

AGENDA

WORK SESSION - NEWBERG CITY COUN

DATE: Saturday, July 11, 1981
TIME: 4:00-8:30 p.m.
PLACE: Free Methodist Church
Crestview Drive and Hoskins St.

- 4:00 1. a. Purpose of this Work Session - Mayor Elvern Hall
b. Introduction of Facilitators - Mayor Hall
Alan Hershey
Janet Fleming
c. Approval of Agenda - City Council
- 4:15 2. Self Introductions - City Council and Staff
- 4:30 3. Council Discussion
a. What are the major needs of this Community?
b. What problems or questions do I need satisfied to do my job as Councilman?
- 5:45 4. BREAK
- 6:00 5. Department Head and Council Discussion
a. What are the major needs of Newberg as identified by the individual departments?
b. Which are most pressing?
c. What potential obstacles, problems, questions that Council may help to resolve do the City Administrator and Department Heads have that may slow or prevent their ability to rapidly pursue Council's priorities, once those are established?
- 7:00 6. DINNER - Council and Mayor's Task Force Chairpersons.
a. Summary of Council's progress in identifying issues/goals - Mayor Hall with assistance from Mike Warren and the Facilitators.
b. Review and Comment by Mayor's Task Force Chairman.
1.) Is the list complete? (Is there anything to be added?)
2.) Which three or four issues would you give priority above all the others?
c. What process can Council use to determine final priorities? (These priorities would lead to specific assignments to the City Administrator and others for follow-up.)
- 8:30 7. Adjournment

MEMORANDUM
July 8, 1981

TO: Mike Warren
FROM: Bob Sanders, City Engineer *BS*
RE: Community needs in each of the areas under my supervision

Street Tax Fund

Funding for this budget section has always been from Gas Tax and a small supplement from revenue sharing for equipment. To properly maintain the street network in good repair the City needs an overlay program which provides some type of major repair every 15 to 20 years on each street. This year approximately \$80,000 would be needed to keep up with this type of maintenance schedule. *(Not catch up only annual maint.)*

The past two fiscal years the \$18,000 for overlay has been used for extra street width on LID's. Hence, no overlay work has been done. This fiscal year only \$18,000 was approved and the second B ballot with \$32,000 for overlay did not materialize. Without proper care at the right time many sections of the road network will fail and have to be rebuilt.

As the town grows the amount of streets has grown significantly, requiring at first maintenance in the form of sweeping and mowing. Manpower and updated equipment are essential to perform this function. A street sweeper is greatly needed to replace the present 8 year old machine.

Storm sewers have also been included in this section. This fiscal year the storm sewer construction was separated out. However, the maintenance should also be compiled with construction. The \$35,000 special levy is due to expire this fiscal year and the need in this area is that of setting up a user fee (enterprise account) account to provide sufficient funds for new construction and maintenance. This could be added to the water and sewer bill.

User Fees
Separating out the storm sewer will be a step in the right direction for funds, however, alternate revenue is also needed from the general fund or user fee for street repair.

Don't Forget Ballot
Manpower, equipment and revenues have to keep pace with growth for this fund to maintain an adequate service level.

Water Fund

The recent capital improvements funded through the special tax levy have caught up several years of neglect in this fund and given new life to it. The plant and source of supply are in good shape for several years. However, it should not be forgotten. The next additions to the system are a second back wash basin and additional reservoir capacity. To avoid future water shortages, the system must expand with growth in the City. A current capital improvements plan is needed to plan rates and development fees accordingly so that the improvements can be built as they are needed.

All the needs in this fund center around the shortage of revenue. Hence, a "cost to serve study" is greatly needed to determine rates and a schedule of rate increases and development fees based on a long term capital improvement schedule, depreciation of existing facilities and maintenance. This will entail revising the water ordinance. The basic need is to build this fund into a self-supporting business to adequately keep pace with growth and eliminate the need for special tax levies to bail out of a crisis.

The distribution system has had major improvements and more localized attention is needed in main replacements and extensions. Manpower is the limiting factor in this area.

The master plan for the water system is approximately 7+ years old and Robert E. Meyers has no information as to how it was constructed. The town has experienced a tremendous growth during this time and a new master plan is greatly needed to insure good improvements to the system as development occurs.

There is a real need for long range planning to develop adequate sources of water to keep pace with the long term growth. There is current planning underway for a dam on the Tualatin River which is a potential source for Newberg. A rural water district should be studied as a means of generating additional revenue for the City and to offset the cost of reaching out farther for the source of supply.

Various revenue generation tactics should be explored to aid in keeping pace with growth. Selling water to rural residents along existing City water lines is one immediate source of revenue. Setting up a coin-operated water dispensary to sell drinking water to rural residences with problem wells or additional filtration for City residents who don't like the iron taste of City water may be another revenue generator to consider. Maybe it could be called "The Watering Hole"!

Sewer Fund

Probably the greatest single capital improvement needed in all City services has to be replacement of the outdated sewage treatment plant. Addressing this problem has been avoided for many years hoping for Federal bail out with a grant. The Reagan administration has confirmed what has been known for over a year that grants are a thing of the past. Newberg has to come forward and solve its own problem. The process is lengthy so lets get started. Land acquisition, conditional use hearings, design and construction will take a minimum of 2-2½ years before a new plant can be in use. The land should be purchased soon before the good sites are developed into other long term uses.

In the mean time, a temporary solution is needed at the existing plant to keep up with the growth. Possibly an expansion to the weakest length in the process would buy some time. Another capacity conservation need is to tackle industrial offenders, namely Technical Images, who use a tremendous volume of water to dilute their discharge rather than use their pre-treatment process.

By this time next year the City is required to have an industrial permit process and the discharge ordinance revised to comply with the new Federal discharge requirements. A consultant, rental engineer, is needed to set up this permit process and revise the ordinance.

The sewer fund also needs a "cost to serve study" to determine rates and scheduled rate increases as mentioned in the water fund section. The ordinance needs revisions to include this rate structure along with studying the connection and development fee and conditions for the charges.

The master plan for the trunk line collection system needs updating to keep up with the direction the town is growing. This will aid staff in reviewing development plans along with upsizing trunk lines during maintenance of the older lines.

As with all funds, manpower, equipment and maintenance budgets must increase as the system expands with growth.

Engineering

The greatest community need for Newberg with respect to Public Works has to be continued good management by a Director of Public Works with a tenure longer than 6 months. I feel the progress that I have made in the last 15 months testifies to that need. I have by no means finished the job; there is a tremendous amount of work ahead and progress is directly related to community support in the form of needed manpower, and a budget to accomplish the work ahead.

At this time, to progress any further the City must have an assistant City Engineer to reduce my work load so that I can devote more time to managing Public Works. Growth has generated a volume of work in Engineering that requires a full time engineer to keep up with reviewing plans, managing construction and inspection. The Public Works Committee is shifting towards less consultants and more in-house design work or rental engineer work and we must have staff to direct this support function.

Inspection of public improvements for quality control is directly related to expending maintenance dollars prematurely. Growth has occurred rapidly without increasing the inspection staff, hence, many subdivisions in town presently need or will need premature maintenance due to the quality of the work performed by the contractor. A qualified Public Works Inspector is greatly needed to improve the quality of the improvement and minimize future maintenance expenditures.

To provide better designs and support services to developers, the base maps, sewer map and water map along with the filing system need a great deal of attention to recover three to four years of neglect during the rapid growth period.

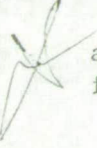
A new set of Aerial Maps which will show the growth since 1974 (most recent maps) are an urgent need for efficient City designed projects and development projects. Some revenue can be generated by the sale of these maps.

Not only for existing personnel but as staff increases, the need for new quarters for the Engineering Staff is an urgent need to conduct a more respectable operation and reduce the high maintenance cost on the Annex. Rewiring and re-roofing a building that should be condemned is not efficient use of tax dollars.

Summary

Each department has specific needs but most if not all needs are directly related to growth or the impact of not having kept up with growth. The lack of community awareness of the City's need to keep pace with growth with respect to manpower, equipment, capital improvements and maintenance has seriously

impacted Newberg and will continue for many years without a diligent effort by the community to take control.



The Community needs a City Council that is unified in purpose, aware of acceptable levels of service and willing to obtain long term community support for the increasing cost of these services.

The attached 2 articles, one from American Public Works Reporter and the other from Time magazine are pertinent reference material to this memo which you may want to give to each Council member.

MEMO

TO: City Council
FROM: City Administrator
SUBJECT: Council Seminar

DATE: July 10, 1981

I have asked all of the Department Heads to comment on problems within their departments and the community needs pertaining to their departments. This will allow the City Council to see what each Department Head is coping with on a day-in and day-out basis and will also provide the City Council with a different view of the community as seen through a Department Head's eyes.

The City Council has a fairly good understanding of my ideas on problems within the community but what I have not expressed to the City Council is some of the aspects of this department and the City that are not problems.

The degree of cooperation amongst the City Council, City Staff and the citizens is as high of level as I feel that you will see in any community. The only somewhat negative group are some developers that are not even negative about the City's progress but more about some philosophical issues. Outside of them, everyone is for the ideas expressed by the City Council and have concurred the problems are real and should be dealt with as quickly as possible.

I find the City Administrator's job in the City of Newberg to be very pleasant and rewarding. Most of the praise can be put right back to the City Council. All of you have been cooperative, not only with me, but also with each other. Such things as the Cable TV Franchise, has been handled very efficiently by a committee of City Council members. that has done an outstanding job. The support and lack of "pickiness" has been a real pleasure. The City Council members seem to be aware of matters within their City, listen to recommendations from the Staff and Administrator and have attempted to deal with all aspects of City government in a professional manner.

There is usually a "10% factor" in any business and especially in government. This 10% factor means that approximately 10% of the employees in a City cannot be counted upon and are unreliable. In the City of Newberg this would mean approximately 7 employees in the City. I cannot think of 7 employees in this City that I would put in this category. The employees here are hard working and most importantly, are very loyal to the City that they work for. We are fortunate to have a group of employees that are like the ones in Newberg.

All this does not mean that the City and specifically, the City Administrator's office does not have problems. I would mention the problems in my office to be lack of manpower, lack of money to solve significant community problems (i.e. Sewage Treatment Plant, new City Hall, street improvements, etc.) and general work load.

The manpower situation is easy to explain, I have deligated responsibilities that were in this office previously, to some of the department heads. Most of these responsibilities have fallen on the Finance Director's shoulders. This was done not to give me less work hours but more to allow

Memo to City Council

RE: Council Seminar

me to do some projects that were not previously in the Administrator's office. These things may include grants, training of department heads, staff meetings, dealings with employees on a positive nature, public relations, etc. These are the major projects that I would prefer spending all my time on. The incidental matters or more time consuming types of things must also be done by me and it occasionally bogs me down. To have an extra person would be useful.

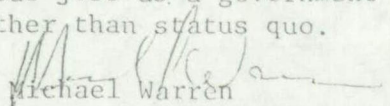
Almost any business will have the same problem of money, or lack thereof. The City of Newberg is not different. Money would solve probably almost all of our problems. It is a problem that I speak to now but I hope to correct in the next few years. There will be grants that will be awarded to the City of Newberg and hopefully there will be a new tax base that will get us on the right path.

The general work load does not necessarily mean that the more bodies in this office the better it is. General work load implies more a sence of tackling so many different projects as the same time. Out of this seminar and perhaps another seminar, there will be a consensus of what should be strived for immediately and what can be put on the back burner. This will help concentrate my efforts and for that matter the entire City's efforts on a single road rather than many.

Needs of the Community as seen by this office is pride. To be proud of one's community and to enjoy the place in which you live is a goal that all of us strive for. I feel the community needs to have a sence of identity with Newberg. This can be done in the form of a logo or it can be done with an annual event or even a development project. The community needs to be selfsufficient and not a bedroom community of Portland. This again, helps the pride of the people and will give City Hall citizens that care more about their community because they live and work here.

I do not believe the citizens of this community like the idea that they are 'less than Lake Oswego'. They feel that they are every bit as good as anybody else and deserve all the amenities that any top city would have. Of course, in my mind, this means development should be of a quality nature. There is no reason in the world that we should settle for second best. The City of Newberg should not be the final ground or resting place for those people that cannot afford to go elsewhere. It should be a composite of all levels of people and not just those people that make do not enough money to go elsewhere.

I feel that in the next few years if we do nothing else but create a sence of pride and belonging by some of the developments that occur and the action by the Council, we would be doing our jobs as a government that attempts to make peoples lives better rather than status quo.


Michael Warren
City Administrator

MW/bjm

MEMO TO: Mike Warren, City Administrator
City Council

FROM: Rick Faus, City Attorney

DATE: July 7, 1981

SUBJECT: City Council Seminar

1. The Legal Department in this memorandum is providing commentary on the following questions:
 - A. What are the problems within your department?
 - B. What are the community needs that your department can provide for?
2. In answer to question A, it is important to summarize the role of the City Attorney's office. This role has primarily been to provide legal assistance on a piecemeal basis to all city departments, the City Administrator, Council and Mayor. As a consequence, the problems of all of these entities usually become the problems of the City Attorney. These problems are well known and will be addressed by other department heads.

One problem which was peculiar to the Legal Department has been resolved by the passage of the "B" Ballot, that being the acquisition of certain legal publications which make the law library quite complete. Prior to the passage of the "B" Ballot there were two legal publication gaps in our library which made legal research extremely inconvenient. Prior to my taking this position, and bringing along my own law library, the existing library in the city was wholly inadequate to allow for quick legal research and reference.

Another problem which has caused some difficulty but which has been alleviated was a need to revamp our filing system for easy reference. This project has been completed.

Also, the office needed a more efficient dictation system and with the passage of the "B" Ballot this will be taken care of.

Another problem which existed until recently was the lack of coordination between departments in terms of their informing the City Attorney of the need to produce legal research or documents. Once again, this problem has been substantially alleviated; most particularly by the use of weekly staff meetings.

Other problems which have existed but are currently being alleviated by the development of internal administrative standard operating procedures were the lack of established procedure for hiring, the lack of procedure for handling of bids on public works projects, etc. Through interdepartmental efforts in recent months, all of these problems have been, or are in the process of being, remedied by the development of internal administrative procedures.

3. At this point I will combine in one commentary my answer to the questions; A - What are the problems in my department?; and B - What are the community needs that your department can provide for?; by discussing the one major problem in my department which affects the ability of the entire City and all of it's departments to address community needs. This problem is the outdated, fragmented and sometimes incoherent state of our general ordinances.

Our ordinances as a whole are in desperate need not only of being compiled, indexed, or codified, they are in desperate need of being revised to bring them up to modern standards and to provide uniformity most particularly in the areas of ordinance enforcement, investigation responsibility, violation procedures, nuisance abatement procedures, penalties, etc.

Currently, our ordinance code contains at least 57 different ordinances which carry penalties for violation and/or provide for nuisance abatement as a remedy. The penalties are not uniform in any of these ordinances. There are between 7 and 12 different procedures provided for nuisance abatement or the establishment and prosecution of violations. These ordinances also provide for different city officials to investigate violations, to provide notice of violations, etc. As a consequence, nearly every problem involving ordinance violations has a different procedure and different officials responsible for their enforcement. There is logic to some of these differences but often there is no logic at all. This situation is because, over the years, our ordinances have been passed or amended at vastly different times with no effort to make them conform to previously existing ordinances.

This lack of uniformity makes it very difficult to find a definitive answer to questions regarding our ordinances because ordinances dealing with the same subject are often in different locations within our ordinance compilation.

Our ordinances were compiled, meaning they were reindexed according to subject, by the League of Oregon Cities, in May of 1975. At that time, however, they were not revised in any way. Through the passage of the last six years, a strong attempt has been made to place and amend these ordinances within the subject indexing provided for in this compilation but after six years of amendments the index for our ordinances is less than adequate.

Regardless, of the adequacy of the compilation in 1975, because no revision was undertaken at that time any revisions of our ordinances have been piece-meal amendments usually done after a problem has developed. What our ordinances need and what they have needed for the last 95 years is a complete overhaul and revision to make them conform to the latest law in all subject areas and to make uniform the procedures for their enforcement. A more detailed reindexing is also needed.

The community needs certainty and uniformity, not only in determining what our ordinances say on a given subject, but also in the procedures used to enforce these ordinances. Often, enforcement is frustrated because the procedures for enforcement are not clear, efficient, or coherently set forth in our current ordinances.

Such a revision of our ordinances requires the city to retain an organization specializing in such revisions and compilations and it requires the willingness of all those involved in city government to support such revision. I am satisfied that the city has all the basic tools necessary for legal functioning except a current and coherent municipal code of its own. The revision and codification of our own ordinances will go far towards making the function of all levels of city government, not just the Legal Department, more efficient and responsive thus better serving the needs of the community.

RDF:fj

MEMORANDUM
July 8, 1981

TO: Mike Warren
FROM: Clay Moorhead *CM*
RE: Newberg Planning Department

WHAT ARE THE PLANNING DEPARTMENT PROBLEMS?

- A. Poorly Written Ordinances. The two primary ordinances which are enforced through the Newberg Planning Department are the Zoning Ordinance and the Subdivision Ordinance. Both of these ordinances should be thoroughly reviewed to increase the clarity and the specific requirements associated with the various planning processes. Many of the sections are very vague which leaves too wide of an area for interpretation. You may think, well this is good as we (being the City) would just interpret the ordinance to the City's best interest, however, vague ordinances are not being upheld through land use decision processes appealed to the State level. By providing greater clarity to the ordinances, the City will be guaranteeing better continuity relating toward the administration of the ordinances. Several examples that I could cite would include the following:
1. Within the Subdivision Ordinance there is no specific requirement which states in clear terms that a roadway abutting a subdivision must be improved along with the subdivision. This has been a standard requirement through the Planning Department, however, on all subdivisions.
 2. On minor partitions there are no clear standards which require that a survey must be completed. Again, this is a standard requirement for the approval of any partition as the survey is necessary and especially in the Newberg area, to establish the legal boundaries of the lot for two reasons. 1) Many of the existing lots and surveys found within the community are inaccurately drawn or described within deed descriptions and assessors maps and 2) the requirement of a survey insures that each development conforms to the density and design factors for lots within the community.
 3. The Newberg Subdivision Ordinance provides that any road not found to fit within the standard may still be approved subject to the authorization by the Planning Department and Engineering Department. This language is too vague and does not establish proper design criteria for alternative type developments within the community.
 4. Within the Newberg Zoning Ordinance the entire design of the ordinance in terms of readability is very awkward, and should be re-drafted. In addition, there are specific sections which provided for a very awkward process which include the appeal procedures, non-conforming use provisions, and the existing site review section.

B. Comprehensive Plan.

1. An inventory will need to be designed and modified to reflect the changing needs and projections of the City. An inventory is necessary in order to provide initial data to be used in determining the City's overall land use needs. In order to cut long-term costs and to maintain an accurate information system which can be easily updated, it is recommended that the inventory be programmed into the City computer system if at all possible. This system could maintain accuracy in terms of growth and development of the City on a daily, monthly, quarterly or yearly basis.
2. The vacant land inventory which is presently found within the Comprehensive Plan is inadequate and should be modified by using map overlays (topographical map and accessory maps), redrafting and precision area calculations. An inventory will be necessary for all lands proposed within a projected Urban Growth Boundary.
3. The commercial and industrial land needs analysis presently found within the Comprehensive Plan will project a relatively low acreage figure. If the Council wishes that this analysis be changed to reflect a higher acreage figure, then research will be required in order to establish determining factors. The 1980 census will help to back up this type of analysis.
4. An Urban Growth Plan should be prepared to establish how and in which directions the City intends to encourage growth. This plan should be tied into a City sewer and water system improvement and expansion plan as well as an economic development and capital improvement plan.
5. The City should review its plan policies against any new information or inventories in order to provide a clear framework for development.
6. Industrial land use needs should be carefully evaluated as this directly effects the ability for new industries to locate or expand within the area.
7. Policies should be established which relate to the impacts of existing transportation routes as they may relate to adjoining planned or existing developments.
8. An overall transportation network plan should be prepared and coordinated with any plan update materials.
9. Policies should be adopted relating to the acknowledgement of the Corp. of Engineers studies and Federal Flood Insurance Program. Included along with this, the City should adopt a Flood Plain Ordinance to implement these policies.

10. The City should review identified historic structures and sites for possible protection under the "Historic District" of the Zoning Ordinance.
 11. Further review and policies should be established to include environmental quality performance standards for new development in cooperation with the Department of Environmental Quality.
 12. The City should cooperate with the Yamhill Soil and Water Conservation District in addressing methods to handle erosion and sedimentation resulting from anticipated developments along the drainageways and on slopes being greater than 20°.
 13. Newberg should work with the Department of Economic Development in refining its economic goals and policies as these policies will help to direct and encourage economic growth within the City consistent with local needs.
 14. The standards established for site review and planned unit development processes within the Zoning Ordinance should be reviewed and amended to provide greater clarity.
 15. Newberg should work with the Department of Transportation in addressing transit possibilities, in development of an airport approach zone, and in planning for traffic and access along the major arterial streets within the City.
 16. In addition, the City has committed through previous ordinances the preparation and adoption of the following:
 - (a) phased utility expansion plan
 - (b) six year capital improvement programs
 - (c) housing plan
 - (d) bikeway and pedestrian plan
 - (e) street plan
 - (f) commercial development plan
 - (g) overall economic development plan
- C. Over-The Counter citizen response time. The quality of work including the response time necessary to provide accurate information back to the local citizenry becomes worsened as the quantity of work within the department increases. I feel it is very important to be able to respond quickly to questions from people within the community as this reflects upon the professionalism of the department. People do not normally understand that, if it takes time to get a response from the Planning Department, that is because the Department is very busy doing other more important items, but rather may tend to think that the Department is lazy or unconcerned with their particular request.
- D. Violations. With the exception of major, blatant violations of the Zoning Ordinance, the Newberg Planning Department is currently not in a position of policing zoning violations within the community. The cumulative effect of this Department policy is that many minor problems crop up within the community relating to zoning issues which become a nuisance because of unsightliness or minor health problems, noise or other factors.

- E. Inability to Pursue Necessary Planning Projects. With the current staffing of the Newberg Planning Department and the workloads associated with standard monthly administrative review procedures together with over-the-counter responses to the general citizenry, it is very difficult, if not impossible to pursue items which could be considered necessary planning projects. These items relate to a variety of needs as is addressed in this section and the following section.

WHAT ARE THE COMMUNITY NEEDS?

- A. Methods of Financing Public Facilities. A decision must soon be reached as to whether the City population is interested in the continued growth and expansion of the community. Studies should be undertaken by the City of Newberg to pursue inovative types of financing in order to upgrade the quality of the community and allow for some proper and natural expansion. These methods of financing may include tax incentives, system development charges, the pre-sale of service committments or other methods. If alternative financing programs can be determined, then the City may be able to use these programs in order to upgrade the capital facility improvements within the City.
- B. Transportation Planning. I feel the City is in desperate need of completing several planning projects relating to transportation. First, and foremost, on the minds of many of the individuals of the community is the by-pass routes for the Highway 99W system. I feel this is a long-term project but must be initiated as soon as possible in order to provide the planning of the system in advance of development. The second phase of this need is to complete an overall urban area transportation plan which shows the locations, design widths and routing of arterials, minor arterials, collector routes and major residential roadways within the Newberg urbanizable areas. This is necessary in order to coordinate development projects that will allow for an integrated road network once an area has been completely developed. Subdivisions customarily are developed in a scattered type of situation which relates to pieces of a puzzle, that when completed, hopefully will fit together.
- C. Grant Writing. The community could be doing many things relating to grant writing in order to upgrade the quality of housing, the commercial downtown core area, and public or private facilities. Without the time to pursue this avenue, the City may be loosing out on funds which will be collected by other municipalities. The funds which may be obtained through this process alone may be sufficient to support additional staff.
- D. Capital Improvement Plan. The City is in need of an organized capital improvement plan which shows the course of action for extension of public facilities within the Newberg urban growth boundary over a phased time period. This is necessary in order to control and guide development within the community. Sewer

and water sources are one of the most important tools for guiding development as these services are necessary and pre-requisite to any development approval. In addition, this plan provides security to land owners of various uses including residential, commercial and industrial uses as these land owners may plan on the timing for development of their properties.

- E. Economic Development and Incentive Program. The economy of Newberg could certainly be strengthened by establishing an economic plan or program and incentives which attract labor intensive employers to the community, the community will continue to grow and prosper. These developments can be brought into the community in such a fashion as to pay their fair share, and certainly increase the tax base. An economic development can also be used to insure the viability of the existing industrial and commercial employers within the community.
- F. Updating the Comprehensive Plan and Implementing Ordinances. As mentioned in the previous section relating to Planning Department problems, there is a necessity for upgrading and maintaining the Newberg Comprehensive Plan to provide a better document which controls and guides development within the community. In addition, it is necessary to have clear and consise ordinances which can be easily read and interpreted by both the City administrative staff, lay groups and individuals. This will reduce the amount of staff time for review of individual problems and will further refine the goals and ideals of the community.
- G. Airport Area Plan. In order to properly provide for the continuation of the Newberg Sportsman Airpark Airport, it will be necessary to provide for compatible development to occur in and around that area. Without control on development within the area, many conflicts could arise either in terms of noise or structural size and location in proximity to the runway. Currently, the plan and zoning ordinance would allow for development to be built right up to the Newberg Airport property without any specialized controls relating to its compatibility to the Airport. It is my opinion that the Airport is a viable and healthy enterprise which should be protected as the City expands within the next 20 year period.
- H. Bike Plan. With the cost of vehicular transportation, bicycle traffic is becoming increasing more popular, however, the City of Newberg has no actual approved City bikeways within the community. Designated bikeways should be located within the community to provide safe and functional traffic routing for bicycle users. An overall City bicycle plan should be designed to determine these routes.

MEMORANDUM
July 8, 1981

TO: Mike Warren

FROM: Clay Moorhead, Planning Director *CMH*

RE: Newberg Planning Department

In responding to your questions regarding the Planning Department problems, and what the Planning Department perceives to be community needs, the following is provided.

The foremost problem in the Newberg Planning Department relates to being understaffed. Currently, the Newberg Planning Department consists of 1 full time planning director and a soon to be full time secretary. With 2 personnel within the Planning Department, the Department is able to respond generally to day-to-day matters but is unable to perform other functions which are necessary to adequately and professionally provide assistance to the community. The Newberg Planning Department performs functions relating to administrative land use procedures such as review and recommendations relating to various types of applications including annexations, zone changes, comprehensive plan amendments, variances, street vacations, subdivisions, planned unit developments and other similar procedures. In addition, the Planning Department must also remain current with the legal applications of planning law and must provide long range community planning projects. The ordinances which are used to administrate the Newberg Comprehensive Plan and development codes have many sections within them which are poorly written. Because of this fact, the review process for various land use actions becomes very time consuming and the continuity of decisions may vary from time to time, depending upon personnel or issues involved. These ordinances need to be clearly written in a concise and understandable manner as to be easily interpreted and administrated by the City staff. This will provide a document with such a clarity as to be easily understood also by the general public and land developers.

The Newberg Comprehensive Plan has recently been completed to the general satisfaction of the State Land Conservation and Development Commission. However, a number of items should be completed as part of updating this Comprehensive Plan in order provide for the proper guidance of development within the community. Included within this updating, an inventory of the City land uses and parcel statistics should be programmed into the City's computer system which could maintain accuracy in terms of growth and development of the City on a daily, monthly, quarterly or yearly basis. This could serve as a basis for surveys and studies which would be used to monitor and direct growth in the community. Other issues which should be addressed in updating the Comprehensive Plan in the near future would be the need for economic expansion which include the addition of commercial and industrial acreages, an overall transportation network plan, study of the existing urban growth boundary, the identification and preservation of historic structures, a downtown commercial development study, and alternatives associated with site review or planned unit development processes.

The quantity of work now directed through the Planning Department has an affect on the response time for the over-the-counter questions from the general citizenry. It is very important that these questions coming from an over-the-counter situation are responded to in a timely fashion as this affects people's attitudes toward the professionalism of the department. If the department is able to respond quickly on a question from a citizen, that person is usually very satisfied because the local government was able to respond in a timely fashion. When a delay occurs in responding to individuals, those individuals usually do not attribute this problem to the over-burden of work projects on the department, but rather would tend to see this as government red tape or delays. In order to maintain the professionalism of the department, it is necessary that the department be able to respond in a timely fashion to these citizens. This has become an ever increasing problem as the work loads have increased in recent years.

Currently, the Newberg Planning Department will only respond to major, blatant violations. Many violations occur to the Newberg Zoning Ordinance such as the location of the tarpaper tool sheds or sheetmetal tool sheds as to not conform to proper setbacks. Other violations occur relating to parking requirements and uses authorized within specific zones. Unless these violations constitute a major problem as determined by the Planning Department, no action will be taken. This is attributable to staff time available to deal with these situations and also because violations are a very time consuming problem. This causes a general breakdown in the enforcement and administration of our ordinances in that it is difficult to advise individuals that they cannot do certain things when they see that the City is not enforcing the ordinances on people who violate the provisions of the zoning code. In addition, it causes a general nuisance to adjoining property owners which cannot be easily remedied.

Finally, there is an inability to pursue the necessary planning projects which are needed within the community. Such projects as updating the Comprehensive Plan, housing studies, housing or commercial rehabilitation projects, capital improvement planning or other similar projects are basically shelved as there is not adequate personnel to respond to these needed items.

The Newberg Planning Department perceives the following community needs as being necessary items within the near future. The primary needs of the community from the Planning Department standpoint is a need for additional manpower. With additional manpower it would be possible to perform the following functions:

1. Determine alternative methods for financing public facilities. This is necessary in order to provide for the continuation of growth and development of the community. Without the necessary public facilities, further development will be severely stifled within the near future.
2. Develop an overall transportation plan. This plan would include both a by-pass study and intra-urban area transportation routing plan showing the location, size and routing of arterial, collector and residential streets within the developing Newberg urban area.
3. Grant writing. Grant writing is still an untapped resource that the City of Newberg has yet to explore. Various funding programs are still available through the Reagan administration and should be explored to their maximum extent in order to determine whether or

not the City of Newberg could qualify under various programs.

4. A capital improvement plan which includes the phasing, location and design of various capital improvement facilities including major sewer and water connections. This is necessary in order to help control, promote and direct development within identified areas of the community through a phased development program. Development will have to occur together with the necessary capital improvements.
5. An economic development plan which provides an incentive program for labor intensive employers. This is a valuable tool which could be used to help stimulate the economy of the community.
6. Updating the Newberg Comprehensive Plan and implementing ordinances. The Newberg Comprehensive Plan that is currently in effect was initiated back in 1976. This Plan has been tooled and re-tooled, patched and banded to a point that it is very evident that there are a number of things that could be done to upgrade and update the document. Many of the other community needs as identified above can be incorporated as portions of the Newberg Comprehensive Plan as the Plan reflects policy statements based upon factual or assumed data relating to the community.

By increasing the staffing within the Department, many of these needed projects can be initiated while maintaining a professional status relating to the administrative functions of the Department.

July 9, 1961

To: Newberg City Council
From: Doreen Turpen, Librarian
Subject: Departmental Assessment

DEPARTMENTAL NEEDS

Staffing:

Currently the Library has one full-time and five part-time librarians for a FTE of 2.8. Because we operate six days a week and evenings and have two levels in our building to supervise, most staff time is spent handling desk routines, including circulation and clerical tasks and quick reference work. Of the present staff only two have worked in other libraries, one of these in a limited situation. Three have had little training; no course work until this past spring, and limited supervised on the job training. The current staff has the capabilities to continue to learn, but training is time-consuming and they are already carrying full workloads doing necessary clerical and routine tasks.

Operating with current staffing levels and abilities means that many important functions such as book selection, ordering, cataloging, "weeding" the collection, program development, and administrative and supervisory work are having to be done on a piecemeal basis. Additional qualified, experienced help is needed now, and will be more important as the community grows.

Currently, training, communication, and continuity on projects is difficult with part-time help that is staggered because of scheduling demands. Another problem is with benefits. Our part-time people are very stable, reliable and loyal employees, yet are eligible for no City benefits.

We stretch our manpower by using volunteers on a regular basis. We receive approximately 20 hours/week of volunteer service, have used community service help, and work-study help, and have a volunteer group starting to help with children's programs. But using volunteers takes valuable staff time, too, for supervision, training, and delegation of work.

Building:

We are hampered in our work by a building which no longer fits our needs and which presents many maintenance problems. We have a roof which leaks with every rain and which patching has not corrected as there is a sag where water collects. Long-term damage has not been assessed and it creates quite a nuisance. The furnace will need to be replaced within the next five years, and the fire box should be replaced sooner than that. The wiring is inadequate; there is a shortage of outlets, several are ungrounded, and there is poor lighting in several areas. This hampers flexibility and services. For example, we have been asked by patrons to add a microfilm reader, but it would be difficult to do, both because of lack of space and inadequate wiring.

The building presents space limitations, also. We have remodeled and are using all available space in the basement. There is no more room for expansion, no

more shelf space available, and no place to put additional shelving. work space is inadequate and inefficient and storage space is at a premium and makeshift. We lack adequate space for programs. Children's programs are held right in the children's department which limits access to the children's collection and the magazine room during the program and means there are distractions to the children during presentation of programs.

The number of stairs both outside and inside the library requires that all books be carried in either in boxes or by the armload. We face this when we unload the book drop by the curb, when we receive donations, when new books arrive, and when we are processing books and must transfer them from the upstairs office, to the basement, and back upstairs for the various stages of preparing them for circulation. Operating on two levels poses problems for service, also. We cannot always follow through with a patron to be sure he locates material that may be on a different floor.

Lack of Clarification of Lines of Authority:

The library is in a unique situation in regard to its relation to the City Council and the City Administrator. The library operates under the advice and authority of a five-member library board appointed by the Mayor and approved by City Council. State law and precedent have defined the board's responsibilities in the past, but with the growth of city administration, increased responsibility at all levels, and a change in state laws governing libraries, lines of authority are not always clear. As librarian, I see areas where I could receive instructions which reflect Council wishes from the Administrator and conflicting instructions from the Board, who have traditionally set policy and been responsible for library operations and staff.

Departmental Organization

Until July of 1980 the library had operated with no full-time staff. The lack of full-time administration, coupled with a recent notable increase in the use of the library meant that many operating procedures and policies were out-of-date and inadequate. We are trying to improve operating procedures and clarify policies, but there are many problems yet to address, and again, not enough time to effectively work on them.

COMMUNITY NEEDS

Growth:

we are not adequately serving the needs of the current population, a problem that will be compounded as growth occurs. We are below recommended standards for the existing community in numbers of books and magazines in the collection, currency of books (many of ours are very out of date), hours of service, number of staff, training of staff, building size, per capita financial support, and types of materials offered (we circulate virtually no non-print media).

Accessibility:

we receive many comments that we are not open enough hours per week. More morning hours have been consistently requested, but with existing staff we cannot meet this need. Again, there are problems with our building. The number of stairs make it inaccessible for the elderly and the handicapped.

Space:

we cannot provide adequate space for people who want to read or study at the library. There is no area which provides truly quiet space during our public hours. We are sometimes short of seating space for patrons.

Recreation:

we are currently serving recreational reading requests for readers of all ages, from toddlers to senior citizens; people with all types of interests. With our financial resources we must purchase picture books, easy reading books and easy non-fiction for children; adult fiction in many categories, including best-sellers, spy stories, science fiction, mysteries, quality literature, books with sex, books without sex and four letter words, and so forth; adult non-fiction, again in many categories, such as books on solar energy, computers, finance, biographies, pet care, gardening, crafts, child rearing, etc.

Information:

we need resources to answer all types of informational needs, some tying into recreational interests of our patrons, some specifically to help solve problems. As with recreation, information needs reflect the variety of individuals already in our community. We have difficulty serving the existing population in this area, added demands that growth would create would be difficult for us to meet with our current resources. We rely heavily on the State Library and the Salem Public Library for back-up reference work, but there is a problem with the time it takes to receive replies. Technological advances might soon bring costs down to enable us to use computers and data transfer to speed information retrieval and delivery. We should be ready to take advantage of technological changes, both in terms of financial resources and adequate physical plant resources.

Education:

The library serves as an educational facility for people who have completed their formal education, but still want to learn, and for individuals who want more than they are receiving in traditional learning situations. Again, technology could have an impact on how we view the library's role; for example, with the coming of cable T.V., the library could serve as an outreach facility for community college courses. There is interest in trying this in Oregon.

Service Outside the City Limits:

The area within the Newberg School District and outside the Newberg City Limits is the only area in this part of the state not directly served by a public library system, and with no regional or rural system able to incorporate it. We are currently serving Dundee and the rural areas and charging a low fee for cards; in effect Newberg residents are subsidizing rural service. We should investigate alternatives such as the possibilities of setting up a rural district to contract with the City or changing the jurisdiction of the Public Library to include the outlying areas in a taxing district. Either would provide better service for rural patrons, more equitable charges, better funding for library service and the elimination of some service problems.

POSTSCRIPT

The preceding comments dwell so heavily on our shortcomings and problems that I feel compelled to add some positive notes. We have made a lot of progress in the past year and years preceding. Within the past ten years the building has seen many improvements, circulation has doubled, programs have been started which have received positive comments from the community. In the past year I have heard a lot of supportive voices from a wide variety of people. I think our service has improved, the increase in our book budget will help, and staff morale is high. We are frequently frustrated, primarily due to pressures of time and budget, but we are optimistic, too, and that helps overcome the frustrations.

MEMO TO: Mike Warren, City Administrator
City Council

FROM: John Paola, Fire Chief

DATE: July 8, 1981

SUBJECT: City Council Seminar

I will briefly list some of the problems that the Newberg Fire Department will be facing in the next 20 years. I will not go into detail on each item; however, I will try to explain some of the whys and don'ts that we should be looking into and planning for. The Fire Department has been fortunate to be able to operate over the years with a majority of the firemen being volunteers. However, this will change in the years to come, therefore, we should be planning ahead for the future operation of the Fire Department.

One thing that is of great importance is the location of the fire station. At this time, the Fire Department is located on one end edge of the town. We must either relocate the station to a more central portion of the city or some day we will be forced to provide a substation out in the Springbrook area. It is my thinking rather than to spend a large amount of money to remodel and above all, enlarge the present station, that it would be to relocate the station so as to keep all the equipment and operations under one roof. The grading schedule that is provided for our guidelines for insurance purposes state that on dwellings the average travel distance should not be over 2 miles and 1½ miles for commercial industrial property. It would appear to me that if we were to relocate this would cut down in many avenues of expenses rather than to have substations that would require additional type of dispatching. Regardless of whether we would change locations or enlarge the present location, we should provide enough space so that we could employ a maximum of six to eight sleeper rooms. Right at this time we have the opportunity to engage college students from the college that could sleep in the station and be required to do a certain amount of station duty and also, be able to take some of the small calls at night which only require 2 or 3 men to do the job. We also would get credit for these sleepers as paid firemen which would help us in our grading tremendously. I feel this is a good way to obtain credit for insurance purposes which are hard to come by these days, and also cut the costs of operation. I have checked with other cities that have this type of program and it is working very well. The present building, a portion of it was an old building when we came here which was in 1969. It has served the purpose and will perhaps continue to serve the purpose. However, the town is growing eastward towards Portland. Therefore, if the station was relocated in a more central part of the city I feel that we would be able to operate from one station for approximately 10 to 20 more years. Substations are the second answer but in most cases cost a considerable amount of money to operate. I would encourage you to visit the facilities with my presence so that I can better explain to you what some of the problems are. Mainly, for example, the crowded facilities and also a tanker at 4,500 gallon capacity for which we get no credit at all, simply because it is not inside the building. These are regulations that are set by the Oregon Insurance Rating Bureau and there is nothing we can do except follow their guidelines if we are going to enjoy a good fire classification.

I would be glad visit with any of you at your convenience and to bring you up-to-date on the regulations regarding fire insurance, fire response, etc.

JP:fj

MEMO

TO: Mayor Hall and Council Members

DATE: July 8, 1981

FROM: Arvilla Page, Recorder/Finance Officer

SUBJECT: Recorder/Finance Department

The Recorder's duties are to record City Council proceedings, process and sign official documents, maintain in good condition the records of the City and oversee municipal elections.

The City Attorney and City Planner are involved in the processing of official documents and we all must try to keep abreast of changing laws regarding publication of notices, required wording on documents, etc.

Current problems which are not caused by outside agencies are the Council Chambers which are not acoustically adequate for public meetings and storage of the records now scattered in three vaults and an area partitioned off from the end of the Police meeting room. These problems would be solved with a well designed building with adequate, planned storage area(s) and Council Chambers with public address, recording and good acoustics designed in.

The Finance Department is responsible for collecting and expending all monies for the City. These functions range from collecting a \$5 parking fine to investing over \$2 million in idle funds. This department prepares all purchase orders, makes all checks, prepares the payroll, collects court fines, bills and collects water and sewer charges, prepares monthly reports of the financial status of the City and oversees preparation of the annual budget. All work is audited annually for compliance with local, state and federal laws.

The largest improvement for the future for this department would be reducing the time required each year for budget preparation. This year it took 6 months. The time would be cut to 1/2 or 1/3 of that time if we had an adequate tax base.

Another improvement would be a bookkeeping system that would enable the department to provide more current information and be of greater assistance in budget preparation.

The present Burroughs L-8000 equipment is a vast improvement over writing it down in a book, however, the system can not provide monthly status reports until 15 to 20 days after the end of the month. Part of that time lag is the requirement that all accounts payable be approved by the Council.

Improvement for the future will be installation of a multi-terminal computer which will also be able to handle record keeping for other departments.

A. St. George

July 9, 1981

TO: Mike Warren
City Administrator
FROM: Herb Hawkins
Chief of Police
RE: N.P.D. Goals and Objectives

Pursuant to your request, following are some of the problems or concerns that I feel need be addressed and resolved if we are to ultimately achieve the goals and objectives of our department in rendering the most efficient and effective law enforcement program possible for the citizens of Newberg.

I. COMMUNITY NEEDS (As viewed by law enforcement)

A. Highway by-pass

Note: Increasing traffic flow and community growth are creating congestion and traffic hazards that will only continue to grow with time, will probably also kill growth of business in core area and cause scattering of business resulting in additional security and patrol problems.

B. Complete Study of Traffic Conditions

Note: A complete study should be made to determine all present and future traffic problems and set goals for resolution of same. These problems often require considerable financial considerations.

C. Complete Evaluation of All City Ordinances

Note: This needs to be done on a more frequent basis to up-date or eliminate old antiquated ordinances that do not represent the City's or public's best interests.

D. Local State and County Representation

Note: Representation by the District Attorney, District Court and Juvenile Court locally would serve the community and reduce time and costs to the City.

E. Municipal Night Court

Note: Local court for traffic infractions could be rotated weekly, holding sessions both night and day. I think this would serve the public's interest by resulting in less loss of work time and subsequent bad feelings by offenders.

F. Police/School Liaison Program

Note: A recent study by police and school officials resulted in the continuation of this program and recommendation that it be enlarged to include all grades and schools. This would require additional personnel.

G. Public Information Program

Note: Public knowledge and awareness of the law enforcement role, including the scope of duties and responsibilities, would enhance better public relations and improve vital community support and cooperation.

II. 911 EMERGENCY DISPATCH CENTER

A. Coping with Growth

Note: Probably the most challenging area of our work is coping with community growth and resulting problems in the emergency dispatch center, while physical building limitations renders us incapable of making changes to enhance efficiency. This issue must be resolved very soon.

B. Dispatch/Clerical

Note: Separation of dispatch and clerical services must be considered very soon if we are to cope with growing problems. Efficiency is not conducive to present physical environment.

C. New Dispatch Center

Note: Accepting less than maximum efficiency does not represent public interest. (Refer to A and B) The problems existing in present conditions impairs good personnel selection, training, turn-over of personnel, poor working conditions, and undue stress resulting in many varied problems that could not exist. Many of these problems would be non-existing with adequate facilities.

D. Adequate Staff

Note: This is an area that must be constantly evaluated with needs met. Our 911 Dispatch is the nerve center of our entire emergency services program and is critical to the City's overall response to public need.

E. Union Affiliation

Note: The potential of "double standards" for police personnel created by present union status does not represent the best interests of all personnel or the public. Completion of present on-going negotiations will further reflect our future position.

F. Separate Police/Fire Dispatch

Note: At present I cannot foresee this possibility if we are to retain a 911 Emergency Services Dispatch Center. However, additional training and capabilities of dispatchers is imperative to meet future needs.

G. Communications Equipment

Note: Future financial commitment will be necessary to meet equipment needs for an efficient dispatch operation. Example: Dual simultaneous transmitting capability; automatic power-outage supply; repeater station installation for adequate radio communications, etc.

III. POLICE/SERVICES NEEDS

A. Office Housing Facilities

Note: We have totally outgrown existing facilities and future growth in community and our department will only compound problems. Present conditions are un-impressive and do not lend to good officer/client relationship. It is difficult to be efficient, much less appear efficient, under existing frustrating, dis-organized conditions. New police quarters would greatly enhance police efficiency and morale.

B. Adequate Staff

Note: Again, constant evaluation of staff and job requirements must be made to determine if we are meeting public need. Adequate officer ratio per capita must not fall behind. Inability to satisfy public concerns results in poor City/Community relations.

C. Adequate Equipment

Note: It stands to reason that officers cannot be any more efficient than the equipment with which they are given to operate. Constant need for updating to more modern equipment must be evaluated to meet the challenge of spiralling crime increases. Officer safety is also a definite considering factor we must be aware of to keep liabilities of the City to a minimum.

D. Educational and Training Needs

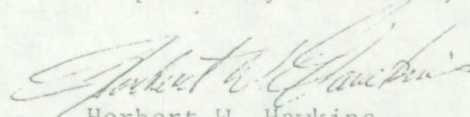
Note: This addresses the issues of efficiency of services and performance by officers as well as safety and liabilities mentioned above. An officers role now has reached public expectation of professionalism and adequate training and education are now imperative to meet this level of service.

E. Speciality Diversification

Note: This is an area of growing concern. The complexities of a modern society' problems is requiring new modern approaches to meet these challenges. Total law enforcement needs and requirements are becoming more scientifically necessary and diversified. Future considerations should be given to certain speciality needs such as: an Executive Officer to study department statistics and determine policies relating to traffic control and enforcement, review and up-date department policies and procedures manual annually, evaluate personnel performance, assist with budgetary needs, handle public relations complaints and internal investigations, crime prevention analysis, jail facilities, etc. Or we could consider a Community Service Officer, a non-sworn person who could handle minor complaints, public relations, crime prevention, complaint follow-up, and/or many areas we never seem to find time to devote attention to. We also need at least a supervisor for each shift, which is not now available.

The above are just some of the spontaneous thoughts that occurred to me that I think you should be aware of. Perhaps with more time and thought, I could be more definite and detailed. I hope this will suffice for present.

Respectfully submitted,


Herbert W. Hawkins,
Chief of Police

HWH/mr

MEMO

TO: Mike Warren

FROM: Building Department
Bob Weisenback

SUBJECT: Problems in Building Department:

1. To get compliance with the various codes and ordinances requires a less time consuming procedure than we now have. The City Attorney is working to get the ordinances for enforcement and this must be passed by City Council. We need a citation that the Building Official can issue to gain more speedy compliance. Sec. 202 "For such purpose, he shall have the powers of a law enforcement officer." The demand for personnel in the Building Department is increasing with every session of State Legislature.

2. We need to get information to the builders about the codes and ordinances. We now have the plancheck, information sheets, and personal contact but still there are many builders not informed as to what the codes, etc. are. The Home Builders try to keep their members informed but many builders do not belong. There are many private people building, and to inform them needs constant education. So we need to have constant P. R. work with these people.

3. Many people in our City Government don't know what the Building Department responsibility is and what priorities we put on the things we enforce. Many of the codes and ordinances are not now enforced except in new construction.

The code says that once a building is built it must be maintained (building, plumbing, mechanical, electrical, also includes yards and grounds). This is one example of codes we do not fully enforce. This requirement for maintainence is in the Uniform Housing Code and Uniform Code for the abatment of dangerous buildings. We only enforce this when we get a complaint. We do not have enough personnel to look for these problems.