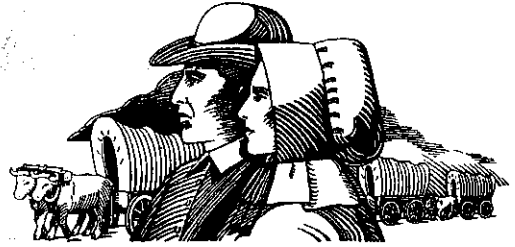


CITY OF OREGON CITY

PLANNING COMMISSION

320 WARNER MILNE ROAD
TEL 657-0891

OREGON CITY, OREGON 97045
FAX 657-7892



PLANNING COMMISSON WORK SESSION AGENDA

City Hall – Commission Chambers

January 12, 2004 at 7:00 P.M.

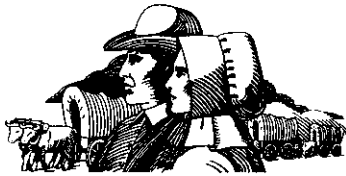
The Planning Commission Agendas, including Staff Reports and Minutes, are available on the Oregon City Web Page (www.orcity.org) under PLANNING.

WORKSESSION:

7:00 p.m. 1. **Comprehensive Plan Update**

9:30 p.m. 2. **Adjourn**

NOTE: HEARING TIME AS NOTED ABOVE IS TENTATIVE. FOR SPECIAL ASSISTANCE DUE TO DISABILITY, PLEASE CALL CITY HALL, 657-0891, 48 HOURS PRIOR TO MEETING DATE.



CITY OF OREGON CITY

INCORPORATED 1844

Community Development Department
Planning Division

320 Warner Milne Rd. - P.O. Box 3040 - Oregon City, OR 97045

Tel: (503) 657-0891 Fax: (503) 657-7892

TO: Oregon City Planning Commission

FROM: Dan Drentlaw, Community Development Director

DATE: January 5, 2004

RE: Comprehensive Plan Discussion/Decision Items

Dear Commissioners:

The following memorandum will provide a framework for the discussion and review of the major Comprehensive Plan issues that were brought forward through the Planning Commission public hearing process. This memorandum is not a complete breakdown of every issue that was brought forward by the citizens of our community, rather it designed to aid in the decision making process for the larger citywide goals, objectives, and policies of the Comprehensive Plan.

1) Plan designation for the new Urban Growth Boundary areas:

Several neighborhood association have requested the Planning Commission hold off on the Plan approval until more public input could occur for the Park Place mixed use proposal and the Industrial areas east of Beavercreek Road. Basically, there are two options for those areas recently brought into the City's Urban Growth Boundary (UGB):

Option 1: Specify New Plan Designations:

This option would create Comprehensive Plan land uses for the area and designate specific land uses for each property.

Pros: Identification of a Comprehensive Plan designation would allow annexation of these areas to proceed sooner. Addition of the Beavercreek UGB area would provide needed industrial lands for the City.

Designation of the Park Place UGB area could potentially hasten the development of Park Place Village and provide a north-south connection of Holcomb Boulevard to Redland Road and a route for the connection of public utilities (sewer) to Redland Road for future development of existing properties within the City's pre-existing UGB. The addition would provide an opportunity for the development of neighborhood commercial that would provide small-scale retail and service for the area, potentially reducing trips to other areas of Oregon City, such as the Redland Road/Highway 213 intersection.

Cons: These designations caused several concerns from the neighborhood association and citizens. Several requests to provide more detailed planning and a continuation of the proceedings were requested. This may jeopardize the Comprehensive Plan adoption.

Option 2: Designate "Future Urban":

This option would designate all of the properties included as part of the UGB expansion and identify them as Future Urban, a holding designation until a concept plan could be created.

Pros: This would allow more time for "Concept Plans" to be prepared for these areas. This would allow a greater opportunity for public involvement and more detailed analysis. "Concept Plans" are required by METRO, and the sooner they are done, the chances for annexation will increase. This option will increase the possibility for the timely adoption of the Comprehensive Plan.

Cons: Additional City resources will be required to generate and/or review plans.

2) Master Plans:

As the city is in the process of developing a Master Plan process, there is the opportunity to place a Master Plan Overlay on the zoning map to require certain properties in the community to receive Master Plan approval prior to the development of buildings on a site. The Master Plan process ensures that the short-term and long-term goals of the property owner, citizens, and the city are met. This process also speeds the review of improvements and development that implement the approved Master Plan. This designation would be appropriate for such institutions as the Blue Heron Mill, the Land Fill, Willamette Falls Hospital, the Red Soils Site, and Clackamas Community College. Currently, Willamette Falls Hospital, Red Soils, and Clackamas Community College are required to create a Master Plan per a previous Land Use decision. All three agencies have been working with staff to create a formalized process.

Blue Heron Mill Site

The Blue Heron Mill representatives have submitted a letter dated December 10, 2003 indicating that the Industrial zoning designation should remain on the site and that an overlay should be placed on the site indicating that it is a "special planning area" and that the property owner and the city will work together to create a Master Plan to address the City's need for long-term planning of the site. The property owner would like to preserve all opportunities to continue the existing mill operations and future industrial uses. The City is also supportive of ensuring successful mill operations, but would like to make clear the desire to see mixed use occur, consistent with the Comprehensive Plan, should the mill move or discontinue operations.

Option 1: Place the MUD Comprehensive Plan designation on the property:

This option would amend the Comprehensive Plan Map and create one, consistent MUD designation for the entire downtown.

Pro: The property would be designated identical to the remainder of the downtown area below the bluff and extending to Hwy 213. If the uses on the property were to cease, a comprehensive plan map change would not be required to transform the property from an industrial use to a mixed-use, potentially easing redevelopment of the site.

Con: The property owner may be affected in terms of their ability to finance site improvements or expansion. Development of a new industrial use or selling the property for a different industrial use would be restricted. The MUD designation would remove industrial lands from the Oregon City inventory. The existing zoning, Industrial, would not be supported by the underlying MUD Comprehensive Plan designation.

Option 2: Keep the Industrial Plan designation with a Master Plan Overlay:

This option would retain the existing Industrial Comprehensive Plan Map designation and place a Master Plan Overlay on the property.

Pros: The site would maintain the Industrial zoning designation, permitting the site to be used for industrial purposes indefinitely. The Master Plan Overlay would provide site specific and long term transitional planning of the site to achieve the goals of the owner and the City; eventually transitioning to mixed-use.

Cons: As stated above, the site would maintain the Industrial zoning designation, permitting the site to be used for industrial purposes indefinitely. This may lengthen the time needed to transition the use of the site to waterfront-orientated development that creates a connection between downtown and the river.

3) South End Neighborhood – Mixed-Use Corridor

Mixed-use corridor has been proposed for three locations along South End Road to provide small-scale retail and services in the South End area of the City. South End Road is identified as a Minor Arterial in the Oregon City Transportation System Plan, which carries local traffic between neighborhoods and to community and regional facilities. The current land use around South End is entirely low density residential except for the grocery store at the corner of South End and Warner Parrot Road.

Option 1: Do not amend the Comprehensive Plan Designation for any properties:

This option would not change any of the Comprehensive Plan Designations except for the existing property at the corner of South End and Warner Parrott Road, which would change from Limited Commercial to Mixed Use Corridor.

Pros: Continued low-density residential development pattern along South End Road.

Cons: As growth continues and development of remaining properties continues in South End, there will be no opportunity to provide local services and goods to the residents in South End. Dependence on the automobile will continue to grow and additional traffic will be created through the addition of single-family housing. Underutilization of a Minor Arterial to provide services to the community will increase travel distances.

Option 2: Retain the proposed Comprehensive Plan Map of Mixed-Use Corridor:

This option would retain the proposed Comprehensive Plan designation of MUC for one, two, or all three of the identified locations.

Pros: The addition of the MUC land use along South End Road, a Minor Arterial, would provide an opportunity for small-scale retail and services to be developed in a closer

proximity to housing, which would provide an alternative to traveling into Oregon City for simple goods and services. The change would provide land uses that are more compatible and appropriate for development along a Minor Arterial.

Cons: This may lead to some local opposition to the Comprehensive Plan adoption.

Option 3: Retain the proposed Comprehensive Plan Map of Mixed-Use Corridor and Rezone the Properties to Mixed-Use Corridor-1:

This option would retain the Comprehensive Plan designation of MUC and rezone one, two, or all three of the identified locations.

Pros: A rezone to the MUC-1 designation at the identified locations along South End Road, a Minor Arterial, would implement the standards of the MUC-1, remove the properties from development as single-family detached, and promote development that is appropriate along a Minor Arterial.

Cons: This may lead to some local opposition to the Comprehensive Plan adoption.

4) City Initiated Rezones

Are there any rezones that the City should initiate as part of this process other than those associated with the "housekeeping" updates of the zoning code?

In the process of updating the zoning code, several existing zones have been removed and new zones have been established. For example, the General Industrial zone has been proposed and the existing Light Industrial and Heavy Industrial zones have been removed. The City will be rezoning all the existing Light and Heavy Industrial properties that have a Comprehensive Plan designation of Industrial to the new General Industrial zone. The City initiated rezones are as follows:

Existing Designation	Proposed Designation	Reason	Impact
R-6/Manufacture Housing Single-Family Dwelling District (Removed)	R-6 Single Family (Existing Zone)	The R-6.MH zone is proposed to be removed for the OCMC. Manufacture Housing is allowed in a single-family zones and the City may not regulate the placement of this type of housing.	The zone change will increase the density by 0.9 dwelling units per acre, which is a minimal change. Homes may be impacted as the front yard, side yard, and rear yard setbacks have increased.
RD-4 Two-Family Dwelling District (Removed)	R-3.5 Dwelling District (New Zoning Category)	The R3.5 zone lowers the minimum lot size per attached unit from 4,000 to 3,500 square feet and reduces lot widths to promote attached housing designs. The minimum lot size for detached units is reduced from 6,000 to 3,500 square feet in this district to allow smaller single-family homes.	The zone change will increase the density by 1.5 dwelling units per acre, which is a minimal change.
RA-2 Multi-Family Dwelling District (Removed)	R-2 Dwelling District (New Zoning Category)	The R-2 zone lowers the minimum lot size per unit from 6,000 for single family detached, 8,000 for two attached units, and 8,000 for	The zone change removes single-family detached housing as a permitted use. The zone change will increase the density

		the first two and 2,000 for each additional unit to 2,000 square feet per unit to promote attached housing and multi unit development.	by 2.0 dwelling units per acre to 21.8, which is a minimal change.
M-1 Light and M-2 Heavy Industrial (Removed)	GI – General Industrial (New Zoning Category)	To consolidate the industrial uses as they are very similar.	There are no apparent impacts.
TC – Tourist Commercial (Removed)	MUD – Mixed Use Downtown (New Zoning Category)	Expand the permitted use and consolidate the number of zoning designations to provide consistency.	Requiring several more uses not necessary associated with the development of “tourism” in The Cove
CBD – Central Business District (Removed)	MUD – Mixed Use Downtown (New Zoning Category)	The MUD zone encourages a mix of high-density residential, office, and retail uses, with primarily retail and service uses on the ground floor and office and residential on the upper floors.	Requires a conditional use permit for buildings with a footprint in excess of 60,000 square feet and auto-orientated developments (ex. drive through).

There are several options when determining the extent to which properties (beyond those indicated above) should receive a zone change in association with the proposed Comprehensive Plan Amendments. The following options were created to identify the significant changes that have been proposed for the Comprehensive Plan and whether a corresponding zone change should be initiated:

Option 1: Zoning Code Related Changes Only:

This option would change the zoning designation of only those properties identified in the table above. These changes are driven by amendments to the OCMC.

Pros: The changes are “housekeeping” in nature and will have a minimal influence on development and private property owners.

Cons: None apparent.

Option 2: Mixed Use Downtown (MUD):

This option would include the addition of all of the properties in the downtown area (regional center) where the Comprehensive Plan designation was changed to Mixed Use Downtown. The Glazier property would be identified as a pre-existing permitted use that would allow the expansion of the existing use. (Please see issue #2 Master Plans, for options addressing the Blue Heron property.)

Pros: Including all of the properties with the new Mixed Use Downtown Comprehensive Plan designation will immediately allow property owners to utilize the new zoning designation without first processing a zone change through the city. This will accelerate the implementation of the Downtown Community Plan, which is directly related to the Comprehensive Plan, and will promote development consistent with Oregon City’s designation as a Regional Center. The new zone should simplify the array of zoning that currently exists in the area. (Note: The Glazier property is in the MUD and a rezone was not proposed as part of the original staff proposal. Staff indicated that the City was NOT proposing a rezone of the property.)

Cons: The change may result in slightly higher development potential and the downtown may be negatively impacted by increased parking demands and traffic.

Option 3: Mixed Use Corridors (MUC):

This option would include the addition of all of the properties along the City's transportation corridors, including 7th street, Molalla Avenue, Warner-Milne, and 99-E south of Canemah, where the Comprehensive Plan designations are proposed to be changed to Mixed Use Corridor. The new zoning designation of MUC-1 would be applied, as it is the most restrictive option. Property owners should request a zone change to the Mixed Use Corridor – 2 zoning designation at a later date.

Pros: The zone change would immediately implement the City's desire for a mix of high-density residential, office, and small-scale retail uses and services and promotes pedestrian scale transit orientated development along the City's major transportation routes. This would facilitate many new plan development policies and simplify the numerous zone districts along these corridors.

Cons: Due to the variety of difficult zone districts along the corridors, property owners may be affected in different ways. For the most part the changes will allow more flexibility and options for development. However, the restriction on drive through use and some auto-orientated businesses may limit some property owners' development options.

Option 4: Mixed Use Employment (MUE):

This option would include the Hospital and properties on the west side of Division Street, the Red Soils site, and the properties along the south side of Warner Milne and Beavercreek Road.

Pros: The zone change would acknowledge the existing uses on the Hospital and Red Soils sites, simplifying the review process. The change would expand the allowed uses for those properties currently zoned Campus Industrial and Light Industrial along Beavercreek Road and allow properties on the west side of Division Street near the Hospital to remain single-family or convert to uses that support the Hospital use.

Cons: The removal of additional Industrial designated properties from the Oregon City inventory.

Option 5: Mixed Use Corridor north of Beavercreek Road:

There are several properties along the north side of Beavercreek Road between Molalla Avenue and Highway 213 that have been identified for a Comprehensive Plan Map amendment from Commercial to MUC. There are several auto-orientated businesses that would become non-conforming if a zone change of the properties were to occur once the Comprehensive Plan Map amendment occurred. The properties are located adjacent to Newell Canyon.

Option 5A: Retain the proposed Comprehensive Plan Map designation of Mixed-Use Corridor:

The proposed Comprehensive Plan Map would be retained as Mixed-Use Corridor for this area. The properties would not be rezoned from Commercial.

Pros: The Comprehensive Plan Map would support the Mixed-Use Corridor goals and objectives along Beavercreek Road. Office, residential, and small pedestrian orientated development would be supported. Development compatible with excellent views of Newell Creek Canyon would be encouraged.

Cons: The existing businesses would be able to maintain, expand, or change the existing uses to any commercial use until a zone change of the property to MUC-1 or 2 occurs.

Option 5B: Retain the proposed Comprehensive Plan Map designation of MUC and Rezone the properties to MUC – 1:

Pros: The goals and objectives of the Mixed-Use Corridor along Beavercreek Road would be a requirement for development.

Cons: Several auto-orientated businesses along Beavercreek Road would become pre-existing non-conforming uses and would not be able to expand the non-conforming use.

Option 5C: Do not amend the Comprehensive Plan Map:

Pros: The existing businesses would be able to maintain, expand, or change the existing uses to any commercial use.

Cons: The development along Beavercreek Road would be Commercial, with no limitations to building footprint size or requirements for a mix of uses.

5) Individual Property Rezones

How will the City handle requests for the simultaneous rezone of individual properties that receive a new Comprehensive Plan Map designation?

The City will rezone those properties that are necessary for the implementation of the City's Comprehensive Plan and the citywide benefit that would occur through an immediate zone change of a property.

The following individual requests for a Comprehensive Plan and/or Zoning amendment have been requested.

I. Mr. Dan Berg – Low-Density Residential to High-Density Residential:

The property is identified as 3S-2E-16B, Tax Lot 700 and located at 20122 Molalla Avenue, three tax lots south of Glen Oak Road. The property is currently designation Low Density Residential and zoned R-10 Single-Family Dwelling District. The City has proposed to change the Comprehensive Plan designation for the property to High Density Residential. Staff has determined that the property has been zoned residentially since at least 1975, when a non-conforming uses was approved on the site for the storage of equipment (See attached memo, Exhibit 1). The property owner has requested that the property be given a Land Use designation of Commercial and rezoned to Commercial.

Option 1: Retain the proposed Comprehensive Plan Map as High Density Residential:

The proposed Comprehensive Plan designation would be retained as High Density Residential. The zoning designation of the property, which is R-10, would not be changed.

Pros: The property would be consistent with the high-density development planned for the area south of Glen Oak Road.

Cons: The existing use on the site would not be a permitted use; however, the pre-existing non-conforming status of the business on the property would continue.

Option 2: Amend the Comprehensive Plan Map to Mixed-Use Commercial:

The Comprehensive Plan designation would be amended to Mixed-Use Commercial. The zoning designation of the property would not be changed.

Pros: Non apparent.

Cons: The existing use of manufacturing antennas and satellite dishes on the site would not be a permitted use with a zone change to MUC-1 or 2. The pre-existing non-conforming status of the business on the property would continue. Directly north of the subject site would be High Density Residential and the MUC designation would be a spot designation that is not contiguous to similarly designated properties. The MUC of the properties to the north of the site are located on Glen Oak Road. The subject site does not have access to Glen Oak Road. The MUC designation promotes pedestrian level development along the City's transportation corridors, rather than Hwy 213. Linear commercial development along Hwy 213 should be limited due to access concerns.

Option 3: Amend the Comprehensive Plan to Commercial and Rezone to Commercial:

The Comprehensive Plan designation would be amended to General Commercial and the property would be rezoned to Commercial.

Pros: The pre-existing use of the property would be permitted.

Cons: The property would be a spot zone with no other properties zoned commercial in the area. Strip commercial development along Hwy 213 would cause access problems onto Hwy 213.

II. Younger family property – Commercial to MUC and rezoned to MUC – 1:

The properties are identified as 3S-2E-5DB, Tax Lots 2300, 2301, and 3300 and are located at 1367 Molalla Avenue. The properties are currently designated Commercial on the Comprehensive Plan and Commercial on the Zoning Map. The property owner has indicated that the proposed change to the MUC Comprehensive Plan designation and a change to the MUC-1 or 2 zone would not benefit properties as large as these are.

Option 1: Retain the proposed Comprehensive Plan of Mixed-Use Corridor:

The proposed Comprehensive Plan designation of Mix-Use Corridor would be retained. The property would not be rezoned.

Pros: The property would be able to be rezoned to MUC –1 or 2 without processing a Comprehensive Plan Map amendment. The Comprehensive Plan Map designation would support the Molalla Corridor Plan and pedestrian/transit orientated development.

Cons: The property would maintain the Commercial zoning designation indefinitely. The Mixed-Use Corridor goals and objects along Molalla would not be implemented.

Option 2: Retain the Comprehensive Plan designation of MUC and Rezone the Property to MUC-1:

The proposed Comprehensive Plan designation of Mixed-Use Corridor would be retained and the Zoning designation of the property would be changed to MUC-1.

Pros: Development on the site would meet the requirements of the MUC zone and implement the Molalla Corridor Plan.

Cons: The maximum building footprint would be limited to 10,000 square feet unless the applicant requested a zone change to MUC-2. Auto orientated development is not permitted, which may limit the uses on the property.

III. Clackamas Community College – Limited Office to Industrial:

The properties are identified as 3S-2E-9B, Tax Lot 1600 and 3S-2E-8A, Tax Lot 3090 and located on Molalla Avenue, south of the Fire Station. The properties are currently designation Limited Office on the Comprehensive Plan and Limited Office on the Zoning Map. The City has proposed to amend the Comprehensive Plan designation for the property to Industrial to be consistent with the Comprehensive Plan designations for the parcels to the north to Beavercreek Road and the three parcels south of the subject site. The City has not proposed to change the zoning of this property.

The applicant has requested that the Comprehensive Plan designation remain Limited Office or be changed to Commercial.

Option 1: Retain the Comprehensive Plan Map designation of Industrial:

The proposed Comprehensive Plan map designation of Industrial would be retained. The zoning designation of the site would not change.

Pros: The industrial Comprehensive Plan Map designation would provide a continuous tract of industrial property connecting to Fir Street and Beavercreek Road to the north. The change would add additional industrial lands to the Oregon City inventory located within close proximity to the City's major transportation route.

Cons: The property owner has indicated a desire to maintain the existing zoning or up-zone the property to Commercial. If the Comprehensive Plan Map is changed, the zoning designation will remain and the property could be developed as an office use and the desire for an industrial use of the site would not occur.

Option 2: Amend the Comprehensive Plan Map to MUC:

The Comprehensive Plan map would be amended to MUC and the zoning would remain as Limited Office.

Pros: Permit Limited Office or Mixed-Use Corridor development along Molalla Avenue and in close proximity to Clackamas Community College.

Cons: The property owner could develop the allowed uses on the site, or request a zone change to the MUC-1 or 2 zone, and the uses may not be compatible with the surrounding industrial uses.

IV. Rose Road – R-6/MH to R-10 Single-Family:

The property is identified as 3S-1E-1CD, Tax Lot 300 and located at 18879 Rose Road. The property is currently zoned R-6/Manufactured Housing (R-6/MH). The R-6/MH zoning designation is going to be removed from the OCMC and all properties with the designation will be rezoned to R-6 Single-Family Dwelling District, which is an increase in density from 6.4 to 7.3 dwelling units per acre. Residents in the neighborhood, which is surrounded by R-10 and R-8 Single-Family, contend that the R-6/MH designation should never have been placed on this property in 1992 since the property is in a high water table, the Oregon City Water Resource Overlay District, and the designation is inconsistent with surrounding land use designations.

Option 1: Rezone the property to R-6 Single-Family as proposed:

The proposed Comprehensive Plan map amends the property to Low-Density Residential and the property would be rezoned to R-6 Single-Family.

Pros: The R-6 zoning designation, which is permitted in the Low-Density Residential Comprehensive Plan designation, would provide an opportunity for smaller lot sizes and homes to be built in South End.

Cons: The site is located within a high-water table and the Water Resource Overlay District.

Option 2: Rezone the property to R-8 or R-10 Single-Family:

The Comprehensive Plan map would be amended to Low-Density Residential and the property would be rezoned to R-8 or R-10 Single-Family.

Pros: The zoning would be consistent with the surrounding zoning designation and densities.

Cons: The action would be a down zoning of the property.

6) Natural Resources Committee Input:

The role of the Natural Resource Committee should be to strengthen the goals, objectives, and policies of the Comprehensive Plan and the implementing language of the OCMC concerning the protection and preservation of the City's natural resources. The proposed amendments from the Natural Resources Committee are included (Exhibit 2).

7) Adoption of Level of Service Standards:

To assess the impacts of a proposed land use action on the City's transportation system, a Traffic Impact Statement must compare the existing, background, and full buildout intersection traffic volumes to the minimum intersection operational standards. The City proposed *Intersection*

Level of Service Standards (LOS) to evaluate the City's intersection operational performance and determine what, if any, measures should be implemented.

Staff would recommend the following:

Intersection Level of Service Standards

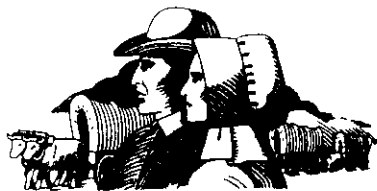
The City of Oregon City requires all intersections within the study area to maintain an acceptable LOS upon full buildout of the proposed land use action.

Oregon City's minimum acceptable LOS is defined as follows for signalized intersections:

LOS "D" or better for the intersection as a whole *and* no approach operating at worse than LOS "E" *and* a v/c ratio not higher than 1.0 for the sum of critical movements.

Oregon City's minimum acceptable LOS is defined as follows for unsignalized intersections:

LOS "E" or better for the poorest approach *and* with no movement serving more than 20 peak hour vehicles operating at worse than LOS "E". In other words, LOS "F" will be tolerated for minor movements during a peak hour.



CITY OF OREGON CITY

Incorporated 1844

December 26, 2003 320 WARNER MILNE ROAD • PO BOX 3040 • OREGON CITY, OREGON 97045
TEL 503-657-0891 FAX 503-657-7892

Dan Berge
20122 S. Molalla Ave
Oregon City, OR 97045

Dear Mr. Berge:

Thank you for your letter dated December 11, 2003, requesting that the zoning on your property be changed. While the City understands your desire to have your property re-zoned, state law does not require such a re-zone to occur in the City's current review of its planning and zoning ordinances.

As I understand it, your property has been zoned residentially since at least 1975, when a non-conforming use was approved for Mr. C. R. Allen to allow storage in conjunction with maintenance and construction business equipment that had historically been stored outside. At best, that provides your property with non-conforming use status – it can continue to be used in the same manner as allowed by that decision, but it does not entitle you to a zone change to allow other commercial uses of your property.

The current process undertaken by the City is a legislative review of the City's Comprehensive Plan and Zoning Ordinances. In the context of that review, the City is eliminating at least one zone and changing the designation on many others. However, those City actions are designed to address issues of citywide concern. To the extent the issues that you raise present such a concern, the Planning Commission may decide to address it, but there is no requirement that they do so. I encourage you to stay involved with the comprehensive plan process and communicate with the City's decision makers, but if they choose not to address your property in this proceeding, you may certainly apply for an individual re-zone as allowed by the City's ordinances.

Very Truly Yours,

Dan Drentlaw, AICP
Community Development Director

cc. Mayor and City Commissioners
Larry Paterson, City Manager
Bill Kabeiseman City Attorney

03 DEC 10 PM 2:36

RECEIVED
CITY OF OREGON CITY

To: Oregon City Planning Commission
320 Warner Milne Road
Oregon City, OR 97045

From: Natural Resources Committee
City of Oregon City
320 Warner Milne Road
Oregon City, OR 97045

Date: December 10, 2003

RE: Amendments to the Proposed Oregon City Comprehensive Plan dated 11/3/2003

Dear Commissioners,

It is with pride that the newly formed Oregon City Natural Resources Advisory Committee submits to you our proposed amendments to the Oregon City Comprehensive Plan. Attached you will find the draft comprehensive plan with our proposed changes highlighted.

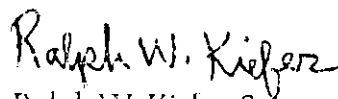
Our committee members have invested considerable time in reviewing the entire document as it relates to natural resources and effective management of the city landscape. Each member has been responsible for developing proposed changes to one or more of the land use goals. While we have only held three formal meetings, these have been used to pour over the document and each member's proposed changes, and to reach committee consensus on both the intent and the letter of each goal, policy and action. Although the timeline was very compressed, we invested many hours in this process. Due to time constraints, we were not able to complete this task to our full satisfaction. However, we are pleased with the work to date and believe the modifications we propose will greatly strengthen this document and vastly improve the management of natural resources in Oregon City.

We recognize that many of our natural systems are in peril. We further recognize that Oregon's land use laws provide considerable flexibility in their administration and implementation at the local level. It is our hope that Oregon City will be a model for exceptional natural resource management and it is toward this end that we recommend these comprehensive plan amendments.

The significantly modified document we are submitting represents input from a highly committed, skilled and knowledgeable group of citizens. These people deserve recognition for their investment in this process. We are grateful to have had this opportunity and offer our continued service in this process. Please do not hesitate to call upon us for further review and clarification.

Thank you.

Marcia Sinclair, Chair
Oregon City Natural Resources Committee



Ralph W. Kiefer, Secretary
Oregon City Natural Resources Committee



CITY OF OREGON CITY

Preserving Our Past -- Building Our Future

**Recommended additions, revisions,
and deletions to the Oregon City
Proposed Comprehensive Plan dated
November 3, 2003**

**Submitted by the Oregon City
Natural Resources Committee
December 10, 2003**

**First City's Future
Vision Statement Preamble**

Oregon City, Oregon

**Where powerful natural forces converge, people also gather,
At a bend in Oregon's mightiest river,
Where cold clear water from thirteen watersheds bathes migrating salmon,
And flowery oak Savannah bluffs meet temperate rainforest canyons,
Our three-tiered City rises above rumbling, roaring Willamette Falls.
At this ancient fishing ground and confluence of native cultures,
At the destination of one of the greatest migrations in all of human history,
Lies Oregon City, where the forces of nature and people unite.**

Introduction

A Comprehensive Plan is a generalized, coordinated land use map and policy statement of the governing local body that relates all functional systems and activities related to the use of the lands, including but not limited to, sewer and water systems, transportation systems, educational facilities, recreational facilities, natural resources and air and water quality management programs as part of the local and regional ecosystem.

The term "land" includes water, both surface and subsurface, and air. The plan is used to guide the city's land use, conservation of natural resources, economic development and public services.

Periodic updates to a city's Comprehensive Plan are required and the Oregon City Comprehensive Plan that follows is such an update.

Policies

The City of Oregon City acknowledges its responsibility for leadership in creating a sustainable community, locally, regionally and nationally. A sustainable community is one that persists over generations and is far-seeing enough, flexible enough and wise enough to balance and maintain its natural, economic, social and political systems.

The City of Oregon City supports policies of "sustainable development," "smart growth" and "green building." Oregon City will grow in a manner that is consistent with the "carrying capacity" of its land and will plan and provide for a level of use which can be accommodated and continued without irreversible impairment of its natural resources; the ecosystem and quality of air, land and water resources.

The City of Oregon City will promote "sustainable development" that meets today's need without compromising the ability of future generations to meet their needs and accepts its responsibility to:

- * Support a vital, innovative, diverse and equitable economy.
- * Protect the quality of the air, water, land and other natural resources.
- * Conserve native vegetation, fish, wildlife habitat and other ecosystems.
- * Minimize human impacts on local and worldwide ecosystems.

Explanation

"Sustainability" is about fairness over time. It is about meeting our social, environmental and economic wants and needs in a way that does not leave any segment of our population behind and doesn't undermine the ability of future generations to meet their needs. It postulates that every developer can apply some elements of sustainability to every project.

“Smart growth” reflects community planning that offers an alternative to unchecked, sprawling development. It advocates balancing our need for open spaces and preserving natural and cultural resources, providing a wide range of transportation choices while revitalizing our downtown and older neighborhoods and creating new neighborhoods and districts that are livable and affordable.

“Green building” demonstrates building practices that use energy, water and other resources wisely without needlessly damaging the environment so that present and future generations can live well. The systematic application of the U.S. Green Building Council’s environmental design standards (L.E.E.D.) is an example of certifiable, “green building.”

For the purposes of this document the term, “sustainable development,” shall be inclusive of the definitions and applications of “smart growth” and “green building” as well as “sustainable development.”

Overview

In communities across the nation, there is a growing concern that current development patterns dominated by what some call “sprawl”—are no longer in the long-term interest of our cities, existing suburbs, small towns and rural communities. Though supportive of growth, communities are questioning the economic costs of abandoning infrastructure in the city, only to rebuild it further out. They are questioning the social costs of the mismatch between new employment locations in the suburbs and the available work force in the city. They are questioning the wisdom of abandoning “brownfields” in older communities, consuming open space and prime agricultural lands at the suburban fringe, and polluting the air of an entire region by driving farther to get places.

Spurring the smart growth/sustainable development movement are demographic shifts, a strong environmental ethic, increased fiscal concerns and more nuanced views of growth. The result is both a new demand and a new opportunity for smart growth. Sustainable development/smart growth recognizes the connections between development and quality of life. It leverages new growth to improve the community. Smart growth invests time, attention and resources in restoring community and vitality to center cities and older suburbs and neighborhoods. New smart growth is more town-centered, is transit and pedestrian oriented and has a greater mix of housing, commercial, industrial and retail use. It also preserves open space and many other environmental amenities.

The City of Oregon City Will:

- Encourage and develop connections among environmental quality, economic vitality, and community livability. Promote development that reduces adverse effects on ecology and the natural resource capital base and supports employment opportunities for our citizens.
- Foster distinctive, attractive places with a strong sense of place. Craft f vision and set standards for development and construction that respond to community values of

architectural beauty and distinctiveness, as well as expanded choices in housing and transportation.

- Include cumulative and long term impacts in decision making and work to protect the natural beauty and diversity of Oregon City for future generations.
- Ensure commitment to equity so environmental impacts and the costs of protecting the environment do not unfairly burden any one geographic or socioeconomic sector of the City.
- Ensure environmental quality and understand environmental linkages when decisions are made and regarding growth management, land use, transportation, energy, water, affordable housing, indoor and outdoor air quality and economic development.
- Use resources efficiently and reduce demand for natural resources, like energy, land, and water, rather than expanding supply.
- Prevent additional pollution through planned, proactive measures rather than only corrective action. Enlist the community to focus on solutions rather than symptoms.
- Act locally to reduce adverse impacts of rapid growth population and consumption, such as ozone depletion and global warming, and support and implement innovative programs that maintain and promote Oregon City's leadership as a sustainable city.
- Purchase products based on long term environmental and operating costs and find ways to include environmental and social costs in short term prices. Purchase products that are durable, reusable, made of recycled materials, and non-toxic.
- Educate citizens and businesses about Oregon City's Sustainable City Principles and take advantage of community resources. Facilitate citizen participation in City policy decisions and encourage everyone to take responsibility for their actions that otherwise adversely impact the environment.
- Report annually on the health and quality of Oregon City's environment and economy.

Definitions:

1. Carrying Capacity: The level of land use that can be accommodated and continued without irreversible impairment of natural resources productivity, the ecosystem, and the quality of air, land and water resources.

2. **Sustainable Development:** Development that meets the needs of present generations without compromising those needs for future generations by recognizing the relationships of natural resource and energy conservation, economic prosperity and social equity.

Sustained development is demonstrated by the following:

1. the use which can be accommodated and continued without irreversibly impairing the quality of air, land and water resources in their natural systems;
2. development designed to create family wage jobs, maintain neighborhoods and infrastructures which provide a variety of housing and living environments;
3. designing structures to reduce the consumption of energy and nonrenewable materials and reduce the production of waste, toxic emissions and pollution;
4. minimizing the consumption of land while maintaining and restoring existing environmental attributes of development sites;
5. designing development to increase access to jobs, affordable housing and transportation choices.

3. **"Future Urban Holding:"** A temporary zoning designation, to be used rather than the proposed Industrial designation, for the area east of Beavercreek Road. Used as an allowance for additional time to summarize current components of a concept plan, conceive of additional valid and valuable components, and to incorporate those deemed viable, in order to adapt zoning for its inclusion in the Proposed Comprehensive Plan, as no current zoning or land use description is applicable.

1. CITIZEN INVOLVEMENT

I know no greater depository of the ultimate powers of society but the people themselves. And if we think them not enlightened enough to exercise their control with a wholesome discretion, the remedy is not to take it from them, but to inform their indiscretion through education. That is the true corrective of abuses of constitutional power.

Thomas Jefferson

This section of the Oregon City Comprehensive Plan is intended to comply with Statewide Planning Goal 1, Citizen Involvement. This goal requires local governments “to develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.”

Recognizing the vital importance of providing citizens opportunities to be informed and involved in the planning process, Oregon City established a Citizen Involvement Program in the 1980s with two major components: neighborhood associations and the Citizen Involvement Committee (CIC). This element discusses the role of the CIC and its responsibility for developing, implementing, and evaluating the Citizen Involvement Program. The CIC's overall goal is to work for the improvement of the quality of life within the City of Oregon City.

GOALS, POLICIES, AND ACTION ITEMS

Goal 1.1: Citizen Involvement Program

To implement a Citizen Involvement Program that will provides a fair, transparent, n active a annd systematic understandable process which encourages for citizen engagement participation in all phases of the land use and conservation decision-making process to and enables citizens to consider and act upon a broad range of issues affecting neighborhood the livability, community sustainability and quality of lifeneighborhoods and the community as a whole.

Policy

Policy 1.1.1 Encourage citizen participation in all functions of government and land-use planning.

Policy 1.1.2 Provide support for development of, and active citizen participation in, neighborhood associations in every neighborhood of Oregon City to insure that citizens throughout the city have appropriate representation in land use decisions.

Policy 1.1.3 In areas of the city where there is no active neighborhood association, notify citizens that they may voice their interests through the Citizen Involvement Committee.

Policy 1.1.1 Utilize Neighborhood Associations, as the vehicle for neighborhood-based input into the process to meet the requirements of LCDC Statewide Planning Goal 1, Citizen Involvement.

Policy 1.1.4 Use neighborhood associations, as a vehicle for effective exchange of information with citizens on land use decisions to meet the requirements of Oregon's Land Conservation and Development Statewide Planning Goal 1, Citizen Involvement.

Policy 1.1.5 Define and articulate those elements of significant staff or commission land use decision over which citizens may exert influence and/or in which they may share in decision making.

Policy 1.1.6 In all city decision-making activities, provide a friendly and cordial process in order to encourage citizen engagement.

Goal 1.2: Community Engagement in and Comprehensive Planning

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

Policies

Policy 1.2.1 ~~Solicit~~ Encourage citizen input participation in all functions of government and land use planning in all phases of comprehensive plan revision and review.

Policy 1.2.2 Initiate citizen involvement activities at concept stage of a project or proposal.

~~Policy 1.2.2~~ The by-laws of the CIC and Neighborhood Associations shall govern their formation and operations.

Action Items

~~Action Item 1.2.1~~ Create a neighborhood area boundary extension plan. for the City Commission.

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 our neighborhoods.

Policies

Policy 1.3.1 Encourage training of volunteers involved with Neighborhood Associations and the CIC.

Policy 1.3.2 Work with the CIC to implement training strategies from the CIC Strategic Plan.

Policy 1.3.3 Work with Clackamas Community College to develop training courses and workshops for elected and appointed officials and citizens on land use planning and land management.

~~Policy 1.3.3~~ **Policy 1.3.4** Support creation of an internet web page affiliated with the City's home page and a CIC newsletter to provide updated Community Involvement information.

Policy 1.3.5 Work with Oregon City Schools to incorporate citizen involvement instruction into school curriculum.

Action Items

- Action Item 1.3.1 Sponsor a minimum of one CIC Training Conference on the participation processes; decision-making and problem-solving methods; organizational strategies for neighborhoods; and locating resources.
- Action Item 1.3.2 Provide a training session on "Land Use Process Participation" at least once a year, or more often if needed.
- Action Item 1.3.3 Provide a training session on "How and When to Form Local Improvement Districts" at least once a year, or more often if needed.

Goal 1.4: Citizen~~ommunity~~ Notification~~Involvement~~

Provide complete information for individuals, groups, and communities to participate in public policy planning and implementation.

Policies

- Policy 1.4.1 Provide complete information and timely notices on community involvement opportunities **through a variety of media.**
- Policy 1.4.2 Work with local news media to provide regular public updates, news articles and feature material on planning processes and decisions, and identify timely opportunities for citizen engagement.**
- Policy 1.4.2** Policy 1.4.3 Ensure that technical information is available in an understandable format.
- Policy 1.4.4 Notify adjacent public and private landowners and other affected citizens at the concept stage of any land use decision processes which may affect their interests.**

Action Items

- Action Item 1.4.1 Submit land use hearing dates, factual summaries of current land use issues, and hearing outcomes, as available, to the CIC newsletter and internet web page for publication and distribution.
- Action Item 1.4.2 Submit factual summaries of long-range planning issues, as available, to the CIC newsletter and internet web page for publication and distribution.
- Action Item 1.4.3 Encourage and provide incentives for developers to notify adjacent and affected landowners of proposed conceptual plans which may affect their interests.**

Goal 1.5: Government/Community Relations

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

Policies

- Policy 1.5.1 Support the CIC in planning and initiating events for City representatives and the community to meet and interrelate on issues of interest to one or both parties.
- Policy 1.5.2 Provide notification and other appropriate supporting information to adjacent landowners and county Community Planning Organizations of land use processes and decisions that may affect their interests.
- Policy 1.5.3 Recognizing Oregon City's role as a regional center, provide information and engagement opportunities for citizens outside the Urban Growth Boundary who have a stake in city policies and land use decisions.

Action Items

- Action Item 1.5.1 Work with local schools to develop a student community involvement program.
- Action Item 1.5.2 Create a steering committee to work with the City on updating the comprehensive plan.
- Action Item 1.5.3 Define processes through which adjacent landowners and county Community Planning Organizations may provide timely input.

Goal 1.6: CIC Continuous Development

Support the CIC's team spirit and dedication to community involvement for the purpose of ensuring continuous improvement.

Policies

- Policy 1.6.1 Assist the CIC in finding funding for the Community Involvement Program's current and future growth and development.
- Policy 1.6.2 Support an Annual Leadership Development Conference for CIC members (to include the updating of the CIC Strategic Plan).
- Policy 1.6.3 The by-laws of the CIC and Neighborhood Associations shall govern their formation and operations.

Action Items

- Action Item 1.6.1 Establish a CIC office.
- Action Item 1.6.2 Review and adopt CIC by-laws.

- Action Item 1.6.3 Maintain a record keeping system for archiving CIC decisions and written evaluations.
- Action Item 1.6.4 Work with Public Affairs Manager to develop a Neighborhood Association/Staff Liaison Program.
- Action Item 1.6.5 Work with the Public Affairs Manager to develop an Ombudsmen program that provides timely responses to community/individual's questions and concerns.
- Action Item 1.6.6 The Public Affairs Manager will work with the CIC to establish guidelines for CIC and neighborhood associations to consider and implement new programs.

Goal 1.7: Neighborhood Plans

Adopt neighborhood plans that encompass a broad range of concerns for each neighborhood over a five- to ten-year time period as refinements of the Oregon City comprehensive plan.

Policies

- Policy 1.7.1 Address the elements of **natural resource protection**, land use, transportation, public facilities and services, housing, and parks, recreation, and open spaces in all neighborhood plans. If desired, include elements on economic activity, social services, environmental quality, and urban design. Use maps and diagrams to show the application of goal and policy statements.
- Policy 1.7.2 Ensure that neighborhood plans conform with the rest of the comprehensive plan.
- Policy 1.7.3 Within the time frame of neighborhood plans, specify the timing or preconditions for the implementation of policies and action items if possible.
- Policy 1.7.4 Provide maximum opportunities for property owners, residents, and businesses within the neighborhood to be involved in all phases of the preparation of a neighborhood plan.
- Policy 1.7.5 Use the neighborhood plans to make recommendations to any city board, commission, or agency having planning responsibilities, particularly as they relate to public improvements and land use decisions.

Action Items

- Action Item 1.7.1 Review neighborhood plans biennially.
- Action Item 1.7.2 Incorporate guidelines as needed to provide policy direction to the neighborhood. Such guidelines would not be part of the comprehensive plan.

Action Item 1.7.3 Notify property owners, residents, and businesses within the neighborhood of general neighborhood and board meetings and other processes through which the plan will be developed.

Action Item 1.7.4 Establish procedures for adoption of neighborhood plans by Neighborhood Associations, the Planning Commission, and the City Commission. The procedures shall include provisions for the Planning Commission to work directly with the Neighborhood Association regarding changes or amendments to a proposed neighborhood plan.

Goal 1.8: Advisory Committees

Establish and support Citizen Advisory Committees and Commissions.

Policies

Policy 1.8.1 Identify those areas of city government in which the counsel of a formal citizen advisory committee or commission is warranted.

Policy 1.8.2 Provide appropriate staff support to keep these committees and commissions viable.

Policy 1.8.3. Solicit and support citizen participation on advisory committees and commissions. Identify desirable expertise and recruit citizen participants from the broader Portland Metro area as needed to best serve the interests of the Oregon City community.

Background

The Land Conservation and Development Commission (LCDC) Statewide Planning Goal 1, Citizen Involvement, mandates that a program be developed that “assures the opportunity for citizens to be involved in all phases on the planning process.” Oregon City has recognized this need to involve citizens in the planning and decision-making process. The Citizen Participation Goal in the *Land Use Policies for Oregon City*, established in 1976, is to “provide an active and systematic process for citizen and public agency involvement in the land use decision making for Oregon City.”

The philosophy in the *Land Use Policies for Oregon City* was that the formation of a neighborhood program would provide the best means for citizens to become involved in the planning process. With this policy in mind, Oregon City developed its Citizen Involvement Program with two major components: Neighborhood Associations and the Citizen Involvement Committee.

Existing Conditions

The CIC serves as the officially recognized citizen advisory committee to meet LCDC Statewide Planning Goal 1. The CIC is responsible for, as required by Goal 1, developing, implementing,

and evaluating the Citizen Involvement Program. The CIC's overall goal is to work for the improvement of the quality of life within the City of Oregon City. The CIC coordinates and communicates various aspects of citizen participation in the community and advises the City Commission, the Planning Commission and other planning and advisory bodies. A City Liaison is provided through the City Manager's Office, and the Public Affairs Manager provides staff assistance.

Prior to the initiation of the comprehensive plan update in spring 2002, the CIC began working on revisions to the citizen involvement procedures for Oregon City. The CIC developed a Five-Year Strategic Plan—including a Mission Statement, Vision, Values, and Roles and Responsibilities—and Citizen Involvement Committee By-laws (approved by membership on January 11, 2000) and a Citizen Involvement Handbook. Each of the documents was developed over three years by the entire CIC, which consisted of the elected leadership of the recognized neighborhood associations in Oregon City.

The By-Laws and 5-year Strategic Plan were written to meet the intent of Statewide Goal 1 for Citizen Involvement, which clearly expresses the need for citizen involvement in all aspects of land-use planning and other livability issues for cities in Oregon.

The area served by the CIC includes the current legal city limits and all areas of impact within the current Urban Growth Boundary, such as: county islands within any of the neighborhood association boundaries; areas of the county adjacent to recognized neighborhood associations; and areas of the county not adjacent to a recognized neighborhood association, but within the Urban Growth Boundaries and not represented by a Community Planning Organization (CPO).

First City's Future

In February 1999 a meeting was held to evaluate a proposal for a "visioning process" and how the city might benefit from the undertaking. The committee concluded the process could work if properly structured with realistic 'visions' which could be accomplished by volunteers working throughout all segments of the community; governments, medical community, educational leaders, and business organizations. From that meeting, the First City's Future Initiating Task Force was developed and worked toward development of a strategy to create a vision for Oregon City.

In November 2000, the Task Force held the first community-wide open house attended by 125 community members and City staff. From the November meeting emerged a draft vision statement that brought forward shared common goals for the future of Oregon City. The visioning process is an ongoing project and needs to be reviewed and updated periodically. A successful visioning process is a constant, dynamic process that must be initiated and maintained by the community

2. LAND USE

[insert quote]

We abuse the land because we regard it as a commodity belonging to us. When we see land as a community to which we belong, we may begin to use it with love and respect.

Aldo Leopold, *A Sand County Almanac*, 1949.

[The city planning process] should undertake to develop principles . . . [that] should be constructed into policies that will ensure that the resources of the city, site, and artifacts, are recognized as values and determinants of form, both in planning and the execution of works. Rio differs from Kansas City, New York from Amsterdam, and Washington [D.C.] from all of them, for good and sufficient reasons. They lie, at base, in the geological history, climate, physiography, soils, plants and animals that constitute the history of the place and the basis of its intrinsic identity.

Ian McHarg, *Design with Nature*, 1969.

The Oregon City Comprehensive Plan (comprehensive plan) and the Comprehensive Land Use Plan Map (plan map) control and guide land uses and development in the city. The Comprehensive Land Use Plan Map is located in Appendix A of this document. The plan map designates geographic areas for general land uses in accordance with the comprehensive plan. The plan map shows the general development pattern of the city. It indicates which areas are best suited for residences, which areas are best suited for commercial and office uses, and which areas are best suited for industry.

The Statewide Planning Goal for Land Use Planning (Goal 2) establishes a land use planning process and policy framework, with which local comprehensive plans must comply. This element of the Oregon City Comprehensive Plan identifies the City's goals and policies related to the land use planning process consistent with the statewide planning goal and consistent with the regional goals and requirements of Metro. The Waterfront Master Plan and Downtown Community Plan will help to revitalize the residential aspects of downtown and the Clackamette Cove area, and implement a vision of the downtown area as a Regional Center in accordance with Metro's 2040 Growth Concept. The Metro Design Type Map with Oregon City's 2040 Growth Concepts is located in Appendix B of this document. This element also addresses Statewide Planning Goals for Agricultural and Forest Lands (Goals 3 and 4: to preserve and maintain agricultural lands and to conserve forest lands for forest uses).

The Oregon City Comprehensive Plan (comprehensive plan) and the Comprehensive Land Use Plan Map (plan map) control and guide land uses and development in the city. The Comprehensive Land Use Plan Map is located in Appendix A of this document. The plan map designates geographic areas for general land uses in accordance with the comprehensive plan. The plan map shows the general development pattern of the city. It indicates which areas are best suited for residences, which areas are best suited for commercial and office uses, which areas are best suited for industry, and which should be left undeveloped.

GOALS, POLICIES, AND ACTION ITEMS

Goals

Goal 2.1: Efficient Use of Land

Ensure that property planned for residential, commercial, office, and industrial use is used efficiently and that land will be developed in harmony with the “Carrying Capacity” of the land, following principles of “Sustainable Development.”:

Policies

- Policy 2.1.1 Create incentives for new development to use land more efficiently, such as by having minimum floor area ratios or maximums for parking and setbacks.
- Policy 2.1.2 Encourage the vertical and horizontal mixing of different land use types in selected areas of the city where compatible uses can be designed to reduce the overall need for parking, create vibrant urban areas, reduce reliance on the private automobile, and create more business opportunities.
- Policy 2.1.3 Encourage sub-area master planning for larger developments or parcels, including re-development, where it may be feasible to develop more mixed uses, or campus-style industrial parks, with shared parking and landscaping areas. Allow developments to vary from prescriptive standards if planned and approved under this provision.
- Policy 2.1.4 Use redevelopment programs such as urban renewal to help redevelop underutilized commercial and industrial land.
- Policy 2.1.5 Encourage the implementation of **sustainable development, smart growth,** green building concepts and **other** environmentally friendly construction techniques and materials.
- Policy 2.1.6 Encourage the integration of mixed land uses into communities as a critical component of achieving better places to live.

Action Items

- Action Item 2.1.1 Maintain an inventory of vacant land, redevelopment, and new development on a regular basis to better account for and assess future land supplies for residential, industrial, and commercial lands.
- Action Item 2.1.2 Create a Planned Development or Master Plan provision and review procedure that will allow developers to promote comprehensive evaluation and planning of new development **consistent with sustainable building practices**. A master plan or planned development requirement should help assure smooth development permitting and adequate infrastructure availability, especially when phasing development over several years.

- Action Item 2.1.3 Evaluate methods of providing incentives within the zoning code to encourage **sustainable** development of mixed-use projects (for instance, by allowing development of retail space in industrial zones once the minimum FAR for industrial uses is reached).
- Action Item 2.1.4 Develop incentives for developers **that employ sustainable development practices** to build more efficiently on vacant and redevelopable land.
- Action Item 2.1.5 Amend the Zoning Code to allow and encourage mixed uses in selected areas of the city, such as within the Regional Center including downtown, Clackamette Cove in manner that is consistent with the Water-Ffront Master Plan, around Clackamas Community College, within the County Red Soils site, and along 7th Street and Molalla Avenue.
- Action Item 2.1.6 Establish minimum floor area ratios (FARs), establish incentives to increase FARs, set maximum parking standards, and adjust minimum parking and landscaping requirements in Industrial zone(s).
- Action Item 2.1.7 Restrict intrusion of commercial or competing uses in order to protect areas designated as “industrial” or “employment” areas by Metro.

Goal 2.2: Downtown Oregon City

Develop the Downtown area (which includes the historic downtown area, the “north end” of the downtown, Clackamette Cove, and the End of the Oregon Trail area) as a quality place for shopping, living, working, cultural and recreational activities, and social interaction. Provide walkways for foot and bicycle traffic, preserve views of Willamette Falls and the Willamette River, and preserve the natural amenities of the area.

Policies

- Policy 2.2.1 Redefine the regional center concept to recognize the unique character of Oregon City while being in accordance with Metro’s 2040 Growth Concept.
- Policy 2.2.2 Develop and promote a vision for the economic development of the downtown area that solidifies the Downtown Community Plan and Waterfront Master Plan **and is consistent with sustainable development practices.**
- Policy 2.2.3 Target public infrastructure investments and create public/private partnerships to help ensure that the regional center develops to its maximum capacity and realizes its full potential **consistent with sustainable development practices.**
- Policy 2.2.4 Encourage the development of a strong and healthy historic downtown retail, office, and residential center.
- Policy 2.2.5 Implement the Downtown Community Plan and Waterf-Front Master Plan with regulations and programs that support compatible and complementary mixed-uses, including housing, hospitality services, restaurants, civic and institutional, offices, some types of industrial, and retail uses in the regional center, all at a

relatively concentrated density **consistent with sustainable development practices.**

Policy 2.2.6 Support multi-modal transportation options throughout the regional center and to other regional and town centers.

Policy 2.2.7 Improve connectivity for vehicles, bicycles, and pedestrians within the downtown and waterfront master plan areas and improve linkages between residential areas to the community beyond.

Policy 2.2.8 Develop the Clackamette Cove area through the implementation of the Water Front Master Plan to achieve a balance between the ~~natural~~office/retail and built environments, including wildlife habitat, multi-family residential development, office/retail, and family recreation. Development should include environmentally friendly construction options **consistent with sustainable development practices.**

Policy 2.2.9 Develop an interpretive scheme that incorporates the End of the Oregon Trail Interpretive Center, the waterfront, and downtown. Describe environmental, social, and historic aspects including the concept of the Abernethy Greenway and nearby structures of historic significance.

Policy 2.2.10 Seek both public and private partnerships to leverage maximum benefits from the expenditure of available funds.

~~Policy 2.2.11 Continue to support industrial uses within the city but work with the operator of the concrete batch plant in evaluating long term relocation to alternative city sites.~~

~~Policy 2.2.12~~ **Policy 2.2.11 Encourage industrial owners to develop site redevelopment plans in collaboration with the City at such time as owners are transitioning from an industrial use to a non-industrial use. Any redevelopment plans should encourage access to natural resource lands and consider redevelopment strategies aimed at compatibility with, and the redevelopment potential, of surrounding properties. Adopt a redevelopment plan for the Blue Heron site that will complement and energize the redevelopment of downtown. Emphasis should be placed on development that takes advantage of the unique setting of this area on Willamette Falls.**

Action Items

Action Item 2.2.1 Implement market-based incentives to promote high-density mixed-use development in downtown and in the waterfront, **while preserving the natural qualities of the area.**

Action Item 2.2.2 Explore opportunities for public investment and use Urban Renewal and other financing tools to encourage high-densities and mixed uses in downtown.

- Action Item 2.2.3 Create a mixed-use plan district and zone to guide and encourage future development in accordance with the Waterfront Master Plan. The plan district would clearly state waterfront development and resource conservation objectives agreed upon by the City Commission as a result of a public planning process, **including input from the Natural Resources Committee**. The plan district could include special review procedures that allow for a more streamlined process.

- Action Item 2.2.4 Enhance the northern entrances to Oregon City to better define downtown and assist in revitalization.

- Action Item 2.2.5 Continue to pursue the redevelopment strategies as outlined in the Waterfront Master Plan.

- Action Item 2.2.6 Working with major stakeholders, develop and implement a strategy to help the historic downtown area enhance its position as a retail district. Such a strategy might include funding for a “Main Street” or similar program.

- Action Item 2.2.7 Create additional public parking lots within the downtown area through local improvement districts, a parking district, public-private partnerships, and other financial instruments and programs.

- Action Item 2.2.8 Identify areas comprising small parcels, partial or incompatible development, and multiple owners within the urban renewal district where public acquisition to assemble land for redevelopment may be appropriate.

- Action Item 2.2.9 Work with the property owners, the Oregon Department of Transportation, the Oregon Department of Environmental Quality, the Federal Emergency Management Agency and state and federal agencies to streamline the entitlement process for the development of the Rossman landfill property (the Parker Estate).

- Action Item 2.2.10 Explore the creation of a transportation management district to maximize the efficiency of the existing parking and develop effective local transportation options for the downtown area.

- Action Item 2.2.11 Investigate changing the industrial zoning on the landfill and Clackamette Cove areas that can accommodate office and commercial development.

- Action Item 2.2.12 Explore options for improving downtown vehicle circulation and parking in a manner that promotes revitalization.

Goal 2.3: Corridors

Focus transit oriented higher intensity, mixed-use development along selected transit corridors.

Policies

- Policy 2.3.1 When planning for transportation corridors, include facilities and access management, aesthetics (including signage and building facade improvements), infill and redevelopment opportunities, high-density residential development, and business assistance to existing businesses **consistent with sustainable development practices**.
- Policy 2.3.2 Work with Clackamas County, Gladstone, Milwaukie, and Metro to develop a plan for the redevelopment of the 99E corridor that connects the Oregon City regional center with the Milwaukie town center.

Action Items

- Action Item 2.3.1 Develop local area or “specific plans” as needed for transportation corridors, including 7th Street, Molalla Avenue, and Beavercreek Road. Specific plans should address both building and street aesthetics, and functional design issues such as access management and intersection spacing.

Goal 2.4: Neighborhood Livability

~~Provide a sense of place and identity for residents and visitors~~ Honor the uniqueness of each neighborhood in both its physical setting and its diversity of inhabitants, provide a sense of place and identity for residents and visitors by protecting and maintaining neighborhoods as the basic unit of community life in Oregon City.

Policies

- Policy 2.4.1 Protect and strengthen existing residential neighborhoods.
- Policy 2.4.2 Develop local neighborhood or “specific” plans where appropriate to blend infill development along linear commercial areas into existing neighborhoods.
- Policy 2.4.3 Strive to establish facilities and land uses in every neighborhood that help give the neighborhoods vibrancy, a sense of place, and a feeling of uniqueness.
- Policy 2.4.4 Recognize that special activity centers and points of interest can help make Oregon City unique and interesting.
- Policy 2.4.5 Promote connectivity between neighborhoods and neighborhood commercial centers through a variety of transportation modes, **including pathways for walking and bicycling**.
- Policy 2.4.6 Where environmental constraints reduce the amount of buildable land, and/or where adjacent land differs in uses or density, implement comprehensive plan and zoning designations that encourage compatible transitional uses **consistent with sustainable development practices**.

- Policy 2.4.7 Ensure a process is developed to allow for neighborhood schools, senior and child care facilities, parks, and other uses that serve the needs of the immediate area and the residents of Oregon City.
- Policy 2.4.8 Ensure infill in historic neighborhoods is compatible with existing development **consistent with sustainable development practices.**

Action Items

- Action Item 2.4.1 Develop design standards for single-family dwellings that address issues of appearance that can affect neighborhood livability and character, such as the location of garages.
- Action Item 2.4.2 Review the zoning ordinance periodically to ensure that buffering and screening requirements are sufficient to mitigate potential negative impacts where more intense land uses abut residential neighborhoods.
- Action Item 2.4.3 Work with neighborhood associations to identify, enhance, and develop sites that could become a “place” for each neighborhood, such as landmarks, views, historic or unusual trees, neighborhood stores, or pieces of art.
- Action Item 2.4.4 Explore the use of performance standards, in addition to site development standards, in limiting emissions of smoke, dust, odor, glare, noise, and vibration from industrial and commercial uses in order to protect residential areas.
- Action Item 2.4.5 Continue to assess and review development standards for multi-family, commercial, institutional, and industrial developments to ensure a balance of flexibility and predictability and encourage good design standards **compatible with sustainable development practices.**

Goal 2.5: Retail and Neighborhood Commercial

Encourage the provision of appropriately scaled services to neighborhoods.

Policies

- Policy 2.5.1 Encourage the redevelopment of linear commercial corridors, **consistent with sustainable development practices**, in ways that encourage expansion of existing businesses and infill development, and at the same time reduces conflicting traffic movements, improves the aesthetic character of these commercial areas, and encourages trips by transit, bicycling and walking.
- Policy 2.5.2 Allow and encourage **sustainable** the development of small retail centers in residential neighborhoods, primarily providing goods and services for local residents and workers, at intersections of two or more streets that are classified collectors or higher. These neighborhood commercial sites should be approximately 1 to 2 acres and at least 1/2 mile from any other neighborhood or

general commercial center. Sites should not include more than one quadrant of an intersection, or result in undue traffic congestion.

Policy 2.5.3 Amend the sign code to review the number, height and size of signs to ensure that signs do not dominate the streetscape.

Policy 2.5.4 Encourage ~~the-sustainable~~ development of successful commercial areas organized as centers surrounded by higher density housing and office uses, rather than as commercial strips adjacent to low-density housing.

Policy 2.5.5 Ensure that new commercial and industrial development enhances the livability of the neighborhood by encouraging the design of attractive **L.E.E.D. certified** buildings and **environmentally-responsible** landscaping **that uses native vegetation wherever possible**, and by ensuring that development is screened and buffered from adjoining residential neighborhoods and access is provided by a variety of transportation modes.

Goal 2.6: Industrial Land Development

Provide for an adequate supply of land zoned for industrial uses.

Policies

Policy 2.6.1 Ensure adequate supply of land for major industrial employers with ~~living-family~~ wage jobs.

Policy 2.6.2 Monitor the supply of land zoned and served by public facilities to ensure that an adequate supply of vacant or redevelopable land suitable for industrial development is available, **giving priority to redevelopable land**.

Policy 2.6.3 Work with Metro to ensure there is enough land available within the Urban Growth Boundary to meet the need for industrial and/or commercial development. If there is not enough land within the current UGB, identify areas outside the UGB that may be appropriate to annex into the UGB. The selection of these areas will be based on market factors, protection of environmentally sensitive areas, compatibility with adjoining and nearby uses, public facilities and infrastructure, proximity to expressways and transit, site requirements of specific types of industries, and the desires of the property owners.

Policy 2.6.4 Ensure that land zoned or planned for industrial is used for industrial purposes, **and developed using sustainable development practices**. ~~and that Aany~~ exceptions are allowed only where some other use supports industrial development. New non-industrial uses should especially be restricted in already developed, active industrial sites.

Policy 2.6.5 Protect the city's supply of **undeveloped and underdeveloped** land zoned for industrial uses. ~~by limiting non-industrial community uses, such as schools, parks, and churches on such properties and by limiting large commercial uses within these areas.~~ **Provide flexible zoning to facilitate and encourage sustainable**

development concept plan strategies that meet industrial employment per acre requirements while incorporating elements that support industry.

- Policy 2.6.6 Protect existing and planned **undeveloped and underdeveloped** industrial lands. ~~from incompatible land uses, and minimize deterrents to desired industrial development.~~ **Incorporate use of a mechanism that will allow for the enhancement of areas of mixed use character where such areas act as buffers and where opportunities exist for creation of nodes or centers of mixed commercial, light industrial and specific residential development.**
- Policy 2.6.7 Ensure that land use patterns create opportunities for citizens to live closer to their workplace.
- Policy 2.6.8 Preserve suitable, larger **undeveloped and underdeveloped** industrial parcels, ~~by restricting residential subdivisions.~~ **while providing a mechanism to allow modification of the regulations when the proposed project design meets the purpose of the regulation.**
- Policy 2.6.9 Identify Industrial uses that could partner with Clackamas Community College as training centers and future employers of students graduating from CCC.

Action Items

- Action Item 2.6.1 Restrict “low employment” uses, such as storage of building materials or vehicles and other similar uses in the Campus Industrial zone.
- Action Item 2.6.2 Modify the Campus Industrial (CI) zone to broaden the permitted uses and encourage the efficient use of the land, while still maintaining the “business park” intent of the zone and meeting Metro’s Title 4 “Industrial Designation Area.”
- Action Item 2.6.3 Review the uses allowed, prohibited or allowed conditionally in the industrial zones, and the development standards set by the zoning regulations, to make sure they are appropriate to the goals of the City and the realities of the marketplace.
- Action Item 2.6.4 ~~Review the zoning ordinances to determine if additional limitations should be placed on the development of non-industrial uses within the industrial zones and if new criteria are needed to ensure that any non-industrial use will complement and support the industrial use.~~ **Review the “Industrial” zoning and use flexibility after review to ensure that the purposes of industrial zoning regulations are met. Provide for mixed use development while maintaining the overall industrial orientation.**
- Action Item 2.6.5 Zone land designated as “Industrial” on the comprehensive plan map to an appropriate industrial zone **or temporary holding zone to allow formulation of concept plans and** to expedite the development approval process. In particular, re-zone the area east of Clackamas Community

College designated as "Industrial" on the comprehensive plan from "Future Urban" to ~~"Campus Industrial."~~ **"Future Urban Holding."**

- Action Item 2.6.6 Designate land annexed into the Glen Oak Area as "Industrial" on the Comprehensive Plan Map and "C-I Campus Industrial" on the Zoning Map upon annexation. **Provide a mechanism to allow development of "Concept Plans," which may include uses that support industrial development.**
- Action Item 2.6.7 Through the City's public facilities, transportation, and capital improvement programs, establish priorities to ensure that adequate public facilities are available to support desired industrial and commercial development.
- Action Item 2.6.8 Work with Metro to identify any "Regionally Significant Industrial Areas" within Oregon City or the urbanizing area. If any areas are identified and designated as regionally significant, determine the best methods to protect such areas for predominantly industrial uses. Specifically, review the area proposed for expansion of the Urban Growth Boundary east of Beaver Creek Road, and south of Thayer Road for potential designation.

Goal 2.7: Comprehensive Plan Map

Maintain and review the comprehensive plan map as the official long-range planning guide for land use development of the city by type, density and location.

Policies

- Policy 2.7.1 Maintain a sufficient land supply within the city limits and the Urban Growth Boundary (UGB) to meet local, regional, and state requirements for accommodating growth.
- Policy 2.7.2 Use the following 10 land use classifications on the comprehensive plan map to determine the zoning classifications that may be applied to parcels:
- Low Density Residential (LR)
 - Medium Density Residential (MR)
 - High Density Residential (HR)
 - Commercial (C)
 - Mixed Use Corridor (MUC)
 - Mixed Use Employment (MUE)
 - Mixed Use Downtown (MUD)
 - Industrial (I)
 - Public and Quasi-Public (QP)
 - Parks (P)
- Policy 2.7.3 Recognize the Design Types of Metro's 2040 Growth Concept. Establish boundaries for the Regional Center in downtown Oregon City; Corridors along 7th Street, Molalla Avenue, Beavercreek Road, and Highway 99; Industrial Areas; and between Inner and Outer Neighborhoods.

Policy 2.7.4 Define the city's UGB expansion area boundaries for the long term. For future expansion areas, work with Clackamas County to limit inefficient development patterns. For areas outside the boundary, preserve open space, farm, forest, and agriculture lands.

Background

State and Metro Requirements

The Statewide Planning Goal for Land Use Planning (Goal 2) establishes a land use planning process and policy framework, with which local comprehensive plans must comply. It requires land use plans to identify issues and problems, conduct inventories of land, and create policies and implementing ordinances to further applicable statewide planning goals. A prime focus of statewide land use planning has been to require the efficient use of existing urban land to protect against unnecessary urban encroachment into prime agricultural and forestland. This element is intended to address general land use planning issues for Oregon City.

In the mid-1990s, Metro adopted Regional Urban Growth Goals and Objectives (RUGGO), including the 2040 Growth Concept, which were developed to implement regional compliance with state goals for land use in a coordinated way and to ensure that housing and employment growth can be accommodated equitably across the region. The Urban Growth Management Functional Plan (UGMFP) implements the RUGGO and contains several requirements for local implementation.

The 2040 Growth Concept requires cities and counties to draw boundaries for each of the Design Types defined in Title 1 of the UGMFP that correspond to the general boundaries on the 2040 Growth Concept map. Design Types applicable to Oregon City include Regional Center, Industrial Areas, Corridors, Inner Neighborhoods and Outer Neighborhoods. The Design Types are defined in the glossary and delineated on the plan map. Regional Centers serve large market areas outside the central city, with connections via high capacity transit and highways. Oregon City is designated as one of nine regional centers by Metro. Molalla Avenue, 7th Street, Beaver Creek Road, and Highway 99 are identified as Corridors, which are intended to feature a high-quality pedestrian environment, convenient access to transit, and somewhat higher than current densities. A boundary between Inner and Outer Neighborhoods was drawn to distinguish residential areas with smaller lot sizes and more access to jobs and neighborhood businesses from residential areas with larger lot sizes that are farther from large employment centers. Industrial Areas are those areas set aside primarily for industrial activities with limited supporting uses.

Efficient Use of Land

Mixed uses and more intense development promote more efficient land use. From the early 20th century, separating residential, commercial, and industrial activities was a major trend; cities tried to prevent incompatible uses from creating problems for both citizens and businesses and allowed outward expansion without consideration of costs in terms of loss of vibrancy in downtowns, and loss of resource lands. Since then, the trend has shifted to include more mixed uses and more intense development where appropriate, as retail and residential uses in central business districts, for example, can greatly enhance the safety, livability, and vibrancy of the area.

Policies adopted to comply with other UGMFP requirements, such as minimum density standards, policies and evaluations to assure residential and job capacities, and protection of employment areas, are addressed in the comprehensive plan in this element, and in the Housing and Economic Development elements.

Downtown and Corridor Redevelopment

Metro's 2040 Growth Concept, as discussed above, includes the Regional Center and Corridor design types for Oregon City. The Waterfront Master Plan, 7th Street and McLoughlin Corridor Plan, and Downtown Community Plan will help to revitalize the residential aspects of downtown and the Clackamette Cove area, and implement a vision of the downtown area as a Regional Center. As a result, new policies to implement the Downtown Community and Waterfront Master Plans were added to this element.

Transit corridors are designated with Corridor Mixed Use to encourage somewhat more intensive and mixed-use development than exists, creating more efficient land use and travel patterns. The MUC designation is intended to implement Metro's vision of the Corridor design type.

Residential Development

Neighborhood livability depends on good design and efficient use of land, so new policies and action items call for evaluating development standards and developing incentives to ensure that new development contributes to the city's livability.

Neighborhoods and specific places within them give people an orientation and a sense of history, community, and "groundedness". The City recognizes neighborhoods as the essential building blocks to a livable city. A "place" may be a feature such as a large public clock downtown where people agree to meet each other before going off to lunch; or it may be simply a bench near the edge of a bluff with a great view. Place making adds to the quality of life for a community. As the city grows, existing places should be protected and opportunities to create new special places should be explored.

Commercial

Retail uses are discussed in more detail in the Economic Development element. However, policies to encourage neighborhood commercial uses are presented in this element as part of the City's desire to create more efficient land use and transportation patterns. Several areas of the city do not contain convenient, small-scale neighborhood commercial centers that reduce the distances residents need to travel to obtain essential goods and services. Policies to allow and encourage such development are therefore added to the plan.

Retail Business

Retail outlets and shopping areas are usually provided at discrete, different levels of size and private investment. They are sometimes classified as neighborhood centers, community centers, or regional centers. Characteristics of this hierarchy of commercial uses are provided below. These descriptions are critical for ensuring that the scale of commercial development and level of services are compatible with their locations. For example, some neighborhoods are underserved by neighborhood-scale retail and services.

- Neighborhood Retail Centers provide for the sale of convenience goods (foods, drugs and sundries) and personal services (laundry and dry cleaning, barbering, shoe repairing, etc.) for the day-to-day needs of the immediate neighborhood. It may range in size from 30,000 to 100,000 square feet.
- Community Retail Centers provide a wider range of facilities with a greater variety of merchandise available than the neighborhood center. Many are built around a junior department store, variety store or discount department store as the major tenant. Others are built around multiple anchors in power centers or super community centers. It may range in size from 100,000 to 300,000 or more square feet.
- Regional Retail Centers provide for general merchandise, apparel, furniture and home furnishings in depth and variety, as well as a range of services and recreational facilities. It is built around one or two full-line department stores of generally not less than 75,000 square feet. It may range in size from 250,000 to 900,000 square feet. Regional centers provide services typical of a business district yet not as extensive as those of the super regional center.

Industrial Land

Industrially zoned land is often under pressure to convert to other uses and easily developable sites at a premium. The goal of the City is to protect existing industrial land from conversion where appropriate, to annex industrial land and expand the UGB to add urbanizable industrial land to the inventory, and to ensure that public facilities can serve the land.

Land Use Types Planned (Map Categories)

The comprehensive plan and plan map should be maintained and reviewed as the official long-range planning guide for land use development of the city by type, density and location. Land use categories are identified on the plan map. These are:

1. Low Density Residential [LR]: Areas in the LR category are primarily for single-family detached homes.
2. Medium Density Residential [MR]: MR areas are planned for residential developments with dwelling unit types such as attached single-family units, rowhouses, or townhouses. Included in this classification is the McLoughlin Conditional Residential district, which is unique in the sense that it allows existing residential uses, assuming they were established legally, and new single-family homes on existing lots. More intensive new and redeveloped residential construction can be built at medium densities under certain circumstances.
3. High Density Residential [HR]: These areas typically include high density, multiple-dwelling residential areas. Permitted uses include apartments, condominiums, and single-family attached or rowhouse dwellings.

4. Commercial [C]: These areas provide for commercial uses serving local, city-wide, and regional needs, such as retail and service commercial. Typically this classification is associated with newer, suburban development and located along arterial streets.
5. Industrial [I]: Industrial areas are designated for uses related to manufacturing, processing and distribution of goods. Employment based uses are encouraged. Intense or heavy industrial uses are allowed in certain zones. Zone(s) in this district are designed to comply with Metro's Title IV functional plan requirements.
6. Mixed Use Corridor (MUC): This category allows higher density mixed uses that are supportive of transit and are conducive to pedestrian traffic. Urban density residential and commercial goods and services are typical uses. Zones in this district are intended to be compatible with Metro's Corridor design type.
7. Mixed Use Employment (MUE): This classification is intended for areas where employment-intensive uses such as office, research and development, and light manufacturing, and associated commercial uses are allowed.
8. Mixed Use Downtown (MUD): Urban density mixed use conducive to pedestrian and transit use is intended for this designation. This category is intended to implement the Downtown Community Plan, the Waterfront Master Plan, and Metro's Regional Center concept, particularly in terms of connecting the downtown with the waterfront. A historic overlay is also included in this area.
9. Public and Quasi-Public [QP]: Areas in this category are publicly owned lands other than city parks, such as schools, cemeteries, government buildings and public utility facilities, such as the sewage treatment plant and water reservoirs.
10. Parks [P]: Properties in this category are city parks.
11. **Publicly-owned open space [POS], not identified in the City Charter as a City Park. These are publicly owned, undeveloped lands, such as dedicated open space in PUDs and subdivisions.**

Plan Maintenance and Implementation

Comprehensive plan maintenance involves keeping the Oregon City comprehensive plan current. As citizen attitudes, needs and desires change, some plan policies may become inapplicable. Also, as updated information for LCDC-required inventories becomes available or regional plans require change, plans and policies may need revisions.

The plan and the implementing ordinances should be reviewed for amendments to maintain compliance with the goals and objectives and functional plans of Metro. Amendments and revisions to comply with the regional plan must be consistent with any schedule for reopening of local plans approved by LCDC. In addition, land use information should be kept current and inform changes to the comprehensive plan periodically. In the process of implementing the City's comprehensive plan, careful consideration should be given to the economic, environmental, social, and energy impacts of proposed programs and regulations. The Planning Commission has responsibility for reviewing the comprehensive plan approximately every five

years for major amendments to the Goals and Policies, Map, and implementing ordinances. The Staff will review the plan as needed to assure its applicability to current trends and conformance with state and regional requirements.

Implementation of the Comprehensive Plan

Implementation of planning for the community is through the comprehensive plan and other ordinances.

Comprehensive plan: The comprehensive plan is the principal land use planning ordinance. The comprehensive plan is the City's controlling land use document, containing goals, policies and a generalized land use map that guides development on lands in the city. It establishes the City's legal record of policy on land use and other development and conservation issues. As a land use planning document, the comprehensive plan represents a future, desired vision of Oregon City. A fully developed comprehensive plan that addresses Statewide goals is required to be prepared and adopted by all cities and counties in Oregon. Oregon City also must comply with the relevant portions of Metro's Urban Growth Management Functional Plan (Functional Plan). The Functional Plan is a regional land use plan that implements the 2040 Growth Concept. The previous Oregon City Comprehensive Plan was acknowledged by the state in 1982.

In 1999, the Downtown Community Plan goals and policies were added to the 1982 Comprehensive Plan as a new Chapter P. The goals and policies have been incorporated in the housing and commerce and industry elements of the 2003 comprehensive plan. The Downtown Community Plan in its entirety (Phase 1) is considered ancillary to the Comprehensive Plan.

Ancillary Plans

Since 1982 several documents were adopted as ancillary to the 1982 Comprehensive Plan, including the Public Facilities Plan (1990 as amended), the Transportation System Plan (2001), the Downtown Community Plan (Phase 1, 1999), the Waterfront Master Plan (2002), the City of Oregon City 2003 Water Master Plan, City of Oregon City 2003 Sanitary Sewer Master Plan, The Drainage Master Plan (1988), the Caufield and South End drainage basin area plans (1997), the Molalla Avenue Boulevard and Bicycle Improvements Plan (2001), and the Parks and Recreation Master Plan (1999).

Two park-specific master plans for Jessie Court and Chapin Park were adopted as ancillary documents to the Parks and Recreation Master Plan (1999). The new 2003 Comprehensive Plan references those documents, but does not incorporate them as elements of, or ancillary to, the comprehensive plan. The reason for the change is that the plans contain details not suited to inclusion in a comprehensive plan, for example, street standards. When those standards need to be changed, a comprehensive plan amendment should not be necessary for their approval.

In addition, there is a need for a new institutional and/or public facilities zoning designation to accommodate the development of school, institutional, and government facilities.

Zoning

Oregon City's zoning ordinance was adopted in 1954, with many amendments to the wording and location of districts since that time. Most, though not all, of the documents that amended the

Comprehensive Plan since 1982 were implemented by changes to the zoning and/or subdivision ordinance. As a result of piecemeal changes, however, there are inconsistencies as well as outdated concepts that should be revised. For example, Oregon City does not have a zoning designation for institutional uses and there are no provisions for master planned sites. Both of these implementation measures should be considered action items to follow from the 2003 Comprehensive Plan.

Subdivision Regulations

Title 16 Of the OCMC governing subdivisions help implement provisions of the comprehensive plan.

Design Review

Site plan and design review provisions are intended to promote design integrity and neighborhood livability. New design guidelines were added to the zoning ordinance in 2001. It is expected that they will continue to be refined over time, to strike the right balance of predictability for developers and neighborhood protection and livability. The City will consider design review for the "H" [Historic] overlay for downtown.

Regular Review And Update

Periodically, technical review of the Plan should be conducted by the Planning staff. Review and any subsequent recommendations for updating the comprehensive plan should be presented to the Citizen Involvement Committee. The Planning Commission shall make a recommendation to the City Commission for input and discussion.

This review should consider:

- (1) Plan implementation process;
- (2) Adequacy of the Plan to guide land use actions, including an examination of trends;
- (3) Whether the Plan still reflects community needs, desires, attitudes and conditions. This shall include changing demographic patterns and economics.
- (4) Addition of updated factual information including the City by regional, state and federal governmental agencies.

Agriculture

Under Oregon land use law (ORS 197), there are no agricultural lands that must be protected under Statewide Planning Goal 3 – Agricultural Lands within the city limits and Urban Growth Boundary. Clackamas County is responsible for designating "exception lands" (i.e. lands available for future development that are otherwise subject to protection under Goal 3) and other lands that are ready for transition to urban uses. Oregon City works with Clackamas County to preserve agricultural uses within the urban growth area until lands that support those uses are ready for urban services and development through incorporation into the city.

Forest Lands

Oregon City has no forestlands subject to protection under Statewide Planning Goal 4 – Forest Resources within the city limits. Many wooded areas exist throughout the city, mainly parks, undeveloped slopes, and undeveloped lots in the urban growth area, which offers a variety of recreational opportunities, scenic views, and wildlife areas. The trees in these and other areas should be preserved because trees provide a variety of benefits to the city. They are natural visual, noise and wind buffers, enhance air quality, filter pollutants from rainwater, help to control stormwater run-off, prevent erosion on steep slopes and riverbanks, and help to separate conflicting land uses. Trees and treed areas are one means of providing an orderly transition from rural to urban land uses. Total tree cover in the city has diminished over time as development has occurred without mechanisms to protect urban trees.

3. OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES

[insert quote]

This element addresses Statewide Planning Goal 5: To conserve open space and protect natural, scenic, and historic resources. Oregon City is blessed with a wealth of natural resources that provide physical definition to a high quality of life, and provide a range of ecosystem services.

Watered by western Oregon's ample rain, the city's steep topography is carved into 13 watersheds that collectively support a wide variety of habitats. Concerns for the natural environment have increased as citizens have become aware of the importance of natural resources to the quality of life and the importance of conserving and protecting those resources. Protecting, restoring, and preserving the city's valuable natural resources is thus a primary goal of Oregon City. In addition, the city must comply with federal, state, and regional laws protecting natural resources including scarce, threatened, or endangered species and their habitats.

Oregon City stands out in the region because of its historic character. This element is intended to foster protection of that character by identifying the resources defining the city's historic character and promoting the development of an aggressive and systematic preservation process to maintain and enhance Oregon City's special community identity.

GOALS, POLICIES, AND ACTION ITEMS

Goal 3.1: Natural Resources

Identify, conserve, and restore Oregon City's natural resources—those attributes of the city which are not of human making, including air, surface and subsurface water, geologic features, soils, vegetation, and wildlife--in order to sustain quality of life for current and future citizens and visitors, and the long-term viability of ecological systems.

Policies

- | | |
|--------------|---|
| Policy 3.1.1 | Conserve and restore ecological structure, processes and functions within the city to closely approximate natural ecosystem structure, processes, and functions. |
| Policy 3.1.2 | Designate and protect "green corridors" within the city to provide wildlife habitat, provide linkages between habitat areas, protect native plant species and provide city residents and visitors with an enhanced connection to the natural heritage of the city. |
| Policy 3.1.3 | Cooperate with Clackamas County, Metro and other agencies to identify wildlife habitat, corridors and linkages and other ecological resources with the urban growth area and incorporate the information into the Urban Growth Management Agreement with Clackamas County. |

- Policy 3.1.4** Identify, initiate and cooperate in partnerships with other jurisdictions, business, neighborhood, school and organization efforts to conserve and restore natural resources within and adjacent to Oregon City.
- Policy 3.1.5** Offer incentives to encourage private landowners to conserve and restore natural resources.
- Policy 3.1.6** Include natural resources and their contribution to quality of life as a key community value when planning, evaluating or assessing costs of all city actions.
- Policy 3.1.7** Ensure that riparian corridors along streams and rivers are conserved and restored to provide maximum ecological value to aquatic and terrestrial species. This could include an aggressive tree and vegetation planting program to stabilize slopes, reduce erosion, and mitigate against invasive species and stream impacts where appropriate.
- Policy 3.1.8** Protect unique habitats within Oregon City limits and urban growth areas. Work with adjacent landowners and interested parties to protect and connect unique habitats on lands adjacent to the city.
- Policy 3.1.9** Support and promote public education, interpretation, and awareness of the city's ecological resources.
- Policy 3.1.10** Identify and acquire lands from willing sellers/traders/donors to expand publicly owned and management open space and wildlife habitat within the city.

Action Item

- Action Item 3.1.1** Maintain an inventory of ecological resources within the city, including those associated with the Willamette and Clackamas rivers, Newell Creek Canyon, Abernethy Creek, the Canemah Bluffs, and other habitat areas.
- Action Item 3.1.2** Work with Clackamas County, Metro, ODOT, other agencies, land owners and interested parties to complete the Newell Creek Watershed Conservation and Restoration Strategy, and to develop and implement a shared management plan for Newell Creek Canyon.

Open Space

~~Retain an open space system that conserves fish and wildlife habitat, and provides recreational opportunities, access to natural resource lands and other community benefits.~~

Policies

- ~~Policy 3.6.1 Preserve and / or conserve open space corridors along creeks, urban drainage ways, steep hillsides, and throughout Newell Creek Canyon.~~
- ~~Policy 3.6.2 Prioritize acquisitions for areas offering unique features or having the potential to be lost to development. Areas that are easier to develop as recreation sites should have a higher priority of acquisition.~~
- ~~Policy 3.6.3 Improvements should be kept to a minimum with the natural environment, interpretive, and educational features emphasized.~~
- ~~Policy 3.6.4 Parking and overall use should be limited to the numbers and types of visitors the area can accommodate, while retaining its natural character and the intended level of solitude. Protect sensitive areas from overuse.~~
- ~~Policy 3.6.5 Preventing urban development should not be the sole reason for acquiring open space.~~

Action Item

- ~~Action Item 3.6.1 As funding is available, and in keeping with other parks and recreation priorities, inventory and prioritize potential open space acquisitions that have unique features within and adjacent to Oregon City.~~

Goal 3.2: Wetlands

Identify, conserve and protect the ecological, habitat, water quality, water quantity, aesthetic, and other functional values of wetlands in Oregon City.

Policies

- Policy 3.2.1 The city shall emphasize preservation over mitigation when making decisions that affect wetlands and adopt a “no net loss” approach to wetland protection.**
- Policy 3.2.2 Restore historic natural wetlands within the city and avoid disturbing their function through inundation of new stormwater.**
- Policy 3.2.3 Where feasible, the city shall emulate the function of natural wetlands in managing city stormwater.**
- Policy 3.2.4 Develop requirements for incorporation of updated wetland analyses to improve the Local Wetland Inventory and the Water Resources Overlay District Areas, as appropriate.**
- Policy 3.2.5 Conserve wetlands, riparian areas, and water bodies that have significant functions and values related to flood protection, sediment and erosion control, water quality, groundwater recharge and discharge, education, vegetation and fish, and wildlife habitat.**
- Policy 3.2.6 Establish and maintain buffers around wetlands.**

Action Items

Action Item 3.2.1 Maintain the City of Oregon City Local Wetland Inventory (LWI) as the major resource about, and reference to, the location of wetlands in Oregon City

Action Item 3.2.2 Educate property owners about where wetlands exist, proper maintenance, preservation practices, and encourage them to work with affected adjacent property owners to collaborate on wetland protection and preservation efforts.

Action Item 3.2.3 Coordinate with Clackamas County and Metro to identify and protect wildlife habitat, wetlands and other environmentally sensitive areas in the urban growth area adjacent to Oregon City.

Goal 3.3: Streams

Protect and enhance the function of streams within and bordering Oregon City.

Policies

Policy 3.3.1 Protect and enhance riparian corridors along streams in Oregon City to maintain low water temperatures, reduce streambank erosion and intrusion of sediments, and provide habitat for a variety of plants, animals, and fish.

Policy 3.3.2 Encourage and promote the restoration of the hydrologic and ecological character and function of streams that have been degraded by channeling or eliminated from the landscape by routing into culverts.

Policy 3.3.3 Maintain and enhance the function and quality of natural wetlands and create, where appropriate, wetlands or swales to moderate the quantity and velocity of water runoff entering streams during storm events and to reduce the amount of pollutants carried into streams.

Policy 3.3.4 Use a watershed-scale assessment when reviewing and planning for the potential effects from development, whether private or public, on water quality and quantity entering streams. Require developers to identify both upstream and downstream ecological effects of their actions as it relates to stormwater management.

Policy 3.3.5 Allow no net increase to stormwater entering Newell Creek Canyon to prevent further creek bed siltation and to preserve the fragile natural structures that currently protect salmon habitat in the interior canyon.

Policy 3.3.6 Adopt and/or establish standards for all new development that greatly reduce impervious surfaces and prevent negative ecological effects of urban stormwater runoff on streams, creeks and rivers.

Policy 3.3.7 Adopt recommendations from the Non-point Education for Municipal Officials (NEMO) project to protect surface water quality, ground water recharge and stream habitat.

Policy 3.3.8 Work with power providers to manage power line corridors to stop erosion and siltation, and prevent infestation by invasive plants.

Action Item

Action Item 3.3.1 Develop a watershed based method for assessing impacts on the environment from proposed development.

Action Item 3.3.2 Assess city practices as they relate to stream quality including all aspects of parks maintenance, vehicle maintenance, road maintenance, etc. Modify practices to protect water quality and improve habitat conditions.

Goal 3.4: Wildlife Habitat

Policy 3.1.11 Protect wildlife habitat within the city limits and adjacent to the city.

Policy 3.1.12 Develop a management strategy for protecting, conserving and restoring habitat.

Policy 3.1.13 Identify, conserve and restore key habitat areas for threatened or endangered plant and animal species, species listed on the state sensitive species list, and habitats that are in decline regionally such as oak savanna, wet and dry prairie, lowland riparian forest and wetlands.

Policy 3.1.14 Identify and protect habitats known to be in decline regionally, including oak savanna, wet and dry prairie, lowland forest and wetlands. Encourage restoration of these habitats on private property

Policy 3.1.15 Establish guidelines for providing corridors and linkages between wildlife habitat areas including culverts, arboreal crossings and hedgerows.

Action Item

Action Item 3.4.1 Inventory wildlife habitat within the city and in areas adjacent to the city. Work with Metro to incorporate this data into the Goal 5 mapping.

Action Item 3.4.2 Work with academic institutions and volunteers to enhance city parks and other city properties for wildlife use, by installing nesting boxes, nesting platforms and water features.

Goal 3.52: Trees Vegetation

~~Preserve and restore the overall tree cover in the city.~~ The city shall protect trees and other vegetation within the community.

Policies

~~Policy 3.2.1~~ **Policy 3.5.1** Establish an Urban Forestry Program to provide a comprehensive approach, including incentives, to protect and enhance the city's tree cover on public lands and private property.

Policy 3.5.2 Require a logging plan prior to any logging activity within the city Urban Management Area. Require selective thinning (instead of clearcuts) and the preservation of significant trees in forested areas, slopes, and open space on both public and private land.

Policy 3.5.3 Establish a tree policy that sets standards for tree canopy cover, identifies, protects and honors existing trees, and encourages ongoing tree planting.

~~Policy 3.5.2~~ **Establish landscape standards for all new development that protects existing trees and establishes requirements for street trees and** Require street trees and parking lot trees in new development and encourage planting street trees in existing neighborhoods to provide year round forty percent canopy cover for shade, stormwater management, air quality and esthetic values.

~~Policy 3.5.3~~ **Establish standards for tree removal that restrict tree cutting, but accommodate some restoration activities where the need to remove trees can be appropriately documented, for example removing fir trees to restore oak habitat. Prohibit removal of street trees except if diseased, damaged, or when they pose structural or life-safety concerns. Removed trees shall be replaced.**

~~Policy 3.5.4~~ **Require tree conservation plans for new development.**

Policy 3.5.4 Establish strong incentives for protecting trees on lands proposed for development.

~~Policy 3.2.5~~ **Policy 3.5.5** Design future street patterns to reduce impact on forested areas.

Policy 3.5.6 Establish landscape standards for all new development that encourage use of native plants. Where use of native plants is shown to not be feasible, require hardy, low maintenance, low water use plantings.

Policy 3.5.7 Establish programs to encourage citizens to use native and hardy plants, reduce water consumption, reduce use of pesticides and reduce mowing.

~~Policy 3.5.6~~ **Require selective thinning (instead of clearcuts) and the preservation of significant trees in forested areas, slopes, and open space on both public and private land.**

Policy 3.5.8 Establish a priority list of invasive species and remove these plants from city properties, placing priority on those most aggressive invasives such as Scots broom and Japanese knotweed.

- Policy 3.5.9 Partner with Metro, Clackamas County, ODOT and other agencies to establish an invasive weeds management strategy.**
- Policy 3.5.10 Identify management strategies to protect habitat areas from encroachment by invasive species, using techniques such as groomed edges between parks and wild spaces.**
- Policy 3.5.11 Work with power providers on management of power line corridors to prevent infestation by invasive plants, especially where these lines cross open space areas and wildlife habitat.**
- Policy 3.5.12 Establish and enforce ordinances to require removal of invasive species from private property within the city, with greatest emphasis placed on the most invasive species such as Scots broom, English Ivy and Japanese knotweed. Update regularly from Oregon Department of Agriculture's listings.**
- Policy 3.5.13 Encourage and support citizen efforts to remove invasive species from open space areas.**

Action Items

- ~~Action Item 3.2.1~~ Action Item 3.5.1 Implement design standards that prescribe how to place roadways and buildings to preserve trees, and require buffer around significant trees.**
- ~~Action Item 3.2.2~~ Action Item 3.5.2 Review and update the City Tree Ordinance and form a Tree Committee to establish policies, and provide ongoing guidance on tree related issues and initiatives.**
- Action Item 3.5.3 Encourage community events that honor city trees. Establish a heritage tree program that celebrates the oldest, largest, grandest, most unique, most odd and most historically significant trees.**
- ~~Action Item 3.2.3~~ Action Item 3.5.4 Prepare codes that restrict grading and related tree losses.**

Goal 3.6: 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.

Policies

- Policy 3.6.1 Conserve open space along creeks, urban drainage ways, steep hillsides, and throughout Newell Creek Canyon.**
- Policy 3.6.2 Identify, map and prioritize acquisition of areas offering unique features, recreational value, and/or wildlife habitat. Establish a method for prioritizing**

sites which considers development pressure as a significant factor but not the sole reason for acquisition.

- Policy 3.6.3** **Manage open space areas for their value in linking citizens and visitors with the natural environment, providing solace, exercise, scenic views and outdoor education. Built features in open space sites shall harmonize with natural surroundings.**
- Policy 3.6.4** **Develop and implement an interpretive plan for open space areas within the city.**
- Policy 3.6.5** **Protect sensitive areas from overuse. Parking and other facilities shall be planned, managed, and monitored to be in keeping with the carrying capacity of each site. Where recreational access and wildlife habitat protection conflict, explore opportunities for visual but not physical access by providing viewpoints instead of trails.**
- Policy 3.6.6** **Explore and institute measures to deter illegal and inappropriate use of open space areas. Partner with other jurisdictions to provide paid or volunteer rangers, citizen monitors, and other creative law enforcement measures to protect natural resources, enhance visitor experience, and provide for community safety.**

Action Item

- Action Item 3.6.1** **As funding is available, and in keeping with other parks and recreation priorities, inventory and prioritize potential open space acquisitions that have unique features within and adjacent to Oregon City.**

Goal 3.73: Scenic Views & Scenic Sites

Protect the scenic qualities of Oregon City and scenic views of the surrounding landscape.

Policies

- Policy 3.7.1** **Establish a design review board to develop and oversee standards for new construction and major remodeling.**
- Policy 3.7.2** **Consider the short and long term visual impact of all city land use actions. Reduce the impact whenever feasible.**
- Policy 3.7.3** **Establish intergovernmental agreements with ODOT, Clackamas County, Metro and adjacent communities to preserve green corridors between Oregon City and its neighbor communities to protect scenic quality and natural resources while preserving community identity.**

~~Policy 3.3.1~~ **Policy 3.7.4** Identify and protect significant or important views of local and such distant features such as Mt. Hood, the Cascade Mountains, the Clackamas River Valley, the Willamette River, Willamette Falls, the Tualatin Mountains, Newell Creek Canyon, and the skyline of the city of Portland, as viewed from within the city.

Policy 3.7.5 Assess and improve the view of Oregon City from various sites in adjacent communities.

~~Policy 3.3.2~~ **Policy 3.7.6** Maximize the visual compatibility and minimize the visual distraction of new structures or development within important view sheds by establishing through standards for pertaining to landscaping, placement, height, mass, color, and window reflectivity.

Policy 3.7.7 Reduce visual clutter by establishing and enforcing standards for removal of garbage and unused vehicles.

Policy 3.7.8 Establish and enforce sign standards to reduce visual clutter and light pollution.

Policy 3.7.9 Improve the view of the night sky by reducing light pollution through citizen education and lighting standards.

Policy 3.7.10 Develop landscape standards to screen necessary but unsightly development such as power structures, parking lots, cellular towers, and water tanks.

Action Items

~~Action Item 3.3.1~~ **Action Item 3.7.1** Require new development and modifications of existing development, located in view corridors, to blend with surrounding landscape.

Action Item 3.7.2 Support grass roots efforts and community-wide events organized to remove trash and debris from the Oregon City landscape. Work with Clackamas County and Metro to provide incentives for appropriate disposal of garbage, furniture, vehicles and other debris.

Action Item 3.7.3 Initiate and maintain an inventory of scenic features and scenic viewpoints.

Goal 3.84: Historic Resources

Encourage the preservation and rehabilitation of homes and other buildings of historic or architectural significance in Oregon City.

Policies

- | ~~Policy 3.4.1~~ **Policy 3.8.1** Encourage architectural design of new structures in local historic districts, and the central downtown area to be compatible with the historic character of the surrounding area.
- | ~~Policy 3.4.2~~ **Policy 3.8.2** Create Historic/Conservation Districts to preserve neighborhoods with significant examples of historic architecture in residential and business structures.
- | ~~Policy 3.4.3~~ **Policy 3.8.3** Promote the designation of qualifying properties located outside of Historic and Conservation Districts as historic.
- | ~~Policy 3.4.4~~ **Policy 3.8.4** Support the preservation of Oregon City's historic resources through public information, advocacy and leadership within the community, as well as through the use of regulatory tools and incentive programs.
- | ~~Policy 3.4.5~~ **Policy 3.8.5** Support efforts to obtain historic designation at the city, state and national level for historic sites and districts.
- | ~~Policy 3.4.6~~ **Policy 3.8.6** Preserve and enhance the City's historic resources by maintaining the City's inventory of designated structures.
- | ~~Policy 3.4.7~~ **Policy 3.8.7** Continue to utilize the Historic Review Board as the advisory body that guides implementation of Oregon City's historic preservation and related public education programs.
- | ~~Policy 3.4.8~~ **Policy 3.8.8** Maintain Oregon City's "Certified Local Government" status in the National Historic Preservation Program.
- | ~~Policy 3.4.9~~ **Policy 3.8.9** Encourage property owners to preserve historic structures in a state as close to their original construction as possible while allowing the structure to be used in an economically viable manner.
- | ~~Policy 3.4.10~~ **Policy 3.8.10** Preserve and accentuate historic resources as part of an urban environment that is being reshaped by new development projects.
- | ~~Policy 3.4.11~~ **Policy 3.8.11** Maintain a process that creates opportunities for those interested in the preservation of Oregon City's significant historic resources to participate in the review of development projects that propose to alter or remove historic resources.
- | ~~Policy 3.4.12~~ **Policy 3.8.12** Publicly owned properties of historic significance should be considered for designation locally, regionally, and nationally.
- | ~~Policy 3.4.13~~ **Policy 3.8.13** Natural and cultural landscapes should be considered as part of the designation of properties to local, state, and federal inventories.

Policy 3.4.14Policy 3.8.14 Advocate for more Historic Preservation educational opportunities for the Public, City Staff, and Historic Review Board members.

Policy 3.4.15Policy 3.8.15 Require a Master Plan prior to redevelopment of the Blue Heron Paper Mill to ensure that reuse of the site supports the city's economic development goals; enhances the Downtown Master Plan; protects scenic, water resource, historic, and other resources; and provides for appropriate cleanup of any environmental hazards that may be present as a result of past uses of the site.

Action Items

Action Item 3.4.1Action Item 3.8.1 Designate "contributing structures" in the 2002 McLoughlin Re-survey.

Action Item 3.4.2Action Item 3.8.2 Identify all structures that are 45 years old and older in the city.

Action Item 3.4.3Action Item 3.8.3 Annually generate a list of potentially eligible properties outside identified Historic Districts to assist the City in determining properties that should be pursued for designation.

Action Item 3.4.4Action Item 3.8.4 Develop resource information and provide technical assistance to historic property owners on how best to preserve the character of their homes.

Action Item 3.4.5Action Item 3.8.5 Pursue grant funds to assist in preserving and retaining some of the most significant historical sites and buildings.

Action Item 3.4.6Action Item 3.8.6 Adopt an assessment process that can identify potential archeological sites before or during development review to ensure that these sites can be protected.

Action Item 3.4.7Action Item 3.8.7 Focus educational efforts on the Canemah neighborhood to ensure exterior alterations and new construction are completed in a manner necessary to maintain the National Register Historic District status.

Action Item 3.4.8Action Item 3.8.8 In Historic Downtown, designate contributing structures identified in the 2000 Resurvey.

Action Item 3.4.9Action Item 3.8.9 Apply for a National Register Historic District designation for Historic Downtown when ready.

Action Item 3.4.10Action Item 3.8.10 Promote the use of Metro Enhancement Grant and Urban Renewal monies for targeted rehabilitation to bring the Historic Downtown district to National Register status.

~~Action Item 3.4.11~~ **Action Item 3.8.11** Adopt the Phase II Implementation Program of the Downtown Community Plan.

~~Action Item 3.4.12~~ **Action Item 3.8.12** Adopt the findings of the 2002 Re-survey and move to create a National Register Historic District and redesignate the McLoughlin District as a local Historic District.

~~Action Item 3.4.13~~ **Action Item 3.8.13** Adopt the 2002 McLoughlin Conservation District Re-survey recommendations.

~~Action Item 3.4.14~~ **Action Item 3.8.14** Designate the McLoughlin Neighborhood as a National Register Historic District so that the benefits offered by federal registration can be extended to property owners in the portions which appear to clearly meet the National Register criteria.

~~Action Item 3.4.15~~ **Action Item 3.8.15** Support redevelopment of the old Oregon City High School if consistent with the Secretary of Interior Standards for Rehabilitation and the Goals and Policies of the Historic Review Board.

~~Action Item 3.4.16~~ **Action Item 3.8.16** Identify and designate local Conservation Districts as appropriate.

Goal 3.5: Natural Resources

Conserve, protect, and restore important ecological resources, functions, and values in Oregon City for the benefit of current and future residents and for the long-term benefit of the resources themselves.

Policies

~~Policy 3.1.1~~ Maintain an inventory of ecological resources within the city, including those associated with the Willamette and Clackamas rivers, Newell Creek Canyon, Abernethy Creek, the Canemah Bluffs, and other habitat areas.

~~Policy 3.1.2~~ Maximize ecological resources, functions and values within the city through restoration and repair to conditions that more closely approximate natural conditions.

~~Policy 3.1.3~~ Designate and protect "green corridors" within the city to provide habitat corridors, support wildlife, protect plant species, provide linkages between important habitat areas, and provide city residents with an enhanced connection to the natural heritage of the city.

~~Policy 3.1.4~~ Cooperate with Clackamas County to identify wildlife habitat and other ecological resources with the Urban Growth Area and incorporate the information into the UGMA with Clackamas County.

~~Policy 3.1.5~~ Ensure that riparian corridors along streams and rivers are maintained and restored to provide maximum ecological value to salmonids and other ecosystem

components. This could include an aggressive tree and vegetation planting program to stabilize slopes, reduce erosion, and mitigate against invasive species and stream impacts where appropriate.

~~Policy 3.1.6 Protect unique habitats in Oregon City's urban growth areas and adjacent rivers.~~

~~Policy 3.1.7 Support and promote public education, interpretation, and awareness of the city's important ecological resources.~~

Action Item

~~Action Item 3.1.1 Work with Clackamas County and Metro to develop and implement a comprehensive protection, maintenance, and development plan for Newell Creek Canyon.~~

Goal 3.6: Water Quality

Protect and enhance the quality of ground and surface water resources in Oregon City.

Policies

~~Policy 3.6.1 Protect surface water quality by:~~

- ~~• providing a vegetated corridor to separate protected water features from development;~~
- ~~• maintaining or reducing stream temperatures with vegetative shading;~~
- ~~• minimizing erosion and nutrient and pollutant loading into water; and~~
- ~~• providing infiltration and natural water purification by percolation through soil and vegetation.~~

~~Policy 3.6.2 Simplify the process for obtaining water resource permits without weakening the protection of water resources.~~

Action Item

~~Action Item 3.6.1 Rewrite the design standards for water quality resource district permits to simplify processing and provide for better mitigation when impacts cannot be avoided.~~

Goal 3.7: Wetlands

Protect and conserve the ecological, water quality, aesthetic, and other functional values of wetlands in Oregon City.

Policies

~~Policy 3.2.1 Maintain the City of Oregon City Local Wetland Inventory (LWI) as the major resource about, and reference to, the location of wetlands in Oregon City that are to be conserved and protected under this goal. Develop requirements for incorporation of updated wetland analyses to improve the LWI and the Water Resources Overlay District Areas, as appropriate.~~

~~Policy 3.2.2~~ Conserve wetlands, riparian areas, and water bodies that have significant functions and values related to flood protection, sediment and erosion control, water quality, groundwater recharge and discharge, education, vegetation and fish, and wildlife habitat.

Action Items

~~Action Item 3.2.1~~ Educate property owners about where wetlands exist, proper maintenance, preservation practices, and encourage them to work with affected adjacent property owners to collaborate on wetland protection and preservation efforts.

~~Action Item 3.2.2~~ Coordinate with Clackamas County and Metro to identify and protect wildlife habitat, wetlands and other environmentally sensitive areas in the urban growth area adjacent to Oregon City.

Goal 3.8: Streams

Protect and enhance the function of streams within and bordering Oregon City.

Policies

~~Policy 3.3.1~~ Protect and enhance riparian corridors along streams in Oregon City to maintain low water temperatures, reduce streambank erosion and intrusion of sediments, and provide habitat for a variety of plants, animals, and fish.

~~Policy 3.3.2~~ Encourage and promote the restoration of the hydrologic and ecological character and function of streams that have been degraded by channeling or eliminated from the landscape by routing into culverts.

~~Policy 3.3.3~~ Maintain and enhance the function and quality of natural wetlands and create, where appropriate, wetlands or swales to moderate the quantity and velocity of water runoff entering streams during storm events and to reduce the amount of pollutants carried into streams.

~~Policy 3.3.4~~ Use a watershed-scale assessment when reviewing and planning for the potential effects from development, whether private or public, on water quality and quantity entering streams.

Action Item

~~Action Item 3.3.1~~ Develop a watershed-based method for assessing impacts on the environment from proposed development.

Goal 3.9: Groundwater

Conserve and protect the groundwater resources and functions of Oregon City.

Policies

~~Policy 3.9.1~~ Protect and maintain groundwater recharge through conservation and enhancement of wetlands and open space.

Policy 3.9.2 Provide special land use regulations in areas of high water tables to minimize and avoid adverse effects from groundwater on development and adverse effects of development on groundwater.

Policy 3.9.3 **Policy 3.9.1** Promote the use of construction techniques that contribute to the recharge of groundwater, such as pervious pavements, bio-swales for storm runoff from parking lots, roadways and rooftops, and discharge of roof drains into landscape features such as dry wells.

Background

Oregon City occupies a landscape with important ecological resources of fish, wildlife, plants, and habitats that are regionally and nationally significant. Conservation and protection of these ecological resources are guided by Statewide Planning Goal 5, Open Spaces, Scenic and Historic Areas, and Natural Resources, which requires inventory mapping of resource, assessments of importance, and measures to protect significant resources.

Natural Resources

The ecological resources of Oregon City result from the topographic complexity of Oregon City, which was created by volcanic geology, erosion and scouring from the post-Ice Age Missoula Floods, and erosion and deposition from modern Willamette and Clackamas rivers, Abernethy and Newell creeks, and other minor streams. Metro has inventoried, evaluated, and mapped important Goal 5 resources in the region as part of developing a region-wide Fish and Wildlife Habitat Protection Plan. Two large areas in Oregon City scored 6 (medium quality habitat) on a scale of 1 to 9: the area along the steep slopes and bluffs overlooking the Willamette River on the western edge of the city, and the area of Newell Creek Canyon. Oregon City will coordinate with Metro to maintain the city's Goal 5 resources inventory in accordance with the new protection plan. The City will also coordinate with the Fisheries Department of the National Oceanic and Atmospheric Administration (NOAA Fisheries, formerly NMFS) and on actions that may affect salmonid habitats.

Anadromous fish, including salmonids such as Coho, Chinook, and Chum Salmon, as well as Lamprey eel, were historically plentiful in Oregon City's major waterways. These species supported a rich ecosystem that included wide range of animals, from insects and small invertebrates within the stream and riparian corridor to large animals such as seals and bears, and birds such as osprey and bald eagles that relied on a functional ecosystem. Native people also relied on these stream resources for food and culture, returning annually to Willamette Falls to harvest and preserve salmon and other fish. Declines in anadromous fish species in the Willamette River Basin is a consequence of a variety of land use practices that have altered or destroyed habitat and changed the hydrographic profile of runoff. Several species of salmonids, including Chinook Salmon and Steelhead Trout, have been listed as threatened under the federal Endangered Species Act (ESA), which has triggered significant protection and restoration activities throughout the region.

In Oregon City, the Clackamas River along the northern boundary of the city, as well as Abernethy, Newell, Holcomb, Potter, and other creeks provide both spawning and rearing

habitat for Steelhead Trout and Coho as well as Cutthroat Trout, which are not currently warranted for listing under the ESA. Riparian corridors, which are the areas on either side of a stream that is affected by and in turn affects the ecological and physical function of stream, are critical corridors for protecting and maintaining in-stream habitat quality and overall ecosystem functions that support salmonids and other stream-dependent species.

Oregon City can improve and protect habitat conditions for salmonids and other species by adopting standards and implementing programs that protect vegetation along riparian corridors from destruction or alteration, remove invasive non-native plant species and re-plant native riparian vegetation, reduce pulsed storm runoff that can erode banks and alter streambed profiles and gravels, maintain water quality and quantity in streams and maintain/or provide fish passage in all streams. Because virtually all rainfall anywhere in the city eventually runs to a stream, these standards and programs will need to be applied city-wide. Ancillary Plans such as the Waterfront Master Plan, Transportation System Plan, Parks and Recreation Master Plan, Stormwater Master Plan will be important in ensuring that the city protects these resources.

Other unique or important habitats and ecological resources have been identified in the city. These include Newell Creek canyon, the Canemah Bluffs that contains a variety of unique habitats and plant assemblages, the rocky cliffs along the Willamette River that harbor rare plants, the Willamette Falls, and other streams, rivers, bogs and wetland areas. These habitats and resources will be inventoried in the Goal 5 update subsequent to adoption of the comprehensive plan in 2003.

Because lands surrounding the city within the urban growth boundary have significant undeveloped habitat areas, these lands will need to be inventoried to identify important ecological resources as a basis for ensuring that these resources are protected before development occurs. The City and Clackamas County should ensure that Urban Growth Management Agreements contain provisions for identifying and protecting these resources.

Wetlands

Wetlands, along with associated hydrology, soils, vegetation, and wildlife, provide a wide range of valuable services to the public. These wetland functions enable the city to efficiently meet a number of goals in maintaining the quality of life in Oregon City, such as:

- preventing degradation of stream quality and damage from flooding during storm events by storing runoff from precipitation and moderating its release into stream networks;
- preventing pollutants and sediments from roadways and other development from reaching streams by filtering the flow of groundwater toward streams;
- recharging groundwater aquifers for slow release later into streams and through uptake by vegetation into the environment by reducing the speed of runoff and enabling water to percolate into the ground;
- providing essential wildlife habitat which is important to residents; and

- providing open space, recreational opportunities, aesthetic and landscape amenities to buffer various uses, all of which maintain the unique environmental setting of Oregon City.

Important wetlands have been identified and mapped by the City and Metro in a Local Wetlands Inventory that will be the basis for protection measures through the comprehensive plan, implementing ordinances, and other measures.

Streams

Streams define the physical configuration of Oregon City and thus its land use patterns, transportation patterns, and community functions. The Willamette and Clackamas rivers, major waterways of regional significance, border two sides of the city and create an aesthetic and recreational setting of great value to the city. Other principal streams are Abernethy Creek and Newell Creek, tributaries of the Willamette River which create major topographic and ecologic areas within the city; Beaver Creek, tributary to the Willamette River, whose minor tributaries create the topographic definition of the city's southern edge; and other creeks that drain directly to the Willamette such as Singer Creek and Coffee Creek that drain from the Hilltop area through the McLoughlin and Canemah neighborhoods, respectively. Together, these rivers and streams contribute to the uniqueness of Oregon City, and to the variety of natural resource, recreational, and open space values enjoyed by residents and visitors.

Open Space

The Oregon City Parks and Recreation Master Plan (1999) defines natural open space as undeveloped land left primarily in its natural form with passive recreation uses as a secondary objective. It is usually publicly owned or managed or may not have public access. According to the Master Plan, the City owns about 38 acres of open space in 4 sites: Old Canemah Park, River Access Trail, Singer Creek Park, and Waterboard Park. Only Waterboard Park is entirely undeveloped. Open space owned by Clackamas County, Metro, the State of Oregon and public schools own approximately 278 acres in the city. The Master Plan recommends adding 250 acres of natural open space to meet standards. Much of this land can be found in the Canemah Bluff and Newell Canyon areas.

Vegetation Trees

Many wooded areas exist throughout the city, mainly parks, undeveloped slopes, and undeveloped lots in the urban growth area, which offer a variety of recreational opportunities, scenic views, and wildlife areas. The trees in these and other areas should be preserved because trees provide a variety of benefits to the city. They are natural visual, noise, and wind buffers, enhance air quality, filter pollutants from rainwater, help to control stormwater run-off, prevent erosion on steep slopes and riverbanks, and help to separate conflicting land uses. Trees and treed areas are one means of providing an orderly transition from rural to urban land uses. Total tree cover in the city has diminished over time as development has occurred without mechanisms to protect urban trees.

The city could benefit from a comprehensive program to conserve and enhance tree cover on public lands and on private property. Such a program should include standards and regulations pertaining to cutting of trees on private undeveloped lands or in view corridors, planting of new trees as part of street or property landscaping, and incentives and assistance for tree planting and maintenance.

Invasive plants....

Open Space

The Oregon City Parks and Recreation Master Plan (1999) defines natural open space as undeveloped land left primarily in its natural form with passive recreation uses as a secondary objective. It is usually publicly owned or managed or may not have public access. According to the Master Plan, the City owns about 38 acres of open space in 4 sites: Old Canemah Park, River Access Trail, Singer Creek Park, and Waterboard Park. Only Waterboard Park is entirely undeveloped. Open space owned by Clackamas County, Metro, the State of Oregon and public schools own approximately 278 acres in the city. The Master Plan recommends adding 250 acres of natural open space to meet standards. Much of this land can be found in the Canemah Bluff and Newell Canyon areas.

Scenic Views and Sites

Oregon City is blessed with a setting and topography that provides outstanding scenic views and sites that create a sense of place and civic identity for residents and visitors. Distant views of Mount Hood, the Cascade Mountains, as well as nearer views of the Willamette and Clackamas Rivers, and Willamette Falls, scenic cliffs, and wooded areas such as Newell Creek canyon provide Oregon City with an abundance of scenic amenities, many dramatic and unique. These sites and views, both within the city and to vistas far beyond the city, are economic and aesthetic resources that contribute to the overall distinctiveness and identity of Oregon City, and should be protected.

While views and vistas toward distant landscapes from promontories or high elevations are often protected, views from lower elevations toward the higher topographic points of Oregon City have not been as appreciated or protected. These views should be considered and maintained when development is proposed. Major scenic views and vistas have been inventoried, within a list that is maintained by the City.

Views can be preserved through a variety of means, from prohibiting development in particularly significant view corridors to design that is appropriate to the site and with color or landscaping treatments that hide or minimize visual incongruity. The City should develop guidelines to integrate the built environment with natural resources and views. The City should continue to adopt and use guidelines to address views both looking down from higher points, and looking up from lower points.

Historic Preservation

Preservation ... "is not just a romantic indulgence in nostalgia. It is a physical restatement of the long hallowed American values of frugality, good craftsmanship, and community responsibility."

— Bruce Chapman, National Trust

In the 1960s a great many of the nation's older buildings were lost to "urban renewal" programs. These programs negatively affected inner-city core areas by destroying established residential neighborhoods. Many of these neighborhoods could best be described as mixed-use, offering a variety of housing and commercial opportunities. The misguided programs lead to loss of inner-city amenities and quality housing stock, encouraging residential dislocation into suburban areas.

However, a new attitude towards historic preservation and redevelopment has emerged in the last few decades. Losses in architectural and historic resources and the resulting urban dislocation have lead to a new appreciation for and an awareness of the need to retain the character of neighborhoods. Areas where people have traditionally lived and worked are as worthy of preservation as are individual landmarks and memorial sites.

Today, historic preservation recognizes a variety of building types (residential/commercial) and styles contribute to the unique character of a community. An effort must be made, when planning for historic preservation, to include the conservation of whole neighborhoods. Retention of those irreplaceable assets requires strong community leadership and cooperation between private and public interests.

Preservation in Oregon City

It would be difficult to find a community in the West with more significant local, state and regional heritage than Oregon City. Oregon City's role in history is well documented. As the seat of the first provisional government (1843–1849), capital of the Oregon Territory (1849–1850), and the first incorporated town west of the Rockies (1844), Oregon City has many homes, commercial buildings, and sites related to its important place in history.

Preservation of these community resources—landmark sites, historic buildings, areas, and archaeological sites—offers an opportunity to maintain and enhance Oregon City's unique identity. A well-developed preservation program, based on thorough analysis, can yield benefits to property owners, local historians and students, community spirit, tourism and to the cultural appreciation of citizens of Oregon City.

Certified Local Government Program

The City of Oregon City is designated as a Certified Local Government (CLG) by the State Historic Preservation Office (SHPO). Administered by the National Park Service, the CLG Program integrates local governments with the national historic preservation program through activities that strengthen decision-making regarding historic places at the local level. The CLG program seeks to (1) develop and maintain local historic preservation programs that will influence the zoning and permitting decisions critical to preserving historic properties, and (2) ensure the broadest possible participation of local governments in the national historic preservation program while maintaining preservation standards established by the Secretary of the Interior. Participating in the CLG program allows Oregon City to apply for non-competitive and competitive grants administered by SHPO. The surveys of the McLoughlin District (2002) and the Historic Downtown (2000) were funded utilizing this grant process. The City stands committed in maintaining active participation in the CLG program.

Archaeological Sites

Oregon City is extremely significant in prehistoric as well as historic resources. The Willamette Falls was an important center in Native American culture and attracted great activity well before the 1800s.

Archaeological resources in Oregon have been overlooked by many communities, including Oregon City. Special attention shall be given when locating new construction to avoid impacting archaeological sites. A number of state and federal antiquity laws now provide varying degrees of protection of archaeological sites. Once a site is damaged by extensive building cover, archaeological values are likely to be lost. If it is likely that a site may yield archeological resources, further review may be needed to ensure that these sites can be protected.

Historic Districts

Historic Districts are areas with concentrations of historic or architecturally significant buildings. A Historic District is recognized for retaining its "sense of place," meaning that a traditional atmosphere of distinct character remains evident.

Generally, historic district designation requires new construction, exterior alterations, and proposed demolitions to be reviewed within a district's boundaries through the Historic Overlay Ordinance. Oregon City's older areas are valued for their neighborhood character, architecture, and the identity they possess as a result of their role in the development of the city. Unfortunately, some structures have been allowed to deteriorate with a corresponding affect on the character of these areas.

Designation as an historic property assures the owner that a compatible setting will be maintained. All residents and property owners benefit from the protection and enhancement of property values, incentives for revitalization, and the stabilization of an area.

Criteria

Historic districts are concentrated areas of buildings with significance in national or local history and/or architecture that:

- have a continuity of architectural features that are well related to each other
- appear as a discrete entity
- exhibit visual harmony in the character of public ways, consistent with the architectural character of the area
- are made up of generally compatible uses and intended uses

Existing Historic District: Canemah. Canemah is a significant example of a relatively intact riverboat town with architectural resources dating from the 1860s. Having evolved from a community for the elite of the riverboat industry to a workers' community, Canemah retains essentially the same sense of place that it had in the latter half of the 19th century. Situated above the Falls of the Willamette, it was the important portage town, and it was the major shipbuilding center on the upper Willamette River.

Present Status. Canemah was listed as a Historic District in the National Register of Historic Places in 1977. The area was zoned in 1954 for industry along the river, commercial and multi-

family along McLoughlin Boulevard, and multi-family along Third Avenue and portions of Fifth Avenue. In 1982, a majority of the area was rezoned residential except for a small strip of property located on McLoughlin Boulevard, which was rezoned to Historic Commercial.

In the last twenty years many homes within this district have been rehabilitated. However, some homes have not been maintained to a level ensuring their significance and status as contributing structures. New construction and exterior alterations need to be reviewed for their long-term effect on the neighborhood and National Register Historic District status.

Proposed Historic District: Downtown. Downtown Oregon City is historically significant as it is the original town site, following Dr. John McLoughlin's claim of the Willamette Falls area in 1829. The downtown was surveyed by Sidney Moss in 1842 and then by Jesse Applegate in 1844, and the city grew between the Willamette River and the bluff during the period of 1843-1865. Industrial, commercial and residential development all took place. McLoughlin had set aside a Mill Reserve in the land area closest to the Falls, where the mills developed; commercial establishments grew along lower Main Street; and residences were built throughout the area.

Following the Civil War, industrial development increased rapidly; the woolen mill was built in 1865, and other small industries and trading establishments expanded. The residential qualities of the area deteriorated as the commercial district grew. Access to the upper level was developed and residents relocated there, some physically moving their houses. Over the years, commercial uses have continued to grow, transforming the original pioneer settlement into a Central Business District.

While many of the original impressive downtown buildings have been lost over time, a substantial number of historic and/or architecturally significant buildings still stand. The area from 5th to 9th Streets and from the river to the bluff contains the largest concentration of historic buildings that merit preservation. The area is generally cohesive, and intrusive or out-of-character uses are relatively few. Improvements could be made in the public rights-of-way to enhance the area as a district without disruption to commercial activity.

The proposed Downtown District consists of eight city blocks from the original Oregon City plat. Total land area of the district is approximately 21 acres. The area is commercial and professional office in use and character and contains approximately 44 structures. Parking lots exist on all but one block.

Present Status. In 2000, a re-survey of the historic downtown was initiated to determine the current status of buildings and the potential for the area to be listed as a National Register Historic District. The re-survey indicates that Oregon City's central business district was not eligible as a National Register Historic District. The results, however, indicate that there is a potential for restoring a sufficient amount of historic fabric and character to resources currently categorized as "Non Contributing in Current State" so as to bring the percentage of "Contributing" Resources to an eligible level for a historic district designation.

The Historic Downtown area is part of the Downtown Community Plan Phase II Implementation Program. Rezoning based on that plan, along with new design guidelines that directly address

exterior alterations and new construction in the area, will ensure that future development is compatible with the significant structures of the area.

Proposed Historic District: McLoughlin Conservation District The McLoughlin District is currently a city Conservation District. However, the findings of the 2002 Re-survey of the District, as described in the following section, support the creation and designation of a National Register Historic District.

Conservation Districts

A Conservation District is designed to protect the buildings within the District through an ordinance requiring review of new construction, exterior alterations to designated structures and demolitions. While not as encompassing as a Historic District, a Conservation District can ensure that a neighborhood's significance does not further erode.

Existing Conservation District: McLoughlin. Many of Oregon City's historic and architecturally significant buildings are above the bluff in the McLoughlin Neighborhood. The original Oregon City plat includes the neighborhood area up to Van Buren Street, and it is within this area that early residential development took place, beginning in the 1850's. As the downtown area changed from a residential to commercial district, home building increased above the bluff. All of the churches that originally stood in the downtown eventually relocated to the McLoughlin area as well.

Present Status. In 2002, a re-survey was begun to determine the current status of buildings and the potential for the area to be listed as a National Register Historic District. In 2003, Oregon City High School moved from the McLoughlin neighborhood to the newly built Oregon City High School on Beavercreek Road. This provides an opportunity to work with the school district to reuse this historic high school building. The City supports any rehabilitation of the campus that continues its role as a community gathering place and is consistent with the Secretary of Interior Standards for Rehabilitation and the Goals and Policies of the Historic Review Board.

Proposed Conservation Districts

Other historic districts may exist in this historically important community. The Ely, Park Place, and Rivercrest neighborhoods have many historic properties and upon further evaluation may be eligible for designation as Conservation Districts. An appropriate, well-constructed historic preservation plan will provide for identification and establishment of safeguards of these areas, which are important to the quality of Oregon City as a whole and the identity of the Northwest.

Historic Buildings Outside Identified District Boundaries

There are many individual historic buildings outside of the identified Historic Districts where important buildings are concentrated. Some of these buildings are among the oldest in the City; many stand alone because they were originally built outside of "urban" Oregon City in what was farm/pasture land.

City areas outside of the Canemah and McLoughlin areas have been generally surveyed to identify the most significant buildings.

Present Status. Efforts to preserve individual historic buildings are scattered and disconnected at best. There is little public recognition of the historic value of significant buildings outside of McLoughlin and Canemah, except for the more prominent and expensive estate homes. The Ely, Park Place, Rivercrest, and South End areas in particular have experienced deterioration and demolition of older homes, often to the detriment of the area. Demolition and major incompatible remodeling are critical problems for historic preservation because they are usually irreversible. Private preservation and restoration efforts would be encouraged and assisted by local recognition of significant individual buildings throughout Oregon City.

Historic Landmarks

Historic landmarks are structures or sites of unusual historic importance which help establish the city's identity. Maintenance costs are often returned in tourism revenues at several of the sites. Appreciation of local culture and history is enhanced.

Criteria. Landmarks are unique structures and sites with significance in national or local history and/or culture that are:

- associated with the life of a major historic person;
- associated with an historic event or period of time;
- associated with a past or continuing institution that has contributed to the life of the city;
- associated with a group/organization/enterprise in history.

An inventory of existing Historic Landmark sites and structures with proposed improvements where needed can be found in the technical appendix. This inventory is not intended to place controls on the future use of these sites unless deemed necessary by the Historic Review Board.

Natural Resources

The ecological resources of Oregon City result from the topographic complexity of Oregon City, which was created by volcanic geology, erosion and scouring from the post-Ice Age Missoula Floods, and erosion and deposition from modern Willamette and Clackamas rivers, Abernethy and Newell creeks, and other minor streams. Metro has inventoried, evaluated, and mapped important Goal 5 resources in the region as part of developing a region-wide Fish and Wildlife Habitat Protection Plan. Two large areas in Oregon City scored 6 (medium quality habitat) on a scale of 1 to 9: the area along the steep slopes and bluffs overlooking the Willamette River on the western edge of the city, and the area of Newell Creek Canyon. Oregon City will coordinate with Metro to maintain the city's Goal 5 resources inventory in accordance with the new protection plan. The City will also coordinate with the Fisheries Department of the National Oceanic and Atmospheric Administration (NOAA Fisheries, formerly NMFS) and on actions that may affect salmonid habitats.

Anadromous fish, including salmonids such as Coho, Chinook, and Chum Salmon, as well as Lamprey eel, were historically plentiful in Oregon City's major waterways. These species supported a rich ecosystem that included wide range of animals, from insects and small invertebrates within the stream and riparian corridor to large animals such as seals and bears, and birds such as osprey and bald eagles that relied on a functional ecosystem. Native people also relied on these stream resources for food and culture, returning annually to Willamette Falls to harvest and preserve salmon and other fish. Declines in anadromous fish species in the Willamette River Basin is a consequence of a variety of land use practices that have altered or destroyed habitat and changed the hydrographic profile of

runoff. Several species of salmonids, including Chinook Salmon and Steelhead Trout, have been listed as threatened under the federal Endangered Species Act (ESA), which has triggered significant protection and restoration activities throughout the region.

In Oregon City, the Clackamas River along the northern boundary of the city, as well as Abernethy, Newell, Holcomb, Potter, and other creeks provide both spawning and rearing habitat for Steelhead Trout and Coho as well as Cutthroat Trout, which are not currently warranted for listing under the ESA. Riparian corridors, which are the areas on either side of a stream that is affected by and in turn affects the ecological and physical function of stream, are critical corridors for protecting and maintaining in-stream habitat quality and overall ecosystem functions that support salmonids and other stream-dependent species.

Oregon City can improve and protect habitat conditions for salmonids and other species by adopting standards and implementing programs that protect vegetation along riparian corridors from destruction or alteration, remove invasive non-native plant species and re-plant native riparian vegetation, reduce pulsed storm runoff that can erode banks and alter streambed profiles and gravels, maintain water quality and quantity in streams and maintain/or provide fish passage in all streams. Because virtually all rainfall anywhere in the city eventually runs to a stream, these standards and programs will need to be applied city-wide. Ancillary Plans such as the Waterfront Master Plan, Transportation System Plan, Parks and Recreation Master Plan, Stormwater Masterplan will be important in ensuring that the city protects these resources.

Other unique or important habitats and ecological resources have been identified in the city. These include Newell Creek canyon, the Canemah Bluffs that contains a variety of unique habitats and plant assemblages, the rocky cliffs along the Willamette River that harbor rare plants, the Willamette Falls, and other streams, rivers, bogs and wetland areas. These habitats and resources will be inventoried in the Goal 5 update subsequent to adoption of the comprehensive plan in 2003.

Because lands surrounding the city within the urban growth boundary have significant undeveloped habitat areas, these lands will need to be inventoried to identify important ecological resources as a basis for ensuring that these resources are protected before development occurs. The City and Clackamas County should ensure that Urban Growth Management Agreements contain provisions for identifying and protecting these resources.

Water Quality

Oregon City receives about 46 inches of precipitation per year. Other parts of the Willamette and Clackamas river watersheds receive more than 80 inches per year. The city has significant ground and surface water resources that contribute to the physical and cultural identity and natural heritage of the city, and to the quality of life for residents. These water resources provide important habitat and ecological conditions for a wide range of fish, wildlife, and plants. Water resources include the Willamette and Clackamas rivers and tributaries of Abernethy, Newell, and Beaver creeks and associated minor creeks. Other water resources include bogs and wetlands perched on Oregon City's unique topography, and groundwater that percolates through the geology underlying the city. Because land use practices and patterns, development design, and city infrastructure and practices can affect the quality and quantity of water resources in the city, the City will seek to protect and restore these resources through a variety of means, including the

application of a Water Resources Overlay District, development standards, and civic projects to restore and protect water resources.

Wetlands

Wetlands, along with associated hydrology, soils, vegetation, and wildlife, provide a wide range of valuable services to the public. These wetland functions enable the city to efficiently meet a number of goals in maintaining the quality of life in Oregon City, such as:

- preventing degradation of stream quality and damage from flooding during storm events by storing runoff from precipitation and moderating its release into stream networks;
- preventing pollutants and sediments from roadways and other development from reaching streams by filtering the flow of groundwater toward streams;
- recharging groundwater aquifers for slow release later into streams and through uptake by vegetation into the environment by reducing the speed of runoff and enabling water to percolate into the ground;
- providing essential wildlife habitat which is important to residents; and
- providing open space, recreational opportunities, aesthetic and landscape amenities to buffer various uses, all of which maintain the unique environmental setting of Oregon City.

Important wetlands have been identified and mapped by the City and Metro in a Local Wetlands Inventory that will be the basis for protection measures through the comprehensive plan, implementing ordinances, and other measures.

Streams

Streams define the physical configuration of Oregon City and thus its land use patterns, transportation patterns, and community functions. The Willamette and Clackamas rivers, major waterways of regional significance, border two sides of the city and create an aesthetic and recreational setting of great value to the city. Other principal streams are Abernethy Creek and Newell Creek, tributaries of the Willamette River which create major topographic and ecologic areas within the city; Beaver Creek, tributary to the Willamette River, whose minor tributaries create the topographic definition of the city's southern edge; and other creeks that drain directly to the Willamette such as Singer Creek and Coffee Creek that drain from the Hilltop area through the McLoughlin and Canemah neighborhoods, respectively. Together, these rivers and streams contribute to the uniqueness of Oregon City, and to the variety of natural resource, recreational, and open space values enjoyed by residents and visitors.

Groundwater

The geology of the rocks underlying Oregon City, coupled with high annual rainfall, creates conditions for significant groundwater flowing beneath the city and, in some areas, a relatively high water table where this groundwater is close to the surface. Groundwater is important to the city in several ways. It can affect the safety and functionality of buildings or other development, such as streets, when construction intercepts the groundwater flow. It can carry chemical pollutants from development, roads, landfills, and industrial sites into drinking water wells or into streams. Groundwater provides a slow release mechanism for precipitation that would otherwise run quickly into streams and increase the likelihood

of flooding. Groundwater has historically been the source of domestic drinking water for some residences and agricultural wells within the area. Groundwater provides essential water for the vegetative cover that is so important to Oregon City.

Groundwater within 1.5 feet of the surface is defined as a "high water table." High water tables are of special concern because of their vulnerability to contamination and interception. Because much of Oregon City lies on basalt bedrock that was scoured clean of overlying soils during the post-glacial Missoula Flood events, water does not penetrate deeply or rapidly. Consequently, there are many areas of high water tables in the Oregon City area that were inventoried by the State Department of Geology and Mineral Industries (DOGAMI) and maps of it are kept by the City. Development proposed on sites identified in the DOGAMI inventory are subject to requirements in the City's development codes to ensure that the development will meet applicable engineering standards for such sites.

4. AIR, WATER, AND LAND RESOURCES QUALITY

[insert quote]

Statewide Planning Goal 6 deals with maintaining and improving the quality of air, water and land resources. All waste and process discharges from future development are proscribed from violating or threatening to violate federal and state standards. The waste products from future development that are discharged to air sheds and river basins must not exceed the long-range carrying capacity of the resource, degrade the resource, or threaten its availability. The source of waste discharges come from all types of land uses, though some are more regulated than others. The City's influence over potential impacts can be through direct regulation, such as with stormwater regulation, through ensuring developments' compliance with federal and state standards, and through actions to encourage the reduction of impacts based on education or development incentives.

GOALS, POLICIES, AND ACTION ITEMS

Goal 4.1: Environmental-Air Quality

To conserve and, protect, and improve the quality of the air in Oregon City.

Policies

- Policy 4.1.1 Promote land use patterns that reduce the need for distance travel by single-occupancy vehicles.
- Policy 4.1.2 Ensure that development practices comply with or exceed regional, state, and federal standards for air quality.
- Policy 4.1.3 Set an example through City operations to employ and demonstrate practices and technologies that reduce air pollution and protect air quality.
- Policy 4.1.4 Encourage the planting and maintenance of the city's tree canopy to allow natural systems to improve air quality.

Policy 4.1.5 Require developments to incorporate trees in their landscape design plans.

Action Items

- Action Item 4.1.1 Maintain a list of street trees.
- Action Item 4.1.2 When economically feasible, the City shall replace standard or conventional fossil-fuel-powered vehicles and equipment with fuel-efficient, low-emission equivalents.
- Action Item 4.1.3 Encourage citizens, residents, businesses, and industrial to replace standard or conventional fossil-fuel-powered vehicles and equipment with fuel-efficient, low-emission equivalents.

Goal 4.2: Erosion and Sediment

~~Protect water quality from~~Control erosion and sedimentation associated with construction and development activities to protect water quality.

Policies

- Policy 4.2.1 Prevent erosion and restrict the discharge of sediments into water bodies by requiring erosion prevention measures and sediment control practices for all development during construction.
- Policy 4.2.2 Where needed for completed development, require final permanent erosion prevention measures, which may include landscaping **and stormwater retention features to reduce the volume and velocity of storm runoff, especially from impermeable and/or impervious surfaces.**
- Policy 4.2.3 Encourage businesses and individuals to install onsite stormwater retention systems, such as cisterns.

Action Items

- Action Item 4.2.1 Review and update the development and implementation of an erosion and sediment control plan and process, prepared in compliance with City of Oregon City public works standards for erosion and sediment control, that describes methods and interim measures to be used during and following construction to prevent or control erosion, **including the reduction of the volume and velocity of stormwater runoff.**
- Action Item 4.2.2 Rewrite the design standards for stormwater detention to better protect water features **and surface waters** from development.
- Action Item 4.2.3 Require certification by the Oregon Department of Environmental Quality prior to any development or well proposed in areas identified as "sensitive aquifers" with chemical contamination.

Goal 4.3: Light

Protect the night skies above Oregon City, **including the Haggart Astronomical Observatory**, while providing for night-lighting at appropriate levels to ensure safety for residents, businesses, and users of transportation facilities; **to reduce light trespass onto neighboring properties; to conserve energy; and reduce light pollution via use of night-friendly lighting.**

Policies

- Policy 4.3.1 ~~Prevent~~ **Minimize light pollution; reduce glare from night lights from reaching the sky and trespassing onto adjacent properties; improve the visual environment.**
- Policy 4.3.2 ~~Encourage~~ **Require** new developments to provide even and energy-efficient lighting that ensures safety and discourages vandalism. ~~Retrofit~~ **Encourage** existing developments **to retrofit** when feasible.
- Policy 4.3.3 Employ practices in City operations and facilities, including streetlighting **to increase safety, and s,** to reduce unnecessary glare, **light trespass,** and light pollution.

Action Item

Action Item 4.3.1 Adopt a comprehensive **night-friendly** lighting code to achieve these policies and the goal.

Action Item 4.3.2 **The City shall convert street lighting and other public area lighting to minimize glare, light trespass, and light pollution while conserving energy.**

Goal 4.4: Noise

~~To minimize the effects of noise on the community~~ **To prevent excessive sound that may jeopardize the health, welfare, or safety of the citizens or degrade the quality of life.**

Policies

Policy 4.4.1 Provide for noise abatement ~~techniques~~ **features** such as sound-walls, **soil berms**, vegetation, and setbacks, to buffer neighborhoods from vehicular noise, and industrial uses.

Policy 4.4.2

Action Items

Action Item 4.4.1 Review and update City's noise ordinance **to achieve these policies and goals.**

Goal 4.5: Mineral and Aggregate Operations

Protect the livability and environment of Oregon City by prohibiting commercial aggregate extraction operations within the Ceity and ~~urbanizing~~ **urban growth area. (may be in conflict with Federal mining laws)**

Policies

Policy 4.5.1 Commercial aggregate removal operations are not compatible with the quality of life and environmental goals of Oregon City and new operations will not be permitted within city limits.

Policy 4.5.2 Prohibit new commercial aggregate removal operations and encourage relocation of existing operations.

Background

Air Quality

The quality of air is increasingly understood as a key factor in the health of individuals, the attractiveness and livability of their community, and the ability of the community to attract and accommodate growth and development. Oregon City has relatively high quality of air during most of the year. As part of the Portland Air Quality Maintenance Area, Oregon City is subject to airflows that can carry air-borne pollutants from other parts of the urban region and surrounding areas into the city. These airflow patterns are most likely when winds are from the northwest, particularly in summer.

Motor vehicles are the largest source of air pollution in Oregon, leading to a growing concern with "personal pollution" from individual actions such as driving cars; using woodstoves, operating gasoline-powered lawn mowers and boat engines; applying paints; using aerosol products such as

hairspray and air fresheners; and outdoor burning. Other sources of air pollution include dust from agricultural and land development activities and particulates in smoke from agriculture, forestry, and industry. The Portland metropolitan area is currently an air quality maintenance area, which means the area has a history of non-attainment (of air quality standards). However, a variety of pollution reduction programs now enable the region to meet the National Ambient Air Quality Standards.

Air pollution standards are set by the Oregon Department of Environmental Quality (DEQ). Oregon City will need to work with the DEQ to ensure that existing and new sources of industrial and commercial pollution comply with state and federal standards and encourage citizens to reduce their personal generation of air pollution. One of the biggest contributions that Oregon City can make toward reducing air pollution is to promote land use patterns and practices and transportation alternatives that reduce the use of single-occupancy motor vehicles. Other actions could encourage the conservation and enhancement of tree cover in the city as a means of filtering particulate pollution in the air.

Erosion/Sedimentation

Erosion is the movement of soil particles by running water or wind caused by manmade or natural disturbances. Erosion not only causes loss of productive soil, but also damages stormwater and sanitary sewer infrastructure and degrades water quality in streams and rivers, thus affecting habitat quality for aquatic species. Excessive sediment deposition and accumulation behind dams can decrease reservoir storage capacity and increase risks of flooding. Removal of excess sediment from behind dams and areas of unwanted deposition can be costly. Dredging costs are incurred to remove sediment from reservoirs and streams.

Runoff of soil from construction sites is by far the largest source of sediment in developing urban areas. Implementation of Statewide Planning Goal 6, Air, Land, and Water Quality, involves the adoption of policies and standards that protect water quality, specifically requiring erosion and sediment control. The City is also required to comply with Title 3 of the Metro Functional Plan. The erosion and sediment control requirements of Title 3, when implemented, will significantly reduce sediment loading to receiving streams. Statewide Planning Goal 6 and Title 3 requirements are implemented in Oregon City through the Water Resources Overlay District, Erosion and Sediment Control standards, and other provisions of the Municipal Code.

Light Pollution

Artificial light has extended many human activities well into evening and night and provides much-needed safety along roadways and at intersections. However, much of this nighttime light is wasted into space, as confirmed by satellite images of the earth at night from space. At ground level, night lighting is often a source of environmental pollution that can degrade night time viewing of starry skies, interfere with evening outdoor experiences in yards or intrude through windows into homes, and lead to unsafe situations from glare and shadows. In Oregon City, in particular, ~~an-the Haggart astronomical-Astronomical observatory-Observatory~~ at Clackamas Community College is an educational resource for the entire community that is endangered **diminished** by nighttime light pollution.

Technologies and practices have been developed for nighttime lighting that enable lighting to be installed and operated appropriately for the situation and that does not create safety or pollution concerns. These technologies and practices are readily available and require little more than an understanding of their benefits to the community, clear information and standards to potential users, and a commitment to applying them in a flexible but appropriate way.

Noise Pollution

Noise is a factor in everyday urban living. Noise is generated by vehicular traffic, emergency vehicles, industrial activities, railroads, air traffic, leaf blowers, stereo sound systems, construction, and many other sources. Loud persistent noise has been recognized as a serious environmental problem by both state and federal authorities. In 1971, the Oregon Legislature authorized the Environmental Quality Commission to adopt and enforce noise control standards, which are administered through the Department of Environmental Quality. These standards cover noise from motor vehicles and industrial and commercial noise sources.

Oregon City has several significant noise sources including major vehicle corridors (such as Interstate 205, McLoughlin Boulevard, Highway 213, Molalla Avenue, South End Road, and others), the railroad corridor through downtown and the Canemah neighborhood, the industrial operations of the Blue Heron paper mill; and the natural roar of Willamette Falls, especially in the wintertime. Because noise is relative (an unwanted, intrusive sound), nuisance noise can originate in neighborhoods and homes as well. Local noise control is primarily handled through the Nuisance Code (Chapter 6, City Code) and through design review of development projects to ensure that industry and commercial activities do not negatively impact their immediate neighborhood environment.

Water Quality

The City has significant ground and surface water resources that contribute to the quality of life for residents. Water resources include the Willamette and Clackamas Rivers and tributaries of Abernethy, Newell, and Beaver Creeks and associated minor creeks. Other water resources include bogs and wetlands perched on Oregon City's unique topography; and groundwater that percolates through the geology underlying the city. Because land use practices and patterns, development design, and city infrastructure and practices can affect the quality and quantity of water resources in the city, the City will seek to protect and restore these resources through a variety of means, including the application of a Water Resources Overlay District, development standards, and civic projects to restore and protect water resources. Protection of these resources is primarily covered by the goals and policies of the Opens Spaces, Scenic and Historic Areas, and Natural Resources element of this plan.

The Oregon Department of Environmental Quality (DEQ) has mapped groundwater flows or "aquifers" that are known or have the potential to carry pollutants due to previous contamination. These so-called "sensitive aquifers" are located generally along Abernethy Creek in the floodplain along the Clackamas River. The aquifer in the Abernethy Creek area near the former Rossman's landfill is contaminated with a variety of pollutants resulting from the landfill and other activities over the past 100 years. Clearances from DEQ may be necessary for many of the properties in this area. The DEQ will not allow the construction of any well (drinking, irrigation, or other) that may allow the contaminated groundwater in the aquifer to be released into the environment and adversely impact

public health and safety. Only a groundwater monitoring well to monitor contaminants associated with the landfill will be allowed.

Mineral and Aggregate Operations

The Oregon Department of Geology and Mineral Industries has inventoried four areas within Oregon City's Urban Growth Boundary that contain mineral and aggregate resources. These areas are listed in the Natural Resources Inventory. No commercial mineral or aggregate removal operations are currently operating at any of the four sites (see resource document). Although important to the local economy, mineral and aggregate removal operations are not compatible with urban land uses and quality of life in Oregon City because of noise, dust, traffic, water quality, and other issues.

5. NATURAL HAZARDS AND NATURAL DISASTERS

This section of the Oregon City Comprehensive Plan is intended to comply with Statewide Planning Goal 7, Areas Subject to Natural Hazards. This Goal requires local governments to "...adopt comprehensive plans (inventories, policies and implementing measures) to reduce risk to people and property from natural hazards." This section of the comprehensive plan is also intended to comply with Title 3 of the Metro urban growth management functional plan, adopted in 1998, which requires local governments to comply with regional regulations pertaining to flooding and water quality.

The natural features and processes that shape the topographic, scenic, and natural resource setting of Oregon City also present a variety of hazards to development and urban uses. In a natural environment where human development is not present, these processes **may not present a hazard to development and urban uses, but impacts to the natural environment may occur**~~present no "hazard."~~ However, when land uses and development occurs within this naturally active landscape, these same processes create hazards to these activities **that may in turn significantly impact the natural resources so important to the residents of Oregon City.** These geologic hazards are present when gravity acts on steep slopes, **on soils and bedrock saturated with water, or when bare soil and rock is exposed from removal of vegetation and earth movement and eroded by rain or wind. Land use activities, such as excessive loading (from buildings and backfill) on slopes only increases the potential for landslides and other slope failures. In addition, the problems are exacerbated when runoff from urban areas reach drainage basins that are normally accustomed to lower flows of water or lesser peaks in flows.** City goals, policies, and implementation measures can help to minimize the potential risks and impacts associated with conflicts between development and hazardous areas by limiting development in those areas, and working with residents **to develop ways to minimize impacts on the natural landscape that will minimize hazards and natural disasters.**

~~This section of the Oregon City Comprehensive Plan is intended to comply with Statewide Planning Goal 7, Areas Subject to Natural Hazards. This Goal requires local governments to "...adopt comprehensive plans (inventories, policies and implementing measures) to reduce risk to people and property from natural hazards." This section of the comprehensive plan is also intended to comply with Title 3 of the Metro urban growth management functional plan, adopted in 1998, which requires local governments to comply with regional regulations pertaining to flooding and water quality.~~

GOALS, POLICIES, AND ACTION ITEMS

Goal 5.1: Protection of the Natural Environment

To minimize the impact of human-made development on the natural environment to avoid or minimize hazards to the natural environment, land users, and property owners

Policy 5.1.1 Provide developers, property owners, residents and businesses with information on the relationship between the maintenance of the natural environment and the built environment, and the consequences of conflicts.

Policy 5.1.2 Protect the natural environment from natural hazards by regulating or prohibiting development in areas of known or potential hazards.

Action Items

Action Item 5.1.1 Provide short courses or training programs to allow developers, residents, and businesses the opportunity to review up to date issues, concerns, and solutions to minimize conflicts between the natural environment and the built environment.

Action Item 5.1.2 Provide information on the cost of conflicts between the natural and built environment, and the impact on local agencies to address issues after they have occurred.

Action Item 5.1.3 Limit or prohibit development in areas where the apparent carrying capacity of the land is less than normal because of the potential impact to natural resources.

Goal 5.21: Protection of life and property.

To protect life and property from natural hazards

Policies

~~Policy 5.1.1~~ **Policy 5.2.1** Provide residents and businesses with timely and accurate information on the presence or potential presence of hazards.

~~Policy 5.1.2~~ **Policy 5.2.2** Provide residents and businesses with precautions that can or ought to be taken to protect lives and property.

~~Policy 5.1.3~~ **Policy 5.2.3** Protect existing development from natural hazards through mitigation measures identified in the Hazard Mitigation Plan for Oregon City.

~~Policy 5.1.4~~ **Policy 5.2.4** Protect future development from natural hazards by regulating or prohibiting development in areas of known or potential hazards.

~~Policy 5.1.5~~ **Policy 5.2.5** Ensure emergency service facilities are located outside of recognized hazard areas.

Action Items

Action Item 5.2.1 Provide public information to homeowners concerning the potential for hazardous situations in sections of the Urban Growth Boundary.

Goal 5.23: Flooding

Prevent loss of life and damage to the natural environment and private and public property from flooding.

Policies

Policy 5.3.1 **Protect the natural environment from flooding hazards by requiring on-site detention basins or other measures to minimize the impact of flood waters that leave the site.**

Policy 5.3.2 **Minimize the loss to the natural environment by limiting building activities that increase the flooding to levels that impact natural resource values in drainage basins.**

~~Policy 5.2.1~~ **Policy 5.3.3** **Minimize and avoid risk of loss of life and damage from flooding by limiting intensive residential and highly regulating commercial development below the 100-year flood plain level in areas subject to flooding. Investigate locating parking and other non-intensive uses below the 100-year floodplain and office or commercial uses in higher stories.**

~~Policy 5.2.2~~ **Policy 5.3.4** **Encourage uses of areas subject to flooding that are resilient to periodic effects of flooding.**

~~Policy 5.2.3~~ **Policy 5.3.5** **Prohibit uses in areas subject to flooding that would exacerbate or contribute to hazards posed by flooding by introducing hazardous materials, filling or obstructing floodways, modifying drainage channels, and other detrimental actions.**

~~Policy 5.2.4~~ **Policy 5.3.6** **Participate in the National Flood Insurance Program.**

Policy 5.3.7 **Avoid locating key public facilities in areas known to be of high earthquake hazard.**

Action Items

Action Item 5.3.1 **Provide the public with information that shows how everyday activities may increase the impacts of floods in their neighborhoods and in the natural environment away from their neighborhoods.**

Goal 5.34: Unstable Soils and Landslide Areas

Avoid or minimize hazards to natural resources, life and property associated with development in or adjacent to areas of unstable soils, geological conditions, and known or suspected landslide areas.

Policies

Policy 5.4.1 **The City should require developers to provide funds to the City for an independent review of development proposed in known or suspected areas of unstable slopes.**

- Policy 5.4.2** Provide explicit 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.
- Policy 5.4.3** Require special standards in the Unstable Soils and Hillside Constraint Overlay District to be applied to new development on or adjacent to areas of unstable soils, steep hillside and landslide areas and other identified known or potential hazard areas.

Action Items

- Action Item 5.4.1** The City should review, integrate, and maintain a library database of known or suspected geological hazards, landslides, and soil instability areas into development plan review. Maintain inventory maps of potential landslide areas as the basis for applying the standards in the Unstable Soils and Hillside Constraints Overlay District.
- Action Item 5.4.2** Require geotechnical investigations to support plans for development of sites on unstable soils
- ~~Action Item 5.3.1~~ Require special standards in the Unstable Soils and Hillside Constraint Overlay District to be applied to new development on or adjacent to areas of unstable soils, steep hillside and landslide areas and other identified known or potential hazard areas.
- ~~Action Item 5.3.1~~ Require geotechnical investigations to support plans for development of sites on unstable soils.
- Action Item 5.4.3** Require development plans to include a description of detailed methods that will be used to avoid or minimize damage.
- Action Item 5.4.4** Require development plans to include a monitoring program from the developer, including measures to fix/restore problems at the developers expense.
- Action Item 5.4.5** Require the developer to provide a performance bond to protect home owners from developments on known or suspected unstable slopes.

Goal 5.4: Landslides

~~Prevent undue hazard to the public from development on or adjacent to steep hillside and landslide areas.~~

Action Items

- ~~Action Item 5.4.1~~ Provide explicit 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.

~~Action Item 5.4.2~~ Maintain inventory maps of potential landslide areas as the basis for applying the standards in the Unstable Soils and Hillside Constraints Overlay District.

~~Action Item 5.4.3~~ **Action Item 5.4.6** Encourage property owners of parcels with steep slopes and landslide potential to maintain vegetation and minimize or avoid land use activities that could trigger or exacerbate a landslide.

~~Action Item 5.4.4~~ **Action Item 5.4.7** Seek public ownership or conservation easements for steep slope areas that would be appropriate as part of a network of greenways and ecological corridors throughout the city.

Action Item 5.4.8 Provide an analysis of the impacts to natural resources from development on steep slopes and/or landslide areas.

Goal 5.55: Seismic Hazards

Reduce loss to life and property from groundshaking associated with seismic events.

Policies

~~Policy 5.5.1~~ **Policy 5.5.1** Locate, design, and construct structures in conformance with current building codes and standards for seismic-resistant design.

~~Policy 5.5.2~~ Avoid locating key public facilities in areas known to be of high earthquake hazard.

~~Policy 5.5.3~~ **Policy 5.5.2** Retrofit existing public facilities such as water reservoirs, bridges, pipelines, and hospitals to better withstand earthquakes.

~~Policy 5.5.4~~ **Policy 5.5.3** Provide property owners with information about retrofitting existing buildings to apply earthquake resistant techniques.

Action Items

Action Item 5.5.1 Provide the public information on the potential consequences to the natural environment and built environment of siting structures on hazardous areas.

Goal 5.66: Wind and Ice Storms

Reduce the potential loss of property and life from wind and ice storms.

Policies

~~Policy 5.6.1~~ **Policy 5.6.1** Maintain street trees to reduce damage to overhead utility lines.

~~Policy 5.6.2~~ **Policy 5.6.2** Prioritize roadways needed for public service, medical, and emergency vehicles.

~~Policy 5.6.3~~ **Policy 5.6.3** Ensure that key public services, such as water and sewer, and key public facilities such as police, fire, and hospital structures have the capability to back-up electricity during storm events.

Action Items

Action Item 5.6.1 Provide information on the impacts on reducing loss of property and life on natural resources, and develop measures to avoid conflicts.

Action Item 5.6.2 Encourage retrofitting of overhead utility lines.

Goal 5.77: Wildfires

Reduce and avoid loss of life, and property, and natural resources from wildfires within the city and the urban growth area.

Policies

~~Policy 5.7.1~~ **Policy 5.7.1** Identify fire-prone areas within and adjacent to the city and the natural resources and property that could be impacted.

~~Policy 5.7.2~~ **Policy 5.7.2** Ensure that development in areas potentially subject to wildfires has road access and water hydrants sufficient to support Fire Department response to fires.

~~Policy 5.7.3~~ **Policy 5.7.3** Inform homeowners and developers in areas potentially subject to wildfires of landscaping practices and building materials that can minimize risk of damage or injury from wildfire.

Action Items

~~Action Item 5.7.1~~ **Action Item 5.7.1** Work with Clackamas County Fire District #1 to identify areas of potential risk from wildfires and prepare plans and procedures to avoid damage from such fires.

Action Item 5.7.2 Determine areas where wildfires may impact natural resources and develop measures to reduce wildfires and/or their impact.

Background

Natural environmental processes operate on several time scales that can affect a range of areas within the city. For instance, floods, once described as "100-year floods" can occur with much greater frequency, particularly as humans have altered the watersheds and hydrology of the Willamette and Clackamas river systems **such that higher flows and more volumes of water are reaching the natural drainages.** Locally, heavy winter rain events can saturate soils and cause localized landslides or rock falls that can damage **the natural environment**, roadways and buildings in steeper sections of the city. **Damage - in one part of the city can be transported to other parts of the cities natural and human environment.** Even the seemingly durable rocky cliffs in the city can succumb to thermal expansion in summer and freezing in winter that, over time, can cause dangerous rockfalls. Mt. Hood and other Cascade Mountain volcanoes can erupt on time-scales of tens of thousands of years. Major subduction-zone earthquakes, potentially catastrophic, are known to affect the Pacific Northwest on time-scales ranging from

300 to 800 or more years, while smaller but none-the-less potentially destructive earthquakes can occur on a decadal scale. Fires, which have been a part of the natural processes on the landscape for eons, are a hazard when structures are present.

There are two fundamental approaches to addressing the potential of natural hazards. One is to manage the hazard itself; the other is to manage development to avoid a hazard **that may impact the natural and human environment**. Either approach requires an understanding of the spatial and temporal scales of the natural process, the ability of engineering practices to address the potential hazard at a reasonable cost over a reasonable time, and the consequences of intervention in the larger system of natural processes. For instance, it may be appropriate to employ drainage techniques to control small scale, site-specific flooding or high water tables and keep development dry. In other cases, it is safer, less costly, and ultimately wiser to prohibit development in high-velocity floodways or on slide-prone slopes, **or in upslope areas that may have impacts in these areas**. These two approaches constitute a strategy of "hazard mitigation" to reduce or eliminate long-term risk to people and their property from hazards and their effects, **however even the best strategies do not resolve all the risk to the natural and human environment.**

The City of Oregon City has adopted a Hazard Mitigation Plan that was prepared by a Community Planning Team in March – October 1998. This mitigation plan describes eight types of hazards that are present or have the potential to be present and affect development and residents of the city, lists goals and objectives, describes potential mitigation measures for five different strategies, and outlines an action plan. The Hazard Mitigation Plan also contains maps of the 100-Year and 1996 flood areas, potential landslide areas, relative earthquake hazard, the location of hazardous materials and natural gas pipelines, and critical facilities. This plan was developed in consultation with a number of federal, state, and regional governmental agencies.

Flooding

Flooding occurs in Oregon City principally from three major streams: the Willamette River, Clackamas River, and Abernethy Creek, although minor flooding can occur in localized areas during storm events. Flooding is most likely to occur between October and April and generally results from a series of heavy rainfall events that can be aggravated, as in 1964 and 1996, by concurrent snowmelt in the watershed that adds substantial additional runoff to the storm event. Because the Willamette River is influenced by tidal height nearly to the base of the falls, flooding at the confluence of the Clackamas and Willamette Rivers and Abernethy Creek can be exacerbated by high river levels caused by high winter tides and storm surge on the coast. The area is subject to flooding (base floodplain) and floodways associated with the Willamette and Clackamas rivers and Abernethy Creek have been mapped and are shown in the Hazard Mitigation Plan for Oregon City.

Localized flooding also occurs in Oregon City, principally due to high water tables, relatively level land that does not drain quickly, and alteration of natural streams by culverts and storm sewers that are inadequate for storm events. A 1988 Drainage Master Plan inventoried areas with drainage and localized flooding problems. This Master Plan was updated in 1999 as the Public Works Stormwater and Grading Design Standards.

A number of structures are present in the areas subject to flooding, including such key public facilities as the wastewater treatment plant for Oregon City, West Linn, and Gladstone, the intake on the Clackamas River for the city's water treatment plant, the sub-regional solid waste transfer station, an electrical substation, and a site with hazardous waste. **In addition to human structures, there are a number of natural features that are subject to flooding, including the riparian areas and habitat areas in or around Clackamette Cove, Abernethy Creek, the Clackamas River and the other watersheds that are present within the Urban Growth Boundary.**

In 1999, the City of Oregon City adopted a Flood Management Overlay District as part of the Municipal Code. The purpose of this district is to minimize public and private losses due to floods through a variety of means. Lands subject to this district have been mapped and contain:

1. Land contained within the one-hundred-year floodplain, flood area and floodway as shown on the Federal Emergency Management Agency flood insurance maps including areas of special flood hazard delineated in 1979 and the area inundated by the February 1996 flood; and
2. Lands that have physical or documented evidence of flooding within recorded history based on aerial photographs of the 1996 flooding and/or the water quality and flood management areas maps.

In 1994, the City adopted an Unstable Soils and Hillside Constraint Overlay District for the purpose of providing "safeguards in connection with development on or adjacent to steep hillside and landslide areas and other identified known or potential hazard areas, thereby preventing undue hazards to public health, welfare and safety." The ordinance addresses such hazards as landslides, mudflows, high ground water tables, soil slump and erosion. The hazards covered by this overlay district have been mapped by the State of Oregon Department of Geology and Mineral Industries (DOGAMI) in Bulletin 99, Geology and Geological Hazards of North Clackamas County, Oregon (1979), and in subsequent DOGAMI mapping for the Oregon City area; and by Portland State University in a study entitled "Environmental Assessment of Newell Creek Canyon, Oregon City, Oregon" (1992).

Unstable Soils

Areas of unstable foundation soils have been mapped for Oregon City and are on file at the Oregon City Planning Department. Development or construction in these areas will require special development standards on a site-specific basis to prevent or minimize future damages. Maintenance of existing vegetation or re-vegetation will be required for excavation and road slopes for those areas designated as landslide-prone. Unstable soils are those identified on the city's unstable soils and hillside constraint overlay district map and in other areas that may be identified on city, county or federal or state agency maps as being subject to soil instability, slumping or earth flow, high ground water level, landslide or erosion, or identified by field investigation performed by a qualified geotechnical engineer or engineering geologist.

Landslide

Landslides include rockslides, mudslides, debris flows, earthflows, and slumping. These phenomena are natural geologic processes that occur principally when soils and rock in steep areas become saturated with water, which increases weight and lubricates the mass, **however these phenomena can be exacerbated by human influence**— Gravity pulls the affected areas downhill to a new angle of repose. Landslides can be exacerbated by adding fill material to a slope, removing vegetation, altering drainage and runoff patterns, and undercutting a slope. Landslides can be triggered by heavy rains, groundshaking from earthquakes or heavy traffic, or undercutting the lower edge of the slope from erosion, as in a stream, or from development, as in a highway roadcut.

Areas most susceptible to landslides in Oregon City are those with slopes greater than 25%. These areas have been mapped by the Oregon Department of Geology and Mineral Industries and are included in the 1998 Oregon City Hazard Mitigation Plan. The Unstable Soils and Hillside Constraint Overlay District requires professional geotechnical site surveys of other potential hazard areas and provides development standards that relate potential hazard from landslides on slopes of various steepness to the amount and configuration of development on a particular property.

Seismic Hazards

Oregon City is situated in a region that seems to have little seismic activity. This is deceiving. Oregon is located in a region of intense seismic activity generated by the subduction of the Juan de Fuca Plate under the North American Plate and by the collision of the Pacific Plate with the North American Plate along the San Andreas Fault and associated faults in California. However, seismic events occur at time-scales and over distances that make prediction very difficult, if not impossible. Geological and archaeological investigations show that the Pacific Northwest has been affected by catastrophic “subduction zone” seismic events that have resulted in down-drop of the land relative to sea level and generated enormous tsunamis along the coast. These events, which appear to re-occur between 300 and 800 years, are also known to have triggered major landslides throughout the region. The last such event was in January of 1700.

Tectonic uplift of the entire Pacific Northwest region, driven by subduction of the Juan de Fuca Plate far offshore, has spawned many faults throughout the region, including the West Hills Fault along the axis of the toe of Portland’s West Hills. A “Spring Break Quake” in March 1993 near Molalla, just south of Oregon City, had a magnitude of 5.6 and caused significant damage to buildings throughout the region. In February 1999, a small earthquake of magnitude 2.7 cracked plaster in Oregon City High School.

Seismic hazards result from ground shaking generated by energy waves triggered by an earthquake. While the entire city is vulnerable to seismic hazards, ground shaking can vary from place to place, depending on the subsurface geology. Areas of flood plain soils or gravels and containing significant water are likely to experience far more severe groundshaking than areas of solid basalt bedrock that resist movement. Areas of potential seismic hazard have been mapped by the Oregon Department of Geology and Mineral Industries and are shown in the 1998 Oregon City Hazard Mitigation Plan. Not surprisingly, the most hazardous area coincides with the most severe flood-prone area north of Abernethy Creek, primarily due to the alluvial soil and high

water table that are most subject to liquefaction during an earthquake. Areas in the McLoughlin Neighborhood and on the Hilltop are far less vulnerable to groundshaking because they are underlain by basalt flows with little soil cover.

Oregon City can take several steps to reduce hazards to the natural environment and the built environment from seismic events. These include retrofitting existing public facilities and other buildings to withstand shaking and minimize damage, requiring new development to be built to new standards designed to withstand shaking, and developing an emergency response plan for earthquake situations. **In addition, minimizing or avoiding building in high hazard areas also can reduce hazards to the natural environment.**

Other Hazards

Oregon City is subject to several natural hazards that occur with far less frequency than some of the hazards delineated above. The dry, generally rainless summers, dense vegetation in steep hillside areas, and the invasion of non-native weeds in parts of Oregon City could set up a situation of wildfire hazard. In fall and winter, major storms from the Pacific Ocean bring high winds to the Oregon coast but are generally moderated by the time they reach Oregon City. However some storm events can result in damaging high winds, as was the case in October 1962. More frequently, a combination of climatic conditions set up in winter that result in freezing rain and ice storms throughout western Oregon. In addition, although it has not erupted in historic times, Mt. Hood has the potential to erupt with lava, ash, and pyroclastic flows of hot ash mixed with water. These flow swiftly down the flanks of the mountain and can reach as far as the Columbia River. Depending on wind conditions, ash can drift across the city and present a health and structural hazard.

Wildfires

Wildfires are particularly likely in areas with steep slopes and limited groundwater so that vegetation dries out by late summer, where there is combustible brush or debris, and where structures with flammable exterior materials are present. The danger of wildfire can be exacerbated by lack of adequate road access for fire equipment and by inadequate or poorly placed fire hydrants. While much of Oregon City is not vulnerable to wildfires, some areas are, especially in the so-called "wildland-urban interface" where dwellings are in the middle of heavily treed or vegetated areas and where steep, vegetated terrain can contribute to a "chimney effect" as fires burn uphill. These same conditions could apply to areas near Waterboard Park, Canemah Bluffs, Park Place, and such canyons as Singer Creek and Newell Creek.

The impact on wild fires on the natural environment and built environment can be exacerbated by the presence of buildings or residences or other activities on steep or landslide areas that destabilize the area. Once the fire has further destabilized the area by removing vegetation and allowing erosion to occur, additional impacts may occur.

Wind and Ice Storms

Wind and ice storms are relatively common but can result in damage to property as well as loss of life. These storms affect the entire city but the results can be more damaging in some situations, particularly where trees can be blown over or limbs droop onto power and telephone lines. Electrical power service can be interrupted because of downed lines, which can lead to

additional safety and comfort complications for the city and for residents. Traffic signals, emergency communications, roads, and other public facilities are especially vulnerable. These events are usually of short duration, from a few hours to a few days.

Volcanic Activity

Oregon City is situated in a landscape shaped by volcanic activity. Mt Hood, some 35 miles northeast of the city, is the most visually attractive example of volcanic activity but is only one of a number of volcanic features in the region. Other volcanoes in the Cascade Mountain Range include Mt. St. Helens about 70 miles away in Washington state, which erupted in May and July, 1980, and the South Sister east of Eugene that shows distinct signs of subsurface volcanic activity. In addition, much of Oregon City lies on a series of basalt flows that resulted from volcanic eruptions many thousands of years ago. Other small lava buttes and cinder cones form the forested buttes between Oregon City and Gresham.

While volcanic events are rare in terms of human life, they can occur anytime and with a force that is enormous by human standards. Scientists are developing the technological capability to predict when and where eruptions will occur. It is unlikely that Oregon City would be directly affected by a volcanic eruption in the region. More likely are secondary effects from air-borne ash deposition that can severely affect air quality. Ash, mudflows, and pyroclastic flows could affect the watershed of the Clackamas River, thus potentially compromising the supply of water for Oregon City and West Linn.

6. PARKS AND RECREATION

[insert quote]

This section of the Oregon City Comprehensive Plan is intended to comply with Statewide Planning Goal 8, Recreation Needs. This goal requires local governments to “evaluate its areas and facilities for recreation and develop plans to deal with the projected demand for them.”

Parks and recreation maintains and supports the ecology and habitat of existing and developing areas while ~~facilities creating facilities~~ ~~enhance~~ that enhance the livability of a city and contribute to the well-being of its citizens. Oregon City is committed to providing and maintaining places and facilities for its growing population to recreate. The Parks and Recreation Master Plan is the primary inventory, planning, and implementation document for those resources. This element references the master plan as an ancillary document to the comprehensive plan, and sets out general goals and policies to manage city recreation facilities, both are active and passive, for the benefit of its residents and the environment we inhabit.

GOALS, POLICIES, AND ACTION ITEMS

Goal 6.1: Developing, expand and enhance Oregon City’s Park and Recreation System. Maintain, restore, and/or ~~and~~ enhance the existing parks and recreation system while planning for future expansion to ~~meet~~ balance residential growth with passive and recreational needs of the community.

Policies

- Policy 6.1.1 Provide an active neighborhood park-type facility within one half- mile and a community park-type facility within 3 to 5 miles of most residents of Oregon City.
- Policy 6.1.2 Whenever property adjacent to an existing neighborhood/community park becomes available, add property to the park and develop it to meet the current needs of existing neighborhoods.
- Policy 6.1.3 Regional and Community parks should both be developed in such a way that revenue producing amenities are included to bring in a revenue stream to fund partial maintenance of the system.
- Policy 6.1.4 Create either an endowment fund or a steady revenue stream to offset the adding of new maintenance responsibilities on a currently overburdened system.
- Policy 6.1.5 Identify and construct a network of off- street trails throughout the city for walking, ~~and~~ jogging, and biking.

- Policy 6.1.6 Provide land for specialized facilities such as sports fields and indoor recreation facilities **without compromising existing natural areas and natural features such as ponds, lakes and year-round or seasonal waters within the land to be developed.**
- Policy 6.1.7 Seek out opportunities to coordinate and partner with other departments, agencies, and jurisdictions to fulfill the aims of the Parks and Recreation Master Plan.
- Policy 6.1.8 Develop a community recreation center, with focus on providing programming and activities for the youth and families of Oregon City.
- Policy 6.1.9 Where passive recreation is proposed, emphasis shall be placed on the **restoration and** retention of natural conditions and the natural environment.
- Policy 6.1.10 Identify revenue producing opportunities for inclusion within existing and future park development to offset operational costs.
- Policy 6.1.11 Explore opportunities for the school district and the city to share recreation facilities such as athletic fields and meeting space.
- Policy 6.1.12 Partner with schools to create and maintain outdoor classrooms for nature study and other hands-on learning activities.**
- Policy 6.1.13 Develop a riverfront promenade along the Willamette River from River View Plaza at 5th Street to Clackamette Park.
- Policy 6.1.14 Recognize the need and implement natural sound barriers (i.e., berms created with native materials and plants) for the benefit of neighboring residents.**

Action Items

- Action Item 6.1.1 Update the Parks and Recreation Master Plan every 5 to 10 years.
- Action Item 6.1.2 Work with developers to include neighborhood park sites in subdivisions and, where possible, work with the developers to have them establish the park to city standards during subdivision development that would be given to the City to operate and maintain.
- Action Item 6.1.3 Investigate the possibility of forming a regional parks and recreational district to replace city provided services.

Action Item 6.1.4 **Work with developers to create natural sound barriers around neighborhood parks. Encourage low maintenance landscaping with native plants and materials.**

Action Item 6.1.5 **Develop plans for creation and maintenance of natural habitat sites to include connecting these sites thus providing greater diversity in plant life and natural habitat conditions that will support a greater diversity in wildlife**

Goal 6.2 Develop a "Natural Heritage Parks/Wildlife System."

Develop a plan to identify, map, and create a city-wide system of wildlife habitat areas that mirror those that greeted the area's pioneers and sustained the Native American tribes and wildlife of our area. These ecosystems include oak savannas, upland prairies, wet prairies, woodlands, riparian gallery forest, shrubland, and rare peat bogs. Together these wildlife habitat areas will form an interconnected "Natural Heritage Parks/Wildlife Nature System" that will provide passive and active recreational opportunities for the citizens of Oregon City and provide a system of interconnected habitat for wildlife.

Policies

Policy 6.2.1 **Identify, map, and prioritize all City-owned open space not identified in the City Charter as a City Park. These are publicly owned, undeveloped lands, such as dedicated open space in PUDs and subdivisions.**

Policy 6.2.2 **Establish a citywide Natural Heritage Parks/Wildlife System for passive and active recreation and education from these publicly-owned lands.**

Policy 6.2.3 **Partner with schools to create and maintain outdoor classrooms within parks for nature study and other hands-on learning activities.**

Action Items

Action Item 6.2.1 **Identify, map, and prioritize for possible inclusion as parks or nature parcels all city owned property within the Urban Growth Boundary, including lands donated to the city as part of land use decisions.**

Action Item 6.2.2 **Provide maps of the above system to visitors, citizens, and schools for the opportunity of environmental education and appreciation of the City's natural heritage.**

Action Item 6.2.3 Create a partnership with schools to create and maintain outdoor classrooms with parks for nature study and other hands on learning activities.

Background

In 1999, the City adopted a new Parks and Recreation Master Plan as ancillary to the comprehensive plan, and substantially changed the way parks and recreations services are provided. The organizational structure of combining parks and cemetery operations with recreation (Carnegie Center, Aquatics, Pioneer Center and **citywide** recreational programming) was implemented at the beginning of 2000, paving the way for greater implementation of the entire master plan.

Continued implementation and periodic reviews and updates of this plan should continue, with special attention paid to those areas of the city where rapid growth is occurring. Since it is difficult to purchase large tracts of park land within already-developed areas, the City should look to newly annexed areas and to areas within potential future expansions of the Urban Growth Boundary for possible regional and community parks while large, relatively inexpensive property still exists.

The Waterfront Master Plan contains important provisions for recreation activities and open space/habitat protection. The City should work to implement the vision of the Waterfront Master Plan.

The City should partner with other service providers as well a private industry wherever possible to develop green spaces and areas for active recreational sites. The proposed sports complex in cooperation with Tri Cities (Environmental Services) in the area of Clackamette Cove is a prime example and this project should be aggressively courted. Where possible, the City should work with developers to include neighborhood park sites in subdivisions and, where possible, work with the developers to have them establish the park to city standards during subdivision development that would be given to the City to operate and maintain.

Because of funding constraints and need to keep up maintenance of existing inventories, regional and community parks should include revenue producing amenities to create revenue to at least partially fund maintenance of the system. The City should form either an endowment fund or 6-3 some other steady revenue stream to offset the adding of new maintenance responsibilities on a currently overburdened system.

The development of bike and pedestrian connections through green ways, natural parks and already existing parks as well as through newly acquired property and easements should be aggressively pursued. In particular, agreements with Metro and Clackamas County to implement Metro's Regional Trail System through and around Oregon City

should be pursued. The City should consider taking the lead role in joint applications for state and federal Trail Grants.

Emphasis should be put on the Oregon City Loop Trail with the possibility of acquiring property or easements along the Canemah Bluffs to join the property owned by Metro with the City's promenade and Willamette River Trails.

A great emphasis needs to be placed on the development of recreational facilities **and at the same time provide sound barriers for neighboring residents** as the City continues to grow. Demands for a Community Center with a new pool and other recreational amenities and programs are building, as was shown in the series of Town Hall meetings held in 2001 as part of the First City's Future planning (see First City's Future Phase 1 Report). Programming for youth and families in Oregon City is becoming ever more important. Activities for teens appear to be the greatest current need.

With the rapid growth bringing new families into the city and the surrounding area, revisiting the 1999 Parks and Recreation Master Plan on a 5- to 10-year cycle will become imperative, as new residents will bring new ideas and demands.

7. ECONOMIC DEVELOPMENT

[insert quote]

This section of the Oregon City Comprehensive Plan is intended to comply with Statewide Planning Goal 9, Economy of the State, which calls for diversification and improvement of the economy. This goal requires local government “to inventory commercial and industrial lands, project future needs for such lands, and plan and zone enough land to meet those needs.”

Through the goals, policies, and action items of this element, Oregon City shall strive to provide for a higher mix of commerce and industry to provide more local, family-wage jobs for its residents, **that can be accommodated and continued without irreversible impairment of natural resources productivity, the ecosystem, and the quality of air, land, and water resources.** Vacant industrial land inside the UGB should be monitored to ensure a sufficient supply to support continued economic growth. Other factors in a healthy economy are efficient land use patterns, coordination with public agencies and the business community, adequate transportation for goods and services, job training, and support for home-based businesses. This element, and the supporting resource document (Economic Development Technical Report), demonstrates that Oregon City will continue to have a sufficient supply of commercial and industrial land and policies to promote a healthy economy, **without irreparable impairment of natural resource quality and function.**

GOALS, POLICIES, AND ACTION ITEMS

Goal 7.1: Improve Oregon City's Economic Health

Provide a healthy-vital, and-diversified, innovative economy including an adequate supply of goods and services and employment opportunities working towards an economically reasonable, ecologically sound and socially equitable economy.

Policies

Policy 7.1.1 Attract high-quality commercial and industrial development that provides stable, high-paying jobs in safe and healthy work environments, that contributes to a broad and sufficient tax base, and that does not compromise-exceed the quality-carrying capacity of the -environmentland.

Policy 7.1.2 Contribute to the health of the regional and state economy by supporting efforts to attract “traded sector industries” such as high technology and production of metals, machinery, and transportation equipment. (Traded sector industries compete in multi-state, national, and international markets and bolster the state's economy by bringing money in from sales of goods and services outside of the state.)

Policy 7.1.3 Develop concept plans that are compatible with surrounding uses and are environmentally friendly and employ sustainable development practices for all new commercial and industrial lands prior to development.

Policy 7.1.4 Encourage, through regulations, education, and incentives, all new commercial, industrial, and institutional development to feature innovative, attractive L.E.E.D. certified buildings, signage and native landscape vegetation consistent with sustainable development. attractive buildings, signage and landscaping.

Policy 7.1.5 Create and utilize cooperative public-private partnership with affected property owners, Clackamas Community College, and Oregon City High

School to develop an Eco-Industrial, Live/Work Village concept plan for the industrial area on Beaver Creek Road.

Policy 7.1.6 The term "Future Urban Holding" is to be used rather than the proposed industrial designation for the area East of Beaver Creek Road as an allowance for additional time to summarize current components of a concept plan, conceive of additional valid and valuable components, and to incorporate those deemed viable, in order to adapt zoning for its inclusion in the Proposed Comprehensive Plan, as no current zoning or land use description is applicable.

Policy 7.1.7 All industries shall meet all federal, state and local environmental quality standards.

Policy 7.1.8 All industries shall undergo a periodic (5-year or 10-year) review assessment of all federal, state and local environmental quality standards and enhance industry performance to meet current and/or updated environmentally-sustainable requirements.

Action Items

Action Item 7.1.1 Complete a sustainable development concept plan as part of the annexation application (prior to annexation) for the Beaver Creek Road industrial area for an eco-industrial, mixed-use village. a concept plan prior to annexation for the Beaver Creek Road industrial area.

Action Item 7.1.2 Review all of the potential tools that may be available to encourage sustainable industrial redevelopment, including but not limited to property tax abatement programs, low interest loans or grants for brownfield or hazardous soils remediation and seismic retrofit of older structures, land assembly, and provision of public infrastructure.

Action Item 7.1.3 Apply a temporary zoning designation for the area east of Beaver Creek Road as a "Future Urban Holding." This designation will allow time to develop a concept plan and define plan designations and zoning for inclusions in the Comprehensive Plan and city ordinance.

Goal 7.2: Cooperative Partnerships

Create and maintain cooperative partnerships with other public agencies and business groups interested in promoting economic development.

Policies

Policy 7.2.1 Seek the input of local businesses and encourage sustainable development when making decisions that will have a significant economic impact on the community.

Policy 7.2.2 Carefully consider the economic impacts of proposed programs and regulations in the process of implementing the City's comprehensive plan.

Policy 7.2.3 Simplify, streamline, and continuously improve the permitting and development review process.

- Policy 7.2.4 Use financial tools available to the City **and developers**, including its urban renewal program and capital improvement program, to support its economic development efforts **as sustainable development**.
- Policy 7.2.5 Utilize public-private partnerships as a means to leverage private investment when appropriate.

Action Items

- Action Item 7.2.1 Maintain the database and mapping necessary to assist economic development activities, and establish a process to continually keep the database current and relevant. Encourage business investment and redevelopment by mapping and promoting vacant and redevelopable industrial, commercial and mixed-use sites.
- Action Item 7.2.2 Continue to support cooperative and active working relationships with the Oregon City Chamber of Commerce, the Clackamas County Business and Economic Development Services Department, Clackamas Community College, Clackamas County Tourism Development Council, the Oregon Economic and Community Development Department and other public and private groups to plan and promote economic growth in the community.
- Action Item 7.2.3 Review programs that provide tax abatement for employers that exceed established minimum employment/income thresholds, for suitability to Oregon City.
- Action Item 7.2.4 **Support all partners in promoting innovation of the Eco-Industrial “Sustainable Technologies” approach concept plan for the Beavercreek Road Future Urban Holding area and seek incentives, grants, low interest loans, etc., from all possible sources to ensure feasibility of the Beavercreek Road industrial area development.**

Goal 7.3: Retention of Existing Employers

Retain existing employers, whether public or private, and encourage them to grow and expand within the City.

Policies

- Policy 7.3.1 Protect existing industries from encroachment by incompatible land uses, and ensure that expansion options **consistent with sustainable development** are available to them wherever possible.
- Policy 7.3.2 Support programs of Clackamas County, the Oregon Department of Economic and Community Development, the Small Business Administration, **Clackamas Community College, the Environmental Learning Center**, and other agencies that provide business-related services such as low-interest loans, job training, **sustainable development training**, and business counseling.
- Policy 7.3.3 Encourage the retention and expansion of Clackamas County as a major employer inside the city.
- Policy 7.3.4 Work cooperatively with Clackamas Community College, Clackamas County (for Red Soils Facility), and Willamette Falls Hospital to help facilitate their expansion, and encourage master planning for future expansions, **consistent with sustainable development**.

Action Items

- Action Item 7.3.1 Review the existing Campus Industrial zoning of the Clackamas County Red Soils area and amend the zoning map or standards as appropriate to fully implement the Clackamas County Red Soils Site Master Plan.
- Action Item 7.3.2 Develop an industrial outreach program that includes a proactive and coordinated effort to reach out to existing industrial establishments in the City to see if they have needs that the City and/or its partners could address. Such an outreach program could also alert officials to any expansion plans of these industries.
- Action Item 7.3.3 Support Willamette Falls Hospital expansion by addressing land availability, signage, traffic circulation, and accessibility from major transportation routes.

Goal 7.4: Education, Skills And Workforce Training

To ensure that the major employers in the city are able to find qualified and skilled workers to meet their needs.

Policies

- Policy 7.4.1 Encourage Clackamas Community College to continue providing job-related training to develop relevant job skills. Support partnerships between Clackamas Community College and potential employees such as Willamette Falls Hospital and other private businesses and new employers on the City's industrial lands, especially near the college.
- Policy 7.4.2 Promote the development of ongoing partnerships between the college, the Oregon City School District, the Workforce Investment Council of Clackamas County, local and regional businesses, the Oregon Employment Department, and other agencies to train new workers.

Action Items

- Action Item 7.4.1 Encourage development of industrially-zoned properties near Clackamas Community College for uses that have some connection to the college in terms of skill building and job training.

Goal 7.5: Retail

Allow for a variety of retail outlets and shopping areas to meet the needs of the community and nearby rural areas.

Policies

- Policy 7.5.1 Develop local neighborhood or "specific" plans where appropriate to blend infill development along linear commercial areas into existing neighborhoods, **consistent with sustainable development.**
- Policy 7.5.2 Develop plans to provide the necessary public services to surrounding rural industrial lands for future **sustainable** development.

Goal 7.6: Tourism

Ensure land uses and transportation connections that support tourism as an important aspect of the City's economic development strategy.

Policies

- Policy 7.6.1 Protect historic, recreational, and natural resources as the basis for tourism.
- Policy 7.6.2 Promote Oregon City as a destination for tourism.
- Policy 7.6.3 Provide land uses in the Downtown Historic Area, 7th Street corridor, and the End of the Oregon Trail Interpretive Center that support tourism and visitor services.

Action Items

- Action Item 7.6.1 Encourage development that ties new development with the End of the Oregon Trail Interpretive Center and Train Depot.
- Action Item 7.6.2 Implement the tourism components of the Waterfront Master Plan including the boardwalk and other visitor amenities.
- Action Item 7.6.3 Support existing tourism attractions such as the Oregon Trail Foundation, Clackamas County Historical Society, McLoughlin Memorial Association, and City Parks and Recreation (Ermatinger House and Carnegie Center) to form an umbrella organization to implement an integrated plan to elevate and leverage historical and visitor attraction resources.
- Action Item 7.6.4 Improve the attractiveness of the historic downtown area for visitors.
- Action Item 7.6.5 Better define criteria for grant awards from the Civic Improvement Trust to support visitor amenities.
- Action Item 7.6.6 Improve signage to visitor attractions.
- Action Item 7.6.7 Encourage and support citywide events that would attract visitors and tie to the historic attractions of the city. Preserve tourism-related transportation services like the Oregon City Elevator and Trolley.
- Action Item 7.6.8 Encourage river-related tourism facilities and services, such as docking facilities, river transit, and river tours.
- Action Item 7.6.9 Encourage private development of hotel, bed & breakfast, restaurant facilities, and other visitor services.

Goal 7.7: Home-Based Businesses

Provide a supportive climate for home-based businesses.

Policies

- Policy 7.7.1 Encourage home-based businesses that are low impact, **consistent with sustainable development**, -and do not disrupt the residential character of the neighborhoods in which they are located.
- Policy 7.7.2 Encourage the support services that home-based businesses need.

Action Items

- Action Item 7.7.1 Provide a quick and simple approval process for home-based businesses that provides for an annual or biennial re-issuance of home-based business licenses, with spot-checks for compliance with zoning standards and conditions of approval.

- Action Item 7.7.2 Develop a Home Occupation Ordinance that encourages Home Occupations but provides safeguards to limit negative impacts on neighborhoods such as traffic, on-street parking, noise, odors, hours of operation, and visual nuisances.
- Action Item 7.7.3 Encourage the provision of business-related resources at the public library, such as high-speed internet access and meeting rooms; and small neighborhood commercial centers for business services such as copy machines and delivery services.

Goal 7.8: Transportation System

Recognize the importance of the land use-transportation link and encourage businesses to locate in areas already served by the type of transportation system they need.

Policies

- Policy 7.8.1 Through coordination with TriMet and local employers, encourage and promote the use of mass transit to travel between residential areas and employment areas.
- Policy 7.8.2 Participate in regional efforts to encourage employers to promote telecommuting and other flexible work arrangements.
- Policy 7.8.3 Assess the feasibility of implementing Transportation Management Associations in the city.
- Policy 7.8.4 Promote “shared parking” and transportation demand management (TDM) techniques such as transit vouchers, car or van pooling, and flexible schedules and telecommuting options to reduce peak hour trips.
- Policy 7.8.5 Work with the Oregon Department of Transportation to preserve and improve the capacity of Highway 213 and its intersection with I-205.
- Policy 7.8.6 Encourage the provision of multi-modal transportation to support major existing employers **consistent with sustainable development.**

Action Items

- Action Item 7.8.1 Improve the roads in the areas that will support industrial development, including Glen Oak Road, Henrici Road, and Beaver Creek Road.
- Action Item 7.8.2 Continue to proactively pursue funding and construction of the Meyers Road Extension.

Background

Oregon City has long had a prominent place in the history of commerce in Oregon and the Willamette Valley. From early times, the need to portage around the Willamette Falls created an opportunity for development. Regular river steamer service in 1850 made Oregon City a hub for the exchange and transfer of goods from the upper and lower Willamette River and the land routes on the east side of the river. The first large industry was based on waterpower — in 1865, the Oregon City woolen mill was established.

In 2003, the city is well served by new industrial and commercial establishments. Much of the land designated for future commercial development has now been developed. Industrial areas, such as the Fir Street light industrial area and the Red Soils industrial park, are also almost completely developed.

Employers

No single employer or sector dominates the employment picture, as most of the employers in Oregon City are relatively small businesses. Nine businesses have 100 or more employees, and the top three have over 200 employees: Willamette Falls Hospital (726), Fred Meyer (275), and Blue Heron Paper Company (250). The nine businesses account for almost 20 percent of the total number of private-sector employees in Oregon City. The rest are distributed among numerous small businesses. Out of 1,632 businesses,¹ 28 employers have over 50 employees and 94 have over 20 employees. In fact, the bulk of employers (1,215 out of 1,632 businesses registered), have fewer than 5 employees.

Willamette Falls Hospital and Clackamas Community College should be supported in their efforts to grow. In some respects they are mutually supportive. For instance, Clackamas Community College medical technologies and nursing programs provide qualified employees for the hospital and other related medical providers. Willamette Falls Hospital is by far the largest private employer. In addition to the number of employees working at the hospital, another 997 people are employed in health-related fields.

With respect to the breakdown of employment by industry sectors, 967 employees work in "eating and drinking establishments,"² 400 employees in "fabricated metals" and "primary metal industries," and 250 employees in "paper and allied products" (Blue Heron paper mill). There are 248 working in "auto repair services" and "auto repair shops". Another 185 work in "credit agencies" or "banking."

The largest public employer is Oregon City School District, with 1,080 employees. Interestingly, in 1982 the largest public employer was Clackamas Community College, which had 750 to 850 employees seasonally. Now it has 349 employees, or less than half its 1982 employment. The City of Oregon City has fewer employees now than it did in 1982 (159 now compared to 165 in 1982). There are a total of 3,287 employees between the City and County governments, School District, and Community College. There are also state and federal employees, such as the Oregon City Self-Sufficiency Center, with 146 employees.

Together, based on business license information and information from public agencies, there are approximately 9,718 private and 3,287 public employees in Oregon City, or 13,005 employees in Oregon City. About one-third of the total employment in the City is in the public sector. These numbers are most likely low, since not every business has a business license, and businesses may report a lower number of employees than they actually have. (The public sector employment number does not include state or federal workers). If both the public and private employees were underestimated by 10 percent, there would be a total of 14,305 employees in 2002. That compares with a 1982 estimate of 7,291 employees.

Buildable Land

An analysis of the current buildable land in Oregon City that might be available for commercial or industrial development was conducted for the updated Economic Development element of the 2003 Comprehensive Plan. The study looked at the density of commercial development and the

¹ As per the Oregon City's business license information, July 2002

² These are Standard Industry Classification, or "SIC" descriptions

number of employees per acre for different types of commercial and industrial land uses. The analysis is contained in the Resource Document supporting this Economic Development Element. The study also presented an estimate of future employment capacity based on available land. That is, how many employees could be accommodated within Oregon City and its current Urban Growth Boundary.

With respect to commercial land, the analysis illustrated that there are few remaining buildable acres within the city limits and the UGB. About 22.7 unconstrained³ acres of vacant and redevelopable, commercially zoned property was documented.

The situation with land zoned or planned for industrial purposes was different, with 181 net acres remaining of industrially zoned, buildable property. Most of the available land was in the downtown area, north of Abernethy Creek and south of Highway 213, or near Clackamas Community College along both sides of Beavercreek Road.

Metro Requirements

The Urban Growth Management Functional Plan established employment targets and other economic policy directives for jurisdictions within Metro. The City must substantially comply with the directives found within the Functional Plan or justify an exception to the directives.

As part of Title 1 of the Metro Urban Growth Management Functional Plan, Metro assigned a target number of jobs to Oregon City (8,185) which is the number of jobs the city should plan to accommodate between 1994 and 2017 within the 1996 city limits. In addition, Clackamas County allocated another 2,987 jobs to the area between the 1996 city limits and the UGB. This was part of Clackamas County's employment and housing target distribution in the urban unincorporated area surrounding Oregon City, as reported in the "Clackamas County Urban Growth Management Functional Plan Compliance Report" (June 29, 2000). Although Oregon City never formally agreed to the County's employment distribution of 2,987 jobs, combining Metro's job capacity for Oregon City (8,185) with the County's allocation for the UGB (2,927) results in a combined target number of 11,172.

The technical analysis concluded that, with the implementation of the Downtown Community Plan and some other modest changes to the zoning ordinance and comprehensive plan map (changing the area north of the Fairways Airport land strip to industrial and adding two neighborhood commercial centers), the city could accommodate 9,048 jobs within the projected time period. This is short of the target amount by only 2,124 employees. Put another way, the city can reach 81 percent of the combined employment target.

The downtown area is designated as a Regional Center Design Type on the Metro 2040 Growth Concept map and is planned to encourage the development of very high density, mixed-use retail, office, and residential uses, served by high quality transit service and multi-modal street networks. The City has adopted a Downtown Community Plan that is consistent with the regional center designation. The zoning proposed in the Downtown Community Plan assigns a new "Mixed Use Downtown" (MUD) zone designation for current industrial zone designations

³ "Constraints" refers to steep slopes, wetlands, wetland buffers, and riparian corridors.

on some of the properties. The effect will be to replace some exclusively industrial land with mixed uses that will generate employment but not in light or heavy industries.

Another Design Type assigned to Oregon City on the 2040 Growth Concept Map is Employment Areas. Oregon City has elected to apply the Industrial Area Design Type on its comprehensive plan map by including all industrial designations in that category.

Title 4 of Metro's Urban Growth Management Functional Plan restricts "big-box retailers" (i.e., a single retailer with over 60,000 gross leasable area in size) from locating within areas identified as an employment area on Metro's Employment and Industrial Areas map. A new "Mixed Use Employment District" restricts retail uses to less than 60,000 gross square feet.

A UGB expansion along Beavercreek Road will add new approximately 250 acres of industrial land in that area. To ensure efficient, orderly, and adequate provision of services and creation of compatible industrial development, a Concept Plan (see Land Use element for discussion) should be adopted prior to any proposed urban levels of development.

Preserving and Growing Oregon City's Economy

Ensuring an adequate supply of industrial land is only part of the equation for economic health. The City can participate in other ways to help grow the local economy. The City can work with local businesses, organizations and other jurisdictions to develop partnerships in **sustainable** development, develop incentives to help promote **sustainable** development, and keep abreast of changing conditions that might require regulatory or plan changes. Other activities include encouraging the creation of a skilled workforce, working to retain and expand existing employers, promoting tourism and home-based businesses, and ensuring that the transportation system can meet the needs of industry and employees. Transportation bottlenecks can constrain the expansion of businesses and prevent new ones from locating here because of the added costs that congestion imposes. Alternative transportation modes and transportation demand management strategies can relieve some of the pressures on the roadway system.

Economic Development Incentives

Through the public involvement process for the comprehensive plan update, citizens recommended market-based incentives to encourage development in the Downtown and Waterfront areas. Market-based incentives can fall into the following categories:

1. Public commitments and actions **that are consistent with sustainable development**, such as locating city offices downtown, supporting transit operations, and following through on critical City projects recommended by the Downtown and Waterfront master plans.
2. Regulatory code compliance relief, which could be linked to **sustainable** development standards (reduced setbacks, reduced parking, reduced percentage of landscaping or site coverage, **green building designs, L.E.E.D. certified buildings and products**), or relief from fees or charges, such as SDC's.

3. Public support, which could include design assistance, small business and marketing assistance, providing marketing studies or pro-forma analysis, promoting downtown in city publications, and supporting special events like parades, farmers' markets, or antique fairs.
4. Financial assistance, which could range from using the City's Capital Improvement Program or Urban Renewal programs to improving public infrastructure or building parking lots, providing low interest loans or direct grants, using local improvement districts (with or without the City picking up part of the design and administration costs), and property tax abatement.
5. Direct assistance with **sustainable** development, which could be public/private partnerships or co-development (i.e., sharing the cost of building and maintaining a parking structure with spaces allotted to both the public and the private business), land assembly and resale, and loan guarantees.

8. HOUSING

[insert quote]

This section of the Oregon City Comprehensive Plan is intended to comply with Statewide Planning Goal 10, Housing. This goal specifies that each city must plan for and accommodate needed housing types, such as multifamily and manufactured housing. It requires each city to inventory its buildable residential lands, project future needs for such lands, and plan and zone enough buildable land to meet those needs. It also prohibits local plans from discriminating against needed housing types.

Oregon City is required by regional and state requirements to provide an adequate supply of vacant and buildable land for future residential growth and ensure that land is designated for a variety of housing types to fit a range of income and need. The housing element and its supporting resource document are intended to satisfy those requirements, **consistent with sustainable development.**

Oregon City recognizes that the health of the city depends on the health of the neighborhoods **and ecosystems** that form the building blocks of a livable city. The housing goals and policies are intended to ensure that the integrity of existing neighborhoods is protected and that planning for new neighborhoods as the city expands is comprehensive, and inclusive of a range of housing types and services to serve residents, **and can be accommodated and continued without irreversible impairment of natural resources productivity, the ecosystem, and the quality of air, land and water resources.**

GOALS AND POLICIES

Goal 8.1: Providing diverse housing opportunities for Oregon City residents.

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

Policies

- Policy 8.1.1 Maintain the existing residential housing stock in established older neighborhoods by maintaining existing comprehensive plan and zoning designations where appropriate.
- Policy 8.1.2 Ensure active enforcement of the City's Municipal Code regulations to ensure maintenance of housing stock in good condition and to protect neighborhood character and livability.
- Policy 8.1.3 Designate residential land for a balanced variety of densities and types of housing, such as single-family attached and detached, and a range of multi-family densities and types, including mixed-use development, **in a manner that encourages sustainable development.**
- Policy 8.1.4 Aim to reduce the isolation of income groups within communities by encouraging diversity in housing types within neighborhoods consistent with the Clackamas County Consolidated Plan.

- Policy 8.1.5 Allow Accessory Dwelling Units under specified conditions in single-family residential designations with the purpose of adding affordable units to the housing inventory and providing flexibility for homeowners to supplement income and obtain companionship and security.
- Policy 8.1.6 Allow site-built manufactured housing on individual lots in single-family residential zones to meet the requirements of state and federal law. (Pursuant to state law, this policy does not apply to land within designated historic districts or residential land immediately adjacent to a historic landmark.)
- Policy 8.1.7 Develop criteria for the siting medium and high-density residential lands, **in a manner that encourages sustainable development.**
- Policy 8.1.8 Use a combination of incentives and development standards to promote and encourage well-designed single-family subdivisions and multi-family **sustainable** developments that result in neighborhood livability and stability.

Action Items

- Action Item 8.1.1 Continue to assess and review development standards for multi-family, commercial, institutional, and industrial developments to ensure a balance of flexibility and predictability and encourage good design standards.
- Action Item 8.1.2 Create and apply a higher density residential zone that allows up to 40 units per acre, with a minimum density provision **consistent with sustainable development practices.**
- Action Item 8.1.3 Amend the zoning code to allow a medium density, small-lot and single-family attached dwellings (e.g., rowhouses or town houses) in medium density plan and zoning designations.
- Action Item 8.1.4 Continue to assess and review the zoning regulations to ensure a balance of flexibility and predictability and to encourage good site design.
- Action Item 8.1.5 Develop incentive-based design standards for single-family **sustainable** development.

Background

Oregon City is unique in the area for its role in Oregon history and for the age and diversity of its housing stock. Many of the older homes and buildings have historical significance. Therefore, housing planning in the city is aimed at both development of new housing units and preservation or careful redevelopment of older historic housing units. Like many other communities in the Willamette Valley, Oregon City grew more quickly than expected in the 1990s—nearly doubling in size—and more units will be needed to accommodate new residents or citizens wishing to move into different types of housing.

Existing Conditions

This Housing Element summarizes the results of a housing study conducted in 2002 to determine whether existing comprehensive plan and zoning designations would accommodate growth through 2017. The study included an inventory of existing vacant buildable and underutilized land, compared the characteristics of the existing housing stock and demographics in Oregon City and the region, and forecasted housing needs. The housing study became the Housing Element Resource Document and supports this Housing Element. Readers should refer to the resource document for detailed information on Oregon City's demographic composition (2000), residential land inventory (2002), and projected housing need (to 2017).

The housing study revealed that affordability of housing is an issue, as in many jurisdictions. Housing affordability is based on the percentage of monthly income spent on housing. Using the US Department of Housing and Urban Development's standard formula to determine affordability of 30 percent of monthly income, 12 percent of Oregon City residents cannot afford a studio apartment, and over 23 percent are not able to afford a two-bedroom apartment.

Other demographic characteristics revealed by the housing study were:

- Oregon City has a higher percentage of its total population in group quarters (3.5 percent) than the Portland Metro Area (1.8 percent). The number of residents seeking housing in group quarters (nursing or residential care facilities) is likely to increase as the population ages over the next 20 years.
- Oregon City has a slightly younger population than the Portland metropolitan area.
- The percentage of female-headed households living in Oregon City in poverty is significantly higher than the Portland metropolitan area (25 percent to just over 20 percent).
- Household income distribution in Oregon City mirrors that of the Portland metropolitan area.
- Oregon City's composition of housing stock by type of housing (e.g., single family detached and multi-family) and the percentage of renters versus owners is similar to that in the Metro area.
- Oregon City has a deficit of land for multifamily units to meet expected demand.

State and Metro Requirements

The Statewide Planning Goal for Housing (Goal 10) is to provide for the housing needs of citizens of the state. Part of complying with the Housing Goal is ensuring not only that there is an adequate supply of vacant and buildable land for future growth, but also that the land is designated for a variety of housing types to fit a range of income, need, and preference.

In the mid-1990s, the Metro government adopted the 2040 Growth Concept, which was developed to ensure that the region complies with state goals for land use in a coordinated way and that housing and employment growth can be accommodated equitably across the region. After the establishment of the Metro Urban Growth Boundary (UGB) around the cities, the affected cities and counties negotiated targets for new dwelling units and jobs. In 1994, Metro and Clackamas County estimated that Oregon City should expect to accommodate 9,940 additional units between 1994 and 2017, within the city and the UGB. To comply with the Metro target, Oregon City needed to demonstrate that, after subtracting units built between 1994 and 2002, the land use designations on remaining vacant and underutilized land would

accommodate the difference in needed new dwelling units. If Oregon City could not accommodate the new housing units, then the City would need to find other ways to meet the capacity target, most likely through increasing minimum residential densities within the city and UGB.

The 2002 housing inventory revealed that 3,665 dwelling units were built between 1994 and 2002, which left 6,075 new units needed to meet the Metro 2017 target. After accounting for expected future accessory dwelling units and environmentally constrained land, the overall planned density of residential land in Oregon City and within the UGB was not sufficient to meet the dwelling unit capacity targets established by Metro. Full development of all vacant and partially vacant land under the current comprehensive plan designations would result in only 4,593 new units missing the capacity target by over 1,400 units.

Through the involvement of a citizen advisory group and with input from staff, the City made changes to the comprehensive plan map and to the zoning code. Overall, the changes in the comprehensive plan update provided the additional units needed to meet Metro's 2017 residential target for Oregon City. The 2002 population of 27,270 plus the population expected at build out (including the 2002 UGB expansions at South End Road and Redland Road), yields a population of approximately 45,700 in 20 years.¹

A new plan map designation of "Mixed Use" was developed to include the mixed use zones planned for downtown as well as other areas of the city suited to combinations of compatible uses. To increase the range of housing available, some areas of the city were recommended to be redesignated to more intense residential uses based on the following locational criteria:

- along arterials or collectors
- close to business districts and employment and education centers
- in the downtown mixed use area
- adjacent to similar more intense densities

Many of the policies from the 1982 comprehensive plan were still relevant and were carried over into the updated plan. Since the housing inventory conducted in 2002 established baseline data for housing, an action item to keep the database current was also added.

¹ Assumes 2.62 per household and 5% vacancy.

9. PUBLIC FACILITIES

[insert quote]

This section of the Oregon City Comprehensive Plan is intended to comply with Statewide Planning Goal 11, Public Facilities. This goal calls for efficient planning of public services such as sewers, water, law enforcement, and fire protection. The goal's central concept is that public services should be planned in accordance with a community's needs and capacities rather than be forced to respond to development as it occurs.

This element deals with the provision of public facilities and services to residents of Oregon City. The goals and policies are intended to foster **sustainable** development in Oregon City that is guided and supported by the timely, orderly and efficient provision of public facilities and services **that can be accommodated and continued without irreversible impairment of natural resources productivity, the ecosystem, and the quality of air, land, and water resources**. Oregon City is committed to providing safe and accessible public facilities that contribute to the quality of life and welfare of its citizens.

GOALS, POLICIES, AND ACTION ITEMS

Goal 9.1: 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 consistent with sustainable development.

Policies

Policy 9.1.1 Ensure adequate public funding for the following urban facilities and services:

- a. Streets and other roads and paths
- b. Wastewater collection
- c. Storm water management services
- d. Police protection
- e. Fire protection
- f. Parks and recreation
- g. Water distribution
- h. Planning, zoning and subdivision regulation
- i. Library services
- j. Aquatic Center
- k. Carnegie Center
- l. Pioneer Community Center
- m. City Hall
- n. Buena Vista House

Policy 9.1.2 Provide public facilities and services **for sustainable development**, consistent with the goals, policies and implementing measures of the comprehensive plan.

Policy 9.1.3 Confine urban public facilities and services to the city limits except where allowed for safety and health reasons in accordance with state land use planning

goals and regulations. Facilities that serve the general public will be centrally located and accessible, preferably by multiple modes of transportation.

- Policy 9.1.4 Support **sustainable** development on underdeveloped or vacant buildable land within the City where urban 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, **consistent with sustainable development**.
- Policy 9.1.5 Design the extension or improvement of any major urban facility and service to an area to complement other urban facilities and services at uniform levels, **consistent with sustainable development and the carrying capacity of the land**.
- Policy 9.1.6 Enhance efficient use of existing urban facilities and services by encouraging **sustainable** development at maximum levels permitted in the comprehensive plan, implementing minimum residential densities, and adopting an Accessory Dwelling Unit Ordinance to infill vacant land.
- Policy 9.1.7 Develop and maintain a coordinated Capital Improvements Plan which provides a framework, schedule, prioritization, and cost estimate for the provision of urban facilities and services within the City of Oregon City and its Urban Growth Boundary.

Goal 9.2: Wastewater

Seek the most efficient, and economic, and sustainable means available for constructing, operating, and maintaining the City's wastewater collection system while protecting the environment and meeting state and federal standards for sanitary sewer systems.

Policies

- Policy 9.2.1 Plan, operate, and maintain the wastewater collection system for all current and anticipated city residents within the existing urban growth boundary. Strategically plan for future expansion areas.
- Policy 9.2.2 Given the vision for Clackamette Cove, investigate strategies to deal with increased flows, including alternate locations for treatment, from growth in the Damascus area and the potential closure of the Kellogg Plant.
- Policy 9.2.3 Work with Tri-City Service District to provide enough capacity in its collection system to meet standards established by the Oregon Department of Environmental Quality (DEQ) to avoid discharging inadequately treated sewage to surface waters.
- Policy 9.2.4 Seek economical means to reduce inflow and infiltration of surface and ground water into its wastewater collection system. As appropriate, plant riparian vegetation to slow stormwater, and to reduce erosion and stream sedimentation.

Policy 9.2.5 Implement the City's wastewater policies through the Wastewater Master Plan.

Action Items

- Action Item 9.2.1 Implement a Capacity, Management, Operations and Maintenance (CMOM) program, including, TV inspection, flow monitoring, and smoke testing to document existing system problems.
- Action Item 9.2.2 Upgrade pump stations as needed to reduce the potential for malfunctions and bypasses.
- Action Item 9.2.3 Continue to work with Tri-City Service District to reduce inflow and infiltration (I&I) into the system.
- Action Item 9.2.4 Implement the capital improvement program defined in the Wastewater Master Plan.

Goal 9.3: Water Distribution

Seek the most efficient, and economic, and environmentally sustainable 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.

Policies

- Policy 9.3.1 Plan, operate, and maintain the water distribution system for all current and anticipated city residents within its existing urban growth boundary and strategically plan for future expansion areas.
- Policy 9.3.2 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.
- Policy 9.3.3 Maintain adequate reservoir capacity to provide all equalization, operational, emergency, and fire flow storage required for the City's distribution system.

Action Items

- Action Item 9.3.1 Implement the capital improvement program defined in the Water Master Plan.
- Action Item 9.3.2 Strategize funding, determine optimum location, and prepare preliminary design alternatives for additional water storage capacity (reservoir).
- Action Item 9.3.3 Continue pipe replacement program to upsize and replace deficient water lines.
- Action Item 9.3.4 Install additional pressure reducing valves to eliminate need for individual pressure reducers on individual properties.

Goal 9.4: Stormwater Management

Seek the most efficient, and economical, and environmentally sustainable means available for constructing, operating, and maintaining the City's stormwater management system while protecting the environment and meeting regional, state, and federal standards for protection and restoration of water resources and fish and wildlife habitat.

Policies

- Policy 9.4.1 Plan, operate, and maintain the stormwater management system for all current and anticipated city residents within Oregon City's existing urban growth boundary and strategically plan for future expansion areas.
- Policy 9.4.2 Adopt "green streets" standards to reduce the amount of impervious surface and increase the use of bioswales, **rainwater catchment systems and other innovative methods** for stormwater retention where practicable.
- Policy 9.4.3 Assure parking lot designs mitigate stormwater impacts. Take measures to reduce waterflow and increase water absorption through the use of bioswales, vegetated landscaped islands with curb cuts to allow water inflow, and tree planting.
- Policy 9.4.4 Maintain existing drainageways in a natural state for maximum water quality, water resource preservation, and aesthetic benefits.
- Policy 9.4.5 Design stormwater facilities to discharge surface water at pre-development rates and enhance stormwater quality in accordance with criteria found in the City's *Stormwater and Grading Design Standards*.
- Policy 9.4.6 Regularly review and update the above standards to reflect evolving stormwater management techniques, maintenance practices, and environmental compatibility, **consistent with sustainable development and the carrying capacity of the land.**
- Policy 9.4.7 Provide stormwater management services and monitor and report the impacts of those services in accordance with its NPDES MS-4 permit.

Action Items

- Action Item 9.4.1 Review Public Works Stormwater and Grading Design Standards regularly to monitor effectiveness and local infrastructure and downstream watershed impacts.
- Action Item 9.4.2 Eliminate remaining cross connections with wastewater collection infrastructure.
- Action Item 9.4.3 Develop an approved method for discharging gutter downspouts **into catchment systems or** as surface runoff to lawns or other landscaping rather than connecting directly to the piped system below the roads.

- Action Item 9.4.4 Prepare a Stormwater Management Master Plan for all drainages in the city using a watershed approach that addresses conveyance, detention and natural resource.
- Action Item 9.4.5 Review performance of detention ponds and implement improvements where necessary.
- Action Item 9.4.6 Review Storm Drain Fee methodology, update to determine city-wide operations and maintenance needs for the stormwater management system, and adjust fees as appropriate.
- Action Item 9.4.7 Implement the capital improvement program defined in the master plans.

Goal 9.5: Solid Waste

Seek to ensure that the most cost effective integrated solid waste plan is developed and implemented, consistent with sustainable development.

Policies

- Policy 9.5.1 Acknowledge Metro's responsibility for preparing and implementing the Regional Solid Waste Management Plan as solid waste disposal is a regional concern requiring regional solutions.
- Policy 9.5.2 Coordinate with Metro and the County as needed to help implement the goals and objectives of the Regional Solid Waste Management Plan.
- Policy 9.5.3 Commit to long-term sustainability and recognize the link between reduction of solid waste, reuse and recycling of materials, and protection of natural resources.

Goal 9.6: Transportation Infrastructure

Optimize the City's investment in transportation infrastructure, consistent with sustainable development.

Policies

- Policy 9.6.1 Recognize that alternative funding sources will be needed to maintain the City's transportation system operations and maintenance.
- Policy 9.6.2 Investments will be made 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.
- Policy 9.6.3 Advocate for local, state, and regional cooperation in achieving an integrated connected system such as for the Amtrak station, light rail, and bus transit.

Action Items

- Action Item 9.6.1 Pursue alternative funding sources to provide cost-effective transportation system operations and maintenance.

- Action Item 9.6.2 Establish a Park and Ride facility for rapid transit or light rail.
- Action Item 9.6.3 Establish a public transportation route connecting the Amtrak Train Station to the downtown Tri-Met bus station.

Goal 9.7: Non-City Utility Operations

Coordinate with utilities that provide electric, gas, telephone and television cable systems, and high speed internet to Oregon City residents to ensure adequate service levels.

Policies

- Policy 9.7.1 Require local service lines in new subdivisions be placed underground.
- Policy 9.7.2 Seek methods of funding for the relocation of utilities underground in existing areas, especially along commercial corridors and business districts, such as a modest surcharge on power bills.
- Policy 9.7.3 Coordinate with private utility providers to install infrastructure during street construction and maintenance activities to reduce the need to repeatedly cut into newly paved streets.
- Policy 9.7.4 Adopt lighting practices in street and other public facilities, and encourage it in private development to reduce glare, light pollution, light trespass, and energy use, while maintaining even lighting ensuring good visibility and safety for the public.
- Policy 9.7.5 Encourage development of broadband networks in street rights-of-way in a coordinated way to provide state of the art technology to its residents.
- Policy 9.7.6 The cell tower ordinance will be maintained and enforced to reduce the visual impacts of this infrastructure. Innovations in reducing, camouflaging or screening cell towers will be adopted, supported and encouraged.

Action Items

- Action Item 9.7.1 Investigate provision of City-owned telecommunications facilities if underprovided.
- Action Item 9.7.2 Seek methods of funding for the relocation of utilities underground in existing areas, especially along commercial corridors and business districts, such as placing a modest surcharge on power bills.

Goal 9.8: Health and Education

Work with health care and education providers to optimize the siting and use of provider facilities, consistent with sustainable development.

Policies

- Policy 9.8.1 Work with Clackamas County as needed to ensure that county services are sited appropriately **consistent with sustainable development** and that citizens of Oregon City continue to have access to County health and human services.

- Policy 9.8.2 Coordinate with the master planning efforts by Willamette Falls Hospital to address **environmental**, neighborhood and health provider concerns about future expansion plans, parking, traffic, and circulation.
- Policy 9.8.3 Coordinate with the Oregon City School District to ensure that elementary and middle school sites occupy locations within and as central to the neighborhoods they serve as possible.
- Policy 9.8.4 Require secondary schools within the Urban Growth Boundary be subject to the development review process for impacts on land uses, **the environment** and services.
- Policy 9.8.5 Require trails around the Oregon City High School and Clackamas Community College to augment the natural resources areas and offer a recreational opportunity for the entire community.
- Policy 9.8.6 Review subdivision proposals for impact on the school system.

Action Items

- Action Item 9.8.1 Rezone Clackamas Community College and Willamette Falls Hospital to a consistent new campus-type zoning designation that would support efficient land use with the long-term plans of the College and Hospital.

Goal 9.9: Fire Protection

Maintain a high level of fire suppression and emergency medical services capacity.

Policies

- Policy 9.9.1 Ensure that all areas, including newly annexed areas, receive uniform levels of fire protection and emergency medical services.
- Policy 9.9.2 Maintain the city's Class IV fire insurance rating and work towards achieving a Class III rating, as funds are available.
- Policy 9.9.3 Promote public awareness of fire prevention techniques, emergency management, and emergency preparedness education programs as important components of community safety.

Action Items

- Action Item 9.9.1 Develop and implement emergency management and emergency preparedness education programs.

Goal 9.10: Police Protection

Preserve the peace and provide for the safety and welfare of the community.

Policies

- Policy 9.10.1 Emphasize the protection of life and property in Oregon City.

Policy 9.10.2 Maintain continuous liaison with other elements of the criminal justice system.

Policy 9.10.3 Strive to provide rapid response to emergency and non-emergency calls. The police response goals are:

- Maximum three minutes response on life saving emergencies.
- Maximum of four minutes, 80% of the time, for crimes in progress, potential threat to life.
- Maximum ten minutes, 80% of the time, for non-emergencies.

Policy 9.10.4 Promote traffic safety through active traffic law enforcement and the investigation of accidents, to reduce injuries and fatalities from traffic accidents.

Policy 9.10.5 Meet contemporary, professional standards for police officer training including:

- In-service training at roll call.
- Scenario-based training.

Policy 9.10.6 Retain patrol and investigation as the primary functions of the Police Department.

Policy 9.10.7 Maintain an active Police Reserve Program and train reserves to meet the requirements of the Police Reserve Program.

Policy 9.10.8 Maintain vehicles to ensure 24-hour availability and usage.

Policy 9.10.9 Continually evaluate operations to maximize effectiveness and efficiency.

Policy 9.10.10 Seek to have a department and community committed to the philosophy of Community-oriented Policing. Develop community partnerships so that both the community and department are empowered to solve problems and seek creative solutions.

Policy 9.10.11 In addition to enforcement, help deter crime through proactive programs that emphasize education, prevention, and cooperation.

Action Items

Action Item 9.10.1 Continue to implement policing policies in Oregon City through the department's Strategic Plans.

Action Item 9.10.2 Seek community support for funding an increase in staffing levels and improvement of police facilities to acceptable standards.

Goal 9.11: Civic Facilities

Strategically locate civic facilities consistent with sustainable development to provide efficient, cost effective, accessible, and customer friendly service to Oregon City residents.

Policies

Policy 9.11.1 Locate City facilities ~~in a way consistent with sustainable development such that ensures customer service and provides easy access to the majority of residents are provided~~. Access should be provided for the physically impaired and for those traveling by transit, bicycle, or foot.

Policy 9.11.2 Implement measures to maximize and leverage resources and increase services to the public.

Policy 9.11.3 Locate facilities **consistent with sustainable development** that serve similar needs of residents together or in close proximity to increase convenience and reduce the need for multiple trips.

Policy 9.11.4 Incorporate measures to meet long-term rising demand for services. Provide for future needs of increased staff, space and storage when purchasing or building new city facilities.

Policy 9.11.5 Locate City facilities **consistent with sustainable development** in locations that can assist in the revitalization of the downtown area.

Policy 9.11.6 Support City owned historic facilities.

Action Items

Action Item 9.11.1 Develop an inventory of city, county, state, school district and other public facilities in Oregon City and map sites using GIS.

Action Item 9.11.2 Pursue co-location with other government service providers such as Clackamas County, School Districts, and state government where feasible to reduce costs and improve service and convenience to residents.

Action Item 9.11.3 Evaluate the feasibility of building a new City Hall, which would include, at a minimum, the administrative functions of the City including the City managers office, public works administration, community services, community development, finance and the city commission chambers. A new City Hall does not need to include police or the public works shops since their locational requirements are different. The City Hall may also include a library, depending on the location. However, the Library may serve a larger population, therefore its requirements may also be different. An important factor for the City Hall location should include proximity to downtown and other City facilities. Such locations are important since they may help revitalize downtown and increase the ease of access to other City facilities and amenities, such as the Carnegie Center. Locations including the area near 7th Street and Washington and the County Courthouse (should it become available) are possibilities. Other locations may include the old High School.

Action Item 9.11.4 Adopt and implement a public facilities master plan that determines where City services are best located over the long term.

Background

LCDC Goal 11 requires that development be guided and supported by the timely, orderly and efficient provision of public facilities and services, including police protection, wastewater collection and treatment, water supply and distribution, stormwater management, health services, energy and communication services, and local governmental services. Comprehensive plans are required to provide for key facilities. A public facility or service should not be provided unless there is a provision for the coordinated development of other urban facilities and services appropriate to the area. Highest priority should be given to service provisions within City limits. Services should also be extended on a timely basis to serve development within the UGB.

Below is a brief description of the community facilities provided by Oregon City or other providers. Relevant ancillary documents are referenced as well. The Oregon City Comprehensive Plan Resource Document contains more detailed information about existing conditions, including system maps.

Wastewater Collection, Water Distribution, and Stormwater Management

The planning and implementation of wastewater collection (sanitary sewer), water distribution, and stormwater management systems in Oregon City are governed by documents ancillary to the comprehensive plan, including:

- Sanitary Sewer Master Plan (2003)
- Water Master Plan (2003)
- Drainage Master Plan (1988)
- Caufield Basin Master Plan (1997)
- South End Basin Master Plan (1997)

Funding for operations and maintenance of the City's wastewater collection, water distribution, and stormwater management systems is provided by utility fees paid by users.

Wastewater: Oregon City collects wastewater within the community for treatment at the Clackamas County Tri-City Water Pollution Control Facility (WPCF). The Oregon City Sanitary Sewer Master Plan establishes the existing and future wastewater collection system. The plan indicates that Oregon City's sanitary sewer system is in relatively good condition with isolated areas of capacity-related problems for the next 20 years for land within the UGB. The greatest deficiencies in the system are found in the older pipes which will need repair, rehabilitation, or replacement. In addition, the City continues to work with Tri-City Service District to reduce inflow and infiltration (I&I) into the system.

The Tri-City treatment plant is located in Oregon City and has historically treated wastewater from West Linn and Gladstone (thus the Tri-cities). Wastewater flows from the greater Clackamas County area were recently diverted to the Tri-City plant as a result of a cost-efficient strategy that benefited Tri-City ratepayers. Increased flows may occur if the Kellogg plant in Milwaukie closes and as growth occurs in the Damascus area. The need for major expansion to this plant will have to be weighed against the need to preserve the valuable property around the

plant for future parks, recreation, and mixed-use development. The City and Tri-City should continue to collaborate on the Clackamette Cove area improvements identified in the Tri-City WPCP Master Plan and the Oregon City Waterfront Master Plan.

Water: Surface water from the Lower Clackamas River is the source of potable water for Oregon City and West Linn. The South Fork Water Board is a wholesale water supplier that is equally owned by the Cities of Oregon City and West Linn. The water is distributed by each city under separate utility departments. The South Fork Water Board has secured rights to withdraw 42.6 mgd at its existing water intake. These rights are expected to sufficiently meet the projected 30-year demand. Water storage within Oregon City's distribution system will need to be expanded to meet growing needs.

Stormwater: The focus of stormwater management has changed over the years from underground combined and piped systems to maintaining open natural drainage channels where possible. The subbasin master plans like those for Caufield Creek and South End call for drainageways to remain in a natural state for maximum water quality, water resource preservation, and aesthetic benefits. The City's *Stormwater and Grading Design Standards* manual encourages open ponds for stormwater runoff control where feasible. Detention ponds that serve more than one development and regional detention facilities ~~are~~ **may be preferred** because they require a lower level of monitoring and maintenance effort than single site or on-site detention. **However, single site or on-site detention may be preferable through the use of rain catchment systems and other sustainable development techniques.** Updated plans for all of the drainage basins in Oregon City should be developed using a watershed planning approach.

The City's stormwater management program is subject to the City's NPDES MS-4 (National Pollution Discharge Elimination System Municipal Separate Storm and Sewer System) permit which is administered by the Oregon Department of Environmental Quality (DEQ) for the United States Environmental Protection Agency (EPA).

Oregon City, Clackamas County and its other urban municipalities have operated since 1996 under a joint NPDES permit that prescribes requirements for each entity. Oregon City is responsible for regular maintenance and monitoring of the system and the flows conveyed to assure environmental integrity of the system's receiving waters (the Willamette and Clackamas Rivers). The City prepares annual reports that document permit compliance.

Solid Waste (Trash) Disposal

Curbside collection of garbage and recyclables is franchised by Oregon City to Oregon City Garbage Company for most residences and businesses in the city limits. Metro oversees regional garbage disposal and recycling and waste reduction programs and owns the Metro South Transfer Station on Washington Street near Highway 213. Regional landfill sites are estimated to have potential capacity to serve the region until mid-century. (*Regional Solid Waste Management Plan, 1995-2005*, Metro, reprinted April 1999) so no capacity issues are anticipated for the duration of this comprehensive plan.

Transportation Infrastructure

The planning and implementation of transportation systems in Oregon City are governed by the Oregon City Transportation System Plan (TSP), adopted in 2001. The City is subject to Oregon Revised Statute (ORS) 197.712 and the Land Conservation and Development Commission (LCDC) Oregon Administrative Rule (OAR 660-12) known as the Transportation Planning Rule (TPR).

The Oregon City Public Works Street Division provides operations and maintenance for city streets. As of 2002, funding for transportation infrastructure maintenance has been primarily limited to gas tax revenues which provide a limited maintenance budget and no funding for capital needs (pavement reconstruction, new or replacement sidewalks and curbs, replacement signals, etc.). Oregon City has historically sold bonds to pay for transportation infrastructure and road maintenance, but the pay-back obligations cripple ongoing maintenance needs. Based on pavement management system data and capital improvement needs, the gas tax needs to be supplemented by additional revenue. Alternative funding sources are needed to maintain the city's transportation system at a cost-efficient level. The City should work with Tri-Met to develop Park and Ride facilities at convenient neighborhood nodes to facilitate access to regional transit.

Electricity, Gas, Telecommunications, and Telephone Facilities

Several utilities provide energy and communication services to residents and businesses in Oregon City. Portland General Electric, an electric utility providing electricity to Oregon City, owns generating and transmission facilities. The Bonneville Power Administration markets wholesale electrical power and operate a high voltage transmission line just south of Oregon City and just east of Holly Lane in Newell Canyon. Currently, there is no electricity deficiency in the Oregon City area that would limit industrial, commercial, or residential expansion. Future expansion of transmission line facilities should be located underground where economically and technically feasible to preserve the aesthetic qualities of neighborhoods and reduce the risk of power outages. Local service lines in new subdivisions should be underground. Development of a new program to bury existing power and telephone lines should be encouraged. Sub-stations should continue to be allowed as a conditional use.

Northwest Natural (NWN) pipes natural gas to homes and businesses in the Metro area. NWN's system is sized to support the existing customer base. Planning capacity for the future is focused primarily on the supply of natural gas, not on the supply of pipelines. There are no infrastructure capacity constraints with the existing natural gas pipeline system.

Qwest Communications International Inc. provides local, long distance, and wireless telephone services as well as broadband data, and voice and image communications for businesses and consumers. Qwest maintains older telephone transmission lines and newer fiber optic lines. Beaver Creek Telephone provides local services as well.

Emerging technologies, including wireless communications, geographic information systems, and digital subscriber lines (DSL) play increasingly important roles in the economy and education. Still, the growth of emerging technologies is so rapid and volatile that documenting current information transmission resources, providers, demand, and usage in the Oregon City

area is extremely difficult. Because information transmission resources are federally regulated, the Federal Communications Commission maintains a listing of its Clackamas County licensees, which indicates that all the emerging technologies listed are available to the residents of Oregon City to some degree. Because these resources are typically privately owned, the City's role in the information transmission system should be to inform city residents and businesses about available resources and act as an advocate for the provision of up-to-date services to residents and businesses. Staff needs to keep abreast of methods of mitigating adverse impacts that can result from both the volatility of the industry and the construction of system infrastructure such as cell towers and in-ground fiber optic lines.

Health Services

Health services in Oregon City consist of Willamette Falls Hospital, Clackamas County departments for human and social services, and a variety of private providers of communal care such as assisted living, nursing homes, and retirement communities.

Willamette Falls Hospital has a Master Facilities Plan that projects demand and expansion needs for 10 to 20 years. The hospital has been purchasing properties in the neighborhood in anticipation of expansion, but traffic circulation and access continues to be a challenge and may be a hindrance to future expansion. The City and County should continue to work with the hospital to balance the needs of the neighborhood, health care users, and the hospital. New health service facilities, including doctor and dentist offices, should be compatible in size and scale with surrounding areas. A City approved master plan is needed to assure adequate facilities and infrastructure during future construction phases.

Clackamas County health services are found in various locations in the city. Although regional health planning is essentially provided by other public and private providers, Oregon City should endeavor to keep abreast of changes in the citizen population and health care trends that can affect land uses. For example, "aging in place" refers to providing accommodations for citizens that can be adapted to the physical limitations associated with aging, and thereby limit disruption to individuals. Issues of compatibility of health care facilities with adjacent land uses are also a concern. (Source: Clackamas County). In addition, the City should support revisions of the Uniform Building Code that require adequate facilities be included in single-family and appropriate multi-family residences to accommodate accessibility for the disabled.

K-12 Education

The Oregon City public education system consists of elementary schools, middle schools, and a high school. The Oregon City School District projects enrollment for each school based on a ratio of 0.94 school children per residential household, taking into account demographic trends and interest rates. A "rolling" five-year projection is done every fall to ensure that the facilities will be able to accommodate growth over time. A ratio of 25 students per classroom is considered preferred, while the maximum capacity is considered to be 30 students per classroom.

To the extent possible, future school facilities should be located within the Urban Growth Boundary in neighborhoods to reduce traffic impacts and better serve the surrounding residents. Elementary schools should be located in or at least adjacent to residential areas, to maintain convenience for students, to provide a focus for the neighborhood and to promote energy

conservation. Neighborhood schools and athletic facilities should also serve a "community center" function by being available during evenings and weekends for community meetings and events. The disposition of the original high school will be studied in conjunction with both the Oregon City School District and the City of Oregon City for the mutual benefit of all residents to include public and private students.

Higher Education

Clackamas Community College (CCC) has been, and will continue to be, an important resource and significant partner in the future development and character of Oregon City. CCC offers a wide array of educational opportunities, job training, social programs, recreational facilities, and meeting spaces that benefit the residents of Oregon City and the surrounding communities. CCC is connected to Oregon City High School-School to the south by a walking path, allowing access of high school students to CCC for advanced classes. Development on nearby industrial land should offer opportunities for internship and employment opportunities for students at both CCC and OCHS.

The TriMet hub on the center of campus will play a role in future public transportation routes through Oregon City and should be enhanced to improve service. The Environmental Learning Center offers provides a valuable community resource as an educational and demonstration site. The Haggart Observatory is among the largest telescopes in the Pacific Northwest, and is a positive educational resource that should be protected. Lighting standards to protect the night skies from increased light pollution should be pursued, including minimum lighting standards where suitable, and appropriate shielding of parking, street, path, and building lights.

CCC and the City should work cooperatively to properly zone the 164-acre CCC site to allow for taller buildings to increase the efficient use of the remaining property in a compact and dense urban form. There is still vacant land on the campus that would allow the college's facilities to expand. Master planning of the site is also critical to ensure that adequate facilities are available in a timely manner for the students of CCC, and that the pedestrian and transportation system, including the extension of Meyers Road, can support the increased enrollment that will be associated with the expanded services CCC will provide. The City should support expansion, if it is consistent with good site planning and design compatible with adjacent conforming uses.

Civic Center

Many civic functions are performed in the City Hall building and connected portable buildings on Warner Milne Road. In order to continue to provide services efficiently, the City needs to examine its operations and facilities and develop an overall facility plan for future development.

The City Hall building contains facilities for the City Commission and Manager, the Municipal Court, and the departments of Community Development, Public Works, Finance, Police, and Community Services. The permanent building, which contains offices and the City Commission/Municipal Court Chambers, is supplemented by three portable buildings connected by covered walkways. Space and design constraints of the City Hall facility on Warner Milne Road severely limit space and function for future staff needs. The existing facility is undersized for existing staff and does not allow for desired and much needed additional staff. The City

supports continuing efforts to develop a long-term plan for providing a permanent home for City departments.

The Community Development Department provides long-range and current planning and design review services. The City's Geographic Information System (GIS) provides mapping and is a critical support function for all planning functions.

The Public Works Department plans and constructs capital improvements and operates and maintains city infrastructure, administers the downtown parking program, and provides code enforcement.

The Finance Department oversees the annual budget; provides accounts receivable, accounts payable, and utility billing services; and provides human resources support for all departments.

The Police Department consists of three divisions: support, records, and operations (chiefly patrol, including traffic). Facilities at City Hall for the department are severely deficient. The City should work to develop more stable funding to support the minimum level of service for policing as the city grows.

The Community Services Department plans and operates the city's library and parks and recreation activities (see list under recreation facilities).

The Oregon City Public Library leases a 13,000 square foot facility on Warner Milne Road for its collection of 98,000 items. According to Oregon Library Association standards, the Oregon City library does not meet the adequate standard for the number of employees per the size of the service area. There are currently no public meeting, study, or equipment-use rooms. The City supports the library building program plan for a new facility to accommodate growth over the next 20 years. The City of Oregon City is actively searching for a site for a new library, which should be centrally located and accessible by multiple modes including car, transit, pedestrian, and bicycle amenities where possible.

OCPW Operations, Reservoirs, and Pump Station Sites

The Operations Division of the Public Works Department resides in facilities located throughout the city that provide offices for operations staff; shops for sign fabrication; storage for equipment, tools, and inventory for pump station and pipe maintenance; storage for fleet; and shops for fleet maintenance. Pump station and reservoir sites are located at strategic locations throughout the city and are secured, controlled, and monitored through telemetry.

Oregon City provided its own fire protection until it arranged for fire and emergency services by different agencies under contract. In 1999, responsibility for fire protection was transferred to Tualatin Valley Fire and Rescue (TVFR), East Division. Since July 2003, fire protection has been provided by Clackamas County Fire District #1.

The East Division office is currently in a historic building, Station 54, and is staffed by a Division Chief and 10 other employees in a variety of emergency and community service roles. Two fire stations are maintained: the main station at the old City Hall in the McLoughlin Neighborhood, and a substation along Molalla Avenue near Clackamas Community College.

Plans for a new fire station have been approved for a site on South End Road. Funding for construction is available and construction began in 2002. No funding for equipment has been allocated as of 2002. The City should work to develop more stable funding to support the provision of adequate fire and emergency services as the city grows.

Recreation Facilities

The City owns and oversees a number of parks and recreation facilities in numerous locations throughout the city. The major community buildings include the Aquatic Center, Buena Vista House, Carnegie Center, Ermatinger House, and the Pioneer Community Center. A brief description of each facility is found below, while the Parks and Recreation Master Plan discusses these facilities and future plans for them in greater detail. The Master Plan notes that all facilities except the Aquatic Center are in good condition requiring only minor improvements, if any.

The End of the Oregon Trail Interpretive Center, which is located on a City Park that was formerly Kelly Field, a baseball and sports field, is located on a 8.40-acre site in the north portion of town adjacent to the County Maintenance Shops. While the City owns and maintains the site, the Oregon Trail Foundation operates the interpretive facility and a Visitor Information Center.

The McLoughlin, Buena Vista, and Barclay Houses are historic homes (now museums). The National Park Service manages them while the City maintains the grounds.

The Ermatinger House sits on 0.25 acres and is one of the oldest buildings in Oregon. Currently it is currently being used as a museum.

The Aquatic Center is adjacent to the Oregon City High School – Jackson Campus. It is heavily used by the high school as well as by residents from the city and the surrounding areas. Facilities include an indoor pool, a wading pool, and meeting space. The Center has deteriorated from age and inadequate maintenance and has functional problems related to its location in a residential area with limited parking. Since a significant amount of public investment would be required to remedy the problems, a feasibility study should be conducted to determine whether the City should upgrade it or construct a new center in a more suitable location.

The Carnegie Center is a 1.30-acre site located in the middle of the McLoughlin neighborhood. Once the City Library, the building was converted into a cultural arts facility with an art center, children's area and coffee shop. Other facilities include a wading pool, playground and pathway system.

The Pioneer Community Center is a building used primarily for senior-related activities and services. Aside from the center, facilities at the site consist of a peace garden, pathway system, and parking area. While the main level of the building is extensively used, the basement is underutilized because of past water leaks.

Summary

The preceding plans for provisions of public facilities and services can be implemented a number of ways.

General Fund. Limited revenue source from property taxes and shared by a multitude of other government agencies and special districts.

Urban Renewal funding comes from designating specific areas as deficient in assessed values and development ability and creating a plan for increasing property tax values and revenues through public infrastructure improvements and private development incentives. The Urban Renewal tax mechanism affords municipalities the opportunity to collect revenues for highly needed value-based improvements for which other resources are insufficient. The improvements, in turn, provide a higher tax base for future City budgets.

The Capital Improvement Program (CIP) provides a detailed financial analysis of proposed projects, and generally is a short term (1-5 years) plan for public facility improvements and extension.

Special levies or bond issues can be submitted to voters to raise funds for specific projects. These tools have traditionally been used for large projects such as school funding, construction or purchase of recreational facilities, and sewer or water system replacement.

Grants may be available for many projects meeting certain federal and/or state guidelines. Local Improvement Districts (LID) are useful for many projects deemed necessary only for a small area.

User fees can be assessed for many services. Provision of water, wastewater, stormwater, street maintenance, power, gas, telephone, garbage removal, health services, and some governmental services (courts and permit issuance) can be funded in this manner.

System Development Charges are collected when building permits are issued and are used to construct infrastructure required to serve new development and growth of system needs. The SDC is directly related to the CIP for Transportation, Water, Wastewater, Stormwater, and Parks.

Tax increases may also be used, although they are usually insufficient and highly unpopular.

Although funding is not directly addressed, many planning mechanisms, including zoning, subdivision control, site plan review, and others are used to require or encourage installation of many public facilities and services.

Better coordination of services and improved operating efficiencies are highly desirable, where possible.

The costs of public facilities serving new developments should be borne as much as possible by builders and residents of developments. New development proposals should be approved only if

the vital public facilities necessary for additional land development and population growth are existing or committed.

Parking

The TSP complies with Metro's parking requirements in the *Urban Growth Management Functional Plan* by establishing parking maximums at ratios no greater than those listed in the *Urban Growth Management Functional Plan* for the areas illustrated on the Regional Parking Maximum Map. It is City policy to have development regulations that are consistent with the maximums allowed by the regional plans.

The Code Enforcement Division operates, maintains, and provides enforcement for metered parking, city-owned parking lots, and other parking restrictions throughout Oregon City. Strategies for downtown parking accessibility should be reviewed and implemented regularly to support the viability of the Downtown Community Plan. To ease demand for parking in these areas, the City will work to provide better transit, pedestrian, and bike connections where appropriate.

[ADD Functional classification map and 7th Street Corridor map]

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10. TRANSPORTATION

This section of the Oregon City Comprehensive Plan is intended to comply with Statewide Planning Goal 12, Transportation, which aims to provide "a safe, convenient and economic transportation system." It asks local government to address the needs of the "transportation disadvantaged."

How a city manages its transportation system is integral to its well-being. Oregon City shall strive for a complete, functional, and safe transportation system that insures the city's continuing growth and development, and protection of the quality of life of its citizens **that can be accommodated and continued without irreversible impairment of natural resources productivity, the ecosystem and the quality of air, land, and water resources.** The Transportation System Plan (TSP) is an ancillary plan to the comprehensive plan that creates and supports goals and policies designed to contribute to the quality of life for residents and to the movement of goods and services for local businesses. This element consists of the key parts of the TSP, and additional goals and policies related to other ancillary transportation plans, such as corridor plans for 7th Street and Molalla Avenue, and sustainable practices. The city is working on plans to improve the 99E corridor in terms of access control, landscaping, pedestrian safety, and connection to the riverfront.

GOALS, POLICIES, AND ACTION ITEMS

Goal 10.1: Land Use-Transportation Connection

Ensure the mutually supportive nature of land use and transportation is recognized in planning for the future of Oregon City, consistent with sustainable development.

Policies

- Policy 10.1.1 Maintain and enhance citywide transportation functionality by emphasizing multi-modal travel options for all types of land uses.
- Policy 10.1.2 Continue to develop corridor plans for the major arterials in Oregon City, providing for appropriate land uses in and adjacent to those corridors to optimize the land use-transportation connection, **consistent with sustainable development**
- Policy 10.1.3 Implement programs such as the 7th Street Corridor Design Plan to improve areas for residents, pedestrians, and businesses, **consistent with sustainable development.**
- Policy 10.1.4 Incorporate Metro design concepts such as designating 7th Street as a Main Street. Support mixed uses with higher residential densities in transportation corridors, including consideration of financial and regulatory incentives to upgrade existing buildings.
- Policy 10.1.5 Implement the vision for Molalla Avenue according to the Molalla Avenue Boulevard and Bikeway Improvements Plan and Safety and Enhancement Plan.

- Policy 10.1.6 Improve pedestrian and bicycle facilities and amenities on Molalla Avenue to comply with the Metro Transit/Mixed Use corridor designation, **consistent with sustainable development.**
- Policy 10.1.7 Implement Highway 99E corridor design improvements per the Highway 99E/McLoughlin Enhancement Project, **consistent with sustainable development.**
- Policy 10.1.8 **Provide for walkable neighborhoods. Walkable neighborhoods are desirable places to live, work, learn and play, and, therefore, a key component of smart growth.**

Action Items

- Action Item 10.1.1 Develop design, and signage, and lighting guidelines for new construction and redevelopment on designated main streets and corridors.
- Action Item 10.1.2 Request a City/School District/Neighborhood task force to consider the future of Eastham School, and develop a plan that is compatible with the vision for the 7th Street corridor.
- Action Item 10.1.3 Prepare a housing market study for the 7th Street corridor.
- Action Item 10.1.4 Promote high-density mixed-uses along the Molalla Avenue corridor.
- Action Item 10.1.5 Investigate the possibility of a new street connection between South End Road and Highway 99E between downtown and New Era.
- Action Item 10.1.6 Implement design improvements for Highway 99E/McLoughlin Enhancement Project.
- Action Item 10.1.7 Investigate the possibility of a new east-west street connection from Highway 213 to Willamette Falls Hospital.

Goal 10.2: Local and Regional Transit

Promote South Corridor bus, Bus Rapid Transit, or light rail that serves Oregon City as well as local transit opportunities.

Policies

- Policy 10.2.1 Explore local and regional transit opportunities to promote availability of non-single-occupancy vehicle travel and to prolong infrastructure capacity.
- Policy 10.2.2 Target local transit where it is expected to be particularly effective, such as with frequent, reliable links between Hilltop, Downtown, the Hospital, the Beavercreek educational and employment centers, and the close in neighborhoods.
- Policy 10.2.3 Work with Tri-Met to locate Park and Ride facilities at convenient neighborhood nodes to facilitate access to regional transit.
- Policy 10.2.4 Consider establishing a local transportation management association (TMA) to serve businesses or local trolley-type transit service along the major and minor

arterials to reduce the need for widening right-of-way for additional lanes as well as providing convenient, economical mobility for all ages of the community.

Policy 10.2.5 Advocate for new regional bus rapid transit and rail transit connections to Oregon City.

Goal 10.3: Multi-Modal Travel Options

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

Policies

- Policy 10.3.1 Provide a street classification system to ensure public rights-of-way and travel modes are appropriate to the land uses they are intended to serve.
- Policy 10.3.2 Provide an interconnected and accessible street system that minimizes vehicle-miles-traveled and inappropriate neighborhood cut-through traffic, throughout the network.¹
- Policy 10.3.3 Provide an interconnected and accessible pedestrian system that links residential areas with major pedestrian generators, such as employment centers, public facilities, and recreation areas.
- Policy 10.3.4 Provide a well-defined and accessible bicycle network that links residential areas, major bicycle generators, employment centers, recreation areas, and the arterial and collector roadway network.
- Policy 10.3.5 Ensure the adequacy of pedestrian and bicycle connections to local, county, and regional trails.
- Policy 10.3.6 Promote and encourage a public transit system that ensures efficient accessibility, mobility, and interconnectivity between travel modes for all residents of the Oregon City community.
- Policy 10.3.7 Establish a truck route network that ensures efficient access and mobility to commercial and industrial areas while minimizing adverse residential impacts.
- Policy 10.3.8 Promote and encourage the possible future extension, connection, and expansion of both rail and river-based transportation services to and through Oregon City.
- Policy 10.3.9 Ensure that multi-modal transportation system preserves, protects, and supports the environmental integrity of the Oregon City community.
- Policy 10.3.10 Ensure that the city's transportation system is coordinated with regional transportation facility plans and policies of partnering and affected agencies.
- Policy 10.3.11 Preserve and promote the use of the municipal elevator as a pedestrian link to downtown Oregon City.

¹ (Please note: A 10-percent reduction in VMT per capita has been assumed within the 20-year horizon consistent with and reflected in the Metro travel demand forecasting model used to evaluate the transportation system and identify needs)

- Policy 10.3.12 Develop an Oregon City Local Transit service as an attractive travel option for local trips and as a connection to the regional transit system.
- Policy 10.3.13 Use the alternative mode share targets that are in Table 1.3 of the 2000 Regional Transportation Plan for working toward implementation of Metro's 2040 Growth Concept at the local level.

Action Items

- Action Item 10.3.1 Review the City standards for vehicular and pedestrian/bicycle connectivity to ensure connections are being made.
- Action Item 10.3.2 Review the City current standards for dead-end streets, and consider reducing the maximum length allowed for cul-de-sacs or other types of dead-end streets.
- Action Item 10.3.3 Review the City current standards for minimum street widths to see where they can be reduced without impairing safe access for two-way traffic and emergency and public service vehicles.
- Action Item 10.3.4 Continue to work with Amtrak to enhance passenger rail service to Oregon City.
- Action Item 10.3.5 Work with Tri-Met to establish convenient Park and Ride lots.
- Action Item 10.3.6 Participate in regional transportation planning and advocate for projects that benefit Oregon City.

Goal 10.4: Light-Rail

Promote light rail that serves Oregon City and locate Park and Ride facilities at convenient neighborhood nodes to facilitate access to regional transit, consistent with sustainable development.

Policies

- Policy 10.4.1 Support Light Rail development to Oregon City.
- Policy 10.4.2 Explore local service transit opportunities to promote availability of non-single occupancy vehicle travel and prolong infrastructure capacity.
- Policy 10.4.3 Consider establishing a local transportation management association (TMA) to serve businesses or local trolley-type transit service along the major and minor arterials to reduce the need for widening right-of-way for additional lanes as well as providing convenient, economical mobility for all ages of the community.
- Policy 10.4.4 Ensure efficient use of local transit by providing frequent, reliable links between the land uses and community associated with the Hilltop, Downtown, the Hospital, the Beavercreek educational and employment centers, and the close in neighborhoods.

Goal 10.5: Safety

Develop and maintain a transportation system that provides adequate safety for the transportation system users.

Policies

- Policy 10.5.1 Identify transportation improvements to increase the safety of the transportation system for all users.
- Policy 10.5.2 Implement effective transportation policies that reduce the potential frequency and severity of crashes/incidents on the transportation system.
- Policy 10.5.3 Identify and implement ways to minimize conflict points between different modes of travel.
- Policy 10.5.4 Improve the safety of vehicular, rail, bicycle, and pedestrian crossings.

Goal 10.6: Capacity

Develop and maintain a transportation system that provides capacity to serve the system user's needs.

Policies

- Policy 10.6.1 Provide a transportation system to serve the existing and projected future travel demand.
- Policy 10.6.2 Identify transportation system improvements that mitigate existing and projected future areas of congestion.
- Policy 10.6.3 Ensure the adequacy of travel mode options and travel routes (parallel systems), in areas of congestion.
- Policy 10.6.4 Identify and prioritize improved connectivity throughout the city street system.

Action Item

- Action Item 10.6.1 Identify, prioritize, and pursue opportunities for funding to improve connectivity within Oregon City and between Oregon City and other cities.
- Action Item 10.6.2 Adopt LOS standards that balance vehicle mobility and mass transit options. Standards should be consistent with the Transportation System Plan and the Regional Transportation Plan.

Goal 10.7: Sustainable Approach

Promote a transportation system that supports sustainable building practices.

Policies

- Policy 10.7.1 Support "green street" construction practices.
- Policy 10.7.2 Encourage the use of materials geared for long life cycles within both public and private transportation facilities.
- Policy 10.7.3 Encourage the use of reused or recycled materials.

Policy 10.7.4 Promote multi-modal transportation linkages and facilities as a means of limiting traffic congestion.

Policy 10.7.5 Treat roadway pollution along transportation routes through the most effective means.

Action Items

Action Item 10.7.1 Develop design standards that support “green street” environmental designs for transportation facilities and provide incentives to use them.

Action Item 10.7.2 Develop standards that promote shared parking arrangements.

Goal 10.8: Implementation/Funding

Identify and implement needed transportation system improvements using available funding sources.

Policies

Policy 10.8.1 Maximize the efficiency of the Oregon City transportation system, thus minimizing the required financial investment in transportation improvements, without adversely impacting neighboring jurisdictions and facilities.

Policy 10.8.2 Provide transportation system improvements that facilitate the timely implementation of the Downtown Community Plan and protect regional and local access to the End of the Oregon Trail Interpretive Center.

Policy 10.8.3 Provide incentives for private sector contribution to multi-modal transportation linkages and facilities (i.e. establish new standards in zoning code).

Policy 10.8.4 Coordinate with telecommunications providers to expand broadband capacity in Oregon City rights-of-way.

Action Items

Action Item 10.8.1 Seek funding and provide leadership for implementing the plans for McLoughlin Boulevard, Molalla Avenue, and 7th Street Corridor enhancements to successfully attain functional access to the downtown and connection between the downtown and the Willamette River.

Action Item 10.8.2 Pursue a transportation utility fee to help pay for transportation system maintenance.

Action Item 10.8.3 Amend the zoning code to incorporate private-sector incentives (such as reduced parking standards) to provide multi-modal system improvements.

Action Item 10.8.4 Develop zoning code standards that lower minimum numbers of parking spaces in trade for certain multi-modal transportation facility implementation.

Action Item 10.8.5 Investigate alternative financing mechanisms such as public/private partnerships, LLD's, and reimbursement districts.

Background

The City of Oregon City has a Transportation System Plan (TSP) that guides the management and development of the City's transportation facilities to 2020. The plan incorporates a vision of a multi-modal community into an integrated and efficient land use and transportation system. The transportation element of the comprehensive plan incorporates the goals and policies of the TSP. Portions of the TSP are included here as background to provide a context for the goals and policies.

The Land Conservation and Development Commission (LCDC) administrative rule known as the Transportation Planning Rule (TPR) (Oregon Administrative Rule 660-12) requires that TSPs plan for roads, public transit, bicycles and pedestrians, rail and air travel, and transmission lines. The Oregon City TSP and its subdocuments provide details about the state and regional regulatory framework for transportation, the existing and future plans for road, pedestrian, transit, bike networks, and the projects and policies to implement those networks.

Implementation of the *Downtown Community Plan, Phase 1 and Phase 2* will enable a more efficient land use pattern to emerge. The effect of this improved efficiency is a more vital and vibrant downtown area that is better equipped to capture and serve the traveling public, particularly pedestrians and transit riders.

The McLoughlin Boulevard corridor represents a vital transportation link in achieving the Downtown Community Plan goals and the region's 2040 aspirations for regional centers. Oregon City will seek funding and provide leadership for implementing enhancements to successfully attain functional access to the downtown and connection between downtown and the Willamette River.

Implementation of the *7th Street Corridor Design Plan* and the *Molalla Avenue Boulevard and Bikeway Improvements Plan* will enable this corridor to evolve into one that is more pedestrian- and transit- supportive with land uses that support multi-modal transportation. Further land use planning needs to occur for redevelopment of underutilized parcels along Molalla Avenue that represent opportunities for transit oriented development with higher density and mixed uses. These plans present improvements that are consistent with Metro's 2040 Corridor designation for this important transportation link.

The 7th Street plan contains a multi-modal vision of the corridor with recommended action items. The vision for the street is of cohesive design with a historical character, slower traffic, and lively pedestrian activity. One of the objectives is to revitalize the area by providing parking and transportation improvements. Assistance to rehabilitate building facades and the pedestrian environment is also discussed as a means to make the area more attractive to pedestrians, shoppers, and tourists. An emphasis is placed on pedestrians with easy access across 7th Street, benches, street trees, curb extensions, and other elements to identify "Pedestrian Places." Traffic would move more slowly with a narrower pavement width, curb extensions, traffic calming devices, and trees. Neighborhood safety would be enhanced by more pedestrian activity and mix of uses.

Visual and physical connections with downtown and the McLoughlin neighborhood would improve the vitality of the corridor as well. The plan calls for respecting the existing businesses and preserving the architectural heritage of the community. The business environment should invite new and complementary development and redevelopment that is compatible in scale and style with the neighborhood. New public facilities, such as a branch library, elementary school, civic institutions, and Community Theater should be encouraged, while retaining and enhancing the existing public facilities like the park and promenade system. Diverse mixed-use and infill housing should be encouraged as increased density can contribute to the economic vitality of the corridor. The corridor can also be a buffer between commercial uses and the adjoining single-family neighborhood.

The Molalla Avenue Boulevard and Bikeway Improvements Plan was developed to address deficiencies arising from new development along the corridor and the limitations imposed by the mix of land uses, roadway configurations, and streetscape characteristics. The plan identifies regional, local, and neighborhood needs and objectives for the corridor, and integrates them into an overall vision. The plan includes specific recommendations for the provision and maintenance of safe and efficient facilities and services for public transportation, private automobile, and pedestrian and bicycle travel modes.

The Highway 213 Urban Corridor Design Study (June 2000) details an evaluation of existing and future congestion on Highway 213 between Henrici Road and I-205 and the recommended improvements. Highway 213 changes along its length from a high-order facility on the north end to a rural two-lane facility at the south end. The preferred alternatives for improvements have been adopted into the TSP. However, it is recognized that a long-term solution to congestion must include improvement on I-205. The City should work with ODOT and Metro to develop and implement a corridor study project for I-205.

Roadway System Plan

The TSP establishes a roadway system plan to accommodate the expected needs of the street network to 2020. It includes new alignments and connections for streets and a road classification system that establishes a hierarchy of street types and the types of travel expected on them. The TSP identifies capital improvements that address: near-term and long-term roadway and intersection capacity, operational, and safety improvements. Substandard roadway sections that should be upgraded to city standards are also identified. The TSP also sets street and access management standards to ensure that the roadway system fits adjacent land uses and accommodates the expected demands from those uses.

Land uses along roadways should be integrated with the roadway classification while keeping function, safety, aesthetics, and overall livability in mind. Higher density housing and non-residential uses should be clustered around collectors and arterials. If single-family housing develops along non-local and non-neighborhood collector streets, residences should front the street, on-street parking should be provided, and driveway access should be provided from the rear.

Roadway connectivity requirements are intended to create stronger circulation patterns, reduce average auto trip lengths and out-of-direction travel, and improve multi-modal accessibility. The

TSP proposes conceptual roadway connections and facilities to improve circulation, access, and traffic operations; and, to provide for the long-range system needs of the city's transportation network. These planned street connections are designed to comply with the 2000 Regional Transportation Plan (RTP) requirements for assuring adequate street connectivity.

In addition to the roadway connections identified above, a Street Connectivity Plan will provide guidance to the City, land owners, and developers on desired street connections that will improve local access and circulation, and preserve the integrity of the regional street system. The map will be prepared for contiguous areas of vacant and redevelopable parcels of five or more acres within Oregon City. The map will be prepared to comply with the Design Standards for Street Connectivity presented in the RTP.

Street Design Standards

Roadway design standards are based on the functional and operational characteristics of streets such as travel volume, capacity, operating speed, adjacent land use, composition of traffic, and safety. The *City of Oregon City Street Design Standards* is a sub-document of the TSP and addresses the construction of new or improved roadways within the city to ensure their consistency with the overall plan for the road network. New optional "green street" road standards will be added to these documents. Green streets standards aim to lower the impacts of streets on water quality, stream corridors, and vegetation. Standards can include, for example, designs that minimize impervious surfaces by making streets narrower, creating more permeable surfaces, and using swales for treatment and conveyance.

Multi-Modal Improvement Programs

The TSP identifies improvements for alternative transportation modes such as walking, bicycling, and public transit, are outlined in the Pedestrian System, Bicycle System, and Public Transit System Plans of the TSP.

The key objective in development of the pedestrian and bicycle system plans is to provide accessible and safe connections between major activity centers, such as housing, commercial areas, schools, recreation areas, and to improve the safety of pedestrians throughout the city.

Transit service provides mobility to community residents who do not have access to automobiles and provides an alternative mode of transportation to driving for those who do. Public transportation within the City of Oregon City is currently provided by Tri-Met, the South Clackamas Transit District, Canby Area Transit, and the Oregon City Municipal Elevator. The Pioneer Community Center operates two vans that provide transportation for seniors on a point-to-point, pre arranged schedule.

Community input during the development of the TSP stressed the need for improved service on weekends and expanded service on weekdays, in addition to more expansive service area coverage in certain areas of the city. Overall, the City of Oregon City will continue to monitor the adequacy of the transit service provided to the community and work with Tri-Met and other providers to expand service as necessary. In addition, both the City and Tri-Met should promote a greater public awareness of the available public transit.

In particular, the City should promote South Corridor bus or light rail that serves Oregon City. With these services, the City should work with Tri-Met to locate Park and Ride facilities at convenient neighborhood nodes to facilitate access to regional transit.

Local service transit opportunities should be explored to promote availability of non-single occupancy vehicle travel and prolong infrastructure capacity. A local transportation management association (TMA) to serve businesses or local trolley-type transit service along the major and minor arterials should be continually considered to reduce the need for widening right-of-way for additional lanes as well as providing convenient, economical mobility for all ages of the community. Connect to local transit corridors by assuring reliable linkages between Hilltop, Downtown, Beaver Creek (education and employment centers), and the surrounding neighborhoods.

Rail System Plan

Union Pacific Railroad (UPRR) provides rail service within the City of Oregon City region. The UPRR rail line in Clackamas County is not considered to be experiencing capacity constraints, although some at-grade crossings were of concern in certain cases due to the slower speeds needed to maintain safety at the crossings. Four Amtrak passenger trains travel daily on the UPRR mainline. The closest operating station is Union Station in Portland.

A new Amtrak station will open on Washington Street west of the End of Oregon Trail Interpretive Center. The station is expected to open in late 2003 and will provide rail connection to Portland, Eugene, and other Amtrak locations.

At-grade crossings and constrained topography represent rail system constraints in the Oregon City area, so the City should direct its future freight and passenger rail involvement to solving the problems associated with at-grade railroad crossings. The City should be involved in maximizing safety wherever other transportation modes cross rail lines, minimizing capacity constraints on roadways that cross rail lines, and minimizing the delay for trains and other modes at railroad crossings. Possible policies and action items include:

- Obtaining federal and state funding, where possible, for railroad related improvements;
- Restoring a pedestrian and bike connection where the 17th Street crossing was closed for the Amtrak Station, for example by building pedestrian overpasses, underpasses, or other alternatives, to assure non-auto connectivity between the End of the Oregon Trail area, the Oregon City Shopping Center, and Clackamette Cove.
- Maintaining adequate active warning devices that control traffic during train crossings.

Marine System Plan

The Willamette River and Clackamas River are the only navigable waterways within the City of Oregon City UGB. The Willamette River provides a through route for commercial vessels from the Willamette Valley to the Columbia River via the Willamette Falls Locks. There is one commercial dock facility within Oregon City, at Sportcraft Marina. There are two recreational boat ramps, one at Clackamette Park and another at Sportcraft Marina. The Clackamas River is a recreational waterway only. In addition to the boat ramp at Clackamette Park on the Clackamas

River, there is another Clackamas River boat ramp in Riverside Park at the end of Water Avenue, approximately one-half mile east of Gladstone.

Boats wishing to travel up the Willamette River past Oregon City must pass through the Willamette Falls canal and locks, which have been in continuous operation since 1873 and constitute the oldest such multi-lock system in America. The Willamette Falls Locks contribute to Oregon City's recreation system. While there is currently no commercial dock in the city, they also support the regional commercial marine system. The City should continue to support the Willamette Falls Locks operation as both a recreational and commercial facility.

Oregon City and the Oregon Marine Board are in the process of obtaining funding and permits for a floating commercial dock at the end of 8th Street near downtown. The dock would provide a stopping point for commercial tours or private boats near the Willamette Falls and would connect via a gangway to the stairs behind the County Courthouse building and to downtown. The purpose of the dock is to enhance commercial and recreational opportunities on the river and provide economic benefits to the city.

Oregon City's regional role in the Marine System Plan is to continue its efforts to ensure adequate commercial access to regional, national, and international marine services through on-going associations with the Port of Portland, Metro, and the Oregon Department of Transportation. Oregon City's role in the Marine System Plan at the local level will be to facilitate connections between the roadway network and the waterway system for both commercial and recreational operations. It is especially important to Oregon City's development as a tourist destination to encourage river related tourism facilities and services, such as docking facilities, river transit, and river tours.

The City will actively support the continued presence of boat launches in the area, as an effective means of recreational transportation. The Waterfront Master Plan incorporates the existing and proposed boat launches and docks in its discussion of future development along the waterfront. The creation of multi-use paths and other facilities that promote the multi-modal use of the recreational areas along the shore of the Willamette and Clackamas Rivers should also be encouraged. Finally, the City will encourage and participate in any regional study dedicated to the investigation of marine transport as an effective commuter transportation mode.

Air Transportation System Plan

The passenger and freight air transportation demands of the City of Oregon City are primarily serviced by a system of four airports owned and operated by the Port of Portland: Portland International Airport (PDX), Hillsboro Airport, Troutdale Airport, and Mulino Airport. None of these four airports are located within the City of Oregon City study area, so the residents and businesses within Oregon City require strong supporting ground transportation connections for convenient access to each of the air transportation facilities. As such, the City will direct its involvement in passenger and freight air transportation to mitigating problems associated with airport ground transportation connections and access. Actions the City will consider include:

- Supporting improved connections to Interstate 205, for better access to Portland International Airport, the Hillsboro Airport, and the Troutdale Airport;
- Supporting improved connections to Highway 213, from better access to the Mulino Airport;

- Supporting at appropriate points in the decision making process the potential extension of light rail service to Oregon City along the I-205 Corridor, thus providing ground transportation to PDX;
- Working with TriMet and other transportation service providers to develop airport shuttle services and/or other public transportation connections; and,
- Continuing to play an active role in air transportation planning at the regional and statewide level.

Transmission Transportation System Plan

The transmission of natural gas, power, and information are all services of critical importance to businesses, industry, and residents of Oregon City. Northwest Natural (NWN) is the utility company that pipes natural gas to homes and businesses in the study area. Planning for the future focuses primarily on the supply of natural gas, not on the supply of pipelines. There are no infrastructure capacity constraints with the existing natural gas pipeline system.

The Bonneville Power Administration (BPA) is the federal organization that regulates and distributes power from the Columbia River Hydroelectric sources to the Pacific Northwest. Capacity has proven to be adequate to date with the purchase of power from California during the peak session, and sources at BPA do not expect future system congestion. Currently, there is no capacity limitation in the Oregon City area that would limit industrial or residential expansion. To reduce the risk of power outages, the City should pursue a policy of locating power lines underground in new developments and in older sections of town and establish a long-term funding mechanism to accomplish it.

Technologies, including wireless communications, geographic information systems, and the Internet, play a role in telecommuting, vehicle monitoring, and the provision of transportation system information through Internet web sites. The City's role in the transmission transportation system should be focused on disseminating knowledge about transmission resources to City residents and investigating ways in which information technologies can be used to improve the entire transportation system. The City will work to bring traffic and travel planning information already available on the Internet to residents of Oregon City who may not have access to it – perhaps through their employers – or incorporate the latest advanced technologies into arterial incident management and monitoring. The City will work with Internet providers to develop a network including providing space for broadband fiber along road rights-of-way as roads are being constructed or retrofitted.

Intelligent Transportation Systems (ITS) uses advanced technology to solve transportation problems, improve safety, provide services to travelers, and help implement traffic management strategies. ITS can increase the efficiency of an existing transportation system while reducing the need to add capacity (e.g., new travel lanes, transit equipment). Efficiency is achieved by providing better management of the transportation system, and by providing services and information to travelers and transportation system operators so they can (and will) make better travel decisions, thus reducing overall demand on the transportation systems. Clackamas County is the lead agency in developing a countywide ITS plan and Oregon City is a participant in that effort. The City should continue to look for appropriate ways to implement ITS and improve the efficiency of the city's transportation network and reduce the need to add capacity.

11. ENERGY CONSERVATION

[insert quote]

This section of the Oregon City Comprehensive Plan is intended to comply with Statewide Planning Goal 13 declares that "land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles."

All citizens have a stake in conserving energy or using alternative renewable energy sources in the long term, as fossil fuels are a finite resource. The way urban land is used, the types of use and the placement of structures on a site, people's access to alternative modes of transportation, and the proximity of different uses affect energy usage. The goals and policies are intended to demonstrate the City's commitment to energy conservation to be implemented through development ordinances, internal policies for energy use, and incentives for the private sector, **that can be accommodated and continued without irreversible impairment of natural resources productivity, the ecosystem and the quality of air, land, and water resources.**

GOALS, POLICIES, AND ACTION ITEMS

Goal 11.1: Energy Sources

Conserve energy in all forms through efficient land use patterns, public transportation, building siting and construction standards, and city programs, facilities, and activities.

Policies

Policy 11.1.1 Maintain the historic use of Willamette Falls as an energy source for industrial and commercial development.

Policy 11.1.2 Encourage siting and construction of new development to take advantage of solar energy, minimize energy usage, and maximize opportunities for public transit.

Policy 11.1.3 Enable development to utilize alternative energy sources such as solar through appropriate design standards and incentives.

Policy 11.1.4 Wherever possible, design and develop public facilities to take advantage of solar energy, develop co-generation, and conserve energy in operations and public access.

Goal 11. 2: Energy Conservation

Plan public and private development to conserve energy.

Policies

Policy 11.2.1 Promote mixed-use development, increased densities near activity centers, and home-based occupations (where appropriate), **consistent with sustainable development.**

Policy 11.2.2 Create commercial nodes in neighborhoods that are underserved to reduce vehicle miles traveled, **consistent with sustainable development.**

- Policy 11.2.3 Promote the design of new subdivisions to maximize energy conservation. Consideration should be given to Planned Unit Developments or cluster developments. Use landscaping to increase solar benefits and provide summer shading.
- Policy 11.2.4 Plan for a diversity of uses when considering annexation of new, under- or undeveloped areas so that new urban residential areas have closer access to jobs and services.
- Policy 11.2.5 Encourage the reuse of the existing building stock, **consistent with sustainable development.**
- Policy 11.2.6 Design transportation systems to conserve energy by considering: 1) the location of transit services, 2) the construction materials for new streets, **3) the adoption of street light standards that utilize energy efficient, non-glare light fixtures,** 34) the location of commercial uses, and 45) adopting street standards designed for both efficient multi-modal transportation and protection of the quality of the region's stream systems.
- Policy 11.2.7 Encourage use of carpools and transit in cooperation with Tri-Met and other state and regional transportation agencies.
- Policy 11.2.8 Construct bikeways and sidewalks, and require connectivity of these facilities to reduce the use of petroleum-based transportation.
- Policy 11.2.9 Avoid, whenever possible, approving development that would require construction and use of pump and/or lift stations due the large amounts of energy needed to operate them.
- Policy 11.2.10 Increase the recycling and resource recovery rate of materials in the City's operations and encourage an increase in the community's recovery rate.
- Policy 11.2.11 Encourage creative energy efficient development solutions that reduce the impact on the existing infrastructure, that lower the use of valuable energy resources and that optimize money spent on public facilities, infrastructure, and maintenance.
- Policy 11.2.12 Plant, or require developers to plant, street trees and parking lot trees to reduce energy needs for cooling in the summer and heating in the winter.
- Policy 11.2.13 Support the concepts of sustainability over the long term by:
- encouraging education efforts such as developing and/or distributing educational materials to the public about energy efficiency and sustainability,
 - ~~encouraging~~ **providing incentives** for designs that achieves a minimum Leadership in Energy and Environmental Design (LEED) certification,
 - implementing sustainable concepts within the Oregon City government facilities that receives a minimum "Platinum" LEED rating,
 - implementing design guidelines that address sustainability for private sector development,
 - taking advantage of up-to-date technology ~~where appropriate~~ to reduce energy use, and
 - developing incentive programs to apply to private sector development. ~~where feasible.~~

Policy 11.2.14 Encourage location of firms that promote, develop and apply green technologies such as renewable energy, recycling systems, and other eco-friendly products and services.

Action Items

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|--------------------|--|
| Action Item 11.2.1 | Work with the CIC, Neighborhood Associations, and property owners, to identify suitable locations for neighborhood commercial plan designations in areas that are underserved. |
| Action Item 11.2.2 | Amend the Transportation System Plan to implement Green Street Standards. |
| Action Item 11.2.3 | Develop a system in the Oregon City budgeting process for evaluating short-term versus long-term cost savings with respect to energy conservation. This could include, for example, replacing fleet vehicles with more fuel-efficient ones, or evaluating the costs and benefits of ideas such as "green roofs". |
| Action Item 11.2.4 | Develop or obtain written information on sustainable building standards that can be distributed to citizens upon request. |
| Action Item 11.2.5 | Research and implement development incentives for land use patterns that promote sustainability and are appropriate for Oregon City. |
| Action Item 11.2.6 | Adopt a "dark sky" policy for lighting that reduces glare, light pollution and light trespass, and energy use, while ensuring evenly-lit public places with good night visibility. |
| Action Item 11.2.7 | Ensure the City sets a good example for conservation by using energy-efficient lighting practices. |
| Action Item 11.2.8 | Evaluate the street lighting program to determine if streetlights can be turned off late at night and in the early morning to save energy and reduce light pollution. |

Background

As fossil fuels become scarcer, the costs of non-renewable energy increase, and our technology advances, we will need to find new energy sources and conserve the remaining available energy. In an effort to better understand how we can better deal with non-renewable energy, the State of Oregon uses the following definition for sustainability: *"Sustainability means using, developing and protecting resources at a rate and in a manner that enables people to meet their current needs and also provides that future generations can meet their own needs."* LCDC has mandated Goal 13: "To conserve energy." Land and land uses must be managed and controlled to conserve energy, based upon sound economic principles. The regional objectives relating to this goal are to:

1. Improve the efficiency of fossil fuel consumption.
2. Encourage design that takes advantage of natural light and energy resources.
3. Encourage energy contributions from solar energy systems.

4. Reduce increases in central station generation demand.
5. Reduce energy demand during peak periods.
6. Promote use of non-petroleum fueled means of transit.
7. Encourage materials conservation.
8. Enable full potential to be taken from new energy supply technologies and efficient measures.

Energy Sources

Oregon City is situated at the falls of the Willamette River, which was a principal energy source for the emerging settlement in the 1800s and which subsequently provided the electricity for the first long distance transmission of electrical energy, from Oregon City to the City of Portland. The falls have been modified over time as subsequent generation of electrical and direct waterpower technologies were applied. Today, the Willamette Falls Hydroelectric Project combines Portland General Electric (PGE) and the Blue Heron Paper Company at the falls on the Oregon City side of the Willamette River. In addition, the West Linn Paper Company has power-generating facilities on the West Linn side of Willamette Falls. PGE retains ownership of the former hydroelectric site at the Willamette Falls and is in the process of obtaining a permit to re-license the facility. It is not likely that the electrical-generating capability at the falls of the Willamette will be expanded dramatically for a variety of economic and ecological reasons.

Solar energy is not likely to be a significant energy source in Oregon City because of the climate, but new technologies make solar energy a viable supplemental source to assist in meeting space and water heating needs in buildings and for conversion directly to electricity in specific applications such as powering remote communication facilities. No sources of natural gas or petroleum are known in the city. However, methane gas from the former Rossman landfill on the north end of the city and opportunities for co-generation of electricity from methane generated from operations at the Tri-Cities Waste Water Treatment Facility may provide a supplemental energy source.

A significant source of energy within the community is the energy derived from conservation practices of citizens and businesses. Energy conserved and not used is energy that is available for other uses as surely as if from an original source. The City can promote and stimulate this source of energy through land use development patterns that support public transit and minimize individual automobile trips, and through incentives and regulations to reduce use of energy in homes, municipal facilities, and businesses, and to encourage development to be sited and designed to take advantage of solar energy for water, space heating, and other uses.

Conservation Methods: Land Use

The way urban land is used, the types of use and the placement of structures on a site, affects energy use both directly and indirectly. Direct energy use consists of heating, cooking, driving, and similar tasks. Indirect energy use is that for creating consumer goods and services. Conservation techniques dealing with land use address both types of energy.

Many implementation ordinances segregate land uses, such as industrial, commercial and residential uses, in attempt to separate incompatible uses from one another. The result is often longer travel distances from work to home and to other destinations. Through the promotion of mixed-use development, compact development, residential clustering, increased densities near activity centers, flexible parking requirements, increased landscaping for cooling purposes, water quality, and home-based occupations (as appropriate), these regulations can promote sensible, energy efficient growth.

The proper design of new subdivisions can contribute to energy conservation. Consideration of the solar orientation of homes in subdivisions should be encouraged in plat lay out to allow for maximum use of passive solar energy. The largest wall and window areas ideally face north and south rather than east and west. The south side of a building at 40° latitude receives three times as much winter sun as the east or west side. Due to other considerations in plat lay out, such as street connections, environmental constraints like steep slopes and wetlands, infill development; optimal solar orientation may not be practical. These trade-offs should be recognized as contributing to resource conservation in a different way. For example, efficient street layouts and avoidance of wetlands and steep slopes can minimize use of finite resources.

Landscaping can increase the benefits of sun exposure. Trees reduce heat loss from buildings in winter and absorb radiation in summer. Trees on the south, southeast or southwest sides of a building are preferably deciduous, providing summer shade while allowing low winter sun to shine through.

Design of transportation systems can and should be used as one way of conserving fossil fuels by making trips more efficient. Planned unit developments (PUDs) should be encouraged to allow for energy-efficient higher density and mixed uses within neighborhoods. PUDs can reduce the use of energy for transportation between living, working and shopping areas. The "neighborhood commercial" district is another method of reducing energy by shortening the trips people need to take to obtain necessities. Commercial, office, and industrial uses should be located along or near major transit corridors. Residential density usually decreases as one moves away from these corridors. To encourage alternative means of transportation, sidewalks and bikeways should be designed for maximum safety, convenience and weather protection, and should allow access to working and shopping areas and schools from residential areas.

Existing structures should be preserved or materials recycled to save energy used to manufacture building materials and for new building construction.

Recycling collection and storage facilities should be encouraged, not only in industrial areas, but also in more convenient commercial areas. Metro's South Transfer Station near Highway 213 and Washington Street provides an opportunity for residents to drop off recyclable materials.

Conservation Methods: Transportation

Land use in Oregon City should encourage alternative transportation modes to single occupancy vehicles such as walking, carpooling, transit, and bicycling. Many related policies are included in the Transportation section of this plan and the City's Transportation System Plan.

Bikeways should be constructed (see both Transportation and Parks and Recreation sections) along with safe bicycle parking areas. Designated "bikes only" lanes along major streets should be developed where possible, such as recently designated along Warner Parrott Road, South End Road, and Molalla Avenue. Multi-use paths should be built in appropriate areas where bicycle- and pedestrian-generator uses are located. Local merchants should be required to supply bicycle racks (preferably under some type of cover) for riders' convenience and as an incentive for cycle use. This is now required as part of site plan review. Streets should be designed for efficient multi-modal transportation while also helping protect the quality of the region's stream systems.

Use of carpools, transit, and preference parking should be examined. Vanpools operated by large firms and agencies in Oregon City for their local employees should also be considered. Areas with employment concentrations—Oregon City Shopping Center, Downtown, the hospital area, and Molalla/7th Street—should also be considered for use of vanpools. Amenities for transit riders, such as appropriate shelters and or seating, can be required or encouraged in association with site development along transit routes.

Conservation Methods: Structures

The purpose of this section is to outline policies designed to optimize energy efficiency and conservation in structures. It is outside the scope of this Comprehensive Plan to mandate policies regulating the interior construction of both public and private structures. However, as noted in the 1982 Comprehensive Plan, household energy uses consumed over 40 percent of the total personal energy use in 1977 in Oregon - heating of water and space alone used approximately 37 percent. The use of alternatives such as optimizing solar orientation, access to natural air ventilation and other techniques are encouraged to help reduce household energy use. Weatherization of structures, such as weather-stripping and use of storm doors and windows, can help reduce space-heating energy (and heat bills), which accounts for 70 percent of Oregon's residential direct energy use.

Alternative renewable energy systems should be considered. Use of the wind, sun, water, and solid waste may become increasingly important as fossil fuel supplies diminish and technology advances. Interior improvements designed to save energy include insulation of water heaters and pipes and appropriate window and door placement. Architectural design of the structure can also play a major part in conservation. Integration of green design techniques, especially the use of low-cost green design and construction practices will help the City move towards its energy goals. Some general design practices to be encouraged include: building design strategies; siting, land use and landscaping; energy systems; resource friendly products and materials; and increased salvage practices on job sites.

Incentives And Implementation

Implementation of energy conservation policies typically occurs through both public and private sector incentives and through development ordinances. For example, density bonuses can be awarded as incentives to developments incorporating energy-efficient design. Developments incorporating new energy-conserving features can be encouraged in the processes deciding which proposals to approve.

Transportation policies from the 2001 Transportation System Plan and other ancillary documents are designed to create more efficient travel networks for alternative modes such as walking, biking, and public transit by improving facilities and connections between modes.

The Uniform Building Code is the major implementing device for structural conservation methods. This code describes minimum building standards and should be strictly enforced by the City.

Recycling of materials should be done by the City in its own operations, as well as facilitating resource recovery and recycling throughout the community.

12. URBANIZATION

[insert quote/

This section of the Oregon City Comprehensive Plan is intended to comply with Statewide Planning Goal 14, Urbanization. This goal requires cities to estimate future growth and needs for land and then plan and zone enough land to meet those needs. It calls for each city to establish an "urban growth boundary" (UGB) to "identify and separate urbanizable land from rural land." It specifies seven factors that must be considered in drawing up a UGB. It also lists four criteria to be applied when undeveloped land within a UGB is to be converted to urban uses.

The city will continue to grow and needs to manage the growth for the benefit of its citizens and businesses. The goals and policies of this element are intended to ensure that the city grows in ways that are fiscally sound, that result in high quality development, that allow services to be provided efficiently and can be accommodated and continued without irreversible impairment of natural resource productivity, the ecosystem, and quality of air, water, and land.that protect natural resources. In general, Oregon City will urbanize in a thoughtful and deliberate manner to protect, preserve, and enhance the positive facets of city life.

GOALS, POLICIES, AND ACTION ITEMS

Goal 12.0: Orderly Redevelopment

Provide for orderly redevelopment of existing downtown commercial area and neighborhood areas to meet Metro 2040 goals before annexation and conversion of land around the city is developed.

Policy

Policy 12.0.1 Direct development towards city areas already served by infrastructure, seeking to utilize the resources that existing neighborhoods offer, and conserve open space and irreplaceable natural resources on the urban fringe.

Goal 12.1: Orderly Provision of Services

Provide for the orderly and efficient conversion of land around the city to an urban level while conserving a variety of civic natural values and without irreversible impairment of the quality of air, land and water in their natural systems.

Policies

Policy 12.1.1 Provide coordinated urban services through sub area master "concept" plans.

Policy 12.1.2 Provide urban services to annexed areas only when such expansion does not diminish the ability of the City to provide services to existing city residents.

Policy 12.1.3 Work with the County to prohibit the formation of new urban service districts within the City's urban growth boundary.

Policy 12.1.4 Require new development to pay its fair share for new service infrastructure, including increases that may be needed to the capacity of existing systems,

including schools, sewer, water, transportation, street lighting, drainage, fire, and police services.

Goal 12.2: Expansion of City Boundary

Annex land into the city limits in a rational and timely manner.

Policies

Policy 12.2.1 Establish an “area of interest” where no new utility districts would be allowed to be formed.

Policy 12.2.2 Regularly monitor the supply of land zoned and served by public facilities to ensure that an adequate supply of vacant or redevelopable land suitable for development is available.

Policy 12.2.3 Require Concept Plans to be developed prior to urbanization of land within the UGB.

Policy 12.2.4 Through the development of Concept Plans, strive whenever and wherever feasible to plan for facilities and a variety of land uses in newly annexed areas on a neighborhood basis, including schools, parks, **open areas**, and neighborhood commercial centers. A variety of uses will help give the neighborhoods vibrancy, a sense of place and a feeling of uniqueness.

Policy 12.2.5 Evaluate applications for annexation based on consistency with the provisions of this comprehensive plan, **sustainable development**, and the City’s public facility plans, with any plans and agreements of urban service providers, with regional annexation criteria, and with the timely, orderly, economic, and efficient, provision of urban services. Potential annexation areas must be within the UGB.

Action Items

Action Item 12.2.1 Work with the County to establish an Inter-Governmental Agreement related to urban service boundaries and new district formation.

Action Item 12.2.2 Re-zone property to be consistent with the Comprehensive Plan at the same time that it is annexed to the city.

Action Item 12.2.3 Create a long-range annexation plan tied to the anticipated availability of public services.

Action Item 12.2.4 Whenever possible, avoid creating unincorporated islands or peninsulas that are inefficient to serve and confusing for residents and emergency service providers.

Action Item 12.2.5 Re-evaluate comprehensive plan designations to determine if designations other than LR (Low Density Residential) would be appropriate.

- Action Item 12.2.6 Review the annexation process and link to annexation areas cited in the Urban Growth Management Agreement.
- Action Item 12.2.7 Simplify the “factors to consider” when annexing properties by amending the zoning ordinance regulations.

Goal 12.3: Expansion of the Urban Growth Boundary

Ensure that there is enough land available within the UGB to meet the need for industrial, commercial, residential, and institutional growth in a manner consistent with sustainable development.

Policies

- Policy 12.3.1 Monitor the supply of land within the UGB. If data indicates the land supply is insufficient, identify areas for potential expansion of the urban growth boundary. Base selection of these areas on market factors, protection of environmentally sensitive areas, compatibility with adjoining and nearby uses, public facilities and infrastructure, site requirements of specific types of industries, and the desires of the property owners, **all with regard to sustainable development practices.**
- Policy 12.3.2 Consult with neighborhood groups in areas potentially affected by proposed UGB expansions.

Action Items

- Action Item 12.3.1 Review Metro requirements for Concept Plans for UGB expansion areas and implement a process for studying those areas
- Action Item 12.3.2 Evaluate the provision of commercial nodes in the southern and northeastern areas of Oregon City.

Goal 12.4: Partnerships with Other Governments

To create and maintain cooperative, collaborative partnerships with other public agencies responsible for servicing the Oregon City area.

Policies

- Policy 12.4.1 Work with Clackamas County to prepare and maintain the Urban Growth Management Agreement to ensure that urban development is an orderly conversion of rural to urban in unincorporated areas adjacent to Oregon City.
- Policy 12.4.2 Pursue intergovernmental agreements with adjoining jurisdictions, the school district and Clackamas Community College to assure coordination of public facilities, services and land use planning.
- Policy 12.4.3 Seek the input of the Oregon Department of Transportation when making decisions that will have significant impacts on state roads.

Policy 12.4.4 Work closely with Clackamas County on the City's annexation plans and procedures, and plan areas outside the city limits but within the urban growth boundary, to make a smooth transition from unincorporated Clackamas County areas to incorporated Oregon City areas.

Policy 12.4.5 Work with relevant government agencies to create a plan that will allow appropriate development in the floodplain and on landfills.

Action Items

Action Item 12.4.1 Work with government agencies to create a plan that will allow appropriate development in the floodplain and on landfills (Oregon Department of Environmental Quality, Federal Emergency Management Agency, Oregon Division of State Lands, and others).

Goal 12.5: Green Corridors

Establish and protect green corridors surrounding Oregon City. Green Corridors are areas outside the urban growth boundary adjacent to major transportation routes to neighboring cities where the rural character of the landscape and agricultural economy shall be maintained.

Policies

Policy 12.5.1 Support the green corridor policies described in the policies of Clackamas County and Metro's 2040 Growth Concept for maintaining the rural character of the landscape and the agricultural economy outside the urban growth boundary.

Policy 12.5.2 Expand the Green Corridor concept to Beaver Creek and Redland areas.

Policy 12.5.3 Recognize that the green corridors described in the 2040 Growth Concept are critical to interurban connectivity. It will be City policy to:

- Control traffic to the green corridor to maintain the function, capacity and level of service of the road facility and to enhance safety and minimize development pressures on rural reserve areas; and
- Provide appropriate screening and buffering of adjacent development and limit signage in such a way as to maintain the rural character of the green corridor.
- Define entrance
- Prevent visual pollution.

Background

Urbanization is the conversion of rural or natural resource lands to urban uses as the area of the city expands. In 1982, Oregon City occupied approximately 3,000 acres of land. In 2002, there were approximately 5,892 acres within the city limits. Another 1,403 acres were outside the city limits but within the urban growth boundary, for a total of 7,295 acres. Urbanization at the edge of Oregon City is constrained by the Willamette River to the west, Clackamas River to the north, and steep topography to the south and east.

Much of the future population growth will occur in unincorporated areas that are outside of the 2002 city limits. Metro requires concept plans be completed four years from date of inclusion. Oregon City will continue to grow in land area, through annexations and urban growth boundary expansions, the most recent of which added 738 acres to the south of South End Road, east of Beavercreek Road, and south of Redland Road. A Concept plan for the areas must be completed by December 2006.

An intergovernmental agreement between the City and Clackamas County guides land use designations and extension of public services to the urbanizing area. The "Urban Growth Management Agreement" (UGMA) has been in place since 1990. Under the terms of the agreement, Oregon City, rather than Clackamas County, plans for and provides urban services for the urbanizing area. The agreement stipulates that city Comprehensive Plan designations will apply within the urbanizing area and that the County will zone properties inside the urban growth boundary Future Urbanizable (FU-10) until the City annexes them and applies the appropriate city zone.

Because the City provides sewer and water services to properties in the urban growth area only after properties either are annexed to the city or the property owners agree to annexation, urban level development can occur only within the city limits, under City land development standards and regulations. The UGMA appears to be working well, in that urban level development has not occurred outside of the city limits, as has been the case in other jurisdictions within the Metro region. As expansion of the urban growth area becomes more difficult over time, the UGMA can be amended to ensure that the City and County continue to plan for rational development at the city's edge.

Growth and Urbanization Issues

How will the city urbanize in the future? Will the city grow in quality as well as quantity? What measures can the city government, or other governmental agencies serving the city, take to guide the type, location, quality and design of new development? Some of the challenges facing Oregon City include:

- Protecting and enhancing existing development, including older development that is now considered historic, along with new growth.
- Ensuring an adequate supply of housing in a range of prices and types, including housing that is affordable to low and moderate-income families.
- Attracting multi-story offices, unique commercial centers, vibrant mixed-use centers, and productive employment areas.
- Ensuring that the city's basic utilities and facilities, especially its transportation system, have the capacity to handle the growth.
- Creating an urban environment, while keeping significant amounts of open space and parks available and accessible to its residents.
- Balancing private property rights with the public goals and needs as the City adopts new programs and regulations aimed at shaping the city's built and natural environment.

The City will need to use all available tools in a strategic and coordinated manner to encourage high quality development and redevelopment in appropriate locations, and at the same time

protect and enhance the livability of the city. Goals and policies to meet the challenges described above are in some measure implemented through other elements of the comprehensive plan, such as good urban design in development, creating compact growth to reduce the need for expansion of the urban growth boundary, multi-modal transportation initiatives, and creating viable neighborhoods with a variety of uses. Other themes that the city should consider as it grows and expands in the future are discussed below.

Expansion of Boundaries

The city cannot expand west or north because of rivers and the adjacent cities of West Linn and Gladstone. The city will ultimately run out of land on which to accommodate new development, both within the current city limits and within the urban growth boundary. As the city grows, it will need to expand its city limits to accommodate a portion of the regional housing and employment needs. This should be done in a rational and planned manner, in coordination with the city's capital improvement program and its ability to provide services to new areas. In addition, neighborhoods potentially affected by a proposed UGB expansion should be consulted in advance of the proposal to solicit input, determine local concerns and expected impacts, and assess the level of support.

The UGB is established to identify and separate urbanizable land from rural land as described in Statewide Planning Goal 14. Metro regulates the expansion of the Metro UGB, including Oregon City's UGB, through Title III of the Metro Code. However, Oregon City can apply for a major amendment to the UGB every year except a year in which Metro is updating its five-year analysis of buildable land supply.

Metro considers the following main factors when evaluating proposed changes to the UGB:

- (1) Demonstrated need to accommodate long-range urban population growth;
- (2) Need for housing, employment opportunities, and livability;
- (3) Orderly and economic provision for public facilities and services;
- (4) Maximum efficiency of land uses within and on the fringe of the existing urban area;
- (5) Environmental, energy, economic and social consequences;
- (6) Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and,
- (7) Compatibility of the proposed urban uses with nearby agricultural activities.

Applications for an expansion must demonstrate that growth cannot be reasonably accommodated within the current UGB, that proposed uses are or can be compatible with existing uses, and the long-term environmental, economic, social, and energy consequences after mitigation are not significantly more than they would be elsewhere.

Metro's Title 11 requires cities to include the land within their UGB in their comprehensive plans prior to urbanization. Title 11 intends to promote the integration of land added to the UGB with existing communities when comprehensive plans are amended by ensuring that "concept" plans are developed for areas proposed for urbanization or annexation. Concept plans must include a conceptual transportation plan; natural resources protection plan to protect areas with fish and wildlife habitat, water quality enhancement and mitigation and natural hazards mitigation; a conceptual public facilities and services plan for wastewater, water, storm drainage,

transportation, parks, and police, and fire protection; and, a conceptual school plan. Oregon City will require concept plans to be developed for areas added to the southwest and southeast of the city.

Once inside the UGB, areas can be proposed for annexation when and where appropriate. The Oregon City zoning code lists factors that the Planning Commission and City Commission are to use when reviewing a proposed annexation. The annexation should not take on issues that are better suited to development review. Simply, the city should consider the adequacy of facilities and services to the area or the ability to provide those services in an efficient manner. This would leave development plans and related issues to the site development/design review process.

The City is required to refer all proposed annexations to the voters. Rather than having voter approval of individual property owners' requests to annex, the City should prepare and implement an annexation plan and program. The City could then annex large blocks of properties (with voter approval) at one time, rather than in a piecemeal fashion. Annexation would be tied more directly to the City's ability to provide services efficiently, maintain regular city boundaries, and help the city meet Metro targets for housing and employment. The zoning of the property should be decided at the time the Planning Commission and City Commission review and approve the annexation request.

Applications for annexation, whether initiated by the City or by individuals, are based on specific criteria contained in the City's municipal code. Metro and state regulations promote the timely and orderly provision of urban services, with which inappropriate annexations can conflict. Therefore, an annexation plan that identifies where and when areas might be considered for annexation can control the expansion of the city limits and services to help avoid those conflicts and provide predictability for residents and developers. Other considerations are consistency with the provisions of this comprehensive plan and the City's public facility plans, with any plans and agreements of urban service providers, and with regional annexation criteria.

Partnerships with Other Governments

The City does not provide all of the urban services necessary for the urban area. Clackamas County, the Oregon City School District, the Oregon Department of Transportation, the TriCities Sewer District, Clackamas Community College, and many other agencies also provide necessary services to the residents and employees in the city. In order to efficiently and effectively use the public dollars available to all of these different agencies, the City should be proactive in forming excellent working relationships with other agencies to address urban service issues.

Green Corridors

"Green corridors" are lands and waterways left in a natural condition to provide open space, recreational, habitat, and a sense of separation of various areas. Metro has identified "green corridors" around the region in the 2040 Growth Concept. Although there are no green corridors within the city at this time, there may be a time in the future when there would be. The City recognizes the value of green corridors, and will ensure that any such corridors within the city limits of Oregon City or within its urban growth boundary are adequately protected. Beaver Creek and its tributaries are potential green corridors. Clackamas County is establishing green corridors

adjacent to Oregon City on Highway 99E from Canemah to New Era and on Highway 213 from the Oregon City city limits to Molalla.

Options for implementing green corridor concepts elsewhere include:

- Providing a gradual transition from green corridor to urban environment.
- Implementing a green belt or green corridor policy of parks and open space along these corridors. This could include purchase and development of parks along corridors, and restricting development in natural areas with steep slopes, wetlands, or other flooding issues from development along these corridors.
- Preserving these areas by adding zoning language to implement scenic roads policies.
- Reviewing development standards along the corridor to extend setbacks, increase landscaping requirements, encourage native vegetation.
- Developing incentive programs and educational programs.
- Linking tourism promotion or historic preservation to green corridors.

13. WILLAMETTE RIVER GREENWAY

[insert quote]

This section of the Oregon City Comprehensive Plan is intended to comply with Statewide Planning Goal 15, Willamette Greenway. This goal sets forth procedures for administering the 300 miles of greenway that protects the Willamette River.

In 1973, the Willamette River Greenway (WRG) was created by the state to protect the Willamette River corridor from Eugene to the confluence with the Columbia River. The natural, scenic and recreational qualities are protected and historical sites, structures, facilities, and objects are preserved for public education and enjoyment. Local jurisdictions are required to plan for and protect uses within the WRG boundary under Statewide Planning Goal 15. Land within the WRG boundary is subject to the goals and policies in this element and the regulations in applicable implementing ordinances. **Actual and timely monitoring of compliance of public and private entities with the goals and elements of the Greenway is crucial to the success of this Statewide Planning Goal.**

GOALS, POLICIES, AND ACTION ITEMS

Goal 13.1: Protect the Willamette River Greenway

Ensure the environmental and economic health of the Willamette River by adopting goals, policies and procedures that meet the Willamette River Greenway Statewide Planning Goal 15.

Policies

- Policy 13.1.1 Protect the natural environment surrounding the Willamette River through the Willamette River Greenway (WRG) and Water Quality Resource Area Overlay districts of the Municipal Code.
- Policy 13.1.2 Ensure that new development, **when pursued** within the floodplain, is consistent with the policies of the Natural Hazards section of the Comprehensive Plan as implemented through the Flood Management Overlay District and other zoning code regulations and specific area plans.
- Policy 13.1.3 Protect the significant fish **and wildlife** habitat of the Willamette River.
- Policy 13.1.4 Preserve major scenic views, drives and sites of the Greenway.
- Policy 13.1.5 Prohibit new substations and power line towers in the Greenway or river view corridor.
- Policy 13.1.6 Protect and maintain parks and recreation areas and facilities along the Willamette River ~~according to~~ **to minimize effects on the Greenway and in accordance with the Parks and Recreation Master Plan and the Waterfront Master Plan.**
- Policy 13.1.7 Ensure that public and private recreational development in the Greenway is consistent with the Parks and Recreation Master Plan, the Waterfront Master Plan and Downtown Community Plan as adopted.

Policy 13.1.8 Protect historic districts, buildings, and sites in the Greenway through the Historic Resources chapter of this Comprehensive Plan and the ordinances that implement that chapter.

Policy 13.1.9 Permit existing industrial uses in the Willamette River Greenway to continue to operate as a conditional use in order to provide employment opportunities.

Policy 13.1.10 Recognize that, to a large degree, the success of resources protection and enhancement integral to the Willamette River Greenway depends on timely review and monitoring of vegetation, natural features, and fish and wildlife habitats subject to Greenway oversight.

Action Items

Action Item 13.1.1 Use the conditional use process requiring review of any change of use within 150 feet of the normal low water line of the Willamette River.

Action Item 13.1.2 Protect trees **and wildlife supportive shrub assemblages** along the Greenway through City regulations including site plan review, planned unit development and land use approvals under Title 16 and 17 of the Municipal Code.

~~Action Item 13.1.3~~ Action Item 13.1.3 Discourage activities such as gravel extraction (**except where necessary to site or protect facilities**), removal of bankside vegetation, stream course diversion, filling and pollution, ~~and encouraging relocation of those existing activities.~~

Goal 13.2: Willamette River Greenway Compatibility Review

Review uses proposed for inside the WRG Compatibility Review Boundary for consistency with local goals and policies for that area.

Policies

Policy 13.2.1 Maintain publicly owned land along the riverfront as open space, unless designated for redevelopment through the Waterfront Master Plan, **or site-specific plans that evolve and relate to the Waterfront Master Plan.**

Policy 13.2.2 Ensure that improvements to open space areas within the Compatibility Review Boundary are governed by the Oregon City Parks and Recreation Master Plan.

Policy 13.2.3 Partner with owners of private land in the Greenway to clean up, landscape, and undertake other beautification efforts.

Policy 13.2.4 Require preparation and approval of a Master Plan before redevelopment or change in use of the industrial site at 419 Main Street.

Action Items

Action Item 13.2.1 Encourage the State Department of Transportation to repair and maintain the Oregon City-West Linn Bridge along with maintenance of the I-205 Bridge.

- | | |
|--------------------|---|
| Action Item 13.2.2 | Reconcile development standard conflicts for areas within the Willamette River Greenway. |
| Action Item 13.2.3 | Restore and enhance native streamside vegetation in all riparian areas adjoining the Willamette River, including Clackamette and other parks. |
| Action Item 13.2.4 | Encourage the removal of nuisance items, as long as such removal does not compromise habitat values for fish and wildlife. |
| Action Item 13.2.5 | Review the current WRG boundary and adjust as necessary to comply with city policies. |
| Action Item 13.2.6 | Establish a "Greenway Monitoring Program" to assure resource values are not degraded or lost over time. |

Background

The Oregon State Legislative Assembly created the Willamette River Greenway (WRG) in 1973. The Department of Transportation (DOT) is responsible for coordination of the development and maintenance of the Greenway Plan. The State Land Conservation and Development Commission (LCDC) is authorized under Statewide Planning Goal 15 to determine whether local comprehensive plans satisfy the requirements of the statutes.

Goal 15 requires that each jurisdiction containing the Willamette River incorporate applicable portions of the approved DOT Greenway Plan in their comprehensive plan and implementing regulations. The Oregon City Comprehensive Plan contains goals, policies, an inventory of properties, and a WRG boundary. It implements an overlay zone that regulated allowed uses within the boundary. The WRG element further identifies properties for possible public acquisition and the conditions under which the acquisition could occur.

Land within the boundary is subject to the goals and policies in the comprehensive plan and the regulations in applicable implementing ordinances. Any change or intensification of use or development (as defined in LCDC Goal #15) proposed for land within the Greenway boundary requires a Greenway permit. Land within 150 feet of the ordinary low water mark is considered to be within the WRG Compatibility Review Boundary and is subject to a compatibility review through the conditional use process. WRG Compatibility Review ensures a balance of the best possible appearance, habitat, water quality, public access, scenic, economic, and recreational qualities are provided on lands directly abutting the Willamette River. There are no changes proposed to those processes established by the 1982 Comprehensive Plan and the zoning ordinance. Procedures for and criteria to be used in the administrative review and conditional use processes are consistent with requirements in LCDC Goal #15, and are implemented through the Willamette River Greenway Overlay District.

Additional documents adopted since 1982 that affect the Willamette River Greenway are:

- Oregon City Waterfront Master Plan (Ordinance No. 01-1033, effective January 2002)
- Downtown Community Plan (Ordinance No. 99-1034)
- Water Resources Overlay District of the City's zoning code, which implements Title 3 of Metro's Urban Growth Management Functional Plan.

- Flood Management Overlay District of the City's zoning code.
- Erosion and sediment control requirements of the City's zoning code.

A city-sanctioned "Natural Resources Committee" was established by ordinance in 2002 and should be encouraged to provide input in projects or concerns relating to the Greenway.

Oregon City's waterfront area at the confluence of the Willamette and Clackamas rivers contains spectacular natural features and a rich history. Given the site's unique characteristics and proximity to the heart of downtown Oregon City, revitalization of the waterfront area is key to shaping the future of the community. A Waterfront Master Plan was adopted in 2002 to guide that future. The primary focus of the Waterfront Master Plan is to balance the interplay of the natural environment with the economic potential of public and private development. The plan highlights open space improvements and mixed use redevelopment within the district, which is generally along the waterfront from 5th Street in downtown north to the Clackamas River and east along the Clackamas River to I-205.

The Downtown Community Plan establishes a framework for preserving and strengthening the historic character of Oregon City, refining the mix of land uses and emphasizing pedestrian-oriented design. The Downtown Community Plan discussion, goals, and policies are found in Chapter N of this plan.

The natural environment, and fish and wildlife habitats that have been created through human effort, surrounding the Willamette River should be preserved and protected. Protection is provided through the Water Resources Overlay District of Title 17 of the Oregon City Municipal Code and the Willamette River Greenway Overlay District. The City will review these ordinances to remove any conflicts between them and to meet the goals of the Willamette Greenway, add substance where needed. Since the 1996 flood that inundated portions of the greenway, a new flood plain section of the Natural Resources element was adopted in 1999 to better address the management of development in the flood plain.

Some of the implementing regulations that affect the WRG (Flood Management Overlay District, Water Quality Resource Area District Overlay, and Willamette River Greenway Overlay District) conflict, particularly development regulations. Adoption of the Waterfront Master Plan, the Downtown Community Plan, and the regulations to implement them has the potential to further complicate the regulations within the Greenway. Staff should ensure that development standards and regulations as they affect the Greenway, wherever they occur in the implementing ordinances do not create a conflict.

Greenway area resources, including ownership patterns, are discussed in the resource document that supports the Oregon City Comprehensive Plan.

Land within the WRG Compatibility Review Boundary

Throughout the 1990s, the City acquired many of the privately owned parcels along both the Willamette and Clackamas Rivers that were discussed in the 1982 comprehensive plan. Parcels

were acquired in the late 1990s from along Clackamette Drive in the vicinity of the I-205 bridge around Clackamette Cove.

The majority of waterfront properties in the Canemah District remain in private ownership. It is important for the City to acquire and maintain open space land in Canemah to provide bike and pedestrian connections along Highway 99E to the Willamette River Trail as well as river access and view corridors. **Equally important is the protection and enhancement of degraded riparian areas in the Canemah district through municipal, public service, and community planting projects.**

The remaining parcels within the Willamette River Greenway that remain in private ownership are owned primarily by the Union Pacific Railroad and Blue Heron Paper Company. The railroad is an important link in the transportation system and plays a critical role in regional freight and passenger transportation (Amtrak). This transportation link must be preserved to maintain functions that significantly impact regional economics and livability.

The Blue Heron Paper Company continues to play a vital role in providing jobs in Oregon City. The existing use plays a role in enhancing the river-related economic resources (that being power and raw material for the pulp and paper manufacturing). However, its location within the Willamette River Greenway makes it difficult for the City to achieve compatibility with the Greenway goals of protecting natural, recreational and scenic resources of the river corridor and inside the WRG Compatibility Review Boundary. ~~Future re-use of the area would enable the city to fully meet the WRG Goal.~~ **Debris cleanup and riparian planting projects involving citizens partnering with the Blue Heron Paper Company are currently possible and should be pursued.**

~~The Blue Heron Paper Company site occupies approximately 23 acres between 5th Street to the north and the falls to the south. If the company were to close this facility in the future, the site could become available for redevelopment. Because the area is a key part of the downtown and river greenway, it will be critical for the City to exercise control over the process of redevelopment of the site apart from considerations related only to the WRG. The history at the site, its connection to Main Street, potential economic and civic contribution to the city, the potential to include riparian restoration along the river, and potential waste cleanup, will require that a Master Plan be developed for the entire site if a change of use unrelated to the Blue Heron activities is proposed for any portion of the site.~~

Parcels adjoining McLoughlin Boulevard with commercial or office uses should not be pursued for public ownership. These parcels will be zoned to implement the Downtown Community Plan and are integral to the plan's goals as well as regional 2040 goals for Oregon City as a regional center.

November 7, 2003

To Whom It May Concern:

I'm writing this letter of testimony to object to the rezoning of the land off of Beavercreek. I have been looking for a house in Oregon City in that specific neighborhood and I have stopped because I don't want to live next to an industrially zoned area. My family and I really like the idea of living in a "bedroom" community and commuting to work from there. If we wanted to live in an industrial area, we would be looking in St. Johns, NOT Oregon City! I don't want my children growing up in that environment. I'm looking for a good community atmosphere, not a cold, uncaring industrial park. My children need to go to a high school that's not across from a junkyard or sewage plant. As much as I would like to believe that there wouldn't be trouble from the high school students at the industrial area there; I'm also realistic and know that having a wrecking yard, etc across from the high school is just inviting mischief.

I work for Clackamas Community College and I'm disturbed by the thought of the observatory that they just finished on campus not being used because you can't see the stars through the lights from industry.

I believe that traffic would be an even bigger issue than it already is. By putting industry on Beavercreek you will have big semi trucks and delivery trucks coming and going on the already overused Beavercreek road and Highway 213. There is enough road rage on those roads as it is without having big trucks plugging up the roads and intersections making matters worse.

Thank you for listening to my plea to not rezone the Beavercreek road area to industrial.

Sincerely,

A handwritten signature in black ink, appearing to read "Kelly Steigleder", with a stylized, flowing script.

Kelly Steigleder

November 14, 2003

Planning Commission
The City Oregon City
320 Warner-Milne Road
Oregon City, OR 97045

Let me place before the Planning Commission some suggestions and directions that can ensure an adequate supply of land for major industrial employers that can offer good family, living wage jobs. There are other contiguous lands not listed and/or identified in your New Comprehensive Plan Proposal, where the UGB could be extended that are better suited to more of the criteria found in your comprehensive plan. The question is where these lands should be and how the proposed changes to the Comprehensive Plan and the UGB, can best identify industrial zoning and land set-a-sides. The accepted and understood criteria found in your policy 2.6.3 used to ensure that there is enough land available within Oregon City's Urban Growth Boundary to meet the needs for future industrial and/or commercial development can be better applied to other locations.

Let me propose that Oregon City and Metro look south, on Highway 99/McLoughlin Blvd. corridor, just south of the Historic Canemah Neighborhood. This contiguous area is just outside of Oregon City's current city limits and the UGB. These properties can extend for miles along this corridor. They currently have little residential use and should be considered as prime industrial lands with few negative impacts. These properties have great transportation access for freight mobility and also have critical rail and river access. When compared to all of the other proposed zoning changes to create industrial land set-a-sides this area should be the hands down winner. I believe that if you were to weight by value your Glen Oak Area, Beavercreek Road Area and any proposal that could include area's off of South End Road, you would find that this area and corridor south of Oregon City on Highway 99/McLoughlin is better suited.

Most everyone will agree that there is a need for more industrial lands to be available to the residents of Oregon City. With even more planned growth in housing and population in Oregon City, it is an imperative that you site and zone more industrial lands with a greater expansion of the Urban Growth Boundary than now reflected. There is a critical need to create and locate lands close jobs that reduce the distance the public must commute to work. These lands and locations should have very good access to public transportation, bike and walking paths, highways and freight, rail, and river corridors. The freight mobility equation must be good, allowing businesses to operate in the most cost effective way. These lands and locations should be contiguous to Oregon City and/or its neighboring municipalities. They should have good and affordable access to city, county, and metro services. There should be good access to services and utilities that include; water and sewer, parks and schools, police and fire protection. These lands and locations set-a-side with its zoning should have low negative impacts on existing neighborhoods. They should encourage the growth of affordable and high-density housing.

The only thing that would make this proposal even better is the building of a bridge across the Willamette River from I-205 direct to it. With the creation of an exit and bridge over the Willamette River off of I-205, you could greatly enhance the potential of this area. This crossing of the Willamette River, hillside to hillside, could be close to the Willamette area of West Linn. It would provide the connection of this proposed industrial area that would straddle Highway 99/McLoughlin Blvd and the Union Pacific Rail Road Tracks and a developing hillside community East of South End Road. I have sited a path that should be protected as soon as possible for this eventuality. This proposal would do more to tie Clackamas County together and create JOB's than all other proposals that Metro, Clackamas County and the City of Oregon City have on the table.

The Hillside west of South End Road to Highway 99/McLoughlin Blvd. could be developed in large lots with exclusive housing with an exaggerated tax base. With large lots this area would be more desirable than West Linn. Apartments and high-density housing would be situated on the lower hillside next to the transportation corridor.

Paul O. Edgar
211 5th Avenue, Oregon City, OR 97045
(503) 656-6704



900 S.W. Fifth Avenue, Suite 2600
Portland, Oregon 97204
main 503.224.3380
fax 503.220.2480
www.stoel.com

November 24, 2003

TIMOTHY L. MCMAHAN
Direct (503) 294-9517
tlmcmahan@stoel.com

VIA FACSIMILE NO. (503) 657-7892 AND U.S. MAIL

Mr. Dan Drentlaw
Community Development Director
City of Oregon City
PO Box 3040
Oregon City, OR 97045

Oregon City Planning Commission
City of Oregon City
PO Box 3040
Oregon City, OR 97045

**Re: Proposed Comprehensive Plan—Blue Heron Paper Company Planning District
Redesignation**


Dear Mr. Drentlaw and Members of the Planning Commission:

This law firm represents the Blue Heron Paper Company. We have reviewed the November 3, 2003 Draft Comprehensive Plan (the "Plan"), the 1999 Oregon City Downtown Community Plan and the 2001 Oregon City Waterfront Master Plan. I am writing to supplement the testimony of Mr. Siebers and others from Blue Heron Paper Company concerning the proposal that the Comprehensive Plan land use designation applicable to the Blue Heron site be changed from its current industrial designation to Mixed Use Downtown ("MUD").

A. The Plan Goals and Policies Do Not Support the Proposed Land Use Redesignation

Goal 2.2, "Downtown Oregon City" and implementing policies call for the implementation of the Downtown Community Plan and the Waterfront Master Plan, with regulations and programs to support mixed residential and commercial uses and "some types of industrial" uses within the downtown area. Action Item 2.2.3 calls for the creation of a mixed use plan district and zone developed in accordance with the Waterfront Master Plan. Relying on this Goal and the following Policies and Action Items, the proposed land use map extends the MUD district south beyond the historic downtown, and through the Blue Heron Paper Company site.

Oregon
Washington
California
Utah
Idaho



Mr. Dan Drentlaw
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In contrast to the proposed redesignation of the Blue Heron Paper Company site, Goal 2.6 and Policies and Action Items following thereafter require that the City maintain its existing supply of land zoned for industrial uses and protect existing industrial areas from incompatible land uses, minimizing "deterrents" to desired industrial development. These Goals, Policies and Action Items are also intended to implement Metro's Functional Plan, which directs the preservation of existing industrial uses from incompatible development. Moreover, while eliminating the industrial land use designation for the Blue Heron site, the Plan declares a "shortfall" of industrial properties, justifying an urban growth area expansion to support additional industrial development.

Plan Chapter 7, "Economic Development," does not specifically mention the proposed redesignation of the Blue Heron site, and in fact punctuates the contribution of the Blue Heron Paper Company to the local economy, and adopts policies to preserve and protect existing industrial sites. The Plan does, however, on page 7-7, reference the MUD district and states the following:

"The effect will be to replace some exclusively industrial land with mixed uses that will generate employment but not in light or heavy industries."

Aside from the unique attributes of the Blue Heron Paper Company site, and its significant contribution to the local economy (as described in verbal testimony), neither the Downtown Community Plan nor the Waterfront Master Plan in any way support the redesignation of the Blue Heron Paper Company site from industrial to mixed use. While the Staff Report and "Project Summary," as well as the draft Plan language suggest that this action is taken to "implement" these plan documents, both plans stop short of the Blue Heron Paper Company site, and in no way support the change recommended.

B. The Redesignation Is Not Compatible With State Law

In reviewing this proposal, please consider the following legal issues.

1. In accordance with ORS Chapter 197, and in particular ORS 197.175, the City's zoning ordinances must conform to the Comprehensive Plan. We question a strategy that adopts a Comprehensive Plan land use designation on the one hand, and a zoning map which is incompatible with the land use designation. Moreover, neither the Comprehensive Plan nor the



Mr. Dan Drentlaw
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precursor planning documents cast any light on the City's intentions for implementing the Plan designation through a zoning map amendment and zoning code provisions.

2. The Goals, Policies, and Action Items, as well as the supporting documentation we have been able to review, do not sufficiently document why the change is needed for the Blue Heron site, or how it serves any broader land use and economic development objectives. In fact, the plan is internally inconsistent in redesignating this industrial property of regional significance while also pledging to protect existing industrial sites.

3. With a change of this magnitude, the land use Plan should conduct a detailed economic, social, energy and environmental ("ESEE") needs assessment to support this redesignation. Moreover, contrary to Statewide Goal 9 and OAR 660 Division 9, the Plan does not provide the reviews, inventories, assessments, or site analyses required to support the planned elimination of this major industrial site and an operating use that has been in place throughout most of Oregon's history. (See OAR 660-09-0015.) For a plan change of this kind, Statewide Goal 9 (Economic Development) should assess the comparative advantage of the Oregon City area, with respect to the region as a whole, and consider those economic activities reflected at the mill site which represent the most efficient use of resources, relative to other geographic areas. The Plan is silent concerning these mandatory considerations. ORS 197.712 requires documentation of why this change is needed, and how the redesignation of the Blue Heron site serves broader land use or economic development objectives. The Plan does not comply with this requirement.

4. We have reviewed the comment letters submitted by dozens of citizens, taking issue with the redesignation of the Beaver Creek Road area for industrial use. It appears that part of the "deficiency" in land planned and available for industrial use can be accounted for by the elimination of the industrial designation on the Blue Heron Paper Company site. While we have not had the opportunity to confirm this belief, in the context of broad citizen opposition to the industrial designation in the Beaver Creek Road and Oregon City Golf Club areas, the City should carefully consider the legitimacy of calling for the ultimate elimination of the key industrial property in the heart of Oregon City's urban area—industrial property that uniquely serves the existing paper company, and due to its unique setting and availability of natural resources, will likely serve the industrial employment needs of Oregon City for generations to come.

5. The Draft Comprehensive Plan has been available for public review for slightly over two months. The change of zoning on the Blue Heron Paper Company property is of monumental local and regional significance, and of obvious importance to Blue Heron. Aside from whether



Mr. Dan Drentlaw
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the land use change is reasonable or capable of being accomplished, the Plan inaccurately relies upon precursor planning documents to support this redesignation, and does not sufficiently document why this redesignation is necessary or in any way serves the public interest. Given these factors, and given the relatively short period of time for public review, Statewide Planning Goal 1 (Citizen Involvement) compels that the Blue Heron Paper Company, and the community as a whole, be given a greater opportunity to review and comment on this attribute of the Plan, the planning foundation at the core of the Blue Heron redesignation, and have the opportunity to provide additional testimony and comment. We request that this proposed redesignation either be eliminated from the Plan, or that the Planning Commission's hearing be continued for additional review and discussion of this aspect of the proposed Plan.

Thank you for the opportunity to comment. Please feel free to call me with any questions.

Very truly yours,



Timothy L. McMahon

cc: Mr. Mike Siebers
Ms. Kate McCutcheon
Mr. Bruce Martin
Mr. J. Mark Morford

OREGON CITY PLANNING COMMISSION MEETING

November 24, 2003

Comments of MIKE SIEBERS, President of Blue Heron Paper Company, as they relate to L 03-01 Amendments to the Oregon City Comprehensive Plan.

I. Introduction

- A. I am Mike Siebers, President of Blue Heron Paper Company.
- B. Blue Heron owns and operates the paper mill located on the east side of Willamette Falls in Oregon City.
- C. We are an employee owned company who purchased this mill from Smurfit Newsprint in 2000. This site encompasses the entire production facilities of Blue Heron. It is our companies and employees life blood.
- D. Although we are a young company, our mill has a very long history as an important part of the Oregon City community and we hope to maintain that role for many more years to come.

II. Concern

- A. We are deeply concerned that the proposed comprehensive plan would redesignate this historic mill site for non-industrial use.
- B. This designation could limit our ability to adapt and evolve our mill over time, as is required for us to stay competitive in the paper business.
- C. Because of its access to water, this is a unique industrial site that should be maintained for that purpose for the Oregon City economy. We are concerned that to plan or zone it for any other use will reduce the inventory of industrial sites in the Oregon City area.
- D. Because we believe the site is suitable only for industrial uses, we also are concerned that this plan designation eventually will result in the creation of a derelict and undevelopable site in downtown Oregon City.
- E. I will elaborate on each of these points as I proceed.

III. Paper Mill Use

- A. Blue Heron Paper Company is a huge recycler converting old newspapers, old magazines and office waste into new newsprint, specialty printing grades used for advertising and into bag paper used by the fast food industry. All these products are produced at this site. We sell to a rich mix of prominent newspapers and commercial printers throughout the western U.S. and to many fast food companies. In fact, if you've ever purchased a Happy Meal at McDonalds, or had "to go" food at Burger King or Wendy's, there's a good chance you were served your food in a bag made from paper produced right here in Oregon City.
- B. We recycle about 200,000 tons of used paper each year and are a critical cog in Metro's regional recycling program.
- C. We also are an important part of the Oregon City economy:
 - 1. We employ 250 people, all in family wage jobs. A unique characteristic of an industry like our is that we provide family wage jobs for all our employees, not just the highly educated. Our average employee makes over \$55,000 per year

including a full package of benefits. Those are jobs that would be hard to replace.

2. And, many of these employees live right here in Oregon City.

3. Our payroll alone injects approximately \$12 million into the local economy, without consideration of multiplier effects.

4. We purchase between \$2 and \$3 million in goods and services from the local area and spend over \$38 million on goods and services within a 35 mile radius.

Again, this is without consideration of multiplier effects.

5. Through the company's and our employees patronage, we provide predictable income to many OC businesses be they restaurants, bakeries, grocery stores, or opticians in the eye glasses business.

6. Besides the considerable property tax payments we make each year, we do what we can to be a good community steward. We donate our facilities for Chamber of Commerce meetings and other worthy uses. We are Chamber members, we support OC schools through contributions to their sports programs and the adopt a classroom program, we were the strongest financial supporter of the Oregon City Visioning process and have always tried to respond whenever the city needed something. We loan out our equipment when needed, have donated lumber to use to enhance city parks, and most recently donated the land at the corner of the seawall just west of 5th street and Hwy 99 where the new falls viewing area was built.

7. On this basis, we believe we probably are one of the most, if not the most, important employer to the Oregon City economy.

D. Like all manufacturing operations, we must continuously evolve our processes and adapt our facilities.

1. This means we must continuously invest in capital improvements to remain competitive.

2. We currently have two major initiatives that will require millions of additional capital investment in our plant.

3. If this plan designates our mill site for mixed commercial and residential use, the eventual rezoning to those uses is inevitable. Although we understand that our current industrial use would be grandfathered as an existing use, the rezoning would dramatically restrict our ability to modernize and evolve the mill over time.

E. A plan designation as nonindustrial would indicate to investors that future industrial use will be restricted. This could frustrate our ability to raise the capital necessary for plant modernization.

F. In short, the plan designation for commercial and residential use is a death sentence for our mill.

G. That result would obviously have an equally devastating impact on our employees. Since our employees share ownership in the business, they are relying on the company to remain vibrant thus preserving their stocks value for conversion into supplemental income at retirement. A non-industrial designation jeopardizes that value and, in a sense, their retirement nest egg.

IV. The Blue Heron mill site is prime industrial property with unique value.

A. Our mill site has been an industrial site for 160 years. Did you realize that it is the oldest industrial site in the Northwest? Not just Oregon, but the entire Northwest?

B. Our property was originally developed as an industrial site because of its unparalleled access to water, which is what makes it unique and valuable today.

C. Although also used for a woolen mill, this site has hosted a paper mill almost for its entire history.

D. And Oregon City grew up around these industrial uses. Our mill is at the very heart of Oregon City's entire history, just as it is an important part of the community today.

E. As a result of this history, the mill has very important water rights for industrial use.

1. These water rights have the oldest priority date of which we are aware on the Willamette River, making them extraordinarily valuable.

2. They also are substantial, which supports our operations and would support another water-dependant industrial use if Blue Heron were to stop operating there.

3. Obtaining water rights for a similar flow at another industrial site in the Portland area would be all but impossible.

F. In addition to water access, this site has well established infrastructure for industrial uses: good railroad access, electrical service, elaborate wastewater treatment systems, and good access to the interstate for truck traffic. In short, this is an excellent industrial site.

V. Although the concerns I've stated so far relate to maintaining the viability of our paper mill, this plan designation is inconsistent with statewide goals to preserve existing industrial land.

A. Statewide Goal 9 specifically sets a priority of preserving existing industrial sites. Not only is our property an existing industrial site, it is a very high quality industrial site with this unique infrastructure. The proposal to redesignate this prime industrial land for mixed use is inconsistent with Statewide Goal 9.

B. Metro's data reports that Oregon City has adequate residential land for forecasted growth, but lacks industrial land to accommodate Metro's job allocations.

C. The proposed plan designation for our mill site would have the effect of increasing the hypothetical need for industrially-zoned land.

D. This same comprehensive plan uses an alleged shortfall of industrially-zoned land to justify expansion of the Urban Growth Area to include new properties to be industrially-zoned.

E. The proposed plan is internally inconsistent by redesignating prime industrial land to other uses and expanding the Urban Growth Area in an effort to find adequate industrial land.

VI. The proposed re-designation of the mill site to mixed commercial and residential likely will have the effect of creating an undevelopable derelict site in the very heart of Oregon City.

A. The proposed plan designation will have the impact of frustrating further capital investment in the mill site. This is effectively a death sentence for the paper mill. As I previously mentioned, we must continuously evolve our processes with new capital investments in order to remain competitive.

B. But prudent investors will be hard pressed to invest their capital in a facility that has an uncertain future. The effect will be to ultimately stop both commercial lending and capital investment in Blue Heron. It will gradually become antiquated and die.

C. No new industrial use will take its place for all the same reasons.

D. But the site will not be suitable for any other use.

1. The facilities at this site would be extraordinarily expensive to remove for redevelopment.
 2. The shoreline location would drastically restrict redevelopment.
 3. What's more, the mill sits immediately across the river from other intense industrial uses, making it an undesirable vista point for retail or residential uses.
 4. In short, it is hard to imagine how the use of this site could be changed to mixed retail and residential in the face of these physical and regulatory obstacles.
- E. The net effect, therefore, would be a closed paper mill that cannot be practically redeveloped for any other use.
- F. We do not believe that would be a good result for Oregon City in any way.

VII. Rather than zoning out of existence our mill and its contribution to Oregon City's economy, we urge the commission to consider ways to embrace this industrial use and its long heritage as part of the downtown vision.

- A. We want to see downtown Oregon City revitalized.
- B. We would like to have more restaurants and other retail options for our employees.
- C. Affordable housing close to the mill would also have an obvious appeal for our workforce.
- D. We are willing to work with the City on efforts to ensure an appropriate transition from any mixed use area to our industrial use area.
- E. And, we continue to be willing to explore ways to provide access on our mill property to vista points for the falls.
- F. Rather than driving industry out of the downtown area, we hope you will find ways to take advantage of all that our industrial use provides to the community.

VIII. According to the Staff Report, the City released the draft Comprehensive Plan on September 11, 2003.

- A. To support the extension of the Mixed Use Downtown plan designation through the Blue Heron Mill site, the Plan indicates that this action implements the 1999 Downtown Community Plan and the 2001 Waterfront Master Plan. However, neither of these plans appears to support this action.
- B. Given the magnitude of the change for the Blue Heron site and the evident lack of any meaningful planning foundation, the Community as a whole and Blue Heron in particular need additional time to research the planning and policy basis for this change and to consider the magnitude of this recommended change.
- C. We believe that City committees, including the Natural Resource Committee have not had an ample opportunity to "weigh in" on this re-designation proposal.
- D. For these reasons, we believe that Statewide Planning Goal 1 requires that the City go the "extra mile" to ensure sufficient citizen involvement. We request that the Planning Commission continue this hearing to provide additional time for research, review and comments concerning the MUD plan designation proposal.

IX. Thank you for the opportunity to speak with you here tonight.

Oregon City Planning Commission
320 Warner Milne Road
Oregon City, OR 97045

November 24, 2003

Dear Planning Commission:

I am an owner/employee of Blue Heron Mill in Oregon City. Because my work brings me into Oregon City frequently, I shop at and patronize businesses in Oregon City. I oppose the redesignation of the mill, as proposed in the Comprehensive Plan Update (November 3, 2003).

The mill provides a good wage for me and my fellow employees, many of whom live in Oregon City. We all do business in town.

The mill is a big part of the history of Oregon City, since Oregon City was founded in the 1840s.

While I understand the Plan would permit us to continue operating, I am concerned that redesignating the mill from Heavy Industrial (M2) to Mixed Use Downtown (MUD), or in the interim to General Industrial, will limit our ability to modernize and expand our operations, and in turn, reduce our long term viability.

We have been a good neighbor for a long time. Please help us stay here, keep our jobs, and continue to contribute to the history and economy of Oregon City. Please do not approve changing the use designation of the mill from our current Heavy Industrial.

Thank you for your consideration.

Sincerely,

R. M. Doubleday

November 24, 2003

Christina Robertson-Gardiner, Associate Planner
City of Oregon City
Planning Division
320 Warner Milne Road
Oregon City, OR 97045

Dear Ms. Robertson-Gardiner:

Re: Proposed comprehensive plan zoning for tax lot 3-2E-07B-02300, 19367 S. Pease Rd.

We have received information about the amendments to the Oregon City Comprehensive Plan that allow City of Oregon City to meet the Metro 2017 requirements for housing units and for City of Oregon City to meet comprehensive plan goals and policies.

Our piece of property has not yet been incorporated into the City of Oregon City. Your plans are documenting the plans for county properties within the Urban Growth Boundary as well as significant changes city-wide to meet future land use goals and objectives.

Current Planning Designations for 19367 S. Pease Road are:

- County Zoning
- Low Density Residential in the Comprehensive Plan

We would like to request consideration for recommending a change to the zoning in the comprehensive plan. A change to MR – medium density residential. The county pieces adjacent to our piece are being designated MR.

We believe MR – medium density residential would meet City of Oregon City goals and policies better than LR – low density residential.

The property contains an old grove of trees that enhances the neighborhood and the property. Medium density residential would allow flexibility for designing future housing that would preserve most if not all of the grove. Medium density would contribute to City of Oregon City's goals and policies. Specifically:

- Goal 4.1: Environmental Quality

- Policy 4.1.4 – Medium density zoning that allows preserving of grove would preserve the existing tree canopy. Allowing natural systems to improve the air quality. Or put another way would not take away existing tree canopy from City of Oregon City inventory.

Goal 4.2: Erosion and Sediment

Medium density zoning would allow using the grove and other landscaping to protect water quality from erosion and sediment associated with construction and development activities.

Goal 4.4: Noise

Existing grove of trees helps meet the goal of minimizing the effect of noise on the neighborhood. It would implement –

Policy 4.4.1 using the grove of trees for noise abatement to buffer the neighborhood.

In summary including this parcel as Medium Density with the county parcels adjacent to it (19370 and others) would help the City of Oregon City meet State and Metro requirements for 6,075 new units for Metro 2017 target, while also contributing to City of Oregon City goals and policies regarding environmental quality, erosion and sediment and noise.

We look forward to your response. We can be reached at (503) 781-3180 if you have any questions.

Best Regards,



Nora Stevens and Frederick Dolsen
12730 NE Flett Road
Gaston, OR 97119

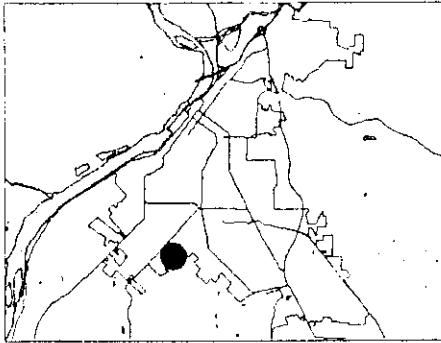
Enclosures: Oregon City property report, map section from comprehensive plan and zoning map

Oregon City: Property Report

Printed November 17, 2003

Taxlot: 3-2E-07B -02300

Site Address: 19367 S PEASE RD



Taxlot Information

Taxlot Number: 3-2E-07B -02300

Site Address: 19367 S PEASE RD

OREGON CITY

OR 97045

Owner Information:

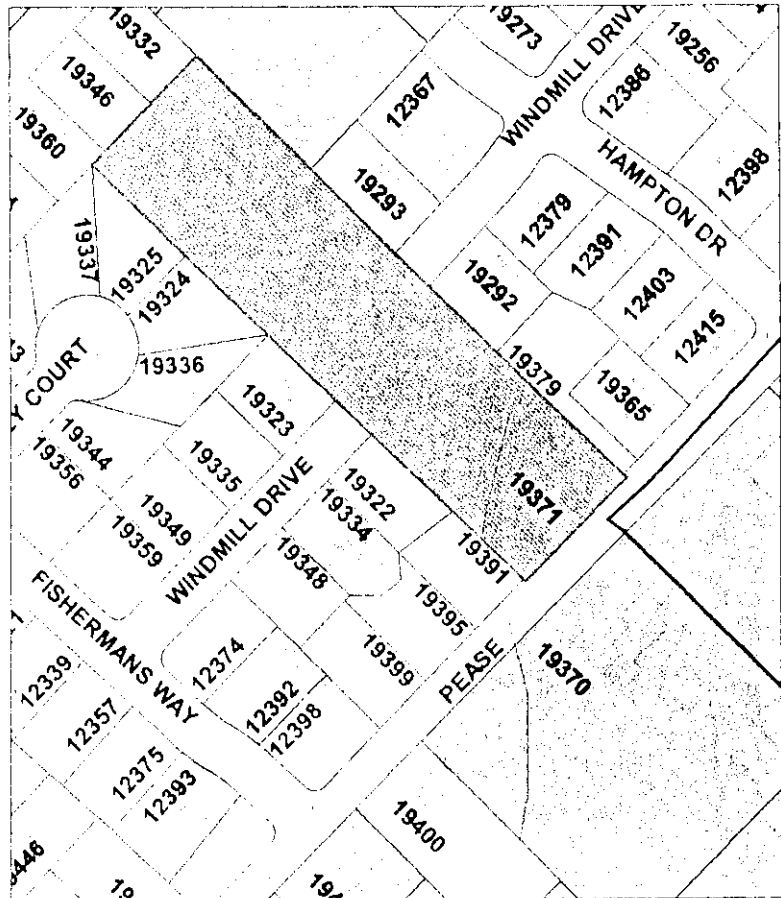
Last Name: DØLSEN

First Name: FREDERICK & NORA STE

Address: 12730 NE FLETT RD

GASTON

OR 97119



Property Information

Eden Parcel ID: 7614

Parcel Area (acres - approx): 2.3

Parcel Area (sq. ft. - approx): 100188

Twn/Rng/Sec: 03S 02E 7

Tax Map Reference: 32E07B

Planning Designations

Zoning: County

- County

Comprehensive Plan: Ir

- Low Density Residential

Subdivision: NONE

Neighborhood Assn:

Urban Renewal District:

Historic District:

In Willamette Greenway? N

In Unstable Slope Area? N

In Water Resource Overlay District? Y

In Floodplain? N

Assessments

As of: 12/24/2002

Land Value: \$102,679

Building Value: \$33,330

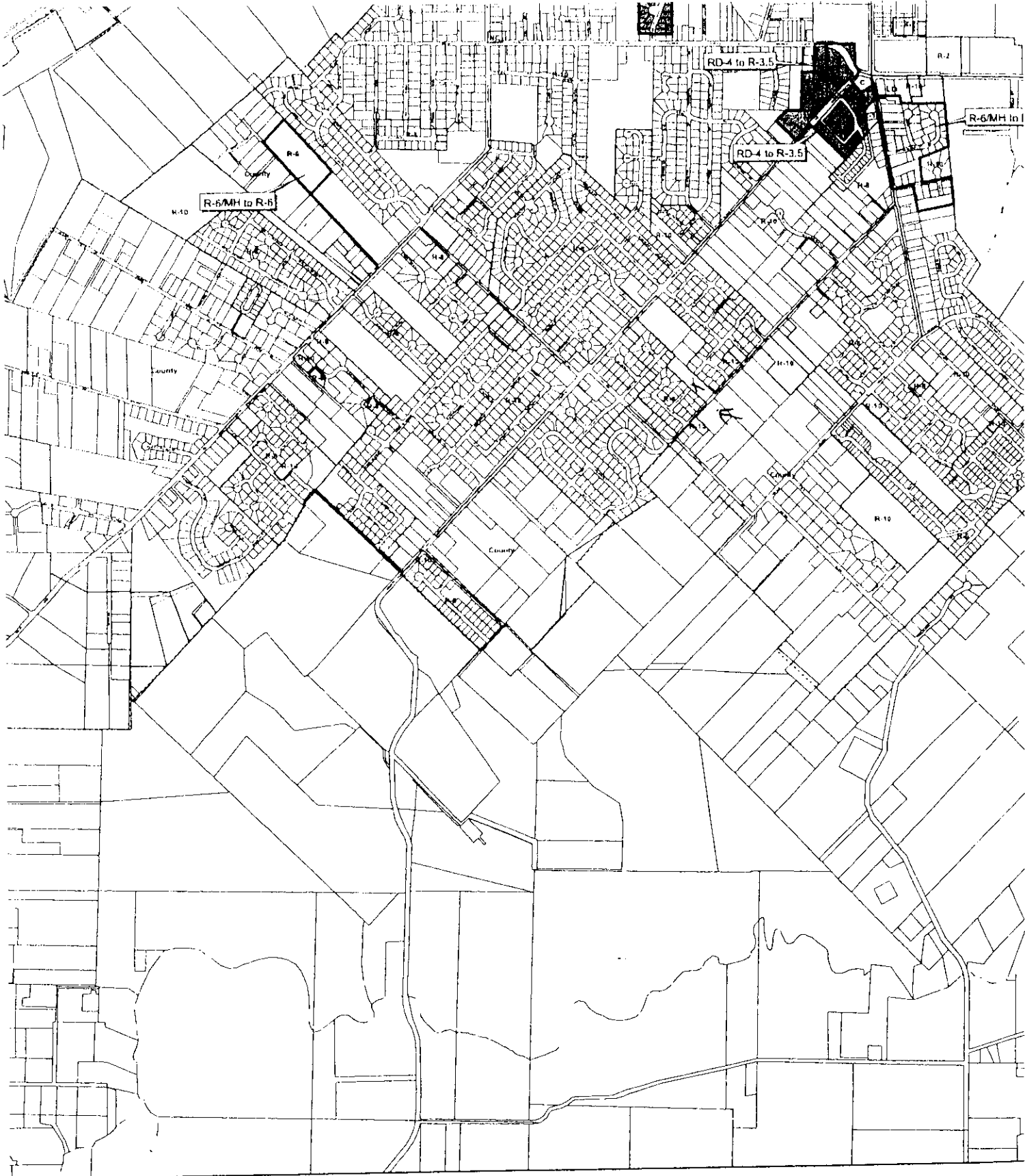
Exempt Value: \$0

Net Value: \$136,009



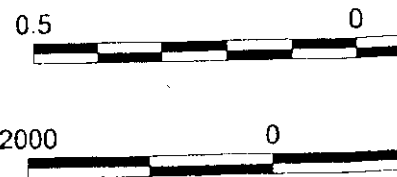
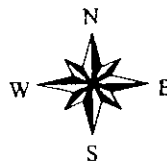
City of Oregon City - PO Box 3040 - 320 Warner Milne Road - Oregon City, OR 97045

Phone: (503) 657-0891 Fax: (503) 657-7892 Web: www.ci.oregon-city.or.us

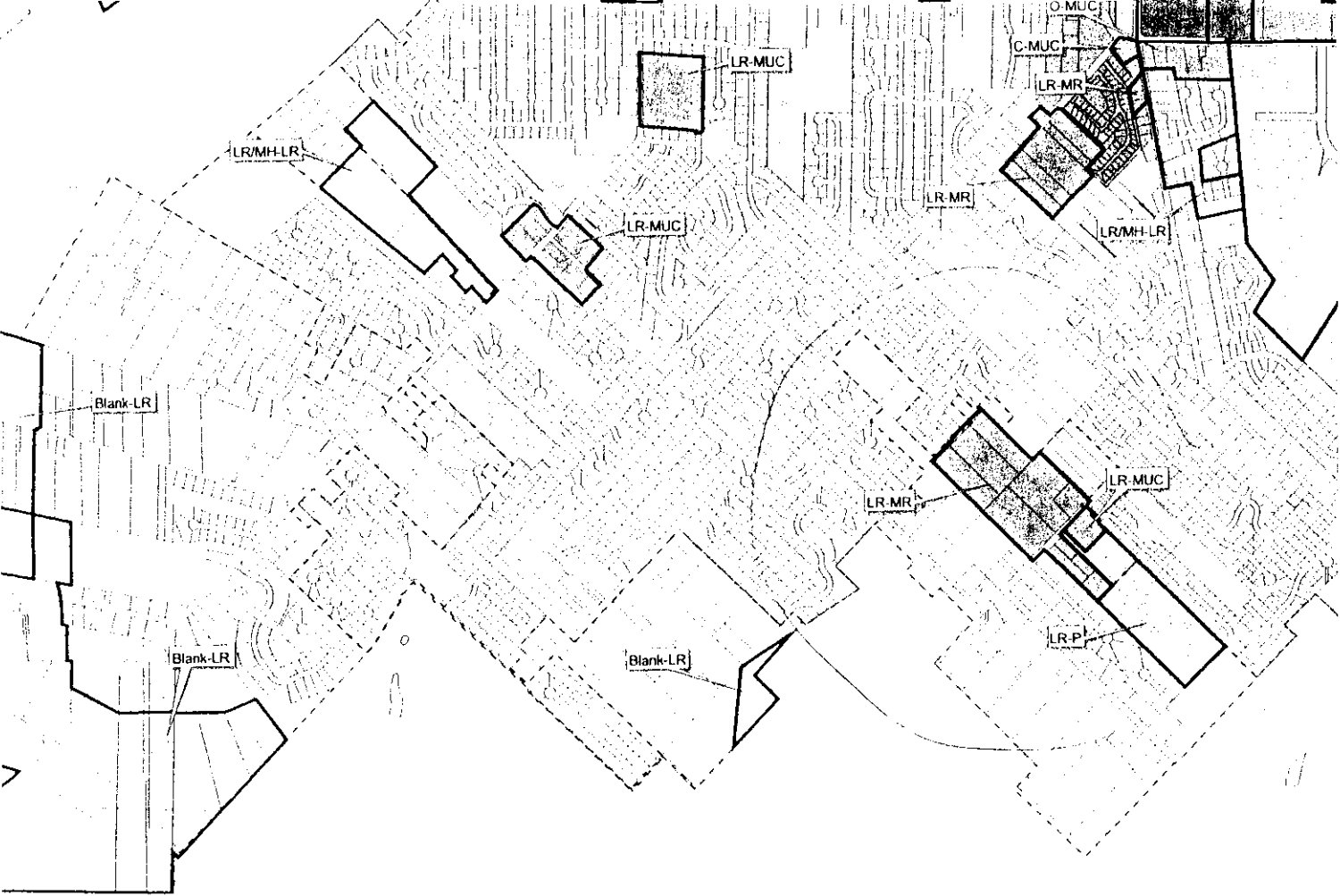


Proposed Zoning Maps

AP FOR REFERENCE PURPOSES ONLY.
The information on this map is derived from Oregon City's digital database. However, there may be map errors or omissions. Please contact Oregon City directly to verify map information. Notification of any errors will be appreciated.

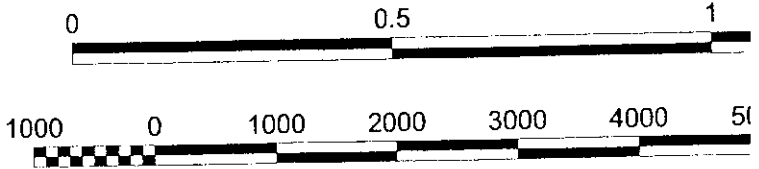


Please recycle with colored office grade paper.



Comprehensive Plan

AP FOR REFERENCE PURPOSES ONLY.
 The information on this map is derived from Oregon
 City's official database. However, there may be map
 errors or omissions. Please contact Oregon City
 directly to verify map information. Notification of
 any errors will be appreciated.



11/24/03

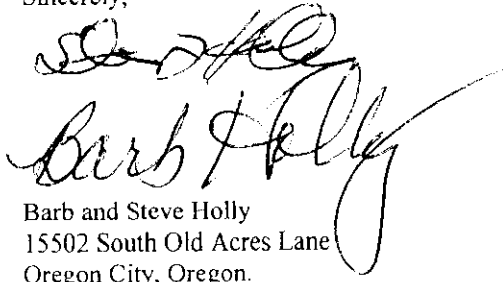
To the Oregon City Planning Commission:

I would like to let you know that our household is opposed to the rezoning the land on Beavercreek across from the new Oregon City High School from residential to industrial.

- 1) Once the planning committee decided to enlarge the old junior high and add a beautiful new Oregon City High school, they should have changed their minds about rezoning the land across from the high school from residential to industrial.
- 2) In our opinion, having residences near to schools helps increase the security of the students.
- 3) Having residences near the schools help improve the general environment for the school and the general area.
- 4) The extra traffic of an industrial area would increase the traffic in front of the high school as well as in the general area, therefore endangering the high school students as well as visitors to the high school.
- 5) Daily we hear ambulances, police, rescue vehicles and fire trucks running up and down Beavercreek now, it is not a good idea to add more traffic to a dangerous road.
- 6) The next thing you will decide is to raise our taxes to increase the width of Beavercreek road. Many people are already out of work and raising their taxes will not be helpful if they just abandon their homes and move out of the area.
- 7) There are areas closer to truck routes like old 99 that need to be cleaned out and improved, to us a industrial site in these areas make more sense. These property values should already be low and improving the entrance to Oregon City should help boost the old historical city center.
- 8) If you rezone the property and then the land owners cannot find a buyer because no industry want to move into this area, you have effectively stopped them from selling their land at any price. I am quiet sure they would not be complaining if they would get more money for industrial land than residential.
- 9) And finally, we were very upset to find out about all this re-zoning by word of mouth. If an area so close to a school is under consideration for rezoning all of the parents and residents that will be affected by this rezoning should have been invited to these meeting. The general public does not trust most public officials and behavior like this does not help the governments cause.

I truly doubt that there is anything we can do to influence the planning of land so close to our homes as I don't really believe government cares about people near as much as it does about its own processes. I would love to be proven wrong in this case at least.

Sincerely,



Barb and Steve Holly
15502 South Old Acres Lane
Oregon City, Oregon.

Oregon City Planning Commission
320 Warner Milne Road
Oregon City, OR 97045

November 24, 2003

Dear Planning Commission:

I am an owner/employee of Blue Heron Paper Mill in Oregon City and a resident of Oregon City. I oppose the redesignation of the mill, as proposed in the Comprehensive Plan Update (November 3, 2003) from Heavy Industrial (M2) to Mixed Use Downtown (MUD).

While I understand the Plan would permit us to continue operating as Blue Heron, I believe designating the mill property for MUD will harm the long term viability of mill by limiting our ability to modernize and expand our operations.

The mill provides a good wage for me and my fellow employees. The mill is a big part of the history of Oregon City, since Oregon City was founded in the 1840s.

We have been a good neighbor for a long time. Please help us stay here, keep our jobs, and continue to contribute to the history and economy of Oregon City. Please do not approve changing the use designation of the mill from our current Heavy Industrial.

Thank you for your consideration.

Sincerely,

Richard H. Wanker
no 4 Paper Machine Tender
43 years of service

Beavercreek Community Planning Organization
P.O. Box 587
Beavercreek, OR 97004

NOV 26 2003
~~BOARD OF COMMISSIONERS~~

25 November 2003

Clackamas County Board of Commissioners
906 Main St.
Oregon City, OR 97045

RE: Citizen Involvement

Oregon City is currently revising its Comprehensive Plan and will end the Planning Commissions Public Hearing process December 10. The Beavercreek CPO, which represents residents of probably the largest area of change, the proposed East Beavercreek Rd. new Campus Industrial area, like the county-residents of that area themselves did not receive any notice from Oregon City of their proposed Comprehensive Plan revision. Some area residents and the CPO eventually learned on the plan in a haphazard way some times after the relevant hearings. Even the *Oregonian* reported on this work after the first public hearing. At their November 24th public hearing, I requested that the CPO receive notice and direct contact from Oregon City when it is considering changes of mutual interest. I did not receive any favorable response to this request and do not know that we should expect any. In fact the Planning Commission stated that they could not afford to notify county residents despite the fact that the plan anticipates changing them into city residents.

Your help is sought to request that Oregon City include in its revised Comprehensive Plan provisions to notify and work with affected CPOs or other named and recognized county units (such as Hamlets or Villages) when planning is done for the areas they represent. Could you please contact Oregon City Planning Commission before their December 10 deadline to have the maximum impact? Do you have suggestions on how individual county residents could know that planning is being done for their area? Your help on this matter would be appreciated.

Sincerely,



Elizabeth Graser Lindsey
Speaker
(503) 632-5568

✓ Cc: Committee for Citizen Involvement

21341 S. Ferguson Rd.
Beavercreek, OR 97004
25 November 2003

Planning Commission
City of Oregon City
320 Warner Milne Rd.
Oregon City, OR 97004

RE: Parking in Comprehensive Plan

Dear Planning Commission:

As you revise Oregon City's Comprehensive Plan, I believe you have reduction of land consumed in parking lots and pedestrian-friendly distances between businesses as goals. Please consider also providing incentives or requirements that parking be provided above or below commercial buildings. This minimizes land required by businesses and the sprawling nature of construction while maximizing the convenience for pedestrians. My family had the opportunity to live in a city, Honolulu, where this was done and so I can recommend it from personal experience.

Sincerely,

A handwritten signature in cursive script, reading "Elizabeth Graser-Lindsey".

Elizabeth Graser-Lindsey
(503) 632-5568

Planning Commission

Proposed zoning for Tax Lot 300 (Clackamas County Tax Assessor Map 3S-1E-1CD)

We understand that the revision of the Comprehensive Plan is a complex and somewhat overwhelming task. Many important issues have come to light with the public testimony. A recent meeting that our neighborhood had with City staff left us with the concern that our issue regarding the proposed zoning of this piece of property could get lost in the shuffle. This note is to reinforce our earlier comments.

Please see the attached Exhibit for our initial testimony regarding this issue and the attached signatures of neighbors in favor of our request.

Our entire area is either zoned R-10 or being given the zone LR by the new Comprehensive Plan. When annexed into the city, the entire area would be zoned R-10. Tax Lot 300, however, is being proposed to be zoned R-6. This would create an isolated 6-acre area of small lots surrounded by 10,000 square foot lots. There would be no area for transition between lot sizes as tax lot 300 is completely isolated and surrounded by the larger lots.

Currently, Tax Lot 300 is zoned R-6/MH. City staff has informed us that they are recommending the R-6 zoning because that is only slightly greater density than is currently allowed. There are two problems with this argument. One, this area was never evaluated for the appropriateness of the zoning R-6/MH in regards to its location, natural resources, etc. Two, the city recently denied a PUD application on this piece of property because the density proposed raised too many questions. That density would have allowed 5,000 square foot lots on Tax Lot 300. R-6 zoning allows for 6,000 square foot lots. We believe that lots of that size still create too much density for this piece of property and the issues the city had with the PUD application would still be unanswered.

This body and the City Commission are aware that the management of storm and ground water is a major concern in the area in question. The neighbors believe that there is a far greater chance of appropriately managing the water if lower density development occurs.

We understand that the city has to increase the number of housing units and that finding places to increase density is a big priority. We are of the opinion that this small piece of property is not the place for the city to look for higher density. The question of compatibility with the surrounding area, the isolation of the piece, its location on a dead end road and the water issues all argue that Tax Lot 300 is not a place for higher density development.

The city is proposing to delete the PUD ordinance in its' entirety. We support this decision. This ordinance did allow the city to increase density. It seems a difficult argument to make that the city can find the density lost by the deletion of the PUD ordinance, yet finding the 12-15 units lost on Tax Lot 300 with a zone change from R-6 to R-10 is not possible. We respectfully request that this lot be zoned R-10.

RECEIVED
CITY OF GRESHAM

03 NOV 35 AM 10:55

November 10, 2003

L 03-01

My name is Kathleen Galligan and I live at 18996 S Rose Road. I am here this evening to discuss this agenda item and represent many of the residents who live along S. Rose Road. Their signatures are attached to this testimony

We appreciate the opportunity to comment on the changes being proposed to the Comprehensive Plan and the Municipal Code. We are aware of the difficulties involved in taking on such a large project and in finding ways to allow for adequate citizen involvement. We encourage the City to continue to refine its programs for citizens to impact the decision making process.

We would like to be on the record as supporting the change proposed in the Amendments to the Oregon City Municipal Code regarding the removal of section 17.64, Planned Unit Development. In several conversations with City Staff, it appears that this section was more problematic than helpful.

We are in support of the proposed changes to the Comprehensive Plan Zoning Designations for the property located along Rose Road and Deer Lane. This change would give our area a designation of LR instead of LR/MH. The corresponding changes in the City Municipal Code, section 17.06.020 Classification of Zoning Districts, would mean that our land would be zoned R-10, instead of R-6/MH, when annexed into the city. Even though this potential decrease in developable density could in fact decrease the value of our property, we are in favor of these changes. We believe that you are aware that we live in an area where the control of storm and ground water is of significant concern. The residents of Rose Road are of the opinion that a lower density of development allows for a greater chance of successful management of this issue.

Rose Road residents would like to give tentative support for the MUC (mixed use corridor) designation proposed for various sites along South End Road. We, and many others in this area, have significant concerns regarding the current traffic situation along South End Road and worry that development such as that allowed by this classification has the potential to worsen the congestion. We do feel, however, that if development of these areas is done carefully, with neighborhood involvement, there is the potential to actually decrease some traffic problems.

We also note that the MUC 1 classification includes such possible uses as publicly owned parks, playgrounds, play fields and community or neighborhood centers. If you review the City's Comprehensive Plan map, you will see that in the entire South End area, one of significant development over the past few years, there are no green/open space designations. If there is concern about decreasing the traffic congestion in this area, one place to start is to ensure that there are sufficient recreation areas for children/families to enjoy within walking distance of their residences. We encourage the use of the MUC designation for this purpose when appropriate.

The last area that I would like to comment on is the proposed zoning for tax lot 300, located on Rose Road. The neighbors along Rose Road and those in the Lafayette area support these comments. We have attached the signatures from the Lafayette neighbors. I would like to make it clear that this issue is the only one of the several I have discussed that we have had the opportunity to review with our Lafayette neighbors. They may or may not support my earlier comments.

Tax Lot 300 is currently zoned R-6/MH. It is being proposed that this zoning designation be changed to R-6. We are asking that the City review this designation and take this opportunity to more appropriately zone this piece of property R-10. This is our only opportunity to discuss the zoning of this property and the zoning of our properties. In 1992 when the city added the R-6/MH zoning designation to its code and revised the Comprehensive Plan to allow for our area to have this zone as its overlay zone there was no requirement for public notice. When tax lot 300 was annexed into the city in 1999, public notice was required, as was an annexation vote. All of the required notices, voter's information and subsequent Planning Commission minutes refer to the property as FU-10 or LR, with multiple zoning possibilities. Nowhere is R-6/MH mentioned. There was no way for the affected neighbors or the voters to know that the property was actually already zoned R-6/MH. The City decision makers never looked at whether or not this was an appropriate zoning or corresponding density for this particular piece of property. This is the time to do that.

This property is being proposed as LR, the same as our property. The city designates R-10 as the zoning for LR property, yet is proposing this piece be zoned R-6. The surrounding area is developed as R-10 or currently being proposed as LR with an R-10 overlay, except this piece of property. If this zoning were allowed, it would create an isolated 6.5 acre plot of high density in an area of 10,000 square foot lots. The proposed Comprehensive Plan states in Policy 2.4.6 that when environmental constraints reduce the amount of buildable land, and/or where adjacent land differs in uses or density, implement comprehensive plan and zoning designations that encourage compatible transitional uses. The Goal is to protect and maintain neighborhoods. Allowing a zone of R-6 on this piece of property does not fulfill this goal or follow the policy.

The Planning Commission is aware that there are serious concerns in the area under discussion regarding acceptable control of ground water and storm water, traffic and compatibility with the surrounding zoning. The density of a development obviously directly impacts these issues. When faced with a recent development proposal on this piece of property, this body made comments such as "we are looking for places for increased density, this is not the place" and the proposal is "too dense at the edge of the rural transition and there needs to be a transition." Comments were also made regarding the traffic problems that such a dense development would create on a dead end road. The proposal would have allowed for approximately 42 units on this lot. R-6 zoning could allow up to 38, not a significant decrease in the density. We do not think that R-6 zoning would allow for adequate consideration of concerns regarding development on this property that have been expressed by both the neighborhood and the City.

During the recent hearing on this property, the comment was made by the Chair of the Planning Commission that "this property would be a beautiful property if it were scaled down and created in a way that enhanced and tried to take advantage of the wetlands and tried to mitigate the waters without the density that is being proposed there." This is exactly how those of us in the neighborhood feel. We acknowledge that the City must increase its housing units and be constantly looking for ways to increase density. We feel the facts make it clear that this is not a piece of property to look to help the City meet the increased density needs. We ask that it be appropriately zoned R-10.

Thank you for taking the time to listen to our concerns and our request.

In the hearings regarding Amendments to the Oregon City Municipal Code, we the undersigned endorse comments made by Kathleen Galligan specifically supporting:

- Amendment of the City Municipal Code to Delete the PUD ordinance
 - Comprehensive Plan Zoning Designation Changes of our area from LR/MH to LR
 - Municipal Code changes to allow LR to become R-10 once annexed to the city (instead of R-6/MH)
 - Tentatively, the MUC classification of some land in this area, with a note of concern regarding traffic as well as encouragement of open space, parks and neighborhood center uses
 - Request to amend the Comprehensive Plan zoning map to zone Tax Lot 300 to R-10 instead of R-6
-

Name: Mary S Rough Mary S Rough

Address: 18944 S Rose Rd.
Oregon City, OR 97045

Signature: John S. Rough Mary S Rough

Name: John S. Rough

Address: 18944 S Rose Rd
Oregon City, OR 97045

Signature: John S. Rough

Name: Bob Fenn

Address: 18878 Rose Rd
Oregon City, OR

Signature: _____

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 - Request to amend the Comprehensive Plan zoning map to zone Tax Lot 300 to R-10 instead of R-6
-

Name

Jimmy Rough

Address

18946 S Rose Rd

Signature

Name

Faulk, Jason K

Address

19074 Rose Rd
OR 97130

Signature

Jason K Faulk

Name

Kevin Ryan

Address

19040 S Rose Rd

Signature

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-

Name:

Ed Burton

Address:

18799 S Rose Rd

Oregon City, OR 97045

Signature:

Ed Burton

Name:

Address:

Signature:

Name:

Address:

Signature:

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-

Name:

Virginia Tondreau

Address:

18851 Rose Rd
Oregon City, OR 97045

Signature

Virginia Tondreau

Name

Jim Worden

Address

18835 S. Rose Rd
Oregon City, OR 97045

Signature

Jim Worden

Name

Penny Burton

Address:

18799 S. Rose Road
Oregon City, OR 97045

Signature:

Penny Burton

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-

Name:

Melanie M. Schwahn

Address:

18848 S. Rose Rd.

Oregon City, OR 97045-8929

Signature:

Melanie M. Schwahn

Name:

Katie S. Breedlove

Address:

18848 S. Rose Rd.

Oregon City, OR 97045-8929

Signature:

Katie S. Breedlove

Name:

Jean Henkel

Address:

18875 S. Deer Ln.

Oregon City, OR 97045

Signature:

Jean Henkel

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-

Name

Daniel P. Hornych

Address:

18803 S Rose Rd.
Oregon City, Ore 97045

Signature:

Daniel P. Hornych

Name

Valerie Hornych

Address:

18803 S Rose Rd.
Oregon City, OR 97045

Signature:

Valerie Hornych

Name

Webbie Schwahn

Address:

18848 S. Rose Rd
Oregon City OR 97045

Signature:

Webbie Schwahn

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-

Name:

Milo Schmeltzer

Address:

18908 S. Deer Ln

Oregon City OR

Signature:

Milo Schmeltzer

Name

Norene Schmeltzer

Address:

18908 S. Deer Ln

Oregon City, OR

Signature:

Norene Schmeltzer

Name:

JUDY PORTER

Address:

18862 S. ROSE RD.

OREGON CITY, OR 97045

Signature:

Judy Porter

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-

Name:

Fred M. Henkel

Address:

18895 S. DEER LN.

Signature:

Fred M. Henkel

Name:

Loetta Ratt

Address:

18907 S. Deer Lane
Oregon City, OR 97045

Signature:

Loetta Ratt

Name:

Bridley Engel

Address:

18907 S. Deer Lane
Oregon City, OR 97045

Signature:

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-

Name:

Mike - Bev Gornick

Address:

18974 S. Rose Rd

Oregon City

Signature:

Michael Gornick
Beverly Gornick

Name:

Kathleen Galligan

Address:

18996 S Rose Rd

Oregon City, OR 97045

Signature:

Kathleen Galligan

Name:

Elizabeth Wakeman

Address:

18996 S Rose Rd

Oregon City, OR 97045

Signature:

Elizabeth A. Wakeman

In hearings regarding Amendments to the Oregon City Municipal Code, we the undersigned support comments made by Kathleen Galligan to propose a zoning change to R10 of 3S-1E-1CD, Tax Lot 300 on Rose Rd.

Signed
on wrong
form -
support
all comments

Name ANN HENDRICKSEN
Address 19101 South End Rd
OREGON CITY OR 97045
Signature Ann Hendricksen

Name Patrick Cofield
Address 19058 S Rose Rd
Oregon City OR 97045
Signature Patrick Cofield

Name ROBERT LEONARD
Address 19058 S Rose Rd
Oregon City, OREGON 97045
Signature Robert Leonard

Name Marie Jeanne Militante
Address 11615 S Salmonberry Dr
Oregon City
Signature mmilitante

In hearings regarding Amendments to the Oregon City Municipal Code, we the undersigned support comments made by Kathleen Galligan to propose a zoning change to R10 of 3S-1E-1CD, Tax Lot 300 on Rose Rd.

Name Virginia Tondreau
Address 18851 Rose Rd
Ore. City Oregon
Signature Virginia Tondreau

Name Phyllis Dinges
Address 18896 S. Rose Rd.
Oregon City OR 97045
Signature Phyllis Dinges

*signed on
wrong form -
support all
comments*

Name JOHN P. DINGES JR.
Address 18896 S. Rose Road
OREGON CITY, OR 97045
Signature John P. Dinges Jr.

Name VINCENT SCHWAB
Address 18848 S. ROSE RD.
OREGON CITY, ORE. 97045
Signature Vincent Schwab

In hearings regarding Amendments to the Oregon City Municipal Code, we the undersigned support comments made by Kathleen Galligan to propose a zoning change to R10 of 3S-1E-1CD. Tax Lot 300 on Rose Rd.

Name Candace Walch
Address 18805 Lafayette Ave
Oregon City OR 97045
Signature Candace Walch

Name Candace Walch
Address 18805 Lafayette Ave
Oregon City, OR
Signature Candace Walch

Name _____
Address _____
Signature _____

Name _____
Address _____
Signature _____

In hearings regarding Amendments to the Oregon City Municipal Code, we the undersigned support comments made by Kathleen Galligan to propose a zoning change to R10 of 3S-1E-1CD, Tax Lot 300 on Rose Rd.

Name Frank Baker

Address 18945 Lafayette

Oregon City OR 97045

Signature Frank Baker

Name BRAD GOWEY

Address 18885 LAFAYETTE

OREGON city OR 97045

Signature BRAD GOWEY

Name Amber Wishoff

Address 18886 Lafayette Ave

Oregon City, OR 97045

Signature Amber Wishoff

Name Christy Spencer

Address 18886 Lafayette

Oregon City OR 97045

Signature Christy Spencer

In hearings regarding Amendments to the Oregon City Municipal Code, we the undersigned support comments made by Kathleen Galligan to propose a zoning change to R10 of 3S-1E-1CD, Tax Lot 300 on Rose Rd.

Name Kelly Wigmore

Address 18845 Lafayette

Oregon City, OR 97045

Signature Kelly Wigmore

Name Dee Huggett

Address 18865 Lafayette

Oregon City, Or

Signature Dee Huggett

Name Tammi Bradley

Address 18895 Lafayette

Ore. City, Or. 97045

Signature Tammi Bradley

Name Tamee Chadwick

Address 18916 Lafayette Ave

Oregon City, OR

Signature Tamee Chadwick

In hearings regarding Amendments to the Oregon City Municipal Code, we the undersigned support comments made by Kathleen Galligan to propose a zoning change to R10 of 3S-1E-1CD, Tax Lot 300 on Rose Rd.

Name LARRY WINSLOW

Address 18948 LaFayette Ave

OREGON CITY

Signature Larry Winslow

Name Don Simmons

Address 18952 LAFAYETTE AVE

OREGON CITY

Signature [Signature]

Name Robert Blanton

Address 18977 Lafayette Ave

Or. City, OR - 97045

Signature _____

Name AK Blanton

Address 18954 Lafayette Ave

OR CITY, OR 97045

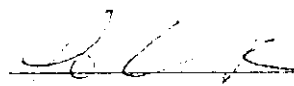
Signature AK Blanton

In hearings regarding Amendments to the Oregon City Municipal Code, we the undersigned support comments made by Kathleen Galligan to propose a zoning change to R10 of 3S-1E-1CD, Tax Lot 300 on Rose Rd.

Name DeAnne Packus

Address 18733 Center Dr

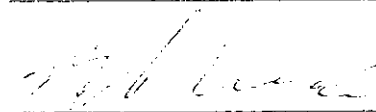
Oregon City, OR 97045

Signature 

Name Miss Catherine

Address 18739 Center Dr

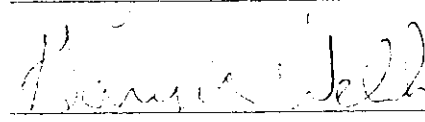
Oregon City, OR 97045

Signature 

Name Emily L. White

Address 17751 Center Dr

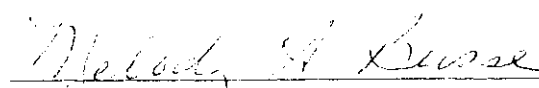
Oregon City, OR 97045

Signature 

Name Melody B. Reese

Address 15742 Center Drive

Oregon City, Oregon

Signature 

In hearings regarding Amendments to the Oregon City Municipal Code, we the undersigned support comments made by Kathleen Galligan to propose a zoning change to R10 of 3S-1E-1CD, Tax Lot 300 on Rose Rd.

Name Don Gilkison

Address 18846 Lafayette Ave.
Oregon City, Or. 97045

Signature _____

Name _____

Address _____

Signature _____

Name _____

Address _____

Signature _____

Name _____

Address _____

Signature _____



November 25, 2003

Dan Drentlaw, Community Development Director
City of Oregon City
320 Warner Milne Road
Oregon City, Oregon 97045

Re: Proposed Amendments to Oregon City Comprehensive Plan and Municipal Code

I would like to take the opportunity to comment regarding the proposed amendments to Oregon City's Comprehensive Plan (dated September 11, 2003) and Municipal Code (dated October 6, 2003). In general the proposed changes appear to be consistent with Clackamas County's land use policies, and recognize specific, mutual areas of interest.

The City has acknowledged the County's interests in several areas, particularly in relationship to the Red Soils property and the treatment plant. We have some concern regarding the treatment of government offices in the new Mixed Use Downtown district ("MUD"). Also, there is some confusion regarding the designation of the County property currently occupied by the County Road Division. More specific comments follow.

Red Soils

The City is proposing to place a new Comprehensive Plan designation, called Mixed Use Employment, on the Red Soils property. At this time, there is no proposal to change the existing Campus Industrial zoning designation on Red Soils, even though there is a new Mixed Use Employment zoning category being made available.

There is a new Comprehensive Plan Policy being proposed, that reads: "Review the existing Campus Industrial zoning of the Clackamas Red Soils area and amend the zoning map or standards as appropriate to fully implement the Clackamas County Red Soils Site Master Plan." (Action Item 7.3.1). Proposed Policy 7.3.4 states: "Work cooperatively with ... Clackamas County (for Red Soils Facility) to help facilitate their expansion, and encourage master planning for future expansions." Action Item 2.1.5 provides: "Amend the Zoning Code to allow and encourage mixed uses in selected areas of the city, such as within the ... the County Red Soils site, and along Molalla Avenue." Read together, these policies evince the City's intent to work with the County to apply zoning appropriate to accomplish the County's goals for Red Soils. The County supports these proposals, and is looking forward to working with the City to create an appropriate development at Red Soils.

November 30, 2003

To: Oregon City Planning Commission
Subject: Park Place Village, Kent Ziegler

I live at 15050 S. Holcomb Blvd. Our property backs up to the land that Kent Ziegler owns and is planning to develop. We have lived here since 1986, our property line has always been the Urban Growth Boundary, until this year. We asked that you not bring study area #24 into the Urban Growth Boundary. It was brought in, it seems like for Mr. Zeigler.

Mr. Zeigler has proposed R3.5 against our fence line and a road. It seems like a gradual, larger area would be better so close to the new and what was once the old Urban Growth Boundary. There is 11 acres of forest behind us, please don't let it be turned into apartments, townhouses and a road. If you need to do something with it, let it be a natural greenspace, there are not many left.

Concerning the connector road between Holcomb and Redland Roads, we don't really need it. The other morning when traffic was a stand still at the bottom of Holcomb and the intersection of Highway 213, I waited for 35 minutes in one spot on Redland Road. I was right by Livesay Road, from there I could also see that Highway 213 was at a stand still also. So, if I took a new connector road up Holly Lane Road to Beaver Creek Road and turned right onto Highway 213, guess what, I am in the same situation, a stand still. Don't you see, the bottleneck at Holcomb, Redland and Hwy 213 all end up in the same place, no matter what. Then there is the bottleneck at Hwy 213 and the 205 exit.

The City has spent all the money to fix the Beaver Creek intersection, it will help a little if you don't add 600 more homes with Park Place Village.

Has anyone contacted the School District and asked if Holcomb and Redland Schools can support 600 more homes, figuring an average of 1.5 kids per home. My daughter attends Holcomb Elementary and there are 37 students in her class, this is the average class size. If Mr. Ziegler built a new school, could the school district afford to hire more teachers? I think the answer is no.

I noticed as I was driving past the new Holcomb Ridge development today, the land is already sliding. There are a couple of mudslides that have flowed over the silt fences and they haven't even started building yet. Hopefully one of you could take a look at this development before you decide on Park Place Village, there are a lot of slopes on this 172 acres also.

Please listen to the people that live in Trailview (centex homes), they are right, the road would be way to close. Our property borders the same area they are fighting for to save.

Thank You,
Deanna & Tod Townsend
15050 S. Holcomb Blvd
Oregon City, Or 97045

12-8-03

Subject: Development and traffic on Redland Road

Mayor Norris & City Planning Commissioners:

A couple of years ago the citizens of our area combined to protest development of Kraeft road property off Redland Road to include Riverdale's new High School. The concern the citizens had was multipronged - a primary fear was runoff from such a development into the spawning beds of Abernethy Creek. The county obviously felt the same concern when they spent the better part of last summer installing a larger culvert under the Road to allow for better salmon passage and improvement of those runs. This is why I am incredulous that Oregon City would even entertain the idea of heavy development in the area that could negatively impact this important resource.

Residents of Redland Road and outlying areas during last summer's culvert project discovered the negative impact of adding time to their daily commutes when they had to find alternate routes to work. A traffic light and a major intersection at Holly lane will significantly impact those who regularly use Redland Road as their most direct means to the freeway which was also the same argument the citizens had when the Kraeft Road site was being considered for Riverdale.

Another concern I have heard voiced repeatedly is the impact of uncontrolled development on the infrastructure. We all know that it took us more than 30 years to pass a bond here and already our elementary schools are at capacity. Word is that the developer for the Holcomb/Livesay Road properties has offered the city 6 million dollars to offset costs if the development goes through. We all know it would be a drop in the bucket to build additional schools and infrastructure to support it. I am sure that our planning commission is well aware that the consequences of underfunding such development falls back into the citizen's lap.

In basic college Housing courses I have learned that the best planned cities allow for plenty of protected greenspace radiating either in the form spokes on a wheel or concentric circles from the hub city. Redland Road is a natural greenspace because of the Abernethy Creek and the geography of the area. We need to remember this basic tenant when considering development.

I currently volunteer in several local school and community activities. I only have the time to do that because of the "easy" commute I have had to my job in Portland. In the past couple of years that commuting time has progressively increased while travel between 213 & 205 has become more of a bottleneck. As the taxpayers are regularly unsupportive of adequate funding for roads & necessary infrastructure, I see little hope for any relief at that freeway exchange. Growth towards Mulino and Beavercreek already adds to this bottleneck. As a 16 year resident of the Redland area and an involved Oregon City citizen, I fear the traffic that most of the addition of 600 plus homes at Park Place/Holcomb will bring to 213 as well as the impact it will have on my own life.

I am well aware that growth will happen. It only seems right that those whose homes and quality of life are being impacted have a say in how drastically they and the property they own are impacted. We have the opportunity to protect our rural areas while providing for growth. Let's not negatively impact what was there before us.



Julie O'Dwyer
20009 S. Forest Hill Drive
Oregon City, OR 97045

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CITY OF OREGON CITY

03 DEC -8 330 00

*Linda
Royer*
A.S.L.A.

Members of the Planning Commission
City of Oregon City
320 Warner Milne Road
Oregon City, OR 97045

December 8, 2003

Re: Comprehensive Plan
Park Place Village Development

Commission Members:

I want to summarize the points in favor of development of this area of Livesay Road and why it should be included in the Comprehensive Plan at this time:

1. Traffic

The site is 1.5 miles from I-205 and development can occur here with little impact to the 213/Beavercreek Road interchange.

Traffic from this area can access Redland Road, Holly Lane, Anchor Street, Abernethy Road or 213.

The new access to Redland Road occurs where topography permits a moderate slope to the road with little grading impact and creates a four way intersection with Holly Lane which could be signalized when traffic volumes require it.

This collector road may siphon traffic off Holcomb Road that currently has to travel to the intersection with Redland Road at the west end of Holcomb thereby reducing traffic on the westerly portion of Holcomb.

The new access road creates an alternative access for the fifty existing homes on Livesay Road that were cut off in the flood of 1996. Redland Road was closed at Holly Lane and the intersection there was above flood waters and open throughout the flood.

The new road can be constructed so that no improvements have to be done on the existing, narrow westerly portion of Livesay Road and there would be no construction traffic on that section of Livesay Road. When completed, the new road would decrease the traffic on the westerly portion of Livesay Road and that section could, in fact, dead end at Swan Avenue except for emergency access.

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CITY OF OREGON CITY

03 DEC - 8 PM 2:56

14432 S. Livesay
Oregon City, Oregon 97045
503.650.1663

2. Site Conditions

Topography- the area proposed for development has very gentle slopes, typically 2-4% for a great deal of the property and will be easy to develop for not only homes, but for larger neighborhood commercial uses with minimal grading impacts.

Natural Buffers -- the area is buffered from the existing Holcomb residential neighborhood by a steeply sloped, heavily treed ravine. It is buffered from Redland Road by steep, forested slopes and elevation above Redland Road. It is buffered from the larger acreage parcels on the east by forest and ravines. Most of these forested slopes are too steep to permit development and create a natural buffer and open space for this development.

The land proposed for development is primarily larger parcels with a few older, smaller homes that would be impacted.

There is no farming of appreciable value being done on these parcels. Most of the land is in pasture or grass hay fields.

3. Development

The existing neighborhood resident typically has to travel 3 miles or more to go to a grocery store or commercial services.

We have seen by the rapid build out of properties on Holcomb Road, an indicator that there is a need for residential development. There does need however to be a variety of housing types including higher density.

The only foreseeable impact on the existing Holcomb neighborhood is if students from this area go to elementary school there. Other than that traffic, the proposed development could serve the Holcomb neighborhood with closer neighborhood commercial services such as a KinderCare, a salon, video store, deli, offices for employment and other uses such as assisted living center which would be employers in the community. These services and employers could be within walking distance for a number of residents.

With this alignment and development, it would enable looping of the water system and connection of utilities to Redland Road. The current water lines on Livesay Road have insufficient pressure to fight a fire from the hydrants.

In summary, this is where development should happen to be in conformance to the mandates of state land use planning laws in order to protect farm and forest land from the pressures of urban expansion, in order to create land for homes and employment, in order to minimize impact on existing road systems by building close to high capacity roads like 213 and 205. Given the twenty-two year lag since the last update of the Oregon City Comprehensive Plan, this land area needs to be included in the current consideration. Refinements to the actual design will be considered through the process of numerous hearings yet to come, but we request that you include the designations proposed in approval of the plan before you.

Sincerely,

Linda L Royer
Resident of Livesay Road for thirteen years

Oregon City Planning
320 Warner Milne Road
Oregon City, OR 97045

To whom it may concern:

There are many reasons for the objection to the re-zoning of South End Road, probably all of which the City Planning has already heard.

- The increase of traffic
- The noise
- The loitering
- The decrease in value of the existing homes
- The increase in danger of the children that walk to King and McLoughlin School

I'm not sure who is wanting the commercial zoning on South End Road. We've already submitted 129 signatures of people that do NOT. Here are 86 additional signatures of people that do NOT.

If Oregon City Planning is trying to accomplish convenience for us, its rather obvious that we don't mind the 5 - 10 minute drive to acquire whatever it is that we need.

Thank you for your time and consideration.

Sincerely,



Robert and Chantal Warke
18765 Lassen Court
Oregon City, OR 97045



RECEIVED
CITY OF OREGON CITY

03 DEC -8 PM 1:52

Petition:

Opposed to commercial development/land use zoning change on South End Road

We, the undersigned, are opposed to the proposed change in land use zoning on South End Road. We support retaining single family, residential dwelling use and R 10 zoning to maintain the liveability of our neighborhood. We are very concerned about the proposed changes due to increased traffic, safety concerns, noise and light pollution and the loss of our neighborhood community.

Signature	Address	Telephone number
Mr + Mrs Scustone	788 Pleasant Ave #1	
Kayla Taylor	18809 Oaktree Ave. OC	503-557-4939
Paul Puerve	18878 Rose Rd O.C.	
Steven Lyne	20151 South End Rd	
Jesse Danwoodie	19011 Cathy Adams Dr. O.C.	503-657-0410
Karen Woodward	19700 S. Tyrone Way OC.	
Erin H. Rant	19940 S. IMPALA LN	503 570 1543
Robert H. Eastman	229 AMANDA CT OC.	503-655-9942
Dorothy Witkowski	11750 S. Longstanding Ct. OC.	503-655-1620
Tom Vaught	10790 S. Nazja Way. O.C.	503-655-1184
Andre Cox	11458 S Pennyp Way OC OR	503-888-174
Jim [Signature]	17995 S.E. Arister Dr. Milwaukie OR 97267	
[Signature]	19700 Southend Rd. 97045	503-657-5450
Mahli Lange	11553 S Shawnee Ln OR City OR 97015	503-655-8190
Stella Zitzelberger	20160 Southend RD OR City OR 97045	503-860-9373

Petition:

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Signature	Address	Telephone number
<i>[Signature]</i>	14205 MWberry CT OREGON CITY, OR	650-8633
<i>[Signature]</i>	19397 Towercrest Dr. O.C.	657-8245
<i>[Signature]</i>	18940 Paulsen Dr Oregon City Or	657-5821
<i>[Signature]</i>	11438 S Woodwind Dr O.C.	503 722-3877
<i>[Signature]</i>	11466 FINNEGAN'S WY OC, OR	657-5860
<i>[Signature]</i> Travis D Cox	11458 S Pennys Way Oregon City OR	503- 655-6601
<i>[Signature]</i>	966 Hazelwood Dr Oregon City	503-557-2028
<i>[Signature]</i>	20068 Southend Rd OC	503.656-9839
<i>[Signature]</i>	12052 S McCORD HEIGHTS RD.	503-650-2232
<i>[Signature]</i>	20491 S May Rd Oregon city 97045	503.655-0426
<i>[Signature]</i>	20108 S Impala Ln Oregon City	503-723-6665
<i>[Signature]</i>	11488 Shelby Rose Dr.	503 449 5740
<i>[Signature]</i>	19354 HAZEL GROVE DR	503-722-9468
<i>[Signature]</i>	19395 LINDA DR. OC OR	503 657 4221
<i>[Signature]</i>	11305 SHALBY ROSE DR	723-0896

Petition:

Opposed to commercial development/land use zoning change on South End Road

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Signature	Address	Telephone number
Herbert Morehouse	19388 Hazel Grove Dr. ^{O.C.} 97045	(503) 722-3891
William H. Vickers	19384 HAZEL GROVE DR. ^{O.C.} 97045	(503) 655-3762
Virginia Dunwoodie	19011 Cathy Adams ^{O.C.} 97045	503-657-0410
Michelle Bennett	11440 S. Shelby Rose Dr. ^{O.C.} 97045	(503) 656-5427
Sharon Grunst	19376 Hazel Grove Dr. ^{O.C.}	656-0398
Dan Grunst	19376 Hazel Grove Dr. ^{O.C.}	656-0398
John Bell	11708 S. Salmonberry Dr. ^{O.C.}	722-4405
Dave & Mae Koch	19378 Vincent Dr., ^{O.C.}	503-657-6190
Susan Thornhill	19350 S. Auburn Dr ^{O.C.}	503-722-1132
Darin Thornhill	19350 S. Auburn Dr. ^{O.C.}	503-722-1132
Melissa Jordan	986 Hazelwood Dr ^{O.C.}	503-655-3378
Cynthia Storie	Wendy 986 Hazelwood Dr ^{O.C.}	655-3378
Wendy Storie	11505 PENNYS WAY ^{O.C.}	657-2207
Fred Seagel	11397 STEVEN ROSE DR ^{O.C.}	722-1028

Robert
657-7552

Petition:

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Signature	Address	Telephone number
Paula S. Nelson	28472 S. Hwy 213, Malino	(503) 829-9961
John	12053 Foxgloves Somerset	(503) 789-7928
Anthony Bechtel	19147 S Merchant Pl	(503) 656-0560
George Heckert	19348 Vincent Dr	503-655-4995
John	18630 Cook St.	503-656-5301
John C. Moe	1723 S Pine Pl	503-650-5096
Bob Huggett	18865 Lafayette	503-656-2597
Evelyn Osborn	506 3rd Ave.	No Phone
Don Wolecott	11972 Kathlamet Ct	503-329-5889
D. 24	11370 S BRANDON ST	503-720-4976
Donna Gliselle	888 S. End Rd	503-657-7622
June Conn	987 Josephine	503-552-5179
Brian Shup	Highland	(503) 638-8572
John	11958 Leann Mark Lane	(503) 742-8810
John	11670 S Albert Dr	503-650-2923

Petition:

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Signature	Address	Telephone number
<i>[Signature]</i>	19312 Faircrest Drive	(503) 650-0960
<i>[Signature]</i>	19012 Paulsen Drive	503-722-4359
<i>[Signature]</i>	19012 Paulsen DR	503-722-4839
<i>[Signature]</i>	217 Amanda Ct.	503-655-4947
<i>[Signature]</i>	11757 Payson Ln.	(503) 961-4701
Kristie Bell	11625 S. Finnegan's way	(503) 657-8170
Kathy Bell	11625 S. Finnegan's way	(503) 657-8170
<i>[Signature]</i>	1145 SUNNY LN	(503) 650-7780
<i>[Signature]</i>	1106 Southern Blvd.	503-657-3145
Steve Williams	11363 S. Forest Ridge Rd	503-650-1933
<i>[Signature]</i>	11527 Pennys Way	503 650-7398
<i>[Signature]</i>	122 Deerbrook PR	503 3516551
<i>[Signature]</i>	1008 Hazelwood	503-657-1382
<i>[Signature]</i>	18705 Cook St.	503-656-9831
Kyle J. Harrish	1115 Netzel	503-650-9359

Petition:

Opposed to commercial development/land use zoning change on South End Road

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[illegible]

Petition:

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[illegible]

December 9, 2003

To: The Oregon City Planning Commission

From: The McLoughlin Neighborhood Association
Land Use Committee

RE: L-03-01- Amendments to the Oregon City Comprehensive Plan, Oregon City Plan Map, Oregon City Zoning Ordinance, and Oregon City Zoning Map

The McLoughlin Neighborhood Association (MNA) offers the following comments regarding the above listed application.

A. Comprehensive Plan- Land Use types Planned (Map categories)

The current Comprehensive Plan provides for accommodation of the unique characteristics of the McLoughlin Conservation district. The current McLoughlin Conditional Residential –MCR, Comprehensive plan designation provides protections for the District. The MCR plan designation covers both the single-family, R-6 and RC-4, zoning within the Conservation District

McLoughlin Conditional Residential [MCR]: Permitted uses in this area are: (a) the existing single-family uses assuming they were established legally; (b) new single-family homes on existing lots. Conditional uses are: (a) new residential construction other than single-family at medium density standards (b) conversion of existing structures at medium density standards; additional allowance may be given for conversion of structures exclusively for the elderly.

Given that the majority of the lots in the McLoughlin Conservation District were platted at the turn of the century the likelihood that the criteria for other than single-family residential uses could be met. This in effect helps preserve the Conservation District as a single-family residential neighborhood.

The proposed Medium Density plan category being considered would consolidate the existing Medium Density Residential (MDR) and McLoughlin Conditional Residential (MCR). We would submit that the proposed MR category does not have any applicability to the McLoughlin Conservation District. One size does not fit all. The proposed plan designation applies generally to property that allows for medium density residential such as duplexes, and/or attached residential uses. The proposed Medium Density Residential category states that *MR areas are planned for residential developments with dwelling unit types such as attached single-family units, rowhouses or townhouses. Included in this category is the McLoughlin Conditional Residential district, which is unique in the sense that it allows residential..... More intensive new*

and redeveloped residential construction can be built at medium densities under certain circumstances.

We would propose that McLoughlin Conservation District needs to have its own plan designation due to the unique characteristics. It is not a medium density residential area. We recommend that the current Plan designation be retained and revised in order to support and reinforce the District. In addition, as the MNA plans for the future National Register District designation, the McLoughlin Conditional Residential designation would reinforce the single-family character of the neighborhood and limit intrusive developments that have been built in historic neighborhoods in Sellwood and the Corbett neighborhoods in Portland. We have a rich heritage to conserve and preserve for the future.

In conclusion, the MCR category should be retained and revised to more accurately reflect the nature and unique characteristic of the McLoughlin Conservation District residential uses.

B. Plan Map changes:

We question the proposed map change for the parcel located at 8th Street at the NW corner with John Adams. The property consists of a non-conforming lot as well as a non-conforming building. Is the assumption to give the parcel the MUC designation in the hopes that it will convert to a conforming use? Perhaps the parcel should be reconsolidated back into the existing residential lots adjacent to it. This plan designation is more appropriate for the 7th Street corridor. This parcel is located on the residential side of 8th Street. We would appreciate further discussion with staff regarding this proposal.

It is not clear how applying the MUD plan designation supports the Downtown core, when it just spreads this plan designation all the way to the Landfill properties. The Downtown is unique and very different from the uses in the OC shopping center and the landfill area. Each of these areas should stand on their own and not compete with each other. What happened to the late great Downtown plan?

How does MUD support the End of the Oregon Trail Master Plan?

C. Text comments:

Page 3-3- policy 3.4.9- Encourage and support property owners in efforts to preserve and.....

Page 3-3: policy 3.4.12- Publicly owned properties of historic significance should shall ... Local government should be held to a higher standard with regard to historic preservation. Requirement should apply equally to the private as well as the public sector. If should is used this will never happen- make this an affirmative action

Page 3-4- policy 3.4.13- Natural and cultural landscapes should shall be considered.....
If should is used this will never happen- make this an affirmative action.

Page 3-4: policy 3.4.9- when ready. When does the City think *when ready* is?
Delete when ready.

Page 3-6: policy 3.7.2:water bodies that have significant functions and values.....
Again significant is not defined... there are so few wetland areas left that the few remaining ones may indeed be significant.

Page 3-12- the McLoughlin Neighborhood is on record with the Oregon City School District officials about wanting to be involved in the planning and possible reuse of the high school campus. We concur with reuse, however since we do not know what that might be and what effects any proposed non-residential uses might have on the neighborhood. It is inappropriate for the city to memorialize its desire for a "community gathering place" without the appropriate citizen involvement, study and planning.

Page 3-13: Historic landmarks are structures or sites of unusual historic importance.....
It would appear that the word unusual is not appropriate here. What is meant by unusual....The connotation does not work. Reword to say: *Historic landmarks are structure or sites with historic importance or significance which help establish the city's identity.*

Page 7-4, policies 7.7: Home based businesses. Notification is a key to this section.
How will adjoining property owners /residents be notified about these businesses?

Page 8-1, policy 8.1.5 how would this affect the RC-4 zoning district?
and 8.1.6- add and conservation as noted- (Pursuant to state law, this policy does not apply to land designated within designated historic and conservation districts or residential land immediately adjacent to a historic landmark.)

Page 8-2, Action item 8.1.3- this is potential detrimental to historic and conservation districts and should be excluded.

Page 8-2: Background: Sentence is awkward....suggestion: *Oregon City is a unique community in the State of Oregon not only for its role in the establishment of Oregon as a state. The City also has some of the oldest and diverse housing stock in the State. Some thing like that.*

Page 9-6: policies 9.8.1 – 9.8.3: These policies imply a lesser role for the city in determining how these Public and Quasi- public entities grown. Oregon City should be directly involved- not just in the role of reviewer- but an active participant with these faculties. These facilities are needed in our community; however, they can also have detrimental effects on the health, safety and welfare of the community if proper planning principals are not applied. Stronger language than coordinate is needed to show that the City intends to be partners in their process for growth and expansion.

Page 9-9 Action item 9.11.3: Before this became an action item discussions with affected neighborhoods should take place. Although City Hall was once located in the McLoughlin neighborhood, the impacts from such a facility would be substantial on the commercial areas as well as the surrounding residential area.

Page 9-13: K-12 Education - delete *to the extent possible*. Goal 14 emphasizes that facilities be located in urban growth boundaries where facilities and services are available. Future school facilities should not be built outside the UGB.

Page 9-16: The Buena Vista House is owned by the City of Oregon City, and not the National Park Service. It is a city community facility. The McLoughlin and Barclay houses are operated and still owned by the McLoughlin Memorial Association. All of the paperwork regarding the National Park Service managing them has not been completed and should not be listed as such in the Comprehensive Plan.

In conclusion, thank you for the opportunity to comment. We look forward to discussing our proposed recommendations and comments with staff.

Sincerely,

Denyse C. McGriff
Land Use chair
McLoughlin Neighborhood Association

815 Washington Street
Oregon City, Oregon 97045



900 S.W. Fifth Avenue, Suite 2600
Portland, Oregon 97204
main 503 224 3380
fax 503 220 2480
www.stoel.com

TIMOTHY L. MCMAHAN
Direct (503) 294-9517
tlmcmahan@stoel.com

December 10, 2003

VIA FACSIMILE NO. (503) 657-7892 AND U.S. MAIL

Mr. Dan Drentlaw
Community Development Director
City of Oregon City
PO Box 3040
Oregon City, OR 97045

Oregon City Planning Commission
City of Oregon City
PO Box 3040
Oregon City, OR 97045

VIA FACSIMILE NO. (503) 657-7026 AND U.S. MAIL

Mr. Larry Patterson
Interim City Manager
City of Oregon City
PO Box 3040
Oregon City, OR 97045

**Re: Proposed Comprehensive Plan and Zoning Code—Blue Heron Paper Company
Planning District Redesignation**

Dear Messrs. Drentlaw and Patterson and Members of the Planning Commission:

Thank you for retaining the record open for additional written comments concerning the above-referenced matter. On November 24, 2003, I submitted a comment letter on behalf of the Blue Heron Paper Company. Additionally, representatives of the Blue Heron Paper Company testified at the public hearing on November 24, expressing their concerns regarding the proposed Mixed Use Downtown ("MUD") Comprehensive Plan designation for the Blue Heron Paper Company property.

Following the Planning Commission hearing, representatives of Blue Heron Paper Company have had the opportunity to meet with Mr. Drentlaw and Mr. Patterson concerning issues

Oregon
Washington
California
Utah
Idaho



Mr. Dan Drentlaw
Oregon City Planning Commission
Mr. Larry Patterson
December 10, 2003
Page 2

addressed, both in testimony and in my November 24 letter. I am hopeful that we can work with the City toward a resolution of this matter which serves the best interests of the community, and fulfills the City's objectives in its Comprehensive Plan.


A. Comprehensive Plan Issues

Mr. Drentlaw and Mr. Patterson have assured the Blue Heron Paper Company that the City is very interested in Blue Heron remaining as a viable business, with ample opportunities for the company's operation to grow and change over time. We also understand the City's perspective that, over time, if the Blue Heron site were to transition to a non-industrial use, the City seeks a meaningful opportunity to influence the future development of the property, in order to ensure its compatibility with the City's overall vision for the future.

To summarize key points in our previous comments, we believe that the Comprehensive Plan and map, as drafted, present the following significant challenges to meeting these common objectives:

1. The MUD designation of the Blue Heron property relies on two sub-area plans which do not support the MUD designation over the Blue Heron property;
2. The Plan is internally inconsistent in seeking to change the use designation applicable to the Blue Heron property, while at the same time providing policy direction for the preservation of existing industrial uses; and
3. While the Plan map includes a mixed-use designation of the mill property, there is no narrative in the Plan supporting or explaining this designation.

In view of these concerns, we have recommended to City staff that the Industrial Comprehensive Plan designation be retained over the Blue Heron property, but that a notation, such as cross-hatching, be placed over this property, with an explanatory note on the plan map. This explanatory note would provide that the Blue Heron Paper Company retains its Industrial designation, but that it is considered a "special planning area," and that the City and the Blue Heron Paper site property owner will work together to develop a master plan for the property to address the City's need for long-term "transition planning" while preserving all opportunities to continue existing mill operations and future industrial uses. Moreover, we have recommended that the City work with Blue Heron Paper Company and other existing industrial property



Mr. Dan Drentlaw
Oregon City Planning Commission
Mr. Larry Patterson
December 10, 2003
Page 3

owners to establish better narrative language in the Plan supporting the Plan map designations, and to reconcile the conflicting policy direction.

To reiterate, the Blue Heron Paper Company opposes the MUD planning designation over the property (as depicted on the Proposed Comprehensive Plan Map dated October 20, 2003), and recommends that the Industrial designation be retained. However, we support the City's objectives in establishing policy direction to protect the public interest in the event of potential, long-term transitions in the uses on this and other industrial properties. We believe that doing this intelligently and carefully is of great long-term benefit to the Blue Heron Paper Company as well as the City. As one example, please be mindful of the fact that the Blue Heron Paper Company possesses a very substantial and very early (if not the earliest) active water claim for industrial use on the Willamette River which is of incalculable value to the property, and the community as a whole. To simply plan for elimination of industrial use of the property without considering all ramifications, including the extremely valuable resource the water claim can provide to the property and the community, is antithetical to good, sound comprehensive planning.

The Blue Heron Paper Company also recommends that the Comprehensive Plan be clear in stating that the Oregon City Waterfront Master Plan (January 4, 2002, Ordinance 01-1033) and the Oregon City Downtown Community Plan, Part 1, **do not** encompass the Blue Heron Paper Company site, and that the southern boundary of both of these plans is Fifth Street. We request the addition of this language into the Comprehensive Plan to avoid any future confusion concerning the applicability of these planning documents to the Blue Heron Paper Company site.

Finally, it is my understanding that the City's Natural Resources Committee has recommended policy language, revising Draft Plan Policy 2.2.12, in order to better indicate the City's intent with respect to redevelopment of not only the Blue Heron site, but other industrial properties as well. We support that language change, as proposed.

B. Zoning Code Amendments

The proposed zoning code amendments concerning industrial uses continue to perpetuate a lack of clarity in the existing code concerning the Blue Heron Paper Company's operations. We believe that under the existing code, the operations constitute a "wood product manufacture" operation, as well as an existing industrial use "not requiring a conditional use permit under Section 17.56.030." However, many necessary aspects of the existing operation occur outside



Mr. Dan Drentlaw
Oregon City Planning Commission
Mr. Larry Patterson
December 10, 2003
Page 4

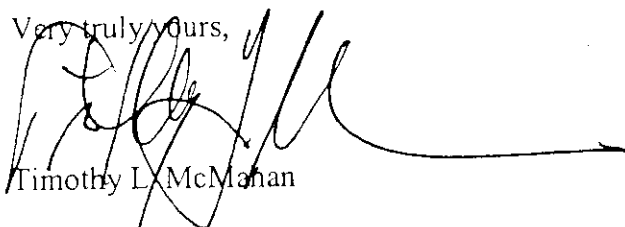
buildings. We recommend that the "Existing industrial uses" language in Section 17.36.010 be changed as follows:

"Existing industrial uses not requiring a conditional use permit under Section 17.56.030, including accessory existing uses and activities occurring outside buildings." (Proposed changes underlined.)

Other language could equally clarify the code. We would appreciate the City carefully considering this issue, and retain the willingness to revise the draft language to protect the Blue Heron Paper Company's operation.

The Blue Heron Paper Company looks forward to working with the City to provide clearer direction of the Comprehensive Plan and Zoning Code which better serves the broad public interests of the community, including the very important objective of ensuring the ongoing viability of traditional, existing natural resource based industries and associated jobs.

Very truly yours,



Timothy L. McMahon

cc: Mr. Mike Siebers
Ms. Kate McCutchen
Mr. Bruce Martin
Mr. J. Mark Morford

DON VEDDER REAL ESTATE

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December 10, 2003

City of Oregon City Planning Commission
City of Oregon City
320 Warner Milne Road
Oregon City, Oregon 97045

RECEIVED
CITY OF OREGON CITY

03 DEC 10 PM 4:00

Re: Proposed Changes to the Oregon City
Comprehensive Plan and Municipal Ordinance

Dear Planning Commission:

I am writing this letter to summarize the testimony I have made over the last few years regarding redevelopment of downtown Oregon City and specifically about certain provisions in the new proposed Mixed Use Downtown District and related Municipal Code sections.

As you know, I am the real estate agent for the Parker Family and have been working with them on the property they own in downtown Oregon City. I write to you to represent their interests as significant property owners in the downtown Oregon City area.

The Parkers own a large amount of property within the proposed Mixed Use Downtown Zone. They have prime property that can attract significant economic investment in Oregon City if developable. I am concerned that the restrictions on development you propose to include in the Mixed Use zone will prohibit the Parkers from using their property for the highest and best community benefit – to attract significant economic investment and revitalization of downtown Oregon City.

My main concern is that the size restrictions (through square footage caps and floor area ratio requirements) will keep out all major retail investment in Oregon City.

1. Square Footage Limitation on Retailers.

You are proposing a footprint limit of 60,000 square feet on retail uses. This type of square foot limitation seriously limits the Parkers ability to bring new and significant retailers to Oregon City. Large retailers, grocers and wholesalers who do not currently exist in Oregon City will be unable to site in the downtown area because of this limitation.

By keeping these types of businesses out of Oregon City, we are missing an opportunity to provide the community with new services that presently do not exist. Oregon City residents are presently forced to travel outside of the City to obtain such services. Maybe even more importantly, we are also missing the chance to use the name recognition and financial stability of successful national businesses to help rebuild Oregon City's downtown.

126 Cherry Avenue • Oregon City, Oregon 97045 • (503) 656-1160



Member of
International Council
of Shopping Centers

I am also concerned about the way the cap will be implemented and if the limitation in practice will keep out certain businesses you did not intend to keep out. Section 17.34.020 lists permitted uses as retail under 60,000 square feet. Section 17.34.030 lists conditional uses as retail over 60,000 square feet. This makes me think that the City considers certain retail uses over 60,000 square feet to be appropriate and permissible in the Mixed Use zone. What those desired retail uses are, however, is unclear.

Convincing a prospective retailer that they can make the jump from a possible conditional use to an actual approved conditional use troubles me. The Code provisions are somewhat inconsistent and unclear on what process and criteria would apply to a business that wanted to pursue a development over 60,000 square feet. A business considering Oregon City would have very little guidance on what would be acceptable.

I urge you to make these provisions more clear and to provide better guidance on what types of uses over 60,000 square feet the City wants and how to get those approved. Businesses that may consider a site downtown, but cannot build under 60,000 square feet, need better guidance, certainty and opportunity if we hope to attract them and encourage them to invest in the redevelopment of Oregon City.

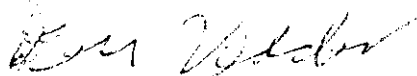
2. Floor Area Ratio.

The minimum 0.4 Floor Area Ratio ("FAR") you are proposing is unworkable. A minimum 0.4 FAR could force a developer to use structured parking. Structured parking, as you know, is extremely expensive and inadequate for most major suburban retailers. To attract redevelopment in the downtown area and give a major retailer a chance at success there needs to be flexibility in the FAR that allows non-structured parking opportunities. Since the 0.4 FAR is a minimum it appears that this restriction cannot be changed even if a building in excess of 60,000 square feet were to be permitted as a permitted or conditional use. Flexibility on the FAR is critical to attract national retailers to Oregon City's downtown area.

I share your dedication and commitment to the redevelopment of Oregon City's downtown area. As stated above, my concern is that the proposed development restrictions in the Mixed Use zone will cause the Parker's prime piece of property to be underutilized and will keep out major national businesses that would greatly benefit our community.

I urge you to consider these issues and revise the proposed Comprehensive Plan and Municipal Code accordingly.

Sincerely,



Don Vedder
Don Vedder Real Estate

TO: Oregon City Planning Commission
c/o Shawn Cook

FAX: 503-657-7892

FROM: Clackamas County Committee for Citizen Involvement
Board of County Commissioners

FAX: 503-655-8898

RE: Citizen Notification Process

DATE: December 10, 2003

TOTAL PAGES (Including cover): 2

The Clackamas County Committee for Citizen Involvement (CCI) and Clackamas County Board of County Commissioners were contacted by the Beavercreek Community Planning Organization (CPO) regarding the Oregon City Comprehensive Plan citizen notification process, and we are responding to their request.

As part of the citizen involvement section of the Oregon City Comprehensive Plan, we respectfully request that notification be expanded to include affected Community Planning Organizations (CPOs) and other unincorporated and recognized county units (such as Hamlets or Villages) when planning will impact the areas they represent.

It is our understanding that while the citizen involvement notification process, as outlined in the Oregon City Comprehensive Plan, included letters seeking citizen participation in the plan review process, newspaper notices, mailings to residents within city limits and expanded within the Urban Growth Boundary, unincorporated areas such as CPOs and neighbors in those areas impacted, did not receive notice.

We sincerely thank you for your consideration.

Clackamas County Committee for Citizen Involvement
Board of County Commissioners

Cc: Elizabeth Graser-Lindsey
Committee for Citizen Involvement
Beavercreek Community Planning Organization

TO THE LAND USE COMMISSION:

MY NAME IS CHUCK GALUSHA. I LIVE AT 104 RANDALL STREET IN OREGON CITY, (8)5%.

RE: THE PROPOSED ZONING CHANGE FROM LOW TO MEDIUM DENSITY ON BROOKSIDE ROAD PROPERTY, AND SECONDLY, THE RELATED TRAFFIC WE CURRENTLY HAVE IN THE NE QUADRANT OF THE SOUTH END AREA.

FIRST, I WOULD LIKE TO COMMENT PRIMARILY ON THE DENSITY AND TRAFFIC PROBLEM IN THE NE QUADRANT.

I HAVE LIVED AT 104 RANDALL STREET SINCE 1956 AT WHICH TIME IT WAS A DEAD END STREET ENDING AT THE HARTKE FARM. IN THE YEARS WHICH FOLLOWED, ALL OF THE LOTS ON RANDALL STREET AND THOSE IN THE HARTKE LOOP AREA AND THE NE QUADRANT IN GENERAL WERE FILLED. INCLUDED IN THIS AREA ARE NUMEROUS SINGLE FAMILY HOUSES AND SEVERAL STREETS OF DUPLEXES. I AM NOT AWARE OF ANY VACANT LOTS ON RANDALL STREET OR IN THE AREA MENTIONED ABOVE, SO I THINK WE HAVE HAD OUR GROWTH COMPLETED, WHICH BEGAN 30 YEARS AGO.

THE PROBLEM WE FACE NOW IS TRAFFIC WHICH HAS ALSO INCREASED OVER THE YEARS. THIS TRAFFIC ON RANDALL STREET, CANEMAH ROAD, TELFORD AND WARNER PARROT HAS INCREASED TO THE POINT WHERE THEY ARE NO LONGER RESIDENTIAL STREETS BUT ARE NOW RESIDENTIAL FREEWAYS. THERE WAS A SHARP INCREASE IN THE TRAFFIC ON CANEMAH AND RANDALL STREET SEVERAL YEARS AGO, WHICH I BELIEVE CORRELATES WITH THE LAST CHANGE MADE IN THE STOP LIGHTS AT THE LINN AVENUE-WARNER PARROT INTERSECTION, AND PERHAPS ALSO FROM THE HUGE APARTMENT COMPLEX CONSTRUCTED AT THE WARNER PARROT-CENTRAL POINT INTERSECTION.

I WOULD ALSO ADD THAT MANY PEOPLE TAKE DAILY WALKS ON THESE SAME STREETS.

I BELIEVE THAT ANY ADDITIONAL HOUSING IN THE NE QUADRANT WILL ONLY ADD TO THE CURRENT TRAFFIC SITUATION.

I BELIEVE THAT WE MUST HAVE GROWTH, BUT WE ALSO NEED TO FIX THE PROBLEMS AS WE GO ALONG, OR THE GROWTH ENDS OR CAUSES DETERIORATION OF THE ENTIRE AREA.

IN VIEW OF THE ABOVE I BELIEVE THAT THERE ARE APPROACHES OTHER THAN HOUSING THAT NEED TO BE CONSIDERED IN DESIGNATING WHAT IS ACCOMPLISHED IN THE BROOKSIDE AREA.

The Tri-City Treatment Plant

The City's position regarding the treatment plant seems somewhat ambivalent. For example, proposed Comprehensive Plan Policy 9.2.2 states: "Given the vision for Clackamette Cove, investigate strategies to deal with increased flows, including alternate locations for treatment, from growth in the Damascus area and the potential closure of the Kellog Plant." At the same time, the proposed Public and Quasi Public ("QP") designation specifically recognizes the sewage treatment plant (pg. 2-13 of the proposed Comprehensive Plan). The proposed Comprehensive Plan explains this ambivalence further at page 9-11, as follows:

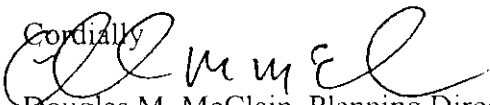
"The need for major expansion to this plant will have to be weighed against the need to preserve the valuable property around the plant for future parks, recreation, and mixed use development. The City and Tri-City should continue to collaborate on the Clackamette Cove area improvements identified in the Tri-City WCPC Master Plan and Oregon City Waterfront Master Plan."

Suffice it to say, there will be further discussions with the City as the planning for the area around Clackamette Cove continues. No comment is necessary at this time, although the County would like to stress the significance of this facility to the City and Region's ability to accommodate anticipated growth.

Other Items

- Government Offices in the MUD: Government Offices would become conditional uses in the new MUD, which would affect the various County facilities downtown. There is no clear rationale for this classification. The Metro Urban Growth Management Functional Plan encourages government offices to locate in Regional Centers, which would include downtown Oregon City. Other offices are allowed as a permitted use in the district. I suggest that government offices such as the Community Corrections building be allowed as a permitted use in the MUD.
- County Shops: The site of "Big Blue" and the County Road Division is proposed for designation as QP-MUD. The QP designation is an appropriate recognition of these county facilities. The MUD designation, however, would require conditional use approval of public utilities and services, which presumably would include any change in use at this site. We suggest adding a provision recognizing at least the Road Division's historical use, similar to the recognition provided to existing industrial uses in the proposed MUD (Section 17.34.050).

Again, thank you for the opportunity to comment. We look forward to continuing to work with the City of Oregon City.

Cordially

Douglas M. McClain, Planning Director

December 8, 2003

Oregon City Planning Commission
Oregon City City Commission

Subject: Comprehensive Plan Update

Dear Policy Makers:

The Transportation Advisory Committee (TAC) appreciates the opportunity to offer testimony supporting the Draft Comprehensive Plan as it relates to traffic and the Oregon City Transportation System Plan (TSP) (adopted April 2001).

We have discussed in detail the new plan designations of Mixed Use Corridor and Mixed Use Downtown and how they represent sound planning relative to our transportation system. We also discussed the controversy surrounding several parcels in the South End Road area that has become apparent at the public hearings. We are submitting this letter to provide you with background and technical information for your consideration as you deliberate the issues.

Consistency of the New Plan Designations with the TSP

Please note that the TSP recognized the need to modify the Comprehensive Plan from time to time to implement regional growth concepts and achieve a more efficient land use/transportation system (see TSP, page 5-8, Preferred Land Use Plan, Elements of the Preferred Alternative - *attached*). The TSP provides the following direction relative to comprehensive plan updates:

"It will be important for the City to review the Comprehensive Plan and find opportunities to incorporate mixed uses within large residential zones. If neighborhood commercial areas can be established at nodes within the residential areas, reduced reliance on motor vehicles and shorter trip lengths are possible. Reduced vehicle miles traveled and demand on the roadway system can thus be achieved."

Note: The same section of the TSP discusses implementation of the Downtown Community Plan, the 7th Street Corridor Plan, and the Molalla Avenue Plan (see *Attachment 1- TSP Excerpt*).

Chapter 4 of the Background Document for the TSP includes the following text in the section entitled Transportation/Land Use Policy Modifications:

"Reduce Vehicular Reliance through Zoning and Development Code Revisions – In part, Oregon's Transportation Planning Rules seeks to reduce the reliance on personal vehicles as a mode of travel through creation of environments that foster alternative modes of transportation. Local land uses can have a significant impact on the form of transportation necessary to travel from one location to another. Specifically, by carefully structuring local zoning and development codes, development activities can be focused such that a more self-contained community can be achieved. Construction of mixed-use developments, the location of commercial and service businesses in the vicinity of residential land

uses, and the provision of employment opportunities near residential areas are all means by which the need for travel by personal automobile can be reduced.

The provision of a mix of uses and additional employment opportunities within Oregon City will strengthen the community and ensure that the City can achieve self-sufficiency from other communities..." (See page 4-35 of TSP - Background Document).

The following proposed comprehensive plan designations particularly advance the above TSP directives:

- Mixed Use-Corridor (MUC):
 - Along the 7th Street Corridor and Molalla Avenue between 7th Street and Beaver Creek Road; and
 - At nodes along South End Road and Pease Road, including several small parcels (each less than 3 acres) at Partlow and at Lawton and for the 8.7-acre parcel south of Glacier Street.
- Mixed Use-Downtown (MUD) throughout the Downtown Community Plan (Regional Center) area.
- Mixed Use-Employment around 15th and Division.

We believe that Oregon City and our transportation system will benefit from these new plan designations for the reasons stated in the TSP.

Proposed MUC on South End Road (and other future large residential areas)

We are concerned that much of the testimony from residents from the South End area has been based on the perception that there will be considerably more traffic on South End Road because of the new plan designations. We would like to provide information about "neighborhood" and "convenience" commercial development that we believe are intended by the MUC designations proposed in this comprehensive plan update.

We would also like to emphasize that the dispersion of commercial development to neighborhood nodes spreads out the demand on our street network and helps maximize its capacity. In addition, existing collectors and minor arterials in residential areas should not be further burdened to provide routes to existing commercial zones as the City continues to grow. Additional commercial zones are needed to serve new large residential areas.

We asked Nancy Kraushaar, who staffs our committee, to compile information for you from the book entitled, Shopping Center Development Handbook (SCDH), Third Edition, published by the Urban Land Institute (ULI). The ULI is a nonprofit education and research institute whose mission is to provide responsible leadership in the use of land to enhance the total environment. The ULI is recognized as one of America's most respected and widely quoted sources of objective information on urban planning, growth, and development.

Please note that the parcels in the South End area that are being considered for MUC are commonly 2 to 3 acres, with one parcel measuring 8.7 acres. As a rule of thumb, each acre of site area has roughly 10,000 square feet of leasable building area (SCDH – page 63).

There are several types of shopping centers that are characteristic of commercial development: super regional, regional, community, neighborhood, and convenience. The latter two types are conceivable for the South End area based on the size of the parcels (see *Attachment 2* - Figure 1-2 from the SCDH which documents shopping center characteristics).

Characteristics of Neighborhood Shopping Centers: Neighborhood centers provide for the sale of convenience goods (food, drugs, and sundries) and personal services (those that meet the demands of an immediate trade area. Requiring a site of three to ten acres, the neighborhood center normally serves a trade area of 3,000 to 40,000 people within a 1½-mile radius miles or a five to ten-minute drive. The principal tenant of a neighborhood center is usually a grocery store. Consumer shopping patterns show that geographical convenience is the most important factor in determining a shopper's choice of grocery stores. Other principal tenants can be drugstores or small variety stores. (SCDH – page 12.)

Characteristics of Convenience Shopping Centers: This type of center typically contains a group of small shops and stores dedicated to providing a limited range of personal services and sundries for customers making a quick stop. Tenants most frequently found are restaurants and other food services, personal services such as dry cleaners, hair salons, and professional services such as doctors and dentists, finance, insurance and real estate offices. Typically a convenience center is about 20,000 to 30,000 square feet of leasable area. (SCDH – page 13.)

Location is of paramount importance to commercial endeavors. The site must have good access, convenience, and visual exposure. Neighborhood and convenience centers should be located on sites reached by collector or arterial streets. Minor residential service streets should not serve as principal access points. The neighborhood or convenience should be located and designed to encourage access by pedestrians as well as automobiles. (SCDH – page 60.)

Given the parcel sizes proposed for the neighborhood commercial nodes, the primary trade area for these sites extends less than one and one-half miles from the site (see *Attachment 3A* – Proposed MUC Parcel Size on South End Road and *Attachment 3B* – South End Neighborhood Commercial Trade Area). Examples of similar size parcels that have been developed for commercial uses include the Steve's Market site on Holcomb Boulevard and Haggan's on Hwy 213 (see *Attachments 4A and 4B* – Comparison Commercial Parcels. Within a commercial development's trade area, customers closest to the site affect the businesses most strongly with their influence diminishing gradually as the distance increases. Seventy to eighty percent of the site's regular customers are drawn from the primary trade area. As market areas become increasingly saturated with shopping options, driving times normally decline. (SCDH – page 46.)

Again, given parcel sizes (two to 8.7 acres) proposed for the neighborhood commercial nodes, leasable area is expected to be approximately 20,000 square feet on the smaller sites and up to 87,000 square feet on the larger parcel. Traffic that these sites will generate depends on the type

of commercial use. The following table illustrates the variable traffic characteristics of four different neighborhood uses during the weekday PM peak hour:

Use	Weekday, PM Peak, Trip Generation per TGLSF*	Avg. Pass-By Trips (PM Peak Traffic)	Net PM Peak Trips per TGLSF*
24-Hr. Convenience Mkt.	52.7	61 percent	20.5
Grocery/Supermarket	11.5	36 percent	7.4
Quality Restaurant	7.5	44 percent	4.2
Shopping Center	3.7	34 percent	2.4

*TGLSF = Thousand Gross Leasable Square Feet

Please note that as the City grows, the demand for services will increase for the types of commercial services listed in the table. Concentrating future development in current commercial areas rather than creating nodes will result in increased trips to the existing commercial areas along routes through residential areas (for example, Clairmont Ave.). Consideration should be given to the positive impacts of reducing motorists' dependency on these routes and spreading out the demand throughout the system.

Design Standards

While market-driven, the types of businesses and the traffic they generate are reasonable concerns within a neighborhood. The TAC encourages the Planning Commission and City Commission to adopt a zoning code to accompany the new MUC designations that will result in the MUC developments being accepted and fitting into the surrounding neighborhoods. Multiple level buildings and street front businesses make sense where higher densities or increased transit use are desirable. The neighborhood nodes in other areas may require a different style or feel. Perhaps the neighborhoods that will be served by the commercial node would prefer to define particular architectural or landscaping standards; or building size, trip generation, or parking lot limitations, etc.

MUD Downtown and MUC Along Molalla Avenue

These comprehensive designations support the regional center and transit corridor designations for the Downtown and Molalla Avenue corridor. Data has been collected along transit corridors in other cities that show a reduction in traffic increases as growth occurs along transit and mixed-use corridors. These corridors encourage transit ridership, and multiple services are available for residents to reduce travel demand.

Conclusion

The proposed new comprehensive plan designations of MUD and MUC will help achieve TSP goals and objectives that were carefully formulated to promote efficient use of Oregon City's transportation system. They also support many other plans that the community has adopted, including the Molalla Avenue Corridor Plan, the 7th Street Corridor Plan, the Waterfront Master Plan, and the Downtown Community Plan. The new designations will set the framework for future development that complements Oregon City's corridors, arterial system, and downtown and contributes to future livability in our community.

Regarding introducing MUC at nodes within large residential zones, we believe that the non-residential aspects of the MUC will allow some residents to take care of some of their business,

errands, or eating without driving across town. This provides convenience for the residential zone that will gain the MUC node. Equally important, the new commercial nodes should reduce the number trips that currently must pass through residential neighborhoods to go across town (specifically trips through the Hillendale and Gaffney neighborhoods) because Oregon City's collector and arterial grid contains discontinuities.

Interestingly, we understand that beyond the road infrastructure, a sense of community can grow as a result of local commercial nodes as neighbors run into other neighbors, can visit, have a cup of coffee, etc. within minutes of their homes.

Finally, allowing all single-family residential development on collectors and arterials in large residential zones (such as South End Road) – particularly at major intersections, will likely end up in undesirable lots that may through time convert into non-residential uses. We understand that the City regularly receives complaints from single family residences that are located on arterials because the roadway characteristics, including traffic volumes and speeds, are not compatible with single family neighborhoods unless deep front setbacks are constructed or frontage roads are included that create more of a parkway atmosphere. Intersections of arterials and collectors are not suited for single-family residential use unless the residents are willing to tolerate the negative characteristics associated with the traffic that the roadway and intersection serves.

Thank you for the opportunity to provide our input.

Very truly yours,

The Oregon City Transportation Advisory Committee

Attachments:

Attachment 1 – TSP Excerpt

Attachment 2 – Figure 1-2 from the SCDH, which documents shopping center characteristics

Attachment 3A – Proposed MUC Parcel Size on South End Road

Attachment 3B – South End Neighborhood Commercial Trade Area

Attachment 4A and 4B – Comparison Commercial Parcel (Sizes)

Specific vehicle performance measures and standards will not be adopted as part of this TSP document. Performance measures for regional facilities and 2040 Growth Concept design areas, consistent with the standards and policies outlined in the RTP, are more appropriately contained in the *Oregon City Street Design Standards Manual* and will be adopted by the City as part of that document.

Street Design Standards

Specific design and access spacing standards required by the RTP will be incorporated into the City of *Oregon City Street Design Standards Manual* and adopted separately from the Oregon City TSP. All standards will be consistent with the RTP and will support the Regional Street Design System designations contained within the RTP, for streets within Oregon City.

Projects associated with each plan element have been identified and their costs have been estimated as described herein. The recommendations set forth by this Plan reflect the findings of the existing and future conditions analyses, the alternatives analysis, and the concerns expressed by both the citizens of Oregon City and the public agencies that were involved in the planning process from start to finish.

PREFERRED LAND USE PLAN

The Oregon City Transportation System Plan has been developed to support and integrate with implementation of the other key elements of the Comprehensive Plan. Three recent transportation and land use planning efforts undertaken by the City were included in the TSP planning process, as described below.

Elements of the Preferred Alternative

The Urban Growth Boundary for Oregon City is adequate to accommodate the 20-year growth forecast to the horizon year 2020. The Comprehensive Plan Land Use Map and Zoning provide for the appropriate areas and designations to accommodate both the population and employment growth assigned to Oregon City by the region. Nonetheless, modifications to the Comprehensive Plan are appropriate to implement regional growth concepts and achieve a more efficient land use/transportation system.

It will be important for the City to review the Comprehensive Plan and find opportunities to incorporate mixed uses within large residential zones. If neighborhood commercial areas can be established at nodes within residential areas, reduced reliance on motor vehicles and shorter trip lengths are possible. Reduced vehicle miles traveled and demand on the roadway system can thus be achieved.

Implementation of the *Downtown Community Plan, Phase I*, which was adopted by Oregon City in January 2000, will enable a more efficient land use pattern to emerge. The effect of this improved efficiency is a more vital and vibrant downtown area that is better equipped to capture and serve the traveling public within the area, particularly as pedestrians and transit users.

Implementation of the *7th Street Corridor Plan* and adoption and implementation of the *Molalla Avenue Boulevard and Bikeway Improvements Plan* will enable this corridor to evolve into one that is more pedestrian- and transit- supportive. The *7th Street Corridor Plan* was accepted by Oregon City in 1996, and the *Molalla Avenue Boulevard and Bikeway Improvements Plan* is scheduled for Oregon City adoption in Spring 2001. These plans present improvements that are consistent with Metro's 2040 Corridor designation for this important transportation link. Through the public involvement process for the TSP, wide support was voiced for enhancing the corridor to encourage multi-modal use, preserve

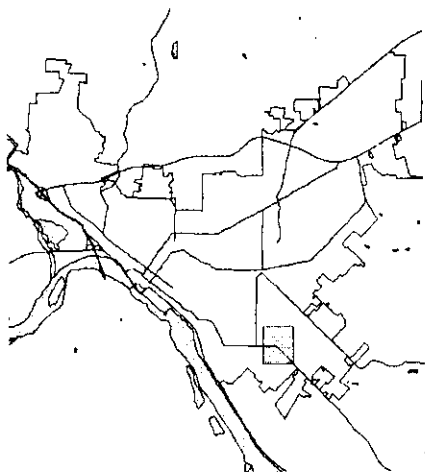
historic characteristics and local community needs, and improve economic viability. The existing land uses will continue to integrate effectively with the neighborhoods they serve, while reducing vehicular demand for local trip making. In addition, the mix and intensity of uses will further support transit on the corridor and promote pedestrian and bicycle activity within the area. The net effect of this is the forestalling or elimination of the need to widen the 7th Street and Molalla Avenue Corridors for vehicular capacity purposes, until beyond the 2020 planning horizon year. The 7th Street-Molalla Avenue corridor is currently designated as a "Transit/Mixed Use" corridor in the 2000 Metro Regional Transportation Plan. In addition, the City of Oregon City will petition Metro to designate the 10th Street-Singer Hill-7th Street-Molalla Avenue corridor (from Highway 99E to Highway 213) as a "Community Boulevard" in future RTP amendments.

figure 1-2

Characteristics of Shopping Centers

Type of Center	Leading Tenant (Basis for Classification)	Typical GLA (Square Feet)	General Range in GLA (Square Feet)	Usual Minimum Site Area (Acres)	Minimum Population Support Required
Neighborhood	Supermarket	50,000	30,000-100,000	3-10	3,000- 40,000
Community	Junior department store; large variety, discount, or department store	150,000	100,000-450,000	10-30	40,000- 150,000
Regional	One or two full-line department stores	450,000	300,000-900,000	10-60	150,000 or more
Super Regional	Three or more full-line department stores	900,000	500,000-2 million	15-100 or more	300,000 or more

Proposed MUC Parcel Size on South End Road

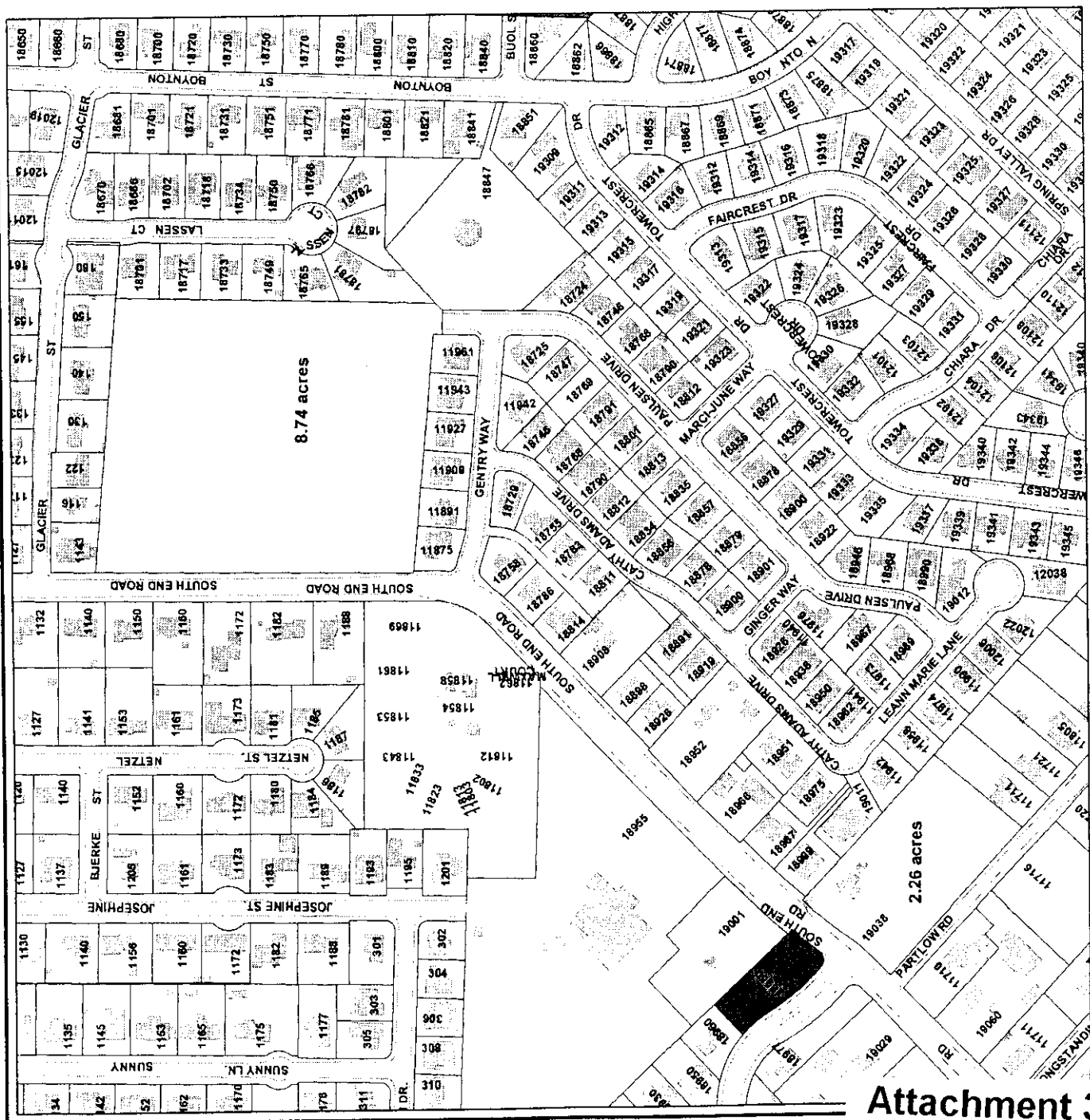


City of Oregon City
P.O. Box 3040
320 Warner Milne Road
Oregon City, OR 97045

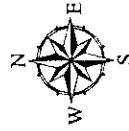
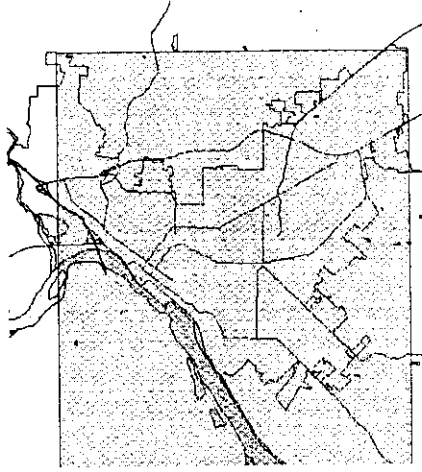
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information available from the
records of the City of Oregon City.
Errors and omissions may exist.

Map created with OCMap

12/05/2003



South End Neighborhood Commercial Trade Area

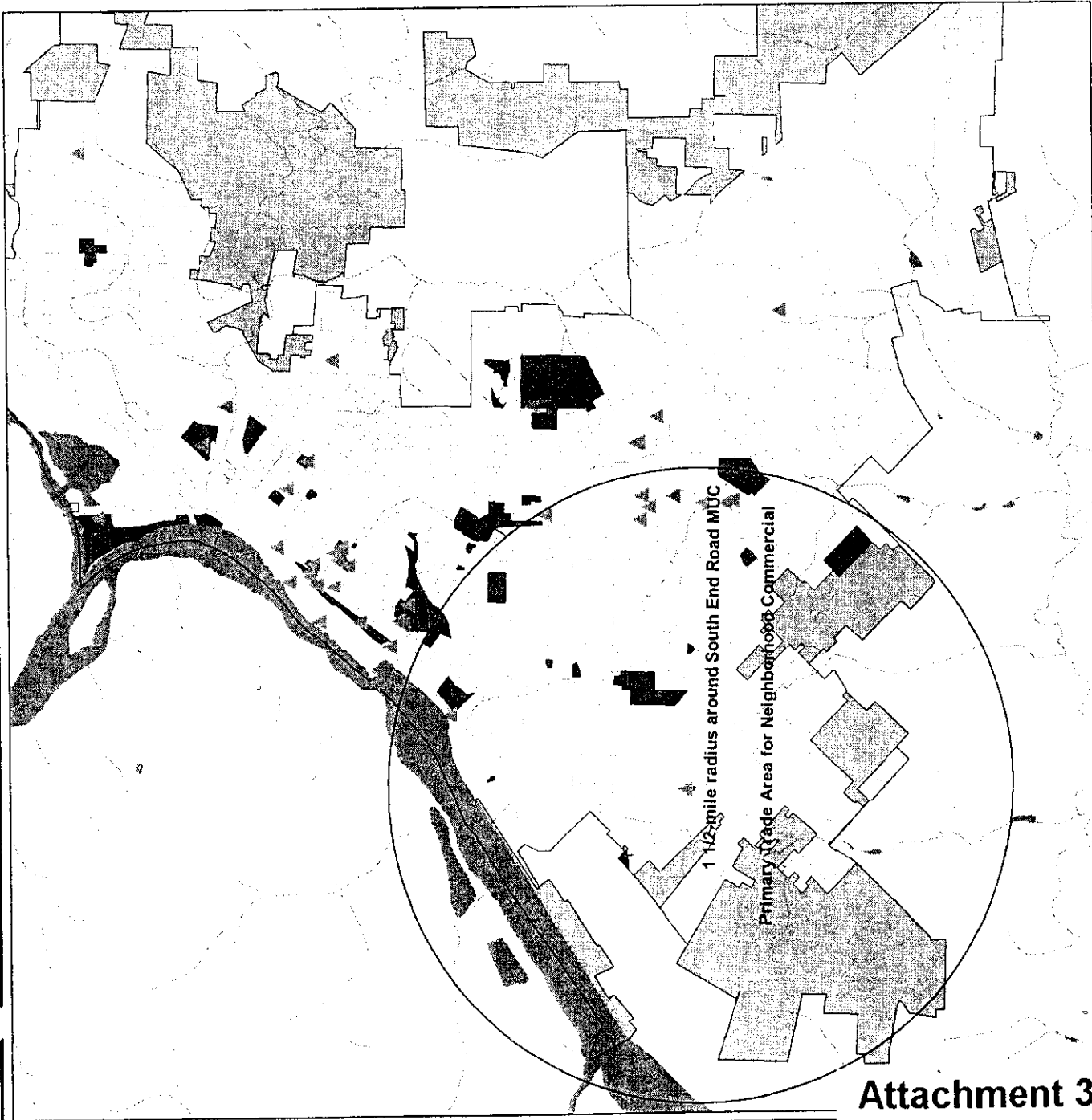


City of Oregon City
P.O. Box 30-40
320 Warner Millne Road
Oregon City, OR 97045

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Errors and omissions may exist.

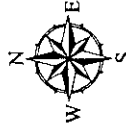
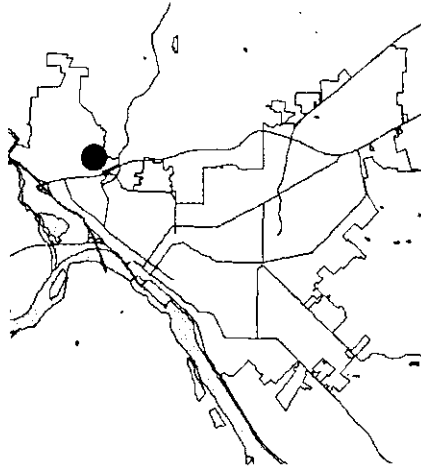
Map created with OCMap

12/08/2003



Attachment 3B

Comparison Commercial Parcels

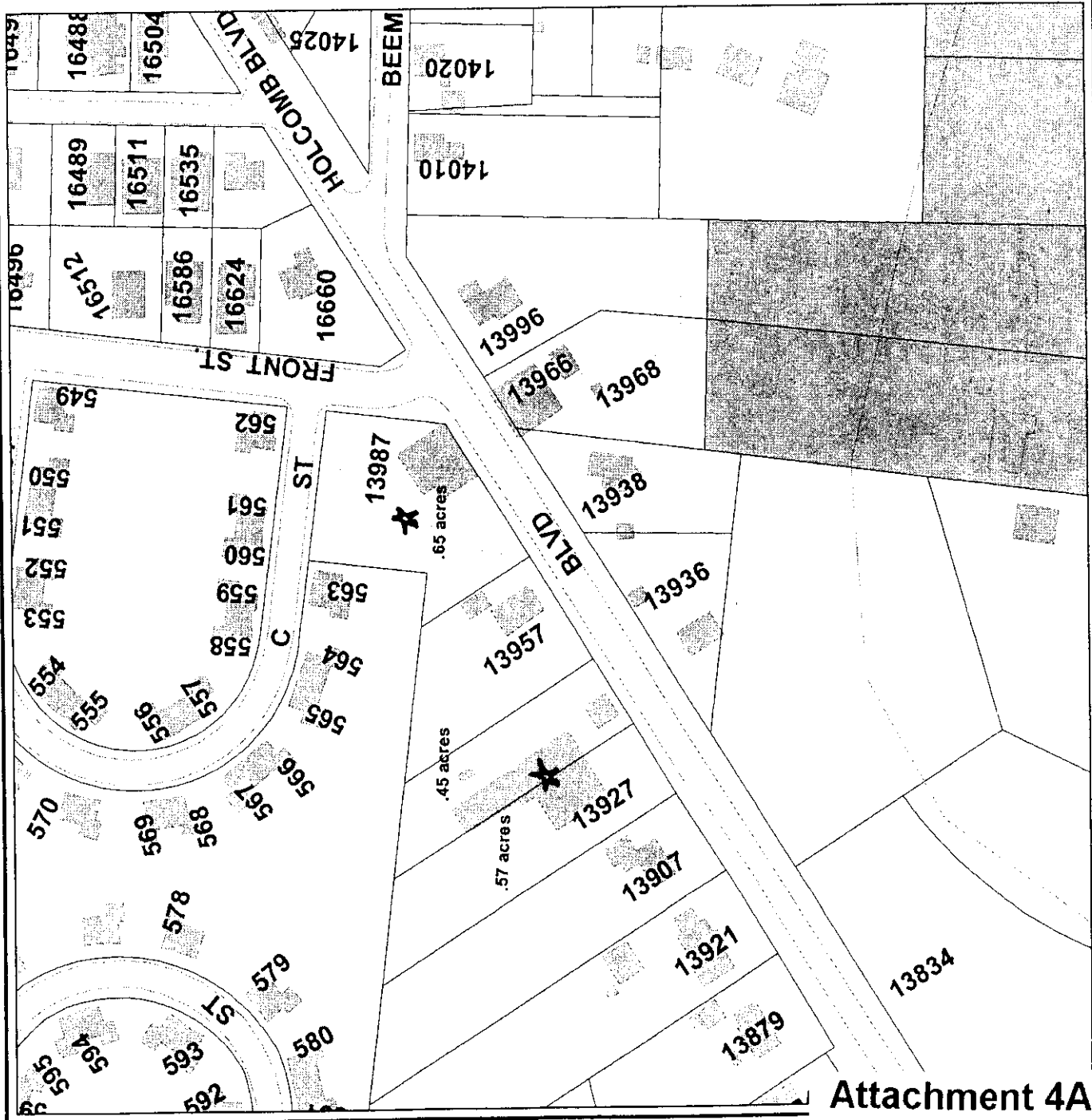


City of Oregon City
P.O. Box 3040
320 Warner Milne Road
Oregon City, OR 97045

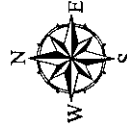
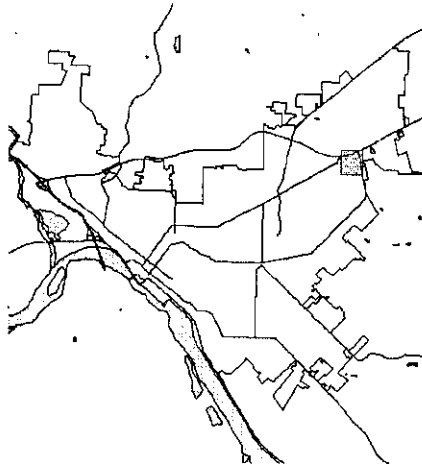
The data on this map is the best
information available from the
records of the City of Oregon City.
Errors and omissions may exist.

Map created with OCMap

12/05/2003



Comparison Commercial Parcel Sizes

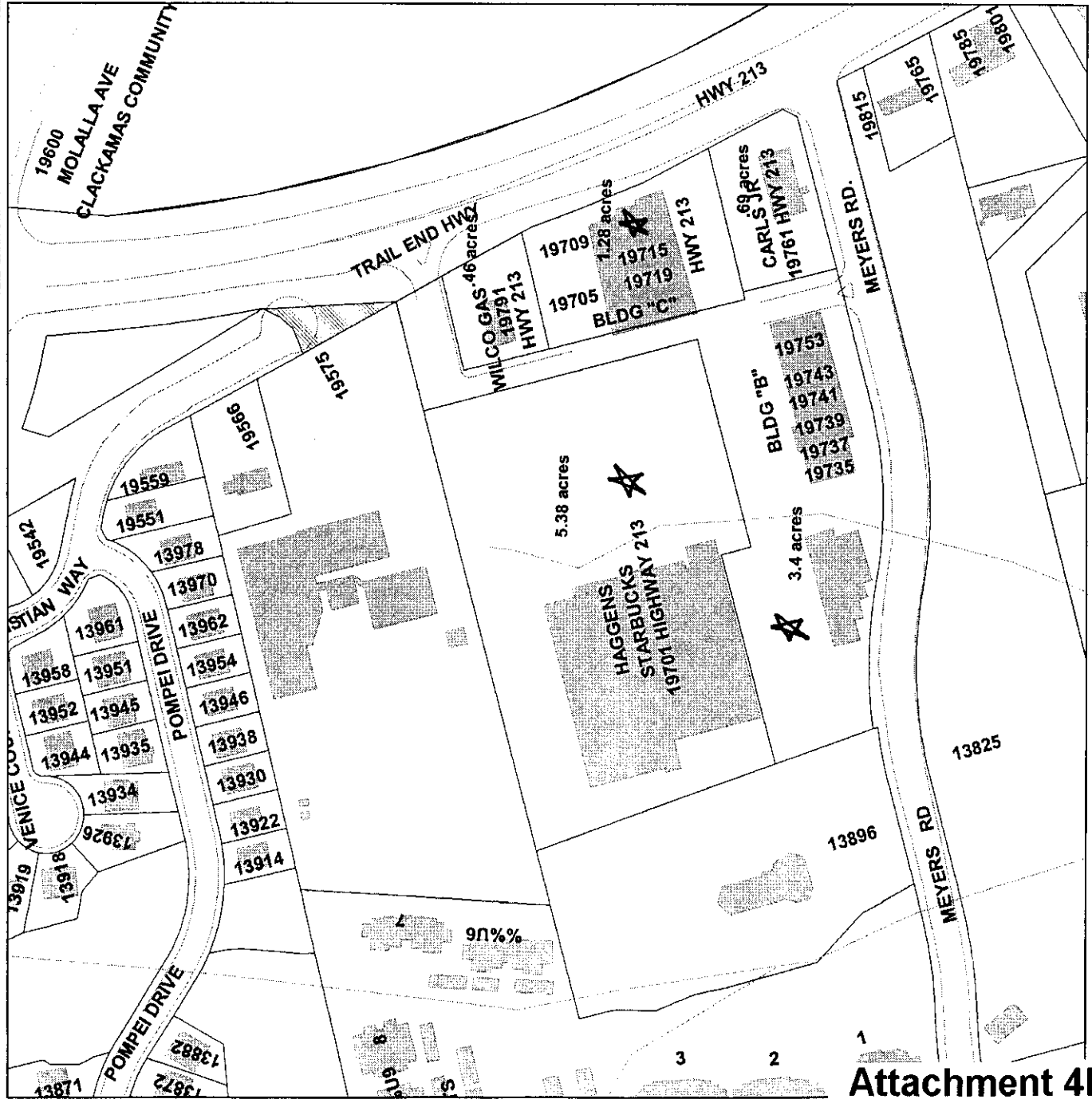


City of Oregon City
P.O. Box 36-40
320 Warner Millie Road
Oregon City, OR 97145

The data on this map is the best
information available from the
records of the City of Oregon City.
Errors and omissions may exist.

Map created with OCMap

12/05/2003



Issues for the Comprehensive Plan work session

1. Zoning of Industrial land along Beavercreek Road:
 - a. Golf Course want to put together a concept plan and would like to include some residential with the light industrial- do so on a percentage basis
 - b. Residents need to be informed that;
Property values won't decrease,
Traffic and drain on infrastructure will be more of an issue with increased residential, the type of industrial land designated for the area(site plan designs, restrictions),
Need for industrial and why along that corridor(buy in from the high school and the community college),
Their rights as to what they can do with their property with the comp plan map zone change-does this restrict them from developing, adding on or improvements?
2. Churches-there was a change submitted for the comp plan to include churches-is this necessary?
3. Dan Berg and satellite business on 213- keep commercial
4. South End commercial property- put on hold for now and work with neighborhood associations to get by-in and locations.
5. Park Place area and Zigler project-would like to see a study done of the area-what type of development would be sensible for the area-transportation, steep slopes, water issues, environmental. Work with Park Place neighborhood association to develop a concept plan and neighborhood plan for the area.
6. Contacting CPO's about development that will affect their areas. Land gets annexed into the city and development can occur that will adversely affect county residents-how do we address this issue?
7. Blue Heron Paper Mill-keep industrial zoning.
8. David Porter-End of the Oregon Trail- would like to keep tourist commercial-could this be applied as an overlay zone for the MUD?

The really big issues for me are the retention of the Industrial Zoning along Beavercreek and the need to get buy-in from the residents. We need to make the zoning look so attractive they will be asking us to bring in business. I also think we need to reconsider the Blue Heron property. The site has been a mill since Oregon City began and it still contributes to our tax base. The area in the Park Place neighborhood really needs a lot of careful thought and intense study because of all the environmental concerns as well as infrastructure.

Good luck at the work session, Lynda Orzen

PC Mailing List for PC Meeting Date: 1/12/04

DATE: 1/5/04

#	Recipients	Sent
10	Copies for Front Table	F
1	Maggie Dan	F
1	Sean	F
1	Christina	F
1	Tony	F
1	Brian Nakamura LP	F
1	Brian Cosgrove	—
1	Front Counter	F
1	Bob Cullison	F
1	Jay Toll	—
1	Dean Norlan	—
1	Nancy K.	A
1	Fire Department	A
1	Public Works	A
1	Applicant	
1	Applicant	
1	Daily Journal of Commerce-Kurt	
1	Sarah H. - Oregonian	
1	Transcription	
5	City Commission	A
	Total	

26
+ 19
—
45 F

8 A

* Plus 30 names on previous page

Heilani
Library

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