area (UGA)**

**Submitted by:**  
**Center for Public Service**  
**Hatfield School of Government**  
**Portland State University**

**Proposal Contact Information:**  
**Portland State University**  
**Center for Public Service (CPS)**

**Mr. Kent Robinson**  
**Senior Fellow and Affiliate Professor**  
**Hatfield School of Government**  
**P.O. Box 751**  
**Portland, Oregon 97207-0751**

**Email: [Robinsk@pdx.edu](mailto:Robinsk@pdx.edu)**  
**Tel: 503-939-0550 (cell)**  
**FAX: 503-725-5111**

**Date: Oct. 31, 2014**

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## Proposal Overview and Consulting Project Recommendation

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The PSU Center for Public Service (CPS) proposes to join with the City of Brookings (City) to assess the implications of a hypothetical annexation of selected areas of unincorporated lands in the southern portion of the Brookings Urban Growth Area (UGA). The City wishes to understand the impacts of a total or partial annexation of unincorporated lands within the Port of Brookings district boundary, and on the lands and special districts of the Harbor Water and Harbor Sanitary districts. The City also wishes to understand the effects of annexation or merger on the City government organization and programs, property tax revenues and rates, facilities and infrastructure, and debt capacity. To describe and explain the possible annexation and service consolidation options, the City requests the development two hypothetical alternative scenarios. To meet these objectives, CPS recommends the City consider a consulting package of the following services:

- Review of State of Oregon statutes, regulations and procedures on property tax rate adjustments during annexations, jurisdiction mergers and jurisdiction consolidations.
- Perform a population and demographic forecast of the City, the Port and Harbor service districts, and prepare geographic information system (GIS) base maps.
- From the Curry County Assessor's Office, obtain property assessment data for all parcels in the lands within the Port and Harbor district areas, clean and prepare the data, and then perform basic tabular, statistical and computational analysis of the data.
- Clarify the current content and level of service for each City service. Develop the per unit operational costs of production for each service. Define capital infrastructure capacity and service levels, and determine unit cost rates for construction, reconstruction and maintenance.
- Develop two alternative scenarios describing hypothetical annexation of unincorporated lands into the City.
- Compare and evaluate the developed alternative scenarios on a variety of criteria.
- Based on the project analysis and alternatives, develop recommendations to guide future City decisions on service expansion.
- Prepare a final written report and slide presentation of the project analysis, findings and recommendations.

To accomplish these services, CPS proposes a \$40,900 project that would provide statistical, computational, financial, policy development, technical writing and communication, and project management consulting services.

For its contribution to the proposed project, the City would provide: guidance on issue and problem formulation; technical information on land use planning policies and practices; if available, GIS data, GIS processing and map products; leadership and staff members for extended interviews and collaboration; support and assistance in the collection of production cost and revenue data; and support for CPS access to Curry County officials, special district officials, and other involved parties. The work on the project would span eight (8) months tentatively beginning on December 1, 2014 and run through July 31, 2015.

## Statement of Understanding of Issues

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The City of Brookings, the Port of Brookings, the Harbor Water District, the Harbor Sanitary District and Curry County face the challenge of delivering basic municipal services to the residents and businesses in south Curry County unincorporated areas. Recent saltwater contamination of the Harbor Water District raw water intake and limited response by the Curry County Sheriff to calls for service, point to a need to revisit the urban services and service levels provided to south Curry County residents. While the residents and businesses in these areas may be unclear as to the composition and level of services they desire, the City and the neighboring special districts must by state law plan and prepare for the delivery of an urban level of services to current and future residents of the UGA. Effective planning and preparation will allow the City to provide responsive, highly dependable, resilient, and efficient service systems to south Curry County residents.

To this end, the City should establish a process for converting urbanizable, unincorporated lands within the Brookings Urban Growth Boundary (UGB) to urban status. The Curry County Comprehensive Plan calls for such a conversion to happen in an "orderly and well planned manner that considers the economic and environmental issues" (Curry Co. Comprehensive Plan 2009, 296).

Developing quality numerical analysis of the planning and community situation provides a first step in such a process. Analysis begins with an assessment of the current and future population and demographics, a review of property tax and other revenues, an assessment of current service programs, and an evaluation of current and planned capital infrastructure. Based on these initial assessments, analysts can then prepare alternative scenarios of government boundaries and service provision. Alternative scenarios provide a means to structure issues, educate elected officials and the community, and to increase the effectiveness of public discussion.

The City of Brookings (City) on the southwest Oregon Coast serves a population of just over 6,300 residents and covers about 3.8 square miles. The City provides a full complement of services to its residents including: law enforcement; fire and emergency medical services; emergency preparedness; 911 dispatch; municipal court; planning and building services; water service, wastewater and sanitary sewer services, surface water management, and streets and utilities; economic development and urban renewal; and parks and recreation. The City has a permanent property Measure 50 tax rate of \$3.7630 per \$1,000 assessed value. The City services debt service bonds with a property tax levy of \$0.1948 per \$1,000 assessed value, for a total levy of \$3.9578. Portions of the City are structured into an Urban Renewal District. To support these programs, the City employs a permanent staff of 48 FTEs, with a supplemental seasonal staff of 10 FTEs.

The City has adopted zoned districts under its land development code, and the City manages growth through the code and a development permitting system (City of Brookings 2014, Section 17).

The City prepares its annual operating budget in line-item format with no references to strategic or operational goals and objectives, program accomplishment reporting or performance information. The City has not established a performance measurement, cost analysis or improvement system. Preparing per unit cost data will require relying on the budget data and on detailed conversations with City program directors and managers.

The City area covers only a portion of the Brookings Urban Growth Area (UGA). Adjacent to the southern City boundary on the south side of the Chetco River, the Harbor Water District, the Harbor Sanitary District and the Harbor Fire Rural Fire Protection District provide



services to urbanized areas of the UGA. The water and sanitary districts derive their revenues from charges and fees for service. The Harbor fire districts levies a property tax rate of \$0.2332/ \$1,000 property value to fund its operations. The Port of Brookings provides transportation access and economic development services to the City and the Harbor District area. It charges a property tax rate of \$0.1316/ \$1,000. The proposed project would evaluate the impacts of hypothetical annexations and consolidations between the City, the port, and the water and sanitary districts.

The Curry County Sheriff provides a minimal level of law enforcement service. The City of Brookings Police Department provides courtesy response and mutual aid support to unincorporated areas outside of the City boundaries to cover the limited capacity of the Sheriff and the Oregon State Police.

As a broad context for the service situation, Curry County (County) has faced steep challenges generating sufficient revenues to fund services. Historically, the county received substantial payments related to the harvest of timber from federal lands in the county. These payments began to decline in the mid-1990's. After enactment of the federal Secure Rural Schools Act in 2000 and several extensions of it thereafter, payments to southwest Oregon counties, including Curry, have declined steadily. This decline has resulted in greatly reduced general fund and road fund revenues to the County (Curry County Budget Message 2014).

In addition to declining federal payments, property taxes generate a minimal amount of revenue to the County. Measure 50 permanent rate of \$0.05996 per \$1,000 assessed value of property is the second lowest in the state. The total Curry County budget has fallen by over \$18 million between fiscal 2010/2011 (\$75.6 million) and fiscal 2014/2015 (\$57.3 million). As a result of this decline, the County has transitioned many of its public health functions to a private nonprofit. It has also dipped into General Fund reserves and the County Road fund, to fund the Sheriff's Patrol and dispatch (Oregon SB 496, 2013). Curry County voters have rejected supplemental property tax levies for law enforcement and corrections/ jail services numerous times. Curry County voters most recently rejected a levy ballot measure on Sept. 16, 2014. The levy would have provided supplemental levy revenue of about \$1.6 million. The County continues to face declining budget reserves and numerous employees leaving a shrinking, unstable county government organization.

With the severe decline in Curry County service capacity, the City and the other south County service districts provide the foundation for local public services. For law enforcement, fire, and emergency medical services, cooperative agreements and mutual aid agreements are currently providing a means to extend City services response beyond City boundaries. The City may never receive full compensation for these shared services. Open use of City parks and recreation facilities, presents a public benefit without expectation of full cost recovery. The City's economic development program may be acting on a regional level as well. An underlying aspect of the annexation and consolidation issue is to identify which group of citizens or service area is receiving services, and which group is paying a full or partial share for those services. The proposed project should help to identify and allocate costs and benefits shared between the City and the special districts.



## Statement of Understanding: Land Use Planning Context and Issues

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The Curry County Comprehensive Plan (Curry County Comprehensive Plan 2009) defines the relationship between the County and the City regarding the urban growth boundary (UGB) and the conversion of urbanizable land within the urban growth area (UGA) to urban uses (Chapter 11 –Public Facilities and Services, 217-231). Also in Chapter 14 (294-298), the Comprehensive Plan defines the County role relative to UGB changes to include:

3. Curry County recognizes the urban growth boundaries of Port Orford, Gold Beach and Brookings and the mutually adopted Management Agreements for these areas.
4. The county will work to coordinate with the respective cities with regard to land use decisions affecting the urban growth areas.
8. Curry County has zoned lands located within the various urban growth areas for urban use and these urban use zones shall not be applied to lands lying outside of the defined urban growth boundary; however, the county may zone lands with an urban growth boundary with rural zoning designations on an interim basis until public facilities are available to allow development to urban use. (Amended by Ordinance 01-01, adopted January 22, 2001).
14. With regard to the Brookings UGB, the city and county agree that the conversion of land from urbanizable to urban within the UGA must occur in an orderly and well planned manner that considers the economic and environmental issues identified as part of the UGB amendment. With that interest in mind, the following policies are agreed to and incorporated into the comprehensive plan:
  - a. Until a public facilities plan is adopted, no land will be rezoned from the existing designation to an urban land use designation. Uses shall be permitted to develop under current county plan and zoning designations in the same manner that they were permitted prior to being included within the UGB.

While other elements of the Curry County Comprehensive plan have bearing on conversion of lands within the UGA, these provisions define county prerequisites for rezoning. Alternate scenarios developed by the proposed consulting project would need to assess current infrastructure and services, consider future demand for infrastructure and services, in order to respond to the above criteria. Alternative scenarios could also consider the phased development of infrastructure and services, and the use of local improvement districts to expand water, sanitary, transportation, and other City services in a metered manner.

In complement to the Curry County Comprehensive Plan, the City of Brookings Code, Chapter 17.144 provides ordinances related to the annexation of lands into the City area.

### ***References Cited in the Above Two Sections:***

City of Brookings. 2014. "Chapter 17.12 Establishment of Zoning Districts and Zoning Map" and "Chapter 17.168 Public Facilities Improvement Standards and Criteria for Utilities" and "Chapter 17.144 Annexation."

Curry County Budget Message. 2014. "Budget Message for Curry County, Oregon Fiscal Year 2014-2015." Brookings, Oregon.

Curry County Comprehensive Plan. 2009. Chapter 11; and Section 14.8 Plan Policies Regarding Urbanization." Pp. 294-298.

[www.oregon.gov/LCD/OCMP/docs/Public\\_Noteice/CurryCounty\\_CompPlan\\_EPs.pdf](http://www.oregon.gov/LCD/OCMP/docs/Public_Noteice/CurryCounty_CompPlan_EPs.pdf) Accessed on Aug. 21, 2014.

## Proposal Strategy to Respond to Issues

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We have prepared this proposal and task analysis based on a general, informal set of questions from the City of Brookings and subsequent telephone communications with the City Manager. Recent telephone discussions have shifted our scope of the project from a broad comprehensive analysis of the full UGA to a more specific analysis of the south Curry County area. We continue to recognize three strategic purposes for an analysis of the Brookings and UGA situation. These purposes structure the depth, content and work products of this proposal.

First, the City simply wishes to answer several hypothetical questions. These include,

- What is the potential revenue developed from an annexation?
- What would be the impacts of annexation on the City organization and its program service capacity?
- How and in what options and alternative scenarios could the City take to extending its services to the UGA?
- What would be the effects of extension on the neighboring special districts?
- What are the community issues, concerns and positions on annexation or merger actions? and
- What would CPS recommend as to how the City might should proceed?

Second, the results from this type of project will form the basis for community discussion and ultimately a public decision process. These results will be extensively scrutinized, reviewed, used, and publicly discussed. This level of review demands the best available data, sound analysis to a high level of detail, and both a written and oral summation of project results. The proposed project should respond to this expected level of intense usage and controversy. To obtain this level of quality will require a strong financial commitment by the City. CPS would have concerns that the City pursue a less detailed, cursory package. Performing the project and working through its processes will require the active support and participation of the City leaders and department heads.

Third, the results of this study will form a part of the official public record on any land use actions by the City. The study process and its results will contribute to the strategic map used by the City on these issues. Subsequent strategic plans and individual land use actions will reference this document. Should the City Council elect to move forward on any land use action in the UGA, the study results may form part of the record of justification for a decision. The need to have the study results in the public record sets a requirement for a formal written report as a project product. Preparing a final written report takes extensive work time that increases the project cost substantially.



To meet these requirements, CPS recommends a project with four primary tasks as detailed in the chart below:

Primary Tasks	
<b>Task 1: Preparatory Research and Investigation:</b>	
Taxation and annexation law review, obtain assessment and valuation data, population forecast, identify GIS data and base maps	\$4,650
<b>Task 2: Assessment of City and District Services:</b>	
Service program component definition, service cost analysis and development of unit cost multipliers, capital infrastructure assessment and costs	\$13,700
<b>Task 3: Development of alternative scenarios:</b>	
1) Annexation of lands coincident with the Port of Brookings boundaries; 2) Annexation or consolidation of lands coincident with the Harbor Water District or Harbor Sanitary District boundaries	\$11,574
<b>Task 4: Communications:</b>	
Preparation of written final report, preparation of oral presentation, delivery of oral presentation	\$7,520
<b>Materials &amp; Supplies:</b>	
Three trips travel, data and miscellaneous	\$3,456
<b>Total Cost of Proposed Project</b>	<b>\$40,900</b>

The following Scope of Work analysis points out in detail how we would structure a project. Review of the task detail may point out areas where the City staff could take on task work to reduce the total cost.

The City has requested a preliminary report and alternatives by late March 2015. Though the team will have just begun its cost analysis work, we will provide very preliminary alternatives and revenue estimates by March 31<sup>st</sup>.

## Proposed Scope of Work for a Consulting Project

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CPS has developed a project to respond to our understanding of the City's situation and a high standard of methodological rigor. The proposed project is divided into four major work tasks, and each work task is broken into sub-tasks. In some instances, a particular sub-task may provide a precursor or foundation for subsequent task work and products, which means that it cannot be omitted without compromising downstream tasks. In other instances, sub-tasks may be accomplished in chunks or delayed to improve workflow and project management.

### **Task 1: Start-up, Preliminary Research, Preparation & Data**

#### **Task 1-A Project Start-up, Identify and Research Oregon Annexation, Merger/ Consolidation & Permanent Tax Rate Statutes and Regulations**

- Project start-up administrative
- Pre-work meeting by electronic video teleconference
- Consult with City planning staff on the Curry County/ City Management Agreement
- Review Oregon statutes and regulations related to calculation of property tax
- Determine the data required for calculation of permanent rates and assessed value of the existing districts/city.
- Clarify regulatory tax situations of annexation, merger and consolidation
- Consult Oregon DOR and other annexation experts as needed.

**Sub-task cost:        \$810**

#### **Task 1-B Identify Property Parcels in Unincorporated UGA**

##### **Consult Curry County Assessor**

- Define the assessor data available
- Format and content of data record for each property parcel
- Identify the total number of data records/ parcels
- Obtain data
- Clean, format and prepare data
- Verify data with City staff, County assessor, other external experts and other data.

**Sub-task Cost:        \$1,370**

#### **Task 1-C: Population Forecasts, Prepare GIS data and base maps**

- Consult with the PSU Population Research Center (PRC) for current population and demographic characteristics of the City, the other districts, and the unincorporated areas.
- Consult with Population Research Center for population and demographic forecasts
- Clarify GIS data available, purchase data if necessary
- Prepare GIS base maps for the City, the Port, and the Harbor special districts
- Write draft report section on population and GIS.

**Sub-task Cost:        \$2,470**

**Task 1 Total Cost:        \$4,650**



## **Task 2: Assessment of Current City Services: Identification of Program Service Components, Cost Analysis, Cost Multipliers**

### **Task 2-A Define the City of Brookings services for potential extension**

- Consult with the City Manager and department directors to identify all program component services provided by the City
- Identify for each program component service, the level or standard of service delivered. Define unit measures for service standards and outputs.
- Identify and define the FTEs assigned to each program service
- Identify administrative and central services cost centers and allocated costs to programs
- Obtain data for annual program accomplishment in outputs and outcomes for each service at current levels and standards
- For each program component service, identify available budget and performance cost data, and where necessary identify external comparative cost data
- Define current organizational and program capacity levels (quantitative and qualitative)
- For each service, identify and describe marginal potential to extend new capacity
- Draft initial written report chapter; define program services, current City service levels & standards.

**Sub-task Cost:      \$3,880**

### **Task 2-B Compute Service Expansion Rates at City Service Levels and Standards**

- Based on available budget and financial data compute gross cost per FTE for each identified City service at current service standard; place on per citizen basis
- Apply TECC estimates to refine FTE based units costs
- As verification or where more accurate and data is available, compute production-based unit costs; express cost on a standardized basis (e.g. per 1,000 citizens, per acre, per mile, per dwelling, per facility).
- Include central service fixed costs as a component of the unit cost. Estimate and review administrative, central services, and supplemental PERS costs at current service level
- Where necessary use external sources to develop or refine total and unit cost estimates
- Draft initial written report chapter.

**Sub-task Cost:      \$5,025**

**Note for Sub-task 2-B:** This sub-task is written to reflect missing, inconsistent or poor data. The base strategy is to compute multipliers that could proportionally extend service costs to the UGA. The primary approach to multipliers is to compute a cost per FTE per citizen, based on the current City population. Where a production cost-based approach of cost per output is more refined, and data is available, the team would attempt to compute per citizen, per mile, per acre or other standardized base.

### **Task 2-C Assess Current UGA Service Standards and Levels; Identify Alternative Standards**

- In the UGA, Define current service standards and levels for each identified program or component service
- By service component, compare existing levels of services to the current City level
- For each program service, adjust the cost/FTE/citizen ratio to reflect higher or reduced service intensity to meet City standards

- Consult with City directors and staff to define patterns of phased in service standards and levels for selected program services
- Draft initial written report chapter.

**Sub-task Cost:      \$1,470**

**Task 2-D Capital Investment Program (CIP) Infrastructure Investment to Attain City Standards**

- Identify current City facilities strategic plans and any facilities expansion plans.
- For each facility type, assess current system capacity (City buildings and facilities, transportation, utility delivery systems infrastructure).
- Consult with City staff: Prepare outline of facilities plans to extend current City standards and service levels throughout the UGA and grouped by UGA sub-area.
- Consult with City staff to clarify major capital construction and reconstruction projects to extend service throughout the south UGA. E.g.
  - Sidewalks
  - Street lights
  - Roads by type and mile (highway, arterial, collector, residential, unpaved) (prism, surface, traffic controls)
  - Water service: mains, primary distribution
  - Wastewater service: mains, primary collectors
  - Surface & Stormwater: mains, collectors
  - Water system reserve for fire service
  - City buildings
  - Parks and recreation facilities
  - Public safety facilities and upgrades
  - Records and information technology systems
- Consult with the City staff to identify possible revenue sources (systems development charges, transportation development charges, road use fees, local improvement district property tax).
- Draft initial written report chapter.

**Sub-task cost:      \$3,325**

**Options and Notes for Sub-task 2D:** This sub-task investigates the major infrastructure investments needed to bring the Port and District unincorporated areas up to City and urban use standards. This sub-task would stand as a precursor to a public facilities plan that would precede an annexation action (Curry County Comprehensive Plan Section 14.a, 296; Section 11.4, 223). This task requires extensive consultation with the City Public Works staff.

**Task 2 Total Cost   \$13,700**



### **Task 3: Develop Two Hypothetical Alternative Scenarios**

#### **Task 3-A: Hypothetical Alternative Scenario to Annex Port of Brookings Service Area**

- Develop an annexation scenario that would bring the Port of Brookings service area into the City. Consult with the City and the Port representatives to define the exact boundaries of the annexation area
- Base the service, cost and revenue analysis on the City's permanent tax rate, current City service standards, and City per FTE and per unit cost multipliers
- Develop and forecast program service costs and potential revenues, especially property tax and fees.
- Forecast revenues: Compute revenues based on an annexation at City permanent rate.
- Identify and cost any transfer of existing infrastructure.
- Based on previous consultations with the City (sub-task 2-D), outline and forecast the major long-term capital investment requirements; develop approximate CIP estimated costs to extend infrastructure to annexed or consolidated sub-areas.
- Identify any county or service districts capital infrastructure and equipment inventory and depreciation schedule.
- Identify any county or service district existing debt and debt service requirements.
- Prepare GIS maps by sub-area alternative; configure data.
- Draft initial written report chapter describing each hypothetical alternative scenario.

**Sub-task cost:        \$5,712**

#### **Task 3-B: Hypothetical Alternative Scenario to Annex or Consolidate with Either Harbor Water or Harbor Sanitary District**

- Develop an annexation scenario that would bring the Port of Brookings service area into the City. Consult with the City representative to define the exact annexation or merger area and boundaries.
- Base the service, cost and revenue analysis on the City's permanent tax rate, current City service standards, and City per FTE and per unit cost multipliers
- Develop and forecast program service costs and potential revenues, especially property tax and fees.
- Forecast revenues: Compute revenues based on an annexation at City permanent rate; compare to existing district tax rates.
- Identify and cost any transfer of existing infrastructure.
- Based on previous consultations with the City (sub-task 2-D), outline and forecast long-term capital investment requirements; develop major CIP estimated costs to extend infrastructure to annexed or consolidated sub-areas.
- Identify any county or service districts capital infrastructure and equipment inventory and depreciation schedule.
- Identify any county or service district existing debt and debt service requirements.
- Prepare GIS maps by sub-area alternative; configure data.
- Draft initial written report chapter describing each hypothetical alternative scenario.

**Sub-task cost:        \$5,862**

**Task 3 Total Cost        \$ 11,574**

## **Task 4: Prepare Written Report and Oral Presentations**

### **Task 4-A: Prepare Draft Report**

- Work with City representatives to define chapters in final report
- Prepare Draft Executive Summary and front matter
- Prepare draft report chapters of political and administrative situation and problem statements
- Prepare draft report chapter on methodology
- Prepare draft report chapter on City current capacity, costs structure, unit costs and multipliers, levels of service; integrate previous draft chapters
- Prepare draft report chapter describing the two alternative scenarios by feature and criteria; integrate draft text from previous project tasks listed above.
- Prepare draft report chapter on evaluation, comparison and discussion of alternatives
- Prepare draft report chapter on political perspectives and citizen concerns, integrate previous drafts
- Prepare draft report recommendations to City Council
- Prepare draft report appendices and back matter.

**Sub-task cost                      \$4,500**

### **Task 4-B Finalize Written Report, Prepare Oral Presentation, Project Closure**

- Disperse draft report to City representatives, reviewers and editor
- Prepare draft presentation Power Point slides
- Teleconference presentation of draft slide presentation to City representatives for comments
- Finalize slide presentation
- Finalize written report
- Deliver written report
- Present slide presentation to City Council
- Project closure and final billing.

**Sub-task cost                      \$3,020**

**Task 4 Total Cost   \$7,520**

**Total Project Task Cost \$37,444**

## Difficulties that Could Impact the Proposed Scope of Work

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The proposed scope of work relies heavily on assessment and location data from the Curry County Assessor. While this type of data usually follows a standard content and format, we are currently investigating the availability, quality and format of needed data with the Assessor. We may face issues of unavailable, inconsistent or mis-formatted data, which if severe enough could delay work task completion.

Population data and population forecasts for the unincorporated areas and the special districts may be unavailable or difficult to develop. We will consult with the Portland State University Population Research Center to obtain the best available estimates.

We have not explored the availability of geographic information (GIS) system data and data map files. We will need to explore this with Curry County. This data will be critical to constructing maps depicting the different alternative scenarios.

Additionally, the budget and financial data maintained by the City and by other jurisdictions may be limited in refinement and accuracy. Most small city governments do not collect and maintained refined program performance and cost data. Available data is typically limited to the annual budget and CAFR report. A lack of refined financial and production data may require CPS to approximate and apportion in developing estimates for total costs, unit costs and multipliers, and performance measures. Data limitations may constrain our ability to separate out refined cost differences for specific program service components and between the City, the districts, and other reference peer jurisdictions.



## Personnel and Budget

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To accomplish the proposed project, CPS recommends the following resources:

Position	Hours	Rate	Charge
<b>CPS Senior Fellow/ Project Leader</b>	85.5	\$175/hr	\$14,963
<b>CPS Fellow or Doctoral Graduate Student</b>	245.5	\$42/hr	\$10,311
<b>Masters-level Graduate Student</b>	315	\$32/hr	\$10,080
<b>PSU Supporting Faculty (Population Research Center &amp; GIS)</b>	22	\$95/hr	\$ 2,090
<b>Travel, Data purchase,</b>			\$ 3,456
<b>Total Hours/ Charge</b>	<b>682</b>		<b>\$40,900</b>

All administrative costs are included in the per hour rates.

To fulfill its educational mission, CPS will also hire and actively involve several graduate students on the project work team. Through their participation on the project team, the students will gain insight into local government programs and procedures, enhance their professional skill levels beyond the classroom level, and gain experience in acting as consultants.

## Proposed Work Schedule

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The project work would begin December 1, 2014 and run through July 31, 2015, with all billing completed by Aug 31, 2015.

## Proposed Contractual Provisions and Billing Flexibility

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CPS proposes that an agreement between the City of Brookings and Portland State University be structured as an intergovernmental agreement for consulting services. All work for the contract would be performed under the State of Oregon public records laws and disclosure requirements and under City of Brookings public information ordinances and regulations.

We recognize the proposed project cost may exceed the City's available resources for fiscal 2014-2015. If necessary, CPS business managers can work with the City to shift a portion of the project billing into the next fiscal year. The proposed schedule sets a work end date of July 31, 2015, which is in the 2015-2016 fiscal year.

## Qualifications of the PSU Center for Public Service (CPS)

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The Center for Public Service is a unit of the Hatfield School of Government within the College of Urban and Public Affairs at Portland State University. The Hatfield School of Government is Oregon's primary provider of advanced education and research services in Criminal Justice, Public Administration, and Political Science. Within the Hatfield School, the Center for Public Service serves as a bridge between the faculty and students of the Hatfield School, and local governments, nonprofits and the public in the Portland-Salem-Vancouver, Washington region. The Center provides advanced professional education services, training and technology transfer services, and consulting services to clients in the region. CPS consulting services draw on the extensive expertise of the Hatfield School faculty and from a group of senior fellows with expertise in local, state and federal administration. Portland State University is an Oregon state agency able to enter into inter-governmental agreements.

The Center for Public Service (CPS) has strong experience in local government and public safety assessment, cost analysis, and organization reform consulting projects. A CPS recently completed (February 2014) an analysis of the fire and emergency service provided by the City of Gresham to the Cities of Fairview, Troutdale and Wood Village (total budget \$35,400). The Three Cities initially were focused on developing shared services and increasing consolidation for a variety of city services, but the cities focused on fire and emergency services as their highest priority. Much like the proposed project, the CPS team analyzed service demand and delivery by individual jurisdiction and to a hypothetical unified service area. The team considered the potential revenues through the property tax environment for a Three Cities combined service area. Similar to the proposed project, CPS was required to develop a range of service delivery options. These options ranged from a professional, 4-person crew, to alternative station configurations, rapid response vehicles, and different service providers for fire and emergency medical services. The final report for this study and the final Power Point presentation are posted at:

<http://www.pdx.edu/cps/profile/three-cities-fire-and-emergency-services-project>

[http://www.slideshare.net/psu\\_cps/psu-fire-ems-council-presentation-handout-3-414](http://www.slideshare.net/psu_cps/psu-fire-ems-council-presentation-handout-3-414)

The Three Cities project provides much of the strategic approach we would take for the proposed project.

### **References:**

Bill Peterson: Wood Village City Manager: [billp@wood-village.or.us](mailto:billp@wood-village.or.us)

Craig Nelson: Fairview City Manager: [nelsons@fairview.or.us](mailto:nelsons@fairview.or.us)

Craig Ward: Troutdale City Manager: [craig.ward@troutdaleoregon.gov](mailto:craig.ward@troutdaleoregon.gov)



## Qualifications of CPS Team Members

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CPS has assembled a small team of experienced and knowledgeable senior fellows for this project. The senior team members will provide: project administration, coordination and team management skills; technical expertise in organizational, financial, numerical and policy analysis; interviewing skills; oral presentation skills; and mentoring of a graduate student team member. Senior team members include:

- Kent Robinson, PhD, CPS Senior Fellow and Adjunct Associate Professor in Public Administration at PSU
- Bob Winthrop, CPS Senior Fellow
- Phil Keisling, CPS Director

CPS senior team members bring extensive experience to this type of project. Kent Robinson recently acted as team leader on a fire and emergency medical services system assessment and service alternative development project for the cities of Fairview, Troutdale and Wood Village. Bob Winthrop has extensive experience in local government financial and cost analysis for public safety services. The CPS team will also have access the faculty expertise at Portland State. This expertise includes specialists in local government, public safety and police services, public finance, geographic information systems, and analytic techniques. Portland State also supports the team through its library, access to technical journals, and information technology.

To fulfill its educational mission, CPS will also hire and actively involve a Masters level graduate student on the project work team. Through his or her participation on the project team, the student will gain insight into local government programs and procedures, enhance his or her professional skill level beyond the classroom level, and gain experience in acting as a consultant. We include the resume of Molly Luetzgerodt as representative of the type of graduate student that would be employed on the project.

## Appendix A: Team Member Resumes



# Kent S. Robinson, PhD

Email: [robinsk@pdx.edu](mailto:robinsk@pdx.edu), [krobinphd@gmail.com](mailto:krobinphd@gmail.com)

Office: Urban Center 570T

Cell: 503-939-0550

Fax: 503-725-5111

Website: LinkedIn: <http://www.linkedin.com/pub/kent-robinson/14/561/b94>

## ***Recent Positions and Projects***

**Project Manager Gresham City Council Leadership Systems Project, Portland State University Center for Public Service (CPS), April 2014 to Present.** This small consulting project provided a performance review of the City of Gresham, Oregon city council planning, agenda, and executive control systems. Ensured completion of a contract for service, coordinated a guest senior fellow, faculty, and two masters-level graduate students. Data collection included existing records and files, and interviews of the mayor, several city counselors, the deputy city manager, and the public works director. Currently completing a draft slide presentation, which when completed will stand as the final product for the project.

**Project Manager Three Cities Fire and Emergency Service Project, Portland State University Center for Public Service (CPS), March 2013 to February 2014.** This project provided a comprehensive service demand and risk review, financial assessment, and program alternatives for fire and emergency medical services as purchased by the cities of Fairview, Troutdale and Wood Village, Oregon. Contributed a major role in proposal preparation, team development and graduate student hiring, project work planning, task management and team coordination, presentation preparation, policy and alternative development, and final report preparation. Provided expertise on property tax revenues and limitations, computed the fire and emergency medical service demand risk analysis for the unified Three Cities service area.

**Lead Author of a Team of Four Authoring a New Textbook on Local Public Budgeting.** Book will be released in late August 2014. *Budgeting for Local Governments and Communities*, provides a first-course text in public budgeting and finance for graduate students in public administration and nonprofit management. The text covers governance theory, revenues and forecasting, budget process planning, budget formats and department requests, basic fund accounting, organization budget development, overview of capital budgeting, and financial reporting. We place primary emphasis on local government budgeting, and extend basic concepts to nonprofit organizations and integrated community budgeting.

## ***Key Positions***

- Senior Fellow in the Center for Public Service (CPS) and Adjunct Assistant Professor in Public Administration, Portland State University. Sept. 2011 to Present.
- Assistant Professor (tenure track), Seattle University, Institute of Public Service, Seattle, Washington. September 2005 to August 2010.
- Policy and Programs Analyst, American Forest & Paper Association (AF&PA). Washington D.C. Oct. 1987 to June 1995.
- Forestry Technician. Boise Cascade Corporation, Seaside, OR, Summers 1977 & 1978.

## ***Education***

- Ph.D. Public Administration & Policy, Portland State University, 1996-2004
- M.S. Forest and Wood Sciences, Colorado State University, 1984-1987
- B.S. Forest Management, Oregon State University, 1974-1979

**Robert Michael Winthrop**  
3042 S.W. Hampshire Street  
Portland, Oregon 97205  
(503) 477-6094  
[bobwinthrop@yahoo.com](mailto:bobwinthrop@yahoo.com)

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## *SUMMARY OF SKILLS*

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- Successful public and private sector career improving government and health care finance
- Highly skilled at communicating technical information
- Outstanding ability to conduct sophisticated financial analysis
- Proven capacity for leadership, mentoring, and supervising

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## *EXPERIENCE*

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2011 – Present **Portland State University, Hatfield School of Government**

**Senior Fellow, Center for Public Service.** Primary Data Analyst for Three Cities Fire and Emergency Services Project. Led the multi-phase Total Employer Cost of Compensation Study to quantify public sector compensation costs in Oregon jurisdictions and the 2013 Pension Analysis Present Value Study comparing Oregon PERS to systems in Washington and Idaho.

2012 – Present **Kaiser Permanente of the Northwest** Portland, Oregon

**Senior Financial Consultant.** Provide analysis and support for medical services purchased from outside vendors and support the internal Quality and Service Division.

- Completed analysis of dialysis & ambulance claims and recommended effective measures to mitigate cost over runs and monitor progress toward achieving revised spending goals.
- One of Kaiser Northwest's first Cognos BI software users to analyze insurance claims data.

2009 – 2012 **City of Portland, Police Bureau** Portland, Oregon

**Director of Resource Planning and Analysis.** Provided direction and analysis for all areas of the Police Bureau's budget including personnel, operating supplies, fleet, telephones, and facilities. The Bureau had over 1,200 members and an annual budget of more than \$170 million. Supervised the Alarms, Management Services, and Quartermaster divisions.

- Prepared an analysis in collaboration with division managers that was used to persuade the City Council to increase Police Bureau materials and services appropriations by \$2 million.
- Created clear financial & personnel dashboards using the new SAP financial system.
- Spearheaded, developed, and assisted in implementation of efficiency programs related to fleet, phones and inter-agency charges for annual financial improvement of over \$500,000.

2001 – 2009 **Public Financial Management, Inc.** Minneapolis, Minnesota

**Senior Managing Consultant, Strategic Consultant.** Led national fee study practice, managed teams and provided expertise on multiple projects for governmental entities.

- Conducted analysis on service sharing and cost reduction in Baltimore, MD; Memphis, TN, and Erie County, NY
- Established and marketed activity-based cost analysis fee study practice bringing in revenues of \$1 million over three years.
- Identified additional revenue & cost savings in functions such as fire and emergency services, buildings, parks, & police.

**Senior Managing Consultant, Financial Advisor.** Assisted governments in issuing debt.

- Guided the strategy for a governmental entity to work out a bond issue headed for default.
- Wrote and led client training seminars on bond finance including "The Pitfalls and Minefields of Issuing Municipal Debt" and "Know Your Rating Agency."
- Earned the Certified Independent Public Finance Advisor designation.

**EDUCATION**

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**New York University**

Robert F. Wagner Graduate School of Public Service, MPA.

Specialization: Finance. Capstone project: Determinants of the Role of State Governments in the Financing of Primary and Secondary Education from 1970 to 1990. Public Service Fellow

**University of Wisconsin - Madison**

Bachelor of Science. Double major: Political science and mathematics. Alworth (5-year) &amp; R.O.T.C. scholarships

**ADDITIONAL EXPERIENCE**

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**2009 – Present    The Public Strategies Group***Member, Public Strategies Group Network.* Analyzed, researched and wrote sections for a report identifying new approaches to solving budget problems for the State of Minnesota.**1998 – 2001    New York University Robert F. Wagner Graduate School of Public Service***Adjunct Lecturer in Public Finance.* Taught a course on financial management of public sector organizations that included both financial and managerial accounting.**1997 – 2004    United States Army Reserve***Major, Finance Corps.* As commander of the 7<sup>th</sup> Finance Detachment in New York City from 1997 to 2000 oversaw the increase in unit strength from 23 members to 33 members. Led two successful deployments to Germany for annual training. Received the top evaluation rating from a General officer.**OTHER**

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**President**, Congregation Beth Israel Brotherhood (2011 – present)**Advisor**, National Government Finance Officers Association Committee on Governmental Budget and Fiscal Policy (2006 – 2009)**Member**, City of Minneapolis Development Finance Committee (2005–2009)**Parent Member**, Burroughs Community School, Site Council (2008–2009)**Member**, St. Paul Area Chamber of Commerce Fiscal Policy Committee (2004 – 2009, Chair 2007)**Member**, Citizens League Transportation & Policy Advisory Committees (2002 – 2009)**Director**, Minnesota Institute of Public Finance (2001– 2006)**Publications:** “The Business Optimization Task Force Model” (April 2012), “Determining the Cost of Vacancies in Baltimore” (June 2009) and “Making an Argument for Police Enforcement Costs: The St. Paul Fee Study Experience” (October 2008); *Government Finance Review*, Government Finance Officers Association, Chicago.*References available upon request*



**PHIL KEISLING**

**Director, Center for Public Service – Mark O. Hatfield School of Government**

**Portland State University**

**503-725-8168 keisling@pdx.edu**

**CAREER HIGHLIGHTS:** Proven research capabilities, demonstrated leadership and management success in both the public and private sectors; excellent writing and public speaking skills; and proven fundraising and business development abilities. Highlights:

- 10 years as an Oregon State elected official (Member, Oregon House of Representatives; Oregon Secretary of State (Lieutenant Governor);
- 6 years as a journalist and editor, in Oregon and Washington D.C.;
- 10 years as a corporate executive, responsible for new Business Development; Sales and Marketing initiatives; and the management of a \$10 million, 100 employee business unit;
- Extensive fund-raising experience, personally raising over \$2 million for several election bids (Oregon State Representative and Secretary of State); three statewide ballot measure initiatives; and two non-profit organizations (Oregon Progress Forum and Oregon Public Affairs Network).

**EXPERIENCE**

**2010-present: Mark O. Hatfield School of Government at Portland State University**

As Director of the Center for Public Service, oversees more than a dozen separate programs serving local, state, federal government, and international organizations in the U.S. and several countries (including China, Japan, and Vietnam).

Specific programs and responsibilities include:

- October 2011 2<sup>nd</sup> International Conference on Government Performance Management and Leadership, with Lanzhou University
- Executive Master in Public Administration Program
- Executive Leadership Institute
- Institute for Non Profit Management

**2000-2009 CorSource Technology Group (aka ProDX and Hepieric, Inc.)**

Originally hired in 2000 to focus on business development; subsequently filled various roles of increasing responsibility. Highlights:

- 2000 – 2002: VP of Business Development. Responsible for identifying new prospects and clients for our IT staff augmentation and software project divisions. Despite the 2001-02 recession, efforts resulted in more than \$1.5

million in new, realized revenue from a variety of new clients including Claimsdesk.com; Pacificorp, State of Oregon, and Roseburg Forest Products.

- 2002-2006: VP and General Manager, ProDX unit. Responsible for managing 10 direct reports in Portland and Seattle (sales people and recruiters), and 60-100 contract employees deployed at more than 25 clients. In a highly competitive market, took an unprofitable, change-resistant organization with about \$8 million annualized revenue and 22% gross margin, and grew it to \$11 million (annualized), operating profitably at almost 30% gross margin.
- 2006-2009: Executive VP of Sales, Marketing, and Business Development. Business Development efforts (primary focus) yielded 31 new clients in 4 years, generating over \$4.1 million in realized revenue. Wrote and produced a wide range of marketing materials, including the company's first comprehensive annual report, numerous case studies, a new website, and collateral used in opening a new market in 2009 (California Bay area).

#### **1991-1999      Oregon Secretary of State**

Second-ranking elected official for state of Oregon. Appointed in 1991 and then elected in 1992 and re-elected in 1996. Highlights:

- Managed a 200-person agency responsible for a wide range of functions, including Elections; Audits; Archives; and Corporation divisions. Over 9-year period, significantly expanded service offerings and improved the quality of service, while consolidating functions and reducing staff by more than 10%;
- Expanded Oregon's Vote By Mail election system, administering the nation's first-ever U.S. Senate election held exclusively by mail (1996). Led the successful, voter-improved initiative in 1998 to institute Vote by Mail for all Oregon elections;
- Transformed the agency's Auditing function from having a near-exclusive emphasis on financial audits to greatly expanded performance auditing. More than 50 such performance audits revealed inefficiency and waste in a wide range of state programs.
- Oversaw several major e-Government" projects that used technology to increase the transparency, cost-effectiveness, and quality of agency services. These included moving the publication of administrative rules on-line, and the conversion of the state's mainframe "Business Registry" function to a web-accessible format to allow Oregonians to register businesses entities directly.

#### **1989-91      Oregon State Representative**

Elected in 1988 to represent House District 12 (portions of SE and SW Portland). Re-elected in 1990; resigned in January 1991 to become Secretary of State. Main legislative efforts included: chairing a special sub-committee that produced Oregon's nationally-recognized Toxic Use Reduction Act; sponsoring a wide range of education reform legislation; and securing permanent funding for Oregon's Youth Conservation Corps community service program.

#### **1985-88      Staff Assistant and Press Secretary, House Speaker Vera Katz**

Main policy efforts included education reform (creation of Oregon's first Mentor Teacher and Teacher Corps program); tax policy (including sales tax legislation); and various land

use/transportation issues (including an unsuccessful effort to relocate the inner eastside portion of 1-5).

**1978-84      Reporter and Editor, Willamette Week (1978-81) and The Washington Monthly magazine (1982-84).**

Researched and wrote more than 150 in-depth articles and essays on a wide range of state and national topics, including the state Legislature; education reform; entitlement programs; military spending; and the 1980 presidential campaign. Published work also included op-ed pieces in the *New York Times* and *Washington Post*, and two cover stories for *The New Republic* magazine.

**Other experiences:** Chief petitioner, Open primary ballot initiatives (2006 & 2008); chair, Oregon Progress Forum (1999-2003) and Oregon Public Affairs Network (2000-2006); founding Board member, Childsworld Preschool (1997-2005); speechwriter, Tom McCall for Governor (1978); page, Oregon State Senate and committee staff assistant to Sen. Ted Hallock (1975)

**Education, Teaching Experience and Other Published Work:**

- B.A., American Studies, Yale College, 1977
- Adjunct Instructor, 400-level seminar on Investigative Reporting, UO School of Journalism, Spring Quarter 1990
- Co editor (with Charles Peters) of Neoliberalism: A New Road for America, 1983 (Conference Proceedings
- "The Role of Partisans in the Initiative Debate," Willamette Law School Journal, Volume 34, winter 1998.



# MOLLY K. LUETTGERODT

1550 Maple Street, Lake Oswego, Oregon 97034. 619.977.1247. Molly.Luettgerodt@gmail.com

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A talented and driven public works professional specializing in project management, budgeting, procurement, human capital development, and strategic and operational planning for local government.

## **QUALITIES AND ABILITIES**

- Respected among colleagues and executives as a motivated leader with enthusiasm, good judgment, and a big-picture vision.
- The ability to speak and translate the many “languages” of local government, effectively engaging with all specialties at all levels.
- Comfort under pressure in meeting deadlines and delivering high quality products for a heavy project workload.
- Fully integrated expertise in operational planning, budget management, and all phases of purchasing and contracting.
- Experience in hiring, training, supervising, and facilitating the disciplinary process for a diverse team of employees.
- Capable of affecting organizational change through crafting strategic plan goals, policies, and performance measures, composing standard operating procedures manuals, and representing my team in business process reengineering.
- Proven aptitude for clear and concise written communication and practiced in the arts of public speaking and negotiation.
- Proud to provide the highest quality customer service to the public and my partners inside and outside the organization.

## **EDUCATION**

- Candidate for Master's Degree in Public Administration – Local Government, Portland State University, 2013 – 2016
- Bachelor's of Arts in Environmental Studies, Minor in Business Administration, University of San Diego, 2005, *cum laude*

## **PROFESSIONAL EXPERIENCE**

### **Graduate Assistant, August 2014 – present**

#### **Center for Public Service, Portland State University**

- OPPMA Project Manager: Fostered relationships through outreach and conference planning to further organizational objectives.
- Total Employer Cost of Compensation Study: Conducted cross-jurisdictional research to aid local agencies in fiscal optimization.

### **Management Audit Intern, September – December 2013**

#### **Audit Services Division, City of Portland, Oregon**

- Conducted an independent performance audit of the City's procurement practices, requiring design and implementation of research methodologies and crafting recommendations to improve compliance, efficiency, and effectiveness.

### **Land Use/Environmental Planner series, 2007 – 2013**

#### **Department of Public Works Environmental Services Unit, County of San Diego, CA**

##### ***Professional Progression:***

- Rose through the ranks from Land Use/Environmental Planner I, II, and III classifications in four short years.
- In 2012, became the youngest Department staff in the management classification when promoted to Planning Manager.

##### ***Achievements:***

- Project management: led environmental analysis and obtained wetland and endangered species permits for controversial multi-million dollar capital and habitat restoration projects.
  - *Specialization:* State- and federally-funded transportation projects such as bridge replacement and road widening.
  - *Featured Project:* As Project Manager for the South Santa Fe Avenue Reconstruction Project, one of the largest, most complex, and most costly road projects undertaken by the County, I gained State approval of an Environmental Assessment covering over 100 property takes, environmental justice for minority and low income displacements, hazardous materials contamination, large-scale wetland impacts, unmitigable noise affects, a historic highway designation, railroad crossings, and cross-jurisdictional impacts spanning an unincorporated area and two cities.
- Budgeting and Financial Operations:
  - Assumed primary management of a \$2.2 million Division operating budget, including revenue development, long-term forecasting, and quarterly progress reporting to executive management.
  - Played a developmental role in the annual preparation of the Capital Improvement Program.
  - Administered day-to-day purchasing and financial operations via the enterprise resource planning system.
- Contracts: procured and managed 19 as-needed consultant contracts totaling \$10 million in annual capacity, including tracking utilization of disadvantaged business enterprises for meeting social equity goals.
- Directed administrative functions to improve office operations and efficiency:
  - continually sought out and nurtured business development opportunities for new revenue;
  - coordinated funded positions at federal and state agencies to expedite project approvals;
  - facilitated functional threading by leading inter-departmental coordination meetings; and
  - prepared legislative program recommendations in the interest of the Department.

### **Associate Planner, 2005 – 2007**

#### **Jones & Stokes Associates (now ICF International, Inc.), San Diego, California**

- Developed long-range community plans and performed environmental review for projects including the City of Lake Elsinore General Plan and the Salton Sea Integrated Management Plan.

## **ACCOLADES**

- Recipient of two departmental Leadership Awards - 2011, 2012
- Recipient of two departmental Customer Service Awards - 2008, 2012
- Recipient of three departmental Teamwork Awards - 2008, 2010
- Recipient of countywide innovation award for improving business practices - 2011

## **PROFESSIONAL MEMBERSHIPS**

- Association of Environmental Professionals, 2005 - present
- Oregon Chapter, International City/County Management Association, 2013 - present
- Oregon Emerging Local Government Leaders, 2013 - present
- American Society for Public Administration, 2013 - present
- Women's Transportation Seminar, 2013 - present

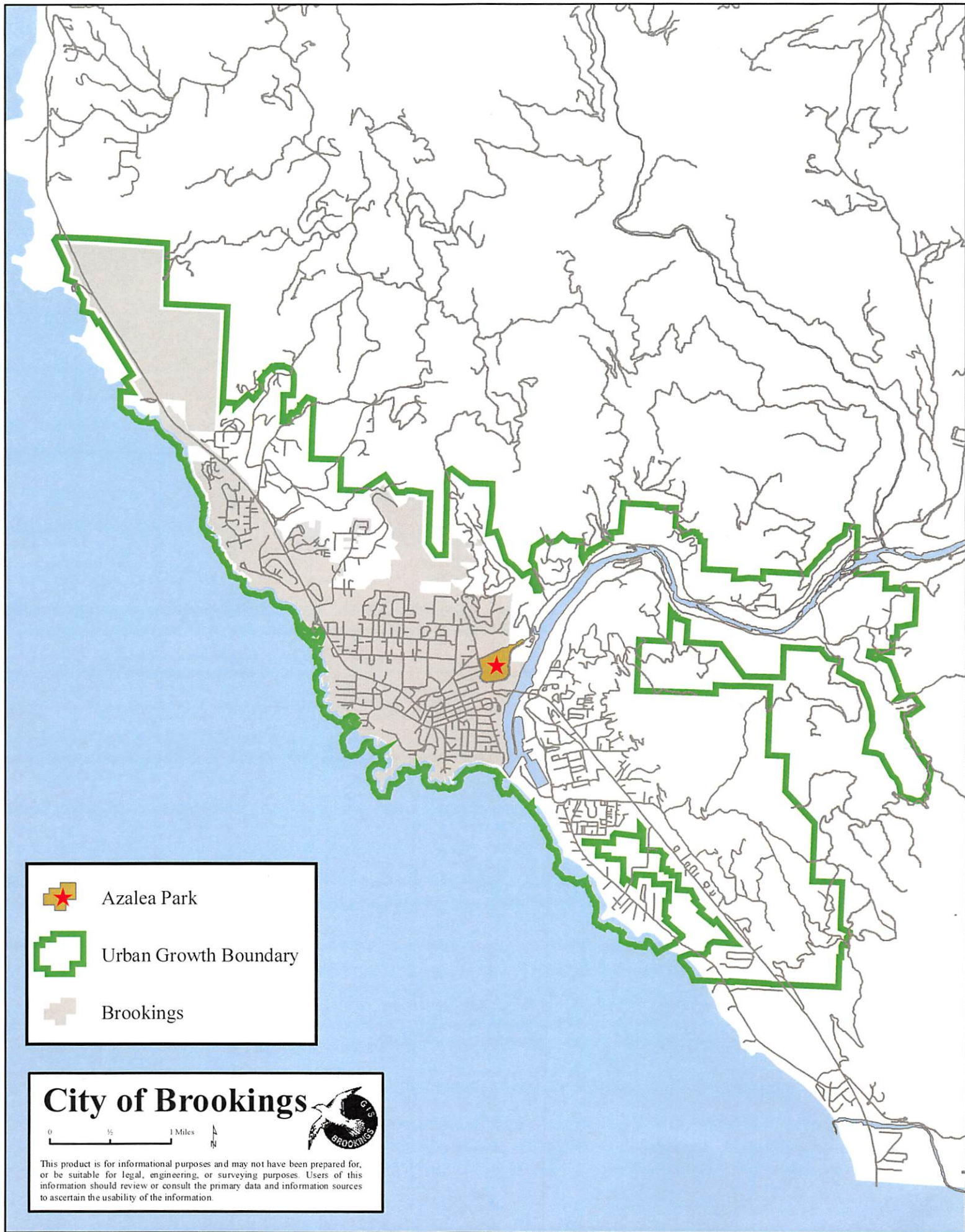
## **REFERENCES**

Mr. Drummond Kahn, Director  
City of Portland Audit Services Division  
Supervisor  
503.823.3536  
Drummond.Kahn@portlandoregon.gov

Ms. Cynthia Curtis, Land Use/Environmental Planning Manager  
County of San Diego Department of Public Works Environmental Services Unit  
Colleague, Former Supervisor  
858.342.3045  
Cynthia.Curtis@sdcounty.ca.gov

Ms. Sue Waters, Land Use/Environmental Planner II  
County of San Diego Department of Public Works Environmental Services Unit  
Direct Report  
619.549.1956  
Sue.Waters@sdcounty.ca.gov

Mr. Kevin Hovey, Senior Environmental Planner  
California Department of Transportation  
Colleague  
619.688.0240  
Kevin\_Hovey@dot.ca.gov



Azalea Park



Urban Growth Boundary



Brookings

**City of Brookings**



0 1/2 1 Miles



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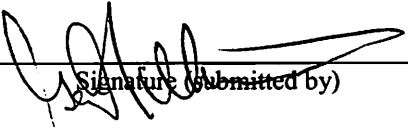


# CITY OF BROOKINGS

## COUNCIL WORKSHOP REPORT

Meeting Date: December 1, 2014

Originating Dept: City Manager

  
\_\_\_\_\_  
Signature (Submitted by)  
\_\_\_\_\_  
City Manager Approval

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Subject: Strategic Plan Review

Recommended Action:  
Discussion and direction to staff.

Background/Discussion:  
The City Council periodically reviews the City's Strategic Plan. The Strategic Plan has been revised to reflect projects that have been completed and the status of projects currently being pursued.

This is an opportunity for the City Council to add or delete Goals and Projects.

Attachment(s):  
a. Updated Strategic Plan outline.

## City of Brookings 2014 Strategic Plan

<b>GOAL 1: An Effective, Responsive, Ethical City Government That Is Fiscally Sustainable.</b>				
<b>Objectives</b>	<b>Priority/Action Items</b>		<b>Resp Party</b>	<b>Status/Notes</b>
<ul style="list-style-type: none"> <li>Sufficient revenue to sustain City services at appropriate levels.</li> <li>Provide competitive employee compensation through a merit-based system.</li> <li>Balanced revenue system that recognizes demands on City services by residents, businesses and visitors.</li> <li>Stable, effective and accountable management.</li> <li>Maximize non-City revenue resources to pay for services provided to unincorporated area.</li> <li>Encourage new private investment.</li> <li>Expedite development plan implementation.</li> <li>Sustain positive workplace environment and employee morale.</li> <li>Assure internal consistency and efficiency.</li> <li>Utilize local contractors.</li> <li>Succession planning.</li> </ul>	1	Maintain General Fund reserve at 5 percent of operating budget.	BC	Included in 2014-15 budget
	2	Review/update storm water fees.	PWD/FHD	Master plan update; budgeted - in progress
	3	Conduct conservation improvements at water and wastewater plants.	PWD	Baseline energy use documented; staff will monitor to see if operational changes will reduce energy. In progress
	4	Significantly reduce vehicle fuel consumption.	PWD	Largest fuel user is anaerobic digester. Staff proposing CIP budget for increased gas storage. Fuel efficient municipal pool and fire vehicles. Lowered anaerobic digester temp.
	5	Develop plan for recruiting and sustaining volunteers.	PWD	Parks/Tech Supervisor and Public Safety Dept. developing plan for park ranger program
	6	Complete infrastructure GIS project.	PWD	In progress.
<b>GOAL 2: A Safe Community</b>				
<b>Objectives</b>	<b>Priority/Action Items</b>		<b>Resp Party</b>	<b>Status/Notes</b>
<ul style="list-style-type: none"> <li>Adequately staff, equipped and housed police and fire departments</li> <li>Maintain streets in safe/serviceable condition.</li> <li>Provide clean drinking water and compliant waste water treatment.</li> <li>Improve personal/family preparedness.</li> </ul>	1	Exercise emergency plan.	PSD	EOC training May 2014 - annual exercise beginning in 2015.
	2	Develop bicycle plan & pursue funding for improvements.	PWD	Bicycle Plan Adopted - Harris/Dawson Project to begin 2013; more grants in progress. TSP update underway; includes bike amenities
	3	Promote "Map your Neighborhood" preparedness program.	PSD	Developing program through VIPS & VFD. Several neighborhood meetings held; little public interest.
	4	Allocate \$250,000 annually for street reconstruction and major maintenance.	BC	Annual program.
	5	Improve pedestrian/vehicle safety; replace hazardous storm drain grate; make pedestrian facilities more accessible.	PWD	ODOT signage request; work w/Vision Council; TSP update underway;RARE creating GIS data.

KEY: BC = Budget Committee    BLD = Building Official    CA = City Attorney    CC = City Council    CE = City Engineer    CM = City Manager    FHD = Finance & Human Resources Director  
 PTS= Parks & Tech Services Supervisor    PSD = Police Safety Director    PWD = Public Works & Development Director

## City of Brookings 2014 Strategic Plan

<b>GOAL 3: Influence Economic Growth / Improve Quality of Life</b>				
<b>Objectives</b>		<b>Priority/Action Items</b>	<b>Resp Party</b>	<b>Status/Notes</b>
<ul style="list-style-type: none"> <li>Complete approved capital projects in a timely and cost efficient manner.</li> <li>Provide infrastructure to support economic growth.</li> <li>Develop coastal access.</li> <li>Establish development policies and public improvements/standards that recognize economic trends.</li> <li>Secure needed resources.</li> <li>Establish policy that City is pro-growth.</li> </ul>	1	Develop UGB transition agreements with special districts.	PWD	Delayed by HSD/County not pursuing.
	2	Develop business and resident attraction program.	CM	Chamber distributed ~900 relocation packets. Video library promoting City now on website.
	3	Develop schedule to review/update infrastructure master plans and development standards; consolidated implementation plan for infrastructure; existing SDC credit inventory and exchange program.	PWD	Water Master Plan complete; Storm and sewer in progress.
	4	Develop long term plan for Public Works shop.	CM	Inactive
	5	Develop comprehensive plan for addressing wastewater I&I issue	PWD	Flow meter installed; will take 1 year to collect data and compare to baseline.
	6	Prepare annexation pros/cons and fiscal analysis.	CM	RFP submitted to Portland State; funding
	7	Develop program to “cash out” DIA program	PWD/FHD	Long term; requires substantial staff resources
	8	Reduce I & I	PWD	In progress
	9	Downtown beautification		
		a. Landscaping along South Chetco	PWD/PTS	Obtained cost; not in budget.
		b. Green-theme litter receptacle, benches in downtown parks	PWD/PTS	Issues with current receptacles. Park & Rec approved different theme
		c. Improve downtown directional/parking signs	PWD/PTS	Need further direction
		d. Central Building historic landmark sign	PWD/PTS	Issues with ODOT approval
		e. Incentive program for downtown shops	PWD/BLD	Need further direction
		f. More bears	CM	Site plan complete
		g. Traffic study to improve parking downtown	PWD	Need budget and funding
	10	Expand bike paths 6- 10 miles beyond City	PWD	Initiate discussion with ODOT, TSP update. Need Council input re: incorporating easements in Land Use development standards
	11	Attract tourists to stop in downtown, develop RV parking along Frontage Rd.	PWD/PTS	TPAC; TSP; proposed Frontage budget 2014/15; mural, weeding, flower baskets, proposed blight policy
	12	Reconfigure Azalea Park Athletic Fields	PWD/PTS	Plan/budget completed. Funding needed.
	13	Install restrooms at Chetco Point and Stout Parks	PWD/PTS	Plan/budget developed
	14	Reconstruct uncompleted block of Hemlock Street,	PWD	Plan/budget developed
	15	Tanbark coast access points	PWD/PTS	Plan/budget developed

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## City of Brookings 2014 Strategic Plan

<b>GOAL 4: Effective Intergovernmental Relations</b>				
<b>Objectives</b>	<b>Priority/Action Items</b>		<b>Resp Party</b>	<b>Status/Notes</b>
<ul style="list-style-type: none"> <li>• Influence regional, state, national policy on issues important to achieving City goals.</li> <li>• Secure grant funding.</li> <li>• Achieve City goals through strategic partnerships.</li> <li>• Prepare for potential County fiscal failure.</li> </ul>	1	Evaluate possible assumption of County services on a cost recovery basis.	CM/FHD	Reviewed Planning/Building; not feasible. Provided Port District policing proposal. Offered to assume airport management; declined.

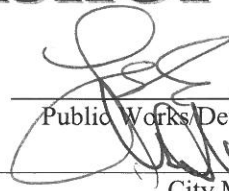
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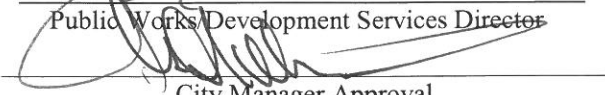
# CITY OF BROOKINGS

## Council WORKSHOP Report

Workshop Date: December 1, 2014

Originating Dept: PW/DS

  
Public Works/Development Services Director

  
City Manager Approval

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Subject: Comprehensive Plan Discussion

Recommendation: Discussion on the 2011 Comprehensive Plan and the 2002 Urban Renewal Plan as compared to the City Council Strategic Plan Goals

Financial Impact: None identified

Background/Discussion: A comprehensive plan is a land use document which identifies goals, objectives and policies needed to implement a community land use vision. The comprehensive plan is aligned with the State of Oregon's Land Use Goals, but specific to the community. The last significant effort to update the Brookings Comprehensive Plan was in 2011. Substantial land use decisions are based on compliance with the City's Comprehensive Plan, such as annexations and zone changes. The Comprehensive Plan also includes implementation goals which some have been updated into the City's Land Development Code.

The Urban Renewal Plan was last updated in July 2002. This document serves to implement goals and objectives of the City's Comprehensive Plan in the renewal area. The Urban Renewal Plan is also intended to assist in meeting the City's economic development objectives, reduce blight, improve transportation and utility facilities in the renewal area, create public amenities and improve downtown vibrancy.

The goals of this workshop discussion are;

- 1) Explore consistencies and inconsistencies between the Comprehensive Plan, the Urban Renewal Plan and the City Council Strategic Plan
- 2) Identify if a concurrent update to the Urban Renewal Plan, Comprehensive Plan and Strategic Plan should be considered for fiscal year 2015.

Follow are goals identified in the Comprehensive Plan or Urban Renewal Plan and City Council's Strategic Plan respectively;

Comprehensive Plan or Urban Renewal Plan	City Council Strategic Plan
Implement Downtown Standards	Downtown beautification
Develop bike routes	Develop 6-10 miles of bike paths

Promote Economic Development	Attract tourists to shop downtown
Improve recreational amenities	Reconfigure Azalea Park Athletic fields
Promote beach access	Tanbark coastal access point
Improve downtown parking	Traffic study to improve parking downtown
Provide low cost loans to promote development downtown	Incentive program for downtown shops

While the City Council Strategic Plan clearly defines staff priorities, a comprehensive plan also defines priority goals and objectives. Many of the Brookings Comprehensive Plan findings have not been adopted to ordinance. Also many items listed in the Comprehensive Plan are not included in the City Council's Strategic Plan. The following items are listed in the Comprehensive Plan and or Urban Renewal Plan but not in the City Council Strategic Plan;

- a) Update the Comprehensive Plan every 2 years with a citizen advisory group consisting of the Planning Commission and 4 citizens
- b) Develop a riparian zone overlay
- c) Develop trail routes. As stated in the Brookings Comprehensive Plan, the Oregon Coast Trail has not been identified and therefore can not be protected.
- d) Develop a covered swimming pool, a covered tennis court, a community center, and more activities for residents especially youth and senior citizens.
- e) Promote alternative energy in building development
- f) Require areas for public viewing of the shoreline and ocean
- g) Promote high water quality storm runoff into oceans and waterways
- h) Historical and cultural area preservation
- i) Implementation of the Downtown Master Plan
- j) Promote recycling and provide recycling containers at public facilities (such as Parks)
- k) Develop alternatives to water withdrawals from the Chetco River during low flows.
- l) Require areas for public viewing of the shoreline and ocean, and/or condition site planning during Site Plan Review to ensure ocean view corridors
- m) Encourage access designs in commercial zones that compliment beach oriented commercial development, such as restaurants, shops and motels

Policy Considerations: If a concurrent strategic plan, urban renewal and comprehensive plan update is considered for 2015, the costs will be identified and brought to the Budget Committee for consideration in the fiscal year 2015/16.

Attachment(s): None