

ORDINANCE NO. 99-1034

**AN ORDINANCE ADOPTING THE OREGON CITY
DOWNTOWN COMMUNITY PLAN**

WHEREAS, an 84 member steering committee has endorsed the Downtown Community Plan, attached as Exhibit 1, that will enhance and preserve the historic heart of downtown Oregon City while establishing goals and objectives for future development;

WHEREAS, the Downtown Community Plan implements 11 objectives the steering committee developed based on information and input they received from the community;

WHEREAS, notice was mailed and published in local newspapers and public meetings and workshops were held where the objectives and policies in Downtown Community Plan were discussed;

WHEREAS, the Planning Commission held two public hearings on the proposed Downtown Community Plan;

WHEREAS, the Planning Commission, based on the oral and written testimony they received at the public hearings, adopted minor revisions to some of the language in the Downtown Community Plan;

WHEREAS, the Planning Commission found the revised Downtown Community Plan was consistent with applicable land use goals and policies as explained in the staff reports, and unanimously recommended it be adopted; and

WHEREAS, adopting the Downtown Community Plan is in the best interest of Oregon City and will ensure that an appropriate balance of mixed uses, open space, housing and employment opportunities exist in the downtown area while preserving Oregon City's rich history.

NOW, THEREFORE, OREGON CITY ORDAINS AS FOLLOWS:

Section 1. The Oregon City Downtown Community Plan, attached as Exhibit 1, is hereby adopted.

Section 2. The goals, policies and land use designations in the Oregon City Downtown Community Plan shall take effect on the date they are implemented in future ordinances amending the Oregon City Comprehensive Plan Map and Zoning Code.

Read for the first time at a regular meeting of the City Commission held on the 15th day of December, 1999, and the foregoing ordinance was finally enacted by the Commission on this 5th day of January, 2000.

Leilani Bronson-Crelly
LEILANI BRONSON-CRELLY, City Recorder

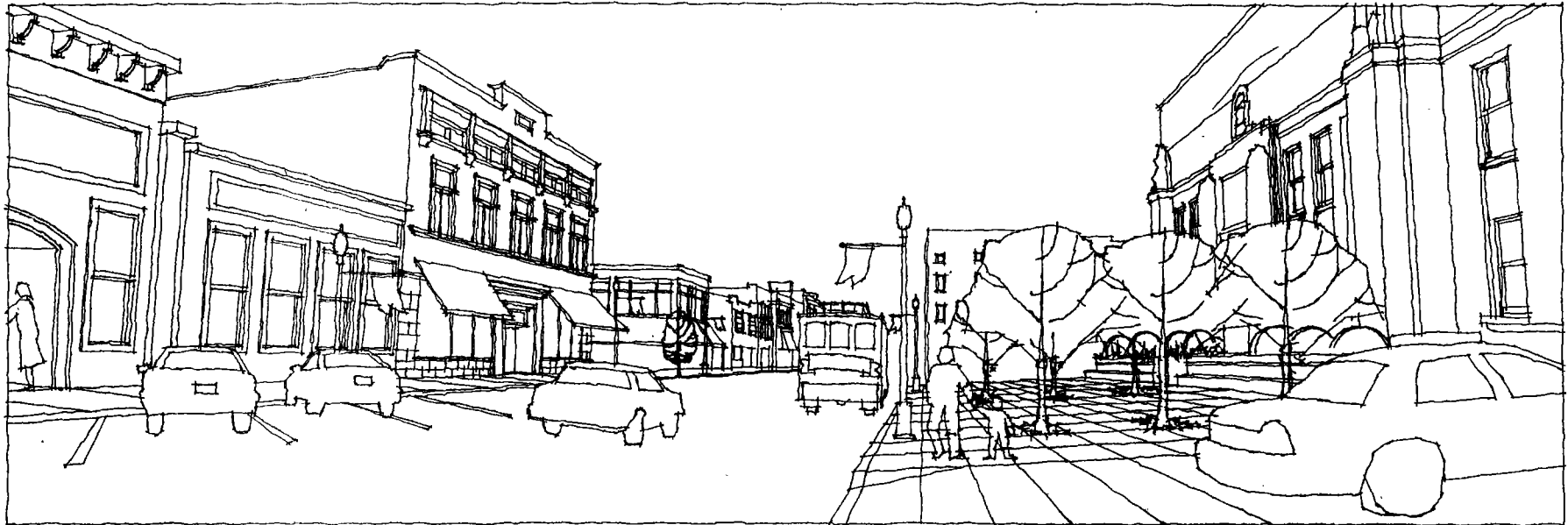
ATTESTED to this 5th day of January, 2000.

John F. Williams, Jr.
John F. Williams, Jr. Mayor

ORDINANCE NO. 99-1034
Effective Date: February 4, 2000

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Oregon City Downtown Community Plan Phase I



December 15, 1999

EXHIBIT

1

City Commission Hearing
PZ 97-10, 12/15/99

No changes in use, zoning, or plan designation will result from the adoption of Phase I of the Downtown Community Plan as an ancillary document to the Oregon City Comprehensive Plan

Adopted by Ordinance by the City
Commission, effective Feb 4, 2000
(Ordinance No. 99-1034)

Participants

Steering Committee

Mayor John F. Williams, Jr. — City Commission
Daniel W. Holladay — City Commission
Edward Allick — City Commission
Douglas L. Neeley — City Commission
Jack F. Lynch Jr. — City Commission
Jeffrey Wherley — Historic Review Board
Dirk Ellis — Historic Review Board
Steven Poyser — Historic Review Board
Todd Iselin — Historic Review Board
Claire Met — Historic Review Board
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Lawrence Vergun — Planning Commission
Nan Olson — Planning Commission
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Gary Hewitt — Planning Commission
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Dave Lanning — ODOT Rail Unit
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Dave Zimmer — Mercury Development
Steve Berg — Mercury Development
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David Porter — Oregon Trail Foundation
Pamela Hayden — Clackamas Co. DTD

Rod Sandoz — Clackamas Co. DTD
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Rick Whitmer
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Tom Busch Jr.
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Glenn Butler
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Frank Clinton — Thomason Subaru
Jerry Hopp
Curtis Graf — Willamette Falls Hospital
James Bean
Randy Rutherford
Todd Iselin
Dave Hunt — Congresswoman Hooley's Office
Dave Adelhart
Larry Jacobson — Barclay Hills NA
Ken Dauble
Howard Post — Canemah NA
Lee Spurgeon — Falls View NA
Bill Daniels
Kevin Cayson
Julie Hollister

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Continued

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Nancy Davis — Rivercrest NA
Mary Smith — South End NA
Claire Met
Andrea & Lawrence Vergun
Mark Epperson
Darcie Rudzinski
Diane Sparks — OC Chamber of Commerce
David Spear
Dirk Ellis — McLoughlin NA
Derrick Beneville — Gaffney Lane NA
Debbie Watkins — Hillendale NA
Dan Gosack — Hazel Grove/Westling Farms NA
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Dan Trappe
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Barbara Shields — Senior Planner
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Jerry Johnson — Principal, Hobson Johnson & Associates
Phill Worth — Transportation Project Manager, Kittelson and Associates
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Funding

This project is partially funded by a grant from the Transportation and Growth Management – TGM Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM is financed, in part, by the Federal Intermodal Surface Transportation Efficiency Act, local government, and State of Oregon funds. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

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A Plan to Enhance the Historical Heart of Oregon City

The Oregon City Downtown Community Plan is a first step in enhancing the historical heart of Oregon City. The vision describes a community that celebrates Oregon City's historic past while promoting a positive change for the future. The plan emphasizes the creation of pedestrian-friendly places, varied mixed use developments, new open space and civic amenities. It also strives to reestablish Oregon City's historical prominence by protecting and strengthening historic themes and features unique to Oregon City. Above all, the plan is a step toward a preferred future that has been identified by the residents of Oregon City.

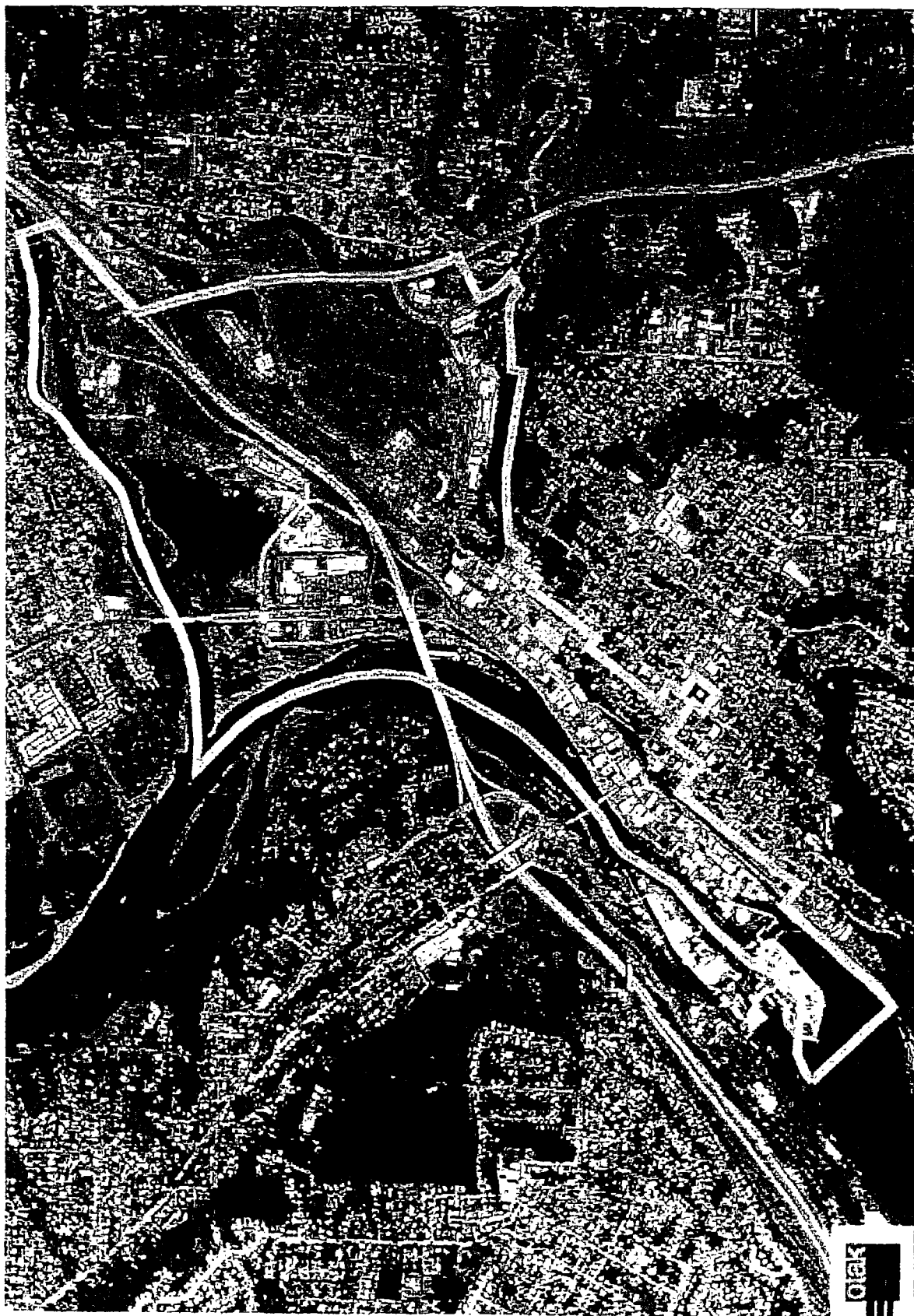
Highlights of the plan include:

- Updated zoning and development standards to enhance the Historic Downtown Core
- Historic design guidelines to protect and enhance Oregon City's unique architecture
- A new Mixed Use Residential district to create an urban neighborhood in the North End
- New tourist commercial areas adjacent to the End of the Oregon Trail facility
- A Clackamette Cove Master Plan District that will create a mix of public open space, natural resource protection, and residential and employment uses

- Mixed use opportunities for all plan districts in the study area
- Recommendations to enhance McLoughlin Boulevard and create a riverfront promenade
- A detailed transportation analysis, with recommendations for automobile, pedestrian, bicycle, and transit improvements
- A new connection of 12th Street to McLoughlin Boulevard
- A complete pedestrian trail extending from the Clackamette Cove to the Historic Downtown, including a boardwalk overlooking the river
- Parking strategies
- Design guidelines to promote pedestrian-friendly development
- Draft comprehensive plan and zoning text and maps to implement the recommendations



New Plaza in Front of the Courthouse



Study Area Boundary

Introduction

Purpose

The purpose of the Oregon City Downtown Community Plan is twofold:

- Update the comprehensive plan and zoning code (which was last updated in 1982)
- Establish a vision and implementing strategies for positive growth and improvement of the area

Planning Area

The planning area for the Oregon City Downtown Community Plan includes areas below the bluff and along the banks of the Willamette and Clackamas Rivers from the Willamette Falls to Gladstone. The planning area also includes areas above the bluff along the 7th Street corridor, and areas north of Abernethy Creek extending towards Highway 213 and Interstate 205. The area has been divided into six districts – the Historic Downtown District, the North End District, the Cove area, the End of the Oregon Trail District, the McLoughlin Commercial Corridor and the McLoughlin Neighborhood/7th Street corridor district. The total study area is approximately 763 acres.

Overview of the Process

The planning process was overseen by an 84-member Steering Committee. The large size of the committee was intended to create an open, participatory process that included a broad array of community interests. Meetings and workshops were conducted in “town hall” style. The major steps of process were as follows:

Goals and Objectives — Eleven project objectives were refined and prioritized.

Design Workshops — Two design workshops developed three plan alternatives. Over 120 people attended these workshops.

Evaluation of Alternatives — Three alternatives for the alignment of McLoughlin Boulevard were evaluated, resulting in a decision to retain the existing alignment, beautify the street and develop a boardwalk on the Willamette River side of the street.

Implementation Workshops — Workshops were held to review preliminary recommendations for parking and circulation, design standards, comprehensive plan designations and policies, and implementing zoning. The Steering Committee met jointly with the Historic Review Board and Planning Commission.

Review of the Draft Plan — The process concluded with a final Steering Committee meeting and comment period on the draft plan.

Next Steps

This report is the start for the update of the comprehensive plan and zoning code for the City of Oregon City. The recommended steps include:

- Review and endorsement of the recommendations in this report by the Historic Review Board, Planning Commission, and City Commission.
- Preparation and adoption of final zoning code and comprehensive plan amendments.

Introduction

Continued

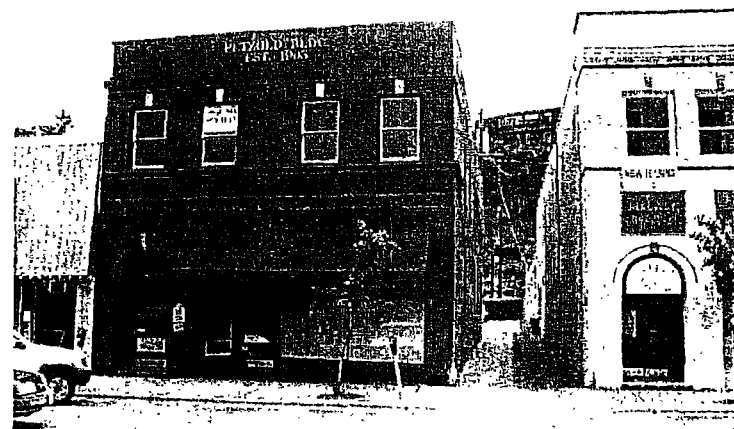
Project/Plan Objectives

The following project/plan objectives were established by the Steering Committee to guide the Oregon City Downtown Community Plan. The objectives are listed in order of importance as identified in the community survey in July 1998.

Objective 1: Save the Past. Strengthen, preserve and protect the historic characteristics, themes, and features of Oregon City.

Objective 2: Build Upon Existing Assets. Enhance positive features and themes unique to Oregon City.

Objective 3: Manage Flooding. Develop an environmentally sensitive program for managing flooding. Protect important buildings, infrastructure, and amenities and ensure that opportunities and sites for future development are secure.



Petzold Building — building preservation and enhancement



Main Street — a key asset of downtown

Introduction

Continued

Objective 4: Identify Catalyst Projects. Establish a program and process for success by identifying key projects and actions that will spur growth throughout the downtown.

Objective 5: Emphasize Pedestrian and Transit Services. Develop a setting that is conducive to walking, bicycling and transit while providing accessibility to regional automobile and freight networks.



Clackamette Cove — a new public use area



Main Street — pedestrian improvements

Introduction

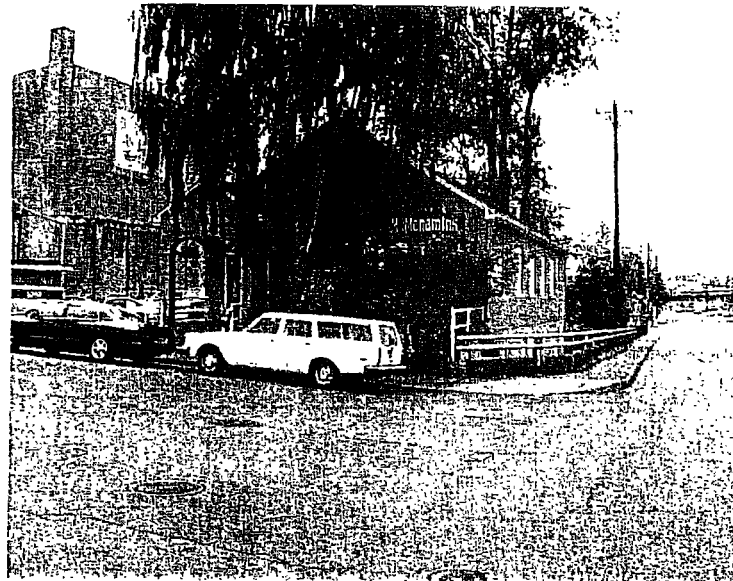
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Objective 6: Provide for Jobs and Services. Protect and strengthen the existing employment base while developing a diverse blend of new market wage jobs and services.

Objective 7: Provide Retail Services. Provide appropriate space for a full range of competitively priced essential goods and services within walking distance of all downtown residents and employees.



Main Street — office over retail



Eatery — within walking distance to downtown residents and employees

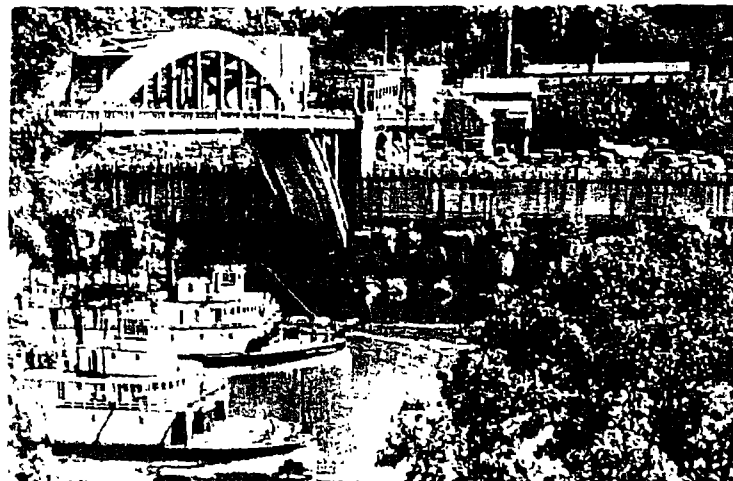
Introduction

Continued

Objective 8: Meet Community and Regional Goals and Expectations. Set a high standard for quality and livability that will become a benchmark that other downtowns will be measured against.

Objective 9: Reconnect to the River. Provide safe access to and use of the rivers and waterways.

Objective 10: Restore a Vibrant, Unique and Attractive City Center. Develop regional attractions that together form a lively and vibrant cultural and social hub.



Riverfront Activity— steamboat races, 1936



Social gathering place

Introduction

Continued

Objective 11: Provide for Appropriate Residential Uses. Provide, in close proximity to jobs and services, housing for a broad range of incomes that respond to regional housing trends and prices.

Other Evaluation Factors

- Transportation costs are relative to land use benefits
- The least impact to unique geographic features
- Minimize traffic problems in the Downtown and McLoughlin Neighborhood
- Parking strategies are provided to ensure adequate parking

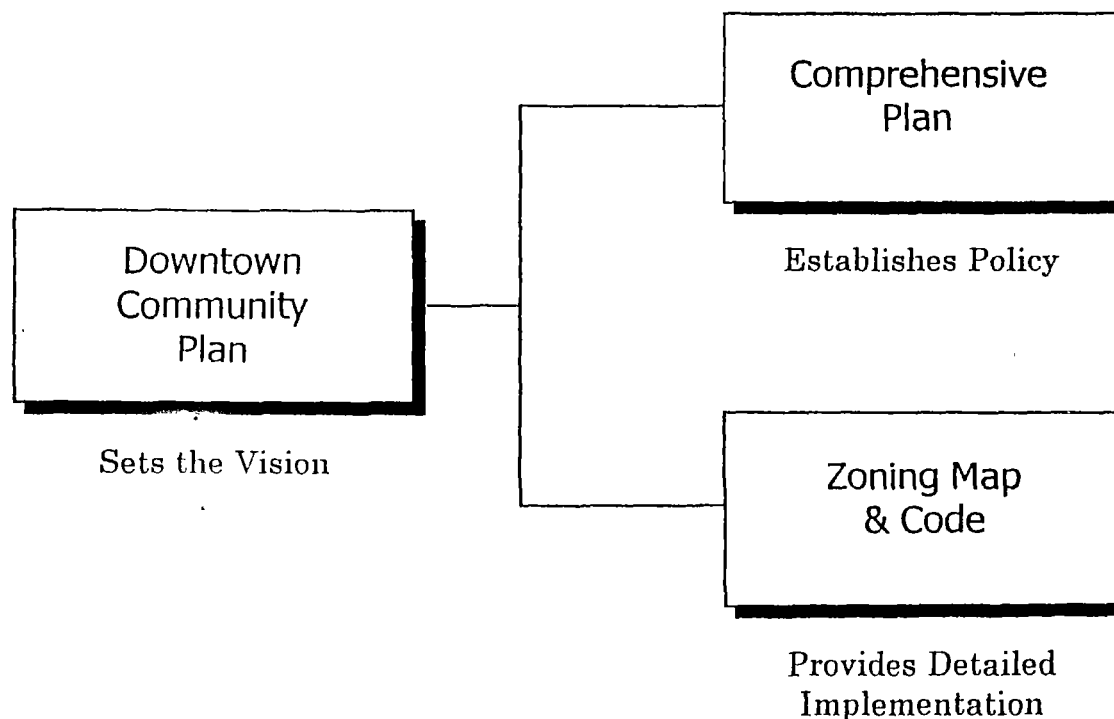


Mixed Use — housing over retail

The Downtown Community Plan Overview

The Downtown Community Plan is the overall vision for the downtown districts and neighborhoods. Originally called the "Framework Plan", it was developed by the project steering committee as the basis for the regulating comprehensive plan and zoning recommendations.

It describes a community that celebrates the City's historic past while adding diverse uses that will reinforce and enrich Oregon City. The plan creates a community of distinct yet interrelated neighborhoods, new open space and civic uses. The plan also provides opportunities for more residents, visitors and employees and creates areas for new commercial uses. Furthermore, the plan ensures continued protection and enhancement of the Historic Downtown by establishing preservation policies and historic design guidelines.



Oregon City Downtown Community Plan

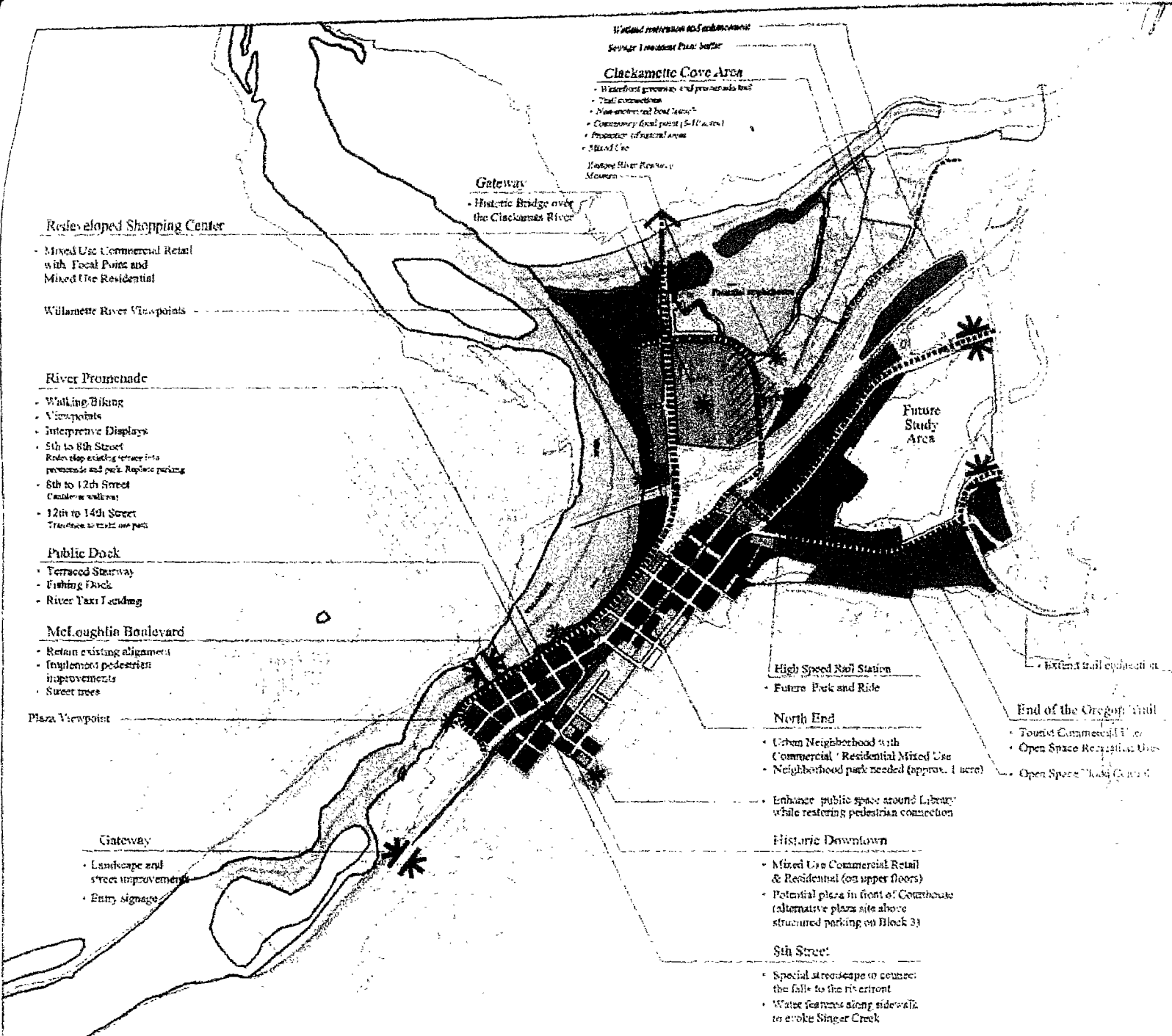
Proposed Zoning Map

- HH - Heavy Industrial
- I-1 - Limited Commercial
- MUC - Mixed Use Commercial
- TC - Town Center
- MTR - Mixed Use Residential
- RCU - Medium Density Residential
- OSE - Open Space Development
- LOC - Limited Office Development
- CMP - Civic Center Plan
- Intersecting Corridor
- Required Housing Density
- Study Area Boundary
- Gateway
- Focal Point
- Community Rail Station Location
- Existing Street - Rail Potential Corridor Rail Alignment
- Trail Network
- Significant Road Network
- High Speed Rail Corridor
- Transit Center



Gink, Inc.
 Kirtelson & Associates, Inc.
 Hobson, Johnson, & Assoc.
 Norman & Company
 Souner and Kupper

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Overview

The Land Use Plan is organized around nine districts. The proposed districts for later review in Phase II are:

- Historic Downtown
- Mixed Use Commercial/Office
- Mixed Use Residential
- Clackamette Cove Master Plan
- McLoughlin Conditional Residential
- Tourist Commercial
- Open Space/Recreation
- Limited Office Conditional
- Limited Commercial

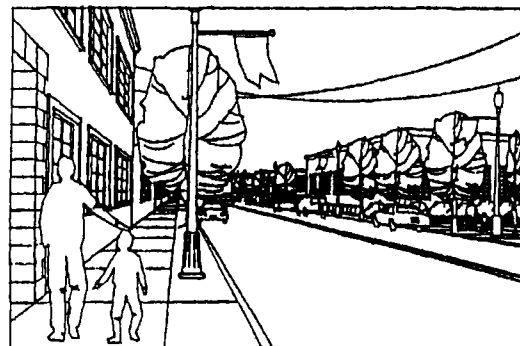
No changes in use, zoning, or plan designation will result from the adoption of Phase I of the Downtown Community Plan as an ancillary document to the Comprehensive Plan.

The proposed Land Use Plans set the stage for...

Mixed use opportunities...



...places for people

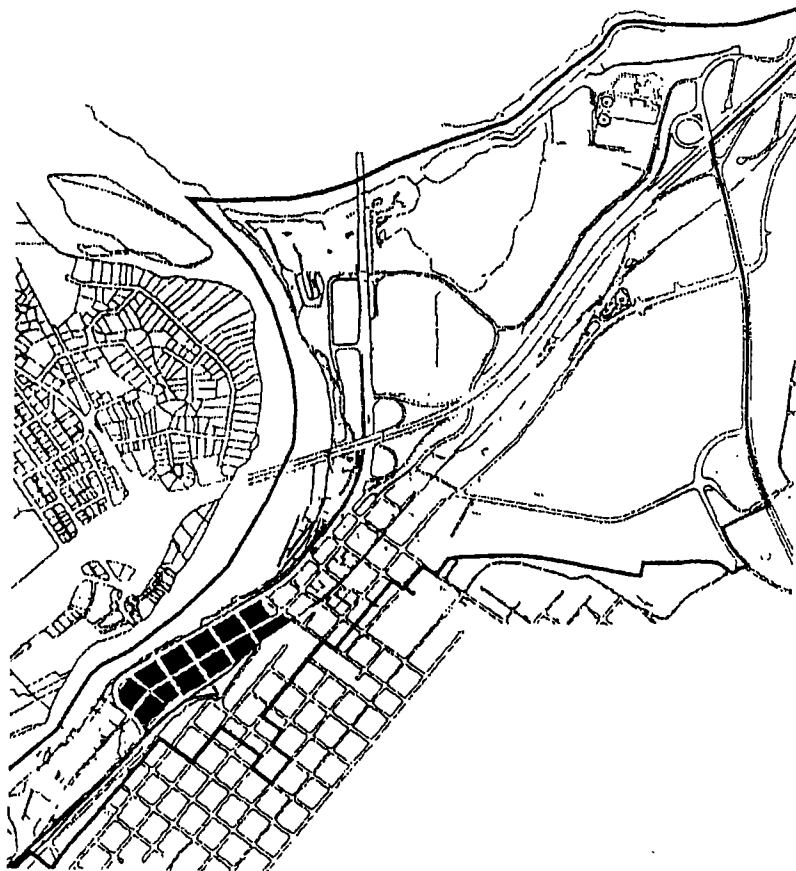


...linking land use with transportation.



Land Use

Continued



Historic Downtown District

The Historic Downtown District contains the majority of significant historic buildings within the study area. This district covers a two block wide area extending from 5th Street to about 10th Street. One key assumption for this district is that the existing buildings in this district would be enhanced, rehabilitated and reused. Pedestrian-oriented retail uses will be focused in this district, with opportunities for office and housing development on upper floors. Any new construction and building improvements will be guided by a set of historic design guidelines. The Willamette River frontage is designated park space, and would be part of a seven-block long river promenade. Parking in the downtown will be provided both in private and public lots or parking structures. A typical building in this district will have three to four stories with many buildings having a mix of uses. Existing uses are "grandfathered," however, new auto-oriented uses will not be permitted.

Proposed Plan District: Mixed Use Commercial (MUC)

Proposed Zoning: Historic Downtown District (HD)

Proposed Transportation Improvements:

- McLoughlin Boulevard intersection improvements
- McLoughlin Boulevard bicycle/pedestrian improvements
- Main Street/10th Street left-turn pockets and signal
- Main Street/7th Street modifications
- Main Street/McLoughlin Boulevard bicycle/pedestrian improvements

McLoughlin Boulevard Enhancements:

- Pedestrian crossings
- Street furniture
- Wider sidewalks
- River viewpoints
- Decorative, see-through railings



Mixed-Use Commercial/Office District

The Mixed Use Commercial/Office District encompasses properties that are oriented to McLoughlin Boulevard. A range of commercial, office, and residential uses are envisioned for this area. Parking will be provided on site and in structures. Boulevard enhancements will improve the visual character of McLoughlin Boulevard, and provide a link to the waterfront and adjacent districts.

The Oregon City Shopping Center, envisioned as a mixed use center, is intended to redevelop, intensify, and transition towards a more pedestrian oriented center that is connected with Clackamette Cove. One- to three-story buildings are envisioned, which will contain a mix of retail, office and senior housing.

Proposed Plan District: Mixed Use Commercial (MUC)

Proposed Zoning: Mixed Use Commercial/Office (MUC)

Proposed Transportation Improvements:

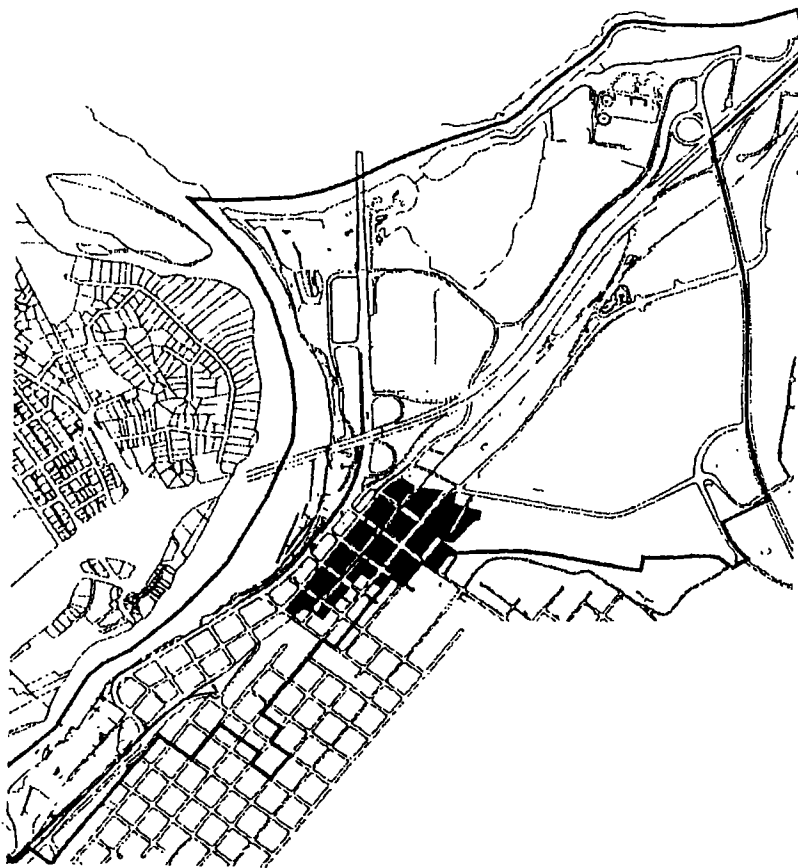
- 14th Street/McLoughlin Blvd. intersection improvements
- 13th Street/McLoughlin Blvd. intersection improvements
- 12th Street connection to McLoughlin Boulevard
- McLoughlin Blvd. pedestrian and bicycle improvements
- Main Street/14th Street improvements
- Washington St. pedestrian, bicycle and transit improvements
- I-205 southbound on-ramp improvements

McLoughlin Boulevard Enhancements:

- Pedestrian crossings
- Street furniture
- Wider sidewalks
- River viewpoints
- Decorative, see-through railings

Land Use

Continued



Mixed Use Residential Neighborhood

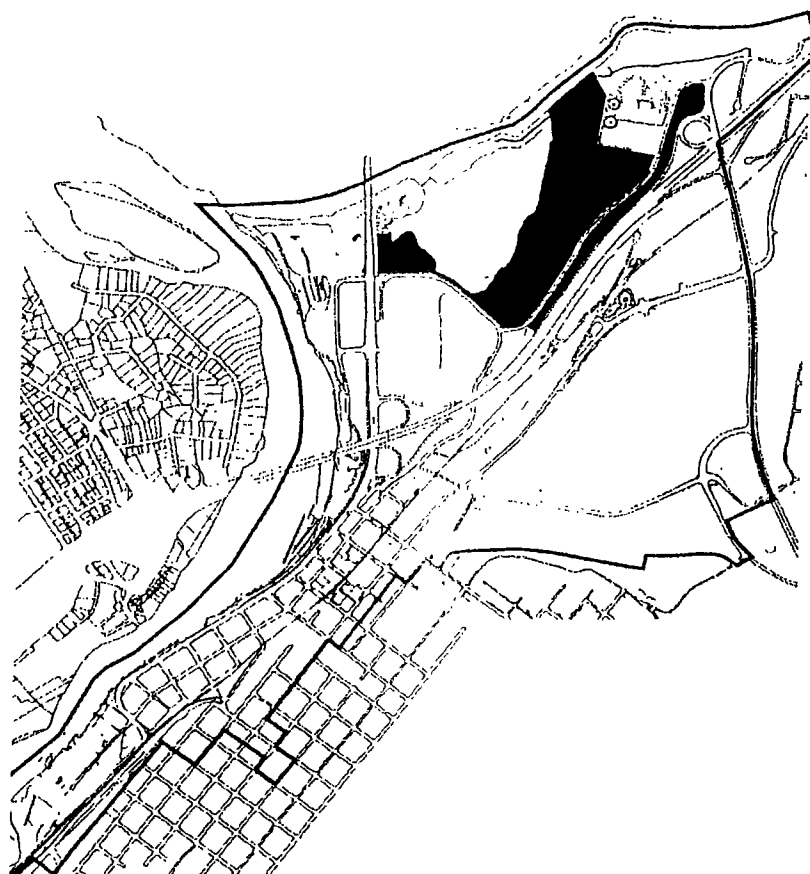
The North End of downtown is proposed as the Mixed-Use Residential District and will contain the majority of new housing within the study area. Small retail uses such as dry cleaners, coffee shops, etc. are also located within buildings. Residential uses are required as part of all new developments. Existing uses are “grandfathered” but new auto-oriented uses are not permitted. Two-to four-story buildings are assumed for this area with parking provided on-site or in structures. It is intended that the two- to four-story buildings in this area will comprise a new, pedestrian oriented, urban neighborhood. A small neighborhood park is recommended and will need to be sited as part of the plan’s implementation.

Proposed Plan District: Mixed Use Residential (MUR)

Proposed Zoning: Mixed Use Residential (MUR)

Proposed Transportation Improvements:

- Main Street/14th Street intersection improvements
- Main Street pedestrian, bicycle, and transit improvements
- 12th Street connection from Main to McLoughlin Boulevard
- 12th Street/Main Street intersection improvements
- 12th Street pedestrian, bicycle and transit improvements
- Washington Street/Abernethy Road intersection improvements
- Washington Street improvements
- Washington Street pedestrian, bicycle, and transit improvements



Clackamette Cove Area

Clackamette Cove is currently an underutilized and inaccessible area within the study boundary. The plan envisions a variety of public recreation and access to the entire waterfront, natural resource protection, and a mix of residential, commercial and offices uses. Buffers will be provided to the existing and potentially expanded sewerage treatment plant. The proposed zoning is based on a master plan review process, where proposed master plans must demonstrate consistency with the public policy objectives, uses, and resource protection requirements that are described in the plan and code. This is intended as a public review process that ensures fulfillment and protection of the public goals, while providing flexibility for the specific master plan.

Proposed Plan District: Cove Master Plan (CMP)

Proposed Zoning: Cove Master Plan (CMP)

Proposed Transportation Improvements:

- McLoughlin Boulevard pedestrian, bicycle, and transit improvements
- Clackamette Cove pedestrian improvements

Land Use

Continued



McLoughlin Conditional Residential

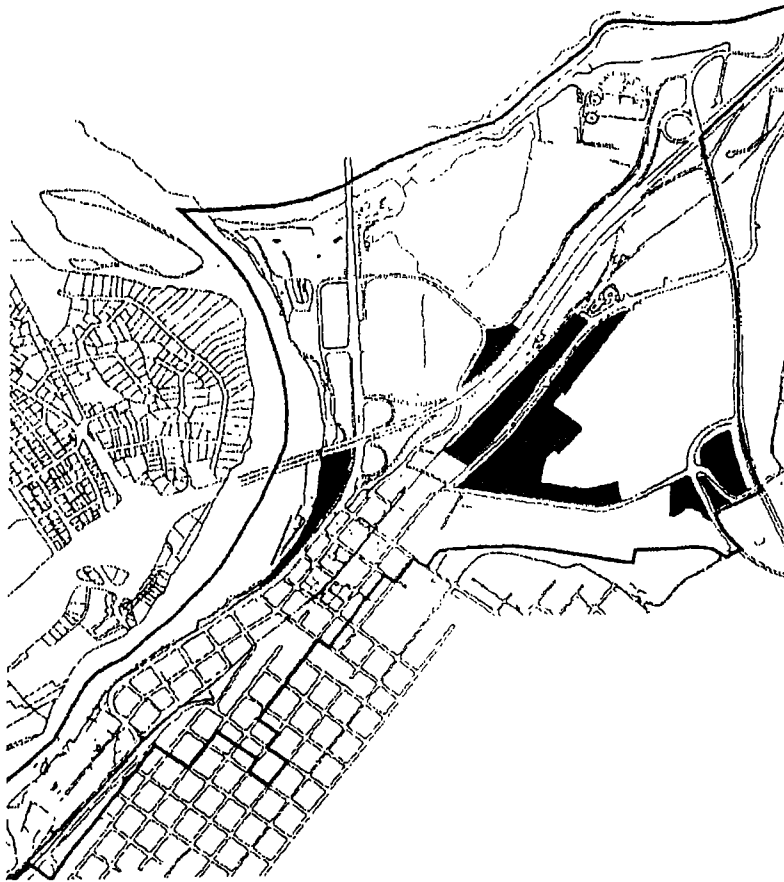
This area retains the existing McLoughlin Conditional Residential designation and is primarily located within the existing McLoughlin Historic District. It is assumed that historic properties in the McLoughlin District would not redevelop at greater densities other than what the existing zoning designation would allow. No significant changes are proposed in this district.

Proposed Plan District: McLoughlin Conditional Residential (MCR) (existing district)

Proposed Zoning: McLoughlin Conditional Residential (RC-4) (existing zoning)

Proposed Transportation Improvements:

- Washington Street pedestrian, bicycle, and transit improvements
- 12th Street/Washington Street improvements



Tourist Commercial District

The Mixed Use Tourist Commercial District is mainly located at the End of the Oregon Trail facility, along the north side of Abernethy Road and the intersection of Abernethy Road and Redland Road. The district is intended to provide supporting commercial uses for the End of the Trail area, along with supplying some office space. The established range of uses in the existing Tourist Commercial district has not changed with the exception of adding office uses to the list of permitted uses.

New construction in the End of the Oregon Trail District will be guided by the End of the Oregon Trail Master Plan.

Proposed Plan District: Mixed Use Commercial (MUC)

Proposed Zoning: Tourist Commercial (TC)

Proposed Transportation Improvements:

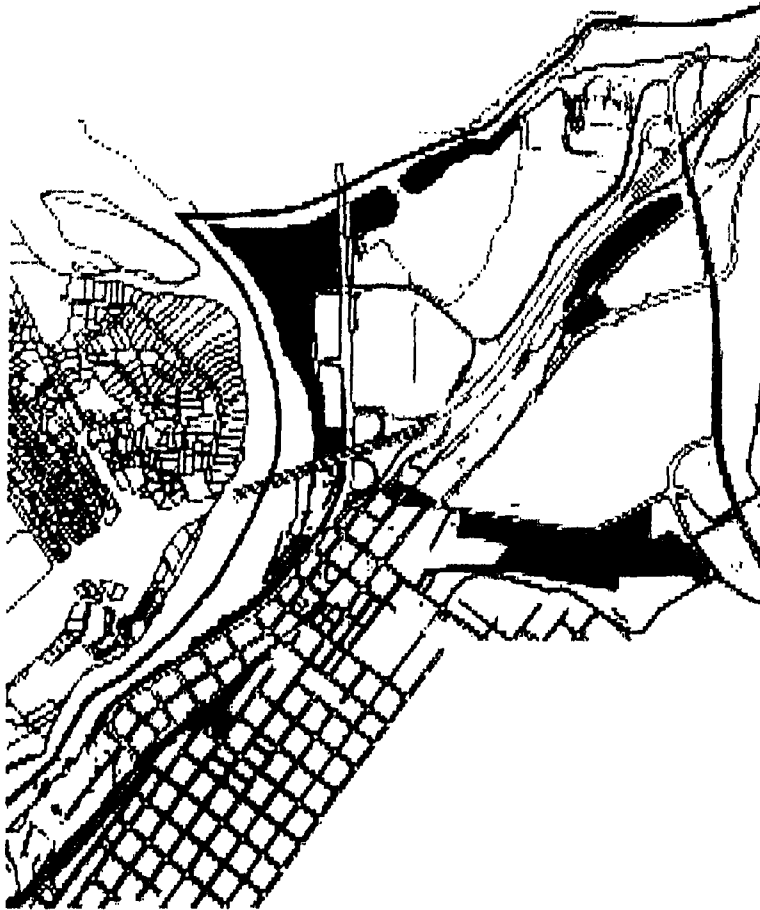
- McLoughlin Boulevard/14th Street improvements
- McLoughlin Boulevard/13th Street improvements
- McLoughlin Boulevard/12th Street improvements
- McLoughlin Boulevard pedestrian, bicycle, and transit improvements
- Washington Street/Abernethy Road intersection improvements
- Washington Street pedestrian, bicycle, and transit improvements

McLoughlin Boulevard Enhancements:

- Pedestrian crossings
- Street furniture
- Wider sidewalks
- River viewpoints
- Decorative, see-through railings

Land Use

Continued



Open Space

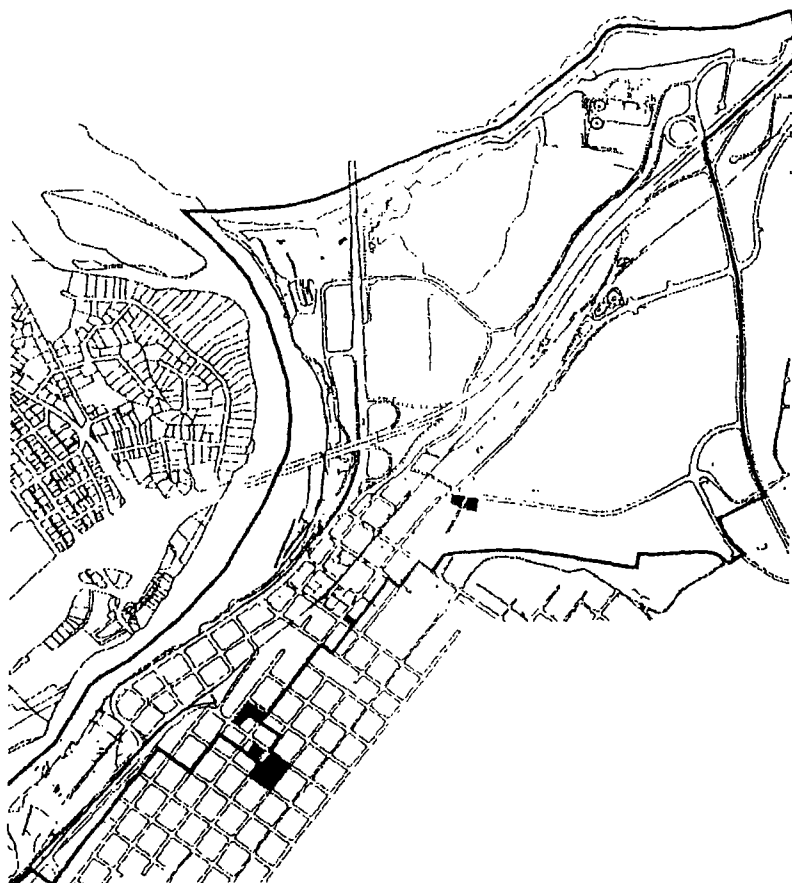
Large amounts of greenspace are provided within the study area. The steering committee has expressed the desire to convert the Clackamas County offices on Abernethy Road to open space. Open space is also found in the Clackamette Cove Area, Clackamette Park, and the waterfront. A continuous trail is envisioned starting from the Old Gladstone Bridge and continuing along the river frontages to 12th Street. At this point, a cantilevered boardwalk could continue south towards the 7th Street Bridge, providing a continuous connection to the downtown, and up to the elevator. The pedestrian connection that once linked the Carnegie Center with the Esplanade is also proposed to be restored to complete the link between the elevator and the Carnegie Center.

Proposed Plan District: Park (P)

Proposed Zoning: Open Space Recreation (OSR)

Proposed Transportation Improvements:

- Washington Street pedestrian, bicycle, and transit improvements



Limited Office Conditional

This area retains the Limited Office Conditional designation. It encompasses a small area near the 7th Street Corridor and by the End of the Trail facility on Abernethy Road. The district is established to recognize existing limited office uses. The established list of uses permitted in the Limited Office Conditional designation remains unchanged.

Proposed Plan District: Mixed Use Commercial (MUC)

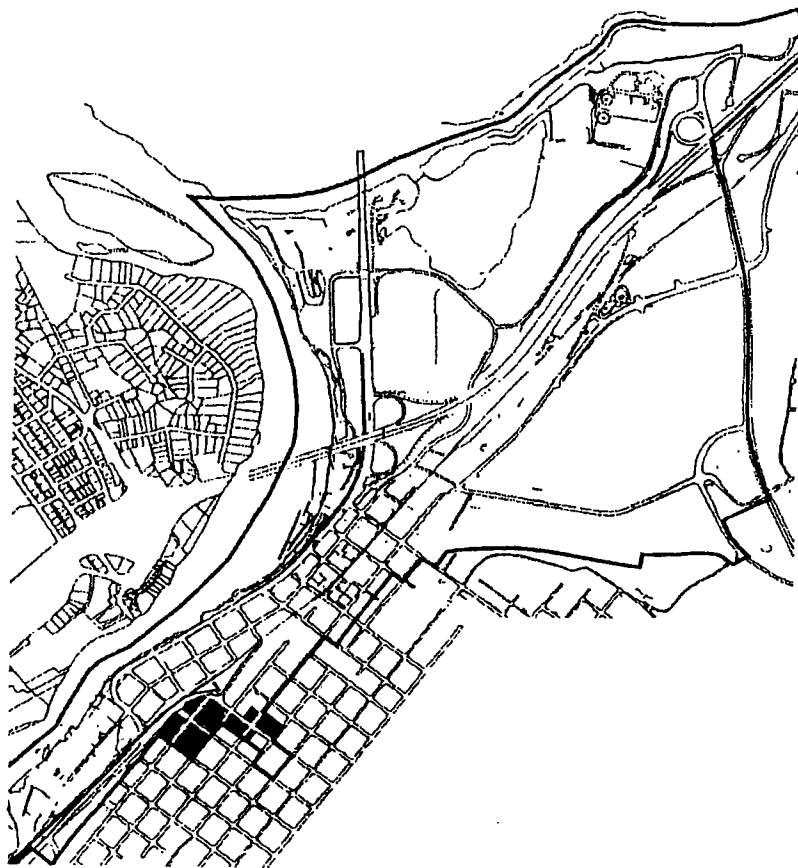
Proposed Zoning: Limited Office Conditional (LOC) (existing zoning)

Proposed Transportation Improvements:

- Washington Street/Abernethy Road intersection improvements

Land Use

Continued



Limited Commercial District

This area retains the existing Limited Commercial designation. The Limited Commercial District is intended to provide a mix of commercial and residential uses. The 7th Street Corridor contains the majority of Limited Commercial areas. This area will provide commercial uses within walking distance of McLoughlin residents and will be designed to complement the McLoughlin Historic District. Parking is assumed to be on street in this district.

Proposed Plan District: Mixed Use Commercial (MUC) and McLoughlin Conditional Residential (MCR)

Proposed Zoning: Limited Commercial (LC) (existing zoning)

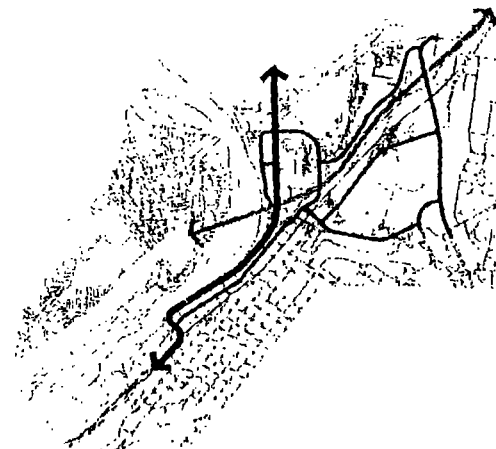
Proposed Transportation Improvements:

- Washington Street pedestrian, bicycle, and transit improvements
- Washington Street improvements

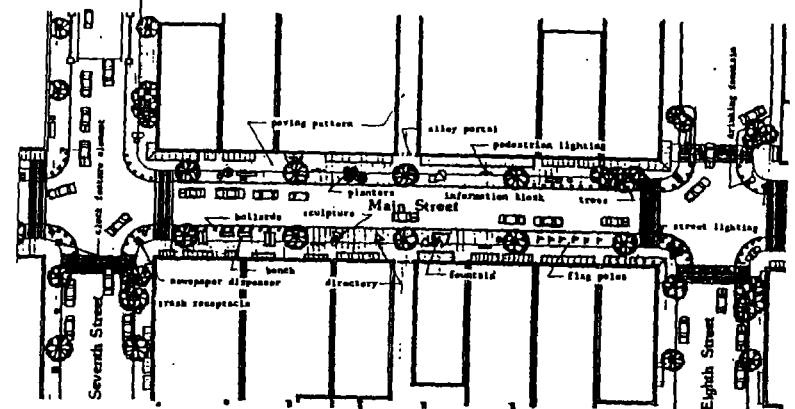
Overview

The transportation plan anticipates:

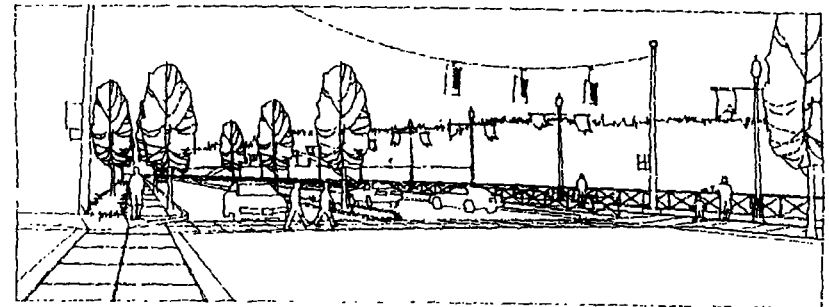
a hierarchy of connected streets...



pedestrian and bicycle facilities...



and the enhancement of McLoughlin Boulevard.



Transportation

Continued

Summary

Due to the strong grid that was originally platted and developed within Oregon City, the transportation system is well-developed and comprehensive. The most significant limitation to travel within the area is the topography. Other physical barriers exist including the I-205 Freeway, Highway 213, Willamette and Clackamas Rivers, and Abernethy Creek. As development and redevelopment occur to implement the Downtown Community Plan, key transportation improvements can be made that will ensure adequate mobility and accessibility are maintained.

These key improvements include:

- selected widening of McLoughlin Boulevard near I-205;
- widening the I-205 southbound on-ramp;
- connecting 12th Street to McLoughlin Boulevard;
- modifying the Main Street/7th Street intersection;
- widening 14th Street;
- improving and signalizing several intersections;
- creating new linkages that improve local circulation in the landfill area;
- creating McLoughlin Boulevard and Washington Street as bicycle corridors;
- creating Main Street and Washington Street as primary pedestrian corridors;
- constructing the multi-purpose pathway from the Cove to downtown;
- preserving pedestrian facilities and completing missing links;
- enhancing local transit service to the study area and other parts of Oregon City; and,

- establishing a Transportation Management Association with assistance from Tri-Met.

These transportation system improvements work in concert with other planned improvements in the Oregon City area and provide balanced opportunities for travel across multiple modes. Metro's operating standards for areas similar to Oregon City's Downtown Community Plan can be achieved at the acceptable level, through completion of this list of transportation improvements.

Transportation Analysis

This section summarizes the transportation analysis and findings for the Downtown Community Plan. Issues addressed include:

- Total Trips Generated by the Downtown Community Plan
- Transportation Network Elements

Total Trip Generation

Table 1 contains a summary comparison of the total vehicle trips generated by development of the current Comprehensive Plan, and the Downtown Community Plan. As shown in Table 1, there is a measurable increase in total trips generated by the Downtown Community Plan, as compared with the current Comprehensive Plan.

Table 1
Vehicle Trip Generation Comparison

<i>Generator</i>	<i>Current Comprehensive Plan</i>	<i>Oregon City Downtown Community Plan</i>
Households	587	950
Retail Jobs	1,780	2,419
Non-Retail Jobs	1,631	2,593
Total	3,958	5,962

The Downtown Community Plan results in an approximately 51 percent increase in total vehicle trips generated, as compared with the current Comprehensive Plan.

Transportation Networks

The elements contained in the proposed transportation system are presented first in this section, followed by a discussion of mode split results.

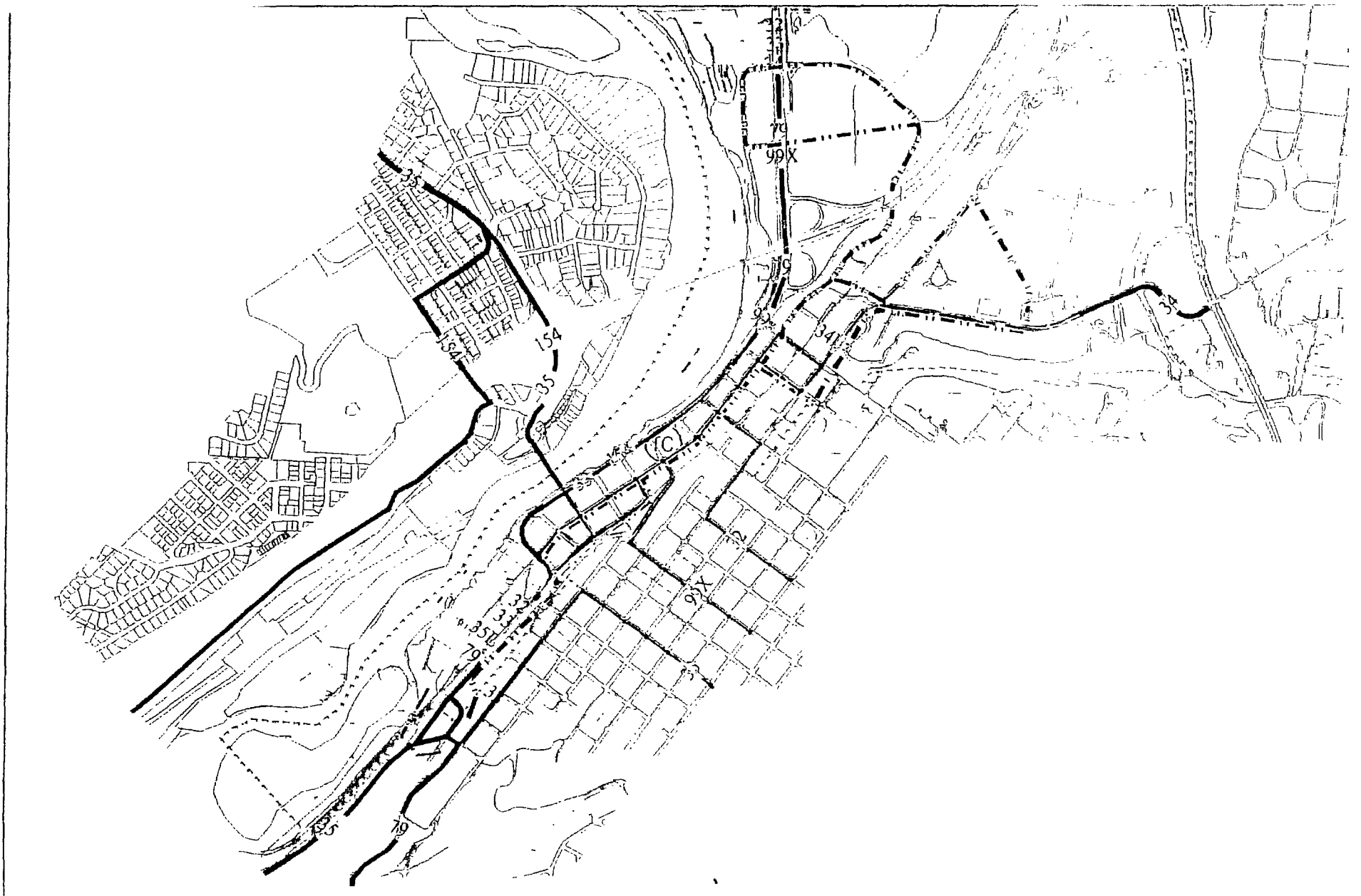
Transportation Network Elements

Transit System




The transit system that has been assumed in the modeling for this project does not include light rail transit (LRT). The type of transit service that Tri-Met envisions for this area in the

Transit Choices for Livability study (exclusive of LRT), is what has been assumed in Metro's travel demand model. A review and evaluation of the proposed transit improvements included in the *Transit Choices for Livability* study confirmed the appropriateness of the modeled transit service and the reasonableness of the resulting transit mode share.

Current transit service to the study area has been deemed adequate by Tri-Met, with no transit lines operating near or at capacity. A transit center exists in downtown Oregon City, on the block bounded by Main Street, 10th Street, Moss Avenue, and McLoughlin Boulevard. In addition to the transit service provided by Tri-Met, a trolley service is provided by the City and operates as a "fareless square" along the Main Street corridor.



LEGEND

-  TRANSIT CENTER
-  TRANSIT ROUTE
-  OREGON CITY TROLLEY ROUTE



TRANSIT CIRCULATION PLAN

DOWNTOWN COMMUNITY PLAN
CITY OF OREGON CITY, OREGON
MAY 1999

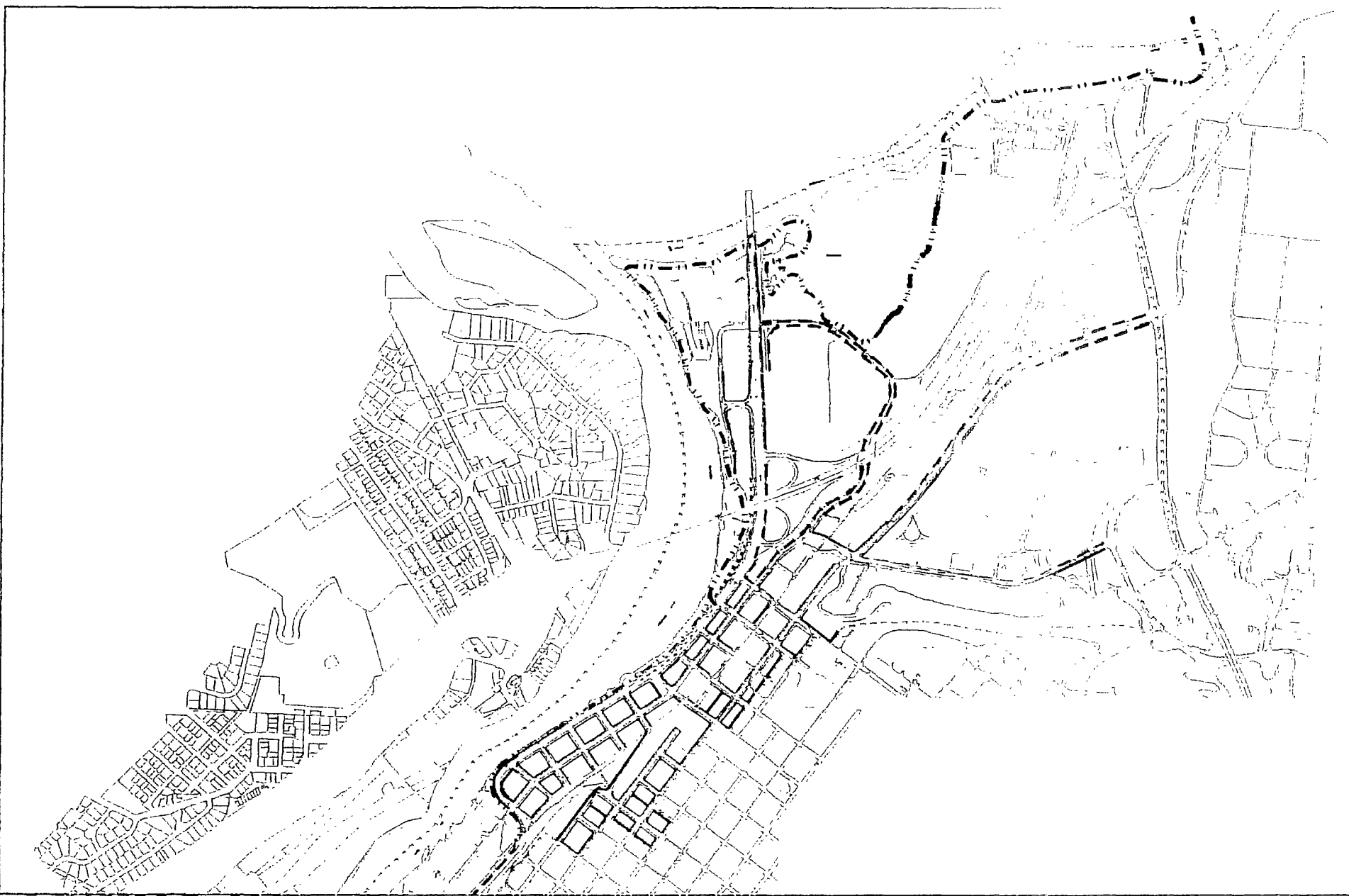


Pedestrian System

The pedestrian system is nearly complete in much of the study area. The few missing links that exist do not measurably inhibit pedestrian movements. There are two reasons for this lack of impact to pedestrian movements. First, the missing links are located in areas that are not considered to be "pedestrian generators". Secondly, the grid network of sidewalks that exists in the area is almost complete such that if a sidewalk link is missing, a nearby alternative is likely available.

The area that has virtually no pedestrian facilities is located in the Oregon City Shopping Center/Clackamette Cove area. This area is isolated from the remainder of the study area; separated by physical features such as the I-205 Freeway, the Clackamas River, McLoughlin Boulevard, and the Willamette River. As development/redevelopment occurs in this area, an improved pedestrian system will likely increase the pedestrian demand. However, it is unlikely that significant increases in pedestrian travel can be expected between this isolated area and the remainder of the study area. This is due to the above described barriers that will remain and the sheer distance that must be overcome in crossing those barriers.

The pedestrian facilities associated with the McLoughlin Boulevard corridor can be described as marginal. There are existing discontinuities and inconsistencies in treatments that exacerbate major pedestrian environment deficiencies of high volume, higher speed, and heavy vehicle traffic. Improvements to the pedestrian facilities along this corridor are necessary to provide a reasonable opportunity for increased pedestrian activity and attractive connections to the riverfront.



LEGEND

- EXISTING SIDEWALK
- - - - - MULTI-USE PATH
- - - - - PROPOSED SIDEWALK
- - - - - PROPOSED MULTI-USE PATH



PEDESTRIAN CIRCULATION PLAN

DOWNTOWN COMMUNITY PLAN
CITY OF OREGON CITY, OREGON

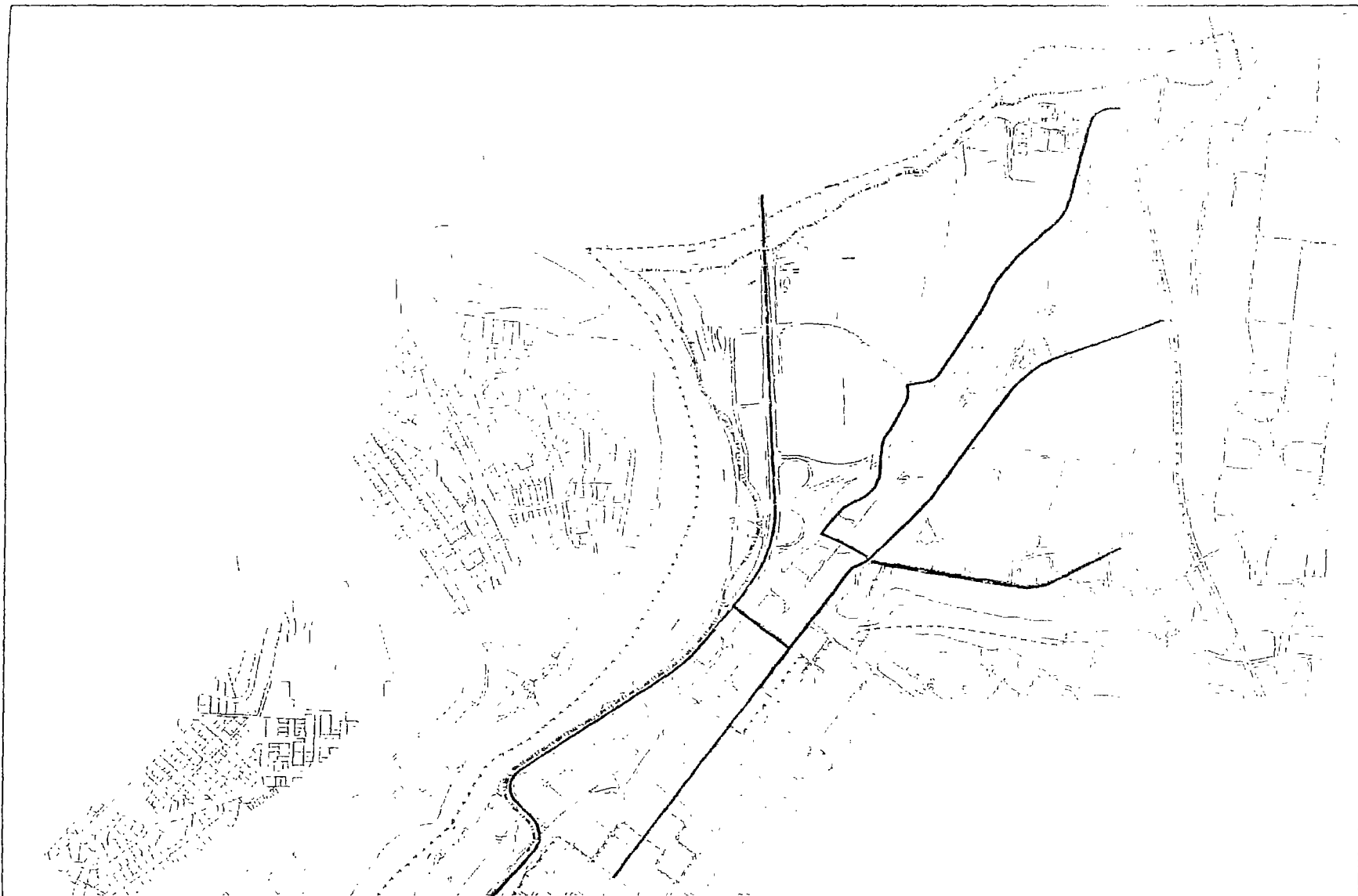
MAY 1999



Bicycle System

The bicycle system within the study area is almost entirely dependent on shared roadway facilities. The only facilities within the study area that provide on-street striped bicycle lanes are Abernethy Road and Highway 213. There are segments of bicycle paths that exist in the Clackamette Park area; however, it is not a complete pathway and relies on connections via shared roadway facilities. The only facility in the study area where bicycling might be considered unsafe due to speed and volume of vehicle traffic is the shared roadway facility associated with McLoughlin Boulevard. Speeds and traffic volumes on all other local, collector, and arterial streets in the study area are such that shared facilities would be considered safe and adequate.

Safe bicycle facilities are necessary along the McLoughlin Boulevard corridor to serve longer distance bicycle travel through the area and provide adequate access between sub-areas of the study area. On-street striped bike lanes on the Washington Street corridor is the only other bicycle improvement identified as necessary to support the plan concept. Therefore, these two major bicycle facility improvements were assumed to exist, as a part of the vehicle travel demand forecast.



LEGEND

- EXISTING BICYCLE LANE
- PROPOSED BICYCLE LANE
- - - MULTI-USE PATHWAY
- ... SHARED FACILITY



BICYCLE CIRCULATION PLAN

DOWNTOWN COMMUNITY PLAN
CITY OF OREGON CITY, OREGON

MAY 1999



Mode Split Results

Densities and intensities of use projected to occur under the Downtown Community Plan, through the 20-year demand model horizon, effect a measurable change in non-auto mode share. Present density and activity levels in the Oregon City area result in a combined (transit/pedestrian/bicycle) mode share of approximately seven percent, for all trips. It was assumed that through implementation of the plan, the combined non-auto mode share for all trips would increase to approximately 15 percent.

This more than doubling of non-auto mode share is directly attributable to the development of land uses that are more interdependent (i.e., mixed) than currently exist or are expected to exist under the current Comprehensive Land Use Plan. The mixed-use concepts that are inherent to the Downtown Community Plan, create the opportunity for trip linkages that are more favorable to non-auto modes (particularly pedestrian and bicycle) and more attractive. The intensification of activity proposed within the area enables transit to be more competitive with the convenience of auto travel, thus attracting more person-trips to this non-auto mode.

The commitment to provide safe, interconnected, and complete non-auto modes in the area is another component of the increased non-auto mode share. Increased transit frequency and coverage through the combination of services provided by Tri-Met and the City's own trolley system, is vital to the successful shift to this particular mode.

It is conceivable that a 65/35 mode split between single-occupant-vehicle trips and all other person-trips can be achieved

with implementation of the Downtown Community Plan. This is achievable if an average auto occupancy of approximately 1.24 persons per vehicle is realized within the study area. This would only require a three percent increase over the 1.2 persons per vehicle auto occupancy that is estimated to occur today. A probable explanation for this being accomplished is as a result of the intensification of use. By placing more origin-destination pairs in close proximity to one another, the opportunity for and practicality of carpooling increases.

Transportation

Continued

McLoughlin Boulevard

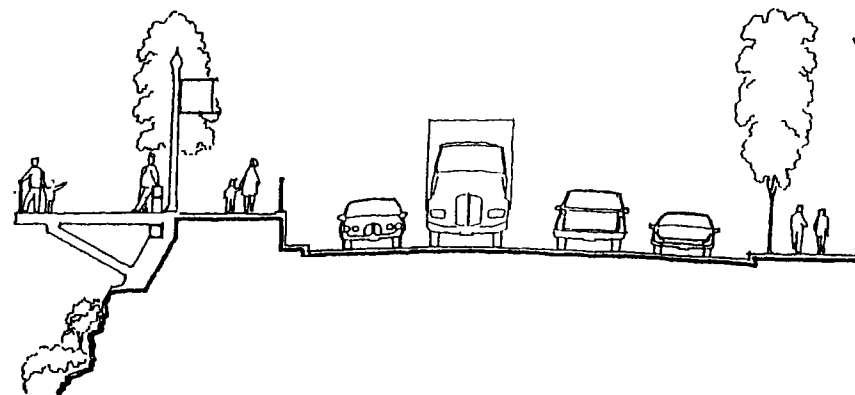
McLoughlin Boulevard currently provides limited physical and visual access to the Willamette River. Part of the problem is due to the lack of safe pedestrian crossing areas. The other issue is that the existing narrow sidewalk, with no street trees or buffering from the roadway, provides an unsafe situation for pedestrians.

In order to change the “character” of McLoughlin, the plan proposes an enhanced McLoughlin Boulevard to include street trees and pedestrian improvements. These improvements will provide safe crossings, draw attention to the river front and encourage a setting that is more conducive to walking. Improvements include:

- pedestrian crossings at signalized intersections
- street furniture
- wider sidewalks
- river viewpoints
- ornamental streetlights
- decorative, see-through railings

**McLoughlin Boulevard Improvements —
Planning Level Cost Estimate**

<i>Category</i>	<i>Cost</i>
McLoughlin Roadway Improvements	\$3.3 million
McLoughlin Beautification	\$3.7 million
Total	\$7.0 million



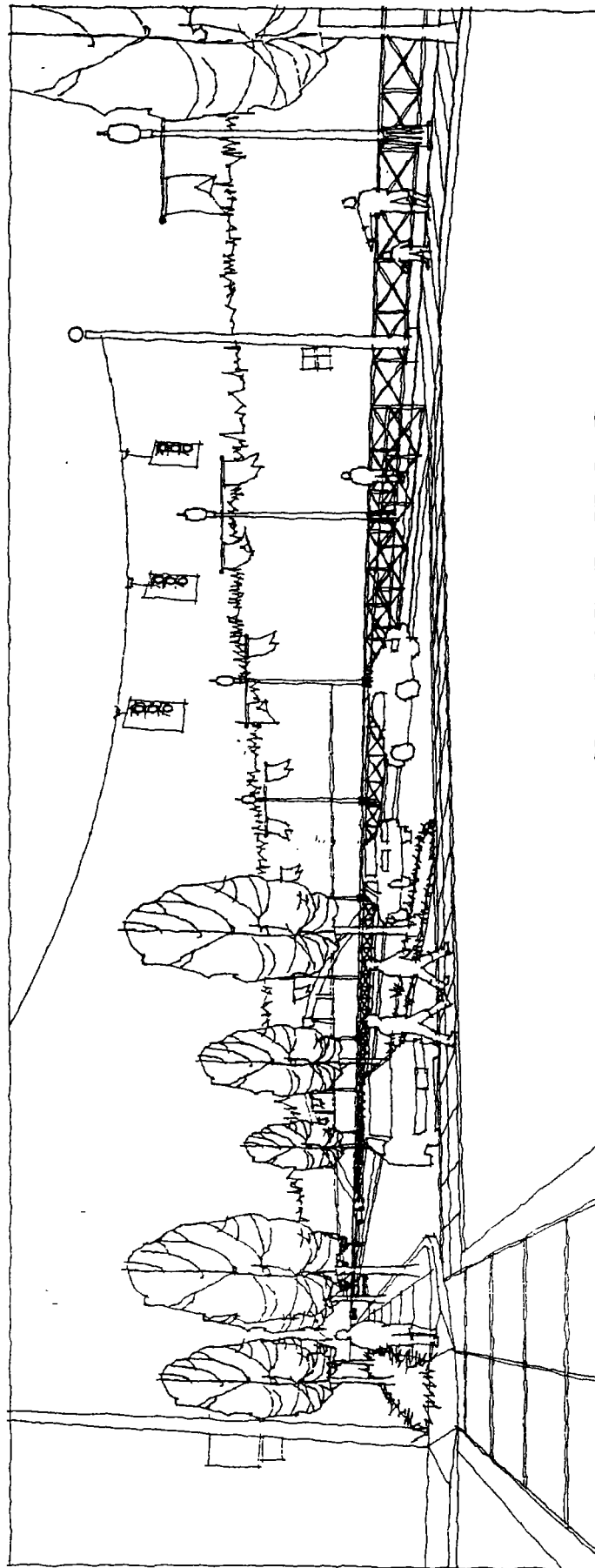
Cantilevered Section of Promenade



At-grade Section of Promenade

Transportation

Continued



Enhanced McLoughlin Boulevard

Parking

Summary

Future parking demands were studied to determine the amount of spaces needed to support the Downtown Community Plan concept. In March 1999 an inventory of existing on- and off-street parking supply was conducted for the study area. A total of 4,293 spaces were counted. Much of the existing off-street parking supply is comprised entirely of private, surface parking lots provided for employees and customers of specific businesses and enterprises. Many of these parking areas specifically prohibit general, public use.

There is a future need of approximately 9,482 parking spaces to support buildout of the Downtown Community Plan. This number assumes the benefit of shared parking arrangements and that the City will choose to apply Metro's Title 2 parking ratios for determining the minimum amount of parking required. By preserving the on- and off-street parking supply of 4,293 spaces, there is likely to be the need to develop approximately 5,189 new parking spaces over the period of time required to build out the land use plan.

There are four key components to realizing the future parking supply levels:

- Preserving the existing parking supply (or replacing when redevelopment occurs).
- Realizing a net gain through redevelopment (nominal benefit).
- Construction of new surface parking lots associated with the development of existing undeveloped land (significant gain).

- Parking Structures — either stand alone or components of mixed use developments.

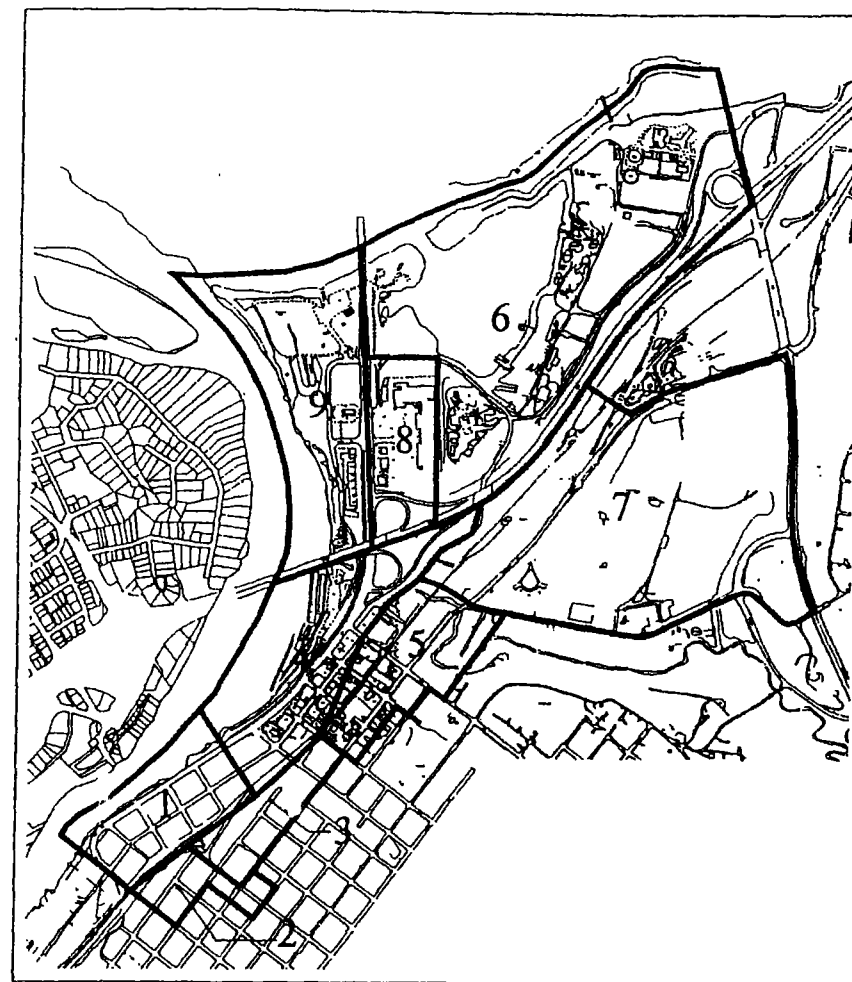
Various combinations of each of the above components are likely to apply within the plan boundary. Recommendations for the type and location of additional parking supply have been prepared based on consideration of three primary factors. First, the historical significance or current mix of uses was evaluated to determine the appropriateness of various parking forms (on-street, off-street, structured). Second, the expected forms of development/redevelopment were considered for their potential to include or accommodate additional parking. Third, the synergistic relationship between parking subareas was considered for the potential to share parking facilities of various forms.

Parking Structure Locations

Parking structure location recommendations are discussed below. Figure 1 identifies those subareas where parking structures are likely to occur, based on the projected parking needs of the subarea and consideration of the primary factors described above. No structures are recommended for Subareas 2 and 3 as they would not likely fit with the historic residential character of the areas.

Subarea 1—Subarea 1 includes the Historic Downtown District and represents the downtown historic core. The existing land use is characterized by historic buildings with parking supplied either by on-street spaces or off-street surface parking lots. No structured parking or underground parking exists in this area. Due to the historic nature of this area, the limited amount of redevelopment that is expected to occur, and the inappropriateness of surface parking lots for this area, the provision of a single parking structure located somewhere within this area is recommended. Such a structure would include ground-floor retail/commercial development with three floors of parking above, creating a four-story structure.

Subarea 2—Subarea 2 includes the Limited Commercial District and Limited Office Conditional District. Located above the bluff, the vast majority of existing parking supply in this Subarea is in the form of off-street parking lots. These are primarily under private control and are, therefore, not likely to be available for use by the general public. In addition, a percentage of available on-street spaces are likely taken by people parking in Subarea 2, and using the elevator to access Subarea 1. In combination, these factors may contribute to the perception of an existing parking shortfall.



PARKING SUBAREAS

DOWNTOWN COMMUNITY PLAN
CITY OF OREGON CITY, OREGON
MAY 1989

FIGURE
1



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Parking

Continued

One key to solving parking deficiencies in this Subarea lies in making privately controlled off-street parking supply available to the general public, as well as providing additional parking to assist in meeting the projected need in Subarea 1. Shared parking agreements and conversion of lots from private to public use would be two components of the recommended parking management plan the City should prepare. No structures are proposed in this Subarea due to the historic residential character of the neighborhood.

Subarea 3 – Subarea 3 includes the McLoughlin Conditional Residential District and a portion of the Limited Office Conditional District. This Subarea captures the historic residential portion of the study area, and has a predicted parking surplus. No changes are considered necessary nor prudent, as they would likely not fit with the historic character of the area.

Subarea 4 – This Subarea includes a portion of the Mixed Use Residential and Mixed Use Commercial/Office districts, and offers a number of opportunities for gaining parking spaces through both redevelopment and the construction of multi-story parking structures. Located adjacent to the historic downtown core in Subarea 1, it is possible that parking supply in this Subarea could be used for a variety of purposes, including partially offsetting the parking need within Subarea 1.

There are far greater opportunities for development and redevelopment in this Subarea, as compared with the first three. Any residential development can be expected to provide parking supply to be not only self-sufficient, but also to support other uses in a shared parking environment. Mixed use development forms can also be expected to supply net new parking

either in surface or structured form. Finally, structured parking that comprises the majority of a building, but includes retail, commercial office, and/or residential, would also be appropriate in this Subarea.

The following are proposed to be reasonable future improvements within this Subarea:

- redevelopment of five blocks with ground floor parking and
- construction of two structures with three-stories of parking.

Additional redevelopment beyond the five blocks identified above, would reduce the shortfall that will otherwise exist in the area represented by Subareas 1 through 4.

Subarea 5 – Subarea 5 contains the majority of the Mixed Use Residential District along with small portions of the McLoughlin Conditional Residential and Limited Office Conditional Districts. This area is already seeing the benefit of redevelopment and could experience significant change and revitalization through implementation and eventual buildout of the Downtown Community plan. Redevelopment will result in a significant increase in parking demand that will require additional parking supply. As this area evolves over time to preserve and expand on what the community desires, the provision of parking will be a key component.

The following are proposed:

- redevelopment of eight blocks with ground floor parking and
- construction of one, four-story parking structure.

Maintaining a four-story limit on all proposed structures would require that this parking structure not contain ground floor

retail and be dedicated strictly to parking. An additional four-story, dedicated structure plus two more blocks of redevelopment would be required to meet the projected needs within the Subarea.

Subarea 6 – This area contains the Cove Master Plan District and a portion of the Mixed Use Commercial/Office District. Largely undeveloped, the land in this Subarea allows the opportunity to provide future parking supply specific to, and integrated with the proposed future development contained in it. It is anticipated that the required parking supply can be successfully accommodated with the future development as appropriate, and that specific discussion of the appropriate forms is not necessary at this time. Likely forms will include ground-floor parking with residential above, surface parking associated with new development, and the potential for some structured parking in the most intensely developed retail portion of the area.

Subarea 7 – Subarea 7 contains the Tourist Commercial District and existing Rossman's Landfill. Largely overlaying areas of landfill, flood plain, and other undeveloped lands, development in this area must be considered carefully and located with sensitivity to the existing environmental restrictions. As with Subarea 6, changes in this area will be predominantly in the form of new development, providing parking that is both appropriate to the use and the character of the area.

This Subarea does also provide the opportunity to provide a large-scale, public, structured parking supply to service deficiencies in the downtown core. If located close to the western end of the Subarea, it may be possible to connect a number of public parking structures in this Subarea with the downtown

core via the downtown trolley. This would assist in alleviating the shortfall in parking supply in Subarea 1 and Subarea 5. In addition, it would potentially reduce vehicular demand in the downtown area and enhance the pedestrian/transit-orientation being sought for the downtown core.

The following are proposed:

- construct the equivalent of 15 city blocks of new buildings with ground floor parking and
- construct three four-story parking structures.

Such a significant and centrally located parking supply could be used not only to supplement the supply in other areas, but also as a supporting park & ride facility for transit. The City should consider the effect of placing such a significant supply of parking under public control and the benefits that can be realized.

Subareas 8 & 9 – Subareas 8 and 9 contain the Mixed Use Commercial/Office and Open Space District. It is not anticipated that any parking structures would be required in either Subarea, and that any additional parking required for development could be accommodated by surface parking lots, or ground-floor parking garages associated with the specific development.

Public Amenities

Overview

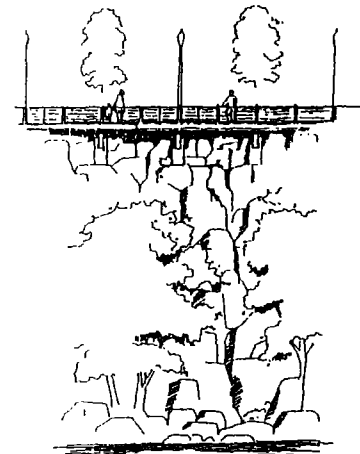
Oregon City's downtown community enjoys one of the great landscape alliances of Oregon: a historic city next to a beautiful river surrounded by a spectacular natural setting. The parks, open spaces, focal points, and waterfront improvements of the plan are intended to preserve and enhance this relationship as the city grows and changes.

The public amenities plan calls for:

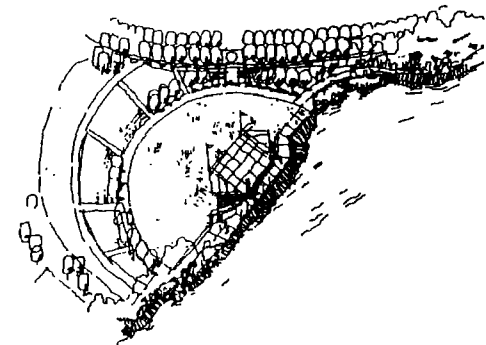
Parks and open space...



a River Promenade...



and Clackamette Cove public amenities.



Parks, Open Space, and Focal Points

Four parks are included in the plan:

- Clackamette Park (existing)
- Clackamette Cove park
- North End neighborhood park (location to be determined), and
- The “park” portion of the River Promenade (between 5th and 8th Streets)

The Clackamette Cove park will be a 10- to 15-acre community park that is integrated into (and created through) the Cove Master Plan process. The North End neighborhood park is envisioned to be a small urban park of one-half to one acre in size that will serve the future residents in this area. The site identification and acquisition process should occur early in the redevelopment stages of this area. The park portion of the River promenade is discussed further in this section.

The key open spaces in the plan follow the natural features of the area: Clackamette Cove, the Clackamas River, Clackamette Park, the Willamette River, the bluff overlooking downtown, Abernethy Creek, and the wetland areas near the Metro South Transfer Station. These spaces provide a green “frame” to the area. Additional public access and natural area enhancements are needed. The trail network should eventually link all of these areas.

The Downtown Community Plan identifies a number of focal points that are within or adjacent to open spaces. These are the viewpoint and seating areas where benches, interpretive displays and similar improvements should be made. The plan

identifies a beginning number of key focal points – it is not meant to preclude other focal points from being established.

A potential plaza is identified for the space in front of the Clackamas County Courthouse. The existing space in front of the courthouse is currently comprised of landscaping and is not suitable for public gatherings. Conversion of the space to a small urban plaza would enhance this key block on Main Street. Another plaza opportunity may be available when the parking area and western side of Block 3 (bounded by 7th, 8th, Main, and McLoughlin) redevelops.

Public Amenities

Continued

The Willamette Waterfront

Previous planning efforts for the downtown have identified the need for a river front promenade. The Downtown Community Plan carries forward this idea and integrates it with the land use and transportation recommendations.

The plan organizes the Promenade into four sections, as described below.

Plaza and Viewpoint — The southern terminus of the Promenade will be a plaza and viewpoint located at 5th Street and McLoughlin. This site is a key viewpoint to the Willamette Falls.

5th Street to 8th Street — The terrace on west side of McLoughlin is currently used for fishing and parking. Following the replacement of parking elsewhere in the downtown, this area will be available for improvement as a public use area. The narrow width of the area lends itself to a 25-foot wide walkway with viewing/fishing extensions along the edge. The area could be designed with a variety of paved and planted areas that provide separation and buffering from McLoughlin Boulevard, and create a mini-park along this section of the Promenade. A small parking area and passenger drop-off could potentially be included in the design.

A public dock in the vicinity of the 8th Street Dock is also recommended. This dock has also been included in previous plans, envisioned to be a place for fishing, small craft tie-up, the Willamette river taxi, and potentially a floating restaurant.

8th Street to 12th Street — This section of the Promenade will need to be a cantilevered or pile supported walkway due to the Singer Creek bridge and steepness of the bank. The Promenade should be raised slightly above the roadway grade of McLoughlin Boulevard to provide a sense of separation. The Promenade would ideally be 20 feet wide — a minimum width of 12 feet is recommended.

12th Street to 14th Street — This section is envisioned as a transition area where the Promenade would change to be a 12-foot wide multi-use path. The path would then extend along existing grades to continue through the marina area and on to Clackamette Park and the cove.

Comprehensive Plan

The Downtown Community Plan is focused on preserving and strengthening the historic character of Oregon City, refining the mix of land uses and emphasizing pedestrian oriented design in areas currently designated for *Commercial* use on the Oregon City Comprehensive Plan Map. The new *Mixed Use Commercial, Mixed Use Residential and Cove Master Plan* designations are recommended to replace the existing *Commercial* designation within the Downtown Community Plan Area. The new plan designations will be implemented with five different zones to reflect varied land uses, densities and urban design character planned for specific geographic areas as summarized below:

<i>Plan Designation</i>	<i>Zone(s)</i>	<i>Geographic Area</i>
Mixed Use Commercial	Historic Downtown Mixed Use Commercial Tourist Commercial	Downtown core McLoughlin corridor End of the Trail
Mixed Use Residential	Mixed Use Residential	North Downtown
Cove Master Plan	Cove Master Plan	Clackamette Cove

Other geographic areas will retain existing plan designations, including the McLoughlin Conservation District (*MCR District*) and the *Limited Office* and *Limited Commercial* parcels south of Abernethy Road and in the 7th Street Corridor. The Land-fill is identified as a *Future Study Area* in the Downtown Community Plan and no changes in comprehensive plan or zoning designations are recommended at this time. Specific

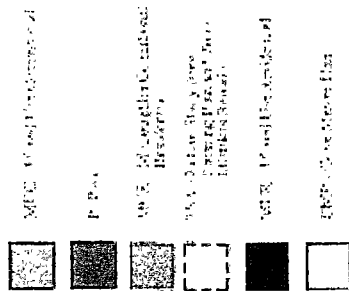
development, transportation and flooding studies are underway for this area and changes to comprehensive plan and zoning designations would be premature.

Areas that are currently designated *Park* on the Comprehensive Plan Map will be retained. New areas in public ownership are recommended for the *Park* designation to convey the public support for an expanded, interconnected park and open space network.

Comprehensive plan policies and detailed descriptions of the above-cited districts have been prepared — please see the Technical Appendix.

Oregon City Downtown Community Plan

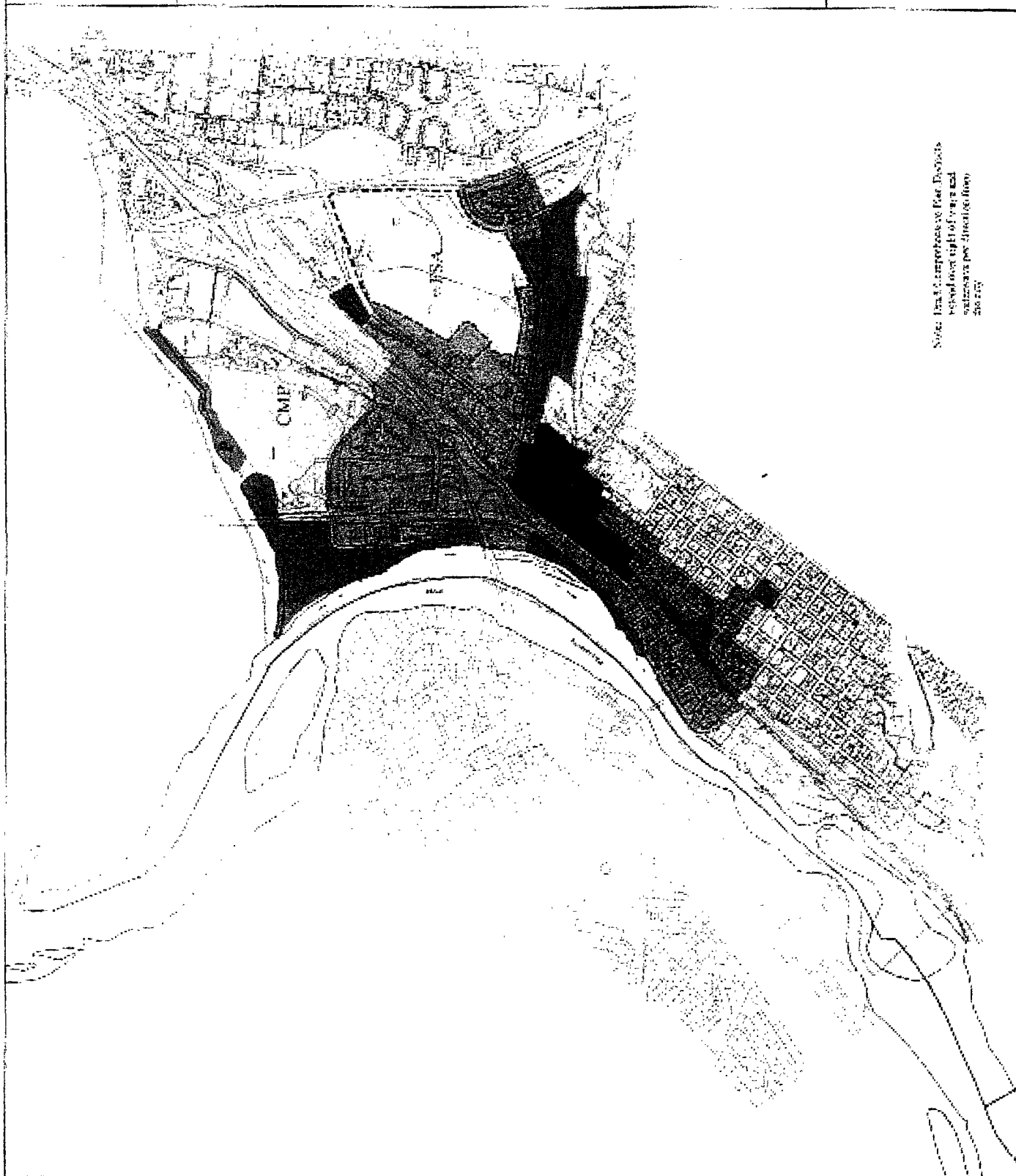
Proposed Comprehensive Plan Districts



Clark, Inc.
Kirkland & Associates, Inc.
Reppert, Schmitt, & Moss
Kerns & Company
Spraker and Gaffney

Project No. 98-001

Note: Final Comprehensive Plan Districts
subject to right of way and
setback requirements per direction from
the city



Implementation

Continued

Zoning Districts

The purpose of the Downtown Plan Zoning Districts is to implement the Oregon City Downtown Community Plan and to reinforce the historic role of the downtown as the civic, government and business center. Five new downtown sub-districts are designated to reflect the distinctions between different areas of the Downtown Plan and to focus pedestrian-oriented retail uses to the traditional downtown core along Main Street. Specific design guidelines are adopted for the downtown sub-districts to enhance an active and attractive pedestrian environment for shoppers, employees, and residents.

Characteristics of Downtown Zoning Districts

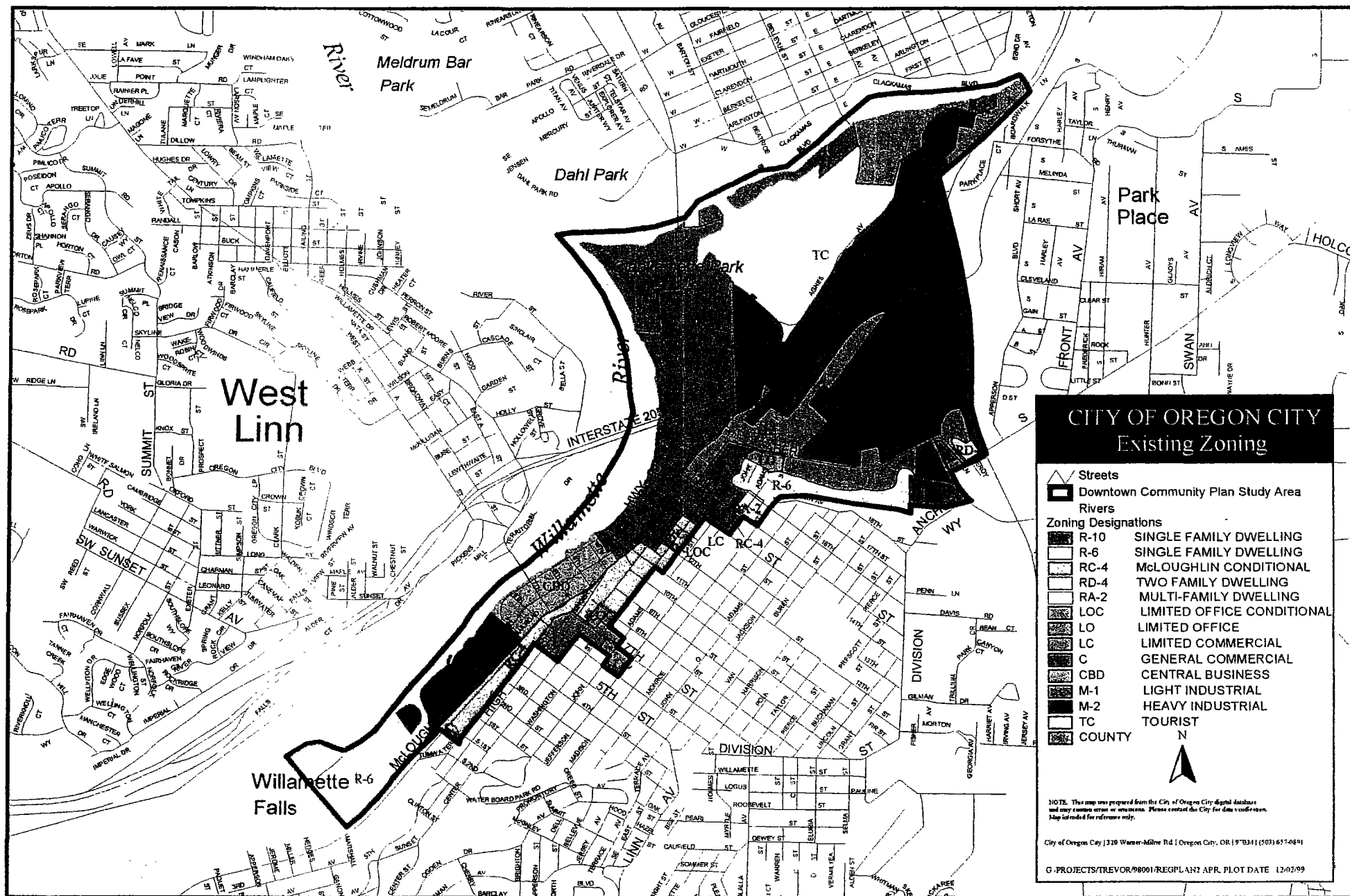
Five specific sub-districts are adopted for the Downtown Community Plan area. The sub-districts reflect the varied land uses, densities and urban design character planned for the following geographic areas:

<i>Geographic Area</i>	<i>District Name</i>
Historic Downtown	Historic Downtown District
North Downtown	Mixed Use Residential District
McLoughlin Boulevard	Mixed Use Commercial/Office District
End of the Trail	Tourist Commercial District
Clackamette Cove	Cove Master Plan District













Other areas within the Downtown Community Plan boundary will retain existing zoning, including the McLoughlin Condi-

tional Residential District (RC-4) and the Limited Commercial (LC) and Limited Office Conditional (LOC) districts along the 7th Street Corridor.

New zoning text has been prepared — please see the Technical Appendix.



Oregon City Downtown Community Plan Proposed Zoning

-  HD - Historic Downtown District
-  LC - Limited Commercial
-  MUC - Mixed Use Commercial/Office
-  TC - Tourist Commercial
-  MUR - Mixed Use Residential
-  RC-4 - McLaughlin Conditional Residential
-  OSR - Open Space Recreation
-  LOC - Limited Office Conditional
-  CMP - Cove Master Plan
-  Existing Zoning
-  Required Housing Overlay
-  Study Area Boundary

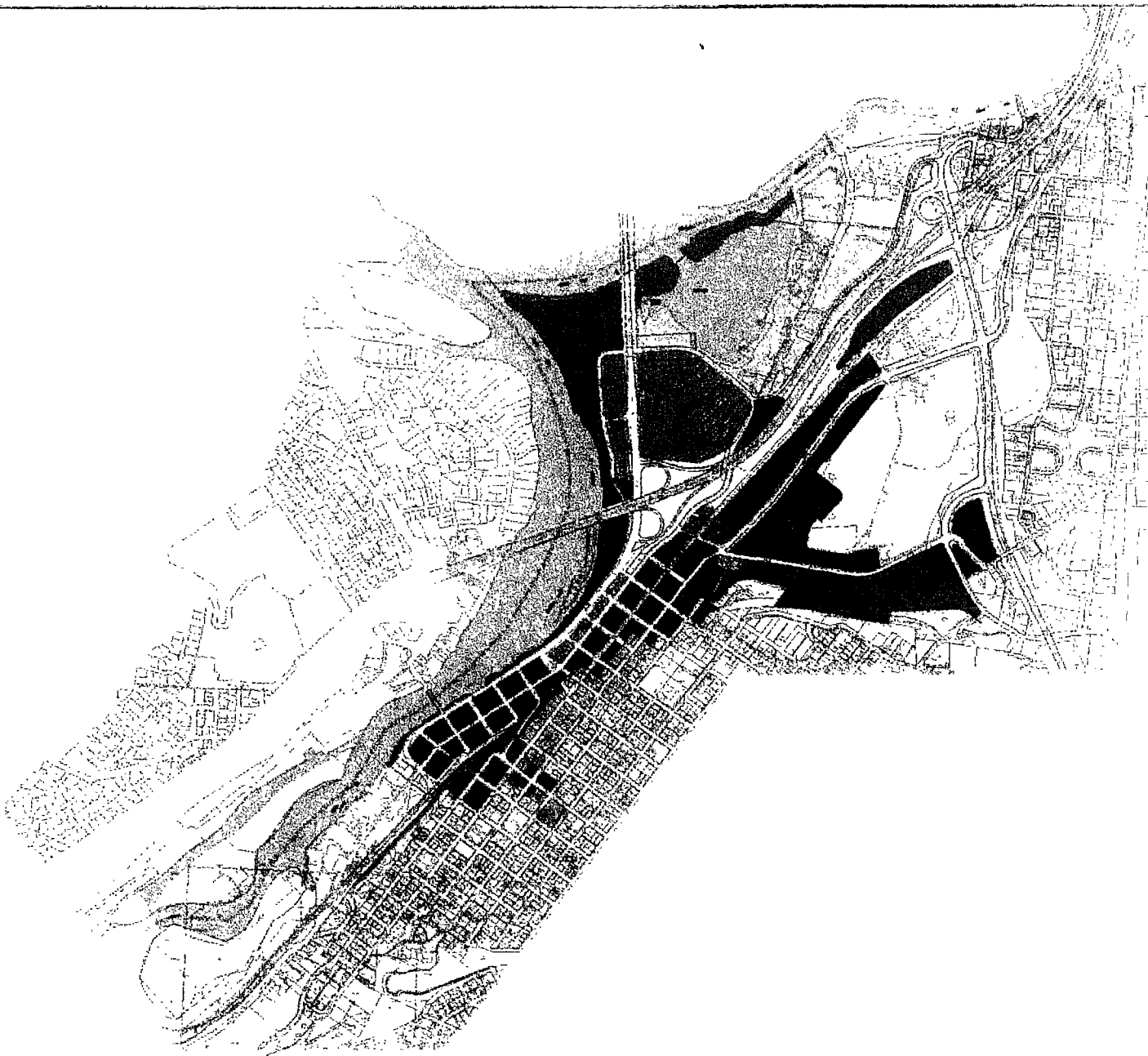


Otak, Inc.
Kirtelson & Associates, Inc.
Hobson, Johnson, & Assoc.
Dorman & Company
Spencer and Kupper

The City of Oregon City

Project # 1

Rev 12/11, 6/2/12



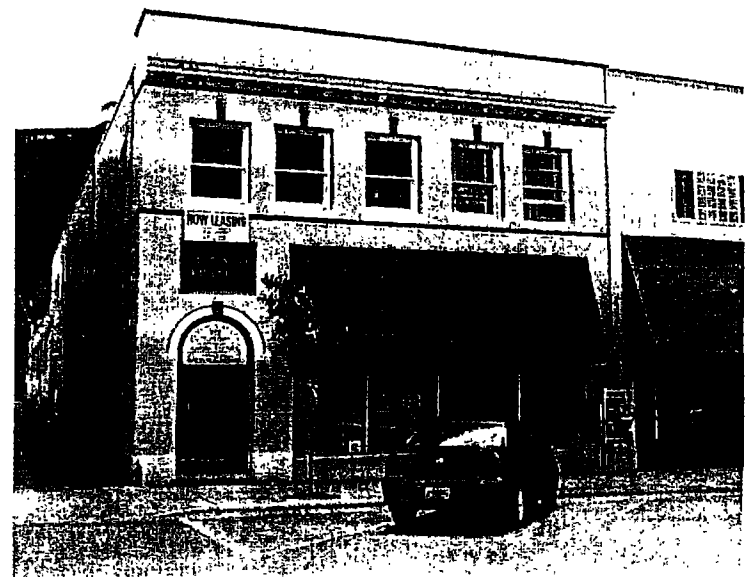
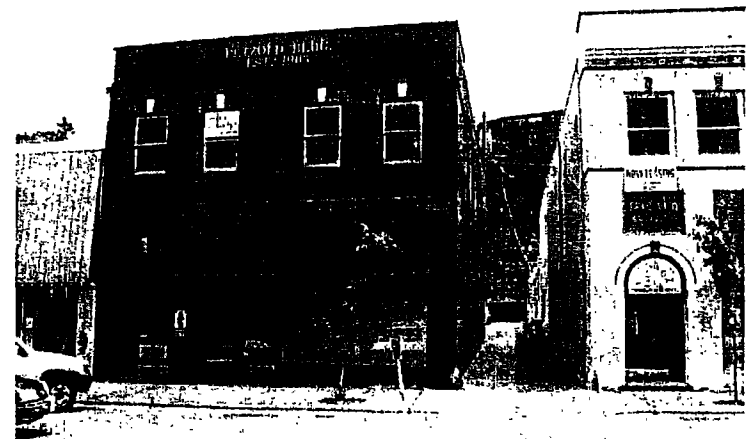
Design Guidelines

Two types of design guidelines are included in the plan. One set pertains to new development and alterations in the Historic Downtown District. The other set of design guidelines are considered general guidelines and pertain to elsewhere within the study boundary. Both sets of design guidelines are summarized below — please see the Technical Appendix for the full text. A third set of guidelines, the *End of the Oregon Trail District Guidelines, 1991*, are incorporated by reference.

Historic Design Guidelines

Design guidelines for the Historic Downtown District were first developed in 1980 in a publication called the *Downtown Oregon City Building Improvement Handbook*. These guidelines were updated with recent work by the Historic Review Board. It is intended that design review in the Historic Downtown District be guided by the Historic Review Board's standards, with the standards found in the 1980 document be used as a reference. The new standards require a discretionary review process that will require the expertise of the Historic Review Board. Historic design guidelines address the following elements:

- Retention of Original Construction
- Height
- Width
- Roof Form
- Commercial Front
- Cornices and Architectural Detail
- Awnings
- Signs
- Visual Integrity of Structure
- Scale and Proportion
- Building Setback
- Streetscape



Historic Building Rehabilitations

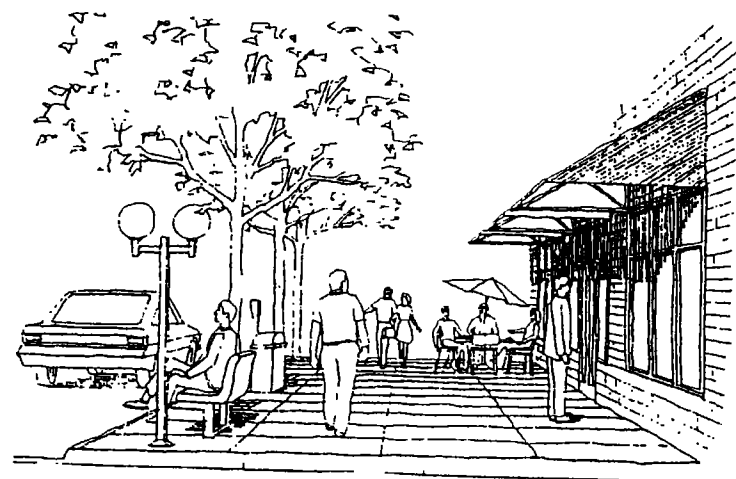
Implementation

Continued

Design Guidelines and Standards – Generally

A separate set of design guidelines and standards have been created to apply to all districts within the Downtown Community Plan boundary except for the Historic Downtown District and the McLoughlin Conditional Residential district. The general guidelines address the following elements:

- Coordinated Development
- Building Orientation and Maximum Setbacks
- Corner Building Entrances
- Weather Protection
- Landscaping and Screening
- Street Connectivity and Internal Circulation
- Pedestrian Amenities
- General Building Design Standards
- Neighborhood Compatibility



Weather Protection



Corner Building Entrance

EXHIBIT 2, PLANNING COMMISSION RECOMMENDATIONS

The Planning Commission forwards the following recommended changes:

*Note: A line through the word indicates the removal of existing text. Words in bold indicates new proposed language.

- A) Page 11. It is not clear that the districts are “proposed”. The first and last sentence should be reworded to read as follows:

First Sentence,

- “The Land Use Plan is organized around nine districts. The **proposed districts for later review in Phase II** are:...”

Last Sentence,

- “The **proposed** Land Use ~~Plan~~ **Plans** set the stage for...”
- Add “No changes in use, zoning, or plan designation will result from the adoption of Phase I of the Downtown Community Plan as an ancillary document to the Comprehensive Plan.”

(Refer to Exhibit 2, Page 3)

- B) Page 18. In an effort to resolve the Open Space/Recreation designation discretion, the second and last sentence should be reworded to read as follows:

Second Sentence,

~~“The steering committee has expressed the desire to convert the Clackamas County offices on Abernethy Road to open space~~ **The areas marked in green on the proposed map should incorporate as much open space as is practical. Adoption of the Downtown Community Plan does not limit affected property owners from exercising their development rights under the existing plan map and zoning district designations.”**

Third Sentence,

~~“Open space is also found~~ **encouraged** in the Clackamette Cove Area, Clackamette Park, ~~and the waterfront, and the Abernethy Creek area.”~~

(Refer to Exhibit 2, Page 4)

- C) Add “Proposed” to the front cover of the Downtown Community Plan. In addition, on the bottom of the cover page add “No change in use, zoning, or plan designation will result from the adoption of the Downtown Community Plan as an ancillary document to the Comprehensive Plan.”

(Refer to Exhibit 2, Page 5)

- D) All references to a “Regional Center” should be taken out. The maps on pages 40 and 43 identified the study area as the “Regional Center Study Area”. That has been changed to “Downtown Community Plan Study Area”.

(Refer to Exhibit 2, Pages 6 and 7)

- E) Maps on pages 10, 41, and 44 have been changed to include the word “Proposed”

(Refer to Exhibit 2, Page 8, 9, and 10)

Land Use

Overview

The Land Use Plan is organized around nine districts. The proposed districts for later review in Phase II are:

- Historic Downtown
- Mixed Use Commercial/Office
- Mixed Use Residential
- Clackamette Cove Master Plan
- McLoughlin Conditional Residential
- Tourist Commercial
- Open Space/Recreation
- Limited Office Conditional
- Limited Commercial

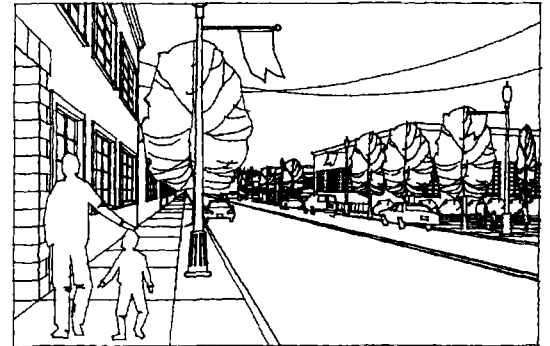
No changes in use, zoning, or plan designation will result from the adoption of Phase I of the Downtown Community Plan as an ancillary document to the Comprehensive Plan.

The proposed Land Use Plans set the stage for...

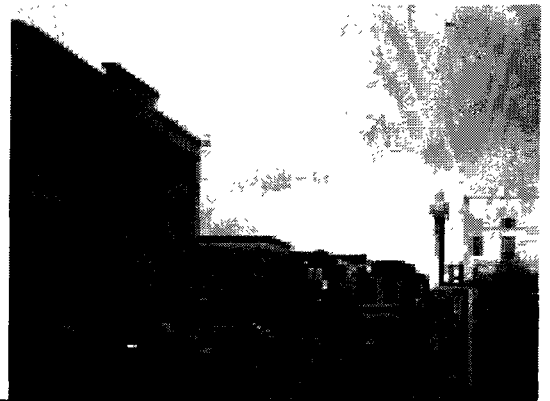
Mixed use opportunities...



...places for people

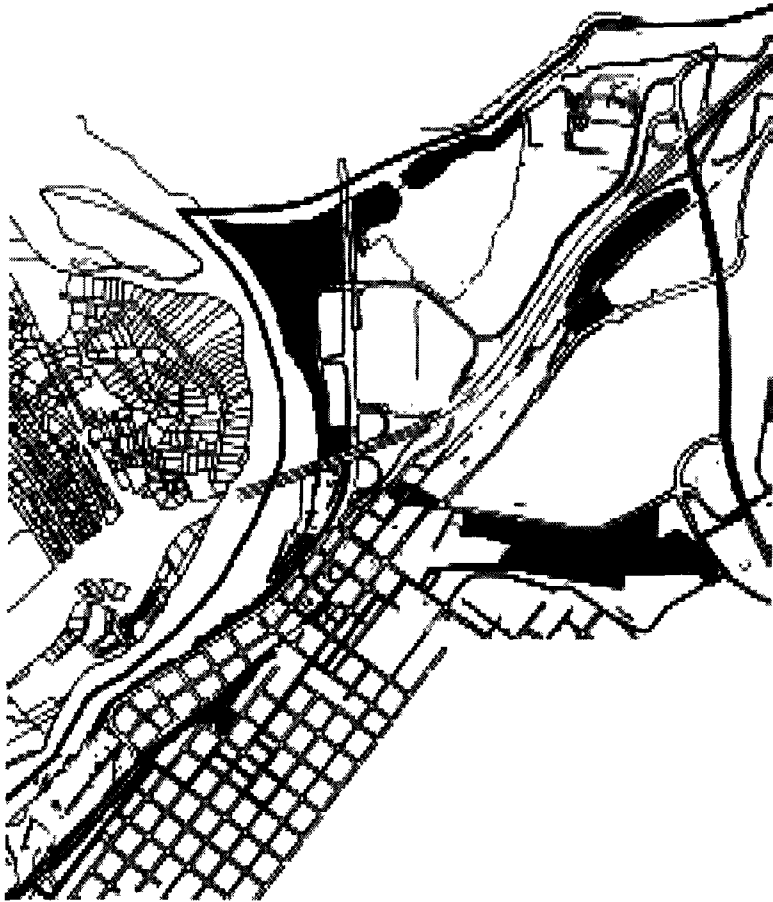


...linking land use with transportation.



Land Use

Continued



Open Space

Large amounts of greenspace are provided within the study area. The steering committee has expressed the desire to convert the Clackamas County offices on Abernethy Road to open space. Open space is also found in the Clackamette Cove Area, Clackamette Park, and the waterfront. A continuous trail is envisioned starting from the Old Gladstone Bridge and continuing along the river frontages to 12th Street. At this point, a cantilevered boardwalk could continue south towards the 7th Street Bridge, providing a continuous connection to the downtown, and up to the elevator. The pedestrian connection that once linked the Carnegie Center with the Esplanade is also proposed to be restored to complete the link between the elevator and the Carnegie Center.

Proposed Plan District: Park (P)

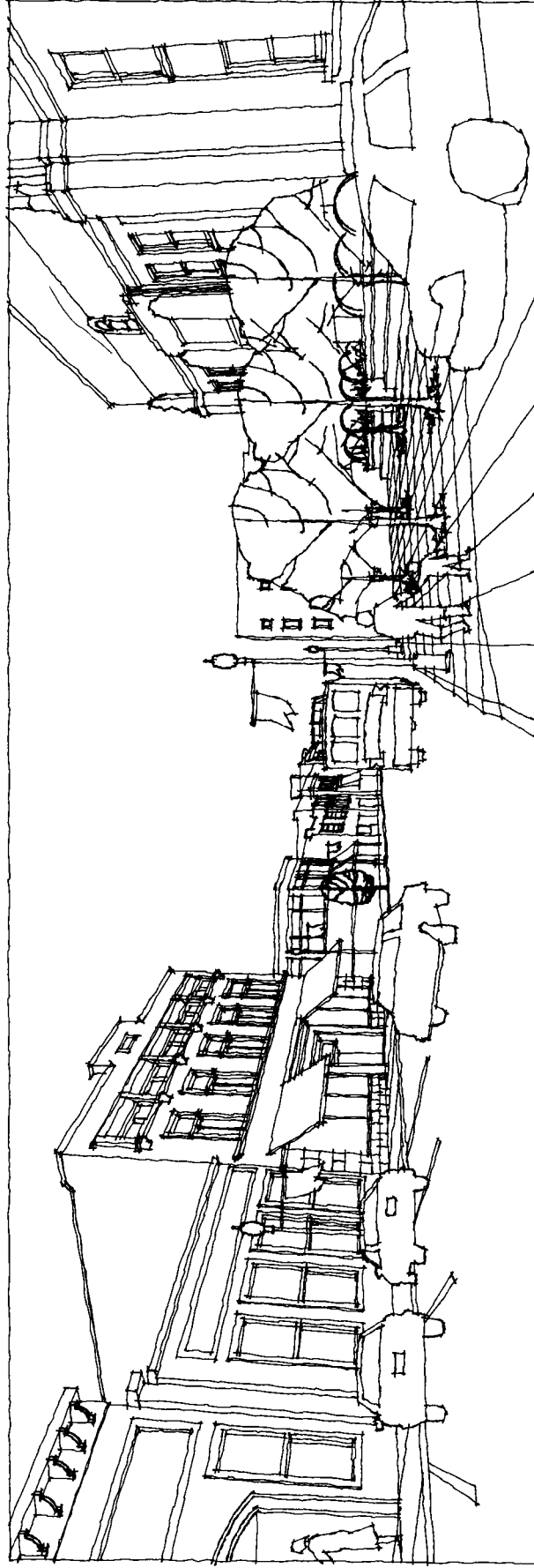
Proposed Zoning: Open Space Recreation (OSR)

Proposed Transportation Improvements:

- Washington Street pedestrian, bicycle, and transit improvements

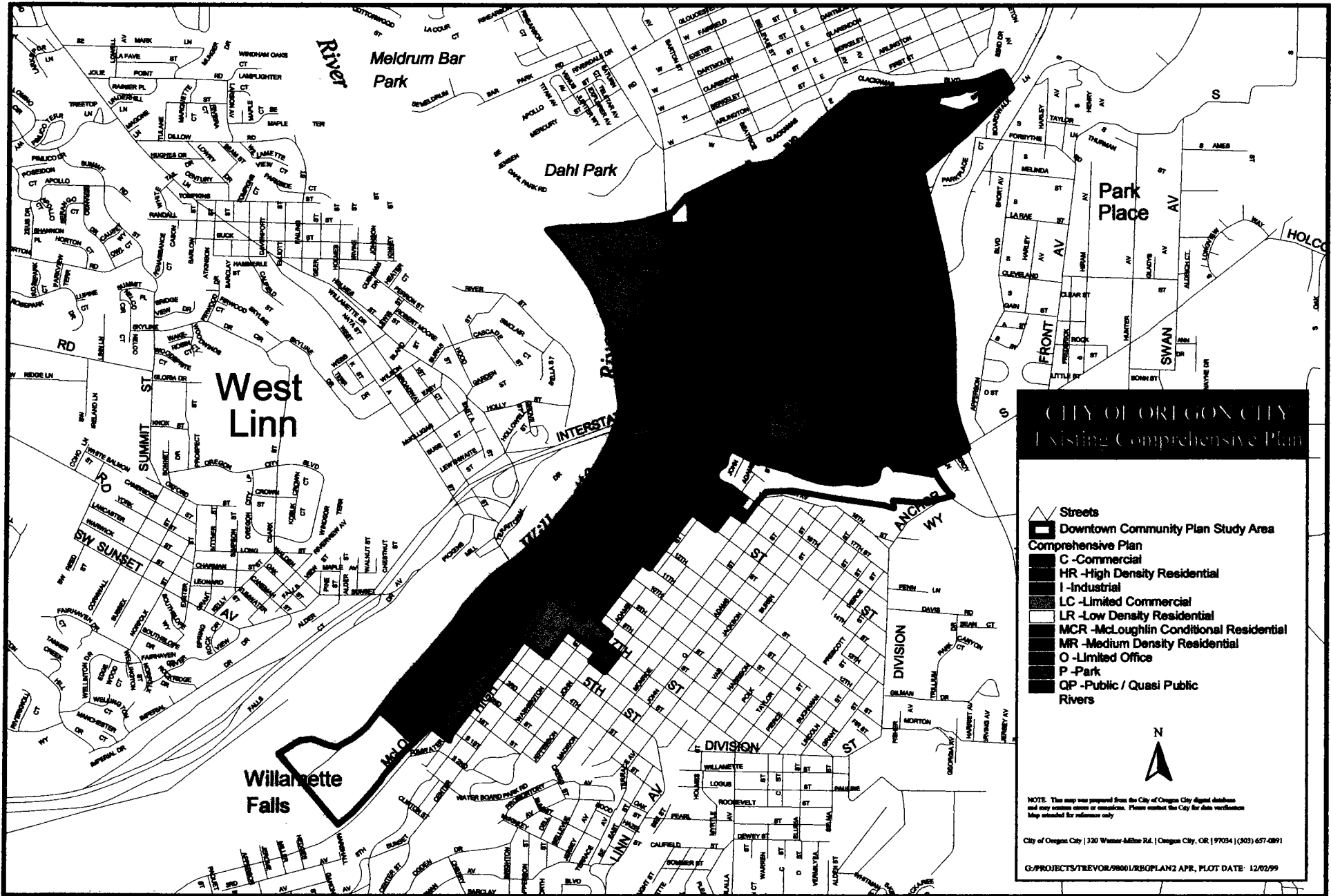
Oregon City Downtown Community Plan Phase I

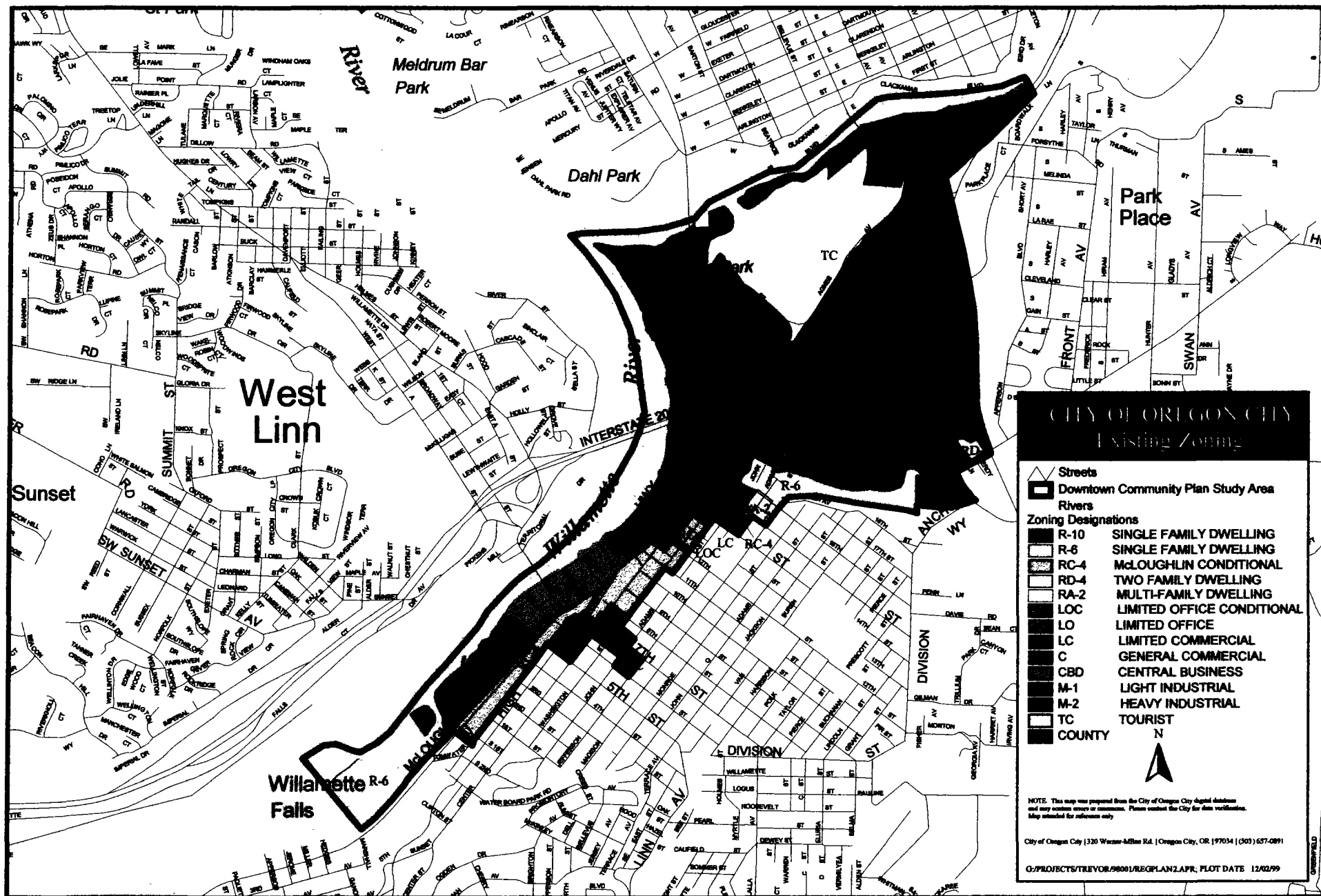
EXHIBIT
2 , Page 5



December 15, 1999
(Proposed)

No changes in use, zoning, or plan designation will result from the adoption of Phase I of the Downtown Community Plan as an ancillary document to the Oregon City Comprehensive Plan





5

Oregon City Downtown Community Plan Proposed Zoning Map

- MD - Medium Density Residential Use District
- LC - Limited Commercial
- MUC - Medium Use Commercial/Office
- TC - Transit Commercial
- MUR - Medium Use Residential
- MC-L - Medium Density Limited Residential
- OCB - Open Space/Community
- LOC - Limited Office Commercial
- CHP - Open Market Plan
- Building Zoning
- Regulated Building Overlay
- Study Area Boundary
- Gateway
- Public Park
- Gateway Rail Station
- Existing Heavy Rail
- Proposed Light Rail Alignment
- Trail Alignment
- Significant road network
- 96' Flood Inundation Line
- Transit Center





Oak, Inc.
Kilbuck & Associates, Inc.
Hobson, Johnson, & Assoc.
Dunn & Company
Spencer and Kupper

Project No. 100-100-0000



Oregon City Downtown Community Plan Proposed Comprehensive Plan Districts

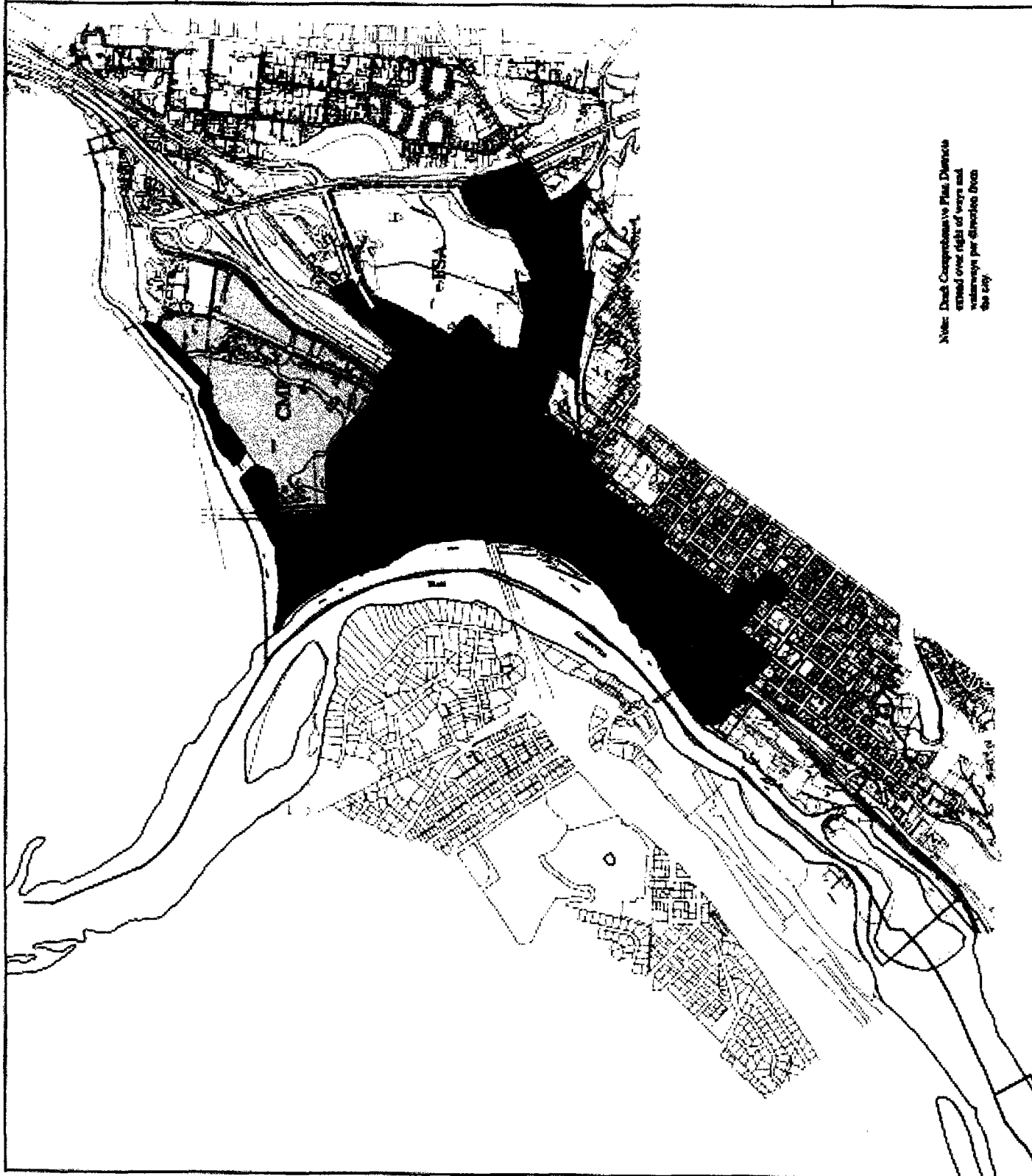
- MDC - Mixed Use Commercial
- P - Park
- MCCR - McLaughlin Conditional Residential
- PSA - Future Study Area, Existing Plan and Zone Districts Retains
- MUR - Mixed Use Residential
- CMP - Civic Center Plan

Oak, Inc.
 Kneibson & Associates, Inc.
 Hobson, Johnson, & Assoc.
 Dorman & Company
 Spencer and Kuyper

Date: 10/15/00
 Sheet: 10 of 10

Note: Draft Comprehensive Plan Districts
 shown over right of ways and
 easements per direction from
 the City





Oregon City Downtown Community Plan Proposed Zoning

- HD - Historic Downtown District
- LC - Limited Commercial
- MDC - Mixed Use Commercial/Office
- TC - Transit Commercial
- MUR - Mixed Use Residential
- RC-4 - Medium-Density Residential
- OSR - Open Space/Recreation
- LOC - Limited Office Conditional
- CUP - Core Urban Plan
- Existing Zoning
- Required Housing Overlay
- Study Area Boundary

Oak, Inc.
 Kitchell & Associates, Inc.
 Roberts, Johnson, & Assoc.
 Dorman & Company
 Spencer and Kupper

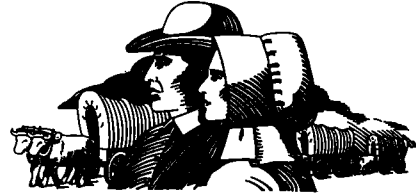
Project No. 100-100-100
 Date: 10/10/10

CITY OF OREGON CITY

PLANNING COMMISSION

320 WARNER MILNE ROAD
TEL 657-0891

OREGON CITY, OREGON 97045
FAX 657-7892



November 8, 1999

FILE NO.: PZ 97-10, Oregon City Downtown Community Plan

HEARING DATE: November 8, 1999
7:00 P.M.

LOCATION: City Hall
320 Warner Milne Road
Oregon City, OR 97045

APPLICANT: City of Oregon City
PO Box 351
Oregon City, OR 97045

REQUEST: (1) Adoption of the Oregon City Downtown Community Plan as an ancillary document to the Oregon City Comprehensive Plan.
(2) Adoption of a new chapter (P) in the Comprehensive Plan containing eight policies related to implementation of the Oregon City Downtown Community Plan.

LOCATION: Areas within the City of Oregon City including: below the Promenade and Singer Hill Bluffs, along the banks of the Willamette and Clackamas Rivers from the Willamette Falls to Gladstone; also includes areas above the Promenade and Singer Hill bluffs along the 7th Street Corridor, and areas of Abernethy Creek Extending towards Highway 213 and Interstate 205.

REVIEWER: Sidaro Sin, Associate Planner

VICINITY MAP: Refer to Exhibit 1

EXHIBIT

3

City Commission Hearing
PZ 97-10, 12/15/99

CRITERIA:

I. Oregon City Municipal Code
Section 17.50.170, Legislative Hearing Process

II. Oregon City Comprehensive Plan:

Chapter B-Citizen Involvement Goal
Chapter C-Housing
Chapter D-Commerce and Industry
Chapter E-Historic Preservation
Chapter F-Natural Resources
Chapter H-Energy Conservation
Chapter J-Parks and Recreation
Chapter K-Willamette Greenway
Chapter L-Transportation
Chapter O-Plan Maintenance and Update

III. Statewide Planning Goals and Guidelines:

Goal 1-Citizen Involvement
Goal 2-Land Use Planning
Goal 5-Open Spaces, Scenic and Historic Areas, and Natural
Resources
Goal 7-Areas Subject to Natural Disasters and Hazards
Goal 8-Recreational Needs
Goal 9-Economic Development
Goal 10-Housing
Goal 11-Public Facilities and Services
Goal 12-Transportation
Goal 13-Energy Conservation
Goal 15-Willamette River Greenway

BACKGROUND:

Refer to Exhibit 2.

BASIC FACTS:

1. Staff request that the Planning Commission recommend adoption to the City Commission of the following:
 - a) The Oregon City Downtown Community Plan as an ancillary document to the Oregon City Comprehensive Plan (Exhibit 3).
 - b) A new chapter (P) in the Comprehensive Plan containing a goal and eight policies related to implementation of the Oregon City Downtown Community Plan (Exhibit 4).
2. The planning study area includes approximately 430 net acres (765 gross acres) and includes areas below the Promenade and Singer Hill Bluffs, areas along the banks of the Willamette and Clackamas Rivers from the Willamette Falls to Gladstone, areas above the Promenade and Singer Hill Bluffs along the 7th Street Corridor, and areas of Abernethy Creek extending towards Highway 213 and Interstate 205.
3. Data regarding the Plan process and major points of this application are found in Exhibit 2.
4. The surrounding land uses are:

<u>North:</u>	Clackamas River and the City of Gladstone
<u>South:</u>	City jurisdiction, with a mix of zoning including residential, commercial, and limited office.
<u>West:</u>	Willamette River and the City of West Linn
<u>East:</u>	City jurisdiction, with a mix of zoning including residential, commercial, and limited office.
5. Transmittals on the proposed zone change were sent to various City Departments, affected agencies, the Community Involvement Committee Chair, all neighborhood associations, the Downtown Community Plan Steering Committee, property owners, interested parties list, and to all property owners within 300 feet of the study area.

Comments were received from:); Bill Kennemer, Clackamas County Board of Commissioners (Exhibit 5b); Jim Rowe, the City Aquatic Coordinator (Exhibit 5c); Steve Poyser, City Historic Review Board (Exhibit 5d); Dan Baldwin, Tosco Marketing Company (Exhibit 5e); Mike Burton, Metro (Exhibit 5f); and Lidwien Rahman, Oregon Department of Transportation (Exhibit 5g). Staff also answered approximately 5 telephone inquiries from citizens regarding this proposal. Most inquiries were regarding how the Plan would affect their property. A summary of the issues and a summary of concerns from the joint City Commission and Planning Commission work session on the Plan that was held on September 22, 1999, is provided in Exhibit 5.

ANALYSIS:

I. APPLICABLE OREGON CITY MUNICIPAL CODE (OCMC) CRITERIA

Section 17.50.170, Legislative Hearing Process

Staff's finding: This proposed Oregon City Downtown Community Plan is scheduled and has been noticed as a public hearing item before the Planning Commission on November 8, 1999. The Department of Land Conservation and Development (DLCD) was notified as required by ORS 197.610-197.625. The Planning Manager's report will be made available at least seven days prior to the hearing. Finally, the Oregon City Downtown Community Plan is scheduled and has been noticed as a public hearing item before the City Commission on December 1, 1999. All remaining requirements of the legislative hearing process will be followed. Therefore, this proposed text amendment complies or can comply with OCMC Chapter 17.50.170

II. APPLICABLE CITY OF OREGON CITY COMPREHENSIVE GOALS

CHAPTER B-CITIZEN INVOLVEMENT GOAL:

Provide an active and systematic process for citizen and public agency involvement in the land-use decision-making for Oregon City.

Staff's finding: The public hearing for the proposed text amendment was advertised and notice was provided as prescribed by law to be heard by the Planning Commission on November 8, 1999 and by the City Commission on December 1, 1999. The public hearing will provide an opportunity for comment and testimony from interested parties.

The planning process began in the summer of 1997. The plan was overseen by an 84-member Steering Committee comprised of members from the City Commission, Planning Commission, Historic Review Board, Neighborhood Association Chairs, the general public, and other government entities. The Steering Committee created an open, participatory process that included a broad array of community interests. In addition to the Steering Committee involvement, there were 91 people on the "interested parties" list.

There were 10 public meetings within the 10-month project time frame for the second stage of the plan process. These meetings included design workshops, open houses, and development and decision making meetings. Attendance at these meetings ranged from 20 to 100 participants. The public meetings were advertised in one or more of the following publications: *The Oregonian*, *Oregon City News*, *Clackamas Review*, *Trail News*, or the *City Haller*. In addition, postcards were sent to the steering committee, the interested parties list, and to 430 property owner's within the study area.

These workshops and public meetings encouraged widespread citizen involvement and effective communication with citizens. Citizens will continue to be involved in the planning process during the Planning Commission and City Commission public hearings.

All of the technical information used in formulating the plan was made available to the public in steering committee packets, and draft plans (all available through City Hall).

Citizens who participated in the public workshops and Steering Committee meetings received the project notices and, upon request, copies of draft plans and technical information.

The proposal is consistent with the Citizen Involvement Goal (Chapter B) of the Comprehensive Plan.

CHAPTER C-HOUSING GOAL:

Provide for the planning, development and preservation of a variety of housing types at a range of price and rents.

Staff's finding: The Oregon City Downtown Community Plan proposes new policies to promote compact and mixed use development that will protect and enhance livability. The Plan supports compact development, redevelopment, and multi-modal street networks to support a variety of housing types.

Three new comprehensive plan map designations are proposed for the Downtown Community Plan area: Mixed Use Commercial (MUC), Mixed Use Residential (MUR), and the Cove Master Plan (CMP). These plan designations will be implemented with five new zoning districts including: Historic Downtown District (HD), Mixed Use Residential District (MUR), Mixed Use Commercial/Office District (MUC), Tourist Commercial District (TC), and Cove Master Plan District (CMP).

These new designations and zones envisioned for the plan study area provide for a mix of housing types and housing densities that are supportive of the transit system and downtown center. Higher densities are provided in the study area, including the new urban neighborhood in the north end of downtown and an opportunity for mixed use residential which promotes either parking or commercial uses on the ground floor and housing on the upper floors.

The proposal is consistent with the Housing Goal (Chapter C) of the Comprehensive Plan.

CHAPTER D-COMMERCE AND INDUSTRY GOAL:

Maintain a healthy and diversified economic community for the supply of goods, services and employment opportunities.

Staff's finding: Economic development is central to the Downtown Community Plan. This ideal is inherent in objectives 6 of 7 of the Downtown Community Plan, which were part of the fundamental rationale for the plan. Objective 6 of the Plan states "protect and strengthen the existing employment base while developing a diverse blend of new market wage jobs and services." Objective 7 states "Provide appropriate space for a full range of competitively priced essential goods and services within walking distance of all downtown residents and employees."

These goal and objectives have been met through the Plan by providing for new zoning and designations that provide for economic opportunities on sites of suitable sizes, types and locations for a variety of office and commercial uses consistent with the community vision.

The proposal is consistent with the Commerce and Industry Goal (Chapter D) of the Comprehensive Plan.

CHAPTER E-HISTORIC PRESERVATION GOAL:

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

Staff's finding: The first objective developed by the Steering Committee was to "Save the Past". This objective strengthens, preserves, and protects historic characteristics, themes and features of Oregon City. This ideal is embodied in one of the new proposed zoning district.

The historic downtown district contains the majority of significant historic buildings within the study area. This district covers a two block wide area extending from 5th Street to approximately 10th Street. One key point of the Plan is that existing buildings in this district would be enhanced, rehabilitated, and reused.

To ensure that the past is not lost, the Plan proposes to implement historic design guidelines. Design guidelines for the Historic Downtown District were first developed in 1980 in a publication called *the Downtown Oregon City Building Improvement Handbook*. Proposed Chapter P identifies how guidelines are to be used. It is intended that design review in the Historic Downtown District be guided by the Historic Review Board's standards, with the standards found in the 1980 document be used as a reference. The new standards require a discretionary review process that will require the expertise of the Historic Review Board.

The process and new proposals regarding historic resources are consistent with the Historic Preservation Goal (Chapter E) of the Comprehensive Plan.

CHAPTER F-NATURAL RESOURCES GOAL:

Preserve and manage our scarce natural resources while building a livable urban environment.

Staff's finding: Special environmental protection provisions are included for the Clackamette Cove area. Proposed language states that the zone shall emphasize the overriding public objectives to protect and enhance the natural resource and open space values of the cove. The proposed zoning chapter includes implementing language that requires the protection and enhancement of natural areas and mapping of floodplains, wetlands, and riparian buffers.

Future developments will be evaluated consistent with the City's municipal code regulations that address natural resources.

The proposal is consistent with the Natural Resources Goal (Chapter F) of the Comprehensive Plan.

CHAPTER H-ENERGY CONSERVATION GOAL:

Plan urban land development which encourages public and private efforts towards conservation of energy.

Staff's finding: The proposed plan is consistent with this goal because it promotes a compact urban form which maximizes energy conservation through the implementation of a comprehensive transportation system and supportive zoning.

The plan provides recommendations for improvement for all modes of transportation including pedestrian, bicycle, transit, and vehicular. The downtown area will continue to be walkable under the proposed plan due to its small size and a connected system of streets and pathways.

As noted earlier the new zoning will provide for compact development, redevelopment, and multi-modal street networks to support a variety of housing types. The result would be a mix of housing types and housing that is supportive of the transit system and downtown area.

The implementation of these recommendations in conjunction with controlled, compact, and sequential growth will ultimately reduce reliance upon auto use and thereby reduce consumption of energy.

The proposal is consistent with the Energy Conservation Goal (Chapter H) of the Comprehensive Plan.

CHAPTER J-PARKS AND RECREATION GOAL:

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

Staff's finding: The Plan takes into consideration the need for new community parks, based on the community's vision for redevelopment. Four parks are identified in the plan and include Clackamette Park (existing), Clackamette Cove Park, North End Neighborhood Park, and the "park" portion of the river promenade between 5th and 14th Streets. Any new park will require consistency with the newly adopted Parks and Recreation Master Plan.

Large amounts of greenspace are provided within the study area. Open space is designated along the south side of Abernethy Road, Clackamette Cove area, Clackamette Park, and the waterfront. A continuous trail is envisioned starting from the Old Gladstone Bridge and continuing along the river frontages to 12th Street. The pedestrian connection that once linked the Carnegie Center with the Esplanade is also proposed to be restored to complete the link between the elevator and the Carnegie Center.

The proposal is consistent with the Parks and Recreation Goal (Chapter J) of the Comprehensive Plan.

CHAPTER K-WILLAMETTE RIVER GREENWAY GOAL:

Maintain the adopted Greenway Boundary and required procedures to ensure the continued environmental and economic health of the Willamette River.

Staff's finding: The proposed Plan maintains and enhances the Willamette River Greenway in several ways. It reinforces existing open space/park designations along the river and it adds natural areas by designation along the Willamette River Greenway. This will enhance the total natural and scenic value of the river. Historical interpretive displays are located along the riverfront to promote historical values of the of the riverfront. New recreational opportunities are proposed which will increase public access to the Willamette River. Scenic qualities and views are enhance by providing plazas and viewpoints at select locations along the river.

The proposal is consistent with the Willamette Greenway Goal (Chapter K) of the Comprehensive Plan.

CHAPTER L-TRANSPORTATION:

Improve the systems for movement of people and products in accordance with land use planning, energy conservation, neighborhood groups, and appropriate public and private agencies.

Staff's finding: The Plan provides for recommendations for all modes of transportation while minimizing impacts to property owners, historic structures, and the environment. Recommendations include an improved pedestrian system and a more complete bicycle system. Transit choices were also evaluated with the finding that transit service is adequate with no transit lines operating near or at capacity. Rail transportation is not impacted by the proposed Plan.

The Plan promotes a compact urban form which increases the walkability of the area and reduces the reliance on auto use. A mix of land uses are provided in close proximity to each other, thereby encouraging residents to walk or take transit to destinations.

The proposal is consistent with the Transportation Goal (Chapter L) of the Comprehensive Plan.

CHAPTER O-PLAN MAINTENANCE AND UPDATE:

Ensure that the Comprehensive Plan is reviewed and updated as needed to remain current with available land use planning data and regional planning efforts.

Staff's finding: The Downtown Community Plan will update a part of the Oregon City Comprehensive Plan, which was adopted in 1982, by recommending new Comprehensive Plan map designations and zonings to consider for adoption within the study area. The Plan is the result of a vision developed and evaluated through a citizen involvement process, on the part of citizens and business owners of Oregon City, with input from other

agencies including Metro and the Oregon Department of Transportation. Based on an extensive transportation study and an analysis of the community's economic pattern including opportunities and constraints, the Steering Committee was effectively able to evaluate three alternatives for the Downtown Community Plan.

This plan supports regional planning efforts by exceeding Metro targets for housing and jobs. Targets for the study area by the Metro Functional Plan requires 2,341 new jobs and 341 new housing units. The analysis of redevelopable properties in the study area exceed the targets by providing 437 new housing units and 3,121 jobs, of which 460 are new retail jobs and 2,661 are new non-retail jobs.

The proposal is consistent with the Plan Maintenance and Update Goal (Chapter O) of the Comprehensive Plan.

III. APPLICABLE STATEWIDE PLANNING GOALS AND POLICIES

GOAL 1-CITIZEN INVOLVEMENT

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

Staff's finding: Refer to staff's findings under Chapter B, Citizen Involvement Goal of the Oregon City Comprehensive Plan.

GOAL 2-LAND USE PLANNING

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

Staff's finding: Goal 2 contains three parts. Part I outlines the required contents of plans and defines terms. "Plans" means all plans which guide land-use decision, including both comprehensive and single-purpose plans of cities and other jurisdictions. Part II provides criteria for granting "exceptions" to the state land use goals. Part III defines the guidelines portion of the state planning goals.

The Downtown Community Plan meets the content requirements for plans and recommends specific implementation measures, including changes in land use designations, zoning revisions, and design and construction of public and private developments. The Plan is based on factual information, citizen input, and evaluation of alternatives. An exception to state planning goals is not required to implement the Downtown Community Plan.

The proposal is consistent with the Land Use Planning Goals.

GOAL 5-OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES

To conserve open space and protect natural and scenic resources.

Staff's finding: Refer to staff's findings under: Chapter E, Historic Preservation Goal; Chapter F, Natural Resources; and Chapter J, Parks and Recreation of the Oregon City Comprehensive Plan.

GOAL 7-AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS

To protect life and property from natural disasters and hazards.

Staff's finding: The proposed Plan was prepared based on an inventory and City staff knowledge of known areas of potential natural hazard and disaster, including the 1996 flood inundation line. No change to impact on life or property is anticipated from implementation of the proposed Plan because any development which results from the Plan will be required to meet existing City municipal code requirements which address flooding, ground water, and erosion.

The proposal is consistent with the Areas Subject to Natural Disasters and Hazards Goals.

GOAL 8-RECREATIONAL NEEDS

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

Staff's finding: Refer to staff's findings under Chapter J, Parks and Recreation Goal of the Oregon City Comprehensive Plan.

GOAL 9-ECONOMIC DEVELOPMENT

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

Staff's finding: Refer to staff's findings under Chapter D, Commerce and Industry Goal of the Oregon City Comprehensive Plan.

GOAL 10-HOUSING

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

Staff's finding: Refer staff's findings under Chapter C, Housing Goal of the Oregon City Comprehensive Plan.

GOAL 11-PUBLIC FACILITIES AND SERVICES

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

Staff's finding: The compact urban growth concepts proposed within the study boundary support an orderly and efficient use of public facilities. The City's Public Facility Plan

should be updated to be coordinated with the Downtown Community Plan. Jobs and housing opportunities are increased, so the plan makes more efficient use of existing infrastructure.

The proposal is consistent with the Public Facilities and Services Goal.

GOAL 12-TRANSPORTATION

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

Staff's finding: Refer to staff's findings under Chapter L, Transportation Goal of the Oregon City Comprehensive Plan.

GOAL 13-ENERGY CONSERVATION

To conserve energy.

Staff's finding: Refer to staff's findings under Chapter H, Energy Conservation Goal of the Oregon City Comprehensive Plan.

GOAL 15-WILLAMETTE RIVER GREENWAY

To protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

Staff's finding: Refer to staff's findings under Chapter K, Willamette River Greenway Goal of the Oregon City Comprehensive Plan.

CONCLUSION:

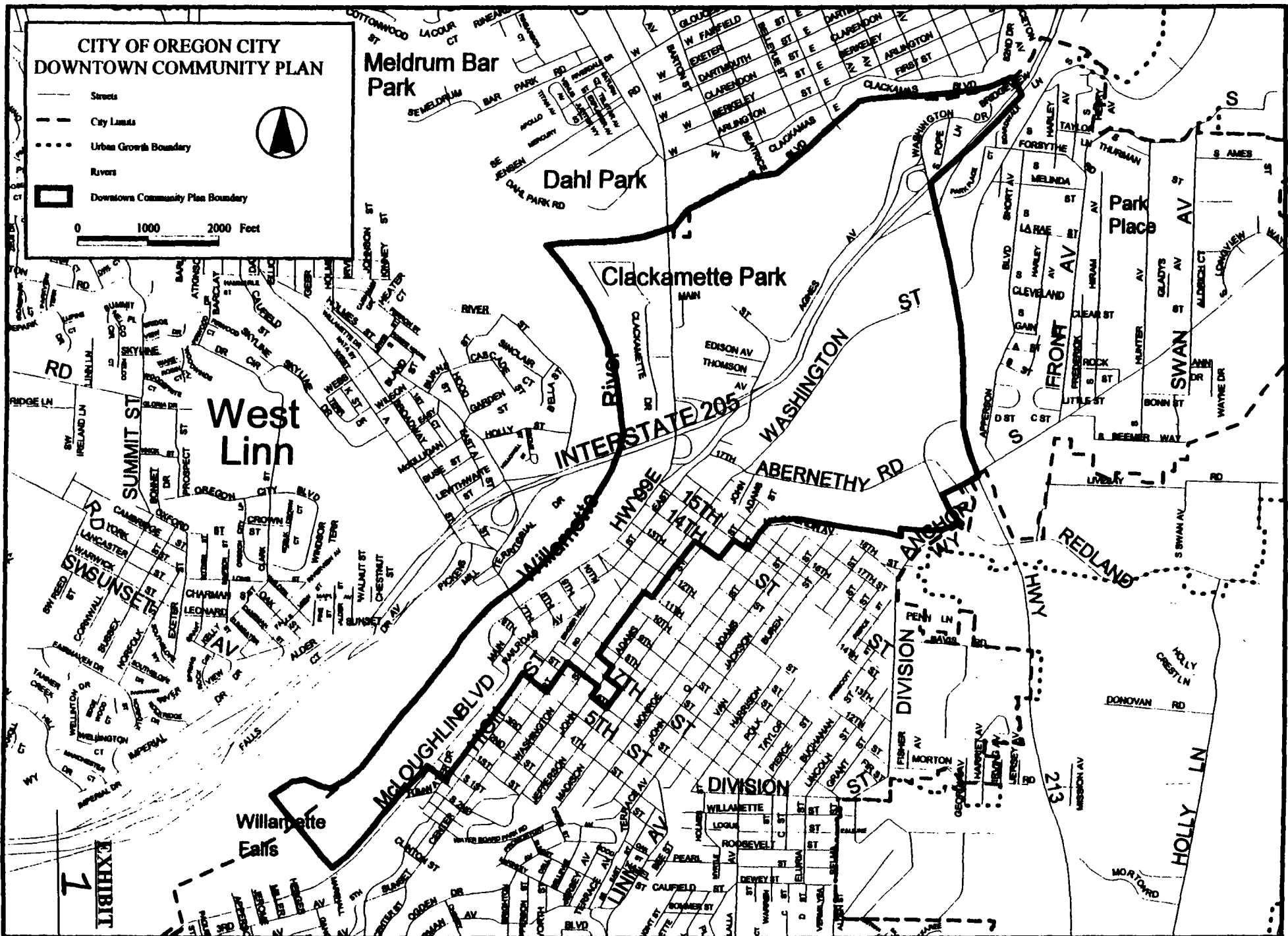
Based on the analysis and findings as described above, staff conclude that the proposed adoption of the Oregon City Downtown Community Plan along with supporting policies is consistent with the Oregon City Comprehensive Plan and the Oregon Statewide Planning Goals. This proposal also satisfies the requirements for a legislative process as required by Oregon City Municipal Code, Section 17.50.170.

REQUESTED ACTION:

Staff request that the Planning Commission recommend adoption of the Oregon City Downtown Community Plan along with supporting policies to the Oregon City Comprehensive Plan, as shown in Exhibit 3, to the City Commission for their consideration on December 1, 1999.

ATTACHMENTS:

1. Vicinity Map
2. Downtown Community Plan Summary (Background)
3. Proposed Oregon City Downtown Community Plan (the Technical Appendix was made available earlier and is not subject to the proposed request before the Planning Commission)
4. Proposed Chapter (P) City of Oregon City Downtown Community Plan Policies
5. Summary of comments (with staff response) regarding the proposed adoption of the Oregon City Downtown Community Plan from:
 - a) Summary of issues raised at the joint City Commission and Planning Commission work session (9/22/99)
 - b) Bill Kennemer, Clackamas County Board of Commissioners (6/8/99)
 - c) Jim Rowe, City of Oregon City, Aquatics Coordinator (8/19/99)
 - d) Stephen P. Poyser, City of Oregon City, Historic Review Board (10/7/99)
 - e) Dan Baldwin, Tosco Marketing Company (10/19/99)
 - f) Mike Burton, Metro (10/28/99)
 - g) Lidwien Rahman, Oregon Department of Transportation (10/29/99)



NOTE: This map was prepared from the City of Oregon City digital database and may contain errors or omissions. Please contact the city for data verification. Map intended for reference only.

G:\projects\revor\complan\complan.apr; Plot Date 10/11/99

THE CITY OF OREGON CITY DOWNTOWN COMMUNITY PLAN

--SUMMARY--
OCTOBER 20, 1999

The Oregon City Downtown Community Plan process has been an exciting two-year community based project that has created a vision and strategies to improve the downtown and surrounding areas. The following is a summary of nearly two years of planning work.

HOW THE DOWNTOWN COMMUNITY PLAN EVOLVED

The planning process began in the summer of 1997. By summer of 1998, the process was overseen by an 84-member Steering Committee comprised of members from the City Commission, Planning Commission, Historic Review Board, Neighborhood Association Chairs, the general public, and other government entities. The steering committee created an open, participatory process that included a broad array of community interests.

Guidance for the plan was developed and established by the Steering Committee in the form of 11 objectives. The objectives included saving the past, emphasizing pedestrian and transit services, reconnecting to the river, and restoring a vibrant, unique and attractive city center.

The first round of planning work consisted of background information collection and preparation including: the development of the public involvement process; goals and objectives; the establishment of a steering committee and affected property owners list. Most notably, the planning work resulted in a recommendation to realign McLoughlin Boulevard along the base of the bluff, thereby freeing up the waterfront for pedestrian activities. This phase of the project ended with the remand of the plan by the Planning Commission back to Staff for further review and development. The Planning Commission felt that the public involvement process needed to be more comprehensive.

The second phase of planning work began in July of 1998 and concluded in June of 1999. Background and other useful information gathered in the first round was refined and incorporated into the Oregon City Downtown Community Plan.

There were 10 public meetings within the 10-month project time frame for this portion of the planning work. These meetings included design workshops, open houses, and development and decision making meetings. Attendance ranged from 20 to 100 participants. The public meetings were advertised in one or more of the following publications: *The Oregonian*, *Oregon City News*, *Clackamas Review*, *Trail News*, or the *City Haller*. In addition, postcards were sent to the Steering Committee, a 91-person interested parties list, and to 430 property owners within the study area.

At the last public meeting on June 21, 1999, participants were encouraged to review copies of the draft Downtown Community Plan and provide written comments to staff.

EXHIBIT

2

WHAT PROPERTY IS INCLUDED IN THE DOWNTOWN COMMUNITY PLAN?

The planning study area is approximately 430 net acres and includes areas below the Promenade and Singer Hill Bluffs, areas along the banks of the Willamette and Clackamas Rivers from the Willamette Falls to Gladstone, areas above the Promenade and Singer Hill Bluffs along the 7th Street Corridor, and areas of Abernethy Creek extending towards Highway 213 and Interstate 205. *The plan area is shown on page 4.*

WHAT DOES THE DOWNTOWN COMMUNITY PLAN DO?

The Plan is a first step in enhancing the historic heart of Oregon City. The plan vision statement describes a community that celebrates Oregon City's historic past while promoting a positive change for the future. The Plan emphasizes the creation of pedestrian-friendly places, varied mixed use developments, the creation of new open space and civic amenities. It also strives to reestablish Oregon City's historical prominence within the region by protecting and strengthening historic themes and features unique to Oregon City. Above all, the Plan is a step toward a preferred future that has been identified by the residents and business owners of Oregon City.

The Downtown Community Plan retains McLoughlin Boulevard in its existing location, but with street beautification and enhancements. It includes policies to promote compact and mixed use development that will protect and enhance livability. In addition, three new Comprehensive Plan Map designations are proposed for the Downtown Community Plan area: Mixed Use Commercial (MUC), Mixed Use Residential (MUR), and the Cove Master Plan (CMP). These plan designations are proposed to be implemented with five new zoning districts including: Historic Downtown District (HD), Mixed Use Residential District (MUR), Mixed Use Commercial/Office District (MUC), Tourist Commercial District (TC), and Cove Master Plan District (CMP).

ADOPTION PROCESS FOR THE DOWNTOWN COMMUNITY PLAN

The steps for official adoption of the Downtown Community Plan by the City of Oregon City, City Commission has been identified as Phase I. *The phases are outlined on page 3 with a flow chart on page 5.*

The objective of Phase I is to adopt the Downtown Community Plan as an ancillary document to the Oregon City Comprehensive Plan, along with nine general Comprehensive Plan policies to support the plan. Phase I is proposed to be heard at a public hearing by the Planning Commission on November 8, 1999, and then by the City Commission on December 1, 1999. **No changes in zoning districts or uses will result from adoption of the Oregon City Downtown Community Plan as an ancillary document to the Comprehensive Plan. Rather, the adoption of the plan provides a blueprint for what participants in the plan development stage envision for the study area.**

Phase II involves the adoption of zone designations and necessary amendments to the zoning map. The public will have the opportunity to provide comments and become involved through: development of a public involvement plan; review groups for different Downtown Community Plan proposals; Planning Commission public hearings; and City Commission public hearings.

The public involvement process is tentatively set to begin in January and February of 2000. Public hearings by the Planning Commission and City Commission are tentatively scheduled for April and May of 2000.

TENTATIVE SCHEDULE

The following schedule identifies the preliminary completion schedule for milestones, grouped into major tasks.

PHASE I

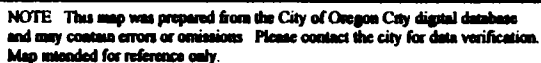
- | | |
|---|---------|
| 1-Historic Review Board, Review and Recommendation | 9/30/99 |
| 2-Planning Commission Public Hearing for the Downtown Community Plan as an ancillary document to the Comprehensive Plan (PZ 97-10) | 11/8/99 |
| 3-City Commission Public Hearing to adopt the Downtown Community Plan as an ancillary document to the Comprehensive Plan (PZ 97-10) | 12/1/99 |

PHASE II

- | | |
|---|----------|
| 1- Development of a public involvement plan with affected organizations that includes reviewing the proposed amendments to the Zoning Code, specifically the nine land use districts. | 1/17/00* |
| 2- Planning Commission Public Hearing on Zone Change Amendments to OCMC (ZC 99-10) | 2/22/00 |
| 3- City Commission Public Hearing on Zone Change Amendments to OCMC (ZC 99-10) | 4/5/00 |

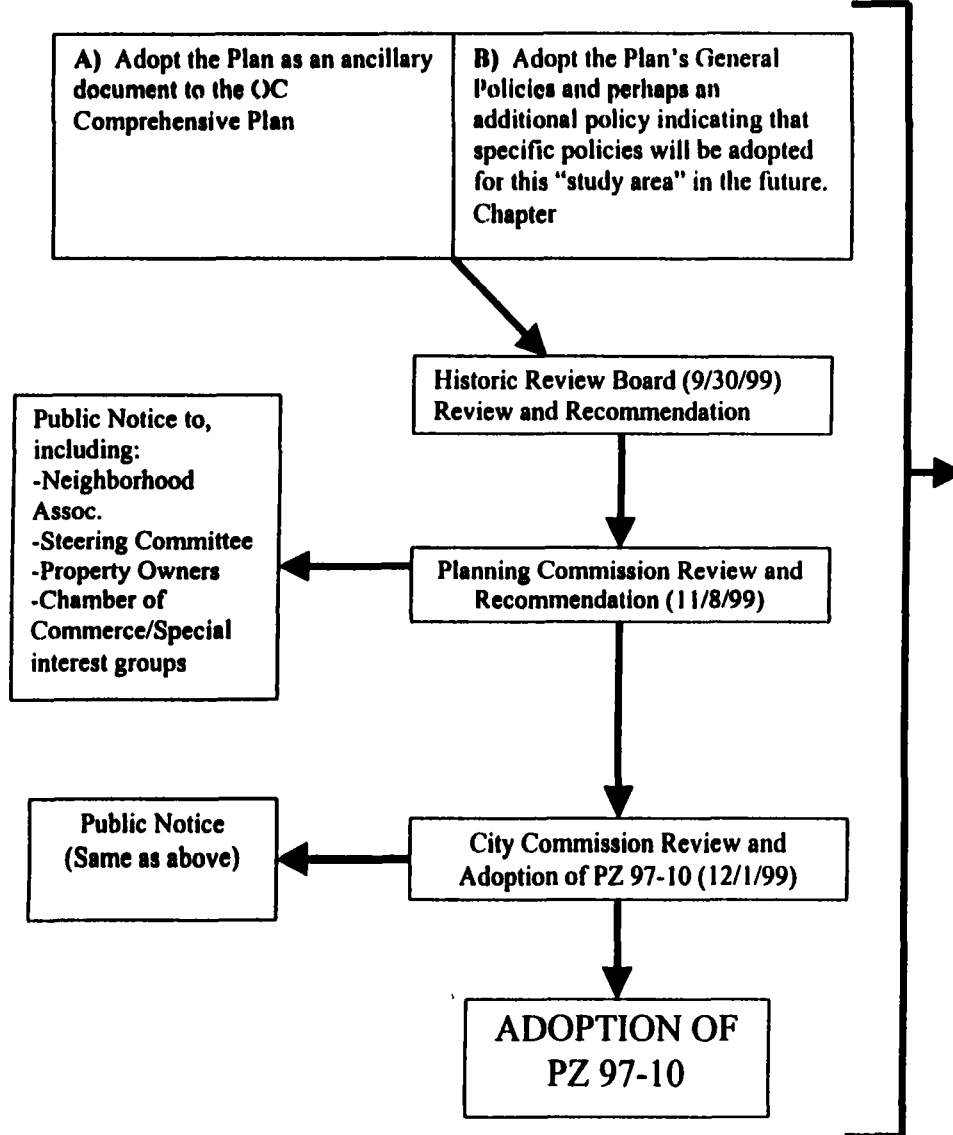
For more information or to be added to the mailing list for the project, contact the Oregon City Planning Division at 657-0891.

*The meeting to discuss the public involvement process is scheduled for 1/17/00. Meeting dates may be rescheduled or extended based on progress. If meetings are extended, this will necessitate a rescheduling of the Planning Commission and City Commission public hearing dates.

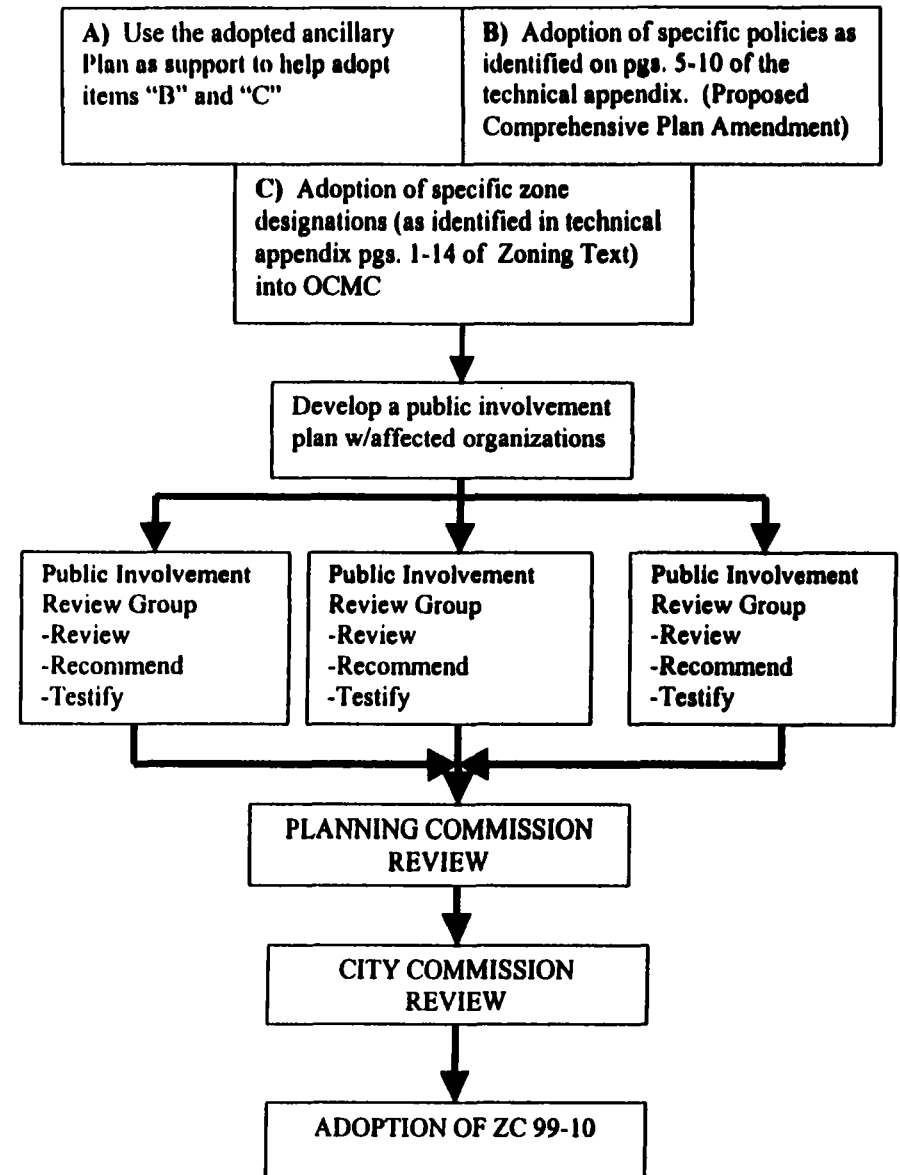


**City of Oregon City
Downtown Community Plan
Implementation Program
Planning Division**

PHASE I (PZ 97-10 Legislative adoption of "A" & "B")



PHASE II (ZC 99-10 adoption of "B" & "C")



P.

City of Oregon City Downtown Community Plan

OREGON CITY DOWNTOWN COMMUNITY PLAN

GOAL

The Downtown Community Plan policies on land use, transportation, and urban design are intended to:

1. Allow and promote compact development to encourage efficient use of land, promote non-auto trips, and protect air quality;
2. Transition to more intensive use of land with infill and redevelopment, relaxed requirements for off-street parking, and phased infrastructure and urban design improvements;
3. Create specific policies and implementing zones to reflect the unique character of different districts such as the Historic Downtown, North Downtown and the Clackamette Cove;
4. Incorporate design standards and guidelines that reflect the unique historic character of Oregon City and promote and urban character; and
5. Improve circulation and connections for all modes of transportation.

Downtown Community Plan policies are set forth below. The general policies apply to all areas within the Downtown Community Plan boundary. The specific policies that will be adopted at a later date apply only to certain geographic areas within the Downtown Community Plan boundary.

Policies

1. Mixed use developments, a broader range of housing types, and more intense residential and non-residential developments shall be permitted and encouraged within the Downtown Community Plan boundary.
2. Overall residential density targets and employment intensity targets shall be established for the Downtown Community Plan area and implemented with minimum residential densities and minimum floor area ratios through the adoption of specific zoning districts.
3. To retain the existing scale of buildings, height limits shall be established in the Zoning Code to maintain the Masonic Building as the tallest building in Oregon City, with a step down in building heights along McLoughlin Boulevard.
4. Design/site plan review shall be required for all new development within the Downtown Community Plan boundary.

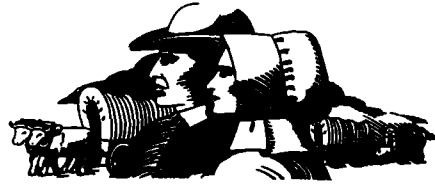
5. A consistent design for streetscape improvements within the public rights-of-way shall be established to link the Historic Downtown Core, North Downtown, and the 7th Street Corridor. The guidelines in the *Downtown Oregon City Building Improvement Handbook* (1980) shall be used as interim guidelines for streetscape improvements such as sidewalks, street furniture (benches, drinking fountains, trash cans), and street lighting.
6. Zoning districts that implement the new Mixed Use plan designation shall include the following:
 - a) Development and design standards for buildings, streets and public spaces that are oriented toward the pedestrian while not excluding the automobile;
 - b) Concentration of housing and/or jobs to encourage transit users to live and work near the Downtown transit center;
 - c) Provision for public and private amenities, including parks, plaza and other facilities, to support the higher densities and mixed use developments;
 - d) A transportation system that improves circulation and connections for all modes of transportation; and
 - e) Reduced off-street parking requirements within portions of the Downtown Community Plan area.
7. Transportation improvements identified in the Downtown Community Plan shall be prioritized and implemented on a phased basis to maintain local and regional accessibility and provide a connected network for all transportation modes. A full range of funding options shall be pursued, including grants, cooperative funding with transportation agencies, urban renewal funding, local improvement district funding, system development charges, and developer financed improvements.
8. Open space improvements identified in the Downtown Community Plan, including a boardwalk along the Willamette River, shall be prioritized and implemented on a phased basis to provide a connected open space network. A full range of funding options shall be pursued, including grants, cooperative funding with park/open space agencies, urban renewal funding, local improvement district funding, system development charges and developer financed improvements.

CITY OF OREGON CITY

PLANNING COMMISSION

320 WARNER MILNE ROAD
TEL 657-0891

OREGON CITY, OREGON 97045
FAX 657-7892



October 20, 1999

SUMMARY

This summary includes a brief summary of the City Commission and Planning Commission joint work session on September 22, 1999, and identifies and responds to written comments received on or prior to October 29, 1999.

SUMMARY OF CITY COMMISSION & PLANNING COMMISSION WORK SESSION, 9/22/99 (Exhibit 5a)

- 1) **“Future Study Area”-With the idea of the high speed rail station moving forward, how does that affect the zoning around the Washington, Abernethy, and Highway 213 area?**

Staff's response: No changes in Comprehensive Plan or zoning designations are recommended at this time because of specific development, transportation, and flooding studies that are being developed for this area. Any changes in this area would be premature and the Steering Committee did not want to limit the potential for the site.

- 2) **What are the costs of improvements on McLoughlin Boulevard?**

Staff's response: A preliminary cost estimate was provided on page 30 of the Downtown Community Plan.

McLoughlin Roadway Improvements-\$3.3 million

McLoughlin Beautification\$3.7 million

Total \$7.0 million

- 3) **Consideration should be given to incorporating the 7th Street Corridor Plan into the development of the 7th Street area.**

Staff's response: Because the 7th Street Corridor Plan was never adopted, it is not referred to in the Downtown Community Plan draft. Review of the 7th Street Corridor Plan can be done in Phase II of this project.

- 4) **Why does there appear to be “spot zoning” at the corner of Abernethy Road and John Adams Street, and around the 7th Street corridor?**

Staff's response: The existing City zonings were left on those properties because the existing zoning is consistent with the vision of the Plan for that area.

EXHIBIT

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Page 1

**LETTERS IN RESPONSE TO THE PROPOSED DOWNTOWN COMMUNITY
PLAN (received on or prior to 10/28/99)**

1) Bill Kennemer, Clackamas County Board of Commissioners (Exhibit 5b)

Commissioner Kennemer expressed concerns over the designation of the County's property located on Abernethy Road, as Open Space and Recreation.

Staff's response: The Steering Committee voted to keep the Open Space and Recreation designation on the County's Property located on Abernethy Road. Staff recommends that the consideration for change in designation be in conjunction with Phase II of the implementation process where there will be a greater opportunity for the public and others affected by this proposal to provide comments.

2) Jim Rowe, City of Oregon City, Aquatics Coordinator (Exhibit 5c)

Mr. Rowe expressed a concern over the possible development of a small park in the north end of the downtown planning area. Staff has identified the proposed park as the "North End Neighborhood Park". Mr. Rowe indicates that small parks are difficult to develop and hard to maintain. In addition, the recently adopted Park and Recreation Master Plan discourages the development of mini-parks.

Staff's response: Staff recommend that the Planning Commission reconsider the inclusion of the "North End Neighborhood Park" in the Plan due to the lack of support for small parks in the newly adopted Park and Recreation Master Plan. Any new parks will require consistency with the adopted Park and Recreation Master Plan.

3) Stephen P. Poyser, Historic Review Board Chair (Exhibit 5d)

Mr. Poyser expressed the Boards endorsement for the Plan and stressed the following points:

- a) The Plan provides a framework for development within the downtown area;
- b) It underscores the importance of historic preservation to Oregon City's future;
- c) The Plan's proposed zonings will attract both business and residents while retaining the City's history; and
- d) The plan was arrived through a democratic process, guided by the citizens of Oregon City.

One recommendation that the Board had was the creation of a Historic Overlay Zone within the Historic Downtown. In short, this overlay zone would enhance the quality of life and provide financial incentives. The Board recommends that the boundary for the overlay district would be the same as the "Historic Downtown District". In addition, much of the work to develop the language for the overlay district is contained in Part II-Technical Appendix.

Staff's response: In general, staff would recommend that the Planning Commission support the development of a Historic Overlay Zone. However, the possible adoption of a Historic Overlay Zone at this point in the process would jeopardize the integrity of the

public involvement process in that the proposed Historic Overlay Zone was never formally discussed or voted upon by the members of the Steering Committee. Staff recommends that the consideration of the Historic Overlay district be in conjunction with Phase II of the implementation process where there will be a greater opportunity for the public and others affected by this proposal to provide comments.

4) Dan Baldwin, Tosco Marketing Company (Exhibit 5e)

Mr. Baldwin works for the company that owns the property located at 202 5th Street in the downtown area. The subject property abuts the Smurfit paper company to the north. The property is currently zoned M-2, Heavy Industrial and the site of a closed gas station, currently in use by the Sassy Cab Company for its day to day business. The Downtown Community Plan does not propose to change the Comprehensive Plan designation of I, Industrial, nor does it propose a change in zone from M-2, Heavy Industrial.

Mr. Baldwin requests that the Planning Commission consider applying a Comprehensive Plan designation and zoning that would result in the ability of the property to operate a commercial business venture. In order for that to occur, the Planning Commission would need to recommend changing the Comprehensive Plan Designation to "MUC", Mixed Use Commercial and zoning designation of "HD", Historic Downtown District.

Staff's Response: Staff makes a similar recommendation, as it did for the request by the Historic Review Board. The possible adoption of a new Comprehensive Plan designation and zoning for the subject property at this point in the process would jeopardize the integrity of the public involvement process in that the proposal was never formally discussed or voted upon by the members of the Steering Committee. Staff recommends that this consideration be in conjunction with Phase II of the implementation process where there will be a greater opportunity for the public and others affected by this proposal to provide comments.

5) Mike Burton, Metro (Exhibit 5f)

Mr. Burton expressed support for the adoption of the Downtown Community Plan.

6) Lidwien Rahman, Oregon Department of Transportation (Exhibit 5g)

Ms. Rahman expressed support for the adoption of the Downtown Community Plan. She also indicated that there were questions regarding some of the recommended circulation and operational improvements and their potential effect on a few state highways, but was satisfied that those questions could be answered during the design and implementation of those recommendations.

**SUMMARY OF CITY COMMISSION & PLANNING COMMISSION WORK
SESSION, 9/22/99**

- 1) **“Future Study Area”-With the idea of the high speed rail station moving forward, how does that affect the zoning around the Washington, Abernethy, and Highway 213 area?**

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Staff's response: The existing City zonings were left on those properties because the existing zoning is consistent with the vision of the Plan for that area.



CLACKAMAS COUNTY

REC'D JUN 10 1999

Board of Commissioners

BILL KENNEMER
CHAIR

LARRY SOWA
COMMISSIONER

MICHAEL JORDAN
COMMISSIONER

June 8, 1999

Mayor John Williams
City of Oregon City
320 Warner-Milne Rd.
Oregon City, OR 97045

Dear Mayor Williams:

I would like to express Clackamas County's concern regarding the designation of our property on Abernethy Road as Open Space in the draft Downtown Community Plan.

While the County is very supportive of providing Open Space, we are concerned that such a designation on the entire parcel will hinder our efforts to sell the site and generate funds to help re-locate our Road Maintenance Facilities out of this flood prone area. We believe that the setback requirements from Abernethy Creek will provide sufficient open space in the areas adjacent to the creek yet allow other uses for the remainder of the property.

As you are aware, there may be a private developer interested in the area for a use that would be compatible with those setback requirements. In addition, it appears that the use in that area would be a low intensity use, possibly for parking, that would keep structures out of the flood plain.

I hope that the City will review this proposed change and alter it in a way that accomplishes both the goals of the City and the County.

Sincerely,

A handwritten signature in dark ink, appearing to read "Bill Kenemer".

Bill Kenemer, Chair
Clackamas County Board of Commissioners

cc: Chris Jordan, Interim City Manager
Brian Cosgrove, Interim Community Development Director
Joe Dills, OTAK ✓
Tom VanderZanden, Department of Transportation and Development

EXHIBIT

5b



OREGON CITY
PARKS & RECREATION

City of Oregon City

**PARKS AND
RECREATION**

PARKS

Administration
122 S. Center
Oregon City, OR 97045
(503) 657-8241
FAX (503) 650-9590

Maintenance & Reservations
500 Hilda Street
Oregon City, OR 97045
(503) 657-8299
FAX (503) 656-7488

RECREATION

Administration
606 John Adams
Oregon City, OR 97045
(503) 557-9199
FAX (503) 557-9290

Swimming Pool
1211 Jackson
Oregon City, OR 97045
(503) 657-8273

Pioneer Community Center
615 5th Street
Oregon City, OR 97045
(503) 657-8287

Carnegie Center
606 John Adams
Oregon City, OR 97045
(503) 557-9199
FAX (503) 557-9290

Memo

To: Sidaro Sin, Planner
From: Jim Row, Aquatics Coordinator
CC:
Date: 08/19/99
Re: Oregon City Downtown Community Plan

The Oregon City Commission adopted the Park and Recreation Master Plan on August 18, 1999. Among other things, the plan will be used to guide the acquisition and development of parkland.

It appears that the Oregon City Downtown Community Plan contains a recommendation that may be in conflict with the Park and Recreation Master Plan. The Downtown Plan proposes that a small neighborhood park be sited in the North End of the Downtown planning area. The Park and Recreation Master plan specifies that the optimum size of a neighborhood park is 5-7 acres. If the park is located next to a school site, the optimum park size may be reduced to 2-3 acres, depending upon the school facilities provided. A definition of neighborhood parks, as well as, their design and development policies can be found in the Park and Recreation Master Plan, beginning on page VII-12.

Parks smaller than the neighborhood park standard are often classified as mini-parks. Due to their small size, limited use and high cost to maintain, the Master Plan recommends that the development of mini-parks be discouraged. A definition of mini-parks, as well as, their design and development policies can be found in the Park and Recreation Master Plan, beginning on page VII-6.

I believe it may be difficult to locate an appropriate neighborhood park site in this area, and hope a mini-park isn't developed as an alternative. Future parkland acquisition and development should be reviewed by the Park and Recreation Advisory Committee and be consistent with the Park and Recreation Master Plan.



October 7, 1999

Mr. Sidaro Sin, Associate Planner
City of Oregon City
P.O. Box 351
Oregon City, Oregon 97045

1999 OCT -8 PM 3:31
CITY OF OREGON CITY
RECEIVED

Dear Sid:

The members of the City's Historic Review Board wish to express our sincere appreciation to you and Mr. Dills for your excellent presentation during the City's Historic Review Board meeting on September 30th; and we appreciate your providing us an opportunity to add our comments to the public record on the merits of the **Oregon City Downtown Community Plan**.

Overall, the Board is quite pleased with the final draft of the **Oregon City Downtown Community Plan** and we endorse the concept wholeheartedly. We would, however, like to make a few comments as to why it is important that the City adopt the recommendations contained within the Plan, and to offer an additional suggestion as to how the proposal might be further refined to better serve the interests of the community.

1. **The Plan provides a framework for development within the Downtown.** For years now almost all new development within the City's boundaries has taken place up on the hill. As a result, there has been a mass exodus out of the downtown into the suburbs. Because there is no master plan for the Downtown Central Business District any businesses that move in, or any new construction that takes place, results in a patchwork of seemingly disparate, unconnected ventures with no unifying theme or focus. The recommendations contained within the **Oregon City Downtown Community Plan** address the quandary of the Downtown's uncertain future by proposing a number of innovative steps which will help revitalize the Downtown—including well-defined guidelines for both renovations and new construction.

2. **The Plan underscores the importance of historic preservation to Oregon City's future.** A community's history lives on in its historic places. While Oregon City has no Independence Hall or Jefferson Memorial, it is home to a number of historic buildings that reflect the City's prominent role in the settlement of the West. We are all familiar with historic homes such as the McLoughlin House and the Rose Farm; however, there are a number of historic commercial buildings located within a six block area of the downtown that are important symbols of our City's history. Some of these structures, such as the Petzold and McCald buildings, are easily identifiable because of recent renovations. Others are noteworthy because of their association with prominent individuals who helped shape the history of Oregon City and, in some instances, the state. Still others are jewels in the rough, their facades covered up by earlier attempts at modernization or allowed to deteriorate through years of neglect. Together, these historical structures constitute an impressive record of Oregon City's development from the mid-19th century up to the present day.

Early on in the planning process, steering committee members realized that there was no need to reinvent the wheel when it came time to define a unifying theme for the Downtown. Oregon City is well-known for its unique history and rich cultural heritage; and the city's historic commercial buildings symbolize the City's prominent role in this regard. The importance of preserving these historic buildings is reflected in two major goals of the Downtown Community Plan: "saving the past" and "building upon existing assets."

3. **The Plan calls for zoning changes that will attract both business and residents while still retaining the City's history.** Preservationists frequently speak of "adaptive reuse," a term that refers to giving a building new life by altering its function from the original purpose. When combined with historic preservation principles, downtown revitalization not only preserves historic

EXHIBIT

5d

buildings, it also revives the commercial core, strengthens business, controls community-eroding sprawl and helps provide a sense of community life. Such an approach attracts new investors because of the possibilities for entrepreneurship and economic diversity that are unavailable in suburban malls. The creation of a historic district within the Downtown will not only preserve the historic fabric of the Downtown, it will also create a powerful economic development tool as well. Rehabing the Downtown's historic commercial buildings will create a stronger tax base, protect property values in surrounding neighborhoods, rekindle interest in cooperative endeavors, foster civic pride and, perhaps most importantly of all, re-create a sense of place.

4. The Plan is given direction by the citizens of Oregon City. Comprehensive plans typically are built around the existing physical, land use, and economic patterns of a community. Sections of a comprehensive plan typically address housing, commercial districts, transportation, recreation and cultural opportunities, and infrastructure. Most plans also focus on environmental issues and methods to create an improved quality of life for the community. The comprehensive planning process often begins by defining a vision for a community's future. Ideally, the vision should appeal to a broad sector of residents, reflecting their desires and concerns. For this reason it is important to remember that this plan was arrived at through a democratic process. The entire community was invited to participate in the drafting of a proposal to revitalize the downtown. There was no predetermined agenda as to the direction the plan should take, nor what its final outcome should be. On the contrary, the Plan's direction evolved gradually through a series of public meetings that took place over a period of more than a year. It is particularly noteworthy that everyone who participated in these meetings has had numerous opportunities to comment on the direction the plan should take, and that the final product was voted on and agreed to by the members of a steering committee composed of Oregon City residents.

Our Suggestion: Creation of a Historic Overlay Zone Within the Historic Downtown

Earlier we stated that we wished to offer a suggestion for enhancing the focus of the **Oregon City Downtown Community Plan** so that it would better serve the interests of the community. In this vein, the Board recommends that the City create a historic overlay zone for the Historic Downtown. While we could cite numerous success stories and engage in philosophical discussions on how historic preservation enhances our quality of life, we have chosen instead to focus on one of the more pragmatic reasons for designating the Historic Downtown as a historic district: financial incentives. A strong argument for local government's support of historic preservation is its role in economic development. Since the passage of the first tax benefits for rehabilitating income-producing historic properties in 1976, billions of dollars have been invested in rehabilitating tens of thousands of historic buildings nationwide. These buildings not only provide quality space in which to house businesses and apartments but in many cases they have also served as a catalyst for additional nearby development. Often prior to their rehabilitation the historic buildings were vacant, producing little or no tax revenues for the local government. By placing them back into service, the community not only helps ensure their continued existence but also increases its tax base. Similarly, many communities have used historic preservation as a basis for revitalizing their downtown and neighborhood business districts. Initiatives such as the National Main Street Center, a program of the National Trust for Historic Preservation, have produced impressive results in communities throughout the country. More important than the thousands of buildings rehabilitated has been the renewal of these districts as quality commercial centers providing goods and services for citizens.

The rehabilitation of historic buildings and the revitalization of traditional commercial districts have forged new partnerships between the public and private sectors. Historically, many communities have supported the rehabilitation of historic buildings by working with developers to obtain federal funds such as Urban Development Action Grants (UDAG) and Community Development Block Grants (CDBG). Additionally, communities have provided site and public amenities, bond financing, and

other forms of capital to help finance rehabilitation projects. Some local governments encourage property rehabilitations through participation in grant programs, facade easements, loan-guarantee programs, or low-interest loan programs.

A historic overlay zone will also enable property owners to take full advantage of the numerous financial incentives available to them should they choose to rehabilitate their historic properties. The Federal government encourages the preservation of historic buildings through various programs (e.g., most of us are aware that owners of properties listed in the National Register of Historic Places enjoy significant tax advantages). Yet there are also other federally-funded programs that benefit historic property owners. One such program provides Federal tax incentives to support the rehabilitation of historic and older buildings. The Federal Historic Preservation Tax Incentives program rewards private investment in rehabilitating historic properties such as offices, rental housing and retail stores. Administered through the National Park Service in partnership with the Internal Revenue Service and the State Historic Preservation Office, the program provides tax incentives that have spurred the rehabilitation of historic structures, attracted new investments, generated jobs, enhanced property values, and generated revenues for state and local governments. Major features of the Federal Historic Preservation Tax Incentives Program include a 20% tax *credit* for the rehabilitation of certified historic structures, and a 10% tax *credit* for the rehabilitation of non-historic, non-residential buildings built before 1936. However, in order for property owners to take advantage of this and several other federal programs their property must lie within a certified *historic district*.

The designation of the Historic Downtown as a historic district is not a particularly onerous task because much, if not most, of the language required to establish a historic overlay zone is already contained within the **Oregon City Downtown Community Plan**. The boundaries of the proposed historic district would mirror those presented in the "Historic Downtown District" section of the plan. Design review would be mandatory within the historic district. Design guidelines for renovation and new construction are presented on pages 5-7 of the ancillary document, **Part II—Technical Appendix**, under the heading "Specific Policies—Historic Downtown (Historic Downtown District)" and under the heading "Design Guidelines and Standards—Historic Downtown District," pages 1-7. Establishment of the historic district would require an amendment to the City's Comprehensive Plan; however, this could be accomplished at the same time the City Commission adopts the **Oregon City Downtown Community Plan**, if it chooses to do so.

In closing, the Board wishes to reiterate its enthusiasm for the direction taken in the **Oregon City Downtown Community Plan** and underscore our belief in the document as a blueprint for returning the Downtown to its rightful place as the focus of this community. We also hope that you will consider our suggestion to create a historic district within the Historic Downtown and view this proposal as a worthwhile addendum that will further refine and enhance an already impressive document. Again, thank you for this opportunity to respond.

For the Historic Review Board,

A handwritten signature in black ink, appearing to read "Stephen P. Poyser". The signature is fluid and cursive, with the first name "Stephen" being the most prominent part.

Stephen P. Poyser, Chair



3977 Leary Way NW
Seattle, WA 98107
206.789.3700
1.800.831.2459
fax: 206.789.9274

1999 OCT 19 AM 8:34
CITY OF OREGON CITY
RECEIVED

October 13, 1999

Director,
Oregon City Planning Commission
P.O. Box 351
Oregon City, Oregon 97045

RE: Downtown Mixed Use District
Property: former Tosco "BP" fuel facility
202 5th St. at Main, Oregon City

Gentlemen:

This request is for alternate zoning consideration for the subject location in your upcoming November 8th hearings for the Downtown Community Plan.

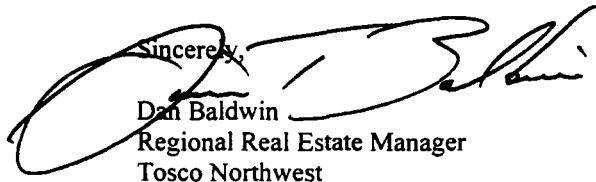
The closed gas station at 202 5th street is currently zoned M-2 under a Heavy Industrial use and operated commercially as a service and fuel station under a "grandfathered" commercial use since Tosco purchased the "BP" fuels franchise name in December of 1993.

Since that time, other acquisitions of Circle K Stores and Union 76 products have created a product saturation of both name and facilities in the immediate area of Oregon City. Tosco is now in the process of re-imaging all of its locations and converting the BP name to the 76 brand. Hence, it was determined to close the site at 202 5th Street.

This letter is to request that you consider this location as a quasi-gateway location in your November 8th hearings and place the site zoning in the "CBD" Mixed Use zoning codes. This use is consistent with two commercial businesses at the intersection. The size of the site at 20,484 square feet does not lend itself to commercial office and a continued industrial use will most probably limit future development to a secondary use that does not enhance image at a highway interchange on the edge of the downtown corridor.

If it is appropriate to appear at the Community Development Department hearing with the Planning Commission on November 8th, I will happy to attend. It is my hope that this letter will serve as an appeal consideration for your review. Thank you in advance for your consideration and I look forward hearing from you if a formal process of zoning change is required.

Sincerely,


Dan Baldwin
Regional Real Estate Manager
Tosco Northwest

EXHIBIT

5c



600 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2736
TEL 503 797 1700 | FAX 503 797 1797



METRO

October 28, 1999

The Honorable John F. Williams, Jr.
Mayor, City of Oregon City
Box 351
Oregon City, OR 97045

Re: Downtown Community Plan

Dear Mayor Williams:

Thank you for the opportunity to comment on the Oregon City Downtown Community Plan. The plan will be the framework for a pedestrian friendly and economically robust downtown celebrating Oregon City's historic past and promoting positive change for the future. I understand that the City will be adopting the plan as an ancillary document to your Comprehensive Plan.

Centers are a key element of the 2040 Growth Concept. Oregon City's plan has addressed the Concept's land use and transportation expectations for the area. Further, accommodating much of the anticipated population growth in mixed-use areas, such as Oregon City's downtown, will reduce the impact of growth on existing neighborhoods.

I congratulate Oregon City for successfully undertaking this complex task. Thank you for including us in the planning process. We look forward to continuing to work with the City to achieve our common goals. Please enter this letter into the record of the hearing on this matter.

Best regards,


Mike Burton
Executive Officer



Oregon

John A. Kitzhaber, M.D., Governor

Department of Transportation

Region 1
123 NW Flanders
Portland, OR 97209-4037
(503) 731-8200
FAX (503) 731-8259

October 29, 1999

FILE CODE:

City of Oregon City
Planning Commission
City Commission
PO Box 351
Oregon City OR 97045

Subject: Oregon City Downtown Community Plan

The Oregon Department of Transportation is pleased to note that you are proceeding with public hearings towards adoption of the Oregon City Downtown Community Plan. As you know, we have participated in the development of this plan, in the form of financial assistance through a Transportation and Growth Management (TGM) grant, as well as through technical advice and policy guidance. ODOT supports adoption of the Plan, which was arrived at with extensive citizen and stakeholder input.

ODOT is pleased with the alternative chosen for Highway 99E, i.e. to do a Boulevard treatment at its existing alignment, and will support funding of this project through the Metro RTP and MTIP process, and as other opportunities present themselves. We have had a few questions and concerns regarding some of the recommended circulation and operational improvements and their potential effect on State Highways (I-205, Hwy 99E, and Hwy 213), but we are satisfied that our concerns can be addressed during the design and implementation phase.

ODOT trusts that you will find adoption of this Plan an important step towards implementation of the community's vision for Downtown Oregon City, and are pleased to have been a partner in this process.

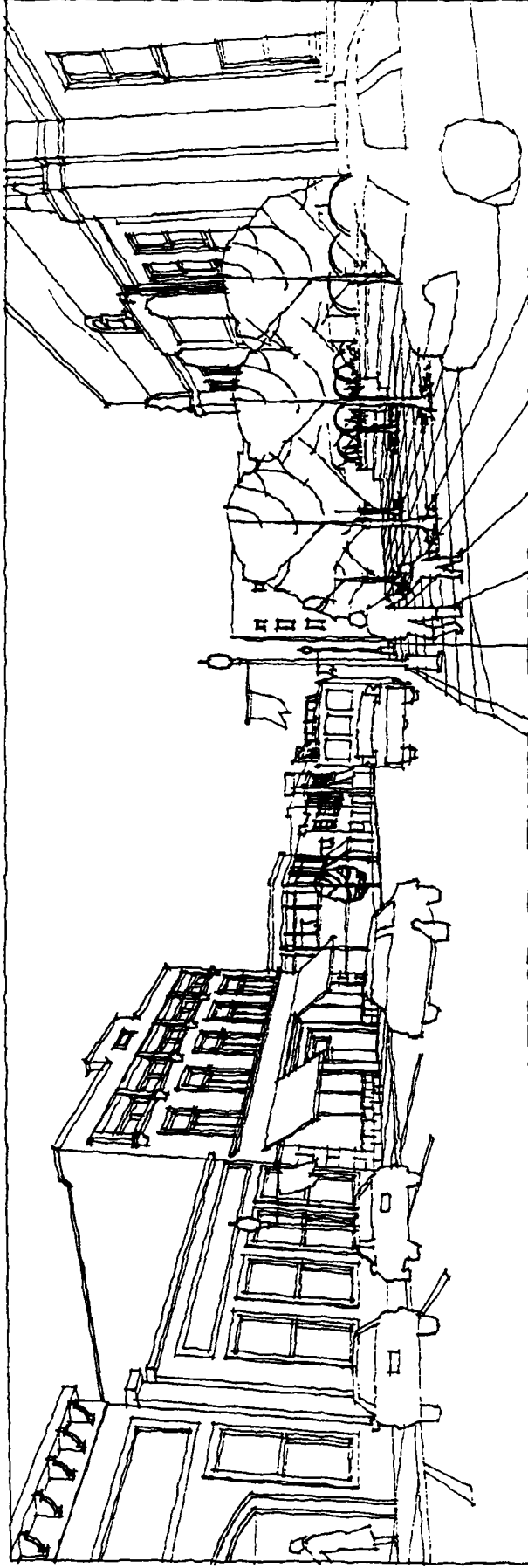
Lidwien Rahman,
Region 1 TGM Grant Manager

EXHIBIT

5g

Oregon City Downtown Community Plan

Part I



Final Report



August 6, 1999

EXHIBIT

3

Participants

Continued

Terry Leonard
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Nancy Davis — Rivercrest NA
Mary Smith — South End NA
Claire Met
Andrea & Lawrence Vergun
Mark Epperson
Darcie Rudzinski
Diane Sparks — OC Chamber of Commerce
David Spear
Dirk Ellis — McLoughlin NA
Derrick Beneville — Gaffney Lane NA
Debbie Watkins — Hillendale NA
Dan Gosack — Hazel Grove/Westling Farms NA
Oscar Geisler
Dan Trappe
Larry W. Morton
Carolyn Phelps
Kathy Hogan
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Rocky Smith Jr.
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Marjorie Young
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City Team

Bryan Cosgrove — Interim Community Development Director
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Phill Worth — Transportation Project Manager, Kittelson and Associates
Mary Dorman — Principal, Dorman & Company
Charles Kupper — Principal, Spencer & Kupper

Funding

This project is partially funded by a grant from the Transportation and Growth Management — TGM Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM is financed, in part, by the Federal Intermodal Surface Transportation Efficiency Act, local government, and State of Oregon funds. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

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Study Area Boundary

Introduction

Continued

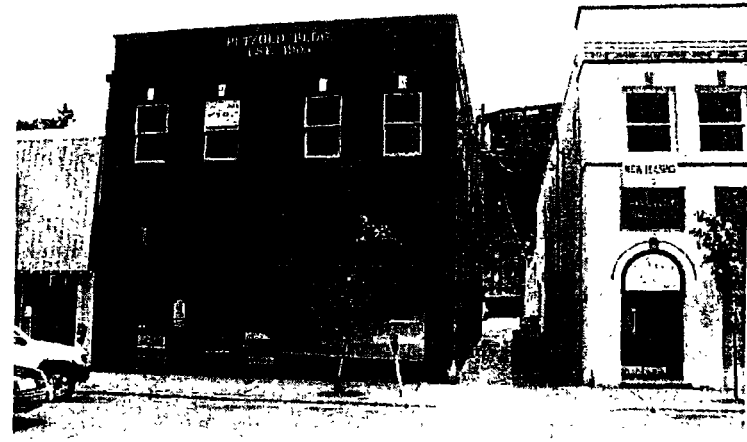
Project/Plan Objectives

The following project/plan objectives were established by the Steering Committee to guide the Oregon City Downtown Community Plan. The objectives are listed in order of importance as identified in the community survey in July 1998.

Objective 1: Save the Past. Strengthen, preserve and protect the historic characteristics, themes, and features of Oregon City.

Objective 2: Build Upon Existing Assets. Enhance positive features and themes unique to Oregon City.

Objective 3: Manage Flooding. Develop an environmentally sensitive program for managing flooding. Protect important buildings, infrastructure, and amenities and ensure that opportunities and sites for future development are secure.



Petzold Building — building preservation and enhancement



Main Street — a key asset of downtown

Objective 4: Identify Catalyst Projects. Establish a program and process for success by identifying key projects and actions that will spur growth throughout the downtown.

Objective 5: Emphasize Pedestrian and Transit Services. Develop a setting that is conducive to walking, bicycling and transit while providing accessibility to regional automobile and freight networks.



Clackamette Cove — a new public use area

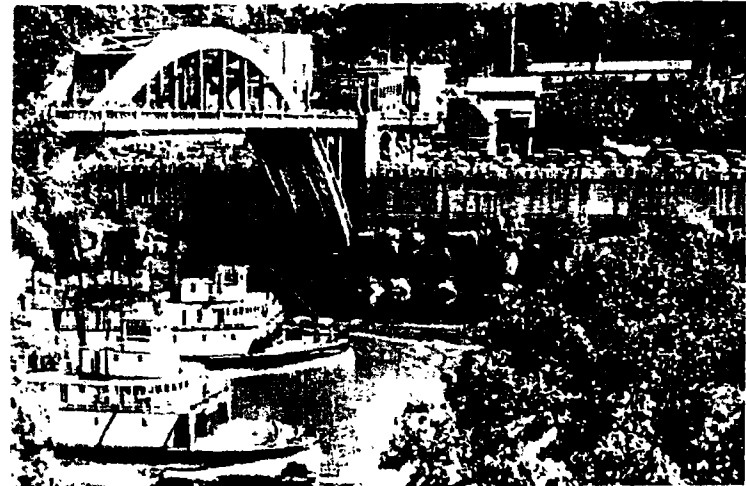


Main Street — pedestrian improvements

Objective 8: Meet Community and Regional Goals and Expectations. Set a high standard for quality and livability that will become a benchmark that other downtowns will be measured against.

Objective 9: Reconnect to the River. Provide safe access to and use of the rivers and waterways.

Objective 10: Restore a Vibrant, Unique and Attractive City Center. Develop regional attractions that together form a lively and vibrant cultural and social hub.



Riverfront Activity— steamboat races, 1936

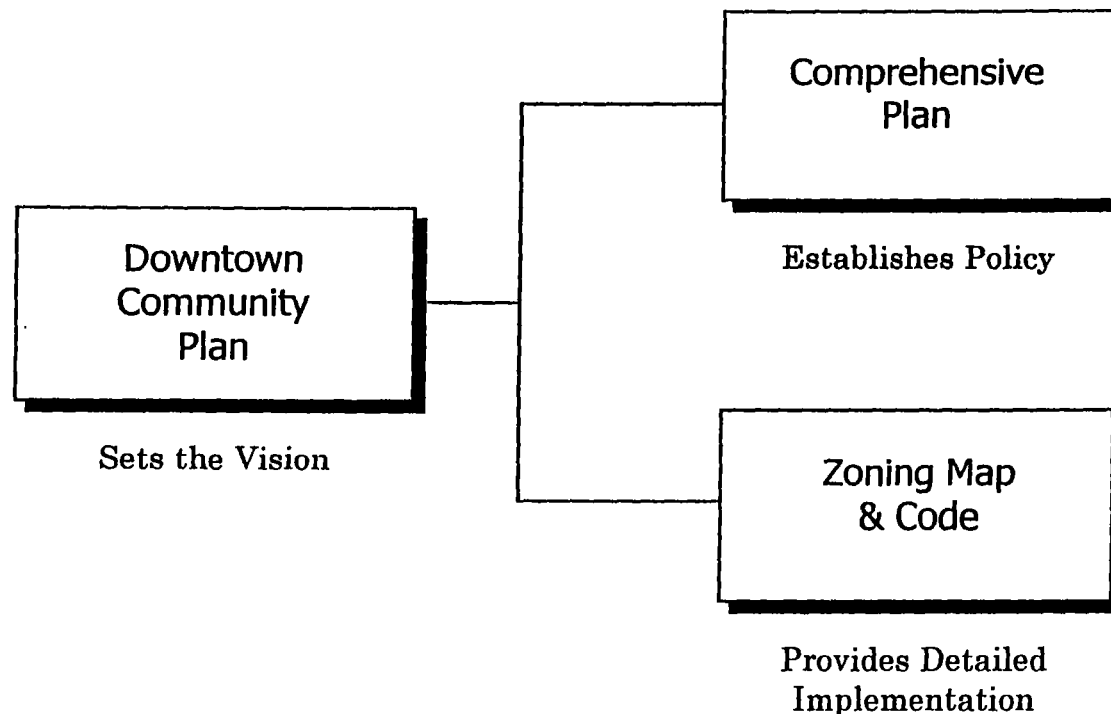


Social gathering place

The Downtown Community Plan Overview

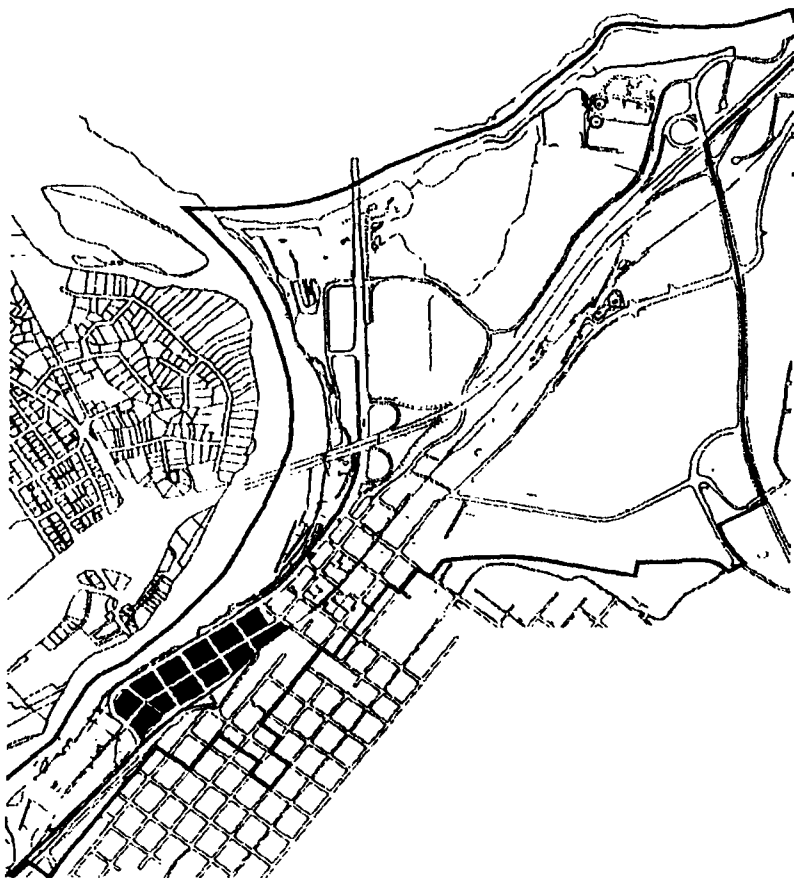
The Downtown Community Plan is the overall vision for the downtown districts and neighborhoods. Originally called the "Framework Plan", it was developed by the project steering committee as the basis for the regulating comprehensive plan and zoning recommendations.

It describes a community that celebrates the City's historic past while adding diverse uses that will reinforce and enrich Oregon City. The plan creates a community of distinct yet interrelated neighborhoods, new open space and civic uses. The plan also provides opportunities for more residents, visitors and employees and creates areas for new commercial uses. Furthermore, the plan ensures continued protection and enhancement of the Historic Downtown by establishing preservation policies and historic design guidelines.



Land Use

Continued



Historic Downtown District

The Historic Downtown District contains the majority of significant historic buildings within the study area. This district covers a two block wide area extending from 5th Street to about 10th Street. One key assumption for this district is that the existing buildings in this district would be enhanced, rehabilitated and reused. Pedestrian-oriented retail uses will be focused in this district, with opportunities for office and housing development on upper floors. Any new construction and building improvements will be guided by a set of historic design guidelines. The Willamette River frontage is designated park space, and would be part of a seven-block long river promenade. Parking in the downtown will be provided both in private and public lots or parking structures. A typical building in this district will have three to four stories with many buildings having a mix of uses. Existing uses are “grandfathered,” however, new auto-oriented uses will not be permitted.

Proposed Plan District: Mixed Use Commercial (MUC)

Proposed Zoning: Historic Downtown District (HD)

Proposed Transportation Improvements:

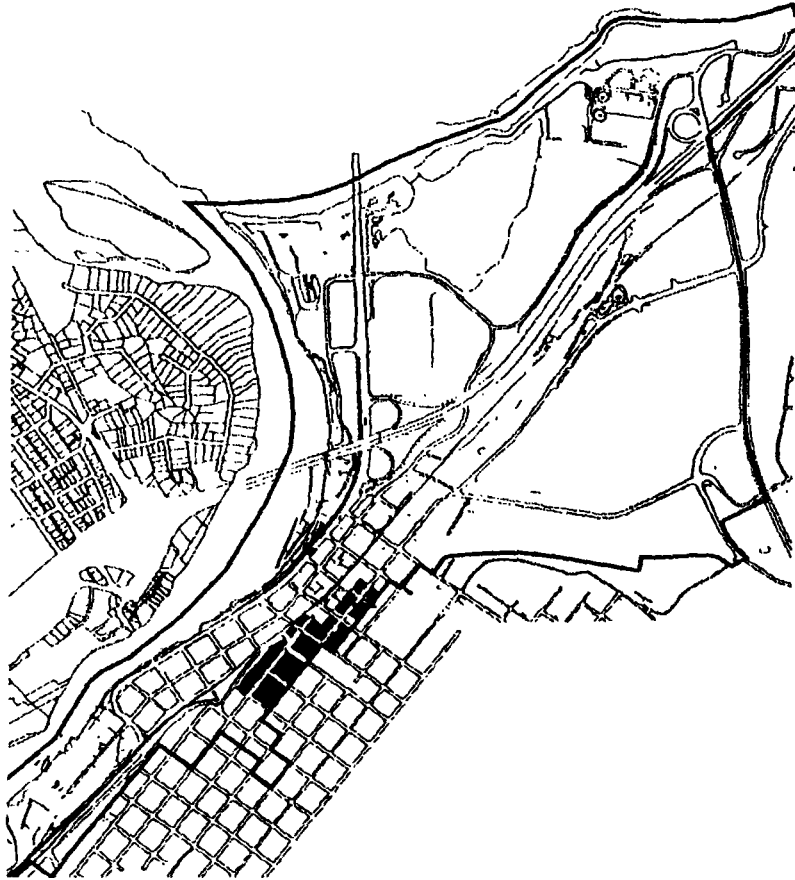
- McLoughlin Boulevard intersection improvements
- McLoughlin Boulevard bicycle/pedestrian improvements
- Main Street/10th Street left-turn pockets and signal
- Main Street/7th Street modifications
- Main Street/McLoughlin Boulevard bicycle/pedestrian improvements

McLoughlin Boulevard Enhancements:

- Pedestrian crossings
- Street furniture
- Wider sidewalks
- River viewpoints
- Decorative, see-through railings

Land Use

Continued



McLoughlin Conditional Residential

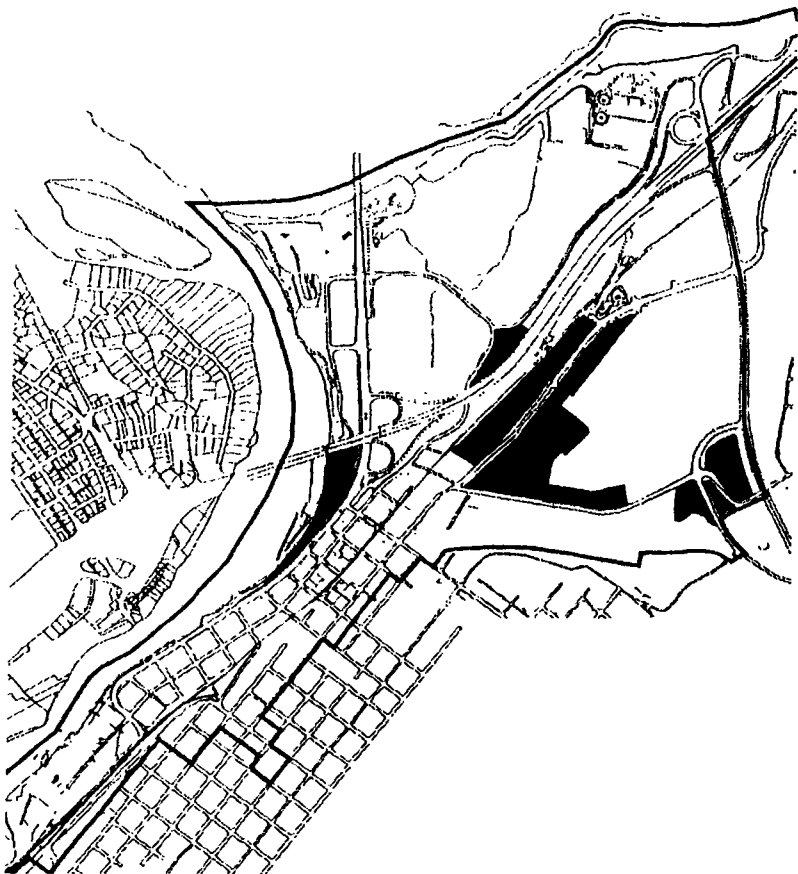
This area retains the existing McLoughlin Conditional Residential designation and is primarily located within the existing McLoughlin Historic District. It is assumed that historic properties in the McLoughlin District would not redevelop at greater densities other than what the existing zoning designation would allow. No significant changes are proposed in this district.

Proposed Plan District: McLoughlin Conditional Residential (MCR) (existing district)

Proposed Zoning: McLoughlin Conditional Residential (RC-4) (existing zoning)

Proposed Transportation Improvements:

- Washington Street pedestrian, bicycle, and transit improvements
- 12th Street/Washington Street improvements



Tourist Commercial District

The Mixed Use Tourist Commercial District is mainly located at the End of the Oregon Trail facility, along the north side of Abernethy Road and the intersection of Abernethy Road and Redland Road. The district is intended to provide supporting commercial uses for the End of the Trail area, along with supplying some office space. The established range of uses in the existing Tourist Commercial district has not changed with the exception of adding office uses to the list of permitted uses.

New construction in the End of the Oregon Trail District will be guided by the End of the Oregon Trail Master Plan.

Proposed Plan District: Mixed Use Commercial (MUC)

Proposed Zoning: Tourist Commercial (TC)

Proposed Transportation Improvements:

- McLoughlin Boulevard/14th Street improvements
- McLoughlin Boulevard/13th Street improvements
- McLoughlin Boulevard/12th Street improvements
- McLoughlin Boulevard pedestrian, bicycle, and transit improvements
- Washington Street/Abernethy Road intersection improvements
- Washington Street pedestrian, bicycle, and transit improvements

McLoughlin Boulevard Enhancements:

- Pedestrian crossings
- Street furniture
- Wider sidewalks
- River viewpoints
- Decorative, see-through railings

Limited Office Conditional

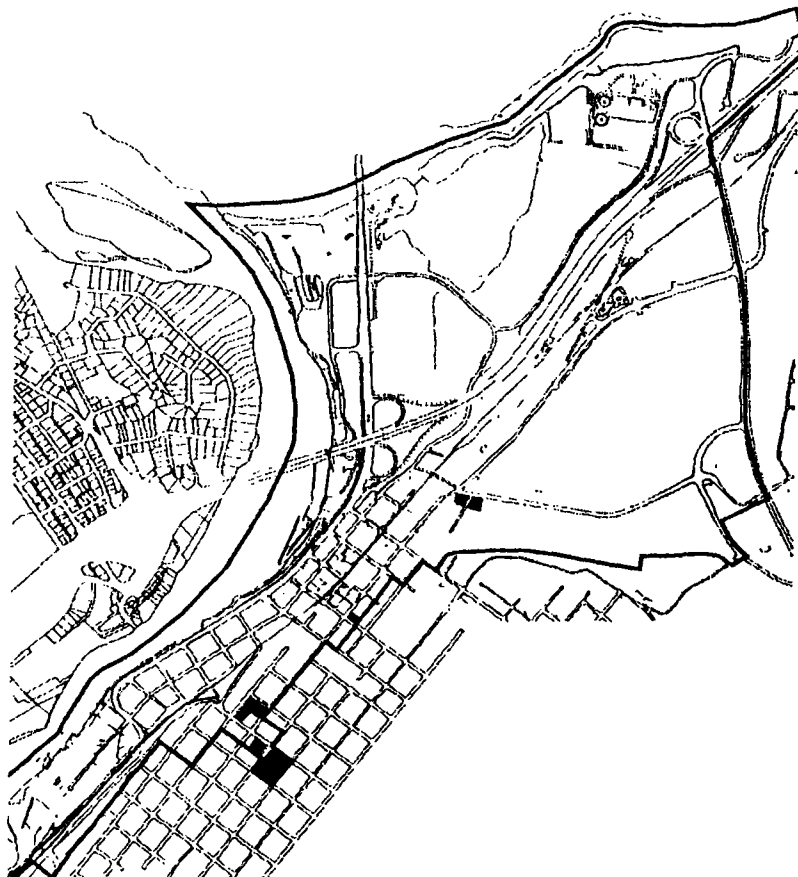
This area retains the Limited Office Conditional designation. It encompasses a small area near the 7th Street Corridor and by the End of the Trail facility on Abernethy Road. The district is established to recognize existing limited office uses. The established list of uses permitted in the Limited Office Conditional designation remains unchanged.

Proposed Plan District: Mixed Use Commercial (MUC)

Proposed Zoning: Limited Office Conditional (LOC) (existing zoning)

Proposed Transportation Improvements:

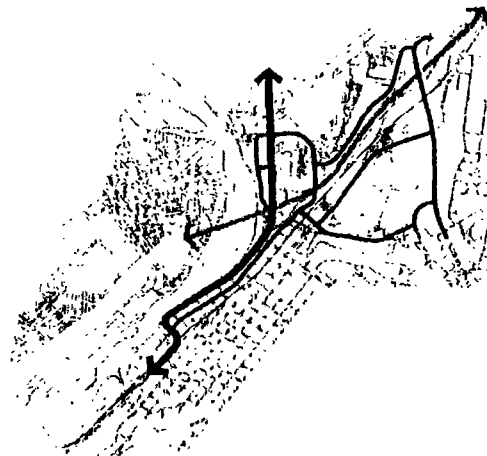
- Washington Street/Abernethy Road intersection improvements



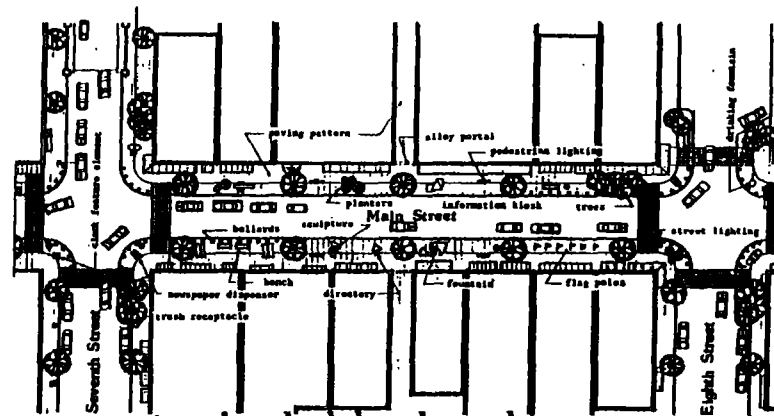
Overview

The transportation plan anticipates:

a hierarchy of connected streets...



pedestrian and bicycle facilities...



and the enhancement of McLoughlin Boulevard.

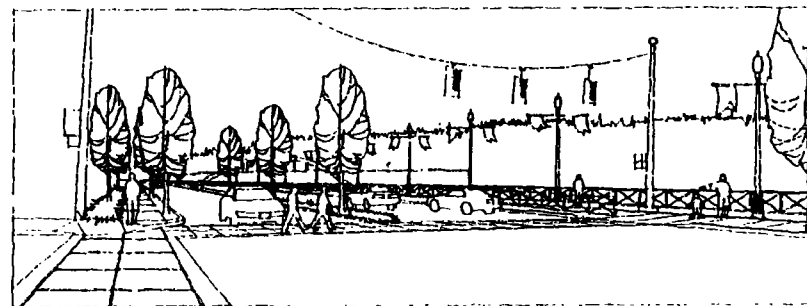


Table 1
Vehicle Trip Generation Comparison

<i>Generator</i>	<i>Current Comprehensive Plan</i>	<i>Oregon City Downtown Community Plan</i>
Households	587	950
Retail Jobs	1,780	2,419
Non-Retail Jobs	1,631	2,593
Total	3,958	5,962

The Downtown Community Plan results in an approximately 51 percent increase in total vehicle trips generated, as compared with the current Comprehensive Plan.

Transportation Networks

The elements contained in the proposed transportation system are presented first in this section, followed by a discussion of mode split results.

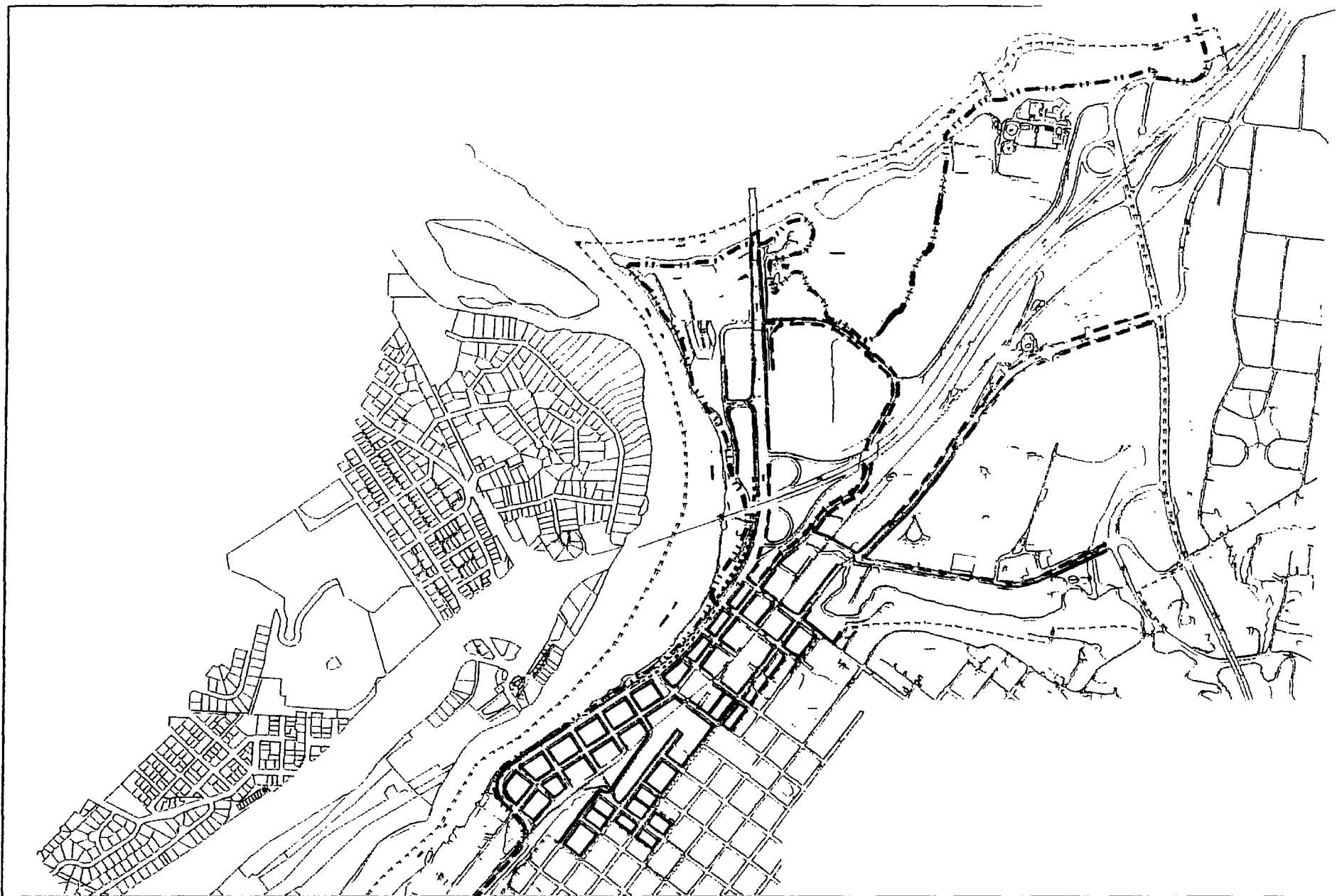
Transportation Network Elements

Transit System

The transit system that has been assumed in the modeling for this project does not include light rail transit (LRT). The type of transit service that Tri-Met envisions for this area in the

Transit Choices for Livability study (exclusive of LRT), is what has been assumed in Metro's travel demand model. A review and evaluation of the proposed transit improvements included in the *Transit Choices for Livability* study confirmed the appropriateness of the modeled transit service and the reasonableness of the resulting transit mode share.

Current transit service to the study area has been deemed adequate by Tri-Met, with no transit lines operating near or at capacity. A transit center exists in downtown Oregon City, on the block bounded by Main Street, 10th Street, Moss Avenue, and McLoughlin Boulevard. In addition to the transit service provided by Tri-Met, a trolley service is provided by the City and operates as a "fareless square" along the Main Street corridor.



LEGEND

- EXISTING SIDEWALK
- - - - - MULTI-USE PATH
- - - - - PROPOSED SIDEWALK
- - - - - PROPOSED MULTI-USE PATH

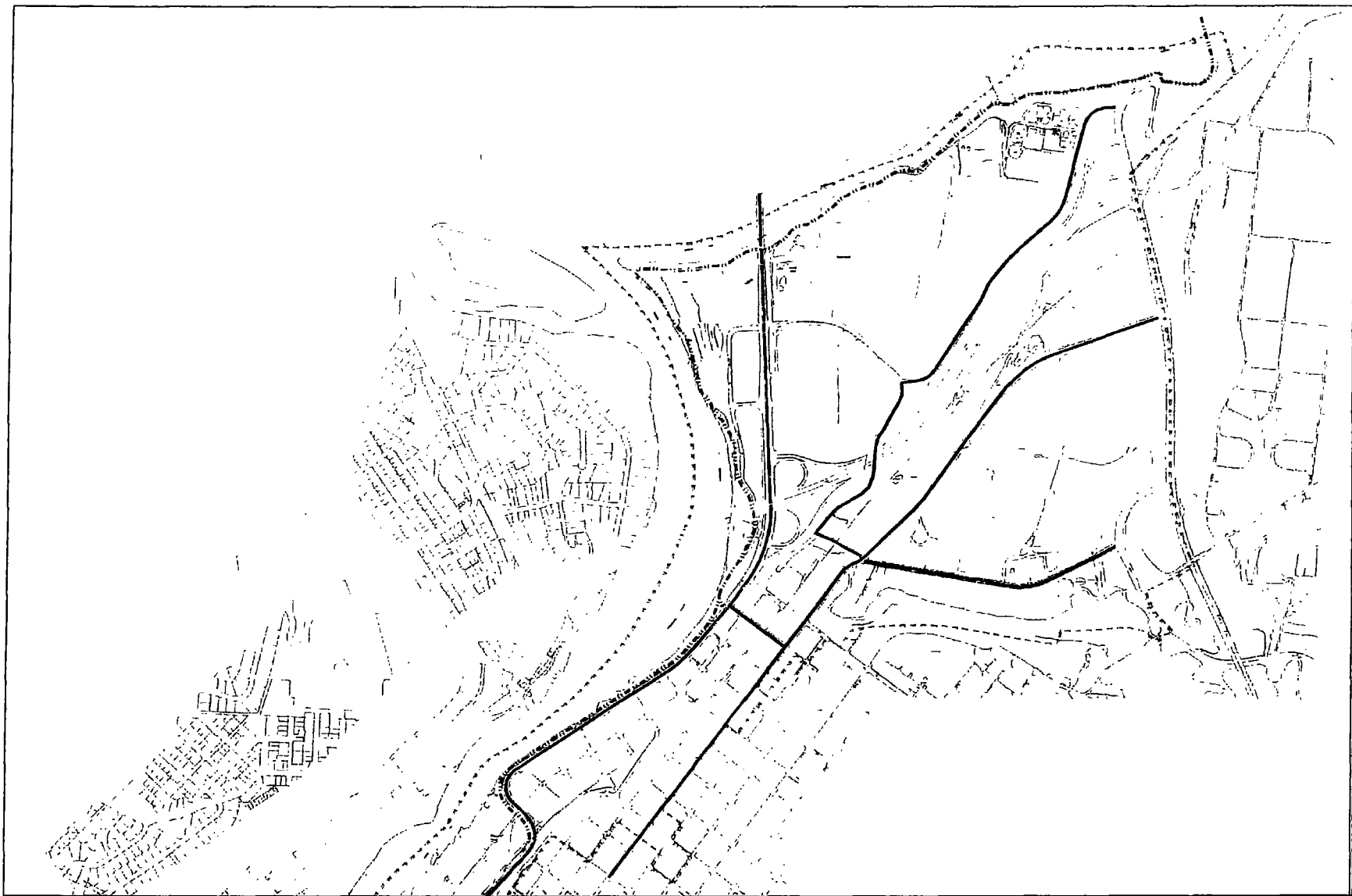


PEDESTRIAN CIRCULATION PLAN

DOWNTOWN COMMUNITY PLAN
CITY OF OREGON CITY, OREGON

MAY 1999





LEGEND

- — — — — EXISTING BICYCLE LANE
- - - - - PROPOSED BICYCLE LANE
- MULTI-USE PATHWAY
- . - . - . SHARED FACILITY



BICYCLE CIRCULATION PLAN

DOWNTOWN COMMUNITY PLAN
CITY OF OREGON CITY, OREGON

MAY 1999



Mode Split Results

Densities and intensities of use projected to occur under the Downtown Community Plan, through the 20-year demand model horizon, effect a measurable change in non-auto mode share. Present density and activity levels in the Oregon City area result in a combined (transit/pedestrian/bicycle) mode share of approximately seven percent, for all trips. It was assumed that through implementation of the plan, the combined non-auto mode share for all trips would increase to approximately 15 percent.

This more than doubling of non-auto mode share is directly attributable to the development of land uses that are more interdependent (i.e., mixed) than currently exist or are expected to exist under the current Comprehensive Land Use Plan. The mixed-use concepts that are inherent to the Downtown Community Plan, create the opportunity for trip linkages that are more favorable to non-auto modes (particularly pedestrian and bicycle) and more attractive. The intensification of activity proposed within the area enables transit to be more competitive with the convenience of auto travel, thus attracting more person-trips to this non-auto mode.

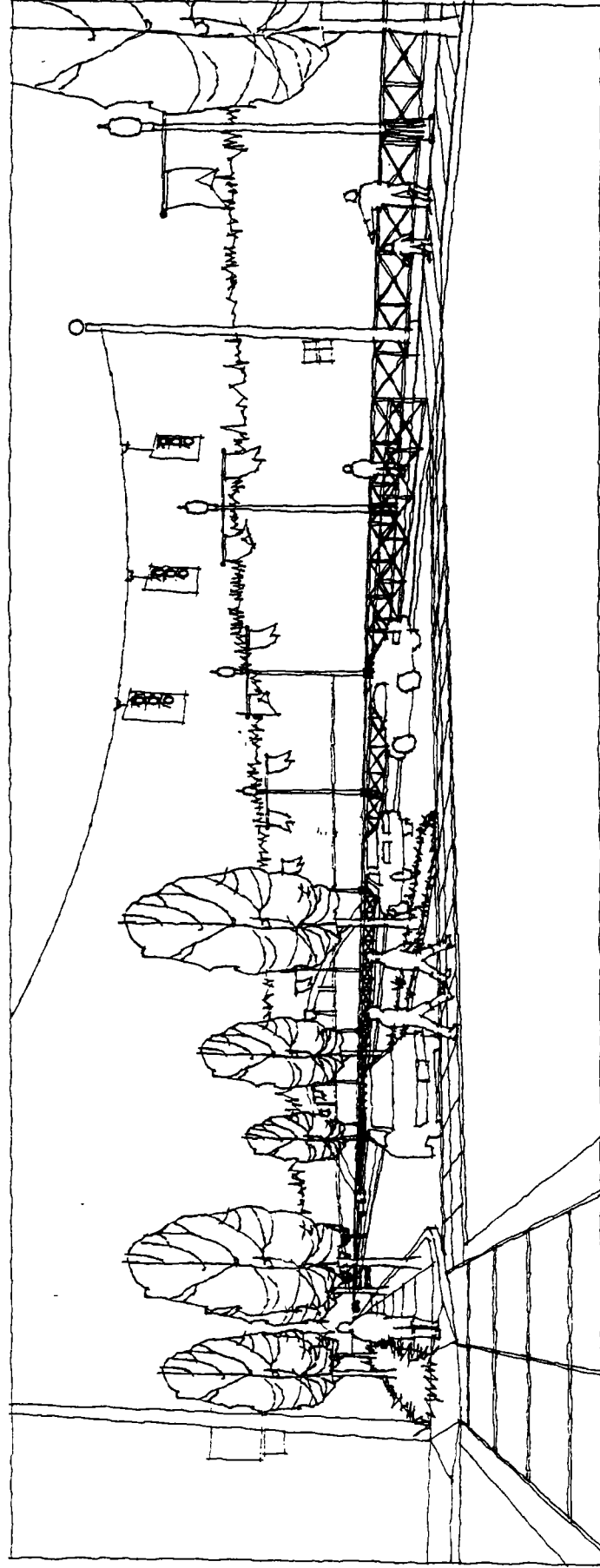
The commitment to provide safe, interconnected, and complete non-auto modes in the area is another component of the increased non-auto mode share. Increased transit frequency and coverage through the combination of services provided by Tri-Met and the City's own trolley system, is vital to the successful shift to this particular mode.

It is conceivable that a 65/35 mode split between single-occupant-vehicle trips and all other person-trips can be achieved

with implementation of the Downtown Community Plan. This is achievable if an average auto occupancy of approximately 1.24 persons per vehicle is realized within the study area. This would only require a three percent increase over the 1.2 persons per vehicle auto occupancy that is estimated to occur today. A probable explanation for this being accomplished is as a result of the intensification of use. By placing more origin-destination pairs in close proximity to one another, the opportunity for and practicality of carpooling increases.

Transportation

Continued



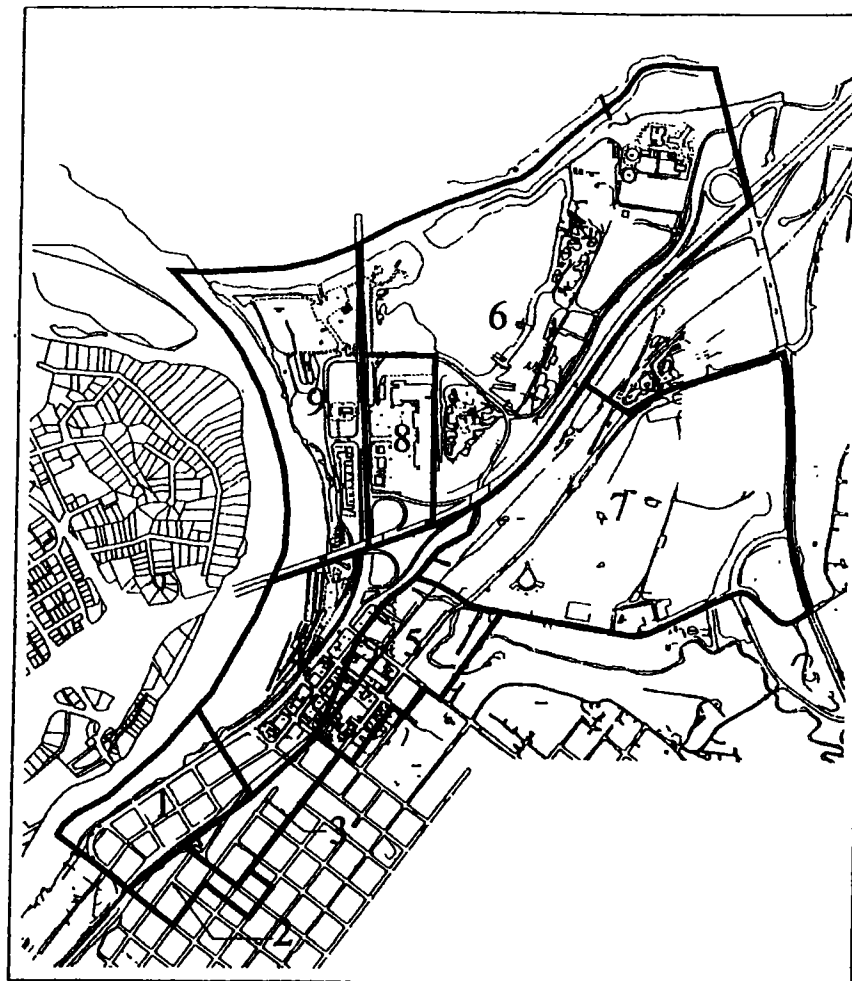
Enhanced McLoughlin Boulevard

Parking Structure Locations

Parking structure location recommendations are discussed below. Figure 1 identifies those subareas where parking structures are likely to occur, based on the projected parking needs of the subarea and consideration of the primary factors described above. No structures are recommended for Subareas 2 and 3 as they would not likely fit with the historic residential character of the areas.

Subarea 1—Subarea 1 includes the Historic Downtown District and represents the downtown historic core. The existing land use is characterized by historic buildings with parking supplied either by on-street spaces or off-street surface parking lots. No structured parking or underground parking exists in this area. Due to the historic nature of this area, the limited amount of redevelopment that is expected to occur, and the inappropriateness of surface parking lots for this area, the provision of a single parking structure located somewhere within this area is recommended. Such a structure would include ground-floor retail/commercial development with three floors of parking above, creating a four-story structure.

Subarea 2—Subarea 2 includes the Limited Commercial District and Limited Office Conditional District. Located above the bluff, the vast majority of existing parking supply in this Subarea is in the form of off-street parking lots. These are primarily under private control and are, therefore, not likely to be available for use by the general public. In addition, a percentage of available on-street spaces are likely taken by people parking in Subarea 2, and using the elevator to access Subarea 1. In combination, these factors may contribute to the perception of an existing parking shortfall.



PARKING SUBAREAS

DOWNTOWN COMMUNITY PLAN
CITY OF OREGON CITY, OREGON
MAY 1999

FIGURE
1



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retail and be dedicated strictly to parking. An additional four-story, dedicated structure plus two more blocks of redevelopment would be required to meet the projected needs within the Subarea.

Subarea 6 – This area contains the Cove Master Plan District and a portion of the Mixed Use Commercial/Office District. Largely undeveloped, the land in this Subarea allows the opportunity to provide future parking supply specific to, and integrated with the proposed future development contained in it. It is anticipated that the required parking supply can be successfully accommodated with the future development as appropriate, and that specific discussion of the appropriate forms is not necessary at this time. Likely forms will include ground-floor parking with residential above, surface parking associated with new development, and the potential for some structured parking in the most intensely developed retail portion of the area.

Subarea 7 – Subarea 7 contains the Tourist Commercial District and existing Rossman's Landfill. Largely overlaying areas of landfill, flood plain, and other undeveloped lands, development in this area must be considered carefully and located with sensitivity to the existing environmental restrictions. As with Subarea 6, changes in this area will be predominantly in the form of new development, providing parking that is both appropriate to the use and the character of the area.

This Subarea does also provide the opportunity to provide a large-scale, public, structured parking supply to service deficiencies in the downtown core. If located close to the western end of the Subarea, it may be possible to connect a number of public parking structures in this Subarea with the downtown

core via the downtown trolley. This would assist in alleviating the shortfall in parking supply in Subarea 1 and Subarea 5. In addition, it would potentially reduce vehicular demand in the downtown area and enhance the pedestrian/transit-orientation being sought for the downtown core.

The following are proposed:

- construct the equivalent of 15 city blocks of new buildings with ground floor parking and
- construct three four-story parking structures.

Such a significant and centrally located parking supply could be used not only to supplement the supply in other areas, but also as a supporting park & ride facility for transit. The City should consider the effect of placing such a significant supply of parking under public control and the benefits that can be realized.

Subareas 8 & 9 – Subareas 8 and 9 contain the Mixed Use Commercial/Office and Open Space District. It is not anticipated that any parking structures would be required in either Subarea, and that any additional parking required for development could be accommodated by surface parking lots, or ground-floor parking garages associated with the specific development.

Parks, Open Space, and Focal Points

Four parks are included in the plan:

- Clackamette Park (existing)
- Clackamette Cove park
- North End neighborhood park (location to be determined), and
- The “park” portion of the River Promenade (between 5th and 8th Streets)

The Clackamette Cove park will be a 10- to 15-acre community park that is integrated into (and created through) the Cove Master Plan process. The North End neighborhood park is envisioned to be a small urban park of one-half to one acre in size that will serve the future residents in this area. The site identification and acquisition process should occur early in the redevelopment stages of this area. The park portion of the River promenade is discussed further in this section.

The key open spaces in the plan follow the natural features of the area: Clackamette Cove, the Clackamas River, Clackamette Park, the Willamette River, the bluff overlooking downtown, Abernethy Creek, and the wetland areas near the Metro South Transfer Station. These spaces provide a green “frame” to the area. Additional public access and natural area enhancements are needed. The trail network should eventually link all of these areas.

The Downtown Community Plan identifies a number of focal points that are within or adjacent to open spaces. These are the viewpoint and seating areas where benches, interpretive displays and similar improvements should be made. The plan

identifies a beginning number of key focal points – it is not meant to preclude other focal points from being established.

A potential plaza is identified for the space in front of the Clackamas County Courthouse. The existing space in front of the courthouse is currently comprised of landscaping and is not suitable for public gatherings. Conversion of the space to a small urban plaza would enhance this key block on Main Street. Another plaza opportunity may be available when the parking area and western side of Block 3 (bounded by 7th, 8th, Main, and McLoughlin) redevelops.

Comprehensive Plan

The Downtown Community Plan is focused on preserving and strengthening the historic character of Oregon City, refining the mix of land uses and emphasizing pedestrian oriented design in areas currently designated for *Commercial* use on the Oregon City Comprehensive Plan Map. The new *Mixed Use Commercial, Mixed Use Residential and Cove Master Plan* designations are recommended to replace the existing *Commercial* designation within the Downtown Community Plan Area. The new plan designations will be implemented with five different zones to reflect varied land uses, densities and urban design character planned for specific geographic areas as summarized below:

<i>Plan Designation</i>	<i>Zone(s)</i>	<i>Geographic Area</i>
Mixed Use Commercial	Historic Downtown Mixed Use Commercial Tourist Commercial	Downtown core McLoughlin corridor End of the Trail
Mixed Use Residential	Mixed Use Residential	North Downtown
Cove Master Plan	Cove Master Plan	Clackamette Cove

Other geographic areas will retain existing plan designations, including the McLoughlin Conservation District (*MCR District*) and the *Limited Office* and *Limited Commercial* parcels south of Abernethy Road and in the 7th Street Corridor. The Landfill is identified as a *Future Study Area* in the Downtown Community Plan and no changes in comprehensive plan or zoning designations are recommended at this time. Specific







development, transportation and flooding studies are underway for this area and changes to comprehensive plan and zoning designations would be premature.

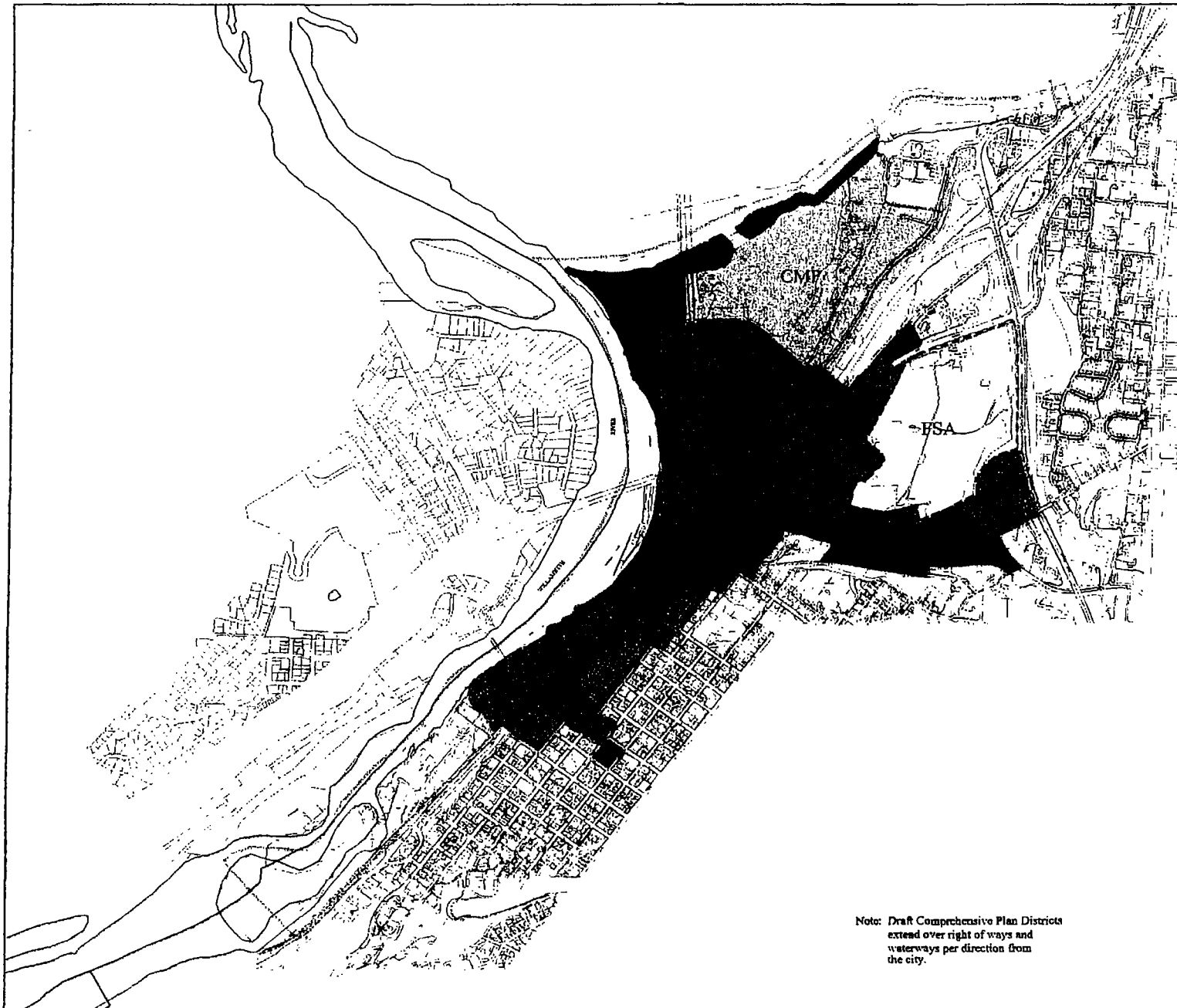
Areas that are currently designated *Park* on the Comprehensive Plan Map will be retained. New areas in public ownership are recommended for the *Park* designation to convey the public support for an expanded, interconnected park and open space network.

Comprehensive plan policies and detailed descriptions of the above-cited districts have been prepared — please see the Technical Appendix.

Oregon City Downtown Community Plan

Comprehensive Plan Districts

-  MUC - Mixed Use Commercial
-  P- Park
-  MCR - McLoughlin Conditional Residential
-  FSA Future Study Area
Existing Plan and Zone Districts Remain
-  MUR - Mixed Use Residential
-  CMP - Cove Master Plan



Note: Draft Comprehensive Plan Districts
extend over right of ways and
waterways per direction from
the city.



Otak, Inc.
Kittelson & Associates, Inc.
Hobson, Johnson, & Assoc.
Dorman & Company
Spencer and Kupper

Map Date: 10/1/99

Project: 1021

File: 11111111111111

Downtown Community Plan



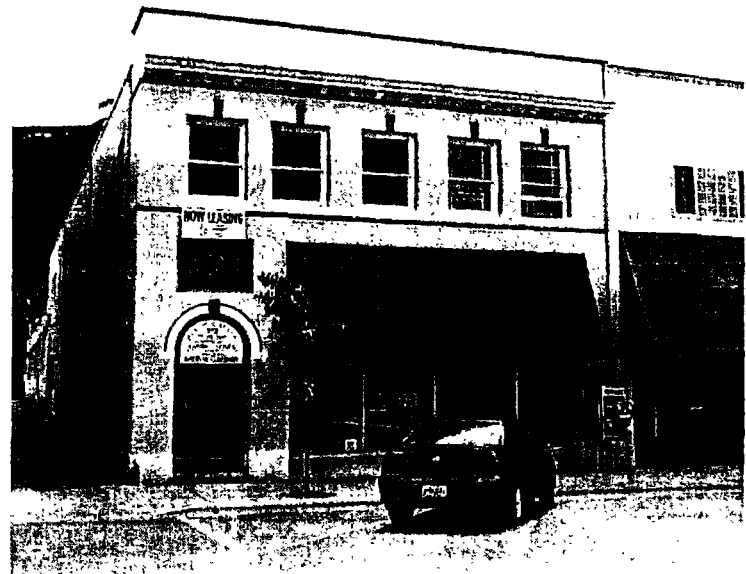
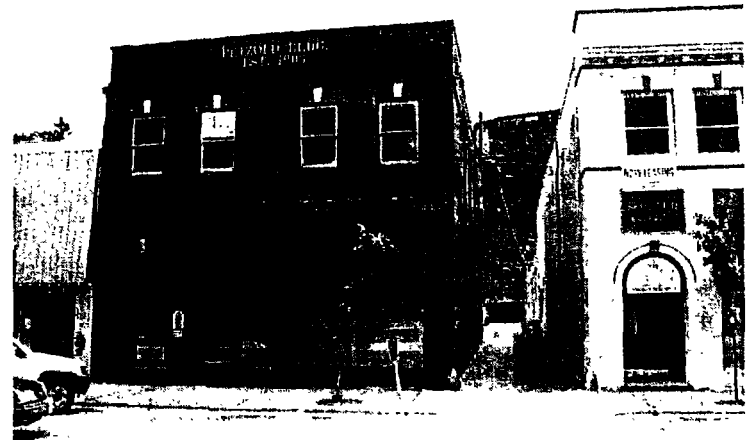
Design Guidelines

Two types of design guidelines are included in the plan. One set pertains to new development and alterations in the Historic Downtown District. The other set of design guidelines are considered general guidelines and pertain to elsewhere within the study boundary. Both sets of design guidelines are summarized below — please see the Technical Appendix for the full text. A third set of guidelines, the *End of the Oregon Trail District Guidelines, 1991*, are incorporated by reference.

Historic Design Guidelines

Design guidelines for the Historic Downtown District were first developed in 1980 in a publication called the *Downtown Oregon City Building Improvement Handbook*. These guidelines were updated with recent work by the Historic Review Board. It is intended that design review in the Historic Downtown District be guided by the Historic Review Board's standards, with the standards found in the 1980 document be used as a reference. The new standards require a discretionary review process that will require the expertise of the Historic Review Board. Historic design guidelines address the following elements:

- Retention of Original Construction
- Height
- Width
- Roof Form
- Commercial Front
- Cornices and Architectural Detail
- Awnings
- Signs
- Visual Integrity of Structure
- Scale and Proportion
- Building Setback
- Streetscape



Historic Building Rehabilitations

DRAFT

**CITY OF OREGON CITY
PLANNING COMMISSION MINUTES
November 8, 1999**

DRAFT

COMMISSIONERS PRESENT

Chairperson Hewitt
Commissioner Olson
Commissioner Surratt
Commissioner Carter
Commissioner Vergun

STAFF PRESENT

Maggie Collins, Planning Manager
Bob Cullison, Engineering Manager
Sidaro Sin, Associate Planner

COMMISSIONERS ABSENT

Commissioner Bagent

1. CALL TO ORDER

Chairperson Hewitt called the meeting to order. He reviewed the agenda and asked if there were any corrections or additions to the minutes.

2. APPROVAL OF MINUTES: October 25, 1999

Commissioner Surratt asked for clarification on the purpose of the minutes. Are they for transcription purposes, or for content? **Maggie Collins** stated that the purpose of the minutes is not to provide literal transcription. The Code requires a clearly written summary of actions and motions.

Chairperson Hewitt asked for a correction on page six in the second to last paragraph. It should read, "their lawn on private property." **Commissioner Surratt** stated that she does not remember making the statement on the bottom of page eight. **Maggie Collins** stated that Staff can check the tape and clarify who made the statement.

Commissioner Carter moved to approve the minutes of October 25, 1999 as corrected. **Commissioner Surratt** seconded.

Ayes: Carter, Hewitt, Olson, Surratt; Nays: None.

3. PUBLIC HEARINGS

Chairperson Hewitt explained the difference between quasi-judicial and legislative hearings. There are three legislative items on the agenda. A Staff report was made available for each proposal and was made available seven days prior to the hearing. The procedure for the legislative hearings includes a Staff report, a public hearing, a final summary by Staff, and then the Planning Commission may deliberate and decide whether

EXHIBIT

Commissioner Olson appreciated having the exact wording from the ballot as part of the Staff report. **Commissioner Carter** stated that a septic system failure is too mild to be considered a "health hazard" and could cause a loophole in the process to allow emergency annexations. **Chairperson Hewitt** stated that septic system failure is a serious health hazard. He asked that Staff clarify what is meant as a "natural hazard" under Section 5.5. **Maggie Collins** stated that "natural hazards" are those hazards already identified by the City. The language will be changed to read "as already identified by the City."

TESTIMONY- None

NO REBUTTAL

DELIBERATION AMONG COMMISSIONERS

Commissioner Vergun asked what examples should be included as examples of natural hazards. **Chairperson Hewitt** stated that Section 5.5 should read, "Identification of natural hazards as identified by the City, (i.e. within floodplains, steep slopes, or wetlands) that might be expected to occur on the subject property." **Commissioner Vergun** pointed out under Section 5.7 the word "Any" should be changed to a lowercase "a."

Commissioner Surratt moved to recommend adoption of File No. ZC 98.17 with Exhibits A, B, and C and the most recent language of Exhibit C with the changes and corrections in Section 5.5 and 5.7 as previously discussed. **Commissioner Olson** seconded.

Ayes: Carter, Olson, Surratt, Vergun, Hewitt; Nays: None.

C. STAFF REPORT

File No. PZ 97-10 City of Oregon City; Amendment to the Oregon City Comprehensive Plan of the "Oregon City Downtown Community Plan" as an ancillary document; and adoption of a new Chapter (P) in the Comprehensive Plan containing policies relating to the implementation of the "Oregon City Downtown Community Plan"; Areas within the City of Oregon City including: below the Promenade and Singer Hill Bluffs, along the banks of the Willamette and Clackamas Rivers from the Willamette Falls to Gladstone; also includes areas above the Promenade and Singer Hill Bluffs along the 7th Street Corridor, and areas of Abernathy Creek extending towards Highway 213 and Interstate 205.

Commissioner Vergun stated that prior to being appointed to the Planning Commission, he was a member of the Steering Committee.

Sidaro Sin began the Staff report by stating that the Oregon City Downtown Community Plan has been an exciting two year community based project creating a vision and strategy to improve the downtown area and the surrounding areas. The planning process was overseen by a 84 member steering committee. The downtown plan itself is being implemented and adopted in two phases. He stated that they are currently engaged in the first stage which involves the adoption of the Downtown Community Plan as an ancillary document to the Oregon City Comprehensive Plan and also the adoption of a new Comprehensive Plan goal and eight specific policies. It is scheduled to go before the City Commission for a public hearing on December 1st.

The second phase of the project will begin approximately in early January and it will include the adoption of specific zoning and Comprehensive Plan designations to specific properties within the Downtown Plan.

Sidaro Sin continued to state that Staff is requesting that the Planning Commission recommend adoption of two items to the City Commission. The first item is that the Oregon City Downtown Community plan be adopted as an ancillary document to the Oregon City Comprehensive Plan. The second item is that a new chapter "P" in the Comprehensive Plan, containing a goal and eight policies related to implementation of the Downtown Community Plan, be adopted as well. No changes in Zoning District uses or Comprehensive Plan designations will result from this stage of the process. This plan will provide a blueprint of what participants in the development of the Plan envision for the study area.

Sidaro Sin stated that two letters were received subsequent to the publication of the Staff report. The first letter, Exhibit 5h, is from Bill Kennemer, Chair of the Clackamas County Board of Commissioners. The letter reiterates the letter found in the Staff report. It opposes the Staff recommendation for open space on some County land. The second letter, Exhibit 5i, was written by Richard Fernandez, representative of property owners on Main Street. He expressed concern about an inconsistency in regard to the Cove Master Plan area. The properties Mr. Fernandez is referring to would in fact most likely not be included within the Cove Master Plan area. Both of these issues will be addressed more fully at the second phase, the implementation phase. He read a letter (Exhibit A) written by Jack Parker, president of Park Place Development, dated November 8, 1999.

Sidaro Sin then referred to Exhibit 2, the Downtown Community Plan Summary. Phase one is only a blueprint. Phase Two will be more specific and will be looking at individual properties. Staff anticipates several public involvement processes that will relate to specific geographic or zoning areas. This is by no means the last chance for people to comment. Staff has received several letters from individual property owners that requested a change in designation. Staff has postponed the review of individual properties to Phase Two in order to obtain more public involvement. At this stage no zone changes will be made.

Chairperson Hewitt stated that this phase is to implement the Comprehensive Plan, which is the driving force for all other changes in the City ordinances. The adoption of the Comprehensive Plan amendment and additions, including Chapter P, is the first step leading to the second phase dealing with zoning issues.

Joe Dills, a consultant from Otak, then made a brief presentation of the Downtown Community Plan. The Comprehensive Plan designations and Zoning standards that apply to the downtown area have not been updated since the early 1980's. There is broad community support on this document. The document supports other efforts within the City particularly the Historic Preservation efforts. This first step is the overall vision that is to be adopted. The plan was created by the public, with the assistance of design professionals. It was a grassroots effort with the involvement of a lot of people. He then reviewed the highlights of the plan including a new historic downtown district, a mixed-use residential zone, a Clackamette Cove Master Plan district, and several others. The highest priority of the community was "Saving the Past" as a theme. Enhancing the historic downtown is a key recommendation. The map component is built around nine different districts. The use of districts and neighborhoods laid the ground work for the zone districts for Phase Two of the process. The district at the earliest stage of development is the Open Space and Recreation District. Full Comprehensive Plan text has not been developed yet for this proposed District. The future study areas are left uncolored on the map. Other studies are being conducted at this time for these areas and they will be addressed at a later date.

QUESTIONS OR COMMENTS FROM COMMISSIONERS

Chairperson Hewitt stated, in regard to page 11 of Exhibit 3, "The Oregon City Downtown Community Plan Part I", that it is not clear that the districts are "proposed." He would like to see the sentence reworded to read, "The Land Use Plan is organized around nine districts. The proposed districts for later review in Phase Two are:" In addition, the last sentence on page 11 should read, "The proposed Land Use Plans set the stage for...." There are a few places where it is not clear that the document proposes specific follow-up actions.

Commissioner Olson stated that the introduction states that the document is a vision and there should be no need to restate that the document is a proposal. **Commissioner Carter** commented that a guideline and a framework to work from versus actual development and zoning can be a confusing concept. **Chairperson Hewitt** stated that throughout the public participation process the public confused zoning with the Comprehensive Plan designation process.

TESTIMONY IN FAVOR

Speaker: Stephen Poyser, 1101 4th Street, Oregon City, OR 97045; Chairman of Oregon City Historic Review Board

Steve Poyser referred to Exhibit 5d, a letter to the Planning Department from the Historic Review Board. The Board supports the Plan and has suggested a Historic Overlay Zone which would enhance the quality of life in the downtown. Money for rehabilitation of buildings is difficult to obtain. The Federal Historic Preservation Tax and Cities Program allows individual property owners who own property within any "certified" historic district to take a tax credit when they rehabilitate the property. Mr. Poyser stated that he cannot speak for the Board, but he concurs with Staff that the best time to deal with the Historic Overlay District is during Phase Two.

Commissioner Vergun emphasized the importance of obtaining money for the historic district. He asked how the term "certified" may be specifically used in Phase 2.

Steve Poyser explained the definition of "certified." There are two ways to qualify for the tax credit. One way is to have the property listed in the National Register. The second way is to have a certified local district, where the City would define a historic district.

Chairperson Hewitt asked whether the Historic Overlay District would limit the development of a totally new building in any way. He stated he is concerned that an overlay district may place a burden on new development. **Steve Poyser** stated that it would not limit new development, but that the new development would need to conform to the existing guidelines of the district. There is an Oregon statute commonly referred to as "Owners Consent," which allows for property owners within a district to opt out of the program.

Speaker: Claire Met, 1107 Taylor, Oregon City, OR 97045; member of Historic Review Board

Claire Met stated that she strongly endorses the Downtown Community Plan. Careful planning is needed now for this area in particular. She applauds the widespread community involvement in the plan. There are numerous success stories throughout the state with Historic Overlay Zones. It is necessary for a few developers to initiate the development within the downtown district who are willing to work in a more restrictive environment. She is also a member of the Chamber of Commerce Government and Public Affairs Committee. She asked that a letter from the Committee that was sent to Staff be included as part of the public record. The letter was entered into the record as Exhibit B. The letter endorses Staff's recommendation. The Government and Public Affairs Committee includes a cross section of members of the Chamber.

Speaker: Howard Fisher, 1002 McLoughlin Blvd., Oregon City, OR; representing himself

Howard Fisher asked what the purpose of the maps are when it appears like there are changes in zoning. **Commissioner Vergun** agreed that colored maps tend to portray that the changes are set in stone rather than proposed.

Speaker: Dan Fowler, 914 Madison Street, Oregon City, OR 97045; representing himself

Dan Fowler stated that he applauds the public involvement effort and overall he endorses the proposal. It is difficult to look at the process and the proposals without slipping into the zoning issues. The historic district process will be a public process. The question of infill may become less of an issue. When there is an incentive for investment tax credit, it strengthens and encourages the rehab of existing structures, which creates economic value which in turn creates incentive for adequate infill. The incentive is the first step to obtaining adequate infill. Secondly, the issue of flood control is a goal in the document on page 4. From an economic standpoint there is not a conflict with Title 3. There can be adequate diking on the south side of Abernathy Creek. It will not cause flooding on Gladstone. There are misconceptions about that dike. He stated that his only concern is the concept of a zone of open space. One of the properties he owns is located within the area designated for open space. He supports the fact that it should be open space, but he would have a hard time supporting a zoning district of open space. A zoning district could take the value of the property resulting in a "taking." A land use goal of open space or an overlay goal of open space may be more beneficial than an open space zone. He supports the use of the land as open space, but he does not support an open space zone.

Commissioner Vergun suggested that Staff obtain legal analysis regarding "takings."

Dan Fowler said he has asked himself the question about how a property could move from the existing zoning to open space without it being a taking. He came to the conclusion that first, the City must leave the zoning. Secondly, they should work with the owner for the desired end use. Finally, the City should adopt a land use goal of what they hope it to achieve. This way the parties can work jointly for the goal rather than in opposition.

Speaker: Don Vedder, 126 Cherry Avenue, Oregon City, OR 97045; representing Park Place Development

Don Vedder specifically addressed the Plan area titled "Future Study Area". He stated that he was a part of the Steering Committee that concluded there was a need for a designation of "Future Study Area". He believes this area should be zoned General Commercial which is the logical highest and best use. On page 39 of the ancillary document there is an area described as tourist commercial, which is different from the existing Comprehensive Plan designation. What will govern if this document is adopted, but Phase Two has yet to be implemented?

Maggie Collins stated that the Comprehensive Plan is the binding designation. The ancillary plan will not change the Comprehensive Plan designation.

Don Vedder then stated that he is concerned with adopting a map that although the newly proposed districts may only be proposals, they could cost property owners money when potential buyers see areas proposed for open space.

TESTIMONY IN OPPOSITION

Speaker: Steve Rhodes, 906 Main Street, Oregon City, OR 97045; representing Clackamas County

Steve Rhodes stated that although the document tonight is a proposal, he is hearing that it is what is wanted for the future. The County has a problem with their property being designated as open space. Although their goal may be for it to become open space, the designation of it as such will only frustrate that goal. The only way for the property to become open space would be for the County to sell the land and to sell the land there must be some value to the property or the City of Oregon City must buy the property. It would be difficult for an investor to purchase a piece of land that is "green," even if the map is only a proposal. The County desires the majority of the property to be used as open space, however it must have a designation that gives value to the land. By approving this document the Commission would be sending a message that this is what they want to see happen in the downtown area. Most government entities only describe the area they wish to have open space rather than have the areas specifically designated on a map. If only a description was adopted, a "taking" or inverse condemnation would not result.

Commissioner Vergun asked if there is a way to communicate, without changing the map, that the designations are not set in stone. The language would clearly communicate that it is in fact proposed.

Chairperson Hewitt stated that page 37 does describe the general areas where open space is desired within the downtown area. He understands that the color on the map would override any other written language to a potential buyer.

Commissioner Surratt stated that the open space district may not be the only district where downzoning will occur and where property owners would object to a new designation.

TESTIMONY NEITHER PRO OR CON

Speaker: L. Jean Brosell, 3977 Leary Way NW, Seattle, WA 98102; representing Tosco Marketing Company

L. Jean Brosell stated that it is the lack of a zone change on their property at 202 5th Street that is of concern. She made a clarification for the record in reference to Exhibit 5, page 3, item 4, regarding spot zoning that will be addressed in Phase 2. She stated for the record, Tosco did not request a Historic Downtown District Zoning.

Dan Fowler suggested that the features on page 37 should be what is identified on the map rather than being specific on the land.

Steve Poyser noted that the property owned by Tosco Marketing Company is not located within the proposed Downtown Historic District. In addition, the creation of a historic district would be a democratic process.

Maggie Collins entered an additional letter into the record, titled Exhibit C, written by Longstar Northwest Inc. She passed copies of the Exhibit out to the Commissioners.

REBUTTAL- None

DELIBERATION AMONG COMMISSIONERS

Commissioner Surratt stated that she is in favor of working with the County. She asked if it is possible to recommend a map change when they make their recommendation to the City Commission.

Maggie Collins stated that there are two sets of recommendations. First, a list of strong suggestions that must be readdressed in Phase Two. Secondly, changes to the map or other suggestions that the City Commission must do at this stage.

Commissioner Surratt suggested that "Draft" or "Proposal" should be clearly identified in the title block of the map.

Chairperson Hewitt stated that the City should not set itself up for a taking. He suggested changing some open space property to "Future Study Area."

Commissioner Carter stated that there is nothing in the goals or objectives that address open space and recreational space. She suggested changing the language on the map to indicate, "Proposed Open Space Areas." She hopes that common sense and logic will prevail in this process to encourage the vision to grow, enhance, beautify, and economically strengthen the community.

Commissioner Vergun agreed that by adding the language of "Proposed Open Space" to the maps, it would simplify and clarify the maps, and would alleviate concerns.

Commissioner Surratt stated that the title of the map should read, "Oregon City Downtown Community Proposed Plan Map."

Chairperson Hewitt stated that it is the Comprehensive Plan that will drive the Zoning. He stated that there is no way to change open space to anything but open space.

Maggie Collins stated that an explanation is necessary to keep from making snap judgments on specific properties, but also to recognize the legitimate concern about what is open space. An explanatory policy added to Chapter P, could be used as a guideline. It could read, "Within the Downtown Community Plan study area, proposed open space designations shall serve only as general guidelines of specific actions in Phase Two of this planning process." With the additional clarification on the plan map, the direction will be set without making specific distinctions on individual properties at this time.

Chairperson Hewitt stated that in making a policy statement within the large document, it would not ensure that further on in the process the land that is designated as open space on the map could be anything else but open space. He would like language to be used that states that "the areas marked in green on the proposed map should incorporate as much open space as is practical, but in no way limits the property owner to have any other designation that would be of highest use of the property for the benefit the property owner." This language would open the property up to any use as well as open space.

Commissioner Vergun suggested that the language be melded with that which **Ms. Collins** suggested and that it be printed at the bottom of the map with respect to all district designations.

Chairperson Hewitt suggested that the language also be stated within Exhibit 3, the ancillary document. The Commission should review the language and see how it will be incorporated within the document at a later date.

Maggie Collins stated that Staff can address these issues at the next Planning Commission meeting. The City Commission is scheduled to hear this item on December 1st. Staff can bring this item back as an item of continuance on November 22nd.

Commissioner Vergun stated that there are a few other issues. He suggested that there be language that generally says that in no circumstances there should be any zoning changes that would result in a taking. There are also a few items in anticipation of Phase Two. They include the Historical Overlay, the taking issue, and open space. Finally, the level of involvement with the public has been impressive and if it is approved by the City Commission, it should be "approved with enthusiasm." Numbers matter.

Commissioner Carter identified on page 18 specific language stating the desire of the steering committee to see the County land converted into open space. That language should be removed to state the desire for more open space in a more general way.

Commissioner Olson stated that the changes need to be made separate from the Steering Committee's recommendation.

Maggie Collins stated that Staff will bring back recommended language to the Planning Commission rather than a changed document. The recommendation to the City Commission can be made with as many changes as the Planning Commission thinks appropriate.

Chairperson Hewitt stated that the statement by the Steering Committee should be stricken from the document. The document should be as loose as possible but still be able to give general direction.

Commissioner Olson stated that the words of the Steering Committee should remain in the document to go to the City Commission because it is what they endorse.

Chairperson Hewitt stated that the City Commission expects the document that the Planning Commission recommends to them to be what the Planning Commission endorses. All necessary changes should be made to the document before it is presented to the City Commission.

Maggie Collins added that the Steering Committee took other issues besides economic value for individual property into account. She urged the Commission to look at the goals and objectives of this Plan in a fair-minded and general way.

Commissioner Vergun moved that this item be continued until the next regularly scheduled meeting and that the public hearing be reopened at that time. **Carter** seconded.

Ayes: Carter, Olson, Surratt, Vergun, Hewitt; Nays: None.

Chairperson Hewitt suggested that the Planning Commission Work Program be postponed until their Worksession meeting on Wednesday.

The meeting was adjourned.

**Gary Hewitt, Planning Commission
Chairperson**

Maggie Collins, Planning Manager

DRAFT

DRAFT

**CITY OF OREGON CITY
PLANNING COMMISSION MINUTES
November 22, 1999**

COMMISSIONERS PRESENT

Chairperson Hewitt
Commissioner Olson
Commissioner Surratt
Commissioner Carter
Commissioner Vergun

STAFF PRESENT

Maggie Collins, Planning Manager
Tom Bouillion, Associate Planner
Sidaro Sin, Associate Planner
Marnie Allen, City Attorney
Barbara Shields, Senior Planner

COMMISSIONERS ABSENT

Commissioner Bagent

1. CALL TO ORDER

Chairperson Hewitt called the meeting to order. He reviewed the agenda stating that the person planning on giving a presentation regarding latte stands will not be attending. Also, item #4, the Worksession for the Introduction to Draft Transportation System Plan will be rescheduled to the December 8th joint workshop with the City Commission. In addition, the annexation applications scheduled for the Planning Commission meeting on December 13 have been canceled and will only be heard by the City Commission. The new annexation process will not apply to those applications that are in the process before the boundary change ordinance takes effect. The December 13 meeting will be a scheduled Worksession. The second meeting in December, December 27, is typically canceled due to the Christmas season. A motion needs to be made to cancel this meeting

Commissioner Carter moved to cancel the December 27, 1999 Planning Commission meeting due to the holiday season. **Commissioner Surratt** seconded.

Ayes: Carter, Hewitt, Olson, Surratt; Nays: None.

2. PRESENTATION: Barry Rotrock, Superintendent of Oregon City School District

Barry Rotrock handed out a "Oregon City School District Property Size and Information" data sheet. He stated that the Planning Commission hears a great deal about the School District when a project is presented to them for approval. The communication between the School District and the City has been good in the past. He is here to describe how the School District plans for growth. The handout lists their facilities and their maximum capacities. They are currently at 86-87% "capacity" within the School District as a whole. "Capacity" is an architectural term. In real terms, they have two rooms available to be converted into classrooms for next year. The District is currently growing

Chairperson Hewitt stated that the Planning Commission would like to hear from Mr. Rotrock in approximately six months. He thanked Mr. Rotrock for coming.

2. APPROVAL OF MINUTES: November 8, 1999

Commissioner Surratt commented that the Commission goes through the effort of restating the corrections or conditions during their motions. If the Commission is going to verbally state the corrections for the record, she would like to see the corrections written in the minutes as part of the record. **Commissioner Vergun** agreed.

Commissioner Hewitt restated that staff is to record the changes made by the Commission verbatim.

Commissioner Olson stated that the first line on page five should be corrected to read, "the exact wording from the ballot." Also, page 13 should read "Steering Committee."

Commissioner Carter moved to approve the minutes of November 8, 1999 as corrected. **Commissioner Surratt** seconded.

Steve Poyser, 1101 4th Street, Oregon City, stated that the last sentence of the first paragraph on page eight should be corrected to read, "He can not speak for the Board, but he has no problem with dealing with the Historic Overlay District during Phase Two."

Commissioner Carter and **Commissioner Surratt** stated that their previous motion and second will accept Mr. Poyser's correction.

Commissioner Vergun asked what the procedure is to correct the minutes and if they will be retyped for the record with the corrections made.

Maggie Collins stated that staff makes handwritten corrections on the minutes at the meeting, they make the corrections on the original draft the next day, and then the Chairperson signs the corrected version at the next meeting.

Ayes: Carter, Olson, Surratt, Vergun, Hewitt; Nays: None.

Chairperson Hewitt announced that **Maggie Collins** is no longer the "Interim" Planning Manager, but now is the Planning Manager for the City of Oregon City. He also stated that the two public hearing items on the agenda will be switched as long as there is no objection from the other Planning Commissioners. There was no objection.

4. PUBLIC HEARINGS

Chairperson Hewitt made a statement explaining a quasi-judicial hearing. A staff report was prepared for this application and was made available seven days prior to the hearing. The staff report contains the approval criteria for the application. Staff has analyzed the

TESTIMONY IN FAVOR

Speaker: Eldon Schnelle, 19501 S. McVey Lane, Oregon City, OR 97045;
Representing himself.

Eldon Schnelle, the applicant and property owner, stated that he would like to incorporate the property with the surrounding property already zoned "R-8" and subdivide it in the future.

TESTIMONY IN OPPOSITION- None.

COMMISSION RESPONSE AND DELIBERATION

Commissioners Carter, Surratt, Olson, and Vergun stated that they see no problem with the proposed zone change.

Commissioner Carter moved to recommend approval of File No. ZC 99-11.
Commissioner Vergun seconded.

Ayes: Carter, Olson, Surratt, Vergun, Hewitt; Nays: None.

B. STAFF REPORT

File No. PZ 97-10 (Continued) City of Oregon City; Amendment to the Oregon City Comprehensive Plan of the "Oregon City Downtown Community Plan" as an ancillary document; and adoption of a new Chapter (P) in the Comprehensive Plan containing policies relating to the implementation of the "Oregon City Downtown Community Plan"; Areas within the City of Oregon City including: below the Promenade and Singer Hill Bluffs, along the banks of the Willamette and Clackamas Rivers from the Willamette Falls to Gladstone; also includes areas above the Promenade and Singer Hill Bluffs along the 7th Street Corridor, and areas of Abernathy Creek extending towards Highway 213 and Interstate 205.

Chairperson Hewitt stated that this item is a legislative hearing item. He then reviewed the public hearing procedures.

Sidaro Sin summarized the four items identified in the Staff Report for the Downtown Community Plan. First, to clarify the purpose of the adoption of the plan, he stated that the plan would be used as a guiding document for Phase II. Phase II will be addressing site specific issues. The adoption of the plan would not supersede the existing Comprehensive Plan. The Plan is a guiding document since there are no proposed Zoning Changes or Comprehensive Plan amendments. Secondly, as discussed in the staff report, he reviewed the letters received by staff and summarized staff's response. Thirdly, he summarized the issues addressed at the last public hearing. There had been

opposition from the County regarding the issue of zoning their property as Open Space/Recreation. After discussions with the County, they appear to be receptive to staff's recommendation to create an additional policy (policy #9) as a part of the proposed "Chapter P." A fax was also received by Dan Fowler dated November 22, 1999 in support of the language of policy #9 to address open space concerns. Additional issues brought up at the last meeting were "takings", a definition of a Certified Historic District, and the question of which document would be used as a guiding document after the adoption of the Downtown Community Plan. The Comprehensive Plan would be the guiding document because adoption of the Downtown Community Plan has not changed the Comprehensive Plan or zoning as part of its contents. Finally, the staff report identifies the proposed changes to the Downtown Community Plan as recommended by the Planning Commission.

QUESTIONS OR COMMENTS FROM COMMISSIONERS

Commissioner Vergun clarified that at the last meeting he did not feel that the "takings" issue is the subject matter of this phase of the process. Rather, he anticipates this issue and others related to takings, to come up in Phase II. He wanted to encourage discussion and preparation on how to approach this issue in the future. He then asked for clarification regarding the change in language on page 18.

Chairperson Hewitt stated that at this meeting they are to make recommendations on adoption of a new chapter in the Comprehensive Plan and adoption of a document, called the Oregon City Downtown Community Plan, which makes no changes to anything in the downtown community area.

Commissioner Surratt stated that the proposed policy #9 of Chapter P should apply to all proposed possible zoning, not just open space. It is a general statement that should apply to the entire ancillary document. **Sidaro Sin** replied that staff pulled out open space specifically because they had not heard of other issues which would direct them to write a policy for all proposed designations. **Commissioner Surratt** maintained that there are other property owners with similar concerns such as those in tourist commercial areas. **Commissioner Vergun** agreed that the statement should not be limited to open space. If it were, it would somehow imply that the other designations are not general guidelines. The policy could read, "Within the Downtown Community Plan study area, proposed designations, including proposed open space designations, shall serve only as general guidelines for specific actions in Phase II of this planning process."

Commissioner Carter asked whether "Phase I" should be included in staff's recommended language on the bottom of the cover page of the Downtown Community Plan, as noted on page 5 of the staff report.

Commissioner Olson stated that she thinks "Phase I" is understood. **Commissioner Vergun** stated that whatever is technically correct should be recorded. It should read,

"No change in use, zoning, or plan designation will result from the adoption of Phase I of the Downtown Community Plan as an Ancillary Document to the Comprehensive Plan."

Commissioner Carter asked that if every reference to "Regional Center" is taken out, as staff has recommended, will that inhibit working with Metro than the status of "Regional Center" might imply. **Chairperson Hewitt** replied that the Downtown Community Plan can be called anything they wish to call it.

Commissioner Carter stated that staff's recommendation for page 18 should read, "Open space is encouraged in the Clackamette Cove Area, Clackamette Park, the waterfront, and the Abernathy Creek Area." She also stated that the sixth "Whereas" statement in the proposed Ordinance should read, "and will ensure that an appropriate balance of mixed uses."

Chairperson Hewitt reviewed the time limits for the public hearing.

QUESTION FROM THE PUBLIC

Speaker: Deborah Watkins, 13290 Clairemont Way; Representing herself.

Deborah Watkins stated that she remembers there being some benefits in being called a "Regional Center" verses a "Downtown" center. She asked that if the label of a "Downtown Center," will ever limit the City from becoming a "Regional Center" in the future.

TESTIMONY IN FAVOR

Speaker: Steve Rhodes, 906 Main St., Oregon City, OR; Representing Clackamas County

Steve Rhodes thanked staff and the Commission for the changes that were made to the document. He thinks the changes address the concerns the County has concerning the document and with the changes, the County can be supportive of the document as it is now proposed.

TESTIMONY NEITHER PRO NOR CON

Speaker: Don Vedder, 126 Cherry Avenue, Oregon City, OR 97045; Representing himself

Don Vedder stated that as part of the Steering Committee he understands how the designation of "Future Study Area" came about. However, there were several people who disagreed and thought the landfill area should be designated "commercial." In addition, he has difficulty supporting the designation of "Future Study Area" for the

Lonestar area when only transportation and flood plain studies are needed and these studies are typically done during the development application process. He is suggesting a "General Commercial" designation.

Chairperson Hewitt stated that this proposal is an addition to the Comprehensive Plan and has nothing to do with the Comprehensive Plan Map. The Comprehensive Plan Map will be reviewed at the same time as the Zoning in Phase II. The colored maps as a part of this proposal are to be used as a guide.

Don Vedder replied saying that because it is a guide he does not see why it is necessary to have land designated as "Future Study Area."

Commissioner Carter agreed that the "Future Study Areas" do seem to be simply left out of the study. **Commissioner Vergun** stated that he recalled that as the Steering Committee was running out of time and there were several outstanding issues about which they could not come to a general agreement for a "proposed designation" for that area. He stated that there were economic issues that needed to be addressed and understood before the process could move forward. The "Future Study Areas" are the result of not wanting to hold the process up. However, at a certain time, after Phase I, those additional issues would be addressed.

Speaker: Steve Poyser, 1101 4th Street, Oregon City, OR 97043; Representing himself as a Steering Committee Member.

Steve Poyser stated that he has a procedural concern. He is concerned that the whole process is going to muddy the waters to the point that the original document is no longer recognizable. If the Planning Commission alters the wording of the document, it is no longer a representation of the Steering Committee. He suggested that they leave the document intact as it was presented to them. If the Commission wishes to suggest changes, then they should write an addendum to the document.

Speaker: Joe Dills, 17355 SW Boonesferry, Lake Oswego; Representing OTAK, Oregon City's consultant for the Downtown Community Plan

Joe Dills restated the earlier question of whether the Downtown Community Plan in any way limits this area to be designated as a "Regional Center." The answer is no, it does not. All options are still available to the City if they are to move forward on the action before them at this meeting and the City Commission were to, in fact, adopt the proposal under review. The designation as a "Regional Center" is coordinated between Metro and the City. The City has quite a bit of latitude and if and when that decision will be made, it will be a part of a separate process.

TESTIMONY IN OPPOSITION- None

Chairperson Hewitt closed the public hearing for this item and opened it up to comments from the Commissioners.

DELIBERATION AMONG COMMISSIONERS

Commissioner Vergun asked that when this reaches the City Commission, how it will look. Does the Planning Commission actually change what the Steering Committee submitted as the proposed plan, does the Planning Commission actions work as a separate item or addendum, or will the Planning Commission's recommendation be presented with the Steering Committee's report attached? He felt it is important that the City Commission have an idea of what the Steering Committee voted upon.

Chairperson Hewitt stated that it is his understanding that the Commission can clarify what they believe the meaning to be from what has been presented to them from the public, the Steering Committee meetings they attended, and any other information they have acquired; if warranted, changes should be made to the document under review. He does not believe this document will be viewed solely as a Steering Committee document. It will be a Comprehensive Plan Ancillary Document. However, the Planning Commission should not take anything away from the Steering Committee or any of the members. He believes that the changes the Commission has made so far have benefited the document to move forward.

Commissioner Vergun stated that there should be enormous deference given to the people most directly involved in building the document. On the other hand, the Planning Commission should recommend changes. The document should be a "living" document, something that has changed, and yet the original Steering Committee recommendation should be a part of the public record.

Commissioner Olson stated that she cannot vote on the ordinance, which includes Attachment #1, if they change what the Steering Committee has recommended without having the Commission's recommendation separate. She stated that the Commission's recommended changes to the Steering Committee's document should be made separately. The Steering Committee's document should be left intact as much as possible.

Chairperson Hewitt reiterated that he believes the City Commission has asked the Planning Commission to recommend to them one solid, polished document.

Commissioner Carter agreed with Chairperson Hewitt that they should send one clarified and technically correct document to the City Commission. She does not think that any member of the Steering Committee would object to the minor changes they have made to the document for clarification. They have not changed the intent of the document, only made it more technically correct.

Commissioner Vergun stated that the public, including the members of the Steering Committee, will have the opportunity to voice their opinion during the City Commission's public hearings.

Commissioner Olson asked staff if it is standard to change a document and not have it come as the original, or whether it is better to take the document to the City Commission with the changes separate. **Maggie Collins** replied that if "wholesale" changes were made and the context or meaning of the document is vastly different, it would not be appropriate to change the document. In this case, she feels that the recommendations the Commission is making are minimal, and staff will point out where the changes are proposed as part of the staff report.

Commissioner Olson then asked whether both documents, the original and the changes, will be submitted to the City Commission. **Maggie Collins** stated that yes, both the original and the changes will be included. If the Commission agrees that the list of changes are non-substantive and that on the other hand they are technical improvements to the document, then her recommendation would be to recommend one document and the staff will explain in the staff report what process took place to get from the original document to the now-melded document. **Commissioner Olson** asked if the Ordinance, which is going to Commission, would need to be changed to reflect the modifications the Planning Commission has made to the document. **Maggie Collins** replied that yes, the Ordinance would need to be modified depending on the action taken tonight.

Commissioner Vergun moved to recommend for approval the Oregon City Downtown Community Plan PZ 97-10 as modified by staff's recommended changes and as further modified by the following changes: page 11 should read, "No change in use, zoning, or plan designation will result from the adoption of Phase I of the Downtown Community Plan as an Ancillary Document to the Comprehensive Plan"; page 18 should read, "Open space is encouraged in the Clackamette Cove Area, Clackamette Park, the waterfront, and the Abernathy Creek Area"; the proposed ordinance recitals should be changed to reflect the Planning Commission's adopted motion; and goal number nine in Chapter P should read, "Within the Downtown Community Plan study area, proposed designations, including proposed open space designations, shall serve only as general guidelines for specific actions in Phase II of this planning process." **Commissioner Carter** seconded.


Ayes: Carter, Olson, Surratt, Vergun, Hewitt; Nays: None.

Chairperson Hewitt asked if there is any new business the public would like to address to the Planning Commission.

4. WORKSESSION: Continued Worksession on the Amendment to the Draft
Planned Unit Development Ordinance

**COMMISSION REPORT: CITY OF OREGON CITY
TO THE HONORABLE MAYOR AND COMMISSIONERS**

320 Warner Milne Road—(503) 657-0891

 INCORPORATED 1844	Agenda Item No. 3 4	Topic: Adoption Of The Oregon City Downtown Community Plan As An Ancillary Document To The Oregon City Comprehensive Plan -Second Reading Only
	Report No.: 00-002	
	Agenda Type: DISCUSSION/ACTION	
	Meeting Date: January 5, 2000	Public Hearing: <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Prepared By: Sidaro Sin	Reviewed By: M. Collins <i>MC</i>	Attachments: <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
		Approved By: B. Nakamura <i>BN</i>

RECOMMENDATION:

It is recommended that the City Commission approve the second reading for proposed Ordinance No. 99-1034, to become effective on February 4, 2000.

REASON FOR RECOMMENDATION:

The proposed Oregon City Downtown Community Plan is consistent with the Oregon City Comprehensive Plan and the Oregon Statewide Planning Goals.

BACKGROUND:

At its December 15, 1999, meeting, the City Commission conducted a public hearing on the Oregon City Downtown Community Plan. At the end of the public hearing, the City Commission approved by a 4 to 1 vote the first reading of proposed Ordinance No. 99-1034.

In addition, the City Commission concluded that the concerns brought forward by the City Commission, by the Planning Commission, and the letter put forward by the Chair of the Historic Review Board be taken into consideration as the planning moves forward into Phase II of the implementation process.

BUDGET IMPACT: FY(s): n/a Funding Source: n/a

Adopt



CITY OF OREGON CITY

INCORPORATED 1844

COMMISSION REPORT

FOR AGENDA

DATED
December 15, 1999

TO THE HONORABLE MAYOR AND COMMISSIONERS

Page 1 of 1

SUBJECT: Adoption Of The Oregon City Downtown Community Plan As An Ancillary Document To The Oregon City Comprehensive Plan (PZ 97-10)

Report No. 99-229

RECOMMENDATION:

City staff requests that the City Commission adopt by ordinance the following:

The Oregon City Downtown Community Plan as an ancillary document to the Oregon City Comprehensive Plan (Exhibit 1, Proposed Ordinance No. 99-1034).

REASON FOR RECOMMENDATION:

The Oregon City Downtown Community Plan is a first step in enhancing the historical heart of Oregon City. The vision describes a community that celebrates Oregon City's historic past while promoting a positive change for the future. The plan emphasizes the creation of pedestrian-friendly places, varied mixed use developments, new open space and civic amenities. It also strives to reestablish Oregon City's historical prominence by protecting and strengthening historic themes and features unique to Oregon City.

The Planning Commission found the proposed Downtown Community Plan to be consistent with applicable land use goals and policies as identified in the staff report (Exhibit 3). In addition, the Downtown Community Plan is in the best interest of Oregon City and will ensure that an appropriate balance of mixed uses, open space, housing and employment opportunities exist in the downtown area while preserving Oregon City's rich history.

BACKGROUND:

The Oregon City Planning Commission held a public hearing on the Oregon City Downtown Community Plan on November 8, 1999. Due to the amount of public testimony and additional information submitted, the Planning Commission concluded that additional time was required to fully review the information presented, and voted to continue the discussion and public hearing until its next regularly scheduled meeting on November 22, 1999.

At a duly noticed public hearing on November 22, 1999, the Planning Commission reviewed the additional public testimony. Based on a complete review of the oral and written testimony at the public hearings, the Planning Commission voted unanimously to recommend adoption of the Oregon City Downtown Community with minor revisions (the revisions are attached as Exhibit 2).

Staff recommends adoption of the revisions shown in Exhibit 2.

Attached for Commission review are the following documents: 1) Proposed Ordinance No. 99-1034 2) Planning Commission Recommendations 3) Oregon City Downtown Community Plan Staff Report, PZ 97-10 4) Draft excerpts of 11/8/99 and 11/22/99 Planning Commission Minutes.


BRIAN S. NAKAMURA
City Manager

ISSUED BY THE CITY MANAGER

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*first pdg.
only
2nd pdg.
1/5/2000*