

# City of Wilsonville

City Council Meeting

March 4, 2019



**AGENDA**

**WILSONVILLE CITY COUNCIL MEETING  
MARCH 4, 2019  
7:00 P.M.**

**CITY HALL  
29799 SW TOWN CENTER LOOP EAST  
WILSONVILLE, OREGON**

Mayor Tim Knapp

Council President Kristin Akervall  
Councilor Charlotte Lehan

Councilor Susie Stevens  
Councilor Ben West

**CITY COUNCIL MISSION STATEMENT**

To protect and enhance Wilsonville’s livability by providing quality service to ensure a safe, attractive, economically vital community while preserving our natural environment and heritage.

**Executive Session and Work Session is held in the Willamette River Room, City Hall, 2<sup>nd</sup> Floor**

**5:00 P.M. EXECUTIVE SESSION [25 min.]**

- A. Pursuant to: ORS 192.660 (2)(e) Real Property Transactions  
ORS 192.660(2)(h) Legal Counsel / Litigation

**5:25 P.M. REVIEW OF AGENDA AND ITEMS ON CONSENT [5 min.]**

**5:30 P.M. COUNCILORS’ CONCERNS [5 min.]**

**5:35 P.M. PRE-COUNCIL WORK SESSION**

- A. Frog Pond Meadows (Rybold) [10 min.]
- B. Citywide Signage & Wayfinding Plan (Neamtzu) [30 min.]
- C. Resolution No. 2726 - Amending the Wilsonville –  
Washington County Urban Planning Area Agreement (UPAA) (Bateschell) [10 min.]
- D. Basalt Creek Parkway Extension Alignment Study (Bateschell/Russ Knoebel) [25 min.]

Page 5

**6:50 P.M. ADJOURN**

**CITY COUNCIL MEETING**

The following is a summary of the legislative and other matters to come before the Wilsonville City Council a regular session to be held, Monday, March 4, 2019 at City Hall. Legislative matters must have been filed in the office of the City Recorder by 10 a.m. on February 19, 2019. Remonstrances and other documents pertaining to any matters listed in said summary filed at or prior to the time of the meeting may be considered there with except where a time limit for filing has been fixed.

**7:00 P.M. CALL TO ORDER**

- A. Roll Call
- B. Pledge of Allegiance
- C. Motion to approve the following order of the agenda and to remove items from the consent agenda.

**7:05 P.M. COMMUNICATIONS**

- A. Metro Update (Dirksen)

**7:20 P.M. CITIZEN INPUT & COMMUNITY ANNOUNCEMENTS**

This is an opportunity for visitors to address the City Council on items *not* on the agenda. It is also the time to address items that are on the agenda but not scheduled for a public hearing. Staff and the City Council will make every effort to respond to questions raised during citizens input before tonight's meeting ends or as quickly as possible thereafter. Please limit your comments to three minutes.

**7:25 P.M. MAYOR'S BUSINESS**

- A. Appointment Place Holder
- B. Upcoming Meetings

Page 115

**7:25 P.M. COUNCILOR COMMENTS**

- A. Council President Akervall
- B. Councilor Stevens
- C. Councilor Lehan
- D. Councilor West

**7:35 P.M. CONSENT AGENDA**

Page 116

**A. Resolution No. 2726**

A Resolution Of The City Of Wilsonville Authorizing The Mayor To Execute A New Urban Planning Area Agreement With Washington County To Acknowledge City Of Wilsonville Planning Authority In The Basalt Creek Planning Area. (Bateschell)

**7:45 P.M. PUBLIC HEARING**

Page 134

**A. Ordinance No. 832 – 1<sup>st</sup> Reading (*Land Use Public Hearing*)**

An Ordinance Of The City Of Wilsonville Annexing Approximately 24 Acres Of Property Located On The West Side Of Stafford Road Just North Of Boeckman Road Into The City Limits Of The City Of Wilsonville, Oregon; The Land Is More Particularly Described As Tax Lots 1800, 1902, 1903, 2000 And 2200 And A Portion Of Stafford Road Right-Of-Way, Section 12D, Township 3 South, Range 1 West, Willamette Meridian, Clackamas County, Oregon. Kathleen E. Ludwig, Clifton Molatore, Brenda L. Melum, Lynette E. Eaton, Theodore W. Eaton, Robert Kessler, Bonnie Kessler, And Diane Hillier, Petitioners. (Rybold)

**B. Ordinance No. 833 – 1<sup>st</sup> Reading (*Land Use Public Hearing*)**

Page 159

An Ordinance Of The City Of Wilsonville Approving A Zone Map Amendment From The Clackamas County Rural Residential Farm Forest 5 (RRFF5) Zone To The Residential Neighborhood (Rn) Zone On Approximately 15 Acres And To The Public Facility (Pf) Zone On Approximately 7 Acres On The North Side Of Boeckman Road Just East Of Boeckman Creek; The Land Is More Particularly Described As Tax Lots 1800, 1902, 1903, 2000 And 2200, Section 12D, Township 3 South, Range 1 West, Willamette Meridian, Clackamas County, Oregon. West Hills Land Development LLC, Applicant. (Rybold)

**8:00 P.M. NEW BUSINESS**

**A. Resolution No. 2727**

A Resolution Of The City Of Wilsonville Supporting A Clackamas County Tobacco Retail License. (Ottenad)

**8:10 P.M. CITY MANAGER'S BUSINESS**

**8:15 P.M. LEGAL BUSINESS**

**8:20 P.M. ADJOURN**

Time frames for agenda items are not time certain (i.e. Agenda items may be considered earlier than indicated.) Assistive Listening Devices (ALD) are available for persons with impaired hearing and can be scheduled for this meeting if required at least 48 hours prior to the meeting. The city will also endeavor to provide the following services, without cost, if requested at least 48 hours prior to the meeting: Qualified sign language interpreters for persons with speech or hearing impairments. Qualified bilingual interpreters. To obtain services, please contact the City Recorder, (503) 570-1506 or [cityrecorder@ci.wilsonville.or.us](mailto:cityrecorder@ci.wilsonville.or.us).



## CITY COUNCIL MEETING STAFF REPORT

<b>Meeting Date:</b> March 4, 2019		<b>Subject:</b> Citywide Signage & Wayfinding Plan.	
		<b>Staff Member:</b> Chris Neamtzu AICP, Community Development Director	
		<b>Department:</b> Community Development	
<b>Action Required</b>		<b>Advisory Board/Commission Recommendation</b>	
<input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date: <input type="checkbox"/> Ordinance 2 <sup>nd</sup> Reading Date: <input type="checkbox"/> Resolution <input checked="" type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda		<input checked="" type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input type="checkbox"/> Not Applicable  <b>Comments:</b> The Planning Commission conducted a public hearing on the Citywide Signage and Wayfinding Plan on February 13, 2019, forwarding a unanimous recommendation of approval.	
<b>Staff Recommendation:</b> Provide staff with final direction in preparation for a public hearing on March 18, 2019.			
<b>Recommended Language for Motion:</b> N/A			
<b>Project / Issue Relates To:</b>			
<input checked="" type="checkbox"/> Council Goals/Priorities: Develop a citywide signage and wayfinding program.		<input type="checkbox"/> Adopted Master Plan(s)	<input type="checkbox"/> Not Applicable

### ISSUE BEFORE CITY COUNCIL:

Staff will present the Citywide Signage & Wayfinding Plan for Council review and direction.

### EXECUTIVE SUMMARY:

The City of Wilsonville is completing a Citywide Signage and Wayfinding plan to improve access to destinations for residents, visitors, and employees. The Planning Commission conducted a public hearing at their meeting of February 13, 2019. There were no public comments at the

hearing. The Commission did make several modifications as part of their motion recommending approval to the City Council, primarily addressing map readability, as well as the addition of several pedestrian oriented signs in specific areas of the community. Adoption of the Plan will result in completion of a FY 2017-19 City Council Goal.

Staff seeks specific direction on two items. The first is the font style and letter type (capital letters versus upper and lower case letters) for the “Wilsonville” text portion of the signs. The second item is implementation. With limited dollars to construct new phase 1 signs, what sign types (e.g. entry, I-5, vehicular, pedestrian and kiosk) and locations are the highest priority for the City Council. The work session will provide an opportunity to go through options to arrive at a final recommendation.

The consultant, Alta Planning + Design, led the focus group of community members/leaders through visual identity exercises to generate abstract design themes. These themes were developed into concepts for three distinct sign types (ornate cast iron, undulating stone, weathered wood).

These concepts were presented at the June 26, 2018 open house and at the online open house (conducted over the period of July 2 – July 16). Nearly 200 people provided feedback on styles, colors, shapes and source materials of each of the three designs presented. Results revealed a public preference for the “undulating stone” (55%) design that features corten (treated metal) signage.

The design was inspired by and uses similar materials to the Murase Plaza sign at Memorial Park, among others. The corten sign received high marks for its shape and colors. The base of the sign underwent additional study over late summer into early fall, ultimately landing on a ledge stone veneer as the base of the preferred design.

The plan sets out to:

- Create wayfinding signage that will meet the needs of residents and visitors whether traveling through Wilsonville as a pedestrian, in a motor vehicle, or by transit or cycling.
- Establish a high-quality design that captures local character and is coherent and attractive.
- Consider graphic standards focused on local identity and aesthetics.
- Understand key entrances and gateways to Wilsonville, including decision points and sites where navigation information is suited.
- Give sign placement guidance for specific corridors or areas of the community

The Council identified the creation of a citywide signage and wayfinding plan as a City Council Goal and recognizes the importance of wayfinding for all modes of transportation and desires a Plan that will address the needs of vehicles, cyclists, and pedestrians while enhancing the visitor experience through strategically placed and well-designed wayfinding signage. The goal of the Plan is to develop a family-friendly wayfinding system that provides logical and safe connections between key destinations and commercial districts. Installation of unified wayfinding signage, informational kiosks, and enhanced gateways will strengthen the sense of place, increase foot traffic to businesses, ease congestion, and offer a more enjoyable visitor experience.

The Plan includes recommendations for the preferred design, materials, color, and typology for future wayfinding signs. The sign placement program provides the methodology and results for prioritizing sign placement by mode on specific street segments and at intersections. The Plan proposes a design that incorporates national best practices, community input, local materials, and distinctive architectural details to create a wayfinding system that reflects Wilsonville’s unique identity and landscape.

**EXPECTED RESULTS:**

The Planning Commission has provided a recommendation of approval for the City of Wilsonville Citywide Signage & Wayfinding Plan. This recommendation allows staff to move forward to the City Council with an additional public hearing. Following final adoption, Staff will then be able to begin implementation of early phases of the Plan over the summer of 2019.

**TIMELINE:**

Planning Commission Hearing: February 13, 2019  
City Council Hearing: March 18, 2019

Summer 2019 begin Phase 1 implementation

**CURRENT YEAR BUDGET IMPACTS:**

This project is funded through the FY 18-19 Budget as CIP #3003 in the amount of \$85,000. \$50,000 was recently transferred to this account via the supplemental budget process to fund a portion of phase 1 implementation, manufacturing and installation of signs.

**FINANCIAL REVIEW / COMMENT:**

Reviewed by: CAR Date: 2/21/2019

**LEGAL REVIEW / COMMENT:**

Reviewed by: BAJ Date: 2/21/2019

**COMMUNITY INVOLVEMENT PROCESS:**

The project team hosted a focus group in April 2018, a public open house in June 2018, and an online survey in July 2018 to solicit community input on the preferred design options for the Plan. A city web page has been set up at [www.ci.wilsonville.or.us/planning/page/citywide-signage-and-wayfinding-plan](http://www.ci.wilsonville.or.us/planning/page/citywide-signage-and-wayfinding-plan) where the proposed signage design options and supporting documents can be viewed, and public comment and questions can be submitted. There have been work sessions before both the Planning Commission and City Council.

**POTENTIAL IMPACTS or BENEFIT TO THE COMMUNITY:**

A family-friendly, multi-modal wayfinding signage system that is critical to improving access to a myriad of destinations in the City for residents, visitors, and employees.

**ALTERNATIVES:**

The Council can take many alternatives regarding adoption and implementation of the Citywide Signage and Wayfinding Plan.

**CITY MANAGER COMMENT:**

N/A

**ATTACHMENTS:**

- A. Wilsonville Citywide Signage & Wayfinding Plan



CITY *of* WILSONVILLE

# CITYWIDE SIGNAGE & WAYFINDING PLAN

RESOLUTION NO. 0000 | FEBRUARY 2019

DRAFT



PREPARED BY:  
Alta Planning + Design  
711 SE Grand Avenue  
Portland, Oregon 97214



## ACKNOWLEDGMENTS

Thank you to the community members who took time to participate in the community visioning, whose participation directly shaped the conceptual design that will continue to move forward into implementation. We also want to recognize the determination and effort contributed by the following people:

### ***City Council***

Tim Knapp, Mayor  
 Kristin Akervall, Council President  
 Susie Stevens, Councilor  
 Charlotte Lehan, Councilor  
 Ben West, Councilor  
 Scott Starr, Former Councilor

### ***Planning Commission***

Jerry Greenfield, Chair  
 Eric Postma, Vice Chair  
 Ron Heberlein  
 Peter Hurley  
 Kamran Mesbah  
 Phyllis Millan  
 Simon Springall

### ***City Staff***

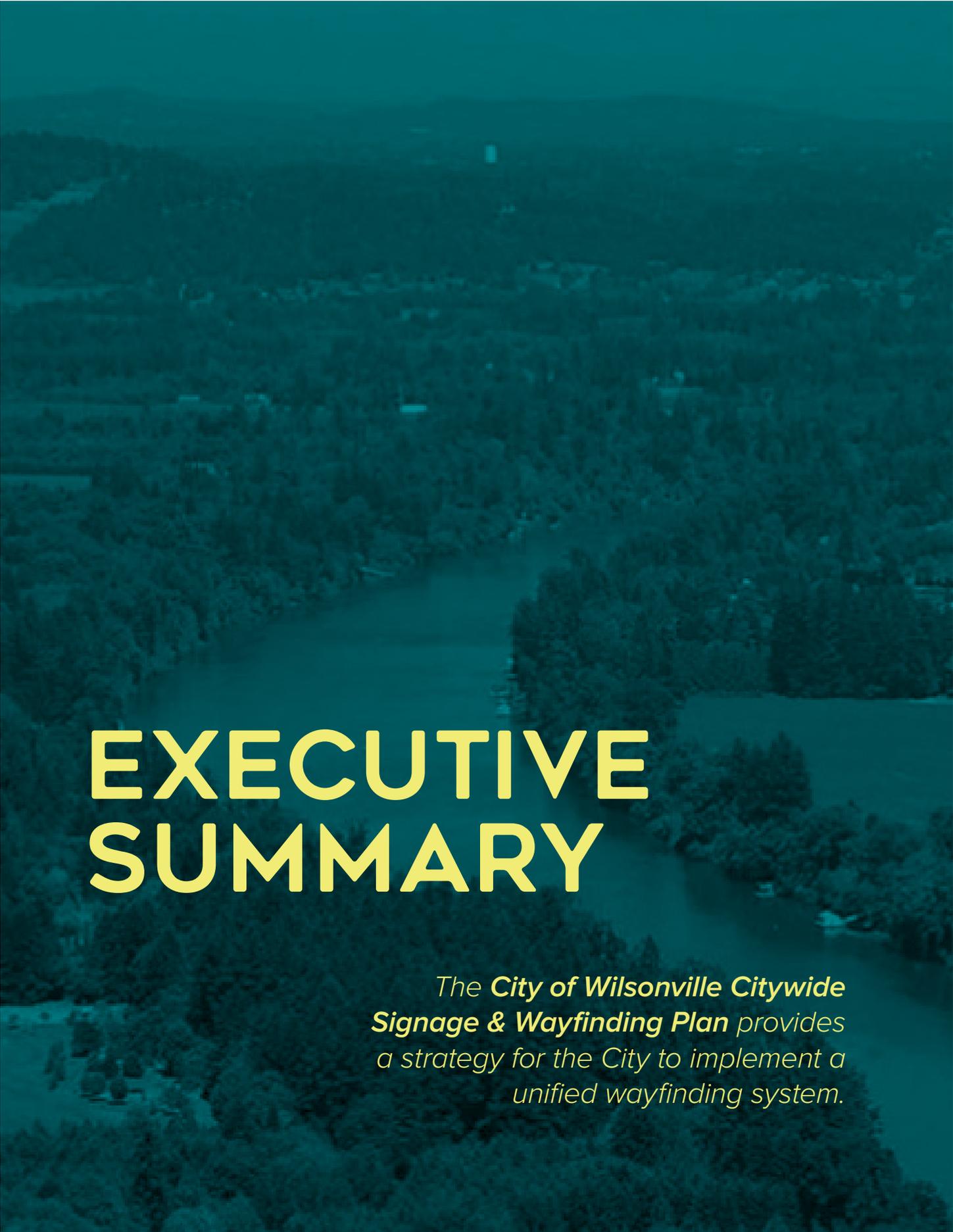
Chris Neamtzu, Community Development Director  
 Steve Adams, Development Engineering Manager  
 Matt Baker, Facilities Maintenance Supervisor  
 Tod Blankenship, Parks Supervisor  
 Bill Evans, Communications and Marketing Manager  
 Angela Handran, Assistant to City Manager  
 Delora Kerber, Public Works Director  
 Preston Langeliers, Roads & Stormwater Maintenance Supervisor  
 Mark Ottenad, Public / Government Affairs Director  
 Dan Pauly, Senior Planner  
 Kimberly Rybold, Associate Planner  
 Charlie Tso, Assistant Planner

### ***Focus Group Members***

Tim Knapp, Mayor  
 Ben Altman  
 Demetra Auel  
 Kevin Ferrasci O'Malley  
 Martin Glastra van Loon  
 Charlotte Lehan, Councilor  
 Albert Levit  
 Sophia Lochner  
 Phyllis Millan, Planning Commissioner

## TABLE OF CONTENTS

<b>Executive Summary</b> .....	<b>4</b>
<b>Chapter One   Introduction &amp; Background</b> .....	<b>16</b>
<i>Overview &amp; Setting</i> .....	17
<i>Background and Plan Review</i> .....	18
<i>Plan Objectives</i> .....	20
<i>Wayfinding Principles</i> .....	19
<b>Chapter Two   Wayfinding Sign Strategy</b> .....	<b>24</b>
<i>Wayfinding Sign Placement Guidance</i> .....	25
<i>Strategic Planning For Multimodal City Wayfinding Plan</i> .....	26
<i>Destination Selection &amp; Prioritization</i> .....	27
<i>Signing Distance &amp; Destination Order</i> .....	29
<i>Naming Guidance</i> .....	29
<i>Approved Destinations</i> .....	30
<i>Route Prioritization</i> .....	31
<i>Maps</i> .....	33
<i>Signing Intersections</i> .....	36
<i>Sign Placement Program</i> .....	38
<b>Chapter Three   Design</b> .....	<b>44</b>
<i>Design Process</i> .....	45
<i>Community Vision</i> .....	50
<i>Preferred Design</i> .....	52
<i>Graphic Standards</i> .....	61
<b>Chapter Four   Implementation</b> .....	<b>62</b>
<i>Phasing &amp; Cost Estimate by Project Group</i> .....	63
<i>Final Route Prioritization</i> .....	64
<i>Sign Placement</i> .....	65
<i>Sign Quantities</i> .....	68
<i>Cost Estimate per Sign</i> .....	69
<b>Appendices</b> .....	<b>70</b>
<i>A   List of Figures</i> .....	71
<i>B   Preliminary Sign Families</i> .....	72
<i>C   Public Outreach</i> .....	78

An aerial photograph of a city, likely Wilsonville, Oregon, showing a mix of residential and commercial buildings, roads, and green spaces. The entire image is overlaid with a semi-transparent teal color. The text is positioned in the lower half of the image.

# EXECUTIVE SUMMARY

*The **City of Wilsonville Citywide Signage & Wayfinding Plan** provides a strategy for the City to implement a unified wayfinding system.*

The City of Wilsonville (resident population of approximately 24,300) is situated along the Willamette River, just south of Portland, Oregon. Wilsonville has a rich history as a gateway between communities and a link between urban and rural landscapes. Wilsonville is located in both Clackamas County and Washington County, and is part of the greater Portland metropolitan area. The city is served by commuter rail and is bisected by Interstate 5 (I-5), connecting Portland to the north, Salem and the agricultural lands of the Willamette Valley to the south.

The objective of the plan is to better connect people walking, biking, or driving to destinations throughout Wilsonville with a cost-effective program that is easy to expand and maintain and a community supported design that reflects the city's unique identity.

The vision for a wayfinding system in Wilsonville was formed by integrating themes that the Focus Group felt best reflected the greater Wilsonville community.

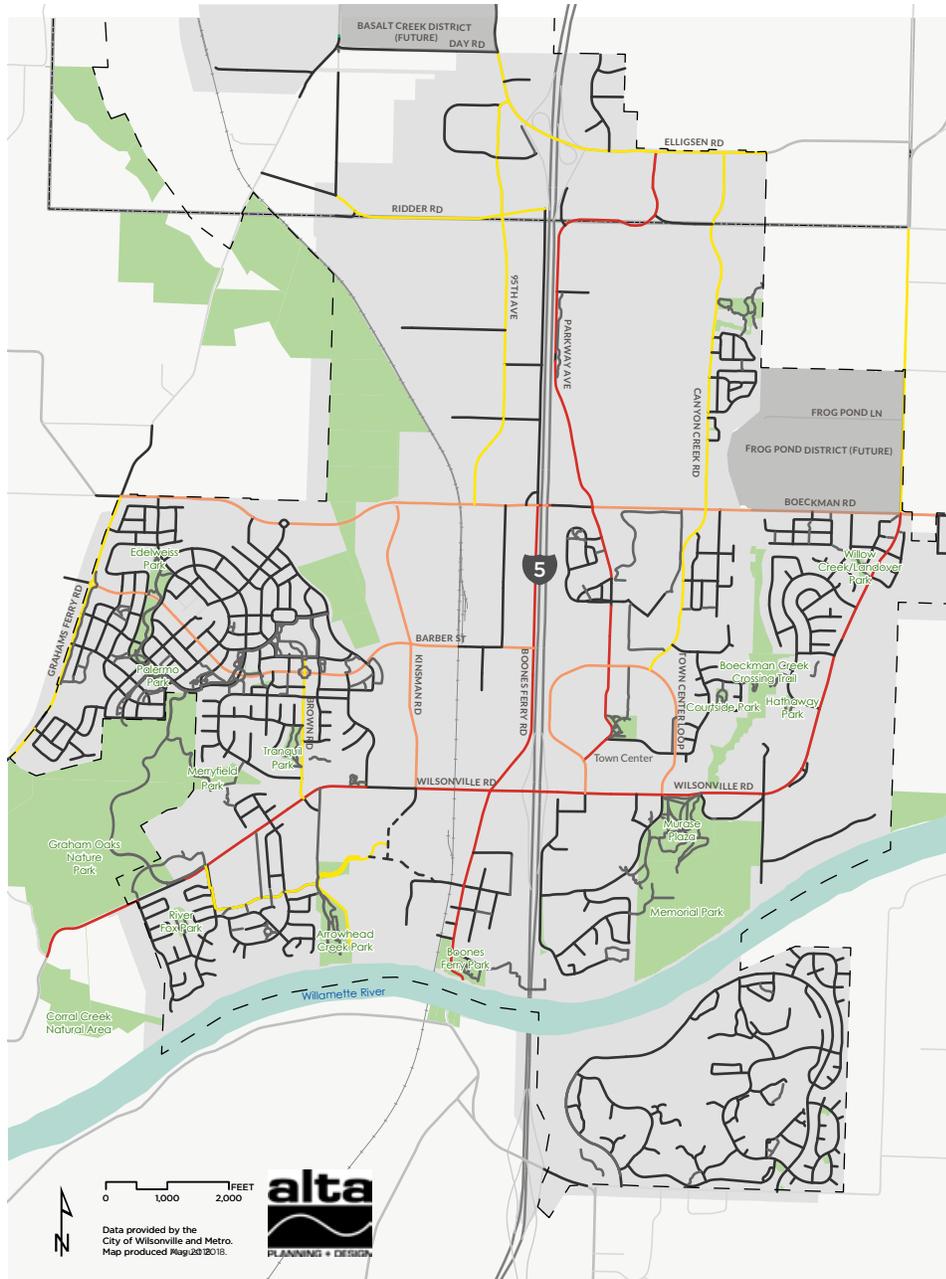


Fig. 1 Aerial of Wilsonville and the Willamette River

*A family friendly wayfinding system that provides logical and safe connections between key destinations and commercial districts.*

# ROUTE PRIORITIZATION

As part of the planning process, the project team prioritized routes based on readiness, proximity to destinations, and overall need and gap closure as they relate to navigational challenges in the city. The results of the prioritization process helped to select and prioritize locations for wayfinding improvements.



### FINAL ROUTE PRIORITIZATION

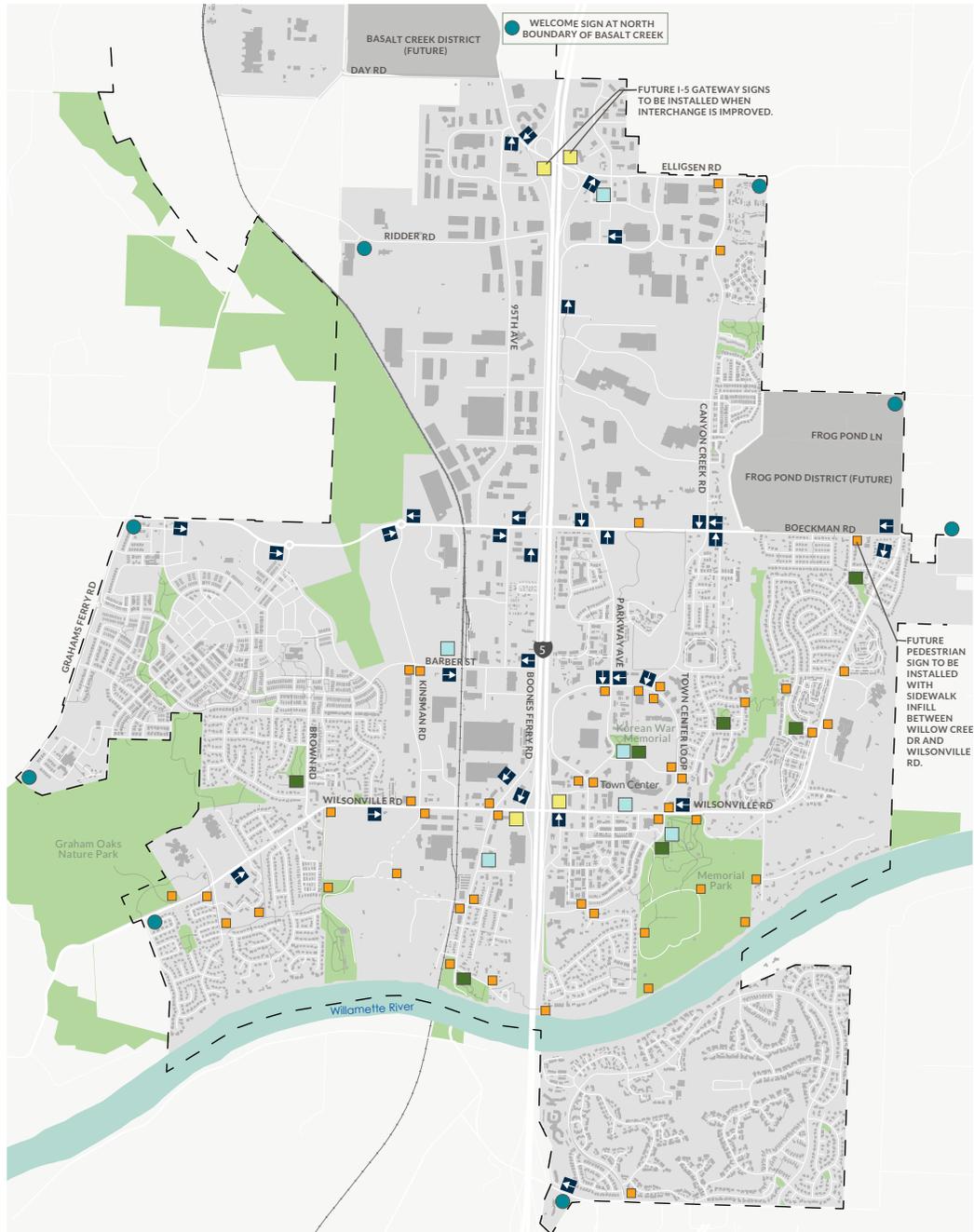
### CITY OF WILSONVILLE WAYFINDING PLAN

### IMPLEMENTATION PHASES

- PHASE ONE
- PHASE TWO
- PHASE THREE
- URBAN GROWTH BOUND

# SIGN PLACEMENT

Using the Final Route Prioritization map and the Approved Destinations list as a guide, locations for Vehicular, Welcome, Kiosk, Park, Gateway, and Pedestrian signs were identified throughout the City.



## SIGN PLACEMENT

CITY OF WILSONVILLE  
WAYFINDING PLAN

## SIGN TYPES

-  VEHICULAR SIGN
-  WELCOME SIGN
-  KIOSK
-  PARK SIGN (LARGE OR SMALL)
-  I-5 GATEWAY SIGN
-  PEDESTRIAN SIGN
-  URBAN GROWTH BOUNDARY

\* ALL SIGNS SHOWN OUTSIDE CITY LIMITS TO BE PLACED IF RIGHT-OF-WAY ALLOWS.

The initial three sign family design options and the following preferred design were developed and refined to reflect feedback received from City staff, the Community Focus Group and community members.

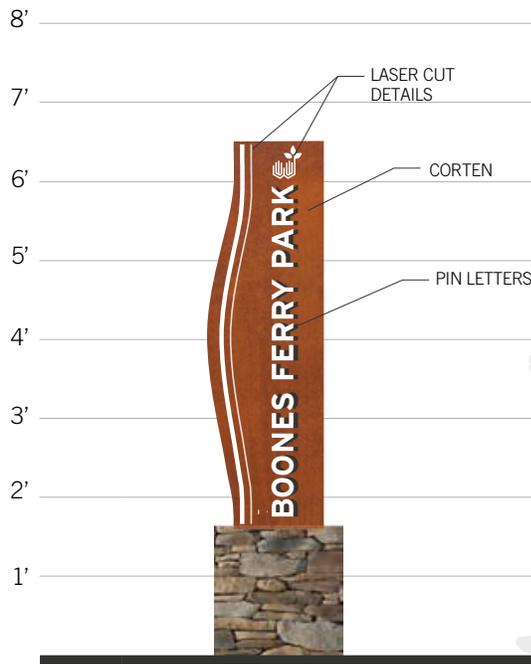
The preferred design incorporates national best practices, community input, local materials, and distinctive architectural details to create a unique wayfinding identity rooted in the landscape of Wilsonville.

## PREFERRED DESIGN: UNDULATING STONE

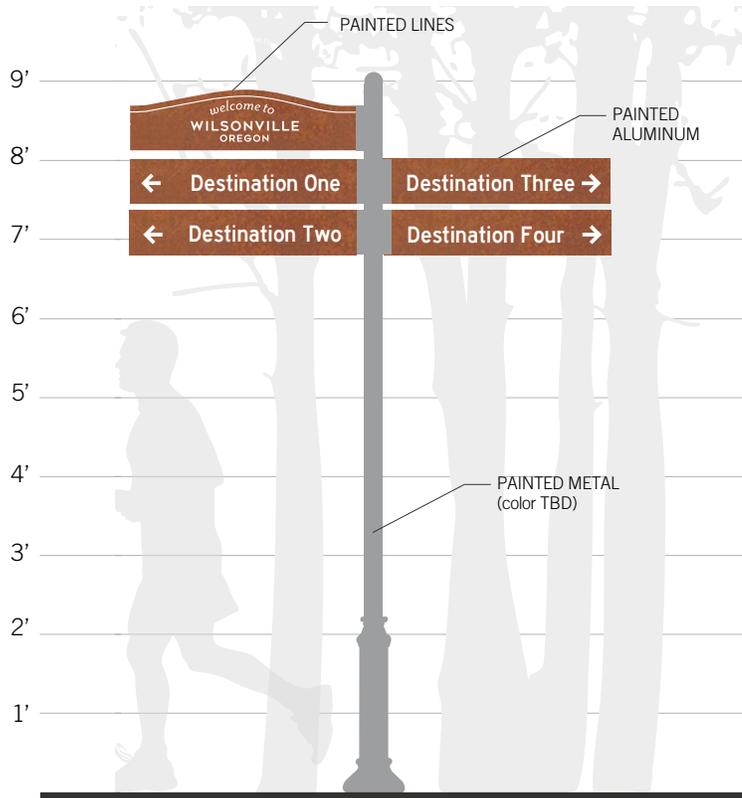
### *Soft, Flowing, Connected*

The Undulating Stone concept is inspired by the shape, form, and natural features of the Willamette River that flows through Wilsonville. At the heart of the concept are local stone, and soft curves of corten steel accented by laser cut details that allow light through. The warm color of the corten complements the City’s branding colors.

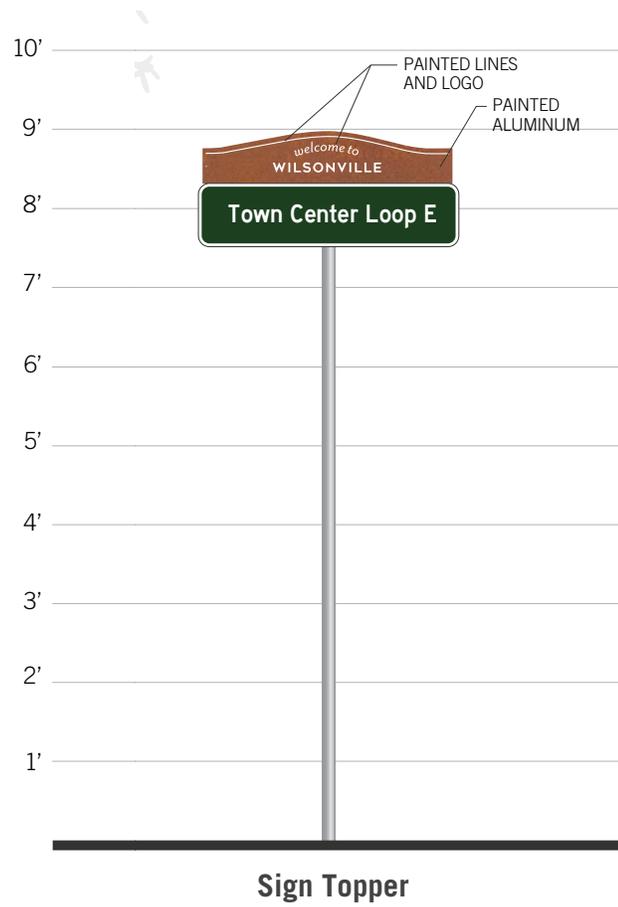




Park Sign



Pedestrian Fingerboard





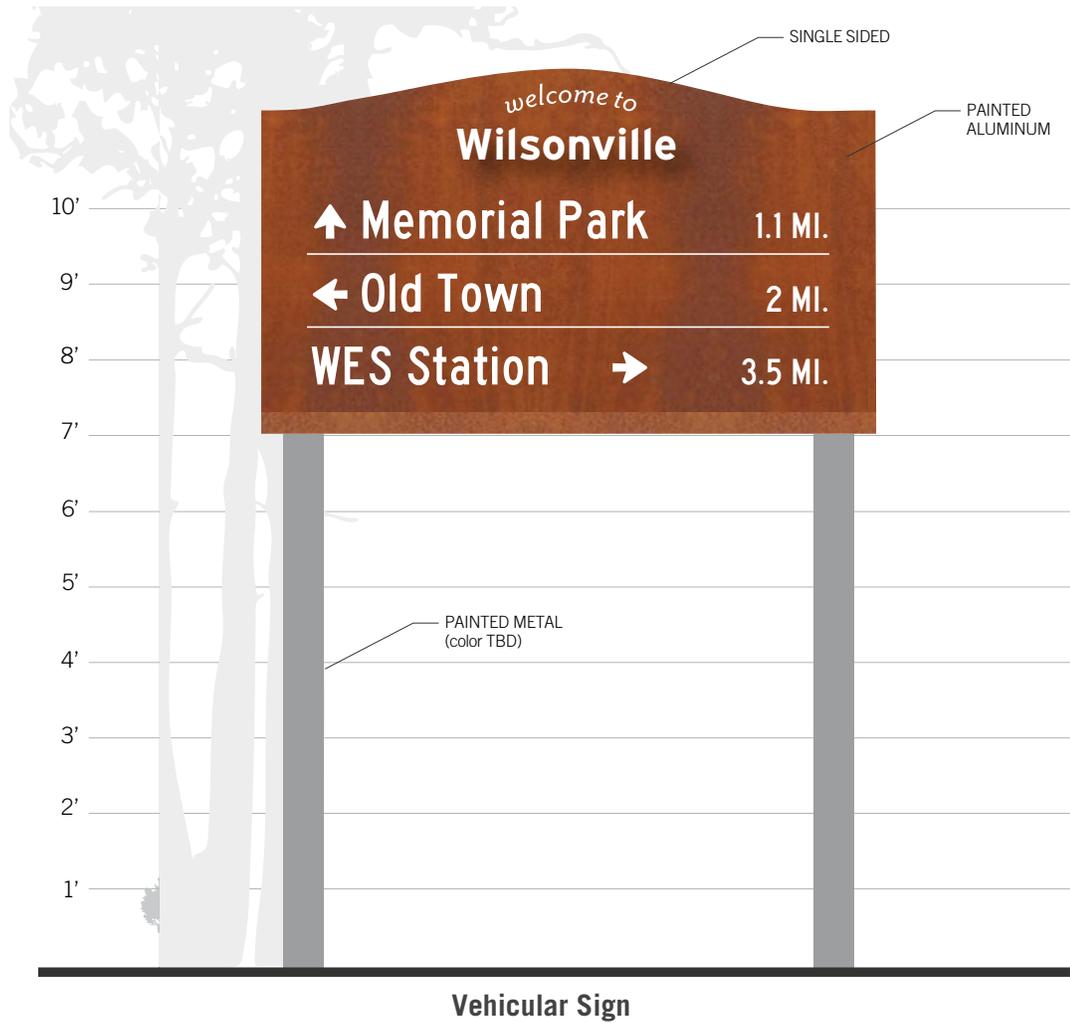
Large Park or City Building Sign



Welcome Sign

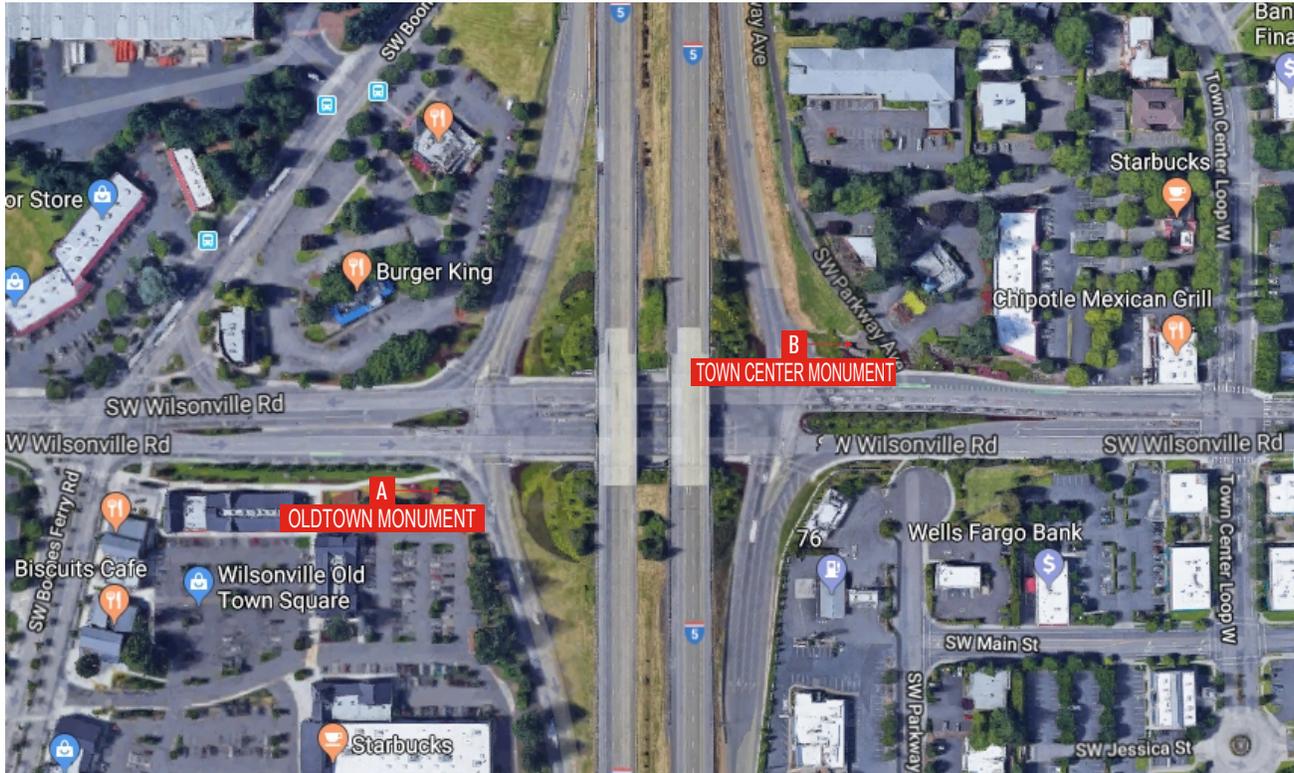


Gateway Sign

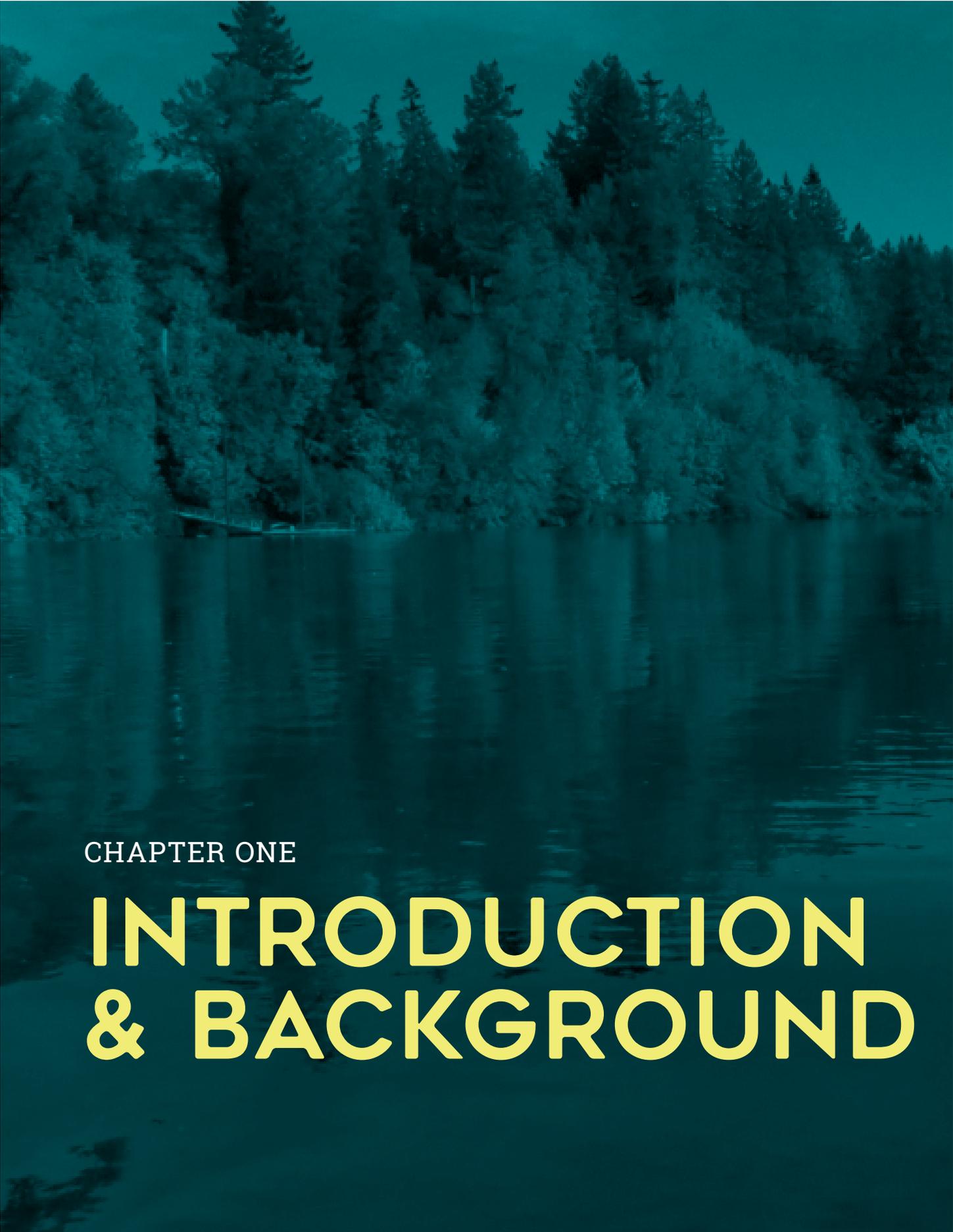




*Rendering of potential improvements to existing I-5 gateway monuments.*



Location of existing I-5 gateway monuments.



CHAPTER ONE

# INTRODUCTION & BACKGROUND

## OVERVIEW & SETTING

### LOCAL CHARACTER & IDENTIFYING ELEMENTS

The City of Wilsonville Signage and Wayfinding Plan provides a strategy for the City to implement a citywide wayfinding system. The plan is a product of the community's goals to connect residents and visitors to city services and destinations such as transit centers, existing trails and recreation facilities, to support and enhance tourism, and to encourage travel off Interstate 5 (I-5) into commercial areas and other areas of interest.

The City of Wilsonville (resident population of approximately 24,300) is situated along the Willamette River, just south of Portland, Oregon. Wilsonville has a rich history as a gateway between communities and a link between urban and rural landscapes. Wilsonville is located in both Clackamas County and Washington County, and is part of the greater Portland metropolitan area. The city is served by commuter rail and is bisected by Interstate 5, connecting Portland to the north, Salem and the agricultural lands of the Willamette Valley to the south.

Numerous opportunities exist to enhance wayfinding, particularly across the Willamette River and I-5 corridors which break Wilsonville into distinct areas. Effective wayfinding is important as residents and visitors explore Wilsonville through different modes of transportation, including walking, biking, and driving, and from different entry points. Strategically placed and well-designed wayfinding signage will help both visitors and residents navigate to key points of interest in the City.

Unified directional signage, informational kiosks, and gateways will enliven business districts by making them easier to locate from I-5, increasing foot traffic, and encouraging visitors to explore different parts of the City once they have arrived. Clean and concise navigation information creates a welcoming experience and signage is an effective investment to encourage tourism and improve access to local destinations.

This plan provides guidance on sign placement and route prioritization, in addition to a preferred design for a family of wayfinding signs. The preferred design incorporates national best practices, community input, local materials, and distinctive architectural details to create a unique wayfinding identity rooted in the history and landscape of Wilsonville.

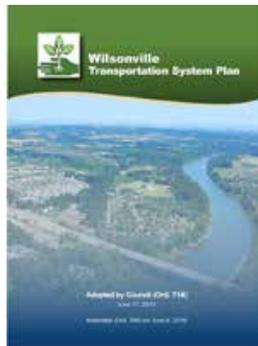


Fig. 2 Historic church in the Old Town District of Wilsonville.

## BACKGROUND REVIEW

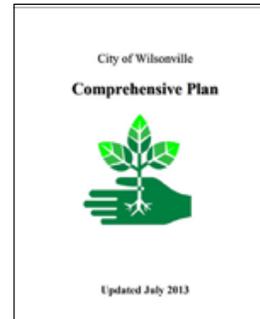
In developing the Citywide Signage and Wayfinding Plan, municipal plans and policies were reviewed in relation to multi-modal transportation and wayfinding signage.

### WILSONVILLE TRANSPORTATION SYSTEM PLAN



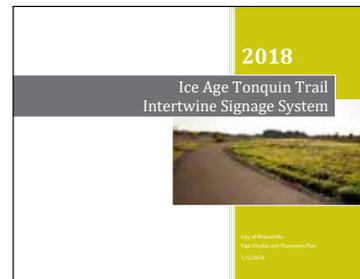
The Wilsonville Transportation System Plan (2016) lists the establishment of a comprehensive signage and wayfinding system as an essential implementation measure to achieve its stated policy to “Provide a safe, well-connected, and efficient system of streets and supporting infrastructure for all travel modes” (p. 2-3). The Plan also includes wayfinding signage as a high priority project to support bikeways and walkways (project BW-14). In particular, the project aims to provide multimodal wayfinding signage to and from the Ice Age Tonquin Trail, the SMART Central at Wilsonville Station, and other points of interest throughout the city.

### CITY OF WILSONVILLE COMPREHENSIVE PLAN



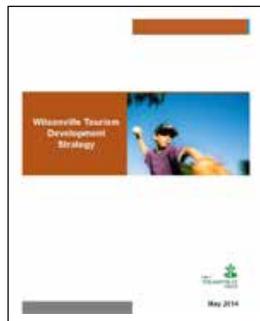
The City of Wilsonville Comprehensive Plan (updated July 2013) notes that for future City development goals, specifically as it relates to the Metro-designated green corridor, is to “limit signage in such a way as to maintain the rural character of the green corridor.” Additionally, Implementation Measure 4.1.1.n states that the Development Review Board will require high standards of signage when it comes to renovation of existing businesses and new construction.

### ICE AGE TONQUIN TRAIL INTERTWINE SIGNAGE SYSTEM



The City of Wilsonville Sign Display and Placement Plan for the Ice Age Tonquin Trail (January 2018) describes and illustrates the proposed signage plan for the Tonquin Trail, an important recreation destination within the City of Wilsonville.

## WILSONVILLE TOURISM DEVELOPMENT STRATEGY



The Wilsonville Tourism Development Strategy (2014) indicates that insufficient signage and wayfinding is a “critical weakness” affecting visitor experiences (p. 14). Action 4.16 in the strategy calls to implement a comprehensive wayfinding signage system, elaborating that “in addition to providing clear directions, signage is important for wayfinding, identity and the creation of attractions by linking venues to form coherent and attractive trails and touring routes”.

## CITY OF WILSONVILLE BRANDING STYLE GUIDE



The City of Wilsonville Branding Style Guide (January 2017) denotes specific color palettes, proper logo usage, and recommended fonts that directly influence the wayfinding signage strategy.

## CITY OF WILSONVILLE BICYCLE AND PEDESTRIAN MASTER PLAN



The City of Wilsonville Bicycle and Pedestrian Master Plan (December 2006) identifies a wayfinding/signing program as one of the key plan recommendations. These specific recommendations directly influenced the route prioritization and placement in this plan. Additionally, the bicycle and pedestrian signage that was implemented with this plan will be utilized as a base for future sign toppers that will enhance the identity of Wilsonville.

## CITY COUNCIL 2017-2018 GOALS

The City of Wilsonville 2017-2018 Work Plan describes the 20 council goals, including goal 13 of developing a wayfinding program. This goal includes “a unified signage design that is reflective of the city’s identity and consistent in color, font, materials, architectural elements and graphics.”

## PLAN OBJECTIVES

The objective of the plan is to better connect people walking, biking, or driving to destinations throughout Wilsonville. This will be accomplished with a cost-effective program that is easy to expand and maintain and a community supported design that reflects the city's unique identity.

The plan sets out to:

- Create wayfinding signage that will meet the needs of residents and visitors whether traveling through Wilsonville as a pedestrian, in a motor vehicle, or by transit or cycling.
- Establish a high-quality design that captures local character and is coherent and attractive.
- Consider graphic standards focused on local identity and aesthetic.
- Understand key entrances and gateways to Wilsonville, including decision points and sites where navigation information is suited.
- Give sign placement guidance for specific corridors or areas of the community.



*Fig. 3 Wilsonville has many important destinations that draw both local residents and visitors.*

## WAYFINDING PRINCIPLES

The “legibility” of a place describes how easy it is to understand. Places are more legible when they are arranged so people can intuitively determine the location of destinations, identify routes, and recognize areas of different character. A wayfinding system helps to make places more legible by better enabling individuals to:

- Easily and successfully find their destination.
- Understand where they are with respect to other key locations.
- Orient themselves in an appropriate direction with little misunderstanding or stress.
- Discover new places and services.

The following guiding principles, based on best practices from around North America, will help create the most effective wayfinding systems. Together, these wayfinding principles create a wayfinding system plan that is both legible and easy to navigate. These principles should be applied in Wilsonville’s wayfinding sign placement and destination logic to effectively enhance the legibility of the community.

*Places are more legible when they are arranged so people can intuitively determine the location of destinations, identify routes, and recognize areas of different character.*



### **Be Predictable**

Effective wayfinding networks are predictable. When information is predictable, patterns emerge, and users of the network are able to rely on the system to provide information when they expect it. Predictability also helps users understand new situations quickly, whether it be navigating a new intersection or traveling to a destination for the first time.

Users come to trust a predictable wayfinding network, making new journeys easier to attempt and complete. Every time a new trip is completed, users' confidence in the wayfinding network will be sustained or increased.

Predictability should relate to all aspects of wayfinding placement and design (i.e., sign materials, dimensions, colors, forms, and placement). Similarly, maps should employ consistent symbology, fonts, colors, and style. The system must be designed in accordance with local, state, and federal guidelines to ensure funding eligibility through state and federal sources.



### **Keep Information Simple**

For a wayfinding network to be effective, information needs to be presented clearly and logically. The presentation of information needs to be balanced: too much information can be difficult to understand; too little and decision-making becomes impossible. The placement of signs and the information provided at each placement are also critical. To be successful, wayfinding information must be provided in advance of where major changes occur and confirmed when the maneuver is complete.

Wayfinding signage design should be accessible and comprehensible by a wide range of users, including people of all ages and ability levels. Special consideration should be taken for those without high educational attainment, English language proficiency, or spatial reasoning skills. In areas with high rates of users with English as a second language, the wayfinding should use text and symbols that will be understood by non-English speakers. Designers should minimize the use of bilingual text or separate-language signs, as including these elements can make signs cluttered and reduce overall legibility.

It is important to provide information in manageable amounts. Too much information can be difficult to understand; too little and decision-making becomes impossible.



### **Maintain Motion**

Bicycling and walking require physical effort, and frequently pausing to check directions may lead to frustration and discouragement. Consistent, clear, and visible wayfinding elements allow pedestrians and bicyclists to navigate while maintaining their state of motion. To help users maintain motion, wayfinding information must be quickly read and easily comprehended.



### **Promote Active Travel**

A wayfinding network should encourage increased rates of active transportation by creating a clear and attractive system that is easy to understand and navigate. The presence of wayfinding signs should communicate that walking and bicycling to many destinations is convenient

An effective wayfinding system makes active transportation facilities more visible and helps to increase use of both on-street and off-street facilities. Wayfinding improvements are a cost-effective way of drawing attention to existing facilities and how they connect people to the places they want to go.



### **Connect Places**

An effective wayfinding system enables residents and visitors alike to travel between destinations and discover new destinations and services. Wayfinding connects neighborhoods and provides navigational assistance to both local and regional destinations. Effective wayfinding is an extension of the transportation network and provides a seamless travel experience for people walking, biking, or driving.

Wayfinding connectivity goes beyond physical signage. Wayfinding signage elements can create a deeper connection to a place, cultivate a sense of pride by reflecting community values and identity, and support local economic development by encouraging residents and visitors to use services.

CHAPTER TWO

**WAYFINDING  
SIGN STRATEGY**



*Fig. 4 Wilsonville has numerous public parks that are important to both visitors and residents.*

## WAYFINDING SIGN PLACEMENT GUIDANCE

Thoughtful and strategic wayfinding sign placement will guide Wilsonville's visitors and residents as they navigate between regional and local destinations using existing transportation networks. A hierarchy of destinations is established to consistently select and arrange destination names for inclusion on signs. It is not possible to name all places on signs, therefore a system of prioritization is used to stagger signs along a route.

Developing a wayfinding system follows a process that includes identifying and prioritizing destinations; identifying common routes that link to major destinations; identifying important transfer locations or decision points along these routes; and finally determining the best location to place signage.

# STRATEGIC PLANNING FOR MULTIMODAL CITY WAYFINDING PLAN

## 1 Identifying Destinations.

A system of prioritized destinations allows Wilsonville to effectively sign to destinations along a route, with consistent use of place names that are recognizable and legible.

## 2 Identifying Routes.

Common routes to destinations are identified in order to determine appropriate and logical placement of signs along the route of travel. Different modes of travel use different routes and require varying levels of information on signs.

## 3 Identifying Key Intersections.

Travel decisions are made at different stages along a route. Intersections and decision points are identified for placement of decision, turn, and confirmation signs.

## 4 Sign Placement.

Consistent placement of signs creates a reliable path or route of travel, allowing a user to easily locate and read signs. Signs and destination information provided along a path inform navigation decisions and indicate intersections. Consistent placement of signs at decision points provides users reassurance and contributes to increased user confidence.

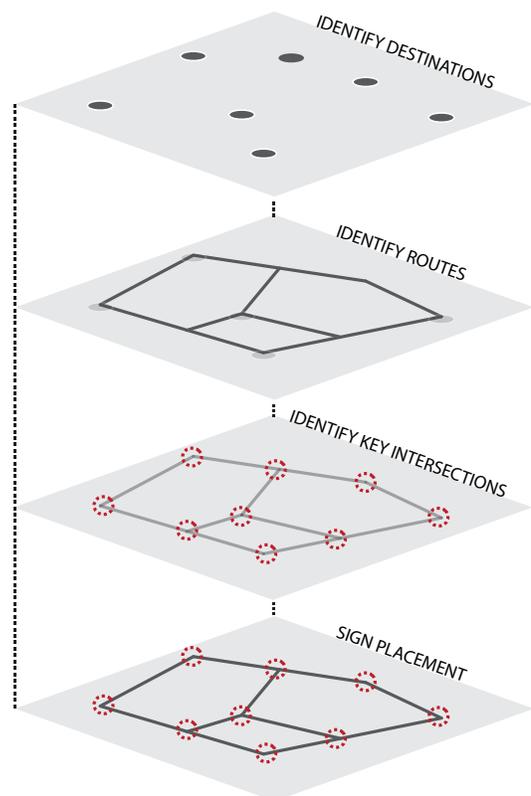


Fig. 5 Wayfinding System Logic



## DESTINATION SELECTION AND PRIORITIZATION

Wayfinding relies on clear communication and on use of names that are consistent, recognizable, and legible. The number of destinations that may be listed on a wayfinding sign is limited, therefore a system of progressive disclosure is used to stagger information along a journey. Disclosing information in stages relies on an agreed hierarchy of destinations.

This guidance describes an approach for selecting and prioritizing potential destinations to which pedestrians and cyclists may want to travel. Signs should follow the same approach throughout the City so that the system is clear and predictable.

Once a destination is named on a sign, it should be included on subsequent signs until the destination has been reached. Destinations for the City of Wilsonville were generated by prioritization scores and input from the Focus Group and City staff.

Level 1 destinations receive first priority on wayfinding signs on local routes and corridors, followed by Level 2 and Level 3.

Motorists, transit users, and cyclists are typically signed to level 1 and level 2 destinations, whereas level 3 destinations are most often included on pedestrian-oriented signs or maps. Motorists and transit users travel at higher speeds and over greater distances, therefore signed destinations match this scale of travel by providing larger signs, limitations on the number of destinations, and the length of destination names. Cyclists may

travel greater distances at higher speeds than pedestrians, and therefore signed destinations will be located at different intervals. Pedestrians travel at a lower speed and can stop and read detailed signs or maps, of a smaller scale or size, that would be inappropriate for those traveling at higher speeds. Destination categories and named locations should be reviewed and updated regularly.

*Table 1 Destination Level Categories*

#### **Level 1 - City Centers & Districts**

Level 1 destination include city centers, districts, and universities. Highlighting these types of destinations helps orient intra- and inter-municipal trips. These may be historic, commercial, cultural districts or neighborhoods with a distinct name and character. Emphasis is placed on areas that provide a mix of popular attractions and services. Local neighborhoods that do not offer services or attractions should not be included.

#### **Level 2 - Regional Parks**

Level 2 destinations provide a finer grain of navigational information than level 1 destinations by directing users to regional parks and well-known businesses.

#### **Level 3 - Local Destinations**

Level 3 destinations are specific major attractions within the City which generate a high amount of traffic. Local attractions include: community centers and major civic institutions, transit stations, schools, hospitals and visitor centers.

## SIGNING DISTANCE AND DESTINATION ORDER

Signing distances, the distance between sign and destination, focus on the maximum distances that destinations should appear on directional signs. This process allows information to be provided in a timely manner and in manageable amounts, according to a traveler's needs.

The three levels of destinations provide signing distances for each mode of travel:

- Level 1 should appear on signs up to 5 miles away for cyclists and longer distances for transit riders and motor vehicle operators.
- Level 2 should appear on signs up to 2.5 miles away when they are a primary destination and up to 1 mile away when a level 1 destination is available.
- Level 3 are signed up to half a mile to represent a scale that is appropriate for walking.

Signing distances to and from transit stations or major exchanges is based on destinations in proximity to the station or exchange.

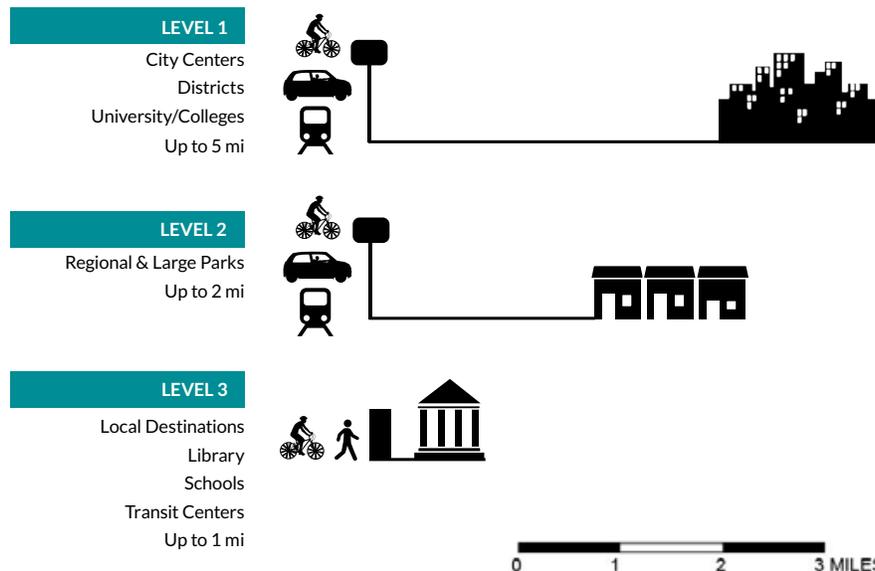
Signing distances for motor vehicles is available in the Manual of Uniform Traffic Control Devices (MUTCD). Detailed signing requirements including appropriate distances, are available in MUTCD.

Once a destination list is established, the next stage is to determine the best location or placement of signs along a route.

## NAMING GUIDANCE

Sign guidance outlines a standard approach for names of destinations that can reasonably fit on signage. Typically, 14-15 characters (including spaces) is the ideal length for destination names, and 19 characters is roughly the longest that will fit on a sign.

Fig. 6 Signage Distance Guidance



## APPROVED DESTINATIONS

The City of Wilsonville's approved destinations were derived from the City's previous bicycle wayfinding plan with important destinations for all modes of travel added with guidance from the focus group. City staff provided feedback before the project team assembled the final approved destination list. Level 1 destinations are city centers, districts, transportation hubs, and universities. Level 2 destinations are major parks or landmarks and level 3 destinations are local attractions.

Table 2. Destination List

Destination Name	Abbreviation	Destination Level
Argyle Square	Argyle Square	1
Town Center	Town Center	1
Old Town	Old Town	1
Oregon Institute of Technology	Oregon Tech	1
Clackamas Community College	Clackamas CC	1
City Hall	City Hall	1
SMART Central at Wilsonville Station	Transit Center	1
Charbonneau	Charbonneau	1
Villebois	Villebois	1
Coffee Creek District	Coffee Crk Dist	1
Frog Pond District	Frog Pond	1
Basalt Creek District	Basalt Creek	1
Willamette River Water Treatment Plant Park	Arrowhead Park	2
Boones Ferry Park	Boones Fry Pk	2
Graham Oaks Nature Park	Graham Oaks Pk	2
Memorial Park	Memorial Park	2
Town Center Park	Town Ctr Park	2
Oregon Korean War Memorial	War Memorial	3
Ice Age Tonquin Trail	Tonquin Trail	3
Wilsonville Waterfront Trail	Waterfront Trail	3
French Prairie Road Trail	French Pr Trail	3
Memorial Park City Trail	Memorial Pk Trails	3
Villebois Piazza	Piazza	3
Wilsonville Community Center	Community Ctr	3
95th Avenue	95th Ave	3
Library	Library	3
Police Station	Police Station	3
Post Office	Post Office	3
Wilsonville High / Boeckman Creek Primary School	Wilsonville H.S. / Boeckman Ck P.S.	3
Inza R Wood Middle / Boones Ferry Primary School	Wood M.S. / Boones Ferry P.S.	3
Lowrie Primary School	Lowrie P.S.	3
Meridian Creek Middle School	Meridian Ck M.S.	3

## ROUTE PRIORITIZATION

As part of the planning process, the project team prioritized routes based on readiness, proximity to destinations, and overall need and gap closure as they relate to navigational challenges in the city. The results of the prioritization process helped to select and prioritize locations for wayfinding improvements. The results of this analysis process are visualized in the initial vehicle route prioritization (Map 1), the initial bicycle route prioritization (Map 2), and the initial pedestrian route prioritization (Map 3), which aided in the development of the final route prioritization (Map 4 on page 64).

### WAYFINDING ROUTE PRIORITIZATION METHODOLOGY

The project team assigned a route prioritization score to each street segment in the project area. The prioritization criteria focuses on identifying routes that people will rely on to find community destinations. The criteria were used to produce three separate scores, one for bicycle wayfinding, one for pedestrian, and one for motor vehicle wayfinding.

### PRIORITIZATION CRITERIA

#### *Bicycle Facilities*

The project team scored the segments on the presence or absence of an existing bicycle facility. This criterion was only used for the bicycle wayfinding score.

#### *Pedestrian Facilities*

The project team scored the segments on the presence or absence of an existing

pedestrian facility (sidewalks and shared use paths). This criterion was only used for the pedestrian wayfinding score.

#### *Proximity to Destinations*

When there are more destinations near a given roadway segment, there is a greater need for wayfinding improvements. This criterion scores segments on the number and importance of destinations within a half mile. The relationship of a roadway or trail to destinations is a key aspect of wayfinding, thus this criterion was weighted higher than the others. The destinations included in the analysis are listed in Table 2.

#### *Population and Employment Density*

Each segment received a score based on the number of people who live and work nearby (within 0.25 miles). The population score was drawn from the 2010 Census, at the Census Block level. The employment score was derived from 2014 Longitudinal Employer-Household Dynamics (LEHD) data. A composite score was created by totaling the population and employment scores for each segment. The composite scores were converted to a scale from 2-10, with 10 representing the greatest number of people living and working near the segment.

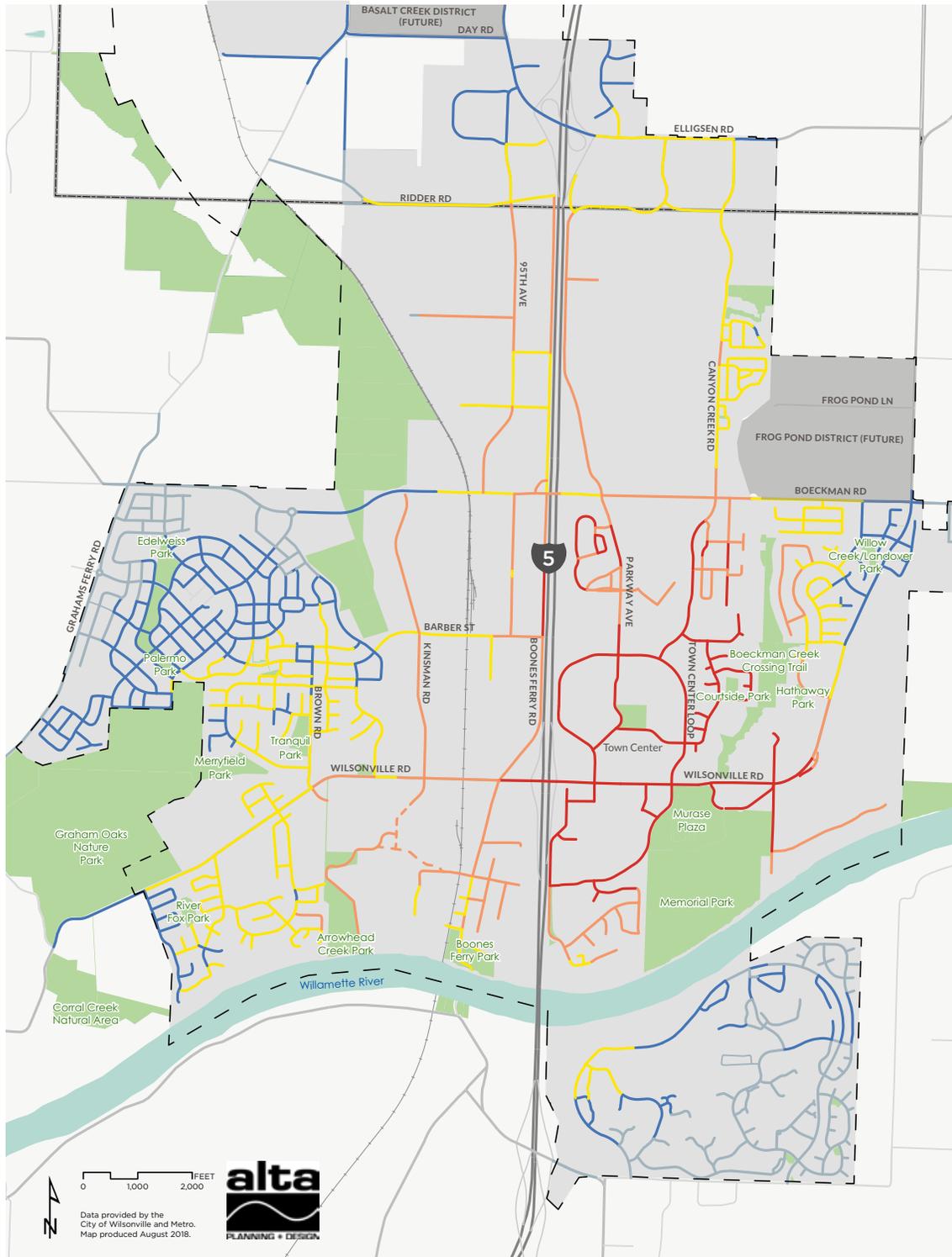
#### *Next Steps*

This prioritization exercise provides a citywide look at the relative need for wayfinding based on population, employment, major destinations, and existing transportation facilities. It does not prescribe specific locations or routes for wayfinding signage. Rather, it is intended as one input to be used in combination with public input, city staff expertise, and general wayfinding principles. See Map 4 on page 61 for the final route prioritization map.

**Route Prioritization Scoring Evaluation Matrix**

Prioritization Criteria	Variable	Score
Proximity to Destinations	<p>The destination score is calculated based on the number and importance of destinations within 0.5 miles of the segment. Destinations were divided into four levels and given the following weights:</p> <ul style="list-style-type: none"> <li>Level 1 Destinations: 10</li> <li>Level 2 Destinations: 7</li> <li>Level 3 Destinations: 4</li> </ul> <p>The weighed destination scores were calculated for each segment and then normalized from 0 to 20.</p>	0-20
Population and Employment Density	Composite score of population and employment totals within 0.25 miles. Each segment was then scored on these values, relative to the City of Wilsonville as a whole.	2-10
Pedestrian Facilities (only included in the pedestrian wayfinding score)	<ul style="list-style-type: none"> <li>Complete sidewalks on both sides of the street or existing shared use path</li> <li>Complete sidewalks on one side of the street</li> <li>No existing or planned facility</li> </ul>	<ul style="list-style-type: none"> <li>10</li> <li>5</li> <li>0</li> </ul>
Bicycle Facilities (only included in the bicycle wayfinding score)	<ul style="list-style-type: none"> <li>Existing Bike Facility</li> <li>No Existing or Planned Facility</li> </ul>	<ul style="list-style-type: none"> <li>10</li> <li>0</li> </ul>

Table 3. Evaluation Matrix



Map 1 Initial Vehicle Route Prioritization

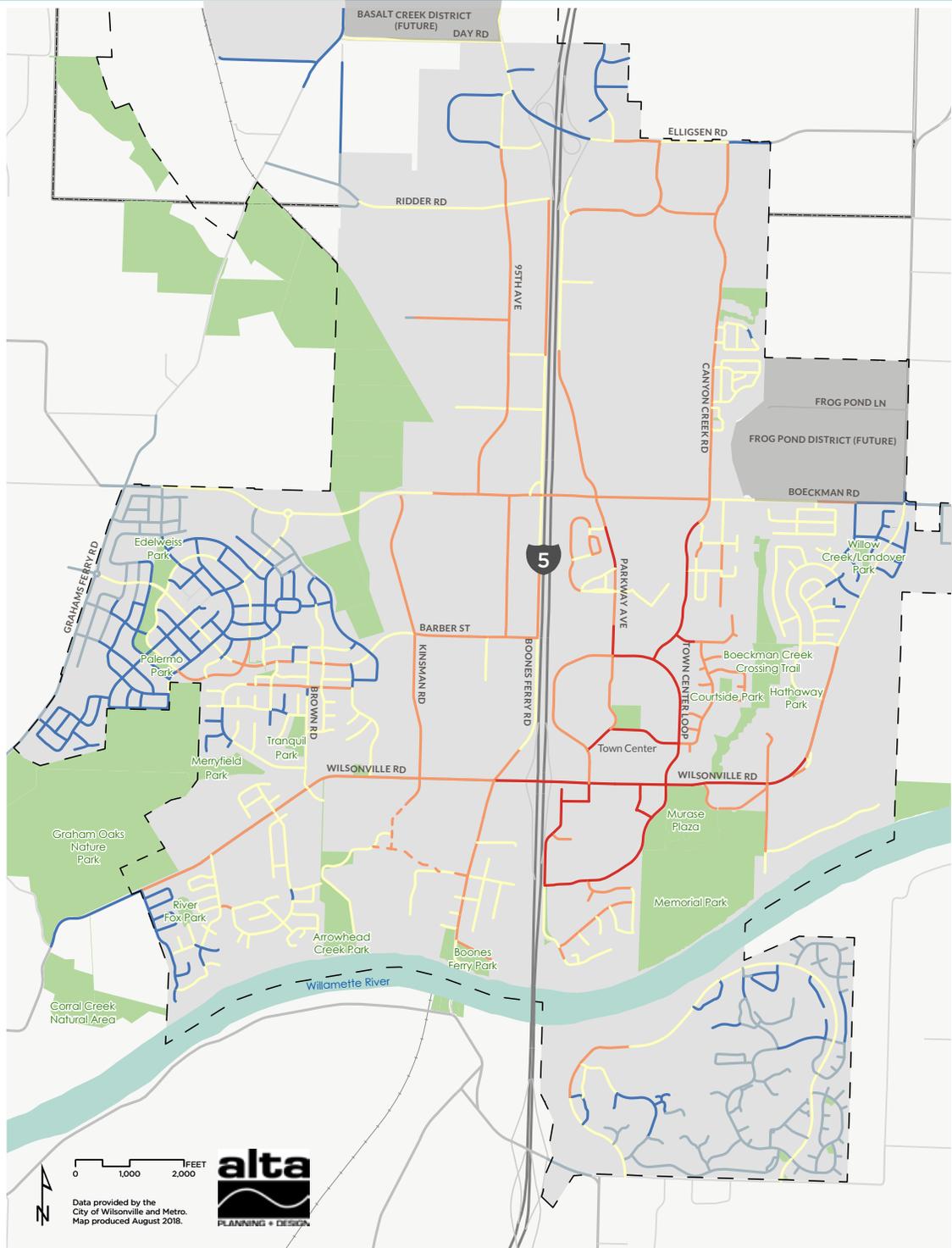
**INITIAL VEHICLE ROUTE PRIORITIZATION**

CITY OF WILSONVILLE WAYFINDING PLAN

**PRIORITIZATION SCORE**

- 0 - 5
- 5 - 10
- 11 - 15
- 15 - 20
- 21 - 30
- Urban Growth Boundary

- INPUTS:
- DESTINATIONS
  - POPULATION
  - EMPLOYMENT



Map 2 Initial Bicycle Route Prioritization

**INITIAL VEHICLE ROUTE PRIORITIZATION**

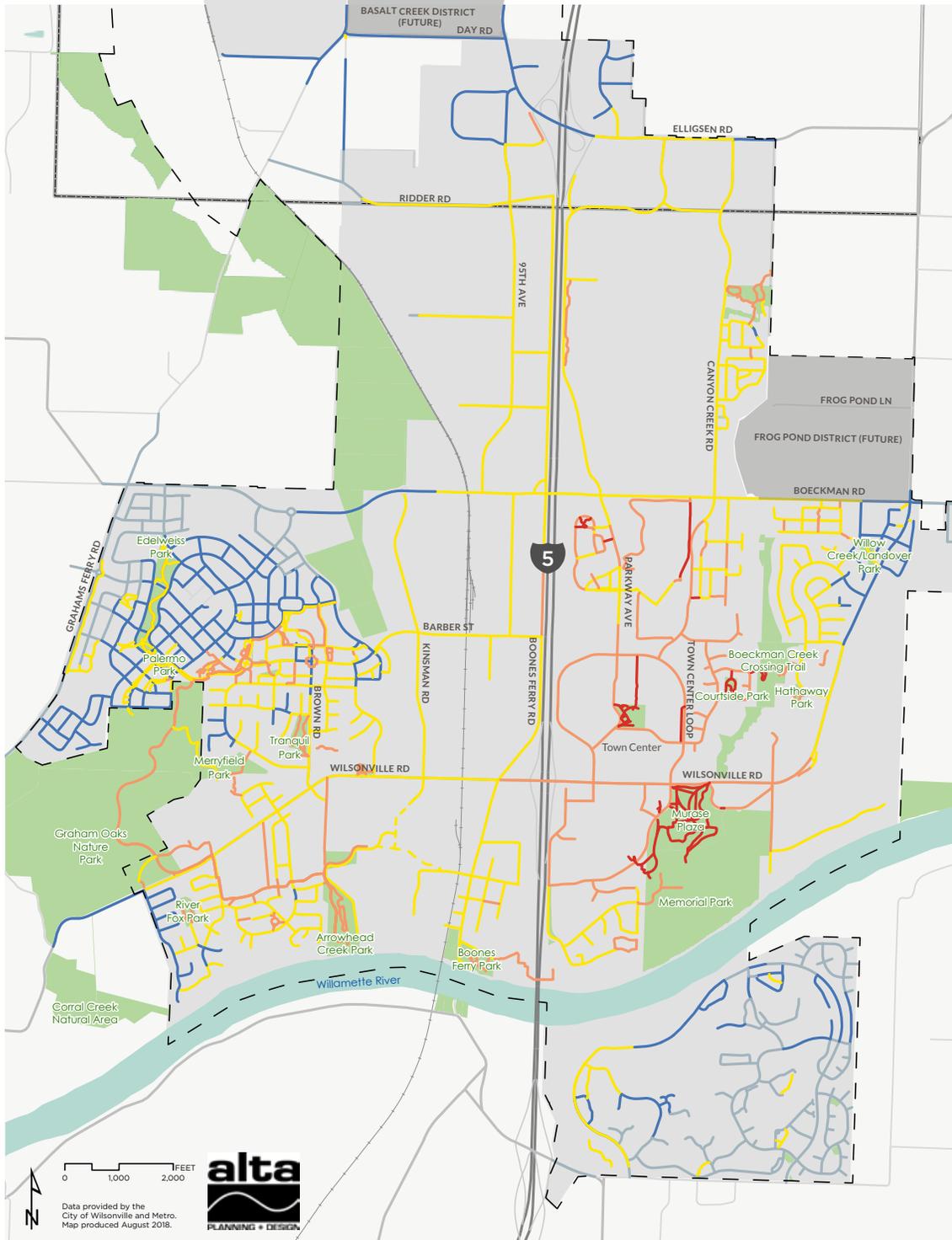
**CITY OF WILSONVILLE WAYFINDING PLAN**

\*Shared Use Paths are included in the Pedestrian Prioritization

**PRIORITIZATION SCORE**

- 0 - 5
- 5 - 10
- 11 - 15
- 15 - 20
- 21 - 30
- URBAN GROWTH BOUNDARY

- INPUTS:**
- DESTINATIONS
  - POPULATION
  - EMPLOYMENT



Map 3 Initial Pedestrian Route Prioritization

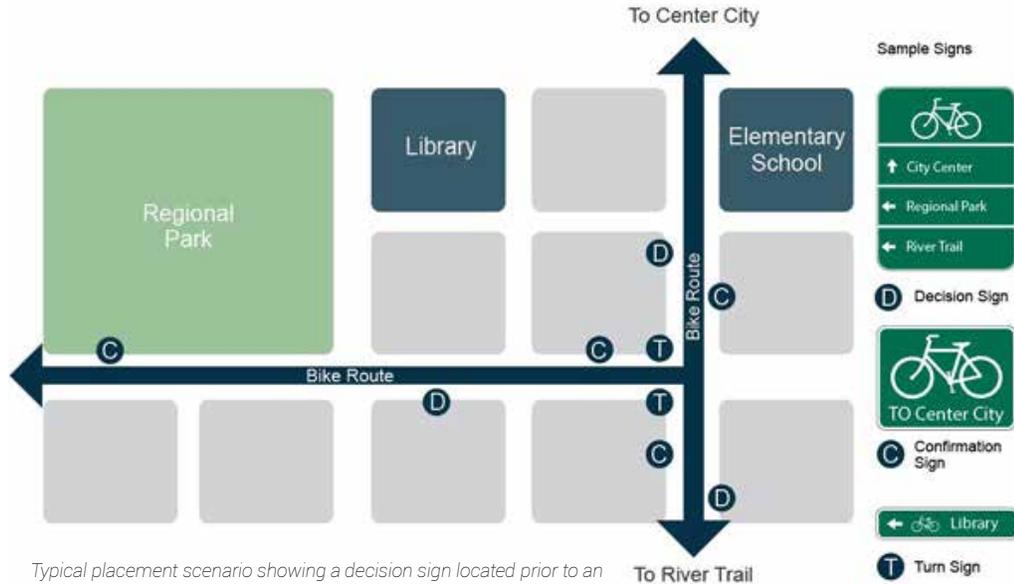
**INITIAL PEDESTRIAN ROUTE PRIORITIZATION**

CITY OF WILSONVILLE WAYFINDING PLAN

**PEDESTRIAN ROUTE PRIORITIZATION**

- 0 - 5
  - 6 - 10
  - 10 - 20
  - 20 - 30
  - 30 - 40
  - URBAN GROWTH BOUNDARY
- INPUTS:
- DESTINATIONS
  - POPULATION
  - EMPLOYMENT
  - PEDESTRIAN FACILITIES

Fig. 7 Typical Sign Placement



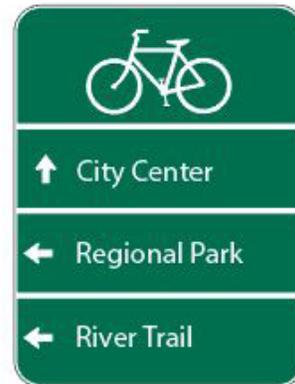
Typical placement scenario showing a decision sign located prior to an intersection of two facilities. A confirmation sign is provided after the turn movement as well as periodically along the route for reassurance.

## SIGNING INTERSECTIONS

**Decision Signs** are placed in advance of the intersection between routes that access different destinations. These signs list destinations and provide arrows that identify turns necessary to reach a particular destination. Distances and travel times are optional but recommended.

For faster moving vehicles, signage should be placed in advance of a turn according to stopping sight line distance guidance found in the MUTCD. For walking, advance signage is not required, and considerably more information can be presented. While signage aimed at cyclists and motorists is limited to three lines of text in most circumstances, walking information may include a map as well as up to ten destination directions.

On routes where speed is likely to be high, decision signs can be repeated ahead of the turn. Repeated decision signs should be located according to the design speed.



**D** Decision Sign

**Turn Signs** are optional signs used to highlight turns. Turn signs are often used to emphasize a turn in a busy built up area where there are many distractions and to indicate unusual turn geometry such as acute angles. They are located at the intersection between two routes.

**Confirmation Signs** reassure users that they are on the correct route and provide information regarding destinations in the direction of travel. Confirmation signs are placed after a turn and can be repeated periodically, with increasing frequency should there be changes in the direction of the route and where there are side routes that could be confusing. Normally three and up to four destinations would be shown in ascending order of distance.



**T** Turn Sign



**C** Confirmation Sign

## SIGN PLACEMENT PROGRAM

The placement of wayfinding signage should achieve three critical aims:

### 1. Creating reliable paths

Route hierarchy provides the framework to prioritize signage. Signage should mark the beginning, end and key nodes along each route. Signage guidance recommends that signs should be placed in the same orientation, height and relative position so that a user can easily locate and read signs.

### 2. Informing decisions

Wayfinding information is used for navigation and developing mental maps of places. Navigational signage may be needed along a path to provide early warning of an intersection, to mark a turn and to confirm direction.

### 3. Providing reassurance

Signage confirms directions in order to reduce doubt as a user makes their way along a route to a destination. Consistent placement of signage at decision points provides users reassurance and contributes to increasing user confidence.

Consistent sign placement is preferable so it is reliable. This is not always possible as signs must be located within designated road right-of-way or within the furnishing zone of the roadside, as well as located proximate to other signs.

General sign placement guidance should consider:

- Signs should be within a user's field of vision.
- Travel speed must be a factor so a user has time to comprehend the sign information and has time to make informed travel decisions.
- Sight lines should not be obstructed.

The following pages provide guidance for placement of signs to serve motorists, cyclists, transit users and pedestrians using generic situations and particular examples, specific to Wilsonville.

## VEHICULAR-ORIENTED SIGNS

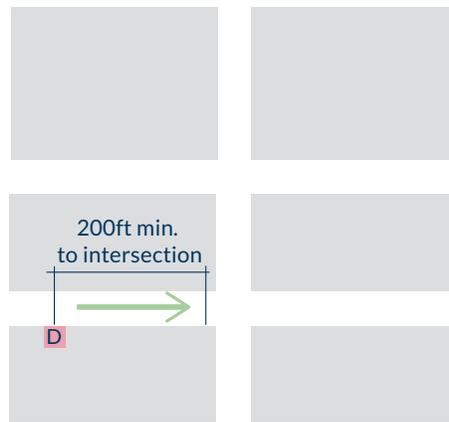
Automobile-oriented signs include larger directional wayfinding signs mounted on poles along roadways, custom parking signs, and potentially facility signs to mark places such as parking garages.

Directional signs are located at or near gateways to the city, pointing toward level 1-3 destinations where drivers are faced with routing decisions and may be provided along routes to confirm the route or to provide an indication of distance. The placement of the sign is dependent upon transportation authority posted design speeds.

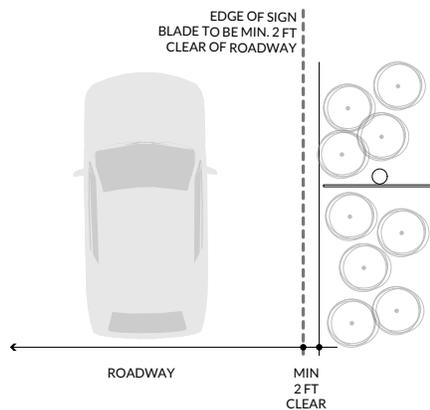
Upon arrival at destinations, parking and facility signs may be provided as well as pedestrian-oriented signs, such as map kiosks, to support the driver once they become a pedestrian.

### DIAGRAM

Sign type  
**D** Directional



### PLAN



### ELEVATION

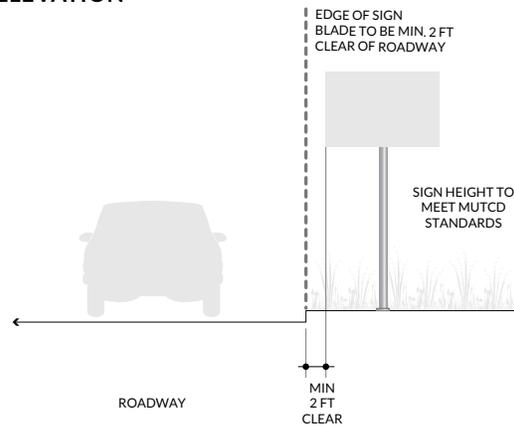


Fig. 8 Vehicular-Oriented Wayfinding Sign Guidance

## MULTI-USE PATHWAY SIGNS

Multi-use pathway signs include both map kiosks, pedestrian fingerboards, and trail markers located adjacent to the path of travel.

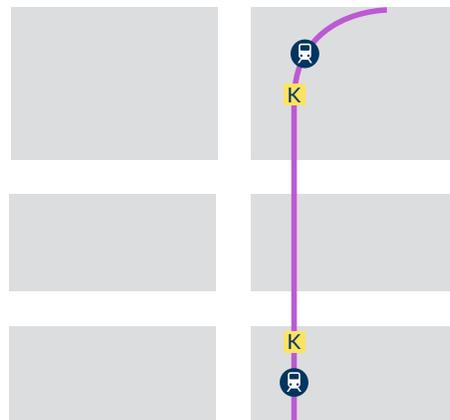
Map kiosks are placed near intersections, activity centers or can be located outside of transit stations. Kiosks are often placed along a linear route where a primary route is adjacent to multiple level 1-3 destinations.

Placement of the map kiosks is designed for universal accessibility, readable at varying heights and allowing wheelchair turning radius.

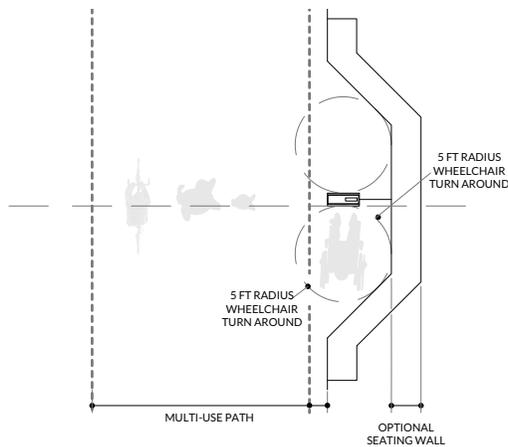
### DIAGRAM

Sign Type

- K Diagrammatic Map Kiosk
-  Transit Station or Stop
- Multi-Use Path



### PLAN



### ELEVATION

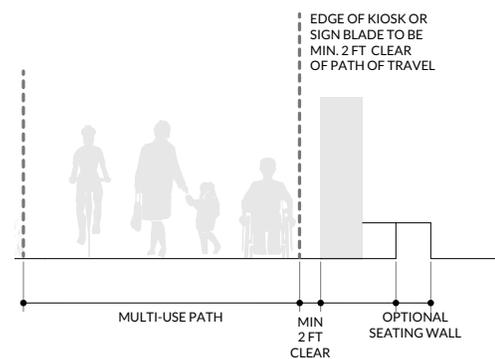


Fig. 9 Multi-Use Pathway Wayfinding Sign Guidance

## BICYCLE-ORIENTED SIGNS

On-street bicycle-oriented signs include Decision signs, Turn signs, Confirmation signs and Waymarkers (or trail markers).

Decision signs are placed in advance of an intersection or at the approach of a decision point. Decision signs identify the route name followed by level 1 to 3 destinations. Turn signs are optional signs placed at the intersection or decision point to provide additional direction when there are uncommon or often missed turns. Confirmation signs are placed after a directional decision sign to provide assurance to cyclists and confirms the next or additional destinations.

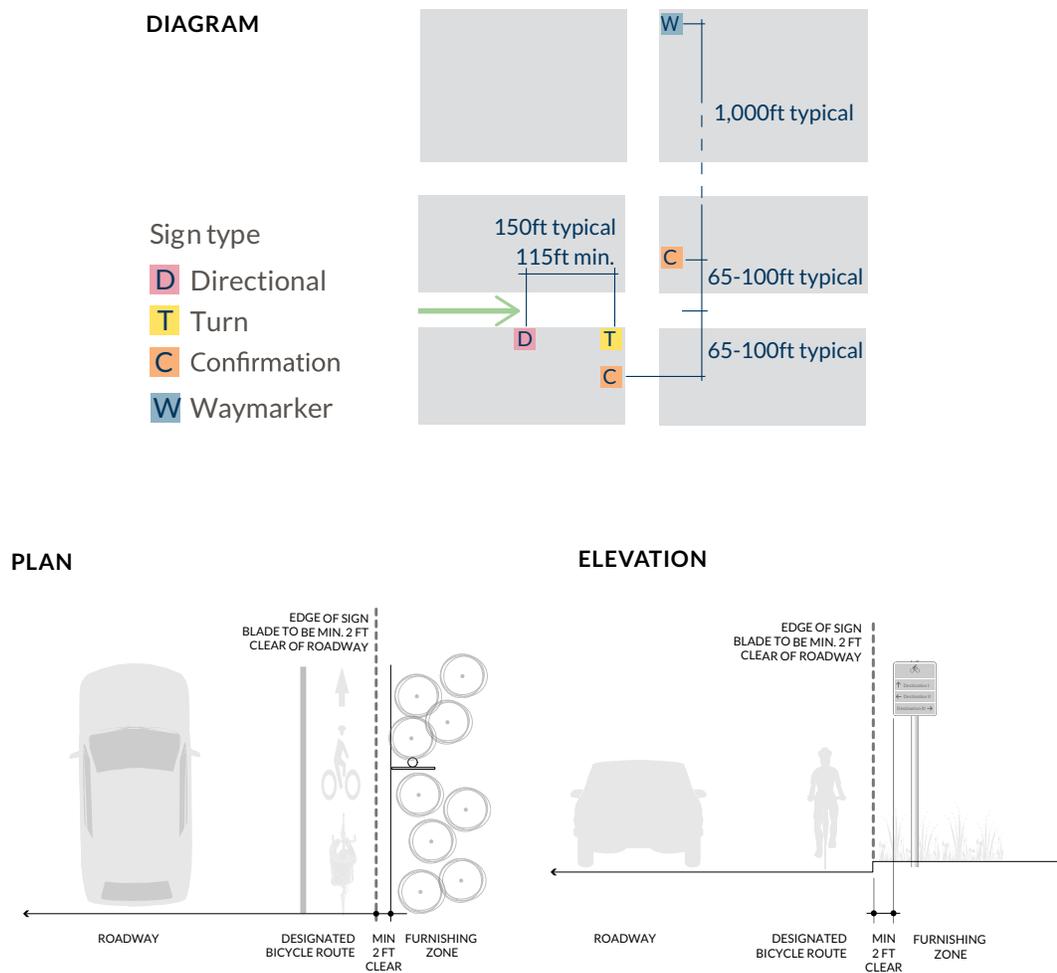


Fig. 10 Bicycle-Oriented Wayfinding Sign Guidance

## PEDESTRIAN-ORIENTED SIGNS

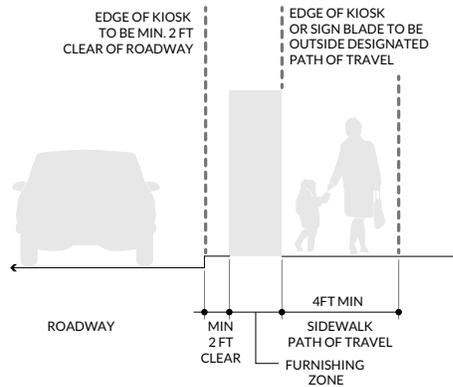
Pedestrian-oriented signs include directional fingerboards and map kiosks.

Map kiosks are placed on linear routes such as major streets or corridors, where a primary route is flanked by multiple level 1-3 destinations. Pedestrian directional signs may include level 2 to 4 destinations with directional arrows and/or travel time or travel distance. Pedestrian directional signs are placed in proximity to major activity centers or destinations. Pedestrian signs may be used with existing poles where necessary. Signs should be located in the furnishing zone of the sidewalk, outside the pedestrian path of travel so as not to obstruct clear movement.

### DIAGRAM



### PLAN



### ELEVATION

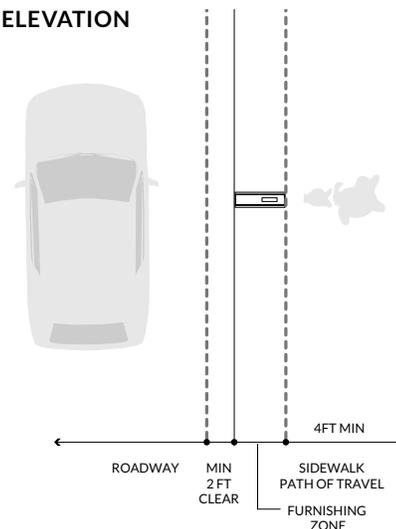


Fig. 11 Pedestrian-Oriented Wayfinding Sign Guidance

Page intentionally left blank



CHAPTER THREE

# DESIGN

*The design incorporated national best practices, community input, local materials, and distinctive architectural details to create a unique wayfinding identity rooted in the landscape of Wilsonville.*



Fig. 12 The City of Wilsonville provides pedestrian access to the Willamette River - one inspirational element for the sign family design.

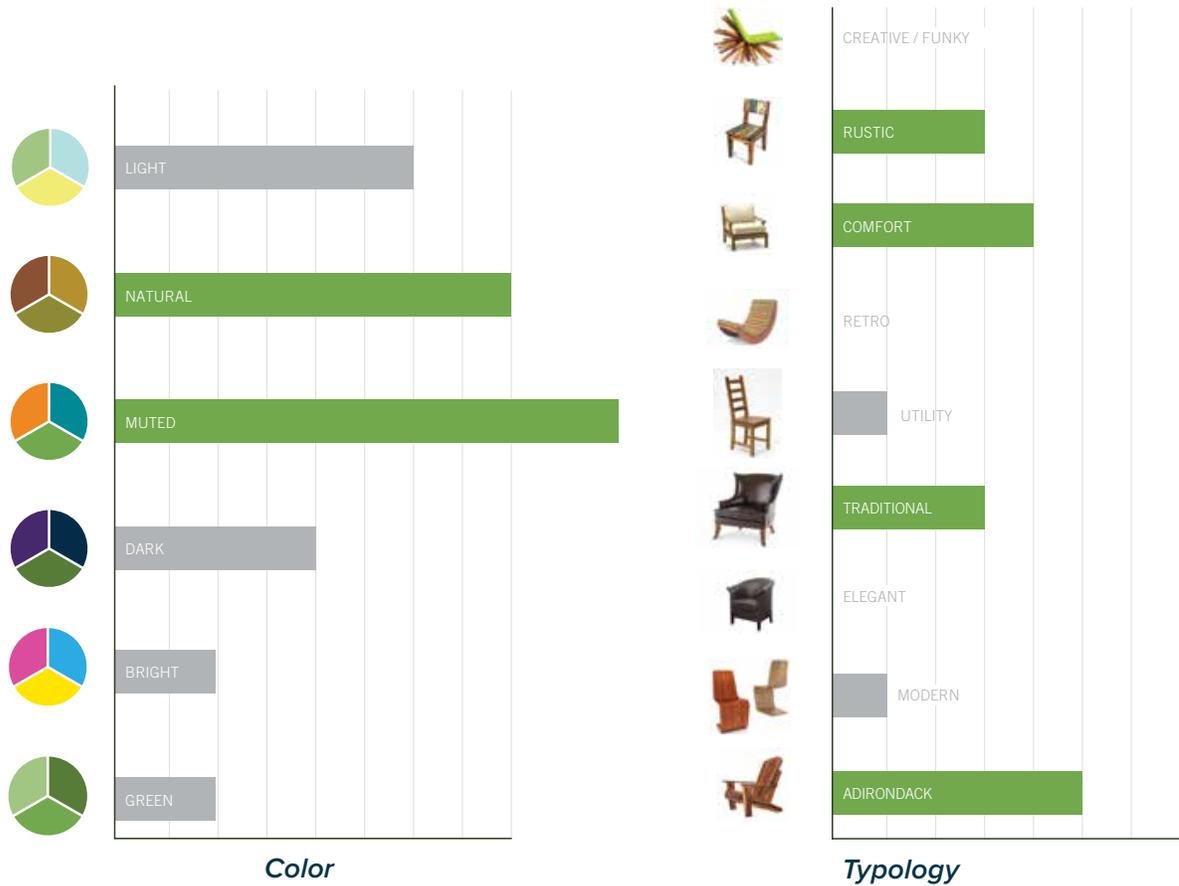
## DESIGN PROCESS

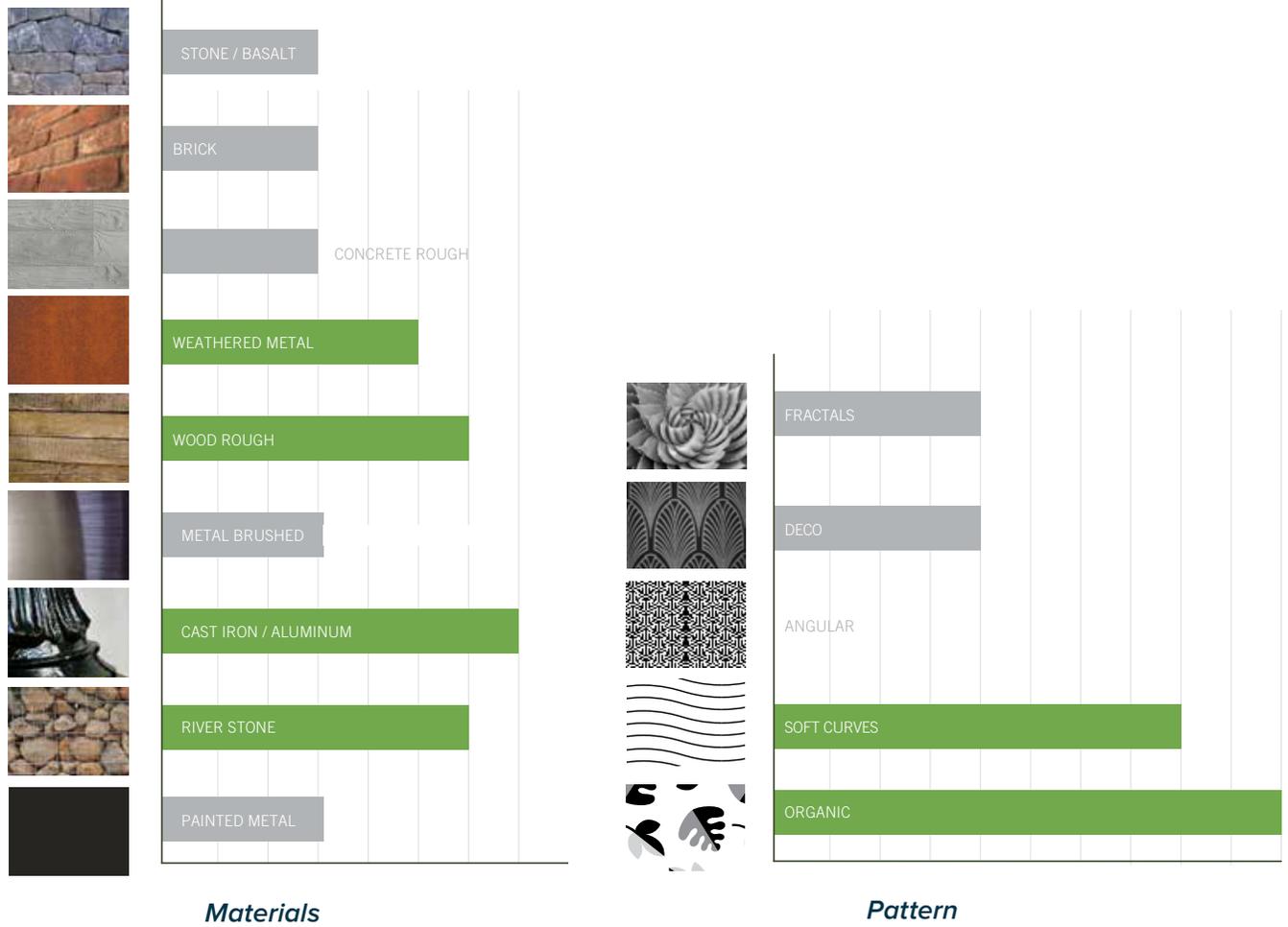
*Consultation with City staff and a community Focus Group, as well as a public online survey, provided the design team with valuable information to guide the City of Wilsonville Citywide Signage & Wayfinding Plan.*

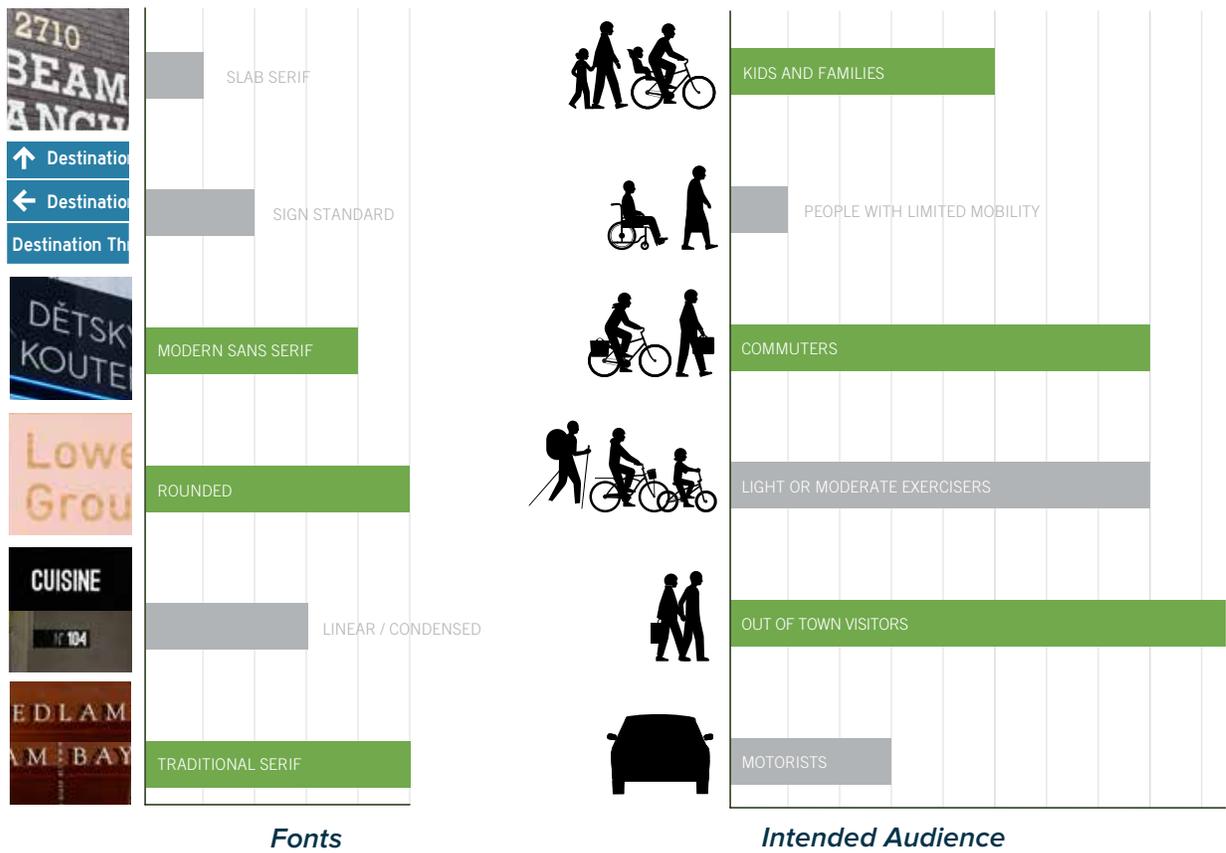
The project team shared a visual preference survey (Fig. 13) with the Focus Group to gain a better understanding of the preferred design aesthetic of Wilsonville, and the potential direction for the design concepts of the wayfinding sign family.

By asking what words, colors, icons, fonts, typography, materials, and patterns best convey the desired experience and qualities of Wilsonville, the design team was able to prepare a series of preliminary conceptual designs (Appendix B), which were later finalized into the preferred design (Fig. 14).

Below and on the following pages are the visual preference survey results, the green bars represent the strongest preferences.







FRIENDLY  
HISTORIC  
SIMPLE  
CONNECTED  
HEALTHY  
ORGANIC  
TIMELESS  
REFLECTIVE  
SOPHISTICATED  
SAFE  
INVITING  
ACCESSIBLE

*Themes*



SMALL TOWN

*Environment*

Fig. 13 Visual Preference Survey Results

## COMMUNITY VISION

Each member of the Focus Group was asked to write their thoughts and goals for the wayfinding sign program for the City of Wilsonville. Below are the individual vision statements. The dominate themes were then refined and combined into the community vision on the next page. The design process included an open house as well as a public online survey, both of which are documented and discussed in Appendix C: Public Outreach.

### FOCUS GROUP VISION STATEMENTS

“A friendly community that is easy and safe to navigate and get where you want to go without getting lost.”

“Accessible and friendly”

“A diverse, nature and tech-oriented community navigation system.”

“Multi-modal connected community with parks, open spaces, as well as education and employment opportunities.”

“Efficient wayfinding system to get people to where they want to go.”

“A multi-use, family friendly public path which creates opportunities for active transportation and relaxing leisure activities.”

“A well-connected clear, and concise path meant to foster safety and accessibility for all ages and abilities.”

“Simple system to guide multi-modal visitors to main destinations and districts, and a logical connection to the geographic/man made legibility of the city in the landscape.”

## COMMUNITY VISION STATEMENT

*A family friendly wayfinding system that provides logical and safe connections between key destinations and commercial districts.*

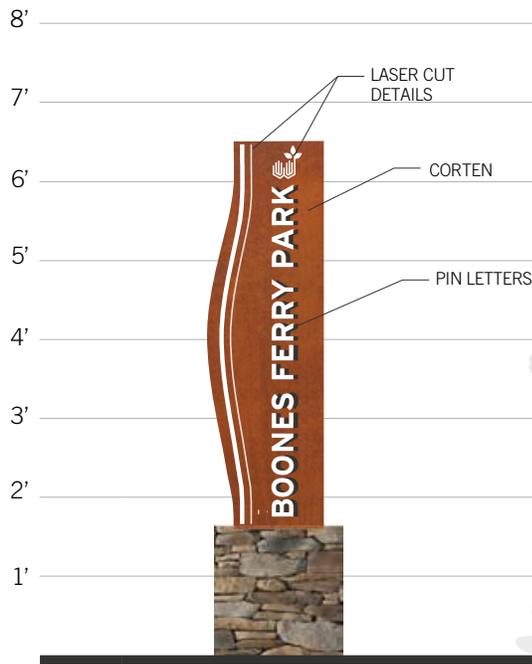
# PREFERRED DESIGN: UNDULATING STONE

## *Soft, Flowing, Connected*

The Undulating Stone concept is inspired by the shape, form, and natural features of the Willamette River that flows through Wilsonville. At the heart of the concept are local stone, and soft curves of corten steel accented by laser cut details that allow light through. The warm color of the corten complements the City's branding colors.

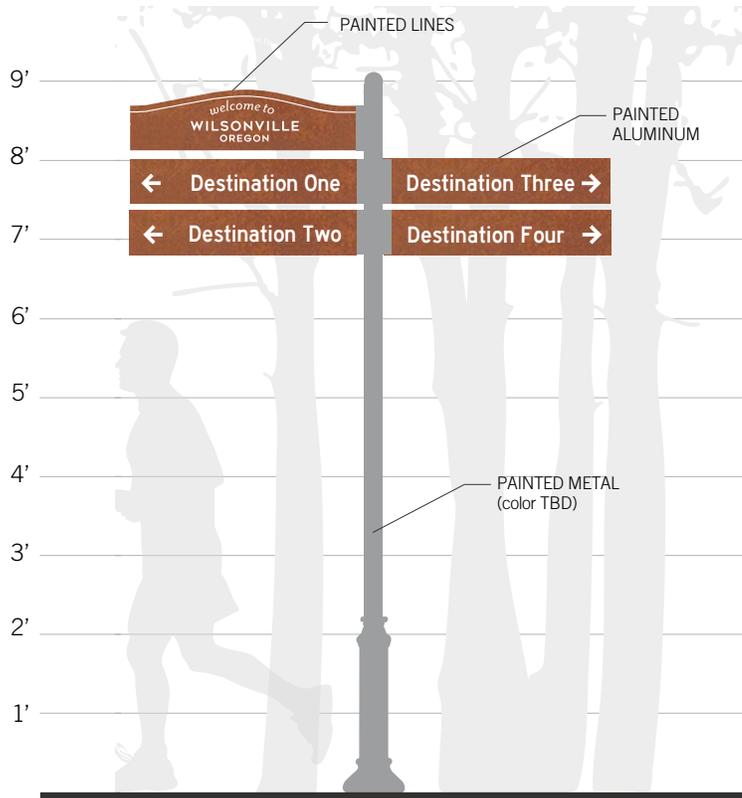


Fig. 14 Design family preferred design

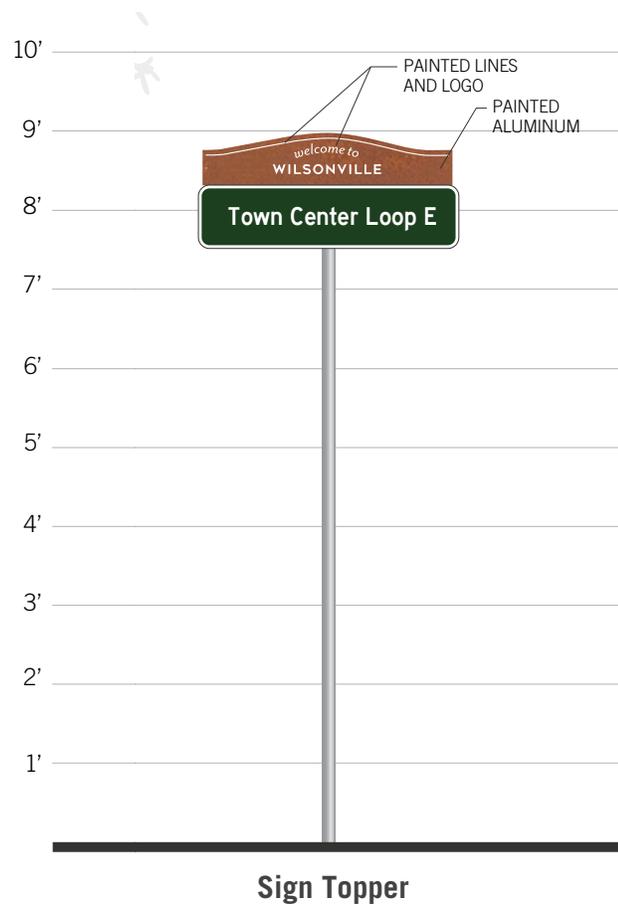


The Park Sign is intended to identify park names, especially where available sign placement space is limited.

Park Sign

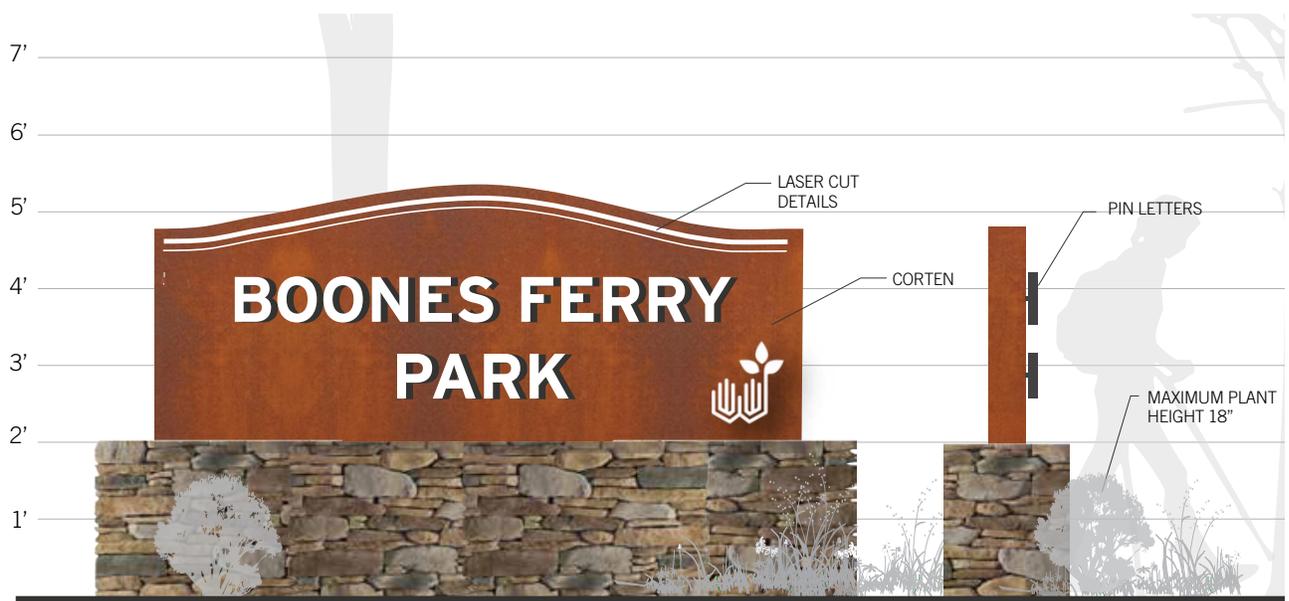


Pedestrian Fingerboard



**Sign Topper**

The Sign Topper is intended to attach to existing street signs, focusing on locations at or near the City limits of Wilsonville.



### Large Park or City Building Sign

The Large Park Sign is intended to identify park names, especially at highly visible locations such as intersections and park entrances. This sign is intended to replace existing park signs as they are phased out.



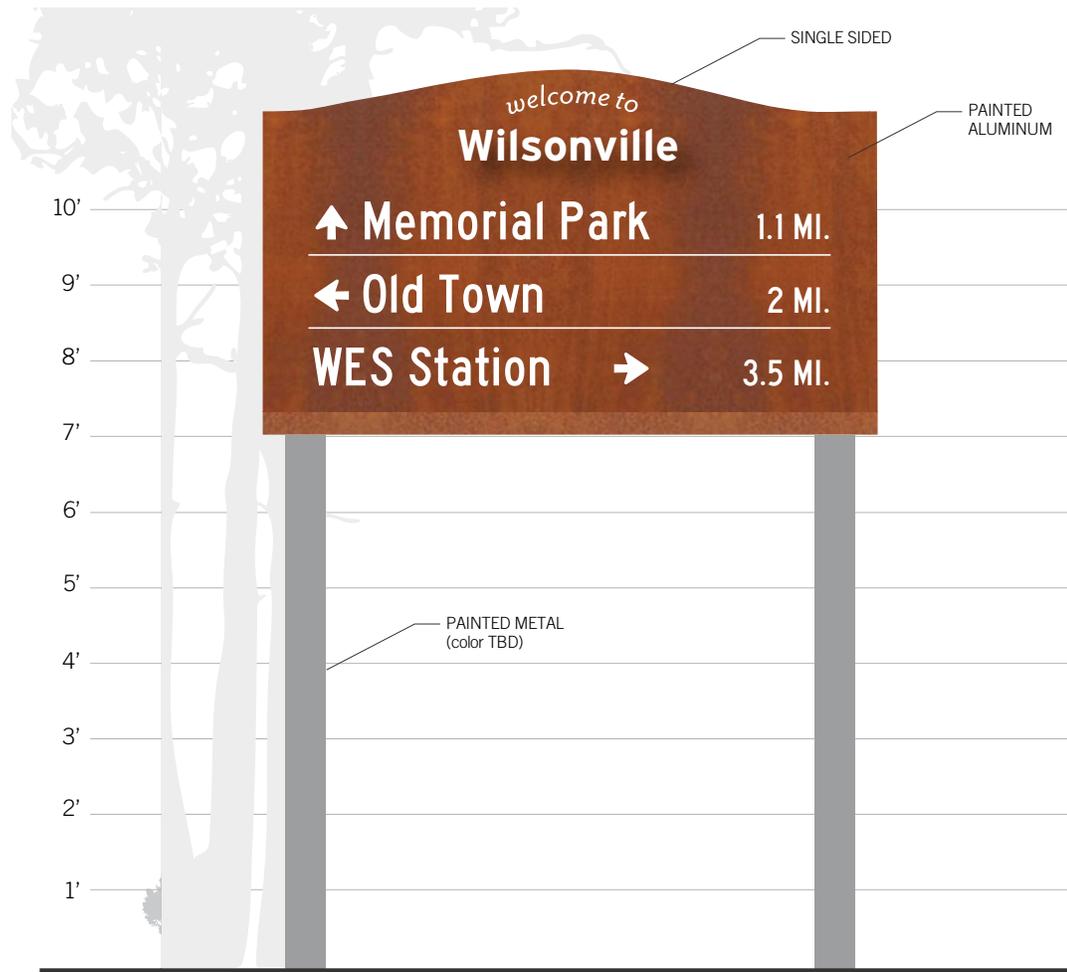
**Welcome Sign**

The Welcome Sign is intended to be located along major corridors where they cross the City boundary.



**Gateway Sign**

The Gateway Sign is intended to be located at the I-5 off-ramps.

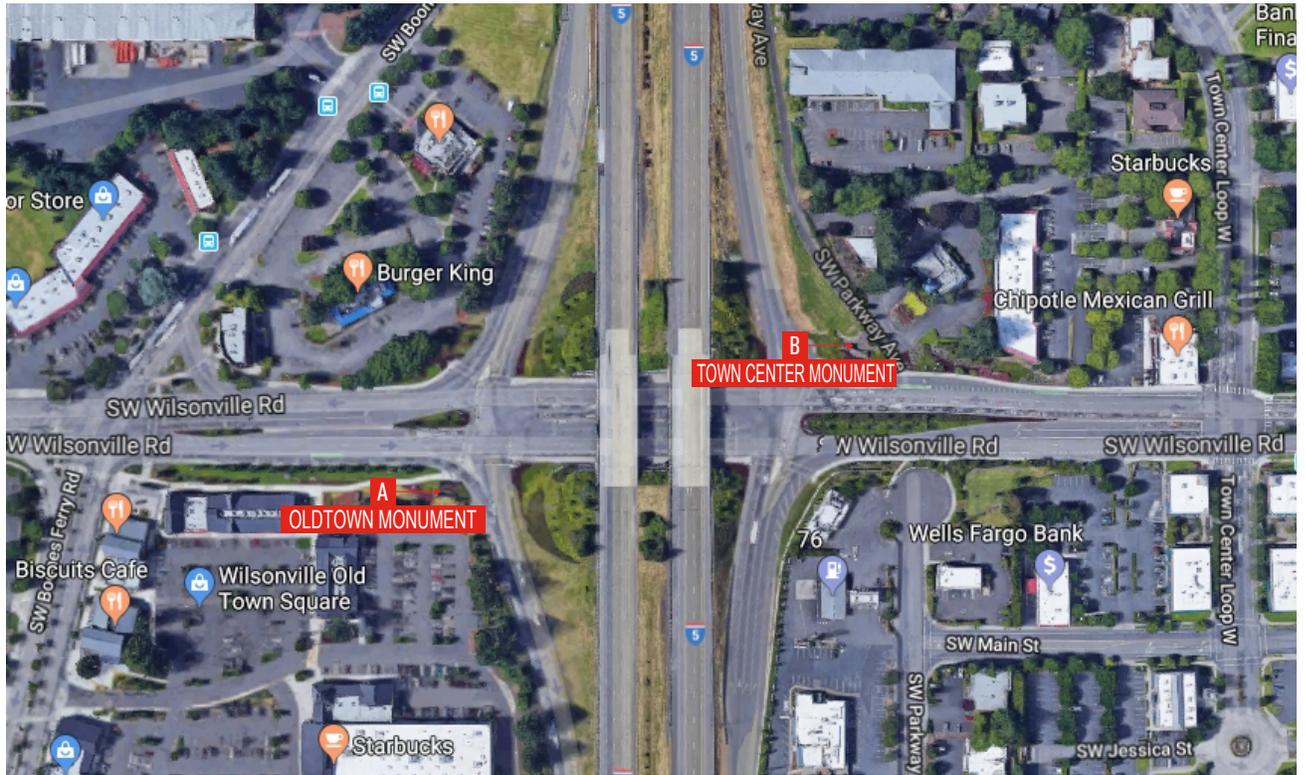


**Vehicular Sign**

The Vehicular Sign is intended to guide motorists to level 1-2 destinations. These signs are single sided, oriented toward the flow of oncoming traffic.



*Rendering of potential improvements to existing I-5 gateway monuments.*



Location of existing I-5 gateway monuments.

# GRAPHIC STANDARDS

## COLOR PALETTE (FROM CITY OF WILSONVILLE BRAND COLORS)



MPC MATTHEWS PAINT TO BE APPLIED TO SIGN SURFACES USING COLOR SPECIFICATIONS THAT CONFORM TO THE CITY OF WILSONVILLE'S CURRENT GRAPHIC STANDARDS. ALL PAINT TO BE COATED WITH 3M UV, GRAFFITI RESISTANT CLEAR COAT. THE PROPOSED USE SHALL CONSIDER AND ADHERE TO GUIDANCE FOR THOSE AFFECTED BY COLOR BLINDNESS INCLUDING BUT NOT LIMITED TO PROTANOPIA, DEUTERANOPES, AND TRITANOPES.

## ICONOGRAPHY



## FONTS

### GEOMETOS ROUNDED

abcdefghijklmnopqrstuvwxyz

ABCDEFGHIJKLMNOPQRSTUVWXYZ

FOR ADDITIONAL LOGOS NEEDED BEYOND THE SCOPE OF THIS DESIGN INTENT PACKAGE PLEASE REFERENCE USDOT AIGA. ADDITIONAL ICONS ARE AVAILABLE FROM THE NATIONAL PARK SERVICE AT [WWW.NPS.GOV/HFC/CARTO/MAP-SYMBOLS.CFM](http://WWW.NPS.GOV/HFC/CARTO/MAP-SYMBOLS.CFM)



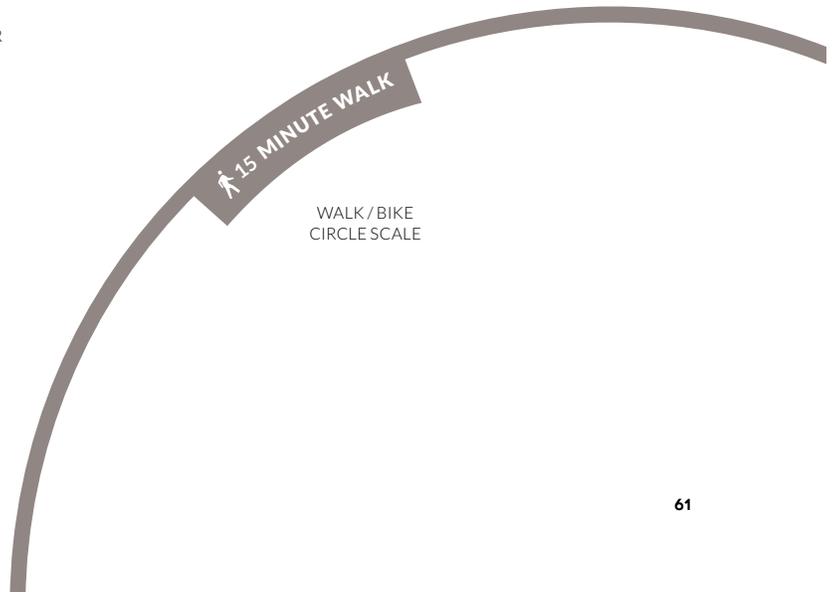
YOU ARE HERE MARKER



NORTH MARKER



SCALE BAR



WALK / BIKE CIRCLE SCALE

CHAPTER FOUR

**IMPLEMENTATION**

## PHASING

The implementation plan for the Citywide Signage & Wayfinding Plan aligns with the City's existing prioritized neighborhood areas and corridors as outlined in the Transportation System Plan, Tourism Development Strategy and Comprehensive Plan.

Implementation will occur in three initial phases, with future phases associated with local or neighborhood development. Phase One will focus on major corridors that serve the most people, whether traveling by car, bike, or foot.

These three phases are the result of compiling the data driven analysis from the three initial prioritization maps (Map 1,2 and 3) with input from the focus group and City staff on priority routes. Together, these three phases form the final prioritization route map (page 60).

Park sign replacement needs should be determined by Wilsonville Parks and Recreation Department staff. This plan budgets for the replacement of seven large park signs, however an ongoing replacement plan should include two signs per year based on existing park sign age and condition.

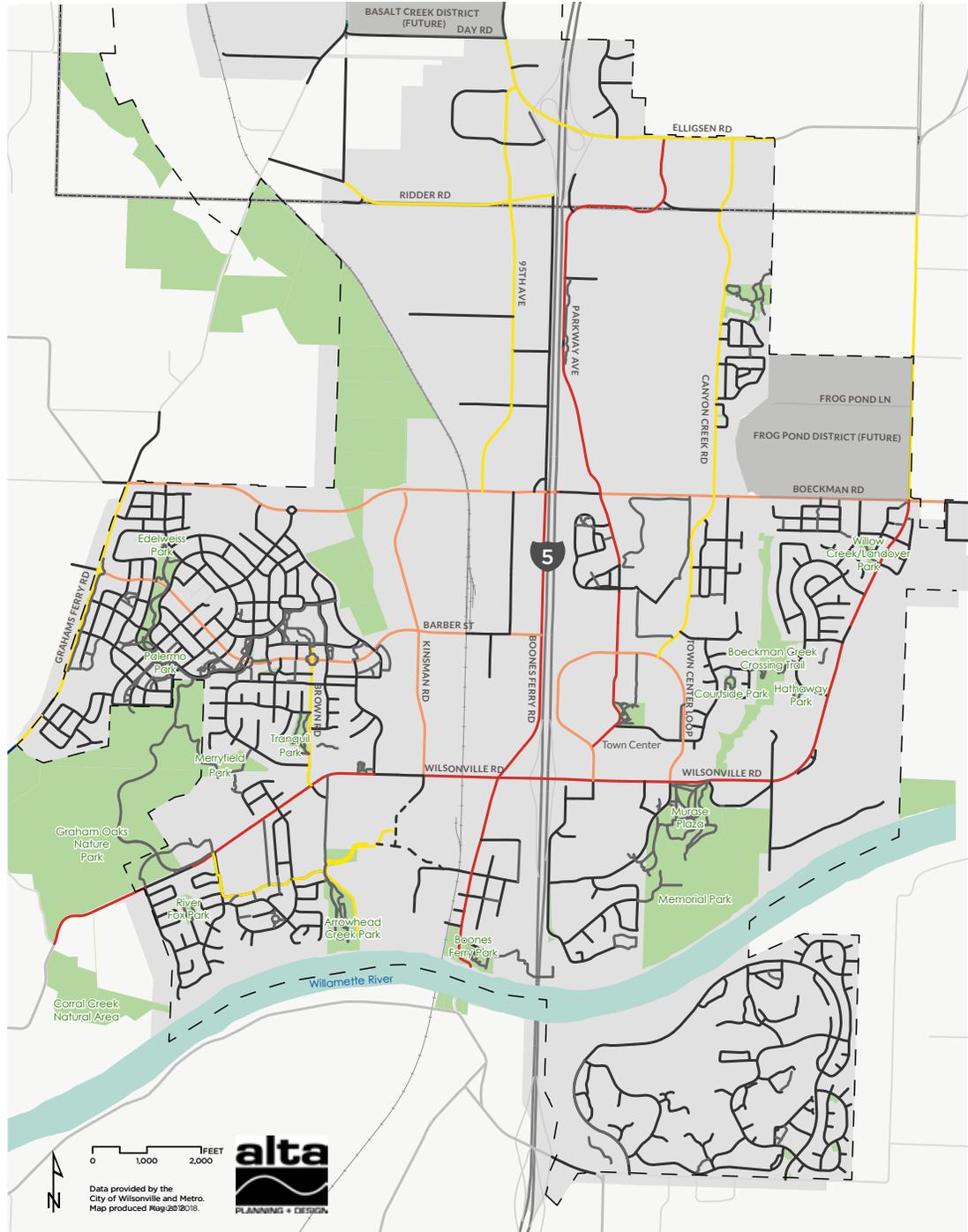
In the future, the City will incorporate wayfinding into other initiatives, such as pedestrian and cycling roadway improvement projects, streetscape facility and park development projects, and new or redevelopment projects. Wayfinding signs should be included in the City's maintenance budgets as well, so that as existing signs become outdated or in poor condition, they can be replaced.

## COST ESTIMATE BY PROJECT GROUP

Phase One	
1. All Kiosks (Recommended Demonstration Project)	\$72,000
2. I-5 Gateway Signs (Renovation Project)	\$105,000
3. Wilsonville Road	\$155,000
4. Boones Ferry Road	\$43,000
5. Parkway Ave, from Elligsen Road to Town Center Loop	\$45,000
Phase Two	
6. Boeckman Road	\$113,000
7. Town Center Loop	\$49,000
8. Barber Street	\$28,000
9. Kinsman Road	\$5,000
Phase Three	
10. Grahams Ferry Road	\$62,000
11. 95th Ave	\$9,000
12. Canyon Creek Road	\$32,000
13. Elligsen Road	\$151,000
14. Tonquin Trail	20,000
15. Memorial Park and adjacent neighborhood	\$35,000
16. Frog Pond District	\$31,000
17. Ridder Road	\$31,000
18. Charbonneau	\$45,000
19. All Park Signs (7 or as needed)	\$217,000
<b>Total</b>	<b>1,031,000</b>

Table 4. Cost by Corridor Project

### FINAL ROUTE PRIORITIZATION



Map 4 Final Route Prioritization

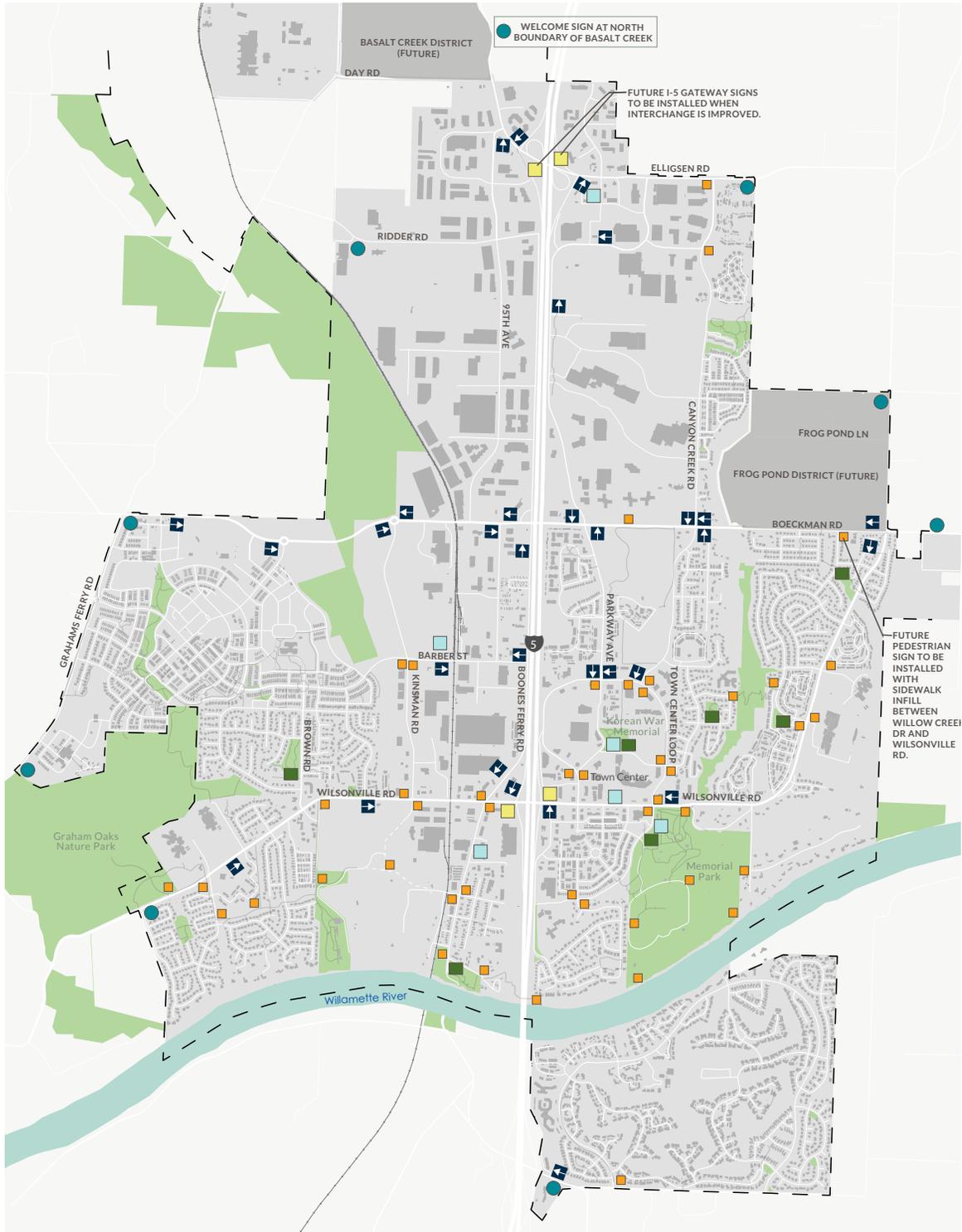
#### FINAL ROUTE PRIORITIZATION

CITY OF WILSONVILLE  
WAYFINDING PLAN

#### IMPLEMENTATION PHASES

- PHASE ONE
- PHASE TWO
- PHASE THREE
- URBAN GROWTH BOUNDARY

## OVERALL SIGN PLACEMENT



Map 5 Sign Placement

### SIGN PLACEMENT

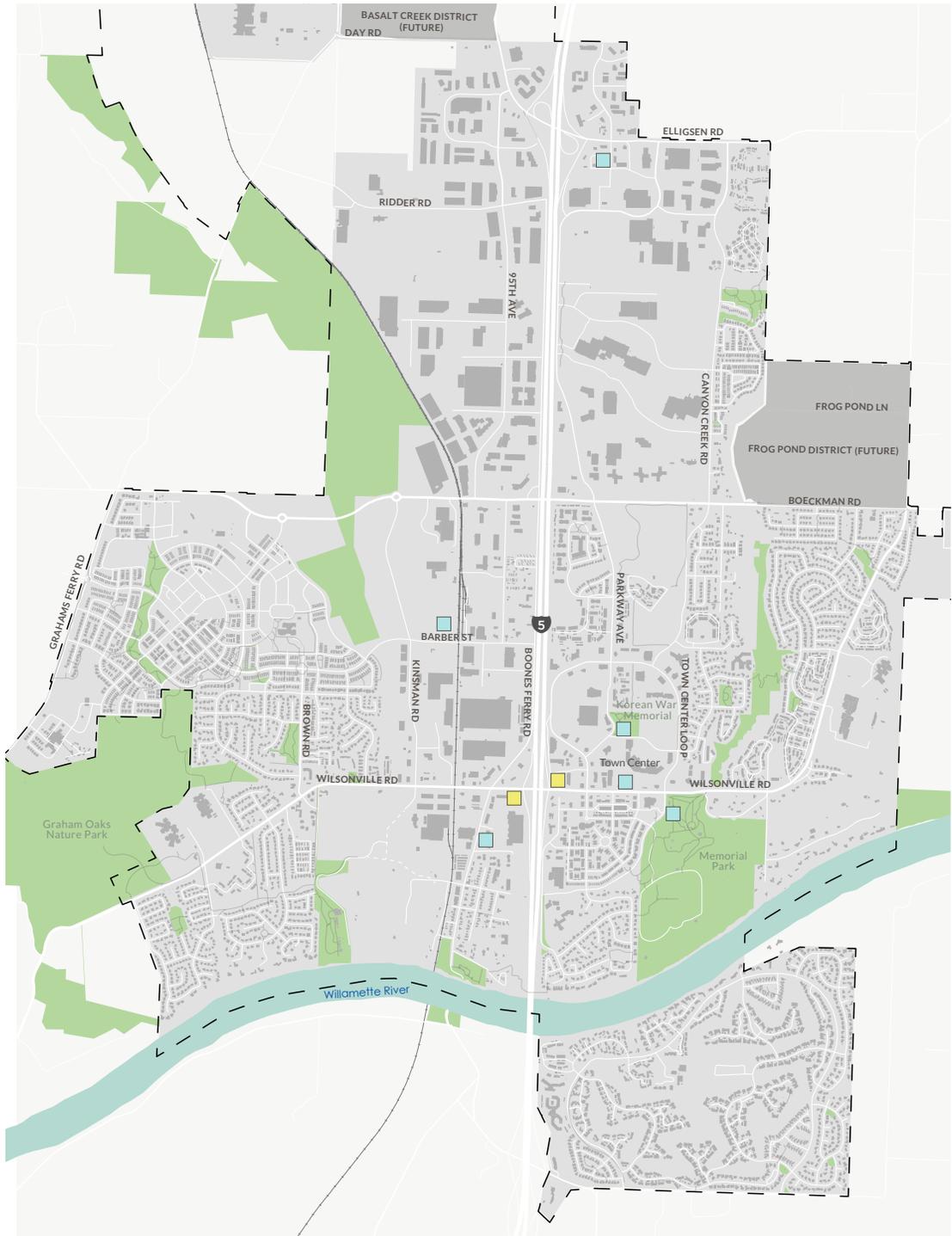
CITY OF WILSONVILLE  
WAYFINDING PLAN

### SIGN TYPES

-  VEHICULAR SIGN
-  WELCOME SIGN
-  KIOSK
-  PARK SIGN (LARGE OR SMALL)
-  I-5 GATEWAY SIGN
-  PEDESTRIAN SIGN
-  URBAN GROWTH BOUNDARY

\* ALL SIGNS SHOWN OUTSIDE CITY LIMITS TO BE PLACED IF RIGHT-OF-WAY ALLOWS.

### PHASE 1, PROJECTS 1 & 2: GATEWAY SIGNS & KIOSKS



Map 6 Phase 1, Project 1 & 2 Sign Placement

#### SIGN PLACEMENT

CITY OF WILSONVILLE  
WAYFINDING PLAN

#### SIGN TYPES

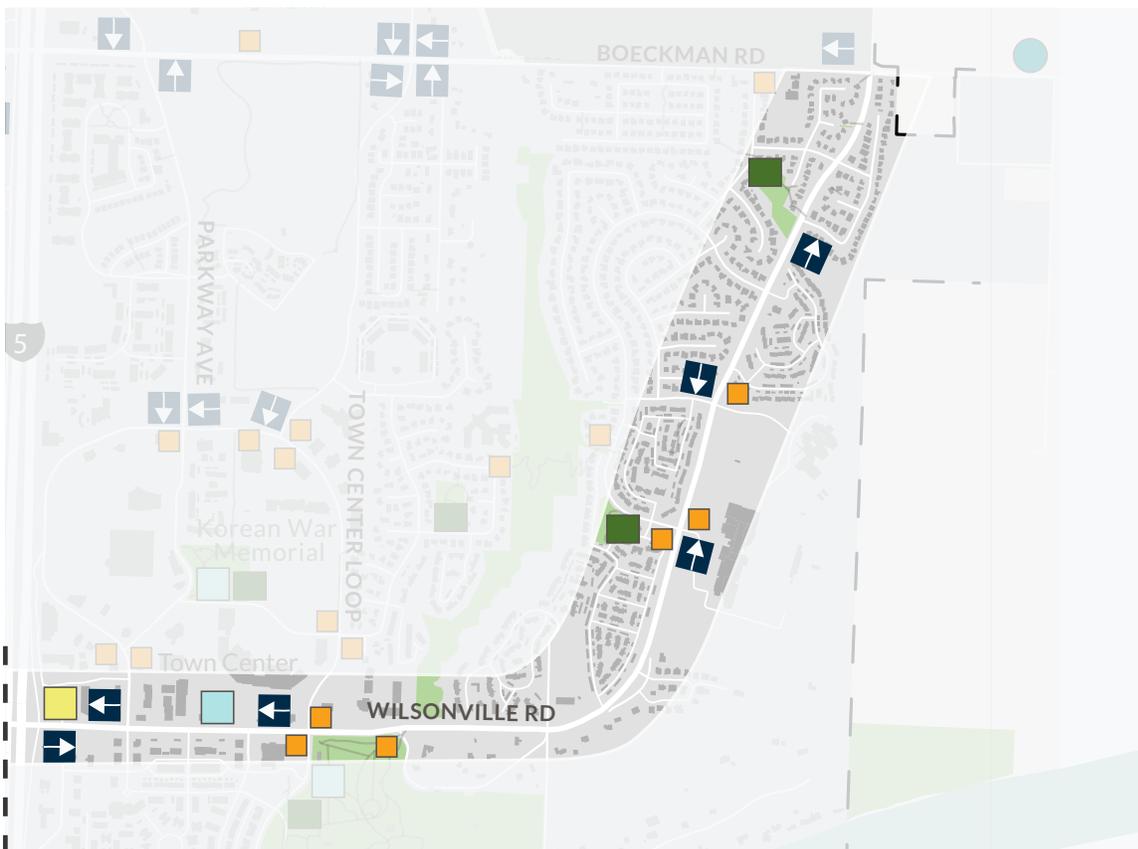
- VEHICULAR SIGN
- WELCOME SIGN
- KIOSK
- PARK SIGN (LARGE OR SMALL)
- I-5 GATEWAY SIGN
- PEDESTRIAN SIGN
- URBAN GROWTH BOUNDARY

\* ALL SIGNS SHOWN OUTSIDE CITY LIMITS TO BE PLACED IF RIGHT-OF-WAY ALLOWS.

### PROJECT 3: WILSONVILLE ROAD SIGN PLACEMENT



MATCHLINE, SEE BELOW



MATCHLINE, SEE ABOVE

Map 7 Typical Corridor Sign Placement:  
Wilsonville Road

**SIGN PLACEMENT**

CITY OF WILSONVILLE  
WAYFINDING PLAN

**SIGN TYPES**

-  VEHICULAR SIGN
-  WELCOME SIGN
-  KIOSK
-  PARK SIGN (LARGE OR SMALL)
-  I-5 GATEWAY SIGN
-  PEDESTRIAN SIGN
-  URBAN GROWTH BOUNDARY

\* ALL SIGNS SHOWN OUTSIDE CITY LIMITS TO BE PLACED IF RIGHT-OF-WAY ALLOWS.

## SIGN QUANTITIES

### PHASE 1 SIGN PLACEMENT QUANTITIES

Phase One of sign implementation includes pedestrian and vehicular signage on Wilsonville Road, Boones Ferry Road, and Parkway Avenue.

	Phase One
Kiosk	6
Pedestrian Fingerboard Sign	19
Welcome Sign	1
Vehicular Sign	13
Gateway Sign	2
Total	41

Table 5. Phase One Sign Quantities

### PHASE 2 SIGN PLACEMENT QUANTITIES

Phase Two of sign implementation includes pedestrian and vehicular signage on Boeckman Road, Town Center Loop, Barber Street, and Kinsman Road.

	Phase Two
Pedestrian Fingerboard Sign	13
Welcome Sign	1
Vehicular Sign	11
Gateway Sign	0
Total	25

Table 6. Phase Two Sign Quantities

### PHASE 3 SIGN PLACEMENT QUANTITIES

Phase Three of sign implementation includes pedestrian and vehicular signage on Grahams Ferry Road, Brown Road, 95th Avenue, Canyon Creek Road, Elligsen Road, Tonquin Trail, Memorial Park and adjacent neighborhood, Frog Pond District, Ridder Road, and Charbonneau.

	Phase Three
Pedestrian Fingerboard Sign	14
Park Sign (Large)	7
Welcome Sign	7
Vehicular Sign	7
Gateway Sign	2
Total	37

Table 7. Phase Three Sign Quantities

## COST ESTIMATE PER SIGN

	Individual Sign Cost
Kiosk	\$12,000
Pedestrian Fingerboard Sign (with decorative pole)	\$5,000
Small Park Sign	\$9,000
Large Park Sign	\$31,000
Sign Topper	\$400
Welcome Sign	\$31,000
Vehicular Sign	\$9,000
Gateway Sign	\$33,000
I-5 Gateway Sign	\$52,500

*Table 8. Individual Sign Costs. Note: Costs are based on 2019 dollars and include fabrication and installation. Costs for projects in the future should be adjusted for inflation.*



# APPENDICES

# APPENDIX A

## LIST OF FIGURES

*Fig. 1 Aerial of Wilsonville and the Willamette River*

*Fig. 2 Historic church in the Old Town District of Wilsonville.*

*Fig. 3 Wilsonville has many important destinations that draw both local residents and visitors.*

*Fig. 4 Wilsonville has numerous public parks that are important to both visitor and resident of the City.*

*Fig. 5 Wayfinding System Logic*

*Fig. 6 Signage Distance Guidance*

*Fig. 7 Typical Sign Placement*

*Fig. 8 Vehicular-Oriented Wayfinding Sign Guidance*

*Fig. 9 Multi-Use Pathway Wayfinding Sign Guidance*

*Fig. 10 Bicycle-Oriented Wayfinding Sign Guidance*

*Fig. 11 Pedestrian-Oriented Wayfinding Sign Guidance*

*Fig. 12 The City of Wilsonville provides pedestrian access to the Willamette River - one inspirational element for the sign family design.*

*Fig.13 Visual Preference Survey Results*

*Fig. 14 Design family preferred design*

*Table 1. Destination Level Categories*

*Table 2.. Destination List*

*Table 3. Evaluation Matrix*

*Table 4. Cost by Corridor Project*

*Table 5. Phase One Sign Quantities*

*Table 6. Phase Two Sign Quantities*

*Table 7. Phase Three Sign Quantities*

*Table 8. Individual Sign Costs*

*Map 1. Initial Vehicle Route Prioritization*

*Map 2. Initial Bicycle Route Prioritization*

*Map 3. Initial Pedestrian Route Prioritization*

*Map 4. Final Route Prioritization*

*Map 5. Sign Placement*

*Map 6 Phase 1, Project 1 & 2 Sign Placement*

*Map 7 Wilsonville Road Sign Placement*

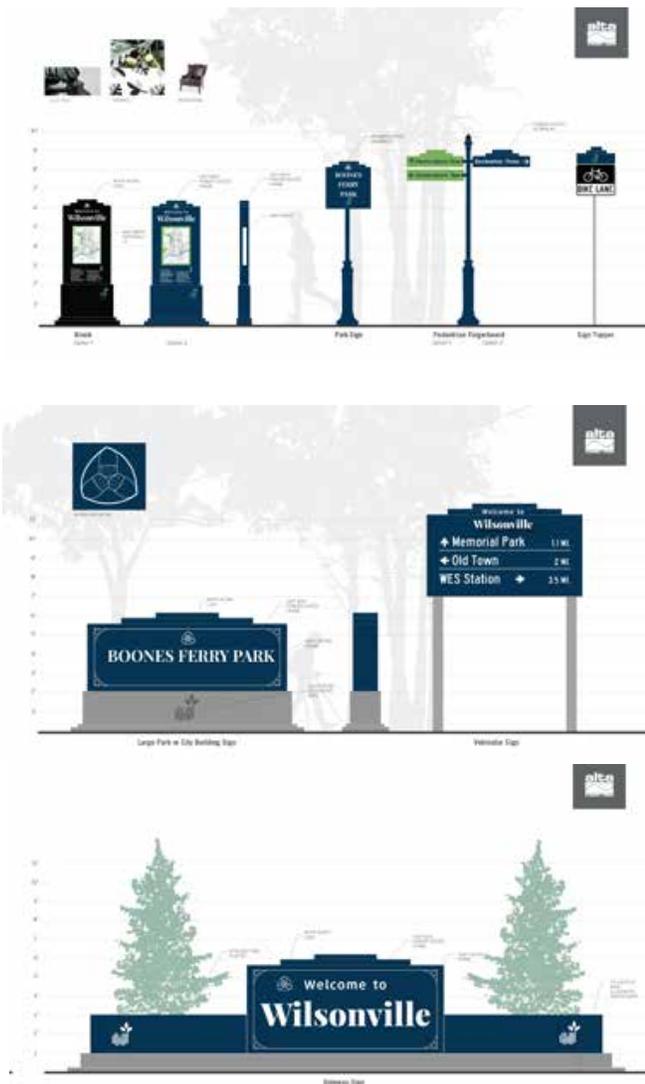
# APPENDIX B

## PRELIMINARY SIGN FAMILIES

### Concept 1: Ornate Cast Iron

Traditional, Sophisticated, Timeless, Iconic

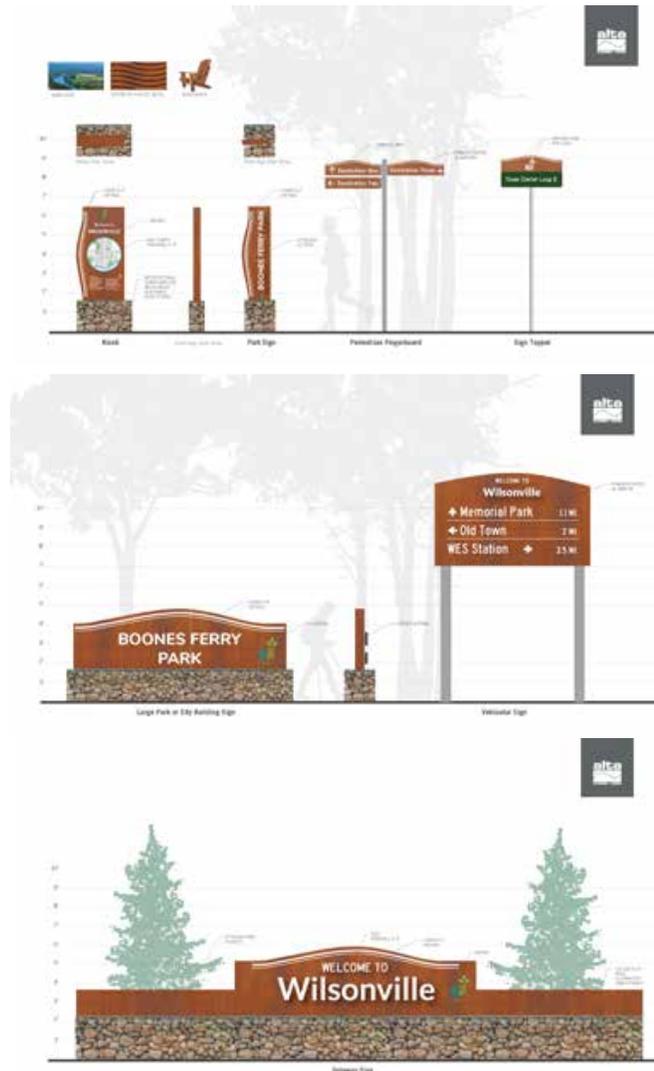
The Ornate Cast Iron concept is inspired by the architectural details in the older areas of Wilsonville. At the heart of the concept is bold navy colored cast iron that coordinates well with the City logo and brand colors. The ornate acorn logo included in this concept is a nod to the landscape of Wilsonville and the plentiful White Oak trees.



### Concept 2: Undulating Stone

Soft, Flowing, Connected

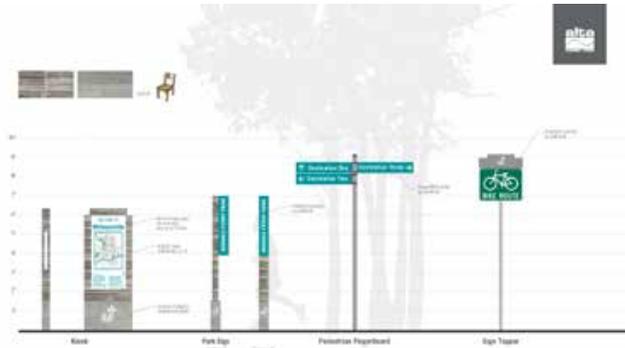
The Undulating Stone concept is inspired by the shape, form, and natural features of the Willamette River that flows through Wilsonville. At the heart of the concept are round river stones and soft curves of corten steel accented by laser cut details that allow light through. A unique feature of this concept is the use of architectural gabions that contain river stone and create sturdy bases for the signs. The warm color of the corten complements the City's branding colors.



### Concept 3: Weathered Wood

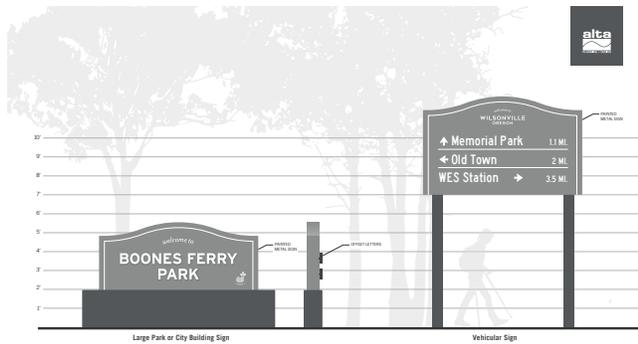
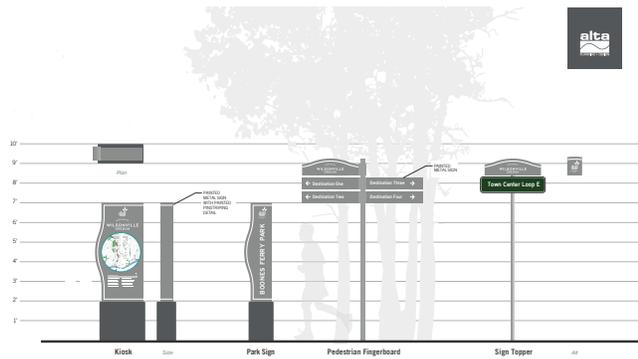
Historic, Friendly, Reflective, Fractals

The Weathered Wood concept is inspired by the rich agricultural history of Wilsonville. At the heart of the concept are weathered wood boards that echo the historic architecture of Wilsonville that can still be seen throughout town. This simple yet contemporary design is accented by rough board formed concrete. This color palette most closely aligns with the City's logo and brand colors.

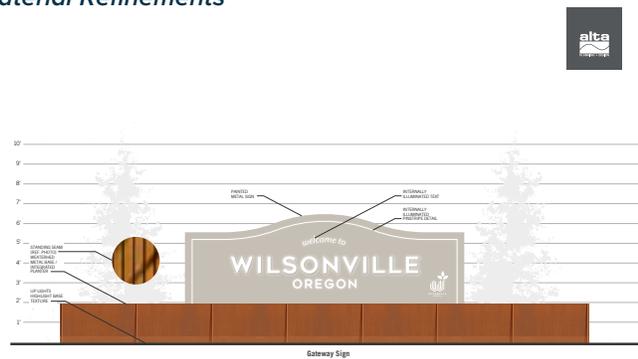


## PREFERRED DESIGN REFINEMENTS

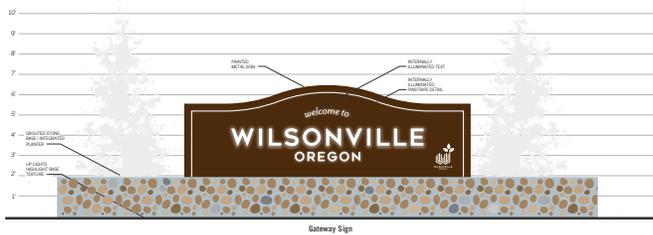
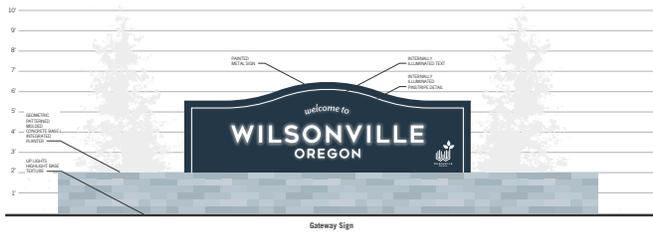
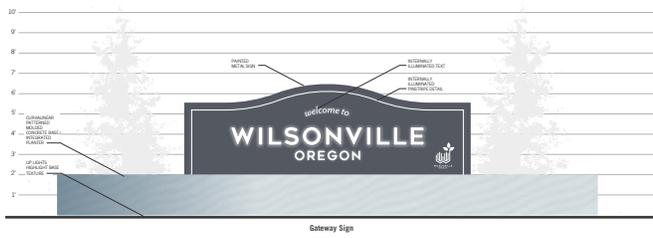
### Shape Refinements



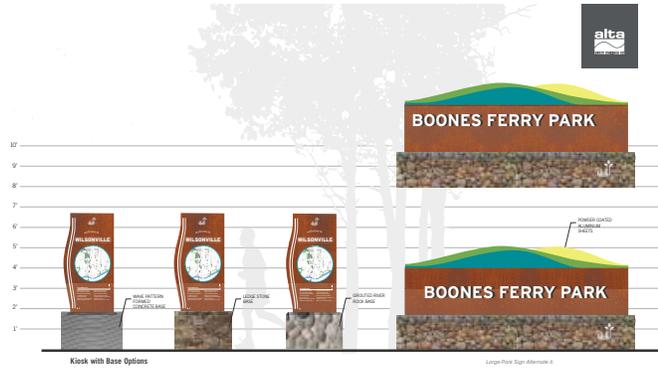
### Color & Base Material Refinements



### Color & Base Material Refinements



*Base Material & Style Refinements*



# APPENDIX C

## PUBLIC OUTREACH

### City of Wilsonville

#### SIGNAGE & WAYFINDING PROJECT FOCUS GROUP Meeting Summary

<b>DATE:</b>	<b>APRIL 18, 2018</b>
<b>LOCATION:</b>	29799 SW TOWN CENTER LOOP EAST, WILSONVILLE, OR
<b>TIME START:</b>	<b>6:00 PM</b>
	<b>TIME END: 8:05 PM</b>

#### ATTENDANCE LOG

FOCUS GROUP MEMBERS		STAFF
Councilor Charlotte Lehan	Albert Levit	Chris Neamtzu
Ben Altman	Sophia Lochner	Mark Ottenad
Mayor Tim Knapp	Kevin Ferrasci O'Malley	Tod Blankenship
Planning Commissioner Phyllis Millan	Demetra Auel	
Martin Glastra van Loon		
		<b>OTHER</b>
<i>Not in attendance: Marie Alaniz, Zaly Pantoja, Curt Kipp</i>		Mary Stewart, Alta Planning (Consultant)

#### AGENDA SUMMARY

AGENDA	ACTIONS
<b>Welcome and Introductions</b>	<p>Chris Neamtzu, Planning Director, introduced himself and the project. He mentioned that this project had been started a few years ago but was delayed due to the process of changing City logos. This project is now on the Council's objectives for this year.</p> <p>Chris introduced Mary Stewart, project manager from Alta Planning + Design, LLC. Mary showed a PowerPoint presentation that introduced the Alta Staff and she gave a little background of their company and expertise.</p>
<b>Project Orientation and Background</b>	<p>Mary introduced the project schedule. (See PP slide #3) for specific deadlines. She noted we are on Task 2: Wayfinding Signage Strategy with next tasks being Sign Design and Specifications, and Wayfinding Sign Demonstration Project review and implementation.</p> <p>Chris added that there is money in the budget to build some of the new signs as a part of this project. Thereafter, the plan is to request budget funding for new signs as needed.</p>
<b>Best Practices Presentation</b>	<p>Wayfinding Principles: (see slide)</p> <ol style="list-style-type: none"> <li>1. Connect People to Places</li> <li>2. Maintain Motion</li> <li>3. Be Predictable: color coded signs,</li> <li>4. Keep information Simple: clear and simple text, limit character numbers,</li> </ol> <p>Wayfinding Elements:</p> <ul style="list-style-type: none"> <li>• Some elements are governed by Federal Government: fonts, colors, size, etc.</li> <li>• Fundamental: Navigational signs for people driving and biking</li> </ul>

	<ul style="list-style-type: none"> <li>• Enhanced Navigational Elements: neighborhood gateway signs, pedestrian wayfinding, kiosk, pavement marking on trails,</li> <li>• Sign Placement and sign codes with a same legend</li> <li>• Color: Fed agency dictates colors of particular signs that are used already for specific signs (red/stop sign) that we cannot use for wayfinding signs; there are only a few specific pantone colors we can't use</li> <li>• ODOT Requirements for Fonts of signs (within ODOT right-of-way, or if funded with State or Federal dollars)</li> </ul>
<p><b>Visual Identity Exercise &amp; Discussion</b></p>	<p>Mary handed out an exercise work booklet. She asked the group to read through the handout and offer suggestions that she would write down ideas on the flip charts as the back of the room.</p> <p><b>INTENDED AUDIENCE:</b></p> <p>Mary asked for feedback as to which of the three Intended Priorities (below) would be priorities for Wilsonville Citizens</p> <ul style="list-style-type: none"> <li>• Kids and Families – 1 vote (see note at end of this section)</li> <li>• People with Limited Mobility – 1 vote</li> <li>• Commuters – 8 votes</li> <li>• Light or Moderate Exercisers -</li> <li>• Serious Athletes -</li> <li>• Out of Town Visitors – 10 votes</li> <li>• Motorists – 3 votes</li> </ul> <p>Based on the preferences noted, Mary surmised that there might not need to be large vehicular directional signs around the city (it wasn't a preference).</p> <p>Mayor Knapp said that he has heard various conversations over the past years that have said that people who come to Wilsonville really don't know where to go and what is here once they arrive.</p> <p>Mary believes that we should group the "Commuters" "Out of Town Visitors" and "Motorists" into one group. This will eliminate the issue of trying to determine the specific definition of each of these categories.</p> <p>Al believes that if you have good signage, it doesn't matter what category you are in. It will make your journey more precise and less traffic could result.</p> <p>Mark said that Wilsonville has a unique characteristic as we have approximately the same number of residents as we have in commuters here for work. He said Wilsonville has almost every one of the categories noted above which would make it difficult then to serve all.</p> <p>Martin interjected that he is very seldom lost since he has a smart phone. He asked how that plays into the need for wayfinding.</p> <p>Mary asked that with the discussion, does the group want to conduct a revote of those key groups noted above?</p> <p>Charlotte said that there needs to be another category – the "unattached children" group. This is the kids that are traveling alone and may be walking, biking or may have parents dropping off and picking up (more traffic). We need to consider this subset which requires safe routes that kids can travel on their own.</p>

Mary said that it might be good when we form our vision and goals to ensure that we prioritize signing the safest routes for all ages, all abilities, all languages, vulnerabilities.

Ben said he would like to see a safe, efficient route. He said he has traveled to other towns and they have signs for the street you're traveling on and for cross streets.

Mary said that the public street signs are not really part of this project as that would be covered by the public works and could be addressed through revisions to City code.

#### **ENVIRONMENT:**

Mary asked what type of town citizens feel that Wilsonville is?

- Busy/Urban
- **Small Town – most votes**
- Suburban – 2<sup>nd</sup> most votes
- Rural
- Wilderness
- Other

Phyllis chimed in and said we used to see ourselves as a small town. Things have changed and it really isn't rural but the town itself is suburban.

Kevin said he doesn't think that the wayfinding signs would be affected by what type of town we are defined as.

Al said that some people drive the routes they do because of routine. The wayfinding signage could help them see that there is a more efficient route. Al believes that there should be signage to and around the industrial area as there are business visitors that stay in our hotels and don't know where to go in town.

Mark brought up that because Wilsonville is constantly changing, Chris' job of wayfinding may never be done. There needs to be wayfinding to the tech center area of town – we need to devise a name for the area.

Mayor Knapp asked to circle back on the environment definition of Wilsonville. Are we to define Wilsonville based on what we want it to be, what it is based on what we know it isn't? Mary asked for a revote. A nearly unanimous revote shows Wilsonville is a **small town**.

#### **TPOLOGY:**

Mary asked "If Wilsonville was a chair, what type of chair would it be?"

Mary said everyone gets three (3) votes – which is their favorite chair depicting Wilsonville?

- Creative/Funky -
- **Rustic - 3**
- **Comfort -4**
- Retro -
- Utility -
- **Traditional - 3**

- Elegant -
- Modern
- Other -
  - Folding Chair - 2
  - Chase lounge - 1
  - **Adirondack - 5**
  - Office chair - 2

Census was somewhere between a rustic, traditional, Adirondack chair.

**PATTERN:**

Which patterns resonate with the vision/character of Wilsonville? Mary asked for the group to vote on their three top choices.

- **Organic - 10**
- Grid
- Deco - 4
- Angular
- Retro
- Dots - 1
- Optical Art
- **Soft Curves - 8**
- Other -
  - Flowing - 6
  - Fractals 4

**COLORS:**

Mary asked if the group could vote on the color palettes with the vision/character of the wayfinding system for Wilsonville. Mary clarified that these colors would be the sign background. Each person gets three votes.

- Primary
- Bright - 2
- **Light - 6**
- **Muted - 10**
- **Natural - 8**
- Dark - 4
- Monochrome -2
- Neutral -1
- Other
  - Green - 1

Kevin asked if the logos and colors therein will be changing if we were to coordinate colors with the City's logo. The mayor said the City's newest logo is here to stay.

Mary confirmed that the light, muted and dark would complement the color of the City's logo colors.

**FONTS/TYPOGRAPHY:**

What fonts or type treatments are appropriate to this community? Mary asked the group to vote for their top three.

Mayor Knapp said he doesn't see a font that depicts the "historic/antique" or small town feel that was described as the town's earlier description.

- Sign Standard
- Modern Sans Serif - 3
- **Rounded - 5**
- Linear/condensed - 3
- **Traditional Serif - 5**
- Slab Serif - 1
- Block/angular
- Script/Artistic
- Other
  - **Historic/Antique - 4**

Charlotte asked if we should consider the font choices if they are upper/lower case and not all capitalized. Mary asked if people want **upper/lower case** or all caps.

#### THEMES:

Should the signs portray:

- Energetic
- Trendy
- Bold
- **Friendly - 7**
- Inviting - 1
- Fun
- Sophisticated
- Peaceful
- Enduring
- Simple - 4
- Safe
- Adventurous
- Reflective
- Healthy - 3
- Connected - 4
- Organic - 3
- Relaxed
- Timeless
- **Historic - 7**
- Ornate
- Direct
- Accessible - 1

#### MATERIAL SELECTION:

Are there building materials that are especially representative in the area or are meaningful to the community? Vote for **all that apply** for this category.

- Stone
  - Rough - 1
  - Polished - 0
- Concrete
  - Rough - 3

	<ul style="list-style-type: none"> <li>○ Polished - 3</li> <li>• Metal             <ul style="list-style-type: none"> <li>○ Brushed - 3</li> <li>○ Polished - 0</li> </ul> </li> <li>• Painted Metal             <ul style="list-style-type: none"> <li>○ Plain - 3</li> <li>○ Filigree - 0</li> </ul> </li> <li>• <b>Weathered Metal</b> <ul style="list-style-type: none"> <li>○ <b>Plain - 5</b></li> <li>○ Perforated - 0</li> </ul> </li> <li>• <b>Wood</b> <ul style="list-style-type: none"> <li>○ <b>Rough - 6</b></li> <li>○ Polished - 0</li> </ul> </li> <li>• Brick - 3</li> <li>• Plastic / Acrylic - 0</li> <li>• Other             <ul style="list-style-type: none"> <li>○ <b>Cast Metals (iron/aluminum) - 7</b></li> <li>○ <b>River Stone - 6</b></li> <li>○ Basalt - 4</li> </ul> </li> </ul> <p>Mayor Knapp said the “historic” feel of a town lends itself to cast elements. He would like that category of material added to the above choices.</p> <p>Kevin said that brick is used a lot in the area – maybe too much. He asked whether the brick use would be able to be updated in the future easily enough. Kevin said one of our larger employers offers stone with a brick look and would that be easier?</p> <p>Al asked if you can carve brick. Mary said she wasn’t sure and hadn’t seen that. Al said that a sandblasted brick sign on Boones Ferry Road looks nice and might be a likely option.</p>
<p><b>Mental Mapping Exercise &amp; Discussion</b></p>	<p>Mary asked the group to think about their favorite destination in Wilsonville (see list below). Do we want to point out other regional destinations and if so, how far do we go until we stop?</p> <ul style="list-style-type: none"> <li>• Graham Oaks</li> <li>• Chamber of Commerce</li> <li>• World of Speed</li> <li>• Memorial - Murasse Park</li> <li>• The library</li> <li>• Wilsonville High School</li> <li>• Transit Center</li> <li>• Charbonneau Boat Ramp</li> <li>• Oregon Institute of Technology</li> <li>• Charbonneau Golf Course</li> <li>• The Villebois Parks</li> <li>• Langdon Farms Golf Club</li> <li>• The splash parks</li> <li>• Community Center</li> <li>• City Hall</li> <li>• Korean War Memorial</li> </ul> <p>Mary said a regional park sign but within the park we could have a kiosk that depicts the various park amenities.</p>

<b>Destination Selection and Programming</b>	Level 1 Destinations: Districts and Neighborhoods – City Centers, districts, neighborhoods Level 2 Destinations: Landmarks - transit stations, tourist venues, regional parks, open spaces Level 3 Destinations: Local Destinations – parks, Library, schools, shopping center (no specific businesses – would be the shopping center)
<b>Next Steps and Adjourn</b>	Public Open House (to share concept alternatives)  Possible dates: June 26 or 27 or July 10 or 12

Scribes: Tami Bergeron

## PUBLIC OUTREACH - OPEN HOUSE & ONLINE SURVEY

On June 26, 2018 an open house was held at City Hall to gather public input on the three sign family concepts, route prioritization, and priority destinations. The three design options were presented to the group, then the public had an opportunity to speak and write their preference for the designs.

Similar to the feedback received from the online survey that was available to the public in July 2018 (Appendix C), there was a general preference for Concept 2: Undulating Stone. Specific feedback ranged from providing alternate base materials to experimenting with details and colors. The feedback from the public and focus group directly influenced the final design concept.





## WILSONVILLE SIGNAGE & WAYFINDING PROJECT SURVEY

### About the Wayfinding Project

---

Thank you for interest and participation in the Wilsonville Signage & Wayfinding project to develop unified directional signage, informational kiosks, and monument signs.

This survey is your opportunity to provide input on a number of wayfinding design concepts. The concepts were developed from feedback received during a kick off meeting and visual preferences workshop with the Wilsonville Wayfinding Stakeholder Group. The City's goal is to develop a family friendly wayfinding system that provides logical and safe connections between key destinations and commercial districts.

Your feedback on elements like themes, shapes, colors, and materials will help us incorporate the preferred elements from each option into the final wayfinding sign designs.

We estimate the survey will take approximately 10 minutes to complete.

[Click here for more information.](#)



## WILSONVILLE SIGNAGE & WAYFINDING PROJECT SURVEY

### The Three Design Concepts

---

The design team has developed three concepts. Each design concept has a certain look and feel—with a specific theme, inspiration, shape, colors, and building materials. Below you'll find some information about the basic elements of each concept, which would be incorporated into map kiosks, building or directional signage, or monument signs in Wilsonville.

On the next pages, we'll ask you questions about the specific design elements.

#### Three Design Concepts:

**1: The Ornate Cast Iron** concept is inspired by the architectural details in the older areas of Wilsonville. At the heart of the concept is bold navy colored cast iron that coordinates well with the City logo and brand colors. The ornate acorn logo included in this concept is a nod to the landscape of Wilsonville and the plentiful Oregon White Oak trees.



PALETTE



MATERIAL: CAST IRON



ACORN LOGO



**2: The Undulating Stone** concept is inspired by the shape, form, and natural features of the Willamette River that flows through Wilsonville. At the heart of the concept are round river stones and soft curves of corten steel accented by laser cut details that allow light through. A unique feature of this concept is the use of Architectural Gabions that contain river stone and create sturdy bases for the signs. The warm color of the corten complements the City’s branding colors.



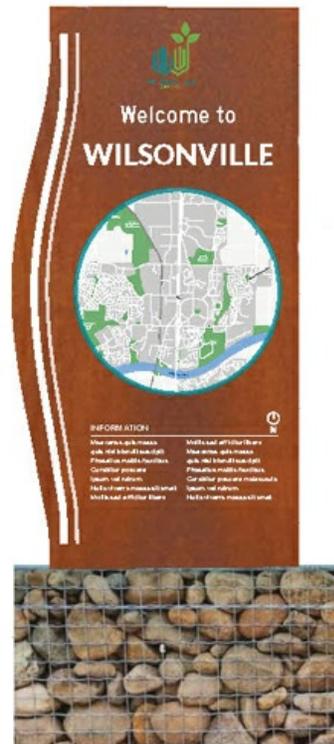
PALETTE



MATERIAL: RIVER ROCK



CORTEN STEEL



**3:** The **Weathered Wood** concept is inspired by the rich agricultural history of Wilsonville. At the heart of the concept are weathered wood boards that echo the historic architecture of Wilsonville that can still be seen throughout town. This simple yet contemporary design is accented by rough board formed concrete. This color palette most closely aligns with the City's logo and brand colors.



PALETTE



MATERIAL: WEATHERED WOOD



FORMED CONCRETE



[Click here for a PDF of all Design Concepts](#) (Opens in separate window.)



## WILSONVILLE SIGNAGE & WAYFINDING PROJECT SURVEY

### What Design Elements Do You Like?

---

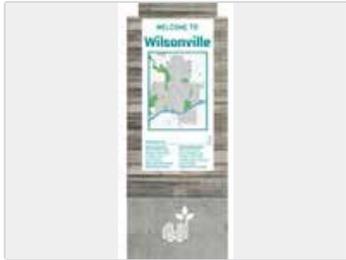
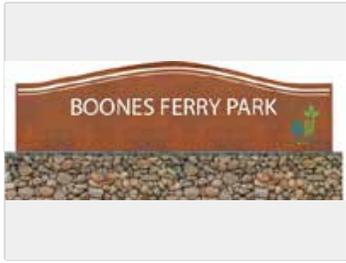
The final sign family design will likely incorporate elements of other concepts. The design team wants your input on basic design elements to incorporate into final design.

#### 1. Which themes do you like as a guiding principle for sign design? (select as many as you like)

- 1: "ORNATE CAST IRON" theme - Traditional, Sophisticated, Timeless, Iconic
- 2: "UNDULATING STONE" theme - Soft, Flowing, Connected
- 3: "WEATHERED WOOD" theme - Historic, Friendly, Reflective

#### 2. Which sign shapes do you like? (select as many as you like)

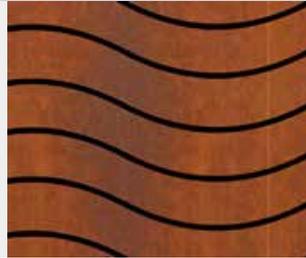




**3. What type of building material do you like? (select as many as you like)**



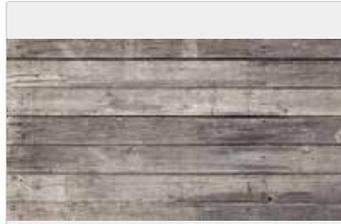
**River Stone**



**Corten Steel**



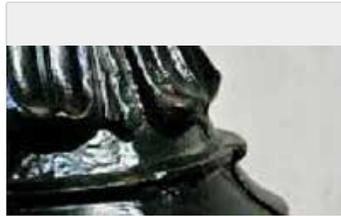
**Architectural Formed Concrete**



**Weathered Wood**



**Board Formed Concrete**



**Cast Iron**

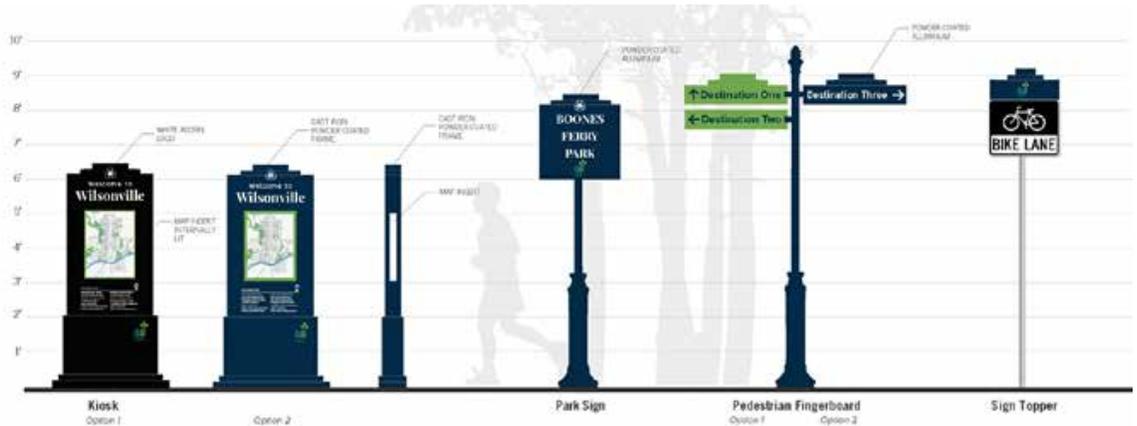


## WILSONVILLE SIGNAGE & WAYFINDING PROJECT SURVEY

### Concept 1: ORNATE CAST IRON

The Ornate Cast Iron concept is inspired by the architectural details in the older areas of Wilsonville. At the heart of the concept is bold navy colored cast iron that coordinates well with the City logo and brand colors. The ornate acorn logo included in this concept is a nod to the landscape of Wilsonville and the plentiful Oregon White Oak trees.

The signs, kiosks, and monuments using this design concept would look like:



The image displays three sign design options with their respective dimensions and materials:

- Large Park or City Building Sign:** A large, dark blue sign with a white border and the text "BOONES FERRY PARK". It features a white acrylic logo on top and a silver metal frame. Dimensions range from 1' to 11'.
- Vehicular Sign:** A tall, dark blue sign with a white border and the text "Welcome to Wilsonville". It includes directional information: "Memorial Park 1.1 MI.", "Old Town 2 MI.", and "WES Station 3.5 MI.". It has a silver metal frame and a white acrylic logo on top. Dimensions range from 1' to 11'.
- Gateway Sign:** A wide, low-profile sign with a dark blue background and a white border. It features the text "Welcome to Wilsonville" and a white acrylic logo on top. It is flanked by two green trees. Dimensions range from 1' to 11'.

4. We show two color options on the kiosk that could be used for the entire sign family. Which sign color do you prefer?

Option 1 - Standard Black

Option 2 - Wilsonville Navy

5. Which pedestrian fingerboard color do you prefer?



6. What do you specifically like about this option (e.g. color, shape, font, materials)?

7. What would you change?

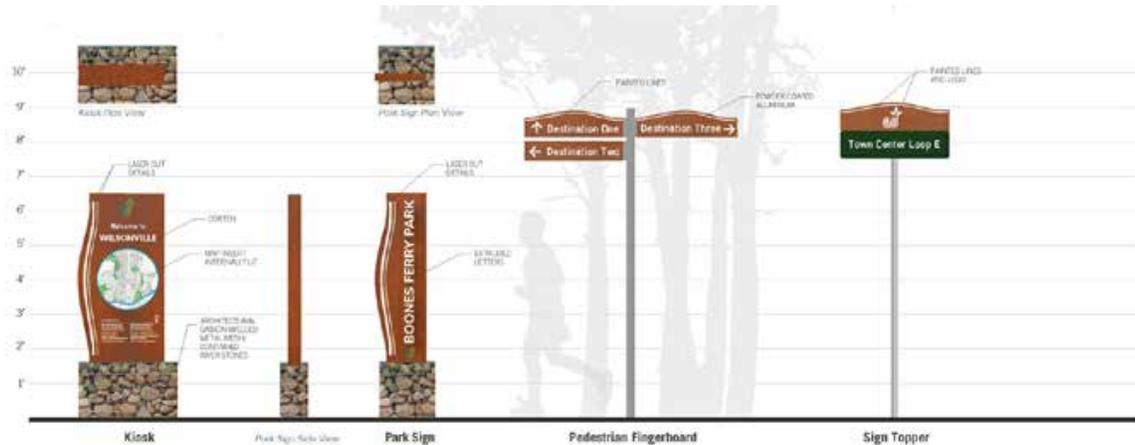


## WILSONVILLE SIGNAGE & WAYFINDING PROJECT SURVEY

### Concept 2: UNDULATING STONE

The **Undulating Stone** concept is inspired by the shape, form, and natural features of the Willamette River that flows through Wilsonville. At the heart of the concept are round river stones and soft curves of corten steel accented by laser cut details that allow light through. A unique feature of this concept is the use of Architectural Gabions that contain river stone and create sturdy bases for the signs. The warm color of the corten complements the City’s branding colors.

The signs, kiosks, and monuments using this design concept would look like:





8. The vehicular sign has a simpler curve than the other signs. do you prefer the vehicular sign curve to the other signs?



Yes, I prefer the simple curve



No, I prefer the other signs.

**9. What do you specifically like about this option (e.g. color, shape, font, materials)?**

**10. What would you change?**

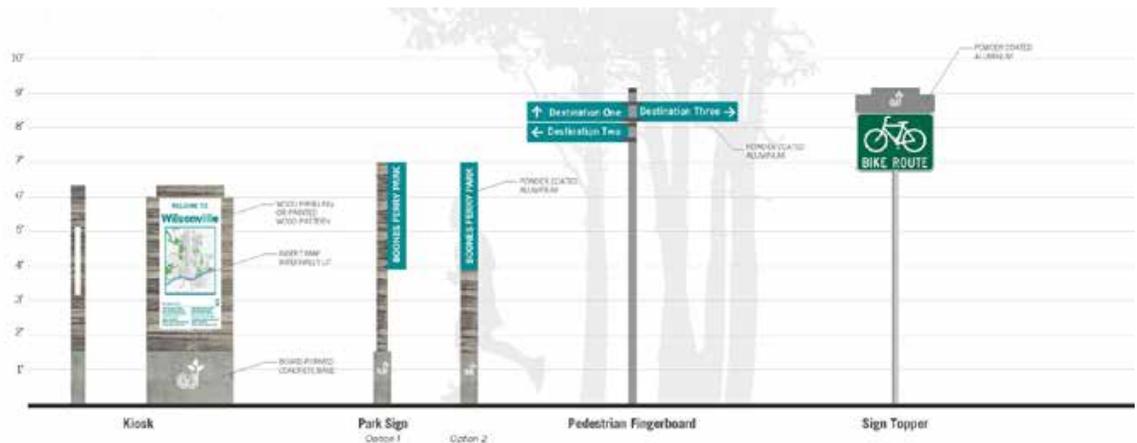


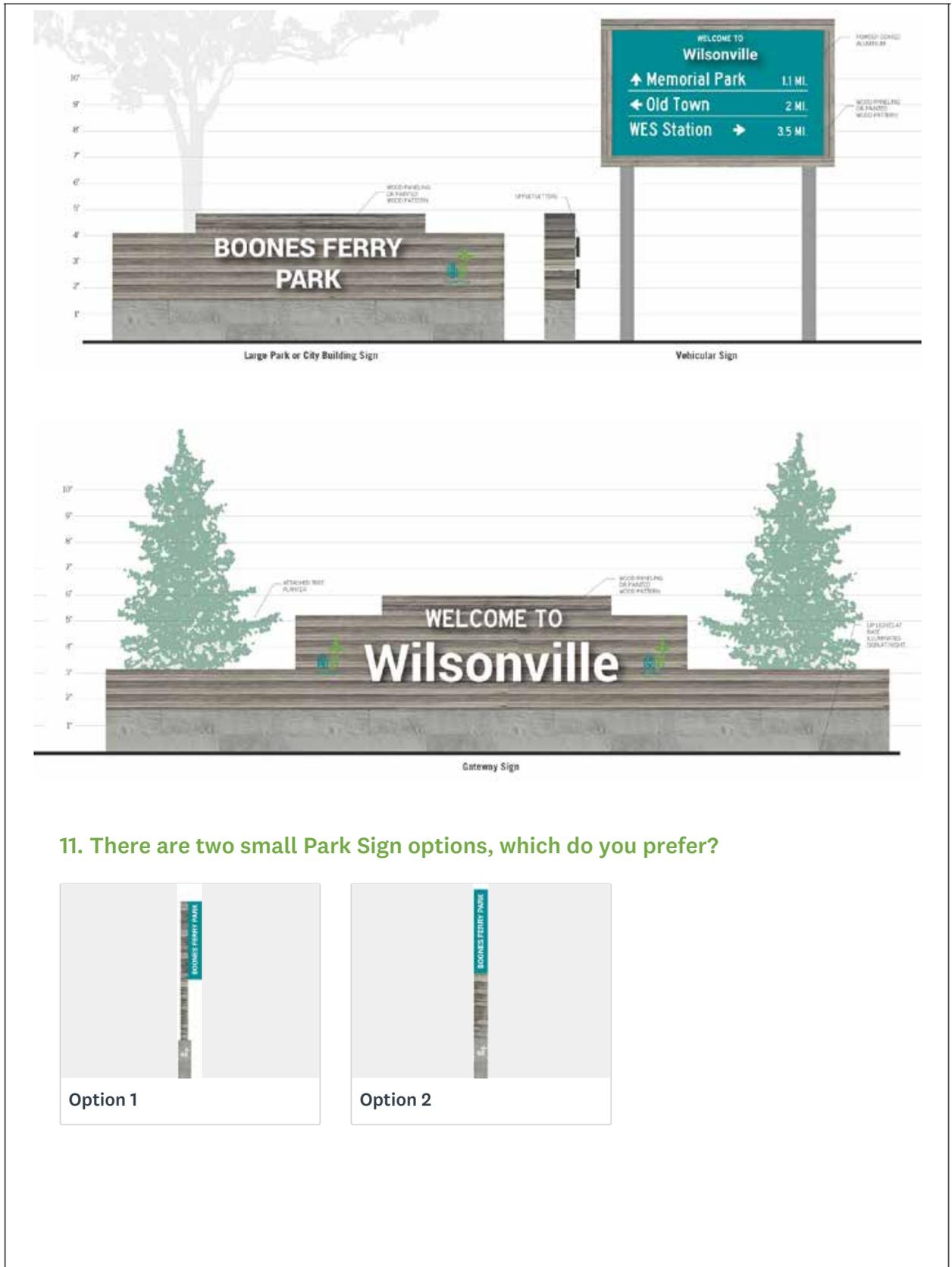
## WILSONVILLE SIGNAGE & WAYFINDING PROJECT SURVEY

### Concept 3: WEATHERED WOOD

The Weathered Wood concept is inspired by the rich agricultural history of Wilsonville. At the heart of the concept are weathered wood boards that echo the historic architecture of Wilsonville that can still be seen throughout town. This simple yet contemporary design is accented by rough board formed concrete. This color palette most closely aligns with the City’s logo and brand colors.

The signs, kiosks, and monuments using this design concept would look like:





12. The sign colors for this family could be either cyan with white text or white with cyan text, which do you prefer?



13. What do you specifically like about this option (e.g. color, shape, font, materials)?

14. What would you change?



## WILSONVILLE SIGNAGE & WAYFINDING PROJECT SURVEY

### General Questions about Sign Families

---

**15. Do you think we should include lighting on the Building or Monument signs or Map Kiosk? (select all that apply)**

- Yes, include lighting on the Monument Sign
- Yes, include lighting on the Building Sign
- Yes, include lighting on the Map Kiosk
- Do not include any lighting



## WILSONVILLE SIGNAGE & WAYFINDING PROJECT SURVEY

### Tell us About You

---

Thank you for your interest in the Wilsonville Wayfinding project. Your input will help guide the design team in development of the preferred wayfinding sign style and the first priority routes to be implemented.

#### Demographic Information (Optional)

These next questions help us know if we are hearing from people across all races/ethnicities, ages and income levels on these important decisions.

#### 16. Mailing List (Optional)

Provide the following optional contact information if you would like to be added to the project mailing list.

Name	<input type="text"/>
Company	<input type="text"/>
Email Address	<input type="text"/>

#### 17. What is your Age?

- 18 to 24
- 25 to 34
- 35 to 44
- 45 to 54
- 55 to 64
- 65 to 74
- 75 or older

**18. When asked to identify your racial or ethnic identity, how do you identify?  
(Pick all that apply.)**

- American Indian/Native American or Alaskan Native
- Asian or Asian American
- Pacific Islander
- Black or African American
- Hispanic, Latino or Spanish origin
- White / Caucasian
- Multiple ethnicity / Other (please specify)

**19. Which of the following best represents the annual income of your household  
before taxes?**

- Less than \$10,000
- \$10,000-\$19,999
- \$20,000-\$29,999
- \$30,000-\$49,999
- \$50,000-\$74,999
- \$75,000-\$99,999
- \$100,000-\$149,999
- \$150,000 or more
- Don't know / Prefer not to answer

**20. Do you live with a disability? (Check all that apply.)**

- Hearing Difficulty (deaf or having serious difficulty hearing)
- Vision Difficulty (blind or having serious difficulty seeing, even when wearing glasses)
- Cognitive Difficulty (because of a physical, mental or emotional problem, having difficulty remembering, concentrating or making decisions)
- Ambulatory Difficulty (having serious difficulty walking or climbing stairs)
- Self-care Difficulty (having difficulty bathing or dressing)
- Independent Living Difficulty (because of a physical, mental or emotional problem, having difficulty doing errands alone)
- No or not applicable / Prefer not to answer



## WILSONVILLE SIGNAGE & WAYFINDING PROJECT SURVEY

### Stay Involved!

---

If you'd like to stay involved in this project or receive other project updates, sign up for the City newsletter.

**21. Enter email address:**

**22. How did hear about this project?**

## **CITY COUNCIL ROLLING SCHEDULE**

### **Board and Commission Meetings 2019**

**Items known as of 02/26/19**

#### **March**

<b>DATE</b>	<b>DAY</b>	<b>TIME</b>	<b>EVENT</b>	<b>LOCATION</b>
3/11	Monday	6:30 p.m.	DRB Panel A - <b>CANCELLED</b>	Council Chambers
3/13	Wednesday	6:00 p.m.	Planning Commission	Council Chambers
3/13	Wednesday	6:00 p.m.	Budget Committee	Willamette 1 & 2
3/18	Monday	7:00 p.m.	City Council Meeting	Council Chambers
3/19	Tuesday	6:00 p.m.	Community Enhancement Committee	Willamette 1 & 2
3/25	Monday	6:30 p.m.	DRB Panel B	Council Chambers

#### **April**

<b>DATE</b>	<b>DAY</b>	<b>TIME</b>	<b>EVENT</b>	<b>LOCATION</b>
4/1	Monday	7:00 p.m.	City Council Meeting	Council Chambers
4/8	Monday	6:30 p.m.	DRB Panel A	Council Chambers
4/10	Wednesday	6:00 p.m.	Planning Commission	Council Chambers
4/11	Thursday	6:00 p.m.	Parks and Recreation Advisory Board	Council Chambers
4/15	Monday	7:00 p.m.	City Council Meeting	Council Chambers
4/22	Monday	6:30 p.m.	DRB Panel B	Council Chambers

#### **Community Events:**

- 3/13** Town Center Plan Showcase at Wilsonville City Hall, 5:00 p.m. – 6:00 p.m.
- 3/15** Teen Advisory Board (TAB) at Wilsonville Library, 4:30 p.m.
- 3/15** Teen After Hours Event at Wilsonville Library, 6:30 p.m.
- 3/21** Citizens Academy at Wilsonville City Hall, 6:00 p.m.
- 3/26** History Pub at Wilsonville McMenamins' Old Church, 6:30 p.m. - 8:00 p.m.
- 4/4** Community Garden Sign Up Day at Parks and Recreation Admin Building, 8:00 a.m.
- 4/5** First Friday Films at Wilsonville Library, 6:00 p.m. – 8:00 p.m.
- 4/11** Citizens Academy at Wilsonville City Hall, 6:00 p.m.
- 4/26** Willamette Cable Tree Dedication at the River Shelter and Dock at Memorial Park, 2:00 p.m.
- 4/30** History Pub at Wilsonville McMenamins' Old Church, 6:30 p.m. - 8:00 p.m.

All dates and times are tentative; check the City's online calendar for schedule changes at [www.ci.wilsonville.or.us](http://www.ci.wilsonville.or.us).



**CITY COUNCIL MEETING  
STAFF REPORT**

<b>Meeting Date:</b> March 4, 2019		<b>Subject: Resolution No. 2726</b> Amending the Wilsonville – Washington County Urban Planning Area Agreement (UPAA).  <b>Staff Members:</b> Miranda Bateschell, Planning Director  <b>Department:</b> Community Development Department	
<b>Action Required</b>		<b>Advisory Board/Commission Recommendation</b>	
<input checked="" type="checkbox"/> Motion <input type="checkbox"/> Public Hearing Date: <input type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date: <input type="checkbox"/> Ordinance 2 <sup>nd</sup> Reading Date: <input checked="" type="checkbox"/> Resolution <input type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input checked="" type="checkbox"/> Consent Agenda		<input type="checkbox"/> Approval <input type="checkbox"/> Denial <input type="checkbox"/> None Forwarded <input checked="" type="checkbox"/> Not Applicable  <b>Comments:</b> N/A	
<b>Staff Recommendation:</b> Staff recommends that Council adopt the Consent Agenda.			
<b>Recommended Language for Motion:</b> I move to approve the Consent Agenda.			
<b>Project / Issue Relates To:</b>			
<input checked="" type="checkbox"/> Council Goals/Priorities: Basalt Creek Concept Plan		<input type="checkbox"/> Adopted Master Plan(s)	<input type="checkbox"/> Not Applicable

**ISSUE BEFORE COUNCIL:**

Council will consider amendments to the Washington County Urban Planning Area Agreement (UPAA).

**EXECUTIVE SUMMARY:**

An UPAA is an agreement between a City and a County that sets out responsibilities of each party within an Urban Planning Area. An Urban Planning Area is typically an unincorporated area of a County that is next to a City limit and within an Urban Growth Boundary or next to it. An UPAA is based on the idea that future urban development of properties located within the Urban Planning Area should occur within a City, through future annexation of property, but that until that time a City and a County have a mutual interest in how and when that process happens. The City of Wilsonville and Washington County have an existing UPAA, which was last updated in 2007 following the Coffee Creek Master Plan. The existing Urban Planning Area boundary identified in the 2007 UPAA does not include the Basalt Creek Planning Area.

In 2004, Metro added the Basalt Creek Planning Area (BCPA) to the region’s Urban Growth Boundary (UGB) in order to accommodate growth in industrial employment. The area consists of approximately 847 acres, located west of I-5 in Washington County between the cities of Tualatin and Wilsonville, known as the Basalt Creek and West Railroad Areas. In 2018, the Cities of Tualatin and Wilsonville adopted the Basalt Creek Concept Plan, which presents a unified framework for future development in the BCPA.

The City of Wilsonville has planning responsibility for a portion of the BCPA. In order to recognize this authority, the UPAA with Washington County needs to be amended with a revised Urban Planning Area boundary that includes this area; this amendment would allow the City of Wilsonville to approve annexation applications after the City adopts a Comprehensive Plan update for the future Wilsonville portion of the BCPA. The related update to the Comprehensive Plan is scheduled for a hearing before the City Council on April 1, 2019.

**EXPECTED RESULTS:**

This update will reflect the future boundary between Wilsonville and Tualatin as determined through the Concept Plan, and will give Wilsonville planning authority over the portion of the BCPA south of the Basalt Creek Parkway and SW Greenhill Lane. This allows the City to annex land within this area of the BCPA.

**TIMELINE:**

Washington County is scheduled for hearings on March 20 and April 16 to adopt the new UPAA. The Planning Commission recommended the related updates to the Comprehensive Plan and TSP Amendments after holding a public hearing on February 13, 2019. A City Council public hearing date has been set for April 1, 2019. Per the 2018 Inter-Governmental Agreement with Metro outlining the land use decision-making process between Wilsonville and Tualatin, the Comprehensive Plan amendments associated with the Basalt Creek Concept Plan must be adopted by May 3, 2019.

**CURRENT YEAR BUDGET IMPACTS:**

The fiscal year budget allocated \$30,000 for CIP #3000 for staff time to adopt the Comprehensive Plan Amendments and work with the County to amend the UPAA. An additional \$15,000 will be requested in March as a supplemental budget adjustment. A portion of the professional services funds from the Planning Division budget will cover consultant time to prepare the TSP Amendments.

**FINANCIAL REVIEW / COMMENT:**

Reviewed by: CAR Date: 2/25/2019

**LEGAL REVIEW / COMMENT:**

Reviewed by: BAJ Date: 2/25/2019

It is important to note that the appeal of the Metro decision regarding the central subarea was withdrawn. However, an appeal to the Land Use Board of Appeals (LUBA) of the Tualatin Comprehensive Plan amendments is likely and whether it is successful will depend, on how well arguments are framed and presented to LUBA. It is important to bear in mind that the only portion of the land Wilsonville will have jurisdiction and control over will be the land within the Wilsonville planning area boundary. The proposed Wilsonville Comprehensive Plan and TSP Amendments and UPAA's with Washington County are consistent with the Basalt Creek Concept Plan. However, if an appeal is filed the ultimate land use designations could be impacted.

**COMMUNITY INVOLVEMENT PROCESS:**

The concept planning process included participation from affected residents, businesses, and property owners. The City's website is updated to reflect the most recent work and staff sent notice of the amendments to the interested parties list and property owners via email and U.S. postal mail.

**POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:**

The Basalt Creek Planning Area is important for the long-term growth of Tualatin, Wilsonville, and the Metro region. The BCPA presents an opportunity to integrate jobs and housing, develop efficient transportation and utility systems, create an attractive business community, incorporate natural resource areas, and provide recreational opportunities as community amenities and assets.

**ALTERNATIVES:**

The City Council may provide recommendations and modifications. Given the nature of this project, and due to the fact that the City and County need to adopt the same UPAA, modifications would need to be coordinated with County staff and the County hearings re-scheduled to later dates.

**CITY MANAGER COMMENT:**

N/A

**ATTACHMENTS:**

- A. Resolution No. 2726
  - 1. Exhibit 1: Washington County – Wilsonville Urban Planning Area Agreement

**RESOLUTION NO. 2726**

**A RESOLUTION OF THE CITY OF WILSONVILLE AUTHORIZING THE MAYOR TO EXECUTE A NEW URBAN PLANNING AREA AGREEMENT WITH WASHINGTON COUNTY TO ACKNOWLEDGE CITY OF WILSONVILLE PLANNING AUTHORITY IN THE BASALT CREEK PLANNING AREA.**

WHEREAS, in 2004, the Metro Council added two areas located generally between the cities of Wilsonville and Tualatin to the Metro Urban Growth Boundary (“UGB”) in Metro Ordinance No. 04-1040B to meet an identified industrial land need; and

WHEREAS, the above-described two areas are known as the Basalt Creek and West Railroad Planning Areas, which are generally collectively referred to as the “Basalt Creek Planning Area;” and

WHEREAS, on December 3, 2007 the City Council approved Resolution No. 2085, executing an Urban Planning Area Agreement with Washington County (2007 Agreement) that did not include the Basalt Creek Planning Area within the City’s Urban Planning Area; and

WHEREAS, in 2011 the City of Wilsonville approved Resolution No. 2293 authorizing an Intergovernmental Agreement (“2011 IGA”) with Metro, Washington County, and the City of Tualatin (the “Parties”) to engage in concept planning for the Basalt Creek Planning Area; and

WHEREAS, the above Parties agreed to memorialize and endorse the recommendations and results of the 2013 Basalt Creek Transportation Refinement Plan, and in 2013 the City of Wilsonville approved Resolution No. 2435 acknowledging the Basalt Creek Transportation Refinement Plan; and

WHEREAS, from October 2013 through October 2016, the Wilsonville and Tualatin City Councils held five joint Council work sessions considering several boundary and land use alternatives for the Basalt Creek Planning Area; and

WHEREAS, over that same time period, two public workshops were held and the Wilsonville and Tualatin Planning Commissions and City Councils convened several work sessions; and

WHEREAS, the City of Wilsonville approved Resolution No. 2657 authorizing an Intergovernmental Agreement (“2017 IGA”) with Metro, Washington County, and the City of Tualatin to ask Metro to make a decision on the designation of the land use for an area within the Basalt Creek Planning Area that consists of approximately 52 net acres of land, commonly referred to as the “Central Subarea;” and

WHEREAS, in the 2017 IGA, the City agreed to pass a Resolution adopting the Concept Plan, reflecting the Metro decision, within 120 days after the date Metro’s decision becomes final and effective, and to adopt an Ordinance amending the City’s Comprehensive Plan within one year after the Metro decision; and

WHEREAS, Metro made its decision on April 19, 2018 in accordance with the 2017 IGA and adopted Resolution 18-4885 on May 3, 2018 acknowledging that decision and beginning the 120-day time period requiring the City to adopt the Basalt Creek Concept Plan and one year to adopt comprehensive plan amendments; and

WHEREAS, on August 6, 2018, the City of Wilsonville approved Resolution No. 2697 acknowledging the Basalt Creek Concept Plan; and

WHEREAS, the Concept Plan outlines the City of Wilsonville has planning responsibility for a portion of the Basalt Creek Planning Area south of the Basalt Creek Parkway and SW Greenhill Lane; and

WHEREAS, the City and Washington County must now execute a new Urban Planning Area Agreement, replacing and superseding the 2007 Agreement and containing an amended Urban Planning Area boundary in order to recognize this authority and allow the City of Wilsonville to approve annexation for the future Wilsonville portion of the Basalt Creek Planning Area;

NOW, THEREFORE, THE CITY OF WILSONVILLE RESOLVES AS FOLLOWS:

1. The Wilsonville City Council authorizes the Mayor to approve and sign Washington County – Wilsonville Urban Planning Area Agreement, attached hereto as Exhibit 1.
2. This resolution becomes effective upon adoption.

ADOPTED by the Wilsonville City Council at a regular meeting thereof this 4<sup>th</sup> day of March 2019, and filed with the Wilsonville City Recorder this date.

---

Tim Knapp, Mayor

Attest:

---

Kimberly Veliz, City Recorder

SUMMARY OF VOTES

Mayor Knapp

Council President Akervall

Councilor Stevens

Councilor Lehan

Councilor West

Attachment:

1. Exhibit 1: Washington County – Wilsonville Urban Planning Area Agreement

## **Washington County – Wilsonville Urban Planning Area Agreement**

THIS AGREEMENT is entered into by WASHINGTON COUNTY, a political subdivision in the State of Oregon, hereinafter referred to as the “COUNTY,” and the CITY OF WILSONVILLE, an incorporated municipality of the State of Oregon, hereinafter referred to as the “CITY.”

WHEREAS, ORS 190.010 provides that units of local government may enter into agreements for the performance of any or all functions and activities that a party to the agreement, its officers or agents, have authority to perform; and

WHEREAS, Statewide Planning Goal #2 (Land Use Planning) requires that City, County, State and Federal agency and special district plans and actions shall be consistent with the comprehensive plans of the cities and counties and regional plans adopted under ORS Chapter 197; and

WHEREAS, the Oregon Land Conservation and Development Commission requires each jurisdiction requesting acknowledgment of compliance to submit an agreement setting forth the means by which comprehensive planning coordination within the Regional Urban Growth Boundary will be implemented; and

WHEREAS, following the Urbanization Forum process, the COUNTY through Resolution & Order 09-63, agreed that future additions to the UGB during or after 2010 must be governed and urbanized by a city in the COUNTY and also agreed to urge Metro to expand the UGB only to such areas as are contiguous to incorporated areas of Washington County; and

WHEREAS, the State legislature with House Bill 4078-A in 2014 and House Bill 2047 in 2015 validated the acknowledged UGB and Urban and Rural Reserves established through the Metro Regional process involving both the COUNTY and the CITY; and

WHEREAS, the Basalt Creek and West Railroad Planning Areas, generally located between the CITY and Tualatin, were added to the UGB by the Metro Council in 2004, through Ord. No. 04-1040B; and

WHEREAS, Metro Ord. No. 04-1040B included a condition that the Basalt Creek and West Railroad Planning Areas undergo Title 11 concept planning, as defined in Metro Code Chapter 3.07 in the Urban Growth Management Functional Plan (UGMFP); and

WHEREAS, the COUNTY, the CITY, Tualatin and Metro entered into an Intergovernmental Agreement (2011 IGA) (Contract No. BCC 11-0470) to consider the Basalt Creek and the West Railroad Areas in a single concept planning effort and refer to the two areas generally as the Basalt Creek Planning Area, a distinct subarea; and

WHEREAS, the COUNTY, the CITY, Tualatin and Metro entered into the First Addendum to the 2011 IGA, acknowledging the Basalt Creek Transportation Refinement Plan (BCC 13-0724), a collaborative transportation planning effort that identified the major transportation projects for the Basalt Creek Planning Area; and

WHEREAS, the CITY, Tualatin and Metro, agreed to extend the 2011 IGA through Addendum No. 2.0 (BCC No. 16-1110) until the cities and COUNTY amend their respective Urban Planning Area Agreements (UPAA) and incorporate the Basalt Creek Concept Plan into each city's respective comprehensive plans or until September 28, 2019; and

WHEREAS, the CITY through Resolution 2697 and Tualatin through Resolution 5392-18 adopted the Basalt Creek Concept Plan, which included the necessary transportation and land use planning for the Area as well as an agreement on the boundary between Wilsonville and Tualatin; and

WHEREAS, the COUNTY, the CITY, Tualatin and Metro through the Basalt Creek Area planning process, recognized that major multi-modal transportation investments have been identified that require significant multi-jurisdictional coordination and agreed to seek and coordinate for additional funding for the transportation infrastructure in the Basalt Creek Planning Area as needed; and

WHEREAS, the COUNTY and the CITY, desire to amend the Urban Planning Area Agreement to reflect the changes to the UGB, the CITY's Urban Planning Area, and the need for urban planning of the new Urban Reserve lands; and

WHEREAS, the COUNTY and the CITY, to ensure coordinated and consistent comprehensive plans, consider it mutually advantageous to establish:

1. An Urban Planning Area Agreement incorporating a site-specific Urban Planning Area within the UGB where both the COUNTY and the CITY maintain an interest in comprehensive planning and an Urban Reserve Planning Area outside the UGB where both the COUNTY and the CITY maintain an interest in concept planning;
2. A process for coordinating comprehensive planning and development in the Urban Planning Area, and concept planning in the Urban Reserve Planning Area;
3. Special policies regarding comprehensive planning and development in the Urban Planning Area and concept planning in the Urban Reserve Planning Area; and
4. A process to amend the Urban Planning Area Agreement.

NOW THEREFORE, THE COUNTY AND THE CITY AGREE AS FOLLOWS:

I. Location of the Urban Planning Area and Urban Reserve Planning Area

The Urban Planning Area and Urban Reserve Planning Area mutually defined by the COUNTY and the CITY include the areas designated on the Washington County-Wilsonville UPAA “Exhibit A” to this Agreement.

In addition, the CITY and the COUNTY have identified a coordination area in which development may cause an impact on the CITY. This area, defined as that portion of the Willamette River Drainage Basin located in the unincorporated COUNTY, is identified on Exhibit A as the Wilsonville Drainage Area. Comprehensive planning and development shall be coordinated in this area the same manner as in the Urban Planning Area.

II. Coordination of Comprehensive Planning and Development

A. Amendments to or Adoption of a Comprehensive Plan or Implementing Regulation

1. Definitions

Comprehensive Plan means a generalized, coordinated land use map and policy statement of the governing body of a local government that interrelates all functional and natural systems and activities relating to the use of lands, including, but not limited to, sewer and water systems, transportation systems, educational facilities, recreational facilities, and natural resources and air and water quality management programs. “Comprehensive Plan” amendments do not include small tract comprehensive plan map changes.

Implementing Regulations means any local government zoning ordinance adopted under ORS 197, 215 or 227, any land division ordinance adopted under ORS 92.044 or 92.046 or similar general ordinance establishing standards for implementing a comprehensive plan.

2. The COUNTY shall provide the CITY with the opportunity to participate, review and comment on proposed amendments to or adoption of the COUNTY comprehensive plan or implementing regulations. The CITY shall provide the COUNTY with the opportunity to participate, review and comment on proposed amendments to or adoption of the CITY comprehensive plan or implementing regulations. The following procedures shall be followed by the COUNTY and the CITY to notify and involve one another in the process to amend or adopt a comprehensive plan or implementing regulation:

- a. The CITY or the COUNTY, whichever has jurisdiction over the proposal, hereinafter the originating agency, shall notify the other agency, hereinafter the responding agency, of the proposed action at the time such planning efforts are initiated, but not less than 35 calendar days prior to the first hearing on adoption. For COUNTY or CITY comprehensive plan updates with the potential to impact the responding agency's land use or transportation system, the originating agency shall provide the responding agency with the opportunity to participate in the originating agency's advisory committee, if any.
- b. For COUNTY or CITY comprehensive plan updates with the potential to impact the responding agency's land use or transportation system, within the Urban Planning Area or Urban Reserve Planning Area, the originating agency shall transmit the draft amendments by first class mail, personal delivery, or as an attachment to electronic mail to the responding agency for its review and comment at least 10 calendar days before finalizing the draft amendments to the decision-making authority. The responding agency shall have 10 calendar days after receipt of a draft to submit comments orally or in writing. Lack of response shall be considered "no objection" to the draft. The responding agency may transmit comments by first class mail, personal deliver or as an attachment to electronic mail to the originating agency.
- c. The originating agency shall respond to the comments made by the responding agency either by a) revising the final draft amendment recommendations, or b) a statement on the record explaining why the comments cannot be addressed in the final draft. Transmittal of such response shall be by first class mail, personal delivery or as an attachment to electronic mail.
- d. Comments from the responding agency shall be given consideration and included as part of the public record on the proposed action. If after such consideration, the originating agency acts contrary to the position of the responding agency, the responding agency may seek appeal of the action through the appropriate appeals body and procedures.
- e. Upon final adoption of the proposed action by the originating agency, it shall transmit the adopting ordinance to the responding agency as soon as publicly available, or if not adopted by ordinance, by whatever other written

documentation is available to properly and promptly inform the responding agency of the final actions taken.

B. Development Actions Requiring Individual Notice to Property Owners

1. Definition

Development Action Requiring Notice means an action by the COUNTY or CITY that directly affects and is applied to a specific parcel or parcels, which requires postal mail notification to the owners of property who could potentially be impacted (usually specified as a distance measured in feet). Such development actions may include, but are not limited to, small tract zoning or comprehensive plan amendments, conditional or special use permits, land divisions, planned unit developments, variances, and other similar actions requiring a quasi-judicial hearings process.

2. The COUNTY will provide the CITY with the opportunity to review and comment on proposed development actions requiring notice within the designated Urban Planning Area and/or Urban Reserve Planning Area. The CITY will provide the COUNTY with the opportunity to review and comment on proposed development actions requiring notice within the CITY limits within the COUNTY..

3. The following procedures shall be followed by the COUNTY and the CITY to notify one another of proposed development actions:

- a. The originating agency with jurisdiction over the proposal, shall send by first class mail personal delivery or as an attachment to electronic mail a copy of the public hearing notice which identifies the proposed development action to the responding agency, at the earliest opportunity, but no less than 14 calendar days prior to the first scheduled public hearing or end of the comment period, whichever occurs first. The failure of the responding agency to receive a notice shall not invalidate an action if a good faith attempt was made by the originating agency to notify the responding agency.
- b. The responding agency receiving the notice may respond at its discretion. Comments may be submitted in written form or an oral response may be made at the public hearing. Lack of written or oral response prior to or at the public hearing shall be considered “no objection” to the proposal.

- c. If received in a timely manner, the originating agency shall include or attach the comments to the written staff report and respond to any concerns addressed by the responding agency in such report or orally at the hearing.
- d. Comments from the responding agency shall be given consideration as a part of the public record on the proposed action. If, after such consideration, the originating agency acts contrary to the position of the responding agency, the responding agency may seek appeal of the action through the appropriate appeals body and procedures.

C. Additional Coordination Requirements

- 1. The CITY and the COUNTY agree to the following to notify one another of proposed actions with the potential to impact the other's land use or transportation system, but are not subject to the notification and participation requirements contained in subsections A and B above.
  - a. The originating agency with jurisdiction over the proposed actions, shall send by first class mail or as an attachment to electronic mail a copy of all public hearings agendas which contain the proposed actions to the responding agency, at the earliest opportunity, but no less than three calendar days prior to the date of the scheduled public hearing. The failure of the responding agency to receive an agenda shall not invalidate an action if a good faith attempt was made by the originating agency to notify the responding agency.
  - b. The responding agency receiving the public hearing agenda may respond at its discretion. Comments may be submitted in written form or an oral response may be made at the public hearing. Lack of written or oral response shall be considered "no objection" to the proposal.
  - c. Comments from the responding agency shall be given consideration as a part of the public record on the proposed action. If, after such consideration, the originating agency acts contrary to the position of the responding agency, the responding agency may seek appeal of the action through the appropriate appeals body and procedures.

III. Concept Planning for Urban Reserve Areas

A. Definitions

1. Urban Reserve means those lands outside the UGB that have been so designated by Metro for the purpose of:
  - a. Future expansion of the UGB over a long-term period (40-50 years), and
  - b. The cost-effective provision of public facilities and services when the lands are included within the UGB.
2. Urban Reserve Planning Area (URPA) means those Urban Reserves identified for annexation and urbanization by the CITY at such time as the UGB is amended to include the Urban Reserve Area.
3. Urban Reserve Planning Area – Planning Responsibility Undefined means those Urban Reserves that the CITY and at least one other city may have an interest in ultimately governing, but no final agreement has been reached. These areas are not considered part of the URPA for the purpose of this Agreement.

B. The CITY's Urban Reserve Planning Area and Urban Reserve Area - Planning Responsibility Undefined are identified on "Exhibit A" to this Agreement.

C. The CITY shall be responsible for developing a concept plan in consultation with the COUNTY for the URPA in coordination with Metro and appropriate service districts. The concept plan shall include the following:

1. An agreement between the COUNTY and CITY regarding expectations for road funding, jurisdictional transfer over roadways to and from the CITY and COUNTY, and access management for county roads in the URPA. The agreement should describe any changes to the CITY and/or COUNTY transportation system plans, other comprehensive plan documents, or codes that have been adopted or will be necessary to implement this agreement.
2. An agreement between the COUNTY and CITY that preliminarily identifies the likely provider of urban services, as defined in ORS 195.065 (4), when the area is urbanized.

D. The concept plan shall be approved by the CITY and acknowledged by the COUNTY by Resolution and Order.

- E. Upon completion and acknowledgement of the concept plan by the CITY and COUNTY, and the addition of the area into the UGB by Metro, the affected portion of the URPA shall be designated as part of Urban Planning Area, as described below. Inclusion in the Urban Planning Area is automatic and does not require an amendment to this Agreement.
- F. Once an URPA has been added to the UGB and prior to annexation into the CITY, the COUNTY will apply the FD-20 land designation to the land.

#### IV. Comprehensive Planning and Development Policies for Urban Planning Areas

##### A. Definition

Urban Planning Area means the incorporated area and certain unincorporated areas contiguous to the incorporated area for which the CITY conducts comprehensive planning and seeks to regulate development activities to the greatest extent possible. The CITY Urban Planning Area is designated on “Exhibit A.”

- B. The CITY shall be responsible for comprehensive planning within the Urban Planning Area.
- C. The CITY shall be responsible for the preparation, adoption and amendment of the public facility plan required by OAR 660-011 within the CITY Urban Planning Area in coordination with other service providers that provide urban services within the CITY’s Urban Planning Area.
- D. As required by OAR 660-011-0010, the CITY is identified as the appropriate provider of local water, sanitary sewer, storm sewer and transportation facilities within the Urban Planning Area. Exceptions include facilities provided by other service providers subject to the terms of any intergovernmental agreement the CITY may have with other service providers; facilities under the jurisdiction of other service providers not covered by an intergovernmental agreement; and future facilities that are more appropriately provided by an agency other than the CITY.
- E. The COUNTY shall not approve land divisions within the unincorporated Urban Planning Area that are inconsistent with the provisions of the Future Development 20 Acre District (FD-20).
- F. The COUNTY shall not approve a development proposal in the Urban Planning Area if the proposal would not provide for, nor be conditioned to provide for, an enforceable plan for redevelopment to urban densities consistent with the CITY’s Comprehensive Plan in the future upon annexation to the CITY as indicated by the CITY Comprehensive Plan.

G. The CITY and COUNTY will implement the applicable Urban Reserve concept plans and related agreements. The CITY will amend the CITY comprehensive plan to include this area consistent with the original concept plan. If modifications to the original concept plan are made during the comprehensive planning process, the parties will update the related agreements to reflect these changes, which may include transportation, access and funding if needed. Until the CITY amends its Transportation System Plan (TSP), the COUNTY's TSP will serve as the TSP for the Urban Planning Area.

V. Special Policies

- A. Annexations to the CITY of land outside of the UGB or the Urban Planning Area will not be supported by the COUNTY or CITY.
- B. The CITY shall specify in its Comprehensive Plan that access to 124th Avenue and Basalt Creek Parkway shall be limited to the following: SW Tualatin-Sherwood Road, Tonquin Road, Grahams Ferry Road, Boones Ferry Road and one other location within the CITY portion of the Basalt Creek Planning Area.
- C. The CITY agrees to incorporate the planned local street network identified in the Basalt Creek Refinement Plan into the CITY's TSP and include all transportation projects on the COUNTY's Transportation Development Tax (TDT) Road Project List to be eligible for TDT funding.
- D. The CITY agrees to work with the COUNTY and other partners to secure funding for construction of Basalt Creek Parkway from Grahams Ferry to Boones Ferry Road and other transportation improvements identified on the Basalt Creek Transportation Refinement Plan to support development in the Basalt Creek Planning Area.
- E. Where the CITY Urban Planning Area boundary on Exhibit A is shown as SW 124th Avenue, SW Basalt Creek Parkway, SW Tonquin Rd. and/or SW Waldo Way, the boundary shall extend to the centerline of each road.

VI. Amendments to the Urban Planning Area Agreement

- A. The following procedures shall be followed by the CITY and the COUNTY to amend the language of this agreement or the Urban Planning Area Boundary:
  - 1. The CITY or COUNTY, whichever jurisdiction originates the proposal, shall submit a formal request for amendment to the responding agency.

2. The formal request shall contain the following:
    - a. A statement describing the amendment.
    - b. A statement of findings indicating why the proposed amendment is necessary.
    - c. If the request is to amend the planning area boundary, a map which clearly indicates the proposed change and surrounding area.
  3. Upon receipt of a request for amendment from the originating agency, the responding agency shall schedule a review of the request before the appropriate reviewing body, with said review to be held within 45 calendar days of the date the request is received.
  4. The CITY and COUNTY shall make good faith efforts to resolve requests to amend this agreement. Upon completion of the review, the reviewing body may approve the request, deny the request, or make a determination that the proposed amendment warrants additional review. If it is determined that additional review is necessary, the following procedures shall be followed by the CITY and COUNTY:
    - a. If inconsistencies noted by both parties cannot be resolved in the review process as outlined in Section VI.A.3, the CITY and the COUNTY may agree to initiate a joint study. Such a study shall commence within 30 calendar days of the date it is determined that a proposed amendment creates an inconsistency, and shall be completed within 90 calendar days of said date. Methodologies and procedures regulating the conduct of the joint study shall be mutually agreed upon by the CITY and the COUNTY prior to commencing the study.
    - b. Upon completion of the joint study, the study and the recommendations draw from it shall be included within the record of the review. The agency considering the proposed amendment shall give careful consideration to the study prior to making a final decision.
- B. The parties may individually or jointly initiate review of this Agreement to evaluate the effectiveness of the processes set forth herein and determine if conditions warrant any amendments. Both parties shall make a good faith effort to resolve any inconsistencies that may have developed since the

Resolution No. 2726  
Exhibit 1  
March 4, 2019  
Page 11 of 14

previous review. If inconsistencies still remain at the conclusion of the review period, either party may terminate this Agreement.

VII. This Agreement shall become effective upon full execution by the COUNTY and CITY and shall then repeal and replace the Washington County – Wilsonville Urban Planning Area Agreement dated December 13, 2007. The effective date of this Agreement shall be the last date of signature on the signature page.

IN WITNESS WHEREOF the parties have executed this Urban Planning Area Agreement on the date set opposite their signatures.

CITY OF WILSONVILLE

By \_\_\_\_\_ Date \_\_\_\_\_  
Mayor

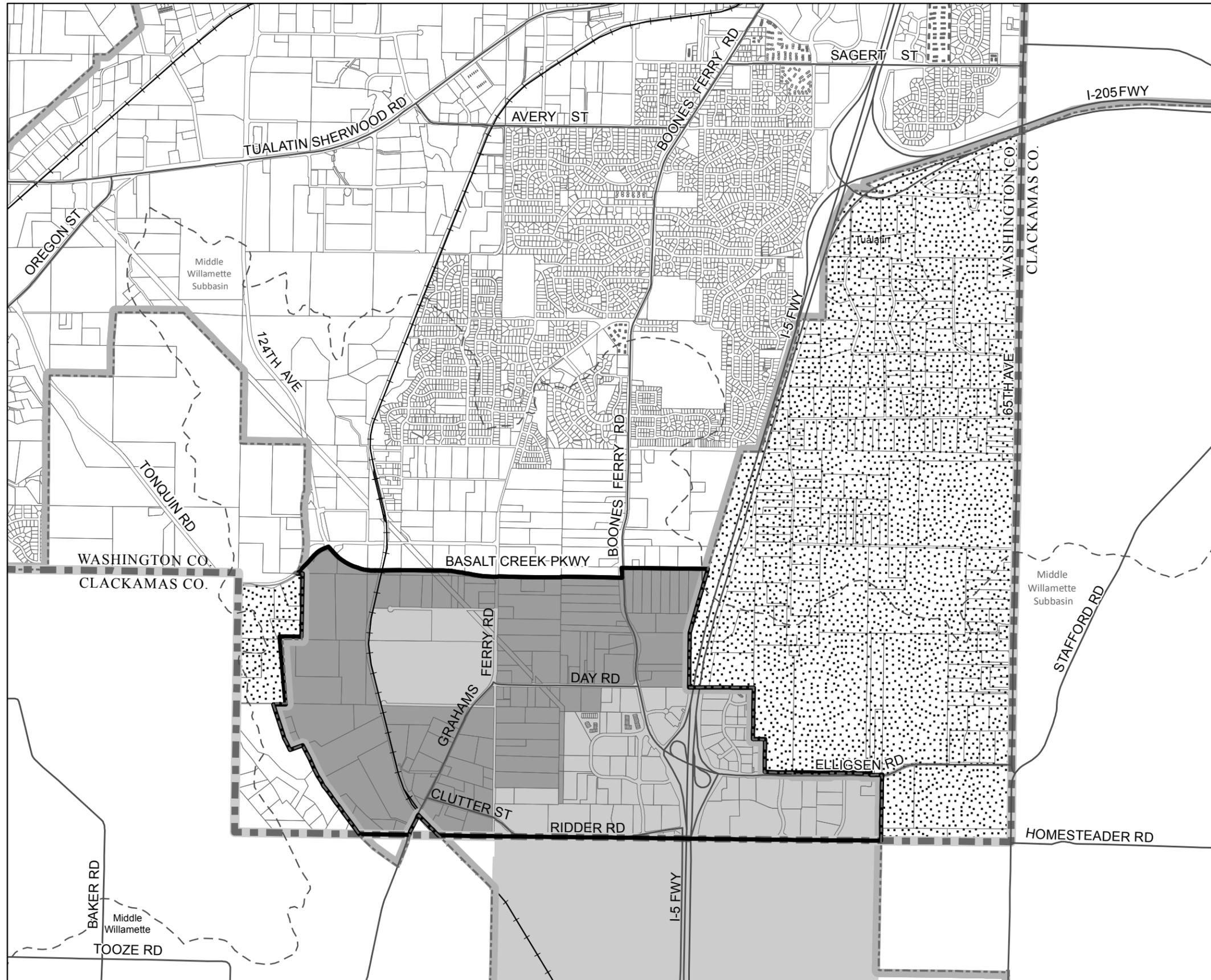
WASHINGTON COUNTY

By \_\_\_\_\_ Date \_\_\_\_\_  
Chairman  
Board of County Commissioners

By \_\_\_\_\_ Date \_\_\_\_\_  
Recording Secretary

# City of Wilsonville Urban Planning Area

## Washington County - Wilsonville Urban Planning Area Agreement Exhibit 1



-  City Limit
-  Urban Planning Area
-  Urban Reserve – Planning Responsibility Undefined
-  Middle Willamette Subbasin
-  Tax Lot
-  Urban Growth Boundary
-  Railroad
-  Major Road
-  County Boundary



Department of Land Use & Transportation  
Planning and Development Services

Date: 02/08/2019



## CITY COUNCIL MEETING STAFF REPORT

<b>Meeting Date:</b> March 4, 2019	<b>Subject: Ordinance Nos. 832 and 833</b> – 1 <sup>st</sup> Reading Annexation and Zone Map Amendment for Frog Pond Meadows Subdivision in Frog Pond West.  <b>Staff Member:</b> Kimberly Rybold, AICP, Associate Planner  <b>Department:</b> Community Development	
<b>Action Required</b>	<b>Advisory Board/Commission Recommendation</b>	
<input checked="" type="checkbox"/> Motion <input checked="" type="checkbox"/> Public Hearing Date: March 4, 2019 <input checked="" type="checkbox"/> Ordinance 1 <sup>st</sup> Reading Date: March 4, 2019 <input checked="" type="checkbox"/> Ordinance 2 <sup>nd</sup> Reading Date: March 18, 2019 <input type="checkbox"/> Resolution <input type="checkbox"/> Information or Direction <input type="checkbox"/> Information Only <input type="checkbox"/> Council Direction <input type="checkbox"/> Consent Agenda	<input checked="" type="checkbox"/> Approval <input type="checkbox"/> Denial  <input type="checkbox"/> None Forwarded <input type="checkbox"/> Not Applicable	
<b>Comments:</b> N/A		
<b>Staff Recommendation:</b> Staff recommends that City Council adopt Ordinance Nos. 832 and 833 on first reading.		
<b>Recommended Language for Motion:</b> I move to approve Ordinance No. 832 on the first reading. I move to approve Ordinance No. 833 on the first reading.		
<b>Project / Issue Relates To:</b>		
<input checked="" type="checkbox"/> Council Goals/Priorities	<input checked="" type="checkbox"/> Adopted Master Plan(s): Frog Pond West	<input type="checkbox"/> Not Applicable

### ISSUE BEFORE COUNCIL:

Approve, modify, or deny Ordinance Nos. 832 and 833 to annex and rezone approximately 24 acres on the west side of Stafford Road just north of Boeckman Road within the Frog Pond West Master Plan area, enabling development of a 74-lot single-family subdivision.

**EXECUTIVE SUMMARY:**

The proposed subdivision is the third area, following the 44-lot Stafford Meadows subdivision to the south and the 78-lot Morgan Farm subdivision to the west, proposed for annexation and subsequent development consistent with the Frog Pond West Master Plan. The subdivisions are envisioned to blend together as one cohesive high-quality neighborhood. Concurrent with the adoption of the Frog Pond West Master Plan, the City added a new zoning district, Residential Neighborhood (RN), intended for application to the Master Plan area. The requested zone map amendment proposes applying the Residential Neighborhood (RN) Zone to the 15-acre Frog Pond Meadows subdivision, consistent with this intention.

The subject area also includes the Community of Hope Church, which will remain, and property owned by the West Linn-Wilsonville School District, a portion of which is planned for a future park. Portions of both of these properties will be partitioned and included within the Frog Pond Meadows subdivision, with the Public Facility (PF) Zone applied to the remaining areas.

Following their review at the February 11, 2019 meeting, the Development Review Board, Panel A, unanimously recommended approval of an Annexation and a Zone Map Amendment for the subject property. The DRB also approved with conditions, contingent on the Annexation and Zone Map Amendment, a Stage I Master Plan, Stage II Final Plan, Site Design Review, Tentative Subdivision Plat, two Tentative Partition Plats, Type C Tree Removal Plan, two Waivers, and Abbreviated SRIR.

**EXPECTED RESULTS:**

Adoption of Ordinance Nos. 832 and 833 will bring this portion of the Frog Pond West Master Plan area into the City and zone for development consistent with the Master Plan.

**TIMELINE:**

The Annexation and Zone Map Amendment will be in effect 30 days after ordinance adoption and upon filing the annexation records with the Secretary of State as provided by ORS 222.180.

**CURRENT YEAR BUDGET IMPACTS:**

FY 18/19 will see the first of the income and expenditures consistent with the infrastructure-financing plan of the Frog Pond West Master Plan.

**FINANCIAL REVIEW / COMMENT:**

Reviewed by: CAR Date: 2/21/2019

**LEGAL REVIEW / COMMENT:**

Reviewed by: BAJ Date: 2/25/2019

**COMMUNITY INVOLVEMENT PROCESS:**

Staff sent the required public hearing notices. In addition, significant public involvement occurred during development and approval of the Frog Pond Area Plan and Frog Pond West Master Plan, with which the proposed actions are consistent.

**POTENTIAL IMPACTS or BENEFIT TO THE COMMUNITY:**

The annexation and development of the subject land will provide additional housing choices and continued development of quality neighborhoods.

**ALTERNATIVES:**

The alternatives are to approve or deny the annexation and zone map amendment requests.

**CITY MANAGER COMMENT:**

N/A

**ATTACHMENTS:**

A. Exhibit A – Annexation Ordinance No. 832:

1. Attachment 1 – Legal Description and Sketch Depicting Land/Territory to be Annexed
2. Attachment 2 – Petition for Annexation
3. Attachment 3 – Annexation Findings
4. Attachment 4 – Development Review Board Panel A Resolution No. 360 Recommending Approval of Annexation

B. Exhibit B – Zone Map Amendment Ordinance No. 833

1. Attachment 1 – Zoning Order DB18-0061 Including Legal Description and Sketch Depicting Zone Map Amendment
2. Attachment 2 – Zone Map Amendment Findings
3. Attachment 3 – Development Review Board Panel A Resolution No. 360 Recommending Approval of Zone Map Amendment

**ORDINANCE NO. 832**

**AN ORDINANCE OF THE CITY OF WILSONVILLE ANNEXING APPROXIMATELY 24 ACRES OF PROPERTY LOCATED ON THE WEST SIDE OF STAFFORD ROAD JUST NORTH OF BOECKMAN ROAD INTO THE CITY LIMITS OF THE CITY OF WILSONVILLE, OREGON; THE LAND IS MORE PARTICULARLY DESCRIBED AS TAX LOTS 1800, 1902, 1903, 2000 AND 2200 AND A PORTION OF STAFFORD ROAD RIGHT-OF-WAY, SECTION 12D, TOWNSHIP 3 SOUTH, RANGE 1 WEST, WILLAMETTE MERIDIAN, CLACKAMAS COUNTY, OREGON. KATHLEEN E. LUDWIG, CLIFTON MOLATORE, BRENDA L. MELUM, LYNETTE E. EATON, THEODORE W. EATON, ROBERT KESSLER, BONNIE KESSLER, AND DIANE HILLIER, PETITIONERS.**

WHEREAS, a petition submitted to the City requests annexation of certain real property legally described and depicted in Attachment 1; and

WHEREAS, Kathleen E. Ludwig, an authorized signer for West Linn-Wilsonville School District, Lynette E. Eaton and Theodore W. Eaton, authorized signers for Joint Revocable Trust of Theodore and Lynette Eaton, Clifton Molatore, an authorized signer for 27687 Stafford Road LLC, and Brenda Melum, an authorized signer for Community of Hope ELCA, together representing 100 percent of the property ownership within the annexation area signed the petition; and

WHEREAS, Lynette E. Eaton, Theodore W. Eaton, Bonnie Kessler, Robert Kessler, and Diane Hillier, together representing a majority of the electors within the annexation area signed the petition; and

WHEREAS, ORS 227.125 authorizes the annexation of territory based on consent of all owners of land and a majority of electors within the territory and enables the City Council to dispense with submitting the question of the proposed annexation to the electors of the City for their approval or rejection; and

WHEREAS, the land to be annexed is within the Urban Growth Boundary and has been master planned as part of the Frog Pond West Neighborhood; and

WHEREAS, the land to be annexed is contiguous to the City and can be served by City services; and

WHEREAS, Panel A of the Development Review Board considered the annexation and after a duly advertised public hearing held on February 11, 2019 unanimously recommended City Council approve the annexation; and

WHEREAS, on March 4, 2019, the City Council held a public hearing as required by Metro Code 3.09.050; and

WHEREAS, reports were prepared and considered as required by law; and because the annexation is not contested by any party, the City Council chooses not to submit the matter to the voters and does hereby favor the annexation of the subject tract of land based on findings, conclusions, and the Development Review Board’s recommendation to City Council.

NOW, THEREFORE, THE CITY OF WILSONVILLE ORDAINS AS FOLLOWS:

1. The tract of land, described and depicted in Attachment 1, is declared annexed to the City of Wilsonville.
2. The findings and conclusions incorporated in Attachment 3 are adopted. The City Recorder shall immediately file a certified copy of this ordinance with Metro and other agencies required by Metro Code Chapter 3.09.050(g) and ORS 222.005. The annexation shall become effective upon filing of the annexation records with the Secretary of State as provided by ORS 222.180.

SUBMITTED to the Wilsonville City Council and read for the first time at a regular meeting thereof on the 4<sup>th</sup> day of March, 2019, and scheduled for a second reading at a regular meeting of the Council on the 18<sup>th</sup> day of March, 2019, commencing at the hour of 7:00 P.M. at the Wilsonville City Hall.

\_\_\_\_\_  
Kimberly Veliz, City Recorder

ENACTED by the City Council on the 18<sup>th</sup> day of March, 2019 by the following votes:

Yes: \_\_\_ No: \_\_\_

\_\_\_\_\_  
Kimberly Veliz, City Recorder

DATED and signed by the Mayor this \_\_\_\_\_ day of March, 2019.

---

TIM KNAPP, Mayor

**SUMMARY OF VOTES:**

Mayor Knapp

Council President Akervall

Councilor Stevens

Councilor Lehan

Councilor West

**Attachments:**

1. Attachment 1 – Legal Description and Sketch Depicting Land/Territory to be Annexed
2. Attachment 2 – Petition for Annexation
3. Attachment 3 – Annexation Findings
4. Attachment 4 – Development Review Board Panel A Resolution No. 360 Recommending Approval of Annexation

## Ordinance No. 832 Attachment 1

### EXHIBIT A

#### LEGAL DESCRIPTION

#### STAFFORD MEADOWS PHASE 2 AND 3 ANNEXATION AREA

October 5, 2018 (Otak #18806)

Those properties described in the following deeds recorded as Document Numbers 98-125139, 99-094345, 2006-019465, 2016-072238, and that property described as Parcel II in Document Number 99-052396, all of Clackamas County Records, along with that portion of S.W. Stafford Road adjoining said properties, in the southeast one-quarter of Section 12, Township 3 South, Range 1 West, and in the southwest one-quarter of Section 7, Township 3 South, Range 1 East, Willamette Meridian, Clackamas County, Oregon, the exterior boundary of said properties being described as follows:

BEGINNING at a point on the east line of the southeast one-quarter of said Section 12, said POINT OF BEGINNING being on the centerline of said S.W. Stafford Road, North  $01^{\circ}40'13''$  East a distance of 30.00 feet from the southeast corner of said Section 12;  
thence North  $88^{\circ}35'30''$  West a distance of 217.21 feet;  
thence along the lines of said Document Number 99-094345 property and the southerly extension thereof through the following two courses:  
North  $01^{\circ}38'35''$  East a distance of 313.96 feet;  
and North  $88^{\circ}38'13''$  West a distance of 277.22 feet;  
thence along the west lines of said Document Number 99-094345, 2016-072238, and 2006-019465 properties, North  $01^{\circ}40'51''$  East a distance of 514.26 feet to a point on the south line of said Document Number 98-125139 property;  
thence along said south line, North  $88^{\circ}35'30''$  West a distance of 464.07 feet to the northeast corner of said Parcel II;  
thence along the lines of said Parcel II through the following three courses:  
South  $01^{\circ}40'35''$  West a distance of 398.74 feet;  
North  $88^{\circ}35'30''$  West a distance of 540.50 feet;  
and South  $01^{\circ}38'47''$  West a distance of 429.26 feet to a point on the north right of way line of S.W. Boeckman Road 30.00 feet from, when measured at right angles to, the centerline thereof;

## Ordinance No. 832 Attachment 1

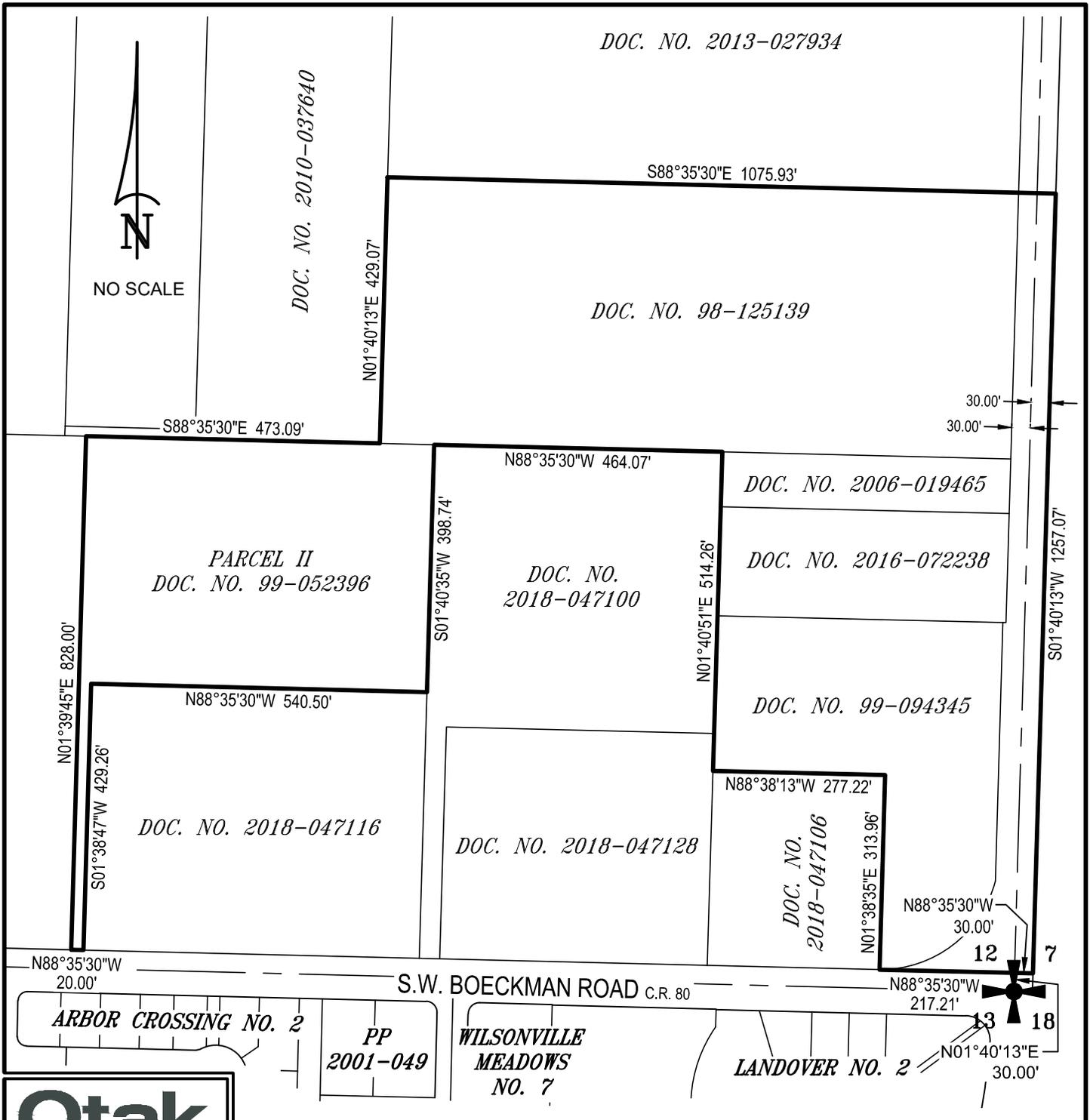
thence along said north right of way line, North 88°35'30" West a distance of 20.00 feet to the west line of said Parcel II;  
thence along the lines of said Parcel II through the following two courses:  
North 01°39'45" East a distance of 828.00 feet;  
and South 88°35'30" East a distance of 473.09 feet to the southwest corner of said Document Number 98-125139 property;  
thence along the west line of said Document Number 98-125139 property, North 01°40'13" East a distance of 429.07 feet;  
Thence along the north line of said Document Number 98-125139 property and the easterly extension thereof, South 88°35'30" East a distance of 1075.93 feet to a point on the east right of way line of said S.W. Stafford Road;  
thence along said east right of way line, South 01°40'13" West a distance of 1257.07 feet;  
thence North 88°35'30" West a distance of 30.00 feet to the POINT OF BEGINNING.

Contains 23.90 acres, more or less.

Bearings based on the Oregon State Plane Coordinate System, NAD83, North Zone.



# Ordinance No. 832 Attachment 1



# Otak

808 SW 3rd Ave., Ste. 300  
 Portland, Oregon 97204  
 Phone: (503) 287-6825  
 www.otak.com  
 project: 17868

## EXHIBIT A

SHEET 3 OF 3

STAFFORD MEADOWS PHASE 2 & 3 ANNEXATION  
 IN THE SOUTHEAST ONE-QUARTER OF SECTION 12  
 TOWNSHIP 3 SOUTH, RANGE 1 WEST, WILLAMETTE MERIDIAN  
 CLACKAMAS COUNTY, OREGON

OCTOBER 5, 2018

## Ordinance No. 832 Attachment 2

### CERTIFICATION OF PROPERTY OWNERSHIP OF 100% OF LAND AREA

I hereby certify that the attached petition contains the names of the owners<sup>1</sup> (as shown on the last available complete assessment roll) of 100% of the land area of the territory proposed for annexation as described in the attached petition.

NAME Kevin Clarke  
TITLE Cartographer II  
DEPARTMENT Assessment & Taxation  
COUNTY OF Clackamas  
DATE 10/8/18



<sup>1</sup> Owner means the legal owner of record or, where there is a recorded land contract which is in force, the purchaser thereunder. If a parcel of land has multiple owners, each consenting owner shall be counted as a percentage of their ownership interest in the land. That same percentage shall be applied to the parcel's land mass and assessed value for purposes of the consent petition. If a corporation owns land in territory proposed to be annexed, the corporation shall be considered the individual owner of that land.

## Ordinance No. 832 Attachment 2

### **CERTIFICATION OF REGISTERED VOTERS**

I hereby certify that the attached petition contains the names of at least 50% of the electors registered in the territory proposed for annexation as described in the attached petition.

NAME Jennifer Wessels  
TITLE Deputy Clerk  
DEPARTMENT Elections  
COUNTY OF Clackamas  
DATE 10-10-18

















Ordinance No. 832 Attachment 3  
Annexation Findings

Frog Pond Meadows 74-Lot Single-Family Subdivision

City Council  
Quasi-Judicial Public Hearing

---

**Hearing Date:** March 4, 2019  
**Date of Report:** February 15, 2019

---

**Application No.:** DB18-0060 Annexation

**Request/Summary:** City Council approval of quasi-judicial annexation of approximately 24 acres concurrently with proposed development as a single-family subdivision consistent with the Frog Pond West Master Plan.

**Location:** West side of Stafford Road, north of Boeckman Road. The property is specifically known as Tax Lots 1800, 1902, 1903, 2000, and 2200, and a portion of Stafford Road right-of-way, Section 12D, Township 3 South, Range 1 West, Willamette Meridian, Clackamas County, Oregon

**Owners/Electors/  
Petitioners:** Kathleen E. Ludwig, Clifton Molatore, Brenda L. Melum, Lynette E. Eaton, Theodore W. Eaton, Robert Kessler, Bonnie Kessler, and Diane Hillier

**Applicant:** Dan Grimberg, West Hills Development

**Applicant’s Rep.:** Li Alligood, AICP, OTAK, Inc.

**Comprehensive Plan Designation:** Residential Neighborhood, Public

**Zone Map Classification (Current):** RRFF 5 (Rural Residential Farm Forest 5-Acre)

**Zone Map Classification (Proposed Concurrent with Annexation):** RN (Residential Neighborhood), PF (Public Facility)

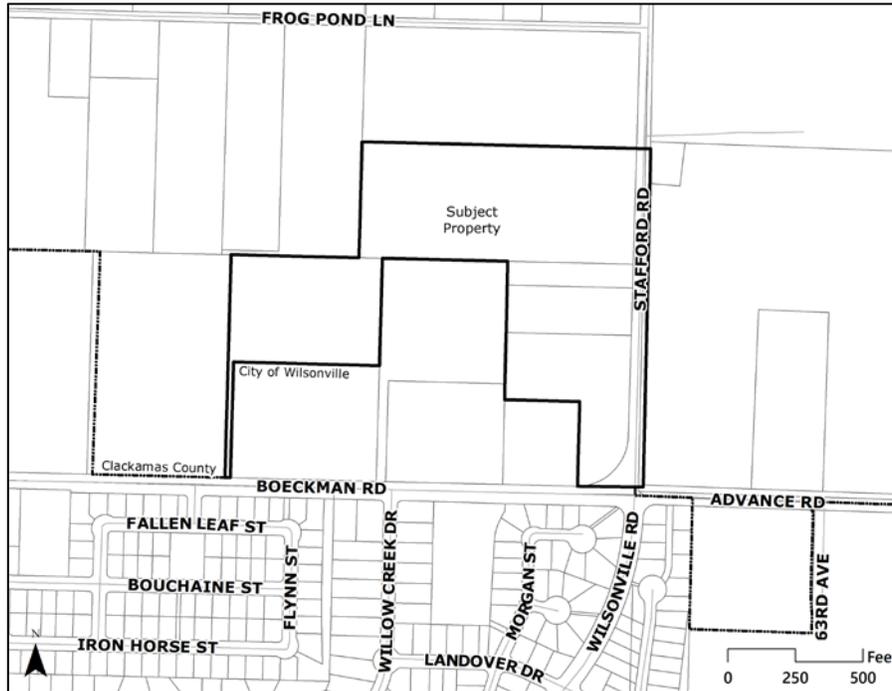
**Staff Reviewer:** Kimberly Rybold, AICP, Associate Planner

**Staff/DRB Recommendation:** Approve the requested annexation.

**Applicable Review Criteria:**

<b><u>Development Code:</u></b>	
Section 4.700	Annexation
<b><u>Comprehensive Plan and Sub-elements:</u></b>	
Citizen Involvement	
Urban Growth Management	
Public Facilities and Services	
Land Use and Development	
Plan Map	
Area of Special Concern L	
Transportation Systems Plan	
Frog Pond West Master Plan	
<b><u>Regional and State Law and Planning Documents</u></b>	
Metro Code Chapter 3.09	Local Government Boundary Changes
ORS 222.111	Authority and Procedures for Annexation
ORS 222.125	Annexation by Consent of All Land Owners and Majority of Electors
ORS 222.170	Annexation by Consent Before Public Hearing or Order for Election
Statewide Planning Goals	

**Vicinity Map**



## Background/Summary:

The subject area has long been rural/semi-rural adjacent to the growing City of Wilsonville. Metro added the 181-acre area now known as Frog Pond West to the Urban Growth Boundary (UGB) in 2002 to accommodate future residential growth. To guide development of the area and the urban reserve areas to the east and southeast, the City of Wilsonville adopted the Frog Pond Area Plan in November 2015. The Frog Pond Area Plan envisions that “The Frog Pond Area in 2035 is an integral part of the Wilsonville community, with attractive and connected neighborhoods. The community’s hallmarks are the variety of quality homes; open spaces for gathering; nearby services, shops and restaurants; excellent schools; and vibrant parks and trails. The Frog Pond Area is a convenient bike, walk, drive, or bus trip to all parts of Wilsonville.”

As a follow up to the area plan and in anticipation of forthcoming development, in July 2017 the City of Wilsonville adopted the Frog Pond West Master Plan for the area within the UGB.

The proposed 15-acre subdivision is the third development proposal, following the 44-lot Stafford Meadows subdivision to the south and the 78-lot Morgan Farm subdivision to the west. The subdivision will connect to Stafford Meadows, blending together as one cohesive neighborhood.

This application also includes the Community of Hope Church and property owned by the West Linn-Wilsonville School District. The existing church will remain, with the westernmost 0.69 acres partitioned and included within the Frog Pond Meadows subdivision. In return, the applicant will transfer Tract M of the previously approved Stafford Meadows subdivision to the church. The application also proposes partitioning the easternmost 1.5 acres of the West Linn-Wilsonville School District property on Boeckman Road to be included within Frog Pond Meadows, with the remaining portion planned for a future park. Combined with adjacent Stafford Road right-of-way, the applicant proposes the annexation of approximately 23.9 acres into the City of Wilsonville.

All property owners and a majority of electors in the annexation area have consented in writing to the annexation.

## Conclusion and Conditions of Approval:

Staff has reviewed the Applicant’s analysis of compliance with the applicable criteria. The Staff report adopts the applicant’s responses as Findings of Fact except as noted in the Findings. Based on the Findings of Fact and information included in this Staff Report, and information received from a duly advertised public hearing, Staff recommends the City Council annex the subject property with the following condition:

Request: DB18-0060 Annexation

**PDA 1.** The developer shall be subject to a Development and Annexation Agreement with the City of Wilsonville as required by the Frog Pond West Master Plan. The developer shall enter in the Development and Annexation Agreement prior to issuance of any public works permits by the City within the annexation area.

## Findings:

NOTE: Pursuant to Section 4.014 the burden of proving that the necessary findings of fact can be made for approval of any land use or development application rests with the applicant in the case.

### **Request: DB18-0015 Annexation**

As described in the Findings below, the request meets the applicable criteria or will by Conditions of Approval.

#### **Comprehensive Plan-Annexation and Boundary Changes**

Consistent with Future Planned Public Services  
Implementation Measure 2.2.1.a.

**A1.** The Frog Pond West Master Plan establishes the future planned public services and funding plan for the subject property. The development of public services and funding will be consistent with the Frog Pond West Master Plan thus allowing the annexation to proceed. West Hills and the City will enter into an annexation agreement detailing provision and development of public services as required by Condition of Approval PDA 1.

Demonstrated Need for Immediate Urban Growth  
Implementation Measure 2.2.1.a.

**A2.** Metro brought the subject area into the Urban Growth Boundary in 2002 to meet demonstrated regional housing needs. With adoption for the Frog Pond West Master Plan the subject area is now primed for development to help meet regional housing needs.

Adherence to State and Metro Annexation Laws and Standards  
Implementation Measures 2.2.1.e., 2.2.1.e. 3., 2.2.1.e. 4.

**A3.** This review applies all applicable Metro and Stage rules, regulations, and statutes as seen in findings below.

Orderly, Economic Provision of Public Facilities and Services  
Implementation Measure 2.2.1.e. 1.

**A4.** The Frog Pond Area Plan includes implementation measures to ensure the orderly and economic provision of public facilities and services for the Frog Pond Area, including Frog Pond West. The applicant proposed site development with concurrent applications for Stage I and Stage II Planned Unit Development and Land Division, which proposes the extension of public facilities and services to the Frog Pond Meadows site. These proposed services are generally consistent with the Frog Pond Area Plan and Frog Pond West Master Plan, and the City's Finance Plan and Capital Improvements Plan.

## Availability of Sufficient Land for Uses to Insure Choices over 3-5 Years

Implementation Measure 2.2.1.e. 2.

- A5.** The inclusion of the Frog Pond area within the UGB and the adoption of the Frog Pond Area Plan demonstrate the need for residential development in the Frog Pond Area. Annexation of the subject site will allow development of the uses envisioned by the adopted Frog Pond West Master Plan.

### **Wilsonville Development Code-Annexation**

#### Authority to Review Quasi-Judicial Annexation Requests

Subsections 4.030 (.01) A, 11, 4.031 (.01) K, 4.033 (.01) F., and 4.700 (.02)

- A6.** The review of the quasi-judicial annexation request by DRB and City Council is consistent with the authority established in the Development Code.

#### Procedure for Review, Etc.

Subsections 4.700 (.01) and (.04)

- A7.** The submission materials from the applicant include an annexation petition signed by the necessary parties, a legal description and map of the land to be annexed, a narrative describing conformance with applicable criteria, and the City Council, upon recommendation from the Development Review Board, will declare the subject property annexed.

#### Adoption of Development Agreement with Annexation

Subsection 4.700 (.05)

- A8.** Subject to requirements in this subsection and the Frog Pond West Master Plan Condition of Approval PDA 1 requires the necessary parties enter into an annexation development agreement with the City covering the annexed land.

### **Metro Code**

#### Local Government Boundary Changes

Chapter 3.09

- A9.** The request is within the UGB, meets the definition of a minor boundary change, satisfies the requirements for boundary change petitions, is consistent with the Comprehensive Plan, and Frog Pond West Master Plan.

### **Oregon Revised Statutes (ORS)**

#### Authority and Procedure for Annexation

ORS 222.111

- A10.** The request meets the applicable requirements in state statute including the facts that subject property is within the UGB, is contiguous to the City, the request has been initiated

by the property owners of the land being annexed, and all property owners and a majority of electors within the annexed area consent in writing to the annexation.

#### Procedure Without Election by City Electors

ORS 222.120

**A11.** The City charter does not require elections for annexation, the City is following a public hearing process defined in the Development Code, and request meets the applicable requirements in state statute including the facts that all property owners and a majority of electors within the annexed area consent in writing to the annexation. Annexation of the subject property thus does not require an election.

#### Annexation by Consent Before Public Hearing

ORS 222.170

**A12.** All property owners and a majority of electors within the annexed area have provided their consent in writing. The City is following a public hearing process as prescribed in the City's Development Code concurrent with a Zone Map Amendment request and other quasi-judicial land use applications.

### **Oregon Statewide Planning Goals**

#### Statewide Planning Goals

Goals 1, 2, 5, 6, 8, 9, 10, 11, 12, 13

**A13.** The area proposed for annexation will be developed consistent with the City's Comprehensive Plan and the Frog Pond West Master Plan, both which have been found to meet the statewide planning goals.

## Ordinance No. 832 Attachment 4

### DEVELOPMENT REVIEW BOARD RESOLUTION NO. 360

**A RESOLUTION ADOPTING FINDINGS RECOMMENDING APPROVAL TO CITY COUNCIL OF AN ANNEXATION AND ZONE MAP AMENDMENT FROM RURAL RESIDENTIAL FARM FOREST 5-ACRE (RRFF-5) TO RESIDENTIAL NEIGHBORHOOD (RN) AND PUBLIC FACILITY (PF) FOR APPROXIMATELY 23.9 ACRES OF PROPERTY LOCATED ON THE WEST SIDE OF STAFFORD ROAD JUST NORTH OF BOECKMAN ROAD, AND ADOPTING FINDINGS AND CONDITIONS APPROVING A STAGE I PRELIMINARY PLAN, STAGE II FINAL PLAN, SITE DESIGN REVIEW OF PARKS AND OPEN SPACE, TENTATIVE SUBDIVISION PLAT, TENTATIVE PARTITION PLAT (CHURCH PROPERTY), TENTATIVE PARTITION PLAT (SCHOOL PROPERTY), TYPE C TREE PLAN, WAIVER TO MINIMUM LOT SIZE, WAIVER TO MINIMUM FRONT SETBACK, AND ABBREVIATED SRIR REVIEW FOR A 74-LOT SINGLE-FAMILY SUBDIVISION. THE SUBJECT SITE IS LOCATED ON TAX LOTS 1800, 1902, 1903, 2000 AND 2200 AND A PORTION OF STAFFORD ROAD RIGHT-OF-WAY OF SECTION 12D, TOWNSHIP 3 SOUTH, RANGE 1 WEST, WILLAMETTE MERIDIAN, CLACKAMAS COUNTY, OREGON. LI ALLIGOOD, AICP, OTAK – REPRESENTATIVE FOR WEST HILLS LAND DEVELOPMENT LLC - APPLICANT.**

WHEREAS, an application, together with planning exhibits for the above-captioned development, has been submitted in accordance with the procedures set forth in Section 4.008 of the Wilsonville Code, and

WHEREAS, the Planning Staff has prepared staff report on the above-captioned subject dated February 4, 2019, and

WHEREAS, said planning exhibits and staff report were duly considered by the Development Review Board Panel A at a scheduled meeting conducted on February 11, 2019, at which time exhibits, together with findings and public testimony were entered into the public record, and

WHEREAS, the Development Review Board considered the subject and the recommendations contained in the staff report, and

WHEREAS, interested parties, if any, have had an opportunity to be heard on the subject.

NOW, THEREFORE, BE IT RESOLVED that the Development Review Board of the City of Wilsonville does hereby adopt the staff report dated February 4, 2019, attached hereto as Exhibit A1, with findings and recommendations contained therein, and authorizes the Planning Director to issue permits consistent with said recommendations, subject to City Council approval of the Annexation and Zone Map Amendment Requests (DB18-0060 and DB18-0061) for:

DB18-0062 through DB18-0068, DB19-0002, DB19-0003, SI18-0006; Stage I Master Plan, Stage II Final Plan, Site Design Review of Parks and Open Space, Tentative Subdivision Plat, Type C Tree Removal Plan, Waiver to Minimum Lot Size, Waiver to Minimum Front Setback, and Abbreviated SRIR Review for an 74 lot single-family subdivision and associated improvements.

ADOPTED by the Development Review Board of the City of Wilsonville at a regular meeting thereof this 11<sup>th</sup> day of February, 2019 and filed with the Planning Administrative Assistant on February 12, 2019. This resolution is final on the 15th calendar day after the postmarked date of the written notice of decision per *WC Sec 4.022(.09)* unless appealed per *WC Sec 4.022(.02)* or called up for review by the council in accordance with *WC Sec 4.022(.03)*.

  
\_\_\_\_\_  
Fred Ruby – Acting Chair, Panel A  
Wilsonville Development Review Board

## Ordinance No. 832 Attachment 4

Attest:

  
\_\_\_\_\_  
**Shelley White, Planning Administrative Assistant**

**ORDINANCE NO. 833**

**AN ORDINANCE OF THE CITY OF WILSONVILLE APPROVING A ZONE MAP AMENDMENT FROM THE CLACKAMAS COUNTY RURAL RESIDENTIAL FARM FOREST 5 (RRFF5) ZONE TO THE RESIDENTIAL NEIGHBORHOOD (RN) ZONE ON APPROXIMATELY 15 ACRES AND TO THE PUBLIC FACILITY (PF) ZONE ON APPROXIMATELY 7 ACRES ON THE NORTH SIDE OF BOECKMAN ROAD JUST EAST OF BOECKMAN CREEK; THE LAND IS MORE PARTICULARLY DESCRIBED AS TAX LOTS 1800, 1902, 1903, 2000 AND 2200, SECTION 12D, TOWNSHIP 3 SOUTH, RANGE 1 WEST, WILLAMETTE MERIDIAN, CLACKAMAS COUNTY, OREGON. WEST HILLS LAND DEVELOPMENT LLC, APPLICANT.**

WHEREAS, certain real property within the Frog Pond West Master Plan is being annexed into the City; and

WHEREAS, the City of Wilsonville desires to have the properties zoned consistent with their Wilsonville Comprehensive Plan Map designation of “Residential Neighborhood” and “Public” rather than maintain the current Clackamas County zoning designations; and

WHEREAS, concurrent with the adoption of the Frog Pond West Master Plan and designating the subject property as “Residential Neighborhood” and “Public” in the Comprehensive Plan Map, the City added a new zoning district Residential Neighborhood (RN) intended for application to the Master Plan area; and

WHEREAS, churches are considered quasi-public uses that serve and benefit the community and application of the Public Facility (PF) zone is consistent with the recommendations of the Frog Pond West Master Plan; and

WHEREAS, the Zone Map Amendment is contingent on annexation of the property to the City of Wilsonville, which annexation has been petitioned for concurrently with the Zone Map Amendment request; and

WHEREAS, the City of Wilsonville Planning Staff analyzed the Zone Map Amendment request and prepared a staff report for the Development Review Board, finding that the application met the requirements for a Zone Map Amendment and recommending approval of the Zone Map Amendment, which staff report was presented to the Development Review Board on February 11, 2019; and

WHEREAS, the Development Review Board Panel 'A' held a public hearing on the application for a Zone Map Amendment on February 11, 2019, and after taking public testimony

and giving full consideration to the matter, adopted Resolution No. 360 which recommends City Council approval of the Zone Map Amendment request (Case File DB18-0061), adopts the staff report with findings and recommendation, all as placed on the record at the hearing; and

WHEREAS, on March 4, 2019, the Wilsonville City Council held a public hearing regarding the above described matter, wherein the City Council considered the full public record made before the Development Review Board, including the Development Review Board and City Council staff reports; took public testimony; and, upon deliberation, concluded that the proposed Zone Map Amendment meets the applicable approval criteria under the City of Wilsonville Development Code;

NOW, THEREFORE, THE CITY OF WILSONVILLE ORDAINS AS FOLLOWS:

1. The City Council adopts, as findings and conclusions, the forgoing Recitals and the Zone Map Amendment Findings in Attachment 2, as if fully set forth herein.
2. The official City of Wilsonville Zone Map is hereby amended, upon finalization of the annexation of the property to the City, by Zoning Order DB18-0061, attached hereto as Attachment 1, from the Clackamas County Rural Residential Farm Forest 5 (RRFF5) Zone to the Residential Neighborhood (RN) and Public Facility (PF) Zones.

SUBMITTED to the Wilsonville City Council and read for the first time at a regular meeting thereof on the 4<sup>th</sup> day of March, 2019, and scheduled for a second reading at a regular meeting of the Council on the 18<sup>th</sup> day of March, 2019, commencing at the hour of 7:00 P.M. at the Wilsonville City Hall.

\_\_\_\_\_  
Kimberly Veliz, City Recorder

ENACTED by the City Council on the 18<sup>th</sup> day of March, 2019 by the following votes:

Yes: \_\_\_\_ No: \_\_\_\_

\_\_\_\_\_  
Kimberly Veliz, City Recorder

DATED and signed by the Mayor this \_\_\_\_\_ day of March, 2019.

---

TIM KNAPP, Mayor

**SUMMARY OF VOTES:**

Mayor Knapp

Council President Akervall

Councilor Stevens

Councilor Lehan

Councilor West

**Attachments:**

1. Attachment 1 – Zoning Order DB18-0061 Including Legal Description and Sketch  
Depicting Zone Map Amendment
2. Attachment 2 – Zone Map Amendment Findings
3. Attachment 3 – Development Review Board Panel A Resolution No. 360 recommending  
approval of Zone Map Amendment

# Ordinance No. 833 Attachment 1

## BEFORE THE CITY COUNCIL OF THE CITY OF WILSONVILLE, OREGON

In the Matter of the Application of	)	
West Hills Land Development LLC	)	
for a Rezoning of Land and Amendment	)	<b>ZONING ORDER DB18-0061</b>
of the City of Wilsonville Zoning Map	)	
Incorporated in Section 4.102 of the	)	
Wilsonville Code.	)	

The above-entitled matter is before the Council to consider the application of DB18-0061, for a Zone Map Amendment and an Order, amending the official Zoning Map as incorporated in Section 4.102 of the Wilsonville Code.

The Council finds that the subject property (“Property”), legally described and shown on the attached legal description and sketch, has heretofore appeared on the Clackamas County zoning map Rural Residential Farm Forest 5 (RRFF5).

The Council having heard and considered all matters relevant to the application for a Zone Map Amendment, including the Development Review Board record and recommendation, finds that the application should be approved.

THEREFORE IT IS HEREBY ORDERED that The Property, consisting of approximately 22 acres on the north side of Boeckman Road just east of Boeckman Creek comprising Tax Lots 1800, 1902, 1903, 2000, and 2200 of Section 12D, as more particularly shown and described in the attached legal description and sketch, is hereby rezoned to Residential Neighborhood (RN) and Public Facility (PF), subject to conditions detailed in this Order’s adopting Ordinance. The foregoing rezoning is hereby declared an amendment to the Wilsonville Zoning Map (Section 4.102 WC) and shall appear as such from and after entry of this Order.

Dated: This 18<sup>th</sup> day of March,  
2019.

---

TIM KNAPP, MAYOR

APPROVED AS TO FORM:

---

Barbara A. Jacobson, City Attorney

## Ordinance No. 833 Attachment 1

ATTEST:

---

Sandra C. King, CMC, City Recorder

Attachment: Legal Description and Sketch Depicting Land/Territory to be Rezoned

## Ordinance No. 833 Attachment 1

### **EXHIBIT A** **LEGAL DESCRIPTION** **FROG POND MEADOWS ZONE CHANGE**

February 13, 2019 (Otak #18968)

Those properties described in the following deeds recorded as Document Numbers 98-125139, 99-094345, 2006-019465, 2016-072238, and that property described as Parcel II in Document Number 99-052396, all of Clackamas County Records, in the southeast one-quarter of Section 12, Township 3 South, Range 1 West, and in the southwest one-quarter of Section 7, Township 3 South, Range 1 East, Willamette Meridian, Clackamas County, Oregon, the exterior boundary of said properties being described as follows:

BEGINNING at a 5/8 inch iron rod with yellow plastic cap marked "OTAK INC" found at the most northerly northeast corner of STAFFORD MEADOWS recorded as Plat No. 4558 in Book 149, Page 029, Clackamas County Plat Records, said POINT OF BEGINNING also being the northwest corner of said Document Number 2006-019465 property; thence along the lines of said STAFFORD MEADOWS through the following four courses:

North 88°35'30" West a distance of 464.07 feet;

South 01°40'35" West a distance of 398.74 feet;

North 88°35'30" West a distance of 540.50 feet;

and South 01°38'47" West a distance of 429.26 feet to the initial point of said STAFFORD MEADOWS being a point on the north right of way line of S.W. Boeckman Road 30.00 feet from, when measured at right angles to, the centerline thereof;

thence along said north right of way line, North 88°35'30" West a distance of 20.00 feet to the west line of said Parcel II;

thence along the lines of said Parcel II through the following two courses:

North 01°39'45" East a distance of 828.00 feet;

and South 88°35'30" East a distance of 473.09 feet to the southwest corner of said Document Number 98-125139 property;

thence along the west line of said Document Number 98-125139 property,

## Ordinance No. 833 Attachment 1

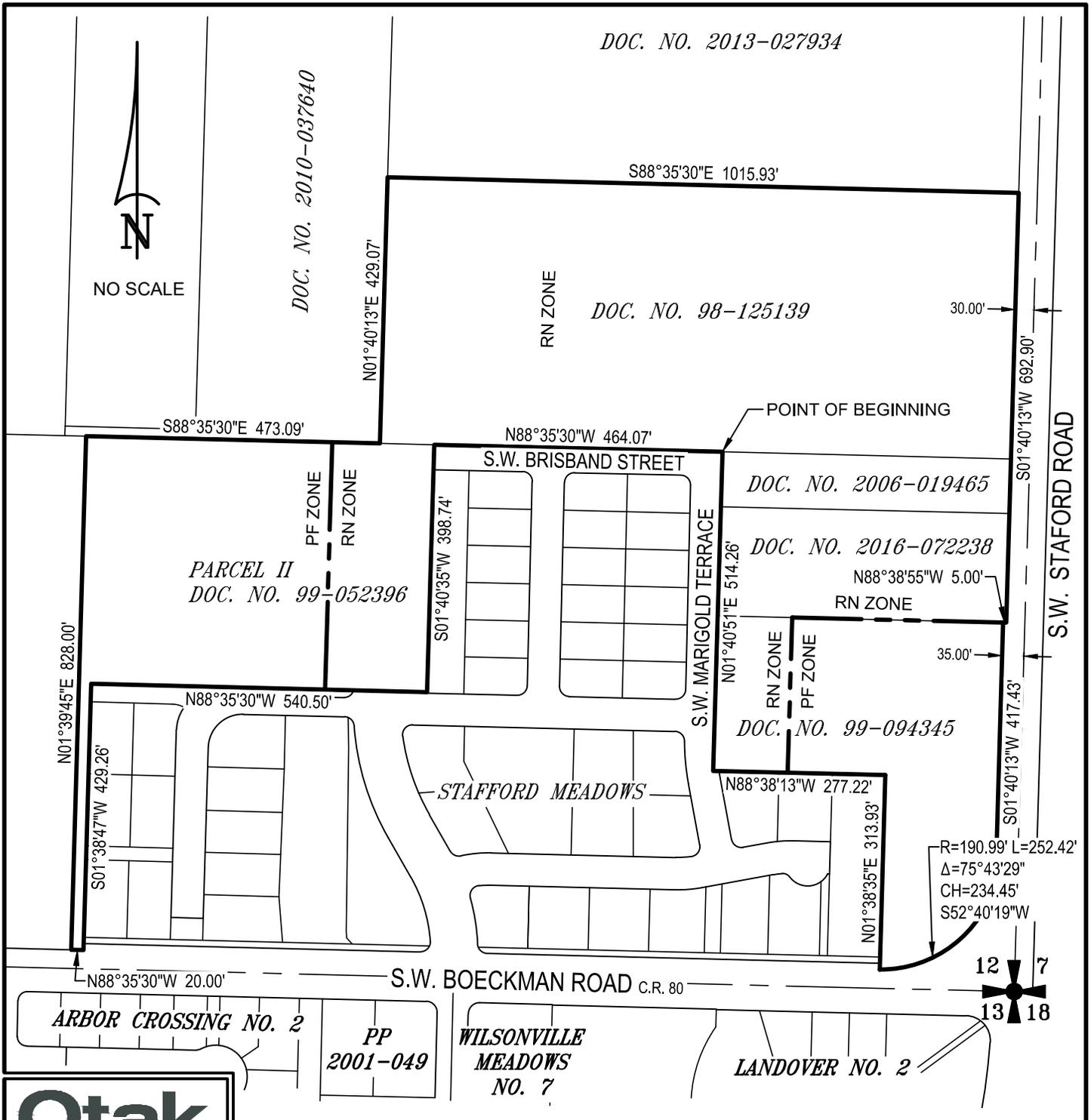
North 01°40'13" East a distance of 429.07 feet to the northwest corner of said Document Number 98-125139 property;  
thence along the north line of said Document Number 98-125139 property, South 88°35'30" East a distance of 1015.93 feet to a point on the west right of way line of said S.W. Stafford Road 30.00 feet from, when measured at right angles to, the centerline thereof;  
thence along said west right of way line, South 01°40'13" West a distance of 692.90 feet to the southeast corner of said Document Number 2016-072238 property;  
thence along the south line of said Document Number 2016-072238 property, North 88°38'55" West a distance of 5.00 feet to a point on the west right of way line of said S.W. Stafford Road 35.00 feet from, when measured at right angles to, the centerline thereof;  
thence along said west right of way line, South 01°40'13" West a distance of 417.43 feet;  
thence southwesterly along the arc of a 190.99 foot radius curve to the right through a central angle of 75°43'29" an arc length of 252.42 feet (chord bears South 52°40'19" West 234.45 feet) to the southeast corner of said STAFFORD MEADOWS;  
thence along the lines of said STAFFORD MEADOWS through the following three courses:  
North 01°38'35" East a distance of 313.93 feet;  
North 88°38'13" West a distance of 277.22 feet;  
and North 01°40'51" East a distance of 514.26 feet the POINT OF BEGINNING.

Contains 21.94 acres, more or less.

Bearings per STAFFORD MEADOWS which are based on the Oregon State Plane Coordinate System, NAD83, North Zone.



# Ordinance No. 833 Attachment 1



# Otak

808 SW 3rd Ave., Ste. 300  
 Portland, Oregon 97204  
 Phone: (503) 287-6825  
 www.otak.com  
 project: 18968

## EXHIBIT A

SHEET 3 OF 3

FROG POND MEADOWS ZONE CHANGE  
 IN THE SOUTHEAST ONE-QUARTER OF SECTION 12  
 TOWNSHIP 3 SOUTH, RANGE 1 WEST, WILLAMETTE MERIDIAN  
 CLACKAMAS COUNTY, OREGON

FEBRUARY 13, 2019



Ordinance No. 833 Attachment 2  
 Zone Map Amendment Findings

Frog Pond Meadows 74-Lot Single-Family Subdivision

City Council  
 Quasi-Judicial Public Hearing

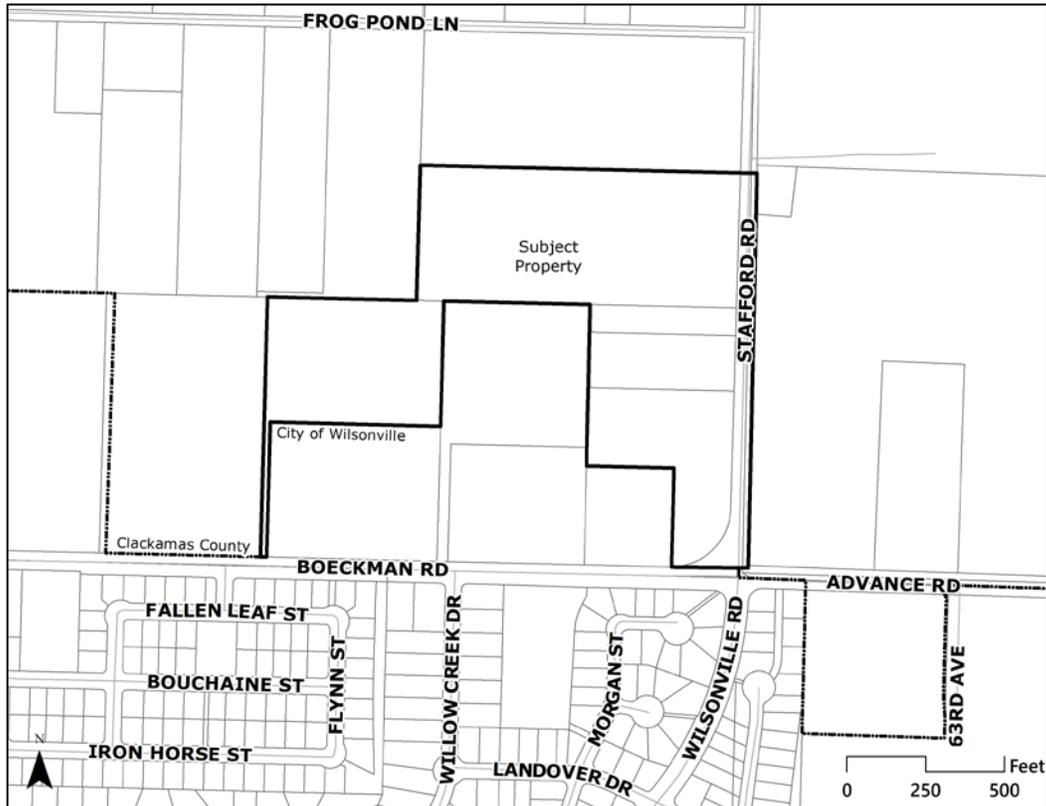
---

<b>Hearing Date:</b>	March 4, 2019
<b>Date of Report:</b>	February 15, 2019
<b>Application No.:</b>	DB18-0061 Zone Map Amendment
<b>Request:</b>	The request before the City Council is a Zone Map Amendment for approximately 22 acres.
<b>Location:</b>	West side of Stafford Road, north of Boeckman Road. The property is specifically known as Tax Lots 1800, 1902, 1903, 2000, and 2200, Section 12D, Township 3 South, Range 1 West, Willamette Meridian, Clackamas County, Oregon
<b>Owners:</b>	Community of Hope ELCA, Joint Revocable Trust of Theodore and Lynette Eaton, 27687 Stafford Road LLC, West Linn-Wilsonville School District
<b>Applicant:</b>	Dan Grimberg, West Hills Development
<b>Applicant's Rep.:</b>	Li Alligood, AICP, OTAK, Inc
<b>Comprehensive Plan Designation:</b>	Residential Neighborhood, Public
<b>Zone Map Classification (Current):</b>	RRFF 5 (Rural Residential Farm Forest 5-Acre)
<b>Zone Map Classification (Proposed):</b>	RN (Residential Neighborhood), PF (Public Facility)
<b>Staff Reviewers:</b>	Kimberly Rybold, AICP, Associate Planner
<b>Staff/DRB Recommendation:</b>	<u>Adopt</u> the requested Zone Map Amendment.

**Applicable Review Criteria:**

<b><u>Development Code:</u></b>	
Section 4.110	Zones
Section 4.127	Residential Neighborhood (RN) Zone
Section 4.136	Public Facility (PF) Zone
Section 4.197	Zone Changes
<b><u>Comprehensive Plan and Sub-elements:</u></b>	
Citizen Involvement	
Urban Growth Management	
Public Facilities and Services	
Land Use and Development	
Plan Map	
Area of Special Concern L	
Transportation Systems Plan	
Frog Pond West Master Plan	
<b><u>Regional and State Law and Planning Documents</u></b>	
Statewide Planning Goals	

**Vicinity Map**



**Summary:**

Zone Map Amendment (DB18-0061)

Concurrent with the adoption of the Frog Pond West Master Plan the City added a new zoning district, Residential Neighborhood (RN), intended for application to the Master Plan area. The applicant proposes applying the Residential Neighborhood (RN) Zone to the residential portion of the subject property consistent with this intention. The applicant proposes applying the Public Facility (PF) Zone to the remaining church property, which will continue its present use as a church, as well as to the portion of the subject property west of Willow Creek, which is planned as a future park.

**Conclusion and Conditions of Approval:**

Staff and the Development Review Board recommend approval with the following condition:

Request: DB18-0061 Zone Map Amendment

This action is contingent upon annexation of the subject properties to the City of Wilsonville (DB18-0060).

**Findings:**

NOTE: Pursuant to Section 4.014 the burden of proving that the necessary findings of fact can be made for approval of any land use or development application rests with the applicant in the case.

**General Information**

Application Procedures-In General  
Section 4.008

The City’s processing of the application is in accordance with the applicable general procedures of this Section.

Initiating Application  
Section 4.009

The owners of all property included in the application signed the application forms. West Hills Development initiated the application with their approval.

## Request: DB18-0016 Zone Map Amendment

As described in the Findings below, the request meets the applicable criteria or will by Conditions of Approval.

### Comprehensive Plan

“Residential Neighborhood” on the Comprehensive Plan Map  
Implementation Measure 4.1.7.a.

- B1.** The subject area has a Comprehensive Plan Map Designation of “Residential Neighborhood” and “Public” enabling implementation of the Frog Pond West Master Plan adopted for the subject area.

“Residential Neighborhood” Zone Applied Consistent with Comprehensive Plan  
Implementation Measure 4.1.7.c.

- B2.** The applicant requests the majority of the subject area receive the zoning designation of Residential Neighborhood (RN) as required for areas with the Comprehensive Plan Map Designation of “Residential Neighborhood.” The western portion of Taxlot 2200 (future park site) and the eastern portion of Taxlot 2000 (Community of Hope Church property) would be zoned Public Facility (PF). While the Comprehensive Plan Map designates Taxlot 2000 as “Residential Neighborhood,” the Frog Pond West Master Plan acknowledges the church is planned to remain as a civic use. Application of the PF zone is consistent with this Master Plan recommendation.

Safe, Convenient, Healthful, and Attractive Places to Live  
Implementation Measure 4.1.4.c.

- B3.** The proposed Residential Neighborhood zoning allows the use of planned developments consistent with a legislative Master Plan enabling development of safe, convenient, healthful, and attractive places to live.

Residential Density  
Implementation Measure 4.1.4.u.

- B4.** A majority of the subject area will be zoned Residential Neighborhood allowing the application of the adopted residential densities of the Frog Pond West Master Plan to the subject area. The sub-districts established in the Frog Pond West Master Plan govern the allowed residential densities for the subject area.

Purpose of Residential Neighborhood Designation  
Implementation Measure 4.1.7.a.

- B5.** A majority of the subject area will be zoned Residential Neighborhood consistent with the “Residential Neighborhood” designation on the Comprehensive Plan Map. The designation enables development of the site consistent with the legislatively adopted Frog Pond West Master Plan, including creating an attractive and connected residential

neighborhood, cohesive neighborhoods, high quality architecture and community design, providing transportation choices, and preserving and enhancing natural resources.

## **Development Code**

### Zoning Consistent with Comprehensive Plan Section 4.029

- B6.** The applicant requests a zone change concurrently with a Stage I Master Plan, Stage II Final Plan, and other related development approvals. The proposed zoning designation of Residential Neighborhood is consistent with the Comprehensive Plan Residential Neighborhood designation. See also Finding B2 above.

### Base Zones Subsection 4.110 (.01)

- B7.** The requested zoning designation of Residential Neighborhood (RN) and Public Facility (PF) is among the base zones identified in this subsection.

## **Residential Neighborhood (RN) Zone**

### Purpose of the Residential Neighborhood (RN) Zone Subsection 4.127 (.01)

- B8.** The request to apply the Residential Neighborhood Zone on lands with the Residential Neighborhood Comprehensive Plan Map designations enables a planned development process implementing the Residential Neighborhood policies and implementation measures of the Comprehensive Plan and the Frog Pond West Master Plan.

### Permitted Uses in the Residential Neighborhood (RN) Zone Subsection 4.127 (.02)

- B9.** Concurrent with the zone map amendment request the applicant requests approval of a single-family subdivision. Single-family dwelling units, attached single-family dwelling units (maximum two attached), open space, and public and private parks are among the permitted uses in the RN zone.

### Residential Neighborhood Zone Sub-districts and Residential Density Subsection 4.127 (.05) and (.06)

- B10.** The subject property includes portions of medium lot Sub-districts 2 and 5 and small lot Sub-district 6, as well as a portion of Civic Sub-district 12. The Frog Pond West Master Plan establishes a range of 20 to 25 units for Sub-district 2. The previously-approved Stafford Meadows subdivision includes 18 units within this sub-district. This application proposes six additional units, for a total of 24 within the sub-district. Approximately 69 percent of Sub-district 5 is within the project area. For Sub-district 5, the applicant proposes 22 lots. As the Master Plan establishes a range of 27 to 33 units for the entire sub-district, the proposed number of units, representing approximately proximately 81 percent of the range

minimum and 67 percent of the range maximum, will allow for buildout of the sub-district consistent with the Master Plan recommendations.

Approximately 50 percent of Sub-district 6 is within the project area. Within small lot sub-districts, a minimum of 10 percent of units must be duplexes or attached two-unit homes. For Sub-district 6, the applicant proposes 42 lots, four of which are attached two-unit single-family homes. As the Master Plan establishes a range of 74 to 93 units for the entire sub-district, the proposed number of units, representing approximately 56 percent of the range minimum and 45 percent of the range maximum, will allow for buildout of the sub-district consistent with the Master Plan recommendations.

### **Public Facility (PF) Zone**

#### Purpose of the Public Facility (PF) Zone

Subsection 4.127 (.01)

**B11.** The request to apply the Public Facility Zone on the church property and future park property is consistent with the purpose of this zone, as the existing and future uses are public and quasi-public uses that serve and benefit the community.

#### Permitted Uses in the Public Facility (PF) Zone

Subsection 4.127 (.02)

**B12.** Churches, parks, and public schools are among the permitted uses in the RN zone.

#### Dimensional Standards

Subsection 4.127 (.04)

**B13.** All dimensional standards of the PF zone will be met, with the exception of the minimum street frontage for taxlot 2200, which is a pipestem lot with approximately 20 feet of street frontage. This parcel is planned as a future park, and will ultimately be developed in conjunction with the taxlot to the west which will be zoned PF upon annexation to the City. The combined frontage of these taxlots will exceed the minimum requirement of 75 feet.

### Ordinance No. 833 Attachment 3

#### DEVELOPMENT REVIEW BOARD RESOLUTION NO. 360

**A RESOLUTION ADOPTING FINDINGS RECOMMENDING APPROVAL TO CITY COUNCIL OF AN ANNEXATION AND ZONE MAP AMENDMENT FROM RURAL RESIDENTIAL FARM FOREST 5-ACRE (RRFF-5) TO RESIDENTIAL NEIGHBORHOOD (RN) AND PUBLIC FACILITY (PF) FOR APPROXIMATELY 23.9 ACRES OF PROPERTY LOCATED ON THE WEST SIDE OF STAFFORD ROAD JUST NORTH OF BOECKMAN ROAD, AND ADOPTING FINDINGS AND CONDITIONS APPROVING A STAGE I PRELIMINARY PLAN, STAGE II FINAL PLAN, SITE DESIGN REVIEW OF PARKS AND OPEN SPACE, TENTATIVE SUBDIVISION PLAT, TENTATIVE PARTITION PLAT (CHURCH PROPERTY), TENTATIVE PARTITION PLAT (SCHOOL PROPERTY), TYPE C TREE PLAN, WAIVER TO MINIMUM LOT SIZE, WAIVER TO MINIMUM FRONT SETBACK, AND ABBREVIATED SRIR REVIEW FOR A 74-LOT SINGLE-FAMILY SUBDIVISION. THE SUBJECT SITE IS LOCATED ON TAX LOTS 1800, 1902, 1903, 2000 AND 2200 AND A PORTION OF STAFFORD ROAD RIGHT-OF-WAY OF SECTION 12D, TOWNSHIP 3 SOUTH, RANGE 1 WEST, WILLAMETTE MERIDIAN, CLACKAMAS COUNTY, OREGON. LI ALLIGOOD, AICP, OTAK – REPRESENTATIVE FOR WEST HILLS LAND DEVELOPMENT LLC - APPLICANT.**

WHEREAS, an application, together with planning exhibits for the above-captioned development, has been submitted in accordance with the procedures set forth in Section 4.008 of the Wilsonville Code, and

WHEREAS, the Planning Staff has prepared staff report on the above-captioned subject dated February 4, 2019, and

WHEREAS, said planning exhibits and staff report were duly considered by the Development Review Board Panel A at a scheduled meeting conducted on February 11, 2019, at which time exhibits, together with findings and public testimony were entered into the public record, and

WHEREAS, the Development Review Board considered the subject and the recommendations contained in the staff report, and

WHEREAS, interested parties, if any, have had an opportunity to be heard on the subject.

NOW, THEREFORE, BE IT RESOLVED that the Development Review Board of the City of Wilsonville does hereby adopt the staff report dated February 4, 2019, attached hereto as Exhibit A1, with findings and recommendations contained therein, and authorizes the Planning Director to issue permits consistent with said recommendations, subject to City Council approval of the Annexation and Zone Map Amendment Requests (DB18-0060 and DB18-0061) for:

DB18-0062 through DB18-0068, DB19-0002, DB19-0003, SI18-0006; Stage I Master Plan, Stage II Final Plan, Site Design Review of Parks and Open Space, Tentative Subdivision Plat, Type C Tree Removal Plan, Waiver to Minimum Lot Size, Waiver to Minimum Front Setback, and Abbreviated SRIR Review for an 74 lot single-family subdivision and associated improvements.

ADOPTED by the Development Review Board of the City of Wilsonville at a regular meeting thereof this 11<sup>th</sup> day of February, 2019 and filed with the Planning Administrative Assistant on February 12, 2019. This resolution is final on the 15th calendar day after the postmarked date of the written notice of decision per WC Sec 4.022(.09) unless appealed per WC Sec 4.022(.02) or called up for review by the council in accordance with WC Sec 4.022(.03).

  
\_\_\_\_\_  
Fred Ruby – Acting Chair, Panel A  
Wilsonville Development Review Board

## Ordinance No. 833 Attachment 3

Attest:

  
\_\_\_\_\_  
**Shelley White, Planning Administrative Assistant**



**CITY COUNCIL MEETING  
STAFF REPORT**

<p><b>Meeting Date:</b> March 4, 2019</p>	<p><b>Subject: Resolution No. 2727</b> Request by Clackamas County Board of County Commissioners for City Council Support of Implementation of a Proposed Tobacco Retail License (TRL).</p> <p><b>Staff Member:</b> Mark Ottenad, Public/Government Affairs Director</p> <p><b>Department:</b> Administration</p>
<p><b>Action Required</b></p>	<p><b>Advisory Board/Commission Recommendation</b></p>
<p><input checked="" type="checkbox"/> Motion  <input type="checkbox"/> Public Hearing Date:  <input type="checkbox"/> Ordinance 1<sup>st</sup> Reading Date:  <input type="checkbox"/> Ordinance 2<sup>nd</sup> Reading Date:  <input checked="" type="checkbox"/> Resolution                  Information or Direction  <input type="checkbox"/> Information Only  <input type="checkbox"/> Council Direction  <input type="checkbox"/> Consent Agenda</p>	<p><input type="checkbox"/> Approval  <input type="checkbox"/> Denial  <input type="checkbox"/> None Forwarded  <input checked="" type="checkbox"/> Not Applicable</p> <p><b>Comments:</b> N/A</p>
<p><b>Staff Recommendations:</b> Staff Recommends that City Council adopt Resolution No. 2727.</p>	
<p><b>Recommended Language for Motion:</b> I move to approve Resolution No. 2727.</p>	
<p><b>PROJECT / ISSUE RELATES TO:</b></p>	
<p><input checked="" type="checkbox"/> Council Goals/Priorities    <input type="checkbox"/> Adopted Master Plan(s)    <input type="checkbox"/> Not Applicable</p>	

**ISSUE BEFORE COUNCIL**

Does the City Council wish to express support through a resolution to the Clackamas County Board of County Commissioners for the implementation of a countywide Tobacco Retail License (TRL)?

## **EXECUTIVE SUMMARY**

The Board of County Commissioners of Clackamas County is considering implementing a countywide TRL for commercial retail sales of tobacco and other nicotine products that would enforce current state tobacco control laws with the objective of halting sales to persons under the age of 21. County Commissioners seek support for the proposed TRL from local jurisdictions, including cities and schools, and other organizations.

City Council members expressed support for the proposed TRL ordinance at the Feb 4, 2019, City Council work session and when representatives of the Clackamas County Public Health Division presented to the City Council on August 14, 2018. Support for the proposed County TRL ordinance would be in accord with prior City Council actions pertaining to the use of tobacco products on public property in Wilsonville. The City Council adopted Ordinance No. 712 in January 2013 that prohibited the use of tobacco products in City parks and building. The City Council adopted Ordinance No. 735 in April 2014 that prohibited smoking at or near public transit bus stops/shelters.

The Clackamas County Public Health Division is charged with protecting the public's health. The U.S. Food and Drug Administration, U.S. Surgeon General and Oregon Health Authority state that the rapidly increasing use of tobacco products—in particular “e-cigarette” vaping products—is reaching epidemic proportions among the nation's youth.

Clackamas County reports that 14% of a random sample of retailers sold tobacco to minors during state inspections from November 2017 to March 2018.

Therefore, the County is proposing to implement a TRL that limits under-age person's access to and use of tobacco and nicotine products.

- TRL would augment the Oregon Health Authority's current inspection and enforcement mechanisms by visiting every retailer annually, rather than a random sample.
- A strong enforcement strategy with penalties effectively motivates retailers to comply with existing laws and protects youth. TRL is a best practice policy to address youth-access in the retail environment.
- Studies show that the density and proximity of tobacco retailers to schools impacts youth tobacco rates. TRL ensures that tobacco laws are being followed, decreasing youth access to tobacco products.

All businesses and communities, both large and small, benefit from a Tobacco Retail License. Tobacco remains the number one cause of preventable death in the nation and in Clackamas County. Employee's tobacco use decreases productivity and increases employers' costs. Business communities across the country are addressing this challenge by working with public health to develop and promote tobacco policies that support a healthy future workforce and prosperous communities.

### **Details of Proposed TRL**

The County proposes an annual license fee of \$500-\$600 per retailer that amounts to \$1.37-\$1.64 per day to sell tobacco and nicotine products, and estimates that smaller retailers could raise the price of a pack of cigarettes by \$.12 to offset the cost of the license fee. For TRL to be effectively enforced, the licensing fee must cover the cost of administration, retailer education and enforcement. All businesses, regardless of size, will receive the same level of service from Public Health. A flat fee alleviates the administrative burden from businesses to report revenue from tobacco sales.

The Public Health Division would hire one permanent, full-time, Program Coordinator for the Tobacco Retail License Program in calendar year 2020 and 1 temporary adult, between 18 – 20 years of age, to implement annual Minimum Legal Sales Age Inspections in calendar year 2021. The revenue generated from Tobacco Retail Licensing fees and fines will be committed to sustain the program, not for youth education. Clackamas County Public Health Division collaborates with prevention coalitions to deliver youth-focused prevention messages and education around a variety of substances through social media and community-based programming.

### **BACKGROUND:**

Oregon Senate Bill 754 (2017) raised the required minimum age for a person to legally buy or obtain tobacco products, inhalant delivery systems, and tobacco product devices, from 18 to 21 effective January 1, 2018. Oregon became the fifth state in the nation to raise the age to purchase tobacco products to 21 years.

When enacting the minimum age requirement for the legal purchase of tobacco products, the legislature did not create a statewide commercial retail-licensing program as has been done with alcohol and cannabis products.

### **EXPECTED RESULTS:**

Implementation of TRL could be inconvenient and a slight additional cost for retailers and purchasers of tobacco products. Long-term impacts include a healthier general population and workforce that is more productive with fewer tobacco-related health problems and an improved quality of life, resulting in decreased costs to society from preventable health problems and premature death.

### **TIMELINE:**

The Clackamas County Board of County Commissioners is scheduled to consider adopting a countywide Tobacco Retail Licensing in Spring 2019 and has requested endorsement from the Wilsonville City Council via a resolution or letter of support. On February 4, 2019, the City Council indicated preference for a resolution of support.

### **COMMUNITY INVOLVEMENT PROCESS:**

Clackamas County Public Health Division has undertaken outreach to community and business groups throughout the county over the past year. The exhibits provide detail on County outreach efforts over time to various constituencies, including tobacco retailers.

The County has received resolutions of support from Cities of Gladstone, Milwaukie, Oregon City and West Linn; and letters of support from City of Sandy and Preventing Tobacco Addiction Foundation, Clackamas County Public School Districts Superintendents, and Vibrant Future Coalition.

Leaders of the Wilsonville Area Chamber of Commerce indicated to City representatives on January 18, 2019, that they did not oppose a proposed TRL.

**POTENTIAL IMPACTS OR BENEFIT TO THE COMMUNITY:**

A healthier community is one that enjoys a better quality of life free from disease and illness caused by tobacco nicotine addiction. Individuals, businesses and society as whole benefit by avoiding the use of products that degrade health and result in avoidable health-related expenses.

**ALTERNATIVES:**

The City Council could opt to not support the proposed resolution.

**CURRENT YEAR BUDGET IMPACTS:**

No estimated budget impacts to City; proposed TRL is a program administered by Clackamas County Public Health Division.

**FINANCIAL REVIEW / COMMENT:**

Reviewed by: CAR Date: 2/26/2019

**LEGAL REVIEW / COMMENT:**

Reviewed by: BAJ Date: 2/25/2019

**CITY MANAGER COMMENT:**

N/A

**EXHIBITS:**

- A. Resolution No. 2727: A Resolution of the City of Wilsonville Supporting a Clackamas County Tobacco Retail License
- B. Clackamas County staff presentation report to Board of County Commissioners: Protecting Youth Through Tobacco Retail Licensing – Update; Public Outreach and Retailer Engagement, January 2019
- C. Clackamas County Letter of Request for Support of County-wide Tobacco Retail License; Templates for Resolution or Letter of Support for TRL, October 2018
- D. West Linn-Wilsonville School District Health Equity Zone: Tobacco Retailers, Schools, and Percentage in Poverty By Census Block Group, 2011-2015
- E. Responses to Chambers of Commerce Tobacco Retail License Questions, October 2018
- F. Tobacco Retail Stores in Wilsonville, January 2019
- G. Resolutions and Letters of Support for TRL ordinance, 2018
- H. 2018 Oregon Tobacco Facts, Oregon Health Authority Public Health Division
- I. 2014 Clackamas County Tobacco Fact Sheet, Oregon Health Authority Public Health Division

**Exhibit A - Page 1**

**RESOLUTION NO. 2727**

**A RESOLUTION OF THE CITY OF WILSONVILLE SUPPORTING A CLACKAMAS COUNTY TOBACCO RETAIL LICENSE.**

WHEREAS, Tobacco use remains the most preventable cause of illness and death in America, Oregon and Clackamas County; and

WHEREAS, the U.S. Centers for Disease Control and Prevention reports that cigarette smoking is responsible for more than 480,000 deaths per year in the United States, including more than 41,000 deaths resulting from secondhand smoke exposure; and

WHEREAS, the total economic cost of smoking in the U.S. is more than \$300 billion a year, including nearly \$170 billion in direct medical care for adults and over \$156 billion in lost productivity due to premature death and exposure to secondhand smoke; and

WHEREAS, the Oregon Health Authority reports that tobacco use is responsible for killing nearly 8,000 people each year in the state and an estimated 625 deaths annually as a result of secondhand smoke and that tobacco use costs Oregonians \$2.5 billion a year in medical expenses, lost productivity and early death; and

WHEREAS, nearly 90 percent of adult tobacco smokers started smoking before age 18, more than three quarters start before age 20. Adolescents who start smoking before their 19th birthday have on average a 20 percent higher risk of dying from smoking-related illness; and

WHEREAS, if smoking continues at the current rate among U.S. youth, 5.6 million of today's Americans younger than 18 years of age are expected to die prematurely from a smoking-related illness, representing about one in every 13 Americans aged 17 years or younger who is alive today; and

WHEREAS, the Federal Trade Commission reported in 2015 that the tobacco industry spent nearly \$8.9 billion marketing cigarettes and smokeless tobacco nationwide, with marketing efforts targeted to retail displays located near the point-of-purchase in convenience stores, pharmacies and grocery stores; and

WHEREAS, the tobacco industry reportedly spends more than \$100 million every year to advertise and promote tobacco products in Oregon retailers; and

**Exhibit A - Page 2**

WHEREAS, one in three youth said it would be “very easy” to get tobacco according to the Oregon Healthy Teen Survey and youth living in areas with the highest density of retail tobacco outlets are more likely to have smoked cigarettes in the last month; and

WHEREAS, Oregon increased in 2018 the tobacco and nicotine product possession age to 21 but did not pass a statewide tobacco retail license, the necessary mechanism to enforce the new legal sales-age; and

WHEREAS, a county-wide licensing system for tobacco retailers is appropriate to enforce tobacco control laws to protect the health, safety, and welfare of our residents; and

WHEREAS, research demonstrates that local tobacco retail ordinances reduce youth access to cigarettes. A review of 33 California communities with strong tobacco retailer licensing ordinances shows that the youth sales rate declined in 31 of these communities after the ordinances were enacted, with an average decrease of 26 percent in the youth sales rate; and

WHEREAS, a requirement for a tobacco retailer license will not unduly burden businesses who sell or distribute tobacco or nicotine products.

NOW THEREFORE, the Wilsonville City Council does hereby resolve to support the Clackamas County Board of County Commissioners as the Board of Health to adopt a tobacco retail license requiring all businesses located in the County to obtain an annual license to sell tobacco and other nicotine products, including electronic cigarettes.

ADOPTED by the Wilsonville City Council at a regular meeting on March 4, 2019, and filed with the Wilsonville City Recorder this date.

\_\_\_\_\_  
TIM KNAPP, MAYOR

ATTEST:

\_\_\_\_\_  
Kimberly Veliz, City Recorder

SUMMARY OF VOTES:

- Mayor Knapp
- Council President Akervall
- Councilor Stevens
- Councilor Lehan
- Councilor West

# Protecting Youth Through Tobacco Retail Licensing - *Update*

Board of County Commissioners

Policy Session

January 8, 2019



## Objectives

- Present results of community & retailer engagement
- Propose next steps to move forward with TRL



## What is Tobacco Retail Licensing (TRL)?

- Enforces current tobacco control laws
- Requires businesses to purchase a license to sell tobacco and nicotine products



3

## Why is TRL Important Now?

- Surgeon General declared youth e-cigarette use an epidemic
- Enforce Tobacco 21 and other tobacco laws
- Public Health received grant funding to advance tobacco prevention policy

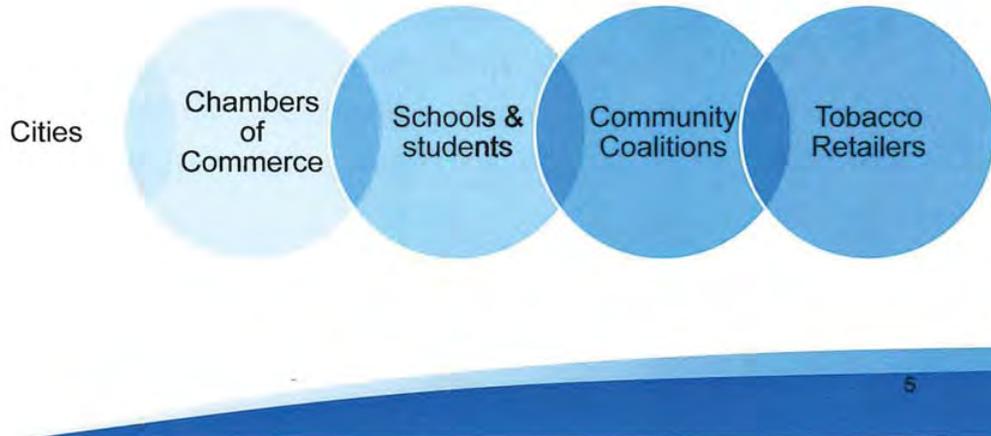
4

# Community Engagement Overview



Healthy Families. Strong Communities.

In the last year, Public Health has engaged with:



# Tobacco Retailer Engagement Process



Healthy Families. Strong Communities.

Public Health worked with PGA to advise on outreach and engagement methods

1. Mailed letters to 293 known retail locations
2. Created a TRL FAQ webpage
3. Created an online survey for retailers
4. Hosted two listening sessions with retailers
  - Facilitated by Resolution Services
  - Sandy on Nov. 20, Oregon City on Nov. 27
5. Mailed post-card reminding retailers of last listening session



## Tobacco Retailer Response



Healthy Families. Strong Communities.

Public Health has received responses from five businesses and one store association

- Received 2 phone calls requesting more information
- 2 responses to online feedback survey
  - one respondent sent letter to Chair Bernard and Dawn Emerick
- 4 people attended Oregon City listening session, representing 2 businesses



## Tobacco Retailer Response



Healthy Families. Strong Communities.

- Disparate impact on small business compared to large chain retailers
- Same licensing burden for those who follow rules and those who do not
- Existing laws do not effectively enforcing age restrictions
- Creating laws and policies does not change behaviors
- Schools and parents are more influential over the decisions of minors.



## Public Health Response to Retailers



- We are grateful to retailers who responsibly operate their businesses and comply with current laws. However, 14% of retailers sold tobacco to minors during state inspections from Nov. 2017-Mar. 2018
- TRL would augment the current inspection and enforcement mechanisms by visiting every retailer annually, rather than a random sample
- A strong enforcement strategy with penalties effectively motivates retailers to comply with laws and protects youth
- Studies show that the density and proximity of tobacco retailers to schools impacts youth tobacco rates. TRL ensures that tobacco laws are being followed, decreasing youth access to tobacco products.



## TRL Supporters



### **Signed resolutions:**

- Milwaukie
- West Linn
- Gladstone
- Oregon City

### **Letters from:**

- Clackamas County Superintendents
- City of Sandy
- Oregon City Together
- Preventing Tobacco Addiction Foundation
- Vibrant Future Coalition



# TRL Next Steps



## 2018

- Community Engagement

## 2019

- Present results of community engagement (today)
- Present TRL resolution to Commission convened as the Board of Health (BoH) (January 24)
- Present TRL ordinance (TBD)
- Facilitate Rules Advisory Committee (TBD)
- Present rules from RAC to BoH (TBD)
- End of grant funding (June 30)

## 2020

- Launch TRL January 1, 2020
- Start annual TRL inspections July 2020

# Conclusion



- Surgeon General declared youth e-cigarette use an epidemic. TRL is a best practice policy to address youth-access in the retail environment
- TRL is needed to enforce Tobacco 21 and other tobacco laws
- Public Health received grant funding to do this work

## Exhibit B - Page 7

## Tobacco Retail Licensing Engagement Summary

	Group	Date of Presentation	Response
Cities	City Managers	May 7, 2018	Move forward with presentations to cities
	Sandy City Council	July 2, 2018	Letter of support
	West Linn City Council	July 16, 2018	Signed resolution
	Happy Valley City Council	July 17, 2018	Pending
	Estacada City Council	July 23, 2018	Does not support fees
	Molalla City Council	July 25, 2018	Does not support
	Canby City Council	August 1, 2018	No position
	Wilsonville City Council	August 6, 2018	Pending
	Milwaukie City Council	August 7, 2018	Signed resolution
	Gladstone City Council	August 14, 2019	Signed resolution
	Oregon City Commission	November 8, 2018	Signed resolution
	Lake Oswego	Emails exchanged September-October	Pending
	Tualatin	Email exchange in September	No retailers in Clackamas County
	Rivergrove	Email exchange in September	Declined presentation, no retailers in city
	Johnson City	Email exchange in September	Declined presentation, no retailers in city
	Barlow	Emails sent in September	No response No retailers in city
Community Leaders	October 15, 2018	Pending	
Chambers of Commerce	North Clackamas Chamber of Commerce	September 10, 2018	Pending
	Clackamas County Business Alliance	September 19, 2018	Pending
	Lake Oswego Chamber of Commerce	October 11, 2018	Pending
	Tualatin Chamber of Commerce	October 15, 2018	Pending
	Sandy Chamber of Commerce	October 17, 2018	Pending
Schools & Students	Superintendents meeting	November 14, 2018	Letter of support
	Providence Rebels for a Cause	Ongoing	Support
Community Coalitions	Public Health Advisory Committee	November 5, 2018	Support
	Clackamas County Prevention Coalition	November 28 & December 19, 2018	Members committed to letters of support
	Oregon Partners for Tobacco Prevention	Ongoing, November-December	Members committed to letters of support
	Vibrant Future Coalition Macro-Committee	December 20, 2018	Letter of support
Tobacco Retailers	Letter mailed to retailers	November 1	One phone call One letter
	Online Survey	November 1-30	2 responses in opposition
	Listening Session I: Sandy	November 20, 2018	No response
	Postcard mailed to retailers	November 22, 2018	One phone call
	Listening Session II: Oregon City	November 27, 2018	4 people participated
Board of County Commissioners	Policy Session	January 30, 2018	Directed Public Health to move forward with community engagement
	Policy Session	October 2, 2018	Directed Public Health to engage Retailers
	Policy Session	January 8, 2019	TBD

**Exhibit B - Page 8**



**Dawn Emerick, Director  
Public Health Division**

October 31, 2018

Dear Clackamas County Retailer,

In January 2018, the State of Oregon raised the minimum legal sales age for tobacco products from 18 to 21 years of age. This law also amended the definition of "tobacco products" to include "a device that can be used to deliver tobacco", which includes but is not limited to: e-cigarettes, e-liquids (nicotine and non-nicotine liquid), hookah, vape pen, tanks, etc.

The vast majority of tobacco users started before the age of 20. The earlier youth start using tobacco, the more likely they are to become addicted.

We learned from the Oregon Health Authority that one in three Clackamas County 11<sup>th</sup> graders said that it would be "very easy" to access tobacco products (2017 Oregon Healthy Teen survey). This is alarming because nicotine is a highly addictive, powerful drug and may have a lasting negative impact on teens' developing brains.

Raising the sale age of tobacco products to 21 is part of a comprehensive strategy to prevent children and young adults from developing a lifelong addiction to nicotine. The Clackamas Board of County Commissioners is considering a Tobacco Retail License to support compliance with the minimum legal sales age, prevent youth from using nicotine and address the leading cause of death in Clackamas County.

Tobacco Retail Licensing has effectively reduced youth access to tobacco products in communities across the country. Because Oregon does not have a state-wide Tobacco Retail License, counties are passing it locally. It would require all businesses that sell tobacco products, including e-cigarettes, to purchase a license. Tobacco Retail Licensing would include education to help retailers comply with tobacco-related laws and keep our youth safe.

Enclosed in this letter is a summary of the economic impact of Tobacco Retail Licensing and responses to frequently asked questions. If you would like to learn more about Tobacco Retail Licensing or provide feedback on the proposed ordinance, visit <https://www.clackamas.us/publichealth/trl.html>

*Healthy Families. Strong Communities.*

2051 Kaen Road, Oregon City, OR 97045 • Phone (503) 742-5300 • Fax (503) 742-5352

[www.clackamas.us/publichealth](http://www.clackamas.us/publichealth)

**Exhibit B - Page 9**

You may also provide feedback at one of the following listening sessions with public health staff:

**Tuesday November 20, 2018**

9:00 – 10:30 a.m.

Sandy Senior Center Auditorium  
38348 Pioneer Blvd, Sandy

**Tuesday November 27, 2018**

6:30 – 8:00 p.m.

Providence Willamette Falls Community Center  
519 15<sup>th</sup> Street, Oregon City

Feedback gathered from the survey and listening sessions will be shared with the Board of County Commissioners.

Thank you for your time. Clackamas County appreciates your contribution to healthy and safe communities.

Sincerely,



Dawn Emerick, Ed.D.  
Director, Public Health Division, Clackamas County

Do you need help with translation?

For free translation, contact us at 503-742-5300

Necesita Servicios de traducción?

Para recibir una traducción gratuita, contáctenos en al 503-742-5300

**Exhibit B - Page 10**



**What do you think about a  
Tobacco Retail License?  
Come share your thoughts!**

**Join us in person:**  
Tuesday, November 27  
6:30 p.m. to 8 p.m.  
Providence Willamette Falls  
Community Center  
519 15th St., Oregon City  
Interpretation services will  
be available.

**You can also send us feedback  
by visiting [www.clackamas.us/  
publichealth/trl.html](http://www.clackamas.us/publichealth/trl.html)**

**Exhibit B - Page 11**

**Survey Questions for Tobacco Retailers**

**Introduction (**

A Tobacco Retail License (TRL) would require businesses in the county who sell tobacco and nicotine products, including E-cigarettes, to purchase a license. This includes large retailers, convenience stores, gas stations, pharmacies and bars.

The state raised the minimum legal sales age for tobacco products from 18 to 21 years in January 2018 because research found that the vast majority of tobacco users started before the age of 20. Raising the sale age of tobacco products prevents children and young adults from developing a lifelong addiction to nicotine.

Licensing would allow the county to know who sells tobacco, monitor their compliance with laws and enforce penalties if tobacco is sold to people younger than 21.

**1) How would you describe yourself?**

- A. Owner
- B. Manager
- C. Staff

**2) Please describe how employees are trained to prevent the sale of tobacco and/or electronic nicotine delivery systems (E-cigarettes, Juuls) to people under 21 years? (open-ended)**

**Please indicate whether you strongly agree, somewhat agree, somewhat disagree, strongly disagree, or neither agree or disagree with the following statements:**

**3) My current training policies and program are successful in limiting sales of tobacco and vaping products to minors.**

- Strongly agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Strongly disagree

**4) Employees at my store have experienced minors attempting to purchase tobacco or vaping products illegally.**

- Strongly agree
- Somewhat agree
- Neither agree nor disagree
- Somewhat disagree
- Strongly disagree

**Exhibit B - Page 12**

- 5) How can the Clackamas County Public Health Division support your education and training focused on reducing sales of tobacco and vaping products to minors? (open-ended)**

According to the Oregon Health Authority, one in three Clackamas County 11th graders said that it would be "very easy" to access tobacco products (2017 Oregon Healthy Teen survey). This is alarming because nicotine is a highly addictive powerful drug and may have a lasting negative impact on teens' developing brains.

- 6) If a tobacco retail license system would help prevent youth from starting to use tobacco or vaping products, I would support a licensing program**
- Strongly agree
  - Somewhat agree
  - Neither agree nor disagree
  - Somewhat disagree
  - Strongly disagree
- 7) If it would reduce or prevent youth from using tobacco, I would discontinue the sale of flavored tobacco and/or vaping products**
- Strongly agree
  - Somewhat agree
  - Neither agree nor disagree
  - Somewhat disagree
  - Strongly disagree
- 8) If it would reduce or prevent youth from using tobacco, I would support a policy that prohibits retailers from selling tobacco within 1000 feet of schools.**
- Strongly agree
  - Somewhat agree
  - Neither agree nor disagree
  - Somewhat disagree
  - Strongly disagree
- 9) My store would be willing to post Oregon Tobacco Quit Line information for tobacco users who are interested in quitting.**
- Strongly agree
  - Somewhat agree
  - Neither agree nor disagree
  - Somewhat disagree
  - Strongly disagree
- 10) What questions or concerns do you have about a tobacco retail license program? (open-ended)**

**Exhibit B - Page 13**

**Information about listening session**

Clackamas County Public Health Division is hosting two listening sessions to answer questions about tobacco retail licensing and hear your thoughts.

Tuesday, November 20, 2018

9:00 – 10:30 a.m.

Sandy Senior Center

38348 Pioneer Blvd.

Sandy, OR 97055-8001 (Auditorium-upstairs)

Tuesday, November 27, 2018

6:30 – 8:00 p.m.

Providence Willamette Falls Community Center,

519 15th St.

Oregon City, OR 97045

If you are interested in attending and need translation services, please call 503-742-5300

**If you would like to be contacted by public health staff, please provide your contact information (optional):**

**Name**

**Email**

**Phone**

**City**

**Exhibit B - Page 14**

Tobacco Retail Licensing Retailer Feedback

#1

**COMPLETE**

**Collector:** Web Link 1 (Web Link)  
**Started:** Friday, November 09, 2018 2:32:17 PM  
**Last Modified:** Friday, November 09, 2018 2:39:57 PM  
**Time Spent:** 00:07:39  
**IP Address:** 73.67.184.63

Page 1

**Q1** How would you describe yourself? **Owner**

**Q2** Please describe how employees are trained to prevent the sale of tobacco and/or electronic nicotine delivery systems (E-cigarettes, Juuls) to people under 21 years? (open-ended)

We follow all FDA Federal guidelines and train our staff using their materials.

**Q3** Please indicate whether you strongly agree, somewhat agree, somewhat disagree, strongly disagree, or neither agree or disagree with the following statements:

My current training policies and program are successful in limiting sales of tobacco and vaping products to minors. **Strongly agree**

Employees at my store have experienced minors attempting to purchase tobacco or vaping products illegally. **Strongly agree**

**Q4** How can the Clackamas County Public Health Division support your education and training focused on reducing sales of tobacco and vaping products to minors? (open-ended)

We have been in business for 26 yrs with only once sale to a minor in that time frame. Employees know to check all ID of anyone who appears under 30. I have long advocated on the state level for retail tobacco licensing, but equal to beer & wine licensing. Tobacco retailers should not be charged more than alcohol sellers.

**Exhibit B - Page 15**

**Tobacco Retail Licensing Retailer Feedback**

**Q5** According to the Oregon Health Authority, one in three Clackamas County 11th graders said that it would be "very easy" to access to tobacco products (2017 Oregon Healthy Teen survey). This is alarming because nicotine is a highly addictive powerful drug and may have a lasting negative impact on teens' developing brains.

If a tobacco retail license system would help prevent youth from starting to use tobacco or vaping products, I would support a licensing program **Strongly disagree**

If it would reduce or prevent youth from using tobacco, I would discontinue the sale of flavored tobacco and/or vaping products **Strongly disagree**

If it would reduce or prevent youth from using tobacco, I would support a policy that prohibits retailers from selling tobacco within 1000 feet of schools. **Strongly disagree**

My store would be willing to post Oregon Tobacco Quit Line information for tobacco users who are interested in quitting. **Strongly disagree**

**Q6** If you would like to be contacted by public health staff, please provide your contact information (optional):

Name	Jan Esler-Rowe
Company	Cascade Cigar & Tobacco Co., Inc
City/Town	Happy Valley
Email Address	jan@cascadecigar.com
Phone Number	503-775-5885

**Exhibit B - Page 16**

Tobacco Retail Licensing Retailer Feedback

#2

**COMPLETE**

**Collector:** Web Link 1 (Web Link)  
**Started:** Tuesday, November 27, 2018 11:06:03 AM  
**Last Modified:** Tuesday, November 27, 2018 11:18:56 AM  
**Time Spent:** 00:12:52  
**IP Address:** 67.170.145.164

Page 1

**Q1** How would you describe yourself? **Owner**

**Q2** Please describe how employees are trained to prevent the sale of tobacco and/or electronic nicotine delivery systems (E-cigarettes, Juuls) to people under 21 years? (open-ended)

Under the OLCC regulations, we are required to card to prevent the sale of tobacco and/ or electronic nicotine delivery systems already... Licensing in county level just make it double taxing and give more hardship on retailers....

**Q3** Please indicate whether you strongly agree, somewhat agree, somewhat disagree, strongly disagree, or neither agree or disagree with the following statements:

My current training policies and program are successful in limiting sales of tobacco and vaping products to minors. **Strongly agree**

Employees at my store have experienced minors attempting to purchase tobacco or vaping products illegally. **Strongly agree**

**Q4** How can the Clackamas County Public Health Division support your education and training focused on reducing sales of tobacco and vaping products to minors? (open-ended)

We are doing our parts to not to sell tobacco and vaping products to minors in every way, and we are very successful to preventing sales to minors. Increasing tax and expenses will not help...

**Exhibit B - Page 17**

**Tobacco Retail Licensing Retailer Feedback**

**Q5** According to the Oregon Health Authority, one in three Clackamas County 11th graders said that it would be "very easy" to access to tobacco products (2017 Oregon Healthy Teen survey). This is alarming because nicotine is a highly addictive powerful drug and may have a lasting negative impact on teens' developing brains.

If a tobacco retail license system would help prevent youth from starting to use tobacco or vaping products, I would support a licensing program **Strongly disagree**

If it would reduce or prevent youth from using tobacco, I would discontinue the sale of flavored tobacco and/or vaping products **Somewhat agree**

If it would reduce or prevent youth from using tobacco, I would support a policy that prohibits retailers from selling tobacco within 1000 feet of schools. **Somewhat agree**

My store would be willing to post Oregon Tobacco Quit Line information for tobacco users who are interested in quitting. **Strongly agree**

**Q6** If you would like to be contacted by public health staff, please provide your contact information (optional):

Name	<b>Bok Lee</b>
Company	<b>Kearns Market</b>
City/Town	<b>Happy Valley</b>
Email Address	<b>bjlee62@comcast.net</b>
Phone Number	<b>5033677361</b>

**Exhibit B - Page 18**

Response to TRL Listening Session Summary/Retailer Concerns

**Priority Concerns**

**Licensing will have a significant and disproportionate impact on small, locally owned businesses and on businesses that are already diligently not selling to minors.**

- Clackamas County Public Health Division (CCPHD) is grateful for tobacco retailers who responsibly operate their businesses and comply with current tobacco control laws. Unfortunately, fourteen percent (11/79) of retailers in Clackamas County illegally sold tobacco to minors during the inspections conducted by the Oregon Health Authority between November 2017 and March 2018.<sup>1</sup> If TRL is adopted, CCPHD would be able to follow-up on complaints received of retailers not complying with tobacco-related laws. Businesses in violation of laws would face penalties to be determined by a Rules Advisory Committee.
- An annual license fee of \$500 - \$600 amounts to \$1.37 and \$1.64 per day to sell tobacco and nicotine products. Smaller retailers could raise the price of a pack of cigarettes by \$.12 to offset the cost of the license fee, minimizing the impact of a TRL on store revenue.<sup>2</sup>

**Law enforcement is not effectively enforcing existing age restrictions.**

- The *Oregon Health Authority* contracts with the *Oregon State Police Drug Enforcement Section* to conduct unannounced inspections to test retailers' compliance with minimum legal sales age of tobacco products. Due to the State's limited capacity, only a small random sample of retailers are inspected each year. Inspections do not include education, and enforcement for violations is inconsistent.
- A Clackamas County-wide tobacco retail license would offer consistent and equitable enforcement and inspections for all retailers, augmenting the State's current inspection strategy by visiting every tobacco retailer annually.
- A strong enforcement strategy with graduated penalties for repeated violations,, is an essential element of an effective TRL. The threat of a suspended license to sell tobacco motivates retailers to comply with tobacco control laws.

**Creating and changing law and policy does not effectively change behaviors.**

- Knowing something is bad for us is not often enough to deter behaviors. Despite the education that students receive in school about the harm of tobacco, over 40% of 11<sup>th</sup> graders have used any form of tobacco.<sup>3</sup>  
Policy does impact behavior change. A recent assessment of 33 communities in California that implemented a tobacco retail license showed dramatic decreased rates of illegal youth sales.<sup>4</sup>

**Retailers should not bear the financial burden of a public health effort targeted and changing teen decision-making. Schools are far more influential and efforts focused there would have better results and better outcomes for local economies.**

---

<sup>1</sup> Oregon Tobacco Retail Enforcement Inspection Results 2017 – 2018.

<https://www.oregon.gov/oha/PH/PREVENTIONWELLNESS/TOBACCPREVENTION/Pages/retailcompliance.aspx#inspections>

<sup>2</sup> Upstream Public Health, Health Equity Impact Analysis

<sup>3</sup> Oregon Healthy Teens 2017

[https://www.oregon.gov/oha/PH/BIRTHDEATHCERTIFICATES/SURVEYS/OREGONHEALTHYTEENS/Documents/2017/County/03\\_Clackamas.pdf](https://www.oregon.gov/oha/PH/BIRTHDEATHCERTIFICATES/SURVEYS/OREGONHEALTHYTEENS/Documents/2017/County/03_Clackamas.pdf)

<sup>4</sup> American Lung Association. (2013). Tobacco retailer licensing is effective. Accessed at <http://center4tobaccopolicy.org/wp-content/uploads/2016/10/Tobacco-Retailer-Licensing-is-Effective-September2013.pdf>

**Exhibit B - Page 19**

- In spite of the education students receive in school about the dangers of tobacco, alcohol, and other drugs, more than 40% of 11<sup>th</sup> graders report using some form of tobacco<sup>5</sup> Given the high propensity of students to join their peers in risking taking behaviors, a comprehensive approach that includes policy is necessary to prevent youth from experimenting with substances. A tobacco retail license would complement education by ensuring retailers do their part to keep tobacco and e-cigarettes out of the hands of adolescents.
- Studies show that density of tobacco retailers and proximity of retailers to schools impacts youth tobacco rates. The prevalence of smoking is higher at schools with five or more retailers within the area.<sup>6</sup> Ensuring that current tobacco laws are being followed is a decision that supports the vitality of Clackamas County.

**The structure of the fee would require co-located businesses to obtain multiple licenses. This is a significant issue in rural areas where co-located businesses have much lower sales volume.**

- This feedback is valuable and something to consider in developing the rules. A strategy to consider for retailers who have a lower volume of tobacco sales is identifying healthy items to add to store inventories that would be more desirable and profitable than tobacco.

**Business owners do not believe they can effectively raise prices to offset the licensing fee because their larger-volume competitors, who also receive volume discounts and other incentives that small retailers do not, will not similarly raise prices.**

- CCPHD acknowledges the challenges small retailers face with large chain stores. The Rules Advisory Committee can explore strategies to equitably address these challenges while supporting a fully funded TRL program.

**Retailers report parents buying tobacco for their children.**

- TRL will not prevent all minors from accessing tobacco and nicotine products when supplied to them by adults over the age of 21. It does, however, support healthy environments by enforcing all tobacco control laws such as prohibiting sales of single cigarettes.

**Is the cost to small businesses worth the expected results?**

- The American Lung Association Center for Tobacco Policy and Organizing studied the effects of a strong TRL ordinance in 33 California communities in 2013. They found significant decreases in illegal sales to minors in nearly every community; 14 communities saw decreases of 30% or more in the time since a strong TRL ordinance was adopted.<sup>7</sup> TRL is a mechanism to reduce youth access to tobacco and nicotine products by enforcing age restrictions on the purchase of tobacco and nicotine products.<sup>8</sup>
- The Economic Impact study done by NERC demonstrated that the financial impact of TRL amounts to about \$1.50 per day. A separate Health Equity Impact Analysis estimated in 2015 that a small retailer could raise the price of a pack of cigarettes by \$0.12 to offset the cost of a \$500 license.
- TRL is a recommended and standard practice throughout the United States. Oregon is one of 9 states in the nation that does not have a TRL implemented. Four counties in Oregon have a current TRL policy in place, with many other counties working on implementing a TRL ordinance. Multnomah and Klamath

<sup>5</sup> Oregon Healthy Teen Survey 2017

<sup>6</sup> McCarthy, W.J.; Mistry, R., Lu, Y., Patel, M., Zheng, H., & Dietsch, B. (2009). Density of Tobacco Retailers Near Schools: Effects of Tobacco Use Among Students. *American Journal of Public Health*, 99, 2006-2013. doi:10.2105/AJPH.2008.145128

<sup>7</sup> The Center for Tobacco Policy & Organizing. Tobacco Retailer Licensing is Effective. 2013. <http://center4tobaccopolicy.org/wp-content/uploads/2016/10/Tobacco-Retailer-Licensing-is-Effective-September-2013.pdf>

<sup>8</sup> The Center for Tobacco Policy & Organizing. Reducing Youth Access to Electronic Cigarettes through Tobacco Retailer Licensing. 2015. <http://center4tobaccopolicy.org/wp-content/uploads/2016/11/E-cigarettes-in-TRL-April-2015.pdf>.

**Exhibit B - Page 20**

counties are examples of county-wide policies that have engaged all retailers. As e-cigarette use has become epidemic among youth, it is necessary for Clackamas County to take measures to protect our population.

**Is the impact of charging a standard license fee for both (1) high volume large businesses and low volume small businesses and (2) compliant businesses and offending businesses an economically appropriate policy?**

- All businesses and communities, large and small will benefit from a Tobacco Retail License. Tobacco remains the number one cause of preventable death in the nation and in Clackamas County. Employee's tobacco use decreases productivity and increases employers' costs. Business communities across the country are addressing this challenge by working with public health to develop and promote tobacco policies that support a healthy future workforce and prosperous communities.
- In order for TRL to be effectively enforced, the licensing fee must cover the cost of administration, education and enforcement. All businesses, regardless of size, will receive the same level of service from Public Health. A flat fee alleviates the administrative burden from businesses to report revenue from tobacco sales.

**Exhibit B - Page 21**



**Lauren MacNeill**  
Director

---

**RESOLUTION SERVICES**

**Public Services Building**

2051 Kaen Road, #210 / Oregon City, OR 97045

**TOBACCO RETAIL LICENSING RETAILERS LISTENING SESSIONS  
NOVEMBER 20 AND 27, 2018**

Facilitators Report  
Prepared by Erin Ruff

Resolution Services provided neutral facilitation of listening sessions for retailers of tobacco and nicotine products. As the intent of this session was to receive feedback from retailers, I asked Public Health staff to limit themselves to responding to questions. This report provides a summary of the concerns and issues raised by the retailers. Public Health staff will respond in other documents or testimony.

**PRIORITY CONCERNS**

**Licensing will have a significant and disproportionate impact on small, locally owned businesses and on businesses that are already diligently not selling to minors.**

- Retailers that consistently pass decoy operations would bear the same annual licensing burden as retailers with multiple violations. Noncompliant retailers are benefiting both from the revenue of selling to minors and the structure of the licensing fee.
- Small retailers who follow the law have already seen significant income decrease after the age raised from 18 to 21. Retailers who exclusively sell tobacco products reported a 30% reduction in revenue, which required them to lay off staff.
- Tobacco manufacturers offer discounts on product for high-volume retailers. Low-volume retailers are already paying more for product and would pay equal fees under this system.

**Law enforcement is not effectively enforcing existing age restrictions.**

- Youth who obtain and use tobacco and nicotine products are not being charged for law violations by law enforcement. The disincentive intended by the current law has not effectively changed youth decision making. This licensing fee holds business owners responsible while law enforcement does not hold youth responsible.
- The existing state laws and enforcement mechanisms have not significantly reduced underage use of tobacco and nicotine, this licensing structure does not demonstrate that it will lead to better results.

**Exhibit B - Page 22**

**Creating and changing law and policy does not effectively change behaviors**

- Enacting new laws and licensing structures like this creates new burdens for already law-abiding citizens and businesses but do not create a paradigm shift in the thinking of those who are already in violation of existing laws.

**Retailers should not bear the financial burden of a public health effort targeted and changing teen decision-making. Schools are far more influential and efforts focused there would have better results and better outcomes for local economies.**

- Youth have outsmarted every system restricting their access to harmful and addictive substances so far, and they will find a way to outsmart this system. Retailers who are already not selling tobacco and nicotine products to minors will see increased costs, and minors will continue to find ways to get the products from another store, from another county, or from an adult purchaser.
- Retailers do not have influence over use decisions of minors. It would be more effective for public health advocates to put resources into supporting parents and schools to educate youth about tobacco use as schools are much more influential on youth than retailers.

**OTHER CONCERNS RAISED**

- The structure of this fee would require co-located businesses to obtain multiple licences. This is a significant issue in rural areas where co-located businesses have much lower volume.
- Business owners do not believe that they can effectively raise prices to offset the licensing fee because their larger-volume competitors, who also receive volume discounts and other incentives that small retailers do not, will not similarly raise prices.
- Retailers report parents buying tobacco for their children (and they also report refusing to sell to parents when that is obvious to them). If parents are supporting their children's unhealthy choices, no amount of retailer education paid by the cost of licensing will realistically achieve public health goals of reduced youth use and addiction.

**OTHER ISSUES NOT FULLY EXPLORED**

As I said above, this was a listening session for retailers, not a debate, and Public Health staff agreed to limit their input to responding to questions. During the conversation, there were times that I thought that exploring the pros and cons of issues might yield valuable information for the Board. Those are outlined below, with an attempt to represent both Public Health staff and retailers with accuracy and respect.

**Is the cost to small businesses worth the expected results?**

**Public Health Staff:**

Public Health staff acknowledge that licensing will not prevent 100% of youth from accessing tobacco and nicotine products, and that youth who are determined to use these products will continue to find ways to obtain them. They emphasize data from other communities

**Exhibit B - Page 23**

which supports that licensing, as a tool, effectively reduces illegal sales to minors, which correlates to reduced youth use, which correlates to improved public health in both the short and long term.

**Retailers**

Retailers described that this licensing fee, combined with all the other costs of doing business, would have a significant financial impact on many small, locally owned businesses that will not be recoverable through raised prices. They believe that youth who choose to use tobacco and nicotine will get it if they want it by going to a business willing to risk the license and law violation, by going to another county, or by having an adult friend or family member purchase for them.

**Is the impact of charging a standard license fee for both (1) high volume large businesses and low volume small business and (2) compliant businesses and offending businesses an economically appropriate policy?**

**Public Health Staff**

The amount of the fee is designed to cover the costs of effective administration and enforcement. A flat fee is easiest to administer and less time and paperwork burden on retailers. Tiered fee structures have been challenged in court in other states.

**Retailers**

The margins of small, locally-owned businesses are much narrower than large, national corporations. High volume corporations are offered both product discounts and incentives for which low-volume small business are not eligible. Retailers believe that large corporations will not reduce prices to cover the cost of the licensing fee, which means small businesses will also not be able to raise prices in order to remain competitive. Small compliant retailers are already facing significant reduced income from sales to 18 – 21 year olds, whereas noncompliant businesses profit from sales to minors easily offsets licensing and enforcement fees.



**OFFICE OF THE COUNTY ADMINISTRATOR**  
**PUBLIC SERVICES BUILDING**  
2051 KAEN ROAD | OREGON CITY, OR 97045

October 29, 2018

Clackamas County  
City Managers

Dear City Managers:

I am writing to update you on the status of a county-wide Tobacco Retail Licensing (TRL) ordinance. Thank you again for your leadership facilitating presentations about this important initiative to your city councils. The Public Health Division presented their feedback to the Board of County Commissioners during the policy session October 2, 2018.

As the Board continues to consider a county-wide TRL, they have requested letters of support or resolutions from cities to demonstrate support for an ordinance that will prevent youth access to tobacco and nicotine products. A draft letter and resolution has been attached for your review. We appreciate the signed resolutions received from Milwaukie, West Linn and Gladstone.

Public Health staff is robustly engaging various stakeholders in the business community including local Chambers of Commerce and tobacco retailers through the end of November. The goal is to carefully consider all points of view and to return to Commissioners with summarized feedback and ultimately a policy recommendation.

Please direct questions and signed documents to Jamie Zentner in the Public Health Division [jzentner@clackamas.us](mailto:jzentner@clackamas.us) within the next few weeks.

Thank you for your partnership in protecting the health of our communities.

Sincerely,

A handwritten signature in black ink, appearing to read "Don Krupp".

Don Krupp  
County Administrator

**Exhibit C - Page 2**

DATE

To the Clackamas County Board of Health:

The City of \_\_\_\_ writes to you in support of a county-wide tobacco retail licensing ordinance. As tobacco use remains the leading cause of illness and death in Clackamas County, the City of \_\_\_\_ believes that a Tobacco Retail License (TRL) is an effective strategy to promote health and wellbeing of our youth by limiting their access to tobacco products in the retail environment.

We learned from the Clackamas County Public Health Division that one in four 11<sup>th</sup> graders in Clackamas County have used any form of tobacco; one in three youth said it would be “very easy” to get tobacco.

This is alarming because nicotine is a highly addictive powerful drug. Nearly 90% of adult tobacco smokers report start before age 18. Adolescents who start smoking before their 19<sup>th</sup> birthday are more likely to die from smoking-related illness. Moreover, nicotine use during adolescence may have lasting negative consequences for brain development.

A county-wide TRL requiring all businesses to obtain a license to sell tobacco and nicotine products is a necessary mechanism to enforce the minimum legal sales age and other tobacco laws. TRL would ensure that all retailers in CITY are equipped with the information and tools to keep tobacco and nicotine products out of the hands of our young people and to help protect them from a lifetime of addiction and poor health.

The \_\_\_\_ City Council supports the Clackamas County Board of Commissioners, as the Board of Health, to adopt a county-wide TRL to protect the health of our community. We entrust the Public Health Division to implement the program in CITY.

Sincerely,

Signature

Name, title

**Support for a Clackamas County-wide  
Tobacco Retail License**

Resolution No.

**WHEREAS**, Tobacco use remains the most preventable cause of illness and death in America and Clackamas County; and

**WHEREAS**, Nearly 90% of adult tobacco smokers started smoking before age 18, more than three quarters start before age 20. Adolescents who start smoking before their 19<sup>th</sup> birthday have on average a 20% higher risk of dying from smoking-related illness; and

**WHEREAS**, One in three youth said it would be “very easy” to get tobacco according to the Oregon Healthy Teen Survey and youth living in areas with the highest density of retail tobacco outlets are more likely to have smoked cigarettes in the last month; and

**WHEREAS**, Oregon increased the tobacco and nicotine product possession age to 21 but did not pass a state-wide tobacco retail license, the necessary mechanism to enforce the new legal sales age; and

**WHEREAS**, a county-wide licensing system for tobacco retailers is appropriate to enforce tobacco control laws to protect the health, safety, and welfare of our residents; and

**WHEREAS**, research demonstrates that local tobacco retail ordinances reduce youth access to cigarettes. A review of 33 California communities with strong tobacco retailer licensing ordinances shows that the youth sales rate declined in 31 of these communities after the ordinances were enacted, with an average decrease of 26 percent in the youth sales rate; and

**WHEREAS**, a requirement for a tobacco retailer license will not unduly burden businesses who sell or distribute tobacco or nicotine products.

**NOW THEREFORE**, the West Linn City Council does hereby resolve to support the Clackamas County Board of County Commissioners as the Board of Health to adopt a tobacco retail license requiring all businesses located in the County to obtain an annual license to sell tobacco and other nicotine products, including electronic cigarettes.

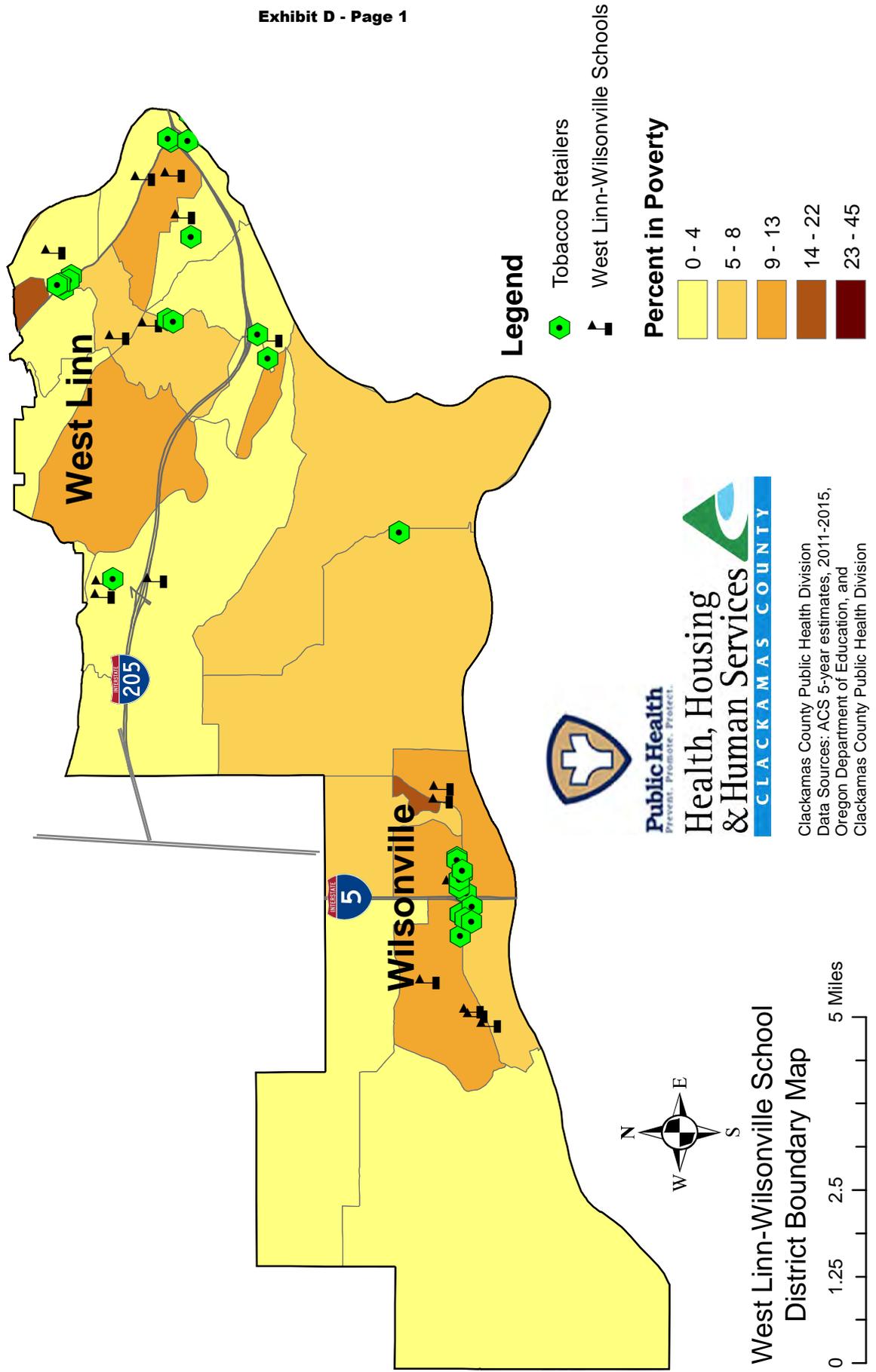
Dated this \_\_\_\_\_ day of \_\_\_\_\_, 2018

**CITY CITY COUNCIL**

\_\_\_\_\_  
Mayor

\_\_\_\_\_  
City Council President

# West Linn-Wilsonville Health Equity Zone Tobacco Retailers, Schools, and Percentage in Poverty: By Census Block Group



## Responses to Chambers of Commerce Tobacco Retail License Questions

October 2018, Clackamas County Public Health Division

---

**The Economic Impact fact sheet states that Tobacco Retail License should not have much of an economic impact to the county but you also stated that you don't know "who" all are selling tobacco products. So this isn't clear how job losses can be estimated when we don't know who is selling.**

The Economic Impact Analysis, completed by the Northwest Economic Research Center, is based on a list of 242 known tobacco retailers Clackamas County Public Health Division received from the Oregon Health Authority in spring 2018. Northwest Economic Research Center used the list and the modeling software IMPLAN to estimate the Economic Impact of a county-wide tobacco retail license.

Because Oregon does not have statewide Tobacco Retail Licensing, the Oregon Health Authority applies multiple methods to maintain a list of tobacco retailers, including coverage studies and retail assessments. Public health staff used to their list to complete an assessment of all known tobacco retailers in July 2018. We confirmed 232 businesses in Clackamas County sell tobacco and nicotine products.

We have learned from the Tobacco Retail License program in Multnomah County that the number of tobacco retailers fluctuates as new businesses open, change ownership, and close.

**It is not clear why Tobacco Retail Licensing would pertain to those who already have an age restriction by law and are monitored by Oregon Liquor Control Commission.**

While youth are legally not allowed into bars and adult venues, they occasionally manage to skirt the system to enter. A few bars in Multnomah County have sold tobacco products to minors.

While the Oregon Liquor Control Commission is responsible for ensuring compliance with liquor and marijuana laws, they are understaffed and cannot adequately ensure businesses across the state do not sell or serve alcohol or marijuana to people under 21.

The Oregon Liquor Control Commission last conducted minor decoy operations to 28 alcohol retailers (includes restaurants, bars, liquor stores) in Clackamas and Happy Valley on **March 8, 2017**. Eight businesses sold alcohol to minors. The Oregon Liquor Control Commission posts inspection results on their website [https://www.oregon.gov/olcc/Pages/reg\\_program\\_overview.aspx#Alcohol\\_Minor\\_Decoy\\_Operations](https://www.oregon.gov/olcc/Pages/reg_program_overview.aspx#Alcohol_Minor_Decoy_Operations)

Oregon law preempts any local jurisdiction from regulating vending machines. If a bar or adult venue has only a vending machine, Clackamas County Public Health Division cannot require them to get a tobacco retail license. Oregon Revised Statutes §167.404 Cities and counties by ordinance or resolution may not regulate vending machines that dispense tobacco products or inhalant delivery systems. [1991 c.970 §3; 2015 c.158 §10].

**How is Public Health positioned with the cities to implement Tobacco Retail License? How is the partnership with cities being established and is there 100percent buy-in from them?**

Clackamas County Public Health Division has engaged all cities in Clackamas County and have presented Tobacco Retail Licensing to ten city councils. They have raised thoughtful questions and vocalized their support. West Linn, Milwaukie, Gladstone and Oregon City have signed resolutions in support.

The Board of County Commissioners is considering a county-wide Tobacco Retail Licensing proposal that, if adopted, would be implemented by Clackamas County's Public Health Division. The Public Health Division would retain 100percent of the fee to administer the license, educate retailers and enforce tobacco-related laws across the county, alleviating the burden from cities. A countywide Tobacco Retail License would avoid a

patchwork of city ordinances. Cities would follow their own governing process to support Tobacco Retail Licensing in their city, by resolution or an Inter-Governmental Agreement with the county to implement Tobacco Retail Licensing.

**You mentioned during the presentation that all proceeds collected must be used for the program and that you can't profit from it. How many jobs will this create to enforce it? What are those salaries expected to be and what is the overall cost for those employees? (salary, benefits, et all).**

The Public Health Division would hire one permanent, full-time, Program Coordinator for the Tobacco Retail License Program in calendar year 2020 and one temporary adult, between 18 – 20 years of age, to implement annual Minimum Legal Sales Age Inspections in calendar year 2021. Please see the attached budgets for more details.

**Are any proceeds being set aside for education of youth on the consequences of smoking?**

The revenue generated from Tobacco Retail Licensing fees and fines will be committed to sustain the program, not for youth education. Clackamas County Public Health Division collaborates with prevention coalitions to deliver prevention messages and education around a variety of substances through social media and community-based programming.

Tobacco Retail Licensing is a health-enhancing policy that limits youth access to and use of tobacco and nicotine products. Although education is important, changing policy is a far-reaching intervention that will benefit every youth in Clackamas County, which education alone cannot guarantee.

**Will all funds be held in a stand-alone account, co-mingled with no others, that is audited and transparent?**

"Tobacco Retail License" will be a separate program where the revenues and expenses will be tracked. Revenue from fees and fines will be posted separately. Clackamas County general funds will be used to supplant whatever expenses the fees and fines don't cover, particularly in the first couple years of operation. The detailed budgets are designed to be transparent and all Public Health Programs/Project Budget to Actual reporting is audited annually by an external auditor.

**If retailers are caught selling to minors, what are the fines and punishment? Where does that money go? Is it general fund or remain in a separate fund to offset the cost of this proposed program?**

Retailers found selling tobacco and nicotine products to minors would face a civil penalty. The penalty structure for violating a tobacco-related law will be developed under the guidance of a Rules Advisory Committee. The following *examples* are civil penalties tobacco retailers face for violating any provision of Multnomah County's TRL:

- 1st violation: \$500 Fine and mandatory training
- 2nd violation within 60 months: \$500 Fine and 30 day license suspension
- 3rd violation within 60 months: \$750 Fine and 90 day license suspension
- 4th violation within 60 months: \$1,000 Fine and license revocation for 2 years

The money collected through fines will support the operations of Tobacco Retail Licensing. There will be different account line items in the budget to support this program (e.g. general fund, licensing fees, and fines). The Rules Advisory Committee will provide input on how money collected from fines will be used.

**Is there a regional Tobacco Retail Licensing effort? Why not?**

Tobacco Retail Licensing was implemented in Multnomah County in 2017. Washington County is considering Tobacco Retail Licensing but is not yet ready to move forward. If it passes in Clackamas County, it will help move closer to Tobacco Retail Licensing across the tri-county area.

**What is the plan & timeline for this program?**

The plan to adopt and implement Tobacco Retail Licensing in Clackamas County is based on other successful programs in Oregon. The Board of Health and Rules Advisory Committee may influence the details of implementation and operations as well as the following timeline:

**2018**

- Clackamas County Public Health Division engages community and stakeholder May – December 2018
- Cities sign Inter-Governmental Agreements / Resolutions in support of Tobacco Retail Licensing

**2019**

- Cities sign Inter-Governmental Agreements / Resolutions in support of Tobacco Retail Licensing
- Clackamas County Public Health Division convenes Rules Advisory Committee January – March 2019
- Board of County Commissioners / Board of Health adopts county-wide Tobacco Retail Licensing by Spring 2019
- Board of Health adopts finalized Tobacco Retail Licensing rules by June 2019
- Clackamas County Public Health Division educates tobacco retailers on Tobacco Retail Licensing July – December 2019
- Clackamas County Public Health Division finalizes operational systems, protocols and database

**2020**

- Launch Tobacco Retail Licensing January 1, 2020
- Tobacco retailers apply for licenses by June 30, 2020
- Clackamas County Public Health Division educates tobacco retailers on Tobacco Retail Licensing January – December (ongoing)
- Clackamas County Public Health Division conducts annual Tobacco Retail Licensing inspections with tobacco retailers starting July 2020

**2021**

- Tobacco Retail Licensing education (ongoing)
- Tobacco retailers renew licenses (annually)
- Clackamas County Public Health Division continues annual Tobacco Retail Licensing inspections
- Clackamas County Public Health Division starts annual Minimum Legal Sales Age (MLSA) Inspections
- Fines / civil penalties begin

**What is the financial impact of Tobacco Retail License on businesses?**

It is important to weigh a \$600 Tobacco Retail Licensing fee versus the significant excess costs employees who smoke impose on private employers. A private employer may pay more than \$5816 annually to employ an individual who smokes tobacco as compared to a non-smoking employee.<sup>1</sup>

<sup>1</sup> Berman, M. et al; "Estimating the Cost of a Smoking Employee", *Tobacco Control*, 2013.  
<https://tobaccocontrol.bmj.com/content/23/5/428>

Tobacco Retail Licensing ensures that all retailers in Clackamas County are equipped with the information and tools to prevent youth from accessing tobacco and nicotine products and help protect them from a lifetime of addiction and poor health. For businesses, this means a healthier workforce, less absenteeism, fewer smoke breaks, higher productivity and lower cost of health insurance.

**How can businesses stay on top of training all employees on these laws when turnover rate is so high?**

A local Tobacco Retail Licensing ordinance provides a mechanism to educate tobacco retailers to adhere to federal and state laws. Education can take many forms including classes, one-on-one technical assistance and online training modules.

Public Health staff would assist business owners in establishing protocols to ensure new employees learn how to adhere to tobacco-related laws. This is comparable to requiring a food handlers' card to work in restaurants.

**Don't kids learn to stay away from tobacco in school? How does Tobacco Retail License do more than education?**

Tobacco Retail Licensing is a systems-level change that makes the healthy choice the only choice. Research has shown greater impact from interventions influence social norms, systems, and environments. Tobacco Retail Licensing is a high-level change that benefits every adolescent and every community by enforcing age restrictions on the purchase of tobacco and nicotine products.<sup>2</sup> It reduces youth access to and use of tobacco and nicotine products in a way that education alone cannot do.

**Can a kid get the equivalent of a Minor in Possession for tobacco?**

Yes. Oregon law prohibits a person under the age of 18 from possessing tobacco products or inhalant delivery systems. City, county or state law enforcement authorities are responsible for enforcing the law.

ORS 167.785 Possession of tobacco products or inhalant delivery systems by person under 18 years of age  
(1) It is unlawful for a person under 18 years of age to possess tobacco products or inhalant delivery systems.  
(2) A person who violates this section commits a Class D violation. [Formerly 167.400]  
[https://www.oregonlegislature.gov/bills\\_laws/ors/ors167.html](https://www.oregonlegislature.gov/bills_laws/ors/ors167.html)

**Doesn't it make sense to bundle all the licensing fees that businesses have to pay?**

Businesses operate under regulations that vary according to the business type. Due to the technical nature of regulations, there are a variety of specialized regulatory bodies (i.e. city, restaurants, pools, childcare, water district, Oregon Liquor Control Commission) that need to collect fees to operate and sustain the service. Tobacco retailers, including smoke shops and vape shops, need to adhere to specific laws that are unique to that business type.

**How much of the funds from the license fee are actually being used to reduce tobacco use? What is the return on investment?**

100 percent of the Tobacco Retail Licensing fee would be used to administer the license, enforce existing tobacco laws and educate retailers.

The American Lung Association Center for Tobacco Policy and Organizing studied the effects of a strong Tobacco Retail Licensing ordinance in 33 California communities in 2013. They found significant decreases in illegal sales to minors in nearly every community; 14 communities saw decreases of 30percent or more.<sup>3</sup>

<sup>5</sup> The Center for Tobacco Policy & Organizing. Reducing Youth Access to Electronic Cigarettes through Tobacco Retailer Licensing. 2015. <http://center4tobaccopolicy.org/wp-content/uploads/2016/11/E-cigarettes-in-TRL-April-2015.pdf>.

<sup>3</sup> The Center for Tobacco Policy & Organizing. Tobacco Retailer Licensing is Effective. 2013. <http://center4tobaccopolicy.org/wp-content/uploads/2016/10/Tobacco-Retailer-Licensing-is-Effective-September-2013.pdf>

An analysis of Food and Drug Administration compliance checks across the country found that state police significantly affect the sale of tobacco products to minors. Stores located in states with fewer/weaker enforcement measures were 36 percent more likely to illegally sell tobacco to minors than stores located in states with more effective measures.<sup>4</sup>

**Why can't Department of Revenue records be used to identify retailers?**

In Oregon, tobacco taxes are levied at the distributor or wholesaler level, rather than at the retail level. Some retailers, like Costco, might have a license through the Dept. of Revenue so they can distribute to other retailers. Most retailers get their tobacco from the tobacco company distributors themselves (R.J. Reynolds and Altria sales reps grease the wheels for this process by visiting stores and signing them up on distribution contracts).

The distributors are responsible for paying for and applying the Oregon tax stamp. The distributors don't inform the Dept. of Revenue who they distribute products to. Therefore, the Department of Revenue doesn't have a comprehensive list of who sells tobacco in the state of Oregon, only who "distributes" tobacco.

<sup>4</sup> Gray, B & Chaloupka, FJ, "State Policies and Community Characteristics Affect Tobacco Sales to Minors. An Analysis of over 100,000 FDA Compliance Checks", *Policy Forum* 16(1), 2003.

**Exhibit F - Page 1****Tobacco Retail Stores in Wilsonville, Oregon**

January 2019, Clackamas County Public Health Division

All retailers are open and sell tobacco products and provide minors access

*List sorted alpha by Retail Type, and then alpha by Retailer Name*

<b>Retailer Name</b>	<b>Retail Type</b>	<b>Address</b>	<b>City</b>	<b>Zipcode</b>
Fred Meyer	Department store	30300 SW Boones Ferry Road	Wilsonville	97070
Rite Aid	Drug store	8235 SW Wilsonville Road	Wilsonville	97070
Walgreens	Drug store	9450 SW Wilsonville Road	Wilsonville	97070
Safeway	Grocery store	8255 SW Wilsonville Road	Wilsonville	97070
In N Out Market	Market	29020 SW Town Center Loop E #100	Wilsonville	97070
Villebois Market	Market	28900 SW Villebois Dr N Suite C1003	Wilsonville	97070
7-Eleven Store	Mini mart	29955-A SW Boones Ferry Road	Wilsonville	97070
Plaid Pantry	Mini mart	29890 Town Center Loop	Wilsonville	97070
76 Station	Mini mart and gas	30085 SW Parkway	Wilsonville	97070
76 Station	Mini mart and gas	8605 Elligsen Road	Wilsonville	97070
Chevron Station	Mini mart and gas	25410 SW 95th Avenue	Wilsonville	97070
Fred Meyer Gas Station	Other	9815 SW Wilsonville Road	Wilsonville	97070
House of Pipes	Other	8750 SW Citizens Dr	Wilsonville	97070
PARADOX	Other	8229 SW Wilsonville Rd #C	Wilsonville	97070

Exhibit G - Page 1

**RESOLUTION 1146**

**A RESOLUTION SUPPORTING A CLACKAMAS COUNTY-WIDE  
TOBACCO RETAIL LICENSE**

**WHEREAS**, Tobacco use remains the most preventable cause of illness and death in America and Clackamas County; and

**WHEREAS**, Nearly 90% of adult tobacco smokers started smoking before age 18, more than three quarters start before age 20. Adolescents who start smoking before their 19<sup>th</sup> birthday have on average a 20% higher risk of dying from smoking-related illness; and

**WHEREAS**, One in three youth said it would be “very easy” to get tobacco according to the Oregon Healthy Teen Survey and youth living in areas with the highest density of retail tobacco outlets are more likely to have smoked cigarettes in the last month; and

**WHEREAS**, Oregon increased the tobacco and nicotine product possession age to 21 but did not pass a state-wide tobacco retail license, the necessary mechanism to enforce the new legal sales age; and

**WHEREAS**, a county-wide licensing system for tobacco retailers is appropriate to enforce tobacco control laws to protect the health, safety, and welfare of our residents; and

**WHEREAS**, research demonstrates that local tobacco retail ordinances reduce youth access to cigarettes. A review of 33 California communities with strong tobacco retailer licensing ordinances shows that the youth sales rate declined in 31 of these communities after the ordinances were enacted, with an average decrease of 26 percent in the youth sales rate; and

**WHEREAS**, a requirement for a tobacco retailer license will not unduly burden businesses who sell or distribute tobacco or nicotine products.

**NOW THEREFORE**, the Gladstone City Council does hereby resolve to support the Clackamas County Board of County Commissioners as the Board of Health to adopt a tobacco retail license requiring all businesses located in the County to obtain an annual license to sell tobacco and other nicotine products, including electronic cigarettes.

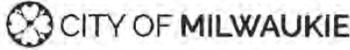
Dated this 11<sup>th</sup> day of SEP., 2018

  
\_\_\_\_\_  
Tamara Stempel, Mayor

ATTEST

  
\_\_\_\_\_  
Tami Bannick, City Recorder

Exhibit G - Page 2



**COUNCIL RESOLUTION No. 72-2018**

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF MILWAUKIE, OREGON, IN SUPPORT OF A COUNTYWIDE TOBACCO RETAIL LICENSE (TRL).**

**WHEREAS,** Tobacco use remains the most preventable cause of illness and death in America and Clackamas County; and

**WHEREAS,** nearly 90% of adult tobacco smokers started smoking before age 18, with more than three quarters starting before age 20, and adolescents who start smoking before their 19th birthday are more likely to die from smoking-related illness; and

**WHEREAS,** according to the Oregon Healthy Teen Survey, one in three youth said it would be "very easy" to get tobacco and youth living in areas with the highest density of retail tobacco outlets are more likely to have smoked cigarettes in the last month; and

**WHEREAS,** the State of Oregon increased the tobacco and nicotine product possession age to 21 but did not pass a state-wide tobacco retail license, the necessary mechanism to enforce the new legal sales age; and

**WHEREAS,** a county licensing system for tobacco retailers is appropriate to enforce tobacco control laws to protect the health, safety, and welfare of our residents; and

**WHEREAS,** research demonstrates that local tobacco retail ordinances reduce youth access to cigarettes, and a review of 33 California communities with strong tobacco retailer licensing ordinances showed that youth sales of tobacco declined in 31 of these communities after the ordinances were enacted; and

**WHEREAS,** a requirement for a tobacco retailer license will not unduly burden businesses who sell or distribute tobacco or nicotine products.

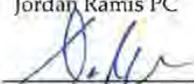
**NOW THEREFORE,** the City Council of the City of Milwaukie, Oregon, does hereby support the Clackamas County Board of Commissioners, as the Board of Health, plans to adopt a tobacco retail license that requires all businesses in the county to obtain an annual license to sell tobacco and other nicotine products, including electronic cigarettes.

Introduced and adopted by the City Council on **August 21, 2018.**

This resolution is effective immediately.

  
\_\_\_\_\_  
Mark Gamba, Mayor

APPROVED AS TO FORM:  
Jordan Ramis PC

  
\_\_\_\_\_  
City Attorney

ATTEST:

  
\_\_\_\_\_  
Scott Stauffer, City Recorder

Exhibit G - Page 3

RESOLUTION NO. 18-43

**A RESOLUTION SUPPORTING THE CLACKAMAS COUNTY-WIDE TOBACCO RETAIL LICENSE**

**WHEREAS**, tobacco use remains the most preventable cause of illness and death in America and Clackamas County; and

**WHEREAS**, nearly 90% of adult tobacco smokers started smoking before age 18, more than three quarters start before age 20. Adolescents who start smoking before their 19th birthday have on average a 20% higher risk of dying from smoking-related illness; and

**WHEREAS**, one in three youth said it would be "very easy" to get tobacco according to the Oregon Healthy Teen Survey and youth living in areas with the highest density of retail tobacco outlets are more likely to have smoked cigarettes in the last month; and

**WHEREAS**, Oregon increased the tobacco and nicotine product possession age to 21 but did not pass a state-wide tobacco retail license, the necessary mechanism to enforce the new legal sales age; and

**WHEREAS**, a county-wide licensing system for tobacco retailers is appropriate to enforce tobacco control laws to protect the health, safety, and welfare of our residents; and

**WHEREAS**, research demonstrates that local tobacco retail ordinances reduce youth access to cigarettes. A review of 33 California communities with strong tobacco retailer licensing ordinances shows that the youth sales rate declined in 31 of these communities after the ordinances were enacted, with an average decrease of 26 percent in the youth sales rate; and

**WHEREAS**, a requirement for a tobacco retailer license will not unduly burden businesses who sell or distribute tobacco or nicotine products.

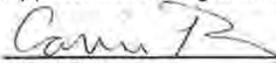
**NOW, THEREFORE, OREGON CITY RESOLVES AS FOLLOWS:**

**Section 1:** The City Commission supports the Clackamas County Board of County Commissioners as the Board of Health to adopt a tobacco retail license requiring all businesses located in the County to obtain an annual license to sell tobacco and other nicotine products, including electronic cigarettes.

Approved and adopted at a regular meeting of the City Commission held on the 5<sup>th</sup> day of December 2018.

  
\_\_\_\_\_  
DAN HOLLADAY, Mayor

Attested to this 5<sup>th</sup> day of December 2018:  
  
\_\_\_\_\_  
Kattie Riggs, City Recorder

Approved as to legal sufficiency:  
  
\_\_\_\_\_  
Carrie R  
City Attorney

**Exhibit G - Page 4**

**RESOLUTION NO. 2018-20**

**A RESOLUTION SUPPORTING A CLACKAMAS COUNTY-WIDE TOBACCO RETAIL LICENSE PROGRAM**

**WHEREAS**, Tobacco use remains the most preventable cause of illness and death in America and Clackamas County; and

**WHEREAS**, Nearly 90% of adult tobacco smokers started smoking before age 18 and more than three quarters start before age 20; and

**WHEREAS**, Adolescents who start smoking before their 19th birthday have on average a 20 percent higher risk of dying from smoking-related illness; and

**WHEREAS**, One in three youth said it would be “very easy” to get tobacco according to the Oregon Healthy Teen Survey and youth living in areas with the highest density of retail tobacco outlets are more likely to have smoked cigarettes in the last month; and

**WHEREAS**, Oregon increased the tobacco and nicotine product possession age to 21 but did not pass a state-wide tobacco retail license, the necessary mechanism to enforce the new legal sales age; and

**WHEREAS**, a county-wide licensing system for tobacco retailers is appropriate to enforce tobacco control laws to protect the health, safety, and welfare of our residents; and

**WHEREAS**, research demonstrates that local tobacco retail ordinances reduce youth access to cigarettes. A review of 33 California communities with strong tobacco retailer licensing ordinances shows that the youth sales rate declined in 31 of these communities after the ordinances were enacted, with an average decrease of 26 percent in the youth sales rate; and

**WHEREAS**, a requirement for a tobacco retailer license will not unduly burden businesses who sell or distribute tobacco or nicotine products.

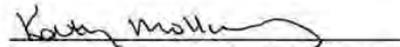
**NOW, THEREFORE**, the City of West Linn resolves to support the Clackamas County Board of County Commissioners as the Board of Health to adopt a tobacco retail license program requiring all businesses located in the County to obtain an annual license to sell tobacco and other nicotine products, including electronic cigarettes.

**Exhibit G - Page 5**

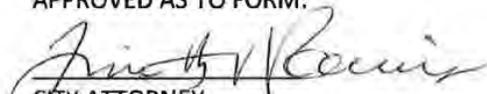
This resolution was PASSED and ADOPTED this 10<sup>th</sup> day of September, 2018, and takes effect upon passage.

  
\_\_\_\_\_  
RUSSELL B. AXELROD, MAYOR

ATTEST:

  
\_\_\_\_\_  
KATHY MOLLUSKY, CITY RECORDER

APPROVED AS TO FORM:

  
\_\_\_\_\_  
CITY ATTORNEY



39250 Pioneer Blvd  
Sandy, OR 97055  
503-668-5533

November 6, 2018

To the Clackamas County Board of Health:

The City of Sandy writes to you in support of a county-wide tobacco retail licensing ordinance. As tobacco use remains the leading cause of illness and death in Clackamas County, the City of Sandy believes that a Tobacco Retail License (TRL) is an effective strategy to promote health and wellbeing of our youth by limiting their access to tobacco products in the retail environment.

We learned from the Clackamas County Public Health Division that one in four 11th graders in Clackamas County have used any form of tobacco; one in three youth said it would be "very easy" to get tobacco.

This is alarming because nicotine is a highly addictive powerful drug. Nearly 90% of adult tobacco smokers report starting before age 18. Adolescents who start smoking before their 19th birthday are more likely to die from smoking-related illness. Moreover, nicotine use during adolescence may have lasting negative consequences for brain development.

A countywide TRL requiring all businesses to obtain a license to sell tobacco and nicotine products is a necessary mechanism to enforce the minimum legal sales age and other tobacco laws. TRL would ensure that all retailers in the City of Sandy are equipped with the information and tools to keep tobacco and nicotine products out of the hands of our young people and to help protect them from a lifetime of addiction and poor health.

The Sandy City Council has directed me to write this letter that supports the Clackamas County Board of Commissioners, as the Board of Health, to adopt a county-wide TRL to protect the health of our community. We entrust the Public Health Division to implement the program in the City of Sandy.

Submitted on behalf of the Sandy City Council.

Respectfully,

*Kim E. Yamashita*

Kim E. Yamashita, City Manager

**Exhibit G - Page 7**



December 6, 2018

Dear Clackamas County Chair Commissioner Jim Bernard and Board of County Commissioners,

Oregon City Together is a local coalition of parents, youth, schools, law enforcement, past and current elected officials, faith-based organizations, government agencies and other organizations serving youth. The coalition's mission is to create healthy futures for Oregon City youth.

Our focus is primarily on preventing youth marijuana use and underage drinking. However, we have seen a huge jump in the use of e-cigarettes and vaping. According to the 2018 Oregon Healthy Teen Survey, 10 percent of 11th graders in the Oregon City School District said they had smoked a cigarette during the past 30 days. But three times as many (30.2) percent of 11th graders said they had used an e-cigarette, vape pen or e-hookah during the past 30 days.

Oregon's success in reducing the youth smoking rate is being eroded by the vaping trend. The Centers for Disease Control states that most e-cigarettes contain nicotine. Nicotine is highly addictive and can harm adolescent brain development. Young people who use e-cigarettes may be more likely to smoke cigarettes in the future.

Oregon works to stop illegal retail sales of alcohol and marijuana to youth. It would be useful to provide tools to improve monitoring and enforcement of illegal tobacco sales to youth as well, especially sales of e-cigarettes.

Sincerely,

  
Laura Poore  
OCT Chair

**Exhibit G - Page 8**

Oregon City Together  
Local Grant Agreement – CFCC-Prevention-9094  
Page 7 of 16

**SIGNATURE PAGE TO THE YOUTH SUBSTANCE USE PREVENTION GRANT AGREEMENT**

IN WITNESS WHEREOF, the parties hereto have caused this Agreement to be executed by their duly authorized officers.

**SUBRECIPIENT**

Oregon City Together  
1417 12<sup>th</sup> Street  
Oregon City, OR 97045

**CLACKAMAS COUNTY**

Commissioner Jim Bernard, Chair  
Commissioner Sonya Fischer  
Commissioner Ken Humberston  
Commissioner Paul Savas  
Commissioner Martha Schrader

By:   
Laura Poore, Executive Director

**Signing on behalf of the Board:**

By: \_\_\_\_\_  
Richard Swift, Director  
Health, Housing & Human Services

Dated: 12/5/18

Dated: \_\_\_\_\_

Approved to work plan and budget:

By: \_\_\_\_\_  
Rodney A. Cook, Director  
Children, Family & Community Connections Division

Dated: \_\_\_\_\_

- Exhibit A-1: Statement of Program Objectives
- Exhibit A-2: Performance Reporting Schedule and Work Plan Quarterly Report
- Exhibit A-3: Client Feedback Survey and Report
- Exhibit A-4: Demographic Report
- Exhibit B: Program Budget
- Exhibit C-1: Financial Report and Disbursement Request
- Exhibit C-2: Monthly Activity Report

**Exhibit G - Page 9**

October 25, 2018

Jim Bernard, **County Commissioner - Chair**  
 Paul Savas, **County Commissioner, Position 2**  
 Martha Schrader, **County Commissioner, Position 3**  
 Ken Humberston, **County Commissioner, Position 4**  
 Sonya Fischer, **County Commissioner, Position 5**

Clackamas County Commissioners,

Established in 1996, the Preventing Tobacco Addiction Foundation works nationwide to reduce the deadly toll of smoking by advocating to raise the minimum legal sales age of tobacco products to 21 and supporting other proven tobacco control initiatives, including tobacco retailer licensing ("TRL"). Tobacco use is the leading preventable cause of morbidity and mortality in the United States, the state of Oregon, and Clackamas County and kills almost half a million people in the United States each year. Tobacco disproportionately impacts lower-income populations, communities of color, people living with mental illness, and the LGBTQI community, contributing to the persistence of health inequities among communities in Clackamas County. A TRL helps to address health disparities associated with tobacco use.

Through our work across the nation promoting and helping cities and counties implement Tobacco 21 laws, we know that enforcement of tobacco control policies is *critical* to policy success. TRL laws have proven effective in reducing illegal sales to underage youth. Requiring tobacco retailers to obtain a TRL enables cities and counties to collect a database of all retailers, provides a self-financing mechanism for best practices compliance checks, and gives the licensing authority the ultimate compliance lever (i.e. license suspension or revocation) for those few rogue retailers who refuse to comply with federal, state, or local tobacco control laws and continue to illegally profit from selling an addictive, deadly product to community youth. A TRL can also allow jurisdictions to limit where a license may be issued, i.e. restrictions on distance from schools and other youth-oriented facilities and density restrictions. A study out of Santa Clara County, CA reported licensing laws that restrict tobacco retailers from being located within 1000 feet of a school or 500 feet of another tobacco retailer can reduce tobacco outlets by 30%, reducing youth exposure and access to these products. Density restrictions help in high risk population areas, where retail density is often found the highest.

Leading the way, Oregon was one of the first states in the nation to pass a Tobacco 21 policy. However, Oregon communities need a mechanism to monitor compliance of and enforce the Tobacco 21 law and other tobacco control regulations. We understand that the Clackamas County Public Health Division is engaging stakeholders and gathering information to help the Commission consider adoption of a TRL program for your community. By allowing such exploration, Clackamas County clearly recognizes its duty to protect youth from addictive and deadly tobacco and nicotine products. We urge the Clackamas County Commission to adopt the strongest and most comprehensive tobacco retail license for your community.

Respectfully,

Ginny Chadwick  
 Western Regional Director  
 Preventing Tobacco Addiction Foundation

Katherine Ungar  
 Executive Director  
 Preventing Tobacco Addiction Foundation

Exhibit G - Page 10



November 29, 2018

To the Clackamas County Commissioners,

We are the superintendents representing all school districts in Clackamas County. As educators, we are deeply invested in the current and future success of our students. We write to you in support of a countywide tobacco retail license as a means to protect youth from developing an addiction to nicotine.

Adolescent brains are more sensitive to the rewarding properties of nicotine, making them especially vulnerable to addiction. Because adolescence is a critical period of growth and development, exposure to nicotine may have lasting, adverse consequences on brain development. <sup>1</sup> The use of nicotine products during adolescence can significantly impact their ability to learn and their academic success.

The proliferation of e-cigarettes presents a new distraction for students across our districts. The discreet Juuls are being used throughout the school day and detract from the learning environment. According to the 2018 Oregon Student Wellness Survey, almost half of 11th graders said that it would be “very easy” to get e-cigarettes. <sup>2</sup> As evidence, nearly three quarters of teen Juul owners nationwide said they obtained their Juul at a store. <sup>3</sup> A tobacco retail license is essential to enforce the minimum legal sales age and to prevent our kids from accessing and using these devices.

We recently learned from the Public Health Division staff that the influences of the tobacco industry are more concentrated in communities of low socioeconomic status. A countywide tobacco retail license would reduce access to tobacco, including e-cigarettes, for all students, regardless of the neighborhoods in which they live, learn, and play.

In spite of the education students receive in school about the dangers of tobacco, alcohol, and other drugs, more than 40% of 11th graders report using some form of tobacco. <sup>4</sup> Given the high propensity of students to join their peers in risk taking behaviors, a comprehensive approach that includes policy is necessary to prevent youth from experimenting with substances. A tobacco retail license would complement education by ensuring retailers do their part to keep tobacco and e-cigarettes out of the hands of adolescents and young adults.

As a society, we have a responsibility to provide a healthy environment for our youth to thrive. We urge you to adopt a tobacco retail license ordinance in Clackamas County to protect our youth, support their academic success, and their futures.

Sincerely,

Clackamas County Superintendents

<sup>1</sup> Institute of Medicine, *Public Health Implications of Raising the Minimum Age of Legal Access to Tobacco Products*, Washington, DC: The National Academies Press, 2015

[http://www.iom.edu/~media/files/report%20files/2015/TobaccoMinAge/tobacco\\_minimum\\_age\\_report\\_brief.pdf](http://www.iom.edu/~media/files/report%20files/2015/TobaccoMinAge/tobacco_minimum_age_report_brief.pdf)

<sup>1</sup> Student Wellness Survey <https://oregon.pridesurveys.com/>

<sup>1</sup> The Truth Initiative <http://www.truthinitiative.org/news/where-are-kids-getting-juul>

<sup>1</sup> Oregon Healthy Teen Survey

<https://www.oregon.gov/oha/PH/BIRTHDEATHCERTIFICATES/SURVEYS/OREGONHEALTHYTEENS/Pages/2017.aspx>



**Exhibit G - Page 11**



December 28<sup>th</sup>, 2018

Dear Clackamas County Chair Commissioner Jim Bernard and Board of County Commissioners,

Vibrant Future Coalition is a local group comprised of youth, parents, teachers, faith organizations, concerned community members, law enforcement and healthcare professionals, among other youth-serving agencies. Our mission is to work together with the North Clackamas community to educate and to reduce underage drinking, marijuana and prescription drug abuse amongst our youth. We are writing to educate you on the potential outcomes of a county-wide Tobacco Retail License ordinance, as tobacco use directly relates to the health and well-being of youth in the community and connects directly to our substance use prevention efforts.

In 2017, Oregon became the 5<sup>th</sup> state in the country to raise the smoking age to 21. Although this legislation went into effect at the beginning of this year, the county is still encountering high rates of youth, under the age of 21, having easy access to cigarettes and e-cigarette devices.

According to the 2018 Oregon Student Wellness Survey, 67.5% of 11<sup>th</sup> grade students in the North Clackamas School District reported that it would be either *sort of easy* or *very easy* to get some e-cigarettes, vape-pens, or e-hookahs. The average age of onset for smoking a whole cigarette was 13.7 years old, while trying an e-cigarette, vape-pen or e-hookah was 14.9 years old.

While the state successfully passed legislation to increase the legal smoking age to 21, there are currently no steps to hold retailers accountable. Clackamas County would lead the state, as one of the first to pass a county-wide Tobacco Retail License, among only 4 others. Additionally, Oregon is 1 of the 9 states that do not have state-wide Tobacco Retail Ordinances, to ensure all retailers in the county are compliant with tobacco-related laws.

Lastly, I wanted to take the time to thank you for all the work you do to keep Clackamas County a healthy and thriving community. We are lucky to have a dedicated and thoughtful board of county commissioners that is committed to the health and well-being of the community.

Sincerely,

A handwritten signature in black ink that reads "Ellen Velez". The signature is fluid and cursive, with the first name "Ellen" and last name "Velez" clearly distinguishable.

Ellen Velez  
Prevention & Policy Coordinator  
Vibrant Future Coalition

2018

# >> Oregon Tobacco Facts



Oregon  
**Health**  
Authority  
PUBLIC HEALTH DIVISION

# Acknowledgments

## Author/s

Vicky Buelow, MA

Sharon Coryell, MPH

Rodney Garland, MS

Sarah Hargand, MPH

Beth Vorderstrasse, PhD, MPH

## Suggested citation

Oregon Health Authority Public Health Division, Health Promotion and Chronic Disease Prevention Section. 2018. Oregon tobacco facts. Available at <https://public.health.oregon.gov/PreventionWellness/TobaccoPrevention/Pages/pubs.aspx>.

## Disclaimer

This document is in the public domain and may be used and reprinted. The Oregon Health Authority appreciates citation and notification of use.

# Contents

» Acknowledgments.....	ii
» Contents.....	iii
» Section 1: Executive summary .....	vii
» Section 2: Health and economic burden of tobacco.....	1
» Table 2.1 Leading causes of preventable death, Oregon, 2009.....	1
» Table 2.2 Underlying causes of tobacco-related deaths, Oregon, 2011–2016 .....	2
» Figure 2.1 Tobacco-related deaths per 100,000 population, by county, Oregon, 2013–2016 combined .....	2
» Table 2.3 Tobacco-related death rates per 100,000 population, by county, Oregon, 2013–2016 combined.....	3
» Table 2.4 Estimated costs of tobacco-related medical treatment and lost productivity (in millions of dollars), by county, Oregon, 2013.....	4
» Section 3: Tobacco-related diseases.....	6
» Table 3.1 Percent of adult cigarette smokers who have chronic diseases, Oregon, 2016.....	7
» Table 3.2 Percent of adults with chronic diseases who smoke cigarettes, Oregon, 2016.....	7
» Table 3.3 Lung and bronchus cancer diagnoses and death rates per 100,000 population by county, Oregon, 2005–2009 combined and 2010–2014 combined.....	8
» Table 3.4 Tobacco-related cancer* diagnoses and death rates per 100,000 population by county, Oregon, 2005–2009 combined and 2010–2014 combined.....	9
» Section 4: Adult cigarette smoking .....	11
» Figure 4.1. Per capita cigarette pack sales, Oregon and the United States, 1993–2017 .....	12
» Table 4.1 Per capita cigarette pack sales, Oregon and the United States, 1993–2017 .....	13

## Contents (continued)

»	Figure 4.2 Adult cigarette smoking, by sex and total, Oregon, 1997–2016 .....	13
»	Table 4.2 Adult cigarette smoking, by sex and total, Oregon, 1996–2016 .....	14
»	Table 4.3 Adult cigarette smoking by age and sex, Oregon, 2012–2016 .....	14
»	Table 4.4 Use of menthol and non-menthol cigarettes among cigarette smokers, by sex, Oregon, 2016 .....	15
»	Figure 4.3 Adult cigarette smoking, by county, Oregon, 2012–2015 combined .....	15
»	Table 4.5 Adult cigarette smoking, by county, Oregon, 2012–2015 combined .....	16
»	Figure 4.4 Adult cigarette smoking, by race and ethnicity, Oregon, 2010–2011 combined .....	16
»	Table 4.6 Adult cigarette smoking, by demographic groups, Oregon, 2011–2016 ....	17
»	Table 4.7 Adult tobacco use among Oregon Health Plan members, by race and ethnicity, Oregon, 2016 .....	18
»»	<b>Section 5: Youth tobacco use .....</b>	<b>19</b>
»	Figure 5.1 Youth cigarette smoking, Oregon, 1996–2017 .....	20
»	Table 5.1 Youth cigarette smoking, Oregon, 1996–2017 .....	20
»	Table 5.2 Youth cigarette smoking by sex, Oregon, 2009–2017 .....	21
»	Table 5.3 Youth cigarette smoking, by county, Oregon, 2017 .....	21
»	Figure 5.2 Youth use of cigarettes, non-cigarette tobacco products, and all tobacco products, Oregon, 2015 and 2017 .....	22
»	Table 5.4 Youth tobacco product use by type, Oregon, 2017 .....	23
»	Figure 5.3 Electronic cigarette and regular cigarette use among 8th-graders, Oregon, 2011, 2013, 2015, 2017 .....	23
»	Figure 5.4 Electronic cigarette and regular cigarette use among 11th-graders, Oregon, 2011, 2013, 2015, 2017 .....	24
»	Figure 5.5 First product used among youth who have ever used tobacco, Oregon, 2017 .....	25
»	Table 5.5 Sources of tobacco for youth, Oregon, 2017 .....	25
»»	<b>Section 6: Non-cigarette and flavored tobacco use among youth and adults .....</b>	<b>27</b>
»	Figure 6.1 Cigarette and non-cigarette tobacco product use among Oregon youth (2017) and adults (2016) .....	28

## Contents (continued)

» Table 6.1 Current tobacco product use by type and selected age groups, Oregon, 2016 and 2017.....	29
» Figure 6.2 Flavored tobacco or vaping product use among current tobacco users by selected age groups, Oregon, 2016 & 2017 .....	29
» Table 6.2 Smokeless tobacco use among males, for youth (2017) and adults (2012–2015 combined), by county in Oregon.....	30
<b>» Section 7: Smoking during pregnancy.....</b>	<b>31</b>
» Table 7.1 Cigarette smoking during pregnancy, Oregon and the United States, 1993–2016 .....	31
» Figure 7.1 Cigarette smoking during pregnancy, Oregon and the United States, 1993–2016 .....	32
» Table 7.2 Cigarette smoking during pregnancy by maternal characteristics, Oregon, 2012–2016.....	33
» Figure 7.2 Cigarette smoking during pregnancy by county, Oregon, 2014–2016 combined .....	34
» Table 7.3 Cigarette smoking during pregnancy, by county, Oregon, 1990–2016 .....	35
<b>» Section 8: Tobacco cessation.....</b>	<b>36</b>
» Table 8.1 Quit behaviors among adult cigarette smokers, by county, Oregon, 2010–2013 combined.....	37
» Figure 8.1 Oregon Quit Line calls and web contacts, by year, 2014-2017.....	
<b>» Section 9: Secondhand smoke.....</b>	<b>39</b>
» Figure 9.1 Adults reporting no smoking allowed in the home, Oregon, 1997–2015 ..	40
» Table 9.1. Adults reporting no smoking allowed in the home, Oregon, 1997–2015 ...	40
» Figure 9.2 Adults reporting exposure to secondhand smoke at work, Oregon, 2001–2015.....	41
» Table 9.2 Adults reporting exposure to secondhand smoke at work, Oregon, 2001–2015.....	41
» Figure 9.3 Adults reporting exposure to secondhand smoke in selected outdoor locations*, Oregon, 2015.....	42
» Table 9.3 Youth exposure to secondhand smoke, Oregon, 2017 .....	42

## Contents (continued)

» <b>Section 10: Retail tobacco marketing.....</b>	<b>44</b>
» Figure 10.1 Annual tobacco industry marketing expenditures (in millions of dollars), Oregon, 1998–2015 .....	45
» Table 10.1 Cigarette purchasing locations among adults who smoke, Oregon, 2014.....	46
» Table 10.2 Exposure to tobacco advertising among youth (2017) and adults (2016), Oregon .....	46
» Table 10.3 Availability of selected tobacco products in Oregon stores that sell any tobacco, 2016 .....	46
» Table 10.4 Tobacco marketing strategies in Oregon stores that sell tobacco, 2016...	47
» Table 10.5 Percent of stores that sell flavored versions of selected tobacco products, among stores selling that product, 2016.....	47
» Table 10.6 Lowest price of cigarettes and e-cigarettes available at stores that sell tobacco, Oregon, 2016 .....	47
» Figure 10.2 Characteristics of stores that sell tobacco, Oregon, 2016 .....	48

# Section 1: Executive summary

Oregon's Tobacco Prevention and Education Program (TPEP) uses a sustained, comprehensive approach to support tobacco prevention and cessation in every Oregon community. TPEP works to:

- Reduce exposure to secondhand smoke
- Prevent youth from starting to use tobacco
- Identify and eliminate tobacco-related disparities
- Help tobacco users quit and stay quit

Cigarette sales in Oregon have declined by more than 50 percent since TPEP began in 1997 (Figure 4.1). However, tobacco use remains the number-one cause of preventable death and disease in Oregon. It kills nearly 8,000 people each year (1). Tobacco use costs Oregonians \$2.5 billion a year in medical expenses, lost productivity and early death. (2)

- Cigarette smoking has decreased from 1996 to 2016 (Figure 4.2). However, use of non-cigarette products is on the rise. (3)
- Data show that more than half of youth and young adults who use tobacco are using flavored tobacco or vaping products (Figure 6.2).
- Tobacco companies spend billions of dollars on tobacco marketing in the United States every year. In 2015, the Federal Trade Commission reported that the tobacco industry spent nearly \$8.9 billion marketing cigarettes and smokeless tobacco. This is almost \$25 million per day or approximately \$1 million an hour. (4,5,6)
- The tobacco industry has shifted its marketing from billboards and TV commercials to convenience stores, pharmacies and grocery stores. Almost 75 percent of the tobacco industry's total marketing expenditures for cigarettes and smokeless tobacco products is in the retail environment. (6) In fact, the tobacco industry spends more than \$100 million every year to advertise and promote its products in Oregon's stores (Figure 10.1).

The charts and graphs in the following sections describe tobacco use, tobacco-related diseases and economic costs in Oregon.

## Section 1 works cited

1. Oregon Vital Statistics Annual Reports, Volume 2: Chapter 6. Mortality. Table 6-20. Available at: <http://www.oregon.gov/oha/ph/BirthDeathCertificates/VitalStatistics/annualreports/Volume2/Pages/index.aspx>
2. Centers for Disease Control and Prevention. Smoking-attributable mortality, years of potential life lost, and productivity losses—United States, 2000–2004. Morbidity and Mortality Weekly Report 2008;57(45):1226–8. Available at <https://chronicdata.cdc.gov/Health-Consequences-and-Costs/Smoking-Attributable-Mortality-Morbidity-and-Econo/4yyu-3s69>. Accessed 2017 March 8.
3. Liss SM. Survey finds increased youth use of non-cigarette tobacco products — yet another warning that FDA must take action. Campaign for Tobacco-Free Kids, Nov. 14, 2013. Available at [http://www.tobaccofreekids.org/press\\_releases/post/2013\\_11\\_14\\_ecigarettes](http://www.tobaccofreekids.org/press_releases/post/2013_11_14_ecigarettes). Accessed 2016 Oct 13.
4. Federal Trade Commission. Federal Trade Commission cigarette report for 2015. Issued 2017. Available at [https://www.ftc.gov/system/files/documents/reports/federal-trade-commission-cigarette-report-2015-federal-trade-commission-smokeless-tobacco-report/ftc\\_cigarette\\_report\\_2015.pdf](https://www.ftc.gov/system/files/documents/reports/federal-trade-commission-cigarette-report-2015-federal-trade-commission-smokeless-tobacco-report/ftc_cigarette_report_2015.pdf). Accessed 2018 Feb 8.
5. Federal Trade Commission. Federal Trade Commission smokeless tobacco report for 2015. Issued 2017. Available at [https://www.ftc.gov/system/files/documents/reports/federal-trade-commission-cigarette-report-2015-federal-trade-commission-smokeless-tobacco-report/ftc\\_smokeless\\_tobacco\\_report\\_2015.pdf](https://www.ftc.gov/system/files/documents/reports/federal-trade-commission-cigarette-report-2015-federal-trade-commission-smokeless-tobacco-report/ftc_smokeless_tobacco_report_2015.pdf). Accessed 2018 Feb 8.
6. CounterTobacco.or. Spending at the point of sale: Federal Trade Commission Reports. Available at: [countertobacco.org/the-war-in-the-store/#ftcreports](http://countertobacco.org/the-war-in-the-store/#ftcreports)

## Section 2: Health and economic burden of tobacco

Tobacco use affects all Oregonians. Tobacco use is the number-one cause of preventable death and disease in Oregon. Each year, tobacco use kills nearly 8,000 Oregonians (1) and costs \$2.5 billion in medical expenses, lost productivity and early death. (2)

For more tobacco-related data, go to

<https://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/index.aspx>.

For stories and information about what Oregonians are doing about tobacco in their communities, see **SMOKEFREE Oregon** at <http://smokefreeoregon.com/oregonians/>.

For more explanation of age-adjusted estimates, statistical reliability and other technical issues, go to

<http://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/TechnicalNotes.aspx>.

**Table 2.1 Leading causes of preventable death, Oregon, 2009**

Cause of preventable death	Estimated number of deaths
<b>Tobacco use</b>	<b>7,000</b>
<b>Non-tobacco use total</b>	<b>5,500</b>
Obesity, poor diet and physical inactivity	1,500
Alcohol use	1,400
Toxic agents	700
Microbial agents	600
Motor vehicles*	400
Firearms	400
Illicit drug use	300
Sexual behavior	200

\*Includes alcohol-related crashes

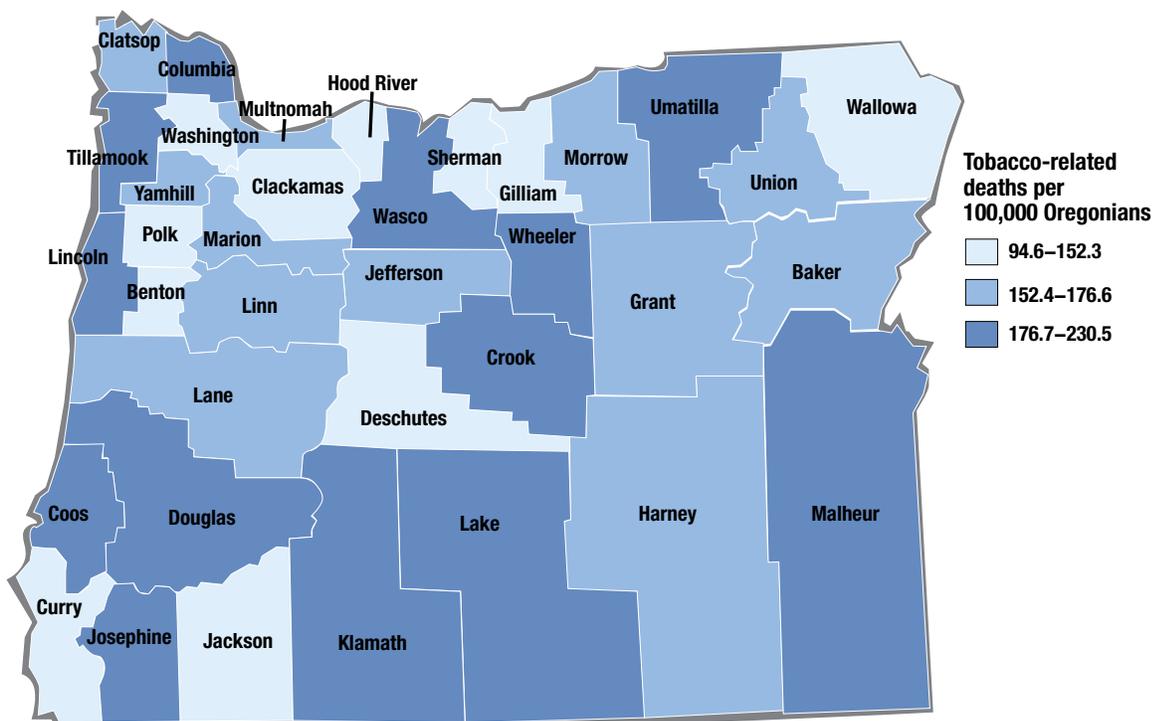
**Source:** Oregon Health Authority Public Health Division. *What is killing Oregonians? The public health perspective CD Summary 61, no. 15 (July 17, 2012)* Available at <http://public.health.oregon.gov/DiseasesConditions/CommunicableDisease/CDSummaryNewsletter/Documents/2012/ohd6115.pdf>. Accessed 2016 Oct 21.

**Table 2.2 Underlying causes of tobacco-related deaths, Oregon, 2011–2016**

Cause of death	2011		2012		2013	
	Number of deaths	Percent (%)	Number of deaths	Percent (%)	Number of deaths	Percent (%)
Cancers	1963	27	1967	28	1892	25
Cardiovascular diseases	1862	25	1707	24	1891	25
Respiratory diseases	1662	23	1511	21	1599	22
Other	1850	25	1901	27	2054	28
Total tobacco-related deaths	7337	100	7086	100	7436	100
Cause of death	2014		2015		2016	
	Number of deaths	Percent (%)	Number of deaths	Percent (%)	Number of deaths	Percent (%)
Cancers	1876	26	1895	25	1806	23
Cardiovascular diseases	1828	25	1933	25	2036	26
Respiratory diseases	1553	21	1674	22	1660	21
Other	2013	28	2168	28	2302	30
Total tobacco-related deaths	7270	100	7670	100	7804	100

**Source:** Oregon Vital Statistics Annual Reports, Volume 2: Chapter 6. Mortality, Table 6-20. Available at: <http://public.health.oregon.gov/BirthDeathCertificates/VitalStatistics/annualreports/Volume2/Pages/index.aspx>. Accessed 2017 March 8.

**Figure 2.1 Tobacco-related deaths per 100,000 population, by county, Oregon, 2013–2016 combined**



**Source:** Oregon Center for Health Statistics, Death data. Unpublished data.

**Note:** Estimates are per 100,000 population and age-adjusted to the 2000 standard population.

**Table 2.3 Tobacco-related death rates per 100,000 population, by county, Oregon, 2013–2016 combined**

	Rate		Rate
<b>Oregon</b>	<b>152.0</b>	Lake	202.1
Baker	170.0	Lane	154.3
Benton	96.3	Lincoln	206.5
Clackamas	124.4	Linn	174.8
Clatsop	160.9	Malheur	190.9
Columbia	177.9	Marion	160.0
Coos	230.5	Morrow	173.4
Crook	183.6	Multnomah	154.1
Curry	151.7	Polk	126.8
Deschutes	128.7	Sherman	94.6
Douglas	199.4	Tillamook	207.3
Gilliam	127.2	Umatilla	198.8
Grant	176.6	Union	154.7
Harney	157.1	Wallowa	126.8
Hood River	126.6	Wasco	178.9
Jackson	152.3	Washington	104.5
Jefferson	160.1	Wheeler	220.3
Josephine	196.0	Yamhill	154.0
Klamath	224.2		

**Source:** Oregon Center for Health Statistics, Death data. Unpublished data.

**Note:** Rates are per 100,000 population and age-adjusted to the 2000 standard population.

**Table 2.4 Estimated costs of tobacco-related medical treatment and lost productivity (in millions of dollars), by county, Oregon, 2013**

	<b>Total costs</b>	<b>Cost of lost productivity</b>	<b>Medical costs</b>
<b>Oregon</b>	<b>2,558.8</b>	<b>1,138.5</b>	<b>1,420.3</b>
Baker	16.9	7.5	9.4
Benton	34.1	15.2	18.9
<b>Clackamas</b>	213.8	95.1	118.7
Clatsop	26.9	12.0	14.9
Columbia	34.7	15.5	19.3
Coos	75.4	33.6	41.9
Crook	24.5	10.9	13.6
Curry	29.4	13.1	16.3
Deschutes	90.6	40.3	50.3
Douglas	123.9	55.1	68.8
Grant	6.6	3.0	3.7
Harney	4.1	1.8	2.3
Hood River	10.5	4.7	5.8
Jackson	158.6	70.6	88.1
Jefferson	16.5	7.3	9.2
Josephine	102.5	45.6	56.9
Klamath	70.5	31.4	39.1
Lake	6.7	3.0	3.7
Lane	258.5	115.0	143.5
Lincoln	61.0	27.1	33.8
Linn	100.1	44.5	55.6
Malheur	25.5	11.3	14.2
Marion	202.4	90.1	112.4
Morrow	9.6	4.3	5.3
Multnomah	421.4	187.5	233.9
North Central	27.3	12.1	15.1
Polk	48.6	21.6	27.0
Tillamook	27.7	12.3	15.3
Umatilla	53.1	23.6	29.5
Union	20.7	9.2	11.5
Wallowa	6.8	3.0	3.8
Washington	187.2	83.3	103.9
Wheeler	2.2	1.0	1.2
Yamhill	60.2	26.8	33.4

**Source:** Department of Health and Human Services (US) Smoking-Attributable Mortality, Morbidity, and Economic Costs (SAMMEC).  
 Unpublished data.

**Note:** Rates are per 100,000 population and age-adjusted to the 2000 standard population.

## Section 2 works cited

1. Source: Oregon Vital Statistics Annual Reports, Volume 2: Chapter 6. Mortality. Table 6-20. Available at: <http://public.health.oregon.gov/BirthDeathCertificates/VitalStatistics/annualreports/Volume2/Pages/index.aspx>. Accessed 2017 March 8.
2. Department of Health and Human Services (US). Smoking-attributable mortality, morbidity, and economic costs (SAMMEC). Methodology available at <https://chronicdata.cdc.gov/Health-Consequences-and-Costs/Smoking-Attributable-Mortality-Morbidity-and-Econo/w47j-r23n>. Accessed 2017 March 8.

## Section 3: Tobacco-related diseases

Tobacco use is a major risk factor for developing chronic diseases such as cancer, cardiovascular disease, diabetes and asthma. (1) Approximately two-thirds of Oregonians who smoke have one or more chronic diseases (Table 3.1).

Using tobacco also worsens outcomes for people living with chronic diseases. Quitting tobacco use and reducing exposure to secondhand smoke decreases the risk of developing certain chronic diseases, and improves health outcomes of those already living with chronic diseases. Nearly one in four Oregonians with a chronic disease still smoke cigarettes (Table 3.2).

For more tobacco related data, go to

<https://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/index.aspx>.

For stories and information about what Oregonians are doing about tobacco in their communities, see **SMOKEFREE Oregon** at <http://smokefreeoregon.com/oregonians/>.

For more explanation of age-adjusted estimates, statistical reliability and other technical issues, go to <http://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/TechnicalNotes.aspx>.

**Table 3.1 Percent of adult cigarette smokers who have chronic diseases, Oregon, 2016**

	Percent of smokers (%)
One or more chronic diseases*	64.6
Depression	39.6
Arthritis	31.7
Asthma	15.3
Chronic obstructive pulmonary disease (COPD)	16.7
Diabetes	9.2
Cancer	7.5
Cardiovascular disease+	10.8

\* One or more chronic diseases include arthritis, asthma, diabetes, cancer, cardiovascular disease, depression or chronic obstructive pulmonary disorder.

+Cardiovascular disease includes coronary heart disease, angina, heart attack or stroke

Estimates represent the prevalence of each chronic disease among adults who smoke.

**Source:** Oregon Behavioral Risk Factor Surveillance System. Unpublished data.

**Note:** Estimates are age-adjusted to the 2000 standard population.

**Table 3.2 Percent of adults with chronic diseases who smoke cigarettes, Oregon, 2016**

	Percent who smoke (%)
One or more chronic diseases*	22.1
Depression	26.3
Arthritis	24.2
Asthma	24.5
Chronic obstructive pulmonary disease (COPD)	45.3
Diabetes	14.7
Cancer	24.7
Cardiovascular disease+	32.8

\* One or more chronic diseases include arthritis, asthma, diabetes, cancer, cardiovascular disease, depression or chronic obstructive pulmonary disorder.

+Cardiovascular disease includes coronary heart disease, angina, heart attack or stroke

Estimates represent the prevalence of smoking among adults with each chronic disease.

**Source:** Oregon Behavioral Risk Factor Surveillance System. Unpublished data.

**Note:** Estimates are age-adjusted to the 2000 standard population.

**Table 3.3 Lung and bronchus cancer diagnoses and death rates per 100,000 population by county, Oregon, 2005–2009 combined and 2010–2014 combined**

	2005–2009		2010–2014	
	Rate of new diagnoses	Death rate	Rate of new diagnoses	Death rate
<b>Oregon</b>	<b>66.3</b>	<b>50.9</b>	<b>57.8</b>	<b>43.7</b>
Baker	64.8	58.4	69.1	53.8
Benton	55.4	43.8	45.1	36.0
Clackamas	59.9	46.2	54.2	42.2
Clatsop	78.9	62.8	69.4	48.6
Columbia	83.5	69.0	71.9	46.6
Coos	79.1	67.1	75.2	65.2
Crook	66.4	52.5	51.8	36.2
Curry	74.3	53.0	61.7	46.4
Deschutes	61.0	46.5	49.3	35.4
Douglas	78.9	58.2	64.5	57.3
Grant	51.7	33.8	37.4	27.1
Harney	56.7	37.9	43.7	49.7
Hood River	66.0	45.0	39.1	39.7
Jackson	65.1	48.4	59.8	43.2
Jefferson	55.1	50.1	51.5	45.4
Josephine	79.2	60.1	73.0	54.7
Klamath	71.2	54.1	59.3	46.5
Lake	60.6	41.0	42.7	31.2
Lane	65.6	53.9	53.0	43.9
Lincoln	73.6	59.8	69.9	54.5
Linn	76.0	59.4	68.0	53.3
Malheur	58.5	38.4	47.7	39.0
Marion	65.8	52.8	63.7	44.5
Morrow	69.1	52.9	52.7	50.8
Multnomah	72.0	54.2	60.3	43.8
North Central*	82.8	58.0	72.5	50.7
Polk	59.4	42.8	51.8	34.5
Tillamook	77.7	53.7	61.8	43.8
Umatilla	58.0	44.2	57.0	44.8
Union	54.6	42.3	44.5	40.0
Wallowa	49.3	35.3	39.9	27.5
Washington	53.0	39.7	47.9	33.1
Wheeler	--	--	--	--
Yamhill	69.1	50.7	64.6	46.0

--This number is suppressed for statistical reliability and confidentiality purposes.

\* North Central Public Health District includes Gilliam, Sherman and Wasco counties.

**Source:** Diagnosis data from Oregon State Cancer Registry, death data from Oregon Center for Health Statistics.  
**Note:** Rates are per 100,000 population and age-adjusted to the 2000 standard population.

**Table 3.4 Tobacco-related cancer\* diagnoses and death rates per 100,000 population by county, Oregon, 2005–2009 combined and 2010–2014 combined**

	2005–2009		2010–2014	
	Rate of new diagnoses	Death rate	Rate of new cases	Death rate
<b>Oregon</b>	<b>194.9</b>	<b>104.6</b>	<b>181.9</b>	<b>95.6</b>
Baker	166.3	117.1	171.2	97.2
Benton	171.3	91.8	156.6	85.4
Clackamas	183.8	97.6	174.9	87.1
Clatsop	225.7	118.1	207.1	101.7
Columbia	217.7	133.0	196.2	93.4
Coos	212.3	131.1	208.9	124.4
Crook	196.1	91.2	189.0	84.6
Curry	209.1	116.3	178.8	106.2
Deschutes	192.0	94.8	170.5	82.9
Douglas	201.2	113.7	184.1	114.7
Grant	153.5	85.8	131.8	73.8
Harney	162.4	89.4	140.7	99.3
Hood River	182.3	85.5	141.9	99.5
Jackson	196.9	102.4	190.3	93.5
Jefferson	167.3	102.7	174.4	91.9
Josephine	211.5	115.4	213.9	112.8
Klamath	204.7	113.6	195.2	98.5
Lake	192.8	95.2	144.8	70.7
Lane	187.4	109.2	167.3	98.7
Lincoln	210.9	117.8	205.2	113.9
Linn	216.5	113.4	198.2	111.0
Malheur	181.2	100.9	168.6	87.8
Marion	198.5	106.0	194.6	99.7
Morrow	174.4	106.4	172.3	107.8
Multnomah	207.3	112.4	190.6	98.2
North Central†	214.8	104.6	212.1	116.2
Tillamook	197.5	110.2	190.2	100.0
Umatilla	183.2	96.8	185.7	102.2
Union	187.6	105.2	180.7	92.1
Wallowa	195.5	91.3	161.1	79.8
Washington	171.4	86.2	162.8	78.9
Wheeler	--	--	--	--
Yamhill	211.2	104.3	187.2	98.5

--This number is suppressed for statistical reliability and confidentiality purposes.

\* Tobacco related cancers include oral cavity and pharynx, esophagus, stomach, colon and rectum, liver, pancrea, larynx, lung and bronchus, trachea, cervical uteri, urinary bladder, kidney and renal pelvis, and acute myeloid leukemia (2)

† North Central Public Health District includes Gilliam, Sherman and Wasco counties.

**Source:** Diagnosis data from Oregon State Cancer Registry, death data from Oregon Center for Health Statistics.

**Note:** Rates are per 100,000 population and age-adjusted to the 2000 standard population.

## Section 3 works cited

1. U.S. Department of Health and Human Service Public Health Service Office of the Surgeon General. The health consequences of smoking—50 years of progress: A report of the surgeon general, 2014. Available at <https://www.surgeongeneral.gov/library/reports/50-years-of-progress/full-report.pdf>. Accessed 2016 Oct 21.
2. Henley S.J., Thomas C.C, Sharapova S.R., Momin B., Massetti G.M., Winn D.M., Armour B.S., and Richardson L.C. 2016. Vital Signs: Disparities in Tobacco-Related Cancer Incidence and Mortality - United States, 2004-2013. Morbidity and Mortality Weekly Report. Vol 65(44):1212-1218.

## Section 4: Adult cigarette smoking

Tobacco prevention and education programs across Oregon began in 1997 and have helped shift public attitudes about smoking. Since 1996, the percent of Oregon adults who smoke cigarettes has declined by 28 percent (Table 4.2). The decline in adult smoking corresponds with a 59 percent decrease in per capita cigarette sales since 1996 (Table 4.1). This shows that Oregonians are smoking less or quitting entirely.

Although there has been progress, smoking affects some communities more than others.

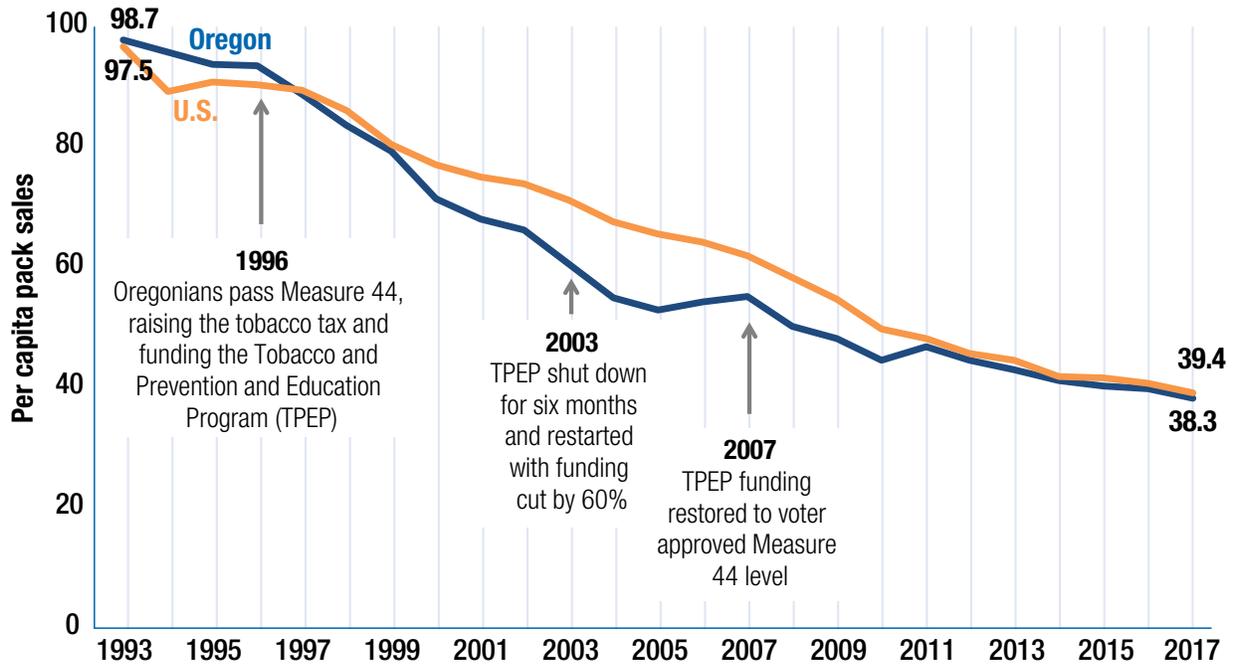
- More than one in three Oregonians with a household income of less than \$15,000 a year smoke. In comparison, one in 10 Oregonians with a household income of more than \$50,000 a year smoke (Table 4.6).
- Race and ethnicity are also important factors. Thirty-five percent of American Indians in Oregon smoke compared to 21 percent of non-Hispanic Whites (Figure 4.4).

These disparities must be addressed in order to reduce tobacco use and tobacco-related diseases.

For more tobacco-related data, go to <https://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/index.aspx>.

For stories and information about what Oregonians are doing about tobacco in their communities, see **SMOKEFREE Oregon** at <http://smokefreeoregon.com/oregonians/>.

Figure 4.1. Per capita cigarette pack sales, Oregon and the United States, 1993–2017



**Source:** Orzechowski W and Walker RC. *The tax burden on tobacco. Historical compilation Volume 51, 2016.* Fairfax and Richmond, Virginia.

**Table 4.1 Per capita cigarette pack sales, Oregon and the United States, 1993–2017**

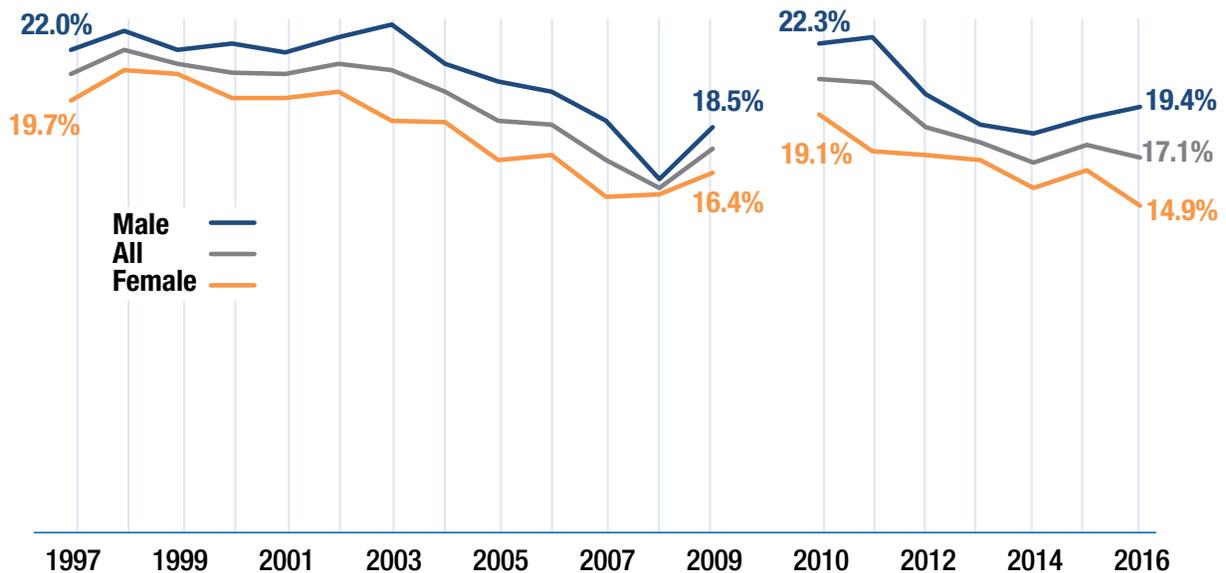
	Oregon	U.S.		Oregon	U.S.
1993	98.7	97.5	2006	54.7	64.7
1994	96.6	90.1	2007	55.5	62.4
1995	94.6	91.6	2008	50.4	58.6
1996	94.3	91.0	2009	48.4	55.1
1997	89.5	90.2	2010	44.7	50.1
1998	84.2	86.8	2011	47.0	48.5
1999	79.9	81.1	2012	44.7	46.0
2000	72.0	77.6	2013	43.3	44.7
2001	68.6	75.6	2014	41.4	42.1
2002	66.6	74.5	2015	40.5	41.8
2003	60.9	71.7	2016	40.0	41.0
2004	55.2	68.1	2017	38.3	39.4
2005	53.2	66.0			

*Source: Orzechowski W and Walker RC. The tax burden on tobacco. Historical compilation Volume 51, 2016. Fairfax and Richmond, Virginia.*

**Figure 4.2 Adult cigarette smoking, by sex and total, Oregon, 1997–2016**

*Source: Oregon Behavioral Risk Factor Surveillance System. Unpublished data.*

*Note: Estimates are age-adjusted to the 2000 standard population. Data collection and weighting methods changed in 2010. Estimates beginning in 2010 should not be compared to those from earlier years.*



**Table 4.2 Adult cigarette smoking, by sex and total, Oregon, 1996–2016**

Year	Percent %			Year	Percent %		
	Total	Male	Female		Total	Male	Female
1996	23.7	24.2	23.1	2007	17.0	18.8	15.3
1997	20.9	22.0	19.7	2008	15.7	16.1	15.4
1998	22.0	22.9	21.1	2009	17.5	18.5	16.4
1999	21.4	22.0	20.9	2010	20.7	22.3	19.1
2000	21.0	22.3	19.8	2011	20.5	22.6	17.4
2001	20.9	21.9	19.8	2012	18.5	20.0	17.2
2002	21.4	22.6	20.1	2013	17.8	18.6	17
2003	21.1	23.2	18.8	2014	16.9	18.2	15.7
2004	20.1	21.4	18.7	2015	17.7	18.9	16.5
2005	18.8	20.6	17.0	2016	17.1	19.4	14.9
2006	18.6	20.1	17.2				

**Source:** Oregon Behavioral Risk Factor Surveillance System. Unpublished data.

**Note:** Estimates are age-adjusted to the 2000 standard population. Data collection and weighting methods changed in 2010. Estimates beginning in 2010 should not be compared to those from earlier years.

**Table 4.3 Adult cigarette smoking by age and sex, Oregon, 2012–2016**

Age group	Percent %			Age group	Percent %		
	Male	Female	Total		Male	Female	Total
<b>2012</b>				45–54	21.9	18.5	20.2
18–24	19.2	18.0	18.6	55–64	19.1	13.2	16.0
25–34	26.0	22.2	24.2	65–74	9.8	10.1	9.9
35–44	21.3	18.6	20.0	75+	4.4	4.8	4.6
45–54	24.3	18.8	21.5	<b>2015</b>			
55–64	15.4	15.1	15.3	18–24	17.1	18.7	17.9
65–74	11.4	11.3	11.4	25–34	22.6	21.6	22.1
75+	5.0	4.7	4.9	35–44	21.9	14.1	18.0
<b>2013</b>				45–54	19.9	18.3	19.1
18–24	18.7	17.9	18.3	55–64	20.5	16.7	18.5
25–34	22.4	17.8	20.2	65–74	12.8	11.5	12.1
35–44	20.2	19.2	19.7	75+	3.2	6.6	5.2
45–54	22.5	21.1	21.8	<b>2016</b>			
55–64	17.4	15.1	16.2	18–24	14.4	14.2	14.3
65–74	9.0	12.1	10.6	25–34	21.5	17.4	19.4
75+	3.8	4.8	4.4	35–44	24.1	14.8	19.3
<b>2014</b>				45–54	24.1	18.9	21.5
18–24	15.5	16.6	16.0	55–64	18.4	15.9	17.1
25–34	22.9	19.4	21.2	65–74	12.7	9.5	11.0
35–44	19.3	16.7	18.0	75+	4.6^	3.5	3.9

**Source:** Oregon Behavioral Risk Factor Surveillance System. Unpublished data.

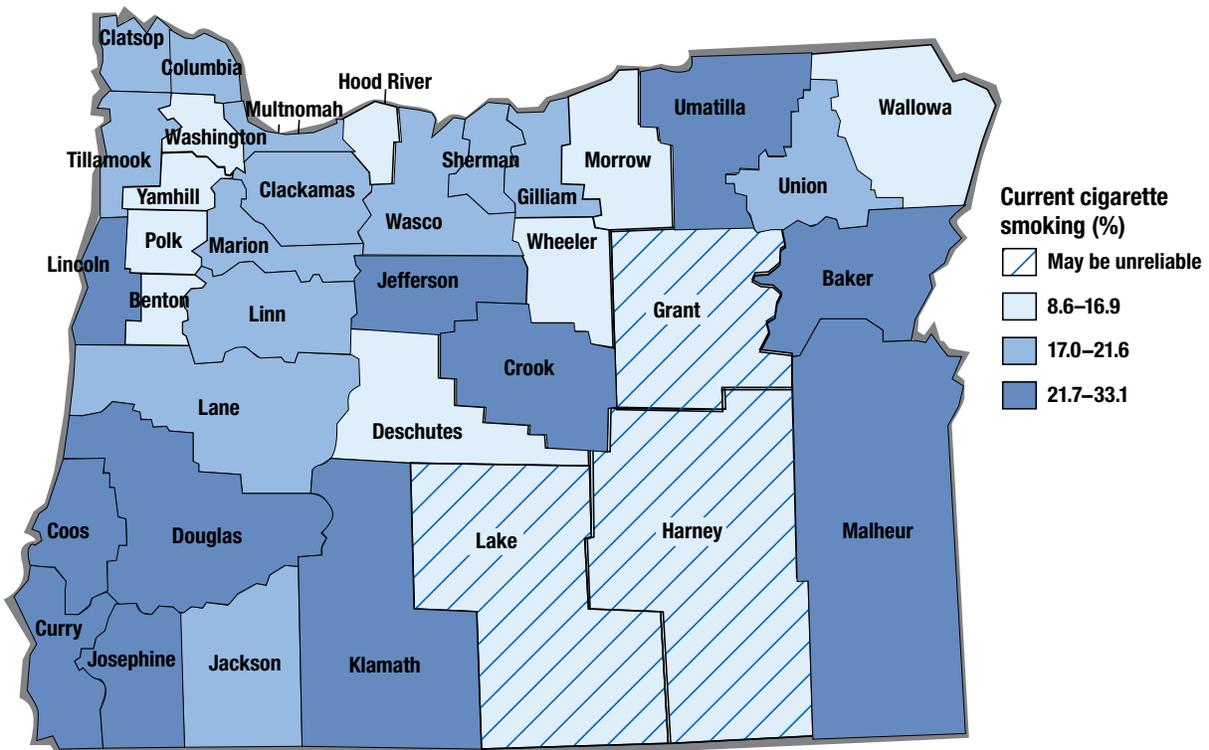
**Table 4.4 Use of menthol and non-menthol cigarettes among cigarette smokers, by sex, Oregon, 2016**

Gender	Percent Menthol (%)	Percent Non-menthol (%)	Percent Both (%)
Male	11.2	84.0	4.8
Female	15.3	84.5	0.2
Total	13.0	84.2	2.8

*Source: Oregon Behavioral Risk Factor Surveillance System, 2016. Unpublished data.*

*Note: Estimates are age-adjusted to the 2000 standard population.*

**Figure 4.3 Adult cigarette smoking, by county, Oregon, 2012–2015 combined**



*Source: Oregon Behavioral Risk Factor Surveillance System County Combined dataset, 2012–2015. Unpublished data.*

*Note: Estimates are age-adjusted to the 2000 standard population.*

**Table 4.5 Adult cigarette smoking, by county, Oregon, 2012–2015 combined**

County	Percent (%)	County	Percent (%)
Oregon	17.9	Lake	19 <sup>^</sup>
Baker	23.5	Lane	19
Benton	10.6	Lincoln	31.5
Clackamas	16.5	Linn	20.3
Clatsop	21	Malheur	22
Columbia	19.8	Marion	16.5
Coos	29.9	Morrow	15.7 <sup>^</sup>
Crook	26.3	Multnomah	18.1
Curry	25.6	North Central <sup>1</sup>	20
Deschutes	17.3	Polk	14.3
Douglas	24.2	Tillamook	30.9
Grant	15.4 <sup>^</sup>	Umatilla	18.4
Harney	10.9 <sup>^</sup>	Union	13.7
Hood River	8.8 <sup>^</sup>	Wallowa	--
Jackson	19.6	Washington	12
Jefferson	12.7	Wheeler	12.2 <sup>^</sup>
Josephine	24.7	Yamhill	17.7
Klamath	23.2		

--This number is suppressed because it is statistically unreliable.

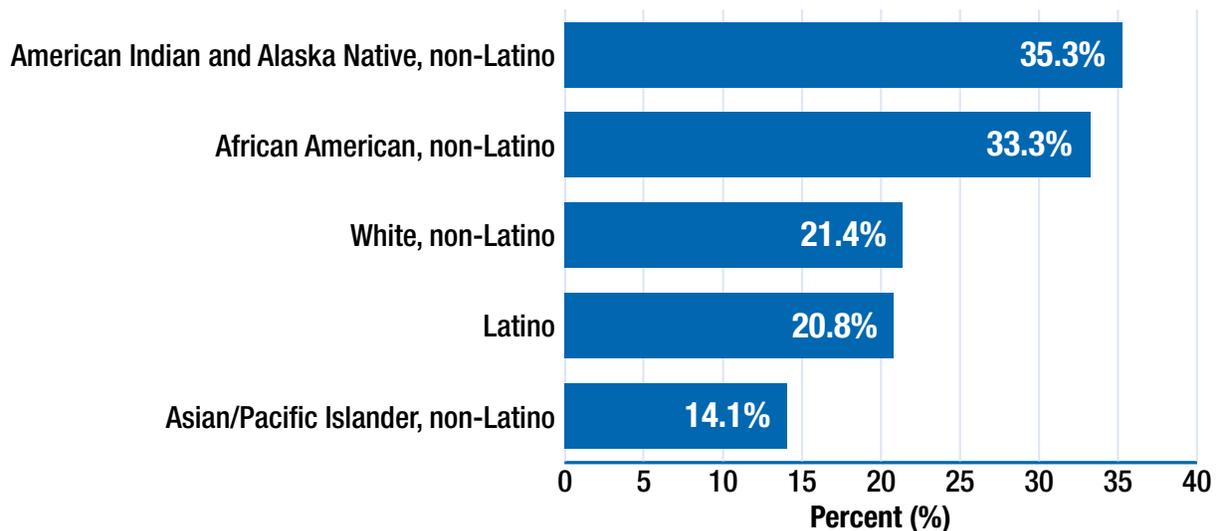
<sup>^</sup> This number may be statistically unreliable and should be interpreted with caution.

\* North Central Public Health District includes Gilliam, Sherman and Wasco counties.

**Source:** Oregon Behavioral Risk Factor Surveillance System, County Combined dataset 2012–2015. Unpublished data.

**Note:** Estimates are age-adjusted to the 2000 standard population.

**Figure 4.4 Adult cigarette smoking, by race and ethnicity, Oregon, 2010–2011 combined**



**Source:** Oregon Behavioral Risk Factor Surveillance System Race Oversample, 2010–2011. Unpublished data.

**Note:** Estimates are age-adjusted to the 2000 standard population.

**Table 4.6 Adult cigarette smoking, by demographic groups, Oregon, 2011–2016**

	Percent (%)					
	2011	2012	2013	2014	2015	2016
<b>Annual household income</b>						
Less than \$15,000	35.9	31.4	38.8	32.6	36.0	38.7
\$15,000–\$24,999	32.8	26.4	24.6	26.2	27.3	26.3
\$25,000–\$49,999	20.7	19.7	19.4	18.9	20.0	19.6
\$50,000 or more	10.1	11.0	9.2	7.9	9.0	9.4
<b>Education</b>						
Less than high school graduate	37.6	30.7	30.3	30.2	33.2	33.4
High school graduate or GED	25.7	24.4	25.2	23.4	24.2	21.0
Some college	19.9	17.9	17.3	16.2	16.5	17.8
College graduate	7.7	7.6	6.1	6.7	7.0	6.6
<b>Insurance</b>						
Currently on the Oregon Health Plan	37.8	36.0	37.6	30.5	33.6	31.2
No health insurance	33.9	29.0	30.3	25.8	28.3	28.0
Have health insurance*	14.9	13.1	12.3	12	12.9	11.5
<b>Served in the U.S. military</b>						
Current or former member of the armed forces	27.9	21.6	25.8	22.5	19.7	22.5
Never a member of the armed forces	19.9	18.2	17.3	16.3	17.6	16.5
<b>Sexual orientation</b>						
Gay or lesbian	27.5	22.4	32.1	20.4	24.3	19.0
Bisexual	49.5	37.9	23.3	23.3	26.9	23.2
Heterosexual	19.9	18.1	17.3	16.8	17.4	17.3
<b>Socio-economic status (SES)<sup>†</sup></b>						
Low SES	35.9	29.7	31	29.3	31.0	33.1
Higher SES	15.9	15.1	13.7	12.8	14.1	13.3
<b>Urban or rural residency<sup>††</sup></b>						
Rural	24.6	21.6	22.3	22.5	24.2	25.0
Urban	18.7	17.5	16.5	15.8	16.5	15.6

\* Excludes Oregon Health Plan members

<sup>†</sup> Low socio-economic status includes having less than a high school education or being at 100% or less of the federal poverty level.

<sup>††</sup> Urban or rural residency was designated using ZIP code level rural-urban commuting area (RUCA) codes.

For more information on RUCA codes see <http://www.ers.usda.gov/data-products/rural-urban-commuting-area-codes.aspx>.

**Source:** Oregon Behavioral Risk Factor Surveillance System. Unpublished data.

**Notes:** Estimates are age-adjusted to the 2000 standard population.

**Table 4.7 Adult tobacco use among Oregon Health Plan members, by race and ethnicity, Oregon, 2016**

<b>Race/ethnicity</b>	<b>Percent of OHP members (%)</b>
American Indian/Alaska Native	41.4
African American/Black	32.6
White	30.6
Hispanic/Latino	13.3
Asian American	4.8
Hawaiian/Pacific Islander	35.7
<b>Total</b>	<b>29.1</b>

Source: Consumer Assessment of Healthcare Providers and Systems (CAHPS) survey, 2016. In: Oregon health system transformation: CCO metrics 2016 final report. Oregon Health Authority, 2017. Available at <http://www.oregon.gov/oha/HPA/ANALYTICS-MTX/Documents/CCO-Metrics-2016-Final-Report.pdf>. Accessed 2017 Aug 18.

## Section 5: Youth tobacco use

Most addiction to tobacco starts in adolescence; in fact, nine of 10 adults who smoke report that they started smoking before turning 18. (1) Studies show that the younger someone is when they start smoking, the harder it is to quit. (2,3)

- Youth cigarette smoking decreased from 1996 to 2015. Smoking among 11th-graders declined by 72 percent and among eighth-graders by more than 86 percent (Table 5.1).
- Despite these decreases in youth smoking, many young people still smoke. Many of them will continue to smoke into adulthood.
- The rise in use of other tobacco products, such as little cigars, electronic cigarettes and hookah, is also a concern.
- In Oregon, e-cigarette use among 11<sup>th</sup> grade kids increased three-fold from 2013 to 2015 from 5% to 17%.
- 2017 marked the first year there was a decline in e-cigarette use among Oregon youth; however, nearly 13% of 11<sup>th</sup> graders still reported using e-cigarettes.
- Flavored tobacco products are more popular among youth and young adults compared to older adults (Figure 6.2). Flavors appear to be a key component for youth to start using tobacco. (4)

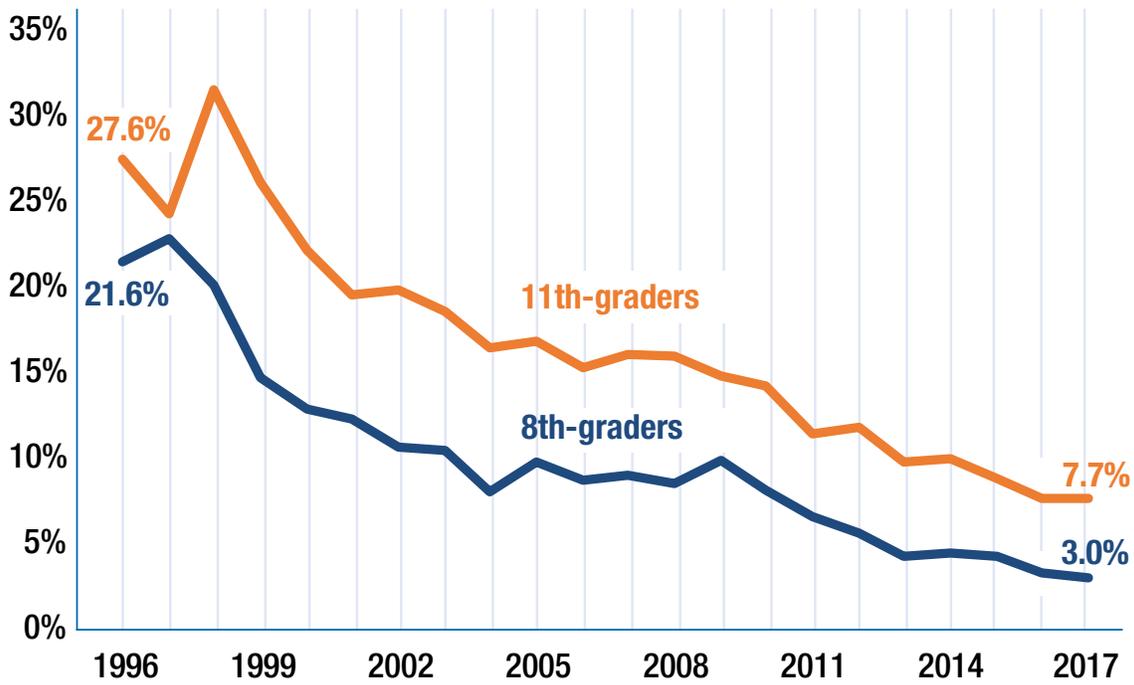
For more tobacco-related data, go to <https://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/index.aspx>.

For more information about e-cigarettes, go to <http://public.health.oregon.gov/PreventionWellness/TobaccoPrevention/SmokefreeWorkplaceLaw/Documents/E-cigFactSheet.pdf>.

For stories and information about what Oregonians are doing about tobacco in their communities, see **SMOKEFREE Oregon** at <http://smokefreeoregon.com/oregonians/>.

For more explanation of age-adjusted estimates, statistical reliability and other technical issues, go to <http://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/TechnicalNotes.aspx>.

**Figure 5.1 Youth cigarette smoking, Oregon, 1996–2017**



*Sources: Student Drug Use Survey (1998, 2000); Youth Risk Behavior Survey (1997, 1999); Oregon Healthy Teens (2001–2009, 2011, 2013, 2015, 2017); Student Wellness Survey (2010, 2012, 2014, 2016). Unpublished data.*

**Table 5.1 Youth cigarette smoking, Oregon, 1996–2017**

Year	Percent (%)		Year	Percent (%)	
	8th grade	11th grade		8th grade	11th grade
1996	21.6	27.6	2007	9.0	16.1
1997	23.0	24.4	2008	8.6	16.0
1998	20.2	31.7	2009	9.9	14.9
1999	14.8	26.3	2010	8.2	14.3
2000	12.9	22.3	2011	6.6	11.5
2001	12.3	19.6	2012	5.6	11.9
2002	10.7	19.9	2013	4.3	9.8
2003	10.5	18.7	2014	4.5	10.0
2004	8.1	16.5	2015	4.3	8.8
2005	9.8	16.9	2016	3.3	7.7
2006	8.7	15.4	2017	3.0	7.7

*Sources: Student Drug Use Survey (1996, 1998, 2000); Youth Risk Behavior Survey (1997, 1999); Oregon Healthy Teens (2001–2009, 2011, 2013, 2015, 2017); Student Wellness Survey (2010, 2012, 2014). Unpublished data.*

**Table 5.2 Youth cigarette smoking by sex, Oregon, 2009–2017**

	Percent (%)									
	2009		2011		2013		2015		2017	
	8th grade	11th grade	8th grade	11th grade	8th grade	11th grade	8th grade	11th grade	8th grade	11th grade
Male	8.3	15.4	5.8	11.0	3.8	11	1.8	9.0	2.1	7.2
Female	11.4	14.5	7.5	12.0	4.9	8.6	2.5	8.6	3.4	7.7
Total	9.9	14.9	6.6	11.5	4.3	9.8	4.3	8.8	3.0	7.7

*Sources: Oregon Healthy Teens. Unpublished data.*

**Table 5.3 Youth cigarette smoking, by county, Oregon, 2017**

	Percent (%)	
	8th grade	11th grade
<b>Oregon</b>	<b>3.0</b>	<b>7.7</b>
Baker	3.4	--
Benton	--	4.1
Clackamas	3.7 ^	14.0 ^
Clatsop	--	11.9
Columbia	5.8	7.5
Coos	7.4	6.0 ^
Crook	Not available	
Curry	--	7.4
Deschutes	2.8	9.5
Douglas	9.0 ^	10.3
Grant	--	--
Harney	--	--
Hood River	2.0	5.3
Jackson	2.2	9.3
Jefferson	Not available	
Josephine	--	9.3
Klamath	4.7	8.0

	Percent (%)	
	8th grade	11th grade
Lake	--	8.4
Lane	3.6	7.4
Lincoln	3.4	5.8
Linn	5.4 ^	4.6
Malheur	--	7.6 ^
Marion	2.5	4.5 ^
Morrow	3.0 ^	9.4 ^
Multnomah	2.1	5.7
North Central*	5.7	--
Polk	1.6	3.5
Tillamook	1.7 ^	5.4 ^
Umatilla	--	8.5
Union	8.4	13.2
Wallowa	No data available	
Washington	1.6	6.2
Wheeler	No data available	
Yamhill	3.6	4.7

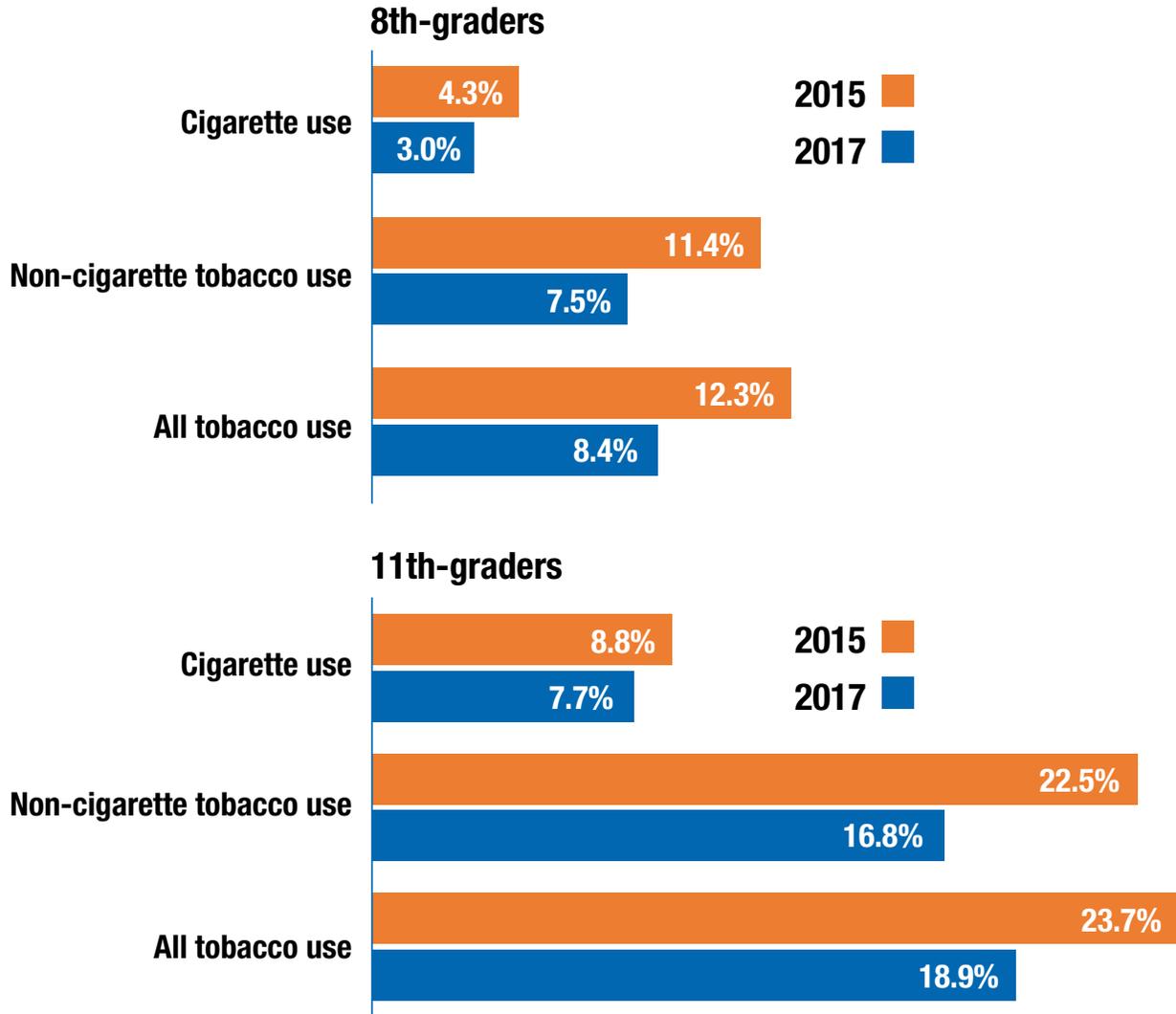
--This number is suppressed because it is statistically unreliable.

^ This number may be statistically unreliable and should be interpreted with caution.

\* North Central Public Health District includes Gilliam, Sherman and Wasco counties.

*Source: Oregon Healthy Teens. Unpublished data.*

Figure 5.2 Youth use of cigarettes, non-cigarette tobacco products, and all tobacco products, Oregon, 2015 and 2017



Source: Oregon Healthy Teens. Unpublished data.

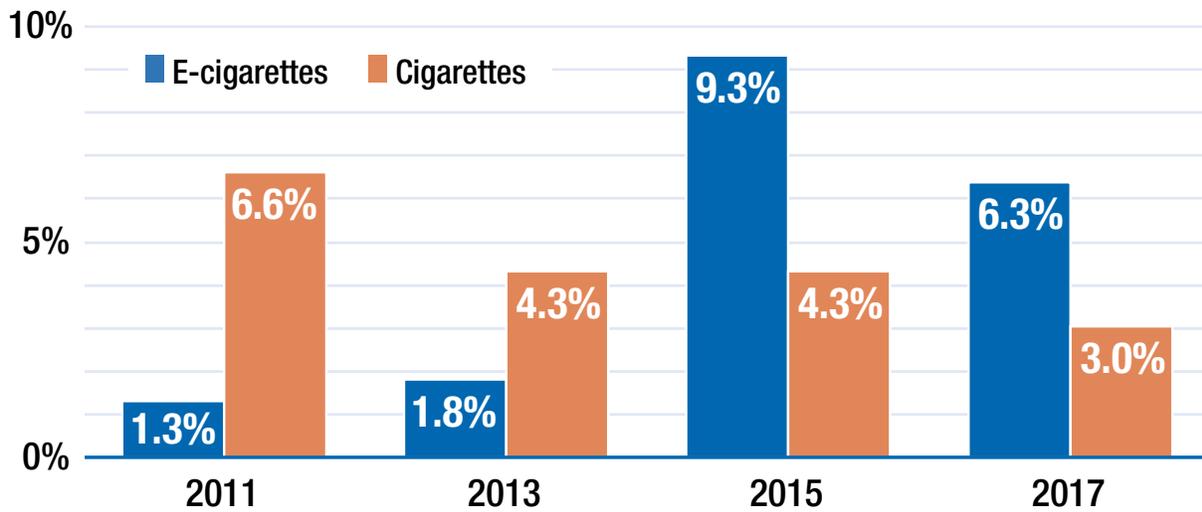
Note: Non-cigarette use includes electronic cigarettes, small cigars, large cigars, hookah, and snuff/snus. In 2015, pipes and dissolvable tobacco were also included.

**Table 5.4 Youth tobacco product use by type, Oregon, 2017**

	Percent (%)	
	8th-graders	11th-graders
Any tobacco product	8.4	18.9
Electronic cigarettes	6.3	12.9
Cigarettes (menthol or non-menthol)	3.0	7.7
Methol cigarettes	1.1	3.1
Little cigars	1.5	5.6
Hookah	1.5	2.7
Smokeless tobacco (males)	1.3	5.6
Large cigars	0.8	2.0

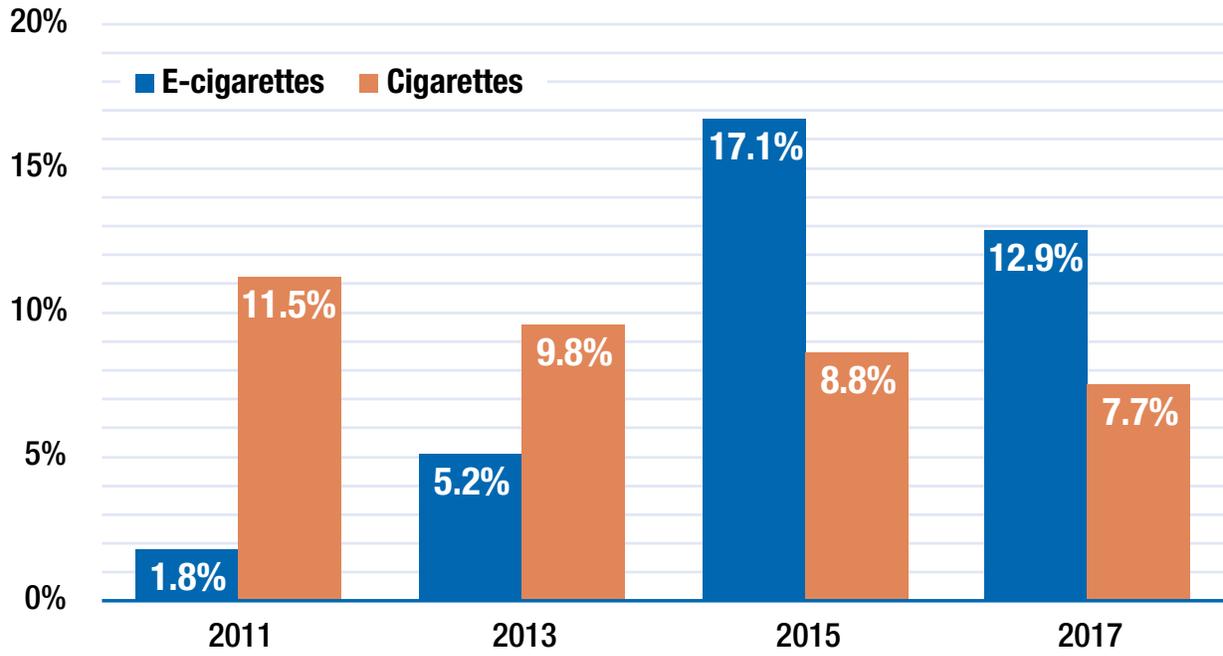
*Source: Oregon Healthy Teens. Unpublished data.*

**Figure 5.3 Electronic cigarette and regular cigarette use among 8th-graders, Oregon, 2011, 2013, 2015, 2017**



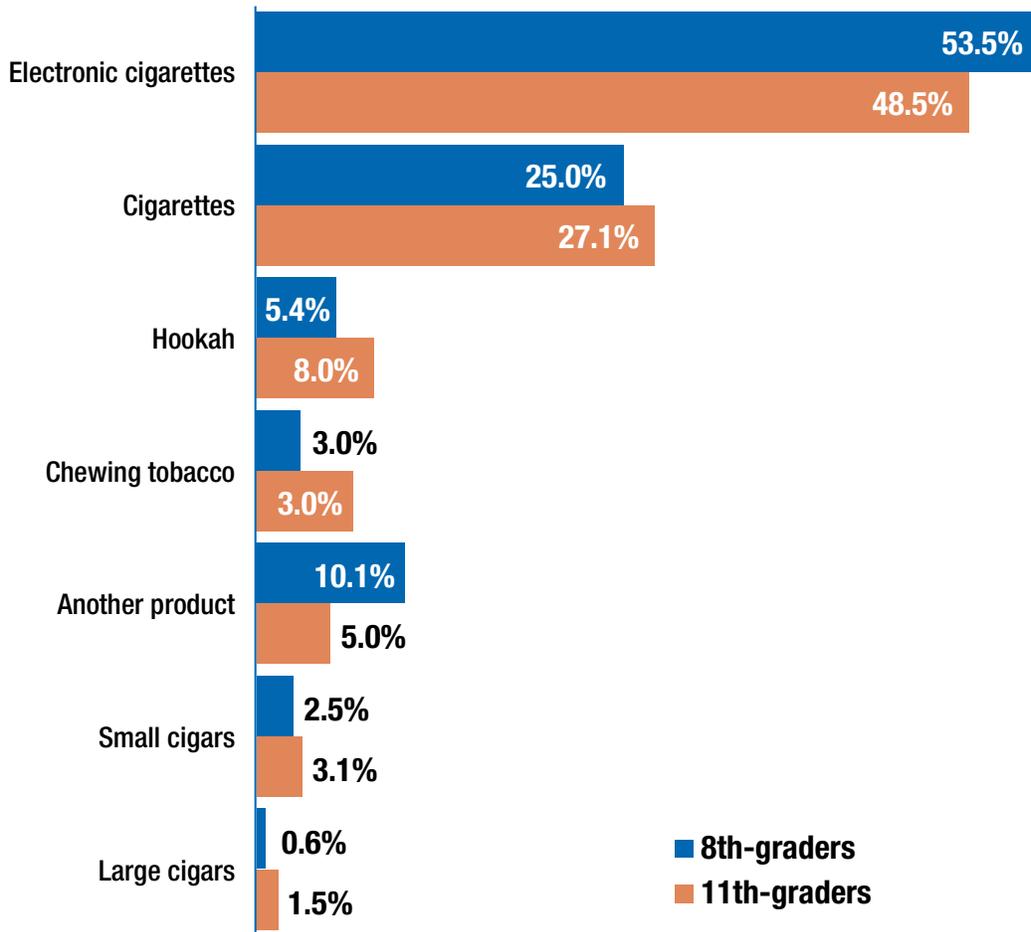
*Source: Oregon Healthy Teens. Unpublished data.*

Figure 5.4 Electronic cigarette and regular cigarette use among 11th-graders, Oregon, 2011, 2013, 2015, 2017



Source: Oregon Healthy Teens. Unpublished data.

**Figure 5.5 First product used among youth who have ever used tobacco, Oregon, 2017**



Source: Oregon Healthy Teens. Unpublished data.

**Table 5.5 Sources of tobacco for youth, Oregon, 2017**

	8th grade (%)	Estimated number of students	11th grade (%)	Estimated number of students
<b>Social sources*</b>	<b>82.3</b>	<b>3,000</b>	<b>76.9</b>	<b>6,400</b>
Friends under 18 years of age	47.2	1,700	33.5	2,800
Friends 18 years old or older	27.0	1,000	49.4	4,100
A family member	15.0	600	11.0	900
<b>Took from home without permission</b>	<b>15.3</b>	<b>600</b>	<b>6.2</b>	<b>500</b>
<b>A store or gas station</b>	<b>4.2</b>	<b>200</b>	<b>16.0</b>	<b>1,300</b>
<b>The internet</b>	<b>2.8</b>	<b>100</b>	<b>6.7</b>	<b>600</b>
<b>Some other source</b>	<b>21.2</b>	<b>800</b>	<b>15.5</b>	<b>1,300</b>

\* Social sources includes Friends under 18, Friends 18 or older, or a Family member

Source: Oregon Healthy Teens. Unpublished data.

## Section 5 works cited

1. U.S. Department of Health and Human Services. Preventing tobacco use among youth and young adults: A report of the Surgeon General, U.S. Department of Health and Human Services, Centers for Disease Control and Prevention, National Center for Chronic Disease Prevention and Health Promotion, Office on Smoking and Health, 2012.
2. See also, Health and Human Services (HHS). Preventing tobacco use among youth and young adults: A report of the surgeon general, 2012. Available at <http://www.surgeongeneral.gov/library/reports/preventing-youth-tobacco-use/full-report.pdf>. Accessed 2016 Oct 21. See also, Hegmann KT, et al. The effect of age at smoking initiation on lung cancer risk. *Epidemiology* 4(5):444-48, September 1993; Lando HA, et al. Age of initiation, smoking patterns, and risk in a population of working adults. *Preventive Medicine* 29(6 Pt 1):590–98, December 1999.
3. U.S. Department of Health and Human Services, Preventing tobacco use among young people: A report of the surgeon general, 1994.
4. Myers ML. New study finds over 40 percent of youth smokers use flavored little cigars or cigarettes, shows need for FDA to regulate all tobacco products. Campaign for Tobacco-Free Kids. Oct. 22, 2013.

## Section 6: Non-cigarette and flavored tobacco use among youth and adults

Cigarette use in the United States has declined as laws have limited flavors, labeling and marketing. Cigarettes can no longer contain flavors other than menthol. However, non-cigarette tobacco products such as little cigars, electronic cigarettes and hookah are less regulated. Non-cigarette tobacco products are cheap, available in flavors and come in packaging that appeals to young people. Non-cigarette tobacco products are heavily promoted in convenience stores and other locations accessible to youth.

### Popular among youth

Products with flavors such as electronic cigarettes, little cigars and hookah are more popular among youth and young adults compared to older adults. More than half of Oregon youth who use tobacco use flavored tobacco compared to 26 percent of adult tobacco users (Figure 6.2). Flavors appear to be a key component for youth to start using tobacco. (1)

### Widely available

Nearly 93% of stores in Oregon that sell tobacco sell flavored tobacco products. (2) More than half of Oregon eighth-graders (59%) and 11th-graders (56%) shop in a convenience store at least once a week (Table 10.2).

### Cheap

Flavored non-cigarette tobacco products are cheap. Retailers can also sell these products in single units, which reduces the price. Nearly 80 percent of tobacco stores advertised single, flavored little cigars for under \$1. (2) Low prices make these products more affordable for young people.

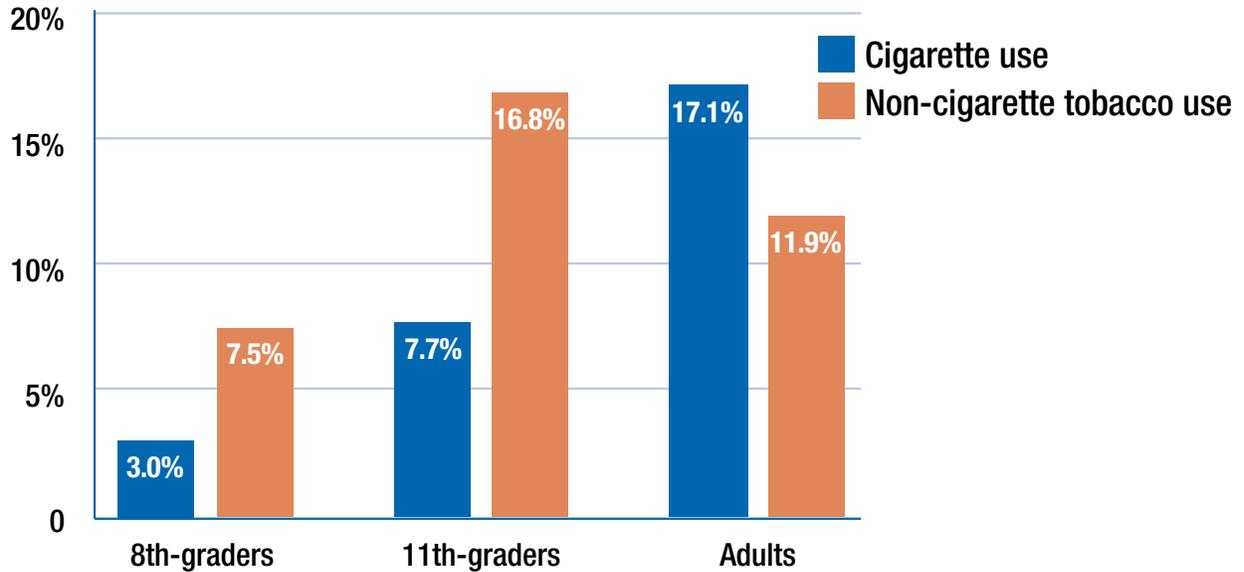
For more tobacco-related data, go to <https://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/index.aspx>.

For more information about e-cigarettes, go to <http://public.health.oregon.gov/PreventionWellness/TobaccoPrevention/SmokefreeWorkplaceLaw/Documents/E-cigFactSheet.pdf>.

For stories and information about what Oregonians are doing about tobacco in their communities, see **SMOKEFREE Oregon** at <http://smokefreeoregon.com/oregonians/>.

For more explanation of age-adjusted estimates, statistical reliability and other technical issues, go to <http://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/TechnicalNotes.aspx>.

**Figure 6.1 Cigarette and non-cigarette tobacco product use among Oregon youth (2017) and adults (2016)**



**Sources:** Oregon Healthy Teens; Behavioral Risk Factors Surveillance System. Unpublished data.

**Notes:** Adult data are age-adjusted to the 2000 standard population. Non-cigarette use includes electronic cigarettes, pipes, small cigars, large cigars, hookah, snuff/snus and dissolvable tobacco.

**Table 6.1 Current tobacco product use by type and selected age groups, Oregon, 2016 and 2017**

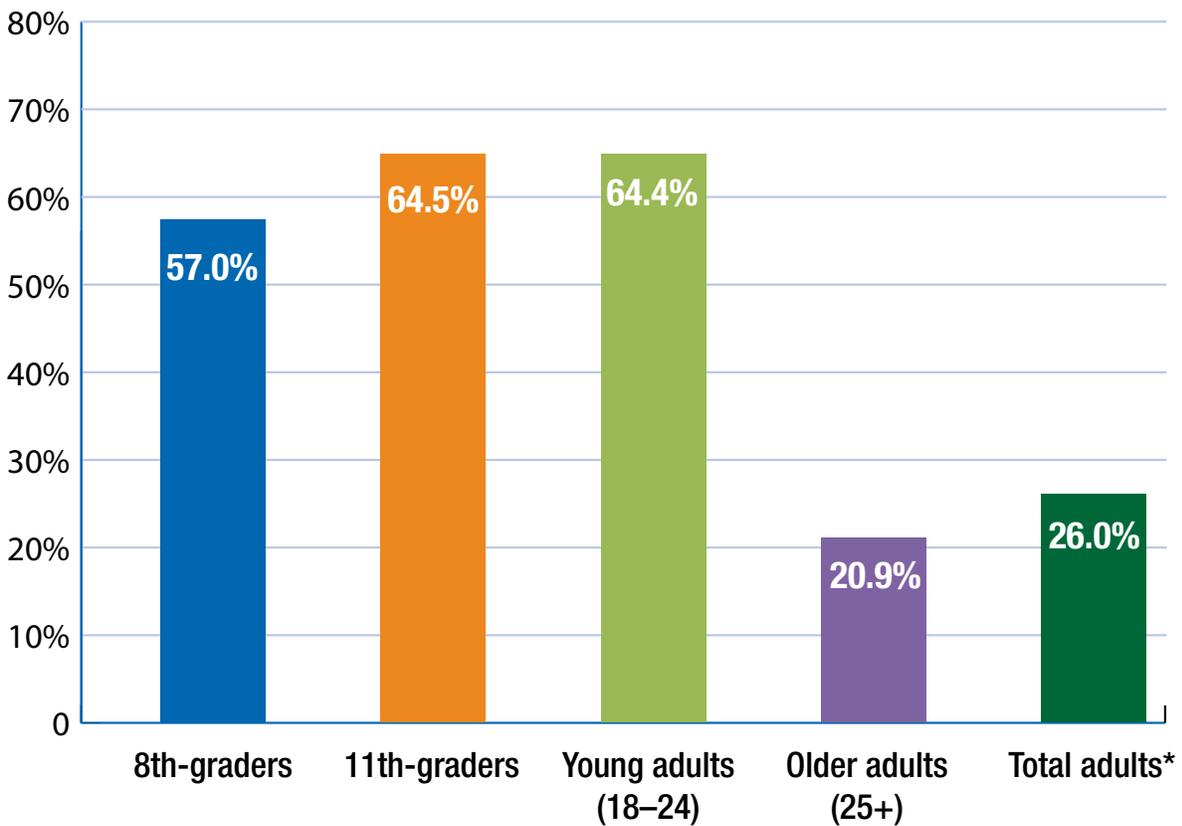
	Percent %				
	8th-graders	11th-graders	Young adults (18–24)	Older adults (25+)	Total adults*
<b>Cigarettes</b>	<b>3.0</b>	<b>7.7</b>	<b>14.3</b>	<b>16.5</b>	<b>17.1</b>
<b>Electronic cigarettes</b>	<b>6.3</b>	<b>12.9</b>	<b>9.5</b>	<b>3.3</b>	<b>4.4</b>
<b>Cigars (any size)</b>					
Large cigars	0.8	2.0	3.6^	2.1	2.4
Small cigars	1.5	5.6	8.8	1.8	2.9
<b>Hookah</b>	<b>1.5</b>	<b>2.7</b>	<b>6.4^</b>	<b>0.8</b>	<b>1.6</b>
<b>Smokeless tobacco (males)</b>	<b>1.3</b>	<b>5.6</b>	<b>6.6</b>	<b>8.0</b>	<b>8.5</b>

\*Estimates for all adults are age-adjusted to the 2000 standard population.

^This number may be statistically unreliable and should be interpreted with caution.

*Sources: Oregon Healthy Teens, (2017). Behavioral Risk Factor Surveillance System, (2016). Unpublished data.*

**Figure 6.2 Flavored tobacco or vaping product use among current tobacco users by selected age groups, Oregon, 2016 & 2017**



\*Estimates for all adults are age-adjusted to the 2000 standard population.

*Sources: Oregon Healthy Teens, (2017). Behavioral Risk Factor Surveillance System, (2016). Unpublished data.*

**Table 6.2 Smokeless tobacco use among males, for youth (2017) and adults (2012–2015 combined), by county in Oregon**

	Percent (%)		
	8th-graders	11th-graders	Adults
<b>Oregon</b>	<b>1.3</b>	<b>5.6</b>	<b>7.6</b>
Baker	4.7 ^	--	22.8
Benton	--	8.5 ^	5.3
Clackamas	--	3.9 ^	5.6
Clatsop	--	6.0 ^	12.0
Columbia	--	7.1	11.5
Coos	7.9	10.0	16.5
Crook	No data collected		26.6 ^
Curry	--	--	--
Deschutes	--	10.5	8.2
Douglas	3.5	10.4	10.0
Grant	--	--	26.9 ^
Harney	--	--	-- ^
Hood River	--	6.1	--
Jackson	1.0 ^	4.2 ^	8.2
Jefferson	No data collected		--
Josephine	--	9.8	8.5
Klamath	3.1	10.3	13.0

	Percent (%)		
	8th-graders	11th-graders	Adults
Lake	9.4 ^	--	14.2 ^
Lane	--	10.1 ^	8.1 ^
Lincoln	--	5.9	6.1 ^
Linn	--	7.0	10.8
Malheur	10.9 ^	19.5 ^	14.1 ^
Marion	--	3.5 ^	7.3
Morrow	1.9	10.0 ^	10.1 ^
Multnomah	--	2.3 ^	3.8
North Central*	--	7.5 ^	10.1 ^
Polk	--	8.4	8.0
Tillamook	--	9.2 ^	22.4 ^
Umatilla	--	13.8	11.6 ^
Union	12.3	--	18.6
Wallowa	No data collected		16.7 ^
Washington	0.8 ^	2.5	4.2
Wheeler	No data collected		--
Yamhill	--	--	10.6

--This number is suppressed because it is statistically unreliable.

^ This number may be statistically unreliable and should be interpreted with caution.

\* North Central Public Health District includes Gilliam, Sherman and Wasco counties.

**Sources:** Oregon Healthy Teens; Behavioral Risk Factor Surveillance System County Combined dataset 2012-2015.  
 Unpublished data.

**Note:** Estimates for adults are age-adjusted to the 2000 standard population.

## Section 6 works cited

1. Myers ML. New study finds over 40 percent of youth smokers use flavored little cigars or cigarettes, shows need for FDA to regulate all tobacco products. Campaign for Tobacco-Free Kids. Oct. 22 2013.
2. Oregon Health Authority. Public Health Division. Oregon Health Promotion and Chronic Disease Prevention section. Tobacco Retail Environment Assessment. 2016. Unpublished data

# Section 7: Smoking during pregnancy

Babies born to women who smoke are at risk of chronic and irreversible health problems, including pre-term delivery, low birth weight, developmental delay, respiratory diseases such as bronchitis and asthma, decreased ability to breastfeed, and sudden infant death syndrome (SIDS).

Smoking during pregnancy has decreased by nearly 50 percent since 1993 (Table 7.1). However, some populations of women are more likely to smoke during pregnancy, including those with less education, members of the Oregon Health Plan, and American Indians or Alaska Natives (Table 7.2). Counties with a high percentage of women who smoke during pregnancy (Figure 7.2) also have a high percentage of smoking among the general population (Figure 4.3).

For more tobacco-related data, go to <https://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/index.aspx>.

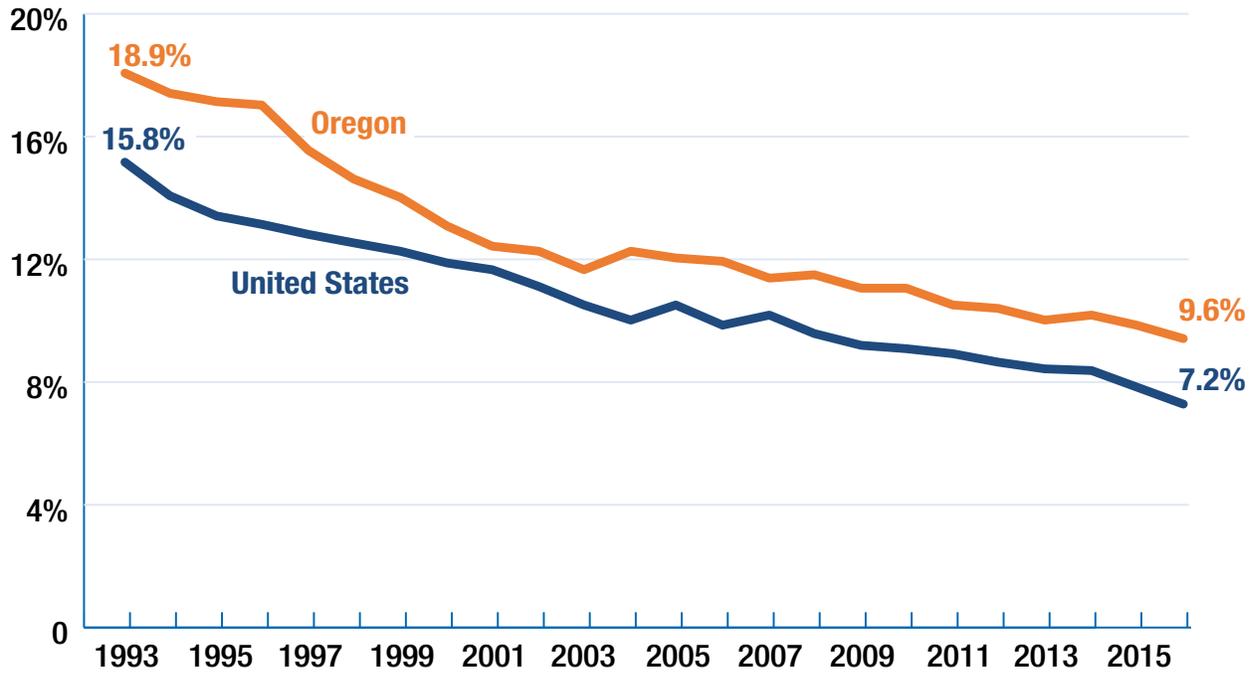
For stories and information about what Oregonians are doing about tobacco in their communities, see **SMOKEFREE Oregon** at <http://smokefreeoregon.com/oregonians/>.

**Table 7.1 Cigarette smoking during pregnancy, Oregon and the United States, 1993–2016**

Year	Percent %		Year	Percent %	
	U.S.	Oregon		U.S.	Oregon
1993	15.8	18.9	2005	10.7	12.4
1994	14.6	18.2	2006	10.0	12.3
1995	13.9	17.9	2007	10.4	11.7
1996	13.6	17.8	2008	9.7	11.8
1997	13.2	16.2	2009	9.3	11.3
1998	12.9	15.2	2010	9.2	11.3
1999	12.6	14.5	2011	9.0	10.7
2000	12.2	13.5	2012	8.7	10.6
2001	12.0	12.8	2013	8.5	10.2
2002	11.4	12.6	2014	8.4	10.4
2003	10.7	12.0	2015	#N/A	10.0
2004	10.2	12.6	2016	7.2	9.6

**Sources:** Oregon Center for Health Statistics, Birth data. National Center for Health Statistics, Birth data. Unpublished data.

Figure 7.1 Cigarette smoking during pregnancy, Oregon and the United States, 1993–2016



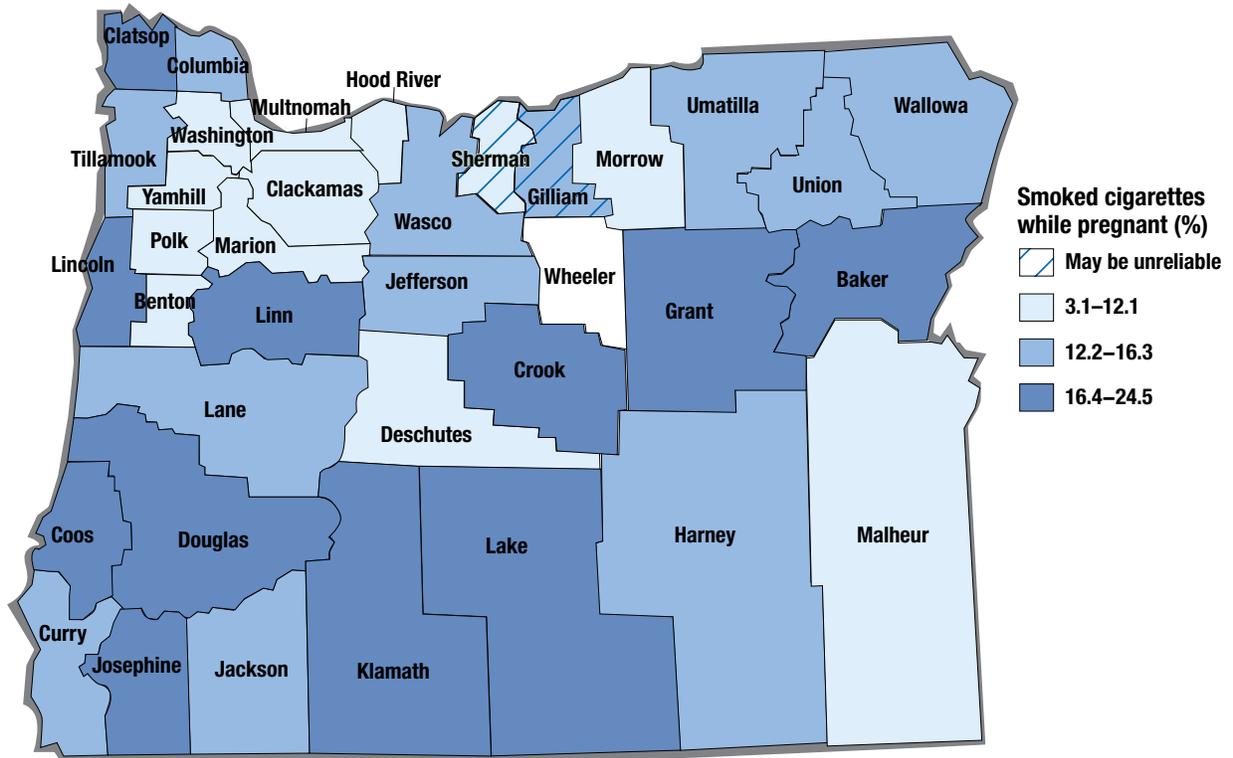
Sources: Oregon Center for Health Statistics, Birth data. National Center for Health Statistics, Birth data. Unpublished data.

**Table 7.2 Cigarette smoking during pregnancy by maternal characteristics, Oregon, 2012–2016**

	Percent (%)				
	2012	2013	2014	2015	2016
<b>Mother's age</b>					
Less than 18 years old	13.9	12.7	12.9	12.0	13.2
18–19 years old	19.2	17.6	18.1	15.9	15.4
20–24 years old	18.6	17.6	17.3	17.0	15.3
25–29 years old	10.2	10.3	11.0	11.0	10.6
30 years and older	5.7	5.9	6.1	5.9	6.2
<b>Mother's education</b>					
Less than high school diploma	18.0	19.3	19.6	20.0	19.7
High school diploma or GED	18.0	16.8	16.8	16.4	16.2
Some college	11.7	11.2	11.9	11.5	11.1
College degree	2.0	1.9	2.0	1.9	1.7
<b>Insurance type%</b>					
Medicaid/Oregon Health Plan	18.7	18.4	18.5	17.9	17.7
Self-pay/uninsured	7.1	7.4	8.7	7.9	6.5
Private insurance	3.6	3.5	3.5	3.0	2.8
Other	12.5	11.8	10.0	11.1	8.9
<b>Mothers race and ethnicity</b>					
African American (non-Hispanic)	11.5	10.7	11.7	8.6	11.0
American Indian or Alaska Native (non-Hispanic)	22.3	24.1	21.7	21.0	17.7
Asian or Pacific Islander (non-Hispanic)	1.7	2.1	2.0	2.1	2.0
Hispanic or Latina	3.5	3.3	3.7	3.2	3.7
White (non-Hispanic)	12.9	12.3	12.5	12.3	11.5

**Source:** Oregon Center for Health Statistics, Birth data. Unpublished data.

Figure 7.2 Cigarette smoking during pregnancy by county, Oregon, 2014–2016 combined



Source: Oregon Center for Health Statistics, Birth data. Unpublished data.

**Table 7.3 Cigarette smoking during pregnancy, by county, Oregon, 1990–2016**

	Percent (%)								
	1990–92	1993–95	1996–98	1999–01	2002–04	2005–07	2008–10	2011–13	2014-16
<b>Oregon</b>	<b>21.4</b>	<b>18.3</b>	<b>16.4</b>	<b>13.4</b>	<b>12.4</b>	<b>12.1</b>	<b>11.5</b>	<b>10.5</b>	<b>10.0</b>
Baker	30.7	23.9	26.6	25.8	23.4	27.6	29.5	22.0	24.5
Benton	12.5	11.2	23.8	8.4	7.4	7.4	8.3	7.8	6.8
Clackamas	18.3	15.9	30.0	12.7	11.5	10.0	9.9	7.1	7.3
Clatsop	29.2	25.4	26.2	20.7	20.5	20.0	18.8	17.3	17.3
Columbia	23.3	23.7	23.8	19.3	19.1	20.2	18.8	16.5	15.3
Coos	30.2	29.1	30.0	24.2	24.0	23.5	23.3	23.8	23.2
Crook	24.2	22.4	22.9	20.6	19.4	20.6	20.2	16.5	18.2
Curry	33.1	28.1	29.5	24.8	25.0	22.9	19.9	20.9	14.1
Deschutes	22.2	18.7	17.2	13.8	13.3	11.6	10.1	9.9	9.0
Douglas	27.0	25.2	24.5	24.1	24.7	24.5	25.6	24.5	21.6
Gilliam	13.0	18.2	25.9	13.2	18.9	14.3	6.1^	17.9	13.2^
Grant	22.1	19.6	25.7	11	14.6	14.1	15.5	19.1	16.4
Harney	12.7	18.5	21.8	19.4	18.7	19.3	14.6	18.3	13.6
Hood River	18.1	10.6	9.7	7.9	6.0	5.7	6.8	5.5	3.1
Jackson	19.8	14.0	17.4	16	15.1	14.8	14.6	14.1	14.1
Jefferson	27.3	20.3	16.5	14.5	10.8	22.9	11.9	10.7	15.4
Josephine	28.7	26.4	24.0	25.2	23.4	22.9	22.9	23.7	21.0
Klamath	26.7	24.9	24.5	21.7	20.4	19.2	19.4	20.0	19.3
Lake	23.3	23.2	22.9	20.1	19.2	24.3	20.4	19.9	17.6
Lane	21.8	18.3	17.0	13.7	13.0	14.8	13.8	14.3	13.7
Lincoln	35.6	31.9	29.5	24.0	22.2	21.4	23.3	19.4	20.9
Linn	26.3	23.2	23.0	21.8	21.6	18.8	18.6	17.1	16.7
Malheur	14.6	13.1	9.1	7.6	9.5	8.1	9.0	9.1	11.9
Marion	20.0	17.8	14.7	12.6	11.3	11.3	11.5	10.1	9.0
Morrow	18.8	15.4	12.6	13.4	12.5	13.6	10.6	9.2	9.3
Multnomah	24.2	20.5	16.7	13.2	11.5	10.4	8.3	6.8	6.4
Polk	17.8	15.9	15.7	13.8	11.6	13.2	12.2	12.7	12.1
Sherman	21.7	29.2	14.0	24.4	9.6^	21.7	18.6	18.4	9.3^
Tillamook	31.3	27.2	21.4	20.8	19.1	18.4	18.0	15.0	14.6
Umatilla	22.2	18.0	17.0	12.3	14.1	14.7	12.3	13.9	12.7
Union	20.4	15.3	16.7	16.1	16.2	18.8	19.8	16.1	16.3
Wallowa	22.1	12.8	15.2	19.0	18.0	5.2	12.1	11.9	14.0
Wasco	23.4	18.4	21.8	18.0	16.6	10.0^	17.0	13.9	12.5
Washington	14.9	12.0	9.3	6.8	4.9	5.3	5.1	4.2	3.5
Wheeler	21.6	14.9	17.1	18.2	20.8^	10.0^	12.5^	20.7	--
Yamhill	21.6	17.8	16.2	14.6	13.2	12.2	12.9	10.7	11.0

^This number may be statistically unreliable and should be interpreted with caution.

**Source:** Oregon Center for Health Statistics, Birth data. National Center for Health Statistics, Birth data. Unpublished data.

## Section 8: Tobacco cessation

Nicotine is addictive. Among adults who smoke cigarettes, most say they want to quit, and more than half report trying to quit during the past year (Table 8.1).

Oregon provides support to help smokers quit. The Quit Line is a phone and online counseling service that helps Oregonians quit using tobacco and nicotine products. On average, the Oregon Quit Line receives 6,000 phone calls and 1,800 web contacts a year (Figure 8.1). Those who want to quit using tobacco can call 1-800-QUIT-NOW for help.

For more Quit Line information, go to <https://public.health.oregon.gov/PreventionWellness/TobaccoPrevention/GetHelpQuitting/Pages/oregonquitline.aspx>.

For more tobacco-related data, go to <https://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/index.aspx>.

For stories and information about what Oregonians are doing about tobacco in their communities, see **SMOKEFREE Oregon** at <http://smokefreeoregon.com/oregonians/>.

For more explanation of age-adjusted estimates, statistical reliability and other technical issues, go to <http://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/TechnicalNotes.aspx>.

**Table 8.1 Quit behaviors among adult cigarette smokers, by county, Oregon, 2010–2013 combined**

	Percent (%)	
	Wants to quit cigarette smoking	Attempted to quit cigarette smoking during previous year
<b>Oregon</b>	76.3	56.5
Baker	--	73.9
Benton	61.2	59.0
<b>Clackamas</b>	80.6	64.3
Clatsop	76.1	56.7
Columbia	81.9	49.3
Coos	75.7	55.5
Crook	--	50.3
Curry	69.3	58.8
Deschutes	70.2	50.9
Douglas	79.4	55.6
Grant	--	--
Harney	--	--
Hood River	--	--
Jackson	70.7	50.0
Jefferson	--	--
Josephine	68.0	52.4
Klamath	77.2	63.2
Lake	--	--
Lane	78.5	59.2
Lincoln	89.2	58.5
Linn	73.4	49.3
Malheur	--	68.4
Marion	84.1	53.9
Morrow	--	--
Multnomah	74.5	55.1
North Central*	--	65.2
Polk	84.7	55.4
Tillamook	--	51.7
Umatilla	58.8	59.6
Union	--	62.5
Wallowa	--	--
Washington	77.4	55.8
Wheeler	--	--
Yamhill	75.3	56.5

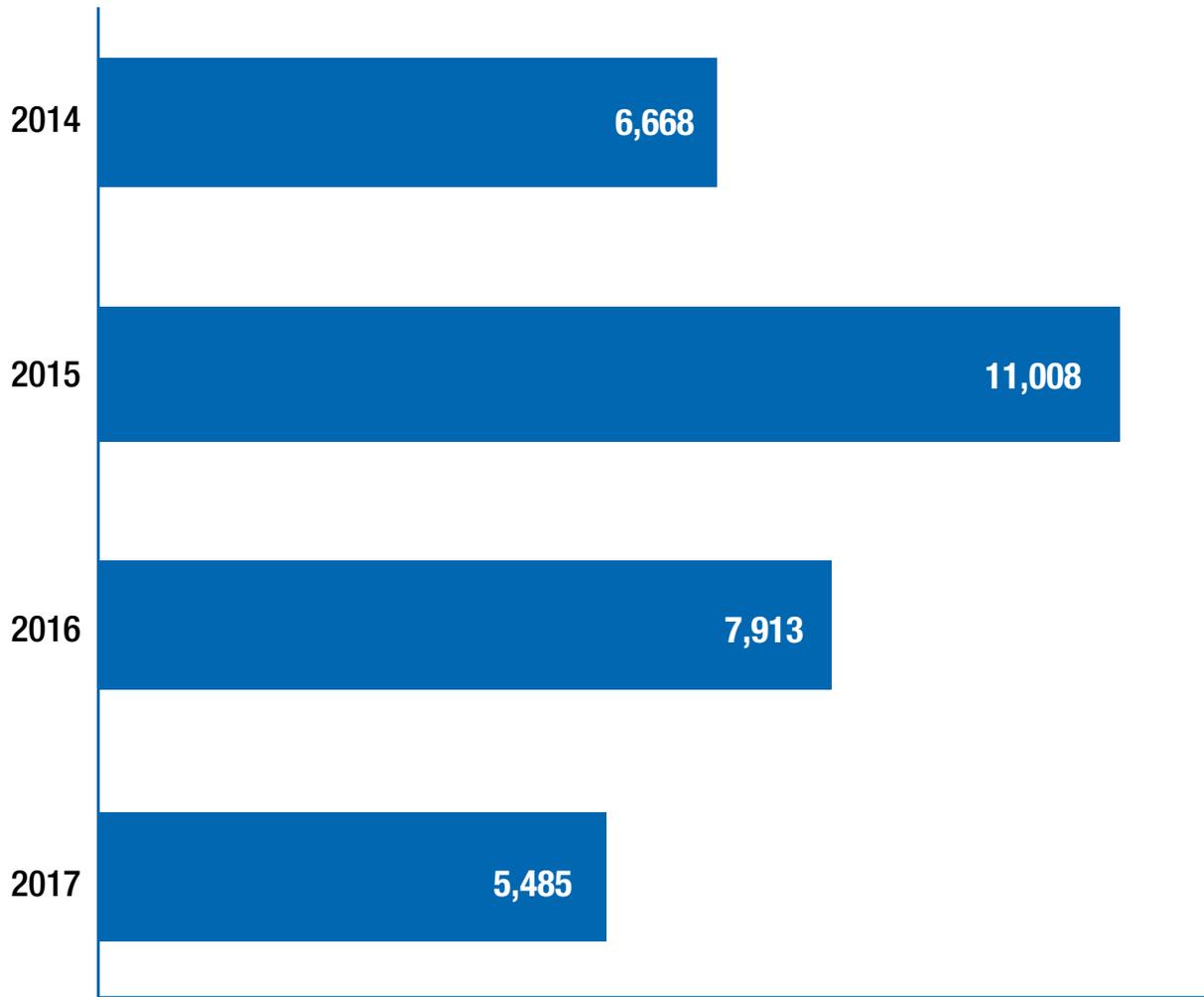
--This number is suppressed because it is statistically unreliable.

\* North Central Public Health District includes Gilliam, Sherman and Wasco counties.

**Source:** Oregon Behavioral Risk Factors Surveillance System County Combined dataset, 2010–2013. Unpublished data.

**Note:** Estimates are age-adjusted to the 2000 standard population.

Figure 8.1 Oregon Quit Line calls and web contacts, by year, 2014-2017



**Source:** Oregon Quit Line. Unpublished data.

## Section 9: Secondhand smoke

Secondhand smoke causes more than 7,300 lung cancer deaths among U.S. nonsmokers each year. (1) Secondhand smoke causes health problems in infants and children, including asthma attacks, respiratory infections, ear infections and sudden infant death syndrome (SIDS). (2)

In addition to the health risks from exposure to secondhand smoke, smoking in the home or public places can normalize smoking behavior for youth. Ninety-two percent of Oregon adults report not allowing anyone to smoke inside the home (Table 9.1). However, more than one-quarter of eighth-grade and 11th-grade students live with someone who smokes (Table 9.3). Nearly one in six Oregonians are exposed to secondhand smoke indoors. (3) Despite the Indoor Clean Air Act covering workplaces, more than one in 10 Oregonians are exposed to secondhand smoke at work (Table 9.2).

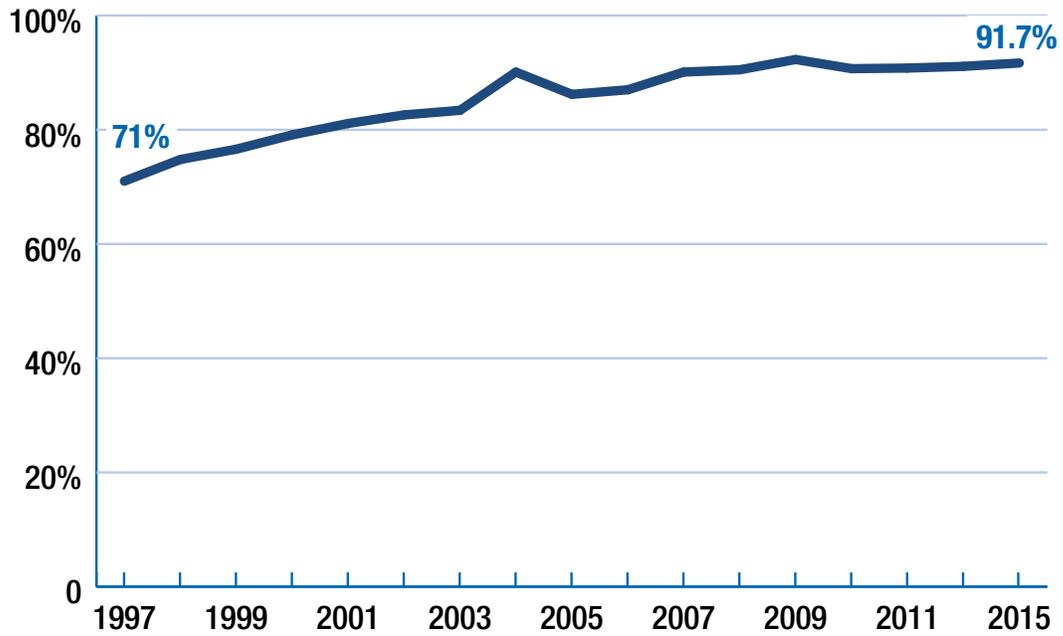
For more information on Oregon's Indoor Clean Air Act, go to <https://public.health.oregon.gov/PreventionWellness/TobaccoPrevention/SmokefreeWorkplaceLaw/Pages/thelaw.aspx>.

For more tobacco-related data, go to <https://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/index.aspx>.

For stories and information about what Oregonians are doing about tobacco in their communities, see **SMOKEFREE Oregon** at <http://smokefreeoregon.com/oregonians/>.

For more explanation of age-adjusted estimates, statistical reliability and other technical issues, go to <http://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/TechnicalNotes.aspx>.

**Figure 9.1 Adults reporting no smoking allowed in the home, Oregon, 1997–2015**



**Source:** Behavioral Risk Factor Surveillance System. Unpublished data.

**Note:** Estimates are age-adjusted to the 2000 standard population. Data collection and weighting methods changed in 2010. Estimates beginning in 2010 should not be compared to those from earlier years.

**Table 9.1. Adults reporting no smoking allowed in the home, Oregon, 1997–2015**

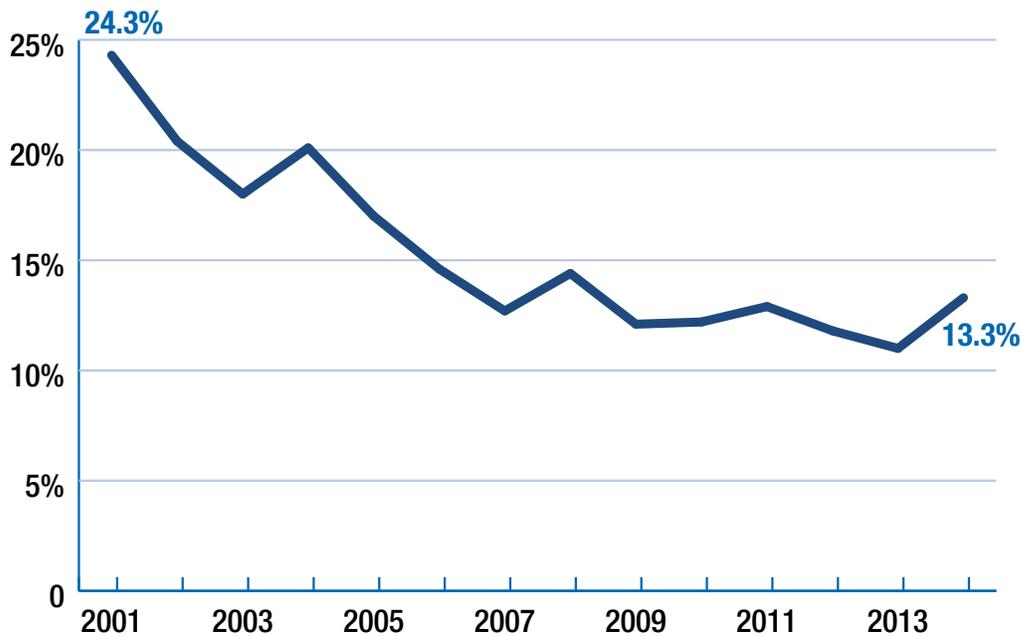
Year	Percent (%)	Year	Percent (%)
1997	71.0	2007	90.1
1998	74.8	2008	90.5
1999	76.6	2009	92.3
2000	79.1	2010	90.7
2001	81.1	2011	90.8
2002	82.6	2012	NA
2003	83.4	2013	91.1
2004	90.1	2014	NA
2005	86.2	2015	91.7
2006	87.0		

NA = Not available

**Source:** Behavioral Risk Factor Surveillance System. Unpublished data.

**Note:** Estimates are age-adjusted to the 2000 standard population. Data collection and weighting methods changed in 2010. Estimates beginning in 2010 should not be compared to those from earlier years.

**Figure 9.2 Adults reporting exposure to secondhand smoke at work, Oregon, 2001–2015**



**Source:** Oregon Behavioral Risk Factor Surveillance System. Unpublished data.

**Note:** Estimates are age-adjusted to the 2000 standard population. Data collection and weighting methods changed in 2010. Estimates beginning in 2010 should not be compared to those from earlier years.

**Table 9.2 Adults reporting exposure to secondhand smoke at work, Oregon, 2001–2015**

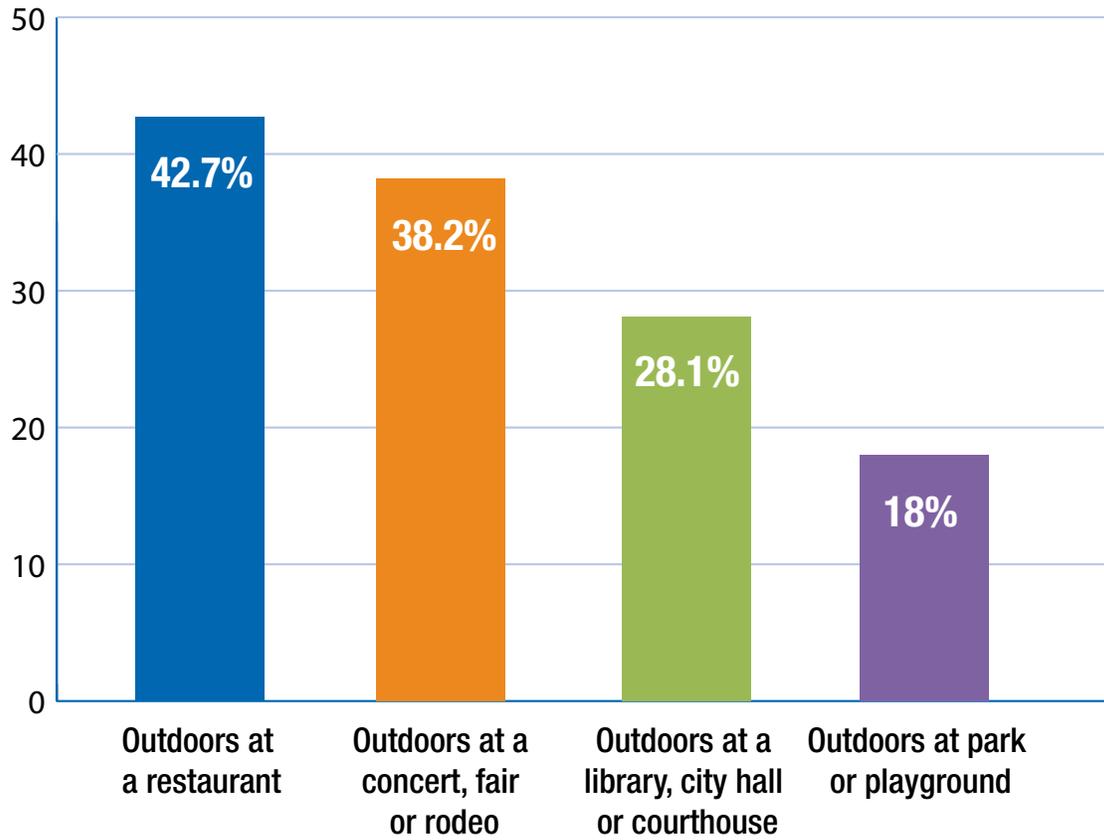
Year	Percent exposed at work (%)	Year	Percent exposed at work (%)
2001	24.3	2008	14.4
2002	20.4	2009	12.1
2003	18.0	2010	12.2
2004	20.1	2011	12.9
2005	17.0	2012	11.8
2006	14.6	2013	11.0
2007	12.7	2015	13.3

**NA = Not available**

**Source:** Oregon Behavioral Risk Factor Surveillance System. Unpublished data.

**Note:** Estimates are age-adjusted to the 2000 standard population. Data collection and weighting methods changed in 2010. Estimates beginning in 2010 should not be compared to those from earlier years.

**Figure 9.3 Adults reporting exposure to secondhand smoke in selected outdoor locations\*, Oregon, 2015**



\*Among those reporting that they visited that location in the past 30 days.

**Source:** Behavioral Risk Factor Surveillance System. Unpublished data.

**Note:** Estimates are age-adjusted to the 2000 standard population.

**Table 9.3 Youth exposure to secondhand smoke, Oregon, 2017**

	8th-grade (%)	11th-grade (%)
Lives with someone who smokes cigarettes	29.9	29.4
Lives with someone who smokes cigarettes inside the home	7.0	6.0

**Source:** Oregon Healthy Teens. Unpublished data.

## Section 9 works cited

1. U.S. Department of Health and Human Services. The health consequences of smoking — 50 years of progress: A report of the surgeon general. Atlanta: U.S. Department of Health and Human Services, Centers for Disease Control and Prevention, National Center for Chronic Disease Prevention and Health Promotion, Office on Smoking and Health, 2014. Available at: <http://www.surgeongeneral.gov/library/reports/50-years-of-progress/>. Accessed 2016 Oct 21.
2. U.S. Department of Health and Human Services. Let's make the next generation tobacco-free: Your guide to the 50th anniversary surgeon general's report on smoking and health. [PDF—795 KB] Atlanta: U.S. Department of Health and Human Services, Centers for Disease Control and Prevention, National Center for Chronic Disease Prevention and Health Promotion, Office on Smoking and Health, 2014. Available at <https://www.surgeongeneral.gov/library/reports/50-years-of-progress/consumer-guide.pdf>. Accessed 2016 Oct 21.
3. Behavioral Risk Factor Surveillance System. Tobacco use and related topics among adults, Oregon, 2015. Unpublished data.

## Section 10: Retail tobacco marketing

The tobacco industry spends more than \$1 million per hour promoting its products in the United States. (1) In 2015, the tobacco industry spent almost \$110 million on marketing in Oregon (Figure 10.1).

Since 2002, cigarette companies have spent billions on price discounts so that retailers can sell their cigarettes cheaper. In 2015, the average cost of a pack of cigarettes in Oregon was approximately \$6.12. (2) However, the price of a pack is often less than that to the buyer, because the tobacco industry provides discounts to offset the price. In order to offer these discounts to consumers, retailers must follow tobacco company requirements on product placement and advertising in their stores. This increases exposure to promotional advertising and product displays. (3)

Among stores that sell tobacco in Oregon:

- Approximately three of five advertise tobacco products outside their stores (Table 10.4).
- Most advertise sales, discounts or other price promotions on tobacco products (Table 10.4).

Tobacco products are often marketed to appeal to kids. They often have candy-like packaging, come in sweet flavors and are advertised or placed in areas where youth are likely to see them. Three of four youth reported seeing tobacco product ads at a store within the last month, and more than half visited a convenience store in the past week (Table 10.2).

Among stores that sell tobacco in Oregon:

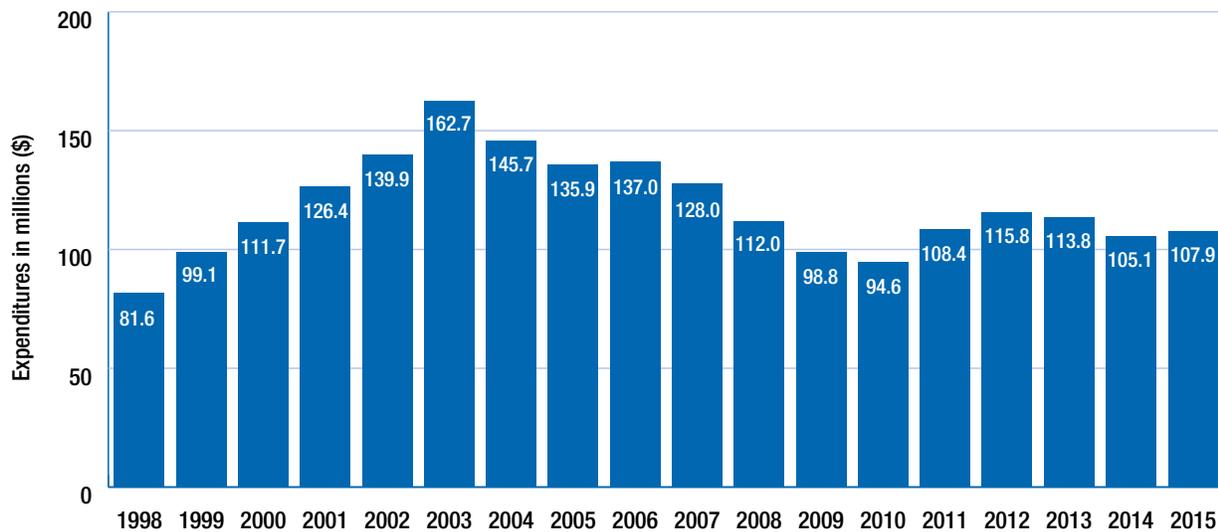
- More than one-quarter display toys, candy or gum within 12 inches of tobacco products (Table 10.4).
- Nearly one-quarter place advertisements for tobacco products within three feet of the floor (Table 10.4).
- Nearly nine in 10 stores that sell little cigars and cigarillos sell them as singles, which makes them cheap and accessible to young people. (4)

For more information on retail marketing, go to <http://smokefreeoregon.com/wp-content/uploads/2014/07/StatewideRetailRollup.pdf>.

For more information about the 2016 Tobacco Retail Environment Assessment done by the Oregon Health Promotion and Chronic Disease Prevention section, go to <https://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/Datasources.aspx>.

For more explanation of age-adjusted estimates, statistical reliability and other technical related issues, go to <http://public.health.oregon.gov/DiseasesConditions/ChronicDisease/DataReports/Pages/TechnicalNotes.aspx>.

**Figure 10.1 Annual tobacco industry marketing expenditures (in millions of dollars), Oregon, 1998–2015**



**Source:** Bach L. State-specific estimates of tobacco company marketing expenditures 1998 to 2015. Campaign for Tobacco-Free Kids, November 15, 2017.

**Table 10.1 Cigarette purchasing locations among adults who smoke, Oregon, 2014**

Location	Percent (%)
Convenience stores/gas stations	60.6
Tobacco discount stores	19.8
Liquor or drug stores (pharmacies)	4.1 ^
Supermarkets	4.0
Other discount stores, such as Wal-Mart or Bi-Mart	2.9
Indian reservations	--
Other	8.5 ^

^ This number may be statistically unreliable and should be interpreted with caution.

-- This number is suppressed because it is statistically unreliable.

**Source:** Behavioral Risk Factor Surveillance System. Unpublished data.

**Note:** Estimates are age-adjusted to the 2000 standard population.

**Table 10.2 Exposure to tobacco advertising among youth (2017) and adults (2016), Oregon**

	Percent (%)		
	8th-graders	11th-graders	Adults
<b>Among everyone</b>			
Seen tobacco advertising on a storefront or inside a store in the past month	68.8	72.9	60.1
Visited a convenience store one or more times in the past week	59.1	56.4	NA
<b>Among current tobacco users</b>			
Received a tobacco coupon or other discount via mail, internet or other source in the past month	NA	NA	30.8
Bought tobacco product using coupons, rebates, buy-one-get-one free or other special promotion in the past month	NA	NA	23.0

NA: Not available

**Source:** Oregon Healthy Teens; Behavioral Risk Factor Surveillance System. Unpublished data.

**Note:** Adult estimates are age-adjusted to the 2000 standard population.

**Table 10.3 Availability of selected tobacco products in Oregon stores that sell any tobacco, 2016**

Tobacco product	Percent of stores where available (%)
Cigarettes	97.6
Smokeless tobacco	88.4
Cigarillos or little cigars	88.2
Electronic cigarettes	76.1
Large cigars	20.4

**Source:** Oregon Health Authority. Tobacco Retail Environment Assessment. 2016. Unpublished data.

**Table 10.4 Tobacco marketing strategies in Oregon stores that sell tobacco, 2016**

Marketing strategy	Percent of stores using (%)
Sells flavored tobacco*	99.9
Displays toys, candy, or gum within 12 inches of any tobacco product	27.9
Places advertisements for tobacco products within three feet of the floor	22.7
Offers price promotions, sales, or discounts on tobacco products	84.7
Advertises tobacco products outside of store	57.6

\*Includes menthol

**Source:** Oregon Health Authority. Tobacco Retail Environment Assessment. 2016. Unpublished data.

**Table 10.5 Percent of stores that sell flavored versions of selected tobacco products, among stores selling that product, 2016**

Among stores that sell:	Percent that sell flavored version (%)
Cigarettes	99.9 *
Smokeless tobacco	94.1
Cigarillos or little cigars	94.6
Electronic cigarettes	92.0
Large cigars	16.5

\*Flavor refers to menthol cigarettes.

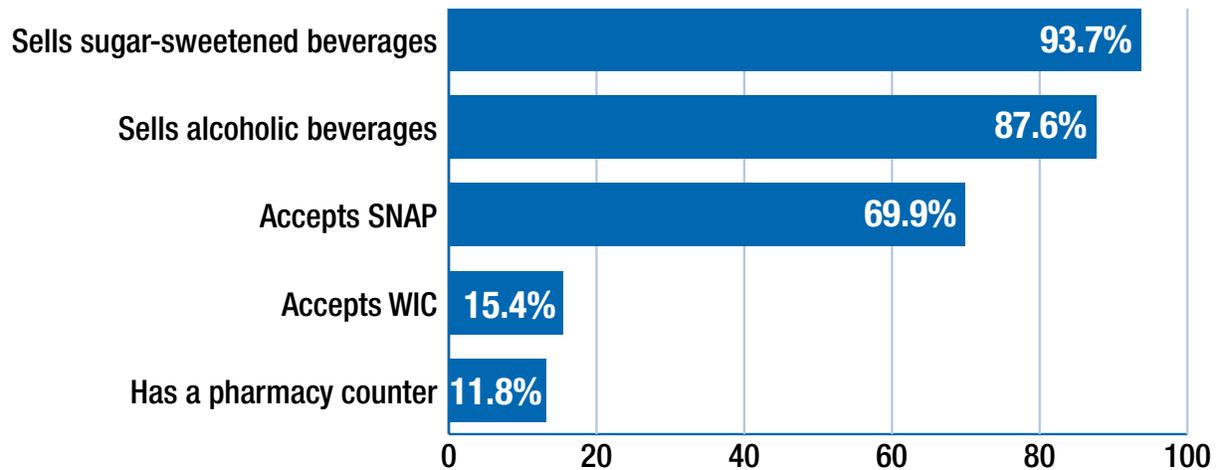
**Source:** Oregon Health Authority. Tobacco Retail Environment Assessment. 2016. Unpublished data.

**Table 10.6 Lowest price of cigarettes and e-cigarettes available at stores that sell tobacco, Oregon, 2016**

Product	Lowest price (statewide average)
Pack of regular cigarettes (any brand)	\$4.79
Pack of Newport menthol cigarettes	\$6.53
A single disposable Blu electronic cigarette	\$10.04

**Source:** Oregon Health Authority. Public Health Division. Oregon Health Promotion and Chronic Disease Prevention section. Tobacco Retail Environment Assessment. 2016. Unpublished data.

Figure 10.2 Characteristics of stores that sell tobacco, Oregon, 2016



*Source: Oregon Health Authority. Public Health Division. Oregon Health Promotion and Chronic Disease Prevention section. Tobacco Retail Environment Assessment. 2016. Unpublished data.*

## Section 10 works cited

1. Tobacco Free Kids. Broken promises to our children, a state-by-state look at the 1998 state tobacco settlement 16 years later. December 2014. Available at: [http://www.tobaccofreekids.org/content/what\\_we\\_do/state\\_local\\_issues/settlement/FY2015/2014\\_12\\_11\\_brokenpromises\\_report.pdf](http://www.tobaccofreekids.org/content/what_we_do/state_local_issues/settlement/FY2015/2014_12_11_brokenpromises_report.pdf). Accessed 2016 Oct 21.
2. Orzechowski W, Walker RC. The tax burden on tobacco. Vol 52. Arlington, VA: Orzechowski and Walker 2017.
3. Feighery EC, Ribisl KM, Clark PI, Haladjian HH. How tobacco companies ensure prime placement of their advertising and products in stores: interviews with retailers about tobacco company incentive programmes. Tobacco Control 2003; 12:184–188.
4. Oregon Health Authority. Public Health Division. Oregon Health Promotion and Chronic Disease Prevention section. Tobacco Retail Environment Assessment. 2016. Unpublished data.



PUBLIC HEALTH DIVISION

Health Promotion and Chronic Disease Prevention

800 N.E. Oregon St., Suite 730

Portland, Oregon 97232

Telephone: 971-673-0984

Fax: 971-673-0994

You can get this document in other languages,  
large print, braille or a format you prefer.

Contact Health Promotion and Chronic  
Disease Prevention at 971-673-0984 or email  
[HPCDP.Surveillance@dhsosha.state.or.us](mailto:HPCDP.Surveillance@dhsosha.state.or.us). We  
accept all relay calls or you can dial 711.

# Clackamas County

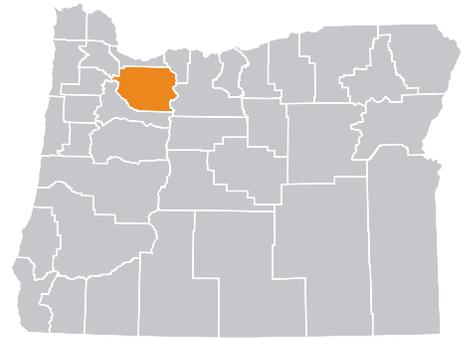
# Tobacco Fact Sheet, 2014

## Tobacco's toll in one year



**50,400** Adults who regularly smoke cigarettes

**11,634** People with a serious illness caused by tobacco



## Population

Youths	88,342
Adults	297,738
Total residents	386,080



**595**

Tobacco-related deaths



**\$118.7 Million**

spent on tobacco-related medical care

**\$95.1 Million**

in productivity losses due to premature tobacco-related deaths

## Among tobacco retailers assessed in Clackamas County



More than **1 in 2** was located within 1,000 feet of a school or park



**2 in 3** advertised tobacco outside



Nearly **8 in 10** sold tobacco at discounted prices



**\$1.23** was the average price of a single, flavored little cigar



The Tobacco Industry spent **\$112 million** a year promoting tobacco products in Oregon stores in 2012.

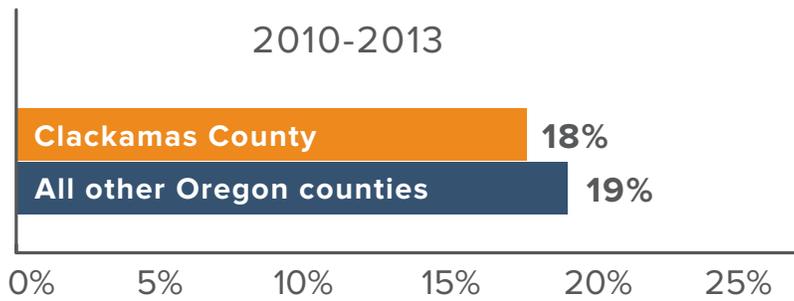
## Components of a comprehensive tobacco prevention program



Oregon's Tobacco Prevention and Education Program (TPEP) supports local public health authorities to serve all 36 counties and nine federally-recognized tribes. TPEP works to:

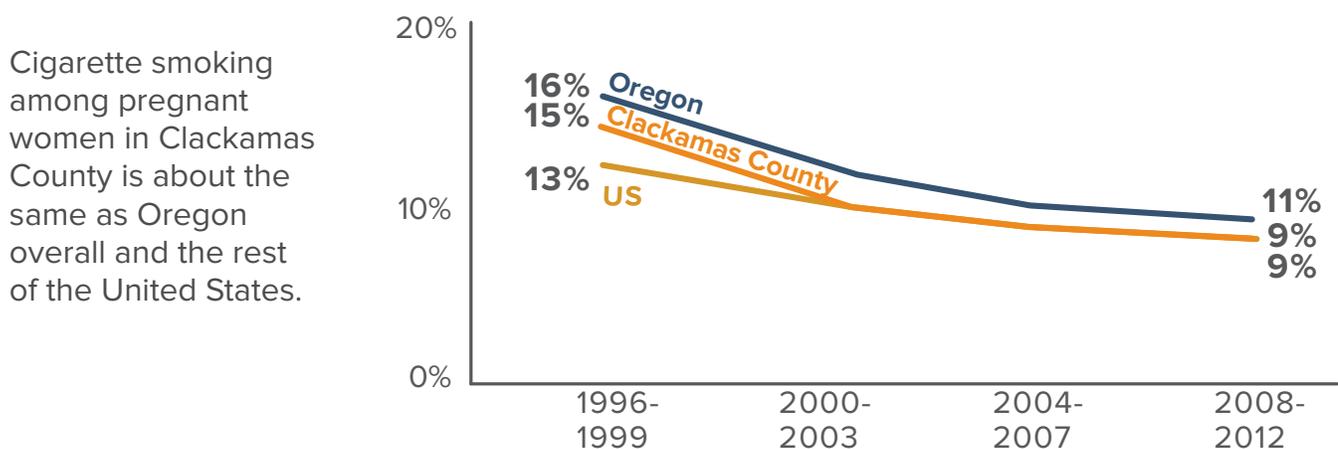
- Engage communities in reducing the tobacco industry influence in retail stores
- Increase the price of tobacco
- Promote smokefree environments
- Provide support and resources to Oregon smokers who want to quit
- Engage diverse populations of Oregonians

## Adult cigarette smoking



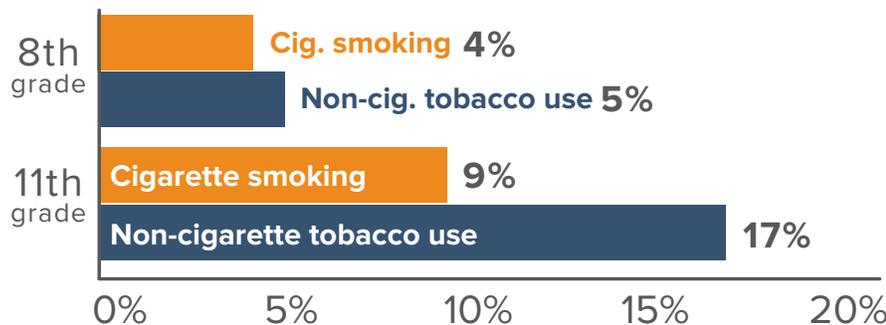
Cigarette smoking among adults in Clackamas County is similar to the rest of Oregon.

## Cigarette smoking during pregnancy



Cigarette smoking among pregnant women in Clackamas County is about the same as Oregon overall and the rest of the United States.

## Youth cigarette and non-cigarette tobacco use



Nearly **twice as many** 11th graders in Clackamas County are using non-cigarette tobacco products compared to cigarettes.

*Note: non-cigarette tobacco products include: cigars, pipe tobacco, hookah tobacco, chewing tobacco, dissolvable tobacco, and electronic cigarettes.*



**Want to know more or have questions about the burden of tobacco in your community?**

Visit Smokefree Oregon to find out what you can do:  
<http://smokefreeoregon.com/what-you-can-do/>