

City Hall
206 N. Main St.
Toledo, Oregon 97391
6:00 p.m.



TOLEDO CITY COUNCIL
Regular Meeting – also via Zoom Meeting Platform
November 5, 2025

Virtual Meeting: The City Council will hold the meeting for the City Council and staff in person as well as through the Zoom video meeting platform. The public is encouraged to attend the meeting electronically. Visit the meetings page on the city website for meeting login information.

Public Comments: The City Council may take limited verbal comments during the meeting. Written comments may be submitted by email to paul.johnson@cityoftoledo.org by 3:00 p.m. the day of the meeting to be included in the record. Comments received will be shared with the City Council and included in the record.

1. Call to Order and Pledge of Allegiance

2. Roll Call

3. Visitors/Public Comment

- a. (The public comment period provides the public with an opportunity to address the City Council regarding items not on the agenda. Please limit your comments to three (3) minutes).

4. Consent Agenda

- a. 12-18-2024 City Council Minutes
- b. 01-15-2025 City Council Minutes
- c. 01-29-2025 City Council Minutes
- d. 10-15-2025 City Council Minutes
- e. 10-22-2025 City Council Executive Session #1 Minutes
- f. 10-22-2025 City Council Executive Session #2 Minutes
- g. 10-22-2025 City Council Special Meeting Minutes
- h. 10-22-2025 City Council Work Session Minutes

5. Community Service Reports and/or Presentations to the Council

- a. Deynse Marsh, Library Board President
 - i. Umbrella Parade
- b. Heather Tower, OSU Extension Service, Lincoln County
 - i. Proposed Agreement between OSU and COT regarding the Community Gardens.

6. Discussion and Information Items

Comments submitted in advance are preferable. Comments may be submitted by e-mail at paul.johnson@cityoftoledo.org. The meeting is accessible to persons with disabilities. A request for an interpreter for the hearing impaired, or for other accommodations for persons with disabilities, should be made at least 48 hours in advance of the meeting by calling the City Offices at (541)336-2247

7. Decision Items

- a. RCA - Approve an agreement addendum with Oregon State University for a community garden.
 - i. Amendment 4 To the Community Garden Agreement (exp. 12-31-2025)
 - ii. Amendment 5 to the Community Garden Agreement (exp. 12-31-2026)
- b. RCA - Resolution authorizing the approval of the Lincoln County Multi-Jurisdictional Natural Hazard Mitigation Plan – City of Toledo Representation
 - i. A resolution adopting the City of Toledo representation in the updates to the Lincoln County Multi-Jurisdictional Natural Hazards Mitigation Plan (NHMP).
 - ii. Toledo Addendum 25-30 to NHMP
- c. RCA - Public Hearing to consider a rezone and annexation (RZ-1-25 and AX-1-25) and Proposed Ordinance 1432.
 - i. RCA and Staff report with attachments AX-1-25 RZ-1-25
 - ii. Ordinance AX-1-25 RZ-1-25 - draft 10-21-2025
- d. RCA - Resolution No. 1590, a resolution adopting a salary schedule for non-represented positions for fiscal 2025-2026
 - i. Resolution 1590, approving the Cost of Living Adjustment for FY2025-2026 and approving the Non-represented Employee Salary Schedule
 - ii. Exhibit A - Proposed Salary Schedule Non-represented
- e. RCA- Adoption of Fire Department Policies
 - i. Resolution 1588 Adopting a Toledo Fire Department Policy
 - ii. Fire Department Policies
- f. RCA - Approval of second funding payments to Toledo History Center and Yaquina Pacific Railroad Historical Society

8. Reports and Comments

- a. City Manager Comments

9. City Council Issue Tracker

10. Council Comments

11. Mayor's Comments

12. Future Agenda Items

13. Adjournment

Comments submitted in advance are preferable. Comments may be submitted by e-mail at paul.johnson@cityoftoledo.org. The meeting is accessible to persons with disabilities. A request for an interpreter for the hearing impaired, or for other accommodations for persons with disabilities, should be made at least 48 hours in advance of the meeting by calling City Offices at (541)336-2247

**TOLEDO CITY COUNCIL
REGULAR MEETING
206 N Main St, Toledo, OR 97391
December 18, 2024**

CALL TO ORDER

Mayor Rod Cross called the meeting to order at 6:00 p.m. also via Zoom in Toledo, Oregon. Mayor Cross confirmed a quorum was present.

Present	Absent	
<u>X</u>	<u> </u>	<u>Mayor Rod Cross</u>
<u>X</u>	<u> </u>	<u>Council President Kim Bush</u>
<u>X</u>	<u> </u>	<u>Councilor Jackie Kauffman</u>
<u>X</u>	<u> </u>	<u>Councilor Tracy Mix</u>
<u> </u>	<u>X</u>	<u>Councilor Frank Silvia</u>
<u>X</u>	<u> </u>	<u>Councilor Jackie Burns</u>
<u>X</u>	<u> </u>	<u>Councilor Stu Strom</u>

Staff present: City Manager Pro-Tem (CM) Amanda Carey, City Recorder (CR) Lisa Figueroa, City Attorney (CA) Mike Adams, Police Chief (PC) Michael Pace, Interim Fire Chief (FC) Ryan Harris, Library Director (LD) Harrison Baker, Dispatch Supervisor (DS) Katie Pimentel

PROCLAMATIONS/PRESENTATIONS

Presentation – Veterans of Foreign Wars (VFW)

Jim Buisman from VFW Post 4227 presented to recognize a member of the Toledo Police Department. He explained that the VFW has a program to recognize first responders who protect and serve the community. Mr. Buisman noted that normally these presentations occur in the spring, but the program timing has shifted to fall. He clarified that the VFW does not select the recipient; rather, the selection is made by the police chief and leadership team.

This year's recipient was Detective Dalynn Schenholster. Mr. Buisman presented a certificate to the detective and a plaque that will be displayed at the police department to recognize current and future officers.

Proclamation – Oregon State University community garden update

Heather Tower, 4-H Program Coordinator for Lincoln County, provided an update on the community garden near the skate park. She explained that the garden is managed by Randy Whites through a 4-H club in Toledo. Ms. Tower requested approval of an addendum to extend their contract with the city for another year, as the current agreement expires on December 31.

Ms. Tower reported that the garden has been active in the spring, producing food that is distributed to the local community. She mentioned plans to work with Randy to apply for grant funding to install a greenhouse and additional fencing to keep wildlife out. They also plan to improve signage to better identify the garden as a 4-H project and provide contact information for the public.

**TOLEDO CITY COUNCIL
REGULAR MEETING
206 N Main St, Toledo, OR 97391
December 18, 2024**

VISITORS/PUBLIC COMMENT

Council President Bush addressed the audience regarding an issue that many attendees had come to discuss. She explained that while the council wants to hear from the public, some matters are confidential, and council members are legally restricted from commenting on certain topics, particularly personnel matters. She asked for patience and understanding, noting that the council's inability to answer some questions is not due to a lack of transparency but rather legal constraints.

Mayor Cross echoed these sentiments, stating that when he has had to say "no comment" to citizens who have reached out to him, it has been difficult but necessary due to legal restrictions.

City Manager Pro Tem Carey read an email from Amber Brown, a Toledo resident of 36 years, who expressed concerns about the fire department situation. The email asked why volunteers were discharged without notice, questioned the appointment of an interim fire chief with limited experience, and asked about the city's long-term plans for the fire department.

City Manager Pro Tem Carey responded to what she could, stating that one staff person and one volunteer are on leave pending an HR complaint and third-party investigation. She emphasized that personnel matters cannot be commented on publicly. She praised Interim Fire Chief Ryan Harris for stepping up in a difficult situation and doing a "fantastic job." She stated that the city's goal is to maintain a combination department of both paid staff and volunteers, noting they currently have 28 members (2 paid staff and 26 volunteers).

Edna Ammons addressed the council, stating that nine high-ranking fire department personnel had walked off the job because an interim fire chief with only about three years of experience had been appointed rather than someone with more experience. She mentioned that one of these individuals had 35 years of experience and had previously covered for the fire chief for six months when he was injured.

Cara Ammons spoke via Zoom, identifying herself as a citizen with 12 years of experience as a Toledo dispatcher and experience as a volunteer firefighter/EMS. She expressed concerns about lack of transparency, claiming more than just one or two volunteers had left due to harassment by the training officer, belittling of volunteers, and favoritism. She also expressed concern about the police department losing its dispatch center and questioned the police chief's decisions. Ms. Ammons stated that volunteers who went on leave were "discharged" without notification on DPSST (Department of Public Safety Standards and Training) records.

Krystal Sjostrom spoke via Zoom, questioning why certain information about grievances was being shared with some staff members if personnel matters cannot be discussed publicly. She said she had been with the fire department for six years and had never seen it in such a state. Her husband, Kameron Sjostrom, also spoke, stating he had been with Toledo Fire Department for eight years and lived in Toledo for 33 years. He said the atmosphere at the fire department had declined over the last 2-3 years, which he attributed to Shannon Brecik joining the department.

**TOLEDO CITY COUNCIL
REGULAR MEETING
206 N Main St, Toledo, OR 97391
December 18, 2024**

He stated that he went on leave due to the change in leadership, and would not feel safe returning if Ryan and Shannon remained.

Cheryl Duprau, a former Toledo Fire volunteer of 12 years, spoke about the dedication of volunteers who serve without a paycheck and questioned what would cause someone with 35 years of service to leave. She suggested the Oregon State Fire Marshal might be able to provide resources to help with the transition, noting that an interim chief needs to understand resource management, budgeting, and deployment strategies, especially with potential dispatch changes.

Barry Brewster expressed concern about fire department leadership, stating that while he likes Ryan and Amanda personally, he believes Ryan is not qualified to be fire chief based on conversations with training officers from other departments. He questioned whether the city had reached out to special districts to get an interim fire chief or to the League of Cities for an interim city manager.

CONSENT AGENDA

None.

DISCUSSION ITEMS

Discuss a joint draft Request for Proposals with the Greater Toledo Pool and Recreation District to replace the pool and build a community center on city-owned property

City Attorney Mike Adams combined these two related items. He explained that about seven years ago, the city agreed that if voters approved a separate taxing district for the pool, the city would lease the pool to that district. The draft Intergovernmental Agreement (IGA) in the packet clarifies roles and responsibilities between the city and the Greater Toledo Pool Recreation District for construction of a community center and replacement of the pool.

Mr. Adams stated that under the IGA, the city would contribute up to \$3.8 million to the project, with the urban renewal district using tax increment financing to pay back the loan. The IGA puts management of the RFP and contracting process on the pool district rather than the city.

Peter Vince, Vice President of the Greater Toledo Pool Recreation District, reported they have made significant progress with their plans to replace the pool and establish a community center in partnership with the city. He said they have completed the conceptual design process with architectural firm Scott Edwards and are ready for the next steps. They plan to send out the RFP around February 1, with construction potentially beginning in fall 2025. He noted the current pool was built in the late 1940s and staff has worked diligently to maintain it.

Roy Kinyon, President of the pool board, elaborated that when the pool district received lottery funds exceeding \$3 million, the funding was designated for a pool and community center. He explained that the district is responsible for the pool construction while the city's help is needed for shared facilities like offices, locker rooms, and changing areas. He mentioned they are looking to secure an additional \$1.5-2 million in the next six months. Mr. Kinyon noted that the pool would be non-functional for over a year during construction.

**TOLEDO CITY COUNCIL
REGULAR MEETING
206 N Main St, Toledo, OR 97391
December 18, 2024**

Councilor Bush expressed concern about the city's financial ability to commit to the project at this time due to unanticipated challenges. Councilor Strom suggested revisiting the issue in January or February when more information would be available about the city's financial situation.

Mayor Cross noted that within the next 10 days, the city expects to receive critical information regarding city operations that will clarify their financial position. He stated that while he personally favors the project, this other financial matter needs to be addressed first. He suggested the pool district proceed with their RFP process in the meantime, as the earliest the council could make a decision would be January 8.

Mr. Kinyon reminded the council that their lottery funds will expire in April 2026.

Update regarding the Toledo Dispatch Center

City Manager Pro Tem Carey provided an update on critical staffing levels at the Toledo dispatch center. She presented data from the National Association of State 911 Administrators showing nationwide staffing challenges, with an average vacancy rate of 25% across the country from 2019-2022.

She reported that Toledo's dispatch center is down to only three dispatchers, which is not feasible to maintain 24/7 service. She, Chief Pace, and dispatch staff have been working with the Oregon Department of Emergency Management (OEM) to navigate a path forward and are in talks to transition dispatch services to another agency, Willamette Valley Communication Center (WVCC).

Ms. Carey presented comparative data showing that Toledo operates the smallest dispatch center in the area. She displayed a map showing that WVCC already covers the surrounding areas around Toledo, making them a logical choice for consolidation. Benefits of consolidating with WVCC include improved interagency communication, enhanced emergency response times, and access to better technology like text-to-911 service.

Katie Pimentel, Communications Supervisor, explained that they had been operating with four staff members but lost one employee who quit without notice. She reported working 100 hours of overtime in November and expecting 90 hours in January, with the other two dispatchers also working substantial overtime. She noted they don't have the capacity to train new hires under these conditions.

Mayor Cross expressed concern about WVCC's familiarity with Lincoln County locations, noting his personal experience with dispatchers not recognizing local landmarks. Ms. Pimentel acknowledged this challenge but mentioned that the new agency uses Phase 2 mapping technology that provides GPS coordinates for cell phone calls. She offered to help WVCC learn the area if the transition occurs.

TOLEDO CITY COUNCIL
REGULAR MEETING
206 N Main St, Toledo, OR 97391
December 18, 2024

Barry Brewster noted that when he worked for the Lincoln County Sheriff's Office, dispatchers from WVCC would do ride-alongs to learn key locations and landmarks.

Cheryl Duprau expressed concern about the timing of this change given the other issues with emergency services and questioned whether the rural fire district had been consulted, particularly given spotty cell service in outlying areas.

Councilor Strom noted the financial reality that many small communities can no longer afford their own dispatch centers, but emphasized this doesn't mean the city will compromise on safety. Ms. Carey stated that she would bring more detailed information about dispatch, including contracts and costs, to the first council meeting in January for a more in-depth discussion.

Discuss an Intergovernmental Agreement with the Greater Toledo Pool and Recreation District

City Manager Pro Tem Carey provided an update on critical staffing levels at the Toledo dispatch center. She presented data from the National Association of State 911 Administrators showing nationwide staffing challenges, with an average vacancy rate of 25% across the country from 2019-2022.

She reported that Toledo's dispatch center is down to only three dispatchers, which is not feasible to maintain 24/7 service. She, Chief Pace, and dispatch staff have been working with the Oregon Department of Emergency Management (OEM) to navigate a path forward and are in talks to transition dispatch services to another agency, Willamette Valley Communication Center (WVCC).

Ms. Carey presented comparative data showing that Toledo operates the smallest dispatch center in the area. She displayed a map showing that WVCC already covers the surrounding areas around Toledo, making them a logical choice for consolidation. Benefits of consolidating with WVCC include improved interagency communication, enhanced emergency response times, and access to better technology like text-to-911 service.

Katie Pimentel, Communications Supervisor, explained that they had been operating with four staff members but lost one employee who quit without notice. She reported working 100 hours of overtime in November and expecting 90 hours in January, with the other two dispatchers also working substantial overtime. She noted they don't have the capacity to train new hires under these conditions.

Mayor Cross expressed concern about WVCC's familiarity with Lincoln County locations, noting his personal experience with dispatchers not recognizing local landmarks. Ms. Pimentel acknowledged this challenge but mentioned that the new agency uses Phase 2 mapping technology that provides GPS coordinates for cell phone calls. She offered to help WVCC learn the area if the transition occurs.

**TOLEDO CITY COUNCIL
REGULAR MEETING
206 N Main St, Toledo, OR 97391
December 18, 2024**

Barry Brewster noted that when he worked for the Lincoln County Sheriff's Office, dispatchers from WVCC would do ride-alongs to learn key locations and landmarks.

Cheryl Duprau expressed concern about the timing of this change given the other issues with emergency services and questioned whether the rural fire district had been consulted, particularly given spotty cell service in outlying areas.

Councilor Strom noted the financial reality that many small communities can no longer afford their own dispatch centers, but emphasized this doesn't mean the city will compromise on safety.

Ms. Carey stated that she would bring more detailed information about dispatch, including contracts and costs, to the first council meeting in January for a more in-depth discussion.

Citizen letter received by Council members

Mayor Cross shared that he had received an anonymous letter titled "The Brown Roundup Part 1" from a fake post office box in Otis. The letter discussed plans to identify and target people of Hispanic descent, suggesting readers take down license plate numbers and make and models of cars as people exit churches, Walmart, and other locations.

Mayor Cross expressed his strong objection to the letter, stating "This is not America. This is not who we are." He emphasized that America has historically been a place where people from all backgrounds come seeking opportunity and sanctuary from oppression. He noted that Milwaukie, Lincoln City, and councilors in Coos Bay and North Bend had also received these letters.

Council President Bush suggested the council make a declaration or statement at the next meeting. She recalled that in the past, when there was unrest in the country, the council had declared that Toledo would not tolerate this kind of behavior toward people in their community. She emphasized that Toledo residents accept people for who they are.

Councilor Strom mentioned the "Toledo incident" of 1925, when people were rounded up and shipped out of town because they were going to "take jobs away." She stated that her spouse's great-grandfather took years to live that down, and she would never want to see that happen again.

City Manager Pro Tem Carey noted it's coming up on the 100-year anniversary of the Toledo incident and suggested thinking about how to honor and be inclusive for the upcoming year rather than giving attention to the anonymous letter writer.

Michelle Becker, speaking online, mentioned that Corvallis for Refugees is bringing in 40-50 individuals with refugee status in the next month and is looking for donations and assistance.

Andrew Keating, City Council-elect, noted that the letters appeared to be specifically targeting council members and mayors in Lincoln County. He emphasized Toledo's welcoming nature,

**TOLEDO CITY COUNCIL
REGULAR MEETING
206 N Main St, Toledo, OR 97391
December 18, 2024**

pointing to the "Toledo welcomes you" signs at the city entrance. He expressed concern about the letter's encouragement of tracking and reporting people, which could lead to racist calls overwhelming emergency services.

DECISION ITEMS

Approve an agreement addendum with Oregon State University for a community garden
City Manager Pro Tem Carey explained that this was the addendum to the garden agreement with Oregon State University that Ms. Tower had discussed earlier in the meeting.

Moved by Councilor Mix, seconded by Councilor Bush to approve the amendment of Oregon State University Cooperative Extension for the community garden as presented. Motion carried 6-0.

Consideration to re-appoint an incumbent to the Planning Commission

City Manager Pro Tem Carey presented an application from incumbent Planning Commission member Ricky Dyson, whose term expires at the end of the year. She explained that traditionally when an incumbent member wishes to continue serving, they submit an application but are not typically interviewed by the council.

Mayor Cross provided background information on Mr. Dyson, noting he is originally from New Zealand, worked in academia in Utah, and then moved to Toledo where he has been volunteering ever since.

Moved by Councilor Kauffman, seconded by Councilor Mix to reappoint Ricky Dyson to the Planning Commission. Motion carried 6-0.

Accept a grant agreement with the Oregon Parks and Recreation Department for a Parks Master Plan

City Attorney Adams explained that the city applied for and was awarded a grant for a Parks Master Plan, which they currently do not have. The plan would develop a long-term strategy for city parks, facilities, and open spaces, driving the city's long-range planning and financial decisions for the next 10 years. It is expected to be completed by December 2025.

The grant provides \$32,000 with an \$8,000 city match for a total project cost of \$40,000. The city's contract planner, Justin Peterson, will manage the project with Planning Tech Arlene serving as the grantee administrator.

Councilor Bush expressed excitement about the grant, noting it has been a long time coming and will help ensure proper maintenance and upgrades of parks. She commended staff for securing grant funding that doesn't come out of taxpayer pockets.

**TOLEDO CITY COUNCIL
REGULAR MEETING
206 N Main St, Toledo, OR 97391
December 18, 2024**

Mayor Cross mentioned that students from Toledo Junior Senior High School were enthusiastic about helping update and modernize city parks. He plans to involve children from both the high school and elementary school in the process to get their perspective on park needs.

Moved by Councilor Mix, seconded by Councilor Bush to approve the acceptance of the grant from the Oregon Parks and Recreation Department and authorizing city manager to sign the agreement. Motion carried 6-0.

Ordinance No. 1426 an ordinance rejecting the Pre-Implementation Compliance Measures proposed by FEMA in Floodplain Areas

Ordinance No. 1426 an ordinance rejecting the Pre-Implementation Compliance Measures proposed by FEMA in Floodplain Areas

Mayor Cross called a public hearing to order at 7:50 PM regarding Ordinance No. 1426.

City Attorney Adams presented the proposed ordinance, explaining that FEMA has proposed a new plan affecting the National Flood Insurance Program in Oregon, intended to protect threatened and endangered fish. FEMA sent letters to cities and counties asking them to implement one of three pre-implementation compliance measures (PICMs) by December 1, 2024:

- Adopt a modern floodplain ordinance
- Require a habitat assessment mitigation plan for development on a permit-by-permit basis
- Prohibit new development within the floodplain

Mr. Adams explained that FEMA was sued in 2018 by conservation groups for not coordinating with NOAA and NMFS regarding the impact of the National Flood Insurance Program on endangered species. He argued that FEMA has no authority over land use, that the proposed measures violate state land use laws, and that FEMA's actions are premature as they haven't completed an environmental impact statement.

The proposed ordinance would require developers to have a qualified floodplain professional provide documentation that development will not result in "takes" (harming endangered species), thereby ensuring no ESA-required permits are needed. The ordinance also includes a waiver provision similar to Measure 49 under state law, allowing the city to waive compliance with requirements if they limit or prohibit previously allowed uses.

During public testimony, David Tribolet spoke in favor of the ordinance as opposed to the three PICMs originally offered by FEMA. Guy Benoit also supported the ordinance, sharing his frustrating experiences dealing with FEMA regarding flood designations on his property.

**TOLEDO CITY COUNCIL
REGULAR MEETING
206 N Main St, Toledo, OR 97391
December 18, 2024**

Following the close of the public hearing at 8:15 PM, council discussion focused on concerns about FEMA's authority. Councilor Bush asked whether passing the ordinance could jeopardize flood insurance for citizens. Mr. Adams explained that FEMA would need to go through an extended due process before pulling flood insurance, likely taking at least a year.

Mayor Cross expressed optimism that since FEMA has not followed its own agency rules and is abrogating Oregon land use rules, legal challenges could delay any action for years. He noted that other jurisdictions including Clatsop County, Tillamook County, and cities on the North Coast are taking similar stances.

The council discussed how this would affect not only residents but also the port, which is the city's second-largest employer and might want to undertake expansion projects.

Moved by Councilor Bush, seconded by Councilor Kaufman to adopt Ordinance Number 1426, an ordinance of the Toledo City Council electing not to adopt one of the three pick them options proposed by FEMA and amending flood hazard protection standards codified as chapter 15.16 of the Toledo Municipal Code by adding sections 15.16.230 through 15.16.280 and declaring an emergency. Motion carried 6-0.

REPORTS AND COMMENTS

Committee updates

City Recorder provided an updated copy of the 2025 meeting calendar, noting that budget committee meeting dates would be added later.

Public Works Director Lorimer reported finding mold in the new public safety building. He, Chief Pace, code enforcement, and the public works superintendent conducted a walkthrough and identified areas requiring attention. They plan to bring in subject matter experts to assess the situation. Mayor Cross confirmed that this issue would be the responsibility of the contractors doing the renovations.

Mr. Lorimer reported that three new public works hires are doing well. He provided updates on sewer main replacements on French Street and Southeast Alderway, with plans for CIPP lining to reduce inflow and infiltration into the sanitary sewer system. He mentioned an upcoming waterline repair behind a residence on Northwest Bruce Street that would temporarily affect four services.

He noted they have an estimate to resurface the tennis courts but the assessment couldn't be done until June 2025 at the earliest, so they will request an extension on their grant.

Library Director Harrison reported that the wraparound mural in the children's area is complete and they received new seating for that area. Artist Peter Erskine will be creating a custom art installation using sunlight as a medium as part of his "100 libraries project." Upcoming events include the Seashore Literacy Ukulele Group (SLUGS) performance on December 21, a

**TOLEDO CITY COUNCIL
REGULAR MEETING
206 N Main St, Toledo, OR 97391
December 18, 2024**

Holocaust Remembrance program on January 25, and digital literacy workshops beginning January 30. He mentioned they are also working on starting a Lego club.

Interim Fire Chief Harris reported 61 calls for service since the last council meeting, with 40 answered by volunteers. The fire department sponsored an appreciation event for responders that approximately 30 people attended. Parts for Engine 41 have been ordered, and they are working with code enforcement and the state fire marshal's office on inspections throughout the city.

Police Chief Pace reported that the ceremony for Officer Gary Sumter was well-received by his family. He mentioned issues with a new patrol car that is being fixed. He reported staffing challenges, with one officer potentially leaving (reducing patrol to three full-time officers), Officer Gunn being released in mid-January, and another officer going on maternity leave in February. He requested financial support from the council to retain his current staff.

A lengthy discussion ensued about police department pay and retention issues, with Mayor Cross emphasizing the challenge of competing with neighboring departments that have transient lodging tax revenue. Chief Pace clarified that he was seeking immediate help for retention, not necessarily full pay parity with other agencies.

Communications Supervisor Katie Pimentel thanked Ryan and Shannon for bringing food to dispatch following a fire department event, demonstrating continued good professional relationships despite challenges. She also addressed public misconceptions about Chief Pace's compensation, clarifying that a portion of his "bonus" was actually restoring compensation that had been previously taken away.

Councilors made closing comments reflecting on current challenges and their commitment to the community. Councilor Bush expressed frustration with misinformation being spread and personal attacks on council members but reaffirmed her commitment to supporting city staff and serving citizens.

Councilor Strom, attending his last regular meeting, emphasized the need for Toledo to grow its population and tax base to maintain services, noting the city has only grown from about 3,100 to 3,500 residents during his tenure.

Mayor Cross acknowledged being called "a thief, a liar" and other names in recent weeks but emphasized his love for Toledo and its people. He addressed the fiscal challenges facing the city, with property tax increases limited to around 2.5% annually while inflation has been much higher, particularly for housing costs. He encouraged creative thinking to solve these issues and referenced the community's response to the recent ice storm as evidence of Toledo's strength and character.

ADJOURNMENT

The meeting adjourned at 11:00 PM.

**TOLEDO CITY COUNCIL
REGULAR MEETING
206 N Main St, Toledo, OR 97391
December 18, 2024**

Approve:

Attest:

Mayor Rod Cross

City Recorder Paul Johnson

DRAFT

**TOLEDO CITY COUNCIL
REGULAR MEETING**
January 15, 2025

1. CALL TO ORDER

Mayor Rod Cross called the meeting to order at 6:00 p.m. also via Zoom in Toledo, Oregon.

Present	Absent	
X		Mayor Rod Cross
X		Council President Kim Bush
	X	Councilor Jackie Kauffman
X		Councilor Tracy Mix
X		Councilor Frank Silvia
X		Councilor Jackie Burns
X		Councilor Andrew Keating

Staff present: City Manager Pro-Tem (CM) Amanda Carey, City Recorder (CR) Lisa Figueroa, City Attorney (CA) Mike Adams, Police Chief (PC) Michael Pace, Fire Chief (FC) Larry Robeson, Interim Library Director (LD) Harrison Baker

Mayor Cross – I would like to make a note that we have an added item to the agenda, which will be put in after the consideration to ratify city manager Pro Tem's signature of user agreement with Toledo dispatch center. We are adding a request to hire on call/casual employees to supplement critical staffing and dispatch.

2. PROCLAMATIONS/PRESENTATIONS

Oaths of office for City Council and Mayor

It was noted the oaths of office were performed for the Mayor and Councilors before the start of the meeting. However, CR Figueroa performed the oath of office for Councilor Keating again for the audience.

Purple Heart presentation, Police Chief Michael Pace

CP Pace presented a Purple Heart award to the daughter of Patrol Officer Gary Sumpter, who killed in the line of duty in 1969.

Item #4 – (Authorize the City Manager Pro-Tem to remove a specific employee if warranted, as required by City Charter, Chapter V, Section 20, Subsection 7) to the end of the discussion items. We will be meeting in Executive Session before this discussion item.

3. VISITORS/PUBLIC COMMENT

Barry Bruster, a Toledo business owner updated the Council on the thyme gardens project, noting that while some gardens were struggling, they were still being maintained. He also mentioned the Main Street Association was working on nonprofit status and planning to develop a media center through grants.

Cynthia George, expressed concerns about East County Fire District being locked out of their fire department and having to use bus barns for meetings. He also raised questions about a housing development on wetlands and water supply issues related to the Seal Rock Water District.

Shannon, a Toledo fire captain with 30 years of experience in fire service, spoke on behalf of volunteers who are concerned about speaking for themselves. She noted that volunteers are disappointed that the city has not released a statement regarding the fire department situation. She emphasized that there has been no decrease in response - in fact, response has increased since the investigation started, with volunteers answering 1,020 calls in 2024, including 294 calls after the leadership investigation began.

Dawn Davis, a Toledo resident and volunteer with the fire department for 5.5 years, expressed frustration about negative treatment of fire volunteers. She thanked those who have supported the department and announced her resignation and planned departure from Toledo.

Katie Pimentel, communications supervisor for Toledo dispatch, spoke in support of the fire department, commending them for maintaining communication with dispatch and continuing to serve the community despite ongoing challenges.

Miranda Bowers, a former Toledo Fire volunteer, expressed sadness about divisions within the department, emphasizing the importance of brotherhood and sisterhood in emergency services.

Brenda Brown spoke about the importance of preserving institutional knowledge, particularly in the fire department. She expressed concern about any potential loss of experienced leadership.

Nicole, a former Toledo Fire member, expressed support for Chief Larry Robeson, describing him as someone who protected his responders and stood up against bullying.

Chief David Lapof, Siletz Fire District. Voiced concern about dysfunction in Toledo Fire and East Lincoln County Fire District. With 38 years in the fire service, he emphasized the importance of leadership and spoke in support of Chief Robeson.

Haley McGoy shared how Toledo fire department saved her child who is in heart failure and her father. She emphasized the importance of experienced leadership and community support.

Charles Fisher followed up on his request from two months ago regarding speed signs on Lincoln Way, noting that promised 20 mph signs had not been installed.

Sally asked why employment places of those under investigation were contacted, expressing concern about the appropriateness of such actions.

Daniel Ammons stated that his employer had been contacted, which he felt was inappropriate. He also questioned why people on leave of absence were fired and offered to share his investigation results with the public.

Russell Heyner, a volunteer with Toledo Fire since 2010, thanked all volunteers and expressed hope that the current situation would be resolved so they could return to focusing on community support.

Jonathan Garrison (online) asked about funds that were supposed to go to the East Lane County Volunteer Association, questioning if volunteers were still receiving their stipends.

Crystal Swindstrom, a Toledo volunteer for 6.5 years, stated that she and seven other volunteers received discharge letters despite being on leave of absence. She clarified that they did not leave to join East Lincoln County Fire but were responding with a group of 15 volunteers who started the week of Christmas.

4. CONSENT AGENDA

- a. City Council minutes held October 2, 2024
- b. Executive Session minutes held November 13, 2024
- c. Special Meeting minutes held November 15, 2024
- d. Executive Session minutes held December 4, 2024
- e. Executive Session minutes held December 18, 2024

Motion to approve the consent agenda as presented (Burns/Bush). Motion passed 6-0-1-0

Council member	In Favor	Opposed	Abstained	Absent
Mayor Cross	X			
Councilor Bush	X			
Councilor Kauffman	X			
Councilor Mix	X			
Councilor Silvia	X			
Councilor Burns	X			
Councilor Keating			X	

5. DISCUSSION ITEMS

- a. Decision to appoint a Council President
 - i. Councilor Bush is nominated

Motion to reappoint Council Bush as Council President (Silvia/Kaufman). Motion passed 7-0-0-0.

Council member	In Favor	Opposed	Abstained	Absent
Mayor Cross	X			
Council President Bush	X			
Councilor Kauffman	X			
Councilor Mix	X			
Councilor Silvia	X			
Councilor Burns	X			
Councilor Keating	X			

- b. Decision to assign a member to the Solid Waste Consortium Board

Councilor Keating was nominated.

Motion to appoint a council member Keating to the Solid Waste Consortium Board (Burns/Mix). Motion passed 7-0-0-0.

Council member	In Favor	Opposed	Abstained	Absent
Mayor Cross	X			
Council President Bush	X			
Councilor Kauffman	X			
Councilor Mix	X			
Councilor Silvia	X			
Councilor Burns	X			
Councilor Keating	X			

- c. Approve Resolution No. 1566, a resolution recognizing grant revenue and making appropriations for spending for fiscal year 2024-2025

Library Director Harrison Baker presented information about two donations to the library. The first was a \$10,000 donation from the family of JD Wade to create a display area near the western section of the library that would rotate museum exhibits and art, while also commemorating JD Wade. Baker explained that Wade was known for putting his initials on the stamp pad of books he read to keep track of his extensive reading.

The second donation was \$1,000 from Margie and Bill Bars to support the library's manga collection. Director Baker explained that manga (Japanese graphic works) is considered one of the most grueling jobs in creative fields, with works being published rapidly and sometimes spanning decades, making complete collections difficult to budget for.

Motion to approve Resolution No. 1566, a resolution recognizing grant revenue and making appropriations for spending for fiscal year 2024-2025 (Burns/Bush). Motion carried 7-0-0-0.

Council member	In Favor	Opposed	Abstained	Absent
Mayor Cross	X			
Council President Bush	X			
Councilor Kauffman	X			
Councilor Mix	X			
Councilor Silvia	X			
Councilor Burns	X			
Councilor Keating	X			

- d. Moved to the last decision item.
- e. Department of Environmental Quality report on tests conducted at City Hall

Interim City Manager Amanda Carey reported on environmental testing conducted at City Hall. In July, the Department of Environmental Quality (DEQ) tested the former Texaco site, which is currently the parking lot adjacent to City Hall. The findings discovered potential human health risks, prompting additional testing.

Results showed soil levels with gasoline and diesel contamination remaining in the vicinity of former underground fuel storage tanks at the south end of the property. The concentrations in soil and groundwater were found to be below risk-based concentration levels. However, the main concern was soil vapor, where gasoline, benzene, ethyl benzene, and TCE were found in vapor form at concentrations exceeding risk-based concentrations for vapor intrusion in commercial buildings.

Immediate testing in City Hall found no detectable levels in the air, indicating no current safety concerns for building occupants. However, additional testing is needed to determine the size of the contamination plume and whether it extends under the building.

DEQ secured \$60,000 through the Environmental Protection Agency's site-specific assessment funding to help cover further testing costs. If the plume is small and isolated, the parking lot could continue to be used with a deed restriction to prevent future construction. If TCE is found beneath City Hall, more extensive testing and potential mitigation would be required.

f. Update regarding the Toledo Dispatch Center

Interim City Manager Amanda Carey provided an update on the Toledo Dispatch Center crisis. A dispatcher went out on emergency medical leave the week of January 6th, putting the already understaffed center in a difficult position. Chief Pace and CM Carey worked with state agencies to request assistance through the Telecommunicator Emergency Response Task Force (TERT).

Astoria offered four dispatchers to help cover weekends, and Willamette Valley Communications Center (WBCC) also offered personnel support. Additionally, Chief Pace identified two trained dispatchers in the area who could work part-time on an emergency basis.

The city is in the process of transitioning dispatch services to WVCC, as Toledo can no longer staff a full-time dispatch center. Carey signed a user agreement with WVCC to expedite the transition process, which normally takes 7-8 months but is being fast-tracked due to the emergency.

The transition will incur additional costs, including hourly wages, per diem, mileage, and hotel accommodations for responders from other agencies. The initial cost estimate from WVCC is preliminary, as the state Office of Emergency Management may provide funds to offset some costs, and final figures depend on whether additional equipment and staff will be needed.

- g. Consideration to ratify City Manager Pro-Tem's signature of a user agreement for the Toledo Dispatch Center

Motion to approve allowing Interim City Manager Amanda Carey the ability to hire on-call casual dispatchers to sustain telecommunicator services in Toledo until they are consolidated (Mix/Keating) Motion carried 7-0-0-0.

Council member	In Favor	Opposed	Abstained	Absent
Mayor Cross	X			
Council President Bush	X			
Councilor Kauffman	X			
Councilor Mix	X			
Councilor Silvia	X			
Councilor Burns	X			
Councilor Keating	X			

Motion to ratify Interim City Manager Amanda Carey's signature on a user agreement with the City of Salem's Willamette Valley Communications Center (WVCC) for the City of Toledo's dispatch center operation (Mix/Kaufman). Motion carried 7-0-0-0.

Council member	In Favor	Opposed	Abstained	Absent
Mayor Cross	X			
Council President Bush	X			
Councilor Kauffman	X			
Councilor Mix	X			
Councilor Silvia	X			
Councilor Burns	X			
Councilor Keating	X			

- h. Consideration of bonuses for police and fire staff – Councilor Tracy Mix

Due to conflicts of interest, Mayor Cross and Council President Bush recused themselves from this agenda item. Councilor Mix was appointed to preside over this portion of the meeting.

Councilor Mix presented a proposal to provide bonuses to police, fire, and dispatch staff. She noted that while public works and other city employees received cost of living adjustments in July, the police, fire department, and dispatchers had not received adjustments despite facing an unreasonable workload and stress. She explained these departments were understaffed and underpaid compared to similar-sized cities.

Councilor Mix noted that the city had budgeted \$1,055,500 for police and dispatch positions, but the projected actual expenditure was approximately \$716,443, leaving almost \$340,000 in unspent salary funds that could be used for bonuses. She initially proposed a 5% bonus but later suggested 10% would be more appropriate.

Multiple public comments were heard on this matter:

Katie Pimentel, dispatch supervisor, expressed frustration about years of understaffing and stress, stating that while she appreciated the bonus consideration, it felt like too little too late. She noted that dispatcher positions were being eliminated, with staff being reassigned to other roles as the city transitions to WVCC.

Captain Shannon from the fire department requested that volunteers also receive compensation, emphasizing that the paid staff could not perform their duties without the 22 volunteers (approximately 18 responders).

Perry Rooster, a former patrol deputy, specifically advocated for increasing dispatcher compensation, praising their exceptional service.

Barry Richter cautioned the Council about making an immediate decision without further consideration of all implications.

Jim mentioned that historically, there was a fund to provide stipends to fire volunteers, suggesting that the Council look into current budget allocations for the volunteer program, which was noted to be \$61,000.

After extensive discussion, the Council determined they would address paid staff bonuses immediately while developing a separate plan for volunteer recognition at the next meeting.

Motion to approve a 10% one-time bonus for police, fire, and dispatch paid employees for this fiscal year, contingent on approval by the union that it is a nonbinding precedent. Motion carried 5-0-2-0.

Council member	In Favor	Opposed	Abstained	Absent
Mayor Cross			X	
Council President Bush			X	
Councilor Kauffman	X			
Councilor Mix	X			
Councilor Silvia	X			
Councilor Burns	X			
Councilor Keating	X			

Recess to re-enter the Executive session before the next item on the agenda.

- i. Authorize the City Manager Pro-Tem to remove a specific employee if warranted, as required by City Charter, Chapter V, Section 20, Subsection 7.

City Attorney Rob Bovett explained that per the City Charter, the Municipal Court Judge, City Attorney, and City Manager work for the City Council, while everyone else works for the City Manager. When there is an interim or pro tem City Manager, Chapter 5,

Section 20, Subsection 7 of the Charter stipulates that a Manager Pro Tem must have Council approval to remove personnel.

Bovett noted that the Council and Interim City Manager had received an executive summary of an investigation report related to a personnel matter. He emphasized that staff and Council had been cautioned not to mention, confirm, or acknowledge the identity of the person involved.

Motion to not authorize City Manager Pro Tem Carey to remove a specific employee if warranted as required by City Charter, Chapter 5, Section 20, Subsection 7. (Cross/Burns). Motion carried 7-0-0-0.

Council member	In Favor	Opposed	Abstained	Absent
Mayor Cross	X			
Council President Bush	X			
Councilor Kauffman	X			
Councilor Mix	X			
Councilor Silvia	X			
Councilor Burns	X			
Councilor Keating	X			

6. REPORTS AND COMMENTS

The Council voted to skip regular reports and comments but allowed brief final comments.

Mayor Cross opened comments for 1 minute to anyone who wanted to speak to the council.

Chief Robeson thanked the Council for their efforts and consideration of the report, expressing confidence that the department would move forward.

Councilor Mix expressed that it takes everyone to fix this and bring us all back together.

Councilor Kaufman – None

Councilor Keating – expressed his thoughtful process of accepting his position as a City Councilor.

Councilor Silvia – proposed a street being dedicated to Officer Sumpter.

Council President Bush shared the difficulty of being unable to address misinformation circulating in the community due to legal restrictions on discussing ongoing investigations and personnel matters. She emphasized that Council members could face fines or jail time for discussing certain matters and that the Council's silence was not due to secrecy but legal obligations.

Citizen – no name provided. What happens to the fire fighters on temporary leaves of absences? Decision is made by city staff and fire department.

Mayor Cross noted that his nearly 19 years on the Council had never been as difficult as the past three months, with the inability to address the "raging wildfire" of misinformation.

Daniels Ammons – Doesn't want to be treated like criminals with the installation of cameras and being locked out of the TFD. Indicated that he would not volunteer again while certain members were still employed by TFD. Given 35 years of his career.

Councilor Kaufman – Believed that the decision to terminate was greater than the CM Pro-tem to make.

Mayor Cross – He called for community healing, reminding everyone that Toledo had weathered previous crises and would emerge stronger by working together.

7. ADJOURNMENT

The meeting adjourned at 10:03 p.m.

Approve:

Attest:

Mayor Rod Cross

City Recorder Paul Johnson

TOLEDO CITY COUNCIL
206 N. Main St., Toledo, Oregon 97391
Executive Session
January 29, 2025

1. Executive Session

Mayor Rod Cross called the Executive Session to order at 5:00 p.m. electronically via Zoom in Toledo, Oregon. He read the declaration of meeting in Executive Session under the provisions of ORS 192.660(2)(h) To consult with counsel concerning the legal rights and duties of a public body with regard to current litigation or litigation likely to be filed. ORS 192.660(2)(f) To consider information or records that are exempt by law from public inspection.

Representatives of the news media and designated staff were allowed to attend the Executive Session. All other members of the audience were prohibited. Representatives of the news media were specifically directed not to report on any of the deliberations except to state the general subject of the session as previously announced.

Present	Absent	
X		Mayor Rod Cross
X		Council President Kim Bush
X		Councilor Jackie Kauffman
X		Councilor Tracy Mix
X		Councilor Frank Silvia
X		Councilor Jackie Burns
X		Councilor Stu Strong
		City Manager (Vacant)
		Assistant City Manager/Finance Director (vacant)
X		City Recorder Lisa Figueroa
X		City Attorney Mike Adams

Others Present:
Unknown

No decisions were made in Executive Session.

2. Adjournment

The Executive Session adjourned at 6:30 p.m.

APPROVE:

ATTEST:

Mayor Rod Cross

City Recorder Paul Johnson

TOLEDO CITY COUNCIL
206 N. Main St. Toledo, Oregon 97391
Regular City Council Meeting
October 15th, 2025

Call to Order

Mayor Rod Cross called the meeting to order at 6:00 PM also via Zoom in Toledo, Oregon. Quorum is established and Flag Salute was led by the Mayor.

Present	Absent	
X		Mayor Rod Cross
		Vacant
X		Councilor Jackie Kauffman
X		Councilor Tracy Mix
X		Councilor Frank Silvia
X		Councilor Jackie Burns
	X	Councilor Andrew Keating
X		City Manager Huebner
X		Chief Pace
X		Chief Lapof
X		Public Works Director Lorimor
X		City Recorder Paul Johnson
X		Interim City Recorder Krista Miller
X		Interim HR- Shawna Gribskov

Others present: None

Visitors/Public Comment: None

Consent Agenda Items pulled: ABEF minutes Urban Renewal are pulled in order to have the Urban Renewal Agency board approve these minutes

- *12-18-2024 Regular City Council Meeting Minutes**
- *5-20-2025 Urban Renewal Agency Budget Committee Meeting Minutes**
- 5-21-2025 Regular City Council Meeting Minutes
- 6-18-2025 Regular City Council Meeting Minutes
- *6-18-2025 Urban Renewal Agency Meeting Minutes**
- *7-2-2025 Urban Renewal Agency Meeting Minutes**
- 7-23-2025 City Council Work Session Meeting Minutes
- 8-01-2025 City Council Special Meeting Minutes
- 9-17-2025 Regular City Council Meeting Minutes
- 9-17-2025 Executive Session City Council Meeting Minutes
- 9-24-2025 Special City Council Meeting Minutes
- 9-24-2025 Work Session City Council Meeting Minutes
- RCA-Appointing City Manager Rich Huebner as the City's Alternate Representative to the Lincoln County Consortium for Solid Waste Management Budget Committee
 - Letter of Appointment

*Minutes removed from the consent agenda to be either corrected or signed during a URA meeting

Motion to approve the consent agenda (Silvia/Mix) as amended. Motion carries. 5-0-0-1

Council member	In Favor	Opposed	Abstained	Absent
Mayor Cross	X			
Vacant				
Councilor Kauffman	X			
Councilor Mix	X			
Councilor Silvia	X			
Councilor Burns	X			
Councilor Keating				X

Community Service Reports and/or Presentations to the Council

Quarterly Financial Report- Toledo Historical Society & Yaquina Railroad

Lisa Watson and Brenda Brown - Great attendance with 447 visitors (July-September). Had their 25 year Anniversary event with good attendance. Had a good amount of visitors from Wooden Boat Show at the Railroad, and were encouraged to visit the museum. The Railroad attended the Lincoln County fair and were in many events in the valley that brought many visitors from out of the area. The Barrel to Keg event was successful.

Councilor Burns asked if they solicit donations to visitors. Brenda Brown indicated that they do and that both are donation supported.

Discussion and Information Items

Hosting an Annual Candlelight Vigil for Victims and Survivors of Domestic Violence. Councilor Silvia presented on the topic of domestic violence and a proposed annual vigil. Councilor Mix thanked the staff for their efforts in the vigil a few weeks ago.

The council brought a consensus to move the discussion to an agenda item E.

Councilor Mix Program Notes is moved to the November work session meeting.

Decision Items

RCA- Nominate and Vote for new Council President

Motion Councilor Silvia nominates Tracy Mix as Toledo City Council President (Kauffman seconded). Motion carries 5-0-0-1.

Council member	In Favor	Opposed	Abstained	Absent
Mayor Cross	X			
Vacant				
Councilor Kauffman	X			
Councilor Mix	X			

Councilor Silvia	X			
Councilor Burns	X			
Councilor Keating				X

RCA- Approval of agreement with 2KG Contractors Inc. for replacement of Filter Media at the City of Toledo Water Treatment Plant

Director Lorimor presented on Filter Media. He requests from the council to approve and CM Huebner to execute the contract with a \$10,000 buffer.

Motion to approve an agreement with 2KG Contractors, Inc. for the replacement of filter media at the City of Toledo Water Treatment Plant, and authorize the City Manager to execute an agreement with the contract not to exceed \$250,000 (Mix/Silvia). Motion carries 5-0-0-1.

Council member	In Favor	Opposed	Abstained	Absent
Mayor Cross	X			
Vacant				
Councilor Kauffman	X			
Councilor Mix	X			
Councilor Silvia	X			
Councilor Burns	X			
Councilor Keating				X

RCA- Human Resources Job Description Approval

CM Huebner presented on the Human Resources job description. Jensen Strategies, in their After Action Report indicate the need for the City. The salary has been discussed with Interim Finance Director Ritcher.

Motion to establish a Human Resources Director's position within the City of Toledo Workforce and confirm the job description for the position as presented. (Silvia/Kauffman). Motion carries: 5-0-0-1

Council member	In Favor	Opposed	Abstained	Absent
Mayor Cross	X			
Vacant				
Councilor Kauffman	X			
Councilor Mix	X			
Councilor Silvia	X			
Councilor Burns	X			
Councilor Keating				X

RCA- Adoption of Fire Department Policies.
CM Huebner presented on the Fire Department Policies.

Move to table to the next meeting (mayor) pending corrections.

Annual Vigil for Domestic Violence

City Manager Huebner consulted weather and sunset for an optimal time to gather for a vigil. Councilor Silvia and the mayor indicate no city money is being used. October 27, 2025 appears to be a mutually agreeable date. The mayor will reach out to the District Attorney and My Sister's Place, the Domestic Violence shelter for Lincoln County, if they are interested in participating.

Motion to have our first annual domestic violence vigil, October 27th at 6 p.m., inviting my sister's place and the district attorney's office, and possibly other speakers as they arise. (Mix/Silvia). Motion carries: 5-0-0-1

Council member	In Favor	Opposed	Abstained	Absent
Mayor Cross	X			
Vacant				
Councilor Kauffman	X			
Councilor Mix	X			
Councilor Silvia	X			
Councilor Burns	X			
Councilor Keating				X

Mayor requests a 15 minute URA meeting to approve minutes before the next meeting.

Reports and Comments

- Department Reports
- Fire Department- Chief is seeing interest in rejoining the department.
- Police- Chief Pace stated it's been a violent month and discusses those effects. A recruit is going through training and opening up a position and 1 officer out.
- Public Works- Director Lorimor adds submitted RFQ for the Memorial Restrooms. Underground aquifer is leaking and getting repaired. On the 27th he will volunteer for the vigil. \$5,491.04 is recouped and completed with FEMA (Federal Emergency Management) and Oregon Emergency Management to the Strategic Reserve. The guard rail was destroyed by a toy hauler with a trailer on 4th St. and Douglas. An insurance claim has been filed and will be followed up by Director Lorimor.
- Finance- Director Ritcher mentioned the S&P rating is A+. A letter was distributed prior to the meeting for the council to review. The last rating was in 2017. Each year the city will be submitting documentation. CM discusses a revaluation in two years. Mayor talks about getting back to a tighter budget and the finances back to where it should be.
- Library- Director Baker discussed the good work at the library. Library corner at Homie House. Eddyville Book Mobile.
- Human Resources- Director Gribskov- Gribskov has been building the Human Resources office. Firefighter EMT is open and soon a Police Officer position will be opening. She has met with CIS to create a new employee handbook. She expects a draft within the next month. 7 new employees have been hired over the summer.

- Planning- Director Lorimor, no report.

City Manager's Report

CM Huebner- Discussing department reports may move to the 2nd or 3rd meeting of the month.

Introduces new City Recorder, Paul Johnson. Discusses the next meeting schedule. Stipend clarification for Mix and Burns to be retroactive to July 1, 2025.

Councilor Mix is curious of the council wants to be involved and help with Trunk or Treat (needs possible quorum notice issued).

CM Huebner lists events happening around the city. Homie House \$8,000/fundraising will be going out this week. City attorney and the CM are discussing next steps for the \$10,000. Asks if Council has consensus to manage the agreement. There is consensus to move forward with the Homie House agreement.

Interviews for the permanent Finance Director on October 30 with two panels. Jensen is putting together the panels with local leaders. The City Manager will have the final decision.

Councilor Burns asks if the letter that goes in the monthly water bills will resume. CM Huebner indicated that we have the opportunity to do so, and suggested that the Parks and Recreation Survey might be a good fit to include in the water bills.

The Vigil was well attended, beautiful and praises the team at Public Works for assistance.

- Director Lorimor updates council on the Southeast elementary school zone light is going to be hardwired for electricity with a meter to resolve ongoing solar power issues with the light.

Council Comments:

Council President Mix- Will provide pictures of the pet parade for posting on the city's Facebook page. She attended the LOC conference and learned a lot from the leadership classes she attended. The people define community. She attended a summer fest meeting and initiated a connection with the City Council.

Silvia- Provided the Mayor a POC for some programs to help the Toledo History museum. Sending an email to CM Huebner about what he learned at the LOC Conference. Also, sending email to LOC for their lack of ADA considerations at the hotel that hosted the conference.

Kauffman- None

Burns- Wonder if anyone is currently in charge of social media for the city and its events. Appreciates the staff assisting with the two recent events. Gives recognition to those involved. She also provided a budget report on the pet parade (\$279) and that it was less than budgeted.

Mayor Cross Comments- Amber Brown New Chamber President is willing to help with social media. There is someone willing to do this as they do it professionally.

CM Huebner read an email and reply between Councilor Burns and a young member of the community, related to Homie House.

Future Agenda Items:

Burns- Needs a social media event coordinator.

Mix- Requests to move her report to a future work session. It was suggested that it be moved to the November 19th work session.

Adjournment

The mayor called the meeting to a close at 8:05 pm.

APPROVE:

ATTEST:

Mayor Rod Cross

City Recorder Paul Johnson

TOLEDO CITY COUNCIL
206 N Main St, Toledo, OR 97391
Executive Session
October 22, 2025
5:00 PM

Executive Session

Mayor Rod Cross called the Executive Session to order at 5:00 PM. electronically via Zoom in Toledo, Oregon. He read the declaration of meeting in Executive Session pursuant to ORS 192.660 (2) the governing body of a public body may hold an executive session: (d) To conduct deliberations with persons designated by the governing body to carry on labor negotiations.

Representatives of the news media and designated staff were allowed to attend the Executive Session. All other members of the audience were prohibited. Representatives of the news media were specifically directed not to report on any of the deliberations except to state the general subject of the session as previously announced.

Present	Absent	
X		Mayor Rod Cross
X		Council President Tracy Mix
X		Councilor Jackie Kauffman
		Vacant
X		Councilor Frank Silvia
X		Councilor Jackie Burns
X		Councilor Andrew Keating
X		City Manager Rich Huebner
X		City Recorder Paul Johnson
X		Interim City Recorder Krista Miller
X		Chief Michael Pace- Zoom

Others Present:

Pierre Robert, Labor Bargaining Attorney of Lane Council of Governments

Mayor claims an actual conflict of interest and leaves the room.

No decisions were made in Executive Session.

Adjournment

The Executive Session adjourned at 5:25P.M.

APPROVE:

ATTEST:

Mayor Rod Cross

City Recorder Paul Johnson

TOLEDO CITY COUNCIL
206 N Main St, Toledo, OR 97391
Executive Session
October 22, 2025
5:41 PM

1. Executive Session

Mayor Rod Cross called the Executive Session to order 5:42 PM and took a roll call of the council. electronically via Zoom in Toledo, Oregon. He read the declaration of meeting in Executive Session pursuant to ORS 192.660(2) (e) the governing body of a public body may hold an executive session: To conduct deliberations with persons designated by the governing body to negotiate real property transactions

Representatives of the news media and designated staff were allowed to attend the Executive Session. All other members of the audience were prohibited. Representatives of the news media were specifically directed not to report on any of the deliberations except to state the general subject of the session as previously announced.

Present	Absent	
X		Mayor Rod Cross
X		Council President Tracy Mix
X		Councilor Jackie Kauffman
		Vacant
X		Councilor Frank Silvia
X		Councilor Jackie Burns
X		Councilor Andrew Keating
Other persons present		
X		City Manager Rich Huebner
X		City Recorder Paul Johnson
X		Interim City Recorder Krista Miller
X		City Attorney Souvanny Miller

Recessed until 7:15PM.

Returned at 7:15 PM.

No decisions were made in Executive Session.

2. Adjournment

The Executive Session adjourned at 7:27 P.M.

APPROVE:

ATTEST:

Mayor Rod Cross

City Recorder Paul Johnson

TOLEDO CITY COUNCIL

**206 N. Main St.
Toledo, Or 97391
Special Meeting
August 20, 2025**

Call To Order

Mayor Rod Cross called the meeting to order at 5:34 p.m. also via Zoom in Toledo, Oregon. Mayor led all in the Pledge of Allegiance. Roll Call, quorum attained.

Present	Absent
X	Council President Tracy Mix
X	Mayor Rod Cross
	Vacant
X	Councilor Jackie Kauffman
X	Councilor Frank Silvia
X	Councilor Jackie Burns
X	Councilor Andrew Keating

Staff present: City Manager Rich Huebner, Interim City Recorder Krista Miller, City Recorder Paul Johnson

Visitors/Public Comment

- a. None

Decision Items

RCA- CM Huebner gave an update on the agreement.

Motion to approve the Collective Bargaining Agreement between the City of Toledo and the Toledo Public Safety Association (TPSA) as technically agreed upon on September 30, 2025. This approval shall be effective for the agreement as presented, effective July 1, 2025, and be contingent on ratification by the TPSA (Keating/Silvia). The mayor has an actual conflict of interest and will not be voting. No discussion. Motion Carries. 5-0-0-0

Council member	In Favor	Opposed	Abstained	Absent
Mayor Cross			Declared Conflict	
Vacant				
Councilor Kauffman	X			
Council President Mix	X			
Councilor Silvia	X			
Councilor Burns	X			
Councilor Keating	X			

5. Adjournment

The meeting adjourned at 5:38 p.m. and moves into an executive session.

Approve:

Mayor Rod Cross

Attest:

City Recorder Paul Johnson

DRAFT

TOLEDO CITY COUNCIL
206 N. Main St.
Toledo, Or 97391
Work Session Meeting
October 22, 2025
6:00 PM

Call To Order

Mayor Rod Cross called the meeting to order at 6:05 p.m. also via Zoom in Toledo, Oregon. The Pledge of Allegiance was led by Mayor Cross.

Present	Absent
X	Mayor Rod Cross
X	Vacant
X	Councilor Jackie Kauffman
X	Councilor Tracy Mix
X	Councilor Frank Silvia
X	Councilor Jackie Burns
X	Councilor Andrew Keating

Staff present: City Manager Rich Huebner, Interim City Recorder Krista Miller, City Recorder Paul Johnson, City Attorney Souvanny Miller.

Council Rules

City Attorney Souvanny Miller gave a PowerPoint presentation on The City Charter and Council Rules. Change topics include:

- Residency of the Interim City Manager
- Strategic Reserve- Finance Structure

Recess at 7:13PM

Return at 7:34PM.

City Attorney rounded out the conversation and recapped the discussions, including the Strategic Reserve Fund requirements.

- Frequency of council meetings
- Council compensation waiver
- Charter city attorney attendance clarification
- Ordinance revisions

Adjournment

The meeting adjourned at 8:38 p.m.

Approve:

Mayor Rod Cross

Attest:

City Recorder Paul Johnson

DRAFT



**CITY OF TOLEDO
REQUEST FOR COUNCIL ACTION**

Council Goal:	Meeting Date:	Agenda Topic:
Not Applicable	November 5, 2025	Approve an agreement addendum with Oregon State University for a community garden
	Agenda Type:	
	Consent Agenda	
Prepared by:	Reviewed by:	Approved by:
Interim City Recorder Krista Miller	City Manager Rich Huebner	City Manager Rich Huebner

Recommendation:

Motion to approve the addendum with Oregon State University Cooperative Extension for the community garden as presented.

Background:

The City of Toledo has an agreement with the Oregon State University Cooperative Extension (OSU) leasing them land along A Street next to the Skate Park for a community garden.

The term of the agreement ends on December 31, 2025 and OSU requests the City extend the agreement through December 2026. A presentation by OSU Representative(s) was scheduled at the start of this meeting.

Following the presentation the Council may ask questions from OSU representatives. City Attorney Adams previously reviewed the agreement and had no comments. The agreement has been extended annually for the last several years.

Fiscal Impact:	Fiscal Year:	GL Number:
Unknown	2025-2026	N/A

Attachment:

1. City of Toledo – OSU Amendment 5

AMENDMENT 5
To the
COMMUNITY GARDEN AGREEMENT

THIS AMENDMENT 4 is to the Community Garden Agreement (“Agreement”) dated April 2, 2019, by and between Oregon State University (“University”) and the City of Toledo (“Owner”).

RECITALS

WHEREAS, Owner leases to University approximately 1,500 square feet of land located adjacent to 737 NE A Street, Toledo, OR 97391, Map Tax lot 11-10-07-DD-02400-00; and

WHEREAS, the period of performance under the Agreement expires on December 31, 2024, and the parties wish to extend the Agreement.

NOW THEREFORE, the parties agree as follows:

AGREEMENT

1. The termination date, as shown in Section 4 of the Agreement, is extended through December 31, 2026.

Except as amended hereby, all terms and conditions of the original Agreement and any amendments thereto, remain in full force and effect.

FOR OWNER:

FOR UNIVERSITY:

Mayor Rod Cross

November 5, 2025

Nicole Neuschwander
Director

Leasing & Strategic Real Property
Management

November 5, 2025

AMENDMENT 5
To the COMMUNITY GARDEN AGREEMENT

THIS AMENDMENT 5 is to the Community Garden Agreement (“Agreement”) dated April 2, 2019, by and between Oregon State University (“University”) and the City of Toledo (“Owner”).

RECITALS

WHEREAS, Owner leases to University approximately 1,500 square feet of land located adjacent to 737 NE A Street, Toledo, OR 97391, Map Tax lot 11-10-07-DD-02400-00; and

WHEREAS, the period of performance under the Agreement expires on December 31, 2025, and the parties wish to extend the Agreement; and

WHEREAS, it is necessary for University to update its contact information.

NOW THEREFORE, as of the date of the last signature below, the parties agree as follows:

AGREEMENT

1. The termination date, as shown in Section 4 of the Agreement, is extended through December 31, 2026.
2. University ‘Parties’ contact information is hereby deleted in its entirety and replaced with the following:

“UNIVERSITY: Oregon State University
Lincoln County Extension Office
Attn: Heather Tower
1211 SE Bay Blvd.
Newport, OR 97365
heather.tower@oregonstate.edu

With a copy to: OSU Real Property
Attn: Director
850 SW 35th St.
Corvallis, OR 97333
realproperty@oregonstate.edu”

Except as amended hereby, all terms and conditions of the original Agreement and any amendments thereto, remain in full force and effect.

FOR OWNER:

FOR UNIVERSITY:

Rod Cross
Mayor

Date

Nicole Neuschwander
Director, Leasing & Strategic
Real Property Management

Date



**CITY OF TOLEDO
REQUEST FOR COUNCIL ACTION**

Council Goal:	Meeting Date:	Agenda Topic:
1.To enhance and sustain public infrastructure and facilities by implementing plans...	11/5/2025	Resolution authorizing the approval of the Lincoln County Multi-Jurisdictional Natural Hazard Mitigation Plan – City of Toledo Representation
	Agenda Type:	
	Decision Items	
Prepared by:	Reviewed by:	Approved by:
Contract Planner J. Peterson	City Manager Rich Huebner	City Manager Rich Huebner

Recommendation:

Motion to approve Resolution No.1589, A Resolution Adopting the City of Toledo Representation in the Updates to the Lincoln County Multi-Jurisdictional Natural Hazards Mitigation Plan.

Background:

A Lincoln County Natural Hazards Mitigation Plan was originally completed and approved by FEMA in 2009. The original plan included a City of Toledo Addendum section. In 2014, an update to the plan was initiated for FEMA re-approval and approved in 2015 and 2020. In 2025, an update to the plan was initiated for FEMA re-approval. Toledo participated in the process and preparation to update the City of Toledo Addendum for the Lincoln County Multi-Jurisdictional Natural Hazards Mitigation Plan (NHMP). The steering committee met to review hazards, risk assessments, and mitigation strategies within Toledo and the draft strategies were reviewed by the Planning Commission. Staff were allowed to provide comments throughout the process and by attending NHMP partnership meetings. In October 2025, FEMA provided notice that the updated plan meets required criteria, but will not be formally approved by FEMA until adoption by all participating communities.

[NHMP 2025 Draft Plan | Lincoln County, OR](#)

co.lincoln.or.us/DocumentCenter/View/6950/Toledo-Addendum

Fiscal Impact:	Fiscal Year:	GL Number:
N/A	2025-26	N/A

Attachment:

1. Resolution No. 1589
2. Toledo NHMP Addendum

RESOLUTION NO. 1589

A RESOLUTION ADOPTING THE CITY OF TOLEDO REPRESENTATION IN THE UPDATES TO THE LINCOLN COUNTY MULTI-JURISDICTIONAL NATURAL HAZARDS MITIGATION PLAN

WHEREAS, the City of Toledo recognizes the threat that natural hazards pose to people, property and infrastructure within our community; and

WHEREAS, undertaking hazard mitigation actions will reduce the potential for harm to people, property and infrastructure from future hazard occurrences; and

WHEREAS, an adopted Natural Hazards Mitigation Plan is required as a condition of future funding for mitigation projects under multiple FEMA pre- and post-disaster mitigation grant programs; and

WHEREAS, the City of Toledo has fully participated in the FEMA prescribed mitigation planning process to prepare the *Lincoln County, Multi-Jurisdictional Natural Hazards Mitigation Plan*, which has established a comprehensive, coordinated planning process to eliminate or minimize these vulnerabilities; and

WHEREAS, the City of Toledo has identified natural hazard risks and prioritized a number of proposed actions and programs needed to mitigate the vulnerabilities of the City of Toledo to the impacts of future disasters within the *Lincoln County, Multi-Jurisdictional Natural Hazards Mitigation Plan*; and

WHEREAS, these proposed projects and programs have been incorporated into the *Lincoln County, Multi-Jurisdictional Natural Hazards Mitigation Plan* that has been prepared and promulgated for consideration and implementation by the participating cities and special districts of Lincoln County; and

WHEREAS, the Oregon Department of Emergency Management and Federal Emergency Management Agency, Region X officials have reviewed the *Lincoln County, Multi-Jurisdictional Natural Hazards Mitigation Plan* and pre-approved it contingent upon this official adoption of the participating governments and entities;

WHEREAS, the NHMP is in an on-going cycle of development and revision to improve it's effectiveness; and

WHEREAS, City of Toledo adopts the NHMP and directs the City Manager, Fire Chief, and Public Works Director to develop, approve, and implement the mitigation strategies and any administrative changes to the NHMP.

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

1. That the City of Toledo adopts *the Lincoln County Multi-Jurisdictional Natural*

- Hazards Mitigation Plan* as an official plan; and
2. Be it further resolved, that the City of Toledo will submit this Adoption Resolution to the Oregon Department of Emergency Management and Federal Emergency Management Agency, Region X officials to enable final approval of the *Lincoln County Multi-Jurisdictional Natural Hazards Mitigation Plan*.

PASSED by the City Council on this
_____ day of _____, 2025.

APPROVED by the Mayor on this
_____ day of _____, 2025.

ATTEST:

APPROVED:

City Recorder Paul Johnson

Mayor Rod Cross

Toledo Addendum to the Lincoln County Multi-Jurisdictional NHMP



Photos courtesy of Travel Oregon

Effective:

December XX, 2025 through December XX, 2030



Prepared for
City of Toledo
206 N Main Street
Toledo, OR 97391

Prepared by
The University of Oregon
Institute for Policy Research & Engagement
School of Planning, Public Policy, and Management



UNIVERSITY OF
OREGON

Institute for Policy
Research and Engagement

This Natural Hazard Mitigation Plan was prepared by:



UNIVERSITY OF
OREGON

School of Planning, Public
Policy and Management

Institute for Policy
Research and Engagement

Planning grant funding provided by:



FEMA

Federal Emergency Management Agency (FEMA)

Hazard Mitigation Grant Program

Grant No: HMGP-PF-5446-01-P-OR

Additional Support Provided by:



*This material is a result of tax-supported research and, as such, is not copyrightable.
It may be freely reprinted with the customary crediting of the source.*

Table of Contents

INTRODUCTION.....	1
<i>Purpose and Adoption</i>	1
PROCESS, PARTICIPATION, AND ADOPTION	1
IMPLEMENTATION AND MAINTENANCE	2
<i>Implementation through Existing Programs</i>	3
MITIGATION STRATEGY	8
RISK ASSESSMENT	14
HAZARD ANALYSIS	14
COMMUNITY CHARACTERISTICS	15
COMMUNITY ASSETS	18
<i>Critical Facilities & Infrastructure</i>	18
<i>Transportation</i>	18
<i>Cultural and Historic Resources</i>	22
<i>Community Organizations and Programs</i>	22
<i>Lincoln County School District</i>	23
HAZARD PROFILES.....	23
<i>Air Quality</i>	23
<i>Coastal Erosion</i>	23
<i>Drought</i>	24
<i>Earthquake</i>	25
<i>Tsunami</i>	34
<i>Flood</i>	40
<i>Landslide</i>	45
<i>Severe Weather</i>	48
<i>Extreme Heat</i>	49
<i>Windstorm</i>	49
<i>Winter Storm (Snow/ Ice)</i>	50
<i>Volcanic Event</i>	50
<i>Wildfire</i>	51
ATTACHMENT A: ACTION ITEMS	55
ATTACHMENT B: PUBLIC INVOLVEMENT SUMMARY	56

List of Tables

TABLE TA-1 ACTION ITEMS	9
TABLE TA-2 HAZARD ANALYSIS MATRIX	15
TABLE TA-3 COMMUNITY CHARACTERISTICS.....	17
TABLE TA-4 POTENTIALLY DISPLACED RESIDENTS AND EXPOSED BUILDINGS, EARTHQUAKE.....	31
TABLE TA-5 POTENTIALLY DISPLACED RESIDENTS AND EXPOSED BUILDINGS, TSUNAMI	39
TABLE TA-6 EARTHQUAKE AND TSUNAMI IMPACT ANALYSIS.....	39
TABLE TA-7 POTENTIALLY DISPLACED RESIDENTS AND EXPOSED BUILDINGS, FLOOD	44
TABLE TA-8 POTENTIALLY DISPLACED RESIDENTS AND EXPOSED BUILDINGS, LANDSLIDE	47
TABLE TA-9 POTENTIALLY DISPLACED RESIDENTS AND EXPOSED BUILDINGS, WILDFIRE.....	52
TABLE TA-10 STATUS OF ALL HAZARD MITIGATION ACTIONS IN THE PREVIOUS PLAN.....	55

List of Figures

MAP TA-1 OREGON BRIDGES AND STRUCTURALLY DEFICIENT BRIDGES	20
MAP TA-2 EARTHQUAKE LIQUEFACTION (SOFT SOIL) HAZARD AND ACTIVE FAULTS	27
MAP TA-3 PROBABILITY OF DAMAGING SHAKING	28
MAP TA-4 PERCEIVED SHAKING & DAMAGE POTENTIAL, PROBABILISTIC EARTHQUAKE MODEL	32
MAP TA-5 CASCADIA EARTHQUAKE EXPECTED SHAKING.....	33
MAP TA-6 TSUNAMI INUNDATION SCENARIOS	36
MAP TA-7 FLOOD HAZARD ZONES (100- AND 500-YEAR FLOODPLAINS)	42
MAP TA-8 HIGH TIDE FLOODING	43
MAP TA-9 LANDSLIDE SUSCEPTIBILITY EXPOSURE	46
MAP TA-10 BURN PROBABILITY AND FIRE HISTORY (1992-2022)	53
MAP TA-11 POTENTIAL WILDFIRE IMPACT (OVERALL)	54

Introduction

Purpose and Adoption

This is an update of the City of Toledo addendum to the Lincoln County Multi-Jurisdictional Natural Hazards Mitigation Plan (NHMP). This addendum is not intended to be a standalone document, rather information contained in Volume I (Basic Plan), which serves as the foundation for this jurisdiction's addendum and Volume II (Appendices), which provides additional information. This addendum meets all the requirements of Title 44 §201.6 including:

- Multi-jurisdictional **Plan Requirements** §201.6(a)(4),
- Multi-Jurisdictional **Risk Assessment** §201.6(c)(2)(iii),
- Multi-jurisdictional **Mitigation Strategy** §201.6(c)(3)(iv), and
- Multi-jurisdictional **Plan Adoption** §201.6(c)(5).

The City of Toledo's original addendum to Lincoln County's NHMP was completed and approved by FEMA in 2009.

For planning purposes, this addendum provides additional information specific to the jurisdiction, with a focus on providing greater details on the risk assessment and mitigation strategy. A description of the jurisdiction specific planning and adoption process follows, along with detailed community specific action items. Information about the jurisdiction's risk relative to the county's risk to natural hazards is documented in the addendum's Hazard Analysis and Issue Identification section. The section considers how the city's risk differs from or matches that of the county's; additional information on Risk Assessment is provided within the Lincoln County NHMP's Section 2 – Risk Assessment.

Process, Participation, and Adoption

This section of the NHMP addendum addresses 44 CFR 201.6(a)(3), *Participation* and 44 CFR 201.6(c)(5), *Plan Adoption*.

The City of Toledo adopted their addendum to the Lincoln County Multi-jurisdictional NHMP on [Month DAY], 2025. FEMA Region X approved the Lincoln County NHMP on [Month DAY], 2025 and the city's addendum on [Month DAY], 2025. With approval of this NHMP the district is now eligible to apply for the Robert T. Stafford Disaster Relief and Emergency Assistance Act's hazard mitigation project grants through [Month DAY], 2030.

In addition to establishing a comprehensive community-level mitigation strategy, the Disaster Mitigation Act of 2000 (DMA2K), and the regulations contained in 44 CFR 201, require that jurisdictions maintain an approved NHMP to receive federal funds for mitigation projects. Local adoption, and federal approval of this NHMP ensures that the city will remain eligible for pre-, and post-disaster mitigation project grants.

The Oregon Partnership for Disaster Resilience (OPDR) at the University of Oregon's Institute for Policy Research and Engagement (IPRE) collaborated with the Oregon Department of Emergency Management (OEM), Lincoln County, and City of Toledo to update their NHMP. Members of the NHMP steering committee also participated in the County NHMP update process (Attachment B and Volume II, Appendix B).

Convener and Committee

The Toledo Planner (contract) serves as the NHMP addendum convener. The convener of the NHMP will take the lead in implementing, maintaining, and updating the addendum to the Lincoln County NHMP in collaboration with the designated convener of the Lincoln County NHMP.

Representatives from the City of Toledo met formally, and informally, to discuss updates to their addendum. The steering committee reviewed and revised the city's addendum, with focus on the plan's risk assessment and mitigation strategy (action items).

This addendum reflects decisions made at the designated meetings, and during subsequent work, and communication with OPDR. Other documented changes include revisions to the city's risk assessment and mitigation strategies (action items).

The Toledo Steering Committee was comprised of the following representatives:

- Convener, Justin Peterson, Contract Planner
- Arlene Inukai, Planning Assistant
- Brian Lorimor, Public Works Director
- Larry Robeson, Deputy Fire Chief

Implementation and Maintenance

The City Council will be responsible for adopting the addendum to the Lincoln County NHMP. This addendum designates a steering committee and a convener to oversee the development and implementation of action items. Because the city is part of the county's multi-jurisdictional NHMP, the city will look for opportunities to partner with the county. The city's steering committee will convene after re-adoption of the addendum on an annual schedule; the county is meeting on a quarterly basis and will provide opportunities for participating jurisdictions (cities and special districts) to report on NHMP implementation and maintenance during their meetings. The steering committee will be responsible for:

- Reviewing existing action items to determine suitability of funding;
- Reviewing existing, and new risk assessment data to identify issues that may not have been identified at NHMP creation;
- Educating, and training new steering committee members on the NHMP, and mitigation actions in general;
- Assisting in the development of funding proposals for priority action items;
- Discussing methods for continued public involvement;

- Evaluating effectiveness of the NHMP at achieving its purpose and goals (use Table 4-1, Volume I, Section 4, as one tool to help measure effectiveness); and Documenting successes, and lessons learned.

The city will remain active in the county's implementation and maintenance process and utilize the process internally (Volume I, Section 4).

The city will provide continued public participation during the plan maintenance process through periodic presentations to elected officials, public meetings, postings on social media, and/or through interactive content on the jurisdiction's website.

The city will utilize the same action item prioritization process as the county (Volume I, Section 4 and Volume II, Appendix D).

Implementation through Existing Programs

Many of the NHMP's recommendations are consistent with the goals and objectives of the city's existing plans and policies. Where possible, the city will implement the NHMP's recommended actions through existing plans and policies. Plans and policies already in existence have support from residents, businesses, and policy makers. Many land-use, comprehensive, and strategic plans get updated regularly, allowing them to adapt to changing conditions and needs. Implementing the NHMP's action items through such plans and policies increases their likelihood of being supported and implemented.

Capability Assessment

The Capability Assessment identifies and describes the ability of Toledo to implement the mitigation strategy and associated action items. This is a key component of the NHMP update. Capabilities can be evaluated through an examination of broad categories, including existing authorities, policies, programs, funding, and resources.

Existing Authorities

Hazard mitigation can be executed at a local scale through three (3) methods: integrating hazard mitigation actions into other local planning documents (i.e., plan integration), adopting building codes that account for best practices in structural hardening, and codifying land use regulations and zoning designations that prescribe mitigation into development requirements. The extent to which a municipality or multi-jurisdictional effort leverages these approaches is an indicator of that community's capabilities.

Comprehensive Plan

Oregon's Statewide Planning Goal 7 requires comprehensive planning within every jurisdiction that is designed to reduce risks to people and property from natural hazards. The Toledo Comprehensive plan provides the policy and regulatory foundation for all land use management in the city. It integrates policies and recommendations to meet the Oregon Statewide Planning Goals, including Statewide Planning Goal 7, Natural Hazards.

The [Toledo Comprehensive Plan \(2023\)](#) implements Statewide Planning Goal 7 in Article 7, Natural Hazards (p. 39). This article outline goals and policies the city has to prepare for and respond to disasters. There are goals and policies for the general welfare of the city, floodplains, tsunamis, geologic hazards, windstorms, wildfire, and drought. Examples of the goals and policies include integrating information from the NHMP with other city plans, access federal grants to implement risk reducing actions, and maintain Special Flood Hazard Area (SFHA) regulations in order to continue participation in the National Flood Insurance Program (NFIP).

Land Use Regulations

Existing land use policies that define zoning and address hazardous conditions provide another source of mitigation capability.

Land Use Codes

Title 17 of the [Toledo Municipal Code](#) is the city's zoning ordinance. There is no flood hazard area zone section of Title 17. All flood hazard ordinances are in Title 15, Buildings and Construction.

Regarding the FEMA Pre-Implementation Compliance Measures (PICM) in response to the National Marine Fisheries Service Biologic Opinion (BiOp), Toledo decided to permit regulation in flood zones on a case-by-case basis. The purpose of the PICM is ensure city compliance with the Endangered Species Act (ESA).

Wildfire Safety

Wildfire measures are not mentioned in the city's zoning ordinance.

New state wildfire defensible space code is scheduled to be completed this December with an effective date announced in 2024. Fire hardening requirements were adopted on October 1, 2022, and effective April 1, 2023.

The [Community Wildfire Protection Plan \(CWPP, 2024\)](#) helps the city communicate its priorities for the protection of life, property, and critical infrastructure in the wildland–urban interface on both public and private land. Local fire service organizations help define issues that may place the county, communities, and/or individual homes at risk. The Toledo Rural Fire Protection District has their own profile in the CWPP, in which issues of concern, collaboration with other fire districts, and areas of response are addressed.

Structural Building Codes

The Oregon Legislature recently adopted updated building codes for both residential (2021 adoption) and commercial structures (2022) since the last update of the NHMP. These building codes are based on the 2021 version of the International Building Code, International Fire Code, and International Existing Building Code.

Toledo adopts the State Specialty Code as defined in ORS 455 as the Toledo Building Code.

Flood Hazard Protection rules for the city are found in Chapter 15.16 of the Toledo Municipal Code. The purpose of this ordinance is to promote public health, safety, general welfare, and

minimal public and private loss due to flooding. Subchapter 15.16.040 details methods for reducing flood losses in the city. Subchapter 15.16.210 outlines the general standards for flood hazard reduction, which includes requirements for anchoring, materials, water systems, and watercourse alterations. Subchapter 15.16.220 says the city's freeboard requirements for residential construction is one (1) foot above the base flood elevation.

Policies and Programs

City Plans

The [Toledo Transportation System Plan \(2013\)](#) guides the management and development of the city's comprehensive multimodal transportation system for a 20-year period. One goal of the TSP is to minimize adverse social and environmental impacts when constructing or maintaining transportation systems. This aligns with one of the development objectives, which is to maintain fire breaks and evacuation routes for each property in the community.

The [Yaquina Bay Estuary Management Plan \(2023\)](#) is an updated portion of the original Lincoln County Estuary Management Plan that was published in 1982. This update governs estuarine resource conservation and development decisions for the Yaquina Bay area. The City of Toledo and Port of Toledo served on the steering committee for the update. The plan identifies multiple climate vulnerabilities that Toledo is subject to. Sea level rise will risk the structural integrity of submerged infrastructure, increase the frequency and extent of storm surge flooding, and increase shoreline erosion. The plans policies to address these concerns are to keep non-water related uses out of estuarine areas and minimize adverse impacts of development on natural resources.

The [Toledo Water System Master Plan \(2017\)](#) investigates the needs within the current UGB plus areas encompassing the raw water supply and transmission facilities for a 20-year period into the future, ending in the year 2036. Section 7, Water System Needs and Alternatives, outlines what major infrastructure components need attention. These components are divided into four categories, which are water supply, water treatment, water storage, and distribution. Section 8, Capital Improvement Plan, provides a summary of projects by type and prioritization for the city to plan for regarding its water system. Table 8.1 is a summary of project by type, and tables 8.2 and 8.3 summarize the projects by increased to decreased priority.

National Flood Insurance Program (NFIP)

Toledo participates in the [National Flood Insurance Program \(NFIP\)](#). The program is managed by the Planning Department. The program makes flood insurance available to all property owners. To maintain eligibility for the NFIP, Toledo adopted and enforces special building and development restrictions for lands that are subject to flooding.

Toledo is not a Community Rating System (CRS) community. The CRS system is a voluntary incentive program that recognizes and encourages community floodplain management practices that exceed the minimum requirements of the National Flood Insurance Program.

Oregon Department of Transportation (ODOT) Seismic Lifelines

According to the Oregon Department of Transportation, Toledo has one highway that is considered a seismic lifeline. Highway 20 is a tier 2 lifeline. These routes are a part of the state's overall network of streets, highways, and bridges that will facilitate emergency service response and support in the event of a seismic event.

Government Structure

The Mayor and six-member City Council is the policy making body for Toledo. As the elected legislative body in Toledo, the City Council has overall responsibility for the scope, direction and financing of city services. Council members serve four-year terms, the Mayor also serves on the council and serves two-year terms. Additional departments within the city include the following:

Administration Department: The Administration Department is located at City Hall and is responsible for the day-to-day general administration and financial management of the city. The city manager, appointed by the mayor and City Council, is the administrative head of the City of Toledo. The department also includes the city attorney, city recorder, treasurer, utility billing clerk, accounting clerk, planning assistant, and contract planner. The Administrative Department is responsible for the city's comprehensive plan, implementing ordinances, building permits, grant administration and special projects.

Public Works Department: The City of Toledo Public Works Department is responsible for maintaining the potable water distribution system, the wastewater collection system, the stormwater system, roadside signage, fleet and equipment, and streets. Currently Public Works has the following employees: a Public Works Director, Public Works Operations Supervisor, Administrative Secretary, five Maintenance Workers, one Mechanical Tech, two Water Plant Operators, two Wastewater Treatment Plant Operators. The Property Maintenance team is also included in the Public Works Department. The Property Maintenance Department provides maintenance to city buildings and facilities. This includes city hall, police, fire, library, parks, and various landscape islands and parking lots. The department consists of a two Property Maintenance Workers and one custodian.

Police Department: The Toledo Police Department is responsible for the overall law enforcement, code enforcement, and crime prevention programs for the City of Toledo. Currently the Police Department has nine employees: a Police Chief, a Police Sergeant, six officers, and evidence assistant.

Fire Department: The Toledo Fire and Rescue Department is responsible for emergency response to fires, medical services and disaster management for the City of Toledo. The department consists of two city employees and approximately 15 volunteers.

Library: The Public Library is located at 173 NW 7th Street and has about 35,000 items available for borrowing. It has access to 250,000 items through its membership in the Chinook Library Network, a cooperative including public and community college libraries.

Recreation: The City of Toledo offers resources for recreation activities of all kinds. The city has several park facilities, tennis courts, and ball fields among other resources.

Mitigation Successes

This is a list of funding Toledo has received to make improvements to city infrastructure.

- The Arcadia School was refurbished using ignition resistant materials using FEMA's Hazard Mitigation Grant Program.
- Added additional tsunami signage in impacted areas.
- Relocating police station outside the tsunami zone (Action Item #10).

Existing Mitigation Activities

Existing mitigation activities include current mitigation programs and activities that are being implemented by the community to reduce the community's overall risk to natural hazards. Documenting these efforts can assist participating jurisdictions better understand risk and can assist in documenting successes. Within the City of Toledo, specific hazard objectives are listed within the city's Comprehensive Plan (dated 2023):

Overall Objectives:

1. Identify potential natural hazard areas where development may occur when appropriate safeguards can minimize the impact of hazards upon development and impacts of new development upon adjoining properties.
2. Identify and preserve known natural hazard areas best retained for open space, yards, natural resource areas, wildlife habitats, recreation, or other non-structural uses.
3. Maintain an inventory of areas subject to natural disasters and hazards. The inventory shall be used to determine the suitability of a location for development and, if necessary, be used to limit the development to a level consistent with the degree of a hazard, the disaster potential and the environmental protection policies in the Comprehensive Plan.
 - a. The city shall utilize the Soil Survey of Lincoln County Area, Oregon July, 1997 (and later editions), the Environmental Geology of Lincoln County Oregon - Bulletin 81 (Department of Geology and Mineral Industries, 1973), the Environmental Hazard Inventory Coastal Lincoln County (RNKR Associates, 1977), the All Hazard Mitigation Plan: Lane, Lincoln, and Linn Counties, Oregon (G & E Engineering Systems, Inc. 1998) and other appropriate materials as guides for developing policies and regulations to minimize damages from developing in hazardous areas.
4. Develop comprehensive and effective safeguards for developments within known natural hazard areas by requiring the use of special design and construction features to reduce potential risks/damages in accordance with state building codes, other state codes, federal regulations, and local codes.

Mitigation Strategy

This section of the NHMP addendum addresses 44 CFR 201.6(c)(3)(iv), *Mitigation Strategy*.

Toledo follows the mission and hazard mitigation goals described in Volume I.

The city's action items were first developed through a two-stage process during the 2009 NHMP development and revised in 2015 and 2020. In stage one, OPDR facilitated a work session with the steering committee to discuss the city's risk and to identify potential issues. In the second stage, OPDR, working with the local steering committee, developed potential actions based on the hazards and the issues identified by the steering committee. During the 2025 update process OPDR re-evaluated the Action Items with the county and local steering committees and updated actions, noting what accomplishments had been made and if the actions were still relevant; any new action items were identified at this time (Table TA-1). For additional information see Attachment B.

The steering committee opted to not include mitigation strategies for low vulnerability and low probability hazards including: Crustal earthquake, coastal flood, distant tsunami, volcanic event, and tornado. The steering committee will study these hazard further during the implementation and maintenance phase of this NHMP, seeking to identify cost effective actions that might be implemented to reduce community vulnerability.

Priority Action Items

Table TA-1 presents a list of mitigation actions. The steering committee decided to modify the prioritization of action items in this update to reflect current conditions (risk assessment), needs, and capacity. High priority actions are shown with orange highlight. The city will focus their attention, and resource availability, upon these achievable, high leverage, activities over the next five-years. Although this methodology provides a guide for the steering committee in terms of implementation, the steering committee has the option to implement any of the action items at any time. This option to consider all action items for implementation allows the committee to consider mitigation strategies as new opportunities arise, such as capitalizing on funding sources that could pertain to an action item that is not currently listed as the highest priority.

Table TA-1 Action Items

Mitigation Strategies		Impacted Hazard												Implementation and Maintenance			
Action Item #	Statement	Air Quality	Coastal Erosion	Drought	Earthquake	Extreme Heat	Flood	Landslide	Tsunami	Volcanic Event	Wildfire	Windstorm*	Winter Storm	Potential Funding Resources	Lead	Timeline	Cost
1	Develop and implement a community-wide education and outreach program focused on preparedness for wildfires, winter storms, earthquakes, tsunamis, windstorms, and landslides. This includes public service announcements, seasonal materials distributed with water bills, school-based safety education, and public meetings in Toledo. Educational displays will be placed in libraries, and residents will receive guidance on power outage safety, generator use, and evacuation planning. A neighbor assistance program will also be established to support individuals with medical needs during emergencies.	X		X	X	X	X	X	X	X	X	X	X	Local funding resources, OEM, DLCD, OSU Extension	Fire Department	Ongoing	L
2	Conduct a comprehensive structural integrity evaluation of the Olalla Reservoir Dam (owned/operated by Georgia Pacific) and the Mill Creek Reservoir Dam to identify and address any deficiencies. Develop and implement a formal Emergency Action Plan (EAP) for each dam, detailing potential emergency conditions, response procedures, and communication protocols, including early warning systems for downstream communities. Coordinate with state and county emergency management agencies to confirm the dams' hazard classifications (e.g., high-hazard or significant-hazard potential). Assess downstream flood risk, identifying vulnerable assets such as recreational facilities, campgrounds, and residential areas. Launch a public education campaign to inform residents about flood response actions, including evacuation procedures, securing property, and safely managing utilities. This action will enhance community resilience and reduce the risk of loss of life and property damage in the event of dam failure.				X		X							Local funding resources, HMA	Public Works/OWRD	S	M to H
3	Develop and implement a comprehensive seismic risk reduction program to enhance the resilience of community infrastructure and facilities. Begin by conducting a detailed inventory of public buildings, critical infrastructure, and lifelines to identify structures most vulnerable to earthquake damage. Prioritize schools, emergency response facilities, and essential public buildings for assessment. Based on findings, pursue structural and non-structural retrofit				X									Local funding resources, Business Oregon IFA Seismic Rehabilitation Grant Program	Public Works	S	M to H

Mitigation Strategies		Impacted Hazard												Implementation and Maintenance			
Action Item #	Statement	Air Quality	Coastal Erosion	Drought	Earthquake	Extreme Heat	Flood	Landslide	Tsunami	Volcanic Event	Wildfire	Windstorm*	Winter Storm	Potential Funding Resources	Lead	Timeline	Cost
	options and seek funding through federal, state, and local sources to support retrofitting or rebuilding efforts. Establish a local rehabilitation and retrofit program to guide and incentivize upgrades to existing buildings, ensuring compliance with current seismic safety standards. This action will significantly reduce potential loss of life, property damage, and service disruption during seismic events.																
4	Integrate and implement the specific hazard mitigation objectives outlined in Article 7 of Toledo's Comprehensive Plan by identifying and inventorying natural hazard areas, preserving high-risk zones for non-structural uses, and enforcing development safeguards. This includes requiring hazard-specific design and construction standards in flood, tsunami, earthquake, landslide, weak soil, high groundwater, windstorm, and wildfire-prone areas. The city will utilize established geological and environmental data sources to guide land use decisions and ensure that all development aligns with state and federal regulations. This action supports compliance with the Disaster Mitigation Act of 2000 by embedding hazard mitigation strategies into the city's broader planning framework.				X		X	X	X		X	X	X	Local funding resources, DLCD Technical assistance grant	Planning	Ongoing	M to H
5	Maintain and enhance the city's compliance with the National Flood Insurance Program (NFIP) by actively participating in Community Assistance Visits with DLCD and FEMA, regularly assessing and updating floodplain ordinances to reflect current flood risks and exploring updates to the FEMA Flood Insurance Rate Map. The city will also evaluate participation in the NFIP's Community Rating System (CRS) to further reduce flood insurance premiums for residents. Public education initiatives will be implemented to inform residents about flood risks and promote individual mitigation actions. These efforts aim to reduce future flood damage, support continued access to federally backed flood insurance, and strengthen the city's overall flood resilience.						X							Local funding resources, DLCD TA	Planning	Ongoing	L
6	Identify and address the community's vulnerability to natural gas explosions following seismic events by developing a comprehensive Disaster Fuel Plan. This plan should include coordination with NW Natural to map natural gas service areas within the city, enabling				X		X	X	X		X	X	X	Local funding resources, ODE	Public Works	M	L

Mitigation Strategies		Impacted Hazard												Implementation and Maintenance			
Action Item #	Statement	Air Quality	Coastal Erosion	Drought	Earthquake	Extreme Heat	Flood	Landslide	Tsunami	Volcanic Event	Wildfire	Windstorm*	Winter Storm	Potential Funding Resources	Lead	Timeline	Cost
	targeted emergency management planning. Recognizing that a gas explosion could significantly disrupt emergency response efforts, this action aims to mitigate risk by improving situational awareness and preparedness in high-risk zones.																
7	Reduce landslide risk to life, property, and infrastructure by acquiring high-resolution LiDAR data, creating updated landslide inventories and susceptibility maps, and integrating them into local planning, zoning, and development regulations. Encourage construction, site location and design that can be applied to steep slopes to reduce the potential threat of landslides. Use the 2019 Landslide Hazards Land Use Guide to inform policy language and development review procedures.							X						Local funding resources, HMA, DLCD TA	Planning/ Public Works	S	M to H
8	Collaborate with property owners in flood-prone areas of Toledo—particularly along Yaquina Bay Road, Business Hwy 20, and the A Street area—to assess and implement cost-effective flood mitigation strategies such as elevation, relocation, or acquisition. Prioritize structures within the Special Flood Hazard Area, including critical facilities like the police station, city library, and Head Start program, with a focus on pre-FIRM buildings. Utilize FEMA programs and local flood hazard codes to elevate structures at least one foot above base flood elevation, reducing future flood risk in areas with a high probability of recurring flood events.						X							Local funding resources, HMA (FMA)	Planning / Floodplain Manager	L	H
9	Relocate the Toledo Police Department from its current location at 250 W Hwy 20, which lies within the tsunami inundation and floodplain zone, to a safer site outside the hazard area. Concurrently, establish a resilient police communications system that remains operational during and after a disaster event. This action aims to ensure uninterrupted emergency response capabilities in the event of a tsunami and other hazards, which could otherwise result in power outages, infrastructure damage, and communication failures.				X			X	X		X	X	X	Local funding resources, HMA	Police	S	H
10	Relocate the Toledo Public Works facility from its current location within the floodplain and tsunami inundation zone to a site outside of identified hazard areas, as defined by DOGAMI's updated tsunami mapping. This relocation is critical to ensure the continuity of						X		X					Local funding resources, HMA	Public Works	L	H

Mitigation Strategies		Impacted Hazard												Implementation and Maintenance			
Action Item #	Statement	Air Quality	Coastal Erosion	Drought	Earthquake	Extreme Heat	Flood	Landslide	Tsunami	Volcanic Event	Wildfire	Windstorm*	Winter Storm	Potential Funding Resources	Lead	Timeline	Cost
	essential services and infrastructure maintenance following a major tsunami event, which could otherwise result in power loss, water contamination, communication failures, and significant debris and traffic disruptions. This action will enhance the city's resilience by safeguarding critical operations and enabling a more effective disaster response.																
11	Improve, maintain, and obtain resources and equipment essential for mitigating the impacts of disasters. (e.g., procure funding and purchase Sat Runners/COWS, satellite phones/Starlink, create a generator master plan, create a debris removal plan, procure funding to address communication, power, and security equipment gaps)	X			X	X	X	X	X		X	X	X	Local funding resources, HMA (FMA), OREM, PIER	Public Works	M	M-H
12	In alignment with the Lincoln County CWPP, develop and implement comprehensive fire and wildfire mitigation strategies specifically tailored to city-owned facilities. This includes conducting facility-specific risk assessments, creating defensible space through vegetation management, upgrading infrastructure with fire-resistant materials, and coordinating with local fire departments and emergency services. Mitigation actions will prioritize high-risk areas to reduce the likelihood of ignition and minimize potential damage from wildfires, thereby enhancing the resilience and safety of municipal operations and assets.										X			Local funding resources, HMA	Fire Department	S	L-M
13	Develop and implement a comprehensive wind and straight-line windstorm mitigation plan aimed at reducing structural and infrastructural vulnerabilities in high-risk areas. This includes conducting a detailed risk assessment to identify susceptible buildings and critical infrastructure, promoting the use of wind-resistant construction materials and retrofitting techniques, enhancing community awareness through education and preparedness programs, and coordinating with emergency management agencies to establish rapid response protocols. The plan will prioritize actions based on risk severity and cost-effectiveness, ensuring long-term resilience against frequent and damaging wind events.											X		Local funding resources, HMA	Public Works	S	L-M

Mitigation Strategies		Impacted Hazard												Implementation and Maintenance			
Action Item #	Statement	Air Quality	Coastal Erosion	Drought	Earthquake	Extreme Heat	Flood	Landslide	Tsunami	Volcanic Event	Wildfire	Windstorm*	Winter Storm	Potential Funding Resources	Lead	Timeline	Cost
14	Develop and implement a comprehensive urban forestry risk management program aimed at reducing the threat of tree-related hazards to lives, property, and public infrastructure during severe weather events such as windstorms and winter storms. This program will include regular tree health assessments, strategic pruning and removal of high-risk trees, public education campaigns on tree maintenance, and the integration of resilient tree species in urban planning. Coordination with utility companies and emergency services will ensure rapid response protocols are in place to address fallen trees and minimize service disruptions.											X	X	Local funding resources	Public Works	S	L-H

Source: NHMP steering committee, 2025.
Cost: L (less than \$50,000), M (\$50,000-\$499,999), H (\$500,000-\$5 million), VH (more than \$5 million),
Potential Funding Sources: HMA=FEMA’s Hazard Mitigation Assistance disaster and non-disaster grant programs
Timing: Ongoing (continuous), S=Short (1-4 years), M=Medium (4-10 years), L=Long (10 or more years)
Priority Actions: Identified with orange highlight
* - the windstorm hazard includes tornadoes (water spouts)
Dark Grey highlight indicates that the hazard does not impact the jurisdiction.

Risk Assessment

This section of the NHMP addendum addresses 44 CFR 201.6(b)(2) - *Risk Assessment*. In addition, this chapter can serve as the factual basis for addressing Oregon Statewide Planning Goal 7 – Areas Subject to Natural Hazards. Assessing natural hazard risk has three phases:

Phase 1: Identify hazards that can impact the jurisdiction. This includes an evaluation of potential hazard impacts – type, location, extent, etc.

Phase 2: Identify important community assets and system vulnerabilities. Example vulnerabilities include people, businesses, homes, roads, historic places and drinking water sources.

Phase 3: Evaluate the extent to which the identified hazards overlap with, or have an impact on, the important assets identified by the community.

The local level rationale for the identified mitigation strategies (action items) is presented herein, and within Volume I, Section 2, and Volume II, Appendix C.

Hazard Analysis

The NHMP steering committee updated the city’s previous [hazard analysis](#) to reflect current conditions. Where appropriate, changes were made to distinguish the city’s risks from those in the County’s hazard analysis, as detailed throughout this addendum.

Table TA-2 shows the hazard analysis matrix listing each hazard in rank from high to low. For local governments, conducting hazard analysis is a useful step in planning for hazard mitigation, response, and recovery. The method provides the jurisdiction with a sense of hazard priorities but does not predict the occurrence of a particular hazard. See Volume I, Section 2 for methodology details.

Landslide, windstorm, winter storm (snow/ice), riverine flood, and Cascadia Subduction Zone earthquake are the **high hazard threats** to the city. Local tsunami, drought, wildfire, air quality/smoke, and extreme heat events are the **moderate hazard threats**. Crustal earthquake, coastal flood, distant tsunami, volcanic events, and tornado are the **low hazard threats**.

The city is not affected by coastal erosion, as such the hazard is not profiled and not included in their hazard analysis.

Table TA-2 Hazard Analysis Matrix

Hazard	Maximum				Total Threat Score	Hazard Rank	Hazard Tiers
	History	Vulnerability	Threat	Probability			
Landslide	20	50	100	70	240	#1	Top Tier
Windstorm	20	50	100	70	240	#2	
Winter Storm	18	35	90	70	213	#3	
Flood (Riverine)	20	35	80	70	205	#4	
Earthquake (Cascadia)	2	50	100	49	201	#5	
Local Tsunami	2	40	90	49	181	#6	Middle Tier
Drought	16	35	50	56	157	#7	
Wildfire	10	30	80	35	155	#8	
Air Quality/Smoke	10	10	70	56	146	#9	
Extreme Heat Event	12	20	50	49	131	#10	
Earthquake (Crustal)	8	30	70	21	129	#11	Bottom Tier
Flood (Coastal)	10	15	50	35	110	#12	
Distant Tsunami	8	5	30	49	92	#13	
Volcanic Event	2	5	40	7	54	#15	
Tornado	2	10	10	7	29	#16	

Source: City of Toledo NHMP Steering Committee (2025)

Community Characteristics

Table TA-3 and the following section provide information on city specific demographics and assets. For additional information on the characteristics of the city, in terms of geography, environment, population, demographics, employment, and economics, as well as housing and transportation, see Volume II, Appendix C. Many of these community characteristics can affect how natural hazards impact communities and how communities choose to plan for natural hazard mitigation. Considering the city-specific assets during the planning process can assist in identifying appropriate measures for natural hazard mitigation.

Unless otherwise specified, data in this section comes from: Social Explorer: American Community Survey 5-Year Estimates (2018-2022). U.S. Census Bureau.

<https://www.socialexplorer.com/explore-tables>.

Location and environment

Toledo sits seven miles inland from the Central Oregon coastline, and development spans a total of 2.3 square miles. The city is situated on a bend of the Yaquina River and is surrounded by wooded hills seven miles inland from the Central Oregon Coast. Toledo is the only inland coastal community with a deep-water channel. The city's topography is very hilly. Nearby bodies of water include the Pacific Ocean and Yaquina River.

The climate in Toledo is moderate. Average monthly temperatures range from lows of 39-42° F (November through April) to highs of 65° F (July through September) degrees. The driest months are July and August (average about 0.8 inches of precipitation per month) the wettest months are November through January (average 10-11 inches of precipitation per

month). Toledo has an average annual precipitation of approximately 67.5 inches (71%, 47.6 inches fall November through March).

Population, housing, and development

About 15% of the city's population is over 65 years old, while 21% is under the age of 15. Between 2019 and 2023 the city grew by 132 people (4%). According to the State's official coordinated population forecast (preliminary), between 2023 and 2045 the city's population is forecast to grow by 13% to 4,082. The city has an educated population with 87% of residents 25 years and older holding a high school degree, and 28% have a bachelor's degree or higher. As of 2023-24, Toledo High School and the Lincoln County School District have 82% graduation rates.¹

Since 2020 no large subdivision have been built. There has been an 11-unit apartment building built near slopes and that building had a geotechnical study done on it to identify any landslide risk for the building.

Economy

About 62% of the resident population 16 and over is in the labor force (1,730 people) and 15% are unemployed. Top occupations include production, transportation, and material moving (28%), service (26%), management, professional, and related (23%), sale and office (13%), construction, extraction, and maintenance (8%), and farming, fishing, and forestry (3%), occupations.

The median household income in the city is \$46,477, a 19% decrease since 2017.

Most workers residing in the city (85%, 1,437 people) travel outside of the city for work primarily to Newport.² A significant population of people travel to the city for work, (77% of the workforce, 856 people) primarily from Newport and Corvallis.

¹ Lincoln Chronicle, Graduation rate for Lincoln County's class of 2024 improves to 82%, reaching state's average, January 30, 2025.

² U.S. Census Bureau. LEHD Origin-Destination Employment Statistics (2002-2022). Longitudinal-Employer Household Dynamics Program, accessed on May 29, 2025 at <https://onthemap.ces.census.gov>.

Table TA-3 Community Characteristics

Population Characteristics		Population	Household Characteristics	
		Growth		
2019 Population Estimate	3,490		Housing Units	
2023 Population Estimate	3,622	4%	Single-Family (includes duplexes)	1,079 66%
2045 Population Forecast*	4,082	13%	Multi-Family	453 28%
Race			Mobile Homes (includes RV, Van, etc.)	96 6%
American Indian and Alaska Native		1%	Household Type	
Asian		0%	Family Household	344 23%
Black/ African American		0%	Married couple (w/ children)	128 8%
Native Hawaiian and Other Pacific Islander		0%	Single (w/ children)	216 14%
White		80%	Living Alone 65+	158 10%
Some Other Race		0%	Year Structure Built	
Two or More Races		6%	Pre-1970	1,120 69%
Hispanic or Latino/a (of any race)		13%	1970-1989	360 22%
Limited or No English Spoken	0	0%	1990-2009	137 8%
Vulnerable Age Groups			2010 or later	11 1%
Less than 5 Years	260	7%	Housing Tenure and Vacancy	
Less than 15 Years	735	21%	Owner-occupied	790 49%
65 Years and Older	538	15%	Renter-occupied	735 45%
85 Years and Older	74	2%	Seasonal	45 3%
Age Dependency Ratio		0.56	Vacant	103 6%
Disability Status (Percent age cohort)			Vehicles Available (Occupied Units)	
Total Disabled Population	866	24%	No Vehicle (owner occupied)	117 8%
Children (Under 18)	23	1%	Two+ vehicles (owner occupied)	782 51%
Working Age (18 to 64)	679	19%	No Vehicle (renter occupied)	41 6%
Seniors (65 and older)	164	30%	Two+ vehicles (renter occupied)	210 29%
Income Characteristics			Employment Characteristics	
Households by Income Category			Labor Force (Population 16+)	
Less than \$15,000	130	10%	In labor Force (% Total Population)	1,730 62%
\$15,000-\$29,999	267	20%	Unemployed (% Labor Force)	256 15%
\$30,000-\$44,999	145	11%	Occupation (Top 5) (Employed 16+)	
\$45,000-\$59,999	165	12%	Product., Transport., & Material	417 28%
\$60,000-\$74,999	160	12%	Service	377 26%
\$75,000-\$99,999	215	16%	Management, Professional, and	337 23%
\$100,000-\$199,999	195	15%	Sales and Office	189 13%
\$200,000 or more	69	5%	Constr., Extraction, and Maintenance	117 8%
Median Household Income		\$46,477	Health Insurance	
Gini Index of Income Inequality		0.46	No Health Insurance	535 15%
Poverty Rates (Percent age cohort)			Public Health Insurance	1,766 50%
Total Population	949	27%	Private Health Insurance	1,730 49%
Children (Under 18)	254	31%	Transportation to Work (Workers 16+)	
Working Age (18 to 64)	670	31%	Drove Alone	1,121 80%
Seniors (65 and older)	25	5%	Carpooled	188 13%
Housing Cost Burden (Cost > 30% of household income)			Public Transit	33 2%
Owners with a Mortgage		25%	Motorcycle	0 0%
Owners without a Mortgage		2%	Bicycle/Walk	22 2%
Renters		4%	Worked at Home	46 3%

Source: Social Explorer: American Community Survey 5-Year Estimates (2018-2022). U.S. Census Bureau.
<https://www.socialexplorer.com/explore-tables/>; Population Research Center. (2023, April). *Annual Population Estimates*.
 Portland State University. <https://www.pdx.edu/population-research/>.
 *Source for 2045 Population Estimate: Population Research Center. (2025, March 15). *Region 3: Central Coast Oregon Results (Proposed) – Lincoln County*. Portland State University Oregon Population Forecast Program.
<https://www.pdx.edu/population-research/population-forecasts>.

Note: The U.S. Census Bureau American Community Survey 2018-2022 data used for this analysis has varying levels of reliability depending on geographic area, demographic group, and types of data. These figures are primarily used for estimation and to develop a general understanding of the demographics of a location and should not be mistaken for precise figures.

Community Assets

This section outlines the resources, facilities, and infrastructure that, if damaged, could significantly impact the public safety, economic conditions, and environmental integrity of the city (cite map). Mitigating risk to these facilities will increase the community's resilience.

Critical Facilities & Infrastructure

Critical facilities are those that support government and first responders' ability to act in an emergency. They are a top priority in any comprehensive hazard mitigation plan. Individual communities should inventory their critical facilities to include locally designated shelters and other essential assets, such as fire stations, and water and wastewater treatment facilities.

Toledo has the following critical facilities (**bold** indicates facility was included in the Risk Report ([DOGAMI, O-20-11](#))):

- **Police department**, 250 W Highway 20, vulnerable to flood and tsunami
- **Fire department/ EMS facility**, 285 NE Burgess Road
- Public works shop facility, 415 NW Industrial Park Way, vulnerable to local tsunami and flood
- City hall, 206 N Main Street, vulnerable to earthquake and heavy snow
- Water treatment plant, 860 NE Reservoir Lane, vulnerable to landslide/ earthquake
- Four water storage reservoir tanks:
 - Ammon Road – 1 MG
 - Graham Street – 0.4 MG
 - Clearwell Storage – 0.85 MG
 - Skyline Drive Storage – 1.9 MG
- Wastewater treatment plant, 1105 SE Fir Street, vulnerable to flood, tsunami, and earthquake
- **Elementary school**, 600 SE Sturdevant Road, vulnerable to earthquake
- **Junior/ Senior high school**, 1800 NE Sturdevant Road, vulnerable to earthquake
- **Samaritan Toledo Medical Clinic**, 199 Hwy 20
- **Port of Toledo**, 496 NE Hwy 20

Transportation

Mobility plays an important role in Toledo, and the daily experience of its residents, and businesses. Motor vehicles represent the dominant mode of travel through, and within the city. Toledo is also served by Lincoln County Transit Route 493 with service running six days a week with stops in Toledo. The Coast to Valley Express provides public transit service between Newport and Corvallis and includes stops in Toledo.

Roads/Seismic lifelines

Seismic lifeline routes help maintain transportation facilities for public safety and resilience in the case of natural disasters. Following a major earthquake, it is important for response and recovery agencies to know which roadways are most prepared for a major seismic event. The Oregon Department of Transportation has identified lifeline routes to provide a secure lifeline network of streets, highways, and bridges to facilitate emergency services response after a disaster.³

System connectivity and key geographical features were used to identify a three-tiered seismic lifeline system. Routes identified as Tier 1 are considered the most significant and necessary to ensure a functioning statewide transportation network. The Tier 2 system provides additional connectivity to the Tier 1 system, it allows for direct access to more locations and increased traffic volume capacity. The Tier 3 lifeline routes provide additional connectivity to the systems provided by Tiers 1 and 2.

Highway 20 (Tier III) and Business 20 are important arterials in and near the city and Highway 20 is a major east-west transportation routes connecting the coast to the Willamette Valley. Highway 101 (Tier I), to the west, is the major north-south transportation route connecting Toledo to other coastal cities ([ODOT Map](#)).

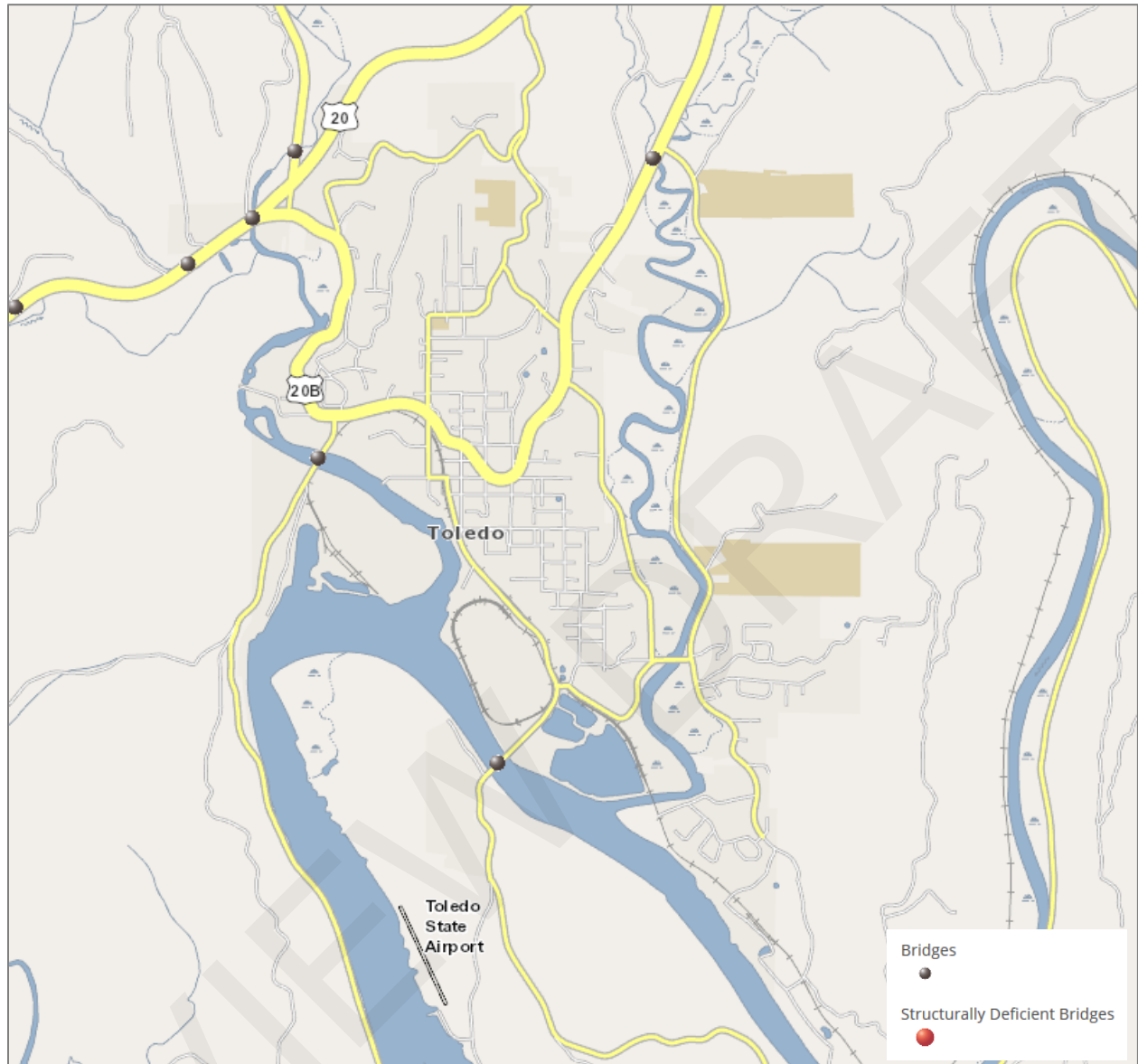
Bridges

Because of earthquake risk, the seismic vulnerability of the city's bridges is an important issue. Non-functional bridges can disrupt emergency operations, sever lifelines, and disrupt local and freight traffic. These disruptions may exacerbate local economic losses if industries are unable to transport goods. Bridges and culverts within the city that are critical or essential include (Map TA-1):

- Depot Slough, Yaquina Bay Rd (1962), (Bridge ID 12131A)
- Yaquina River, Butler Bridge Rd (1956), (Bridge ID 12132A)
- West Olalla Slough, US 20 at MP F8.17 (1936), (Bridge ID 02275)

³ Oregon Department of Transportation. Oregon Seismic Lifeline Evaluation, Vulnerability Synthesis, and Identification, *Oregon Seismic Lifeline Routes*, May 15 2012.

Map TA-1 Oregon Bridges and Structurally Deficient Bridges



Source: Oregon Department of Transportation, ODOT TransGIS, accessed June 11, 2025

More information on Seismic Design of bridges is on the ODOT website:

<https://www.oregon.gov/odot/Bridge/Pages/Seismic.aspx>

Railroads

Railroads are major providers of regional and national cargo and trade flows. Railroads run through the Willamette Valley region and provide a vital transportation link to the City of Toledo. The Portland & Western Railroad (PNWR) provides freight service to/from the city. There is no passenger rail service in the city.

Rails are sensitive to icing from the winter storms that can occur in the region. For industries in the region that utilize rail transport, these disruptions in service can result in economic losses. The potential for rail accidents caused by natural hazards can also have serious implications for the local communities if hazardous materials are involved.

Airports

The Toledo State Airport is located south of the city on the east side of the Yaquina River. The Newport Municipal Airport is approximately 12 miles southwest in the South Beach area of Newport. The city has no commercial service airports. The nearest commercial airports are in Eugene and Portland.

Ports

The Port of Toledo accommodates a wide variety of users to retain and create jobs and increase economic development. The Port district covers 443 square miles including the cities of Siletz and Toledo and unincorporated Lincoln County located along the Yaquina River. The Port includes the Toledo Shipyard, industrial leases, and recreational facilities.

Utility Lifelines

Utility lifelines are the resources that the public relies on daily such as, electricity, fuel and communication lines. If these lines fail or are disrupted, the essential functions of the community can become severely impaired. Utility lifelines are closely related to physical infrastructures, like dams and power plants, as they transmit the power generated from these facilities.

Generally, the network of electricity transmission lines running throughout the city is operated by Central Lincoln PUD (see their addendum for more information). The Williams Gas Pipeline provides natural gas that is delivered to customers in the city by Northwest Natural Gas. These lines may be vulnerable as infrequent natural hazards, like earthquakes, could disrupt service to natural gas consumers across the region.

The city water, wastewater, and stormwater (culvert) systems include the following:

Water Infrastructure

- Water Treatment Plant (ca. 1976): 860 NE Reservoir Ln
- Reservoirs: Mill Creek Reservoir (ca. 1967, 250 acre-feet)
 - Storage Tank: Ammon Road – 1 MG (ca. 1970)
 - Storage Tank: Graham Street – 0.45 MG (ca. 1968)
 - Storage Tank: Clearwell Storage – 0.85 MG
 - Storage Tank: Skyline Drive Storage – 1.9 MG (ca. 2014)
- Pump stations:
 - Mill Creek Raw Water Pump Station (ca. 1968): 1132 SE River Road
 - Siletz River Intake/Pump Station (ca. 2015): 24772 Siletz Hwy/east side of City of Siletz
 - Seal Rock Finished Water Pump Station (provides water for the Seal Rock Water District, see addendum for more information): 1621 S Bay Road
 - Wagon Road Water Pump Station: 1209 NE Wagon Road

Wastewater Infrastructure

- Wastewater (Sewage) Treatment Plant: 1105 SE Fir St
- Wastewater pump stations:
 - Lincoln Way = 1615 NW Lincoln Way

- High School = 1660 NE Hwy 20
- A Street = 200 NW 1st Street
- Ammon Road = 1298 SE Sturdevant Road
- Butler Bridge = 675 SE Butler Bridge Road
- Stormwater Infrastructure (e.g. Culverts)
 - Tidegate/stormwater station: 440 NW 1st Street

Cultural and Historic Resources

Historic and cultural resources such as historic structures and landmarks can help to define a community and may also be sources of tourism dollars. Because of their role in defining and supporting the community, protecting these resources from the impact of disasters is important. The National Register of Historic Places and the State Historic Preservation Office lists historic sites and properties within the city:⁴

The following list includes the four properties that are listed on the National Register of Historic Places:

- Chitwood Bridge, Yaquina River, 1926
- Pacific Spruce Saw Mill Tenant Houses, 146-192 NE 6th Street, 1920
- The Ahnkuti Site (35-LNC-76), Address Restricted
- St John's Episcopal Church, 110 NE Alder Street

Community Organizations and Programs

Social systems can be defined as community organizations and programs that provide social and community-based services, such as health care or housing assistance, to the public. In planning for natural hazard mitigation, it is important to know what social systems exist within the community because of their existing connections to the public. Often, actions identified by the plan involve communicating with the public or specific subgroups within the population (e.g. elderly, children, low income). The county and cities can use existing social systems as resources for implementing such communication-related activities because these service providers already work directly with the public on several issues, one of which could be natural hazard preparedness and mitigation. The countywide community organizations that are active within the city and county and may be potential partners for implementing mitigation actions can be found in Appendix C: Community Profile.

In addition, community recreational amenities include Toledo's Municipal Pool, kayaking, fishing, bowling, bird-watching, the city library, and city parks. Seasonal attractions include the Summer Festival and Fireworks in July, the Art, Oysters, and Brews and Wooden Boat Festival in August, the Art Walk in September and Hometown Holiday in December.

⁴ Oregon Historic Sites Database, <http://heritagedata.prd.state.or.us/historic/>, accessed July 17, 2020.

Lincoln County School District

The Lincoln County School District has three schools in Toledo including Toledo Elementary and Toledo Jr/Sr High (outside city limits). For more information on School District assets see their addendum in Volume III.

Hazard Profiles

The following sections briefly describe relevant information for each profiled hazard. More information on Lincoln County hazards and future projections can be found in Volume I, Section 2. Note that these hazards are sorted **alphabetically** and not by hazard tier as determined in the city's Hazard Analysis Matrix.

In addition, the city incorporates by reference the Oregon Department of Geology and Mineral Industries (DOGAMI) multi-hazard risk assessment (Risk Report, [DOGAMI, O-20-11](#)) for Lincoln County that includes economic and population loss estimates for coastal erosion, Cascadia Subduction Zone earthquake and tsunami, flood, landslide, and wildfire (summarized herein).

Development forecasts are not expected to increase or decrease the impact of the profiled hazards. However, the population of adults aged 65 and older is increasing within this jurisdiction. As a result, the impact of the air quality and extreme heat hazards may increase.

Air Quality

The Steering Committee rated the city's **probability of occurrence for air quality/smoke events as "high" and their vulnerability as "low"**. *This hazard was not assessed in the previous version of this NHMP.*

Volume I, Section 2 describes the characteristics of air quality hazards, history, and how they relate to future climate projections as well as the location, extent, and probability of a potential event. Increases in wildfire conditions have shown an increasing potential for air quality hazards. Additional information can be found on the Lincoln County website: <https://www.co.lincoln.or.us/742/Hazards-Air-Quality>.

Lincoln County has limited capacity to monitor air quality. Development forecasts are not expected to increase or decrease the impact of this hazard. However, the population of adults aged 65 and older is increasing within this jurisdiction. As a result, the impact of this hazard may increase.

Coastal Erosion

The City of Toledo does not border the Pacific Ocean; as such, coastal erosion is not considered to be a hazard within the community.

Drought

The Steering Committee rated the city's **probability of occurrence for drought events as "high" and their vulnerability as "moderate"**. *These ratings have not changed since the previous NHMP.*

Volume I, Section 2 of Lincoln County's NHMP adequately describes the causes and characteristics of drought hazards, as well as the history, location, extent, and probability of a potential event. Due to a cool, wet climate, past and present weather conditions have generally spared coastal communities from the effects of a drought.

The Siletz River is Toledo's primary water supply during the summer months, and Mill Creek, its dam and its reservoir (circa 1967, 65 feet tall with a permitted storage capacity of 250 acre-feet) is the primary water source during the winter months.⁵ The city owns about 400 acres of the Mill Creek Watershed above the reservoir and the remainder is owned by the U.S. Forest Service. Storage capacity is limited, and the city's steering committee believes that increased storage capacity may assist in mitigating the impact of a severe drought event. The Toledo Steering Committee additionally noted that emergency shut-off valves may increase the amount of water that the city's able to supply in the aftermath of a high magnitude earthquake event.

Water from the city reservoirs is treated at the water treatment facility that can treat up to 3.0 million gallons per day (mgd) or 2,080 gallons per minute (gpm); current typical flows range from 850 to 1,200 gpm. Following treatment water flows via 12 to 16-inch water transmission mains to four water storage tanks (combined over 3.35 million gallons capacity) provides enough water supply for about 3.7 days under current demand.⁶ The city has about 35 miles of piping and is separated into three pressure zones. The city has enough capacity to meet current and anticipated future demand.

Future Climate Projection:

According to OCCRI report "*Future Climate Projections: Lincoln County*" ([Link](#)) the probability of future drought conditions (low summer soil moisture, low spring snowpack, low summer runoff, low summer precipitation, and high summer evaporation) is expected to be more frequent by the 2050s.

Vulnerability Assessment

Due to insufficient data and resources, a quantitative risk assessment or exposure analysis for this hazard cannot currently be performed. State-wide droughts have historically occurred in Oregon, and as it is a region-wide phenomenon, all residents are equally at risk. Structural damage from drought is not expected; rather the risks apply to humans and resources. Industries important to the City of Toledo's local economy such as fishing and the

⁵ City of Toledo, [Water System Master Plan](#), 2017.

⁶ City of Toledo, [Water Management and Conservation Plan](#), 2017.

timber industry have historically been affected, and any future droughts would have tangible economic and potentially human impacts.

In addition to reduced water supplies, a drought will increase the chances of wildfire and significantly reduce tourism activities. The city has a [Water Management and Conservation Plan](#) that includes water curtailment measures that will go into effect in the event of a drought.

Earthquake

The Steering Committee rated the city's **probability of occurrence for Cascadia Subduction Zone (CSZ) Earthquake events as "moderate" and their vulnerability as "high"**. *These ratings have not changed since the previous NHMP.*

The Steering Committee rated the city's **probability of occurrence for crustal earthquake events as "low" and their vulnerability as "moderate"**. *These ratings have not changed since the previous NHMP.*

Volume I, Section 2 of Lincoln County's NHMP adequately describes the causes and characteristics of earthquake hazards, as well as the history, location, extent, and probability of a potential event. Earthquake-induced damages are difficult to predict, and depend on the size, type, and location of the earthquake, as well as site-specific building and soil characteristics. Presently, it is not possible to accurately forecast the location or size of earthquakes, but it is possible to predict the behavior of soil at any site. In many major earthquakes, damages have primarily been caused by the behavior of the soil.

Additional information can be found on the Lincoln County website:
<https://www.co.lincoln.or.us/749/Hazards-Earthquake>

The Pacific Northwest experienced a subduction zone earthquake estimated at magnitude 9 on January 26, 1700. The earthquake generated a tsunami that caused damage as far away as Japan. Cascadia subduction zone earthquakes and associated tsunamis have occurred on average every 500 years over the last 3,500 years in the Pacific Northwest. The time between events has been as short as 100 to 200 years and as long as 1,000 years. The geologic record indicates that over the last 10,000 years approximately 42 tsunamis have been generated off the Oregon Coast in connection to ruptures of the CSZ (19 of the events were full-margin ruptures and arrived approximately 15-20 minutes after the earthquake).⁷

The Oregon Department of Geology and Mineral Industries (DOGAMI), in partnership with other state and federal agencies, has undertaken a rigorous program in Oregon to identify seismic hazards, including active fault identification, bedrock shaking, tsunami inundation zones, ground motion amplification, liquefaction, and earthquake induced landslides.

⁷ DLCD. *Oregon State Natural Hazard Mitigation Plan*. 2020 (Draft).

The city faces several earthquake-related risks, including soft soil and liquefaction hazards (link to Map DA-2) and a moderate to very high probability over the next 50 years of experiencing shaking strong enough to damage weak buildings (link to Map DA-3).

- Liquefaction risk is highest along the waterfront, where soft, wet soils can lose strength during shaking.
- Damaging shaking—strong enough to affect weak buildings—is more likely near the river areas.
- Inland areas generally face lower liquefaction risk.

Vulnerability Assessment

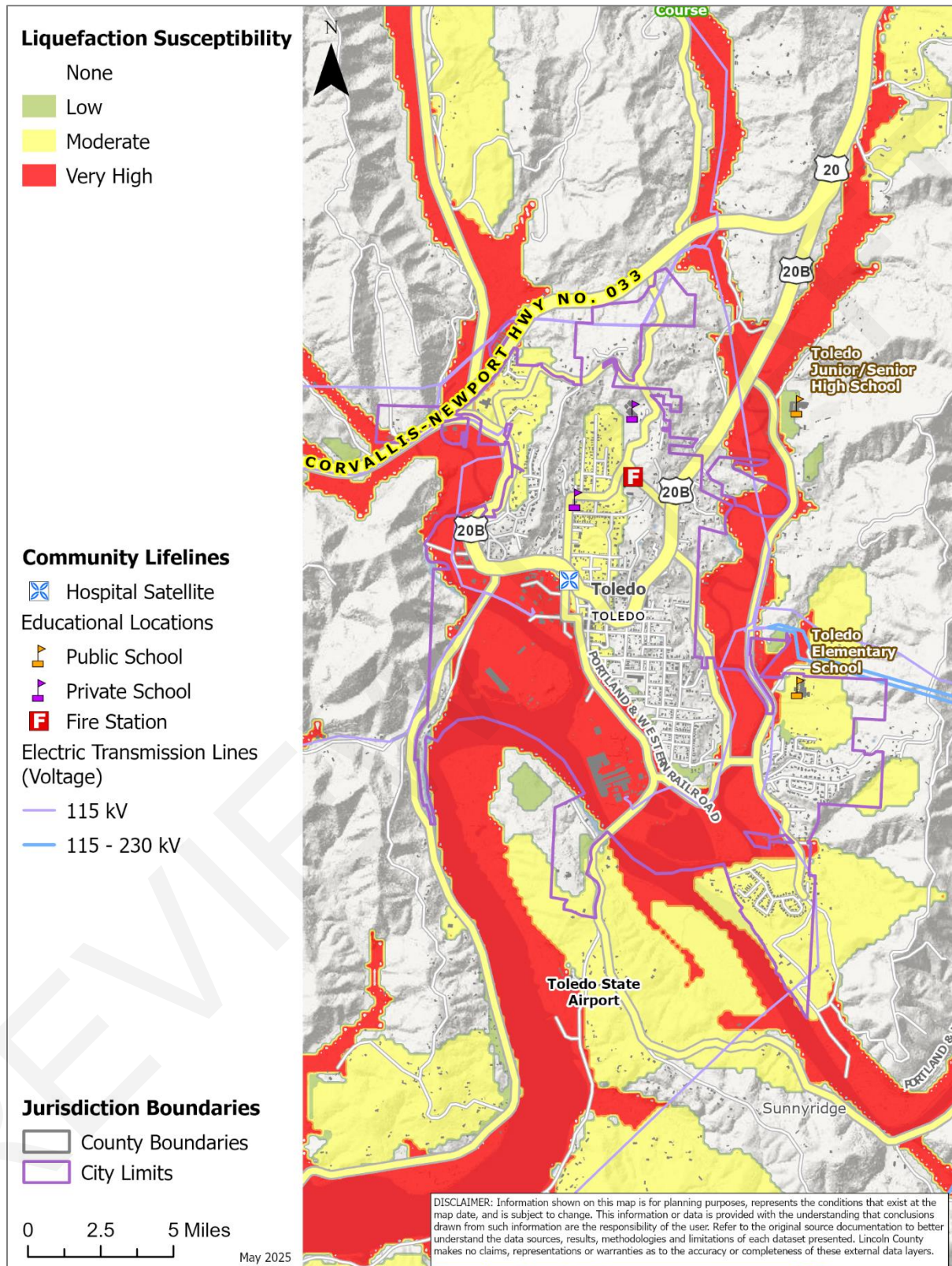
See *Earthquake and tsunami impact analysis for coastal Lincoln County, Oregon* (2021, [O-21-02](#)) and *Earthquake and tsunami impact analysis for the Oregon coast* (2025, [O-25-01](#)) for additional information.

The city's concentrated population and resources, as well as the soil characteristics and relative earthquake hazards described above are cause for significant effort toward mitigating the earthquake hazard. The city's infrastructure is highly vulnerable to a severe earthquake event. Sewer lines, water lines, power lines, water tanks, reservoirs, cell towers, , and City Hall were identified by the Steering Committee as vulnerable assets. The city would expect significant damage to roads and bridges following a Cascadia Subduction Zone event, as well as deaths and severe injuries region wide. Education and outreach regarding earthquakes (and resultant tsunami) is an ongoing endeavor in Toledo.

To help communities better prepare for earthquakes, DOGAMI released the Oregon Seismic Hazard Database in 2021.⁸ This resource includes maps showing where earthquake-related hazards like ground shaking and ground movement are most likely. The data includes representations of the strongest shaking and damage that could happen in rare (1-in-2,475-year event) but severe earthquakes (Map TA-4), expected shaking and damage from large Cascadia subduction zone earthquakes (Map TA-5), and the chance of experiencing shaking strong enough to damage buildings (Map TA-3).

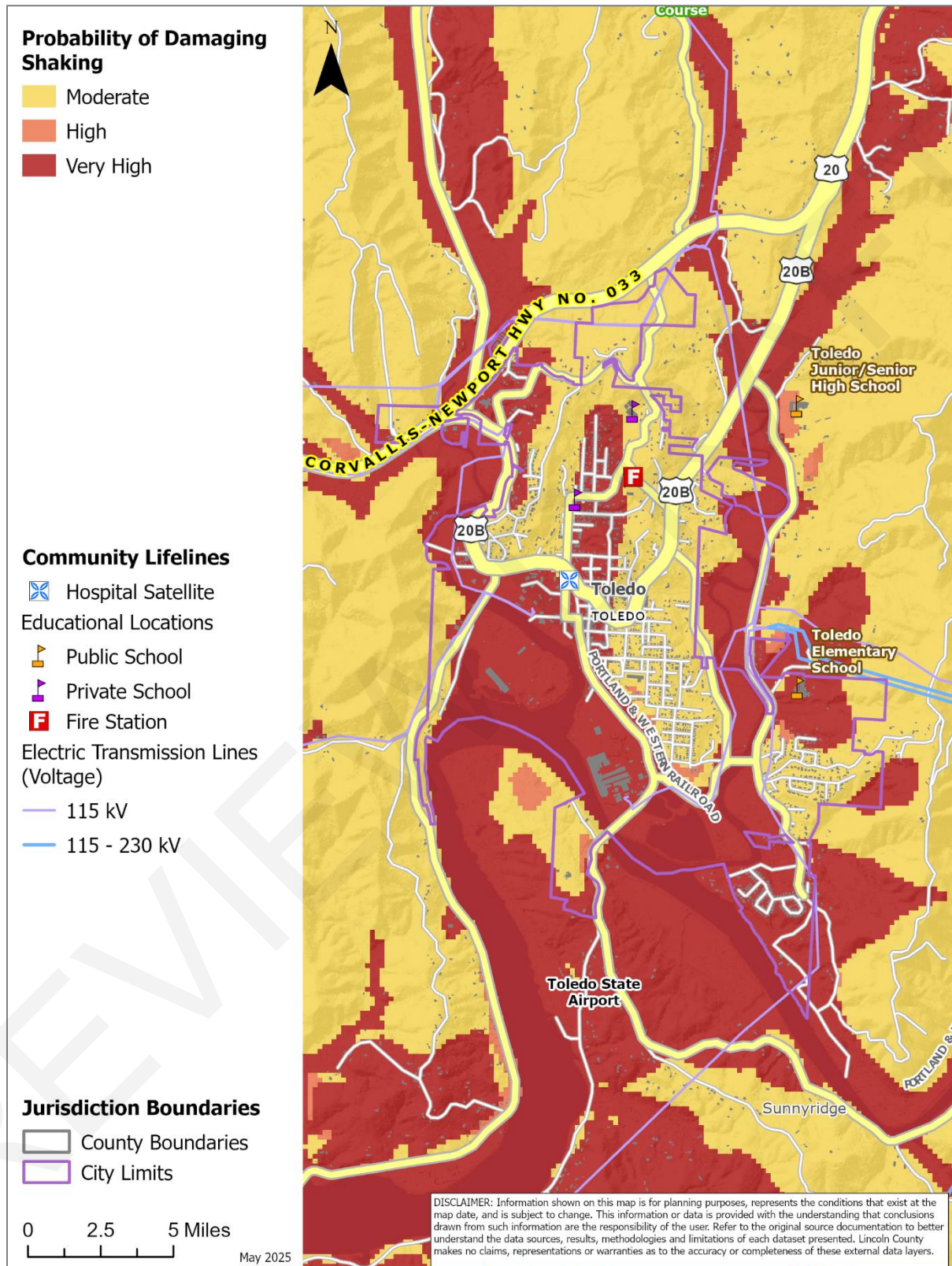
⁸Oregon Department of Geology and Mineral Industries (DOGAMI). (2021). Oregon Seismic Hazard Database, Release 1.0 (OSHD-1). By Ian P. Madin, Jon J. Franczyk, John M. Bauer, and Carlie J.M. Azzopardi. Available at: <https://pubs.oregon.gov/dogami/dds/p-OSHD-1.htm>

Map TA-2 Earthquake Liquefaction (Soft Soil) Hazard and Active Faults



Source: [Oregon Explorer: Map Viewer](#) – To view map detail click hyperlink to left.

Map TA-3 Probability of Damaging Shaking



Source: [Oregon Explorer: Map Viewer](#) – To view map detail click hyperlink to left.

2007 Rapid Visual Survey

Building codes were implemented in Oregon in the 1970s, however, stricter standards did not take effect until 1991 and early 2000s. As noted in the community characteristics section (Table TA-3), approximately 91% of residential buildings were built prior to 1990, which increases the city's vulnerability to the earthquake hazard. Information on specific public buildings' (schools and public safety) estimated seismic resistance was determined for Lincoln County by DOGAMI in 2007. For more information click this link [O-07-02](#).

The city's steering committee additionally identified the following earthquake-related vulnerabilities:

- The city's topography is [likely] prone to earthquake-induced landslides;
- In the event of a magnitude (M) 9 earthquake event, the city will likely be isolated from larger cities in the Willamette Valley, as well as coastal communities. Post-disaster self-reliance is essential;
- Post-disaster communication may be hindered; the acquisition of satellite phones may be a beneficial emergency-response related investment;
- Access to hospitals will be difficult;
- The city will likely need to accommodate a large section of Newport's population post-earthquake and/or tsunami. Currently, the city is not equipped to house and/or provide services for an influx of residents;
- The Olalla Reservoir Dam may breach and cause severe flooding;
- The Mill Creek Reservoir Dam may breach and cause severe flooding;
- Toledo City Hall is comprised of unreinforced masonry and may collapse in the event of a high magnitude earthquake; and
- The city's Georgia Pacific Paper Mill may be hazardous in the event of an earthquake. Further study is needed.

A primary mitigation objective of the city is to construct or upgrade critical and essential facilities and infrastructure to withstand future earthquake events. Although seismic retrofit grant awards per the [Seismic Rehabilitation Grant Program](#)⁹ the School District has retrofitted at risk schools in the city through local resources (see the Lincoln County School District addendum for more information).

Natural Hazard Risk Report for Lincoln County

The **Risk Report** ([DOGAMI, O-20-11](#)) provides hazard analysis summary tables that identify populations and property within Lincoln County that are vulnerable to earthquake. The Risk Report provides a distinct profile for Toledo.

According to the Risk Report the following resident population and property (public and private) within the study area may be impacted by the profiled magnitude 9.0 Cascadia Subduction Zone (CSZ) event. *Note: Due to the simultaneous nature of a CSZ earthquake and tsunami, loss estimates have been separated in the following tables to avoid double counting.*

⁹ The Seismic Rehabilitation Grant Program (SRGP) is a state of Oregon competitive grant program that provides funding for the seismic rehabilitation of critical public buildings, particularly public schools and emergency services facilities.

Building losses within the tsunami zone are considered total. See the tsunami section for additional information.

The Risk Report performed an analysis of buildings, including critical facilities, to determine exposure for each community. According to the Risk Report the following resident population and property (public and private) within Toledo may be impacted by the profiled earthquake scenarios (Table TA-4). *Note: Due to the simultaneous nature of a CSZ earthquake and tsunami, loss estimates have been separated in the following tables to avoid double counting. Building losses within the tsunami zone are considered total. See the tsunami section for additional information.*¹⁰

Approximately 26% of the city's population (902 people) may be displaced by a magnitude 9.0 CSZ earthquake and tsunami event. Of those, approximately less than 1% will be impacted by the accompanying tsunami. *Note: The data does not include potentially impacted visitor populations that may be lodging or at a public venue during a CSZ earthquake and tsunami event.* Earthquakes will impact every building in the city, to some degree, by a CSZ magnitude 9.0 earthquake and tsunami. Building damage (loss) estimates are reported for buildings expected to be damaged by the earthquake outside of the tsunami inundation zone (medium-sized). Additional exposure information is provided for buildings within the tsunami inundation zone to obtain the combined total damage (loss) estimate. Buildings reported as "damaged" in the area *outside* the tsunami zone include yellow tagged (extensive, limited habitability) and red tagged (complete, uninhabitable) buildings, while 100% of buildings exposed *inside* the tsunami inundation area are considered "damaged" (complete, uninhabitable). The city has 810 buildings that are expected to be damaged by the CSZ earthquake and tsunami event. The combined (earthquake and tsunami) value of building damage losses are \$125.6 million.

The Risk Report estimated losses show that the age of the building stock is the primary metric of earthquake vulnerability. Communities with older building stock are expected to have higher losses. However, if buildings were retrofitted to at least "moderate code" standards the impact of the event would be reduced. The Risk Report concludes that loss estimates for the city drop from 43% to 37% (\$17.9 million decrease in loss) when all buildings are upgraded to at least moderate code level.¹¹ *Note: earthquake vulnerability retrofit benefits are minimized in areas of liquefaction and landslide where additional geotechnical mitigation would be needed.*

¹⁰ DOGAMI, Open-File Report O-20-11, Lincoln County Natural Hazard Risk Report (2020), Table A-22.

¹¹ Ibid. Table B-2.

Table TA-4 Potentially Displaced Residents and Exposed Buildings, Earthquake

Community Overview: Toledo						
Population		Buildings		Critical Facilities	Total Building Value (\$)	
3,465		1,954		7	288,238,000	
Exposure Analysis: Earthquake CSZ M9.0 (Deterministic) Scenario						
Potentially Displaced Residents		Damaged Buildings			Exposed Building Value	
Number	Percent	Number	Percent	Critical Facilities	Loss Estimate (\$)	Loss Ratio
898	25.9%	770	39.4%	6	123,401,000	42.8%
Exposure Analysis (within Tsunami Zone - Medium)						
4	0.1%	40	2.0%	0	2,234,000	0.8%
Total Exposure						
902	26.0%	810	41.5%	6	125,635,000	43.6%

Source: IPRE. Data adapted from DOGAMI, Open-File Report O-20-11, Lincoln County Natural Hazard Risk Report (2020), Table A-22. Note: city population based on the 2010 Census population.

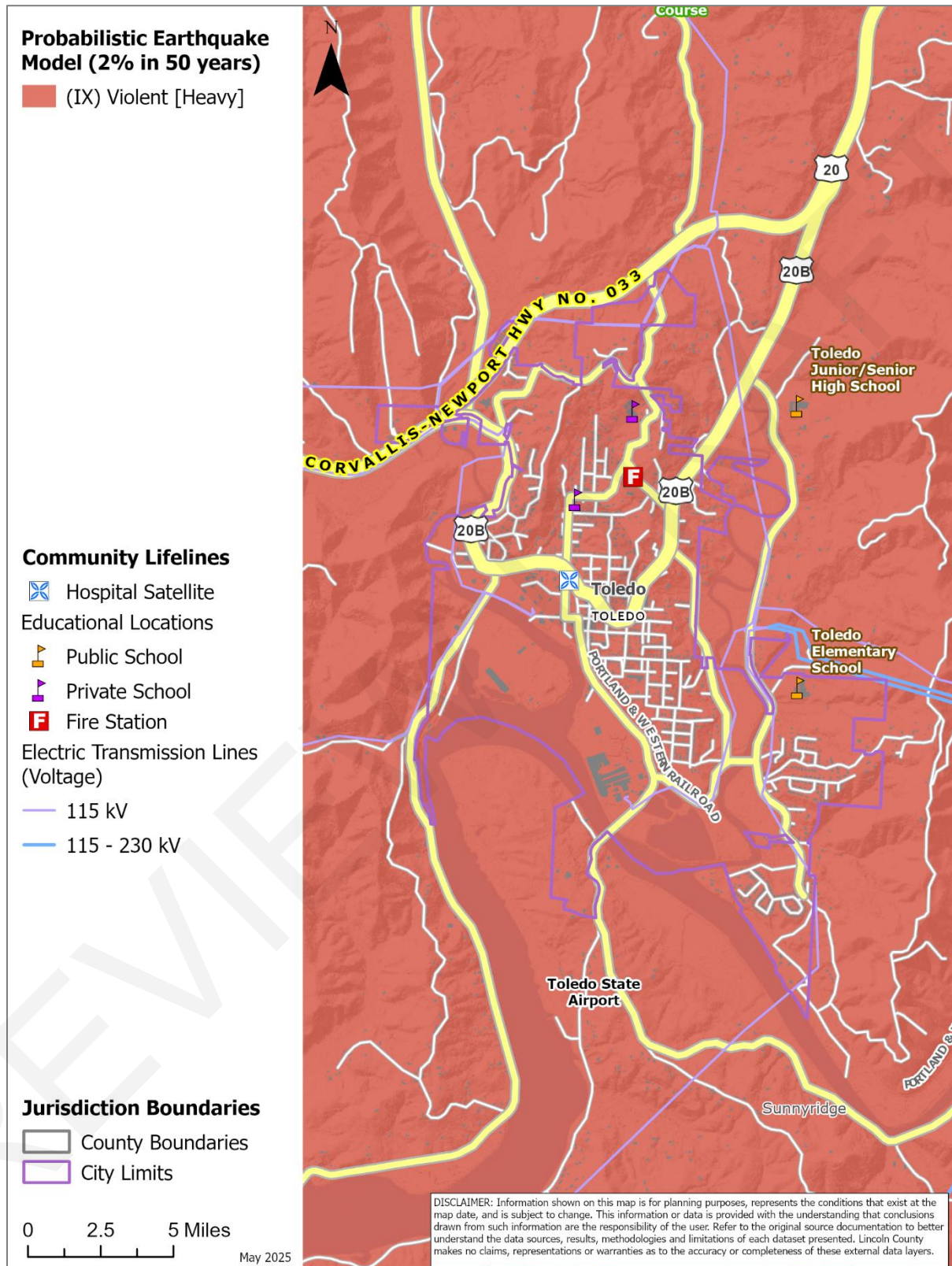
Critical Facility Vulnerability¹²

- Toledo Fire and Rescue Station 41 (City)
- Toledo Police Department (City)
- Olalla Center for Children and Families (non-profit)
- Arcadia School: District Offices (Lincoln County School District)
- Toledo Elementary School (Lincoln County School District)
- Toledo Jr/Sr High School (Outside City) (Lincoln County School District)
- Port of Toledo (Port)

Note: It is expected that bridges in the area may be impassable by vehicles for over 24 months. As such bringing resources into Toledo by sea and air will be necessary.

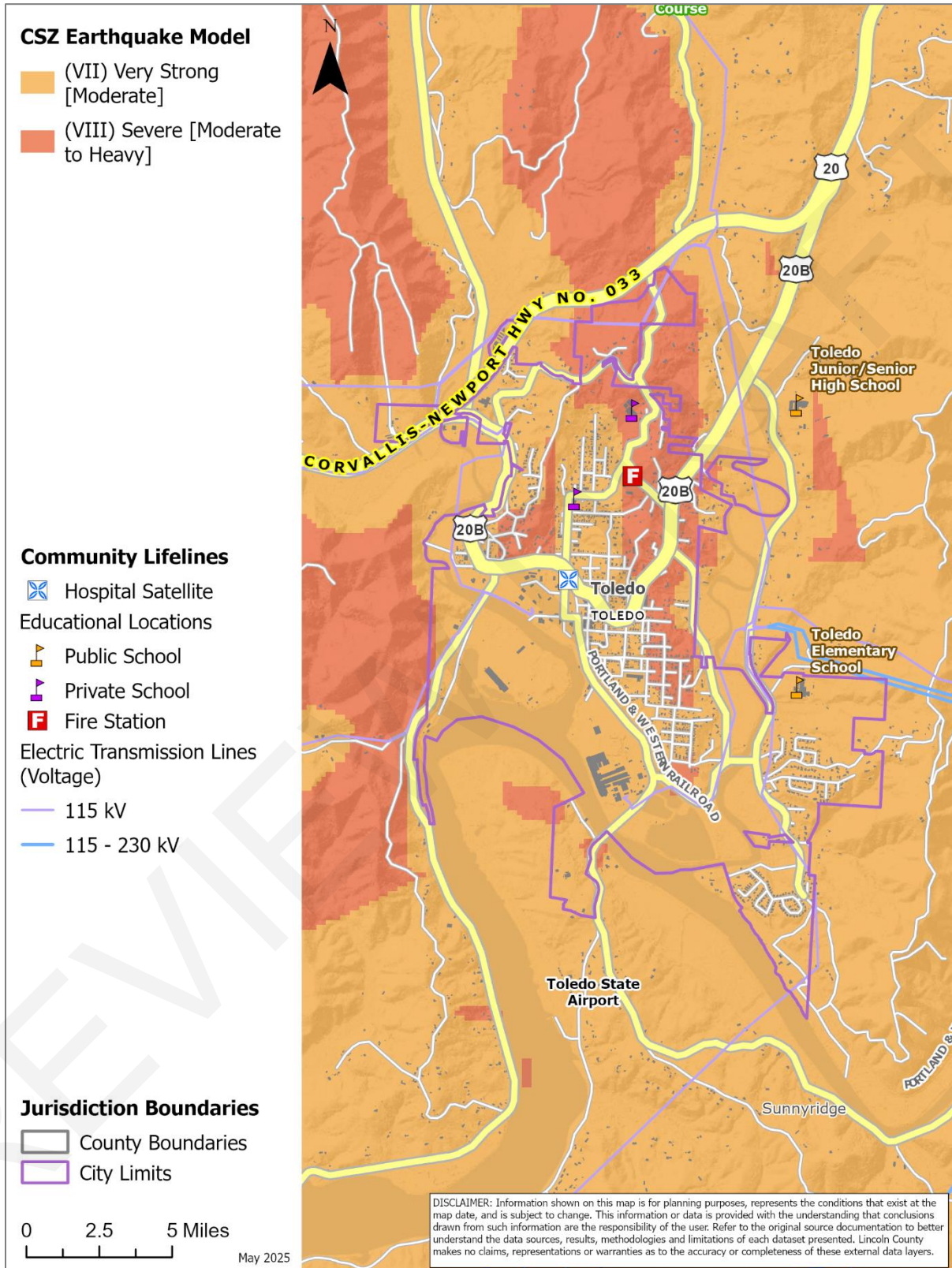
¹² Ibid, Table A-23.

Map TA-4 Perceived Shaking & Damage Potential, Probabilistic Earthquake Model



Source: [Oregon Explorer: Map Viewer](#) – To view map detail click hyperlink to left.

Map TA-5 Cascadia Earthquake Expected Shaking



Source: [Oregon Explorer: Map Viewer](#) – To view map detail click hyperlink to left.

Tsunami

The Steering Committee rated the city's **probability of occurrence for a local tsunami events as "moderate" and their vulnerability as "moderate"**. *These ratings have not changed since the previous NHMP.*

The Steering Committee rated the city's **probability of occurrence for distant tsunami events as "moderate" and their vulnerability as "low"**. *These ratings have not changed since the previous NHMP.*

Volume I, Section 2 of Lincoln County's NHMP adequately describes the causes and characteristics of tsunami hazards, as well as the history, location, extent, and probability of a potential event. The Pacific Northwest experienced a subduction zone earthquake estimated at magnitude 9 on January 26, 1700. The earthquake generated a tsunami that caused damage as far away as Japan. Cascadia subduction zone earthquakes and associated tsunamis have occurred on average every 500 years over the last 3,500 years in the Pacific Northwest. The time between events has been as short as 100 to 200 years and as long as 1,000 years. The geologic record indicates that over the last 10,000 years approximately 42 tsunamis have been generated off the Oregon Coast in connection to ruptures of the CSZ (19 of the events were full-margin ruptures and arrived approximately 15-20 minutes after the earthquake).¹³ Distant tsunamis happen more regularly than CSZ related local tsunamis.

Additional information can be found on the Lincoln County website:

<https://www.co.lincoln.or.us/772/Hazards-Tsunamis>

It is difficult to predict when the next tsunami will occur. According to the Oregon NHMP the coast has experienced 25 distant tsunamis in the last 145 years with only three causing measurable damage. Thus, the average recurrence interval for tsunamis on the Oregon coast from distant sources would be about six (6) years. However, the time interval between events has been as little as one year and as much as 73 years. Since only a few tsunamis caused measurable damage, a recurrence interval for distant tsunamis does not have much meaning for the city.

A 9.0 magnitude earthquake originating from Japan caused approximately \$7.1 million worth of damages along the Oregon Coast. Particularly, there was extensive damage to the Port of Brookings (Curry County; \$6.7 million), as well as the Port of Depoe Bay (Lincoln County; \$182,000), and Charleston Harbor (Coos County; \$200,000); Salmon Harbor on Winchester Bay (Douglas County) and the South Beach Marina in Newport (Lincoln County) were also affected. On March 15, 2011 Governor Kitzhaber declared a State of Emergency was declared by Executive Order in Curry County. Approximately 40% of all docks at the Port of Brookings were destroyed or rendered unusable (including a dock leased by the U.S. Coast Guard) compromising commercial fishing and U.S. Coast Guard operations. Along the Oregon Coast local officials activated the Emergency Alert System and sirens, implemented "reverse 9-1-1" and conducted door-to-door notices in order to evacuate people from the tsunami

¹³ Oregon Natural Hazard Mitigation Plan. Department of Land Conservation and Development. 2015

inundation zone. Local governments activate their Emergency Operations Centers and the state activated its Emergency Coordination Center. For more information view Volume I, Section 2.

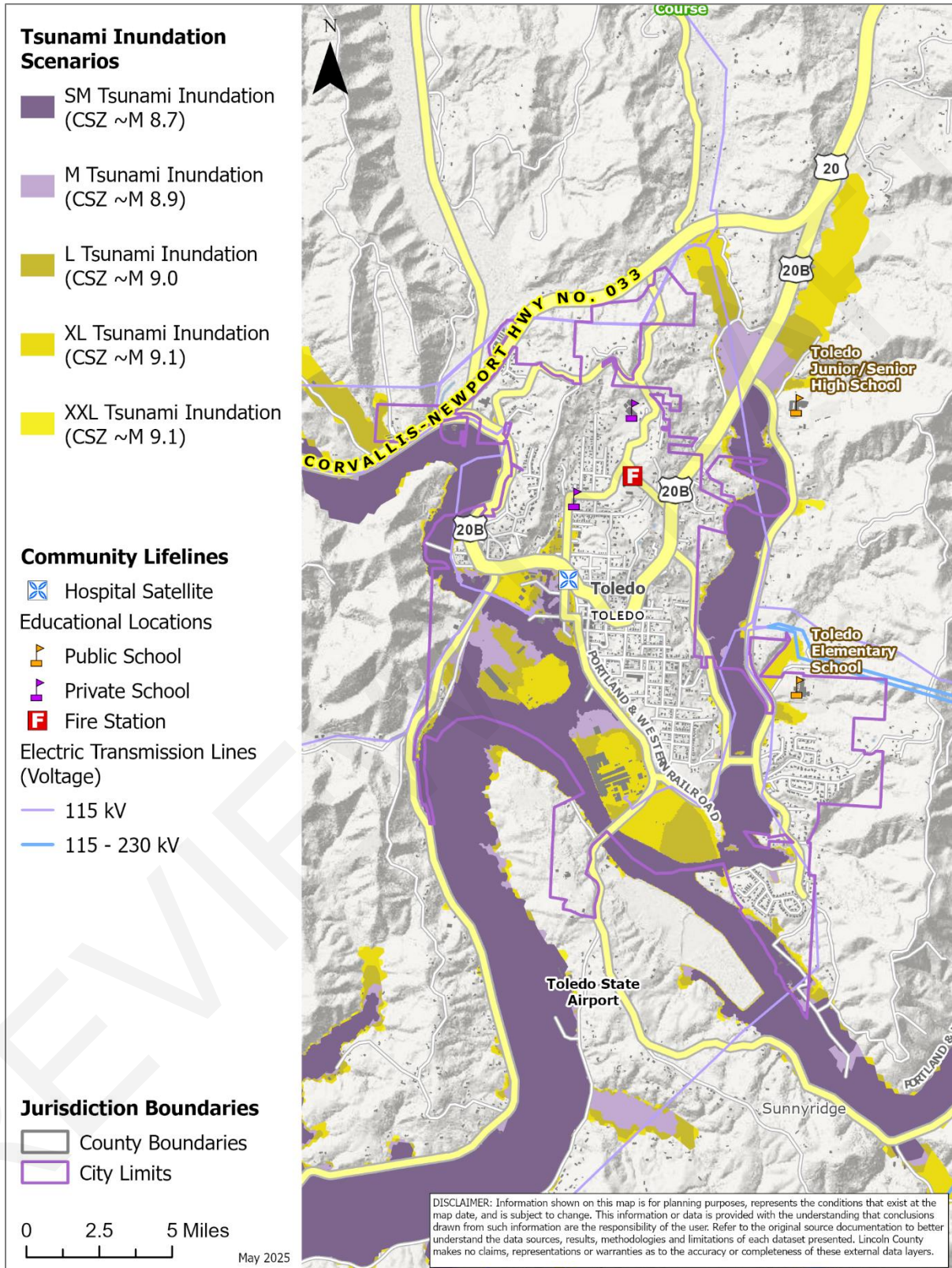
In 1995, the Department of Geology and Mineral Industries (DOGAMI) conducted an analysis resulting in extensive mapping along the Oregon Coast. The maps depict the expected inundation for tsunamis produced by a magnitude 8.8 to 8.9 undersea earthquake. The tsunami maps were produced to help implement Senate Bill 379 (SB 379); digitized in 2014 ([O-14-09](#)). SB 379, implemented as Oregon Revised Statutes (ORS) 455.446 and 455.447, and Oregon Administrative Rules (OAR) 632-005, limit construction of new essential facilities and special occupancy structures in tsunami flooding zones. It should be noted that the updated tsunami inundation maps show an increased vulnerability in many areas. Note: HB 3309 (2019) effective January 1, 2020 repealed the ban on building “new essential facilities, hazardous facilities, major structures, and special occupancy structures” inside the tsunami inundation zone (SB 379 line).¹⁴

Toledo has put forth much effort to educate and inform citizens of tsunami hazards found within the city. Much of the city is outside of the expected tsunami inundation zone, however, damage is expected to occur on various properties, roads, bridges, communication systems, and critical infrastructure within Toledo, among other assets described in the county’s plan. Toledo recognizes the importance of continuing education and outreach, especially to the transient populations (i.e., tourists), and plans to implement greater outreach in the future.

Tsunami inundation maps were created by the Department of Geology and Mineral Industries (DOGAMI) to be used for emergency response planning for coastal communities. Maps were created for local and distant source tsunami events. The local source tsunami inundation maps display the output of computer modeling showing five tsunami event scenarios shown as “T-shirt” sizes S, M, L, XL, and XXL (Map TA-6). The distant source tsunami inundation maps show the potential impacts of tsunamis generated by earthquakes along the “Ring of Fire” (the Circum-Pacific belt, the zone of earthquake activity surrounding the Pacific Ocean). The distant tsunami inundation maps model the 1964 Prince William Sound event (Alaska M9.2 and a hypothetical Alaska Maximum event scenario; only the Alaska Maximum Wet/ Dry Zone is shown within the [Oregon Explorer: Map Viewer](#). Both the local and distant source tsunami inundation maps show simulated wave heights and inundation extents for the various scenarios.

¹⁴ Oregon Legislature. HB 3309 (2019). <https://olis.leg.state.or.us/liz/2019R1/Downloads/MeasureDocument/HB3309>

Map TA-6 Tsunami Inundation Scenarios



Source: [Oregon Explorer: Map Viewer](#) – To view map detail click hyperlink to left.

For more information on the regulatory and non-regulatory maps visit the Oregon Tsunami Clearinghouse resource library:

Regulatory (SB 379) - <http://www.oregongeology.org/tsuclearinghouse/pubs-regmaps.htm>
(Note: HB 3309, effective January 1, 2020, repealed ban on building essential facilities within the tsunami inundation zone, SB 379 line.)

Non-Regulatory Tsunami-Inundation Maps:

<http://www.oregongeology.org/tsuclearinghouse/pubs-inumaps.htm>

Evacuation maps (brochures) are available for the populated areas of Lincoln County. The Department of Geology and Mineral Industries (DOGAMI) developed the evacuation zones in consultation with local officials; local officials developed the routes that were reviewed by the Oregon Department of Emergency Management (OEM). The maps show the worst-case scenario for a local source and distant source tsunami event and are not intended for land-use planning or engineering purposes.

For more information on the evacuation brochures visit the Oregon Tsunami Clearinghouse resource library:

<http://www.oregongeology.org/tsuclearinghouse/pubs-evacbro.htm>

A free application is also available that displays the evacuation routes in coastal areas of Oregon: http://www.nanoos.org/mobile/tsunami_evac_app.php

Vulnerability Assessment

See *Earthquake and tsunami impact analysis for coastal Lincoln County, Oregon* (2021, [O-21-02](#)) and *Earthquake and tsunami impact analysis for the Oregon coast* (2025, [O-25-01](#)) for additional information.

In 2013, DOGAMI produced new Tsunami Inundation Maps (TIMs) for the entire Oregon coast. The TIMs identify both local and distant Tsunami Inundation Zones (TIZs) by event size. The maps also tabulate the affected buildings located within the local and distant source tsunami inundation zones. The Risk Report section below provides detailed information on the impact to the city from a CSZ earthquake and medium tsunami.

Although Toledo has relatively few developed properties within the tsunami inundation zones, the city expects to see an influx of Newport residents following a large tsunami event. Likely, this will be the city's greatest tsunami-related impact. Toledo is currently unprepared for such an increase, and will be unable to house, feed, and care for a much larger population. The city's steering committee noted that the city may want to increase its capacity to handle such a population surge, and that the Emergency Response Plan should account for such a scenario.

Severe damage could occur to low-lying areas of the city in a local source tsunami event, including roads, bridges, communication systems, and infrastructure within Toledo. Some damage is also may occur in a large distant source tsunami event (such as the 2011 Tohoku tsunami) particularly to the low-lying areas of town including the Port of Toledo. The City of

Toledo recognizes the importance of continuing education and outreach, especially to the transient populations (i.e., tourists), and plans to implement greater outreach in the future.

As shown in Table TA-3 there are about 96 manufactured housing units (mobile homes) in Toledo. Manufactured homes built prior to 2003 are subject to slipping off their foundations potentially compromising the occupants' ability to exit. The compromised egress may hinder timely evacuation.

Population vulnerability is characterized in terms of exposure, demographic sensitivity, and short-term resilience of at-risk individuals. Nate Wood, et al. (USGS) performed a cluster analysis of the data for coastal communities in the Pacific Northwest to identify the most vulnerable communities in the region.¹⁵ Wood, et al. conducted a comprehensive analysis to derive overall community clusters based on (1) the number of people and businesses in the tsunami hazard zone, (2) the demographic characteristics of residents in the zone, and (3) the number of people and businesses that may have insufficient time to evacuate based on slow and fast walking speeds. According to the study Lincoln County (including Toledo) has relatively low numbers of "residents, employees, or customer-heavy businesses" inside the tsunami hazard zones and will likely have enough time to reach high ground before a tsunami wave arrives.

Natural Hazard Risk Report for Lincoln County

The **Risk Report** ([DOGAMI, O-20-11](#)) provides hazard analysis summary tables that identify populations and property within Lincoln County that are vulnerable to tsunami. The Risk Report provides a distinct profile for Toledo.

The Risk Report performed an analysis of buildings, including critical facilities, to determine exposure for each community. According to the Risk Report the following resident population and property (public and private) within Toledo may be impacted by the profiled tsunami scenario (Table TA-5).

Less than one percent (1%) of the city's population (15 people) may be displaced by a magnitude 9.0 CSZ tsunami event (note there are additional people that will be displaced by the earthquake). This is slightly more people than those exposed within the Senate Bill 379 line (10 people). Building damage (loss) estimates are reported for buildings expected to be damaged by the tsunami inundation zone (medium-sized and SB 379). All 60 buildings exposed *inside* the tsunami inundation area are considered "damaged" (complete, uninhabitable); the number of buildings damaged is lower under the SB 379 scenario (22 buildings). No critical facilities are expected to be damaged under the CSZ M9.0 scenario or the SB 379 scenario.

¹⁵ Nathan J. Wood, Jeanne Jones, Seth Spielman, and Mathew C. Schmidlein. "Community clusters of tsunami vulnerability in the US Pacific Northwest", PNAS 2015 112 (17) 5354-5359.

Table TA-5 Potentially Displaced Residents and Exposed Buildings, Tsunami

Community Overview: Toledo						
Population		Buildings		Critical Facilities	Total Building Value (\$)	
3,465		1,954		7	288,238,000	
Exposure Analysis: Tsunami CSZ M9.0 (Deterministic) Scenario						
Potentially Displaced Residents		Exposed Buildings			Exposed Building Value	
Number	Percent	Number	Percent	Critical Facilities	Value (\$)	Percent
15	0.4%	60	3.1%	0	5,754,000	2.0%
Exposure Analysis: Tsunami SB 379 Regulatory Line						
10	0.3%	22	1.1%	0	1,277,000	0.4%

Source: IPRE. Data adapted from DOGAMI, Open-File Report O-20-11, Lincoln County Natural Hazard Risk Report (2020), Table A-22. Note: city population based on the 2010 Census population.

Critical Facility Vulnerability¹⁶

- Toledo State Airport
- Toledo Police Department

Note: Although critical facilities are not exposed to the profiled tsunami scenarios it is expected that bridges in the area may be impassable by vehicles for over 24 months. As such bringing resources into Toledo by sea and air will be necessary.

Earthquake and Tsunami Impact Analysis

DOGAMI developed two Earthquake and Tsunami Impact Analysis for Coastal Lincoln County, Oregon ([O-21-02](#)) and Earthquake and Tsunami Impact Analysis for the Oregon Coast ([O-25-01](#)) include economic and population impact assessments for the city. The model's results show the following building loss estimates from a Cascadia Subduction Zone (deterministic) magnitude 9.0 earthquake:

Table TA-6 Earthquake and Tsunami Impact Analysis

Resident Population (Total)	3,694		
Temporary Population (Total)*	943		
	M1	L1	XXL1
Earthquake Injuries:	60	60	60
Tsunami injuries (Permanent + Temporary):			
Tsunami fatalities (Permanent):			
Tsunami fatalities (Temporary @ 100% occupancy):			

¹⁶ DOGAMI, Open-File Report O-20-11, Lincoln County Natural Hazard Risk Report (2020), Table A-22.

Displaced population (P):	270	330	420
Displaced population (P+T):	450	510	630
Numbers of buildings in tsunami zone	65	126	215
Building replacement cost (millions)	\$23	\$49	\$114.5
Debris weight (tons)	2,557	5,427	12,507

Source: IPRE. Data adapted from DOGAMI, Open-File Report O-25-01, Earthquake and Tsunami Impact Analysis for the Oregon Coast (2025). Note: Estimates of the permanent population in the tsunami inundation zone are derived from U.S. Census data collected in 2020 and ACS data maintained by the U.S. Census Bureau. * - Assumes 100% occupancy of second homes, vacation rentals, condominium units, bed and breakfast facilities, hotels, motels, and campgrounds.

Flood

The Steering Committee rated the city's **probability of occurrence for riverine flood events as "high" and their vulnerability as "moderate"**. *The vulnerability rating decreased from the previous NHMP.*

The Steering Committee rated the city's **probability of occurrence for coastal flood events as "moderate" and their vulnerability as "low"**. *These ratings have not changes since the previous NHMP.*

Coastal flood "VE" zones do not occur in Toledo; however, the Yaquina River is tidally influenced and coastal backwater flooding compounds riverine flooding within the city.

Volume I, Section 2 of Lincoln County's NHMP adequately describes the causes and characteristics of coastal and riverine flood hazards, as well as the history, location, extent, and probability of a potential event. Flooding typically occurs within the city when storm drains back up and/or pumps fail to work. The Yaquina River borders the City of Toledo, but riverine flooding is typically not an issue. The extent of flooding varies depending on rainfall, and/or precipitation levels throughout the year. Toledo's most significant flood events occurred in 1964 and 1996, and heavy rain in 1999 caused flooding along A Street. Three landslides additionally affected city residents during that same event. Landslides are the most common flood-related impacts within the community.

Additional information can be found on the Lincoln County website:

<https://www.co.lincoln.or.us/757/Hazards-Flooding-River-Levels>

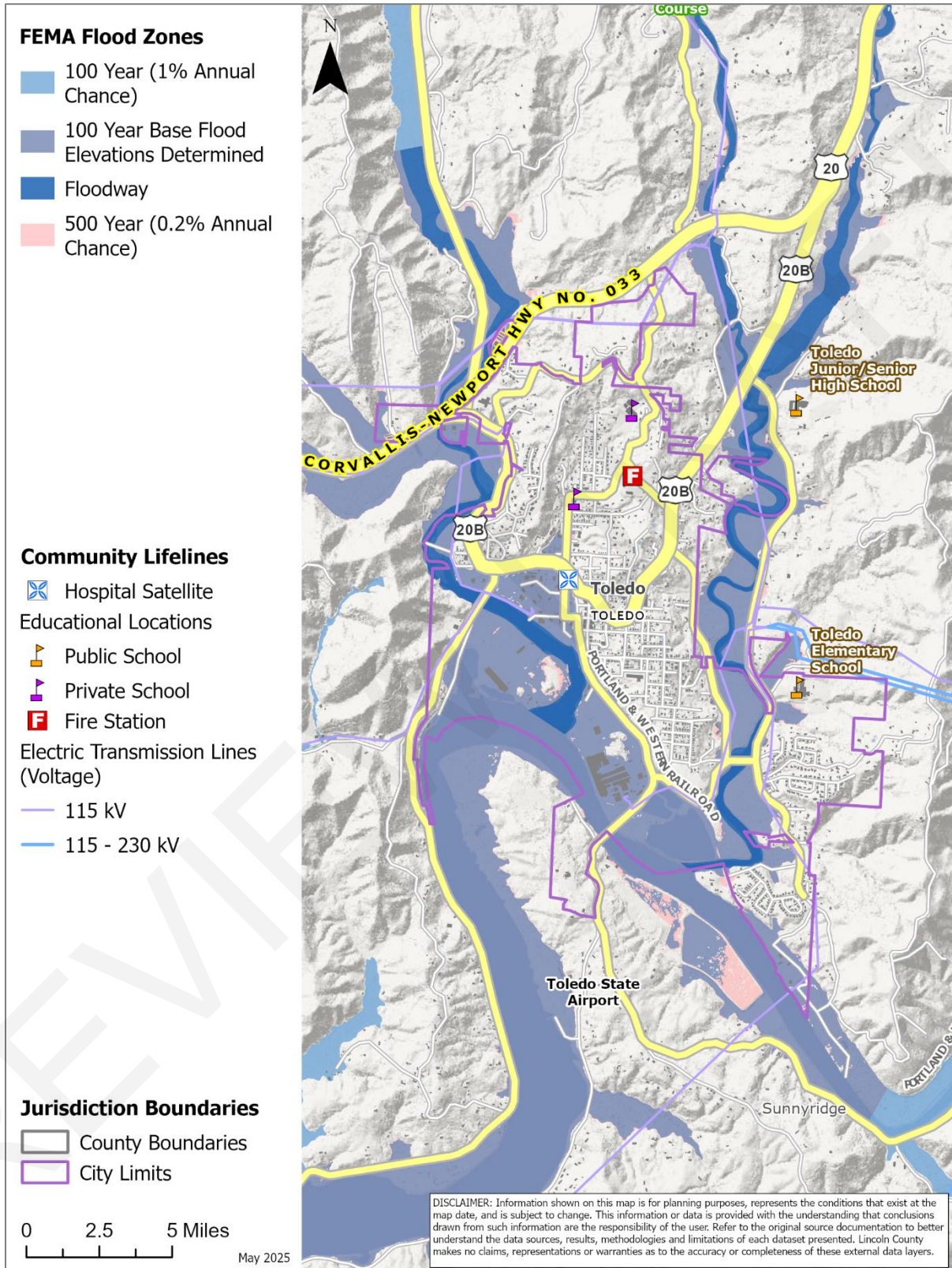
FEMA has mapped most of the flood-prone streams in Oregon for 100- and 500-year flood events. A 100-year flood (a flood with a one percent probability of occurring within any given year) is used as the standard for floodplain management in the United States and is referred to as a base flood; also known as the Special Flood Hazard Area (SFHA). The SFHA is the area where the National Flood Insurance Program's (NFIP's) floodplain management regulations must be enforced and the area where the mandatory purchase of flood insurance applies. Flood Insurance Rate Maps (FIRMs) prepared by FEMA provide the most readily available source of information for 100-year floods (Map TA-7). These maps are used to support the NFIP. FIRMs delineate 100- and 500-year (a flood with a 0.2-percent probability of occurring within any given year) floodplain boundaries for identified flood hazards. These maps

represent a snapshot in time, and do not account for later changes which occurred in the floodplains. According to Oregon Explorer about 34% of the city is within the 100-year floodplain, and less than 1% is within the 500-year floodplain.

Future Climate Projection:

According to OCCRI report “*Future Climate Projections: Lincoln County*” ([Link](#)) the intensity of extreme precipitation is expected to increase as the atmosphere warms. The magnitude of the wettest days and the wettest consecutive five days is expected to increase by about 13% (range 4% to 28%) by the 2050s under the higher emissions scenario relative to historical baselines. The probability of winter flood risk will increase within coastal rain-dominated watersheds (such as the Siletz River) due to projected greater winter precipitation and warmer winter temperatures that will cause precipitation to fall more as rain than snow. There will also be an increase in atmospheric river events. Additionally, coastal flooding is expected to increase due to sea level rise (SLR) and changing wave dynamics. Sea level is projected to rise by 1.7 to 5.7 feet by 2100. Tidal wetlands and estuaries throughout the county are also expected to experience changes to their composition and area, thereby impacting their ability to naturally mitigate flood events.

Map TA-7 Flood Hazard Zones (100- and 500-year floodplains)



Source: [Oregon Explorer: Map Viewer](#) – To view map detail click hyperlink to left

A floodplain vulnerability assessment combines the floodplain boundary, generated through hazard identification, with an inventory of the property within the floodplain. Understanding the population and property exposed to natural hazards will assist in reducing risk and preventing loss from future events. The city is most vulnerable within the Special Flood Hazard Area which includes low lying areas surrounding A Street and the Port of Toledo, including the Georgia Pacific manufacturing facility. Note: The city considers riverine flooding to be the primary concern but recognizes that tidally influenced flooding (backwater flooding) may compound riverine flooding within the city. Map TA-8 shows areas of concern for tidally influenced flooding (coastal flooding) in the city. Areas around NW A Street, near Hwy 20 (Business) and the railroad, and Dahl Road, where it travels over Depot Slough, among other low-lying areas are of concern. The Risk Report does not include analysis for coastal flooding within Toledo, however, coastal flooding (including backwater flooding) is studied for portions of the Yaquina River near Newport (for more information see DOGAMI Open-file Report [O-15-06](#)).

High Tide Flooding

- Susceptible Areas
- Areas Not Mapped

Natural Hazard Risk Report for Lincoln County

The **Risk Report** ([DOGAMI, O-20-11](#)) provides hazard analysis summary tables that identify populations and property within Lincoln County that are vulnerable to flood. The Risk Report provides a distinct profile for Toledo.

The Risk Report provides a flood analysis for four flood scenarios (10-, 50-, 100-, and 500-year). The 100-year flood scenario is used for reporting since it is commonly used as a reference level for flooding and is the standard FEMA uses for regulatory purposes. In addition to the riverine flood scenarios coastal flooding information is available for the 100-year flood scenario for the city. The Risk Report only analyzed buildings within a flood zone, or within 500 feet of a flood zone. First-floor building height and presence of basements was also considered. Buildings with a first-floor height above the flood level were not included in the flood loss estimate, however, their assumed building occupants (residents) were counted as potentially displaced. According to the Risk Report the following resident population and property (public and private) within Toledo may be impacted by the profiled flood scenario (Table TA-7).

Just under three percent (3%) of the city's population (87 people) may be displaced by flooding. These people are expected to have mobility or access issues due to surrounding water. About eight percent (8%) of the city's buildings (151 buildings) are exposed to the flood hazard and may be damaged. The loss estimate for exposed buildings is \$23.3 million (about eight percent of total building value). The Police Department is vulnerable to flood.

Table TA-7 Potentially Displaced Residents and Exposed Buildings, Flood

Community Overview: Toledo						
Population		Buildings		Critical Facilities	Total Building Value (\$)	
3,465		1,954		7	288,238,000	
Exposure Analysis: Flood (1% Annual Chance)						
Potentially Displaced Residents		Damaged Buildings			Exposed Building Value	
Number	Percent	Number	Percent	Critical Facilities	Loss Estimate (\$)	Loss Ratio
87	2.5%	151	7.7%	1	23,272,000	8.1%

Source: IPRE. Data adapted from DOGAMI, Open-File Report O-20-11, Lincoln County Natural Hazard Risk Report (2020), Table A-18. Note: city population based on the 2010 Census population.

Critical Facility Vulnerability¹⁷

- Toledo Police Department

National Flood Insurance Program Insured Structures (NFIP)

FEMA updated the Flood Insurance Study (FIS) and Flood Insurance Rate Maps (FIRMs) in 2019 (effective October 10, 2019). The city does not participate in the CRS and, therefore, does not receive discounted flood insurance premiums for residents in a special flood hazard zone.

¹⁷ DOGAMI, Open-File Report O-20-11, Lincoln County Natural Hazard Risk Report (2020), Table A-19.

The city complies with the NFIP through enforcement of their flood damage prevention ordinance and their floodplain management program. Their flood prevention code section is based on the Oregon Model Flood Hazard Prevention code, which includes provisions addressing substantial improvement/substantial damage.

The city has 10 National Flood Insurance Program (NFIP) policies in force, representing almost \$2.3 million in coverage. The Community Repetitive Loss record for the city identifies zero (0) Repetitive Loss Properties¹⁸ and zero (0) Severe Repetitive Loss Properties¹⁹.

Landslide

The Steering Committee rated the city's **probability of occurrence for landslide events as "high" and their vulnerability as "high"**. *These ratings have not changed since the previous NHMP.*

Volume I, Section 2 of Lincoln County's NHMP adequately describes the causes and characteristics of landslide hazards, as well as the history, location, extent, and probability of a potential event.

Additional information can be found on the Lincoln County website:
<https://www.co.lincoln.or.us/762/Hazards-Landslides>

The severity or extent of landslides is typically a function of geology and the landslide triggering mechanism. Rainfall initiated landslides tend to be smaller and earthquake induced landslides may be very large. Even small slides can cause property damage, result in injuries or take lives.

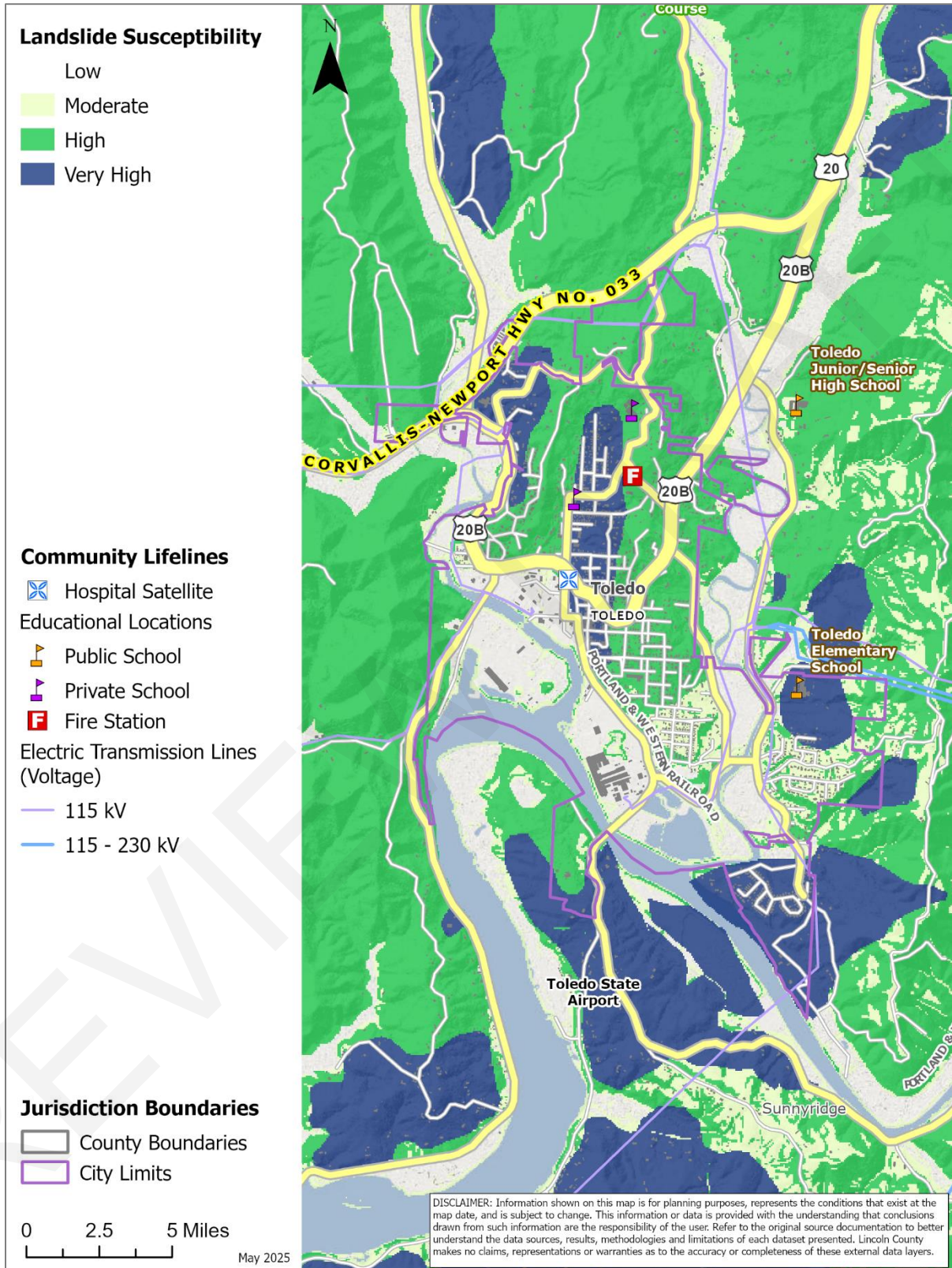
Landslide susceptibility exposure for Toledo is shown in Map TA-9. Approximately 60% of the city has very high or high, and 14% moderate, landslide susceptibility exposure.²⁰ In general, the areas of greater risk are located adjacent to rivers and creeks and indicate potential areas of erosion. *Note that even if a city has a high percentage of area in a high or very high landslide exposure susceptibility zone, this does not mean there is a high risk, because risk is the intersection of hazard and assets.*

¹⁸ A Repetitive Loss (RL) property is any insurable building for which two or more claims of more than \$1,000 were paid by the National Flood Insurance Program (NFIP) within any rolling ten-year period, since 1978. A RL property may or may not be currently insured by the NFIP.

¹⁹ A Severe Repetitive Loss (SRL) property is a single family property (consisting of 1 to 4 residences) that is covered under flood insurance by the NFIP and has incurred flood-related damage for which 4 or more separate claims payments have been paid under flood insurance coverage, with the amount of each claim payment exceeding \$5,000 and with cumulative amount of such claims payments exceeding \$20,000; or for which at least 2 separate claims payments have been made with the cumulative amount of such claims exceeding the reported value of the property.

²⁰ DOGAMI. [Open-File Report, O-16-02, Landslide Susceptibility Overview Map of Oregon](#) (2016)

Map TA-9 Landslide Susceptibility Exposure



Source: [Oregon Explorer: Map Viewer](#) – To view map detail click hyperlink to left.

Future Climate Projection:

According to OCCRI report “*Future Climate Projections: Lincoln County*” ([Link](#)) the intensity of extreme precipitation is expected to increase as the atmosphere warms. The magnitude of the wettest days and the wettest consecutive five days is expected to increase by about 13% (range 4% to 28%) by the 2050s under the higher emissions scenario relative to historical baselines. Landslide risk is not expected to change significantly.

Vulnerability Assessment

Toledo has very steep slopes, and a long history of logging practices increase the probability that landslides will occur. Homes on Nye Street suffered landslide-related damages following Oregon’s 1996 storms, and slides accompanied storms in 1966 and 1999.

Potential landslide-related impacts are adequately described within the county’s plan, and include infrastructure damages, economic impacts (due to isolation and/or arterial road closures), property damages, and obstruction to evacuation routes. Rain-induced landslides and debris flows can potentially occur during any winter in Lincoln County, and thoroughfares beyond city limits are susceptible to obstruction as well. As such, Toledo is vulnerable to isolation for an extended period.

Natural Hazard Risk Report for Lincoln County

The **Risk Report** ([DOGAMI, O-20-11](#)) provides hazard analysis summary tables that identify populations and property within Lincoln County that are vulnerable to landslide. The Risk Report provides a distinct profile for Toledo.

The Risk Report provides an analysis of landslide susceptibility to identify the general level of susceptibility to landslide hazards, primarily shallow and deep landslides. The Risk Report performed an analysis of buildings, including critical facilities, to determine exposure for the city. According to the Risk Report the following resident population and property (public and private) within the city may be impacted by the profiled landslide scenario (Table TA-8).

Table TA-8 Potentially Displaced Residents and Exposed Buildings, Landslide

Community Overview: Toledo						
Population		Buildings		Critical Facilities	Total Building Value (\$)	
3,465		1,954		7	288,238,000	
Exposure Analysis: Landslide High & Very High Susceptibility						
Potentially Displaced Residents		Exposed Buildings			Exposed Building Value	
Number	Percent	Number	Percent	Critical Facilities	Value (\$)	Percent
2739	79.0%	1528	78.2%	7	113,948,000	39.5%

Source: IPRE. Data adapted from DOGAMI, Open-File Report O-20-11, Lincoln County Natural Hazard Risk Report (2020), Table A-18. Note: city population based on the 2010 Census population.

Approximately 79% of the city's population (2,739 people) may be displaced by landslides. These people are expected to have mobility or access issues and/or may have their residences impacted by a landslide. It is important to note that impact from landslides may vary depending on the specific area that experiences landslides during an event. Properties that are most vulnerable to the landslide hazard are those that are developed in an area of, or at the base of, moderate to steep slopes. Approximately 78% of all buildings (1,528 buildings) within the city are exposed to the High or Very High landslide susceptibility zones (Map TA-9). The value of exposed buildings is just under \$114 million (about 40% of total building value). All seven identified critical facilities are vulnerable to landslide.

Critical Facility Vulnerability²¹

- Toledo Fire and Rescue Station 41 (City)
- Toledo Police Department (City)
- Olalla Center for Children and Families (non-profit)
- Arcadia School: District Offices (Lincoln County School District)
- Toledo Elementary School (Lincoln County School District)
- Toledo Jr/Sr High School (Outside City) (Lincoln County School District)
- Port of Toledo (Port)
- Samaritan Toledo Clinic (Hospital)

Severe Weather

Severe wind events may occur throughout Oregon during all seasons. Often originating in the Pacific Ocean, westerly winds pummel the coast, slowing as they cross the Coastal mountain range and head into the inland valleys.²² Similarly, severe winter storms consisting of rain, freezing rain, ice, snow, cold temperatures, and wind originate from troughs of low pressure offshore in the Gulf of Alaska or in the central Pacific Ocean that ride along the jet stream during fall, winter, and early spring months.²³ In summer, the most common wind directions are from the west or northwest; in winter, they are from the south and east. Local topography, however, plays a major role in affecting wind direction.

Future Climate Projections

Oregon and the Pacific Northwest experience a variety of extreme weather incidents ranging from severe winter storms and floods to drought and dust storms, often resulting in morbidity and mortality among people living in the impacted regions. According to the Oregon Climate Change Research Institute, climate change is expected to increase the frequency and intensity of some weather incidents.²⁴

²¹ DOGAMI, Open-File Report O-20-11, Lincoln County Natural Hazard Risk Report (2020), Table A-19.

²² US Department of Agriculture. <http://www.fsa.usda.gov/or/Notice/Flp104.pdf>.

²³ Interagency Hazard Mitigation Team. 2000. State Hazard Mitigation Plan. Salem, OR: Oregon Department of Emergency Management.

²⁴ Oregon Climate Change Research Institute <http://occri.net/wp-content/uploads/2011/04/chapter9ocar.pdf> Page 412.

Climate change poses risks for increased injuries, illnesses and deaths from both direct and indirect effects. Incidents of extreme weather (such as floods, droughts, severe storms, heat waves and fires) can directly affect human health as well as cause serious environmental and economic impacts. Indirect impacts can occur when climate change alters or disrupts natural systems.

According to OCCRI report “*Future Climate Projections: Lincoln County*” ([Link](#)) windstorm events are not expected to increase, however, air temperatures on the coldest day of the year will increase by about 5°F by the 2050s under the higher emissions scenario relative to historical baselines.

Extreme Heat

The Steering Committee rated the city’s **probability of occurrence for extreme heat events as “moderate” and their vulnerability as “low”**. *This hazard was not assessed in the previous version of this NHMP.*

Volume I, Section 2 describes the causes and characteristics of extreme heat, as well as the history, location, extent, and probability of a potential event and how it relates to future climate projections. Areas of the county that are inland, like the city, are more susceptible to extreme heat events. Extreme temperatures are measured as days with a heat index above 90 degrees. Extreme heat events can and have occurred in the city, and while they typically do not cause loss of life, they are becoming more frequent and have the potential to impact on economic activity as well as quality of life and have caused threat to life in some cases.

Windstorm

The Steering Committee rated the city’s **probability of occurrence for windstorm events as “high” and their vulnerability as “high”**. *These ratings have not changed since the previous NHMP.*

The Steering Committee rated the city’s **probability of occurrence for tornado events as “low” and their vulnerability as “low”**. *These ratings have not changed since the previous NHMP.*

Volume I, Section 2 of Lincoln County’s NHMP adequately describes the causes and characteristics of windstorm hazards, as well as the history, location, extent, and probability of a potential event. Because coastal windstorms typically occur during winter months, ice, freezing rain, flooding, and very rarely, snow sometimes accompany them. More than likely, however, the coast’s winter will just be windy, cold, and wet.

Vulnerability Assessment

Due to insufficient data and resources, a quantitative risk assessment or exposure analysis for this hazard cannot currently be performed. In Toledo, power outages are the greatest concern during windstorms. Building codes require new developments to place power lines below ground. Without power, communication is lost, and fuel and food stores shut down.

Toledo experiences sporadic power failures all winter long, and trees frequently block roads. Typically, however, residents are prepared for power outages. The city's steering committee discussed the need for assisting residents with medical vulnerabilities during power-outages; Toledo's fastest growing age group is the elderly population, and medical isolation will continue to be an issue unless mitigated.

Winter Storm (Snow/ Ice)

The Steering Committee rated the city's **probability of occurrence for winter storm events as "high" and their vulnerability as "moderate"**. *These ratings have not changed since the previous NHMP.*

Volume I, Section 2 of Lincoln County's NHMP adequately describes the causes and characteristics of winter storm hazards, as well as the history, location, extent, and probability of a potential event. Severe winter storms can consist of rain, freezing rain, ice, snow, cold temperatures, and wind. They originate from troughs of low pressure offshore that ride along the jet stream during fall, winter, and early spring months. Severe winter storms affecting the city typically originate in the Gulf of Alaska or in the central Pacific Ocean. These storms are most common from October through March. More than likely, however, the coast's winter will just be windy, cold, and wet.

Vulnerability Assessment

Due to insufficient data and resources, a quantitative risk assessment or exposure analysis for this hazard cannot currently be performed. Major winter storms can and have occurred in the Toledo area, and while they typically do not cause significant damage; they are frequent and have the potential to impact economic activity. Road closures on Highway 101, or the passes to the Willamette Valley (Hwy 18 and 20), due to winter weather are an uncommon occurrence, but can interrupt commuter and large truck traffic.

Volcanic Event

The Steering Committee rated the city's **probability of occurrence for volcanic events as "low" and their vulnerability as "low"**. *These ratings have not changed since the previous NHMP.*

Volume I, Section 2 of Lincoln County's NHMP adequately describes the causes and characteristics of volcanic event hazards, as well as the history, location, extent, and probability of a potential event. Generally, an event that affects the county is likely to affect Toledo as well.

Vulnerability Assessment

Due to insufficient data and resources, a quantitative risk assessment or exposure analysis for this hazard cannot currently be performed. Toledo is very unlikely to experience anything more than volcanic ash during a volcanic event. When Mt. Saint Helens erupted in 1980, the

city received small amounts of ashfall, but not enough to cause significant health and/or economic damages.

Wildfire

The Steering Committee rated the city's **probability of occurrence for wildfire as "moderate" and their vulnerability as "moderate"**. *These ratings have not changed since the previous NHMP.*

The [Lincoln County Community Wildfire Protection Plan \(CWPP\)](#) was last completed in 2024. The CWPP is hereby incorporated into this NHMP addendum by reference, and it will serve to supplement the wildfire section in this addendum.

Volume I, Section 2 of Lincoln County's NHMP adequately describes the causes and characteristics of wildfire hazards, as well as the history, location, extent, and probability of a potential event. The location and extent of a wildfire vary depending on fuel, topography, and weather conditions. Wildfires in 1849 and 1936 were particularly devastating in Lincoln County, but since then, there have been few large events. The burn probability and wildfire history (1992-2022) for the city is shown in Map TA-10. The city has mostly low, with some moderate, overall wildfire risk. Areas of concern include the eastern side of the city (where forestland borders development), and some of the open spaces within the city's limits. Due to the prevailing wind patterns (i.e., from the north or south). Power, natural gas, and phone lines run through the forest to the east of the city and would be affected in the event of a wildfire. Likewise, active commercial logging occurs just outside the city, and slash burns are a potential wildfire concern.

Future Climate Projection:

According to OCCRI report "*Future Climate Projections: Lincoln County*" ([Link](#)) wildfire risk is expected to increase as the frequency of higher fire danger days per year increases by 37% by the 2050s under the higher emissions scenario compared with the historical baseline.

Vulnerability Assessment

Potential wildfire impact is shown using integrated conditional net value change from the Pacific Northwest Quantitative Wildfire Risk Assessment (2023, Map TA-11Map TA-10). Overall Potential Impact measures the potential consequences of wildfire on valuable assets and resources—such as infrastructure, housing, forests, and wildlife habitat—without considering the likelihood (probability) of fire occurring. It reflects a spectrum from very negative impacts (e.g., damage to structures or sensitive ecosystems) to positive impacts (e.g., ecological benefits like improved vegetation or habitat conditions). Not all resources are present everywhere, so the map displays risk only for what's within the mapped area. Most of the city lies within "neutral" to "very high" loss areas. However, the forested areas have the potential for large wildfires and a wildfire within the watershed could impact the city's water supply and quality.

Property can be damaged or destroyed with one fire as structures, vegetation, and other flammables easily merge to become unpredictable, and hard to manage. Other factors that

affect ability to effectively respond to a wildfire include access to the location, and to water, response time from the fire station, availability of personnel, and equipment, and weather (e.g., heat, low humidity, high winds, and drought).

Exposed infrastructure including wastewater main lines, major water lines, natural gas pipeline and fiber optic lines are buried, decreasing their vulnerability to damage from wildfire hazards. However, wildfire conditions could potentially limit or delay access for the purposes of operation or repair.

Natural Hazard Risk Report for Lincoln County

The **Risk Report** ([DOGAMI, O-20-11](#)) provides hazard analysis summary tables that identify populations and property within Lincoln County that are vulnerable to wildfire. The Risk Report provides a distinct profile for Toledo.

The Risk Report provides an analysis of the West Wide Wildfire Risk Assessment’s Fire Risk Index (FRI) High Hazard category to identify the general level of susceptibility to the wildfire hazard. The Risk Report performed an analysis of buildings, including critical facilities, to determine exposure for the city. According to the Risk Report the following resident population and property (public and private) within the city may be impacted by the profiled wildfire scenario (Table TA-9).

About five percent of the city’s population (169 people) may be displaced by wildfires. These individuals may face mobility or access challenges, or have homes affected by wildfire, other impacts from smoke and traffic are not included in this analysis. It is important to note that impact from wildfires may vary by location. The value of exposed buildings (120 buildings) is just under \$9 million (about three percent of total building value).

Table TA-9 Potentially Displaced Residents and Exposed Buildings, Wildfire

Community Overview: Toledo						
Population		Buildings		Critical Facilities	Total Building Value (\$)	
3,465		1,954		7	288,238,000	
Exposure Analysis: Wildfire High-Hazard						
Potentially Displaced Residents		Exposed Buildings			Exposed Building Value	
Number	Percent	Number	Percent	Critical Facilities	Value (\$)	Percent
169	4.9%	120	6.1%	0	8,976,000	3.1%

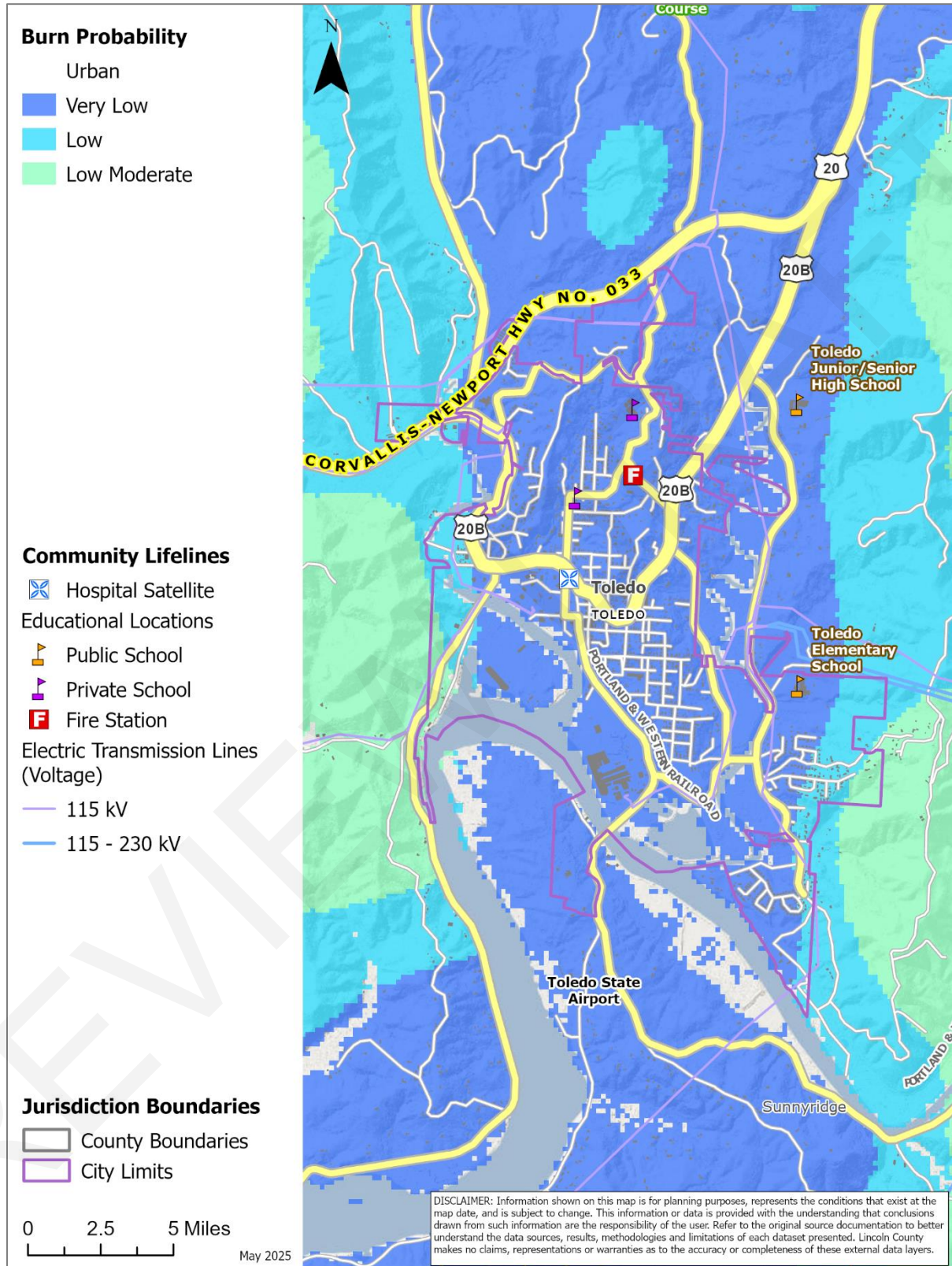
Source: IPRE. Data adapted from DOGAMI, Open-File Report O-20-11, Lincoln County Natural Hazard Risk Report (2020), Table A-18. Note: city population based on the 2010 Census population.

Critical Facility Vulnerability²⁵

- There are no critical facilities exposed to the profiled wildfire scenario.

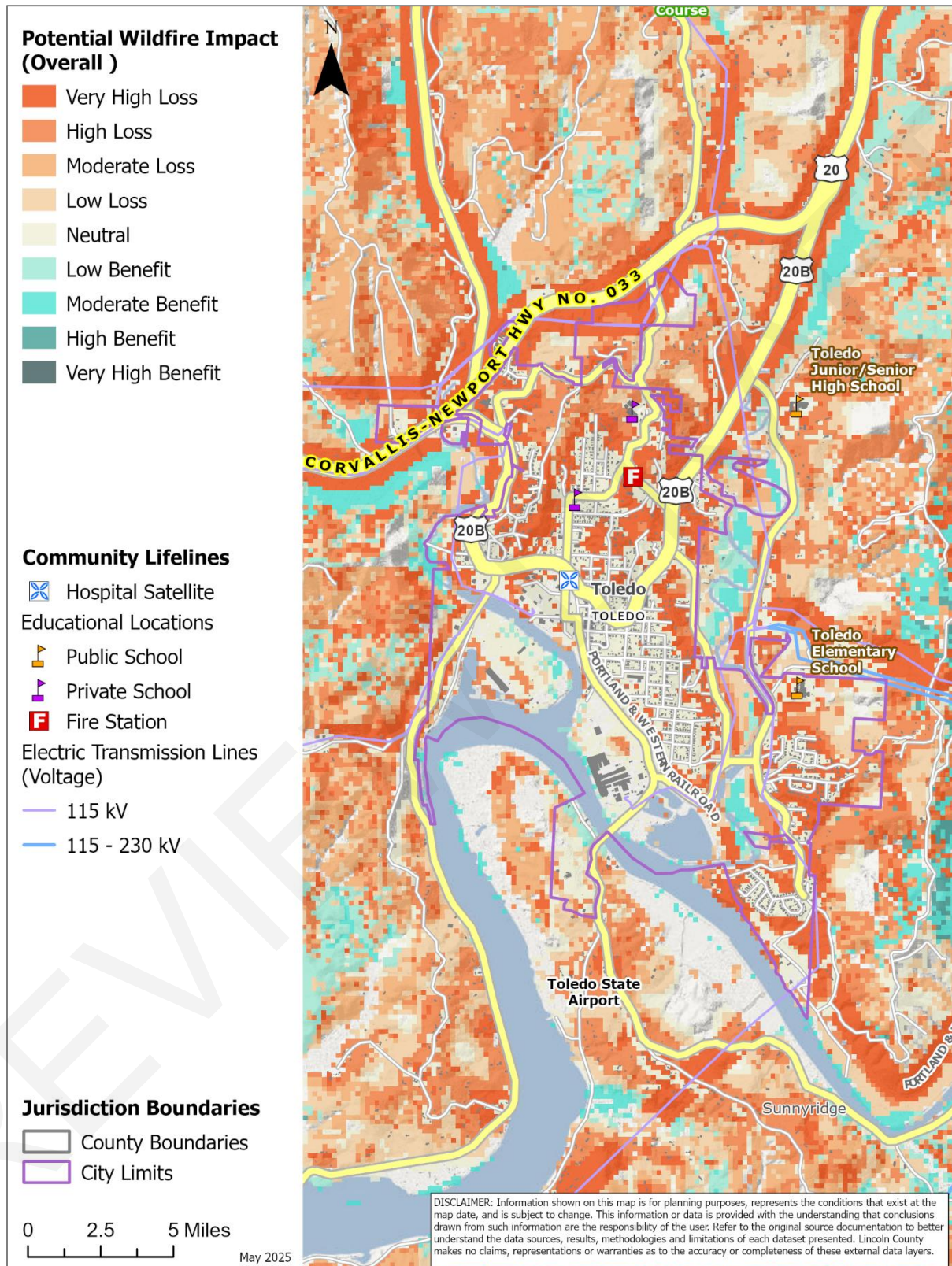
²⁵ DOGAMI, Open-File Report O-20-11, Lincoln County Natural Hazard Risk Report (2020), Table A-19.

Map TA-10 Burn Probability and Fire History (1992-2022)



Source: [Oregon Explorer: Map Viewer](#) – To view map detail click hyperlink to left.

Map TA-11 Potential Wildfire Impact (Overall)



Source: [PNW Quantitative Wildfire Risk Assessment](#) (2023, layer name = icNVC), To view map detail click hyperlink to left

Attachment A:

Action Items

Table TA-10 is an accounting of the status (complete or not complete) and major changes to actions since the previous NHMP. All actions were renumbered in this update to be consistent with other jurisdictions that are participating in the multi-jurisdictional NHMP. Actions identified as still relevant are included in the updated action plan (Table TA-1).

Previous NHMP Actions that are Complete:

None.

Previous NHMP Actions that are Not Complete and No Longer Relevant:

Toledo #6: *Obtain lidar collection data from DOGAMI*. Not an activity that the city will initiate. Broader coordination addressed as part of the County's Mitigation Strategy.

Table TA-10 Status of All Hazard Mitigation Actions in the Previous Plan

2020 Action Item	2025 Action Item	Status	Still Relevant? (Yes/No)
Toledo #1	Toledo #1	Not Complete	Yes
Toledo #2	Toledo #2	Not Complete	Yes
Toledo #3	Toledo #3	Not Complete	Yes
Toledo #4	Toledo #4	Not Complete	Yes
Toledo #5	Toledo #5	Not Complete	Yes
Toledo #6	-	Not Complete	No
Toledo #7	Toledo #6	Not Complete	Yes
Toledo #8	Toledo #7	Not Complete	Yes
Toledo #9	Toledo #8	Not Complete	Yes
Toledo #10	Toledo #9	Not Complete	Yes
Toledo #11	Toledo #10	Not Complete	Yes
-	Toledo #11	New	-
-	Toledo #12	New	-
-	Toledo #13	New	-
-	Toledo #14	New	-

Attachment B:

Public Involvement Summary

Members of the Steering Committee provided edits and updates to the NHMP prior to the public review period as reflected in the final document. In addition, a survey was distributed that included responses from residents of the district (Volume II, Appendix F).

To provide the public information regarding the draft NHMP addendum, and provide an opportunity for comment, an announcement was provided from August 7 through 21, 2025 on the County's website and publicized by the city. Comments were reviewed and integrated into the NHMP as applicable. Additional opportunities for stakeholders and the public to be involved in the planning process are addressed in Volume II, Appendix B.

A diverse array of agencies and organizations were provided with an opportunity to provide input to inform the plan's content through a variety of mechanisms including the opportunity for comment on the draft plan. The agencies and organizations represent local and regional agencies involved in hazard mitigation activities, those that have the authority to regulate development, neighboring communities, representatives of businesses, academia, and other private organizations, and representatives of nonprofit organizations, including community-based organizations, that work directly with and/or provide support to underserved communities and socially vulnerable populations. For more information on the engagement strategy see Volume II, Appendix B.

Steering Committee

Steering Committee members possessed familiarity with the city and how it is affected by natural hazard events. The Steering Committee guided the update process through several steps including goal confirmation and prioritization, action item review and development, and information sharing, to update the NHMP and to make the NHMP as comprehensive as possible. The Steering Committee met formally on the following dates:

Meeting #1: March 19, 2025 (virtually via Zoom)

During this meeting, the Steering Committee reviewed the previous NHMP, and were provided updates on hazard mitigation planning, the NHMP update process, and project timeline. The Steering Committee:

- Updated recent history of hazard events in the city.
- Reviewed and confirmed the County NHMP's mission and goals.
- Discussed the NHMP public outreach strategy.
- Reviewed and provided feedback on the draft risk assessment update including community vulnerabilities and hazard information.

- Reviewed and updated their existing mitigation strategy (actions).
- Reviewed and updated their implementation and maintenance program.

Meeting Attendees:

- Convener, Justin Peterson, Contract Planner
- Arlene Inukai, Planning Technician/ Assistant Planner
- Brian Lorimor, Public Works Director
- Larry Robeson, Toledo Fire Chief
- Sue Graves, Safety Coordinator, Lincoln County School District



CITY OF TOLEDO REQUEST FOR COUNCIL ACTION

Council Goal:	Meeting Date:	Agenda Topic:
1.To enhance and sustain public infrastructure and facilities by implementing plans...	11/5/2025	Public Hearing to consider a rezone and annexation (RZ-1-25 and AX-1-25) and Proposed Ordinance 1432.
	Agenda Type:	
	Decision Items	
Prepared by:	Reviewed by:	Approved by:
Contract Planner J. Peterson	City Manager Rich Huebner	City Manager Rich Huebner

Recommendation:

Proposed Motions: Based on the staff report and attachments, testimony and evidence presented to the City Council public hearing on November 5, 2025 and the Planning Commission at the public hearing on October 8, 2025, the Toledo City Council approves the annexation and rezone request as meeting the applicable criteria including ORS 222.111 (1) and (2) and ORS 222.125, the 2023 Toledo Comprehensive Land Use Plan, and Toledo Municipal Code Section 17.80.050 and the Council adopts the proposed facts and findings presented in the staff report, allowing for the correction of typographical and grammatical errors.

I make a second motion, to adopt, by reading title twice: (Re-read title below).

Second Motion: PROPOSED ORDINANCE DECISION ITEM: "I move to adopt Ordinance No. 1432 by reading by title only, twice: AN ORDINANCE PROCLAIMING THE ANNEXATION AND REZONE OF REAL PROPERTY AND THE WITHDRAWAL FROM THE EAST LINCOLN COUNTY FIRE & RESCUE AND THE LINCOLN COUNTY LIBRARY DISTRICT CERTAIN REAL PROPERTY BEING ANNEXED TO THE CITY OF TOLEDO, OREGON

ALTERNATIVES: The City Council has the option of 1) approving the rezone/ annexation request, 2) continue the public hearing allowing for more information or public comments, or 3) deny the rezone/ annexation request.

Background:

The proposal was submitted by the City of Toledo and is for a zoning map amendment from Lincoln County Residential Zone (R-1) to the City of Toledo Public Lands (P-L) zone, concurrent with annexation into the City of Toledo. The subject property is contiguous with City Limits and located within the Urban Growth Boundary (UGB). See the attached staff report for additional details.

On October 8, 2025, the request came before the Toledo Planning Commission. The Commission held a public hearing and recommended approval of the annexation and rezone request.



CITY OF TOLEDO REQUEST FOR COUNCIL ACTION

At the public hearing, the City Council should evaluate the proposal and all testimony presented to them in order to make findings which demonstrate that the criteria in the Comprehensive Plan can be satisfied. The decision of the City Council should be based on the testimony received by the Council, the facts presented by the applicant and those who support or oppose the request, and the staff report.

Fiscal Impact:	Fiscal Year:	GL Number:
N/A	2025-26	N/A

Attachments:

1. City Council Staff Report
2. Draft Ordinance No. **1432**.
3. PC Recommendation to Council RZ-1-25 and AX-1-25
4. Draft Planning Commission Minutes – October 8, 2025

**TOLEDO CITY COUNCIL
STAFF REPORT**

PROPERTY: Lincoln County Assessor's Map # 11-10-16 CB Tax Lot 2000

APPLICATION #: AX-1-25/RZ-1-25

APPLICANT: City of Toledo

OWNER: City of Toledo

APPLICATION DATE: August 20, 2025

HEARING DATES: Planning Commission: October 8, 2025
City Council: November 5, 2025

REQUEST: The proposal is for a zoning map amendment from Lincoln County Residential Zone (R-1) to the City of Toledo Public Lands (P-L) zone, concurrent with annexation into the City of Toledo. The subject property is contiguous with City Limits and located within the Urban Growth Boundary (UGB). See Staff Report Attachment 'A' (Application)

LOCATION: 2054 SE Ammon Road, Toledo OR

LOT SIZE: Approximately 0.89 acres plus a portion of adjacent Right-of-Way (ROW)

STAFF REPORT:

I. REPORT OF FACTS:

1. Plan Designation: Current - UGB Public Lands
Proposed – Public Lands
2. Proposed Zone Designation: Current – County Residential (R-1)
Proposed – Public Lands
3. Existing Structures: Tax Lot 2000 has an existing water storage tank.
4. Topography: The property generally slopes downhill to the west.
5. Development Constraints: The subject property is sloped.
6. City water: The subject property is connected to city water. The Ammon Water Storage tank is located on the property.
8. City sewer: The subject property is not connected to city sewer.
9. Development Standards: The Public Lands development Standards are listed in TMC 17.36.
10. Notice of Public Hearing: Notices mailed to 15 property owners and 19 public/service

- agencies on September 18, 2025. Notice was provided to the Oregon Department of Land Conservation and Development (DLCD) on August 27, 2025, at least 35 days before the first evidentiary hearing in accordance with Oregon Administrative Rule (OAR) 660-018-0020 and at least 35 days before the first evidentiary hearing in accordance with TMC 19.20.040(B)(4). Notice of the proposed Ordinance was posted at three locations on October 22, 2025 in accordance with Oregon Revised Statutes.
11. Notice Published: September 24, 2025, October 1, 2025, October 22, 2025 and October 29, 2025
12. Comments Received: Public Works Director, Fire Chief, and Chief of Police all approve the application. Any future development of the property must receive review from the City.
13. Staff Report Attachments:
- A. Application and Consent to Annex
 - B. Site Plan Map
 - C. Comprehensive Plan Map
 - D. Draft Ordinance
 - E. Planning Commission Recommendation
 - F. Draft Planning Commission Minutes – October 8, 2025

II. CRITERIA FOR DECISION: PLANS, POLICIES AND ORDINANCES FOR EVALUATING THE ANNEXATION AND REZONE REQUEST:

A. ANNEXATION REQUEST:

1. Oregon Revised Statute (ORS) 222.111 Authority and procedure for annexation, generally.
 - (1) When a proposal containing the terms of annexation is approved in the manner provided by the charter of the annexing city or by ORS 222.111 to 222.180 or 222.840 to 222.915, the boundaries of any city may be extended by the annexation of territory that is not within a city and that is contiguous to the city or separated from it only by a public right of way or a stream, bay, lake or other body of water. Such territory may lie either wholly or partially within or without the same county in which the city lies.
 - (2) A proposal for annexation of territory to a city may be initiated by the legislative body of the city, on its own motion, or by a petition to the legislative body of the city by owners of real property in the territory to be annexed.
 - (3)(a) Except as provided in paragraph (b) of this subsection, the proposal for annexation may provide that, during each of not more than 10 full fiscal years beginning with the first fiscal year after the annexation takes effect, the rate of taxation for city purposes on property in the annexed territory shall be at a specified ratio of the highest rate of taxation applicable that year for city purposes to other property in the city.

(b) For purposes of paragraph (a) of this subsection, a proposal for annexation initiated by the legislative body of a city may provide for a duration of not more than 20 full fiscal years.

(c) The proposal may provide for the ratio to increase from fiscal year to fiscal year according to a schedule of increase specified in the proposal, but in no case may the proposal provide for a rate of taxation for city purposes in the annexed territory that exceeds the highest rate of taxation for city purposes applicable to other property in the city for the current year.

(d) If the annexation takes place pursuant to a proposal providing for taxation at a ratio, the city may not tax property in the annexed territory at a rate other than the ratio that the proposal authorizes for that fiscal year.

(e) Notwithstanding paragraph (d) of this subsection, during the term of fiscal years provided for pursuant to paragraph (b) of this subsection, the ratio shall be 100 percent for property that is sold or transferred to new ownership, beginning with the first property tax year that begins after the sale or transfer.

(4)(a) When the territory to be annexed includes a part less than the entire area of a district named in ORS 222.510, the proposal for annexation may provide that if annexation of the territory occurs the part of the district annexed into the city is withdrawn from the district as of the effective date of the annexation.

(b) Notwithstanding paragraph (a) of this subsection, if the affected district is a district named in ORS 222.465, the effective date of the withdrawal of territory shall be determined as provided in ORS 222.465.

(5) The legislative body of the city shall submit, except when not required under ORS 222.120, 222.170 and 222.840 to 222.915 to do so, the proposal for annexation to the electors of the territory proposed for annexation and, except when permitted under ORS 222.120 or 222.840 to 222.915 to dispense with submitting the proposal for annexation to the electors of the city, the legislative body of the city shall submit such proposal to the electors of the city. The proposal for annexation may be voted upon at a general election or at a special election to be held for that purpose.

(6) The proposal for annexation may be voted upon by the electors of the city and of the territory simultaneously or at different times not more than 12 months apart.

(7) Two or more proposals for annexation of territory may be voted upon simultaneously, but in the city, each proposal shall be stated separately on the ballot and voted on separately, and in the territory proposed for annexation, no proposal for annexing other territory may appear on the ballot.

Sections (3), (4), (5), (6) and (7) are permissive or not applicable criteria, so do not need to be satisfied in order for the proposal for annexation to be adopted.

2. ORS 222.125 Annexation by consent of all owners of land and majority of electors, proclamation of annexation.

The legislative body of the city need not call or hold an election in the city or in any contiguous territory proposed to be annexed or hold the hearing otherwise required under ORS 222.120 when all of the owners of land in that territory and not less than 50 percent of the electors, if any, residing in the territory consent in writing to the annexation of the land in the territory and file a statement of their consent with the legislative body. Upon receiving written consent to annexation by owners and electors under this section, the legislative body of the city, by resolution or ordinance, may set the final boundaries of the area to be annexed by a legal description and proclaim the annexation.

3. ORS 222.155 Annexation Contracts states that:

A contract between a city and a landowner containing the landowner's consent to eventual annexation of the landowner's property in return for extraterritorial services:

(1) Must be recorded; and

(2) When recorded, is binding on successors in interest in that

4. Toledo Municipal Code (TMC) 17.04.050 (D) [Designation of annexed property].

Territory annexed to the city shall be given a zone designation in compliance with the Comprehensive Land Use Plan designation of the property. Such change may be entirely or partially carried out as part of the annexation proceedings. The zone designation under the zoning ordinance of Lincoln County shall apply until changed by the city. If the City Council finds it is important to the protection or implementation of city policies, with notice and opportunity to be heard, interim regulations may be applied in the annexed area until more permanent action can be taken.

5. Consistency with the 2023 Toledo Comprehensive Land Use Plan.

B. REZONE REQUEST

1. The 2023 Toledo Comprehensive Land Use Plan-Goal 3, Policy 6 (Page 24). Any change must be consistent with the Oregon Statewide Planning Goals and guidelines and other applicable criteria. In addition, the applicant must show circumstances have changed, that there is a public need for the amendment, and that the need cannot reasonably be met by any other method. Future boundary amendments shall utilize property lines whenever possible to facilitate boundary management and site developments.
2. Toledo Municipal Code Section 17.80.040 – Quasi-judicial amendments to maps. Quasi-judicial map amendments are those map amendments which require discretion in applying existing standards or criteria to a request. The approval authority for quasi-judicial amendments shall follow the Type III land use procedure as set forth by ordinance and the approval authority shall be as follows:
 - A. The planning commission shall decide zoning map changes which do not involve comprehensive plan amendments;
 - B. The planning commission shall make a recommendation to the city council on an application for a comprehensive plan map amendment. The city council shall decide such

applications; and

- C. The planning commission shall make a recommendation to the city council on a zoning map application which also involves a comprehensive plan map amendment application. The city council shall decide both applications.

3. Toledo Municipal Code Section 17.80.050 Criteria for quasi-judicial map amendments

A recommendation or a decision to approve, approve with conditions, or to deny an application for a quasi-judicial amendment shall be based on all of the following criteria:

- A. Demonstration of compliance with all applicable comprehensive plan policies and map designations. Where this criterion cannot be met, a comprehensive plan amendment shall be prerequisite for approval;
- B. Demonstration of compliance with applicable standards and criteria of this code and other applicable implementing ordinances;
- C. Evidence of a change in the neighborhood or community or a mistake or inconsistency in the comprehensive plan or land use maps regarding the property which is subject of the application.

4. TMC Sections 17.36.010 – 17.36.040 – Public Lands (P-L) Zone.

TMC 17.36.010 Purpose.

The purpose of the P-L zone is to implement the Toledo Comprehensive Land Use Plan by indicating lands currently providing areas to benefit the public, regardless of ownership of the lot or parcel, and used for a public use such as schools and parks acknowledging that such lands may be put to a variety of uses.

TMC 17.36.020 Uses permitted outright.

In a P-L zone, the following uses and their accessory uses are permitted outright:

- A. Uses existing at the time of passage of the ordinance from which this chapter is derived and the expansion of those uses are permitted outright.
- B. Transportation facilities (operation, maintenance, preservation, and construction in accordance with the city Transportation System Plan).

TMC 17.36.030 Conditional uses permitted.

- A. Any other use necessary to benefit the public.
- B. A residential and/or commercial mixed use may be conditionally allowed as an accessory structure or use, in addition to a public use, if incidental and subordinate to the public use.

5. 2023 Toledo Comprehensive Land Use Plan – Article 2, Objective 2(A) – Comprehensive Plan Map Designations:

Comprehensive Plan Map designations are intended to guide development by designating appropriate areas for each particular type of development use. Additional uses within each designation may be allowed as either uses permitted outright or as conditional uses when the city determines that such uses are either consistent with the general use or can be reviewed for compatibility through the conditional use process. The map designations and the uses allowed in the designations should reflect the applicable goals and objectives of the Toledo Comprehensive Land Use Plan.

Public Lands - This designation is intended to indicate lands currently providing areas to benefit the public, regardless of ownership of the lot or parcel, and used for a public use such as schools and parks acknowledging that such lands may be put to a variety of uses.

6. The 2023 Toledo Comprehensive Land Use Plan

Article 1 Citizen Involvement:

Goal: Provide a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process to provide useful guidance to and an understanding of the overall planning process.

Article 11: Public Facilities and Services

Goal 3. Provide safe and reliable water in an orderly and efficient manner to the citizens of Toledo and as a water purveyor to regional or local water agencies that enter into contracts with the City of Toledo.

Goal 5 Policy 1. Adequacy of Facilities. Ensure the adequacy and quality of Toledo's raw water resources, water treatment facilities and distribution system, and treated water storage facilities.

Article 14: Urbanization and Livability

Goal 1: Build Toledo as a small, cost-effective, attractive, livable, and sustainable city by encouraging efficient land use patterns. Design and encourage land use patterns that:

- a. Are compact.
- b. Mix land uses to reduce transportation costs and create vitality.
- c. Retain Toledo's detailed and human scale design features.
- d. Can be effectively serviced.
- e. Protect the environment.
- f. Provide a proper balance between jobs and housing.

III. PROPOSED FACTS AND FINDINGS:

The applicant is requesting approval of an annexation and zone change. Based upon the information received by City staff through October 1, 2025, the annexation and zone change request appears to conform with relevant provisions of the City's plans and ordinances as described below. The following recommended findings support approval of the annexation and zone change:

1. The requirements of ORS 222.111 (1) and (2) and ORS 222.125 have been complied with as the property to annex is contiguous to the city limits, is located within the UGB, and the request to annex has been initiated by written petition of all of the property owners (City of Toledo).
2. The proposed annexation is for Lincoln County Assessor's Map # 11-10-16 CB Tax Lot 2000

also known as 2054 SE Ammon Road, Toledo OR and a portion of the adjacent ROW.

3. The proposed annexation and rezone request meets the requirements set forth in the 2023 Toledo Comprehensive Land Use Plan. There is a public need for the amendment, and that the need cannot reasonably be met by any other method.
4. The applicants understand that the city's eventual intent in the area is to extend all services and require connection by all of the parcels within the UGB. The City's intent includes this parcel.
5. The requirements of Toledo Municipal Code Section 17.80.050 (Quasi-judicial map amendment) are met for the following reasons:
 - A. Criteria A is satisfied as the applicant has requested a rezone consistent with the comprehensive plan map with the annexation.
 - B. Criteria B is satisfied as TMC Section 17.04.050 (D) will be complied with as the applicant has requested a change in the 2023 Toledo Comprehensive Land Use Plan map by annexation only. The designation of the property by plan is Public Lands. Zoning will be done in conjunction with the annexation and, therefore, the new zone designation will be in compliance with the Comprehensive Land Use Plan designation.
 - C. Criteria C is satisfied as a change in the community exists with the annexation and possible urbanization/development of a rural parcel. The City of Toledo is in the process of rebuilding the Ammon Water Storage Tank.
6. The City of Toledo, as the owner of the property located at Lincoln County Assessor's Map 11-10-16 CB Tax Lot 2000 on August 20, 2025, submitted a request to annex 0.89 acres and a portion of the adjacent ROW of property into City limits of Toledo. See Staff Report Attachment 'A' (Application and Consent to Annex). The property owners have also requested a rezone to City Public Lands (P-L) Zone consistent with the Comprehensive Plan. See Staff Report Attachment 'A' (Application). Annexation without an election by petition of the property owners is allowed under ORS and by the City of Toledo Charter.
7. Notification of the proposed annexation and rezone was completed in conformance with the notification requirements as evidenced by submission of the notification affidavits and hereby made part of the record at the October 8, 2025, Planning Commission hearing and the November 5, 2025, City Council hearing.
8. Tax Lot 2000 is zoned Residential (R-1) by Lincoln County. All of the adjacent properties are within the Urban Growth Boundary (UGB) or City limits. See Staff Report Attachment 'C' (Comprehensive Plan Map). Note that Tax Lots 102, 101, 100, and 2000 are the last tax lots within the UGB in this portion of the city.
9. The properties immediately to the north, west, and east are zoned UGB Medium Density Residential. The properties to the south on the south side of Ammon Road are zoned R-G. See Staff Report Attachment 'C' (Comprehensive Plan Map).
10. Tax Lot 2000 is 0.89 acres in size. Tax Lot 2000 currently has the city Ammon Road water tank. The tank provides 1 Million Gallons of treated water for the city's distribution system.

11. City sewer is not currently available adjacent to the site. City sewer is not anticipated to be required for the proposed continued use as a water tank.
12. Access to this tax lot is from SE Ammon Road. SE Ammon Road is a paved county street. This meets Article 12 of the Toledo Comprehensive Plan by minimizing the adverse social, economic, and environmental impact costs of constructing, maintaining, and using transportation facilities and services. The subject property is adjacent to an existing county street. The Ammon Road Water Tank was built in the 1970s. The structure will be rebuilt/replaced, financed through the voter approved bond measure passed in 2024. The project is still in the design phase and all the proper permits will be submitted at the time of reconstruction.
13. The subject property will be zoned Public Lands (P-L) after the annexation and zone change. The development standards in the P-L zone are listed in TMC 17.36. The proposed P-L zoning allows certain uses as outlined in TMC 17.36. As stated above the existing use would be considered public works/public lands and is not an approved residential use. "Uses existing at the time of passage of the ordinance from which this chapter is derived and the expansion of those uses are permitted outright" (TMC 17.36.020). Therefore, the continuation and improvement of the water tank would be considered an outright permitted use.
14. The Lincoln County zoning is R-1 which allows a number of uses. The P-L Designation is more aligned with the properties historic use as a water storage tank.
15. The City of Toledo submitted a preliminary Boundary Change Notice to the Department of Revenue (DOR) to verify that the information would be accepted by the DOR. As of October 8, the DOR sent comments that corrections were required on the map. Staff received a completed survey from North Star Surveying and shared the survey with DOR.
16. Neighboring property owners Doug and Dayle Rider attended the Planning Commission meeting and provided comments. They had general concerns about the project including the impact of wells on the property. Brian Lorimir with the Public Works Department provided comments to address the concerns including that the location would remain substantially the same. Engineering of the water tank is ongoing which will include geo-tech work and all the required studies before installation.

STAFF RECOMMENDATIONS:

Staff recommends that the annexation and rezone request be approved.

PROPOSED MOTION: Based on the staff report and attachments, testimony and evidence presented to the City Council public hearing on November 5, 2025 and the Planning Commission at the public hearing on October 8, 2025, the Toledo City Council approves the annexation and rezone request as meeting the applicable criteria including ORS 222.111 (1) and (2) and ORS 222.125, the 2023 Toledo Comprehensive Land Use Plan, and Toledo Municipal Code Section 17.80.050 and the Council adopts the proposed facts and findings presented in the staff report, allowing for the correction of typographical and grammatical errors.

I make a second motion, to adopt, by reading title twice: (Re-read title below).

Second Motion: PROPOSED ORDINANCE DECISION ITEM: "I move to adopt Ordinance No. _____, by reading by title only, twice: AN ORDINANCE PROCLAIMING THE ANNEXATION AND REZONE OF REAL PROPERTY AND THE WITHDRAWAL FROM THE EAST LINCOLN COUNTY FIRE & RESCUE AND THE LINCOLN COUNTY LIBRARY DISTRICT CERTAIN REAL PROPERTY BEING ANNEXED TO THE CITY OF TOLEDO, OREGON

IV. PLANNING COMMISSION ROLE:

At the public hearing, the Planning Commission should evaluate the applicant's proposal and all testimony presented to them in order to make findings which demonstrate that the criteria in the Comprehensive Plan can be satisfied. The recommendation of the Planning Commission should be based on the testimony received by the Commission, the facts presented by the applicant and those who support or oppose the request, and the staff report.

The Planning Commission forwards a recommendation to the City Council who will make the final decision on the annexation and rezone.

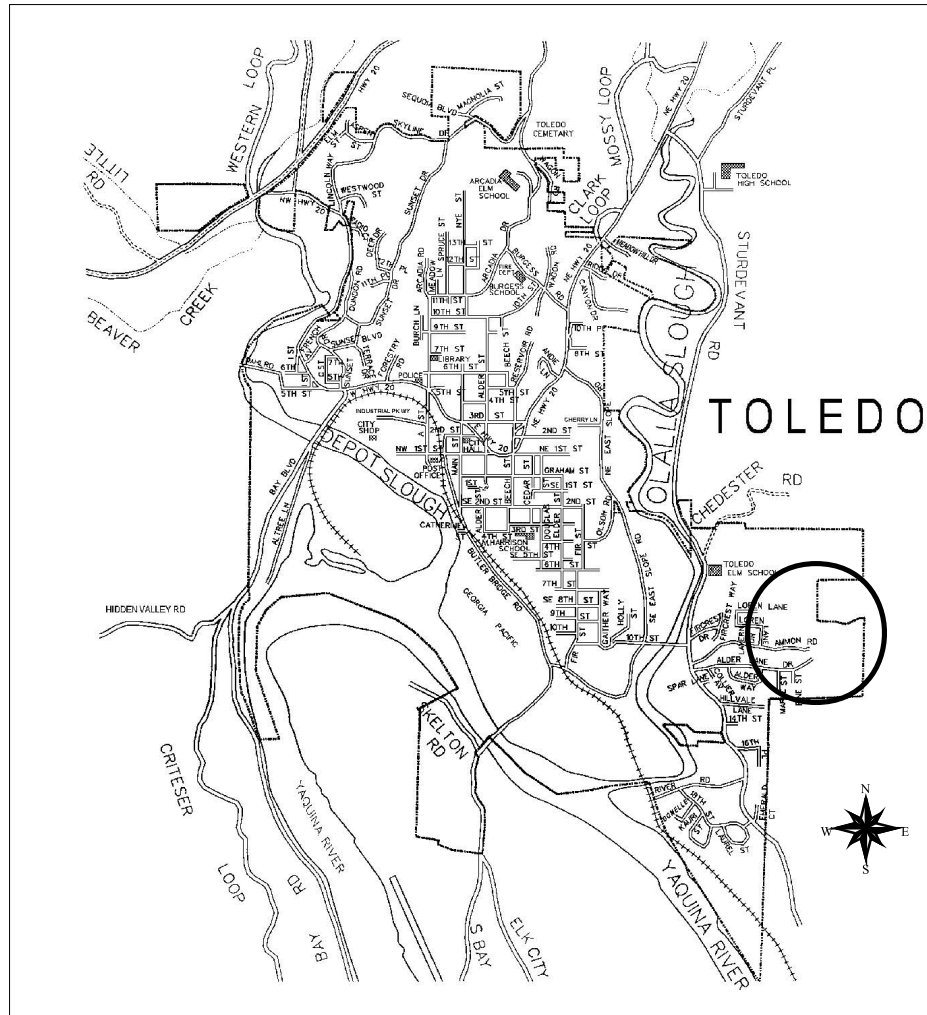
V. CITY COUNCIL ROLE:

The City Council reviews the recommendation from the Planning Commission and will make the final decision on the annexation and rezone.

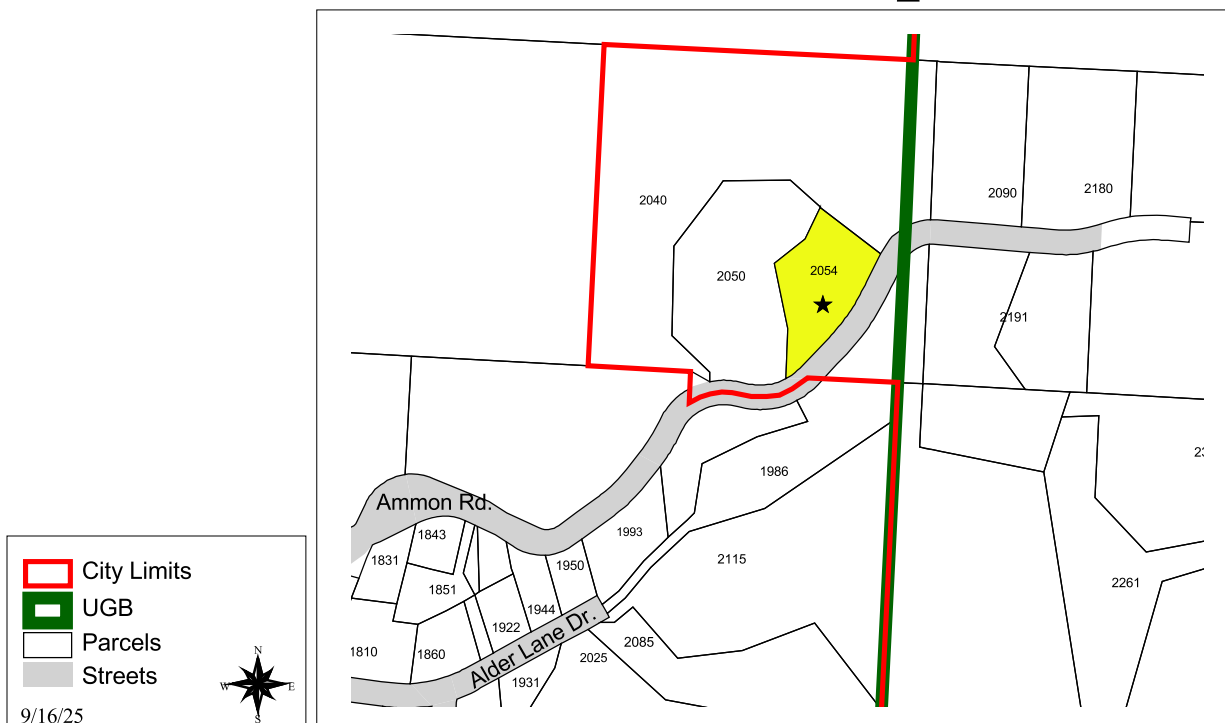
At the public hearing, the City Council should evaluate the applicant's proposal and all testimony presented to them in order to make findings which demonstrate that the criteria in the Comprehensive Plan can be satisfied. The decision of the City Council should be based on the testimony received by the Council, the facts presented by the applicant and those who support or oppose the request, and the staff report.

Justin Peterson
Contract Planner

Location Map



Site Map

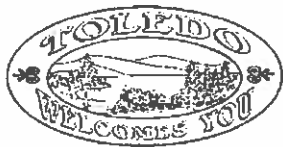


ATTACHMENT A

Application and Consent to Annex

(City of Toledo File #AX-1-25/RZ-2-25)

LAND USE APPLICATION



Date August 21, 2025

Property Owner City of Toledo
Mailing Address PO Box 220
Toledo OR 97391

Telephone 541-336-2247
Email manager@cityoftoledo.org

Authorized Agent David Clyne, City Manager
Mailing Address PO Box 220
Toledo OR 97391

Telephone 541-336-2247
Email manager@cityoftoledo.org

Property Address Ammon Road
Property Location _____
Assessors Map No. 11-10-16 CB

Property Size .89 ac
Tax Lot No. 2000

Present Zoning County R-1
Comprehensive Plan Designation Public Lands
Current Use of Property City of Toledo water storage tank
Existing Structures (if any) Water tank

Proposed Change City P-L

Proposal for which this request is being made (attach additional sheets if needed) _____
Annex 11-10-16 CB Tax Lot 2000 into City limits and rezone from Lincoln County R-1 Zone to
City of Toledo P-L Zone. The property is approx. .89 acres, including a portion of public right-of-way,
and provides water storage for the City of Toledo water distribution system.

The following must be submitted with this application:

- ☒ Deed description and proof of ownership interest.
- ☒ Site plan drawn to scale which shows property lines, access, existing buildings, other relevant features or conditions, the property's relationship to the surrounding neighborhood, and the location of existing and proposed development.
- ☐ Description of the proposed land use action, including information on how the proposal might impact surrounding property and how the request meets the decision criteria.
- ☐ Supplemental information form (if required).
- ☐ Application fee.

☒ Annexation/Rezone (\$1,500)*	Expedited Land Division (\$2,000)*	Riparian Modification Permit (\$200)
Appeal, Land Use Misc (\$535)*	Lot Line Adjustment (\$135)	Similar Use, Planning Comm (\$535)
Appeal, Type II (\$260)*	Modification of Approval (75% of fee)	Subdivision (\$930+\$20/lot)*
Appeal, Type III (\$535)*	Partition, Major (\$930)*	UGB Amendment (\$2,660)
Code Amendment (\$930)	Partition, Minor (\$535)*	Vacation (\$2,000)*
(if requires M56 notice \$930+mailing)	Planned Unit Development	Variance, Type I (\$65)*
Comp. Plan Amendment (\$930)	(\$930+\$20/unit)*	Variance, Type II (\$260)*
(if requires M56 notice \$930+mailing)	Replat, Major (\$930)	Variance, Type III (\$535)*
Code Interpretation, official (\$170)	Replat, Minor (\$535)	Zone Change (\$930)
Conditional Use (\$535)	Restrictive Lot Line Covenant	
Exception to Statewide Goal (\$2,660)	(\$100+admin fee)	

*Supplemental forms are required

If filing multiple Land Use Applications, the highest tier application will be assessed and 75% of each additional land use application when submitted together. If filing multiple Type I permits, staff can waive some fees where overlapping permits do not need significant additional review.

For Office Use Only

Date Received _____ By _____ Fee Paid _____ Complete Application Date _____ City File No. _____

I understand that I am responsible for addressing the legal criteria relevant to my application and that the burden of proof justifying an approval of my application is with me. I also understand that I must present sufficient factual evidence to show that this application complies with the Toledo Zoning Ordinance, Comprehensive Plan, and other applicable regulations. This responsibility is independent of any opinions expressed in the Planning Department Staff Report concerning the applicable criteria. I certify that, to the best of my knowledge, all information contained in this application is accurate.

My signature below shows that I have thoroughly discussed this application with the City Planner, City Manager, or designee and I am fully aware of my responsibilities as the applicant. A pre-application meeting with City staff was held on or around _____.

I understand that the Planning Commission will hold a public hearing for this application (Type III)

☐ yes

I understand that the City Council will hold a public hearing for this application (Type IV)

☒ yes

I understand that this is a City of Toledo staff-level decision (Type I and Type II)

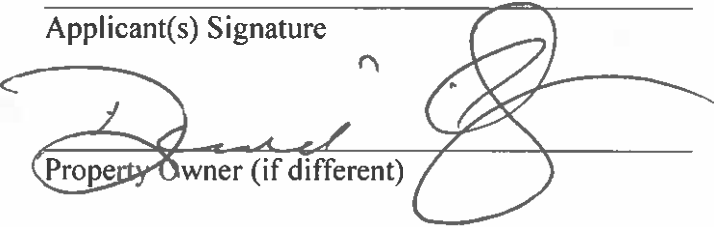
☐ yes

Other _____

☐ yes

Applicant(s) Signature

Date


Property Owner (if different)


Date

*****For Office Use Only*****

Public Works

- | | | | |
|---|--|-----------------------------|----------------------|
| 1. | Is City sewer available?
Where _____ | Yes <u>N/A</u> | No _____ |
| | Will a connection have to be constructed?
What size of a line is required _____ | Yes _____ | No _____ |
| 2. | Is City water available?
Where _____ | Yes <u>N/A</u> | No _____ |
| | Meter size _____
Estimated installation cost _____ | | |
| 3. | Are there any public works improvements necessary?
If yes, describe _____ | Yes _____ | No <u>✓</u> |
| 4. | Is there proper access?
Are there proper easements? | Yes <u>N/A</u>
Yes _____ | No _____
No _____ |
| Curb cuts and property entrances must be constructed to City specifications. Permit and specifications are available through the Public Works Department. | | | |
| 5. | Are there any special access requirements?
If yes, describe _____ | Yes _____ | No <u>✓</u> |
| | Is a state access permit required? | Yes _____ | No _____ |
| | Is a county permit required? | Yes _____ | No _____ |
| 6. | Are stormwater improvements needed?
If yes, describe _____ | Yes _____ | No <u>✓</u> |
| | Is an erosion control plan needed? | Yes <u>N/A</u> | No _____ |
| 7. | Is a plan review by Public Works required? | Yes _____ | No <u>✓</u> |
| 8. | Is this application ready to be approved?
Explain modifications or revisions needed for the application _____ | Yes <u>✓</u> | No _____ |

Comments _____

REVIEWED AND APPROVED BY:

Brian Lorimer
Public Works Director

9/18/2025

Date

Fire Department

1. Does the proposal meet the safety requirements of the IFC? Yes ☒ No ☐
2. Is this application ready to be approved? Yes ☒ No ☐
Explain modifications or revisions needed for the application _____

Comments _____

REVIEWED AND APPROVED BY:


Fire Chief

10-1-25
Date

Police Department

1. Is this application ready to be approved? Yes ☒ No ☐
Explain modifications or revisions needed for the application _____

Comments _____

REVIEWED AND APPROVED BY:


Chief of Police

09/23/25
Date

Planning Department

1. Is this application ready to be approved? Yes ☐ No ☐
Explain modifications or revisions needed for the application _____

Comments _____

REVIEWED AND APPROVED BY:

City Planner

Date

CITY OF TOLEDO
BOOK 272, PAGE 397
TAX LOT 2000
0.92 ACRES +/-

AMMON ROAD (50')

REMAINDER OF
TAX LOT 100
0.34 ACRES

PART PLAT 1995-51
(S 89°54'30" E 133.31')
(S 89°58'21" E 133.16')

FOUND 1" PIPE-NO CAP
PARTITION PLAT 1995-51

SIMER
MF 345-0684
TAX LOT 1900

PARCEL 1
PP #1995-51

FOUND 5/8" IR W/ YPC

PER TL 2000 DEED
(N 48°56' E, 79.67') L11
PER TL 2000 DEED
(N 23°07' E, 72.8') L12

N 13°57'00" W 135.39'
(N 13°51'30" W, 135.39')
PER TL 2000 DEED

N 00°55'30" W 144.30'
(N 00°50' W, 144.30')
FROM ROAD C/L
PER TL 2000 DEED

EXISTING
DUSE
87 (NYHUS)
W 632.39')
W 632.07'

L9 L=78.73'
L19
L3 L=112.23'

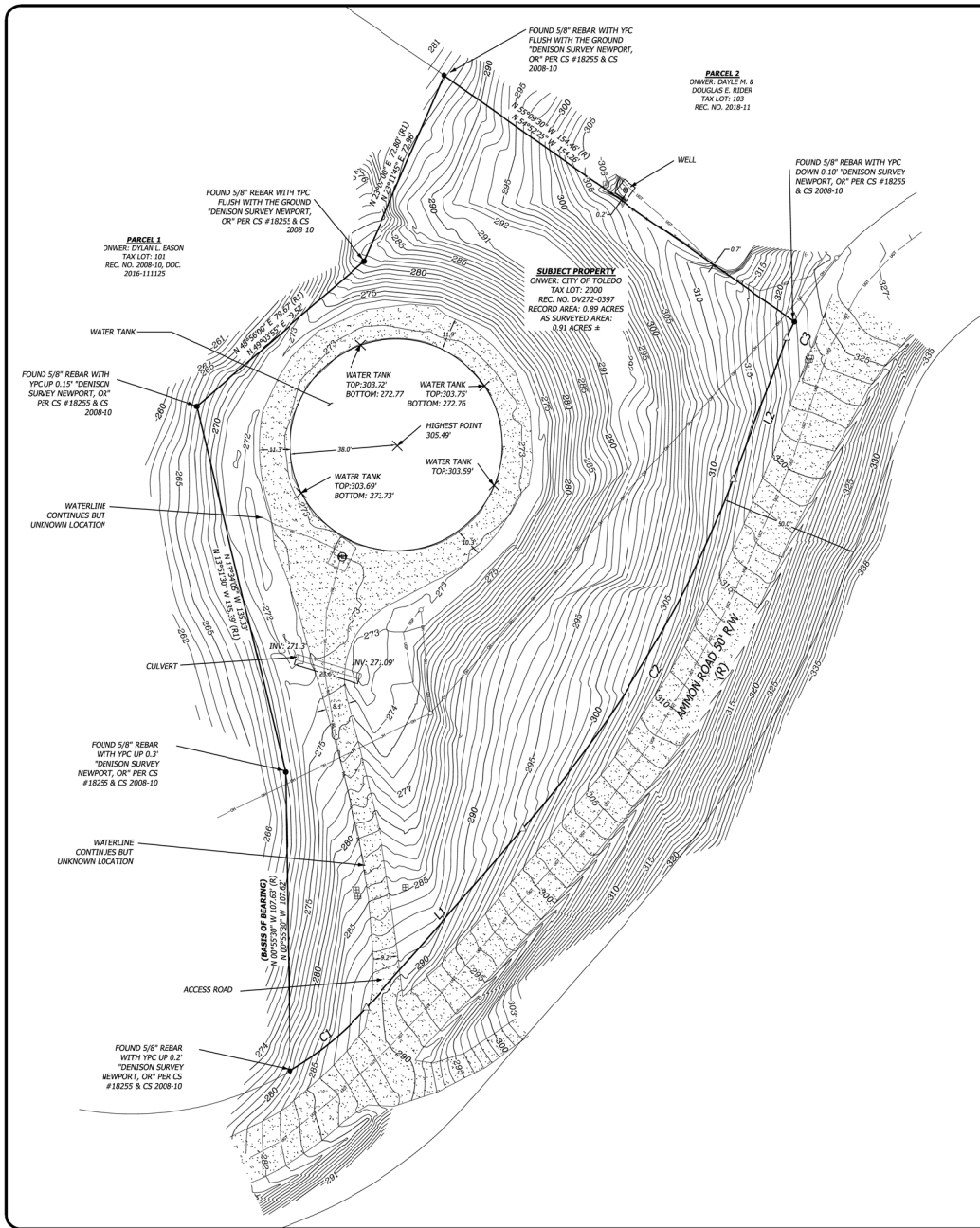
DRIVEWAY
L6
L7
L8
L10
L11
L12
L13
L14
L15
L16
L17
L18
L19
L20
L21
L22

37.12'

N 00°25'31" E 217.00'

76.47'
S 00°16'08" W 106.67'

L=82.2'



LEGEND

- ... FOUND MONUMENT AS NOTED
- △ ... COMPUTED POINT, NOTHING FOUND OR SET PER CS #18255 & 2008-10
- ... COMMUNICATIONS PEDESTAL
- ... POWER POLE
- ⊕ ... GUY ANCHOR
- ⊙ ... WELL
- ⊕ ... MAILBOX
- ⊕ ... WATER MANHOLE
- ⊕ ... POST

- WATER LINE
- UNDERGROUND POWER
- OVERHEAD UTILITIES
- COMMUNICATIONS LINE
- FENCE
- CONCRETE SURFACE
- GRAVEL SURFACE

REFERENCE TABLE

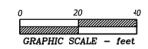
- (R) ... FOUND 1/2" TYPE KPI ABOVE SURFACE PER CS 4354
- (R1) ... FOUND 5/8" REBAR WITHOUT CAP 0.8' BELOW SURFACE PER CS 5269

BENCHMARK

BENCHMARK WERE DERIVED FROM USING THE OREGON REAL-TIME GEOCEITIC NETWORK PROVIDED BY OREGON DEPARTMENT OF TRANSPORTATION (ZONE: OREGON NORTH 360°, HORIZONTAL DATUM: NAD 83, VERTICAL DATUM NAVD 88)

UTILITY STATEMENT:

THE UNDERGROUND UTILITIES SHOWN HAVE BEEN LOCATED FROM FIELD SURVEY INFORMATION AND EXISTING DRAWINGS. THE SURVEYOR MAKES NO GUARANTEE THAT THE UNDERGROUND UTILITIES SHOWN COMPRISE ALL SUCH UTILITIES IN THE AREA, EITHER IN SERVICE OR ABANDONED. THE SURVEYOR FURTHER DOES NOT WARRANT THAT THE UNDERGROUND UTILITIES SHOWN ARE IN THE EXACT LOCATION INDICATED ALTHOUGH HE DOES CERTIFY THAT THEY ARE LOCATED AS ACCURATELY AS POSSIBLE FROM THE INFORMATION AVAILABLE. THE SURVEYOR HAS NOT PHYSICALLY LOCATED THE UNDERGROUND UTILITIES



CURVE TABLE					
CURVE	RADIALS	ARC LENGTH	CHORD LENGTH	CHORD BEARING	DELTA ANGLE
C1	111.42'	35.71'	35.56'	N 50°20'11" E	18°21'53"
C1 (R)	111.42'	35.71'	35.56'	N 50°15'04" E	18°21'46"
C2	415.74'	147.42'	146.65'	S 30°59'48" W	20°19'02"
C2 (R)	415.74'	147.42'	146.65'	S 30°54'41" W	20°19'00"
C3	115.94'	6.39'	6.39'	N 25°41'45" E	3°09'30"
C3 (R)	115.94'				

LINE TABLE		
LINE	BEARING	DISTANCE
L1	S 41°09'18" W	85.87
L1 (R)	S 41°04'11" W	85.87
L2	S 20°50'18" W	54.30
L2 (R)	S 20°45'11" W	54.30



PROJECT LOCATION
NW 1/4-SW 1/4 OF SECTION 16
T 11 S R 10 W, W. M.
BENTON COUNTY, OREGON

EXISTING CONDITIONS SURVEY
PREPARED FOR:
CITY OF TOLEDO

REGISTERED
PROFESSIONAL
LAND SURVEYOR
David Lee Schlosser Jr.
License No. 12345
Exp. Date 12/31/2024

OREGON
JUNE 10, 2014
DAVID LEE SCHLOSSER JR.
72617

RENEWS 06/30/2025

DATE 10/16/2025

PROJECT 25174

25174-TOLEDO TOWER.DWG

DRAFTED BY DLS

REVISION DATE

SHEET 1 OF 1

REUSE OF DOCUMENTS: THIS DOCUMENT AND THE DATA AND RESULTS INCORPORATED HEREIN, AS AN INSTRUMENT OF PROFESSIONAL SERVICE, IS THE PROPERTY OF NORTHSTAR SURVEYING, INC. AND IS NOT TO BE USED, WHOLE OR IN PART, FOR ANY OTHER PROJECT WITHOUT THE WRITTEN AUTHORIZATION OF NORTHSTAR SURVEYING, INC.

KNOW ALL MEN BY THESE PRESENTS, That MARK E. HEAD and JANICE M. HEAD, husband and wife

in consideration of Ten and no/100 - - - - - Dollars, and other good and valuable consideration to grantor paid by CITY OF TOLEDO, a municipal corporation and political subdivision of the State of Oregon, hereinafter called the grantee, does hereby grant, bargain, sell and convey unto the said grantee and grantee's heirs, successors and assigns, that certain real property, with the tenements, hereditaments and appurtenances thereunto belonging or appertaining, situated in the County of Lincoln and State of Oregon, described as follows, to-wit:

Beginning at a point that is south 713.08 feet and east 1032.86 feet from the west 1/4 corner section 16, T11S., R. 10W.W.M.; thence N. 0° 50' W 144.30 feet; thence N. 13° 51' 30" W 135.39 feet; thence N. 48° 56' E 79.67 feet; thence N. 23° 07' E 72.80 feet; thence S. 55° 04' E. 175.0 feet; to the centerline of the Ammon Easement Road; thence South westerly along said centerline to the point of beginning. Containing 0.95 acres.

To Have and to Hold the above described and granted premises unto the said grantee and grantee's heirs, successors and assigns forever.

And said grantor hereby covenants to and with said grantee and grantee's heirs, successors and assigns, that grantor is lawfully seized in fee simple of the above granted premises, free from all encumbrances

and that grantor will warrant and forever defend the above granted premises and every part and parcel thereof against the lawful claims and demands of all persons whomsoever.

In construing this deed and where the context so requires, the singular includes the plural
WITNESS grantor's hand and seal this 11th day of November, 1966

(SEAL)

(SEAL)

(SEAL)

(SEAL)

STATE OF OREGON, County of

November, 1966

Personally appeared the above named MARK E. HEAD and JANICE M. HEAD, husband and wife,

and acknowledged the foregoing instrument to be their voluntary act and deed

Before me:

Notary Public for Oregon

My commission expires

(OFFICIAL SEAL)

WARRANTY DEED

TO

AFTER RECORDING RETURN TO

Copy of Filed
1/1/67 220
Filed, Rec. 9739,

(DON'T USE THIS SPACE; RESERVED FOR RECORDING LABEL IN COUNTIES WHERE USED.)

STATE OF OREGON,

County of Lincoln

I certify that the within instrument was received for record on the 7th day of November, 1966, at 10:00 o'clock A.M., and recorded in book 222 on page 222. Record of Deeds of said County.

Witness my hand and seal of County affixed.

Alberta M. Thompson
County Clerk—Recorder.
By William Nicholson
Deputy

Pd. Check 5/50

09517

101



CITY OF TOLEDO
PLANNING DEPARTMENT
206 N. Main / P.O. Box 220
Toledo, OR 97391
Phone: 541-336-2247 Ext 2080
www.cityoftoledo.org

FORM 1 – ANNEXATION CHECKLIST

REQUIRED SUBMITTALS

Please review the following checklist and accompanying instructions. You may also contact the City of Toledo Planning Department for more information.

- ☐ Completed General Land Use Application (Step 2 of Instructions)
- ☐ Filing Fee
- ☐ Petition/Petition Signature Sheet (Step 3 of Instructions)
- ☐ Certification of Ownership and Electors (Step 4 of Instructions)
- ☐ Owners and Electors Worksheet
- ☐ Supplemental Information Form (Step 5 of Instructions)
- ☐ Legal Description (Step 7 of Instructions)
- ☐ Cadastral Map (Step 8 of Instructions)
- ☐ ORS 222.173 Waiver Form (Step 9 of Instructions)
- ☐ ORS 197.352 (Ballot Measure 49) Waiver Form (Step 10 of Instructions)
- ☐ Public/Private Utility Plan (Step 11 of Instructions)
- ☐ Written Narrative addressing approval criteria as specified below:
 1. The affected territory proposed to be annexed is within the City's urban growth boundary; and is contiguous to the City limits or separated from the City only by a public right-of-way or a stream, lake, or other body of water.
 2. The proposed annexation is consistent with applicable policies in the City of Toledo Comprehensive Plan and in any applicable refinement plans.
 3. The proposed annexation will result in a boundary in which key services can be provided.

Notes:

An application to apply a zoning district consistent with the Comprehensive Plan designation may be applied for concurrently with the annexation application. A separate application form is required.

Withdrawals from special districts may occur concurrently with an annexation proposed by an individual. The City is responsible for the withdrawal process and action.



CITY OF TOLEDO
PLANNING DEPARTMENT
206 N. Main / P.O. Box 220
Toledo, OR 97391
Phone: 541-336-2247 Ext 2080
www.cityoftoledo.org

CITY OF TOLEDO ANNEXATION INSTRUCTIONS

Please review the following steps and attached checklist for the items needed to file an application with the City. You may also contact the City of Toledo Planning Department for more information.

Step 1. Pre-application Meeting

A pre-application meeting is required before submitting an annexation application. You may schedule this meeting with the City of Toledo Planning Department.

Step 2. General Land Use Application

The City has a general land use application that must be completed and submitted with this type of land use application (refer to Form 2).

Step 3. Filing Fee

A filing fee is required for an annexation/rezone to be processed. See planning department for fee amount. Checks are payable to the City of Toledo.

Step 4. Petition/Petition Signature Sheet

Annexations can be initiated using one of the following methods. The attached Petition Signature Sheet is to be used for collecting signatures (refer to Form 3).

A. Consent by All Owners and a Majority of Electors [ORS 222.125]

If the proposal is to be initiated by the owners of all of the land area and a majority of the electors, if any, complete Form 4. To give consent as an elector, the person signing the petition must be an eligible voter registered at an address within the annexation area. To give consent as a property owner, the person signing the petition must own an interest in the property, or is a purchaser on a contract sale that is recorded with the county. Generally, this means that both husband and wife should sign. In the case of a corporation or business, the person who is authorized to sign legal documents for the firm may sign the annexation petition. Please provide evidence of such authorization. In lieu of a petition form, an owner's consent may be indicated on a previously executed consent to annex form that has not yet expired as specified in ORS 222.173. To ensure that the necessary signatures are obtained, please complete the attached worksheet (Form 4).

B. Consent by Property Owners [ORS 222.170(1)]

If the proposal is to be initiated by the owners of at least one-half of the land area, land value, and land ownership, complete Form 4. To give consent for a particular piece of property, persons who own an interest in the property, or who are purchasers of property on a contract sale that is recorded with the county, must sign the annexation petition. Generally, this means that both husband and wife should sign. In the case of a corporation or business, the person who is authorized to sign legal documents for the firm may sign the annexation petition. Please provide evidence of such authorization. In lieu of a petition form, an owner's consent may be indicated on a previously executed consent to annex form that

has not yet expired as specified in ORS 222.173. To ensure that the necessary signatures are obtained, please complete the attached worksheet (Form 4).

C. Consents by Electors and Property Owners [ORS 222.170(2)]

If the proposal is to be initiated by a majority of the electors and owners of at least one half of the land area, complete Form 4. To give consent as an elector, the person signing the petition must be an eligible voter registered at an address within the annexation area. To give consent as a property owner, the person signing the petition must own an interest in the property, or is a purchaser on a contract sale that is recorded with the county. Generally, this means that both husband and wife should sign. In the case of a corporation or business, the person who is authorized to sign legal documents for the firm may sign the annexation petition. Please provide evidence of such authorization. In lieu of a petition form, an owner's consent may be indicated on a previously executed consent to annex form that has not yet expired as specified in ORS 222.173. To ensure that the necessary signatures are obtained, please complete the attached worksheet (Form 4).

Step 5. Certification of Ownership and Electors

After completing the attached Petition Signature Sheet (Form 3), have the Lincoln County Department of Assessment and Taxation certify the ownerships within the proposed annexation area. If applicable, have the Lincoln County Clerk or Deputy Clerk certify the electors.

Step 6. Supplemental Information Form

Form 5 (attached) provides additional information for the proposed annexation that is not requested on the General Land Use Application, such as special districts that currently provide services to the proposed annexation area.

Step 7. Legal Description

A metes and bounds legal description of the territory to be annexed or withdrawn must be submitted electronically in Microsoft Word or a compatible software program. A legal description shall consist of a series of courses in which the first course shall start at a point of beginning. Each course shall be identified by bearings and distances and, when available, refer to deed lines, deed comers and other monuments. A lot, block and subdivision description may be substituted for the metes and bounds description if the area is platted. The Oregon Department of Revenue has the authority to approve or disapprove the validity of a legal description. A professionally stamped legal description does not ensure Department of Revenue approval. The legal description must include contiguous or adjacent right-of-way to ensure contiguity as required by ORS 222.111.

Step 8. Cadastral Map

Three clean copies of the most current cadastral map or maps, to scale, must be provided. An additional cadastral map at the same scale shall be provided that shows the proposed annexation area in relationship to the existing city limits. Cadastral maps can be purchased from the Lincoln County Assessment and Taxation office.

Step 9. ORS 222.173 Waiver Form

Complete the attached waiver (Form 6). The waiver should be signed by each owner within the proposed annexation area. The Form will need to be signed in front of a notary (notarized) and then recorded in Lincoln County Deed Records at the applicant's expense.

Step 10. ORS 197.352 (Ballot Measure 49) Waiver Form

Complete the attached waiver (Form 7). The waiver should be signed by each owner within the proposed annexation area.

Step 11. Public/Private Utility Plan

Submit a plan describing how the proposed annexation area can be served by key facilities and services.

Step 12. Written Narrative Addressing Consistency with the Criteria

All annexation requests must be accompanied with a narrative providing an explanation and justification of response with the criteria stated on the application (also stated below).

1. The affected territory proposed to be annexed is within the City's urban growth boundary; and is contiguous to the City limits or separated from the City only by a public right-of-way or a stream, lake, or other body of water.
2. The proposed annexation is consistent with applicable policies in the City of Toledo Comprehensive Plan and in any applicable refinement plans.
3. The proposed annexation will result in a boundary in which key services can be provided.

SUBMIT COMPLETED APPLICATION TO:

City Planning Department
City of Toledo
City Hall -206 N. Main Street
P.O. Box 220
Toledo, Oregon 97391



CITY OF TOLEDO
PLANNING DEPARTMENT
206 N. Main / P.O. Box 220
Toledo, OR 97391
Phone: 541-336-2247 Ext 2080
www.cityoftoledo.org

FORM 2 - ANNEXATION APPLICATION

Type of Annexation: (May require a supplemental application to be attached and/or additional documentation)

☒ Annexation	☒ Rezone (Zone Change)	☐ Comprehensive Plan Map Amendment _____
--	--	---

PROPERTY ADDRESS (or location if an address has not been assigned): 2054 SE Ammon Road, Toledo OR	
SIZE OF PROPERTY: .9	ASSESSOR'S MAP AND TAX LOT NO: 11-10-16CB TL 2000
PRESENT USE: Water Storage Tank	PROPOSED USE: Water Storage Tank
BRIEF SUMMARY OF ACTION REQUESTED: Annex City of Toledo water storage tank into City limits	
NAME OF PROPERTY OWNER(S): City of Toledo	
ADDRESS: PO Box 220, Toledo OR	
PHONE: 541-336-224	E-MAIL: manager@cityoftoledo.org
NAME OF APPLICANT(S): City of Toledo	
ADDRESS: PO Box 220, Toledo OR	
PHONE: 541-336-2247	E-MAIL: manager@cityoftoledo.org
NAME OF CONTACT: Richard Huebner	
ADDRESS: PO Box 220, Toledo OR	
PHONE: 541-336-2247	E-MAIL: manager@cityoftoledo.org

ATTACHMENT(S): Yes ☒ No ☐

I have the following legal interest in the property (Please check one):

Owner of Record ☒

Lessee ☐

Holder of an Exclusive Option to Purchase ☐

Contract Purchase ☐

I hereby certify that the foregoing statements and other information attached hereto are true and accurate to the best of my knowledge and belief I also agree to pay all direct costs associated with processing this land use application.

Richard J. Huebner
Owner's Signature

09/17/2025
Date

Staff Use Only			
Filing Fee: _____	Payment Received by: _____	Date: _____	
Zoning: _____	Plan Designation: _____	File No. _____	
Date Application Deemed Completed: _____	Completion Checked by: _____	Date: _____	



FORM 3 - PETITION/PETITION SIGNATURE SHEET

Annexation by Individuals

CITY OF TOLEDO
PLANNING DEPARTMENT
 206 N. Main / P.O. Box 220
 Toledo, OR 97391
 Phone: 541-336-2247 Ext 2080
 www.cityoftoledo.org

To the City Council of the City of Toledo:

We, the following property owners/electors, petition and consent to the annexation of the following territory to the City of Toledo. A map is attached, marked Exhibit A, showing the affected territory and its relationship to the present City boundaries.

Signature	Dated signed (m/d/y)	Printed Name	Mailing address (street, city, zip code)	Property Address (street, city, zip code)	Map & Tax Lot No. (ex: 11-10-03-00- 01000)	Property owner (y/n)	Registered voter (y/n)
1.							
2.							
3.							
4.							
5.							
6.							
7.							

Note: With the above signature(s), I am attesting that I have the authority to consent to annexation on my own behalf or on behalf of my entity or agency. (Attach evidence of such authorization when applicable.)

I, _____ (printed name of circulator), hereby certify that every person who signed this sheet did so in my presence.

X _____ (signature of circulator)

CERTIFICATION OF OWNERSHIP

The total landowners in the proposed annexation are ____ (qty). This petition reflects that ____ (qty) landowners (or legal representatives) listed on this petition represent a total of ____ (%) of tax lots the landowners and ____ (%) of the acres as determined by the map and attached to the petition. (A&T is not responsible for subsequent deed activity that may not yet be reflected on the A&T computerized tax roll).

Lincoln County Department of Assessment and Tax

Date Certified

CERTIFICATION OF ELECTORS

The total active registered voters in the proposed district annexation are _____. I hereby certify that this petition includes _____ valid signatures representing _____ (%) of the total active registered voters that are registered in the proposed annexation.

Lincoln County Clerk or Deputy Signature

Date Certified



CITY OF TOLEDO
PLANNING DEPARTMENT
 206 N. Main / P.O. Box 220
 Toledo, OR 97391
 Phone: 541-336-2247 Ext 2080
www.cityoftoledo.org

FORM 4 - OWNERS AND ELECTORS WORKSHEET

(This form is NOT the petition)

(Please include the name and address of ALL owners and electors regardless of whether they signed an annexation petition or not. This information will assist in determining the appropriate initiating method and for notification purposes.)

OWNERS

Property Designation (Map/Lot Number)	Name of Owner	Acres	Assessed Value	Imp Y/N	Signed Yes	Signed No
11-10-16 CB TL 2000	City of Toledo	.9	205,710	Y	Y	
TOTALS:						

In lieu of a petition form, an owner's consent may be indicated on a previously executed consent to annex form that has not yet expired as specified in ORS 222.173. Please attach recorded copies of completed Consent to Annex form(s), if applicable.

1

FORM 4 - OWNERS AND ELECTORS WORKSHEET

(Continued)

SUMMARY

TOTAL NUMBER OF ELECTORS IN THE PROPOSAL	
NUMBER OF ELECTORS WHO SIGNED	
PERCENTAGE OF ELECTORS WHO SIGNED	
TOTAL ACREAGE IN PROPOSAL	
ACREAGE SIGNED FOR	
PERCENTAGE OF ACREAGE SIGNED FOR	

Application Initiated by *(for an explanation of the initiating methods, refer to Step 4 of the Instructions):*

- ☐ A – All Owners/Majority Electors [ORS 222.125]
- ☐ B – Majority Owners/Area/Value [ORS 222.170(1)]
- ☐ C – Majority Electors/Area [ORS 222.170(2)]



CITY OF TOLEDO
PLANNING DEPARTMENT
206 N. Main / P.O. Box 220
Toledo, OR 97391
Phone: 541-336-2247 Ext 2080
www.cityoftoledo.org

FORM 5

SUPPLEMENTAL INFORMATION FORM

(Complete all the following questions and provide all the requested information. Attach any responses that require additional space, restating the question or request for information on additional sheets.)

Contact Person: Richard Huebner, City Manager

E-mail: manager@cityoftoledo.org

Supply the following information regarding the annexation area.

- Estimated Population (at present): 0
- Number of Existing Residential Units: 0
- Other Uses: public water storage tank
- Land Area: approx 0.9 total acres
- Existing Plan Designation(s): City Public Lands
- Existing Zoning(s): County R-1
- Existing Land Use(s): Public use
- Applicable Comprehensive Plan(s): 2023 Toledo Comprehensive Land Use Plan
- Applicable Refinement Plan(s): _____
- Provide evidence that the annexation is consistent with the applicable comprehensive plan(s) and any associated refinement plans. _____
- Are there development plans associated with this proposed annexation? Yes x No _____
If yes, describe. Ammon Water Storage Tank Replacement
- Is the proposed use or development allowed on the property under the current plan designation and zoning? Yes x No _____
- Indicate whether a change of zoning is required/requested to allow the proposed use or development.
Zone Change requested: Yes x No _____
If requested, proposed Zoning District: City Public Lands Zone
- Does this application include all contiguous property under the same ownership? Yes x No _____
If no, state the reasons why all property is not included: _____

- Check the special districts that provide service to the annexation area:

☒ Toledo Fire District

☒ Toledo Library District

☐ Other: _____

Names of persons to whom staff notes and notices should be sent, in addition to applicant(s), such as an agent or legal representative.

(Name)

(Name)

(Address, City, State Zip)

(Address, City, State, Zip)

(Name)

(Name)

(Address, City, State Zip)

(Address, City, State, Zip)

(Name)

(Name)

(Address, City, State Zip)

(Address, City, State, Zip)

FORM 6

WAIVER OF EXPIRATION OF CONSENT TO ANNEXATION

We, _____, and _____ (Developers) are the owners of that piece of real property commonly known as _____, located within Lincoln County, Oregon and more particularly described as follows (Property):

[INSERT LEGAL DESCRIPTION FOR PROPERTY]

Developers hereby agree that the consent to annexation of the Property by the City of Toledo is irrevocable and shall be binding upon Developers' heirs, successors, and assigns forever, being a covenant running with the land. Developers hereby waive the one-year period prescribed by ORS 222.173.

Developer's Signature

Date: _____

Developer's Signature

Date: _____

STATE OF OREGON)
County of _____) ss.

This instrument was acknowledge before me on this _____ day of _____, 20____, by _____ and _____, who I personally know or satisfactory identification was provided, and attested to be their voluntary act and deed.

Notary Public for Oregon

My Commission Expires: _____

FORM 7

ORS 197.352 BALLOT MEASURE 49 WAIVER FORM

Name of Document for Recording:

(For County Recording Use Only)

Covenant of Waiver of Rights and Remedies

Grantee: City of Toledo

Consideration: Commencement of Proceedings.

Tax Statement to be mailed to: No Change.

After Recording, Return To: City of Toledo
Attn: City Recorder
PO Box 220
Toledo, OR 97391

Covenant of Waiver of Rights and Remedies

Whereas, _____, hereinafter referred to as "Petitioner/Owner", has petitioned the City of Toledo ("City") to commence an annexation (proceedings) for the following described real property:

[INSERT LEGAL DESCRIPTION]

Whereas, pursuant to the enactment of Ballot Measure 49 (effective December 6, 2007), a property owner may elect to seek just compensation if a public entity enacts one or more land use regulations that restrict the residential use of private real property after the property owner acquired the property; and

Whereas, there is the potential that the Oregon electors or the Oregon Legislature may, in the future, enact further statutory or constitutional amendments relating to compensation for the impact of local regulations upon real property, under certain circumstances; and

Whereas, City does not wish to approve the Petitioner/Owner's requested proceedings if: (1) the result would or could arguably give rise to a later claim by the owner or the owner's successors or assigns for compensation for the land use regulations in effect upon the effective date of the proceedings; or (2) would or could arguably give rise to a right to require the City to waive the City's land use regulations in effect upon the effective date of the proceedings, which are being newly imposed upon the property by reason and result of the proceedings; and

Whereas, Petitioner/Owner seeks to induce the City to proceed with the proceedings and therefore agrees to eliminate any potential claim for compensation or right to seek waiver from the City's land use regulations existing as of the effective date of the proceedings;

Now, therefore, the undersigned Petitioner/Owner warrants that the individual(s) executing this Covenant holds the full and complete present ownership and all interests therein in Property, and hereby agrees and covenants as follows:

1. As inducement to the City to proceed with the Annexation and Rezone proceedings, proceeding(s) affecting the subject real property, which may include designation of the property as subject to additional applicable overlay zones and districts (all inclusively referred to herein as "proceedings"), the undersigned Petitioner/Owner, on behalf of Petitioner/Owner, Petitioner/Owner's heirs, devisees, executors, administrators, successors and assigns, agrees and covenants to the City of Toledo, its officers, agents, employees and assigns that the undersigned hereby remises, waives, releases, forever discharges, and agrees that Petitioner/Owner shall be stopped from asserting any rights and remedies, actions, causes of action, suits, claims, liabilities, demands, and rights to waivers arising under or granted by any statutory or constitutional regulatory compensation or waiver provisions, including but not limited to Ballot Measure 49 (2007) or otherwise enacted after the date of this proceeding which would create a right of claim for compensation or waiver from city land use regulations that exist upon the effective date of the proceeding and which, by the approval of the proceeding, are then applicable to the property.
2. This waiver and release shall bind the undersigned's heirs, devisees, executors and administrators, successors in interests, and assigns. This covenant, waiver, release and discharge shall run with the land, and this instrument or a memorandum hereof may be recorded in the official records of the County in which the subject real property is located. This instrument may be terminated only by the City of Toledo filing a Notice of Termination of Covenant with the Lincoln County recorder.
3. If this instrument is given contemporaneous with a consent to future proceedings to be initiated by the City, Petitioner/Owner acknowledges that the proceedings may be initiated by the City of Toledo at any time in the discretion of the City of Toledo and that this waiver and release is applicable to any ordinances adopted prior to the effective date of the proceeding.
4. This document is executed of my own free will and without duress. I, or if more than one, each of us respectively acknowledge that I/we have been advised to obtain legal advice prior to the execution of this document, and that either I, or each of us respectively, have either obtained legal advice or have

independently elected not to seek legal advice prior to the execution of this document, recognizing that this document may affect our legal rights and remedies.

DATED this _____ day of _____, 20_____.

Petitioner(s)/Owner(s) – If individuals:

Signature: _____
Print Name: _____
Date: _____

Signature: _____
Print Name: _____
Date: _____

State of Oregon)
County of _____) ss.

This instrument was acknowledge before me on this _____ day of _____, 20_____, by _____ and _____, who I personally know or satisfactory identification was provided, and attested to be their voluntary act and deed.

Notary Public for Oregon
My Commission Expires: _____

Petitioner(s)/Owner(s) – If entity:

Entity: _____

By: _____

Its: _____

Date: _____

State of Oregon)
County of _____) ss.

On this _____ day of _____, 20_____, personally appeared the above-named _____, personally known to me, or confirmed by satisfactory evidence, who being first sworn, stated that s/he is the _____ of _____ (entity), and who stated that s/he signed the foregoing instrument on behalf of _____ (entity) and is authorized to bind such entity, and s/he acknowledged the foregoing instrument to be the voluntary act and deed of _____ (entity).

Notary Public for State of Oregon
My Commission Expires: _____

City of Toledo:

By: _____
City Manager

Date: _____

State of Oregon)
County of _____) ss.

On this _____ day of _____, 20_____, personally appeared the above-named _____, as the City Manager, who signed the foregoing instrument on behalf of the City of Toledo, and who acknowledged the foregoing instrument to be his voluntary act and deed.

Notary Public for State of Oregon
My Commission Expires: _____

This document is accepted pursuant to authority and approved for recording.

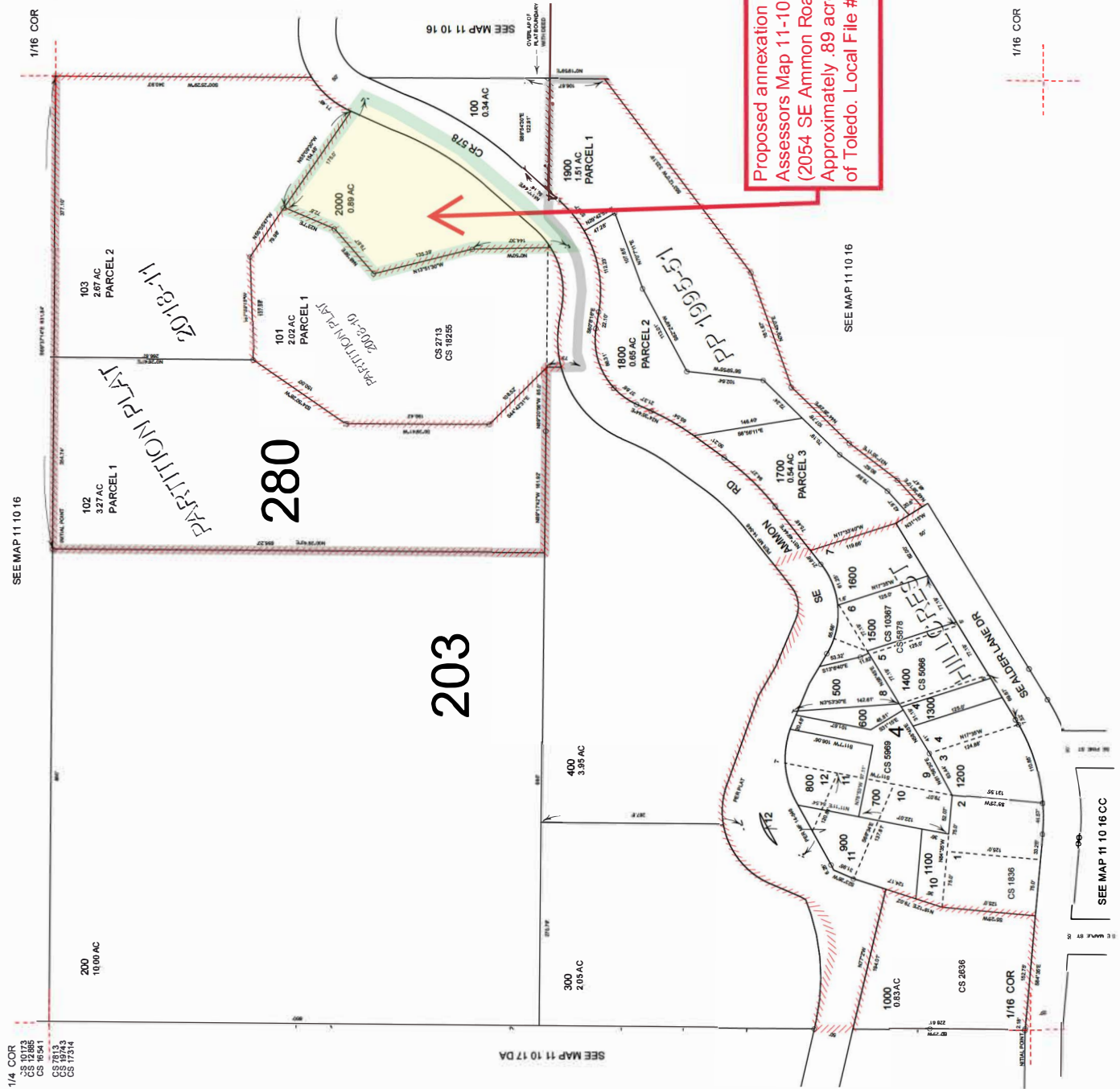
Site Plan

(City of Toledo File #AX-1-25/RZ-2-25)

(City of Toledo File #AX-1-25/RZ-2-25)

TOLEDO
11 10 16 CB

THIS MAP WAS PREPARED FOR
ASSESSMENT PURPOSE ONLY



700

ATTACHMENT C
Comprehensive Plan Map
(City of Toledo File #AX-1-25/RZ-2-25)

800

200

102

101

2000



100

1600

1701

17

1601

1503

300

400

1800

1900

Ammon Rd.

1700

1302

200

1502

1000

900

700

800

600

500

1500

1600

1400

1300

1200

Maple St.

Pine St.

Alder Lane Dr.

1306

1307

City Limits

UGB

Parcels

Comprehensive Plan

Commercial

Industrial

Light Industrial

Natural Resources

Public Lands

Residential General

Residential Standard

Water Dependent

Outside UGB

UGB Commercial

UGB Industrial

UGB Low Density Residential

UGB Medium Density Residential

UGB Natural Resources

UGB Public Lands

UGB Water Dependent



ATTACHMENT D
Draft Ordinance
(City of Toledo File #AX-1-25/RZ-2-25)

Draft Ordinance 10/21/2025
AX-1-25/RZ-1-25

ORDINANCE NO. _____

AN ORDINANCE PROCLAIMING THE ANNEXATION AND REZONE OF REAL
PROPERTY AND THE WITHDRAWAL FROM THE EAST LINCOLN COUNTY FIRE &
RESCUE AND THE LINCOLN COUNTY LIBRARY DISTRICT CERTAIN REAL
PROPERTY BEING ANNEXED TO THE CITY OF TOLEDO, OREGON

WHEREAS, on August 27, 2025, the City of Toledo filed a written request for annexation of property located at 2054 SE Ammon Road (Assessor's Map #11-10-16 CB Tax Lot 2000 – approximately .89 acres) that is outside the city limits but is contiguous to the city limits of the City of Toledo,

WHEREAS, Tax Lot 2000 on Lincoln County Assessor's Map 11-10-16 CB is identified as Public Lands on the Toledo Comprehensive Land Use Plan Map and Zoning Map,

WHEREAS, on August 27, 2025, in addition to the annexation and Comprehensive Land Use Plan and Zoning Map request, the property owner of Assessor's Map 11-10-16 CB Tax Lot 2000 also filed a request to rezone the .89 acres of property from County R-1 to City Public Land (P-L),

WHEREAS, the Planning Commission held a public hearing on October 8, 2025, on the proposed annexation and rezone (local file #AX–1-25/RZ-1-25) to consider and make a recommendation on the proposed annexation and rezone amendment to the City Council,

WHEREAS, the City Council held a public hearing on November 5, 2025, to consider and take action on the annexation and rezone request, and the City Council adopted facts and findings on the request as set forth in the staff report,

WHEREAS, before annexation, the property was located within the boundaries of the Toledo Rural Fire Protection District and the Lincoln County Library District,

WHEREAS, the City Council held a public hearing on November 5, 2025, for the purpose of hearing any objections to the withdrawal of the property from the Toledo Rural Fire Protection District and the Lincoln County Library District, and

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

Section 1. The following described property located in Toledo, Oregon which is identified as the parcel designation as Lincoln County Assessor's Map # 11-10-16 CB Tax Lot 2000, and as described below is annexed to the City of Toledo, Oregon:

Beginning at a point that is south 713.08 feet and east 1032.86 feet from the west 1/4 corner section 16, T11S., R. 10 W.W.M.; thence N. 0° 50' W 144.30 feet; thence N. 13° 51'30" W 135.39 feet; thence N. 48° 56' E 79.67 feet; thence N. 23° 07' E 72.80 feet; thence S. 55° 04' E. 175.0 feet; to the centerline of the Ammon Easement Road; thence South westerly along said centerline to the point of beginning.

Section 2. The property identified as Lincoln County Assessor's Map # 11-10-16 CB Tax Lot 2000 (approximately .89 acres) is rezoned from the County R-1 designation to the Toledo Comprehensive Land Use Plan and Zoning Map designation of Public Lands.

Section 3. The described property in Section 1 is withdrawn from the East Lincoln Fire and Rescue District and the Lincoln County Library District.

PASSED AND ADOPTED by the City Council of the City of Toledo, Lincoln County, Oregon, on the _____ day of _____, 2025.

ATTEST:

APPROVED:

City Recorder

Mayor

ATTACHMENT E
Planning Commission Recommendation
(City of Toledo File #AX-1-25/RZ-2-25)

BEFORE THE PLANNING COMMISSION OF THE CITY OF TOLEDO, OREGON

In the Matter of the Request for an	)	
Annexation and Rezone of Assessor's Map	)	RECOMMENDATION
No. 11-10-16 CB Tax Lot 2000	)	City of Toledo File No.
	)	AX-1-25 and RZ-2-25
City of Toledo,	)	
Applicant.	)	

Request: The applicant is requesting to annex approximately .9 acres into the City and for a zoning map amendment from Lincoln County Residential Zone R-1 to City Public Lands Zone. The property is located on Lincoln County Assessor's Map #11-10-16 CB Tax Lot 2000, 2054 SE Ammon Road

This matter came before the Planning Commission on October 8, 2025. The Commission held a public hearing, allowing for testimony and introduction of evidence from proponents, opponents, and others.

Based on the staff report and attachments, testimony and evidence presented to the Planning Commission at the public hearing on October 8, 2025 the Toledo Planning Commission recommends approval of the annexation and rezone request as meeting the applicable criteria including ORS 222.111 (1) and (2) and ORS 222.125, The 2023 Toledo Comprehensive Land Use Plan, and Toledo Municipal Code Section 17.80.050 and the Commission adopts the proposed facts and findings presented in the staff report, allowing for the correction of typographical and grammatical errors.

DATE: 10-8-2025



PLANNING COMMISSION PRESIDENT

ATTACHMENT F
Draft Planning Commission Minutes
(City of Toledo File #AX-1-25/RZ-2-25)

Toledo City Hall
Council Chambers
October 8, 2025

TOLEDO PLANNING COMMISSION MINUTES

A regular meeting of the Toledo Planning Commission was called to order at 6:30 pm by President Cora Warfield. Commissioners present: Brian Lundgren, Anne Learned-Ellis, Ricky Dyson, and Dennis Sutherland. Excused was Jonathan Mix.

Staff present: Contract Planner (CP) Justin Peterson, Public Works Director (PWD) Brian Lorimor, and Planning Assistant Arlene Inukai.

VISITORS: Doug Rider, Dayle Rider

APPROVAL OF THE SEPTEMBER 10, 2025 MINUTES:

It was moved and seconded (Dyson/Learned-Ellis) to approve the September 10, 2025, minutes as circulated and reviewed by the Planning Commission. The **motion passed**, with Warfield abstaining and noting the absence of Mix.

PUBLIC HEARING: ANNEX PROPERTY INTO THE CITY LIMITS AND REZONE FROM COUNTY R-1 TO CITY PUBLIC LANDS (FILE #AX-1-25/RZ-1-25), FOR PROPERTY LOCATED AT 2054 SE AMMON ROAD, REQUESTED BY PROPERTY OWNER CITY OF TOLEDO:

President Warfield opened the public hearing by stating the nature and purpose. There were no declarations of ex parte contact, bias, or conflict of interest. The statements of rights and relevances and rights to appeal were then read. CP Peterson clarified the rights and relevance statement, noting the Planning Commission decision is a recommendation to the City Council and that the City Council makes the final decision on the request.

Staff Report: CP Peterson reviewed the staff report as on file at City Hall. He reported that the request is for an annexation of property and a portion of right-of-way (approximately .9 acres) and for a rezone to Public Lands Zone. The property is the site of the City's existing water storage tank, constructed in the 1970s and the tank is in need of replacement. The property is one of the remaining few lots in the Urban Growth Boundary (UGB) in the Ammon Road area. The proposed rezone would be from County R-1 to the City's Public Lands Zone, which would allow public use of the property.

CP Peterson reviewed the annexation/rezone criteria and proposed findings. The application meets the relevant criteria and policies. In 2024, the voters approved a bond measure to replace the tank. The project is in the design phase, but will need to go through the permitting stage for reconstruction. Notices of the annexation/rezone hearings have been sent. This also includes notice to Oregon Department of Revenue to review the map and legal description. As of today, they have not responded to the notice.

Applicant Testimony: Toledo Public Works Director (PWD) Brian Lorimor reported that the Ammon Road water tank holds approximately 1 million gallons and is deteriorating. The tank needs to be replaced and the voters passed a bond for the project. The City expects plans to be

finalized in the next few months. The lot is currently being surveyed and an updated survey map should be available soon.

Proponent Testimony: None.

Opponent Testimony: Doug Rider of 2080 Ammon Road, Toledo, asked if the tank is replaced, how that project would affect the wells in the area. PWD Lorimor reported that the water level in the tank would be taken down gradually, so not to cause area flooding. The City will follow the recommendations from the engineers to drain and protect the area. A geo-tech report will also have recommendations to protect the hillside.

Commissioner Sutherland asked if the water tank is removed, would the new tank be placed in the same location. PWD Lorimor responded that the project is still in engineering and once they have the plans, he could share with the Planning Commission. He expects the new tank will be in the same location, but it may not fit in the exact same footprint because the tank size could change.

Commissioners asked if Mr. Rider was satisfied with the applicants' information on his concerns. Mr. Rider stated he is satisfied with the information.

Other Interested Parties: Dayle Rider of 2080 Ammon Road, Toledo, asked if the proposal includes any other properties in the area. Commissioner Learned-Ellis confirmed that the request is only for the one lot, the remaining properties stay within the Urban Growth Boundary (UGB), outside of the City limits.

Applicant Rebuttal: CP Peterson confirmed that the request is only for the City-owned lot. The other four lots in the UGB remain outside of the City limits. The neighboring property owners would have to initiate an annexation request to be included in the City limits

Questions by Commission: President Warfield asked if the purpose of the annexation/rezone request is due to the rebuild project. CP Peterson reported that the property is in the R-1 Zone in Lincoln County and the tank was built around 1970. In the long-term it makes sense to be in the Public Lands Zone because of the current use and anticipated public improvements to the site.

Deliberations: The public hearing was closed and the Commission entered into deliberations. Commissioner Learned-Ellis stated that it makes sense for the facility to be in the City and the Public Lands Zone.

It was moved and seconded (Learned-Ellis/Lundgren) that based on the staff report and attachments, testimony and evidence presented to the Planning Commission at the public hearing on October 8, 2025 the Toledo Planning Commission recommends approval of the annexation and rezone request as meeting the applicable criteria including ORS 222.111 (1) and (2) and ORS 222.125, The 2023 Toledo Comprehensive Land Use Plan, and Toledo Municipal Code Section 17.80.050 and the Commission adopts the proposed facts and findings presented in the staff report, allowing for the correction of typographical and grammatical errors.

The **motion passed** unanimously, noting the absence of Mix.

The request will now move to the City Council on November 5, 2025.

ORDINANCE NO. 1432

AN ORDINANCE PROCLAIMING THE ANNEXATION AND REZONE OF REAL PROPERTY AND THE WITHDRAWAL FROM THE EAST LINCOLN COUNTY FIRE & RESCUE AND THE LINCOLN COUNTY LIBRARY DISTRICT CERTAIN REAL PROPERTY BEING ANNEXED TO THE CITY OF TOLEDO, OREGON

WHEREAS, on August 27, 2025, the City of Toledo filed a written request for annexation of property located at 2054 SE Ammon Road (Assessor's Map #11-10-16 CB Tax Lot 2000 – approximately .89 acres) that is outside the city limits but is contiguous to the city limits of the City of Toledo,

WHEREAS, Tax Lot 2000 on Lincoln County Assessor's Map 11-10-16 CB is identified as Public Lands on the Toledo Comprehensive Land Use Plan Map and Zoning Map,

WHEREAS, on August 27, 2025, in addition to the annexation and Comprehensive Land Use Plan and Zoning Map request, the property owner of Assessor's Map 11-10-16 CB Tax Lot 2000 also filed a request to rezone the .89 acres of property from County R-1 to City Public Land (P-L),

WHEREAS, the Planning Commission held a public hearing on October 8, 2025, on the proposed annexation and rezone (local file #AX-1-25/RZ-1-25) to consider and make a recommendation on the proposed annexation and rezone amendment to the City Council,

WHEREAS, the City Council held a public hearing on November 5, 2025, to consider and take action on the annexation and rezone request, and the City Council adopted facts and findings on the request as set forth in the staff report,

WHEREAS, before annexation, the property was located within the boundaries of the Toledo Rural Fire Protection District and the Lincoln County Library District,

WHEREAS, the City Council held a public hearing on November 5, 2025, for the purpose of hearing any objections to the withdrawal of the property from the Toledo Rural Fire Protection District and the Lincoln County Library District, and

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

Section 1. The following described property located in Toledo, Oregon which is identified as the parcel designation as Lincoln County Assessor's Map # 11-10-16 CB Tax Lot 2000, and as described below is annexed to the City of Toledo, Oregon:

Beginning at a point that is south 713.08 feet and east 1032.86 feet from the west 1/4 corner section 16, T11S., R. 10 W.W.M.; thence N. 0° 50' W 144.30 feet; thence N. 13° 51'30" W 135.39 feet; thence N. 48° 56' E 79.67 feet; thence N. 23° 07' E 72.80 feet; thence S. 55° 04' E. 175.0 feet; to the centerline of the Ammon Easement Road; thence South westerly along said centerline to the point of beginning.

Section 2. The property identified as Lincoln County Assessor's Map # 11-10-16 CB Tax Lot 2000 (approximately .89 acres) is rezoned from the County R-1 designation to the Toledo Comprehensive Land Use Plan and Zoning Map designation of Public Lands.

Section 3. The described property in Section 1 is withdrawn from the East Lincoln Fire and Rescue District and the Lincoln County Library District.

PASSED AND ADOPTED by the City Council of the City of Toledo, Lincoln County, Oregon, on the _____ day of _____, 2025.

APPROVED:

ATTEST:

Mayor Rod Cross

City Recorder Paul Johnson



CITY OF TOLEDO REQUEST FOR COUNCIL ACTION

Council Goal:	Meeting Date:	Agenda Topic:
3. To sustain and expand an inclusive and welcoming work environment, with a focus on enhancing retention rates.	November 5, 2025	Resolution No. 1590, a resolution adopting a salary schedule for non-represented positions for fiscal 2025-2026
	Agenda Type:	
	Consent Agenda	
Prepared by:	Reviewed by:	Approved by:
Interim Finance Director J. Richter	City Manager Rich Huebner	City Manager Rich Huebner

Recommendation:

Motion to approve Resolution No. 1590, a resolution of the Toledo City Council adopting a salary schedule for non-represented positions for the fiscal year 2025-2026

Background:

The City recognizes cost of living adjustments (COLAs) for represented and non-represented employees. COLAs for represented employees are specified in the Collective Bargaining agreement between the City and both of the Toledo employee bargaining units. In the past, the City has tried to reflect a COLA wage adjustment for the non-represented City employees in a similar fashion and amount. The recently negotiated COLA increase in the Toledo Public Safety Association (TPSA) collective bargaining agreement is 4.5% and the current COLA increase in the Toledo Employee Association (TEA) is 3.5%. The 2025-2026 budget was prepared assuming a 4% COLA increase for non-represented staff, ensuring adequate funds are available for the proposed increase. Increasing the non-represented salary schedule based on COLA amounts for represented staff helps maintain a fair and equitable salary range for non-represented employees, especially supervisory staff and management.

Consideration of an annual COLA wage adjustment for non-represented staff based upon the COLA amounts agreed to in the represented employee's collective bargaining agreements will provide an opportunity for the Council to adjust wages to maintain competitiveness in the local public sector wage market, as well as reduce wage compression issues between represented and non-representative employees.

Fiscal Impact:	Fiscal Year:	GL Number:
4% of non-represented employees wages	2025-2026	Various

Attachment:

1. Resolution No. 1590
2. Exhibit "A" Proposed Salary Schedule

**CITY OF TOLEDO
RESOLUTION NO. 1590**

**A RESOLUTION OF THE TOLEDO CITY COUNCIL ADOPTING A SALARY SCHEDULE
FOR NON-REPRESENTED POSITIONS FOR FISCAL YEAR 2025-2026**

WHEREAS, The City of Toledo has established salary schedules for all positions of employment within the City of Toledo; and

WHEREAS, The Toledo City Council is authorized by Chapter III, Section 11 of the City Charter to establish the maximum compensation for City officers and employees; and

WHEREAS, The Toledo City Council desires to maintain fair and equitable compensation for City staff; and

WHEREAS, The Council finds it to be in the best interest of the City to annually adjust the compensation of City staff to maintain a fair and equitable salary range for all positions.

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

Section 1. That the City of Toledo Salary Schedule for non-represented positions for fiscal year 2025-2026 attached as Exhibit “A” is hereby adopted.

Section 2. That this Resolution shall be effective immediately upon passage by the Toledo City Council.

That this resolution is hereby adopted by the Toledo City Council on this 5th day of November, 2025.

APPROVED

ATTEST

Mayor Rod Cross

City Recorder Paul Johnson

City of Toledo Salary Schedule

Non-Represented

Draft

Salary Schedule Effective July 1, 2025

with 4% COLA

Grade	Position	1	2	3	4	5	6
30		\$3,587	\$3,728	\$3,880	\$4,033	\$4,197	\$4,368
31		\$3,955	\$4,110	\$4,279	\$4,450	\$4,627	\$4,814
32		\$4,225	\$4,395	\$4,568	\$4,751	\$4,943	\$5,141
33	Assistant Library Director	\$4,596	\$4,833	\$4,995	\$5,290	\$5,510	\$5,671
34	Accounting Supervisor Dispatch Supervisor	\$5,148	\$5,355	\$5,569	\$5,792	\$6,023	\$6,265
35	Assistant Fire Chief	\$5,154	\$5,356	\$5,549	\$5,762	\$5,975	\$6,226
36	City Recorder Human Resources Specialist	\$5,412	\$5,628	\$5,854	\$6,085	\$6,328	\$6,584
37	Public Works Operations Supervisor	\$5,818	\$6,048	\$6,202	\$6,516	\$6,678	\$6,973
38	Information Systems Administrator	\$6,075	\$6,320	\$6,574	\$6,839	\$7,112	\$7,397
39	Police Sergeant	\$6,619	\$6,885	\$7,161	\$7,448	\$7,745	\$8,056
40	City Planner	\$6,492	\$6,746	\$7,022	\$7,302	\$7,596	\$7,899
41	Library Director	\$6,749	\$7,021	\$7,302	\$7,595	\$7,899	\$8,214
42		\$7,346	\$7,642	\$7,947	\$8,265	\$8,597	\$8,937
43	Finance Director Fire Chief Police Chief Public Works Director	\$8,078	\$8,406	\$8,739	\$9,090	\$9,454	\$9,832



CITY OF TOLEDO REQUEST FOR COUNCIL ACTION

Council Goal:	Meeting Date:	Agenda Topic:
3. To sustain and expand an inclusive and welcoming work environment, with a focus on enhancing retention rates.	November 5, 2025	Adoption of Fire Department Policies
	Agenda Type:	
	Decision Items	
Prepared by:	Reviewed by:	Approved by:
Fire Chief David Lapof	City Manager Rich Huebner	City Manager Rich Huebner

Recommendation: Motion to approve Resolution No.1588 adopting the Toledo Fire Department Policies.

Background: The City understands that the Toledo Public Safety Association (TPSA) has a role in reviewing the policies and negotiating them if they are the subject of mandatory bargaining. The notice of possible new workplace policies was sent to the TPSA attorney and TPSA President on April 1, 2025, with updates provided again on September 26, 2026. In part, the April 1, 2025 email stated:

“This notice is to formally inform you of the implementation of contemplated new workplace policies in the Toledo Fire Department, effective when adopted in the future by the city council. Article 27, Section 2, on page 28 of the Toledo Public Safety Association (TPSA) Collective Bargaining Agreement (CBA), requires this notice, which, in part, provides: “The City agrees to provide the Association in advance with copies of all changes it proposes to policies affecting the bargaining unit.” These policies are being implemented to enhance workplace safety, improve efficiency, and comply with legal requirements.”

At its October 15, 2025 meeting, the City Council reviewed the proposed policies and noted a topic missing from the document. Council tabled the proposal to its next meeting to afford time for updates. The requested updates have been incorporated into the document presented with this instant RCA.

TPSA, through their attorney, has indicated that it approves the changes. Accordingly, the city has complied with the bargaining notice requirements, and, to the extent the policies are not a subject of mandatory bargaining obtained approval as a courtesy.

Fiscal Impact:	Fiscal Year:	GL Number:
Unknown	2025-2026	N/A

Attachment:

1. Resolution 1588
2. Fire Department Policies

**CITY OF TOLEDO, OREGON
RESOLUTION NO. 1588**

A RESOLUTION ADOPTING A POLICY FOR THE CITY OF TOLEDO FIRE DEPARTMENT

WHEREAS, the City of Toledo Fire department does not have an existing department policy; and

WHEREAS, the City understands that the Toledo Public Safety Association (TPSA) has a role in reviewing the policies and negotiating them if they are the subject of mandatory bargaining; and

WHEREAS, the notice of possible new workplace policies was sent to the TPSA attorney and TPSA President on April 1, 2025, with updates provided again on September 26, 2026; and

WHEREAS, the notice provided on April 1, 2025 informed TPSA of the contemplation of implementation of new workplace policies in the Toledo Fire Department, effective when adopted in the future by the city council, and

WHEREAS, Article 27, Section 2, on page 28 of the Toledo Public Safety Association (TPSA) Collective Bargaining Agreement (CBA), requires this notice, which, in part, provides: “The City agrees to provide the Association in advance with copies of all changes it proposes to policies affecting the bargaining unit. These policies are being implemented to enhance workplace safety, improve efficiency, and comply with legal requirements”; and

WHEREAS, TPSA, through their attorney, has indicated that it approves the changes. Accordingly, the City has complied with the bargaining notice requirements, and, to the extent the policies are not a subject of mandatory bargaining, obtained approval as a courtesy.

NOW, THEREFORE, BE IT RESOLVED:

Section 1. The City Council of the City of Toledo adopts Resolution No. 1588, the City of Toledo Fire Department Policy, dated November 5, 2025.

That this resolution is hereby adopted by the Toledo City Council on this 5th day of November, 2025.

APPROVED

ATTEST

Mayor Rod Cross

City Recorder Paul Johnson

CITY OF TOLEDO

FIRE DEPARTMENT POLICY

RULES AND REGULATIONS

POLICY 101.04

CODE OF CONDUCT/ETHICS

- A. Both employees and members (collectively referred to as “members”) have an obligation to conduct their official duties in a manner that serves the public interest, upholds the public trust and protects the City’s fire resources. To this end, all members have the responsibility to:
1. Perform their duties to the very best of their abilities and in a manner that is efficient, cost effective, and meets the needs of the public.
 2. Demonstrate integrity, honesty, and ethical behavior in the conduct of all City fire business.
 3. Ensure that personal interests do not come in conflict with official duties and avoid both actual conflicts of interest and the appearance of conflicts of interest when dealing with vendors, customers, and other individuals doing business or seeking to do business with the City’s Fire Department.
 4. Ensure that all of the City’s fire resources, including funds, equipment, vehicles and other property, are used in strict compliance with Fire Department policies and solely for the benefit of the City;
 5. Conduct all dealings with the public, City fire employees and other organizations in a manner that presents a courteous, professional and service-oriented image of the fire department;
 6. Treat the public and other employees/members fairly and equitably, without regard to age, color, disability, ethnicity, national origin, political affiliation, race, religion, gender, sexual orientation, or any other factor unrelated to the City’s fire business;
 7. Avoid any behavior that could fall under the definition of misconduct in the disciplinary section of the Employee Handbook and/or the Fire Department rules;
 8. Report for duty at the appointed time and place, fully equipped, fit and able, and otherwise prepared to perform assignments.
- B. As a best practice, ask yourself the following questions when faced with an ethical test:
- a. Is it legal?
 - b. Does it comply with our rules and regulations?
 - c. Is it in synch with our organizational policies?
 - d. Will I be comfortable and guilt-free if I do it?
 - e. Does it match our organization’s stated commitments and values?

CITY OF TOLEDO
FIRE DEPARTMENT POLICY

- f. Would I do it to my family and friends?
- g. Would it be perfectly okay if someone did this to me?
- h. Would the most ethical person I know do it?

Mayor, Rod Cross

Fire Chief, David Lapof

CITY OF TOLEDO

FIRE DEPARTMENT POLICY

RULES AND REGULATIONS

POLICY 101.06

PROFESSIONAL RELATIONS

A. This standard shall apply to all members of the Toledo Fire Department.

1. Fire Department members shall exhibit courtesy and respect to all officers and acting officers. When in a formal or public setting, all officers shall be referred to by their appropriate rank.
2. Supervisors shall exhibit courtesy and respect to their subordinates and shall treat all members in a fair and impartial manner.
3. Members shall treat one another with due courtesy and shall not engage in physically rough or rowdy behavior, or other disrespectful conduct while on duty.
4. Members are required to speak the truth at all times, whether or not under oath, in giving testimony, in connection with official orders, and in connection with official duties.
5. Members shall not make false reports concerning any City business or the personal character or conduct of any member.
6. Members shall not partake in or promote false or misleading statements.
To avoid violating this policy, members are encouraged to avoid gossip, and ask themselves the following questions before sharing or spreading information:
 - Have you made absolutely sure that what you were about to say is true?
 - Is what you want to say something good or kind?
 - Is this information useful, or necessary?
7. Members shall exhibit courtesy and respect to members of the public and other City employees.
8. Members are required to give their name and rank whenever requested by a member of the public.
9. Should a member have a complaint against a member of the public, they shall forward the complaint in writing to the Fire Chief.

Mayor, Rod Cross

Fire Chief, David Lapof

CITY OF TOLEDO

FIRE DEPARTMENT POLICY

RULES AND REGULATIONS

POLICY 102.02

INAPPROPRIATE BEHAVIOR

POLICY

A. Members are prohibited from engaging in any of the following activities:

1. Any behavior or activity that is illegal, rude, indecent, lewd, discourteous, abusive or in any way inappropriately disrupts the functioning of the Fire Department.
2. Making a false statement in any official communication or in conversation with another member or citizen regarding Fire Department business.
3. Use of department supplies for personal use unless approved by the Fire Chief.
4. Use of tools, and materials to clean or repair personal vehicles or property without approval from the Fire Chief.
5. Alteration or modification of vehicles, apparatus, buildings, computers, or items of equipment owned or operated by the city without the Fire Chief's authorization.
6. Acceptance or solicitation of gifts, rewards, or fees for services incidental to the performance of one's duty. In addition, no member shall be required to make a donation to any person or organization as a condition of employment.
7. Permanently parking or storing vehicles, trailers, campers, tractors, boats, and so forth, on city property.
8. Performing any act or making any statement, oral or written, about one's co-member(s) or supervisor(s), that undermines morale, order, or working relationships within the Fire Department.

B. The following activities are prohibited by members while on duty.

1. Noisy or quarrelsome conduct, physically rough or rowdy behavior, practical jokes, hazing, or harassment of coworkers or members of the public and other disruptive behaviors.
2. Being under the influence of alcohol, any illegal substance, or any substance(s) that interferes with a member's ability to perform their duties or disrupts the functioning of the Fire Department.
3. Gambling.

CITY OF TOLEDO
FIRE DEPARTMENT POLICY

4. Possession of a firearm or other deadly weapon unless the member is authorized by the Fire Chief to carry such a weapon.
5. Threats or acts of physical violence against members of the public, coworkers, or other department members.
6. Sexual activity, including but not limited to the possession or use of printed or audiovisual material that is sexually offensive.
7. Campaigning for or against any elected official as described in the Employee Handbook.
8. Publicly criticizing the official actions or orders of a superior officer. Nor may a member publicly speak disrespectfully of the department or its members.
9. Recommending or endorsing specific products, trade names or businesses.
10. Conducting personal business or performing any activity for which the member will receive any form of compensation from anyone other than the City.
11. Vehicles with commercial or political advertising on them shall be parked away from the station and shall not be readily visible to passers-by.
12. Displaying insolence or indifference or evading duty during an emergency incident. Any member found to be guilty of this offense shall be relieved of duty immediately.

CORRECTIVE ACTION

A. Anyone in violation of this policy may be subject to disciplinary action up to and including termination.

Mayor Rod Cross

Fire Chief, David Lapof

CITY OF TOLEDO

FIRE DEPARTMENT POLICY

RULES AND REGULATIONS

POLICY 102.07

SEXUALLY EXPLICIT MATERIAL

PURPOSE

- A. This policy is created to ensure a work environment that is free of any material that might promote an inappropriate or hostile working environment.
- B. This standard shall apply to ALL members.

C. DEFINITIONS

- A. “Display” means open to view by any other member of the organization or any member of the public.
- B. “Sexually explicit material” means any book, magazine, newspaper, video, television transmission/electronic transmission or other publication containing photographs or pictorial representations of sexual acts, where such representation is reasonably likely to cause sexual arousal, gratification or affront.

POLICY

- A. No sexually explicit material will be openly or freely displayed at any work site, including within City facilities or equipment.
- B. All members shall exclude from our work environment, items and materials that may serve as vehicles for conflict and harassment. The following procedure, relative to sexually explicit material, shall be enforced:
 - 1. All City Fire facilities are considered places of business, and some facilities are open to the public. The display of any sexually explicit material is prohibited on all City Fire property and equipment. Sexually explicit material and harassment of any kind shall have no place in City of Toledo facilities or equipment.
 - 2. Television programs, movies, the internet as well as other forms of entertainment, shall be age appropriate for those who are in the station. Adult/X rated movies are strictly prohibited.
 - 3. Calendars, posters, magazines and other such materials shall be age appropriate. Depictions of nudity of any kind is strictly prohibited. Members must understand that tours with children are a common practice in the station. Additionally, materials of a provocative nature such as bikini or buff calendars or posters shall not be displayed at any

**CITY OF TOLEDO
FIRE DEPARTMENT POLICY**

time.

RESPONSIBILITY

- A. Officers of the fire department shall be responsible to assure that this standard is strictly enforced. Additionally, all personnel are responsible to follow this standard.

CORRECTIVE ACTION

- A. This is a “zero tolerance” policy. Anyone in violation of this policy may be subject to disciplinary action up to and including termination.

Mayor Rod Cross

Fire Chief, David Lapof

CITY OF TOLEDO

FIRE DEPARTMENT POLICY

OCCUPATIONAL SAFETY AND HEALTH

POLICY 400.01

OCCUPATIONAL SAFETY

SCOPE

- A. This standard establishes an occupational safety and health program for the Toledo's Fire Department. It was promulgated to:
1. Provide a safe working environment for the members of the Toledo Fire Department
 2. Satisfy the requirements of NFPA 1500, *Standard on Fire Department Occupational Safety and Health Program*.

GENERAL

- A. The safety and health of members is Toledo Fire Department's foremost operational consideration. No member will be required to do a job that they consider unsafe. The Fire Department will comply with all applicable OR-OSHA workplace safety and health requirements and maintain occupational safety and health standards that equal or exceed the best practices in the industry.
- B. The Fire Department will establish a safety committee, consisting of management, represented and non-represented employees and volunteers whose responsibility will be identifying hazards and unsafe work practices, removing obstacles to accident prevention, and helping evaluate the Fire Department's effort to achieve an accident-and-injury-free workplace.

POLICY STATEMENT

- A. It shall be the policy of the Toledo Fire Department to operate at the highest possible level of safety and health for all its members. To this end, the Fire Department shall:
1. Strive to achieve the goal of zero accidents and injuries.
 2. Make reasonable efforts to provide a safe and healthy work environment.
 3. Give primary consideration to the prevention and reduction of accidents, injuries and occupational illnesses.
 4. Investigate accidents and take the appropriate corrective action to avoid repetitive occurrences.
 5. Provide training, supervision, written procedures, program support, and review for its activities as needed.
 6. Enforce Fire Department safety and health rules and require members to follow the rules as a condition of employment or membership.

RISK STATEMENT

- A. The safety and well-being of our personnel is of utmost priority and is important to the overall performance of the Fire Department. We must be committed to taking care of our personnel and look out for the health and welfare of each other in the performance of our jobs, whether it is during

CITY OF TOLEDO FIRE DEPARTMENT POLICY

an emergency or a non-emergency situation. We must be committed to safety and make it second nature.

B. Our operational priorities for fire response are Life Safety, Incident Stabilization, and Property Conservation. Our operational priorities for hazardous materials response are Life Safety, Protection of the Environment, and Protection of Property. Our operational priorities for EMS response are Triage, Treatment and Transport. In all cases the following safety guidelines for response should prevail:

1. Risk vs. Benefit
 - a. We will begin our response on the assumption that we can protect the lives and property of the citizens that we serve.
 - b. It is expected that we will risk our safety, with a structured plan, to save the life of a fellow human being.
 - c. With a structured plan, we may risk our safety, to protect savable property.
 - d. We will not risk our safety in an attempt to save lives or property that is already lost.

RESPONSIBILITIES

A. Safety and health is the responsibility of every member. Therefore, each member shall:

1. Cooperate, participate and comply with all of the provisions of the occupational safety and health program.
2. Promptly report acts and conditions that are unsafe or unhealthy that pose a threat either to members or to others.
3. Maintain a level of mental and physical fitness that enables the member to perform his assigned tasks.

B. All members of the organization are responsible for preventing workplace injuries. Management is accountable for preventing workplace injuries and illnesses. Management will consider all employees suggestions for achieving a safer, healthier workplace. Management also will keep informed about workplace safety-and-health hazards and regularly review the company's safety and health program.

C. Supervisors shall be responsible for enforcing the requirements of the occupational safety and health program and for ensuring each member under their command complies with the provisions of the occupational safety and health program.

Mayor, Rod Cross

Fire Chief, David Lapof

CITY OF TOLEDO

FIRE DEPARTMENT POLICY

OCCUPATIONAL SAFETY AND HEALTH POLICY 400.02 SAFETY COMMITTEE

SCOPE

This standard establishes the Toledo Fire Department's Occupational Safety and Health Committee. It was promulgated to:

- A. Establish an advisory committee for occupational safety and health.
- B. Establish guidelines for committee membership.
- C. Assign duties and responsibilities to committee members.

GENERAL

- A. The Occupational Safety and Health Committee shall be responsible for conducting research, developing recommendations, and studying and reviewing matters pertaining to occupational safety and health.
- B. The Committee shall be composed of a minimum of four members, not including the chair. Members shall be appointed in such a manner that there is at least one representative from the East Lincoln Fire (ELF) District, one volunteer member and the Fire Department's Safety Officer.
- C. It is desirable for the committee members to consist of at least one engineer, one officer and one paramedic.

RESPONSIBILITIES

- A. Safety committee members shall elect an individual to serve as the chairman of the committee. This election shall take place annually at the regularly scheduled safety committee meeting in November. The elected chairman shall take over duties in January of the next calendar year.
- B. The Safety Officer shall schedule regular and special meetings of the committee. Meetings shall be conducted monthly. Special meetings shall be conducted as required. Safety inspections shall be conducted on a quarterly basis.
- C. The Safety Officer shall ensure that written minutes of each meeting are kept. Copies shall be made available to the Fire Chief and committee members. A copy of the minutes shall also be posted on the bulletin board of each staffed fire station.
- D. Committee members shall attend scheduled meetings and assist the safety officer in the operation of the Fire Department's safety program.
- E. The committee shall review all accident and injury reports and make recommendations concerning its findings.

CITY OF TOLEDO
FIRE DEPARTMENT POLICY

- F. The committee shall maintain a working knowledge of applicable safety rules and regulations and shall recommend programs, practices, methodologies, and changes to reduce or eliminate accidents and injuries.

Mayor, Rod Cross

Fire Chief, David Lapof

CITY OF TOLEDO

FIRE DEPARTMENT POLICY

OCCUPATIONAL SAFETY AND HEALTH POLICY 400.03 FIRE DEPARTMENT SAFETY OFFICER

SCOPE

This standard establishes the position of Safety Officer. It was promulgated to assign the responsibility for the Fire Department occupational safety and health program to a single individual.

GENERAL

- A. The Fire Chief shall ensure that a member of the Fire Department serves in the capacity of Safety Officer.
- B. The Fire Department's Safety Officer shall:
 - 1. Acquaint themselves with the provisions of NFPA 1500, *Standard on Fire Department Occupational Safety and Health Program* and NFPA 1521, *Standard for Fire Department Safety Officer*.
 - 2. Manage the Fire Department's occupational safety and health program.
- C. The duties of the Fire Department safety officer shall include but not be limited to:
 - 1. Identify safety and health hazards and developing plans to correct them.
 - 2. Immediately correcting situations that create an imminent hazard to the members of the Fire Department.
 - 3. Training members to act as incident safety officers.
 - 4. Compiling records of accidents, occupational deaths, injuries, illnesses, and exposures, providing analysis and recommendations and forwarding reports and documentation to the Fire Chief.
 - 5. Acting as the Fire Department's liaison with the Fire Chief as well as the Fire Department's safety committee.
 - 6. Assist the chairperson of the City's safety committee. In this capacity, the safety officer shall prepare and distribute meeting agendas and notices and shall forward a copy of the minutes of each meeting to the Fire Chief.
 - 7. Serve as a member of the Accident Review Board.
 - 8. Provide safety training, bulletins, posters and newsletters to all members.
 - 9. Performing other duties as specified in NFPA 1521 or as directed by the Fire Chief.

Mayor, Rod Cross

Fire Chief, David Lapof

Effective Date: Nov. 5, 2025

OCCUPATIONAL SAFETY AND HEALTH
POLICY 400.03
FIRE DEPARTMENT SAFETY OFFICER

CITY OF TOLEDO

FIRE DEPARTMENT POLICY

OCCUPATIONAL SAFETY AND HEALTH POLICY 400.04 ACCIDENT AND INCIDENT INVESTIGATION

SCOPE

This standard establishes the Fire Department's occupational safety and health program accident and incident investigation procedure. It was established to:

- A. Investigate the cause of lost time injuries a member may suffer in connection with their employment or membership.
- B. To prevent accident recurrence.

POLICY

It is the policy of the Fire Department to investigate or cause to be investigated every lost time injury which members may suffer in connection with employment or membership, and to determine the means that should be taken to prevent recurrence. The safety committee establishes procedures for investigating all safety related incidents including injury accidents, illnesses and deaths.

- A. The safety committee will act as the Accident Review Board to investigate accident occurrences. Members are to be trained and skilled in conducting an effective investigation. Accident investigations are to be conducted either at a special safety committee meeting or at the next regular safety committee meeting following the accident, depending upon the severity and complexity of the incident.

PROCEDURE

The Accident Review Board will follow a set procedure to complete an accident investigation.

- A. The following five steps should be used to conduct an effective investigation:
 - 1. **Gather information:** The investigation team learns the facts about the incident, gathers evidence (if any), and interviews witnesses and others involved. An accident investigation form or template will be used to help document the facts and organize the information.
 - 2. **Analyze facts:** The investigation team is tasked with identifying the accident's causes /contributing factors and determine how the accident could have been prevented, if at all.
 - 3. **Report findings:** The investigation team will prepare a written report that describes who was involved, where the incident occurred, when it happened, and what caused it. The report should recommend, specifically, what can be done to prevent the accident from happening again, if anything.

CITY OF TOLEDO

FIRE DEPARTMENT POLICY

4. **Act on recommendations:** Management reviews the report and determines how to prevent the incident from happening again, if at all, and lessons learned for the future.
5. **Follow-up:** The safety committee or investigation team should ensure that appropriate corrective action was taken to prevent the incident from happening again, if applicable.

RESPONSIBILITIES

The Fire Department's Safety Officer will

- A. Serve on the Accident Review Board;
- B. Select members to serve on the Review Board, and designate a lead Review Board member;
- C. Coordinate the investigation process;
- D. Ensure that Review Board members are properly briefed;
- E. Ensure that accident investigations are completed in a timely manner from the time of occurrence; and
- F. Forward a report with their findings and recommendations to the Fire Chief.

Mayor, Rod Cross

Fire Chief, David Lapof

CITY OF TOLEDO

FIRE DEPARTMENT POLICY

OCCUPATIONAL SAFETY AND HEALTH

POLICY 400.05

RECORDS AND REPORTS

SCOPE

This standard established a system for the collection and permanent retention of information concerning accidents, injuries, exposures to infectious agents and communicable diseases, and deaths that are or might be job related. It was promulgated to:

- A. Establish the requirement that a report be completed and filed for every accident, injury, illness, exposure to an infectious or harmful agent, or communicable disease, or death that involves a member while on duty or that may in some way be related to a member's job.
- B. Establish a database or repository for analysis to develop programs to reduce on-the-job accidents, illnesses and deaths.

GENERAL

- A. A permanent record of all accidents, injuries, illnesses or deaths that occur while a member is on duty shall be maintained by the Fire Department. The record shall include both a master file of such events as well as individual records placed in the individual's permanent personnel file (subject to requirements of any collective bargaining agreement).
- B. Other records and reports that are useful in evaluating the Fire Department's overall safety and health program shall be maintained as required by rule, regulation, policy, or standard operating procedure.

RESPONSIBILITIES

- A. It shall be the responsibility of each member of the Fire Department to immediately report to his or her supervisor any accident, injury, exposure to disease or harmful agent, or illness that occurs while on duty. The appropriate report should be filed in writing no later than 24 hours of the event.
 - 1. If a member was exposed to a hazardous material, he/she shall file an accident/illness report.
 - 2. If a member was exposed to blood, bodily fluids or a potentially infectious disease, he/she shall file an exposure report form as required by the Fire Department's infection/exposure control plan.

A Fire Department accident report and a Division of Motor Vehicle report, as applicable, shall be filed if the member was involved in a motor vehicle accident.

Effective Date: Nov. 5, 2025

OCCUPATIONAL SAFETY AND HEALTH
POLICY 400.05
RECORDS AND REPORTS

CITY OF TOLEDO
FIRE DEPARTMENT POLICY

3. If a member has been injured, an accident/illness report shall be filed. If there is lost time involved or the member is treated by a physician, a worker's compensation 801 form shall be filed as well.
 4. If the member is treated by a physician, the member shall report their status to the Fire Chief or their designee within 24 hours. If the injury results in lost time, a work release form (with or without restrictions) shall be completed and on file before the member returns to full duty.
- B. Officers shall be responsible for ensuring that a member under their command who is involved in an accident, exposure, illness, or is injured completes the appropriate reports. Reports shall be complete, accurate, and legible and filed in a timely manner.
- C. The Fire Department's safety officer shall review all accident and injury reports and shall insure that the event is reviewed by the Accident Review Board for its recommendation.

Mayor, Rod Cross

Fire Chief, David Lapof

Effective Date: Nov. 5, 2025

OCCUPATIONAL SAFETY AND HEALTH
POLICY 400.05
RECORDS AND REPORTS

CITY OF TOLEDO

FIRE DEPARTMENT POLICY

OCCUPATIONAL SAFETY AND HEALTH

POLICY 400.06

OSHA INSPECTIONS

SCOPE

- A. This standard establishes a procedure for complying with OSHA inspections of the city's facilities.

POLICY

- A. It will be the policy of the Fire Department to accompany OSHA inspectors on inspections of all city facilities. The Fire Chief or their designee will be notified of the inspection and will accompany the inspection team.

PROCEDURE

- A. On the occasion an OSHA Compliance Officer arrives at the Fire Department facility, the following guidelines shall be adhered to:
1. The Fire chief shall be notified immediately.
 2. No inspection of facilities shall take place or be authorized until the following tasks have been accomplished by the Fire Chief or Duty Officer:
 - a. Ask the OSHA inspector what the nature of his/her business is.
 - b. If their business entails a compliance inspection, politely ask if he/she has a warrant for the inspection.
 - c. Inform the inspector that we cannot allow an inspection until appropriate direction is received from the Fire Chief, the City's attorney and the City's insurance company.
 - d. Make contact with both the insurance company and the City's attorney to get clear advice. Ask the insurance company representative if an administrative warrant for the inspection is in order. Also request an insurance representative to come to the station to assist staff with the inspection. Get as much advice from them over the telephone as possible.
 - e. After communicating with the insurance company, make contact with the City's attorney and brief him/her on the direction provided by the insurance company. Ask if he/she wants to be present during the inspection process.
 - f. Once the above tasks have been accomplished, return to the OSHA inspector and give her the direction as provided by the insurance company representative.

CITY OF TOLEDO FIRE DEPARTMENT POLICY

- g. After communicating with the OSHA inspector and all instruction have been met, move onto number 3.
 - 3. A pre-inspection conference shall be held in order to identify the purpose and the focus of the inspection (i.e., what specific conditions are to be inspected).
 - 4. The OSHA Inspector shall be accompanied by the Fire Chief as well as other Fire Department representatives required by the instructions provided, during the inspection process.
- B. OSHA Inspection Guidelines:
- 1. The proper identification shall be requested from the OSHA inspector, i.e., card with picture and State of Oregon seal (business cards not acceptable).
 - 2. The pre-inspection conference (cited in A.3 above) will be conducted with the Fire Chief and other Department representatives present.
 - 3. Do not sign any consent forms (before or after the inspection) without the Fire Chief's approval.
 - 4. Make it very clear that you want to be involved in every aspect of the inspection.
 - 5. When the inspector decides to cite, let them and do not debate the issue. Anything you say at this point is discovery evidence.
 - 6. Take pictures and notes of anything that is cited.
 - 7. Conclude the inspection by summarizing the process and any violations as cited by the OSHA inspector.

RESPONSIBILITIES

- A. It shall be the responsibility of all personnel to follow the procedures outlined by notifying the Fire Chief and not permitting an inspection to take place until the Fire Chief or their designee is present.

Mayor Rod Cross

Fire Chief David Lapof

CITY OF TOLEDO FIRE DEPARTMENT POLICY

OCCUPATIONAL SAFETY AND HEALTH POLICY 400.07 RISK MANAGEMENT PLAN

PURPOSE

- A. This standard establishes a risk management plan for the Fire Department. It was established to:
 - 1. To develop and implement a written, comprehensive risk management plan for the operations and daily activities of Toledo Fire Department (TFD). This program will establish the following requirements:
 - a. Provide safe, quick, and efficient customer service to both internal and external customers.
 - b. Establish a means to minimize both the frequency and severity of all risks encountered by TFD and its personnel.

SCOPE

- A. This standard shall apply to all personnel.
- B. This plan includes all requirements enumerated in National Fire Protection Association (NFPA) 1500 2-2 – Risk Management Plan, paragraphs 2-2.1, 2-2.2, and 2-2.3.

GENERAL

- A. NFPA 1500 2-2 recommends a written, comprehensive risk management plan that encompasses the following:
 - 1. Administration & Facilities
 - 2. Training
 - 3. Vehicle operations
 - 4. Protective clothing & equipment
 - 5. Operations at emergency incidents
 - 6. Operations at non-emergency incidents and other related activities
- B. To accomplish this, the plan uses the classic risk management model identifying the following components:
 - 1. Risk Identification Actual & potential hazards
 - 2. Risk Evaluation Designating "Frequency" and "Severity"
 - 3. Risk Control Measures Outlining strategies to eliminate or mitigate hazards and potential hazards.
 - 4. Risk Monitoring Evaluate effectiveness of risk control measures.

CITY OF TOLEDO
FIRE DEPARTMENT POLICY

RESPONSIBILITY

- A. All members shall become familiar with and follow the risk identification, evaluation and control measures encompassed within the Fire Department's Risk Management Plan. This plan may be located on the Fire Department's intranet in the Fire Department Policy file.

Mayor, Rod Cross

Fire Chief, David Lapof

CITY OF TOLEDO

FIRE DEPARTMENT POLICY

OCCUPATIONAL SAFETY AND HEALTH POLICY 406.02 HEARING CONSERVATION

SCOPE

- A. This standard is established to define hearing conservation measures for members of Toledo Fire District. It is established to:
 - 1. Prevent the potential for hearing loss or disability.

GENERAL

- A. The term “member”, as used herein, is intended to include all members, both paid and volunteer. Noise surveys performed at fire facilities, on emergency apparatus, and with emergency equipment have shown that certain noise levels experienced by employees approach, and sometimes exceed, safe limits. Harmful noise levels may be encountered during routine duties (including fire prevention inspections), as well as while performing emergency response activities.

POLICY

- A. In order to avoid the potential of hearing loss or disability, the Toledo Fire Department and its employees shall observe the following as standards for their hearing conservation program:
 - 1. The fire department will identify work activities and processes that may cause excessive noise exposures and investigate ways to reduce these levels. To review the results of the most recent of these studies refer to the safety manual or ask the Safety Officer.
 - 2. Because excessive noise levels cannot always be identified or significantly reduced by other means, the fire department will supply a variety of options for personal hearing protection.
 - a. Earmuff-type hearing protection, including noise-attenuating intercoms where indicated and practical.
 - b. Disposable earplugs.
 - 3. Earmuffs and disposable earplugs shall be carried, in conspicuous locations, on all emergency vehicles in the following minimum quantities:

Effective Date: Nov. 5, 2025

OCCUPATIONAL SAFETY AND HEALTH
POLICY 406.02
HEARING CONSERVATION

CITY OF TOLEDO FIRE DEPARTMENT POLICY

Earmuffs (pair) 4
Disposable earplugs (pair) 6 plus

Earmuffs typically carry a NRR of 28-32 dBa. A combination of earplugs and earmuffs can provide more optimal protection and should be considered where both are available.

4. Earmuffs and disposable earplugs shall be maintained at convenient locations in the station, including shop areas and near emergency apparatus.
5. Employees shall carry disposable earplugs in their turnout gear and with other forms of personal protective equipment provided by the fire district (i.e., wildland fire fighting gear).
6. The use of hearing protection is required when exposure to noise is likely to exceed 85 dBa for more than one continuous hour during any work activity (emergency or non-emergency). It should be noted that this requirement exceeds the requirements of OR-OSHA 1910.95, which are listed in the safety resource area of the shift officer's office. Hearing protection is strongly recommended at any time exposure to noise causes discomfort due to duration, intensity, frequency, or a combination of these factors.
7. The following non-exhaustive list of tools, positions, or actions have the potential to generate noise levels exceeding 85dBa:
 - a. While riding on emergency apparatus, especially when air horns and siren combinations are in use.
 - b. During operation of hydraulic rescue tool, positive pressure blower, or other power plants.
 - c. Near diesel engine exhaust outlet (beware of inhalation hazard also).
 - d. Near pump panels or engines during pump operations.
 - e. While bleeding air lines and cylinders.
 - f. Near operating grinders, both hand-held and bench.
 - g. Near operating saws; entry, chain, skill and table.
 - h. Near air operated tools such as chisel and impact wrench.
 - i. While performing or while near truck company operations.

The Safety Manual lists actual test results obtained in city fire stations and with city fire equipment.

1. Members are strongly advised to protect themselves against exposure to high noise levels on and off the job. To this end, firefighters are allowed and encouraged to procure disposable earplugs from the fire department for effectual use off the job.

Effective Date: Nov. 5, 2025

OCCUPATIONAL SAFETY AND HEALTH
POLICY 406.02
HEARING CONSERVATION

CITY OF TOLEDO

FIRE DEPARTMENT POLICY

The fire department has a strict policy prohibiting the use of city supplies for personal use, however, circumstances involving hearing conservation is an exception to this policy.

2. The fire department will maintain an audiometric testing program for its employees, including a baseline audiogram conducted at the time of employment/appointment and an annual audiogram thereafter. Each subsequent audiogram will be compared with the baseline for evidence of potential hearing loss. Employees will be provided with a copy of each test result, upon request, to provide to the employee's medical provider.
3. The Fire Chief or their designee will provide periodic training in the various components of the fire department's hearing conservation program.

RESPONSIBILITIES

A. Personnel are responsible for:

1. Maintaining hearing protectors in a clean and sanitary condition.
2. Obtaining and utilizing hearing protectors in designated high noise areas.
3. Notifying supervision and/or the Safety Officer of any operation that appears to be excessively noisy.

B. Supervisors are responsible for:

1. Ensuring that hearing protectors are available and that their personnel make proper use of this protective equipment.
2. Requesting assistance from the Safety Committee in investigating operations that may be excessively noisy.

C. Administration is responsible for:

1. Having audiometric examinations available annually during the physical exam.
2. Maintain noise exposure measurement tools.

D. The City's Fire Physician is responsible to:

1. Advise personnel on steps to be taken to prevent hearing loss.
2. Maintain all records of audiometric examinations. Retain records for the duration of the employees' employment, plus five years.

Mayor, Rod Cross

Fire Chief, David Lapof

Effective Date: Nov. 5, 2025

OCCUPATIONAL SAFETY AND HEALTH
POLICY 406.02
HEARING CONSERVATION

CITY OF TOLEDO

FIRE DEPARTMENT POLICY

OCCUPATIONAL SAFETY AND HEALTH POLICY 406.03 PERSONAL PROTECTIVE EQUIPMENT (PPE)

SCOPE

- A. This standard regulates the provision of proper personal protection (in the form of protective clothing) to all fire department members who are exposed to dangerous situations, hazardous atmospheres and environments. It was established to:
 - 1. Define the various types of personal protective equipment (PPE) utilized by members of the fire department.
 - 2. Establish procedures for the use of protective clothing and equipment to reduce the risk of illness, injury or death that might result from a member's exposure to a hazardous environment.
- B. This standard applies to and is required by all members that may be exposed to hazardous environments.

POLICY

- A. Fire department members shall utilize and wear protective clothing and safety gear as prescribed by those policies and procedures contained herein.
- B. Use of protective clothing as defined and prescribed within this policy shall be considered mandatory during emergency operations and/or whenever the chance or risk of personal injury to fire department members may exist.

DEFINITIONS

- A. The following section defines the various levels of protective clothing utilized by the Fire Department. It must be understood, however, that each level of protective clothing carries with it advantages and disadvantages and that those conditions, which make one level appropriate, may render another level totally inappropriate.
 - 1. PPE with Self-Contained Breathing Apparatus (SCBA)
 - a. Helmet
 - b. Gloves
 - c. Turnout Coat
 - d. Turnout Pants with suspenders
 - e. Turnout Boots
 - f. SCBA
 - g. Nomex Particulate Hood

CITY OF TOLEDO FIRE DEPARTMENT POLICY

2. PPE - Turnout (T/O) Gear
 - a. Helmet
 - b. Goggles or face shield only (depending upon the nature of the eye hazards involved).
 - c. Gloves
 - d. Turnout coat
 - e. Turnout pants with suspenders
 - f. Turnout boots
3. PPE – Apparatus Operator (A/O)
 - a. Helmet
 - b. Goggles or face shield (depending upon the nature of the eye hazards involved).
 - c. Gloves
 - d. Turnout pants with suspenders
 - e. Turnout boots
4. Wildland PPE
 - a. Helmet
 - b. Goggles
 - c. Yellow fire jacket
 - d. Nomex work uniform pants or Nomex over pants
 - e. Wildland boots per department policy
 - f. Gloves
 - g. Fire Shelter
5. Special Protective Ensemble PPE
 - a. Special types of clothing and equipment as determined by the IC.

LEVELS OF PROTECTION FOR INCIDENT TYPES

A. Structure Fires:

1. All members operating at a structure fire who are 1) working inside or on top of the structure; 2) are expected or are preparing to enter or climb on top of the structure; or 3) are working in an established hazard zone as identified by the IC or Safety Officer, will be in PPE with SCBA.
2. All other members operating at a structure fire (including Command Personnel, support personnel, pump operators and EMT's) who are working outside the structure and/or established hazard zone and who may not be expected to enter or climb atop the structure will wear appropriate clothing and equipment based upon the incident.

CITY OF TOLEDO FIRE DEPARTMENT POLICY

B. Hazardous Material Incidents

1. All members assigned to work within the hot zone at a hazardous materials incident will wear PPE.
2. Members who are assigned to work within the warm zone at a hazardous materials incident will wear PPE T/O Gear. A higher level of PPE may be required by the Incident Commander based upon the type of material involved, the proximity and distance of members to the hot zone, weather conditions, etc.
3. All members assigned to work within the decontamination corridor at a hazardous materials incident will wear appropriate clothing and equipment as required by the IC based upon the material involved.
4. All members assigned to work within the cold zone at a hazardous materials incident will wear appropriate clothing and equipment as required by the IC based upon the material involved.

C. Vehicle Accidents:

1. All members directly involved in extrication efforts and/or within the established hazard zone will wear at least PPE T/O gear with a traffic safety vest.
2. All members working at vehicle accidents within the established hazard zone where the hazard from spilled fuel or flammable liquids is present will wear at least PPE T/O Gear. If a respiratory hazard is present or the potential for ignition exists, PPE with SCBA is required. Due the potential for ignition, a traffic safety vest should not be donned. Members working outside the hazard zone will wear at least PPE T/O gear with a traffic safety vest.

D. Vehicle Fires:

1. Members operating at vehicle fires, will wear PPE with SCBA unless otherwise dictated by the IC (e.g. lack of IDLH atmosphere).

E. Wildland Fires:

1. All members working at wildland fires will wear at a minimum WILDLAND PPE.

F. Overhaul:

1. Members engaged in overhaul operations will wear PPE with SCBA until otherwise dictated by the Incident Commander.

CITY OF TOLEDO FIRE DEPARTMENT POLICY

G. Other Situations:

1. In specific situations for which no guidelines have been provided, the proper protective clothing and equipment to protect against all foreseeable hazards will be worn.

GENERAL STANDARD

- A. Each member will properly maintain the protective clothing and equipment that have been issued to them and that are carried on the apparatus to which they have been assigned.
- B. A standard washing machine and dryer have been provided at the fire station to allow members to maintain their work uniforms.
- C. A protective clothing washer will be made available to assist members in maintaining their turnout coat and pants. Each member shall clean their structural protective clothing at least once every six months and every time it is contaminated.
- D. Any equipment or protective clothing that is found to be unsafe or inoperable should be red-tagged, removed from service immediately, and forwarded to the appropriate officer or technician for repair.

EMERGENCY OPERATIONS

- A. All members will wear and utilize appropriate protective clothing during emergency operations. Additionally, the intent of this policy is to avoid any respiratory contact with products of combustion, super-heated gases, toxic products or other hazardous contaminants.
- B. The use of breathing apparatus means that all personnel shall have face pieces in place, with breathing air from the supply provided. To reduce the risk of exposure, Self-Contained Breathing Apparatus (SCBA) shall be used by all personnel, regardless of department affiliation, operating:
 1. In a contaminated atmosphere.
 2. In an atmosphere which may suddenly become contaminated.
 3. In an atmosphere which is oxygen deficient.
 4. In an atmosphere which is suspected of becoming oxygen deficient.

This includes all personnel operating:

1. In an active fire area.
2. Directly above an active fire area.
3. In a potential explosion or fire area, including gas leaks and fuel spills.

CITY OF TOLEDO

FIRE DEPARTMENT POLICY

4. Where products of combustion are visible in the atmosphere, including vehicle fires and dumpster fires.
 5. Where invisible contaminants are present or are suspected to be present to include interior and exterior overhaul operations.
 6. Where toxic products are present, suspected to be present, or may be released without warning.
 7. In any confined space which has not been tested to establish respiratory safety.
 8. Where the four-gas monitor sounds an alarm indicating a hazardous or toxic environment.
- C. In addition to the above, SCBA shall be worn by all personnel operating at fire incidents above ground, below ground or in any other area which is not, but which may become contaminated by products of combustion or other hazardous substances. In these circumstances only, the SCBA may be worn with the face piece removed. The wearing of SCBA in these situations provides that it will be immediately available for use if conditions change or if personnel are to enter an area where the use of SCBA is required.
- E. Before leaving the apparatus, each member will don the protective clothing and equipment appropriate for the hazards to which they may be exposed. If the equipment you need is not available on the apparatus you arrived on (e.g. SCBA), retrieve the needed equipment from another apparatus. In short, use common sense.
- D. Premature removal of SCBA must be avoided at all times. If the Incident Commander specifies a certain level of PPE, it will remain in place until determined otherwise by the Incident Commander.
- E. When going to rehab or upon conclusion of an incident, gross decontamination will occur before any PPE is removed. If SCBA is in use, gross decontamination will take place while remaining on air supply.

TRAINING

- A. Members engaged in training sessions will wear protective clothing that is appropriate for the activities in which they may be involved.

ROUTINE OPERATIONS

- A. Members will use appropriate safety gear and/or protective clothing when engaged in routine activities that may present a personal safety hazard.
- B. Members involved in Fire Company Inspections or pre-planning activities or tours will, when necessary, wear the appropriate protective clothing during such inspections, activities or tours, to provide protection from any hazards which may be present in the area. Officers or members in command of such activities, inspections, or tours are responsible to ensure that adequate protective clothing is properly utilized.

Effective Date: Nov. 5, 2025

OCCUPATIONAL SAFETY AND HEALTH
POLICY 406.03

CITY OF TOLEDO

FIRE DEPARTMENT POLICY

MAINTENANCE

- A. Inspection and maintenance of issued personal protective equipment shall be completed in accordance with Fire Department Administrative Policy.

RESPONSIBILITY

1. Officers are responsible for enforcing the provisions of this standard and for immediately correcting any deficiencies that might occur.
2. Each member is responsible for strictly adhering to the provisions of this standard and for wearing protective clothing and equipment appropriate for incident operations.
3. All members operating within the hazardous perimeter of an incident are responsible to ensure that they are properly attired and using the appropriate protective clothing and equipment. Any member who is in violation of this procedure will be directed to promptly leave the hazardous area until the appropriate protective clothing and equipment is donned.

Mayor, Rod Cross

Fire Chief, David Lapof

CITY OF TOLEDO

FIRE DEPARTMENT POLICY

OCCUPATIONAL SAFETY AND HEALTH

POLICY 406.04

PASSPORT ACCOUNTABILITY

SCOPE

- A. This policy is established to provide a standard for maintaining personnel and resource accountability during an emergency incident. Personnel accountability during an emergency incident is a critical component of the Incident Command System. The Passport System of accountability utilizes Command Boards, Passports, Nametags, and Helmet Shields with unit number Inserts to provide an accurate mechanism of tracking the following information throughout the incident:
1. The identifier of the resource.
 2. The names of assigned personnel to each resource.
 3. The location where resources and individual members are operating.
 4. The tactical assignments crews have been given and tasks individuals are performing.
 5. Time of assignment

REFERENCES

Oregon Occupational Safety and Health Administration (OR-OSHA) regulations as specified in the Oregon Administrative Rules (OAR) 437-02-0182(9) Oregon Rules for Firefighters – Accountability, requires the use of an accountability system which is consistent with the requirements of Section 2-6 of the National Fire Protection Association (NFPA) Standard 1561 Fire Department Incident Management System.

OR-OSHA regulations as specified in OAR 437-02-1910.134(4)(i) Respiratory Protection Procedures for Interior Structural Firefighting requires that two (or more) employees work together during interior structural firefighting when the atmosphere is immediately dangerous to life and health (IDLH) and that these personnel maintain contact by voice, visual or direct touch.

Toledo Fire Department Policies: Incident Command; Structural Incidents; and Hazardous Materials

DEFINITIONS

- A. The following definitions shall apply to the passport accountability standard.
1. **Emergency Incident:** Any incident to which Toledo Fire Department (TFD) responds to deliver emergency services including rescue, structural and wildland fire suppression, medical treatment and other forms of hazard control and mitigation.

CITY OF TOLEDO FIRE DEPARTMENT POLICY

2. Emergency Incident Perimeter: The area where for safety reasons, the public is not allowed access. This area always includes the Hot and Warm Zones of an incident and may also include other areas outside of those designated zones.
3. Extended Attack: Any fire attack operations that continue beyond an initial response period typically the first 12 hours. Extended Attack operations shall be conducted with an Incident Action Plan.
4. Initial Attack: The fire attack operations that are conducted during the initial response period, typically no longer than 12 hours.
5. Incident Action Plan: An operational plan used during extended fire attacks that outlines the General Control Objectives, Critical Information, and any other pertinent information necessary for a given operational period.
6. Nametags: Nametags are a Velcro backed plastic tag with person's name engraved on it.
 - a. Color Codes: when available
 1. Chief Officers – White
 2. Captains/Lieutenants – Red
 3. Engineers/Firefighters – Yellow
 4. EMS Volunteers – Blue
 5. Support/Cadets Personnel – Orange
 6. Recruits – Black
7. Passports: A three part 2" x 4" piece of Velcro, with white or red plastic top and bottom containing the following information:
 - a. The top portion contains the apparatus identification number or crew designator; (example E-42 or HB-41). On makeup passports, this portion is blank to allow the crew identifier to be written in.
 - b. The middle Velcro portion holds crew members nametags.
 - c. The bottom portion is for recording notes such as "time on supplied air" or "assignment".
 1. Primary Passport – White card, which is carried by the officer until used as a passport for entrance into the emergency incident perimeter or hazardous area.
 2. Secondary Passport – Red card used as a second means of tracking resources and assigned personnel and located on the officer's side of the apparatus.

CITY OF TOLEDO FIRE DEPARTMENT POLICY

3. Make-Up Passports – White blank passports used to replace lost passports, create passports for mutual/auto aid companies, and to keep accountability of other resources that are on scene of emergency incident.
4. Make-Up Kit – This kit is kept on staff vehicles and contains the appropriate materials to make passports, nametags, helmet shield inserts, and supply the components of a passport system for those personnel who may not have, or have lost such items.
8. Passport Accountability System: The passport system is a procedure that utilizes passports, nametags, status boards, helmet shields with inserts, and make up kits to track the assignments of commanders, companies, crews, and individuals at an emergency incident.
9. Command Boards: A board used by commanders/supervisors to hold passports of assigned crews and take notes. Used by the Incident Commander to organize initial ICS assignments, track key life safety issues, incident control, and property conservation benchmarks. Also to manage and track: branches, divisions, groups, etc., and to maintain passports during emergencies.

PROCEDURE

C. Primary Passports

1. The apparatus officer shall assure that the primary passport is in their possession with each crewmember's nametag in place.
2. Each person in charge of a crew, team, or unit shall make sure that the passports are correct and available for use.
3. The Primary Passport shall remain with the officer when:
 - a. They are the only unit at the incident.
 - b. They are a committed first arriving unit at the incident before establishing a command post or having passed command.
 - c. They are on or directed to a remote side of an emergency incident before establishing a division or group supervisor.
 - d. When a company that has not transferred their passports and leaves a hazardous area, they shall report their status by radio or personal contact to their command supervisor. The Incident Commander may collect the red Secondary Passport for tracking on their command board. When reassigned or directed to rehab or to refill air cylinders, the company shall give their primary passport to the appropriate command supervisor.

CITY OF TOLEDO FIRE DEPARTMENT POLICY

D. Secondary Passports

1. The officer shall assure that the secondary passport is attached to the storage Velcro on the dash, door or doghouse of the apparatus with each crewmember's nametag in place.
2. Secondary passports are used as a second means of identification for resources and crewmembers.
3. The secondary passport shall not enter the hazardous area.

E. Nametags

1. Nametags (one each) are attached to the primary and secondary passport of your assigned company/apparatus.
2. **IMPORTANT:** Nametags shall be accurately attached to the passports prior to entering Emergency Incident Perimeter.
3. All personnel are responsible for ensuring their nametags are applied to the appropriate passports. The officers name tag shall be placed at the top. Below this and upside down shall be the apparatus operator, if the apparatus operator stays with the apparatus. If the apparatus operator reports to the command post or incident with his crew, then their name would be right side up. All other personnel shall be placed below the apparatus operator.

F. Wildland Incident Accountability

1. Due to the complexity of a Wildland Incident, the accountability of all personnel on scene becomes increasingly challenging. The tracking and recording of equipment & personnel shall be determined by the operational period of the incident.
2. Initial Attack
 - a. During the Initial Attack operations, personnel shall attach the name tags to the passports within the vehicle. The primary passport shall be kept with the company officer and the secondary passport shall remain with the apparatus. The Velcro insert shall be placed onto the left side of the wildland helmet.
 - b. During this period of an incident, the IC shall maintain an accountability of all equipment and apparatus on scene.

CITY OF TOLEDO FIRE DEPARTMENT POLICY

3. Extended Attack
 - a. During Extended Attack operations of a wildland incident, the IC will maintain the accountability of personnel and apparatus through an approved method.
 1. T-Card Resource Status Card System (Wildland Incidents)
 2. Incident Action Plan
 3. Passport Accountability System

RESPONSIBILITIES

- A. It shall be the responsibility of all members of the fire department to follow this standard.
- B. It shall be the responsibility of all officers of the fire department to ensure that all members follow this standard.

Mayor, Rod Cross

Fire Chief, David Lapof



**CITY OF TOLEDO
REQUEST FOR COUNCIL ACTION**

Council Goal:	Meeting Date:	Agenda Topic:
4.Enhance civic engagement and transparency by implementing a comprehensive community outreach program...	November 5, 2025	Approval of second funding payments to Toledo History Center and Yaquina Pacific Railroad Historical Society
	Agenda Type:	
	Decision Items	
Prepared by:	Reviewed by:	Approved by:
City Manager Rich Huebner	City Manager Rich Huebner	City Manager Rich Huebner

Recommendation:

Motion to approve expenditure of \$3,000 for Toledo History Center and to approve expenditure of \$3,000 for the Yaquina Pacific Railroad Historical Society to be paid from the City Council Strategic Reserve Fund in Fiscal Year 2025-2026.

Background:

Representatives of the Toledo History Center and the Yaquina Pacific Railroad Historical Society have previously appeared before the Budget Committee and the City Council to request financial support from the City.

In fiscal year 2024-2025, each organization was given \$12,000 by the Council; the Yaquina Pacific Railroad Historical Society was given an additional \$2,000 by the Contribution Committee.

At its June 25, 2025 meeting, the City Council passed a motion to approve expenditures of \$3,000 each to the Toledo History Center and the Yaquina Pacific Railroad Historical Society for fiscal year 2025-2026. The approved motion provided opportunity for each organization to return quarterly to provide Council with a financial report and to request continued financial support. Each organization appeared before Council to deliver their report at Council's October 15, 2025 meeting. Council consensus was to receive an RCA to consider whether to approve issuing further expenditures in support of one or both agency.

Fiscal Impact:	Fiscal Year:	GL Number:
\$6,000	2025-2026	020-200-607500

Attachment:

N/A