



December 2021

# City of Detroit

Community Vision & Strategic Plan

Prepared By



**Better City**  
Solving Problems. Creating Opportunity.

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# INTRODUCTION



The Santiam Canyon, sometimes referred to as the North Santiam River Region, consists of several communities including Lyons, Mehama, Mill City, Idhana, Gates, Marion Forks, and Detroit. Santiam Canyon is a beautiful, wooded canyon of approximately 670 square miles that is located on the eastern border of Marion County, Oregon. The Canyon comprises federal land managed by the US Forest Service, Bureau of Land Management, and some private parcels. The Canyon is home to an estimated 4,261 residents. State Highway 22 runs through the canyon and connects the Salem MSA to the eastern half of the state. An estimated 4,930 vehicles per day travel the canyon near Detroit, with peak volumes of between 6,000-8,000 during the busiest months in the summer.<sup>1</sup>

For generations, the Canyon's economy has revolved around a vibrant logging and milling industry. The Canyon was impacted by a decline of economic activity starting in the 1990s, however. The protection of the Northern Spotted Owl (1990), Northwest Forest Plan (1994), and Omnibus Parks and Public Lands Management Act (1996) all impacted the timber industry. While timber is still the primary driver of the Canyon's economy, residents report that employment and real wages in this industry have dropped significantly since the late 20th century.

2020 brought destructive economic impacts to the Canyon. The Coronavirus pandemic and resultant stay-at-home orders put a halt to travel and tourism, leaving many residents out of work. The communities started seeing some increases in sales during the early part of the summer as people increasingly travelled to remote locations to avoid large crowds and mitigate risk from the infectious disease. But the boon was short lived—the Canyon experienced record-setting temperatures during the summer.

In August of 2020, three separate wildfires in the Santiam Canyon area were started. The Beachie Creek Fire, Lionshead Fire, and the P-515 Fire (known collectively as the Santiam Fire), grew significantly during a heatwave in September, when high-speed winds surged the fires, posing imminent threat to many of the communities located in the canyon. Evacuation orders were given on September 8th, 2020, and the fires spread through the canyon, killing five residents and destroying an estimated \$5.9 Million of real and \$1.65 of personal property in the County.<sup>2</sup> While many communities were impacted by the fire, it caused significant destruction to the cities of Gates and Detroit in particular. The fire destroyed an estimated 325 structures in Detroit and damaged at least 20 more.

The State and County were quick to respond to the disaster and partnered with several groups to get funding and recovery assistance for the Canyon. This document, along with others that have been released or are scheduled to be released around the same time from partners and consultants, will help form a strategy for recovery efforts in the next ten years. As part of the effort, Better

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<sup>1</sup> Source: ODOT, ECONorthwest 2015-2019 AADT estimates

<sup>2</sup> Source: FEMA FIDA 34761, February 1, 2021

City was hired to perform Visioning and Strategic Planning for the cities of Gates and Detroit. This document represents the Detroit portion of the effort.

## City of Detroit History

Detroit is a small mountain community nestled against Detroit Lake. The original townsite, settled as part of the Oregon Pacific Railroad, was initially named Coe Camp. The name was changed in 1891 when a post office was established, and the name of Detroit was adopted by several settlers from Michigan. The community continued growing for several years, becoming home to 200 residents and 25 businesses. However, the town was inundated in 1952 when the Corps of Engineers finished the Detroit Dam, creating what is now known as Detroit Lake.

The City was moved approximately half a mile to the northwest on Highway 22 and was incorporated as a city the same year. The development of the Dam and relocation of the City transformed Detroit into a community heavily dependent on the tourism industry, providing services for automobiles travelling along Highway 22 as well as lake-based services for Detroit Lake and its two marinas.

The City is currently governed by a seven-member City Council and supported by six staff members, one of whom is a County-paid position as a quasi-City Manager.

Starting with its relocation in 1952, the City has lived through several economic shocks, from the legislative-driven impacts in the timber industry to the three-pronged shock of the Coronavirus pandemic, severe winds and the Santiam Fire, and ice storms and heavy snowpack—all within a year. The City's history is one of resilience and adaptability; despite all odds and circumstances, residents who want to live in Detroit have a special type of grit, along with a strong desire to see the city as a place of prosperity and opportunity.

## Goals of the Study

This document will focus exclusively on the City of Detroit and the vision shared by its residents. The report describes the vision process that has taken place through more than 40 interviews with County and State officials, local leaders and business owners, and members of the public. It will also describe the results of a virtual public survey, community open house, and follow-up discussions with City Council members and staff. The document also details how the City's combined vision informs other recovery efforts currently underway. Finally, the document outlines recovery efforts funded and/or scheduled to take place in the coming years, and—based on the visioning process—strategies for recovery in the Short-Term (to be addressed in the next 1-2 years), Mid-Term (to be addressed in the next 2-5 years), and Long-Term (to be addressed over the next 5+ years).

## Process

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In July 2021, Marion County and Better City launched the community visioning and strategic planning project to assist the communities of Gates and Detroit in accelerating economic recovery from the 2020 Beachie Creek wildfire. This process included a review of prior pertinent plans and documents to understand the communities' unique situations and backgrounds, interviews and open houses to engage the community and stakeholders in the visioning and strategic input process, utilization of ECONorthwest's Baseline Economic Analysis, and the

provision of strategic project recommendations to further recovery efforts and future development.

On July 26 to 30, there was a tour of the affected communities and initial interviews with key stakeholders. 12 one-on-one interviews were conducted. During the following weeks, additional stakeholder interviews were conducted virtually. In total, more than 40 stakeholders were interviewed.

On September 23 a public forum was held. In this meeting, key trends and ideas were brought before the community for additional input and dialogue. Community members and stakeholders reviewed the topics and provided ideas and strategies for several areas of focus. Additional in-person stakeholder interviews as well as additional site tours were also conducted.

On November 16<sup>th</sup>, the draft recommendations were presented to the public, with both virtual and in-person offerings available. During the meeting, feedback and responses to the recommendations was received and integrated into the final report.

This report is the culmination of all those efforts and was delivered to the County in December 2021.

### Coordination with Other Firms

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Other firms were hired through the same procurement process under separate RFPs and scopes of work. Other firms that were included in this project are ECONorthwest, OSU Public Health, Project Ltd., the Federal Emergency Management Agency (FEMA), and the Oregon Chapter of the American Planning Association. Better City would like to thank these firms for participating and providing valuable insight and feedback on this document and the vision and strategies contained within. The intent of this study is that the visions and strategies presented reflect the input and recommendations provided by the other firms as part of a larger strategy for recovery. However, since the documents are being produced in tandem it is likely that discrepancies may exist.

### Acknowledgements

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This Community Visioning and Strategic Plan was made possible through the generous support of Marion County, Linn County, the State of Oregon, and many others. Better City would like to thank the following individuals/organizations for their time to hold interviews, provide input and feedback, and any other work that was done to assist in drafting this report:

Name	Title/Role	Organization/Affiliation
<b>Brian Nicholas</b>	Public Works Director	Marion County
<b>Chris Eppley</b>	Detroit Community Development Manager	Marion County
<b>Colm Willis</b>	County Commissioner	Marion County
<b>Dale Weise</b>	Former Council Member	City of Gates
<b>Danielle Bethell</b>	County Commissioner	Marion County
<b>Danielle Gonzalez</b>	Economic Development	Marion County
<b>Daphnee Legarza</b>		Oregon Travel Information Council
<b>Dawnielle Tehama</b>	Executive Director	Willamette Valley Visitor's Association
<b>Dean O'Donnell</b>	Owner	Mountain High Grocery



<b>Name</b>	<b>Title/Role</b>	<b>Organization/Affiliation</b>
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<b>Elaine George</b>	Owner	Driftwood Grill/Detroit Lodge
<b>Gabriel Amadeus</b>	Director	Timber Trails Alliance
<b>Greg Benthin</b>	Public Works	City of Gates
<b>Jack Carriger</b>	District Chief	Gates Fire District
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<b>Jody Christensen</b>	Wildfire Recovery Contact	State of Oregon
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<b>John Russell</b>	FEMA Recovery Coordinator	FEMA
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<b>Ken Woodward</b>	Chair	North Santiam Sewer Authority Board
<b>Kevin Cameron</b>	County Commissioner	Marion County
<b>Maryann Hills</b>	Gates Community Services Liaison	Marion County
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<b>Melissa Baurer</b>	Service Integration Team Lead	Santiam Hospital
<b>Michele Tesdal</b>	Council member	City of Detroit
<b>Mike Stair</b>	Pastor	Gates Community Church of Christ
<b>Patrick Rahm</b>	Council Member	City of Gates
<b>Renata Wakeley</b>	Community Development Program Director	Mid-Willamette Council of Governments
<b>Ron Carmickle</b>	Mayor	City of Gates
<b>Sabrina Kent</b>	Council Member	City of Gates
<b>Sandy Lyness</b>	Board President	North Santiam Chamber of Commerce
<b>Scott McClure</b>	Long-term Disaster Recovery Manager	Marion County
<b>Shelley Engle</b>	Council Member, President	City of Detroit
<b>Tamra Goettsch</b>	Community Services Director	Marion County
<b>Todd Smith</b>	Police Commissioner	City of Detroit
<b>Tom Kissinger</b>	Environmental Services	Marion County
<b>Tonya Chamberlain</b>	Council Member	City of Gates
<b>Tracey Bolland</b>	Owner	Detroit RV Park
<b>Traci Archer</b>	Administrator	City of Gates
<b>Tyler Freres</b>	Vice President, Sales	Freres Lumber

## SECTION I: BASELINE CONDITIONS



Local, regional, and state leaders have done significant work to improve economic conditions in the Canyon, culminating in millions of dollars of federal and state funds allocated for recovery and economic development efforts in the Santiam Canyon Area. This section of the document details baseline conditions in the City of Detroit, defined here as the efforts that were conducted prior to the Santiam Canyon fires. It also describes the current community and economic environments and what efforts are currently underway. Insights from this section, combined with the baseline economic analysis conducted by ECONorthwest, provide the context for the strategies presented in Section III: Recovery and Resiliency Strategy.

## Past Studies

A review of past studies and plans was conducted to ensure that ideas and suggestions from prior reports were included in this plan (see Appendix A: Summaries of Prior Studies for a short description of each plan, along with key takeaways.) The studies provide background on what projects are underway in the community as well as prior findings regarding community goals and support. This information provides the background for many of the strategies contained in this strategic plan.

## Economic Opportunities & Goals

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Tourism was identified in prior plans as the key opportunity for economic growth in the Canyon. To support the diversification of the economic base, the County planned to collaborate and foster innovation in agriculture and technology, workforce training, entrepreneurship, and affordable housing and transportation.

Multiple prior studies stated the importance of using land strategically. The City of Detroit is surrounded by County and Federal lands and is therefore heavily restricted to its current urban growth boundary. As such, land should be viewed as one of the most restricted resources for the City. City Council and staff members need to be aware of the opportunity costs of land development. Anything that is developed should be the highest and best use for the community.

Another major opportunity is the sewer system. In 2020, the cities of Gates, Detroit, Mill City, and Idanha created the North Santiam Sewer Authority (NSSA) under the auspices of ORS Chapter 190. This entity exists and operates independently from the cities' governing bodies.

## Infrastructure Projects Underway

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**The Canyon Journeys Trail System** will provide a non-motorized transportation alternative to State Highway 22, connecting parks, schools, churches, and key locations in the canyon communities to improve quality of life and create recreational focal points to stimulate tourism and boost economic productivity.

**The Wastewater System** (sewer) is an upcoming infrastructure project that will provide centralized sewage collection and treatment for businesses and homes and allow them to transition from their current septic systems. The North Santiam Sewer cost estimate is \$45 million for the Gates and Mill City sewer, and \$61 million for the Detroit and Idanha sewer. The State of Oregon allocated \$50 Million in 2020 for design, planning, and construction of the system. This funding has garnered increased traction to this multi-decade project. There is funding to pay for a large portion of the Gates and Mill City portion of the project, but a \$5 Million shortfall exists.

It is still too early to have detailed discussion of the specifics and timing of the sewer project, as the initial on-site testing for both projects are expected to begin in January 2022. Therefore, general recommendations, including the upsides and risks inherent in the County's current strategy, are discussed in detail throughout the document. Indeed, the outcome of the system will have the single largest impact on the City than any of the other strategies and recommendations provided herein. The document will attempt to capture this within the recommendations, with a general optimism in the narrative that the system will be completed in the medium term, but that there is also a likelihood that the system might not be fully funded until the longer term.

**Broadband** and internet access are lacking in many of communities in the canyon area. A feasibility study was completed to identify what the internet needs are of citizens, home based medical care providers, emergency management, schools, community organizations, and businesses. As a result, Marion County is working on making high speed broadband internet accessible through public and private partnerships. A fiber network in the City of Detroit has already been implemented.

## Baseline Economic Analysis

ECONorthwest conducted a pre-fire analysis of all of the communities in the Canyon. While not a comprehensive summary of that report, the follow are salient data points that are referred to in the recommendations and strategies of this report:

- At 58.7 years, the City of Detroit's median age is 22 years higher than Marion County as a whole.
- Detroit has a much smaller average household size (1.8) than the County as a whole (2.79).
- The City has lower median household incomes (\$41,250) than the County (\$59,893); however, it is assumed in this report that the City's incomes have gone up significantly since the wildfires.
- 8.4% of the City's households are categorized as incomes that are below the federal poverty line (compared to Marion County at 14.2%).
- A majority of Detroit workers commute out of the City for work. A large share of those workers are employed in Mill City, Lyons, and the Salem MSA.
- Top industries for the Detroit area (Zip Code 97346) include lodging, restaurants, management consulting, and waste management.
- Manufacturing is the dominate industry in terms of employment (at 44.3%) and payrolls (56.7%) and has a wage that is higher than the median.

- Median home sale prices have doubled for the five zip-code area between 2018 and 2021, from a median price of approximately \$200,000 to \$400,000.
- Recreation is a main driver of tourism, with more than 400,000 visits to recreation sites per year.
- The recreation areas show high levels of seasonality, leading to sharp increases and decreases in economic activity throughout the year.
- Total annual traffic on Highway 22 increased between 2009 and 2019, with an annual average of more than 1.5 million trips each year.
- Timber Harvests have decreased between 1990 and 2019, with a major shock between 2006 and 2013. Production is typically between 50,000 and 100,000 thousand board feet (MBF) each year
- Wholesale timber prices have increased significantly since 2010, from a low of \$200 per MBF to more than \$400 per MBF in 2018.
  - Interviews with stakeholders revealed that prices reach new highs in 2021 due to labor issues, supply chain disruption, and other pandemic-related impacts.
- Timber payment revenues reached more than \$8.5 million in 2019, higher than the previous three years combined.

# SECTION II: VISIONING PROCESS



Many members of the community were displaced by the Santiam Fire. Several different tools and methods were used to conduct outreach to community members who could not participate in a traditional sense. Many displaced members could not participate because of scheduling conflicts, limited available, familial responsibility, and other life circumstances. Despite this challenge, a wide range of community members provided insights into the needs and wants of the entire community. This section describes the outcomes of the interviews, public forums, and online surveys used to gather community feedback and consensus.

## Stakeholder Interviews Report

Input on this strategic plan was provided by more than 40 interviews of elected officials, staff, business owners, nonprofits, and citizens.

The interviews were unstructured in nature with broad, general questions being asked to get a good understanding of community dynamics, power structures, projects and initiatives, and current efforts currently underway. As the interview process progressed, more specific questions were asked to better understand topics and themes that had emerged from the previous interviews, defining key trends that could be explored more in-depth with the community at the public forum.

Concepts that arose in these unstructured interviews were sorted and categorized into several “Areas of Focus” that make up the structure of the recommendation section of the document.

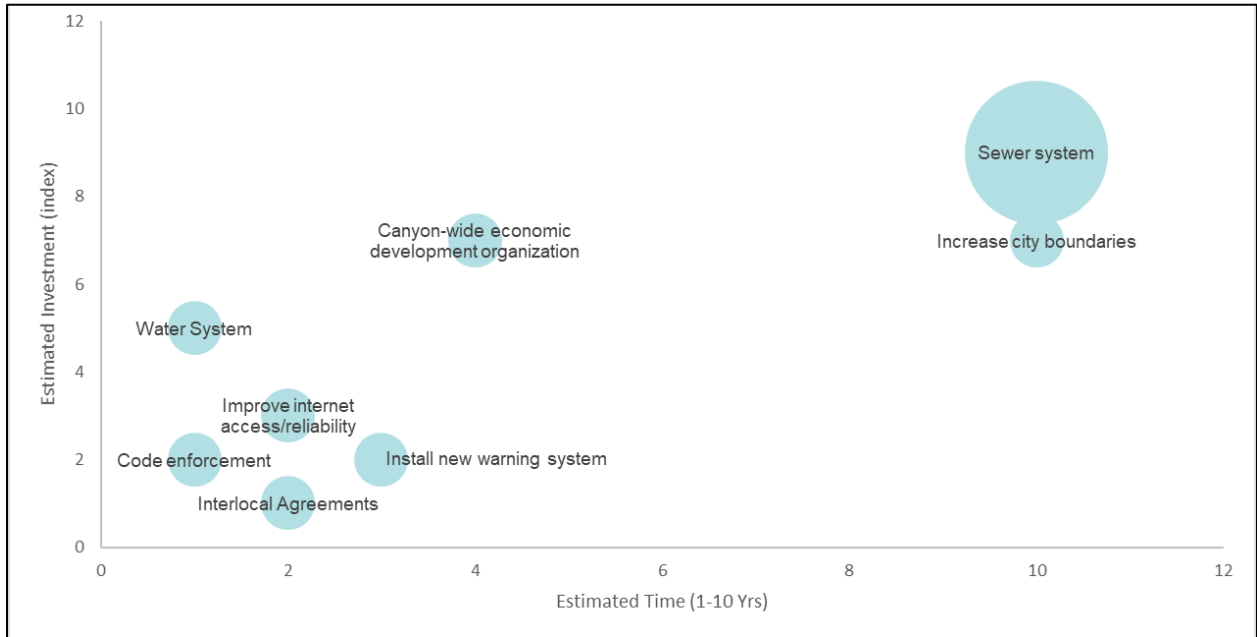
Project ideas within each area of focus were then rated on two different scales to represent the relative difficulty and duration of a given project when compared to other projects in the area of focus. The result of this work is shown in the bubble charts below.

The **size of each bubble** represents **how many times** the project idea was brought up by individual interviewees. A larger bubble means that it was a more salient idea, while a smaller bubble represents ideas that were only brought up once or a handful of times. The size of the bubble should not be viewed as the level of support for an idea since both negative and positive responses to a project contributed to the size.

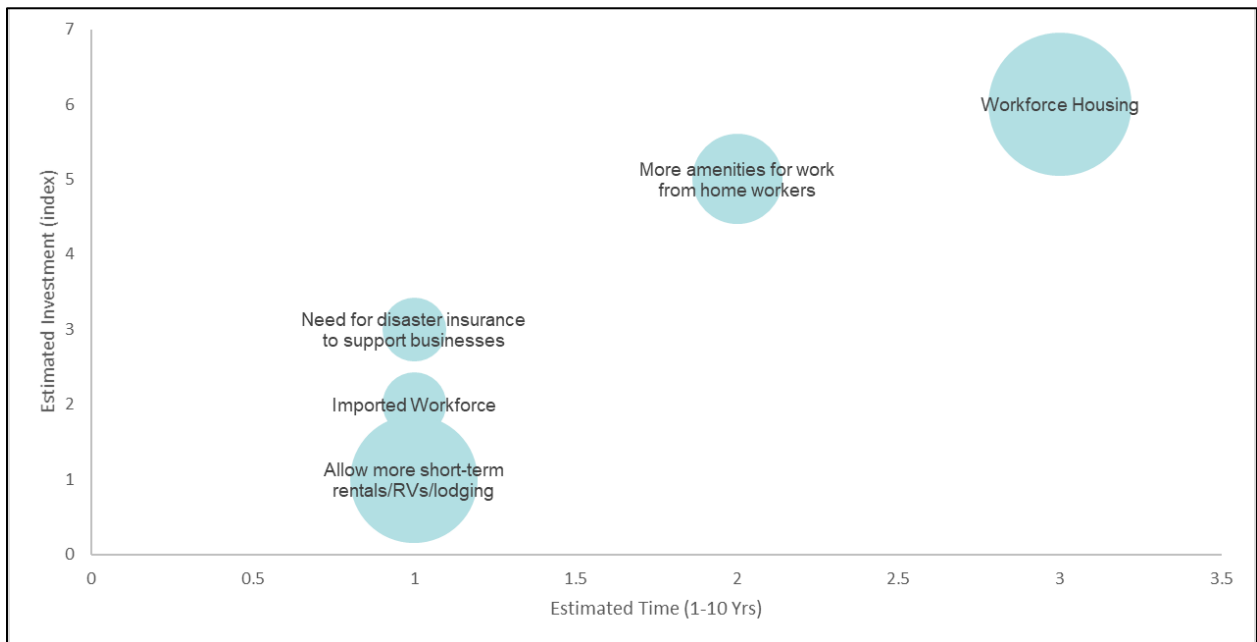
The bubble’s **location on the X-Axis** represents the **estimated time** it will take to complete the project. Note—this does not represent the order in which projects should be completed. For example, some 1-year projects may be more relevant or timely if started after a 3-year project is complete.

The bubble’s **location on the Y-Axis** represents the **estimated investment** it will take to complete the project.

**Infrastructure/Governance**—Sewer is the project that was most top-of-mind for interviewees, with many stakeholders and residents understanding the potential impacts of a sewer system on the local economy. Other topics that were brought up included the water system, broadband, interlocal agreements with surrounding communities, code enforcement, developing a canyon-based economic development organization, and increasing the city’s boundaries by working with federal agencies.

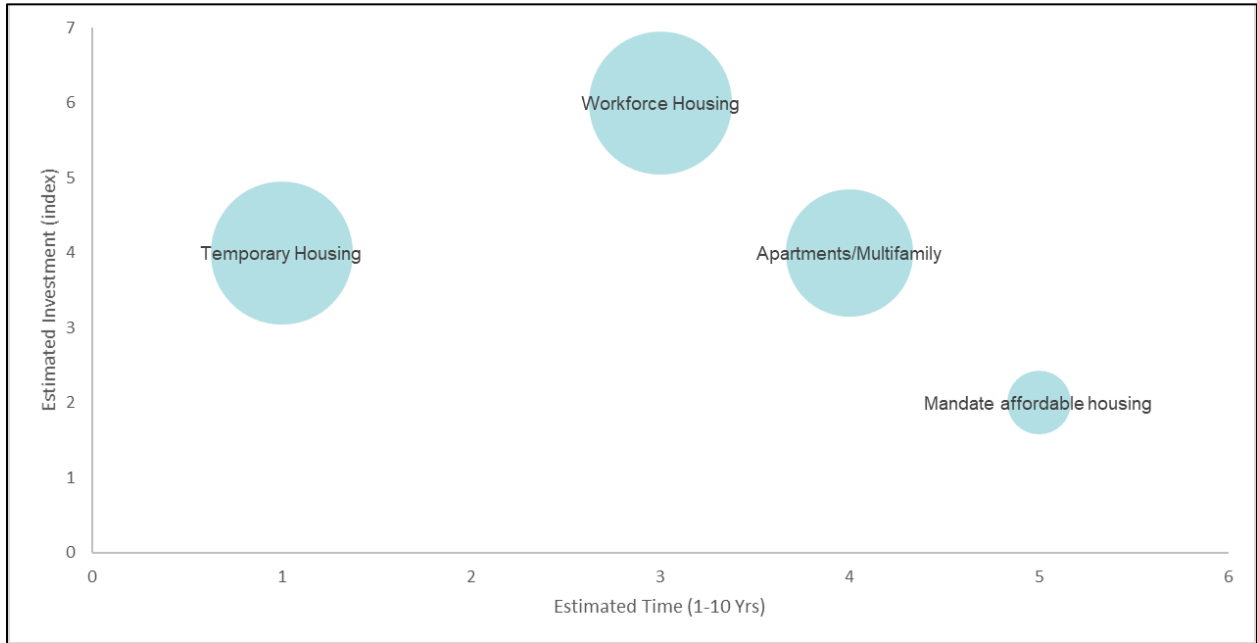


**Workforce**—The main workforce need discussed by interviewees was that of workforce housing and solutions to help them live in the same place that they work. Most interviewees discussed workforce and housing in the same breath and as a dual solution.

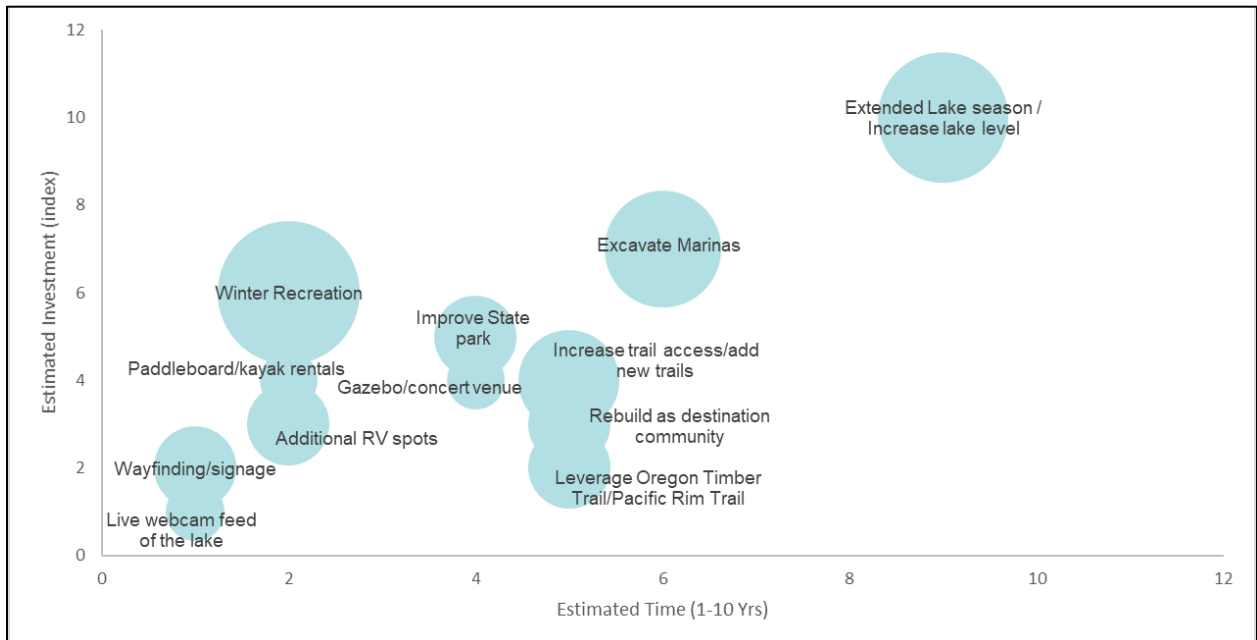




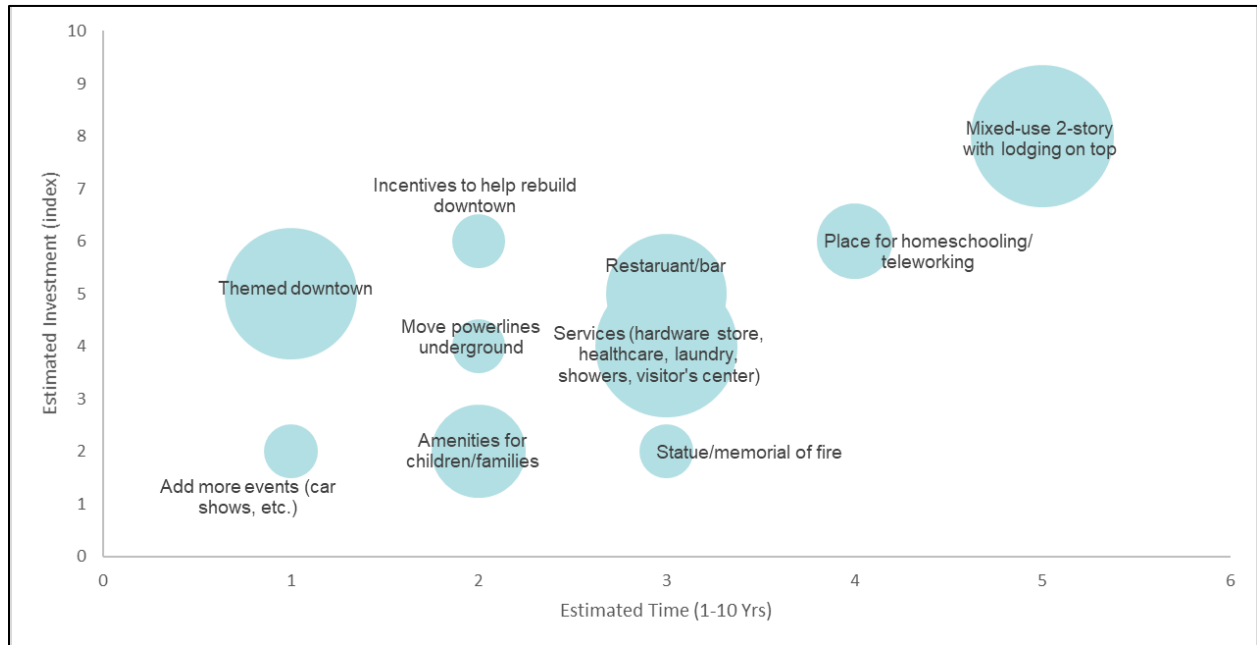
**Housing**—Temporary housing is a main area of concern since many homeowners/renters were displaced by the wildfires and the City is working to provide solutions for them while they navigate insurance payouts and the permitting process to rebuild. Other ideas centered around multifamily alternatives (mostly to address workforce needs), including through a mandatory ordinance that would set aside income-based housing.



**Recreation/Tourism**—Projects in recreation and tourism were brought up more often than any other category. Residents and elected officials implicitly understand the importance of the industry on Detroit’s economy and are looking for ways to offset the impacts of low water levels in recent years. The most common topics were extending the lake season and investing in winter recreation to reduce seasonality.



**Downtown/Commercial Corridor**—Interviewees showed strong support for downtown theming and a multi-use concept that would provide space for retail as well as residential uses. Other projects included ways to improve the downtown offerings such as providing a place for children/families, adding more events, and providing places for homeschooling and teleworking.



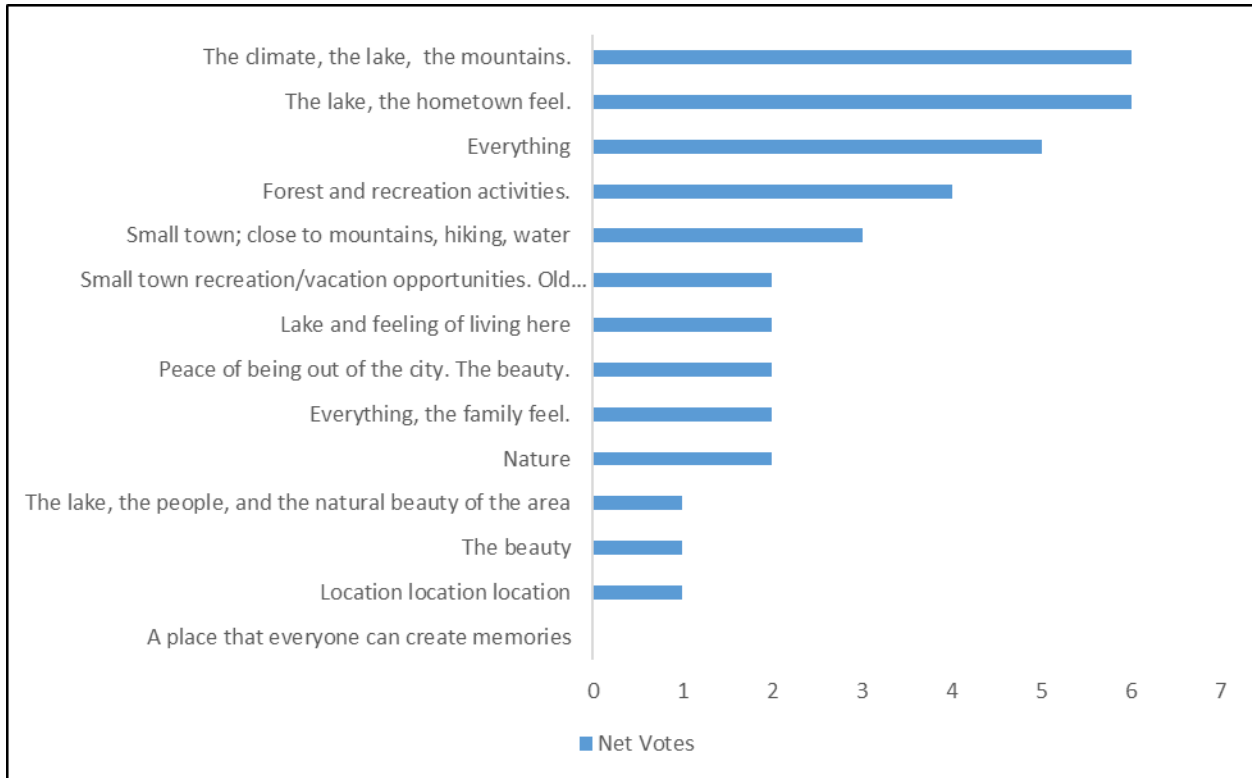
## Public Forum

A public forum was held on September 24<sup>th</sup> to discuss the areas of focus that had emerged from the interviews. The meeting, held outside at the Detroit City Park, allowed residents to provide feedback on the trends as well as generate new ideas and come to see what projects and ideas were the most supported by attendees. As such, the meeting did not provide recommendations or next steps; rather, it helped define a “Community Vision” for the City of Detroit, consolidating the projects and discussing the potential economic benefits and ramifications of the projects.

The meeting was well-attended, with more than 25 attendees. Open discussion and a live polling tool were used to capture feedback and ideas and is represented in the charts below. The height of each column represents the net votes of ideas presented (upvotes minus downvotes).

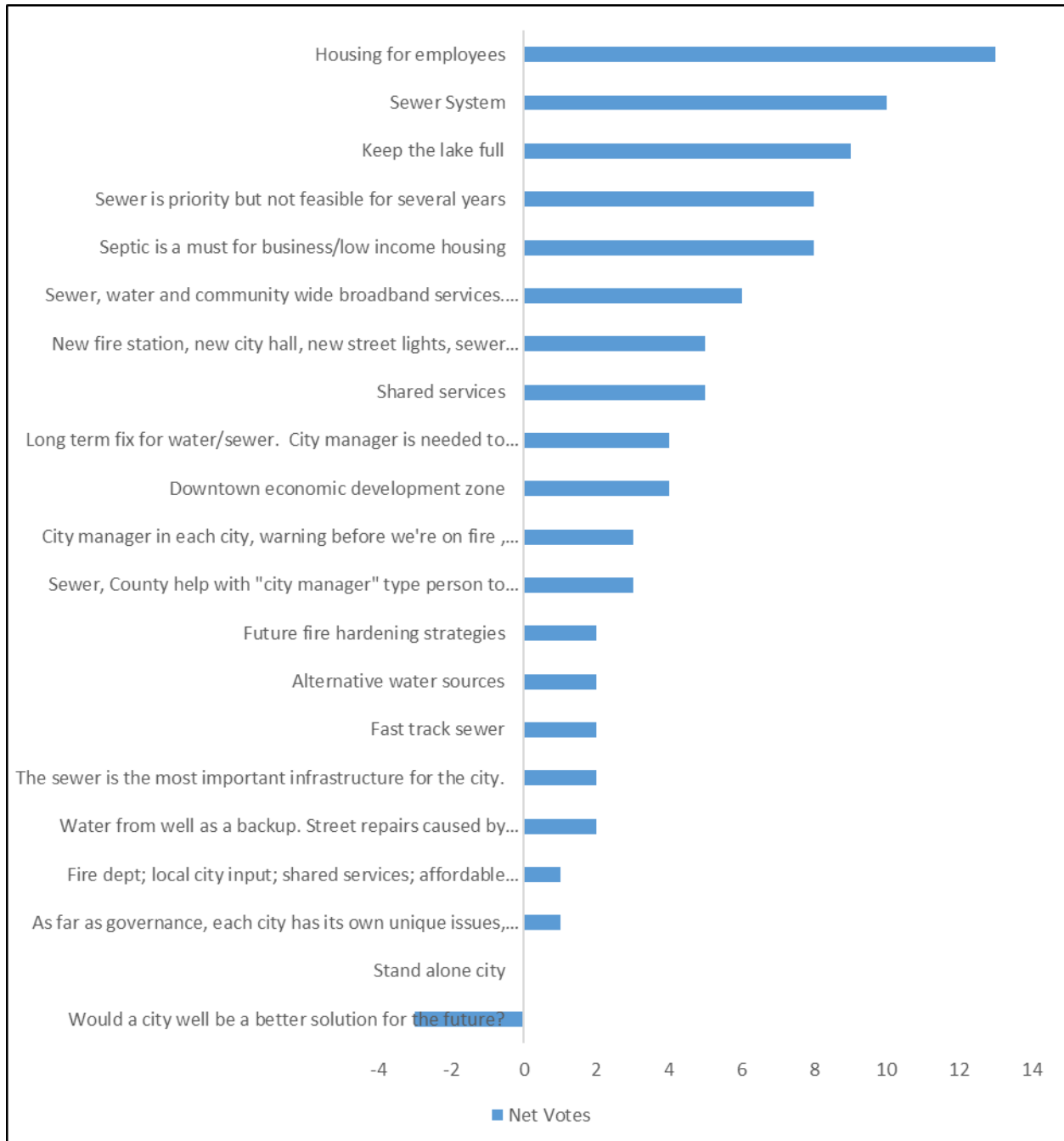
## What do you love about Detroit?

The first question presented to the group was an open question that allowed participants to learn how the system worked. It also allowed everyone the ability to describe what makes Detroit unique and a great place to live. The main theme was the accessibility of the City to the outdoors and recreation opportunities, providing a high quality of life that is enjoyed by most residents.



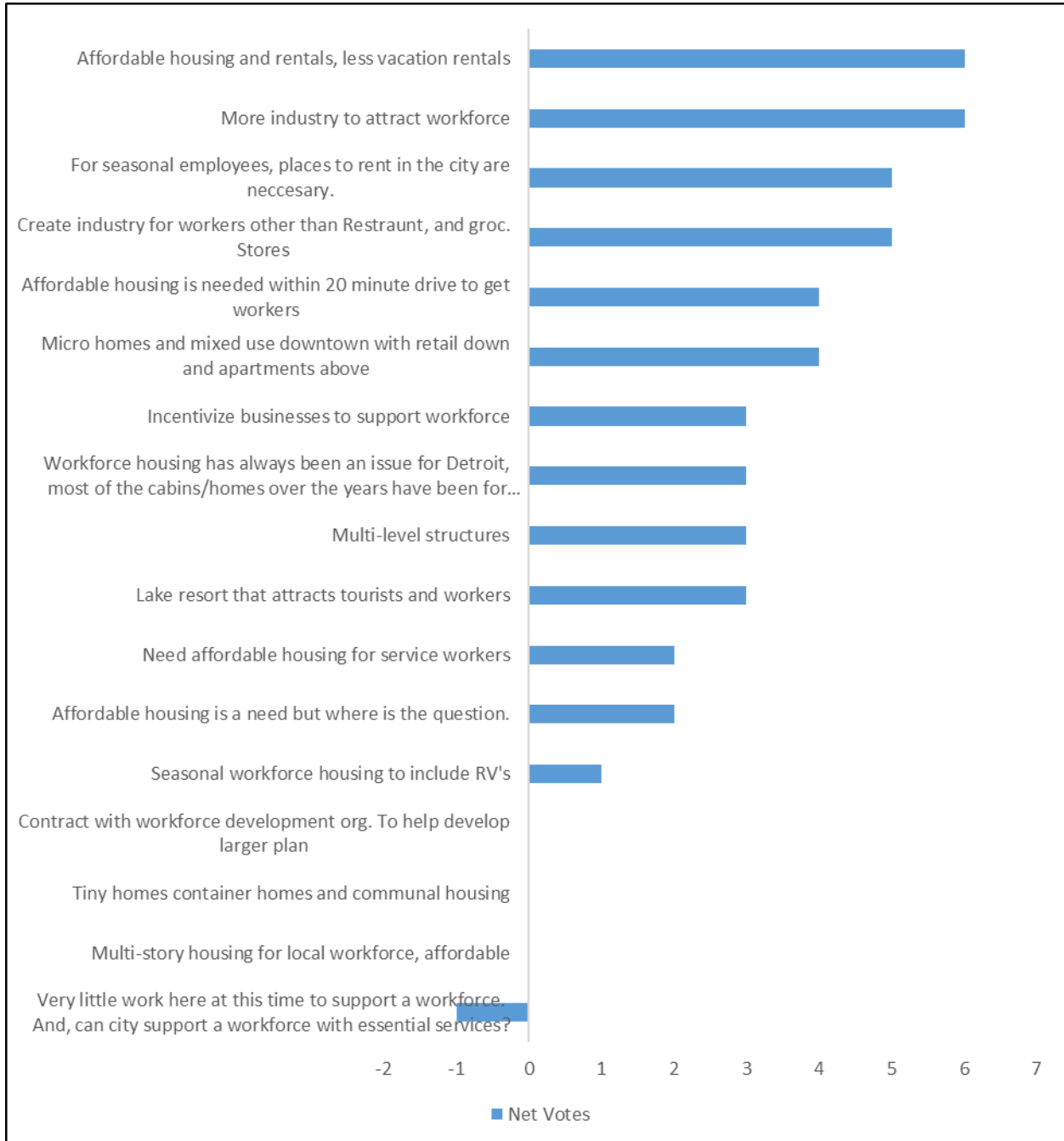
## Infrastructure/Governance

Despite discussion around the sewer system, water, and other infrastructure needs, the number one response under this section was “housing for employees”, another topic that received a lot of upvotes was keeping the lake full. Other infrastructure topics, such as roads, services, fire mitigation, etc. were also brought up but were not as notable.



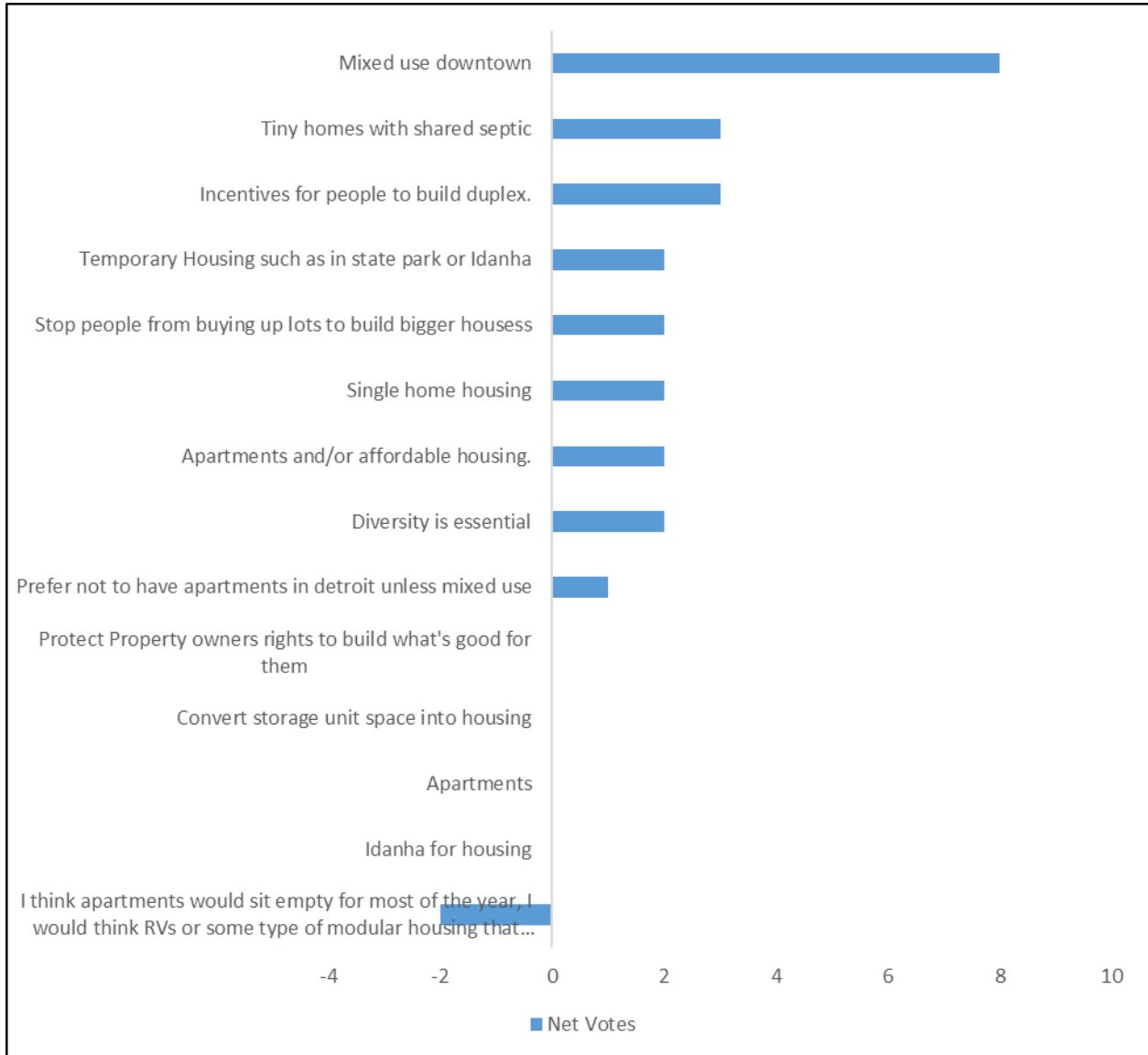
## Workforce

As with infrastructure, a major topic with workforce was housing. In this case, it was looking at affordable housing options. Other workforce topics included attracting businesses/industries and providing more support for local services.



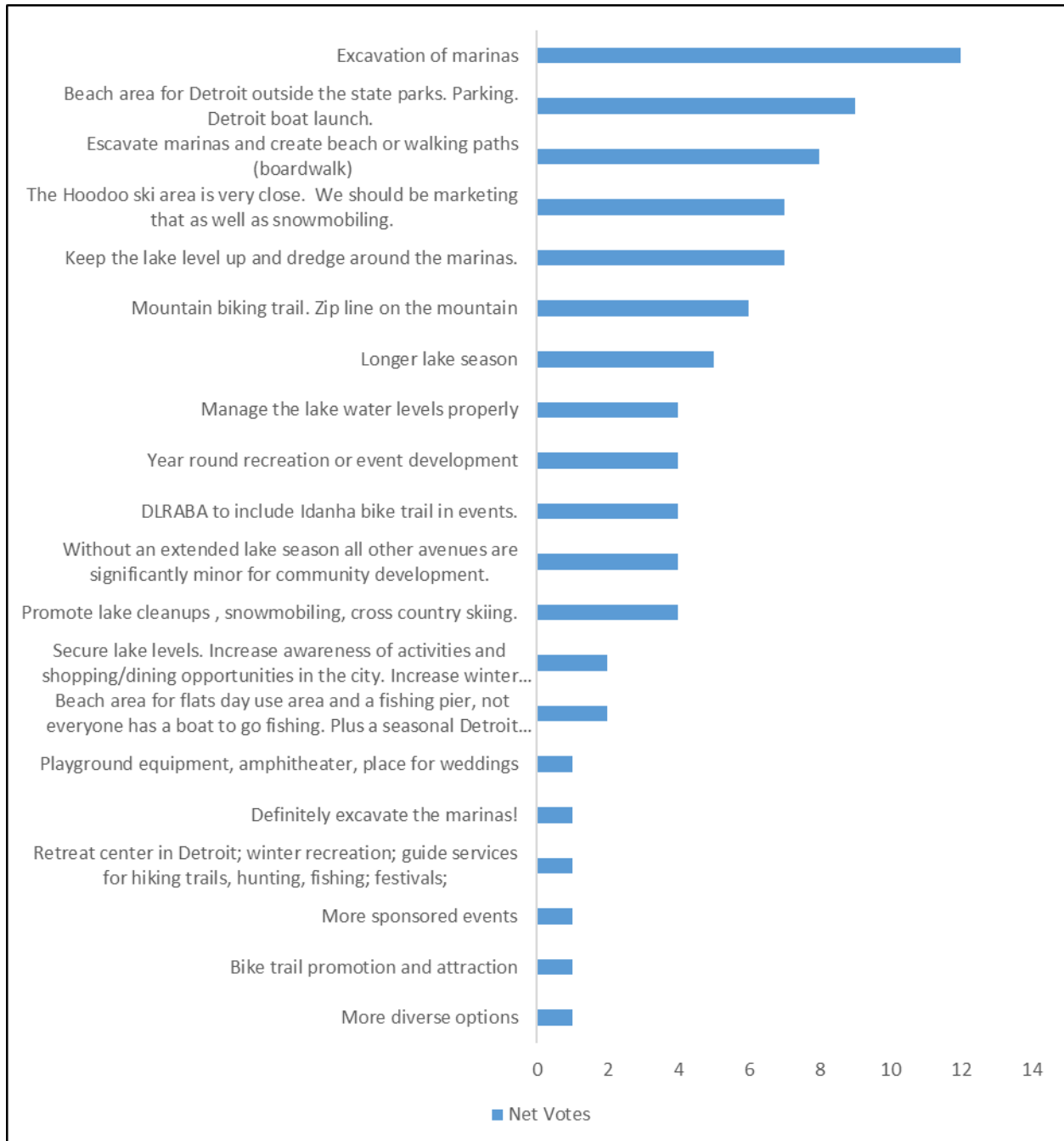
## Housing

There is a desire for a wider variety of housing types, with the aim of increased housing options that are affordable for the local workforce. Topics that were geared toward this goal include a mixed-use downtown with residential units, tiny homes, and incentive programs for more dense structure types such as duplexes.



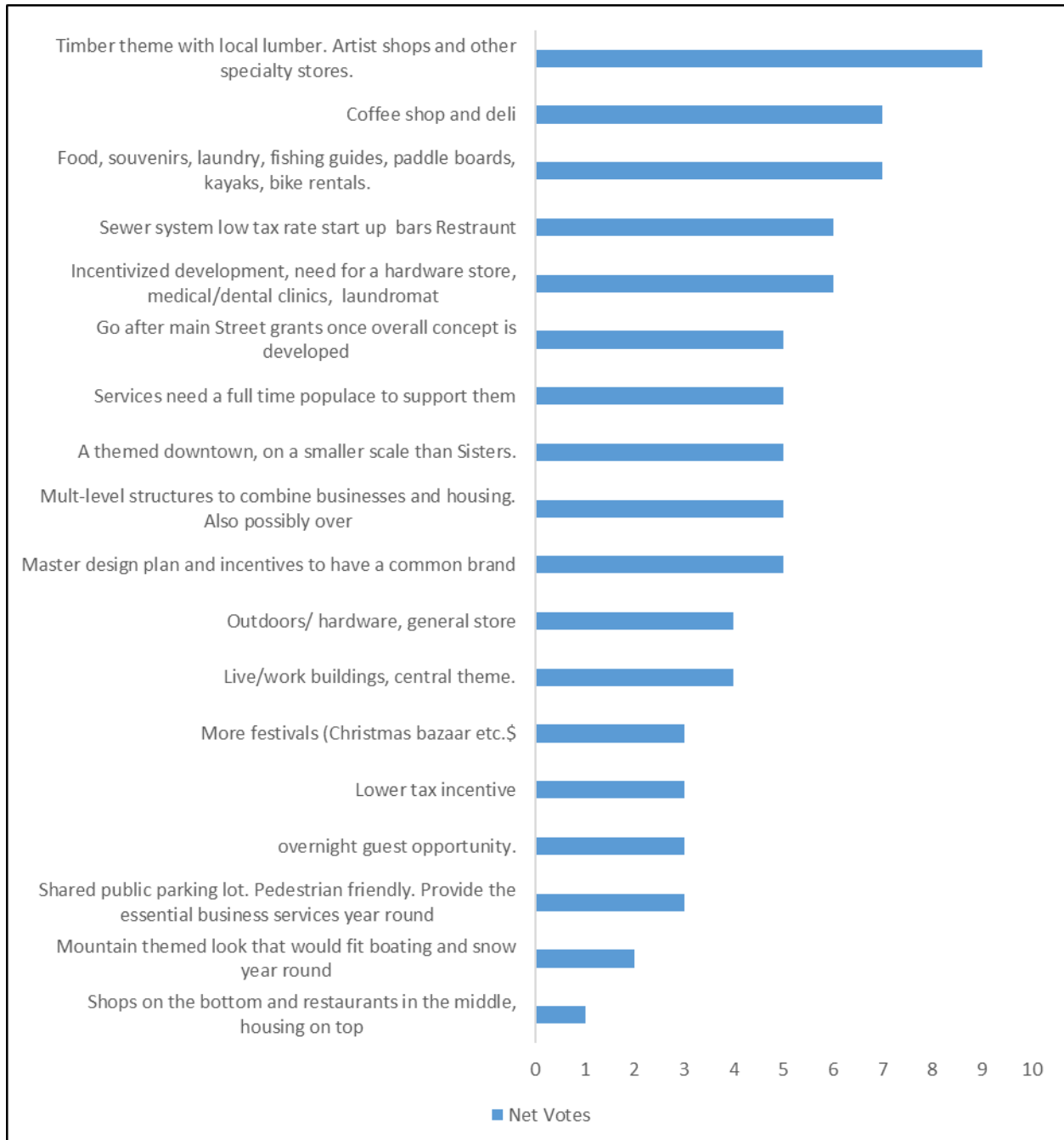
## Outdoor Recreation/Tourism

There were a lot of ideas proposed for outdoor recreation and tourism. This is not surprising given the responses to the “What do you love about Detroit?” question. Many ideas were focused on the lake, the current main driver of economic activity in Detroit. Other ideas were around how develop assets outside of the lake, such as winter sports, hiking, and other events.



## Downtown Detroit

The community has a strong vision for a mixed-use downtown, with multistory units that allow for retail and residential uses. Several services were also brought up, including adding food options





# Public Survey

An online public survey was available from July to October for residents throughout the canyon. This survey asked community members to answer specific questions about where they live, their employment status and industry/occupation, and to rate and prioritize various aspects of the canyon economy. The survey received 19 responses with the results shown below:

## 1. What is your age?

[More Details](#)

● Under 18	0
● 18-24	1
● 25-44	3
● 45-64	11
● 65 or older	4



## 2. What is your gender?

[More Details](#)

● Male	10
● Female	9
● Non-binary	0
● Other	0
● Prefer not to say	0



## 3. Where do you currently live?

[More Details](#)

● City of Gates	5
● City of Detroit	2
● Another part of Santiam Cany...	4
● Outside Santiam Canyon beca...	2
● Outside Santiam Canyon and I...	6



## 4. What type of residence do you have in the Canyon?

[More Details](#)

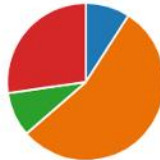
● Primary residence	10
● Secondary residence	0
● Other	0



## 5. How long have you lived there?

[More Details](#)

● Less than one year	1
● One to five years	6
● Six to ten years	1
● More than ten years	3



## 6. Are you planning to return to the canyon, either as your primary residence or secondary residence?

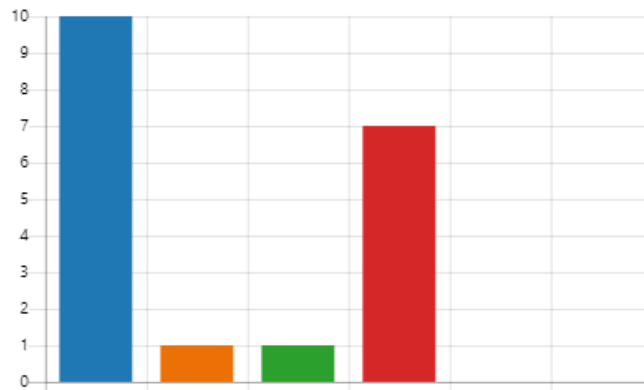
● Yes, as soon as I can	2
● Yes, but not as soon as I can	0
● I am not planning to return to...	0
● Other	0



## 7. What is your current employment status?

[More Details](#)

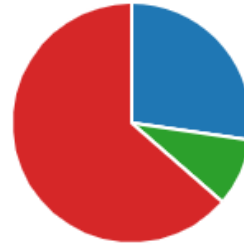
● Employed (Full-time)	10
● Employed (Part-time)	1
● Unemployed but searching fo...	1
● Not in labor force (retired and...	7
● Active-duty military	0
● Student	0



### 8. Where are you employed?

[More Details](#)

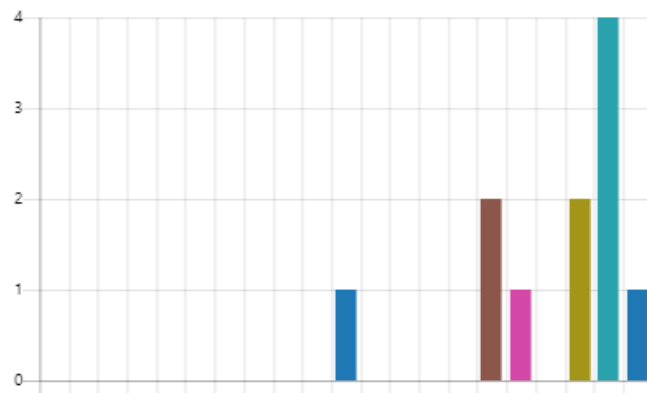
● City of Gates	3
● City of Detroit	0
● Another part of Santiam Canyon...	1
● Outside of Santiam Canyon	7



### 9. What industry group best represents your business/employer?

[More Details](#)

● Agriculture, Forestry, Fishing a...	0
● Mining, Quarrying, Oil and Ga...	0
● Utilities	0
● Construction	0
● Manufacturing	0
● Wholesale Trade	0
● Retail Trade	0
● Transportation and Warehousi...	0
● Information (IT)	0
● Finance and Insurance	0
● Real Estate and Rental and Lea...	1
● Professional, Scientific, and Te...	0
● Management of Companies a...	0
● Administrative and Support a...	0
● Educational Services	0
● Healthcare and Social Assistan...	2
● Arts, Entertainment, and Recre...	1
● Accommodation and Food Ser...	0
● Other Services (except. Public ...	2
● Public Administration	4
● Other	1



10. In your opinion, has your business/employer...

[More Details](#)

- Struggled to be successful aft... 4
- Experience few if any impacts ... 1
- Met or exceeded performance... 6



11. Where are you looking for work?

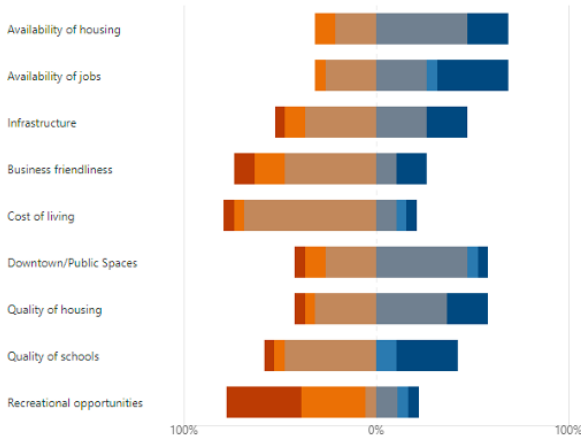
[More Details](#)

- City of Gates 1
- City of Detroit 0
- Another part of Santiam Canyon... 0
- Outside of Santiam Canyon 0



13. Please rate the following aspects of the Santiam Canyon economy before the disaster

■ Excellent ■ Great ■ Good ■ Bad ■ Terrible ■ Unsure/No opinion



14. To what extent were these aspects impacted by the disaster?

■ Highly Impacted ■ Somewhat Impacted ■ Not Impacted ■ I don't know



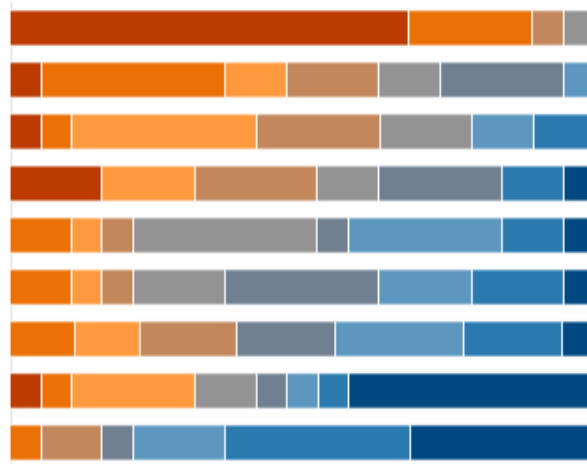
15. Of the aspects listed above, rank the ones that you believe would be MOST important for community leaders/elected officials to address over the next two years (from most important to least important)

[More Details](#)

Rank Options


- 1 Availability of housing
- 2 Availability of jobs
- 3 Cost of living
- 4 Infrastructure
- 5 Downtown/Public Spaces
- 6 Business friendliness
- 6 Quality of housing
- 7 Recreational opportunities
- 8 Quality of schools

First choice ■ ■ ■ ■ ■ ■ ■ ■ ■ Last choice



16. OPTIONAL: Is there an aspect of the economy not listed above that should be added to the report? If so, briefly describe why you think it is important to the recovery of the canyon communities.

[More Details](#)

 Insights

6

Responses

Latest Responses

2 respondents (33%) answered **Detroit** for this question.



17. OPTIONAL: Is there anything else that this survey has not address that you feel would be important for recovery efforts?

[More Details](#)

 Insights

7

Responses

Latest Responses

*"Cost of rebuilding"*

2 respondents (29%) answered **Detroit** for this question.



# SECTION III: RECOVERY AND RESILIENCY STRATEGY



This section provides an overview of the current economic conditions and strategy for six key areas of focus: Infrastructure & Governmental Services, Built Environment & Community Design, Workforce, Housing, Recreation, and Downtown Commercial Corridor. Many areas of focus are interconnected, and so many topics will be addressed both in their core area of focus and in the other sections when relevant. (For example, the development of a sewer is primarily addressed under infrastructure but will be mentioned in other sections too since it is also a relevant part of those discussions).

The strategies are provided in a “Recommendations” table at the end of each section. These are listed in order according to the timeframe the strategy should be implemented. Short-term strategies should be addressed in the next 1-2 years, medium-term strategies should be addressed in the next 2-5 years, and long-term strategies should be addressed beyond 5 years. Each strategy also has required participants listed alongside them. The list of participants mentioned, and their abbreviations, are as follows:

<b>Participants</b>	<b>Abbreviation</b>
Detroit City Council	Council
Planning Commission	Planning
Detroit City Staff	Staff
Residents of Detroit	Community
Marion County	County
Mid-Willamette Valley Council of Governments	MWVCOG
North Santiam Sewer Authority	NSSA
Companies who provide notification services	Vendors
Consultant	Consultant
Entity/person involved in a specific project	Stakeholder

An important consideration to keep in mind is the pain and suffering endured by those who lost their homes in the fire. Many were uninsured or underinsured due to the sharp increase in housing prices in 2020, leading to limited funds to rebuild. In addition, materials and labor shortages made it difficult for many to rebuild even if they had the financial resources. Others still are dealing with displacement, loss of personal possessions and social support, and other forms of trauma. The physical, psychological, and emotional needs of these families and individuals are difficult to express and are beyond the scope of this strategy. However, the voice and desires of these households should continue to be actively sought as the City rebuilds and those in leadership positions should have their hearts tuned to the needs of these community members.

The strategies outlined in this section are to provide the City Council and Staff a pathway to enhance all aspects of the City—quality of life, job availability, housing, recreation, etc. However, lack of resources may impede the ability to pursue all options. City and County leaders should be tactical in what projects are pursued based on resources available and potential impediments. The City would have to support any added services by an additional revenue source, and projects must have clear end dates and pathways to sustainability before existing resources are spent.



## Infrastructure & Governmental Services

The City of Detroit provides several civic services including water, street maintenance and repair, police, and permitting. Other municipal services (such as police, planning, and fire safety) are provided by Marion County, the Mid-Willamette Valley Council of Governments (MWVCOG), and the Detroit/Idanha Fire District, respectively. The City's budget, and therefore the public services it offers, are limited. This is appropriate given that the City is an independent municipal body over a relatively small population. Community members reported in interviews that they are happy with the City's current menu of offerings.

The County hired Chris Eppley to play a role as the City's quasi-City manager, with one of his primary responsibilities working to improve the City's infrastructure, especially the City's water system. The City is currently working to update its water intake plant.

The primary sources of revenue for the City in 2021 (not including miscellaneous funds) include water bills (\$71,000), franchise fees (\$34,000), licenses, permits, and fees (\$28,000) and state revenue sharing (\$8,000). These values are likely to drop due to the loss of economic activity and population. The City's population will not recover for several years, so the revenue share (based on total population) is likely to drop if Portland State University's estimates are adjusted.

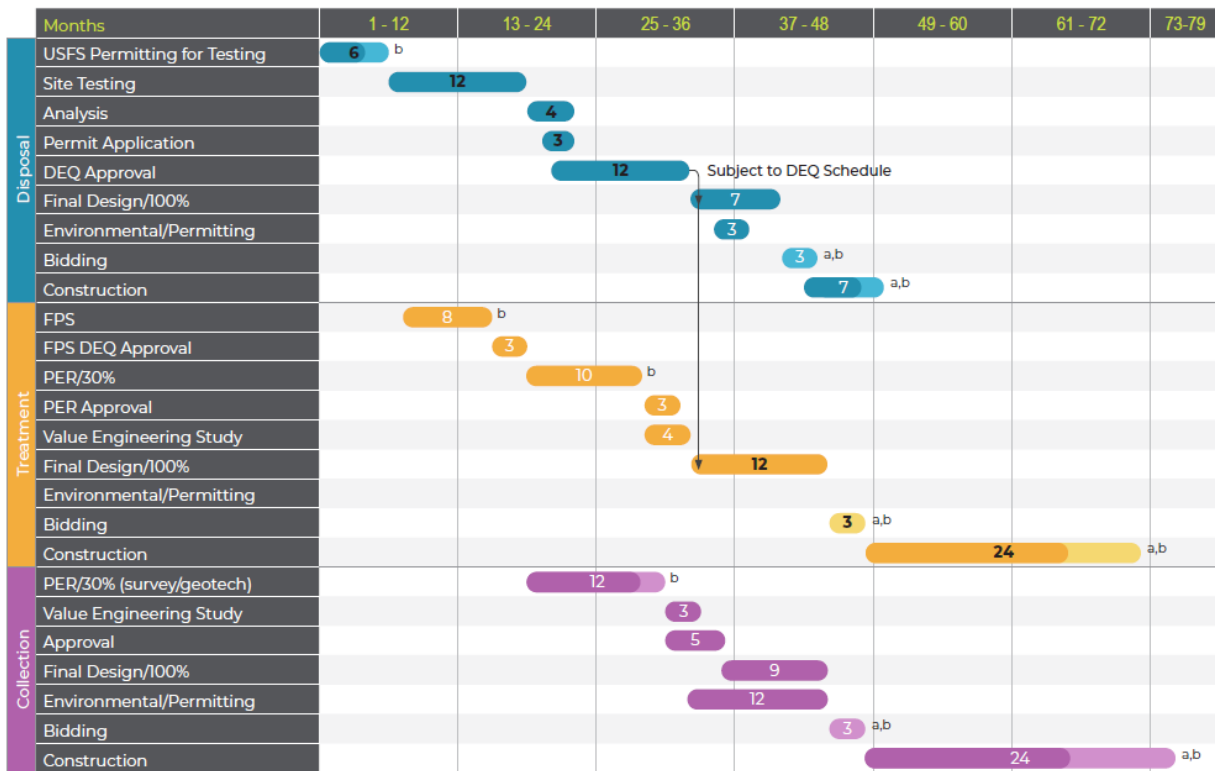
Property taxes provided approximately \$67,000 in 2021; however, this may drop due to the units damaged from the fire. The impact on revenue will be large in the first years as the City rebuilds but will likely increase over the projected revenues as new homes are rebuilt and average home values increase. The City Council should be aware of these impacts and make sure that the City's services are lean over the next few years, but that the budget will become more sustainable over time, likely in the next five to seven years.

Provided that the City continues to receive funds and support from the County and MWVCOG for specific services, the City should be able to maintain its current budget. However, unless alternative revenue streams are identified and pursued, it will be unfeasible for the City to provide additional services in the future. The City will need to be strategic in how it grows and what services are offered, with any new service offerings carefully considering not only the initial cost of setup or construction, but also the ongoing maintenance and repair work that will need to be done. For example, if the City wants to invest in a new park, there must be room in the budget for ongoing expenses such as watering and cutting the lawn, purchasing more wood chips to put in the playground, and staff time to provide monitoring and repairs of equipment.

## Sewer Project

The North Santiam Sewer Authority leads the efforts to bring a sewer system to the canyon. The proposed sewer will have a system shared by Detroit and Idanha, and another system shared by Gates and Mill City. The development of a sewer in the City of Detroit is a project that has been in the planning stages for a long time. There was landmark progress in early 2021 when the state legislature awarded \$50 million to Marion County for sewer construction in the Canyon communities (\$40 million was allocated for the engineering and construction of the Gates and Mill City sewer, and \$10 million was allocated for the engineering, site testing, and interim wastewater measures of the Detroit and Idanha sewer).

There are still many logistics that need to be worked out before construction can begin, and the sewer system for Detroit and Idanha is especially complicated due to the topography. All three of the potential locations under review are on U.S. Forest Service property and will require significant work even before final engineering and facility planning can commence.



**Bold Text** - Indicates critical path in schedule  
 a = Could start earlier, compress, or eliminate this schedule item with CM/GC alternative delivery  
 b = Potential to compress this schedule item  
 ● = Lighter shade represents estimate of potential to compress schedule

Figure 1— North Santiam Sewer Authority Project Schedule for Detroit & Idanha Sewer



### *Sewer Economic Impact*

The lack of sewer constrains economic development because septic system drain fields are a factor limiting both the buildable land and the number of people that can be in the area. Drain fields require space, so take up land that could otherwise be developed for residential and commercial purposes. There is also a limit to how much waste a drain field can absorb, and so septic systems create a natural cap to the number of people that can reside in and visit the area.

Many residents are purchasing and consolidating a neighboring lot into their parcel to have the needed space to build both their home and their septic system. This will reduce housing density, which will have repercussions both on the City's budget and the character of the community.

Once the sewer is constructed, people can subdivide their lots and build a residence on the half-sized lots adjacent.

Detroit's primary economic development potential is establishing itself as a recreation economy (see reasons in the Recreation section). To become a recreation economy, the City needs increased capacity to host visitors—which the development of a sewer provides. If the City remains dependent on septic systems, there is little opportunity for economic growth.

Septic systems are expensive and make housing developments cost prohibitive, so the development of the sewer will also create opportunity for new development of both residential and commercial properties.

- Create policies or incentives that support residents who decide to subdivide and build a second property on their lot as soon as the new sewer makes this a possibility.

### *Sewer Funding*

Even with the state's participation in funding the sewer, as a major infrastructure investment it is critical that the system is utilized appropriately to cover the financing gap. If there are sufficient hookups, the usage fees will provide these funds. Additionally, the more households that are connected the lower the cost will be since each house that is connected helps to offset the overhead costs and support ongoing operating costs.



According to a study by Ragnar in September 2021, 70% of County residents supported the development of a sewer. However, the sewer will not be constructed in the immediate future, so as people rebuild and construct new homes in Detroit, they must build a septic system on their property. This immediate need to build septic systems creates a future challenge, as the recent investment in septic systems will disincentivize many residents from participating in hooking up to the sewer system once it is complete—as they will have a newly installed septic system. Part of the \$50 million the state earmarked for the sewer system can be used to install new septic systems. While this grant funding helps solve the short-term need for waste disposal, it may create long-term challenges unless a strategy is in place to ensure that residents who utilize the septic system grants will still participate in sewer hookups.

The following strategies to encourage or require hookups ensure that there will be sufficient sewer hookups upon construction of the system—enabling the sewer project to move forward without the delays caused by uncertain outcomes.

- Obtain an economic impact study to determine the costs and benefits of a variety of scenarios related to full buildout and resident hookup. This will inform the planning commission of the potential impacts and how the City should prepare for changes post-sewer system.
- Require that residents who utilize grant funding to build a new septic system post-fire to sign up to be connected to the sewer system as a condition of approval for receipt of grant funds. This will help solidify the financial planning for the sewer’s development as it will provide a set minimum of guaranteed participants.
- Provide City residents with information regarding grant programs that may offset household hookup costs.
- Incentivize people to join the sewer system through lottery or discount program. Coordinate with the North Santiam Sewer Authority to plan and implement relevant programs.
- Create an ordinance that requires new builds, as of when the sewer system is nearing complete build out, to hook up to the sewer.

It is important that the City have resources and programs that incentivize hookup planned and ready to launch by the time the sewer is nearing complete construction.

<b>Task</b>	<b>Recommendations – Sewer Project</b>	<b>Timeline</b>	<b>Participants</b>
1.1.1	Commission an economic impact study to determine cost and benefit of a variety of scenarios related to full buildout and resident hookup.	Short	Council, NSSA
1.1.2	Research grant programs that may offset household hookup costs. Prepare a resource packet (brochure and/or webpage) that can be shared with residents that connects them with resources.	Short	Staff
1.1.3	Require residents receive grant funding for new septic systems to sign up to be connected to the sewer system.	Short	Council, NSSA
1.1.4	Incentivize people to join the sewer system through lottery or discount program.	Medium	Council, NSSA
1.1.5	Create an ordinance that requires new builds, as of when the sewer system is nearing complete build out, to hook up to the sewer.	Medium	Council

## Other Infrastructure

### Broadband

Access to fiber internet is both useful to residents in general, and it provides economic development opportunity because it creates the possibility of bringing remote workers to the area. Remote work has shifted from a perk offered by employers to an acceptable mode of working. The trend was accelerated by the COVID-19 pandemic, and remote work is on the rise. Many individuals are finding themselves with options to move anywhere and continue working for their current employer.

Thanks to a combined effort of the City and County, Detroit is fully fibered.

### Water System

A major project underway in Detroit is restoring the water system. The fire in the watershed forces the City to rebuild—but simply rebuilding what was in the previous water system will not meet current State codes and FEMA requirements. The system that is being built must be an ultra-filtration 30-year system.

The City needs a capital improvement plan that will prescribe future updates—based on when the infrastructure is due for renewal and on changes to state code that could potentially impact the community’s infrastructure requirements.

- Continue to focus on rebuilding and improving the water system as needed.
- Create a capital improvement plan that provides a timeline for when infrastructure projects are anticipated.

### City Owned Real Estate

Detroit’s city hall was destroyed in the fire, and the City is constructing a new city hall and community center at 345 Santiam Avenue, the site of the former Detroit High School (demolished 10 years ago).

To the east of the new city hall there is available acreage owned by the City. This real estate asset can be developed and leased to provide an additional revenue source to the City.

- Identify a developer who will (either as part of a public-private partnership agreement or as a contractor) develop a small office complex on the City owned parcel.



Figure 2—Available Acreage near City Hall

Task	Recommendations – Other Infrastructure	Timeline	Participants
1.2.1	Complete improvements to water system.	Medium	Staff
1.2.2	Develop a city owned office complex.	Medium	Staff, Planning
1.2.3	Create a capital improvement plan.	Long	Staff

## Intergovernmental Relationships

The City of Detroit has a well-functioning City Council and good staff—and so they are positioned well to enact development strategies.

Oregon law permits a “unit of local government [to] enter into a written agreement with any other unit or units of local government for the performance of any or all functions and activities that a party to the agreement, its officers or agencies, have authority to perform (ORS 190).” These intergovernmental agreements enable public agencies to provide services and resources in efficient and economic ways that many agencies wouldn’t be able to accomplish on their own due to constrained resources and personnel.

There are a wide spectrum of roles and services that municipalities provide for residents. It is important for community members to understand where to access information on services and who is providing services.

The table below shows a high-level breakdown of how services and roles are divided between the City, the County, the MWVCOG, or other governmental agencies. A clear presentation of how roles are divided enables decision makers to clearly understand sources for each type of public service, identify potential gaps that aren’t clearly defined under a specific steward, and communicate effectively to the public who provides which services.

Service	Provider
<b>Cemeteries</b>	Fairview Cemetery Association
<b>Community development and planning</b>	City of Detroit, MWVCOG
<b>Clerk and records keeping</b>	City of Detroit
<b>Courts</b>	City of Detroit, Marion County Circuit Courts
<b>Economic development</b>	MWVCOG
<b>Education/schools</b>	Santiam School District
<b>Electricity</b>	Pacific Power
<b>Emergency services</b>	Idanha-Detroit Rural Fire Protection District
<b>Environmental protection</b>	DEQ, County
<b>Fire department</b>	Idanha-Detroit Rural Fire Protection District
<b>Healthcare</b>	Santiam Hospital
<b>Housing</b>	City of Detroit, Realtors’ Association
<b>Library</b>	Mill City
<b>Medical services</b>	Santiam Hospital
<b>Municipal courts</b>	City of Detroit
<b>Parks and recreation</b>	City of Detroit, Marion County, State of Oregon
<b>Sherriff’s department</b>	Marion County
<b>Public buildings</b>	City of Detroit
<b>Public transportation</b>	N/A
<b>Public works department</b>	City of Detroit
<b>Senior citizen programs</b>	Mill City
<b>Septic Permits</b>	Marion County
<b>Sewer</b>	North Santiam Sewer Authority

Service	Provider
<b>Social services</b>	City of Stayton (SIT, Wildfire Relief, DMV)
<b>Streets</b>	City of Detroit
<b>Tax/finance department</b>	City of Detroit (water, transient lodging), Marion County (property)
<b>Telecommunications</b>	ZiPLY (DSL/Fiber), Phone Providers (AT&T, Verizon, etc.)
<b>Urban planning</b>	MWVCOG
<b>Waste management</b>	Pacific Sanitation
<b>Water sanitation and supply network</b>	City of Detroit

- Provide information to the public regarding which entities provide which services to create clarity in residents' interactions with local government organizations. Post a list or table similar to the one above on the website and/or it in the City offices.

Task	Recommendations – Intergovernmental Relationships	Timeline	Participants
1.3.1	Make the division of responsibilities between different governmental organizations transparent to the community.	Short	Staff

## Community Engagement

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The 2020 Oregon Wildfires were large-scale natural disasters, and when the fire came through the canyon it was critical to evacuate to protect residents.

### Emergency Plan

To ensure that the community is prepared for any future disasters, the City should coordinate with the County to create an emergency plan. This plan would outline how the City and County will respond to future emergency situations that impact the general community. Scenarios can range from extreme disasters that require evacuation to power outages and severe weather.

- In the emergency plan, categorize types of emergencies as routine (relatively predictable situations) and crisis (novel or unique events that have not been encountered before, or routine events that are developing at unprecedented speed). Outline specific responses to routine types of emergencies (such as power outages or inclement weather), and provide basic guidelines to follow when a crisis occurs.
- Identify for each type of emergency: 1) the people who can do something about the event, 2) the people who are impacted by the event, and 3) any other people who need to be informed about the event.

### Communication System

During emergencies, it becomes essential to communicate quickly and effectively with people who are impacted by the emergency. The City and/or County should establish a new emergency warning mass notification system. There are a wide variety of providers for a simple yet powerful technology that sends alerts directly to residents' cell phones.

Mass notification systems can be used for a wide variety of scenarios, as alerts can be customized and provide specific details about the disaster and, when needed, include specific instructions on how to respond (e.g., “evacuate via specified road by specified time”). Alerts can be sent as text messages and as pre-recorded calls, enabling every person in the community to be contacted instantaneously.

Some communities have people register for their mass notification system. Alerts through the registered list would go to residents according to a specific tier of announcement type (such as electrical outages). A secondary tier would be for all phones within a geo-fenced disaster area, and these alerts (such as a wildfire) would go to all phones within the specified area.

- Use a mass notification system that is fully hosted by the vendor requiring no hardware, equipment, storage, etc. by any agencies in the County. A web-based system enables the City or County to access the system via a secure internet connection from any computer, tablet, or smart phone to send out alerts and notifications.
- Request proposals from potential vendors with information on program implementation and cost.
- Determine if this service will be offered by the City or the County.

### General Updates

In addition to emergency alerts, it is a best practice for local governments to ensure that community members are kept up to date on local happenings via the community’s social media page and/or via regular newsletters.

- The City of Detroit already has many page followers on Facebook, and the City posts updates about online access to City meetings and other events regularly. This is an excellent practice to continue.
- Newsletters are used by many communities to ensure that residents are in the loop regarding civic updates, community events, and local resources. Newsletters can be mailed to residents, included in utility bills, or sent via email (a signup link can be posted on the City’s webpage). Since limited staff makes monthly newsletters less feasible, send out a quarterly newsletter.
- For community resiliency, homeowners should be informed about requirements and resources they can use to create Firewise Defensible Space around structures and infrastructure—as recommended in the Detroit Firewise Action Plan (May, 2017).

Task	Recommendations – Community Engagement	Timeline	Participants
1.4.1	Identify a selection of providers for direct cell phone alert systems.	Short	Staff, Vendors
1.4.2	Coordinate with County to select and contract with a provider for a direct cell phone alert system.	Short	Council, County,
1.4.3	Create and distribute a citywide newsletter.	Quarterly	Staff
1.4.4	Coordinate with County to develop an emergency plan.	Medium	Council, County, Community



## Built Environment & Community Design

According to the American Planning Association, community character refers to the distinct identity of a place. It is the collective impression a neighborhood or town makes on residents and visitors. People often choose the places they live and spend their leisure time based—in part—on their perceptions of community character. Community character is tied to the natural and built features that shape a city's identity.

According to the 2019 American Community Survey, 63% of the housing units in Detroit were single family detached structures, 8% were mobile homes, and only 0.3% were RVs. The 2020 fire burned down 325 structures in Detroit, and as emergency housing many people across the City are now living in RVs on their property. While these RVs are intended to be short-term housing, many members of the community are struggling to navigate the challenges surrounding rebuilding (including, but not limited to, insurance and FEMA payments, permitting, planning, financing, and hiring a contractor).

The drastic change in the community's appearance due to the high number of RV housing units is a cause of concern for many community members. They fear that what is used as a temporary solution may turn into a new status-quo.

Times of crisis can result in unwanted shifts to community character if measures are not in place to prevent the short-term solutions from becoming normal. The built environment, made up largely of residential structures, is an important aspect of the City's character.

The City is responsible for ensuring that temporary measures do not become permanent. However, the difficulty of rebuilding will only be exacerbated if extra requirements or pressures are placed on community members who are struggling to rebuild. Therefore, the City must carefully navigate the balance between the long-term development and short-term rebuilding efforts.

## Code Enforcement

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Code enforcement is how a community ensures that residents' health, safety, and welfare are protected and that the community does not suffer from blight and hazardous conditions.

### *Temporary Codes with Sunset Clauses*

While the community recovers from the tragedy, adjustments to the City's code can accommodate the needs of those whose homes were destroyed, such as allowing different size or type of structures on properties.

These measures could allow an unintended surge of low-quality development that can easily turn into blight if not given a clear sunset and combined with strong property maintenance requirements. To avoid blight, the City needs to be as forgiving and flexible as possible to impacted residents, but clear that these allowances are temporary and that the codes will return to normal as soon as the recovery stage has been completed.

The City will need to identify what temporary code adjustments can be made to remove the burden of meeting strict regulations, while ensuring that blight is kept in check and health and safety are prioritized. A best practice of disaster recovery is to ensure that measures put in place to assist with rebuilding do not cause undesired long-term impact. Sunset clauses are an excellent way to guard against this negative impact.<sup>3</sup>

As mentioned in an earlier section, after lots are merged, there is no guarantee that property owners will later chose to subdivide their parcels and allow for a greater density of housing to be built. This also creates concerns regarding how the potential combination and subdivision of parcels will impact street layouts and storm water improvements. The Planning Commission will need to take this into consideration and evaluate how these factors impact the approval and permitting process for subdivision of parcels.

### *Code Audit & Update*

An ordinance or code is a primary means of interface between the City and the public regarding development. Community members and developers often judge cities by how easily they can utilize the code, both for development and ongoing compliance. Codes address elements such as zoning and land use, subdivision, landscaping, stormwater, streets, sidewalks, and signage.

Detroit's ordinances have been developed in a piecemeal fashion, and although the MWVCOG assists the City with land use data and has updated a few of the City's codes, most of the codes have not been updated for 15 years. There are some gaps that ordinances do not currently cover (such as grading), and over time discrepancies have made their way into the City's code. There are two major issues with inconsistent ordinances:

1. Fragmented municipal code requirements make code enforcement is a challenge. The lack of clarity regarding expectations makes it difficult both for the City to enforce, and for residents to know what they need to do to be compliant.

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<sup>3</sup> ORDINANCE NO. 266 that was passed February 2021 and has a sunset clause of September 2025 is an excellent example—it allows use of RVs as temporary/transitional housing and provides allowances for accessory structures.



2. Discrepancies in the code is a liability to the City. When asked to comply with code, if a resident can find contradictory ordinances, they can use the discrepancies to dispute citations.

It is challenging for small communities with limited staff to keep up with code updates and ensuring consistency. To address this issue the City should first conduct a code audit, and then make revisions and updates as needed.

A code audit identifies discrepancies, gaps, and changes needed to ensure that local development standards align with the community's goals and priorities in the local social and market conditions. The audit should also review the City's code-enforcement strategy and its efficacy. The code audit is not a rewrite of the code—but the report should present language that could be the basis for some immediate amendments to correct key pressing issues, and it should serve as a guide for City staff and decision-makers as they work to implement incremental changes to the Land Use Code as resources allow. Steps include:

The code audit could be completed by a consultant, or by an audit team with partners from the City, County, and MWVCOG staff who oversee planning and zoning, code enforcement, public works, and emergency management. Also include elected officials, development professionals, key business leaders, environmental organizations, and citizen groups.

1. Gather the plans, ordinances, and other regulations that relate to development and land use.
2. Evaluate your codes against a model or benchmark. Remember that there is no one-size-fits all approach, and that what works in another community may not be appropriate for Detroit. Further, how Detroit measures up is influenced by the City's particular challenges and goals.
3. Determine which areas of the code should be targeted for change. Prioritize recommended changes and identify the low-hanging fruit: those amendments that will be easiest to implement logistically and/or politically.

The next phase in this process is to complete a major rewrite of the code. With your code audit and a prioritized list of changes in hand, convene a taskforce to oversee the code amendment process, or—if recommended by the audit team—create a Unified Development Ordinance. The taskforce should consist of the initial audit team, plus additional key players as appropriate. This team will review the audit, create a formal prioritized list of code amendments, oversee the development and adoption of new regulatory language or standards, and conduct public outreach (as needed) to address stakeholder concerns and build buy-in.

To consolidate and simplify the development process, it is not uncommon to locate all ordinances related to development into one well-designed, simple to read, illustrative document known as a Unified Development Ordinance.

### *Wildfire Resistant Ordinances*

The community will be more resilient in the face of future wildfires if the City adopts wildfire resistant home ordinances. Decades of research and post-fire assessments have provided clear

evidence that building materials and design, coupled with landscaping on the property, are the most important factors influencing home survivability during a wildfire.

According to Headwater Economics, “A new home built to wildfire-resistant codes can be constructed for roughly the same cost as a typical home. Costs vary for retrofitting an existing home to be wildfire-resistant, with some components having significant expense; these costs can be divided and prioritized into smaller projects.”<sup>4</sup> Technology and standards exist today to make communities safer.

- Adopt wildfire-resistant building codes to reduce the City’s vulnerability to wildfire. Require new home construction to meet wildfire-resistant standards to prevent potential future fires from causing as much devastation in the community.

Task	Recommendations – Code Enforcement	Timeline	Participants
2.1.1	Code enforcement in the short term should focus on keeping blight at bay, however the City must be sensitive to the reality that residents are overcoming huge challenges post fire.	Short	Staff
2.1.2	Conduct a code audit.	Short	Staff or Consultant
2.1.3	Ensure that all wildfire recovery changes to code are temporary solutions that have a sunset clause. This will prevent unwanted permanent affects to the built environment.	Short	Council
2.1.4	Rewrite code as needed based on the code audit. Potentially create a Unified Development Ordinance. Include wildfire resistance code requirements.	Medium	Council, Staff, or Consultant
2.1.5	Once the community recovers from the fire resume regular code enforcement activities and enforce sunset codes.	Medium	Staff

## Zoning

The City of Detroit is landlocked by Forest Service property to the East, and by Detroit Lake to the North, South, and West. Therefore, the total land within the City cannot be increased, making land use decisions critical—development decisions must focus on what the highest and best use of any parcel is. Once development occurs, there is little flexibility to change the use of a parcel. Highest and best use is determined based on what is Physically Possible, Legally Permissible, Financially Feasible, and Maximally Productive.

Each community in the canyon has different land use dynamics, and the highest and best use of land in one city is not necessarily the same as the highest and best use of land in the neighboring cities. For example—many stakeholders expressed the desire for some type of industrial development in the area. Idanha is well situated for, and has land prices appropriate to, industrial uses. The land in Detroit is better suited to residential and commercial uses—such as services and recreation—due to its proximity to the lake. The lake is an asset that automatically brands the community and draws people to visit and locate in Detroit—however it

<sup>4</sup> <https://headwaterseconomics.org/wp-content/uploads/building-costs-codes-report.pdf>

also raises the land value, therefore making it more productive and financially feasible to ensure zoning fulfills the needs for residential and commercial land use.

### *Residential Zone*

The Three Basin Rule requires specific water-quality standards for the area, and when the Three Basin Rule was adopted in 1977 the existing homes in Detroit were grandfathered into compliance and so were not required to update their septic systems. The fire destroyed many of these homes, and now the new homes that are built must now comply with the Three Basin Rule fully, which entails either a larger septic drain-field sizes than homes previously used, or an advanced treatment septic system (which are very expensive—\$35,000 or more). Unless a property owner wishes to install an advanced treatment septic system, the existing lots are too small to accommodate a home and the drain field. *Until the sewer system is developed it is neither physically possible nor legally permissible to rebuild the all the homes that were in Detroit before the fire without homeowners incurring significant cost.*

Many homeowners are buying neighboring parcels and combining them to create lots large enough to build a home and new septic system. This results in a net loss in the total number of homes that it is physically possible to build in Detroit. A sewer removes the need for drain fields, and so the housing stock can only fully recover from the disaster after the sewer is built.

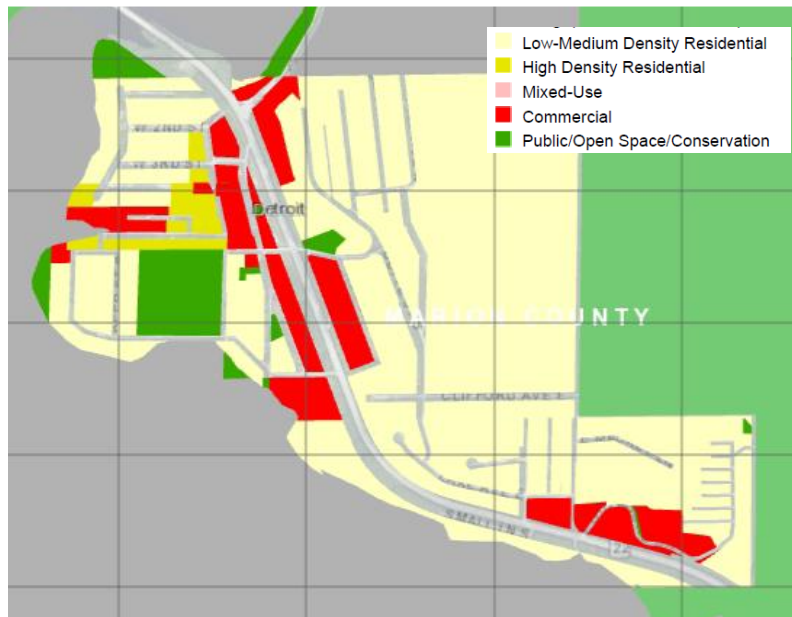
This creates a complex challenge—the development of the sewer is dependent upon the system’s ongoing maintenance costs being covered by usage fees. If there aren’t enough homes connected to the system, the cost of maintaining the sewer is unfeasible. The usage estimates are based on the existing housing stock or the number of potential parcels, and a solid use-case requires a base level of density before the economics of building the sewer are feasible. Therefore, the timeline for the sewer’s development becomes critical—if is developed soon enough there may still be enough parcels for constructing the needed number of homes to balance the long-term costs. The longer it takes to develop the sewer, the more parcels will be consolidated to allow for rebuilding homes that are compliant with the Three Basin Rule—decreasing the feasibility of the sewer ever being developed.

Detroit is a desirable place to live, as a mountain and lakeside community, if there are homes built it is anticipated that people will move there. With a sewer the City’s population could easily grow. The primary hurdle is knowing if the property owners share the vision and have interest in participating in increasing the density of housing.

### *Commercial Zone*

Residents of Detroit expressed interest in a better downtown commercial environment, and they are supportive of a thematic built environment—many cited the City of Sisters as an example of a community they admire with themed development. To achieve the vision of a downtown commercial corridor, especially a thematic one, the City needs to facilitate the appropriate developments in a specified downtown through changes to the zoning code.

Zoning for a multi-use downtown will also benefit the community through increased property value and taxes that support the City. A 2012 study by the Sonoran Institute revealed that “downtowns and other mixed-use centers efficiently produce tremendous value in tax revenue, particularly in comparison to big-box retail outlets and strip malls. In terms of dollars per-acre, mixed-use, downtown parcels bring in, on average, five times the property tax revenue as conventional single-use commercial establishments on the outskirts of town.”



SOURCE: OregonExplorer.info

Figure 3—Zoning Map of Detroit

Establishing an area as a downtown in the zoning code ensures appropriate development occurs in the area. City leaders and staff will be prepared to respond to permit requests for development, ensuring new developments align with the vision for the downtown.

- An area needs to be specified and zoned as a downtown commercial district. A recommended area that is already zoned commercially is Detroit Avenue from D Street to Forest Avenue (discussed further in the Downtown Commercial Corridor section).
- The zoning code should specify use and/or design principles.
- Ideally, housing in the downtown area would be limited to the upper floors of mixed-use developments to achieve the vision of a walkable and vibrant downtown. When there are residential properties interspersed on street level, it decreases the long-term likelihood of a commercial downtown ever becoming a reality.

To support the development of a themed built environment as desired by residents and stakeholders, consider using Form Based Code instead of Euclidean Zoning within the specified downtown.

Euclidean Zoning is standard practice across America and divides developments based on uses, such as residential, commercial, industrial, etc. This zoning enables municipalities to avoid many negative effects of placing incompatible uses next to each other (such as industrial noise in a residential neighborhood). However, Euclidean Zoning allows for large variations in design, so the built environment is not restricted to a cohesive style. Specifying that a zone is for ‘mixed-use’ development will not necessarily fulfill the vision of what the community desires in the area when development is complete. To address this dilemma, many municipalities use a hybrid zoning code to carve out a section of the community where Form Based Code Zoning applies.

Form Based Code regulates design elements rather than use. Therefore, it will specify the size, style, and placement of buildings (one-story, 1,000 SF) instead of the use (industrial).

Form Based Code zoning is more prescriptive than Euclidean Zoning (which specifies the use, minimums or maximums in height, setback, etc.) and requires specific ranges for height, bulk, setbacks, and minute design details like signage, landscaping, and architectural ornamentation. These requirements define the physical character of development. Form Based Code zoning is a tool ensure developments contribute to a vibrant mixed-use walkable commercial core.

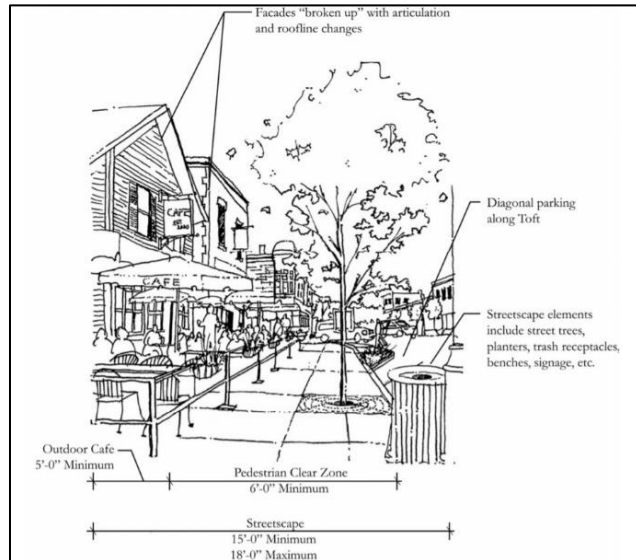
According to the Chicago Metropolitan Agency for Planning,

“Comprehensive form-based codes have the potential to encourage and facilitate development more effectively than conventional regulations. Form-based codes are often easier to follow than conventional codes and ultimately more comprehensive, providing municipalities and potential developers with a system that...is more transparent, predictable, and thorough. As an added benefit, the need for review by a discretionary body such as a planning commission or design review board is often eliminated.

In addition, form-based codes typically—but not always—reduce regulation of what uses are allowed within buildings. This can expand the potential market for new development and result in structures that are more adaptable to different kinds of tenants, today and throughout the evolution of the community.”<sup>5</sup>

The Form Based Code zoning would specify building types and development regulations regarding configuration and features, and it would specify street types and parking, width, and other features. This ultimately enables the community to “brand” the commercial center area with a specific look and feel, which improves the area’s ability to attract businesses and visitors.

- Establish Form Based Code zoning to cover the downtown to ensure that new developments accommodate the variety of uses desired for the area while guaranteeing that development also supports the lifestyles, transportation alternatives, social interactions, and visual appeal which will make this area vibrant.
- Codes are only as effective as their enforcement. In addition to refining the codes to support the desired design and feel of the downtown—prioritize enforcement of the codes.

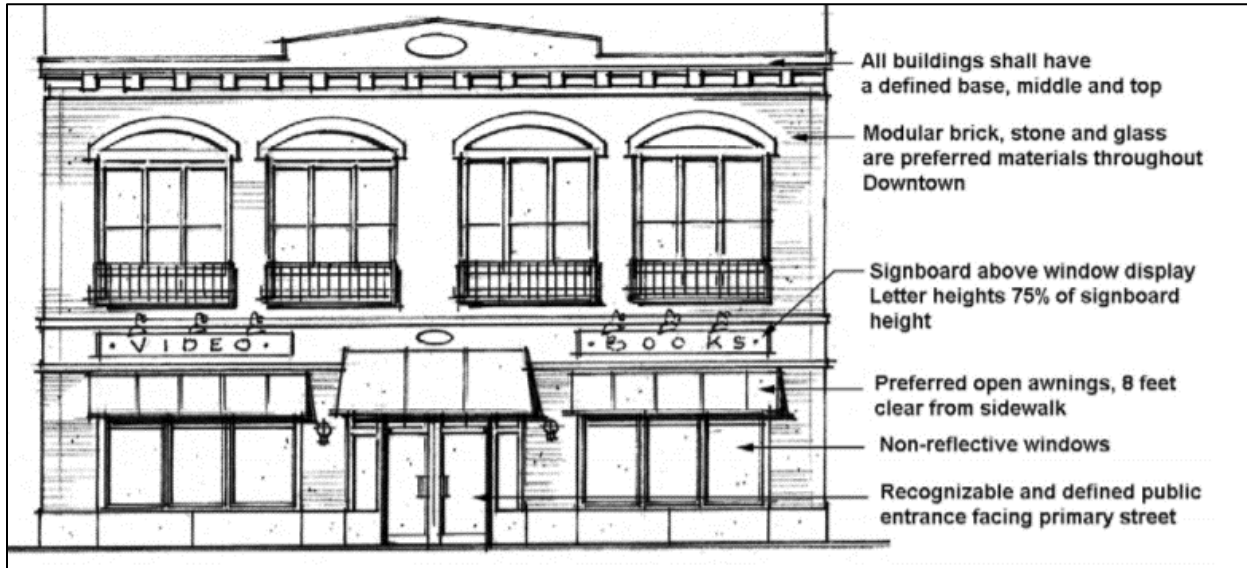


SOURCE: Downtown Antioch FBC

Figure 4—Example FBC Streetscape Design

<sup>5</sup> “Form-Based Codes: a Step-by-Step Guide for Communities”, Page 11.

Task	Recommendations – Zoning	Timeline	Participants
2.2.1	Review the zoning map and ensure that areas are zoned according to the principles of identify highest and best use.	Medium	Staff
2.2.2	Create downtown specific zoning to facilitate the growth of a central business district.	Medium	Staff, Council
2.2.3	Conduct comprehensive zoning update to prepare for mixed-use development.	Long	Staff



SOURCE: Downtown Antioch FBC

Figure 5—Example FBC Façade Design



## Workforce

There are very few jobs located inside the City and only a handful of businesses. This means that most residents commute to other municipalities for their livelihood. The employment opportunities that are available locally are in the service sector, at places such as restaurants and hotels.

### *Workforce Housing*

According to local stakeholders, people choose to live in Detroit primarily for access to the lake and the recreation and scenery it provides, or because their family is from the area and/or they have a personal connection with the community.

Community partners expressed interest in a future workforce housing in Detroit. There are only a few major employers located in or near Detroit, so it is unlikely that there is much need for workforce housing. Before pursuing a workforce housing project, the City would need to identify:

1. Who are the workforce participants that a workforce housing project would support?
2. Where do the workforce participants currently reside?
3. Do the workforce participants need or want housing specifically in Detroit?

Note: Workforce housing requires a multi-unit or high-density development to be both financially feasible and maximally productive, however a high-density development is not physically possible until the sewer is developed—since the size of the drain field would be prohibitively large. So, this project is dependent on the development of a sewer.

While service-based jobs—the type that are primarily available within the community—do traditionally receive lower wages and therefore are often benefited by workforce housing, there may be alternative places within the canyon that are better suited to meeting the workforce housing needs. If the cost of commuting from Gates or Idanha is lower than the cost of living in Detroit, even with workforce housing, living in the other communities will likely remain the preference for workers. Idanha, Gates, and Mill City may be better situation for long-term workforce housing; however even if that is the case Detroit can still pursue options for seasonal bunk housing that would fit the specific needs of the temporary summer workers. (This would

include concepts such as tents, yurts, and RVs.) These short-term housing solutions may be suited to Detroit because they would not take land from currently zoned housing parcels.

- Conduct a survey of the workforce, specifically targeted at employees of Breitenbush, Hoodoo, the timber companies, and any other major employers in the area. Make sure that this survey is broad enough to discover not only what their housing needs are, but if there are additional challenges faced by the workforce that are not seen or anticipated by the community at large. Additionally, ensure the questions regarding housing are not prescriptive leading only to a “yes” or “no” concerning workforce housing—perhaps there are other housing needs or challenges that would be served more through another type of program (for example, an affordable home loan program).

### *Business Advisory Council*

Some employers are frustrated at challenge of hiring since their wages need to offset commuting costs, which demonstrates the possible benefits of local workforce housing.

A Business Advisory Council could provide input on the need for workforce housing along with a variety of other workforce and business-related concerns that may crop up. Input from this group should be considered as a key business retention and expansion interactions.

- Coordinate with the County and MWVCOG to convene a Business Advisory Council of employers both in Detroit and the surrounding area. This group should include business owners and managers from mid-to-large size employers.
- Have the Business Advisory Council and City, County, and MWVCOG representatives evaluate the workforce housing survey findings and identify appropriate strategies to address the needs revealed by the survey.
- Establish recurring Business Advisory Council meetings so that other needs and opportunities can be discussed over time. Have representatives from either the County or MWVCOG at each of these meetings to facilitate the discussion and report back to local and regional local governments on what concerns and opportunities are shared by these major employers.

<b>Task</b>	<b>Recommendations – Workforce</b>	<b>Timeline</b>	<b>Participants</b>
3.1.1	Survey employees of local mid-to-large size businesses to better understand workforce needs.	Short	County or MWVCOG
3.1.2	Respond to workforce needs revealed in the survey. Identify what code, policy, or projects are feasible for the City, County, or MWVCOG to undertake to address these needs.	Short	Staff, County, MWVCOG
3.1.3	Create a Business Advisory Council, which formalizes a way to collect ongoing input from local business owners.	Medium	County or MWVCOG, Chamber
3.1.4	Hold Business Advisory Council meeting.	Annual	County or MWVCOG, Chamber





## Housing

There are two distinctive groups of people living in Detroit, those who are invested in the community and have lived in the area for a long time, and those who are investing in the community by developing new houses. The City has idyllic scenery and easy access to the lake, making it an attractive location for affluent individuals to build a second home. The fire cleared space that created more land with views of the lake—and has led to an increase in the trend for construction of second homes by new people coming into the community. Additionally, many investors see the opportunity in Detroit and are building speculative homes to sell.

The issue is that post-fire, there are residents (some with low incomes) who need to rebuild but who are facing inflation in land pricing combined with supply shortages. This is not the only hurdle faced by community members seeking to rebuild—as discussed in prior sections of this document—much of the same housing that existed before cannot be rebuilt post fire without the sewer. Many units that were surveyed were not compliant with the Three Basin Rule, and new housing developments are not permitted to use the grandfathered septic tanks that were previously on those lots. This is forcing property owners to consolidate parcels, further decreasing the overall total number of houses that can be built in Detroit and increasing the shortage of land, which pushes up the price of land.

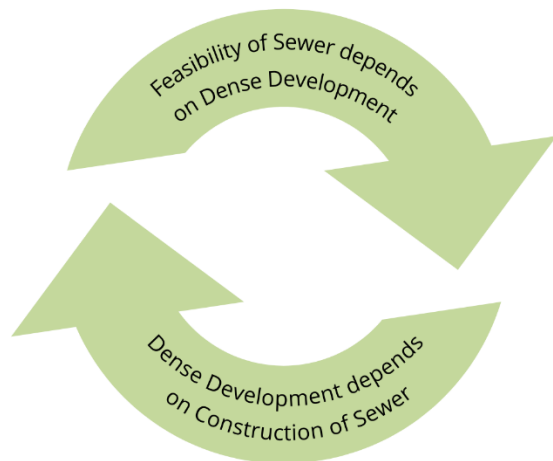
Additionally, after the fires FEMA updated the floodplain zone. This update added 42 lots to the floodplain area—further complicating the possibility of rebuilding on those parcels.

This combination of land value inflation, change in septic system (and therefore property size) requirements, and new floodplain considerations makes it very difficult for lower-income residents to rebuild.

It is important for the City to understand and address the legitimate needs and wants of both the invested and investing groups. It would be both very difficult and counterproductive to try and control the housing market. There are, however, policy tools that the City can utilize to mitigate some of the market externalities and their undesirable impacts.

The concern regarding loss of the community's identity will be abated by establishing temporary policies—codes with sunset clauses as mentioned previously—that allow people to continue to live in temporary housing (such as RVs, state park housing, tiny homes, etc.) so they can continue to work their jobs and reestablish themselves in permanent housing in the community. Short term code enforcement should deal more with trash and debris than housing character.

As the codes are nearing their sunset, the community should be well informed of requirements and deadlines by which their housing must comply with the City’s regular ordinances.



Density will make the largest impact in restabilizing the housing market and reducing the cost of homeownership. Increasing housing density is dependent upon the development of a sewer, so the strategies to support an increase in housing density must be timed according to the sewer’s development.

Improved density will also promote general economic vibrancy because the economic base of the community will be wider and more people will be in the City at any given time. This will be critical to the feasibility of maintaining the sewer system and important to the City’s overall health and sustainability.

When the sewer is under construction the City can support dense development as they:

- Enable people to subdivide their lots to allow for more homes to be constructed in the City.
- Review and adjust building codes to nudge construction of multifamily apartment units. (Some communities promote high density and smaller units by providing incentives or requirements that push developers to construct a certain number of multifamily units, town homes, or other dense housing type to ensure a variety of structures.) The more variety in the types of housing on the market the more options are accessible to the local workforce.
- Obtain select parcels and then release requests for proposals to developers so the City can control the specific type of development that can occur on that land.
- Facilitate the subdivision of lots to ensure the success of the community, especially after the sewer system is constructed and lots are better able to accommodate multiple units without the parcel sizes required with septic systems.

Task	Recommendations – Housing	Timeline	Participants
4.1.1	Ensure that there are temporary policies that allow people to continue to live in temporary housing so they can continue to work their jobs and reestablish themselves in permanent housing in the community.	Short	Council
4.1.2	When sewer is under construction, review and adjust building codes to nudge construction of multifamily apartment units.	Medium	Council
4.1.3	Promote high density and smaller lots to ensure a variety of home types to make housing accessible to the local workforce. (Dependent on the development of the sewer.)	Long	Staff
4.1.4	Enable people to subdivide their lots to allow for second home to be constructed. Make available via ordinances and simple as they work through the administrative process.	Long	Council, Staff



## Outdoor Recreation and Tourism

The City's location is its most defining feature—providing beautiful scenery and access to water-related recreation opportunities throughout the year. In the summer months, there is an economic boost as the marinas are occupied and visitors and second homeowners come to the area to enjoy this unique asset. While the lake is one of the major draws to the area, the lake's levels have been much lower in recent years, causing severe impacts to the City's businesses and has even risked the viability of the City as a location for second homeowners.

Improving the City's outdoor recreation offerings is a major part of the community's economic vision. The City can play a vital role through investing in its outdoor recreation assets that are used by all residents of the community. As shown in the results from the first public forum, a major reason for living in Detroit versus any other city are related to its proximity and access to the outdoors (see graph on page 19, where 11 of the 14 responses to what people loved about Detroit were location- and/or recreation-related responses).

The Canyon's economy has historically revolved around the logging and milling industry, however with that industry's decline further exacerbated by the protection of the Northern Spotted Owl (1990), Northwest Forest Plan (1994), and Omnibus Parks and Public Lands Management Act (1996), it was important that the region make strides in economic diversification. It is important for the City to facilitate economic diversification by partnering with local industry leaders and regional entities, such as the County and MWVCOG.

The City of Detroit is likely to see more economic growth from focusing on developing its outdoor recreation industry. Investment in the outdoor recreation economy is more than just placemaking—it is facilitating new businesses and additional visitors to the community. The City can benefit directly from any increase in visitation thanks to its local transient lodging tax. It can also benefit through the adoption of parking fees for its tourism-based assets.

Outdoor recreation is a rapidly growing industry. In 2020, Oregon's outdoor recreation industry generated 69,624 jobs and \$3.1 billion in wages and salaries.<sup>6</sup> Detroit has incredible proximity to Detroit Lake, which is a one-of-a-kind outdoor recreation asset that is the driver of the most-visited state park in Oregon—however, the lake it is not the only outdoor recreation asset. As

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<sup>6</sup> BEA 2020 Outdoor Recreation Satellite Account <https://outdoorindustry.org/wp-content/uploads/2015/03/ORSA-Oregon.pdf>

the City supports the growth of outdoor recreation, it is important that other assets are also developed and promoted to facilitate outdoor recreation in all four seasons.

The question that should guide discussions around outdoor recreation should revolve around the economic returns on investment. Knowing that the City's budget for projects is quite limited by its size and small staff, where is investment going to drive the highest returns?

## Detroit Lake

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Detroit Lake is seen by the population as the main driver of economic success. The Lake was a primary topic in stakeholder and community visioning input, and the City's economy is heavily tied to the Lake. Most of the business activity occurs during the months where the lake levels are high enough to support crafts docked to the marinas, driving many second homeowners to the area for easy access for several weeks. When the lake levels drop, as they have for several of the recent years, the City's economy is negatively impacted. Many community members claim that keeping the lake levels higher for more weeks is the single-best thing that could be done to improve the local economy. This was supported by ECONorthwest's 2019 study, where the researchers found that for every foot drop in water level below full pool, visit days declined by two percent and that each acre-foot of water in Detroit Lake for reservoir recreation use had an economic impact of \$11 per month. However, increasing the lake levels is extremely difficult due to the other concerns that factor into the decision of the Army Corps of Engineers to lower the lake levels; and the economic impacts to the City are unlikely to change this. Working through these issues with the Army Corps of Engineers and other stakeholders is complicated and has no guaranteed outcomes, so the main question needs to again be asked: where is investment going to drive the highest return? Is it better to spend a dollar on lobbying to get the lake levels increased or on investing in reactionary measures and other recreation assets? The opportunity costs favor the latter option.

There are investments the City can make to mitigate the impact of the lower lake levels. These include:

- Improve facilities that enable access to the lake. Increasing the length of the boat ramps would make it possible for them they can still be used with lower lake levels.
- Excavate the marinas so boats do not need to be pulled as quickly. This should help keep the City's economic driver functioning as well as possible given the current constraint of the lake level being so low.

## *Army Corps of Engineers*

Congress authorized the construction of dams to reduce the risk and damages from flooding. While flood damage reduction remains the dams' highest priority authorization, the Army Corps of Engineers (who controls the dams) may also release water from these projects for additional uses, such as irrigation, municipal and industrial uses, water quality, fish and wildlife enhancement, and recreation. The Corps owns and operates 11 dams (with two re-regulating dams) and storage reservoir projects in the Willamette River Basin.

- There is an opportunity to engage with the Army Corps of Engineers to increase the Lake's fill level. The Corps is currently undertaking a planning process that is still in the early phases and will take several years to complete. The City should participate in this

planning process as much as possible and ensure that the economic impacts are considered within the Corp's strategy.

- Be aware that the environmental and political crosswinds are very strong and will likely lead to a suboptimal outcome for the community regarding the raising of lake levels. If the lake levels are not raised through the Corp's planning process due to these outside forces, seek legislative actions that can—at the least—help recompense the community for the significant negative impacts that the City is receiving as a result of the Army Corp's decision.

### *Increasing Activity and Usability*

The water levels were already so low as of late July in 2021 that the docks had been grounded. Stakeholders revealed that the marinas had only been open for a few weeks before residents were told that the boats needed to be pulled, resulting in one of the worst seasons in recent years. One of the best ways to increase activity at the marinas is to excavate the earth under the marinas so boats can remain there for longer.

Several ideas were proposed by community stakeholders for how to utilize the excavated earth to provide additional benefit to the City. These include:

1. Use the earth to create a land bridge to the island.
2. Repurpose the earth to assist with drainage for the sewer system.
3. Add a beachfront area to the Detroit Flats Day Use Area (discussed in additional detail below).



*Figure 6—Photo of Detroit Lake Marina taken in late July 2021*

Each of these ideas are suitable for providing economic development both due to the benefit of excavating the marinas and in how the excavated land is used. Community members participating in the visioning process did not show a strong desire for one concept over the others.

Excavating the marinas will help lengthen the recreation season but doing so is difficult given the City's resource constraints. Utilizing outside funding will be a critical component of pursuing this project.

- Perform an impact comparison between the projects to understand the best project alternative. Conduct initial outreach to potential grantors and see if they consider one project type more favorable than others in its competitiveness for funding.
- Pursue federal funds and state funds to support the excavation of the marinas. Present the need for this project in relation to how it supports the community's economic development goals.

## Beachfront Development at the Day-Use Park

The City could use the excavated earth to make improvements to the Detroit Flats Day Use Area. The Day Use Area has parking, a nature trail, and some other amenities such as toilets, trash cans, and picnic tables. However, the park does not include a proper beachfront and access point.

Adding a beachfront to the Day Use Area would greatly increase the value of this area as a community asset, improving its appeal to both residents and visitors—and potentially drawing additional visitors to the City. The beachfront amenities should focus on business opportunities (i.e., seasonal popup restaurants) to best qualify the park for federal funds. Another way to connect it to business opportunities is to develop a larger masterplan that connects the park to the downtown corridor.

The impact of extending the marinas' use (thereby saving and/or creating new jobs) and the new use of the moved earth should tell a compelling story that will make the project competitive.

Funding sources that the City could pursue for this project include the EDA's Public Works and Economic Adjustment Assistance (PWEAA) program, or the USDA's Rural Business Development Grant (RBDG) program. Both programs are flexible and can pay for studies and implementation, making them ideal for the multiple phases that this project will require. This should be done as soon as possible to maximize the amount of activity at the marinas, speed the recovery efforts, and improve local business vitality.

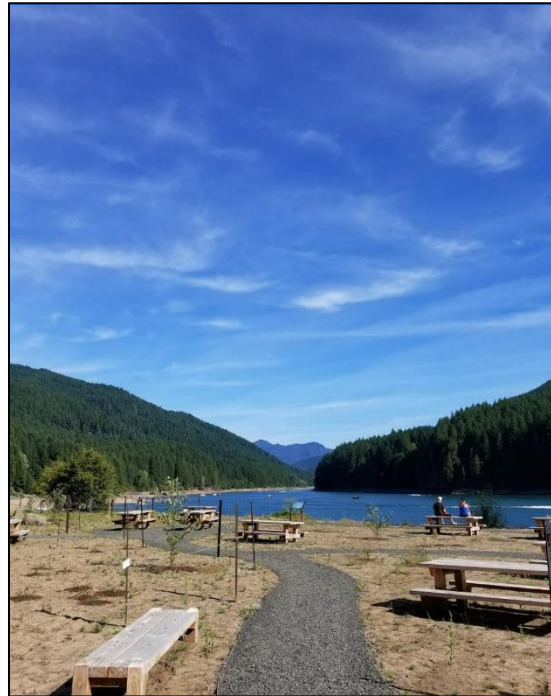


Figure 7—Detroit Flats Day Use Area

## Additional Concepts

Two additional concepts to improve use of the lake are as follows:

1. Add a live feed of the lake. The live feed will allow potential visitors insight into the lake level and current utilization, incentivizing some to go to the lake to recreate when they believe that they can have a lot of lake to themselves. It can also help regulate days where the lake is overutilized, preventing overuse of the State Park's boat ramp and parking areas.<sup>7</sup>
2. Install better wayfinding for tourists. Wayfinding signs will help people know how to access the lake, especially from the downtown area. This wayfinding signage can

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<sup>7</sup> An example is the live webcam feed used by Hoodoo Ski Resort <http://skihoodoo.com/the-mountain/webcams/>

improve the experience of visitors who are visiting the area for the first time—increasing their likelihood of returning to the City to recreate again.

Task	Recommendations – Detroit Lake	Timeline	Participants
5.1.1	Add wayfinding signage to create a gateway to the lake.	Short	Staff
5.1.2	Excavate the marinas and move the dirt to the day-use park to create beachhead with services. Connect it to the downtown.	Short	Staff, Contractors
5.1.3	Install a live webcam of the lake, make feed accessible online.	Short	Staff
5.1.4	Engage with the Army Corps of Engineers to increase the Lake’s fill level.	Short – Medium	Staff, Council, State Agencies, Federal Partners

### Diverse Recreation Economy

The City’s dependence on the Lake to drive its recreation economy puts the City at economic risk. Draining the lake (as was proposed in early 2021 to make improvements to the dam), pollution, landslides, or other disasters can stop visitation to the lake and have a major impact on the City economy. As it currently stands, there are already seasonal impacts that make local businesses very dependent upon revenues that are only generated in the summer. If the City diversifies its outdoor recreation offerings, the revenue streams for businesses in the community can be more stable—especially for hospitality, restaurants, and retail.

The best way to diversify the City’s recreation opportunities is to connect with regional outfitters, recreation-minded nonprofit organizations, and major employers (i.e. Brightenbush hot springs, Hoodoo Ski Area, federal agencies). The goal of this outreach should be to put together a list of opportunities for recreation diversification. The focus should be on targeting a variety of recreation offerings that support all four seasons and that aren’t focused on the lake exclusively.

The Business Advisory Council (see discussion on page 48) can be a useful group for input on what they see as opportunities to support diversified growth in the recreation economy. One source of diversification that was mentioned through the interviews and vision process was mountain biking.

### Bike Trails

Americans participating in trail sports annually spend \$25.3 billion on gear and accessories, and \$176 billion on trips. Participation in activities such as jogging, bicycling, and hiking have steadily increased over the past 10 years. Bike trails in particular seem to have momentum regionally through the Resilient Headwaters group that is currently working to develop what is known locally as the Canyon Journey’s Trail System. The system design, created in 2004, did not receive funding and did not see any momentum for several years. However, it was recently re-invigorated through the Resilient Headwaters Group. The plan for this system is to develop a bike trail (known as the canyon connector) that runs on the rail bed from Lyons to Idanha. The trail will act as a spine, with connection into more advanced trail loops on federal lands. The

Resilient Headwaters group has also expressed interest in having pump tracks at major communities along the system to provide opportunities for bikers to stop and spend time in the communities. Developing this trail system can attract visitors and generate market demand for gear, repair services, and can boost visitation at local restaurants.

- Assist with this development by providing support to the Resilient Headwater group and work toward identifying and assembling land in Detroit that would be suitable for this use.
- Remain involved in the project at the County level with the understanding that a regional trail network will have a substantial impact on the number of visitors the trail sees per year. Due to its location in the canyon and proximity to the State Park, its portion of the trail is likely to experience some of the highest use.

As the City works toward developing the main trail network, the City can develop a reputation as a prime location for mountain biking enthusiasts. The City can coordinate with stakeholder groups, such as the Oregon Mountain Biking Coalition, regarding the development of additional trails that branch off the Canyon Journey's Trail. Quite a few potential trails have already been mapped that can easily be added (see SOURCE: Resilient Headwaters Group, Oregon Mountain Biking Coalition

Figure 8). The City should work as a facilitator for this network and should pursue grant fund opportunities for trail development. All new trail systems should be developed in accordance with the regional masterplan.

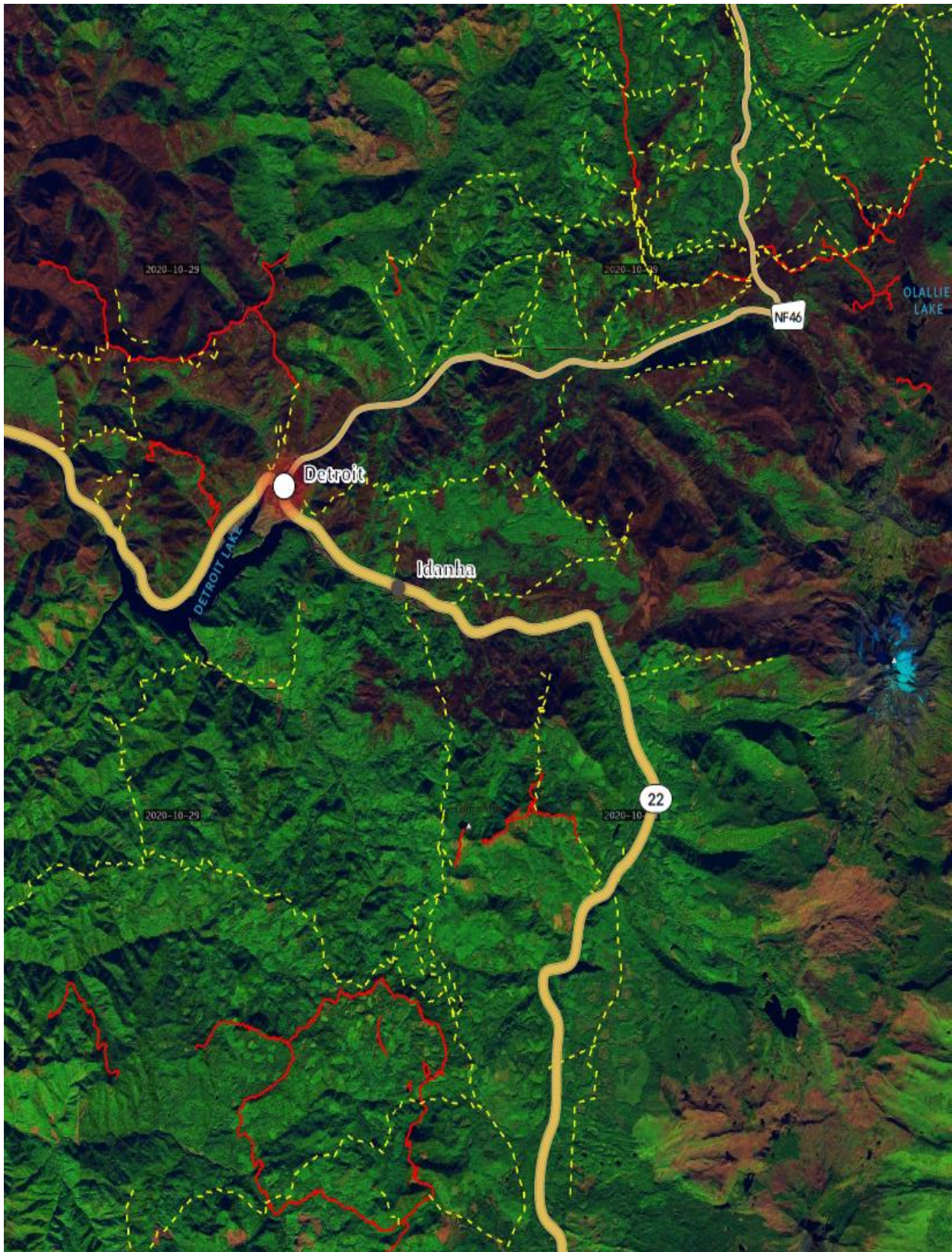
After the trail is developed, the City can assist with promoting the trail to attract visitors who will use the trail and increase the offering's recreational impacts:

- Conduct advertising campaign to spread information about the canyon trail network, pump tracks, and variety of trails that can be accessed from Detroit.
- Host events to attract visitors, such as mountain biking competitions or 20k mountain biking races.
- Coordinate with the County to create a comprehensive guide to local trails (with print and app versions available). This trail guide and app would ensure that information is easily available to visitors and shows the most recent events and activities.<sup>8</sup>

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<sup>8</sup> See Moab Utah's trail map as an example: <https://www.discovermoab.com/mountainbiking/>





SOURCE: Resilient Headwaters Group, Oregon Mountain Biking Coalition

Figure 8—Potential Mountain Bike Trail Locations

### *Moving the State Park Permitting Booth*

The County is currently scheduled to take over operations of the North Santiam State Recreation Area (starting January 1, 2022) and has shown to be a great partner in developing the Canyon's assets.

Currently, the Mongold State Park and its offerings are quite isolated: most visitors come to the Park, stay one or several nights with their own food and gear, and head straight back home. One way in which visitation can be better monetized is to move the entrance booth from inside the state park to downtown Detroit. This will be service a *Country Store* style service offering with snacks, gear, maps, brochures of local recreational opportunities, access to park rangers, and other amenities. Requiring visitors to come to downtown Detroit to pick up their parking pass will add significant activity to downtown Detroit and help support both current and new businesses.

- Advocate for the County to explore taking over operations of the Detroit Campground and Mongold State Park to better leverage the asset as a regional driver of visitation and tourism.

### *Year-Round Destination*

Detroit is currently known as a summer destination, but this does not need to be the case. The City can rebrand itself as an all-year destination community by finding ways to invest in shoulder-season activities, such as those mentioned in the Diverse Recreation Economy section above. As these investments in alternative recreational opportunities are implemented, the City will experience less variation in economic benefits between seasons. This is important for business viability and prospective entrepreneurs.

Despite the City's reliance on summer activities, winter-based activities were brought up often in the visioning process. It is the largest bubble (beating out excavation of marinas) in the interview report on page 17, and was well represented in the live polling feedback during the public forum meeting. While winter recreation already exists in and near Detroit, many community members think it should be invested in more heavily. Two winter recreation activities in the area that the City should focus on include snowmobiling and skiing.

#### **Snowmobiling**

The McCoy Snowmobile Trail is a half hour drive from Detroit. The established network of snowmobiling trails are groomed by the North Santiam Snowmobile Club in cooperation with the Detroit Ranger District. Marked routes follow existing roads and offer a variety of terrain and scenic vistas.

- Provide the North Santiam Snowmobile Club a physical presence in Detroit, especially after summer visitation begins to drop and colder weather sets in.
- Actively promote the region's snowmobiling trails and offerings, promoting outfitters who provide rental opportunities.

## Skiing

Detroit's mountains are too low to receive reliable snowfall. However, the City is well positioned between Salem and Hoodoo Ski Resort. Hoodoo is 2.5 hours from Portland and 1.5 hours from Salem. Detroit can provide services and become a small basecamp for day-trip skiing.

- If there is momentum around becoming a basecamp, work with a developer to construct a more formal ski lodge concept that provides an authentic ski lodge experience.

Another idea that was proposed during the interview process was to leverage the treated wastewater after the sewer system is built. The wastewater could be converted into artificial snow and blown onto a nearby ridge to support skiing during the busiest winter months.

- Explore the costs and benefits of purchasing equipment for creating artificial snow.
- The implementation of this concept is better suited to a private investor—but the City can assist with generating interest in the concept and support implementation.

Task	Recommendations – Diverse Recreation Economy	Timeline	Participants
5.2.1	Conduct outreach to outfitters and regional businesses to understand opportunities. Support diverse growth in recreation economy.	Short	Staff
5.2.2	Facilitate development of pump tracks along trail, and formally establish the mountain bike trail.	Medium	Staff, Stakeholder
5.2.3	Move the permit booth from the state park to downtown Detroit.	Medium	Staff
5.2.4	Brand community as basecamp for a variety of outdoor recreation activities.	Medium	Staff, Stakeholder, WVVA, TS/TO
5.2.5	Promote development of a lodge concept for winter sports/development of artificial snow concept.	Long	Staff, Council



## Downtown Commercial Corridor

The City's downtown was heavily impacted by the wildfire. Major commercial structures were lost and are unlikely to be replaced in the near term. However, the destruction that razed buildings also allows for a re-envisioning of the City's commercial center. This section describes the potential for the downtown that matches the thematic vision the community expressed interest in and that serves to attract and bolster businesses that provide goods and services for the outdoor recreation industry and to enhance quality of life for the City's residents. While the empty swath of land through the city is a tragic byproduct of the fire, it is also an opportunity to rebuild with vision and intention.

When it comes to downtown—often less is more. In a small community it is better to specify a small area, such as a single block, as the downtown. Part of the appeal of a downtown is its condensed and walkable layout. The presence of an established retail anchor—the grocery store—open land, and existing commercial zoning make the prime target for downtown zoning the block of Detroit Avenue from D Street to Forest Avenue. (Note that due to ODOT right of way redevelopment of properties will be limited north of Detroit Avenue.) While there will still be other commercial areas in Detroit, only a specified small area should serve as the central business district.



Figure 9—Downtown Area

Consumer and business services are attracted to a central business district because of its accessibility. The Detroit Avenue’s direct connection to Highway 22, and its connection to Forest Avenue (a gateway to one of the marinas), makes Detroit Avenue a focal point of the City’s transportation network.

The first step is to establish an area as a downtown in the zoning code ensures appropriate development occurs in the area. As discussed in the Zoning section of this document, having a specified design standard will guide City leaders and staff as they respond to permit requests for development.

Retail stores and service shops benefit from clustering together in a walkable area. Successful downtowns create a synergy by combining a mix of specific building and business types that complement each other. Retailers, restaurants, and businesses that provide services traditionally collocate downtown to increase their viability and vibrancy as more clients have ready access to their goods and services.

The empty lots on Detroit Avenue are the foundation upon which the City will be able to develop a thematic downtown. It is essential to take care and ensure future developments and uses in this area align with the City’s vision.

The development of a sewer also plays a major role in the development of a downtown commercial corridor. The approach and design for downtown should be different depending on where the sewer project is at in its implementation.

Ideally, there would be some housing in the downtown to increase the population near businesses—something that many businesses consider carefully before making location decisions. However, you only want housing in the downtown if the units are limited to the upper floors of mixed-use developments. Upper-floor apartments are an ideal way to bring housing units into a walkable and vibrant downtown. This ensures that the commercial center has the clustering effect and people can walk from one shop to another without having to pass a residential house. When there are residential properties interspersed on street level, it decreases the long-term likelihood of a commercial downtown ever becoming a reality.

Mixed-use buildings with both residential and commercial units in the downtown require a level density that can only occur once the sewer is developed. Even after the sewer project is fully planned and funded, it will still be years before the sewer is in place and dense development can occur. In the meantime—it is important that other non-complimentary development doesn’t fill in the space and prevent a better future use.



SOURCE: [futuristspeaker.com/business-trends/21-startling-ways-the-future-of-retail-will-shift-in-the-self-driving-mobile-business-era/](http://futuristspeaker.com/business-trends/21-startling-ways-the-future-of-retail-will-shift-in-the-self-driving-mobile-business-era/)

*Figure 11—Example Non-Permanent Commercial Developments*

**In the short-term**, encourage non-permanent development on Detroit Avenue. This type of popup shop will push short-term commercial uses, establishing the area as a downtown, but enable changes in the built environment in the long run. Non-permanent developments include popup stores, service providers, and restaurants.

There is already a popup restaurant in Detroit that was established after the fire. This is the type of commercial enterprise that can readily fill the downtown, without precluding the future potential development of a mixed-use commercial center. The City can ensure that future uses are the highest and best option by regulating the type of development to ensure future highest and best use.



*Figure 12—Food Truck in Detroit with excellent environmental improvements*

**In the long-term**, encourage mixed-use and dense development once the sewer is constructed. This development should be guided by ordinances that ensure the community's desire for the thematic downtown is achieved.

## Business Support

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Business owners make location decisions based primarily the costs (land, workforce, and other operating expenses) and benefits (accessibility to clients) of doing business in a place. These decisions are made in consideration of the economic region (which is better, place A or place B). Due to Detroit's proximity to Idanha—which has lower priced land and is well situated for industrial uses—it is unlikely that industrial businesses would select Detroit over Idanha. Likewise, the size of the community makes office uses less likely as the workforce shed is small (although remote workers who chose to live and work in Detroit but whose employer is located elsewhere is a likelihood). The lake draws people to live and recreate in Detroit, so this proximity to clients has appeal to businesses that provide professional services (and retail to a lesser extent—as density is also a criterion for retailers). There is also increased probability of attracting tourism-based businesses—as they have access to clientele who are recreating.

The City can support the vibrancy of the downtown and the development of the outdoor recreation sector by playing a role in attracting both businesses and visitors to the downtown.

## Business Attraction

In the short-term there are opportunities for new restaurants and lodging to open in Detroit. In the medium- and long-term, Detroit could be a prime location for art, retail, wood products—especially artisan manufacturing, RV or tiny home sales center, and outdoor recreation accessory shops or other retail.

Bringing visitors to the City provides direct economic benefit to the community thanks to the transient occupancy tax. Therefore, if the City can attract and support the development of new

lodging businesses, the financial benefit will enable the City to further support the growth of the Outdoor Recreation Economy.

Business attraction is a long process—often requiring lots of time and effort that result in a few wins. Rather than focusing too many resources on traditional business attraction, here are a few steps the City can take:

- Create informational materials, such as a 1–2-page brochure, that highlights the basic information that a business will want to know about the community. (Potentially create one brochure focused on hospitality opportunities, and another one focused on professional service and restaurant opportunities.) Topics such as median household income, population, demographics, tax rates, and available land, are all usually included on these types of brochures. The City can share these brochures as opportunity presents itself, such as when a business owner approaches the City or if City leaders have business contacts in their network.
- Conduct targeted outreach. Identify a short-list of existing businesses in the region. Send the brochure to the business owners and enquire if they would have interest in exploring the opportunity to expand to Detroit.
- Have City staff conduct economic gardening—identifying local businesses whose growth the City could support or encourage. This approach can make a huge impact on the economic development of a community. Economic gardening is incremental, a community can work with one or two businesses at a time to ensure the business owners are connected to technical assistance (often from a Small Business Development Center or other Small Business Association program).

An important part of business attraction is being business friendly—ensure that Detroit helps small businesses navigate the red tape required to open. A community increases the likelihood of successful business attraction and reduces the likelihood of businesses choosing to relocate elsewhere when they are welcoming to new businesses.

## *Events*

Creating recurring events can increase the profile of a city. The more people who are familiar with Detroit and its recreational opportunities, the more the City will see economic benefits of tourism and business investment. The value in recurring events is that while they start small, their reputation can grow over time to eventually increase attendance. The City should develop recurring recreational events that will create activity and drive demand for new lodging.

- Create a strategy for hosting regular or frequent events to pull crowds of people into various parts of the city. These events will be most successful if there is a local stakeholder or City leader or staff member who is personally interested in organizing and experiencing a successful event. The purpose or theme of the event is not as important as the fact that there is someone local who wants to see it done.
- Host community and area level events, such as farmers' markets or outdoor concerts, as frequently as makes sense—some places can pull weekly crowds, but right out the gate a monthly event may be better. Large events such as competitions and festivals are generally better suited to an annual occurrence and targeted to a more diverse audience—pulling visitors from across the state or multi-state region.

- Once the Mountain Bike Trail is developed, work with the National Association for Mountain Biking to host a mountain biking event. Consider hosting an annual event for either high school or professional bikers.

### Online Presence

While all businesses benefit from marketing, it is especially important when developing the outdoor recreation industry cluster to ensure that there is a lot of information readily available to visitors and potential visitors regarding the goods, services, and recreation opportunities in the area.

While planning their trips, many people turn to online information to decide in advance where they will go and what they will do. If the community’s businesses are only reliant on drive-by visitors, they will miss many opportunities to capture new clients. Additionally, some visitors may opt to go to a different recreation location altogether if they do not find online readily available goods and services that they need for their trip.

- Conduct an inventory exercise to see what information can be found easily online. Do all the local businesses have accurate information on Google Maps? Are they on Yelp and Facebook? Does someone need to search extensively to find everything that is available to do in Detroit, or is there an easy to find inventory with extensive information—and how recently was it updated? It is ideal to both have a one-stop web resource that provides all the information for the area, plus ensure that each business has an online presence.
- Work with businesses one-on-one or host a training with a Small Business Development Center where they come to the community and walk local business owners through the best practices and how-to for creating an online presence.

Task	Recommendations – Downtown Commercial Corridor	Timeline	Participants
6.1.1	Facilitate community vote regarding downtown theming. Create ordinance based on vote outcome and ensure there is bite in the ordinance to enforce it.	Short	Council, Community
6.1.2	Ensure downtown development in the short-term is non-permanent, so that future mixed-use multi-story structures are an option. (If the sewer project is cancelled, then pivot and adjust code accordingly.)	Short	Council, Stakeholder
6.1.3	Create informational materials for business attraction.	Short	Staff
6.1.4	Conduct economic gardening and/or targeted outreach for business attraction.	Short	Staff
6.1.5	Promote low-capital pop-up businesses and non-permanent development that can provide services in the short term and invest in structures after sewer comes.	Short	Staff
6.1.6	Host events in the downtown to increase activity and make the downtown profitable for new businesses.	Medium	Staff, Council
6.1.7	Ensure businesses have a presence online. Conduct information availability assessment. Provide local businesses with resources regarding marketing and making their information accessible online.	Medium	Staff, MWVCOG
6.1.8	Re-evaluate downtown needs, promote density and services.	Long	Council





## SECTION IV: TASK LIST & RESPONSIBILITY MATRIX

This section is a quick-reference guide that combines all the tables from the recovery and resilience strategy (Section III of the document). It should be used as a quick-reference guide and can be printed out and posted so tasks can be tracked over time.

### Infrastructure and Governmental Services

Task	Recommendations	Timeline	Participants
1.1.1	Commission an economic impact study to determine cost and benefit of a variety of scenarios related to full buildout and resident hookup.	Short	Council, NSSA
1.1.2	Research grant programs that may offset household hookup costs. Prepare a resource packet (brochure and/or webpage) that can be shared with residents that connects them with resources.	Short	Staff
1.1.3	Require residents receive grant funding for new septic systems to sign up to be connected to the sewer system.	Short	Council, NSSA
1.1.4	Incentivize people to join the sewer system through lottery or discount program.	Medium	Council, NSSA
1.1.5	Create an ordinance that requires new builds, as of when the sewer system is nearing complete build out, to hook up to the sewer.	Medium	Council
1.2.1	Complete improvements to water system.	Medium	Staff
1.2.2	Develop a city owned office complex.	Medium	Staff, Planning
1.2.3	Create a capital improvement plan.	Long	Staff

<b>Task</b>	<b>Recommendations</b>	<b>Timeline</b>	<b>Participants</b>
1.3.1	Make the division of responsibilities between different governmental organizations transparent to the community.	Short	Staff
1.4.1	Identify a selection of providers for direct cell phone alert systems.	Short	Staff, Vendors
1.4.2	Coordinate with County to select and contract with a provider for a direct cell phone alert system.	Short	Council, County,
1.4.3	Create and distribute a citywide newsletter.	Quarterly	Staff
1.4.4	Coordinate with County to develop an emergency plan.	Medium	Council, County, Community

## Built Environment and Community Design

<b>Task</b>	<b>Recommendations</b>	<b>Timeline</b>	<b>Participants</b>
2.1.1	Code enforcement in the short term should focus on keeping blight at bay, however the City must be sensitive to the reality that residents are overcoming huge challenges post fire.	Short	Staff
2.1.2	Conduct a code audit.	Short	Staff or Consultant
2.1.3	Ensure that all wildfire recovery changes to code are temporary solutions that have a sunset clause. This will prevent unwanted permanent affects to the built environment.	Short	Council
2.1.4	Rewrite code as needed based on the code audit. Potentially create a Unified Development Ordinance. Include wildfire resistance code requirements.	Medium	Council, Staff, or Consultant
2.1.5	Once the community recovers from the fire resume regular code enforcement activities and enforce sunset codes.	Medium	Staff
2.2.1	Review the zoning map and ensure that areas are zoned according to the principles of identify highest and best use.	Medium	Staff
2.2.2	Create downtown specific zoning to facilitate the growth of a central business district.	Medium	Staff, Council
2.2.3	Conduct comprehensive zoning update to prepare for mixed-use development.	Long	Staff

## Workforce

Task	Recommendations	Timeline	Participants
3.1.1	Survey employees of local mid-to-large size businesses to better understand workforce needs.	Short	County or MWVCOG
3.1.2	Respond to workforce needs revealed in the survey. Identify what code, policy, or projects are feasible for the City, County, or MWVCOG to undertake to address these needs.	Short	Staff, County, MWVCOG
3.1.3	Create a Business Advisory Council, which formalizes a way to collect ongoing input from local business owners.	Medium	County or MWVCOG
3.1.4	Hold Business Advisory Council meeting	Annual	County or MWVCOG

## Housing

Task	Recommendations	Timeline	Participants
4.1.1	Ensure that there are temporary policies that allow people to continue to live in temporary housing so they can continue to work their jobs and reestablish themselves in permanent housing in the community.	Short	Council
4.1.2	When sewer is under construction, review and adjust building codes to nudge construction of multifamily apartment units.	Medium	Council
4.1.3	Promote high density and smaller lots to ensure a variety of home types to make housing accessible to the local workforce. (Dependent on the development of the sewer.)	Long	Staff
4.1.4	Enable people to subdivide their lots to allow for second home to be constructed. Make available via ordinances and simple as they work through the administrative process.	Long	Council, Staff

## Outdoor Recreation and Tourism

Task	Recommendations	Timeline	Participants
5.1.1	Add wayfinding signage to create a gateway to the lake.	Short	Staff
5.1.2	Excavate the marinas and move the dirt to the day-use park to create beachhead with services. Connect it to the downtown.	Short	Staff, Contractors
5.1.3	Install a live webcam of the lake, make feed accessible online.	Short	Staff
5.1.4	Engage with the Army Corps of Engineers to increase the Lake's fill level.	Short – Medium	Staff, Council, State & Federal Partners
5.2.1	Conduct outreach to outfitters and regional businesses to understand opportunities. Support diverse growth in recreation economy.	Short	Staff
5.2.2	Facilitate development of pump tracks along trail, and formally establish the mountain bike trail.	Medium	Staff, Stakeholder
5.2.3	Move the permit booth from the state park to downtown Detroit.	Medium	Staff
5.2.4	Brand community as basecamp for a variety of outdoor recreation activities.	Medium	Staff, Stakeholder
5.2.5	Promote development of a lodge concept for winter sports/development of artificial snow concept.	Long	Staff, Council

## Downtown Commercial Corridor

Task	Recommendations	Timeline	Participants
6.1.1	Facilitate community vote regarding downtown theming. Create ordinance based on vote outcome and ensure there is bite in the ordinance to enforce it.	Short	Council, Community
6.1.2	Ensure downtown development in the short-term is non-permanent, so that future mixed-use multi-story structures are an option. (If the sewer project is cancelled, then pivot and adjust code accordingly.)	Short	Council, Stakeholder
6.1.3	Create informational materials for business attraction.	Short	Staff
6.1.4	Conduct economic gardening and/or targeted outreach for business attraction.	Short	Staff
6.1.5	Promote low-capital pop-up businesses and non-permanent development that can provide services in the short term and invest in structures after sewer comes.	Short	Staff
6.1.6	Host events in the downtown to increase activity and make the downtown profitable for new businesses.	Medium	Staff, Council
6.1.7	Ensure businesses have a presence online. Conduct information availability assessment. Provide local businesses with resources regarding marketing and making their information accessible online.	Medium	Staff, MWVCOG
6.1.8	Re-evaluate downtown needs, promote density and services.	Long	Council

# APPENDIX A: SUMMARIES OF PRIOR STUDIES

See the following summaries for a short description of each plan, along with key takeaways.

## City Of Detroit Wastewater Feasibility Study, September 2014

**Purpose:** To assess the viability of developing a community wastewater system for the City of Detroit.

**Background:** The lack of a community wastewater infrastructure has contributed to the relatively low rate of development in the area and acted as an impediment to economic growth. All wastewater generated in the City of Detroit is treated using individual, on-lot systems. Limited available land makes it difficult, if not impossible, to expand or repair existing systems that are not functioning properly. These problems are compounded during the peak tourist season—placing excessive strain on wastewater infrastructure in the area. The lack of a community wastewater system is perhaps the largest obstacle to economic development facing the City of Detroit.

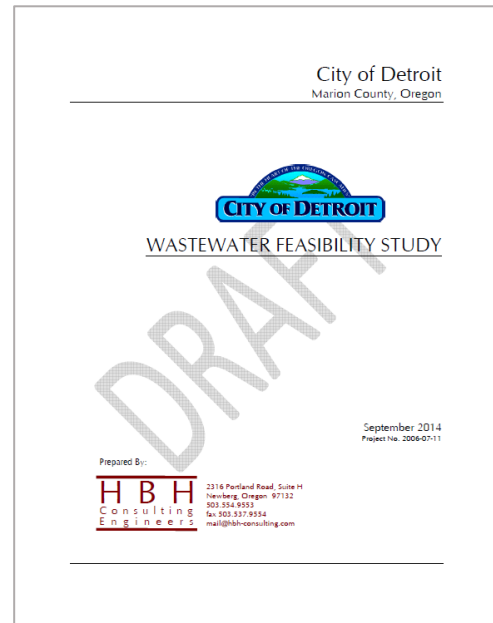
Barriers to developing a community wastewater system include the significant cost of the system, physical constraints such as high rainfall and lack of suitable lands, and Oregon’s “Three Basin Rule”, which bans new or enhanced waste emissions to surface water in the Clackamas, McKenzie, and North Santiam Rivers.

A communal wastewater system is required to maintain the City's commercial and economic growth. The City has received funds from the Oregon Infrastructure Finance Authority to study the project's engineering and financial feasibility, as building such a system will need considerable investment by the City as well as public support. This system is required to solve the economic and environmental issues that are linked with the lack of a dependable sewage infrastructure in the short and long term. This new wastewater system must be able to function within regulatory restrictions set by the state of Oregon and the City.

### Study Area:

The City of Detroit is about 50 miles east of Salem, and is located in Marion County along scenic Highway 22 close to Detroit Lake. There are around 205 inhabitants in the City, as well as a large number of visitors and part-time residents. According to previous estimates, the City's population grows by approximately 5 times during the peak tourist season.

The climate of the area is temperate, characterized by dry summers and wet winters. The area receives an average of 89 inches of precipitation per year. Typical average summer



temperatures range from 52°F to 76°F and average winter temperatures vary from 34°F to 45°F. The study area ranges in elevation from approximately 1500 to 1800 feet. Most of the slopes in the area have a gradient of 15% or more.

The geologic characteristics of the study have been influenced significantly by volcanic and glacial processes. Detroit's underlying geology is made up of various kinds of andesitic and basaltic flow rock, and volcanic sedimentary rocks.

The most significant water resources in the vicinity of Detroit are Detroit Lake and the North Santiam River. There are also several small streams and drainages in the vicinity.

#### **Data Findings from Study:**

- Equivalent Dwelling Units (EDU's)
  - A dwelling unit is defined as one typical single-family residence. Non-residential users (commercial, Industrial, public facility, etc.) can be described as an equivalent number of dwelling units (EDUs) based on their water consumption compared to the average consumption of a dwelling unit. Capacity of a system can be defined based on its ability to serve a certain number of EDUs. This enables future checks on system capacity to be made at any time regardless of the growth patterns. EDU's for multi-family and commercial users were calculated based on the average maximum monthly single-family residential use of 165 gpd (gallons per day).
  - There were calculated to be 309 residential accounts, with 324.4 system EDU's.
  - In addition, there were 50 total commercial accounts, with 169.6 EDU's
  - In total, there were 359 accounts with a 494.0 EDU's
- Wastewater Flows
  - The study calculated Estimated Wastewater Flow Based on Customer Water Usage over the years 2011, 2012, and 2013.
  - There was a total average of 32,167 gallons per day, and a total average of 79,000 gallons per day during the peak months.

#### **Study Findings and Recommendations:**

Based on the characteristics of the study area and a brief evaluation of system alternatives, preliminary recommendations for a wastewater system design have been developed. A collection, treatment, and disposal system were recommended.

These include:

- Collection System: Septic Tank Effluent Pump (STEP) Pressure Sewer
- Treatment System: A Package Bed Media Filter System
- Disposal System: A Subsurface Drip System

#### **Project Costs:**

Preliminary construction and O&M costs were estimated for each of the proposed service areas.

The phase 1 cost to provide wastewater service to the commercial sector of Service Area A is projected at \$1.87 million. An additional \$2.6 million is required to extend service to the residential users in this service area. The final phase of construction cost to provide service to

the remaining parts of the City is estimated at \$3.28 million. The overall project cost is nearly \$7.8 million. Estimated cost per EDU ranges from approximately \$11,500 to \$18,000.

**Land Requirements:**

Due to the limited available land, the required sizing for the treatment and disposal systems will have a significant impact on determining the feasibility of the project. Sizing criteria for disposal systems are calculated based on the allowable mass loading rate of the soil, which is site specific and must be approved by Oregon Department of Environmental Quality (DEQ). In addition to the primary treatment field, DEQ typically requires sufficient land to be available for a replacement drain field.

**Implementation Schedule:**

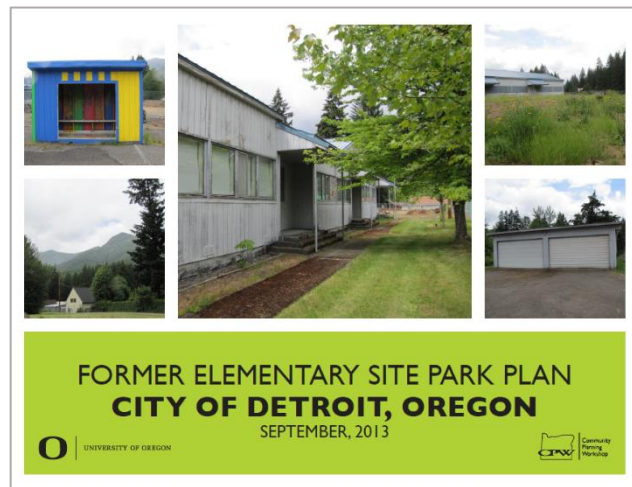
Required Task	Timeframe
Public Education to Secure Community "Buy In"	On-Going
Secure Santiam Property	6 months
Secure Financing for Wastewater Facilities Plan (WWFP) & Environmental Report	1-2 year
Complete WWFP	1.5-3 years
Environmental Review	3-4 years
Develop Ordinances Governing Wastewater System	3-4 years
Secure Financing for Phase 1 Design/Construction	3-4 years
Design/Approval/Construct Phase 1	4-6 years
Obtain Land for Phase 3	5-8 years
Secure Financing for Design/Construction of Remaining Phases	6-8 years
Design/Approval/Construct Phase of Remaining Phases	8-12 years

[Former Elementary Site Park Plan, City of Detroit, September, 2013](#)

**Purpose of the Plan:** To identify the Detroit community's needs and desires for the park site, culminating with a city approved design concept.

**Goals of the Project:**

- To create an inviting and beautiful civic space that enhances residents' and visitors' experiences of the city of Detroit.
- Construct a park that meets the needs of local families, seasonal residents, and a wide range of recreational enthusiasts.



- Use design elements that draw attention to the history and natural beauty of Detroit and its neighboring areas.
- Ensure that the site is accessible to all users, regardless of ability level, by adhering to the Americans with Disabilities Act guidelines.
- Reduce the project's environmental impact by utilizing existing site conditions and emphasizing the use of locally available and/or sustainably sourced materials.
- Create a site design that integrates recreational amenities with a new fire station/civic building.

### **Background:**

The City of Detroit, Oregon contracted with the Community Planning Workshop (CPW) to design a new city park located on their former elementary school site. The Park will be co-sited with a civic building and fire station. The CPW team met twice with city staff, a newly established Park Committee, and City Council, to determine the park's design program and to receive feedback on design concepts. In the first set of meetings project goals and an initial program for the park design were established. CPW then conducted an intercept survey during the 2013 Fireworks Over the Lake Festival to receive feedback from the public regarding three proposed design alternatives. CPW used feedback from the second session to create a synthesized park design that was presented to City staff, the Park Committee and City Council in the third set of meetings. The product of those meetings is the final conceptual plan.

The City of Detroit is home to number of annual events that attract tourists from across Oregon and the west coast including: the Detroit Fishing Derby in May; Fireworks Over the Lake; the Detroit Lake Cruze-in Classic Car Rally in September; and the Detroit Lake Mud Run in October. The new park design will accommodate these events.

The proposed park is sited on the former elementary school site in central Detroit. The project boundary is defined by Patton St. to the east, the former high school site to the south and west, and single-family residences to the north. The homes to north have backyards facing the park site. The Park site is one block from Detroit Ave., the city's main commercial area and location of the current city hall and fire station. The site sits less than a quarter mile from Detroit Lake via Patton Road. This connection offers the opportunity to tie into a trail system that is currently under development by the US Forest Service along the lake front, making the site a critical link in the area's open space network.

At the primary time of the site analysis, the conditions were as such:

- Fenced off with a six-foot chain-link fence on all edges
- The L-shape former elementary school building dominates the site
- An accessory structure in the southwest corner of the site
- The former schoolyard is paved with asphalt, which is in poor condition
- The former gymnasium has been removed from the site and invasive plants have started to grow in the subsequent open area of ground.
- Cement paths connect the former elementary school and the adjacent former charter school buildings and tennis courts
- The site is generally flat and elevated relative to its surroundings
- 27 asphalt parking spaces exist on the east edge of the site



- The steep slope on the south edge of the site has been colonized by volunteer vegetation including invasive species
- Septic tank and drain field exist on the south side of the site
- The site has scenic views in all directions
- Powerlines, flagpole, a fire hydrant, and a basketball hoop all exist on site
- All areas in generally bad condition

These characteristics of the surrounding areas should be capitalized on in planning and executing the creation of the park. Views to surrounding landscape should be capitalized upon. Additionally, the site's flatness, existing accessory garage, and maple trees should be preserved and put to good use. A site restroom, RV dumping area, vegetated visual buffer, and site civic building may be needed.

### **Design Recommendations:**

Collaborating with members of the Detroit Park Committee and the Detroit City Council, CPW assembled the following program to help guide the park design process:

#### Structures:

- 3, 000 sq. ft. Civic Building and Fire/EMS Station
- Public Restrooms
- Structured play facilities – 2,000 sq. ft.
- Pavilion – 900 sq. ft. to accommodate special events
- Covered picnic structure – 3,000 sq. ft. to include cooking facilities and movable furnishings
- RV Dumping Station located near parking area and existing septic system

#### Parking:

- Dedicated Parking for 30 vehicles
- Overflow parking for 40 vehicles

#### Landscape Needs:

- Civic lawn for un-programmed play
- Memorial garden/walkway
- Multi-use hardscape – 2,100 sq. ft. with basketball hoop
- Staging area for local events
- Water feature

#### Communication & Visitor Accommodations:

- Visitor Information Kiosk (including information about Forest Service amenities)
- Interpretive panels (city history, cultural resources & birding/recreational resources)
- Resources for bicyclists (fix-it station, shade, seating, information)

### **Final Design:**

The final, synthesized park concept centers around a civic lawn, surrounded by the other park elements. The design provides a variety of visitor experiences, through a combination of different vegetation types, path routes, and destination features.

The final design will include these components:

- Civic Lawn
- Civic Plaza
- Water Feature
- Picnic Shelter/ Market
- Pavilion
- Strolling Garden
- Shaded Picnic Area
- Public Restrooms
- Playground
- Interpretive Panels or kiosks
- Civic Buildings
- Vegetated Screens

The project will be conducted in 3 phases:

- Phase 1
  - Site Preparation, Grading, and Opening of Tourist Node: In this phase of the project the entire site is open to the public and the southeast area of the park is fully functional.
- Phase 2
  - Western Edge Development: This phase develops the structures and major vegetation on the park's western edge. When this phase is complete, all major vegetation will be planted on site.
- Phase 3
  - Civic Building Area Development

## Community Wildfire Protection Plan, May 2017

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**Purpose of the Plan:** To evaluate the community needs and provide an adequate plan to protect the community against wildfires, while also educating the community.

### **Community Evaluation Highlights:**

There are many dead ends; areas for backing out should be made an option. Additionally, roads are very narrow, which makes it increasingly difficult for large fire trucks to tender or maneuver. Surface roads should be widened by brushing and removing trees in the right-of-way. Most of the roads are crowded with low hanging limb that can interfere with access of emergency vehicles, it should be made a priority to remove and maintain these low hanging limbs. Furthermore, A dense overstory throughout the community creates a continuous fuel scenario that would allow fire to continue to spread and climb to the crowns of trees. Above-ground propane tanks are prevalent in this community. Overstory thinning is recommended to reduce the horizontal continuous fuels. Fuel breaks in the form of trails or cleared roads will also break up the fuel. In addition, most structures in the community are vacation homes, which makes it

much harder to provide prevention education. The homes are mostly made of wood, and as such, it is recommended that homeowners replace wood siding and roof materials with less flammable synthetic options such as HardiPlank or stucco.

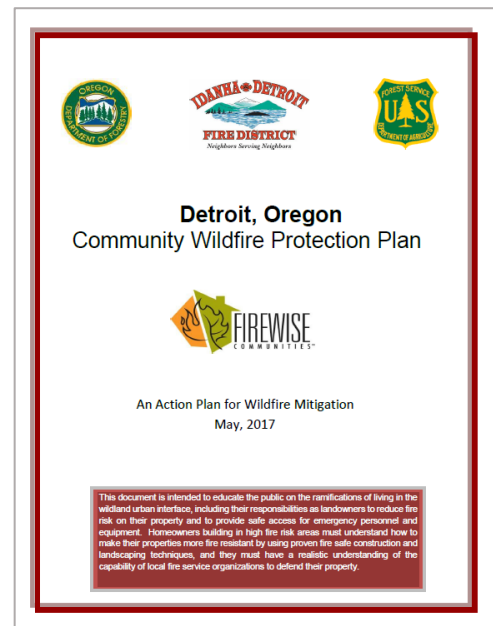
There is only one way in and out of the community; this could cause many foreseeable issues, and it is recommended that new points of entry and exit are created. The city of Detroit participated in a fuel reduction and defensible space clean-up day. 40 community members utilized a debris disposal site to dump materials in a fuels reduction and defensible space cleanup effort. In addition, ODF, USFS, and Idanha-Detroit RFPD employees were on site all 12 hours of the dump site to educate the community members about firewise and the importance of defensible space around their homes. The CPO is planning on making this an annual event for the community.

### **Wildfire History and Forest Conditions:**

The Kinney Creek Fire started on August 20, 2015 on Willamette National Forest Land. The Niagara Fire started on July 4th, 2015 and quickly grew to the final fire size of 79 acres. Lastly the B&B fire started August 19, 2003 and was not contained until September 26, 2003. All of these fires caused detrimental damage to the community and showed the true devastation of what a heavy fuel load can do to a landscape.

### **Prioritized Mitigation Recommendations:**

- Conduct an annual Firewise Community Clean-up Day.
- Create Firewise Defensible Space around structures and infrastructure: cut, prune, and thin vegetation at least 30 feet around homes and around above ground propane tanks.
- Trim all trees overhanging access roads 14' high.
- Create fuel break along the Northeast border of the city on adjacent USFS land.
- Remove and maintain ladder fuels within the 100 ft zone around structures.
- Keep roofs and gutters clean and free of debris.
- Replace wood siding and roof materials with less flammable synthetic options such as HardiPlank or stucco siding and metal roofing when possible.
- Hold an annual Firewise education day. This will include concepts, techniques, and training to complete fuel reduction and structure improvements on individual properties.
- ODF and USFS will attend community events (when staffing allows) to educate the public about fire prevention.
- Create newsletters or mailings to handout throughout the community in the spring and early summer about wildfire prevention and mitigation.
- Encourage homeowners to register their telephone numbers on the County's Emergency Notification System.
- Create a wildfire evacuation route and post signs throughout the community.
- Post "dead end" signs as appropriate.



## North Santiam Canyon Alternative Transportation Link Feasibility Study: Canyon Journeys, November 2004

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**Purpose:** To define the concept of a canyon-wide trail system to provide a safer non-motorized travel alternative to State Highway 22 and connect the Canyon's communities to each other.

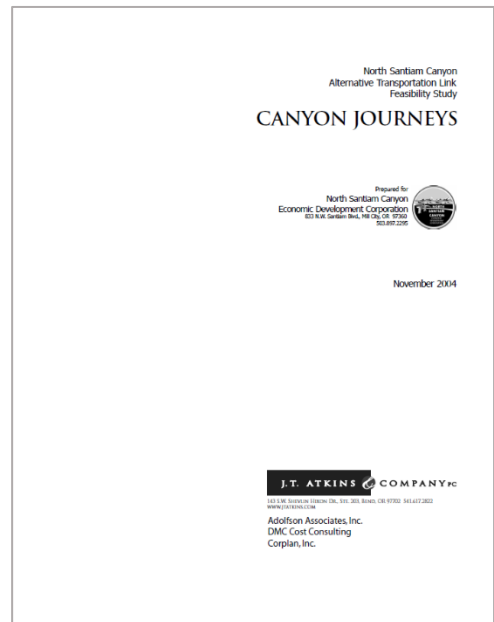
**Vision Statement:** Canyon residents and visitors will be able to travel to many Canyon resources thanks to the Canyon Journeys trail system. Visitors will also be able to experience the historic development of the Canyon through visits to the local museum and enhanced historic tour opportunities.

### Project Goals:

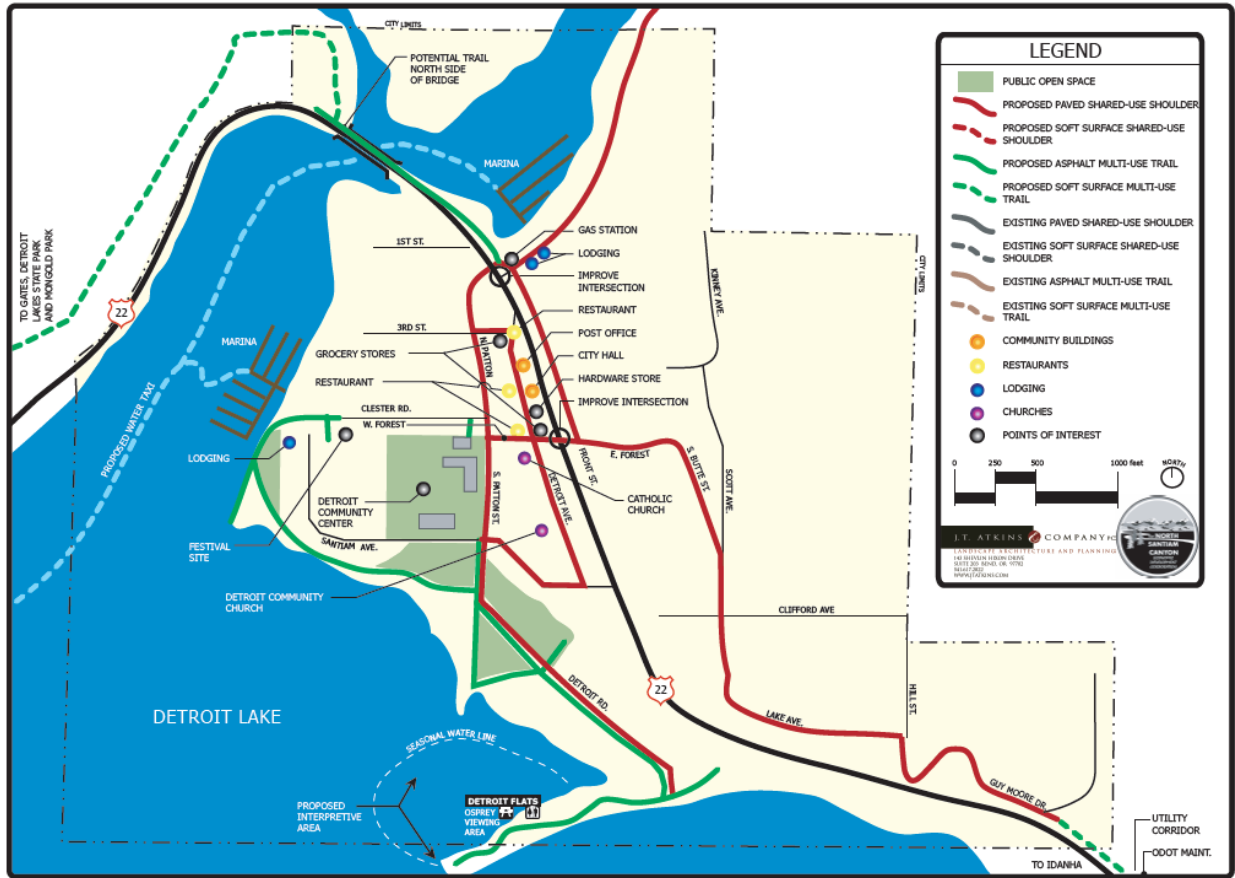
- Stimulate tourism and boost economic productivity
- Improve quality of life
- Provide a safe non-motorized travel alternative to Highway 22 for residents and visitors

### Proposed Canyon Journeys Trail System:

1. Canyon Connector trail segments will provide a non-motorized transportation alternative to State Highway 22. The trail system will use the state-owned rail bed and shared-use paved road shoulders to connect Canyon communities with each other and with local attractions including scenic overlooks, parks, historic sites, and businesses. The trail surface character will fit within the character of the adjacent landscape (paved in sections that pass through the communities, and compacted aggregate in natural areas).
2. Use trails, sidewalks, pathways, and adequate shared-use paved road shoulders to create a trail network within each Canyon community. Link the Canyon Connector trails and connect parks, schools, churches and with other key locations within each of the Canyon communities.
3. Canyon Hubs present opportunities to create recreational focal points or specialized facilities for non-motorized uses such as mountain biking, hiking, boating, and equestrian activities. These trails and facilities will help attract visitors to the Canyon communities, boosting local economies.



The Detroit Lake Recreation Area Business Association was included in the NSCEDC developed inventory of the recreation resources and community facilities within the Canyon communities.



NOTE: THE INDIVIDUAL TRAIL SECTIONS SHOWN ON THIS FIGURE REQUIRE DETAILED DESIGN, REVIEW, AND COMMUNITY MEETINGS TO DETERMINE FINAL TRAIL ALIGNMENT, TRAIL CROSS SECTIONS, TRAIL ELEMENTS, AND TRAIL USER SAFETY.

CANYON JOURNEYS  
Figure 11. Community Trails - Detroit

The City of Detroit, located on the northeast end of Detroit Lake, offers a wide range of recreational opportunities. Detroit Dam, completed in 1952, created a lake that supports water-skiing, swimming, fishing, windsurfing, winter exploration, boating, sailing, camping, and scenic opportunities. US Forest Service campgrounds include Piety Island, Santiam Flats, Hoover, Cove Creek, and Southshore. Upper Arm is a US Forest Service day-use area. Detroit Flats, a US Forest Service day-use area, offers the opportunity to view bald eagles and osprey, the trademark species of the lake.

Detroit Lake State Park, with campgrounds, is the most heavily used park in the Canyon. Mongold Park is an Oregon State Parks and Recreation Department (State Parks) day-use area. The Detroit Lakes Federal Lakes planning group has been in the process of developing preliminary plans to enhance the recreation and economic opportunities for Detroit and Idanha and the facilities at Detroit Lake. This planning effort has included the development of several alternative connecting trail concepts on the north and south sides of the Lake that are presented in this plan.

The water level drops dramatically in the fall and winter months. The character of Detroit Lake changes as old trees stumps, typically submerged in summer, dot the lake's embankments. With construction of the dam, many buildings were moved from the original town site about 1 mile south of where Detroit lies today. The foundation of the dam construction camp is visible during the winter when the lake is lowered.

Resources in Detroit as pertaining to the proposed trail system include:

- **Mongold (Day Use):** Picnic tables, restrooms, 5 boat ramps, 180 parking spaces, grassy beach, ADA access (except in winter), swimming,
- **Detroit Flats (Day Use):** 6 picnic tables, fishing, designated bird watching area, restrooms, BBQ grills, swimming, wildlife,
- **Upper Arm:** Restrooms, garbage service, picnic tables, fishing
- **Detroit Lake State Park:** 170 full hook-up campsites, 72 electrical campsites, 132 tent sites, restrooms, boat ramp, showers, visitor center, store, playgrounds ADA access, amphitheater, classes, crafts, wildlife viewing area, fishing
- **Piety Island:** 12 sites, restrooms
- **Santiam Flats:** RV and camp sites, restrooms, fishing
- **Hoover:** 37 sites, restrooms, boat ramp, trail, ADA fishing dock, amphitheater, large group site, nature trail, swimming
- **Cove Creek:** 63 sites, restrooms, boat ramp, showers, ADA access, large group site
- **Southshore:** 32 sites, restrooms, water, boat ramp, swimming
- **Detroit Dam:** Viewing room with historic images
- **Detroit Lake:** Windsurfing, skiing, boating, sailing, swimming, fishing
- **Highway 22:** West Cascades National Scenic Byway

#### Action Plan:

- Continue developing a management structure for the Canyon Journeys Trail System.
- Prioritize the development sequence of first-priority projects.
- Seek funds and partners for the design and development of priority trail sections.
- Involve the public and adjacent property owners in trail design and construction process.
- Work with the individual adjacent property owners who oppose nearby trail sections.
- Coordinate with state and County to include improved shared-use paved shoulders in their road improvement plans.
- Work with groups and individuals interested in developing or expanding recreation and interpretive hubs.

## Marion County Economic Development Strategic Plan

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**Purpose:** To identify specific actions to promote economic growth and development.

- **Partners:** Create a culture of collaboration and convene partners to foster opportunities and derive solutions that break down barriers that impede growth.
- **Natural Resource Innovation:** Agricultural and forestry industries provide significant employment opportunities in Marion County's urban and rural areas. These industries depend on the integration of new technologies and innovation. The County will foster collaboration with the agriculture and technology industries.
- **People:** Marion County's has a direct impact on the health, vibrancy, and job opportunities for County residents. Access to employment is provided by enhancing the skills of the workforce through training and supporting access through affordable housing and transportation options. Opportunities to start a new business will empower residents and diversify the economic base.

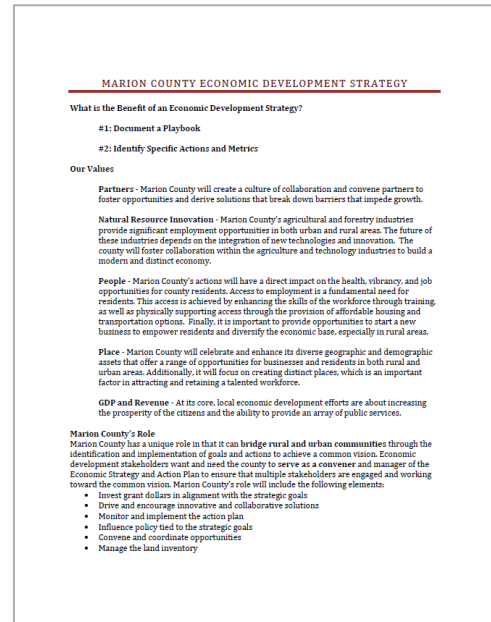
- **Place:** Marion County will celebrate and enhance its diverse geographic and demographic assets that offer a range of opportunities for businesses and residents. The County will create distinct places, an important factor in attracting and retaining a talented workforce.
- **GDP and Revenue:** Economic development efforts increase the prosperity of citizens and enable an array of public services.

### Role of Marion County:

- Invest grant dollars in alignment with the strategic goals
- Drive and encourage innovative and collaborative solutions
- Monitor and implement the action plan
- Influence policy tied to the strategic goals
- Convene and coordinate opportunities
- Manage the land inventory

### Goals:

1. Build organizational capacity. Align the governance and management with the outlined strategy, facilitate collaboration amongst departments to remove the barriers of business growth, and align stakeholders with the economic development strategy.
2. Use land strategically. A land inventory should be found and developed and build strategic infrastructure.
3. Create business opportunities. Enhance existing industry cluster, support a healthy workforce, and foster a startup ecosystem by supporting small business, start-ups, and micro enterprises that are focused in forestry and wood products, agriculture, food and beverage products, natural resource innovation, and metals/machinery & equipment.
4. Enhance natural resource innovation. Encourage innovations and R&D. Define and promote market opportunities in the workforce.
5. Foster placemaking. Support and promote agri-tourism, rural downtowns, and recreation destination development.



## North Santiam Canyon Regional Land Inventory, January 2017

**Purpose:** To observe, analyze, and record obstacles to community and economic development in the North Santiam Canyon region.

### Project Objectives:

A land inventory of properties and current conditions in the region to aid short- and long-term planning efforts related to land use, infrastructure, real estate marketability, and redevelopment potential.

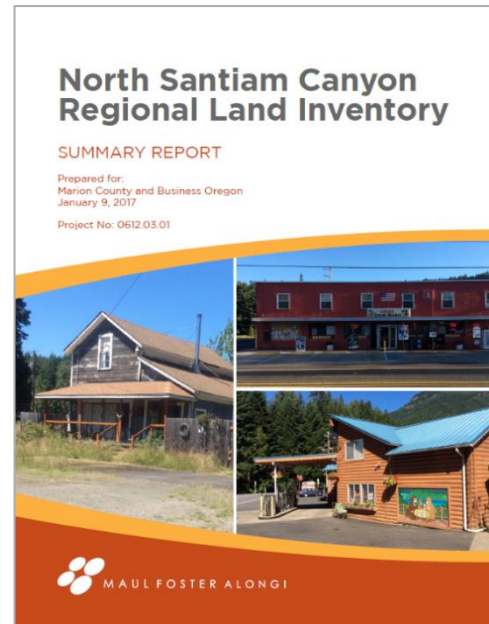
In addition to the inventory, collaborators examined governance options for a common regional water/wastewater district (the wastewater study). This will contain conceptual design for wastewater system development in the research region, as well as estimated costs and construction project phasing.

### Primary Objectives for Execution:

- Developing an understanding of specific opportunities and constraints affecting community and economic development goals in the study area.
- Using the best available data to provide the COG, study area communities, and regional stakeholders with an analytical tool to assist in appropriate and successful decision-making and prioritization of resources.

### Results of the Inventory:

- An interactive Geographic Information Systems (GIS) database providing insight into priority development areas, specific properties, and catalytic projects to stimulate economic and community development in the region.
- Analysis of the impact of modeling wastewater treatment options explored in a parallel wastewater study on population and employment growth projections.



### Scope of Work:

- Data Compilation and Review
  - The project kicked off by gathering available data from multiple sources and compiling them into a single geodatabase. The data were made available for access and use through a secure Web-based interactive map application.
- Field Surveys
  - Through property windshield surveys and focused interviews with key local stakeholders, this endeavor entailed direct data collection and analysis of the research area. The goal of this project was to collect data that would otherwise be unavailable and/or unquantifiable using existing data sets.
- Redevelopment Analysis
  - Modeled growth projections were used to determine future land demand in the study area. These growth projections helped inform the parallel wastewater study.
  - The North Santiam Canyon Corridor Industrial & Commercial Land Demand Forecast was used to assess and rank commercial and industrial properties according to readiness to develop or redevelop, using the following approach:
    - Develop typologies to sort commercial and industrial properties for modeling redevelopment options and impact.



- Apply a Site Suitability comparative ranking matrix to show weighted scores for each typology factor and total comparative scores to rank the suitability of the types for various uses.
  - Apply the matrix to the population of properties identified by typology.
  - Rank the properties according to matrix under different growth scenarios.
- Impact Analysis
  - An order-of-magnitude analysis informed potential utility demand generated by property redevelopment. As we progressed through the development of the inventory and the analysis of redevelopment, it became clear that this new demand would be included in the model generated through the wastewater study, and that it was more valuable to understand the impact of a sewer system on growth projections and land demand. Therefore, in collaboration with staff from the County and COG, MFA developed and applied an alternative “augmented” growth scenario to the Land Demand Forecast.
- Project Deliverables
  - Interactive GIS Database of Properties: geodatabases were provided to appropriate project partners at the County. The geodatabases consist of all supporting datasets integrated into the analysis, along with the final layers generated through project-specific analysis. The geodatabases contain appropriate metadata and is accompanied by documentation describing the methodology and analysis.
  - Land Demand Forecast and Redevelopment Matrix: A model for land demand in industrial and commercial uses, based on employment growth projections for the study area. The analysis was complemented by the impact analysis, which modeled the potential growth, based on the availability of sewer infrastructure and services in the study area. The growth projections and the Land Demand Forecast were provided to project partners to support system modeling in the wastewater study. Commercial and industrial properties were sorted into typologies for modeling redevelopment options and impact. The typologies were based on zoning and parcel size. The team then developed a unique site suitability comparative ranking matrix to calculate weighted scores for each typology factor and generate total comparative scores to rank the suitability of the parcels for development. The comparative matrix was reviewed, and final scored were recorded in the GIS dataset.

**Communities:**

Gates is a rural residential community and there are no signs that this will change in the near future. There may be minor additions to its commercial base to service an increasing volume of tourists from the Willamette Valley.

Detroit should also see increased demand for tourist commercial services in its central business district and at lakefront businesses.

**Employment:**

Overall, total primary employment in the study area averaged 24.94 percent of the total population compared to a ratio of 42.6 percent for the whole state of Oregon. Several reasons were cited for this disparity, including an aging labor force, more seasonal and part-time

employment, and volatility in the lumber and wood products sector of the economy. The 2015 to 2035 employment growth projection is as follows:

<b>City</b>	<b>Total Jobs 2002</b>	<b>Total Jobs 2014</b>	<b>Employment Percentage 2015</b>	<b>Baseline Average Annual Growth Rate</b>	<b>Augmented Average Annual Growth Rate</b>
Detroit	50	47	0.22	51	55
Total North Santiam Study Area	848	1,033	0.25	1,304	1,581

**Land Demand:**

For the North Santiam Corridor, the analysis indicates that there will be demand for both industrial and commercial land over the next 20 years. Demand for industrial land is estimated at 17.0 acres under the baseline average annual growth rate projections, and demand for commercial land is estimated at 7.4 acres, for a combined total of 24.4 acres. Under the augmented agar assumptions, new demand would rise by 34.4 acres for industrial land and 15.0 acres for commercial land, for a combined increase of 49.4 acres.

**Population:**

From 2000 to 2015 there was a 1.46 percent decrease in population in Detroit, and a 53 percent increase in population in the total North Santiam Study Area.

The baseline growth rate used in the study is the 20-year growth rate produced by the Population Research Center of Portland State University and certified by the County. That report covered the period from 2010 to 2030 and the projections were extrapolated an additional five years to provide estimates for 2015 to 2035. The individual baseline Average Annual Growth Rate for each community is calculated and aggregated for a total canyon-wide population growth rate of 0.89 percent.

<b>City</b>	<b>Baseline</b>	<b>Population 2000</b>	<b>Population 2015</b>	<b>Population with Baseline 2035</b>
Detroit	0.40%	262	210	228
Total North Santiam Study Area	0.89%	3,829	4,142	4,949

## North Santiam Canyon Economic Development Update, March 2016

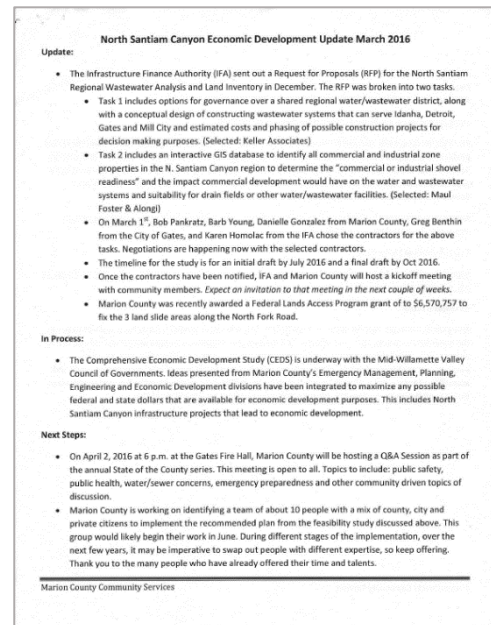
**Purpose:** To provide a written update for progress on areas in North Santiam Canyon economic development, per 2016.

### Areas of Weakness:

1. Water/Sewer Infrastructure
2. Broadband
3. Access to Employment

### Project Updates:

- Regional Wastewater Feasibility Study
  - Contractors were selected to create a conceptual design and estimated costs of constructing wastewater systems that can serve cities in the area (Gates and Detroit), and develop an interactive GIS database to identify all commercial and industrial zone properties in the region in order to determine their impact on the wastewater system and if they are shovel ready.
  - Last year, the City of Gates received a \$1.7 Million Community Development Block Grant for the purpose of water main repair, updates to the water plant and diesel generator, and upgrades to the propane generator/booster.
- Broadband Internet Feasibility Study
  - Many of communities in the canyon area lack quality broadband and internet to suit the needs of citizens, home based medical care providers, emergency management, schools, community organizations, and businesses. As a result, Marion County is working on making high speed broadband internet accessible through public and private partnerships.
- Regional Health Assessment
- Hazard Mitigation Plan
  - A Q&A session was conducted at the Gates Fire Hall to discuss public safety, health, water/sewer concerns, emergency preparedness, etc.
  - Marion County was awarded a Federal Lands Access Program Grant of \$6,570,757 to fix 3 land slide areas along the North Fork Road.
  - Low interest loans were offered to Marion County businesses in 2015 as a part of the national disaster declaration.
- The Comprehensive Economic Development Study was underway with the Mid-Willamette Valley Council of Governments to present ideas for maximizing federal and state dollars in terms of economic development. This included North Santiam Canyon infrastructure projects that lead to economic development.



## North Santiam Canyon Regional Wastewater Analysis, January 2017

**Purpose:** To provide community leaders and staff with a feasible approach and associated cost to providing sanitary sewer services to the North Santiam Canyon communities.

**Background:**

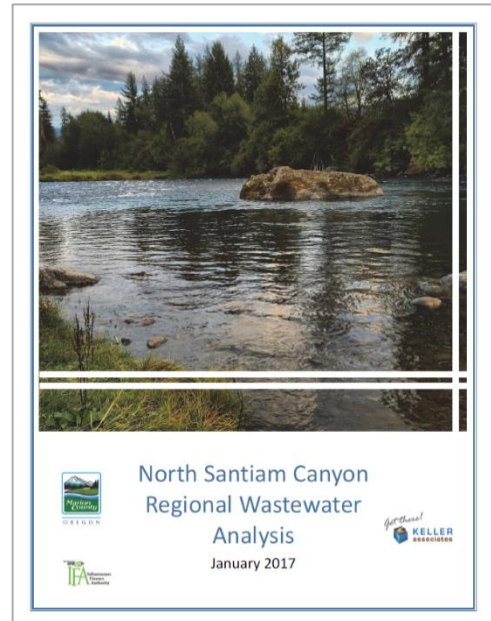
The lack of community wastewater systems in Idanha, Detroit, Gates, Mehama, and Lyons (all five communities are on individual septic systems only) and the need for upgrades to Mill City's wastewater system is identified as a limiting factor to economic and community development in the North Santiam Canyon.

Stakeholder Interviews were conducted to gain information and perspective in evaluating alternatives, septic system performance in the community, and existing community governance for utilities.

A detailed report for the development potential of the economy was completed by Maul Foster & Alongi (MFA).

**Scope of Work:**

- Data Compilation and Review
  - The project began by collecting data from a variety of sources and putting it into a single geodatabase. A secure Web-based interactive map application was used to make the data available for access and use.
- Field Surveys
  - Through property windshield surveys and focused interviews with key local stakeholders, this endeavor entailed direct data collection and analysis of the research area. The goal of this project was to collect data that would otherwise be unavailable and/or unquantifiable using existing data sets.
- Redevelopment Analysis
  - To evaluate future land demand in the study area, MFA and Elesco analyzed growth projections. The parallel wastewater investigation was aided by these growing forecasts.
  - MFA used the North Santiam Canyon Corridor Industrial & Commercial Land Demand Forecast (Land Demand Forecast) to evaluate and rate commercial and industrial assets based on their readiness to develop or redevelop using the following approach:
    - Develop typologies to classify commercial and industrial assets so that redevelopment choices and impacts may be modeled.
    - Use a Site Suitability Comparative Ranking Matrix to provide weighted scores for each typology factor as well as total comparative scores to rank the types' suitability for different uses. TheTAG was formed to examine the data and assist in the prioritization of matrix variables.



- Apply the matrix to the typology-identified population of properties.
  - In different growth situations, rank the attributes according to the matrix.
- Impact Analysis
  - Initially, MFA was charged with performing an order-of-magnitude analysis to evaluate the anticipated utility demand created by property redevelopment. As they worked on the inventory and the redevelopment analysis, it became evident that this new demand would be factored into the model developed by the wastewater study, and that understanding the influence of a sewage system on growth estimates and land demand was more important. As a result, MFA designed and implemented an alternate "augmented" development scenario to the Land Demand Forecast in consultation with County and COG employees.

**Project Deliverables:**

- An Interactive GIS Database of Properties
  - The project's final delivery is a secure Web-based interactive map application that allows project stakeholders and partners to engage with the combined datasets and deliverables. ArcGIS file geodatabases have been distributed to suitable project partners at the County in addition to the Web application. All supporting datasets integrated into the study, as well as the final layers generated through project-specific analysis, are stored in the geodatabases. The geodatabases include relevant metadata as well as documentation outlining the approach and analysis.
- A Land Demand Forecast and Redevelopment Matrix
  - Produced the Land Demand Forecast, which projected land demand for industrial and commercial applications based on the study area's job growth estimates. The impact analysis, which estimated prospective expansion based on the availability of sewer infrastructure and services in the study region, was added to the analysis. To aid system modeling in the wastewater study, project partners were given growth predictions and the Land Demand Forecast.
- Catalyst Property Cut Sheets
  - MFA selected the highest-scoring sites that satisfied the projected growth demands for development or redevelopment based on the output of the redevelopment site suitability matrix analysis for the baseline growth scenario, using the results of the redevelopment and impact evaluations. These are the properties that, based on the relative weighting established in the site suitability matrix, are considered the most generally desirable for development; however, individual business requirements may identify additional criteria that were not included in this study and may not score the properties in the same way.

**Anticipated Treatment:**

The North Santiam River Subbasin includes the towns of Idanha, Detroit, Gates, Mill City, Lyons, and Mehama. The lack of, or poor state of, community wastewater collection and treatment systems has been cited as a limiting issue for economic and communal progress in this region. One of the major obstacles to these communities having wastewater systems is a regulation called the Three Basin Rule. The Three Basin Rule was established to preserve/improve the existing high quality of water in the North Santiam River basin. This rule

prohibited any discharge of wastewater to surface waters requiring a National Pollution Discharge Elimination System (NPDES) permit, a Water Pollution Control Facility (WPCF) permit, or a 401 Water Quality Certification. The Three Basin Rule did allow the Oregon Department of Environmental Quality (DEQ) the ability to issue a WPCF permit for a new domestic sewage treatment facility contingent on three terms:

1. There is no discharge to surface water.
2. All groundwater protection requirements of OAR 340-040-0030 are met.
3. The Environmental Quality Commission (EQC) finds that the new sewage treatment facility provides a preferable means of disposal from the current means of disposal.

Currently most of the communities rely on onsite septic tank treatment. After discussions with DEQ, the most likely option for a community wastewater system in the North Santiam River basin to receive a WPCF permit is for year-round subsurface discharge in the root zone with water that meets the DEQ requirements for Class a Recycled Water (defined in OAR 340-055-0012(7)). In addition to the WPCF permit, a Recycled Water Use Plan (RWUP) must be developed which may include a groundwater monitoring plan. Subsurface discharge would satisfy the Three Basin Rule's requirement to not discharge to surface water. According to the DEQ, in order to ensure the groundwater is protected it is likely that the effluent will need to meet the requirements for Class A Recycled Water. Additionally, Class A Recycled Water disposal in the root zone should be looked at by the DEQ as a preferable means of disposal to individual septic systems. The reason that Class A Recycled Water is more protective of groundwater than other categories of recycled water is because of the level of treatment that is required. OAR 340-055 defines five categories of effluent, identifies allowable uses for each category, and provides requirements for treatment, monitoring, public access, and setback distances.

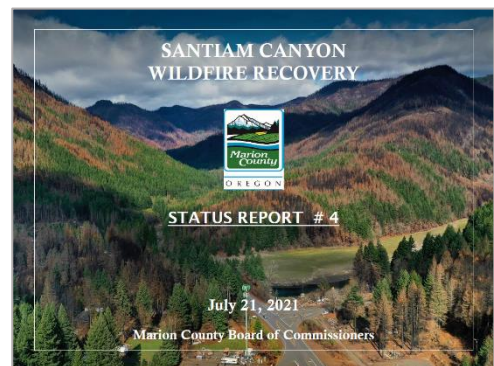
## Santiam Canyon Wildfire Recovery Status Report #4, July 2021

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**Purpose:** To record the status of the community in relation to the fire.

### Data Collected:

- 697 homes in the Santiam Canyon in need of repair or replacement (about 27%).
- In Gates, there was a total of 31 dwelling permits issued, and 42 septic permits issued.
- 502 Properties with Signed Right of Entry
- 310 of 666 Home Sites Cleared (46.5%)
- Total Number of Hazard Trees –24,000
- Hazard Trees Removed –9,008 (37.5%)



### County Led Recovery Projects:

- Financial Needs Analysis
  - Under way.
- Communications and Outreach
  - Firm working on building a communications and outreach plan.
  - Discussions under way for best path for an updated Recovery website.
  - Initial discussion with Gates about website design.
- Economic Impact and Opportunities Analysis

- o Starting within the next few weeks.
- Health Impact Assessment
- Community Visioning and Strategic Plans
  - o Better City has initiated project.
  - o Developed the initial survey and contact list for first outreach.
  - o Will be visiting Santiam Canyon and completing interviews week of July 26.

**Progress Points:**

- Met with Mill City Recorder to discuss recovery efforts.
- Held initial meeting to discuss Hazard Mitigation Program applications.
- Housing Team developing a proposed list of projects for State funding. Researched models for developing a housing recovery plan.
- Held a discussion with WorldRenew, a group that can help document the total damage from disasters.
- Discussed disaster recovery efforts with the new County CDBG/HOME Manager.

Oregon Wildfires Listening & Media Analysis Report, September 2021

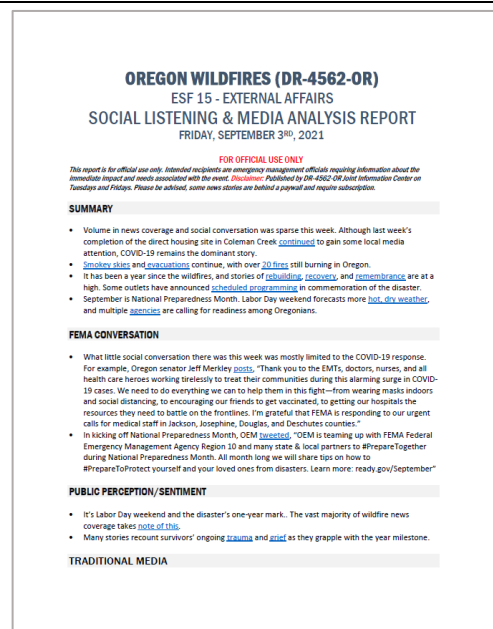
**Purpose:** To document media coverage and progress made in recovering from the Beachie Creek fires.

**News Coverage Overview:**

Although most of the news still is centered around COVID-19 complications, the press continues to report news on the fires, which happened over a year ago. Stories of rebuilding, recovery, and remembrance are at a high. Some outlets have announced scheduled programming in commemoration of the disaster. September is National Fire Preparedness Month, and as such, media outlets have been paying extra close attention to the fire stories. Many stories recount survivors’ ongoing trauma and grief as they grapple with the year milestone.

**Progress and Recovery Efforts:**

- Coleman Creek Estates rehouses survivors nearly a year after Almeda Fire.
- The State’s Office of Emergency Management approached Talent about Applying for money that the Federal Emergency Management Agency had originally granted for the Mosier Creek fire.
- Smoke and damage from the fires is still heavy.
- Dry conditions and high fire warnings have led to recent evacuations in attempts to lessen potential fire damage.



## Santiam Canyon Wildfire Recovery Project (Oregon Chapter of the American Planning Association, Community Planning Assistance Program) CAPP, August 2021

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**Purpose:** To provide an overview, give methods, and outline opportunities for recovery from the 2020 Oregon Wildfires.

### **Background and Purpose:**

Many Santiam Canyon communities were devastated by wildfires in 2020, which destroyed homes, businesses, community institutions (such as churches, fire stations, and municipal buildings), historic features, and the infrastructure that sustains them. The most major and devastating effects on properties occurred in the cities of Detroit and Gates, as well as many rural residences in between. The fires have severely harmed the area's woods, natural regions, County and state parks, and other recreational attractions, as well as Santiam Canyon's tourist sector.

Residents, businesses, and local governments of the canyon are still addressing immediate needs and each community impacted will have their own schedule and interests to be addressed. All parties involved are working hard on grant and funding applications; economic analysis and studies to support rebuilding; and to engage in community-based planning and visioning efforts when communities are ready to proceed with those steps.

### **Methodology:**

Resiliency planning considers how future events and conditions may affect a community. Communities use recovery planning to figure out how to rebuild after a tragedy. It assists a community in adapting to and recovering quickly from disruptions such as wildfires, pandemics, earthquakes, and other natural disasters.

The accompanying elements of the Community Assistance Planning Program (CAPP) team's research include a summary of existing plans, policies, and relevant studies, an assessment of how the wildfires have impacted those plans, and initial ideas for improvements or next steps. The CAPP team has also developed a compendium of best planning practices identified by disaster response experts across the country and lessons learned from the experiences of other communities recovering from wildfires. Finally, the team compiled a directory of individuals and organizations charting recovery projects and plans for Santiam Canyon recovery. These documents are "living," and can be changed at any point in time.

### **Opportunities For Recovery:**

According to CAPP research, community and economic development goals set many years ago are still relevant and serve as a solid foundation for rebuilding. The disaster has revealed strategies and policies that should be modified to increase system resilience and, as a result, strengthen the community's ability to respond to and recover quickly from future disasters or emergencies.

The "planning context" summaries provided by the CAPP team highlight areas where plans and policies need to be updated to reflect current conditions or strengthen resilience. A common theme noted by the researchers is the need for continued collaboration and community-driven decisions, which includes a need for increased staffing and capacity building in the Santiam Canyon to ensure a community-supported recovery and a resilient Santiam Canyon.



## Planning and Prevention Strategies:

Experiences from other communities' post-disaster planning efforts can be useful for moving forward with recovery and rebuilding, as well as assuring resiliency to prevent, decrease the risk of, and recover from future disasters. The following is an overview of planning efforts and lessons learned from previous wildfire incidents across the region, as well as best practices that have been investigated or implemented in similarly afflicted areas. Best practices are those sound, responsible policies, methods, activities, or tools that are often thought to be the most effective for preventing or limiting the negative effects of a wildfire disaster.

## Resources—Policies, Codes, Tools, Plans for Before and After Wildfire:

- APA Planning the Wildland-Urban Interface
  - <https://www.planning.org/publications/report/9174069/>
- APA Hazard Mitigation Policy Guide
  - <https://www.planning.org/publications/document/9203323/>
- Building a Wildfire-Resistant Home: Codes and Costs
  - <https://headwaterseconomics.org/wildfire/homes-risk/building-costs-codes/>
- Colorado Post-Fire Recovery Playbook for Counties, Tribes, Municipalities, and Water Providers
  - [https://aftertheflames.com/wp-content/uploads/2021/02/CO\\_Post\\_Fire\\_Playbook\\_2021\\_update-1.pdf](https://aftertheflames.com/wp-content/uploads/2021/02/CO_Post_Fire_Playbook_2021_update-1.pdf)
- Community Wildfire Safety Through Regulation: A Best Practices Guide for Planners and Regulators
  - <https://nfpa92.nfpa.org/-/media/Files/Public-Education/By-topic/Wildland/WildfireBestPracticesGuide.ashx>
- Disaster Recovery Guidance: Research Study
  - <https://www.planning.org/nationalcenters/hazards/recoveryguide/>
- FEMA's U.S. Fire Administration Wildland Urban Interface
  - <https://www.usfa.fema.gov/wui/index.html>
- Firebreak: Wildfire Resilience Strategies for Real Estate
  - <https://knowledge.uli.org/reports/research-reports/2020/firebreak-wildfire-resilience-strategies-for-real-estate>
- International Code Council Wildland-Urban Interface Model Code
  - <https://codes.iccsafe.org/content/IWUIC2021P1>
- Oregon's Post-Wildfire Flood Playbook
  - [https://www.nwp.usace.army.mil/Portals/24/docs/flood/Post\\_WildFire\\_Playbook.pdf](https://www.nwp.usace.army.mil/Portals/24/docs/flood/Post_WildFire_Playbook.pdf)
- Planning's Role in Wildfire Mitigation
  - <https://www.planning.org/publications/document/9170741/>
- Pocket Response Plan (PReP)-Disaster Preparedness Tool
  - [https://www.oregon.gov/oprd/OH/Documents/OC2C\\_PReP.doc](https://www.oregon.gov/oprd/OH/Documents/OC2C_PReP.doc)
- Recovering and Rebuilding from Oregon's 2020 Wildfires
  - [https://www.oregon.gov/gov/policy/Documents/WERC-2020/Wildfire\\_Report\\_FINAL.pdf](https://www.oregon.gov/gov/policy/Documents/WERC-2020/Wildfire_Report_FINAL.pdf)
- Zoning Practice: Zoning and Disaster Recover (July 2021) & Wildfire Mitigation (May 2012)

- o <https://www.planning.org/zoningpractice/previous/>

### **Case Studies:**

- After the Fire: Vulnerable Communities Respond and Rebuild
  - o <https://www.americanprogress.org/issues/green/reports/2019/07/25/472738/fire-vulnerable-communities-respond-rebuild/>
- Austin Area Wildfire Hub
  - o <https://wildfire-austin.hub.arcgis.com/>
- Fire Adapted Ashland
  - o <https://www.ashland.or.us/SectionIndex.asp?SectionID=539>
- Wildfire Safety Ordinance
  - o <https://www.ashland.or.us/Page.asp?NavID=17670>
- Case Study: Hayman Fire, Hayman, Colorado
  - o <https://www.planning.org/research/postdisaster/casestudies/haymanfire.htm>
- Road to Recovery website: Town of Paradise, California
  - o <https://www.townofparadise.com/recovery>
- Urban Land Institute summary case study
  - o <https://developingresilience.uli.org/case/paradise-long-term-recovery-plan/>
- Sonoma County Recovery & Resiliency Framework
  - o <https://sonomacounty.ca.gov/CAO/Policy-Grants-and-Special-Projects/Recovery-and-Resiliency/Recovery-Framework/>

### **Opportunities for Recovery:**

While limited community visioning took place pre-disaster, there is renewed interest in engaging Santiam Canyon communities in visioning processes following the 2020 fires. With the help of a Community Development Block Grant, Marion County contracted a team of consultants to assist with community visioning for the cities of Gates and Detroit, along with other strategic planning efforts throughout the impacted areas of the canyon. Data collection and community surveys for this effort commenced in July 2021. This project may catalyze interest in community visioning in other Santiam Canyon communities and should be used as a case study for future efforts. While the Cities of Gates and Detroit have previously undertaken independent community visioning processes, future visioning work should acknowledge the importance of shared assets and a comprehensive vision for Santiam communities. While each community in Santiam Canyon is unique, many are faced with similar challenges. A collaborative vision could highlight the ways cities can work together to leverage resources and increase long-term resiliency.

The Oregon Department of Forestry is working on several plans that will direct future management of state forests. These plans—including the Companion Forest Management Plan, the Habitat Conservation Plan, and the Climate Change and Carbon Plan—have direct links to fire management activities. Local governments can look to these plans for guidance on how to prepare for and respond to future fire events.

In addition to management direction, these Plans include ongoing public engagement opportunities for communities to learn more about the future of forest management. Providing the Oregon Department of Forestry with community perspectives will strengthen the actions and directions that come out of these planning documents.

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Post-fire, coordinated and regional improvements to infrastructure, housing development (outside of flood and landslide zones, constructed to code and with more fire resilient materials) and aligned economic development efforts are possible –this is due to the large amount of state and federal funding available for wildfire recovery that otherwise would not be in play.

Santiam Canyon will benefit from the increased economic and housing development opportunities that can be realized with the wastewater project—drain field size would no longer be a factor nor will expensive septic systems be necessary. The wastewater project would also serve to expand opportunities for recreation and tourism, as safe treatment will allow for a higher number of users.

### North Santiam Sewer Authority Wastewater Master Plan, September 2021

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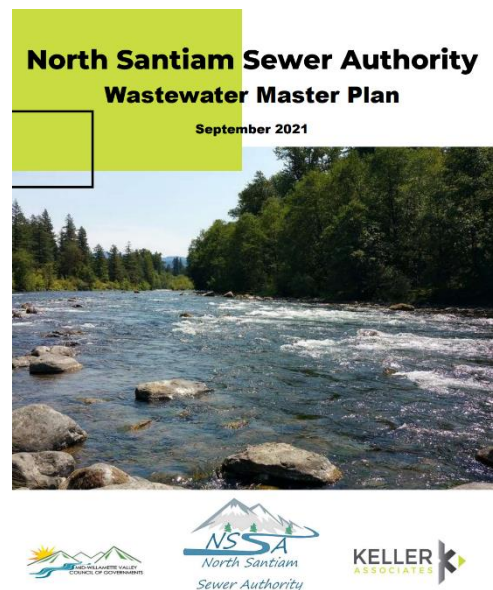
**Purpose:** Tourism and outdoor recreation have become an important part of the Canyon’s economy as activities near Detroit Lake continue to drive and attract users from around the state.

**Urgency Post Fires:** The wildfires and mass destruction created additional pressure to obtain permits for septic repairs or new septic systems for recovering business owners and residents. The permitting challenge and costs to repair or replace septic systems will stall the recovery process for many in the region.

**Funding:** In 2021, Marion County submitted for a Capital Funding Request to the Oregon Legislature on behalf of the NSSA for \$50 million. The funding request was broken down into two distinct projects:

- Project A: Gates / Mill City
- Project B: Interim Measures Detroit/Idanha

**Population Projections:** Historical and projected population was retrieved from Portland State University (PSU) and a case study of the nearby city of Sisters. According to this analysis, the annual average growth rate for the communities in North Santiam Canyon was 1.6 percent.



**Build Approach:** Keller Associates recommended that the project be split into two geographies: Mill City/Gates and Detroit/Idanha.

**Cost Summary:** Total capital costs for the system are \$106.2 million. Maintenance and upkeep costs are estimated at \$0.44 million per year.