

ORDINANCE NO. 13-1016

AN ORDINANCE ADOPTING THE SOUTH END CONCEPT PLAN; ADOPTING AMENDMENTS TO OREGON CITY COMPREHENSIVE PLAN, COMPREHENSIVE PLAN MAP AND ITS ANCILLARY DOCUMENTS; (PLANNING FILE L 13-03)

WHEREAS, the City has worked with Oregon City residents and public advisory groups to develop the overall vision, policies and goals for the future growth and development of the South End Concept Plan area; and

WHEREAS, the South End Concept Plan is intended to guide the growth and management of the South End Concept Plan Area, to support natural, recreation, and economic benefits for the community of Oregon City, and to provide a framework for implementation of identified goals and policies; and

WHEREAS, the South End Concept Plan complies and is consistent with Statewide Planning Goals, Metro Ordinance No. 02-969B, and Chapter 3.07 of the Metro Urban Growth Management Functional Plan, specifically Metro Title 11 – Planning for New Urban Areas; and

WHEREAS, notice was mailed to all Oregon City property owners in conformance with Measure 56 requirements and notice was published in the local newspaper. Public meetings open houses, workshops and other media and web-based forums were held where the objectives and concepts of the South End Concept Plan were presented and discussed; and

WHEREAS, the Planning Commission and the City Commission both held publicly noticed work sessions on the proposed Concept Plan; and

WHEREAS, the Oregon City Planning Commission held public hearings on November 25, 2013, December 9, 2013, January 13, 2014 and February 10, 2014 to take testimony and evidence on the proposed comprehensive plan amendment; and

WHEREAS, on February 10, 2014, based on the oral and written testimony received at the public hearings, the Oregon City Planning Commission voted 5-0 to recommend approval of Planning Files L 13-03 to the City Commission with the attached additional findings and additional Planning Commission recommendations in Exhibit 3; and

WHEREAS, the Oregon City City Commission held public hearings on January 15, 2014, February 19, 2014 and March 5, 2014 to take testimony and evidence on the proposed comprehensive plan amendment; and

WHEREAS, based on the oral and written testimony received at the public hearings, the Oregon City Commission the City Commission concurs with the Planning Commission's recommendation; and

WHEREAS, in a project of this size and scope, additional editing and refinement will inevitably be necessary after adoption; and

WHEREAS, further amendments to the Oregon City Comprehensive Plan and Map and Oregon City Municipal Code and Zoning Map will be necessary in order to implement the South End Concept Plan, and these Amendments will be considered and reviewed in a duly noticed

public hearing which will be mailed to all Oregon City residents and interested parties in compliance with Measure 56; and

WHEREAS, adopting the South End Concept Plan, as amendments to the Comprehensive Plan and its ancillary documents is in the best interest of Oregon City to ensure that the goals and policies of the City can be realized,

NOW, THEREFORE, OREGON CITY ORDAINS AS FOLLOWS:

Section 1. The South End Concept Plan and Appendices as provided in Exhibit 1, is hereby adopted as an Amendment to the Oregon City Comprehensive Plan including the findings contained in the Staff Report and Record for Planning File L 13-03 in Exhibit 2, and the Additional Findings in Exhibit 3.

Read for the first time at a regular meeting of the City Commission held on the 5th day of March 2014, and the foregoing ordinance was finally enacted by the Commission on this 16th day of April 2014.



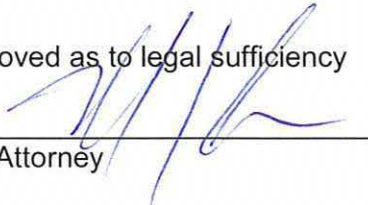
Doug Neeley, Mayor

Attested to this 16th day of April 2014:



Nancy Ide, City Recorder

Approved as to legal sufficiency



City Attorney

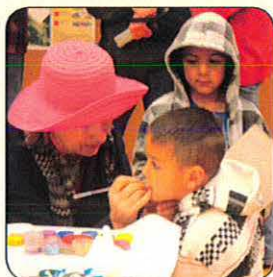
Exhibit 1 – South End Concept Plan and Comprehensive Plan Amendments

Exhibit 2 – Combined Staff Report and Record for Legislative Files L 13-03 and 13-04

Exhibit 3 - City Commission Additional Findings



South End Concept Plan



March 2014



Acknowledgements

Thank you to all participants in the Concept Plan development process, including these community and civic leaders, staff and consultants.

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EXECUTIVE SUMMARY

The South End Concept Plan preserves what residents value most about South End today while planning for those who will live there in the future. The Concept Plan area is located adjacent to the southwest corner of Oregon City, south of Rose Road and extending approximately one mile south along both sides of South End Road. A robust and comprehensive community engagement process formed the basis of the Concept Plan. A variety of strategies were used to define a community vision and values and engage the community early and frequently with the broadest possible participation. Today, South End is a predominantly residential area of low density single-family homes, with a mix of larger lot of county subdivisions and newly developed city subdivisions. The South End Concept Plan establishes a series of walkable and diverse new neighborhoods that are modeled after the most valued and beloved historic neighborhoods in Oregon City and throughout the region.

Community Vision and Values

Vision

Oregon City's South End is a safe, vibrant and diverse community. Parks, plazas and other public gathering places strengthen the sense of community and connectedness. A variety of housing choices and amenities are the foundation of great neighborhoods for people of all ages. South End's historic rural character is retained through a variety of means. Streams, trees, wetlands and wildlife habitat are protected and enhanced through a network of natural areas. As one center of community, McLoughlin Elementary is a hub of learning and information exchange. Paths, trails and family friendly streets provide safe travel for all. Several transportation options are available and connect South End to downtown Oregon City and the region.

Values

Rural Character

South End is a peaceful community whose pastoral nature is indicated by small farms, large fields and expansive views.

Livable

Homes and neighborhoods in South End are safe, attractive and family-friendly.

Sense of Place

South End residents respect the unique culture and history of the area.

Environmental Quality

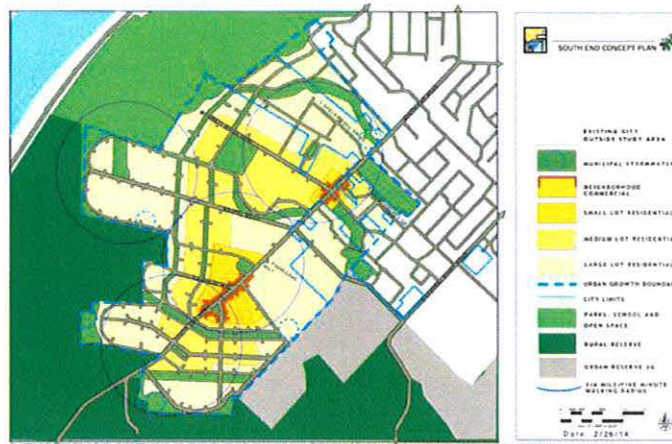
South End residents care deeply for the streams, trees, clean air and water and other natural features.

Excellent Schools

The South End community takes pride in and supports the high quality of its schools.



Concept Plan Diagram



Key Elements

Natural Features

- Preservation of contiguous natural spaces and wildlife corridors.
- Preservation of most wetland areas with several road connections across streams/wetlands at narrow points.
- Improved access to natural areas and views.

Parks and Trails

- Network of new parks, open spaces and gathering places.
- Larger park sufficient for ball fields and other recreational opportunities.
- Trail connections to parks, natural areas, regional trails, neighborhood retail and residential neighborhoods.
- Use of utility corridors for new trails.
- Preservation of private open space for non-public uses.
- Civic uses envisioned in various parks and public spaces.

Housing

- Housing choice—a mix of single family (large, medium and small lots), multi-family and mixed-use designations.
- Small lot residential located in two neighborhood centers along South End Road.

Retail

- Limited neighborhood commercial uses along South End Road at Forest Ridge Lane and Navajo Way.

Transportation

- Complete road network promotes connectivity and increases travel options.
- Pedestrian and bicycle improvements, including new sidewalks, pathways and bike lanes.
- South End Road as three-lane arterial.
- Two family-friendly roads parallel to South End Road; the eastern-most designated a collector.
- A slow, narrow road along the bluffs to provide public access and views.
- Roundabouts to safely accommodate through-traffic at major intersections.
- Optimized number of new street connections to South End Road to preserve capacity.

Infrastructure

- New water and sewer infrastructure constructed with roads to meet community needs.
- Stormwater retention ponds and swales along natural features at edges of plan area.

BACKGROUND

The City of Oregon City has prepared the South End Concept Plan to preserve what residents value most about South End today while planning for those who will live there in the future. The South End Concept Plan project area is located adjacent to the southwest corner of Oregon City, south of Rose Road and extending approximately one mile south along both sides of South End Road. Today, South End is a predominantly residential area of low density single-family homes, with a mix of larger lot of county subdivisions and newly developed city subdivisions.

The Metropolitan Service District (Metro) requires governing jurisdictions to adopt comprehensive plan provisions for areas brought into the urban growth boundary (UGB) to guide the orderly and efficient conversion from rural to urban uses. The South End Concept Plan establishes a framework of policies and implementing ordinances before annexation can take place and urban-level development can occur. A product of extensive community engagement and technical analysis, the South End Concept Plan is adopted as an amendment to the City's comprehensive plan and zoning code, which must comply with Metro code and DLCD requirements. In compliance with Title 11 of *Metro's Urban Growth Management Functional Plan*, elements of the South End Concept Plan include housing, transportation, natural resources, parks and trails, public facilities and services, schools and financing. In accordance with the Oregon City Comprehensive Plan, the South End Concept Plan also includes commercial designations in an amount sufficient to serve the needs of the South End neighborhood.

Process

A robust and comprehensive community engagement process formed the basis of the South End Concept Plan. A variety of strategies were used to define a community vision and values and engage the community early and frequently with the broadest possible participation. The community engagement process was designed to:

- Encourage dialogue and provide opportunities to participate meaningfully throughout the planning process.
- Identify and communicate potential Concept Plan benefits.
- Build understanding and trust in the planning process through clarity and transparency.
- Create a framework for implementation.

A 19-member Community Advisory Team (CAT) representing a variety of interests was convened to guide development of the South End Concept Plan. The CAT met seven times throughout the course of the project to review and comment on work products, advise on public involvement and community engagement efforts, act as liaisons to specific constituencies or interest groups, host public events and encourage community members to participate in the Concept Plan process. A Technical Advisory Team (TAT) also was established to review the key deliverables for technical adequacy and jurisdictional conformance. The TAT consisted of City staff and representatives from Metro, Clackamas County and other local service providers and governing agencies.

Sample quotes from participants are included in boxes such as this throughout the document.



Thank you for all the hard work that everyone is doing to keep us all in the loop and asking for our input.



What people like about South End now:

- *South End is a nice, safe community where you can enjoy the scenery and overall feel of the area.*
 - *South End is one step into the country from a neighborhood. Amazing!*
 - *I feel very safe in my neighborhood. It is very quiet. It's an easy drive to downtown Oregon City and Portland. At the same time, I'm a minute away from the beauty of the farms where I can cut my Christmas tree, buy farm fresh eggs or ride horses.*
-

In addition to a host of more traditional public engagement, the City also used a variety of social media forums to enhance community engagement, including an interactive website, email blasts, and regular posts/tweets on Facebook and Twitter.

The community engagement process consisted of two phases. Phase 1 (Community Vision and Values) was designed to 1) provide South End community members with information about the project, including the history of the Urban Growth Boundary, land use planning in Oregon, and reason for concept planning; and 2) engage residents in a discussion about community values, preferred methods of participation, and desired outcomes including potential benefits of concept planning and eventual urbanization. The effort began with eight in depth interviews of residents and key stakeholders to better understand the unique qualities of South End and refine the community engagement approach. The other primary tool for achieving the Phase 1 goals was a series of Community Conversations. The CAT, with support from the City, hosted 17 Community Conversations with various community and civic organizations throughout the city of Oregon City and in the South End area. Participants were asked to respond to these questions:

1. What do you like best about South End?
2. Is there anything you would change about South End to make it better?

An online survey was used to augment the interviews and provide an opportunity for expanded engagement. The City received 40 responses to the same questions of what people like about South End and what they would change to make it better.

Phase 1 results were used to establish a preliminary community vision and values to guide the Concept Plan process. The vision and values were be used to develop evaluation criteria for the draft and final Plan. The vision and values were reviewed during a public open house on December 13, 2012. This was one of four community meetings to engage the broader Oregon City and South End communities. The open house also was used to identify opportunities for future enhancements to preserve South End's key attributes of the natural and built environments. An interactive online forum or "virtual open house" was launched in conjunction with open house and allowed participants to answer the same questions asked at that event. In total, more than 300 people participated in the open house and online forum.

The purpose of Phase 2 (Concept Plan Development) of the community engagement process was to translate the vision and values into a Concept Plan for South End. The City invited community participation through a video hosted on the project website (www.southendconceptplan.org). The first activity of Phase 2 was the February 27, 2013 community workshop where approximately 100 participants learned about best practices in planning and urban design then took part in a land use planning game to envision their ideal land use patterns for the future of South End, including parks, trails, roads, housing, retail and civic uses. The 18 community design maps were used to develop three design alternatives for the future of South End.

The three land use alternatives were presented at Part 1 of the Forum for the Future

of South End April 12-13, 2013 where TAT, CAT and community members reviewed the alternatives through two days of events. An online forum was launched April 15th and continued throughout the month. Forum participants identified aspects of the three alternatives they most liked and disliked. These comments were used to develop a preferred community design concept that incorporated the most favored elements of the three alternatives. Community members reviewed the preferred concept Part 2 of the Forum on the Future of South End on June 1, 2013 and accompanying online survey. Participant comments were used to refine the preferred concept resulting in the draft Concept Plan and map. In total, more than 250 people participated in the Forum.

*Buildings should
blend with the current
character of South End.*

Existing Conditions

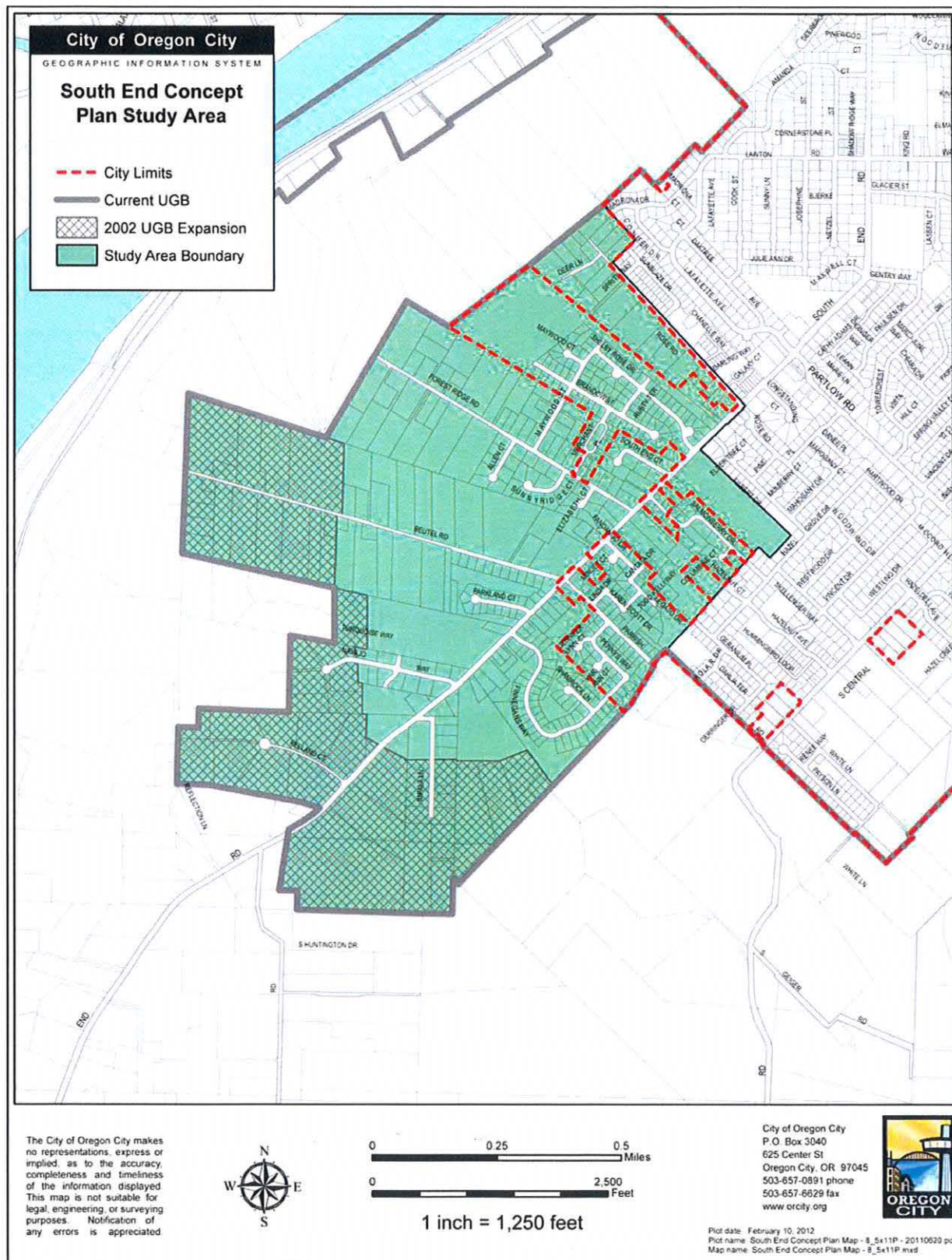
The 611-acre South End Concept Plan study area consists of 133 acres currently in the limits of Oregon City, as well as the 478 acres in unincorporated Clackamas County. The unincorporated area is comprised of approximately 188 acres brought into the Urban Growth Boundary (UGB) in 2002 and another 290 acres added to the UGB prior to 2002. That 290-acre area has not been annexed to the city. The Concept Plan Area is bordered by the City of Oregon City to the north and Clackamas County Urban and Rural Reserves to the east, west, and south. More detailed descriptions of existing conditions in South End can be found in Appendix A.

Land Use

The predominant land use in the concept plan area is low density residential subdivisions developed in the 1970s, interspersed with some limited farm and forest uses, pastures and a few institutional uses. The majority of the housing within the plan area is located along the long access roads which intersect South End Road. The northern end of the planning area, from Forest Ridge Road south, is comprised of a network of county subdivisions interspersed with larger acreage lots developed primarily between the 1970s through the 1990s. Fingers of incorporated city subdivisions interweave with these unincorporated areas.



Figure 1. South End Concept Plan Area



Beutel Road and Forest Ridge Road are long straight spine roads which both run to the east away from South End Road. The housing along these roads consists of a mix of some one or more-acre rural estate-styled housing and several dozen quarter- to half-acre lots in various configurations. The homes are a mixture of newer and older styles with a predominance of single-story, single-family houses with side and rear yard outbuildings.

At the southern end of the planning area is the Kelland Court neighborhood. Lots here tend to be larger and more spread out than the northern end of the planning area. Moving north up Sound End Road leads to several county subdivisions which consist of half to quarter-acre single-family lots and are separated from one another by fields which have yet to develop and in some cases, are privately-owned open space.

Lands in the planning area within the city limits are designated as one of two Oregon City single-family residential zoning districts. Lands within the planning area that fall under the County's jurisdiction are in one of two county zoning designations as shown in Table 1.

Table 1. Zoning within the Planning Area, Oregon City South End, 2012

Zoning	Abbreviation	Jurisdiction	Acres
R-8	Single Family Dwelling District 8,000 SF Minimum	City of Oregon City	43.2
R-10	Single Family Dwelling District, 10,000 SF Minimum	City of Oregon City	62.0
FU-10	Future Urban 10-Acre District	Clackamas County	314.1
RRFF-5	Rural Residential Farm Forest 5-Acre District	Clackamas County	191.5

Source: City of Oregon City Municipal Code, Title 17 / Clackamas County Zoning and Development Ordinance

Buildable Land Analysis¹

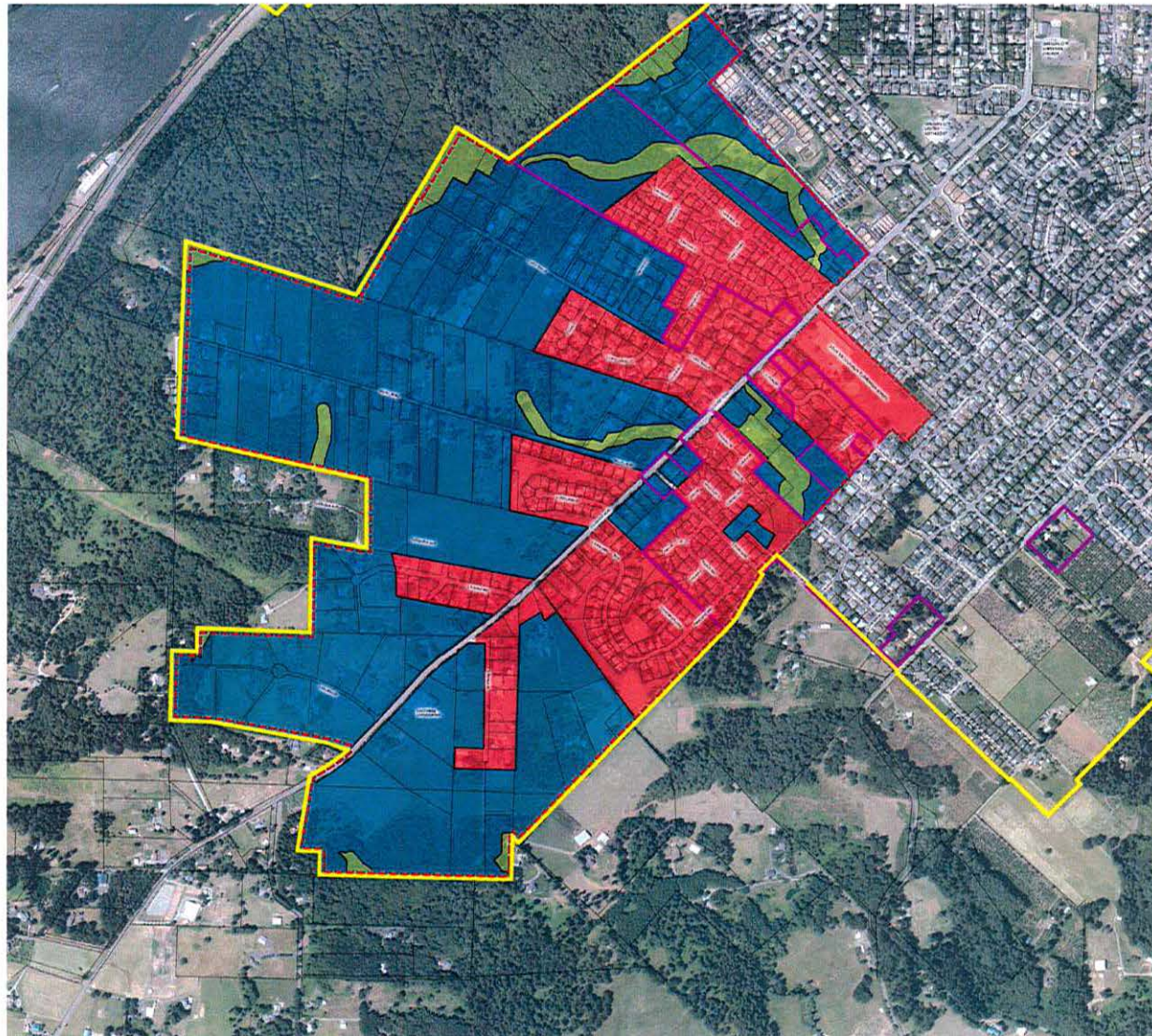
Buildable lands are those within the urban growth boundary that are suitable, available, and necessary for residential or employment uses. Buildable lands include both vacant land and land that is likely to be redeveloped, and are not severely constrained by natural hazards or subject to natural resource protection measures. The amount of buildable land within the planning area is described in Table 2. The 283 net buildable acres identified in this preliminary analysis are the maximum acres projected to be available for development, as shown in Figure 2.

Table 2. Buildable Areas, Oregon City South End, 2012

Gross Area in UGB Area	498.7 Acres
Developed Land	101.8 Acres
Unbuildable Land	27.7 Acres
Buildable Land	369.2 Acres
New Roads and Utilities (25%)	92.3 Acres
Net Buildable Area	276.9 Acres

¹ Definitions related to the Buildable Land Analysis can be found in Appendix A, Existing Conditions Report.

Figure 2. Buildable Lands Analysis



SOUTH END CONCEPT PLAN



BUILDABLE LANDS ANALYSIS

LEGEND



CONCEPT PLAN AREA



CITY LIMITS



URBAN GROWTH BOUNDARY



POTENTIALLY BUILDABLE LAND



DEVELOPED LAND



VACANT BUT ENVIRONMENTALLY
CONSTRAINED LAND



0 200' 400' 1200'
SCALE: 1" = 400'

FEBRUARY 24, 2014

Transportation

Located at the top of Canemah Bluff, the planning area is characterized by disconnected streets with large block lengths despite the relatively flat terrain. The only street providing for higher capacity motor vehicle movement through the study area is South End Road, running north-to-south connecting the study area to McLoughlin Boulevard (Highway 99E) at two locations, located roughly two miles north and south of the study area. The southerly route towards Canby has a connection at 99E that is designed for rural operating conditions, and may need to be upgraded to adequately serve higher levels of traffic. Most of the remaining streets in the planning area are non-through routes and connect directly to South End Road.

South End Road and Salmonberry Drive are generally the only routes that provide dedicated bicycle and pedestrian access in and out of the Plan area. South End Road lacks continuous sidewalks. While motor vehicle traffic volumes are not very high, the posted speed is 40 miles per hour and this section of South End Road abuts John McLoughlin Elementary School, a significant source of walking and driving trips. Continuous bike lanes along South End Road north of Beutel Road connect the study area to Warner Parrott Road. As an east-to-west through street with bike lanes, Warner Parrott Road is an important connection for bicycle travel in Oregon City, linking bicyclists to other key routes in the City, including Linn Avenue, Beavercreek Road and Molalla Avenue.

While transit service is not currently provided in the study area, it is provided in Oregon City by TriMet via seven fixed bus routes connecting Oregon City to the rest of the Portland Metropolitan area.² An Americans with Disabilities Act (ADA) paratransit service is also available within the study area. In addition, seasonal transit service is provided to residents and tourists via the Oregon City Trolley, and regional service is provided via the Canby Area Transit system, South Clackamas Transportation District, and Amtrak. Also, the Oregon City Pioneer Community Center runs a transit bus service for seniors to access essential services through a contract with Ride Connect, which is funded with federal grant funding.

We need to make sure the roads are safe for walkers and bikers. Currently, there is nowhere to walk in many places.



Public Infrastructure and Services

Water

As shown in the City's 2012 Water Master Plan, the South End Concept Plan area is served by Boynton and Henrici Reservoirs and the Mountainview Pump Station. Water services within the planning area are served by both the City of Oregon City and Clackamas River Water (CRW). Transmission mains within South End Road are owned by the City of Oregon City and Clackamas River Water. There is a master service meter located just southwest of S. Impala Lane and South End Road intersection, which delineates the two service districts. The City and CRW have a joint access agreement for special situations for areas outside of the City limits. A majority of the study area is serviced by CRW under this agreement as these areas

² TriMet discontinued service on South End Road in 2009, due to low ridership and budget reductions for local bus services.

are intermixed with unincorporated and incorporated properties. Areas outside of the City limits are serviced by Clackamas River Water District (CRW).

Stormwater

The planning area falls within the Amanda Court, Allen Court, and South End drainage basin areas as shown in the City of Oregon City Drainage Master Plan (January 1988). These basins are part of tributaries that drain to the Beaver Creek. Stormwater within the study area is currently being managed by a combination of roadside ditches, natural drainage channels, and underground storm conveyance systems. Additionally, there are a handful of existing detention ponds within the City's boundaries that service existing subdivisions and a privately owned detention pond located along the southeast side of South End Road and Kelland Court.

Sanitary Sewer

The only areas serviced by City wastewater collection are the lands located within the City limits in the northeast and east sections of the planning area. The majority of the homes within the planning area are outside city limits and currently on septic systems. The City Sanitary Sewer Master Plan indicates that the areas within the Plan boundary will drain to the South End Basin and appear to be able to handle the load at build out to urban densities. Areas within the Plan area that are inside City limits convey flows to the Parish Pump Station to the wastewater treatment plant.

Natural Resources

Two potentially jurisdictional wetlands and seven other waters of the State/United States comprising approximately 3.7 acres and 2.38 acres respectively were identified within the Plan area. Most of the wetland acreage is comprised of a somewhat linearly-shaped depression along a stream channel located in the northernmost portion of the study area. The other wetland area is east of the intersection of Forest Ridge Road and South End Road, near the confluence of two channels.

There are no significant natural areas in South End as defined under Oregon Statewide Land Use Planning Goal 5. However, the Canemah Bluffs Natural Area is directly adjacent to South End and overlook the Willamette River. The Willamette River is an American Heritage River and the Willamette River Water Trail is one of 14 nationally recognized water trails. There are several existing wildlife habitat types in the area, including approximately 102 acres of forested area and 43 acres of open grass space.

Parks and Trails

There are no public parks within the South End study area—existing open space is privately owned and maintained and signed as restricted access. Residents living in South End can utilize nearby Madrona Open Space, owned by the City, and John McLoughlin Elementary School open space, owned by the Oregon City School District. Currently in South End, there is a precedent for privately maintained open spaces serving particular residential subdivisions. South Park Estates, Finnegan's



*I really like emphasizing
access for everyone to
the views and beauty of
the area.*



Terrace and Merchant Meadows are examples of subdivisions that maintain private open space areas.

The Metro-owned and maintained Canemah Bluff Natural Area, outside the urban growth boundary, provides residents of South End with opportunities for engaging in hiking, nature viewing, and other recreational activities. This 308-acre natural area is split into two distinct sections and serves as a significant wildlife habitat resource for the region. Metro anticipates developing a formal master plan for the southern section of Canemah Bluffs within the next few years. This section of Canemah Bluffs is closest in proximity to the residents of South End. Filbert Run Park is a planned 3.5-acre park site that will be located just two blocks northeast of the South End study area. Park amenities have yet to be determined.

Currently, the South End study area does not have any publicly designated walking or biking trails. The Trails Master Plan (2004) identifies several trail projects that would improve active transportation access in South End, including the proposed Oregon City Loop Trail and Canemah Bluff Trail and BPA Powerline Trail. Planned inter-neighborhood trails include Finnegan's Trail and Parkland Trail.

Housing and Commercial Market

Oregon City had approximately 14,388 employees within the local service area in 2010, according to Metro. Metro forecasts indicate that Oregon City will add another 5,073 new households and 8,098 new jobs between 2010 and 2035, including 2,337 retail jobs, 3,263 service jobs and 2,498 other (industrial and government) jobs. Primary locations for new employment include downtown Oregon City as well as planned development areas such as Beavercreek, and locations in and around the Clackamas Community College campus. The South End area is expected to add approximately 1,539 households and 76 jobs.

Single-family detached housing units have traditionally dominated Oregon City's residential development patterns. Recent housing developments along South End Road include a mix of single-family detached homes, small lot detached homes, townhomes and duplexes.

Oregon City has had relatively high vacancy rates for general retail and has shown negative absorption levels for both general retail and shopping center space over the past 12 months. Within the Primary Market Area for the South End area there is significant retail trade leakage, which occurs as households travel outside the area to make retail purchases. By adding a neighborhood or community shopping center, South End could be positioned to intercept a portion of the retail trade leakage and benefit from long-term growth in household buying power that would occur as additional people move into Oregon City.

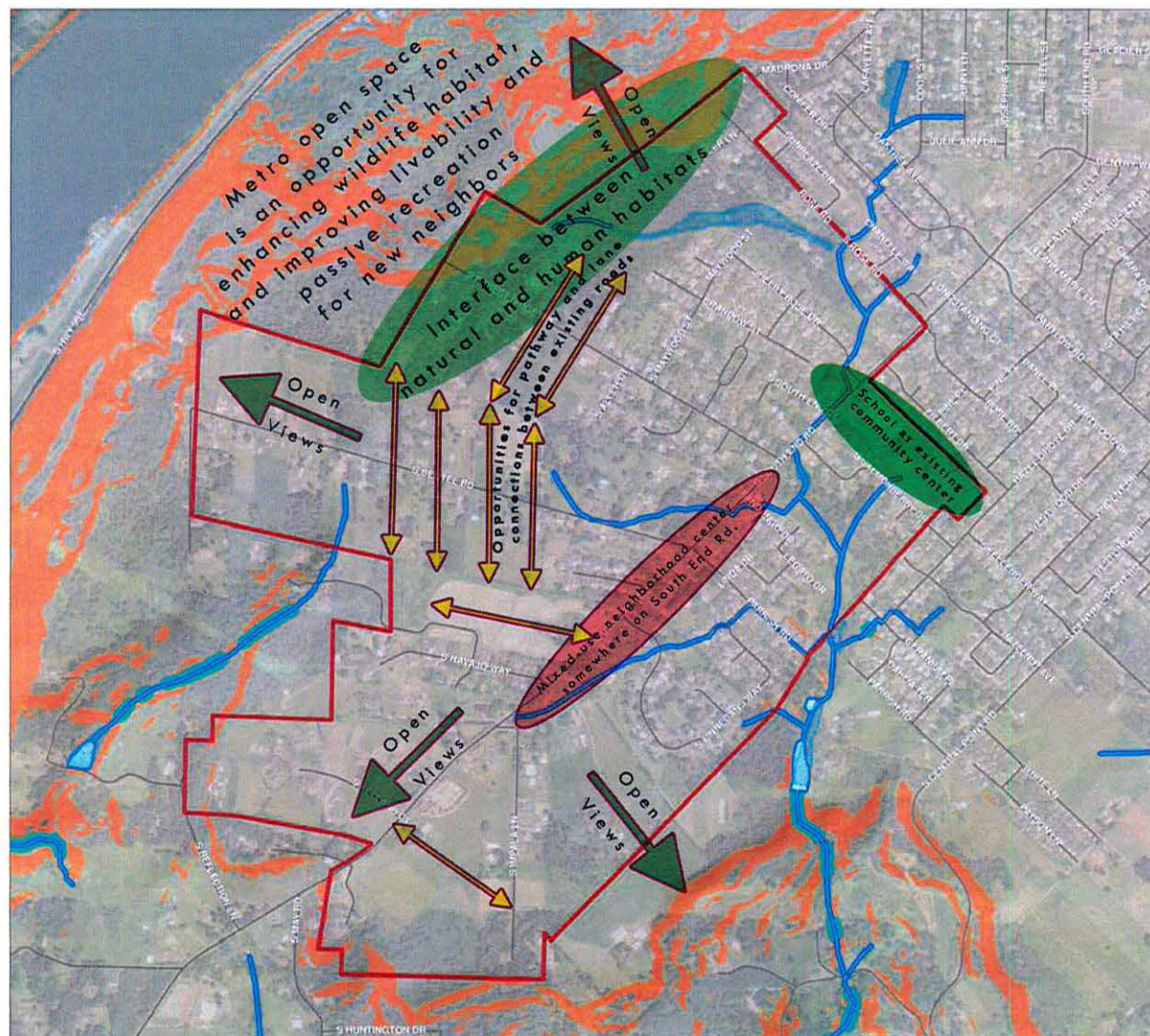


This area is residential and people have bought homes in this area for that reason.

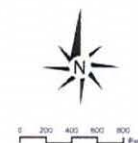


I like the clusters of commercial areas as opposed to "strip" areas.

Figure 3. Opportunities and Constraints



SOUTH END CONCEPT PLAN



Streams and Buffers

Legend

- Study Area
- Roadway
- Wetlands
- Stream
- Water Body
- 15 Ft. Stream Buffer
- 50 Ft. Stream Buffer
- Slopes Greater than 25%

EXISTING SEWER IMPROVEMENTS

LEGEND

- CONCEPT PLAN AREA
- CITY LIMITS
- EXISTING SEWER LINES
- EXISTING PUMP STATIONS



0 200' 400' 1200'

Scale: 1" = 400'

Opportunities and Constraints

Opportunities and constraints were developed based on comments received at the December 13 Community Open House and are illustrated in Figure 3.

Opportunities

- Large lot sizes within the planning area allow for large assemblages of property.
- Existing properties can be consolidated into a regionally managed stormwater system to and preserve natural resources and sensitive areas.
- New roadways, paths and trails can link homes to local and regional amenities.
- Preserve views as a lasting amenity for future residents.
- High potential for successful residential development due to a preference for suburban neighborhoods, increasing householder income levels and South End's proximity to schools and parks
- Lack of neighborhood amenities may be addressed through a combination of appropriate zoning and adequate site planning.

Constraints

- Existing development pattern and ownership fragmentation makes property assembly difficult.
- Established linear road network makes it difficult to provide new connections between existing roads.
- Large existing developments reduce the ability to link roads and trails.
- Fragmented development along main roadways has low redevelopment potential.
- Public infrastructure (sewer, water, and stormwater) are currently lacking or built to a county standard.



SOUTH END CONCEPT PLAN

Community Vision and Values

Vision

Oregon City's South End is a safe, vibrant and diverse community. Parks, plazas and other public gathering places strengthen the sense of community and connectedness. A variety of housing choices and amenities are the foundation of great neighborhoods for people of all ages. South End's historic rural character is retained through a variety of means. Streams, trees, wetlands and wildlife habitat are protected and enhanced through a network of natural areas. As one center of community, McLoughlin Elementary is a hub of learning and information exchange. Paths, trails and family friendly streets provide safe travel for all. Several transportation options are available and connect South End to downtown Oregon City and the region.

Values

Rural Character

South End is a peaceful community whose pastoral nature is indicated by small farms, large fields and expansive views.

Livable

Homes and neighborhoods in South End are safe, attractive and family-friendly.

Sense of Place

South End residents respect the unique culture and history of the area.

Environmental Quality

South End residents care deeply for the streams, trees, clean air and water and other natural features.

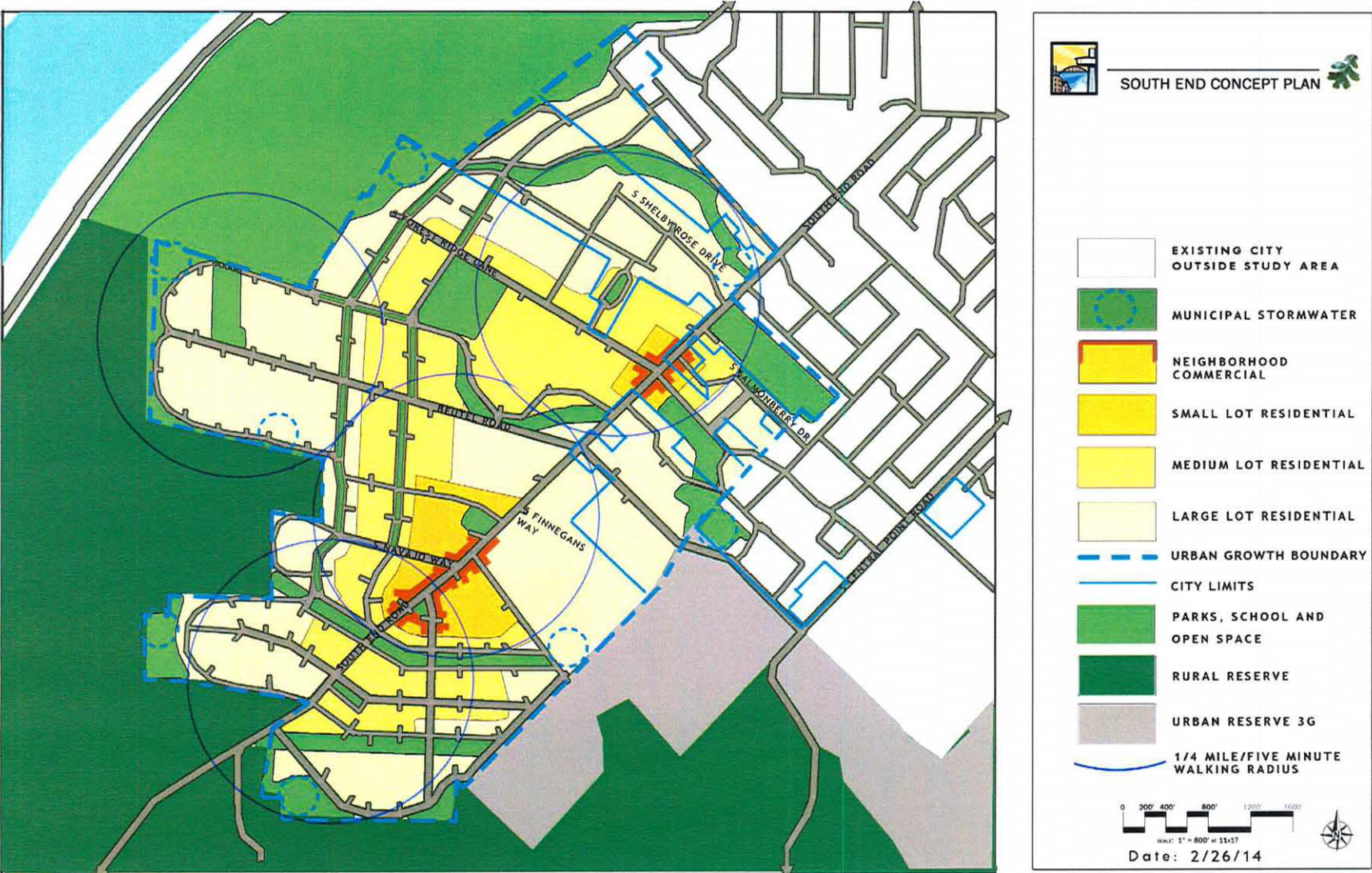
Excellent Schools

The South End community takes pride in and supports the high quality of its schools.

Increase the diversity, but not necessarily the density, by promoting a few small retail businesses, more housing types and more options in transportation than just the private automobile.



Figure 4. Concept Plan Diagram



Concept Plan Overview

The South End Concept Plan establishes a series of walkable and diverse new neighborhoods that are modeled after the most valued and beloved historic neighborhoods in Oregon City and throughout the region.

Key Elements

Natural Features

Preservation of contiguous natural spaces and wildlife corridors.

Preservation of most wetland areas with several road connections across streams/wetlands at narrow points.

Improved access to natural areas and views.

Parks and Trails

Network of new parks, open spaces and gathering places.

Larger park sufficient for ball fields and other recreational opportunities.

Trail connections to parks, natural areas, regional trails, neighborhood retail and residential neighborhoods.

Use of utility corridors for new trails.

Preservation of private open space for non-public uses.

Civic uses in various parks and public spaces.

Housing

Housing choice—a mix of single family, multi-family and mixed use designations.

Small lot residential located in two neighborhood centers along South End Road.

Retail

Limited neighborhood commercial uses along South End Road at Forest Ridge Lane and Navajo Way.

Residents have a choice of places to work, shop, recreate and learn within a short walk or drive from their homes. Community-serving retail stores, workshops and businesses cluster in two small neighborhood centers along a new South End main street, where the greatest number of social and economic interactions occur. Most homes are within a five to ten minute (1/4 to 1/2 mile) walk to the neighborhood centers, where they can pick up some essentials from a small grocer or meet friends for coffee in a local deli or café.

Public parks and open spaces provide places to gather, recreate and enjoy the area's scenic beauty. These green spaces also preserve and protect sensitive resources. Small neighborhood parks are dispersed throughout the neighborhoods, just a two to three-minute walk from most residences. A large, eight-acre park has the potential to provide ball fields, group picnic areas, a dog park and other recreational facilities to users throughout the city. Natural wetlands in drainages and small creeks combine with boulevards to create several looping greenways surrounding the neighborhoods. These greenways provide a circuit that eventually joins with the John McLoughlin Elementary School open space and meet up with the new Metro Regional Canemah Bluff Natural Area with preserved natural habitat and extensive hiking trails.

Homes are grouped close together in the blocks surrounding the neighborhood centers, while lots further from the centers, toward the neighborhood edges, are increasingly larger. Many of the lots in the new neighborhoods will have rear service alleyways for accessing garages behind houses and shops. By eliminating garages from the street, houses can be designed to orient front porches and stoops to the streets, which in turn contribute to "eyes on the street" or natural surveillance of passersby. Neighbors knowing one another and keeping a watchful eye on the streets, sidewalks and parks are the best security for a community.

South End utilizes a network of streets connecting convenient destinations to which residents can walk, bike or drive. New local streets and lanes are added incrementally from one branch to the next to help disperse travelers, provide parallel routes to South End Road, and maintain slow speeds throughout the neighborhood. Eventually these "capillary" streets will form a web of ways to travel throughout the community. Some proposed roadways within the concept plan will utilize a center island which may be used for tree planting, pedestrian features, and art installations while also providing stormwater management functions.

Sidewalks and pathways on both sides of every street provide the means to travel the neighborhoods safely. Narrow street widths and on-street parking reduce traffic speeds throughout South End. Children can walk or bike safely to school on this network of interconnected paths, sidewalks and streets. The interface between the neighborhoods and the Urban and Rural Reserves at their edges is of particular interest. In most locations, a narrow, slow moving road runs along the edge of the neighborhood allowing residents throughout the community to enjoy natural parks and scenic views.

Civic uses, such as libraries, community centers, park pavilions, post offices, senior centers and interpretive centers, are places where people gather in addition to stores and cafes. While these places fit well in the neighborhood centers along the main street, they can also disperse in the neighborhoods, depending on their functions. Since civic uses are community-gathering places, they are best to be in highly visible places, perhaps at the end of an important street, or overlooking a park, plaza or square. These become the symbolic icons that people use to remain oriented and grounded in their communities.

The timing and extent of new improvements depends on many factors, including market conditions and the desire of owners to develop their properties. New development pays the majority of infrastructure costs through Systems Development Charges and other fees. The costs of large capital infrastructure such as sewer mains and pumps stations necessary to support private redevelopment of the plan area are thoroughly analyzed and properly financed before development occurs.

Land Use

Property owners must apply for annexation of lands within the plan area to the City before any new development may take place. Upon voters' approval the concept plan can slowly start to take form. South End currently serves primarily residential frontages. The proposed concept adds two small neighborhood commercial centers populated by several main street-oriented retail and mixed use opportunity sites. The northernmost commercial district is centered around the intersections of South End Road and S Forest Ridge Lane. The southernmost neighborhood commercial site is located around the intersections of South End Road and S Impala Lane and S Navajo Way. The remainder of the South End Road Corridor continues to provide opportunities for residential development. New developments are encouraged to limit vehicular access to South End Road, instead favoring access from a series of new local streets created as the periphery of the planning area is developed.

The concept plan is designed to retain as much of the existing rural character as possible in the outer edge of the area through large lot residential land use. The plan also reflects this notion by applying the City's large lot land use designations throughout the majority of the planning area.

Key Elements

Transportation

Complete road network promotes connectivity and increases travel options.

Opportunities for new sidewalks, pathways and bike lanes.

South End Road as three-lane arterial.

Two family-friendly roads parallel to South End Road; the eastern-most designated a collector.

A slow, narrow road along the bluffs to provide public access and views with safe pedestrian crossings to Cahemah Bluffs Natural Area.

Roundabouts to safely accommodate through-traffic at major intersections.

Optimized number of new street connections to South End Road to preserve capacity.

Infrastructure

New water and sewer infrastructure constructed with roads to meet community needs.

Stormwater retention ponds and swales along natural features at edges of plan area.



While the outer edge of the plan is large lot residential, a mixture of districts provide for a diverse range of housing opportunities. A few portions of the plan are available for attached and multi-family housing. Small lot residential districts are clustered around the community's activity centers where they are supported by urban services and eventual access to transit. Large lot areas radiate out from the centers, providing a gradual transition in density to the community's edges.

Large lot residential zoning makes up the majority of the planning area with more than 245 acres of low density residential lands. A total of 132 acres of medium lot and 23 acres of small lot residential zoning is located in and near the activity centers along South End Road. Again, zoning only applies when properties are annexed to the city.



Housing

By far, the largest allotment of lands within the concept planning area is residential. Approximately 400 acres are identified within the conceptual planning area as residential lands. When annexed to the City, the lands will be assigned a variety of existing large lot zoning designations (R-10, R-8, and R-6) with 10,000, 8,000, and 6,000 square foot lots. The plan area will also contain selected medium and small lot residential areas. The City's existing R-5 and or R-3.5 zoning designations will be applied to medium lot areas resulting in parcels which range between 5,000 and 3,500 square feet. The medium lot designation will support detached residential homes as well as townhome or multiplex styled housing products. The City's existing R-2 zoning designations will be applied to the small lot residential district, resulting in average lot sizes of 2,000 square feet.

The residential mix proposed within the planning area will eventually result in a wide range of dwelling unit types and densities providing housing choice for all income levels. Table 3 illustrates the number of potential dwelling units within each residential category, ranging from a high of 2,637 units to a low of 1,747 units.

Table 3. Potential South End Dwelling Units

Residential Category	Potential Zoning	Gross Area (Acres)	Net Area (Acres)	High Density Estimate (Units)	Low Density Estimate (Units)
Large Lot Residential	R-10, R-8, or R-6	244.7	195.8	1,193	716
Medium Lot Residential	R-5 or R-3.5	132.3	105.9	1,106	774
Small Lot Residential	R-2	23.0	18.4	336	256
Neighborhood Commercial / Mixed Use	MUR	11.2	9.0	No Assumed Density	No Assumed Density
Total		400	322	2,637	1,747

Note: See Appendix B for detailed density calculations.

Oregon City is required by the Metro Urban Growth Management Functional Plan to provide for an average density of 10 units per acre in the 2002 UGB expansion area. The area added prior to 2002 is governed by the Metropolitan Housing Rule and requires the City to provide for 8 units per acre. The net acreage of the 2002 UGB expansion area is approximately 133 acres resulting in the need to provide for 1,330 units. The net acreage of the pre-2002 UGB expansion area is approximately 196 acres, resulting in the need to provide for 1,568 units. Therefore, Oregon City is required to provide for approximately 2,898 homes, 261 more units than provided at the high end of the South End Concept Plan density range.



While the proposed Comprehensive Plan amendments do not achieve the numerical density requirement within the 2002 expansion area of the plan, Metro recognizes that "the City's effort to successfully plan for a larger area, including developable land within the original 1980 UGB, has resulted in a well-integrated and higher density area overall. For this reason, Metro concludes that Oregon City L13-03 and L13-04 and associated Findings of compliance meet the intent of and demonstrate substantial compliance with Title 11 of the Functional Plan as well as the conditions of addition of Metro Ordinance No. 02-969B."

Neighborhood Commercial

Areas of the plan designated as neighborhood centers are assigned the City's Neighborhood Commercial zoning designation upon annexation. The implementation of the Neighborhood Commercial zoning results in an urban services and trading zone with opportunities for smaller scaled community convenience facilities. Permitted uses within the neighborhood commercial zone include a variety of residential and commercial uses.

*Retain more open space
and working landscape,
such as farms and forest.*

Parks and Trails

The South End Concept Plan provides access to a network of parks and open space within easy walking distance of residents and offers a variety of opportunities for recreation. The South End area can be organized into roughly four neighborhoods based on a quarter-mile (five-minute) walking radius. The plan utilizes bands of open space consisting of sensitive habitat and drainage areas, park land and roadways with landscaped central parkways to connect each of these neighborhoods to each other and the adjacent regional natural area at Canemah Bluffs. Neighborhood commercial uses are focused along South End Road, with several opportunities to connect to park sites adjacent to these higher density areas, including creating a village center in the form of a plaza or green space.

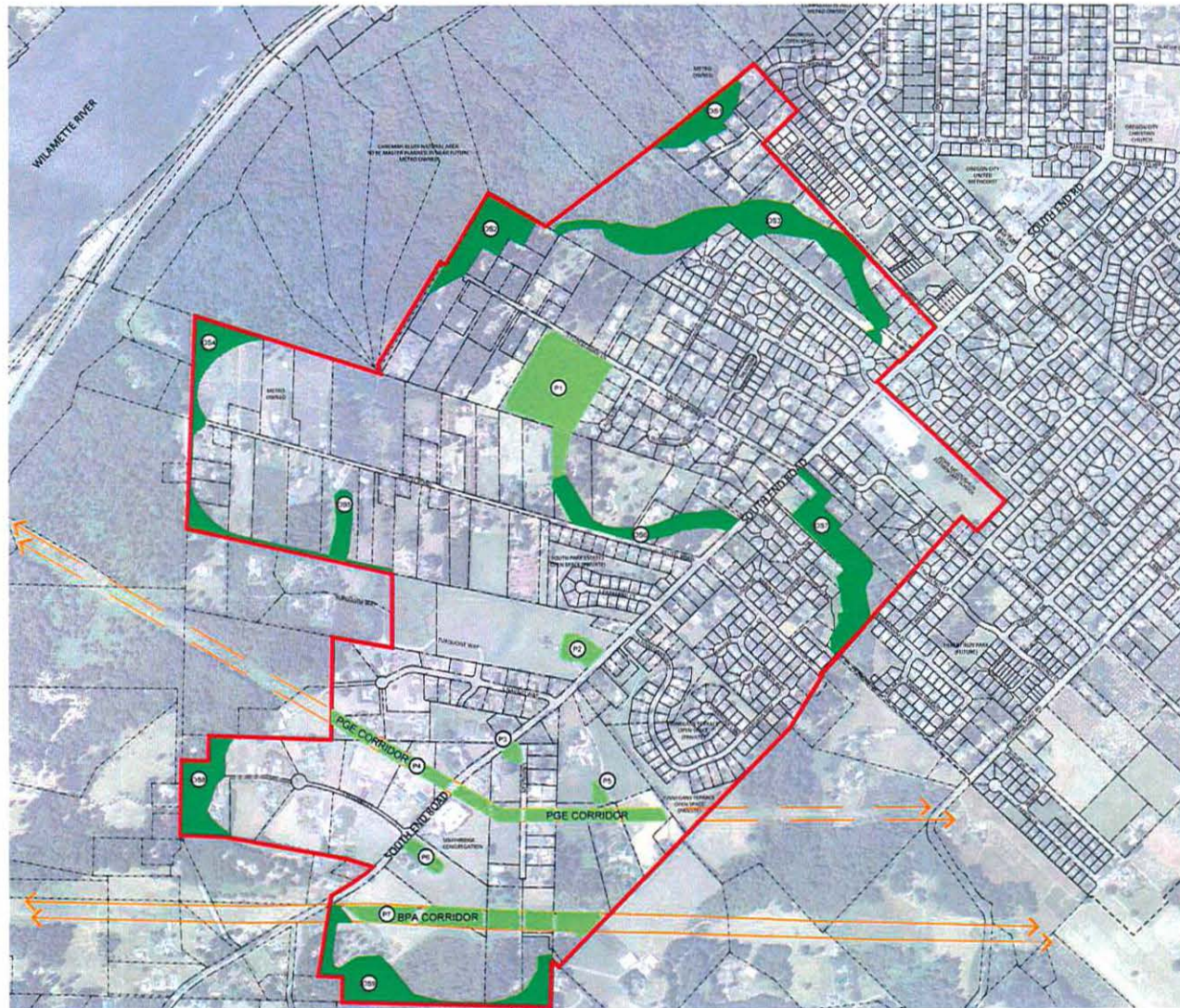


Also key to the development of the South End Concept Plan is an eight-acre community park. The 1999 Oregon City Park and Recreation Master Plan indicated a critical need for the City to acquire a park in this area as this portion of the City does not have access to community park facilities, is experiencing increased growth and has a limited supply of developable land. Oregon City community members were surveyed in 2008 as part of the Parks and Recreation Master Plan Update. At the top of the list of needed parks and recreation facilities were: walking and biking

trails (77%), small neighborhood parks (70%), open space and natural areas (61%), large group picnic areas and shelters (59%), large community parks (59%), and nature trails and nature center (56%). The most common reason residents traveled outside the City for recreation purposes was to participate in soccer, baseball and basketball. The overall variety of facility types in the South End should be carefully considered as part of any site specific development plan.

The Oregon City Park and Recreation Master Plan, National Recreation and Park Association's park and recreation facility guidelines provide the following standards for park development: 1-3 acres of neighborhood parks per 1,000 residents; 2-4 acres of community parks per 1,000 residents; and 6-10 acres of developed park facilities per 1,000 residents. These standards indicate the need for a minimum of 19.8 acres of developed parks, including neighborhood and community or other developed park facilities in the planning area, assuming a minimum buildout population of approximately 2,200 residents. As currently proposed, the South End Concept Plan provides 24 acres of parks and an additional 51 acres of open space, as shown in Figure 5.

Figure 5. Proposed Parks and Open Space Improvements



SOUTH END CONCEPT PLAN

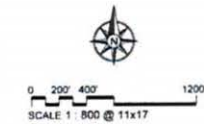
PROPOSED PARKS AND OPEN SPACE

LEGEND

- OPEN SPACE
- PARK
- SECP BOUNDARY

Open Space Area	Description	Acres
OS1	Canemah Bluffs extension (steep slopes)	3
OS2	Canemah Bluffs extension (steep slopes)	5
OS3	wetland/drainage	12
OS4	open space	6
OS5	wetland/drainage	2
OS6	wetland/drainage	4
OS7	wetland/drainage	7
OS8	open space	5
OS9	wetland/drainage	8
		51

Park Area	Description	Acres
P1	community park	10
P2	village center	1
P3	neighborhood park	0.4
P4	PGE corridor (easement)	6
P5	neighborhood park	0.3
P6	neighborhood park	1
P7	BPA corridor (easement)	6
		24



October 21, 2013



*Public transportation
is desperately needed,
particularly as the
population ages.*



Natural Resources

Important natural resources occur within the South End Concept Plan area. These resources are predominately associated with unnamed stream channels located on the eastern portion of the plan area, and the area of western bluffs overlooking the Willamette River. The South End Concept Plan takes great care to preserve and integrate natural resources. An inventory map showing streams, wetlands and their buffers, and a vegetation classification map showing forest canopy and open spaces are used to inform decisions on where to plan development and where to preserve open space and natural resources. Most development is concentrated outside of and away from natural resources, while recreational areas such as trails and parks are designed to complement and preserve those resources.

Transportation

South End has an interconnected network of multi-modal streets that take advantage of the relatively flat terrain at the top of the bluff and build upon and connect with existing streets in the area. The design of the streets reflects the character of the neighborhood, reinforcing its rural nature while accommodating all modes of travel and users of all ages and abilities. The streets are more than just places for automobile travel; they are also where people gather, walk, bike, access transit, and park their vehicles. As such, they are designed to safely connect people to where they need to go, giving residents, and visitors more travel choices to destinations.

Multi-Modal Street System and Function

The 2013 Oregon City Transportation System Plan (TSP) street classification system consists of a scale and design appropriate to adjacent properties and land uses in South End as illustrated in Figure 6. These multi-modal classifications also provide for and balance the needs of all travel modes including pedestrians, bicyclists, transit riders, motor vehicles and freight. Within these street classifications unique circumstances may lead to alternative context sensitive designs. The Oregon City multi-modal street system standards adopted in the 2013 Oregon City TSP are further modified to reflect proposed land uses in the South End Concept Plan area, shown in Figure 7.

Figure 6. Street Design Type

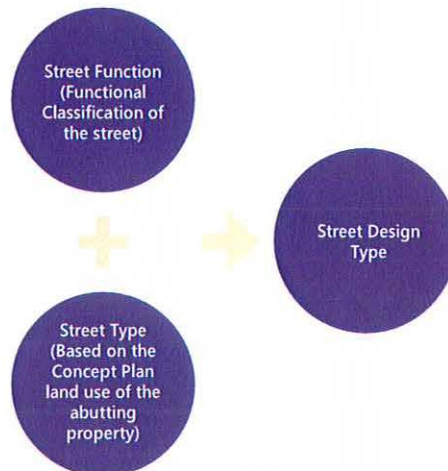
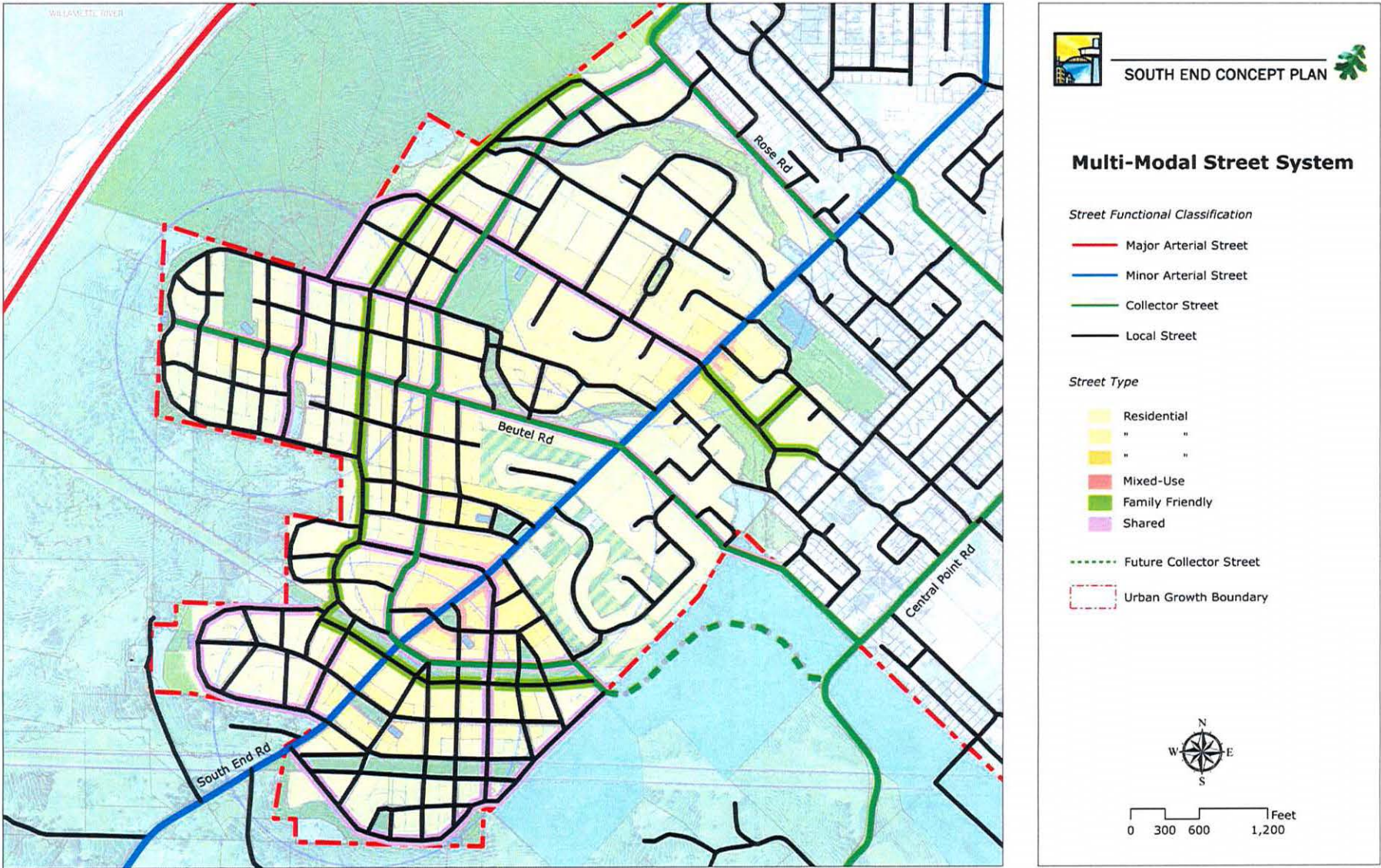


Figure 7: Multi-Modal Street System



The functional classification of a roadway defines its design characteristics (such as minimum amount of travel lanes), level of access and usage within the City and region. The street functional classification system forms a network that works together to serve travel needs on a local and regional level. Roadways with a higher intended usage generally provide more efficient motor vehicle traffic movement (or mobility) through the City, while roadways with lower intended usage provide greater access for shorter trips to local destinations. The three classifications designated for the South End Concept Plan area, include Minor Arterial Street (South End Road), Collector Streets (Beutel Road-Parrish Road, Rose Road, and Deer Lane extension), and local streets (all other streets in the South End Concept Plan area).

As the major street through the area, South End Road connects residents, commuters, and visitors to downtown and the regional transportation system. It is designed in a manner to serve the through-travel demand, while still being viewed as an asset to the neighborhood rather than a barrier. Bicyclists are accommodated with an exclusive on-street bike facility that is physically separated from motor vehicle traffic with a parking lane and/or a buffer. Where on-street parking is allowed, the cycle track is located to the curb-side of the parking (in contrast to bike lanes). Those walking are accommodated with sidewalks buffered from the street with landscaping and/or street furnishings. Safe and comfortable pedestrian and bicycle crossings are provided where facilities cross South End Road.



I would like improvements of the street design to be simple, affordable, and therefore doable.

To the east and west of South End Road are networks of streets and shared-use paths providing on and off street connections to schools, parks, housing and shopping. Primary street connections to South End Road for those driving in the Concept Plan area are via Deer Lane-Madrona Drive, Beutel-Parrish Road, and Rose Road. These streets employ design techniques to create safe, slow streets without diminishing vehicle capacity, mitigating the impacts of the traffic on the adjacent housing and providing greater balance between safety and mobility.

Street Design Types

The street types in Oregon City require a balance between street functional classification, adjacent land use, designation and the competing travel needs by prioritizing various design elements. Overall, there are 10 different design types for Streets in the South End Concept area ranging from Mixed-Use Minor Arterial to Shared Local Street as illustrated in Figures 3a to 3j of Appendix C. The applicable design type for each street section can be seen in Figure 8.

Three street types designated for the South End Concept Plan area are:

- **Mixed-Use Streets** typically have a higher amount of pedestrian activity and are often on a transit route. These streets should emphasize a variety of travel choices such as pedestrian, bicycle and transit use to complement the development along the street. Since mixed-use streets typically serve pedestrian oriented land uses, walking receives the highest priority of all travel modes. They are designed with features such as wider sidewalks, traffic calming, pedestrian amenities, transit amenities, attractive landscaping, on- street parking, pedestrian crossing enhancements and bicycle lanes.

- **Residential Streets** are generally surrounded by residential uses, although various small shops may be embedded within the neighborhood. These streets often connect neighborhoods to local parks, schools and mixed-use areas. They are designed to emphasize walking, while still accommodating the needs of bicyclists and motor vehicles. A high priority is given to design elements such as traffic calming, landscaped buffers, green street treatments, walkways/ pathways/ trails, on-street parking and pedestrian safety enhancements.
- **Family Friendly Streets** to help encourage active transportation by providing comfortable, low-stress routes between neighborhoods and local parks, schools, and shopping areas. The network generally serves as a greenway that links parks, schools, jobs and other destinations in the City through a network of shared-use streets and off-street shared-use paths. These routes are considered walking and biking streets that are also used by motor vehicles for local access.

Family friendly streets area local streets, modified to prioritize the through-movement of bicyclists and pedestrians while maintaining local access for automobiles. These routes include wayfinding signage and pavement markings, and commonly make use of traffic calming features that reduce motor vehicle speeds and discourage through traffic. Where these facilities cross major roadways, safe and comfortable pedestrian and bicycle crossings are provided. Further enhancements may include "green street" features such as bioswales and street trees, pervious concrete or asphalt, in addition to wider sidewalks and improved pedestrian amenities, such as benches and pedestrian-scale lighting.

- **Shared Streets** are roadways where bicyclists and motorists share the same travel lane. The most suitable roadways for shared bicycle use are those with low speeds (25 mph or less) and low traffic volumes (3,000 vehicles per day or fewer). These streets serve to provide continuity to other bicycle facilities (e.g. bicycle lanes) and should include shared lane markings. Common practice is to sign the route with standard Manual on Uniform Traffic Control Devices (MUTCD) green bicycle route signs with directional arrows. Shared roadways can also be signed with innovative signing that provides directional information in terms of bicycling minutes or distance (e.g., "South End Road, 3 minutes, ½ mile").

Design Elements for Streets

To better represent and strengthen the rural character of the South End Concept Plan area, and to further enhance planned driving, walking and biking infrastructure, the City should implement the following design elements as appropriate:

- Permeable pavement
- Bioswales
- Stormwater planter boxes
- Green parking
- Traffic calming



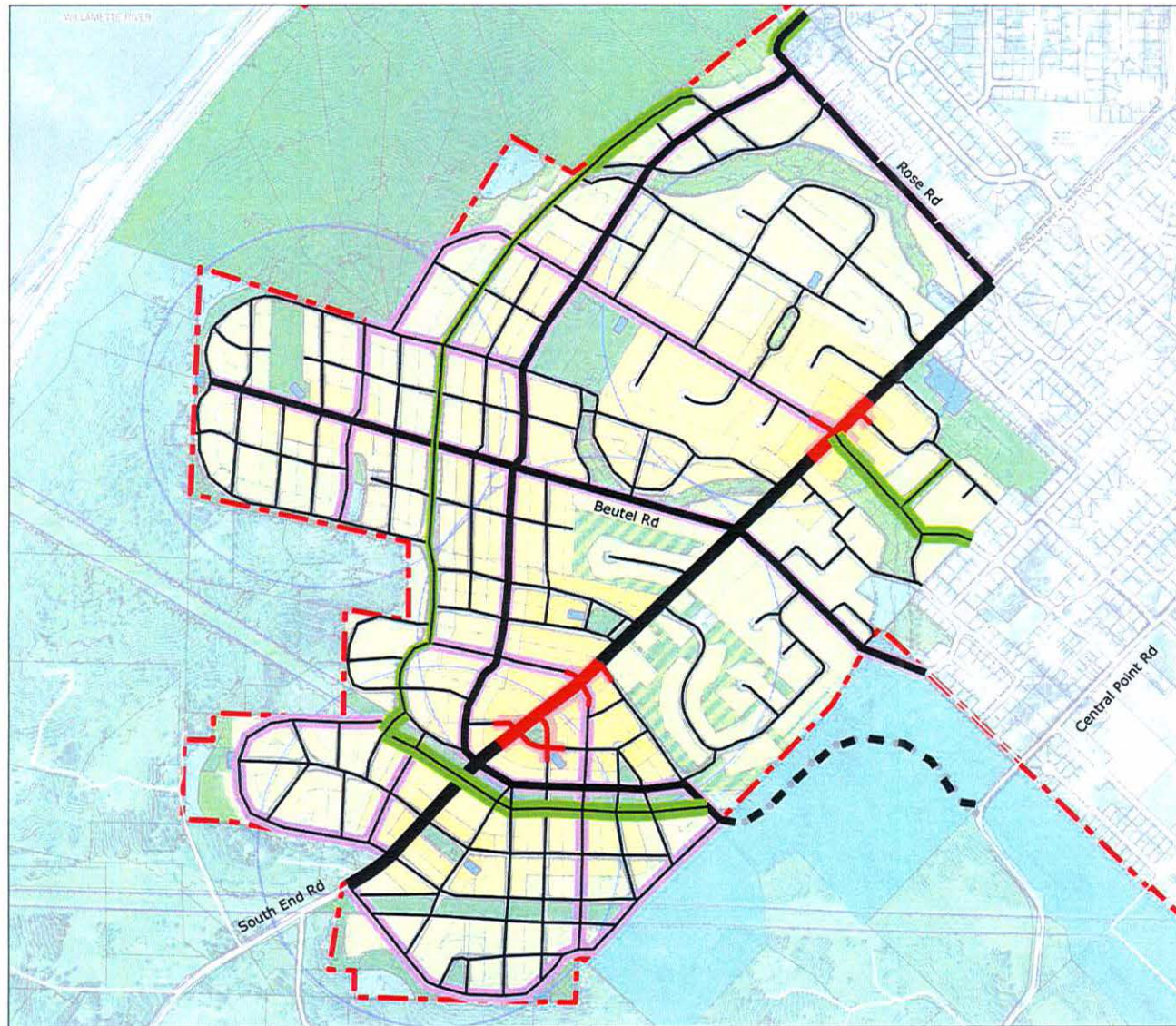
An example of permeable pavers



An example of a planter box adjacent to the sidewalk

Preserve open space, not just in parks, but in gardens and areas of working landscapes where small farming and woodlots provide more options to wildlife than just suburban housing.

Figure 8: Street Design Types



SOUTH END CONCEPT PLAN



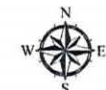
Application of Street Design Types

Multi-Modal Street Design Type

- Mixed-Use Minor Arterial Street
- Mixed-Use Local Street
- Residential Minor Arterial Street
- - - - - Future Residential Collector Street
- Residential Local Street
- Family Friendly Collector Street with roadside Shared-Use Path
- Family Friendly Local Street with roadside Shared-Use Path
- Family Friendly Local Street with center island Shared-Use Path
- Shared Collector Street
- Shared Local Street

Concept Plan Lane Use

- Residential
- " "
- " "
- Mixed-Use
- Urban Growth Boundary



0 300 600 1,200 Feet

Walking and Biking

Residents of South End can travel safely and efficiently between destinations via any number of active transportation modes, such as walking, biking, or skating. A system of Family Friendly Routes, on-street sidewalks and bikeways, and shared use paths provide quality access to key destinations—improving the overall health and livability of the neighborhood. Both the trail and on-street pedestrian and bicycle network are context sensitive, addressing the rural character of South End, while also meeting the expressed community desire to have increased opportunities for walking and biking. Moreover, these networks are fully integrated with the existing trail and bikeway network and the planned active transportation projects in the Oregon City TSP. These measures help ensure that residents of South End can access goods and services without the need for an automobile within and outside of the South End area.

Proximity to the Canemah Bluffs Natural Area and potential for the development of many smaller neighborhood and larger community parks, are significant assets for the future of South End. A high quality network of low-stress pedestrian and bicycle facilities provides residents with better access to these scenic natural and recreational areas. Many streets in the South End area include large vegetated medians and/or buffers to help maintain a natural, rural feel to the street. In addition to serving a traffic calming function, these streets provide informal areas for social activity, recreation and play.

Those walking in South End are accommodated primarily through street-side sidewalks or pathways. On arterial and collector streets, sidewalks are installed on both sides of the roadway. Local streets are more flexible and could include pervious pavers or other surface types as a sidewalk or sidepath. Sidepaths maintain physical separation from motor vehicle traffic via split-rail fence and/or landscaped buffer and help to retain the rural character of South End. Off the main street system, a web of safe, comfortable walking and biking routes provides access between neighborhoods and local parks, schools, and shopping areas. This network serves as a de facto linear park system linking the Concept Plan area to other parts of the City through on-street bikeways and off-street shared-use paths.

For bicyclists, dedicated facilities vary based on roadway classification. On collector and arterial streets, where traffic speeds and volumes are higher, bicyclists are provided with physically separated facilities. However, the majority of streets in South End are local streets, with lower traffic speeds and volumes. Some of these streets accommodate pedestrians and bicyclists through their designation as Family Friendly Routes (Figure 8). The Family Friendly streets prioritize the through-movement of bicyclists with shared lane markings (SLMs) to demonstrate where bicyclists should operate on the roadway—outside the parking lane door zone. SLMs also alert motorists to expect bicyclists on the roadway. Bicyclist wayfinding signage highlights key destinations, such as parks and community centers, and the best routes on which to bike. These signs improve destination and route finding for residents and visitors alike, encouraging exploration and activity.





We need more amenities like open spaces and trails but also some neighborhood retail/commercial so residents do not have to travel across town.



South End Road incorporates a protected on-street bikeway, or cycle track. The cycle track is an exclusive on-street bike facility that is physically separated from motor vehicle traffic with a parking lane and/or a painted buffer. Where on-street parking is allowed, the cycle track is located to the curb-side of the parking (in contrast to bike lanes). To improve visibility of the bicyclists, the cycle track drops to a buffered bike lane and on-street parking is prohibited 30 feet in advance of the cycle track termination when approaching intersections. The cycle track either remains curb-tight or bend-in towards the roadway with curb-extensions to improve visibility of the bicyclists at the intersections.

Pedestrians are accommodated with sidewalks buffered from the street with landscaping and/or street furnishings. Safe and comfortable pedestrian and bicycle crossings are placed where facilities cross South End Road.

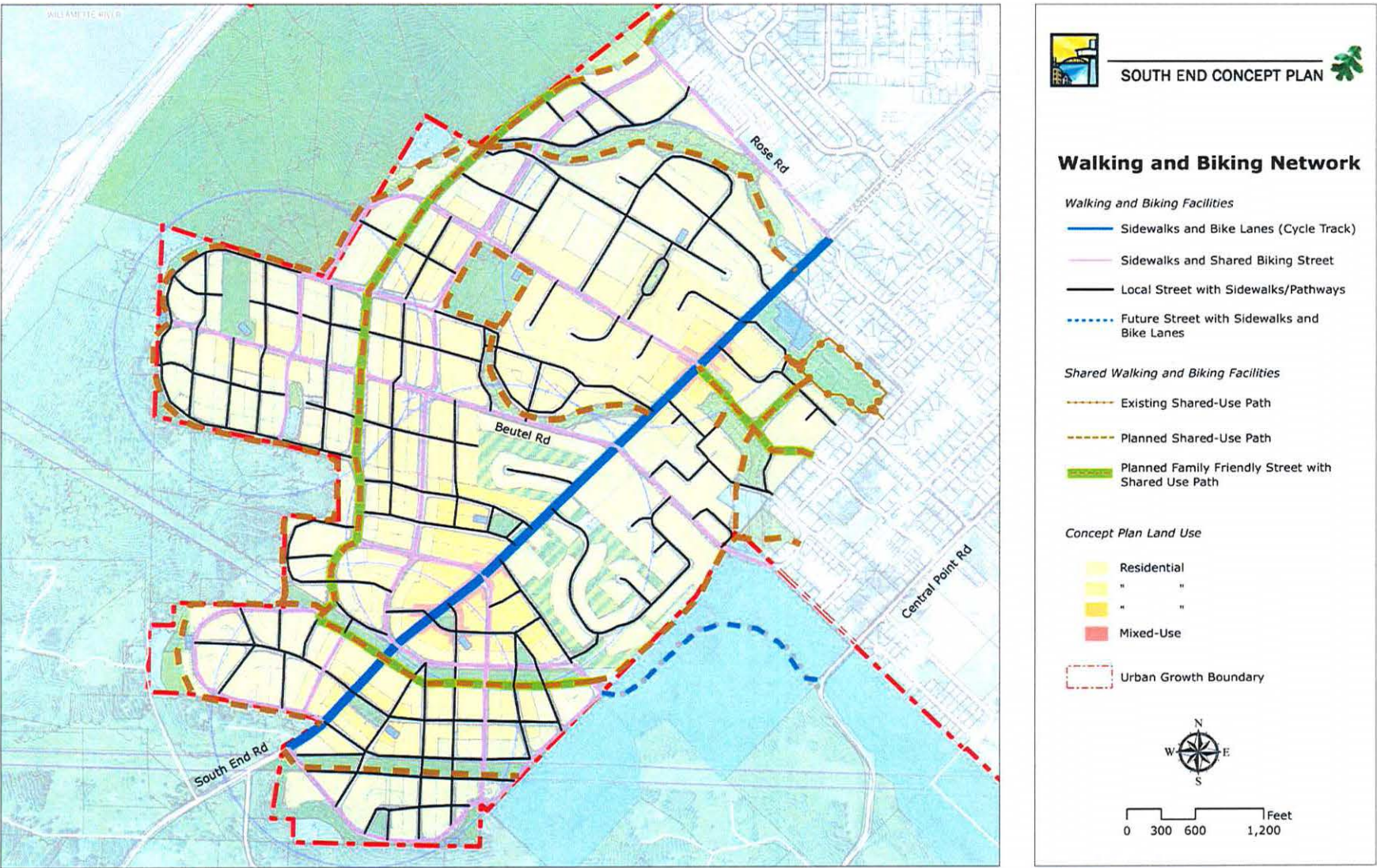


Example of a cycle track bending in towards the roadway and parking restrictions when approaching an intersection

Trails

Figure 9 also illustrates the potential active transportation network for South End. The emphasis of this network is on connecting residents to existing and future trails, as defined in the most recent Oregon City Transportation System Plan, as well as key destinations within and near to South End. Trail access also connects residents to important viewsheds in the South End area. The types of trails vary by context, from walking paths made of pervious paver walking paths to concrete shared use paths for pedestrians and bicyclists. Some streets also have a dedicated path through the wide landscaped median. User comfort on these trails is maximized due to the physical distance and separation from motor vehicle traffic.

Figure 9: Walking and Biking Network





Reserve most of the area for open space, natural areas and parks. Densify the remaining areas and create a 15-minute community that emphasizes active transportation.

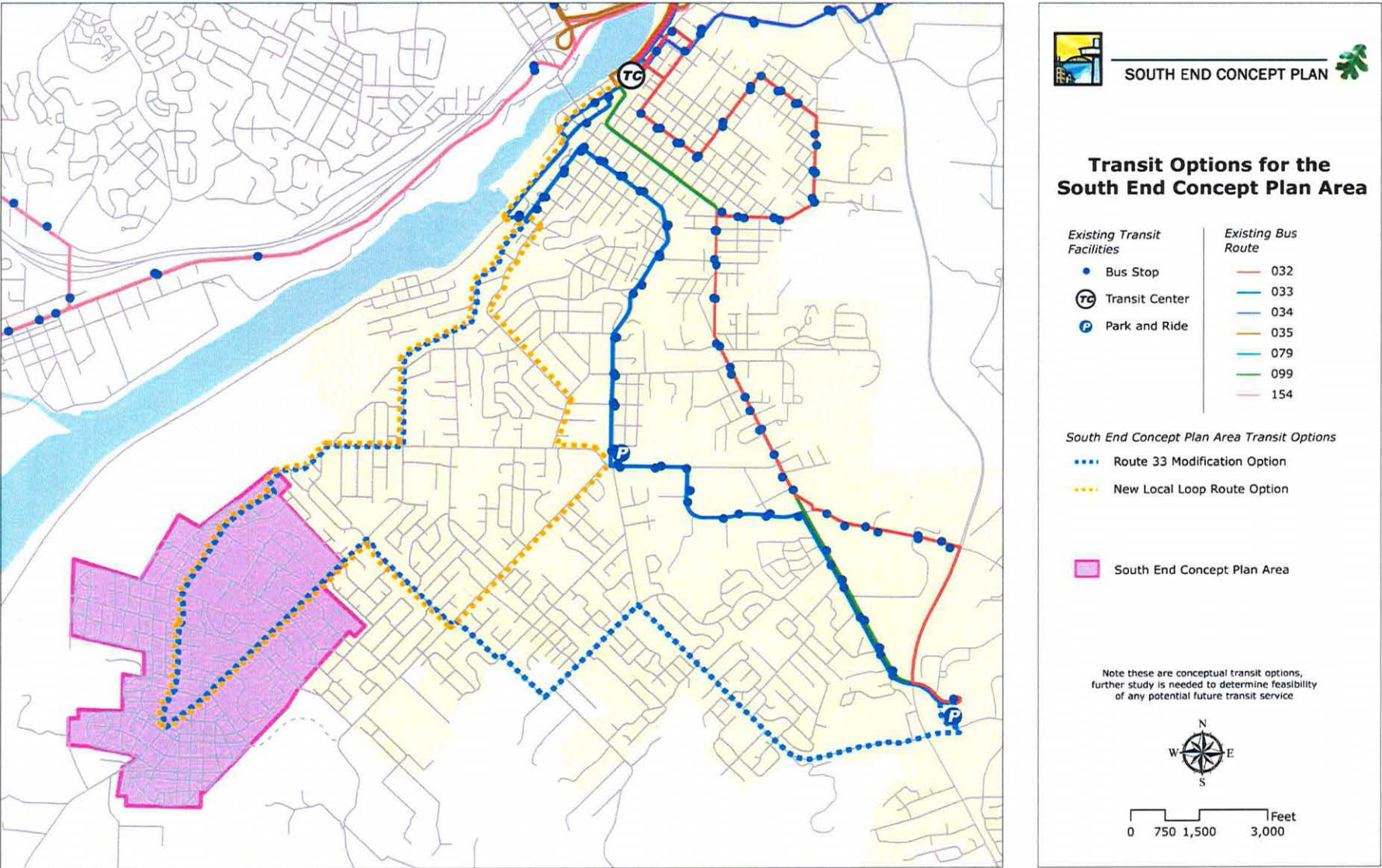
Transit

The Concept Plan sets the stage for the provision of transit, recognizing that the type and extent of service improvements will play out over time. The specifics of transit service will depend on the actual rate and type of development built, provider resources and policies, and, consideration of local options. Future redevelopment in the South End Concept Plan area may make transit a viable option in the future.* As shown in Figure 10, two conceptual options for future transit include:

- A route modification to the existing TriMet bus service between the Oregon City Transit Center and Clackamas Community College (Route 33) that would extend the route from Clackamas Community College west down Meyers Road, then south down Leland Road, and west down McCord Road and Partlow Road to South End Road. At South End Road, the route would travel south to serve the South End Concept Plan area, before heading north again returning to the Oregon City Transit Center via the Deer Lane extension, Madrona Drive, Lawton Road and South End Road.
- New local loop route that connects to the Oregon City Transit Center and serves the South End Concept Plan area, and the residential areas along South End Road, Partlow Road, Central Point Road, Warner Parrott Road, Canemah Road, Telford Road, and Center Street not currently served by transit.
- A third option would be to work with another transit provider, such as Canby Area Transit. Canby Area Transit's Orange Line (99E) currently travels from the Canby Transit Center to the Oregon City Transit Center.

* TriMet is currently exploring transit service and access improvements for the southeast area of the Portland region, of which Oregon City and South End are a part.

Figure 10: Transit Options for the South End Concept Plan Area



Public Infrastructure and Services

Water

The existing Oregon City water system is expanded to serve the entire South End Concept Plan area. Based on the 2002 UGB, stated and delineated within the 2012 City of Oregon City Water Distribution System Master Plan, all existing and proposed water mains, lines and services are incorporated under the ownership of Oregon City. Ownership of the Clackamas River Water (CRW) system is incorporated into Oregon City's water distribution system. CRW facilities may not be designed to handle urban levels of development and will need to be improved, expanded or replaced to continue to provide water service to corresponding customer areas. The existing CRW water system should be analyzed further to determine the need for replacement. The Master Plan forecasted sufficient water supply to accommodate build out in the South End Zone. However, the South End Concept Plan proposes development beyond what is shown in the Master Plan. Maximum Daily Demand (MDD) available pressure and available fire flow should be re-evaluated to account for the zoning densities shown on the current concept plan. As the annexation process occurs, the City will notify and work with CRW and its customers to assure transfer to the city water system transpires in a methodical way and rate payers are aware and informed of the process.



Distribution Improvements

The proposed water main system improvements are shown in Figure 11. Water main improvements consist of new water mains ranging from 8-inches to 12-inches, unless stated otherwise. Several connections are made to both the existing City of Oregon City water main and CRW main, located along South End Road. The most significant extension is the connection to the existing 12-inch main, located northwest of South End Road at the intersection of South Rose Road and South Deer Lane. A new 12-inch main runs southwest along the concept plan boundary. The 12-inch main connects back to South End Road within a street located southwest of the intersection of South Impala Lane and South End Road. Numerous 8-inch mains are constructed within the proposed street layout. The grid network created by this new system layout provides a looped distribution system, reducing the chances of pressure issues. All pipe size estimates are preliminary and should be revised with detailed flow modeling. The pipe sizes assume that the flow velocities are kept at or below 10 feet per second. Site specific studies should be performed as development occurs to test and confirm available fire flows and minimum pressures can be achieved, as outlined in the *2012 Water Master Plan, Table 4-1: City of Oregon City Planning and Design Criteria*.

Stormwater

The City Engineering Division is creating a new series of Low Impact Design (LID) standards. Therefore, a low impact stormwater approach is recommended for the planning area. Providing LID standards to the planning area limits the impact to existing and aging storm systems and reduces the infrastructure required to service the area. LID approaches mimic the natural hydrology of the catchment area. The approach manages stormwater within each basin, separating the basin into several smaller sub-basins. The stormwater within each basin can be managed utilizing the following categories: individual sites, streets and regional facilities. Figure 12 shows

where each of these approaches can be used in the South End Concept Plan. Site specific LID designs need to take the topography and soil conditions of the site into account. Specific site studies should be required to ensure that appropriate LID designs are implemented.

Individual sites include all residential areas (single family and multi-family), commercial and open spaces. Stormwater runoff is minimized by using less impervious surfaces wherever possible and integrating stormwater management facilities within the properties. Impervious areas are minimized by utilizing porous pavements (i.e. pervious concrete, and eco-roofs). Stormwater management facilities are incorporated into the landscape. For instance, a vegetated bioswale can be used in a parking lot in a landscape isle, while a small rain garden can be incorporated into a residential yard.

Runoff from roads and streets is managed utilizing 'green streets,' where possible. Green streets utilize landscape street-side planters or swales that capture and detain or infiltrate stormwater runoff. The soil and vegetation within the planter or swale filter pollution. They are designed to accommodate the traffic needs while providing a fully functional stormwater management system and landscaping. If the native soil does not allow for infiltration of the stormwater, a sub-surface detention system can decrease the size of a downstream stormwater facility. Green streets are also used to convey runoff rather than utilizing an underground conveyance system. Conceptual locations of regional stormwater ponds are shown in Figure 12 in the low spots of the basin, but can be relocated once site specific information is obtained. If a regional facility is proposed, further studies should be performed to confirm ultimate location, design, size, soil condition and over all site conditions and constraints. In addition, downstream analysis should be performed to analyze and mitigate impacts to the regional system. Potential alternate locations for regional stormwater facilities could be within power line corridors in coordination with the Portland General Electric and Bonneville Power Administration.

When soils or grading constrain the use of individual site management and green streets, a regional approach to stormwater management should be explored. Regional facilities should be located in low points within open spaces to manage large flows for both treatment and detention before releasing to a creek or river. Regional facilities are usually operated and maintained by the City.

Stormwater Conveyance

Two methods for stormwater conveyance both utilize gravity flow to either a creek or river or a regional stormwater facility. The first is surface conveyance consisting of street-side planter or swales and ditches. Surface conveyance contains ditch inlets and culverts. Some manholes may be required to link the systems together. Whenever possible, this should be the first approach to stormwater conveyance. A certain amount of treatment and retention occurs when stormwater is conveyed through a system that is vegetated.



The second is an underground system that includes many more catch basins and manholes than a surface conveyance system. Underground systems can be more expensive to construct since they are conventionally three feet or more below ground. On busier streets such as South End Road, an underground conveyance system is likely more practical.

Sanitary Sewer

The three drainage basins in the study area require pump stations and gravity sewer lines. Each pump station pumps discharge a short distance to gravity lines from each basin that convey discharge to the intersection of South End Road and Beutel Road. A new pump station and force main pump the effluence to the South End Road Interceptor, located at the intersection of South end Road and Glacier Court. An alternate to pump the entire area to the Parrish Pump Station was analyzed but not favored because it would require improvements to increase the capacity of the Parrish Pump Station as well as the associated pressure mains.



Collection Improvements

Proposed sanitary sewer system improvements are shown in Figure 13 and are described in greater detail in Appendix D. Due to the existing municipal system and topography of the future serviced area, the conveyance options for the discharge of basins E6, E7 and X1, as outlined in the Sewer Master Plan are quite limited. Basin E6 is pumped north to Beutel Road where it discharges to a proposed gravity line, then flows southeast to the proposed pump station at the intersection of South End Road and South Parrish Road. Discharge from Basin E7 utilizes two pump stations located west of South Kelland Court and approximately 1,300 feet south of the intersection of South End Road and South Kelland Court. Both pumps within basin E7 utilize discharge to a proposed gravity line located along South End Road, where it intersects the UGB. The proposed gravity line flows northeast along South End Road to the proposed pump station at the intersection of South End Road and South Parrish Road. Future developments within Basin X1 could be routed to the proposed pump station at the intersection of South End Road and South Parrish Road, utilizing the proposed gravity lines along Beutel Road and South End Road. The proposed pump station at the intersection of South End Road and South Parrish Road pumps the discharge from basins E6, E7 and X1 through a proposed forcemain along South End Road northeast to the existing gravity line at the intersection of South End Road and South Glacier Court.

Routing basins E6, E7 and X1 to the existing Parrish Road Pump Station would require upsizing the existing gravity lines, constructing a parallel force main along the existing force main and would leave a spare capacity to serve only an additional 375 people. Additional service would require upsizing the pump station or routing discharge directly to the South End Road Interceptor. Basin E7 will be serviced by two pump stations, due to its topography. The proposed pump station at the

intersection of South End Road and South Parrish Road will accommodate the peak flow of all three basins. Sizing of the proposed pump stations is based on the buildout peak flow for the average density for the UGB expansion area. Further flow monitoring is recommended to verify previous Inflow/Infiltration assumptions for basins E6, E7 and X1. Locations of proposed pump stations and sewer lines are preliminary and can be relocated based on further studies and site specific information.

Figure 11. Proposed Water System Improvements

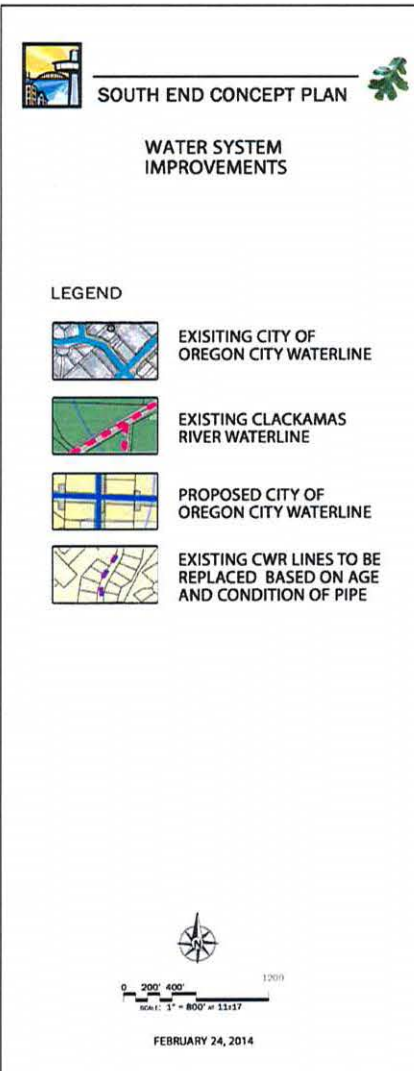
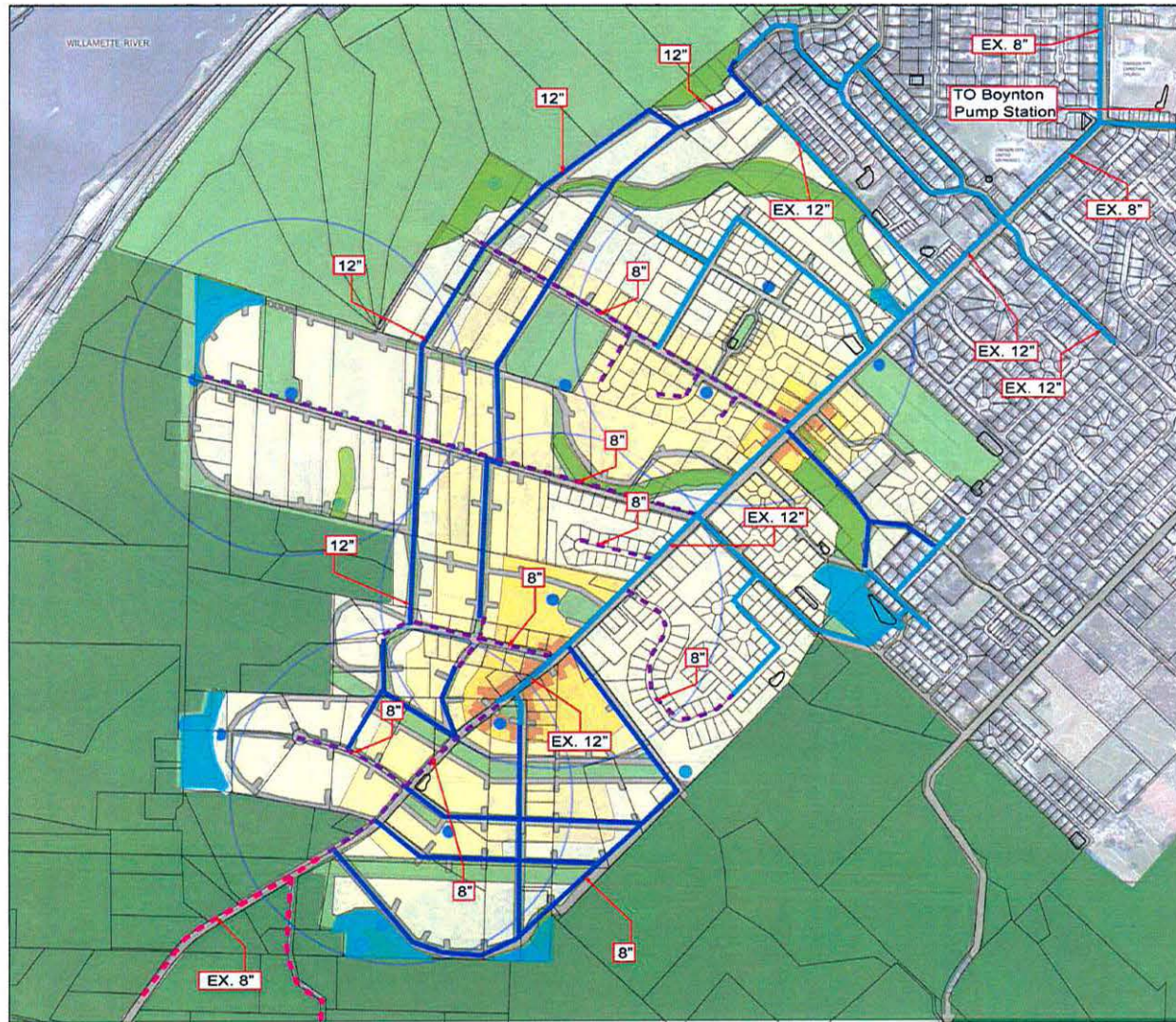
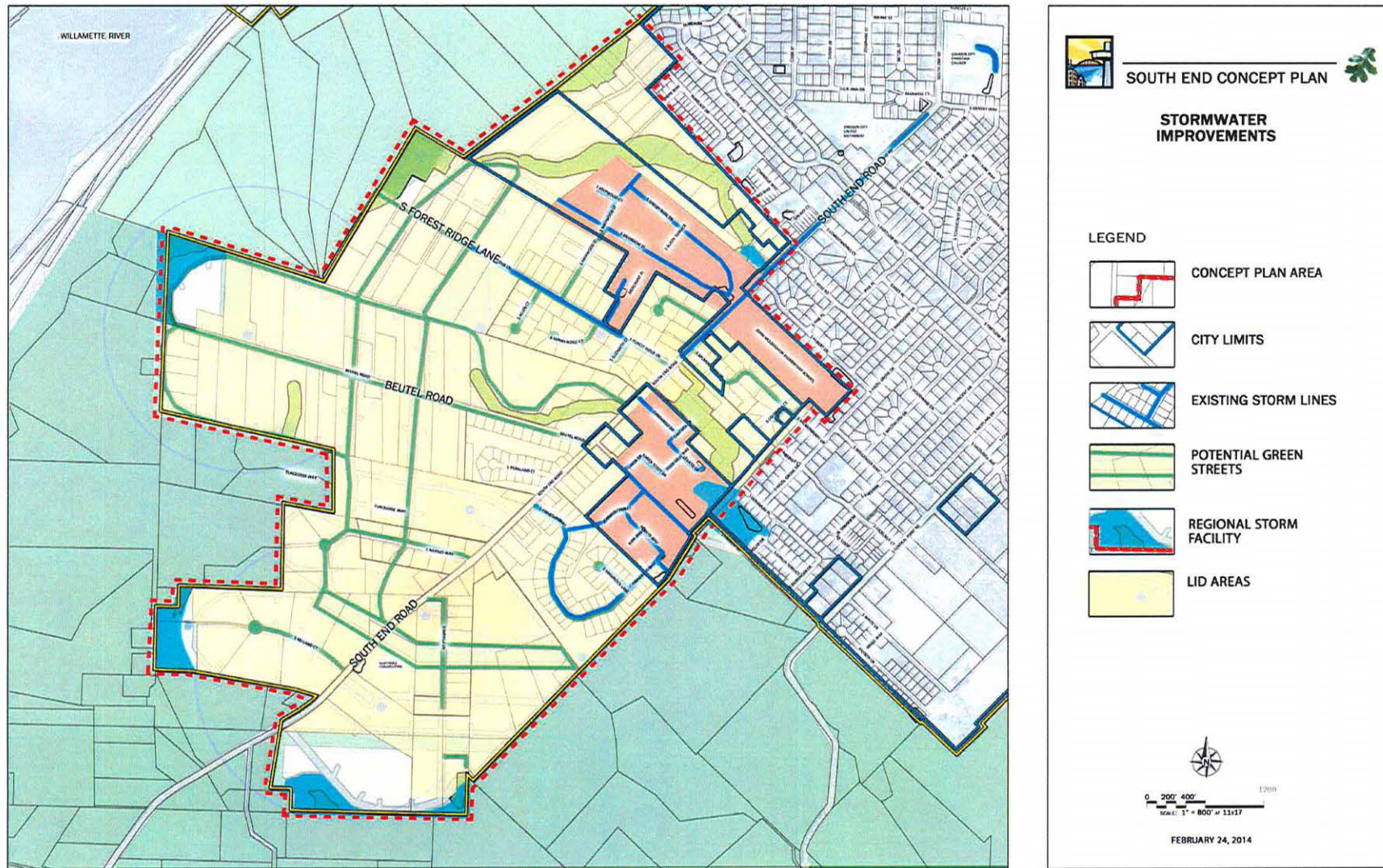
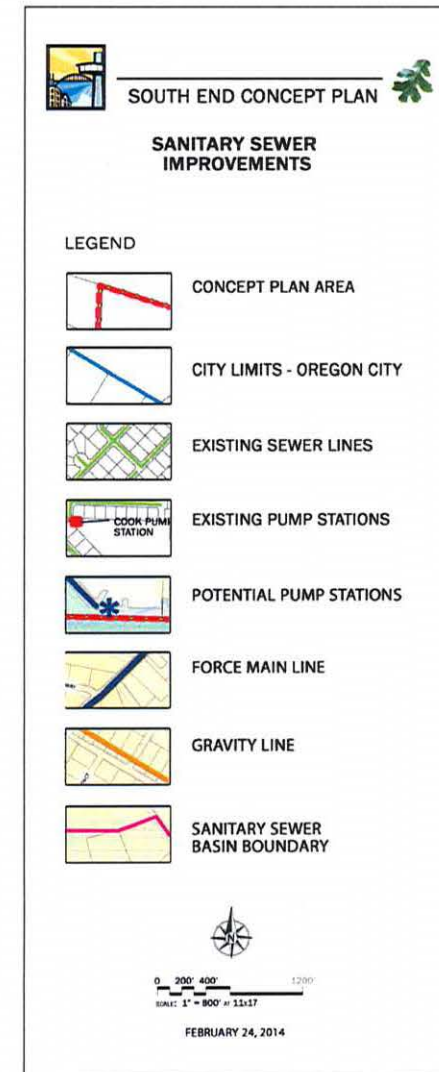


Figure 12. Proposed Stormwater Improvements





Public Services

Police

Upon annexation, responsibility for providing police services to new City properties is transferred from the Clackamas County Sheriff's Department to the Oregon City Police Department. The Police Department workforce consists of approximately 1.3 officers per 1,000 residents. Therefore, the Police Department will need an additional six to nine officers to maintain that rate at buildout of the South End area. Transfer of service from Clackamas County to Oregon City will result in an increased police presence and decreased response times.

Fire

Clackamas County Fire District #1 serves within and outside Oregon City city limits and therefore continues to provide fire protection services to the South End. The Concept Plan area is served by Fire Station 17, located 0.2 miles to the north on South End Road. The South End Fire Station 17 currently is staffed with a minimum of two firefighters at all times and responds to approximately 50-60 calls for service per month within its own response area. The Fire District's current standard for response time in the Concept Plan area is approximately seven minutes. It is the long-term intent of the Fire District to staff that station with a minimum of three firefighters at all times.

Schools

The Oregon City School District indicates John McLoughlin Elementary School, located within the South End Plan area, currently enrolls 560 students and can accommodate 30 more for a total capacity of 590 students. If future enrollment exceeds the capacity at McLoughlin Elementary, the School District plans to re-open King Elementary School, located less than one mile north on South End Road. King Elementary provides an initial capacity of 400 students with a plan to add capacity if necessary.

The nearest middle and high schools are Gardiner Middle School and Oregon City High School, two and four miles away respectively. Current enrollment at Gardiner is 777 students for grades 6-8. Total capacity for the school is 930 students. Ogden Middle School has a capacity for 960 6-8 students. Oregon City High School has a capacity of 2,510 students based on an average of 25 students per classroom. Maximum capacity is 2,800 with current enrollment at slightly more than 2,300 students.

Based on the methodology used by the School District and Portland State University's Population Research Center, development in the study area at buildout will result in the addition of approximately 988 students: 456 elementary school, 228 middle school and 304 high school students. These increases in enrollment are expected to occur gradually over the next thirty or more years, depending on the pace of annexation and development in the planning area. Moreover, future enrollment for these elementary schools is projected to remain relatively flat, as new households in their service area are projected to include fewer young children. Therefore, No new school sites are identified in the South End Concept Plan. The City and School District will continue to coordinate as the South End area develops.

*Extend sidewalks further
down South End Road
for kids to safely walk to
the elementary school.*



IMPLEMENTATION

Title 11 of Metro's *Urban Growth Management Functional Plan*, "Planning for New Urban Areas," governs growth within the region. The Functional Plan requires changes to city and county comprehensive plans and associated ordinances to implement regional goals and objectives for bringing needed land into the regional UGB. It "calls for long-range planning to ensure that areas brought into the UGB are urbanized efficiently and become or contribute to mixed-use, walkable, transit-friendly communities." Concept plans set the framework for governing jurisdictions' eventual adoption of comprehensive plan policies and implementing ordinances for these additional lands.

*Extend sidewalks further
down South End Road
for kids to safely walk to
the elementary school.*

The Concept Plan is adopted as an amendment to the City's Comprehensive Plan and its documents.

In Oregon City, the South End Concept Plan guides the orderly and efficient conversion of land in the South End area from rural to urban uses. The Plan consists of the following elements in accordance with Metro title 11:

- Annexation
- Housing (density, diversity, and affordability)
- Transportation
- Natural resources
- Public facilities
- Public schools
- Parks and trails
- Funding and Finance Sources
- Overall urban growth diagram
- Agency Coordination

To facilitate implementation of the South End Concept Plan, the following goals, policies and strategies have been developed by a team of staff, consultants and citizen advisors for consideration for adoption by reference into the City's Comprehensive Plan. Appendix H includes a more detailed descriptions of specific revisions to the Oregon City Municipal Code.

South End Concept Plan

Goal

The orderly and efficient conversion of the South End area from rural to urban land uses as guided by the South End Concept Plan.

Policies

- Ensure that annexation of land within the planning area is consistent with other goals, policies and strategies in the Concept Plan.

Implementation Strategies

Review annexations proposals for adherence to the vision, values, goals and policies identified in the Concept Plan, including adequacy of existing and planned services.



Subdivisions

Goal

Development takes place in a manner that results in a cohesive South End community.

Policies

- Create an interconnected local street network through incremental subdivision of land.

Implementation Strategies

- Incentivize larger subdivisions through changes to the City's fee structure or other means.
- "Stub" new streets to adjacent parcels so that future development can complete the connections.
- Whenever possible, locate streets in the midline of long parcels or straddling property lines.
- Create a "T" street at the back end of long parcels so that a new east/west street network can be established.



Housing

Goal

A diversity of housing types and densities that meets the needs of households with a range of incomes.

Policies

- Zone land to allow for a mix of single family, multi-family and neighborhood commercial/mixed use designations, including those typically more affordable to households with low and moderate incomes.
- Incorporate an "urban-to-rural transect" approach, where more "urban" conditions are closer to the center of the community, while more rural conditions are located at the more natural edges.
- Design housing to enhance the quality of the streetscape experience and promote neighborly interaction and local surveillance of the streets.
- Require the inclusion of private outdoor space on each lot, primarily in the rear or side of the houses.
- Require landscaped features along the edges of private lots to help maintain rural character.

Implementation Strategies

- Adopt the South End urban growth diagram found on page 43 of the Concept Plan.
- Create flexibility in development standards to allow for cluster housing, accessory dwelling units and other alternative housing types.
- Encourage architectural elements to present lively building frontages to the street.
- Create a Frontage Zone between the sidewalk and primary building façade to accommodate street-facing elements.

If more neighborhoods are developed, we will need more community park spaces.



I would like to see additional retail services. It's walkable in neighborhoods, but not to anything.



- Require entry floor levels be raised as in proportion to its proximity to the sidewalk. The closer the house is to the sidewalk, the higher the entry floor level should be raised.
- When rear alleys are present, limit garage setbacks and require additional parking be located beside the garage.
- Encourage the use of detached garages.
- Recommend urban and rural “edge types,” such as low fences, hedges and walls, for placement around residential lots.

Neighborhood Retail

Goal

Small clusters of retail stores and businesses within a ten minute walk of most homes provide essential services and community meeting places.

Policies

- Create an active retail environment and streetscape experience along South End Road within the Neighborhood Commercial (NC) zone.
- Encourage neighborhood retail that serves local and area customers.
- Provide for meeting places and opportunities for social gathering.

Implementation Strategies

- Consider limiting allowed NC uses along South End Road at Forest Ridge Lane and Navajo Way in accordance with community vision and values.
- Require retail on the first floor of any development in the NC zone within 200 feet of the intersections of South End Road and Forest Ridge Road and Navajo Lane.
- Provide on-street parking for easy and convenient access and visibility to shop front.
- Locate retail on both sides of South End Road in order to provide a “main street” retail format.
- Require on-street parking with additional on-site parking in the rear of building accessed by alleys.
- Create a Frontage Zone between the sidewalk and primary building façade to accommodate street-facing elements.
- Site retail buildings within 0’ to 10’ of the South End Road right-of-way.
- Encourage retail buildings that have a more distinct storefront retail character.

Transportation

Goal

A connected transportation system that provides a variety of travel options, allowing people to move safely within the community and to other parts of the city and region.

Policies

- Use a complete road network to promote connectivity and increase travel options.
- Create a safe, friendly environment for walkers and cyclists.

Implementation Strategies

- Identify updates to City, County and regional transportation plans to incorporate proposed improvements to major facilities.
- Include proposed transportation improvements in the City's Capital Improvement Plan (CIP).
- Apply appropriate road standards as development occurs and facilities are designed and constructed.
- Coordinate with Clackamas County in planning for improvements to county facilities.
- Reference the multi-modal street system plan and specify that the City's planned level of service on all public streets includes planned connections as identified in the Concept Plan.
- Optimize the number of new street connections to South End Road to slow traffic speeds on South End and increase access to neighborhood retail.
- Use roundabouts to safely accommodate through-traffic at major intersections.
- Encourage rear alleyways to provide additional connectivity for cyclists and pedestrians and break up overly-long blocks.
- Review and refine the municipal code to resolve potential conflicts between sidewalk, street and accessway design codes and the South End Concept Plan (e.g., walking throughway, cycle track, accessways).
- Use more urban and hardscape elements (e.g., curbs and gutters) closer to the neighborhood center, and more rural and natural characteristics (e.g. gravel and bioswales) in the residential and outer edge zones.



My dream park, if I were a kid, would be one that has a covered playground. The area would be dry all year and cool during those hot summer afternoons.

Parks and Natural Resources

Goal

Streams, trees, wetlands and wildlife habitat are protected and enhanced through a network of natural areas.

Policies

- Preserve contiguous wetland areas, natural spaces and wildlife corridors.
- Improve access to natural areas and views.

Implementation Strategies

- Apply the Natural Resource Overlay District (NROD) to the two potentially jurisdictional wetlands and waters of the State/United States within the Plan area upon annexation, recognizing that development applications will be required to submit site specific delineations for these features to confirm their exact location.
- Adopt a habitat conservation plan (HCP) that identifies and describes habitat areas and prescribes voluntary measures to protect and preserve those resources.
- Protect Canemah Bluff extensions (OS1 and OS2) by identifying them on an official inventory map or adopt the Concept Plan by reference as an official inventory.
- Amend the Oregon City Parks, Open Space and Trails Master Plans to preserve views provided by trails within or adjacent to natural resources.



Public facilities

Goal

Public water, wastewater and stormwater services meet the needs of current and future residences, businesses and institutions.

Policies

- Construct new water and sewer infrastructure with roads to meet community needs.
- Treat stormwater with retention ponds and swales along natural features at edges of plan area.

Implementation Strategies

- Develop and implement Low Impact Design (LID) standards in South End.
- Re-evaluate Maximum Daily Demand (MDD) for water and available fire flow to account for the zoning densities shown on the current concept plan.

Parks and Trails

Goal

Parks, plazas and other public gathering places strengthen the sense of community and connectedness.

Policies

- Provide a network of new parks, open spaces and gathering places, including a facility sufficient for ball fields and other recreational opportunities.
- Incorporate trail connections to parks, neighborhood amenities and the regional trails system.
- Use utility corridors for new trail opportunities.
- Incorporate civic uses in various parks and public spaces.

Implementation Strategies

- Update City the Oregon City Park and Recreation Master Plan to include all South End Concept Plan parks so that their costs are adequately factored into the Capital Improvement Program and System Development Charge charges.
- Require subdivision applicants to review the South End Concept Plan and identify the location of future parks, open spaces and trails on their preliminary plat.

Planning and Development Process

Once this Concept Plan is adopted, the development process can begin. The actual process of development is driven by willing property owners and sellers. Oregon City annexations are subject to a vote of approval by city residents following approval by the City Commission pursuant to the City Charter. This process includes multiple elements: an application for annexation, annexation vote by the voters of Oregon City, application of an Oregon City zoning designation and the development review process (land division and site planning). Each element is a separate process subject to review and approval with the opportunity for public comment through at the Planning Commission and City Commission.

*We need some small
community play grounds
or green spaces to keep
nature in our lives.*

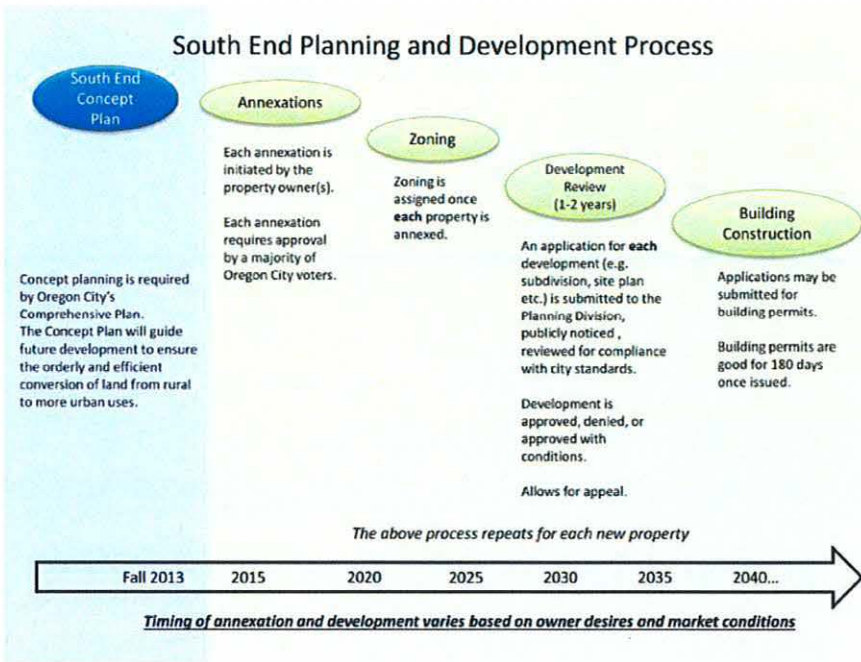


The timing and location of improvements required through the development process is difficult to predict since it depends on individual private owners interest in annexing and developing their property. The Concept Plan serves as a guide for these improvements if and when they occur. Figure 14 illustrates shows how these processes relate to one another.

Annexation of any portion of any portion of South End will be dependent upon the availability, capacity and status of existing water, wastewater, drainage, transportation, park and school facilities; increased demand for such facilities to be generated by the proposed development; additional facilities required to meet the increased demand and the method and source of financing required to provide additional facilities. Areas adjacent to existing city boundaries, facilities, and services are likely to be annexed first.



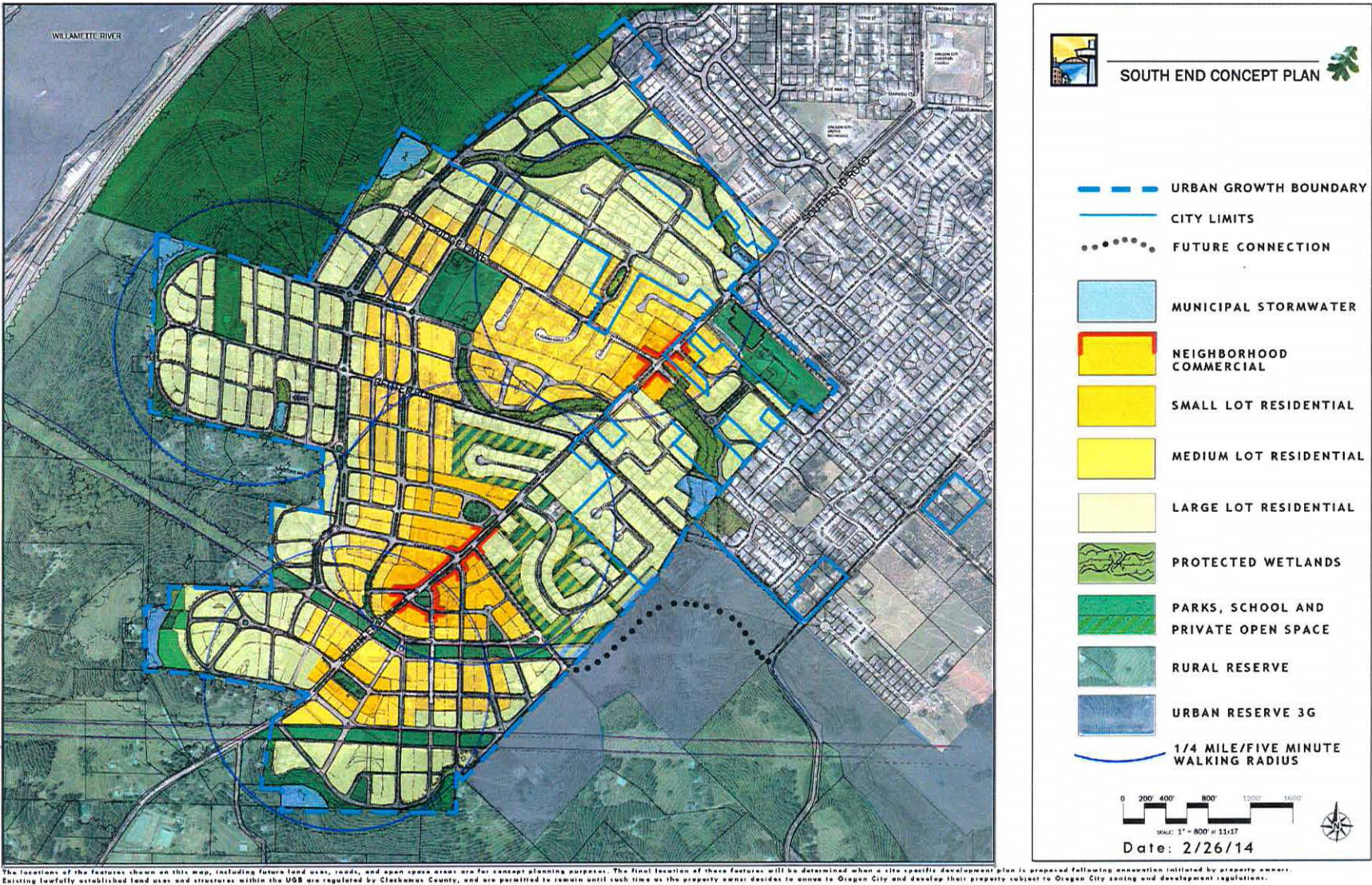
Figure 14. Planning and Development Process



I support well planned unit development that mixes housing types in a more natural, less traditional way. For instance, a small senior housing facility which includes some single family residences, some townhomes, a recreation center and possibly some neighboring small farm use.

The official urban growth diagram is on page 11 of the Concept Plan. The Proposed Implementation Map, Figure 15, illustrates one scenario in which the South End area could develop in accordance with the Concept Plan. The locations of the features shown on this map, including future land uses, roads and open areas are for concept planning purposes. The final location of these features will be determined when a site specific development plan is proposed following annexation initiated by property owners. Existing lawfully established land uses and structures within the UGB are regulated by Clackamas County and are permitted to remain until such time as the property owners decides to annex to Oregon City and develop their property subject to Oregon City zoning and development regulations.

Figure 15. Proposed Implementation Map



FUNDING AND FINANCE

This section addresses funding considerations for the Concept Plan including identification of major infrastructure capital improvement costs and funding options. Potential implementation action strategies are also identified.

Provision of Urban Services

The South End Concept Plan will serve as a framework for delivering urban services and public facilities and guiding private development. Developers will generally be responsible for dedicating required public facility right-of-way easements and providing local streets and utility connections to trunk line systems. Hence, this funding strategy focuses primarily on collector and arterial roadway improvements, and water and sewer trunk lines, and storm water collection systems, and parks/trails, which will require significant levels of public investment.

A combination of existing and potential new funding sources will be required to ensure that the South End area is developed over time in a manner that is fiscally sustainable and consistent with the objectives set forth in the Concept Plan. The primary service providers that are identified for the South End Concept Plan area are listed in Table 4. The Existing Conditions report, located in Appendix A of the Concept Plan, includes a more detailed discussion of each service provider.

Table 4. Primary Service Providers

Public Facility/Service	Primary Service Providers After Annexation
Annexation & General Government Administration	Oregon City, with voter-approval
Land Use	Oregon City
Transportation	Oregon City, Clackamas County, ODOT, TriMet
Stormwater and Natural Resources	Oregon City
Water	Oregon City and Clackamas River Water
Sanitary Sewer	Oregon City, Tri-City Service District
Schools	Oregon City School District
Energy/Power	Portland General Electric
Police Services	Oregon City
Fire and Emergency Services	Clackamas County Fire District #1

Public Facility Capital Costs

Total capital costs for major roads, sewer, water, stormwater and parks/trails systems have been estimated for build-out of the South End area and are summarized in this section. A more detailed description of these costs is provided in Appendices C, F and G. Unit costs were prepared based on local and regional experience with a variety of capital projects. The preliminary capital cost estimates do not include extraordinary cost for right-of-way acquisition, permitting or geotechnical soils work. Such extraordinary costs may include special environmental mitigation, subsurface soil enhancements, structural engineering systems, and business/residential relocation assistance.

In addition to water and sewer trunk line improvements, the Concept Plan envisions the South End area to be developed with new public parks/trails and storm water improvements needed to serve planned development in the area. The transportation elements assume "Family Friendly Collector" design standards for a segment of Madrona Drive and "Mixed Use Minor Arterial" design standards for segments of South End Road, along with several pedestrian-oriented intersections. As defined in the City's Transportation System Plan, Family Friendly Collector streets consist of multiple travel lanes with landscaped buffer strips, on-street parking, and wide paths for bicycles and pedestrians.

The total estimated capital cost for the major public facility improvements needed in the South End Area is shown in Table 5. While these costs are stated in 2013 dollars, the improvements are expected to be phased over 20-30 years, depending upon market conditions for development and the availability of funds.

Table 5. Capital Infrastructure Costs for South End Concept Plan Area

Public Facility System	Capital Cost	Primary Funding Area	Likely Funding Sources ⁵
Transportation (collectors, arterials, traffic signals)¹	\$20,235,000		
South End Road Improvements	\$ 3,870,000	City/County	SDCs, Grants, LIDs, Street Utility rates, Developer Financing, Road Fund
Other Collectors & Arterials	\$16,365,000	South End	
Parks & Trails²	\$19,334,190		
Shared-Use Paths	\$6,045,375	South End	SDCs, Grants, General Fund, Local Parks
Family-Friendly Street Pathways	\$2,193,815	South End	Utility Rates, Developer Dedications, Public/Private Partnerships, Voter-approved GO Bond
Community Park with Community Center	\$7,500,000	City/South End	
Village Center Park	\$1,450,000	South End	
Neighborhood Park	\$765,000	South End	
PGE/BPA Corridor Greenway Trail	\$1,380,000	City/South End	Agency partnerships
Water (mainline system)³	\$5,156,600	South End	SDCs, Connection Charges, Utility rates, Developers
Sanitary Sewer (trunk system)³	\$4,056,800		SDCs, Connection Charges, Utility rates, Developers
Stormwater System³	\$21,164,950		
Stormwater collection	\$ 3,126,000	South End	SDCs, Connection Charges, Utility rates, Developers;
Green streets	\$11,343,950	South End	Regional Mitigation Bank
Regional Ponds	\$ 6,695,000	City/Drainage Basin	
Subtotal	\$ 69,947,540		
Other (planning/legal/admin.) ⁴	\$2,798,000	South End	General Fund, Planning fees, Grants
Total	\$72,745,540		

¹ Derived from Table 3 of South End Concept Plan—Transportation Element Memorandum from DKS dated August 7, 2013.

² Based on preliminary conceptual cost estimates by Alta.

³ Based on preliminary cost estimates by 3J Consulting.

⁴ Preliminary estimate based on 4% of capital cost requirements.

⁵ These existing funding sources may be supplemented with new funding mechanisms, such as urban renewal districts or parks utility fees; to be determined during preparation of the Public Facility Plan for the South End Area.

It is important to note that certain major investments, such as improvements to South End Road, are major investments (e.g. \$3,870,000) that would likely require some level of investment over the next 20 years even if the South End Concept Plan area was not fully developed. Table 6 shows how a preliminary allocation of general funding responsibilities can be based upon the area of benefit.

Table 6. Estimated Capital Costs by Area of Benefit

	South End Public Facilities (Low-end cost)	Other City/County Facilities	Total Cost (High-end cost)
Transportation	\$16,365,000	\$3,870,000	\$20,235,000
Parks & Trails	\$10,454,190	\$8,880,000	\$19,334,190
Water (mainline system)	\$5,156,600		\$5,156,600
Sanitary Sewer System	\$4,056,800		\$4,056,800
Stormwater System			
Stormwater Collection	\$3,126,000		\$3,126,000
Green Street Enhancements	\$11,343,950		\$11,343,950
Regional Ponds		\$6,695,000	\$6,695,000
Subtotal	\$50,502,540	\$19,445,000	\$69,947,540
Other (administration)	\$2,020,102	\$777,800	\$2,797,902
Total	\$52,522,642	\$20,222,800	\$72,745,442
Equivalent Residential Units (ERUs)	2,447		
Cost Per ERU	\$21,464		

Source: derived from preceding analysis; with preliminary Equivalent Residential Unit (ERU) estimates.

Funding Strategies: Existing and Potential Sources

As with most successful large urbanizing areas with multiple property owners, the South End Area is expected to be developed incrementally over time with a mix of public and private funding and financing sources.

Existing Funding Sources

It will be important for the City to utilize full capital-cost and operating-cost recovery methods to avoid unsustainable fiscal impacts to the City's General Fund. Hence, existing funding sources, including local System Development Charges (SDCs), utility fees, and connection charges and rates (and capital improvement programs) need to be updated prior to annexation and development.

The existing local SDCs that currently apply to the South End area (after annexation) would generate significant amounts of funding that would be used to pay for adequate public facilities over time. The level of funding generated by SDCs (upon build-out of the South End Concept Plan area) is summarized in Table 7.



Table 7. Schedule of SDC Charges and Revenues before Credits, Oregon City South End

	SDC per ERU	Gross Revenue (before credits)
Transportation	\$7,833.90	\$19,169,561
Vehicles	\$7,616	\$18,635,766
Bicycles and pedestrians	\$218	\$533,795
Sanitary sewer	\$3,864	\$9,456,139
Oregon City	\$1,844	\$4,513,199
Tri-City Sanitary District	\$2,020	\$4,942,940
Stormwater	\$701	\$1,714,429
Oregon City Charge on New Development	\$701	
Water	\$4,840	\$11,843,292
Oregon City	\$3,374	\$8,256,634
South Fork Water Board	\$1,466	\$3,586,658
Parks	\$3,543	\$8,669,154
Oregon City	\$3,543	\$8,669,154
Total SDC and Agency Summary	\$20,782	\$50,852,575
Oregon City	\$17,296	\$42,322,977
South Fork Water Board	\$1,466	\$3,586,658
Tri-City Sanitary District	\$2,020	\$4,942,940

Source: derived from Oregon City SDC calculator; analysis by FCS GROUP, based on 2,447 equivalent residential units added in the South End area.

To illustrate the level of potential funding “gaps” for major infrastructure improvements in the South End area, an analysis comparing the required level of capital investment to the potential amount of SDC revenues collected assuming the existing regime of SDCs per unit of development, and a range in capital costs from low (reflects improvements that primarily serve the South End area) to high (reflects total capital costs) is summarized in Table 8 and based on the mid-point level of development that is anticipated to occur over the next 20 years, which assumes 2,447 ERUs.³

The results of the status quo funding analysis generally indicates that the City may need to consider additional funding sources to help cover the capital costs of transportation, parks and trails, and stormwater systems that are required to accommodate new development in the South End area. The facilities with the greatest funding challenge include:

- Transportation: funding gap of \$1.87 million
- Parks and Trails: funding gap of \$2.2 to \$11.4 million
- Stormwater System: funding gap of \$13.3 to \$20.3 million

While the analysis indicates that the SDCs for water and sanitary sewer should be adequate to cover capital costs, the issue of advance financing required system up-sizing and new sewer lift stations will likely require some form of developer or City financing. Advance financing options are discussed in the following pages.

³ The ERU estimates are based the midpoint of a range in development, including: 1,747 to 2,637 single family dwellings and 170,000 to 340,000 commercial/office floor area, with 1 job per 500 square feet, and 1 ERU per 2 employees.



Table 8. Potential Capital Funding Requirements, Oregon City South End

	Capital Cost ¹		Potential SDC Revenue at Build-out	Potential Net Revenue/(Gap) before SDC Credits		Funding Strategies
	Low-end Est.	High-end Est.		Low-end Est.	High-end Est.	
Transportation	\$17,019,600	\$21,044,400	\$19,169,561	\$2,149,961	(\$1,874,839)	New subarea SDC and/or LIDs and other sources may be required
Parks & Trails	\$10,872,358	\$20,107,558	\$8,669,154	(\$2,203,204)	(\$11,438,404)	New subarea SDC and/or parks utility fee and/or LIDs and other sources may be required
Water (mainline system)	\$5,362,864	\$5,362,864	\$8,256,634	\$2,893,770	\$2,893,770	Existing SDC appears adequate
Sanitary Sewer System	\$4,219,072	\$4,219,072	\$4,513,199	\$294,127	\$294,127	Existing SDC appears adequate
Stormwater System	\$15,048,748	\$22,011,548	\$1,714,429	(\$13,334,319)	(\$20,297,119)	New subarea SDC and/or stormwater utility fee and/or LIDs may be required
Total	\$52,522,642	\$72,745,442	\$42,322,977	(\$10,199,665)	(\$30,422,465)	

¹ Derived from preceding tables. Analysis by FCS GROUP.

A list of existing and potential funding sources and preliminary strategies to be considered as a means of meeting funding needs for the South End area is provided in Table 9.

Table 9. Potential Funding Strategies for South End Concept Plan Area

Funding Source	Existing or Potential Funding Source	Oregon City South End Funding Strategies
SDCs for water, transportation, sewer, stormwater and parks	Existing SDCs should cover about 60% of capital cost.	Consider updates to Oregon City SDC methodology reports; and/or consider South End subarea SDC charges.
Utility rates for transportation, water, sewer, stormwater	Rates should be adjusted to cover most water, sewer and stormwater facility needs.	Rate updates for stormwater now in process.
Parks utility rate	Potential	City could consider new city-wide funding source for parks O&M and capital improvements; to free up some general fund dollars for other uses.
General Fund (such as property tax revenues)	Existing	At build-out the South End area is estimated to generate over \$9.8M in annual property tax revenues (all districts) and \$2M in annual general funds to Oregon City through the state-shared tax contributions. ¹ The City could dedicate general funds to South End area by issuing bonds backed by current and anticipated General Fund revenues.
Developers (Right-of-Way easement dedications and Advance Financing Agreements)	Potential	Developers should be required to dedicate right-of-way for planned public facility easements, and may provide advance funding/financing for required infrastructure, such as sewer lift stations, with compensation via SDC credits, local improvement districts, or reimbursement districts.
TriMet	Existing	TriMet funding through payroll tax, firebox, and other revenues would support Route 33 bus transit service.

¹ State shared tax assumptions are derived from the Oregon City Transportation System Plan, assuming \$389 per capita and 5,612 people added (mid-point of development forecast, 2,192 dwellings with 2.56 persons per dwelling).

Funding Source	Existing or Potential Funding Source	Oregon City South End Funding Strategies
Grants	Potential	ODOT STIP funds for transportation enhancements could match portion of improvements to South End Road, and Metro funds may be available for constructing regional trails.
Full Faith and Credit Bonds, Revenue Bonds	Potential	Oregon City and/or local service providers could consider issuing Full Faith & Credit Bonds or revenue bonds with specified sources of dedicated revenues to pay interest and principle amounts for certain utilities (such as sewer, sewer, stormwater).
General Obligation Bonds	Potential	Local voter-approved general obligation bonds secured by ad valorem property taxes could provide funding for specific capital facilities. Parks and trail improvements are often good candidates for new local GO bond issue.
Loans (financing)	Existing	Loans from Oregon Special Public Works fund could be used to advance finance construction of roads and other infrastructure.

Other Potential New Funding Sources

Additional funding sources can be considered as a means to enhance General Fund revenues or as a means to pay for public facilities in the South End area. While some of these additional funding sources require public voter approval, they can be considered as potential means to pay for expanded urban services into the South End area as shown in Table 10.

Table 10. Additional Potential New Funding Sources

Funding Source	Voter Approval Required?	Eligible Public Facilities
Local sales tax	No	All
Franchise fees	No	All
Transient lodging tax	No	Up to 30 percent maximum can be used for transportation facilities.
Transportation Management Association (TMA; new non-profit entity)	No	Transit operations (local loop route) would require dedicated source of funding within a TMA District (could include parking fees or employer charges).
County Service District, Funding via property tax	Yes	All, per district formation per ORS 198. Requires city/county joint adoption and agreements.
Urban Renewal District	Yes ¹	All, per Urban Renewal Plan if adopted per ORS 457 and per County Measure 3-386.
Local fuel tax	Yes	Transportation

¹ Measure 3-386 was approved by Clackamas County voters in November 2011 and requires countywide voter approval to create or make a "substantial change" to urban renewal districts. The measure applies only to districts in unincorporated portions of the county, not within cities.

Development Phasing

The South End Concept Plan area includes between 2,192 and 2,637 new dwelling units by year 2035. In addition, the South End area may also include a neighborhood commercial/office/mixed-use development of between 170,000 and 340,000 square feet of floor area.

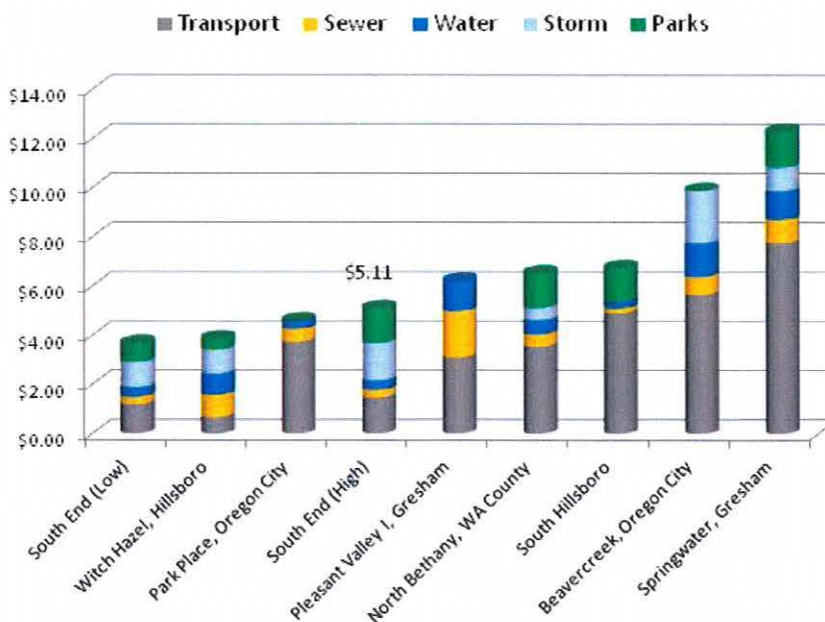
The market analysis conducted as part of the Existing Conditions report expects short- and mid-term demand (years 1-15) to be focused on housing, which would be provided incrementally in accordance with the City's annexation policy.

The cost of public facilities within the South End area ranges from \$3.69 to \$5.11 per gross buildable square foot of land area. The expected public facility cost per square foot of buildable land area in the South End compares favorably with other urbanizing areas within the greater Portland Region, as indicated in Figure 16. This cost comparison takes into account other adopted cost plans, with costs converted to 2013 dollars. Given the ongoing private housing development underway in other urbanizing areas (including North Bethany and Pleasant Valley) which have higher public facility costs than South End Concept Plan area, it is likely that the public facilities that are planned within the South End area can be reasonably funded in a manner that results in an adequate development return on investment.



Major capital improvements required to serve the South End area will be constructed incrementally over time based on market conditions and permitted annexations. The City should require planned public facilities to be "reasonably funded" prior to allowing new development to occur. This entails updates to the City's Capital Improvement Program, with specific projects identified along with anticipated funding sources, as a condition of development within new annexation areas.

Figure 16. Comparative Public Facility Cost per Sq.Ft. of Buildable Land Area



Source: compiled by FCS GROUP based on adopted concept plans, 2013 dollars.

Near-term Implementation Actions

Implementation of the South End Concept Plan area will require proactive work by Oregon City staff and leadership. Key steps to be undertaken over the next four years include:

- Adopt the South End Concept Plan.
- Prepare and adopt recommended local ordinance amendments.
- Document potential fiscal impacts to the city, county and service districts, including potential tax and fee revenues and service costs that are associated with South End annexation.
- Perform value engineering to scale down costs for green streets, parks and stormwater improvements.
- Consider public-private partnerships for providing community park facilities; and work with local citizens, property owners and service providers to further evaluate and adopt new funding sources that have been identified in this plan document.
- Prepare a detailed Public Facility Plan that refines project capital cost estimates, and identifies short-term public facilities and their funding sources.
- Revisit inter-local urban service agreements with Clackamas County and utility service providers to ensure that the roles and responsibilities for advance financing required public infrastructure and providing adequate operations and maintenance service levels are clarified.

South End Concept Plan Technical Appendix



OREGON CITY

Community Development – Planning

221 Molalla Ave. Suite 200 | Oregon City OR 97045

Ph (503) 722-3789 | Fax (503) 722-3880

FILE NO.: Legislative Files:
L 13-03 - South End Concept Plan (Ord. 13-1016)
L 13-04 - Oregon City Municipal Code Amendments (Ord. 13-1017)

APPLICANT: Oregon City Planning Division
221 Molalla Ave, Ste. 200, Oregon City, Oregon 97045

REPRESENTATIVE: Cogan Owens Cogan, Planning Consultants
Kirstin Green, AICP and Steve Faust, AICP
720 SW Washington Street, Suite 500, Portland, OR 97205

REQUEST: Adopt the South End Concept Plan as an amendment to the Oregon City Comprehensive Plan and its Ancillary Documents, and adopt associated amendments to the Oregon City Municipal Code.

LOCATION: City-wide.

REVIEWERS: Pete Walter, AICP
Tony Konkol, Community Development Director

17.50.170 - Legislative hearing process.

A. Purpose. Legislative actions involve the adoption or amendment of the city's land use regulations, comprehensive plan, maps, inventories and other policy documents that affect the entire city or large portions of it. Legislative actions which affect land use must begin with a public hearing before the planning commission.

B. Planning Commission Review.

- 1. Hearing Required. The planning commission shall hold at least one public hearing before recommending action on a legislative proposal. Any interested person may appear and provide written or oral testimony on the proposal at or prior to the hearing. The community development director shall notify the Oregon Department of Land Conservation and Development (DLCD) as required by the post-acknowledgment procedures of ORS 197.610 to 197.625, as applicable.*
- 2. The community development director's Report. Once the planning commission hearing has been scheduled and noticed in accordance with Section 17.50.090(C) and any other applicable laws, the community development director shall prepare and make available a report on the legislative proposal at least seven days prior to the hearing.*
- 3. Planning Commission Recommendation. At the conclusion of the hearing, the planning commission shall adopt a recommendation on the proposal to the city commission. The planning commission shall make a report and recommendation to the city commission on all legislative proposals. If the planning commission recommends adoption of some form of the proposal, the planning commission shall prepare and forward to the city commission a report and recommendation to that effect.*

C. City Commission Review.

- 1. City Commission Action. Upon a recommendation from the planning commission on a legislative action, the city commission shall hold at least one public hearing on the proposal. Any interested person may provide written or oral testimony on the proposal at or prior to the hearing. At the conclusion of the*

hearing, the city commission may adopt, modify or reject the legislative proposal, or it may remand the matter to the planning commission for further consideration. If the decision is to adopt at least some form of the proposal, and thereby amend the city's land use regulations, comprehensive plan, official zoning maps or some component of any of these documents, the city commission decision shall be enacted as an ordinance.

2. Notice of Final Decision. Not later than five days following the city commission final decision, the community development director shall mail notice of the decision to DLCD in accordance with ORS 197.615(2).

(Ord. No. 08-1014, §§ 1—3(Exhs. 1—3), 7-1-2009; Ord. No. 10-1003, § 1(Exh. 1), 7-7-2010)

IF YOU HAVE ANY QUESTIONS ABOUT THIS APPLICATION, PLEASE CONTACT THE PLANNING DIVISION OFFICE AT 503-722-3789.

PROPOSAL

This proposal is to amend the 2004 Oregon City Comprehensive Plan to include the adoption of the South End Concept Plan (Exhibit 18), to change certain comprehensive plan designations on the Oregon City Comprehensive Plan Map (Exhibit 4), and its Ancillary Documents (Exhibit 13) and to update the Oregon City Zoning Ordinances to implement the South End Concept Plan (Exhibit 21).

In 2002, the Metropolitan Service District ("Metro") amended the Metro urban growth boundary ("UGB") to include a portion of certain land identified as Area 32 into the urban growth boundary for Oregon City. This land currently has a designation of R - Rural on the Clackamas County Comprehensive Plan Map. An additional 290 acres was added to the UGB prior to 2002 (in 1980). This land currently has a designation of LR - Low Density Residential on the City's Comprehensive Plan and a designation of LR Low Density Residential on the Clackamas County Comprehensive Plan.

Per the City / County Urban Growth Management Agreement (UGMA), Clackamas County is required to adopt Oregon City Comprehensive Plan designations for the area with the Oregon City Urban Growth Boundary (Exhibit 12).

Adoption of the concept plan does not affect the current Oregon City Zoning Map. Zoning map changes will be reviewed separately following annexation. Until annexation occurs, properties within the concept plan area retain their existing Clackamas County zoning.

Various ancillary documents and plans will be updated through adoption of the South End Concept Plan. These include the public facilities plans (Water, Sanitary Sewer, and Stormwater master plans), and updates to the Transportation System Plan, Parks and Recreation Plan, and Trails Master Plan (Exhibit 13).

Concept planning guides the orderly transition from rural to urban use in order that provision of city services to newly incorporated areas is efficient. Just as importantly, the concept plan reflects the core values and vision for existing and future residents for the future development of the area (See Executive Summary of Plan on pages I-II).

The following sections of Oregon City Municipal Code are proposed for amendment to supplement existing city code in order to implement the South End Concept Plan. Many zoning, subdivision and

other regulatory code provisions necessary to implement the concept plan already exist within the existing code.

OCMC Chapter Title

12.04 Streets, Sidewalks and Public Places
14.04 Annexations
16.08 Subdivisions – Process and standards
16.16 Minor Partitions – Process and standards
17.18 R-2 Multi-family Zone
17.22 (new) Single Family Residential Design Standards – SECP
17.24 NC – Neighborhood Commercial Zone
17.29 MUC – Mixed Use Corridor Zone
17.54 Supplementary Zoning Regulations and Exceptions

FACTS

A. Existing Conditions

The South End study area is adjacent to South End Road, starting at the intersection of Rose Road and South End Road on the southwestern edge of the City. A map of the study area is provided (Exhibit 3).

The South End Concept Plan study area consists of 498 acres located south of Oregon City along South End Road. Approximately 188 acres were brought into the UGB when Metro amended the UGB in 2002. The remaining 290 acres outside the city were added to the UGB prior to 2002. The South End Concept Plan process also includes an additional 133 acres currently within city limits for planning purposes, but which not included in the initial buildable land calculations; however, comprehensive plan designations for portions of these areas are proposed to change in order to implement the concept plan. Subsequently the planning area is 611 acres in total.

The predominant land uses in the concept plan area consist of low-density residential subdivisions developed in the 1970s, estate residential property, churches and the John McLoughlin Elementary School. This semi-rural and suburban development pattern is interspersed with some limited farm and forest uses that still exist. There are no formalized office, commercial, retail, or industrial uses within the planning area. The closest significant commercial nodes are located northeast of the concept planning area at Warner Milne and Molalla Avenue or within the City of Canby's Downtown, located three miles to the south. The planning area is located approximately three miles south of downtown Oregon City.

The detailed existing conditions report in Appendix A of the plan provides a comprehensive discussion of the current physical, environmental and land use conditions present in the study area. The existing conditions report includes a buildable lands analysis.

B. Buildable Lands Inventory

Buildable lands are those within the urban growth boundary that are suitable, available, and necessary for residential or employment uses. Buildable lands include both vacant land and land that is likely to be redeveloped, and are not severely constrained by natural hazards or subject to natural resource protection measures. The 283 net buildable acres identified in this preliminary analysis are the maximum acres projected to be available for development, as shown below

Gross Area Outside City Limits	498.7 Acres - (minus)
Developed Land	101.8 Acres - (minus)
Unbuildable Land	<u>27.7 Acres</u> =
Buildable Land	369.2 Acres X (0.25)
 New Roads and Utilities	 (25%) = 92.3 Acres
 Net Buildable Area	 276.9 Acres

(From Existing Conditions Report Table 2. Buildable Areas, Oregon City South End, 2012)

Current Oregon City Land Use Designations

The portions of the UGB outside the city limits have the current comprehensive plan designations*:

FU-10 designation 188 acres (58 taxlots)

LR designation 290 acres (289 taxlots)

*Pursuant to the 1991 Urban Growth Management Agreement with Clackamas County.

Density Calculations (See Appendix B. of plan)

The buildable lands analysis is then used to develop and to calculate future land use densities. These calculations are required by Title 11 of Metro's Urban Growth Functional Plan, which states that new urban area plans must provide "for average residential densities of at least 10 dwelling units (du) per acre of net vacant buildable land." The average residential density is only applicable to areas added to the UGB in 2002; the density requirement for the area added to the UGB in the 1980s is permitted to be calculated at a lower density of 8 dwelling units per acre.

The land use evaluation of the plan in Appendix B indicates that the concept plan provides the potential for a buildable range of between 1,747 and 2,637 dwelling units within the South End Plan area, with a mean of 2,192 units. State and Metro requirements indicate that UGB expansion areas within the Metro region must provide for average densities of 8 units per acre for areas added prior to 2002 and 10 units per acre for areas added in 2002 or later. The net developable area of the pre-2002 expansion area is 196 acres, resulting in a need to provide for approximately 1,568 dwelling units at 8 units per acre. The net developable area of the 2002 expansion area is 133 acres, resulting in the need to provide for 1,330 dwelling units at 10 units per acre. Therefore the Metro target for the provision of total units in South End is approximately 2,898 units.

The City is proposing to substantially comply with the Metro Density requirements. The justification for substantial compliance is based on the following factors, which are explained in detail in the attached Title 11 Compliance Analysis in Exhibit 10. These factors include:

- Vision and Values of the Concept Plan
- Transportation System Constraints
- Initial Metro UGB Expansion Projections
- Housing Development Forecast
- Consistent efficiency (100%) and utilization of zoned residential land
- Mixed Use Areas allow for 50% housing
- Adjacent Rural Reserve Considerations

C. Public Involvement, Notice and Public Comment

The South End Concept Planning process provided early and frequent opportunities for public involvement in the plan development process.

Public Involvement in the legislative decision making process is provided through the public hearing process, newspaper noticing, meetings, and continued online participation.

Initial public involvement in the concept planning process for the South End area began in mid to later 2012 with the selection of a consultant. Four consulting teams applied and interviewed by a collaborative team of staff and selected members of the public. The team led by Cogan Owens Cogan was selected unanimously for their proposed approach to the planning process and in particular their public involvement approach needed to undertake an effective and engaging planning process.

Following selection of the consultant, the City Commission approved the contract, scope of work and budget in June 2012.

Cogan Owens Cogan coordinated the formal public involvement process for the concept plan. The following is the complete chronology of meetings and events.

See Exhibit 6 for a summary of public notices.

Public Notice

Notice of the first Planning Commission public hearing for the proposal was published in the Clackamas Review on, and mailed to the affected agencies, the CIC and all Neighborhood Associations 20 days prior to the November 25 Planning Commission public hearing in accordance with . In accordance with ORS 197.610 and OAR 660-018-000, a Notice of Proposed Amendment to the Oregon City Comprehensive Plan was provided to the Oregon Department of Land Conservation and Development 35 days prior to the first noticed Evidentiary Hearing on October 17th, 2013. Measure 56 Notice was mailed to landowners within Oregon City property owner, within or abutting the Urban Growth Boundary along South End Road (over 10,500) on October 30, 2013.

Amended Public Notice

Due to incorrect language regarding appeal procedures for legislative proposals on the initial newspaper public notices, a second, amended Public Hearing notice was published in the Clackamas Review on November 13th, 2013, 20-days prior to the second scheduled Planning Commission hearing on December 9th, 2013 (Exhibit 6).

Public Comments

Comments received throughout the process prior to the opening of the formal record have been compiled in the Community Engagement Summary in Appendix I (Exhibit I).

Public Comments provided via the project website and www.southendconceptplan.org and via email have also been compiled in Exhibit 8.

Public Comments received in response to the formal public notice process are provided in Exhibits 26-30.

Adoption of the concept plan, amendment of the city Comprehensive Plan and the associated code changes are legislative decisions. Any individual may raise new issues at any of the public hearings or submit written testimony at or prior to the hearing identified above.

D. Summary of Plan and Code Amendments

The proposed changes and additions to the Municipal Code and Comprehensive Plan are organized into the following Exhibits.

- Exhibit 21. Code amendments critical to Concept Plan implementation.
- Exhibit 13. Updates to Existing Ancillary Comprehensive Plan Documents (Transportation System, Water, Sewer, Stormwater and Parks and Trails Master Plans)

The City of Oregon City proposes to adopt a revised comprehensive plan, zoning ordinance amendments to implement the South End Concept Plan and Metro regional requirements, new amendments to the Comprehensive Plans Ancillary Documents (sewer, water, storm water, parks and trails plans). New comprehensive plan map designations and development code changes are proposed.

As mentioned earlier, when properties within the concept plan area are annexed into Oregon City by upon approval of petitions for annexation by property owners, new zoning designations on specific parcels will be applied.

Transportation Planning Rule

Rezoning of properties at annexation following adoption of the South End Concept Plan is subject to Oregon's Transportation Planning Rule (OAR 660-012-0060). In order to meet the requirements of this regulation, needed improvements and funding mechanisms have been identified for properties within the Concept Plan area. Some of these improvements were identified previously during the recent TSP update. The proposed transportation infrastructure improvements, financing and funding estimates, along with future amendments to the Transportation System Plan and Capital Improvement Plan provide adequate basis to show compliance with this rule. Formal compliance with OAR 660-012-0060 will be addressed at the time of annexation and zoning of parcels within the Concept Plan area. Exhibit 5 contains a memorandum from DKS Engineering further explaining the plans compliance with OAR 660-012-0060.

Metro Title 11 – Planning for New Urban Areas

Oregon City must comply with the relevant portions of Metro's Urban Growth Management Functional Plan (aka the 2040 Functional Plan), known as Title 11. The Oregon City Comprehensive Plan also requires that concept planning be completed for areas along South End Road prior to annexation of land within the Urban Growth Boundary.

The Metro Functional Plan is a regional land use plan that implements the Metro 2040 Growth Concept. The Concept Plan is required to comply with State and Metro Title 11 requirements. Title 11 and Concept Plans are intended to lay a foundation for urbanization of areas added to the region's Urban Growth Boundary (UGB) in a way that reasonably provides public facilities and services, offers transportation and housing choices, supports economic development, and protects natural resources. The following land use elements of Metro's Title 11 regulations governing concept planning within Metro's jurisdiction, "3.07.1120 Urban Growth Boundary Amendment Urban Reserve Plan Requirements":

- Annexation
- Housing density
- Variety of housing types
- Housing affordability
- Commercial/Industrial development
- Transportation
- Mapping
- Public Facilities and Services
- Schools
- Urban Growth Diagram
- Plan Amendments

A separate report which details findings for compliance with Metro Title 11 is provided in Exhibit 10 and a letter from Metro that responds to this report is expected to be provided for the record during the Planning Commission's consideration of the concept plan.

DECISION-MAKING CRITERIA:

The remainder of this report details compliance of the South End Concept Plan with the applicable state, regional and local requirements.

Oregon City Comprehensive Plan

Comprehensive Plan Maintenance and Implementation - Regular Review and Update.

Considerations

Section 2 – Land Use of the 2004 Oregon City Comprehensive Plan indicates that the regular review and updated of the Comprehensive Plan should consider the following:

1. *Plan implementation process.*

Finding: Complies. This amendment to the Comprehensive Plan is required in order to adopt appropriate land use designations that will guide future land use planning for the UGB area response to Metro Title 11 Requirements. Metro Title 11 – Planning for New Urban Areas requires that the City adopt a concept plan prior to annexation and urbanization of areas brought into the UGB. The concept planning process was initiated in order that public facilities and services can be planned to serve future development within the South End area.

The plan implementation process must following local, metro and state guidelines.

Completion of the concept plan and amendment of the Comprehensive Plan complies with the City's Comprehensive Plan *Goal 14.3 - Orderly Provision of Services to Growth Areas*, which provides that the City plan for public services to lands within the Urban Growth Boundary through adoption of a concept plan and related Capital Improvement Program, as amendments to the Comprehensive Plan.

Additionally, adoption of the concept plan will maintain compliance with Metro's Functional Plan, and will be forwarded to the state following adoption through the Oregon Department of Land Conservation and Development's post-acknowledgement process.

2. *Adequacy of the Plan to guide land use actions, including an examination of trends.*

Finding: Complies. The Existing Conditions report (Appendix A) of the Concept Plan includes detailed land use, market, infrastructure, transportation system, demographic and housing analyses in order to determine trends to guide future land use actions. The results of this analysis are the basis on which the concept plan is developed and need to be incorporated into the Comprehensive Plan. The plan provides a thorough explanation of the existing conditions pertaining to this analysis and provides recommendations and preliminary cost estimates for improvements that will be necessary in order for the concept plan to be carried out.

The Comprehensive Plan amendments proposed with the concept plan are necessary in order for land use actions to be carried out within the concept plan area subsequent to the annexation of property. Please note that adoption of the concept plan does not rezone property within the planning area until said property is annexed into the City. The concept plan forms the basis for the City's Comprehensive Plan map designations, relevant code amendments, and text and maps required in the event that annexation takes place. Likewise, the amendments to the ancillary documents and plans assure that the necessary improvements in the concept plan can be incorporated into the appropriate ancillary plan, as well as be included in the City's Capital Improvement Program.

The plan includes a detailed examination of trends, not only from an economic perspective, but also from a social perspective. The economic perspective is detailed in the market analysis, which includes population analysis and projections, demographic and economic data, and a commercial and residential housing development forecast for the planning area.

The social trend perspective is based on both the market analysis and the robust public engagement process for the plan, which is summarized in Appendix J.

3. *Whether the Plan still reflects community needs, desires, attitudes and conditions. This shall include changing demographic patterns and economics.*

Finding: Complies. The concept plan is based on a shared Vision and set of Core Values that established what the South End community values today about South End and what the community would like to see in the future. The vision and core values were developed based on the extensive public involvement process described earlier. Additionally, the existing conditions report includes a comprehensive analysis of land use, buildable lands, natural resources, demographics, market conditions, existing development patterns, and housing needs for the South End Community to guide future development of the area.

4. *Addition of updated factual information including that made available to the City by regional, state and federal governmental agencies.*

Finding: Complies. In addition to the Community Advisory Team, the planning process was informed by a Technical Advisory Team (TAT) of representatives from the following agencies who provided current technical and regulatory compliance information. The TAT met formally four times throughout the process and provided informal input to the project manager via email and other correspondence.

Technical Advisory Team

- Clackamas County Transportation and Development

- Clackamas County Planning Department
- Clackamas County Sheriff's Office
- Clackamas Fire District #1
- Oregon City School District
- Metro
- Tri-City Sewer Service District
- Clackamas River Water District (CRW)
- Oregon City Public Works Department
- Oregon City Police Department
- Oregon City Parks and Recreation Department
- Oregon Department of Land Conservation and Development (DLCD)
- Oregon Department of Transportation (ODOT)
- Tri-Met

Participation on the TAT by representatives of Metro and the State informed the regulatory framework which the concept plan must comply with, including the elements of housing, transportation and natural resources. These elements are illustrated in the concept diagram and associated maps in the plan. For example, policies support the provision of a variety of housing types and income levels and creation of mixed use zones to encourage more walkable communities and housing, and the application of the designation of Metro Design Types (Outer Neighborhoods). Habitat Conservation Areas, slope data and other known resource overlay information was also provided to develop a variety of maps, notably the habitat conservation areas, steep slope, transportation (street system, transit, functional classification, street sizing, bicycle and pedestrian needs, trails), water, stormwater and sewer system maps.

Factual information on housing needs by income level is provided in the plan as well as policies to comply with Metro Title 11 and state Metropolitan Housing Rule housing policies. The Concept Plan also responded to targets for future population growth provided by Metro. Policies in the Concept Plan support Metro and DLCD requirements and factual information is reflected in the plan.

Section 1 Citizen Involvement

Goal 1.2 Community and Comprehensive Planning

Ensure that citizens, neighborhood groups, and affected property owners are involved in all phases of the comprehensive planning program.

Policy 1.2.1 - Encourage citizens to participate in appropriate government functions and land-use planning.

Goal 1.3 Community Education - Provide education for individuals, groups, and communities to ensure effective participation in decision-making processes that affect the livability of neighborhoods.

Goal 1.4 Community Involvement - Provide complete information for individuals, groups, and communities to participate in public policy planning and implementation of policies.

Policy 1.4.1 - Notify citizens about community involvement opportunities when they occur.

Goal 1.5 Government/Community Relations - Provide a framework for facilitating open, two-way communication between City representatives and individuals, groups, and communities.

Finding: Complies. Development of the plan included an extensive public involvement effort as documented in the Community Engagement Summary (Exhibit 18I, Appendix I). The public involvement effort employed a two-phased approach; Phase 1 consisting of a extensive series of smaller group

meetings and surveys to reach out, listen and educate, and Phase 2 consisting of plan guidance by the CAT through regular meetings and updates to various groups throughout the process. A summary and chronology of all meetings held is provided in Exhibit 9).

South End Concept Plan Community Advisory Team (SECP-CAT)

Through a formal application process, the city received enthusiastic response from the community to form the 16-member South End Concept Plan Community Advisory Team (SECP-CAT).

As the project's public steering committee, the SECP-CAT is made up of energetic volunteers (both residents of the city and county) who represent a broad cross section of interests of the South End community, including city and county residents, youth, faith-based communities and business interests. SECP-CAT members applied for these positions and were appointed by Mayor Neeley. An overview explaining the role of the CAT is provided in Exhibit 14. The makeup of SECP-CAT membership is as follows:

- City At-Large (2)
- County At-Large (2)
- Leland Rd / New Era / Central Pt CPO
- Development/business (2)
- Faith-based organization (2)
- Hazel Grove Neighborhood Assn
- McLoughlin Elementary School
- OC Natural Resources Committee
- Parent Teacher Association
- OC Parks and Rec. Advisory Committee
- Planning Commission
- South End Neighborhood Assn
- OC Transportation Advisory Committee
- Youth/Student/Teen (2)

The SECP-CAT met formally seven times over the course of the project (See Community Engagement timeline, Exhibit 9), not including small group meetings that individual SECP-CAT members facilitated.

Community Conversations and Small Group Meetings

Oregon City staff and CAT members teamed up to present the project to the public at a wide variety of larger public meetings, smaller "community conversations", Citizen Involvement Council, Neighborhood Associations, and Planning Commission and City Commission updates.

Large Venue Meetings - Open Houses and Forums

(Please see Appendix J for detailed results of the open houses and forums)

1. Community Open House #1: Phase 1 Kickoff Meeting.
2. Community Open House #2: December 13, 2012.
3. Forum on the Future Part 1: April 13, 2013.
4. Forum on the Future Part 2: June 1, 2013.

Website and Social Media

Website: Documentation produced with the South End Concept Plan has been posted on the project website www.southendconceptplan.org throughout the duration of the project and all comments have been integrated into the final draft.

Facebook: Staff made weekly regular facebook posts with news of meetings, website updates and project deliverables.

Twitter: Staff tweeted weekly updates with news of meetings, website updates and project deliverables.

On-line Interactive Maps and Surveys

Early and throughout the planning process the team used new ways to engage the public to complement the traditional format of attending meetings.

On-Line Interactive Forums (MetroQuest)

Sub-consultants MetroQuest (website <http://www.metroquest.com>), specialists in interactive online public involvement, developed two series of public interactive on-line forums to complement Phases 1 and 2 of the public involvement process. The on-line format consisted of a combination of place-based comments, graphic maps and surveys in one intuitive process, and allowed people to identify areas of importance and specific locations for development preference within the concept plan area.

Survey Monkey

27 on-line surveys were used to complement the process and gather feedback on the plan. The results of these surveys are integrated into the public engagement summary.

Email Distribution - "EBlasts"

Staff maintained an email distribution list and provided weekly "EBlasts", or mass emailings to inform the public and plan participants about the process, summarizing and directing people to the website for the most recent news and updates about the planning process.

Public Notices

Once the final draft plan was ready for formal public review, staff opened the legislative file for the adoption of the South End Concept Plan opened on October 16, 2013. The formal draft plan is required to be adopted by Ordinance as an amendment to the City Comprehensive Plan through the Legislative approval process. This began a process of formal public notices as detailed in the public notice section earlier in this report.

Mail and Paper Surveys

Paper Surveys were circulated the Phase 1 and Phase 2 meetings ask targeted questions about the plan. 40 surveys were completed.

Section 2: Land Use

Goal 2.1 Efficient Use of Land

Ensure that property planned for residential, commercial, office, and industrial uses is used efficiently and that land is developed following principles of sustainable development.

Policy 2.5.6

Develop a concept plan for South End that includes commercial designations in an amount sufficient to serve the needs of the South End neighborhood. The area designated as “Future Urban Holding” on South End Road lacks sufficient commercial services.

Finding: Complies. The proposed concept plan includes two areas for neighborhood commercial use to serve the adjacent area. These areas will be designated as Mixed Use Corridor on the Oregon City Comprehensive Plan, however the final zoning of NC – Neighborhood Commercial to implement these areas would not change until annexation.

The comprehensive plan draft indicates approximately 16 acres of land on both sides of South End Road would be designated as Mixed Use Corridor. These locations have been scaled back considerably from earlier drafts in response to public comment, but will still assure that the development of well-designed retail amenities within easy walking distance of adjacent residential land use can be achieved.

The plan draft recommendations that help inform a market-supportable development program for housing, commercial, and office development in the South End over the long-term planning period.

Section 6: Quality of Air, Water and Land Resources

Goal 6.1 Air Quality - Promote the conservation, protection and improvement of the quality of the air in Oregon City.

Policy 6.1.2 -Ensure that development practices comply with or exceed regional, state, and federal standards for air quality.

Finding: Complies. Amendments to the Oregon City Transportation System Plan were recently adopted and went into effect on August 16, 2013. The concurrent timing of the TSP update with the South End Concept Plan process was advantageous, since it allowed for coordination of planning level assumptions for buildout of the UGB and proposed improvements. As shown in the TSP, the share of improvements recommended in the TSP update that result in more significant levels of pollution has dramatically decreased since the 2001 TSP. As shown in Figure 24 of the TSP (Volume 1), projects related to walking, biking, and taking transit have increased from approximately 51% of the projects in the 2001 TSP to approximately 74% of the projects in the TSP update, represented by over 260 projects. This set of projects combined with projected employment growth within the city over the next 20 years results in an approximately 13% reduction in vehicle miles traveled (VMT) in the evening peak period through 2035, more than the 10% reduction set as a climate change target (TSP Volume 1, Table 25).

Many of the transportation recommendations within the SECP were already implemented with the recent TSP update and comply with the Regional Transportation Function Plan (RTFP) to include provisions to establish unobstructed paths on sidewalks, require more closely spaced pedestrian and bicycle accessways, support crossings in the vicinity of transit stops, and establish requirements for long-term bicycle parking (TSP Volume 2, Section K).

The concept plan calls for a transportation network that provides greater pedestrian and bicycle mobility, improved transit opportunities, and improved street connectivity as the area develops at higher, urban densities.

The land use portion of the concept plan includes two neighborhood scale commercial areas within easy walking distance to adjacent abutting residential development. The intent of these areas is to provide appropriately scaled and well-designed commercial amenities to serve the immediate South End Area and reduce the dependence on the automobile to get basic amenities.

The above plan provisions are consistent with the goal and policy of promoting air quality.

Section 11: Public Facilities

Goal 11.1 Provision of Public Facilities

Serve the health, safety, education, welfare, and recreational needs of all Oregon City residents through the planning and provision of adequate public facilities.

Finding: Complies. The South End Concept Plan is necessary to maintain compliance with Statewide Planning Goal 11, Public Facilities. Goal 11 requires that public facilities and services be provided in a timely, orderly and efficient manner. The goal's central concept is that local governments should plan public services in accordance with the community's needs as a whole rather than be forced to respond to individual developments as they occur. As shown in the findings below, the proposed update of the TSP is consistent with Goal 11.1.

Policy 11.1.1

Ensure adequate public funding for the following public facilities and services, if feasible:

Finding: Complies. The SECP includes "planning level" estimates for proposed public facilities, including preliminary cost expenditures and financing tools expected to fund needed water, sewer, storm water and transportation improvements as the concept plan area develops. The Funding and Finance section of the plan, starting on Page 45, identifies, summarizes and describes the needed improvements and described variety of potential funding and financing resources (See Exhibit 18). It should be stated that pursuant to Metro Title 11, these estimates are preliminary, and further refinements should be made as additional resources are available. A more detailed description of these costs is provided in Appendices C, F, and G to the concept plan. The preliminary costs do not include extraordinary costs for right-of-way acquisition, permitting, or geotechnical soils work. Such costs may include special environmental mitigation, subsurface soil enhancements, structural engineering, and business/residential relocation assistance.

The recently adopted Transportation System Plan, which dovetailed with the SECP process, establishes both a financially constrained set of proposed transportation improvements that can be funded by expected revenues, as well as a planned set of transportation improvements that are not reasonably expected to be funded by 2035, but many of which are important to making progress on the goals and performance targets for the transportation system. The recommended projects are projected to meet performance targets throughout the city, with exceptions. Some intersections on the state highway system cannot be brought into compliance with current ODOT and proposed TSP mobility standards without unreasonably expensive projects for which there is no identified funding. As the City is not required to assure compliance with mobility standards for permitted and conditional uses on state facilities beyond what is identified in the Regional Transportation System Plan, the City proposed to temporarily exempt permitted and conditional uses from complying with the current mobility standards for the interchanges of I-205/99E, I-205/213 and OR 213/Beavercreek Road and all state facilities within or adjacent to the Regional Center. With no reasonable solution resulting in compliance with mobility standards for these locations, the City will continue to work with regional partners to pursue special studies and alternate mobility standards for these locations. Minor improvements are anticipated for a majority of the three intersections until the solutions are adopted, likely one to two years after adoption of the Transportation System Plan. The proposed TSP is consistent with this policy.

Policy 11.1.2

Provide public facilities and services consistent with the goals, policies and implementing measures of the Comprehensive Plan, if feasible.

Finding: Complies. The proposed concept plan provides guidance for the timely, efficient and economic provision of transportation facilities within the existing city and to new development areas within the UGB consistent with the relevant goals, policies and implementing measures of the Comprehensive Plan.

Policy 11.1.4

Support development on underdeveloped or vacant buildable land within the city where public facilities and services are available or can be provided and where land-use compatibility can be found relative to the environment, zoning, and Comprehensive Plan goals.

Finding: Complies. The proposed improvements in the concept plan respond to the housing demand that is estimated to be generated through 2035. The projected growth is based on land use inventories and plans from Metro and the City, and in accordance with Metro Title 11 goals for new residential growth.

Policy 11.1.5

Design the extension or improvement of any major public facility and service to an area to complement other public facilities and services at uniform levels.

Finding: Complies. The concept plan includes a transportation and public infrastructure component that addresses this policy. Appendix C: Transportation Element provides refinements of the 2013 Transportation System Plan based on the growth estimates and goals for the concept plan. Appendix D: Public Infrastructure Element provides preliminary estimates for the proposed water, sewer and stormwater system expansions that will be necessary to serve the concept plan area.

These estimates, in accordance with Metro Title 11, are preliminary recommendations and it is recommended that further refinements be made to analyze the South End area, particularly with respect to sewer capacity.

The City has adopted development code and engineering standards to ensure concurrent provision of public facilities and services at uniform levels. Pursuant to these requirements, the full range of public improvements is typically required to be extended to a new development area at the same time (roads, city sewer, storm drainage, water, and emergency services). The proposed concept plan is consistent with this policy.

Policy 11.1.7

Develop and maintain a coordinated Capital Improvements Plan that provides a framework, schedule, prioritization, and cost estimate for the provision of public facilities and services within the City of Oregon City and its Urban Growth Boundary.

Finding: Complies. The South End Concept Plan, consistent with OAR Chapter 660, Division 11, includes preliminary cost estimates and funding strategies for the necessary improvements, including likely financing approaches.

Total capital costs for major roads, sewer, water, stormwater and parks/trails systems have been estimated for build-out of the South End area and are summarized in the Funding and Finance section of the plan. A more detailed description of these costs is provided in Appendices C, F and G. Unit costs were prepared based on local and regional experience with a variety of capital projects.

The draft plan estimates are preliminary and serve for the purposes of concept planning. The plan includes implementation actions to refine and prioritize these estimates. Key steps to be undertaken over the next four years include:

- Adopt the South End Concept Plan.
- Prepare and adopt recommended local ordinance amendments.
- Document potential fiscal impacts to the city, county and service districts, including potential tax and fee revenues and service costs that are associated with South End annexation.
- Perform value engineering to scale down costs for green streets, parks and stormwater improvements.
- Consider public-private partnerships for providing community park facilities; and work with local citizens, property owners and service providers to further evaluate and adopt new funding sources that have been identified in this plan document.
- Prepare a detailed Public Facility Plan that refines project capital cost estimates, and identifies short-term public facilities and their funding sources.
- Revisit inter-local urban service agreements with Clackamas County and utility service providers to ensure that the roles and responsibilities for advance financing required public infrastructure and providing adequate operations and maintenance service levels are clarified.

Policy 11.6.1

Make investments to accommodate multi-modal traffic as much as possible to include bike lanes, bus turnouts and shelters, sidewalks, etc., especially on major and minor arterial roads, and in regional and employment centers.

Finding: Complies. Please refer to the concept plan document on pages 20-29, and Appendix C, Transportation Element.

The South End Concept Plan envisions an interconnected network of multi-modal streets, one that takes advantage of the relatively flat terrain at the top of the bluff, yet builds upon and connects with the existing streets in the area. The design of the streets will represent the context of the neighborhood, reinforcing its rural nature while accommodating all modes of travel for users of all ages and abilities. The streets will be more than just places for automobile travel, recognizing that they are also where people gather, walk, bike, access transit, and park their vehicles. They will be designed to safely connect people to where they need to go, giving residents, and visitors more travel choices to destinations.

As a major street connection through the Concept Plan area, South End Road will continue to connect residents, commuters, and visitors to the regional transportation system. It will be designed in a manner to serve the through travel demand, while still being viewed as an asset to the neighborhood rather than a barrier. Bicyclists will be accommodated with an exclusive on-street bike facility that is physically separated from motor vehicle traffic with a parking lane and/or a buffer. Where on-street parking is allowed, the cycle track will be located to the curb-side of the parking (in contrast to bike lanes). Those walking will be accommodated with sidewalks buffered from the street with landscaping and/or street furnishings. Safe and comfortable pedestrian and bicycle crossings will be provided where facilities cross South End Road.

To the east and west of South End Road will be a connected network of streets and shared-use paths providing on and off street connections to schools, parks, housing and shopping. Primary street connections to South End Road for those driving in the Concept Plan area will be via Deer Lane-Madrona Drive, Beutel-Parrish Road, and Rose Road. These streets will employ design techniques to create safe,

slow streets without significantly changing vehicle capacity, mitigating the impacts of the traffic on the adjacent housing and providing greater balance between safety and mobility.

Those walking and biking in the Concept Plan area will be accommodated primarily through street side sidewalks or pathways, or on-street shared-roadways. Off the main street system will be a network of comfortable, low-stress walking and biking routes between neighborhoods and local parks, schools, and shopping areas. It is intended to attract less experienced walkers and bikers, acting like a linear park system linking parks, schools, jobs and other destinations in the Concept Plan area to other parts of the City.

Section 12: Transportation

Goal 12.1 Land Use-Transportation Connection

Ensure that the mutually supportive nature of land use and transportation is recognized in planning for the future of Oregon City.

Policy 12.1.1 - Maintain and enhance citywide transportation functionality by emphasizing multi-modal travel options for all types of land uses.

Policy 12.1.4 - Provide walkable neighborhoods. They are desirable places to live, work, learn and play, and therefore a key component of smart growth.

Policy 12.1.5

Investigate the possibility of a new street connection between South End Road and Highway 99E between Downtown and New Era.

Finding: Complies. The South End Concept Plan provides opportunities to facilitate increased travel options for vehicles, pedestrians and bicyclists by identifying new locations for the complete hierarchy of street designs, and identifies prioritized projects within the city-wide Transportation System Plan. Implementation of these projects will result in a more complete transportation system with a variety of multi-modal travel opportunities.

Goal 12.2 Local and Regional Transit

Promote regional mass transit (South Corridor bus, Bus Rapid Transit, and light rail) that will serve Oregon City.

Finding: Complies. The proposed concept plan includes a detailed discussion of transit options within and adjacent to the concept plan area and supports mass transit by providing a more complete community which include walkable amenities, mixed uses and higher density residential land uses along arterial roads, and a transportation facility which will allow safe access for mass transit users, pedestrians and bicyclists.

Goal 12.3 Multi-Modal Travel Options

Develop and maintain a transportation system that provides and encourages a variety of multi-modal travel options to meet the mobility needs of all Oregon City residents.

Policy 12.3.1 -Provide an interconnected and accessible street system that minimizes vehicle miles traveled and inappropriate neighborhood cut through traffic.

Policy 12.3.2 -Provide an interconnected and accessible pedestrian system that links residential areas with major pedestrian generators such as employment centers, public facilities, and recreational areas.

Policy 12.3.3 - Provide a well-defined and accessible bicycle network that links residential areas, major bicycle generators, employment centers, recreational areas, and the arterial and collector roadway network.

Policy 12.3.4 -Ensure the adequacy of pedestrian and bicycle connections to local, county, and regional trails.

Policy 12.3.5 -Promote and encourage a public transit system that ensures efficient accessibility, mobility, and interconnectivity between travel modes for all residents of Oregon City.

Policy 12.3.6 -Establish a truck route network that ensures efficient access and mobility to commercial and industrial areas while minimizing adverse residential impacts.

Policy 12.3.8 -Ensure that the multi-modal transportation system preserves, protects, and supports the environmental integrity of the Oregon City community.

Policy 12.3.9 -Ensure that the city's transportation system is coordinated with regional transportation facility plans and policies of partnering and affected agencies.

Finding: Complies. The concept plan provides opportunities to facilitate increased mobility for vehicles, pedestrians and bicyclists by identifying insufficient facilities and associated prioritized projects within and outside of the concept plan area. Implementation of the projects and the associated amendments to the Oregon City Municipal Code will result in a more complete transportation system with a variety of connected multi-modal travel options and a truck route network which support one another. The plan was created in conjunction with input from transportation specialists from Clackamas County, ODOT and Metro.

Goal 12.5 Safety

Develop and maintain a transportation system that is safe.

Policy 12.5.1 -Identify improvements that are needed to increase the safety of the transportation system for all users.

Policy 12.5.2 -Identify and implement ways to minimize conflict points between different modes of travel.

Policy 12.5.3 -Improve the safety of vehicular, rail, bicycle, and pedestrian crossings.

Finding: Complies. Please refer to Findings above under Policy 11.6.1.

Goal 12.6 Capacity

Develop and maintain a transportation system that has enough capacity to meet users' needs.

Policy 12.6.1 - Provide a transportation system that serves existing and projected travel demand.

Policy 12.6.2 - Identify transportation system improvements that mitigate existing and projected areas of congestion.

Policy 12.6.3 - Ensure the adequacy of travel mode options and travel routes (parallel systems) in areas of congestion.

Policy 12.6.4 - Identify and prioritize improved connectivity throughout the city street system.

Finding: Complies. Please refer to Findings above under Policy 11.6.1. Transportation policy and projects in the South End area are proposed to serve existing and planned uses within the urban growth boundary along South End Road as detailed in Appendix C: Transportation Element. The recommended projects within the planning area are projected to meet performance targets within the planning area and identify and prioritize improved connectivity throughout the concept plan area. The concept plan details specific enhancements to the transportation system that will be required as condition of future land use approval within the concept plan area, if and when any such areas are annexed to Oregon City. These improvements will ensure that travel mode options and travel routes (parallel systems) are required. There are identified deficiencies outside the planning area that are exceptions, as discussed during the prior TSP adoption process. Outside of the concept plan area, the city-wide TSP identifies a list of funded and non-funded projects that if funded and implemented in the future, will mitigate existing and projected areas of congestion.

Goal 12.7 Sustainable Approach

Promote a transportation system that supports sustainable practices.

Policy 12.7.4 - Promote multi-modal transportation links and facilities as a means of limiting traffic congestion.

Finding: Complies. Please refer to Findings above under Policy 11.6.1. The proposed concept plan and associated amendments to the Oregon City Municipal Code allow for a complete transportation network for all modes of transportation.

Comprehensive Plan Goal 14.3 - Urbanization - Orderly Provision of Services to Growth Areas

Plan for public services to lands within the Urban Growth Boundary through adoption of a concept plan and related Capital Improvement Program, as amendments to the Comprehensive Plan.

Finding: Complies. Adoption of the proposed comprehensive plan amendments, zoning code amendments and subsequent amendments to the capital improvements plan will ensure that public services within the Urban Growth Boundary will be made available at or prior to the time of development.

Comprehensive Plan Goal 14.1 Urban Growth Boundary

Establish, and amend when appropriate, the Urban Growth Boundary in the unincorporated area around the city that contains sufficient land to accommodate growth during the planning period for a full range of city land uses, including residential, commercial, industrial, and institutional.

Finding: Complies. The Urban Growth Boundary along South End was expanded in 1980 and again in 2002 to accommodate residential growth projections for the region through 2035.

Policy 14.1.1

The Urban Growth Boundary shall conform to Title 11 of the Code of the Metropolitan Service District and will provide sufficient land to accommodate 20-year urban land needs, resulting in efficient urban growth and a distinction between urban uses and surrounding rural lands, and promoting appropriate infill and redevelopment in the city.

Finding: Complies. Findings for compliance with Title 11 are provided in Exhibit 10. The concept plan will provide a long range plan to guide future land use and result in an efficient growth pattern, promoting in-fill and redevelopment and preserving land outside the Urban Growth Boundary for rural land uses.

Goal 14.3 Orderly Provision of Services to Growth Areas

Plan for public services to lands within the Urban Growth Boundary through adoption of a concept plan and related Capital Improvement Program, as amendments to the Comprehensive Plan.

Finding: Complies. The plan includes a detailed preliminary public infrastructure plan with estimated costs for public sewer, water, storm water, parks and trails, schools, fire and emergency service provision and includes financing and funding strategies. The plan includes recommendations for updates to the Capital Improvement Program.

Comprehensive Plan Goal 14.3 - Goal 14.4 Annexation of Lands to the City

Urbanization - Policy 14.4.2

Include an assessment of the fiscal impacts of providing public services to unincorporated areas upon annexation, including the costs and benefits to the city as a whole as a requirement for concept plans.

Policy 14.1.2

Concept plans that provide more detail than the city's Comprehensive Plan will be required prior to development of lands within the Urban Growth Boundary.

Finding: Complies. The South End Concept Plan details the funding and financing necessary to provide public services to the area upon annexation and subsequent development. Planning level estimates have been provided for all necessary infrastructure components including the transportation, water, sewer and storm water improvements.

While further refinements may be necessary to assess these costs prior to or at the time of annexation, these preliminary fiscal impact assessments provide an adequate basis for initial analysis and reliable recommendations for more detailed study where needed.

CONSISTENCY WITH STATEWIDE PLANNING GOALS

STATEWIDE PLANNING GOAL 1: CITIZEN INVOLVEMENT

To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

Finding: Complies. The concept plan included an innovative, robust, two-phased public involvement approach, which was discussed earlier in this report. This goal is implemented through the applicable Goals and Policies in Section 1 of the Oregon City Comprehensive Plan: Citizen Involvement. An overview of the public involvement process is provided within this report and demonstrated in the Community Engagement Summary (Appendix I of Plan, See Exhibit 18I). Staff finds that the concept plan process is consistent with Statewide Planning Goal 1.

STATEWIDE PLANNING GOAL 2: LAND USE PLANNING

To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Finding: Complies. The Draft Concept Plan includes identification of facts, issues, and problems in the "Background" discussion for each element. Updated and market relevant documentation in the technical report provided the basis for the Land Use, Schools, Parks, Transportation, Water, Stormwater, Sanitary Sewer and Natural Resources elements, helping assure the proper factual basis for decisions in updating the maps, goals, policies, action items, and implementation measures. Inventories, such as for housing, economic development, and natural resources, have been provided either in the technical appendices to the plan or in other ancillary documents, such as the Parks and Recreation Master Plan and the new water and sewer master plans. Implementation measures proposed as part of the plan update are provided.

STATEWIDE PLANNING GOAL 3: AGRICULTURAL LANDS AND GOAL 4 FOREST LANDS

Finding: Complies. By definition, Oregon City does not have rural resource lands such as for agricultural or forest use within its city limits or UGB and therefore those goals are not strictly applicable. However, the land use element discusses these lands within an urban and rural-to-urban transitional context. Lands within the UGB have low density residential and future urban land use designations. Some existing farm and forest uses can and do exist in the concept plan area, and may continue as pre-existing lawful non-conforming uses unless the owner seeks to change the use. Once annexed, most single

family residential zones already permit commercial or truck gardening and horticultural nurseries on a lot not less than twenty thousand square feet in area, including retail sales of materials grown on site, is permitted by right. Additionally, community gardens may be considered an appropriate use option for private developments, including multi-family and senior living residential uses.

STATEWIDE PLANNING GOAL 5: OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES

To protect natural resources and conserve scenic and historic areas and open spaces.

Finding: Complies. Goal 5 resources are addressed in detail in the Existing Conditions report (Appendix A, pages ____). The South End buildable lands methodology aggregates all of the vacant and developable land in the area and removes land that have slopes greater than 25%, a “high” or “moderate” Habitat Conservation Area rating includes designated wetlands and essential riparian habitat), established easements, or a registered historic building. Additionally, new development will be required to comply with the City’s Environmental Overlay Zoning in compliance with this goal. Wildlife habitat and natural areas are identified on Metro’s Goal 5 resource inventory and Oregon City. The HCA Map in the Concept Plan illustrates the areas in the region that are subject to the performance standards and best management practices described in Section 4 of Title 13 “Nature in Neighborhoods.” Highly ranked riparian habitat areas within the current urban growth boundary were identified as “habitat conservation areas” and will be subject to high, moderate, and low levels of conservation based on habitat value or quality.

Historic buildings within the planning area will fall under the jurisdiction of the City’s Historic Overlay Code. The Parks and Recreation Master Plan inventories open spaces with other recreation facilities in the city. The element lists the City’s four open space areas.

Concept Plan goals and policies for preserving open space and tree cover, protecting scenic views, preserving and rehabilitating historic buildings, conserving natural resources and water quality are updated with the attached code and comprehensive plan amendments.

STATEWIDE PLANNING GOAL 6 AIR, WATER AND LAND RESOURCES QUALITY

To maintain and improve the quality of the air, water and land resources of the state.

Finding: Complies. Existing Comprehensive Plan policies that apply to the Concept Plan require development practices to comply with regional, state, and federal standards for air and water quality, to protect water quality from erosion and sediment, to minimize the effects of noise, and to protect mineral resources. These goals and policies are implemented through the City’s grading and erosion control ordinances, water quality resource protection regulations, development standards, and nuisance laws. DEQ regulates air quality but Oregon City’s TSP recognizes the link between air quality and transportation (through vehicle emissions) and works to reduce impacts from single-occupancy vehicles. The TSP and Capital Improvements Fund will be updated to reflect transportation improvements recommended in the plan.

Minimum lighting standards already exist in Chapter 12.24 for Pedestrian/Bicycle Access ways to limit glare and light pollution at night.

Finding: Complies

STATEWIDE PLANNING GOAL 7 AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS

To protect life and property from natural disasters and hazards.

Finding: Complies. Limited areas (less than 5% of the planning area) at the southern and western edge of the concept plan fall within areas identified as having potential for geologic hazards and which would be regulated under OCMC Chapter 17.44 – Geologic Hazard Overlay District following annexation to Oregon City. Land Use review of development within the overlay district is required to provide additional site specific studies, subsurface investigations, documentation and mitigation of any known hazards or hazards that may exist, with the following additions;

- Reference most recent geologic maps and reports, including new LIDAR mapping of Oregon City,
- Require geotechnical evaluation for new construction and future development in areas
- Within 50 feet of 25% slopes or steeper, and
- Within 200 ft of the crest and toe of slopes, and areas previously mapped with landslides.
- Require development-specific investigation and report by a Professional Engineer (PE) and Certified Engineer Geologist (CEG).
- Review of final grading, drainage, and foundation plans and specifications by geotechnical engineer.
- At the City's discretion, peers review of the geotechnical report by city-selected reviewer.
- Special inspection during construction provided by the geotechnical engineer.

Approval of any new development within the geologic hazard overlay zone must show compliance with the application requirements and standards of OCMC 17.44.

STATEWIDE PLANNING GOAL 8: RECREATIONAL NEEDS

To satisfy the recreational needs of the citizens of the state and visitors, and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Finding: Complies. The Concept Plan provides for an interconnected series of trails, parks and open spaces areas throughout the study area to implement this Goal. Specific plan policies related to this Goal include amending the parks and recreation, open space and trail master plans to be consistent with the Concept Plan, partnering with the School District to provide shared community use of recreational facilities at schools, working with private property owners and others to develop a trails system, implementation of a hierarchy of connections (roads and trails of various types), partnering with Metro to enhance the public understanding of the regionally significant Canemah Bluffs habitat conservation area immediately abutting the planning area to the west, with future trail and facility planning proposed to provide access to resources, and regional and neighborhood parks located with easy access by trails and roads. Additionally the Concept Plan recognizes the opportunity for acquisition and/or dedication of sensitive areas for open space and habitat by private landowners.

STATEWIDE PLANNING GOAL 9: ECONOMIC DEVELOPMENT

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

Finding: Complies. As part of the Concept Plan process, Oregon City worked with a consultant to inventory and evaluate the local and regional market conditions within and adjacent to the Concept Planning area. This report details patterns in the community, the profile of local employment, the supply of commercial and office land, and potential for commercial development within the area. Although key to the design of the two neighborhoods envisioned in the plan, commercial development is not seen as

necessary for the economic success of the area, which is expected to be developed largely for residential use. The commercial needs of the planning area can be met outside of the concept planning area by existing and planned developments. However, neighborhood commercial development can serve to organize the concept plan by providing a “center” to the community. In addition, commercial development can meet some of the needs of the community, providing a marketable amenity for residential development while reducing trips out of the neighborhood.

STATEWIDE PLANNING GOAL 10: HOUSING

To provide for the housing needs of citizens of the state.

Finding: Complies. This goal corresponds with Metro Title 11 subsection D (See Exhibit 10b) and the City’s comprehensive plan goals in Chapter 10. As part of the Concept Planning process, an inventory was done of existing housing units in Oregon City, vacant residential land, and the potential for redevelopment of existing development. The housing report evaluated existing population by income and distribution of available housing units by cost, vacancy rates, expected housing demand, including by housing type. The buildable lands inventory indicates that the developable land area of the plan can accommodate between 2,300 and 2,8860 units in compliance with Metro Title 11 housing requirements. The Concept Plan recommends and provides for a mix of different Comprehensive Plan and zoning designations (Low, Medium, High and Mixed Use Corridor) that allow and/or require different densities and housing types, including low, medium and high densities, single-family homes on a range of lot sizes, townhouses, duplexes, multi-family units, transitional living for seniors, and mixed commercial/residential uses. The South End Concept Plan will provide for housing affordable to a range of incomes. As noted above, the Concept Plan provides or allows for a range of housing types and densities, including those that are most likely to be affordable to households or families with lower incomes, including single-family homes on small lots, cottage housing, townhouses, duplexes and multi-family units. The concept plan also identifies potential zoning or development code strategies for distributing less expensive housing units among different areas rather than concentrating them all in one place. Please refer to the Addendum Report entitled “South End Concept Plan Affordable Housing Program (revised 11/22/13)” in Exhibit 10b for additional support of this finding.

STATEWIDE PLANNING GOAL 11: PUBLIC FACILITIES AND SERVICES

To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Finding: Complies. Urban development shall be guided and supported by types and levels of public facilities and services appropriate for, but limited to, the needs and requirements of the urban and urbanizable areas to be served. A provision for key facilities is included in the plan.

This goal applies to urban areas within the city limits of Oregon City and to urbanizable areas within the city’s UGB. “Urban Facilities and Services” means appropriate types and levels of, at a minimum, the following: police protection; sanitary facilities; storm drainage facilities; planning, zoning and subdivision control; health services; recreation facilities and services; energy and communication services; and community governmental services.

Chapters 2, 3, 4, 6, and Appendix A address the following public facilities and services: wastewater, water distribution, stormwater management, transportation infrastructure, police protection, fire protection, parks and recreation, health services, and other civic facilities.

STATEWIDE PLANNING GOAL 12: TRANSPORTATION

To provide and encourage a safe, convenient, and economic transportation system.

Finding: Complies. Please refer to Findings above under Policy 11.6.1. The Concept Plan forecasts future travel and provides a horizon year study of 2035. The transportation analysis indicates that existing road system will need significant improvements to preserve safety and capacity, and regional solutions are required outside the planning study area to relieve congestion, including greater use of transit and reduced reliance on single-occupancy vehicles. The Concept Plan is responsible for resolving problems caused by its growth. The plan describes solutions and provides methods of funding to accomplish this task. Elements of the transportation system plan include recognition of regional improvements outside the planning area such as improvements to the 99-E corridor,

Regardless of the impacts of regional traffic, local improvements are necessary within the concept plan area when development occurs. Table 2 from Appendix J provides an overview of these improvements and their corresponding project reference within the TSP.

Table 2: Funded Street System Improvements

Project	Location	Project Source
Install a traffic signal at the South End Road/ Warner Parrott Road intersection with dedicated left turn lanes for the South End Road approaches to Warner Parrott Road	Outside of the Concept Plan area	2013 Oregon City TSP Project D32
Install a roundabout at the South End Road/ Lafayette Avenue-Partlow Road intersection	Inside the Concept Plan area	2013 Oregon City TSP Project D33
Install a roundabout at the South End Road/ Beutel Road-Parrish Road intersection	Outside of the Concept Plan area	2013 Oregon City TSP Project D41
Install a roundabout at the South End Road/ Deer Lane extension intersection	Inside the Concept Plan area	2013 Oregon City TSP Project D42
Extend Deer Lane from Rose Road to Buetel Road as a Residential Collector	Inside the Concept Plan area	2013 Oregon City TSP Project D51
Extend Deer Lane east from Buetel Road to Central Point Road as a Residential Collector	Inside the Concept Plan area	2013 Oregon City TSP Project D52
Extend Madrona Drive to Deer Lane as a Family Friendly Collector	Inside the Concept Plan area	Modified version of 2013 Oregon City TSP Project D53 (Change from Residential Collector to Family Friendly Collector)
Complete the gap between Parrish Road as a Residential Collector	Inside the Concept Plan area	2013 Oregon City TSP Project D65
Improve South End Road from Partlow Road to south of South End Court to a Residential Minor Arterial	Inside the Concept Plan area	Modified version of 2013 Oregon City TSP Project D89 (Street type changes for two segments from Residential to Mixed-Use)
Improve South End Road from south of South End Court to north of Fandango Drive to a Mixed-Use Minor Arterial		
Improve South End Road from north of Fandango Drive to north of Navajo Way as a Residential Minor Arterial		
Improve South End Road from north of Navajo Way to north of the Deer Lane extension as a Mixed-Use Minor Arterial		
Improve South End Road from north of the Deer Lane extension south to the UGB as a Residential Minor Arterial		
Improve Beutel Road north of South End Road as a Residential Collector*	Inside the Concept Plan area	2013 Oregon City TSP Project D93

* The Beutel Road improvement project (Project D93) included on the "Not Likely to be Funded" list of the TSP was also assumed since it is a collector street within the South End Concept Plan area. It would need to be improved before development could occur.

Alternative modes of transportation have also been discussed and addressed as part of the transportation element of the concept plan. Implementation strategies and financing tools for these improvements have been identified at a preliminary level and will be further defined as part of the TSP and Capital Improvement Plan updates.

Rezoning of property after adoption of the South End Concept Plan is subject to Oregon's Transportation Planning Rule (OAR 660-012-0060). In order to meet the requirements of this regulation, needed improvements and funding mechanisms have been identified for properties within the Concept Plan area. The proposed transportation infrastructure improvements, financing and funding estimates, along with future amendments to the Transportation System Plan and Capital Improvement Plan provide adequate basis to show compliance with this rule. Compliance with OAR 660-012-0060 will also be required to be addressed at the time of annexation and zoning of parcels within the Concept Plan area.

Please refer to the TPR compliance analysis prepared by DKS Engineering in Exhibit 5.

STATEWIDE PLANNING GOAL 13: ENERGY CONSERVATION

To conserve energy.

Finding: Complies. Goals and policies in the concept plan aim to conserve energy through efficient use of land, green streets, encouragement of construction practices and materials that result in energy conservation, implementing energy conservation measures in City activities and facilities, and supporting the concepts of sustainability.

STATEWIDE PLANNING GOAL 14 URBANIZATION

To provide for an orderly and efficient transition from rural to urban land use.

Finding: Complies. This goal essentially defines the purpose of the Concept Plan. Oregon City's Urban Growth Boundary was expanded in December 2002 through Metro's regional review process to include more residential land. This was the result of a demonstrated need for additional land to accommodate projected population growth. The revised element of the updated plan calls for implementing Metro's "concept plan" requirements under Title 11 of the Functional Plan that will result in subarea planning of new areas added to the UGB. Metro requires the concept plan to be adopted by Oregon City by December of 2006. The concept plan establishes policies to convert rural to urban land within the UGB while monitoring the supply of land to ensure its adequacy to accommodate growth. Oregon City coordinates with Clackamas County through an intergovernmental agreement that guides land uses and extension of public services in the unincorporated UGB. In addition, the transportation, parks, trails, water, and sewer master plans address orderly extension of services to accommodate growth. To ensure consistency and orderly transition of rural plan and zoning designations to urban designations, Oregon City zoning designations will be applied to areas annexed to Oregon City upon voter approval of the annexation of such areas to the city.

OAR 660 Division 12 Transportation Planning Rule (TPR)

The purpose of the TPR is "to implement Statewide Planning Goal 12 (Transportation) and promote the development of safe, convenient and economic transportation systems that are designed to reduce reliance on the automobile so that the air pollution, traffic and other livability problems faced by urban areas in other parts of the country might be avoided." A major purpose of the Transportation Planning Rule (TPR) is to promote more careful coordination of land use and transportation planning, to ensure

that planned land uses are supported by and consistent with planned transportation facilities and improvements.

Finding: Complies. Findings demonstrating compliance with the TPR are located Exhibit 5.

Regional Transportation Plan

The Regional Transportation Functional Plan (RTFP) directs how Oregon City should implement the RTP through the TSP and other land use regulations. The RTFP codifies existing and new requirements which local plans must comply with to be consistent with the RTP. If a TSP is consistent with the RTFP, Metro will find it to be consistent with the RTP.

The conceptual transportation plan is presented on Pages 20-29 of the concept plan and in Appendix C, Transportation Element.

The plan provides detailed street design cross-sections and functional classifications, as well as a detailed “grid” which shows conceptually how new local streets can be extended to re-development areas to improved connectivity.

The plan is consistent with the applicable provisions of the Regional Transportation Plan. The South End Concept Planning process was coordinated with the city’s recently adopted Transportation System Plan (August 2013), which is consistent with the RTP.

The TSP requirements were codified in OCMC 12.04 (Street Standards), OCMC 16.12 (Land Division), OCMC 17.52 (Parking), OCMC 17.62 (Site Plan and Design Review) codes in August 2013. These include complete street design standards, full sections for all functional classifications, maximum block lengths, driveway intersection spacing, alley requirements, pedestrian and bicycle accessway standards, and vehicle access and connectivity requirements, many of which already existed in the Oregon City code prior to 2013 but which have been revised to reflect the new TSP update.

Consistent with RTP, the TSP assumed urbanization of the South End Concept Plan area. Street standards and improvements were identified in the TSP for its urbanization, in a manner consistent with the Metro RTFP. No new regional transportation improvements were identified in the South End Concept Plan area beyond what had been adopted in the TSP.

The South End Concept Plan provides greater detail than the TSP and will provide extensive guidance to improve future local street connectivity throughout the planning area.

A detailed analysis of compliance with the statewide Transportation Planning Rule is provided in a separate memorandum from DKS Engineering (attached).

METRO TITLE 11: URBAN GROWTH FUNCTIONAL PLAN: PLANNING FOR NEW URBAN AREAS.

Findings: Substantially Complies. Staff has prepared a separate report in Exhibit 10, which details how the South End Concept Plan substantially complies with Metro Title 11 and Metro Ordinance 02-9698 Conditions of Approval.

RECOMMENDATION

For the reasons set forth above, staff recommends approval of Planning Files L 13-03 and L 13-04, adopting the South Adopt the South End Concept Plan as an amendment to the Oregon City Comprehensive Plan and its Ancillary Documents, and approval of the associated amendments to the Oregon City Municipal Code.

EXHIBITS TO THIS STAFF REPORT

*Documents noted as "On File" are hereby made a permanent part of the record for this file and are available for viewing at the Planning Division office.

- 1) Ordinance No. 13-1016 Draft
- 2) Ordinance No. 13-1017 Draft
- 3) South End Concept Plan Study Area Map
- 4) Proposed Oregon City Comprehensive Plan Designations (Revised)
- 5) TPR Compliance Memo, DKS Engineering.
- 6) Public Notices – *On File**
 - a) M56 Postcard
 - b) DLCD Notice – Proposed Plan Amendment
 - c) Clackamas Review / Portland Tribune Newspaper Notice and Affidavit
 - d) Clackamas Review / Portland Tribune Newspaper Notice and Affidavit – Revised Notice
- 7) Public Comments received via Project Website
- 8) Written and Emailed Public Comments
- 9) Public Involvement Timeline (to be submitted at December 9 Public Hearing)
- 10) Draft Title 11 Findings of Substantial Compliance with Metro Urban Growth Management Functional Plan - *Planning For New Urban Areas*; and Metro Ord. 02-9698B *UGB Conditions of Approval*.
 - a) Response to Title 11 Section C: Housing Density Analysis
 - b) Response to Title 11 Section E: Section South End Concept Plan Affordable Housing Program (revised 12/01/13)
- 11) Best Management Practices for Non-Habitat Conservation Areas (HCAs)
- 12) Clackamas County / Oregon City Urban Growth Management Agreement (UGMA), 1991
- 13) Updates to the Ancillary Documents (i.e. Public Facility Plans) to the Oregon City Comprehensive Plans – *Each update consists of 1-2 page summaries with tables of projected costs and cross-references to the applicable section of the South End Concept Plan, each to be inserted into the front of each Ancillary Document.*
 - a) Water Master Plan (2010)
 - b) Sanitary Sewer Master Plan
 - c) Stormwater Master Plan
 - d) Parks and Recreation Master Plan
 - e) Trails Master Plan
- 14) Community Advisory Team Documents - *On File**

This includes CAT meeting agendas, sign-in-sheets, materials and summaries (Numerous documents which are summarized in *Appendix I – Community Engagement Summary*).

*Documents noted as "On File" are hereby made a permanent part of the record for this file and are available for viewing at the Planning Division office.

EXHIBITS ENTERED INTO RECORD PRIOR TO NOVEMBER 25 PUBLIC HEARING

Please go to website (See <https://oregon-city.legistar.com/Calendar.aspx>)

- 15) Staff Report Cover
- 16) Memorandum to Planning Commission
- 17) City Engineer Comments
- 18) South End Concept Plan Final Draft Document
 - a) Final Draft Concept Plan – October 2013 Draft
 - b) Concept Plan Map
 - c) Appendix A. Existing Conditions Report
 - d) Appendix B. Land Use Evaluation
 - e) Appendix C. Transportation Element
 - f) Appendix D. Public Infrastructure Element
 - g) Appendix D. Zoning Code Amendment Recommendations
 - h) Appendix E. Standards for Building and Site Design
 - i) Appendix F. Public Facilities Future Costs
 - j) Appendix G. Parks Facilities Future Costs
 - k) Appendix H. Municipal Code Revisions
 - l) Appendix I. Community Engagement Summary
- 19) Concept Plan Map Draft
- 20) SECP - Draft Comprehensive Plan - 11x17P
- 21) SECP Code Worksession Draft
- 22) SECP Implementation Schedule 10.24.13
- 23) Public Comment - Levy
- 24) Public Comment - Toth
- 25) Public Comment - Greater Oregon City Watershed Council

EXHIBITS ENTERED INTO RECORD AT NOVEMBER 25 PUBLIC HEARING

- 26) 1. Comments of Robert Wendling
- 27) 2. Comments of Paul Edgar
- 28) 3. Comments of Paul Edgar
- 29) 4. Comments of Tom O'Brien
- 30) 5. Comments of Rachel Thompson and Andrea Schmierbach
- 31) Consultant/Staff Powerpoint Presentation

EXHIBITS FROM NOVEMBER 12 JOINT PC / CC WORK SESSION

- 32) Consultant/Staff Powerpoint Presentation



OREGON CITY

Community Development Department

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MEMORANDUM

To: City Commission
From: Pete Walter, AICP, Associate Planner
Re: South End Concept Plan Public Hearing – February 19, 2014
Date: February 12, 2014

This memorandum provides an additional explanation and summary of the Planning Commission's February 10, 2014 vote of 5-0 to recommend approval the South End Concept Plan, summarize additional findings from the Planning Commission "Issues Matrix" to supplement the staff report and findings, and enter all exhibits received to date into the record for the adoption of the South End Concept Plan.

Additional Findings

Staff prepared the Planning Commission Issues Matrix (Exhibit 2) in order to summarize and respond accurately to specific concerns raised during the Planning Commission public hearing process. This "issue matrix" contains further recommendations for adoption of the South End Concept Plan and was accepted in it's entirety as adequately addressing the outstanding concerns raised during the hearing process.

The following specific findings are provided to tie back the Issues Matrix to the Comprehensive Plan Goals and Policies addressed in the December 9 Staff Report.

Goal 12.1 Land Use-Transportation Connection

Ensure that the mutually supportive nature of land use and transportation is recognized in planning for the future of Oregon City.

Additional Finding: Complies. The public raised specific concerns regarding traffic demand relying on 2011 traffic counts, Regional Travel Demand methodologies and ITE manual classifications as a means of calculating demand rather than DKS Engineering and Replinger and Associates, licensed transportation-engineers, and explained that these are not accepted ways to project demand. These findings were confirmed by Metro and ODOT representatives. DKS explained that demand issues are addressed by the Transportation Element and Appendices in the plan, the fact that the Metro Regional Transportation Plan requires use of Transportation Demand methodology, and the various Transportation Elements and follow-up reports from DKS, Replinger and Associates, County Transportation Department, ODOT and others. Current actions include DKS Consulting's explanation of the methodology at the Planning Commission and City Commission



hearings. The Traffic Advisory Committee voted 9-0 to approve the SECP Transportation element with the addition of any information from consultants DKS (See minutes attached). Based on the following, the Planning Commission recommended approval of the Concept Plan and also included the following recommendations:

- *Update and refine Traffic Count Information as it becomes available*
- *Review and Monitor Traffic Intersections for adequate LOS / V/C ratio*
- *Continue to review Transportation SDC rates*
- *Refine CIP to accurately reflect cost of identified improvements*

Staff believes that all of these items will occur as properties within South End are rezoned and developed over time. Similarly, the City has a process in place for periodically reviewing Transportation SDC rates as well as its CIP.

Goal 12.2 Local and Regional Transit

Promote regional mass transit (South Corridor bus, Bus Rapid Transit, and light rail) that will serve Oregon City.

Additional Finding: Complies or Not Applicable. The Planning Commission received specific concerns about the lack of transit service to South End, limiting senior mobility options, and the need to restore transit service as economic conditions improve after recession, and the need for a "B. Plan" if Tri-Met union negotiations fail. The South End Concept Plan provides recommendations for a range of options for Transit on page 28. The Planning Commission acknowledged the impossibility of providing transit service until there are a sufficient number of residents to support the service. Withdrawing from Tri-Met is a larger issue not within the scope of the City's consideration of this concept plan. The City Commission and Public Works Director are working on this issue and are seeking to restore transit were possible. Tri-Met is kicking off South East Service Enhancement public involvement process. The Transportation System Plan already provides recommendations for transit service which will continue to guide urbanization decisions in this area over time.

The Planning Commission concluded that this plan policy is directed at encouraging City participation in larger regional discussions about mass transit service, and to further than end, *the Planning Commission recommended that staff continue to work within framework of Tri-Met Service Enhancement Plan process for the Southeast portion of the District www.trimet.org/sep/ or the city's website at <http://www.oregoncity.org/community/trimet-launches-outreach-process>*

Goal 12.5 Safety

Develop and maintain a transportation system that is safe.



Policy 12.5.2 - Identify and implement ways to minimize conflict points between different modes of travel.

Additional Finding: Complies. Specific concerns were raised regarding impacts from 99-E Accident Route Diversion. South End is an incident route for when 99-E is closed. Closure of 99E occurs 2-3 times a year and may impact South End Road. This was not identified as an issue by the public during the hearings and it is outside the scope of this legislative proposal that is limited to land use planning. However, *the Planning Commission recommended that additional signage and early public information alerts be used to notify residents during those events to be aware of the additional traffic and consider alternative routes.*

Policy 12.1.5

Investigate the possibility of a new street connection between South End Road and Highway 99E between Downtown and New Era.

Additional Finding: Complies. Specific concerns were raised by the public for an additional access road to serve the area. Neither TSP nor SECP includes vehicle access roads through Canemah Bluffs due to jurisdiction, cost and environmental impacts, however a regional multi-modal walking and biking trail is part of the city's TSP and the Metro RTP. This is addressed through the TSP and SECP with a second collector loop Road connection to South Central Point Rd. *Although the Planning Commission found that adequate access and capacity was available to support the planned uses, the Planning Commission recommended the coordination of future studies with Clackamas County, Metro and ODOT via the Public Works Director and Transportation Advisory Committee for further work in this area, if resources become available.*

Goal 5.4 Natural Resources

Identify and seek strategies to conserve and restore Oregon City's natural resources, including air, surface and subsurface water, geologic features, soils, vegetation, and fish and wildlife, in order to sustain quality of life for current and future citizens and visitors, and the long-term viability of the ecological systems.

Additional Finding: Complies. The Planning Commission heard concerns over impacts to water quality areas, detention facilities locations and designs, off-site impacts to a drainages outside of plan areas. This issue is addressed by the Natural Resource sections of the SECP, its Appendix, Chapter 5 - Natural Resources, through the application of OCMC 17.49 – NROD, OCMC 13.12 – Stormwater, and through the City's NPDES-MS4 permit compliance process. Additionally, drainage plans for development applications must document soil conditions on site and map Water Quality Resource Areas (WQRAs). These standards include mandatory standards within Natural Resource Overlay District (NROD) areas, and voluntary best management practices outside of NROD.



Additionally, Public Works has a multi-year work program for NPDES (National Pollutant Elimination Discharge System) Permit Implementation and is in the process of updating the Stormwater Mgmt. and LID standards.

Regarding habitat and tree protection, specific concerns were raised about protection of upland habitat, trees and stands outside of mapped NROD areas. This is addressed by the identification of specific habitat and tree areas in the plan, and through OCMC 17.41 Tree Protection. No additional action is proposed at this time.

Although the Planning Commission found the existing regulatory protections adequate, the Planning Commission also recommended that staff review OCMC 17.41 to determine whether additional protection or mitigation is needed via legislative process in 2014.

The Planning Commission recommended implementation of Best Management Practices (BMPs) for Low Impact Development to maximize public involvement and input on the NPDES permit compliance and LID standards when the process begins.

Goal 10.1 Diverse Housing Opportunities

Provide for the planning, development and preservation of a variety of housing types and lot sizes.

Additional Finding: Complies. The Planning Commission received testimony emphasizing the need for senior dwelling single-story floor plans, and housing that supports aging in place with mobility. This concern is addressed in detail in the Title 11 Compliance Report regarding housing variety and affordability. City code and policies already provide for transitional living, senior living, group homes and cottage housing in Single Family Residential zones as well as other zones. The code does not prohibit single story dwellings. The market will provide if there is sufficient demand. *Although the Planning Commission concluded that the proposed concept plan does permit the construction of a variety of housing options, it also directed staff to draft possible incentives for single-story plans or ground floor master bedrooms in the Residential Design Standards in OCMC 17.20 in late 2014 as part of city-wide code updates.*

Goal 11.1 Provision of Public Facilities

Serve the health, safety, education, welfare, and recreational needs of all Oregon City residents through the planning and provision of adequate public facilities.

Additional Finding: Complies. The public voiced their concern over the need for accurate estimates for costs of infrastructure and SDCs, and the need to update concept plan estimates for public infrastructure as new information is made available. This is addressed in the Title 11

Analysis for public infrastructures as reviewed by the Technical Advisory Team and approved by Metro. See also the applicable updates to the various “Ancillary Documents” (Water, Sewer, Transportation, Storm water Master Plans). Currently, Public Works Department is starting to update the storm water and sewer master plans 2014-2015 which will inform these determinations as well.

Although the Planning Commission concluded that adequate public facilities can be made available to support uses identified in the Concept Plan, the Planning Commission recommends that staff provide regular updates regarding public infrastructure plan updates to the Planning Commission.

Goal 11.3 Water Distribution

Seek the most efficient and economic means available for constructing, operating, and maintaining the City’s water distribution system while protecting the environment and meeting state and federal standards for potable water systems.

Policy 11.3.2

Collaborate with the South Fork Water Board to ensure that an adequate water supply system is maintained for residents. Coordinate with the South Fork Water Board, the City of West Linn, and Clackamas River Water to ensure that there is adequate regional storage capacity.

Additional Finding: Complies. The public raised concerns over the adequacy of water supply to serve the planned growth. This is addressed by the South Fork Water Board Master Plan (updated 2010). Also, see attached letter from SFWB General Manager John Collins attesting to the specific capacity of the water supply.

Planning Commission directed staff to publicize SFWB conservation plan tools on City website <http://www.sfwb.org/index.php/conservation> and it will do so.

Goal 7.1 Natural Hazards

Protect life and reduce property loss from the destruction associated with natural hazards.
Geologic Hazards

Policy 7.1.8

Provide standards in City Codes for planning, reviewing, and approving development in areas of potential landslides that will prevent or minimize potential landslides while allowing appropriate development.



Additional Finding: Complies. The Planning Commission heard testimony that the City should adopt slope susceptibility mapping now available from the Oregon Department of Geology and Minerals (DOGAMI), that the city should look closely at the existing code OCMC 17.44 to determine if additional standards are needed. OCMC 17.44 Code and Maps were updated following the Park Place Concept Plan and again in 2010. These standards require that steep slope regulation is imposed pursuant to all current DOGAMI mapping. Further, the majority of plan area planned for development is flat. There are no unknown deep or shallow slide hazards that were not previously mapped on the slope susceptibility maps. There is some shallow slide potential indicated where water features and streams cross the planning area, where high ground water is indicated, and near engineered cut banks and fill piles. These areas are shown on city's LIDAR data layer. Public Works and GIS Department is already incorporating the new DOGAMI mapping data into the City's GIS. City-owned LIDAR data is the basis for the mapping that DOGAMI has done to date. City is a DOGAMI partner.

Although the Planning Commission finds the current regulations will adequately protect existing and proposed development within the South End area from landslide, the Planning Commission also directed Staff to review the Factors of Safety, Landslide Deposits and Headscarp Mapping from DOGAMI in the latest report, to amend code section 17.44 to include references to on-line DOGAMI Slope Susceptibility mapping resources as an additional resource, <http://www.oregongeology.org/sub/slido/index.htm>, and to link the City website to the DOGAMI hazard viewer on-line mapping tool Oregon HazVu: Statewide Geohazards Viewer.

Goal 5.1 Open Space

Establish an open space system that conserves fish and wildlife habitat and provides recreational opportunities, scenic vistas, access to nature and other community benefits.

Goal 8.1 Developing Oregon City's Park and Recreation System

Maintain and enhance the existing park and recreation system while planning for future expansion to meet residential growth.

Additional Finding: Complies. The Planning Commission received specific concerns regarding acquisition or dedication of trails and open space identified on the concept plan. This is addressed through the specific code amendment recommendations, through the plan recommendations for capital funding of parks and trails, and with the upcoming city-wide code amendments in 2014.

Although the existing and planned park and recreation amenities contained in the plan will be adequate to serve future residential growth, the Planning Commission recommended that trail and

open space acquisition and dedication requirements be reviewed as part of city-wide code amendments in 2014.

Miscellaneous Corrections, Formatting and Maps

Staff is requesting that the City Commission review and suggest any revisions to the map and plan as soon as possible in order that the consultant can efficiently make final revisions to the plan and map by March 5, 2014. No further changes to the following list were recommended by the Planning Commission:

- Improve map resolution, existing street labeling and overall graphic quality.
- Add sidebar captions where missing.
- Pages: i, ii (road near Metro property), 1, 2 (process), 5, 8-9 (parks and trails), 23 (local v. family friendly clarification), 25, 26, 37 (schools), 46 (in relation to 22-23)
- Update Stormwater Figure and adjust following figure numbers accordingly
- Add fire protection discussion
- Add concept plan diagram legend, city limits and UGB
- Correct page 12 of Appendix C (the multi-modal street system map is mirrored, i.e. the text and map are backwards).
- Revised regional detention facility locations to be more general / conceptualized with dashed polygon rather than blue dot.

CONCLUSION AND RECOMMENDATION

The Planning Commission recommends that the City Commission approve Planning Files L 13-03 and L 13-04 with these additional findings and recommendations.

Final steps for Adoption

- | | |
|----------------|--|
| March 5, 2014 | - Review Final Completed Plan and Concept Map |
| March 5, 2014 | - First Reading of Ordinances No. 13-1016 and Ordinance No. 13-1017 |
| March 19, 2014 | - Second Reading of Ordinances No. 13-1016 and Ordinance No. 13-1017 |

EXHIBITS

See separate list of Exhibits.

City of Oregon City

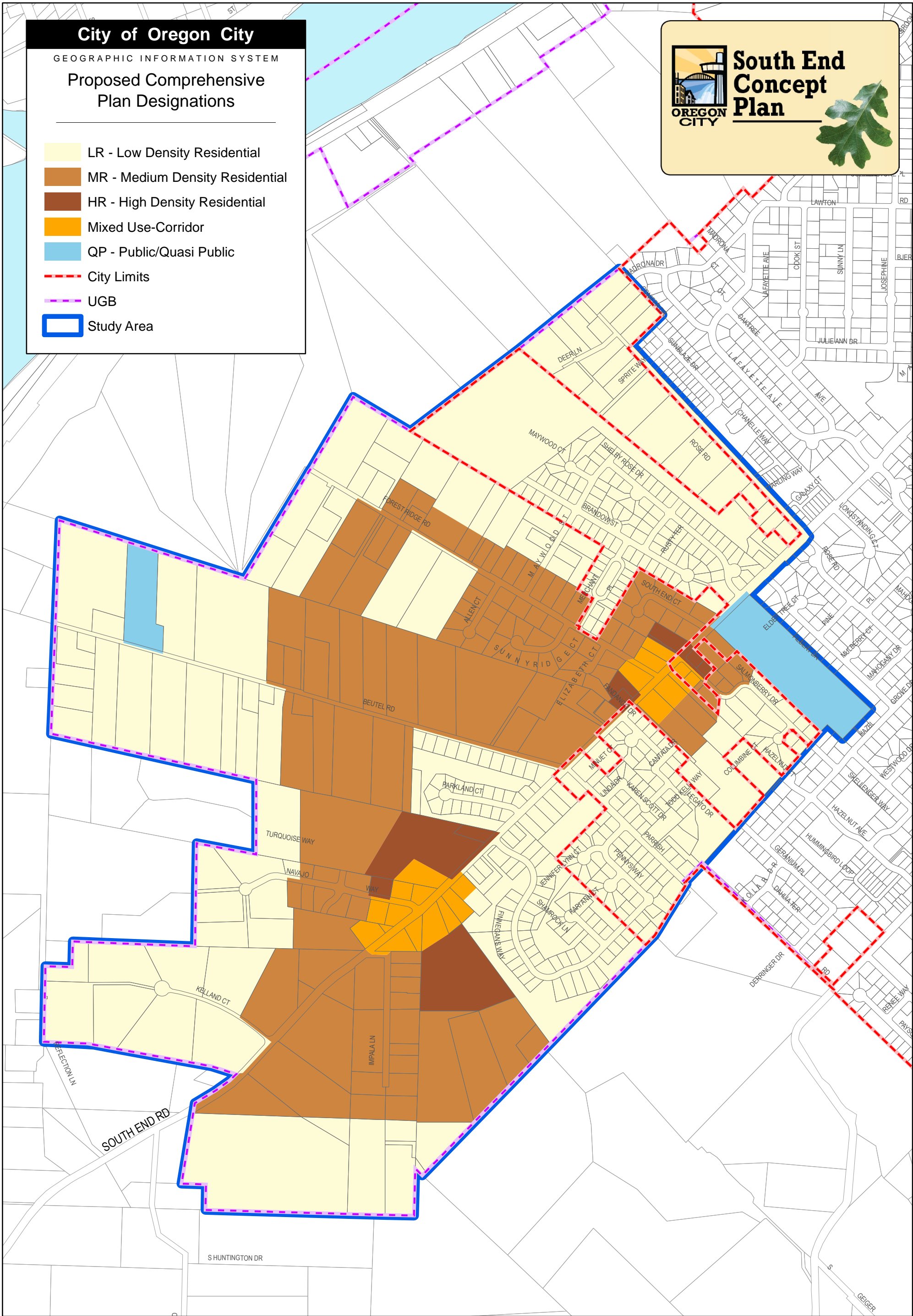
GEOGRAPHIC INFORMATION SYSTEM

Proposed Comprehensive
Plan Designations

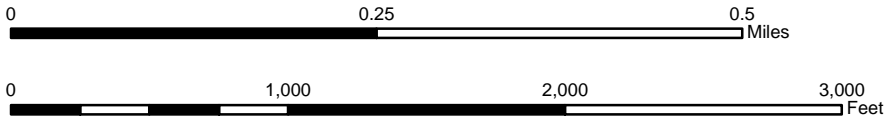
- LR - Low Density Residential
- MR - Medium Density Residential
- HR - High Density Residential
- Mixed Use-Corridor
- QP - Public/Quasi Public
- City Limits
- UGB
- Study Area



South End
Concept
Plan



The City of Oregon City makes no representations, express or implied, as to the accuracy, completeness and timeliness of the information displayed. This map is not suitable for legal, engineering, or surveying purposes. Notification of any errors is appreciated.



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Plot date: March 21, 2014
Plot name: SECP - Proposed Comp Plan - 11x17P - 20140321.pdf
Map name: SECP - Proposed Comp Plan - 11x17P.mxd

Please recycle with colored office grade paper.