



# CITY OF OREGON CITY PLANNING COMMISSION AGENDA

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Commission Chambers, Libke Public Safety Facility, 1234 Linn Ave, Oregon City  
Monday, November 14, 2022 at 7:00 PM

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This meeting will be held in person and online via Zoom; please contact [ocplanning@orc.org](mailto:ocplanning@orc.org) for the meeting link.

## CALL TO ORDER

## PUBLIC COMMENT

*Citizens are allowed up to 3 minutes to present information relevant to the Planning Commission but not listed as an item on the agenda. Prior to speaking, citizens shall complete a comment form and deliver it to the Chair/City Staff. The Commission does not generally engage in dialog with those making comments but may refer the issue to the City Staff. Complaints shall first be addressed at the department level prior to addressing the Commission.*

## PUBLIC HEARING

1. LEG22-00003 Amendment to adopt a new Comprehensive Plan, OC2040
2. Package #2 of Legislative File: GLUA 22-0002/LEG-22-0001- HB 2001 Housing Choice Code Update

## COMMUNICATIONS

## ADJOURNMENT

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### PUBLIC COMMENT GUIDELINES

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*Complete a Comment Card prior to the meeting and submit it to the City Recorder. When the Mayor/Chair calls your name, proceed to the speaker table, and state your name and city of residence into the microphone. Each speaker is given three (3) minutes to speak. To assist in tracking your speaking time, refer to the timer on the table.*

*As a general practice, the City Commission does not engage in discussion with those making comments. Electronic presentations are permitted but shall be delivered to the City Recorder 48 hours in advance of the meeting.*

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### ADA NOTICE

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*The location is ADA accessible. Hearing devices may be requested from the City Recorder prior to the meeting. Individuals requiring other assistance must make their request known 48 hours preceding the meeting by contacting the City Recorder's Office at 503-657-0891.*

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***Agenda Posted at City Hall, Pioneer Community Center, Library, City Website.***

***Video Streaming & Broadcasts: The meeting is streamed live on the Oregon City's website at [www.orcity.org](http://www.orcity.org) and available on demand following the meeting. The meeting can be viewed on Willamette Falls Television channel 28 for Oregon City area residents as a rebroadcast. Please contact WFMC at 503-650-0275 for a programming schedule.***



# CITY OF OREGON CITY

## Staff Report

625 Center Street  
Oregon City, OR 97045  
503-657-0891

**To:** Planning Commission **Agenda Date:** 11/14/2022  
**From:** Aquilla Hurd-Ravich, Community Development Director

### SUBJECT:

LEG22-00003 Amendment to adopt a new Comprehensive Plan, OC2040

### STAFF RECOMMENDATION:

Staff recommends the Planning Commission review the attached documents and make a recommendation of approval of LEG22-00003 to the Oregon City Commission.

### EXECUTIVE SUMMARY:

OC2040 replaces the current Oregon City Comprehensive Plan (adopted 2004) by adopting a new Comprehensive Plan. The Comprehensive Plan is a “living” document; as demographics, economics, and technologies change, so do the priorities and needs of the community. Oregon City has seen significant economic and demographic change in the past 15 to 20 years. This update is intended to reflect those changes and reset the policy framework to align with community values. The attached findings demonstrate how the OC2040 Comprehensive Plan update is consistent with the applicable criteria established for updating a comprehensive plan. Those criteria are found in Chapter 17.68 of the Oregon City Municipal Code.

### BACKGROUND:

#### Overview

The Comprehensive Plan is a planning document that directs all activities related to land use and the future of natural and man-made systems and services in Oregon City over the next 20 years. The Comprehensive Plan helps manage expected population and employment growth through a set of goals, policies and implementation measures that align with the community’s vision. City leaders use the Comprehensive Plan to coordinate public investments, establish the services a City provides, and make decisions about how and where land is developed.

All Oregon cities and counties are required to have a comprehensive plan that is consistent with Statewide Planning Goals. Once adopted, all of a City or County’s

community and area plans, zoning codes, permits, and public improvements are required to be consistent with the Comprehensive Plan.

Zoning and development code serve as the major implementation mechanism of the Comprehensive Plan. It is also implemented through area specific plans like the Thimble Creek Concept Plan and the South End Concept Plan and topic specific plans like the Transportation System Plan or the Sanitary Sewer Plan.

In addition to providing guidance to decision makers in areas of policy, the Comprehensive Plan is also used by public agencies, organizations, residents, businesses, and developers. The plan will periodically undergo a major review to reflect changing aspirations and values in the community. The last major update to Oregon City's Comprehensive Plan was done in 2004. More information can be found in the Introduction section of the draft plan.

### *Developing Goals and Policies*

The goals and policies are a direct expression of the community's desires, as captured in a vision statement. Oregon City adopted a vision statement in August 2021 that influenced the development of goals and policies. The vision statement and process can be found in the section OC2040 Vision.

Development of the OC2040 plan was a two-year process that began with a community visioning effort that engaged over 1,000 Oregon City community members. Between the fall of 2020 and summer of 2021, Oregon City residents and business owners participated in numerous outreach and engagement activities to help identify common values and priorities for Oregon City's future. Engagement activities included community conversations, online surveys, interactive poster displays, and a social media vision board. To guide the process and provide broad perspective and consistent feedback, a 30-member project advisory team (PAT) was convened to represent a diverse cross-section of community interests and areas of expertise.

To vet the draft goal and policy statements developed through this process, an online Comprehensive Plan Forum was open to the public for two months in early 2022. During that time, City staff also met with City Committees to review the draft goals and policies. This feedback shaped additional revisions and were then presented through a series of work sessions to Planning Commission and City Commission for further refinement and inclusion in the final document.

Goals and policies are official statements from the City Commission that provide standards for applying land-use plan designations to real property and making decisions about specific development. A goal is a general statement of a future condition towards which actions are aimed. Each goal can have one or more policies that are concise statements which provide a specific course of action. In implementation, each policy may lead to one or more action items, which is a statement of measurable activity or a more specific benchmark to be reached in pursuit of the policy.



### The OC2040 Comprehensive Plan Update

The OC2040 Comprehensive Plan is organized around four themes outlined in the vision statement:

- Healthy Community
- Diverse Economy
- Connected Infrastructure
- Protected Environment

Each theme constitutes a chapter of the OC2040 Comprehensive Plan. Each chapter covers a broad variety of interconnected topics, all while meeting the requirements of applicable statewide planning goals. A matrix is included that compares Comprehensive Plan chapters to the Statewide Planning Goals.

When developing goal and policy concepts, an iterative, open, and transparent process ensured community priorities were captured through four Comprehensive Plan Summits, online surveys, and multiple meetings with the Project Advisory Team (PAT) to review, vet and refine the concepts. New and revised goals and strategies were also supported through a review of the existing Comprehensive Plan goals and policies, review of best practices, and input from City staff. Feedback from PAT members was particularly important to development of draft goals and policies; they have been involved with this project for more than 16 months and represent a diverse set of community interests.

#### **OPTIONS:**

1. Recommend approval of LEG 22-0003 to the City Commission
2. Request additional information from staff and continue to the November 28, 2022 Planning Commission meeting.





# OREGON CITY

Planning Division and Public Works: Development Services

695 Warner Parrott Road | Oregon City OR 97045  
Ph (503) 722-3789 | Fax (503) 722-3880

## LEGISLATIVE STAFF REPORT AND RECOMMENDATION

*A preliminary analysis of the applicable approval criteria for a legislative proposal is enclosed within the following report.*

November 2, 2022

**HEARING DATE:** November 14, 2022 - Planning Commission

**FILE NUMBER:** LEG-22-00003

**APPLICATION TYPE:** Legislative (OCMC 17.50.170)

**APPLICANT:** City of Oregon City  
Aquilla Hurd-Ravich, Community Development Director

**REQUEST:** Adoption of OC2040 (an updated Comprehensive Plan for Oregon City)

**LOCATION(S):** Oregon City

### I. BACKGROUND:





File No. LEG-22-00003 replaces the current Oregon City Comprehensive Plan (adopted 2004) by adopting the OC2040 Comprehensive Plan. The Comprehensive Plan is a “living” document; as demographics, economics, and technologies change, so do the priorities and needs of the community. Oregon City has seen significant economic and demographic change in the past 15 to 20 years. This update is intended to reflect those changes and reset the policy framework to align with community values. This staff report will demonstrate how the OC2040 Comprehensive Plan update is consistent with the applicable criteria established for updating a comprehensive plan. Those criteria are found in Chapter 17.68 of the Oregon City Municipal Code.

OC2040 is a complete update of the city’s 2004 Comprehensive Plan and provides a land use policy framework to help guide city decision-making over the next 20 years. The OC2040 Comprehensive Plan

is organized differently than the 2004 plan. Whereas the current plan is organized by statewide planning goal, the OC2040 plan is organized around four key themes. Those themes are:

1. Healthy and Welcoming Communities
2. Diverse Economy
3. Connected Infrastructure
4. Protected Environment

Each theme constitutes a “chapter” of the OC2040 Comprehensive Plan. These chapters cover a broad variety of interconnected topics, all while meeting the requirements of applicable statewide planning goals. Because of the interconnected nature of the topics, some statewide planning goals apply across more than one theme. The table below shows how the new organization around the four themes corresponds with the applicable statewide planning goals. Goal 3 Agricultural Lands and Goal 4 Forest Lands are not applicable because Oregon City does not contain any designated lands under these two goals.

Vision Theme/ Comprehensive Plan Chapter	Statewide Planning Goals
 <b>HEALTHY AND WELCOMING COMMUNITY</b>	Goal 1: Citizen Involvement Goal 5: Scenic and Historic Resources (A)
 <b>DIVERSE ECONOMY</b>	Goal 2: Land Use Planning Goal 9: Economic Development Goal 10: Housing Goal 14: Urbanization
 <b>CONNECTED INFRASTRUCTURE</b>	Goal 11: Public Facilities and Services Goal 12: Transportation Goal 13: Energy Conservation (A)
 <b>PROTECTED ENVIRONMENT</b>	Goal 5: Natural Resources and Open Space (B) Goal 6: Air, Water and Land Resource Quality Goal 7: Natural Hazards Goal 8: Recreational Needs Goal 13: Energy Conservation (B) Goal 15: Willamette River Greenway

Each chapter in the OC2040 plan contains background information on the relevant topics along with a list of goals. Each goal has associated policies, and some have associated strategies.

## PROCESS

Adoption of the OC2040 plan is a legislative action that requires review and recommendation from the Planning Commission prior to adoption by the City Commission.

## Public Notice and Comments

This is a legislative action that requires public notice pursuant to OCMC 17.50.090.C. - *Notice of Public Hearing on a Legislative Proposal*. The Community Development Director provided the required Post Acknowledgement Plan Amendment (PAPA) notice to the Oregon Department of Land Conservation and Development (DLCD) on October 10, 2022. DLCD provided comments and those comments have been incorporated into the OC2040 document. Notice of the November 14, 2022 Planning Commission public hearing was provided to the Citizen Involvement Committee, Neighborhood Associations, and affected service districts, agencies and interested parties by mail and posted on the City website. Notice was also posted in the November Trail News, the city's virtual newsletter.

Public comments received prior to the date of publication of this staff report are available in the public comment summary exhibit.

## II. APPROVAL CRITERIA

The remainder of this staff report provides findings to demonstrate that the proposed Comprehensive Plan update is consistent with applicable approval criteria. Approval criteria for a Comprehensive Plan amendment are found in Chapter 17.68 of the Oregon City Municipal Code.

### Chapter 17.68 - Zoning Changes and Comprehensive Plan Amendments

#### 17.68.010 - Initiation of the amendment.

*A text amendment to the comprehensive plan, or an amendment to the zoning code or map or the Comprehensive Plan map, may be initiated by:*

- A. A resolution request by the City Commission;*
- B. An official proposal by the Planning Commission;*
- C. An application to the Planning Division; or.*
- D. A Legislative request by the Planning Division.*

*All requests for amendment or change in this title shall be referred to the Planning Commission.*

**Finding:** This amendment has been initiated through a legislative request by the Planning Division and has been referred to the Planning Commission for their recommendation to City Commission.

#### 17.68.015 –Procedures.

*Applications shall be reviewed pursuant to the procedures set forth in Chapter 17.50.*

#### 17.50.170 - Legislative hearing process.

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

#### *B. Planning Commission Review.*

- 1. Hearing Required. The planning commission shall hold at least one public hearing before recommending action on a legislative proposal. Any interested person may appear and provide*

written or oral testimony on the proposal at or prior to the hearing. The community development director shall notify the Oregon Department of Land Conservation and Development (DLCD) as required by the post-acknowledgment procedures of ORS 197.610 to 197.625, as applicable.

**C. City Commission Review.**

1. *City Commission Action.* Upon a recommendation from the planning commission on a legislative action, the city commission shall hold at least one public hearing on the proposal. Any interested person may provide written or oral testimony on the proposal at or prior to the hearing. At the conclusion of the hearing, the city commission may adopt, modify or reject the legislative proposal, or it may remand the matter to the planning commission for further consideration. If the decision is to adopt at least some form of the proposal, and thereby amend the city's land use regulations, comprehensive plan, official zoning maps or some component of any of these documents, the city commission decision shall be enacted as an ordinance.
2. *Notice of Final Decision.* Not later than five days following the city commission final decision, the community development director shall mail notice of the decision to DLCD in accordance with ORS 197.615(2).

**Finding: Complies as Proposed.** This legislative action is following the procedures found in OCMC 17.50.170.

**17.68.020 - Criteria.**

*The criteria for comprehensive plan amendment or text or map amendment in the zoning code are set forth as follows:*

- A. The proposal shall be consistent with the applicable goals and policies of the comprehensive plan;*

**Finding: Complies as Proposed.** This amendment will replace the existing Oregon City Comprehensive Plan in full, including all existing goals and policies. For that reason, these findings will focus just on process elements of the existing comprehensive plan to demonstrate that the update was conducted consistent with goals and policies related to community engagement. For other elements of the comprehensive plan, these findings will rely on demonstrating consistency with applicable Statewide Planning Goals, which provide the required framework for comprehensive plans. Those findings are located under 17.68.020.D.

**Section 1 Citizen Involvement**

*Goal 1.2 Community and Comprehensive Planning*

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

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

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

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

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

**Finding: Complies as Proposed.** Development of the OC2040 plan was a two-year process that began with a community visioning effort that engaged over 1,000 Oregon City community members. Between the fall of 2020 and summer of 2021, Oregon City residents and business owners participated in numerous outreach and engagement activities to help identify common values and priorities for Oregon City's future. Engagement activities included community conversations, online surveys, interactive poster displays, and a social media vision board. To guide the process and provide broad perspective and consistent feedback, a 30-member project advisory team (PAT) was convened to represent a diverse cross-section of community interests and areas of expertise.

Out of that visioning effort, a vision statement was developed around the four key themes listed previously. The City Commission adopted the OC2040 Vision in August 2021. From there, a second phase of community engagement was conducted to guide the project team in development of high-level goal statements with associated policies for each. With PAT guidance, broad outreach was conducted over the course of seven months to gather and identify ideas and priorities about each of the four themes. A series of virtual Comprehensive Plan Summits in fall of 2021 encouraged discussion around community priorities for the topics covered by each theme. A corresponding online survey provided an additional avenue for input. The PAT attended the summits and reviewed community feedback from the events and online survey to develop draft goal and policy statements. New and revised goals and policies were also supported through a review of the existing 2004 Comprehensive Plan, best practices, and input from City staff.

To vet the draft goal and policy statements developed through this process, an online Comprehensive Plan Forum was open to the public for two months in early 2022. During that time, City staff also met with City Committees to review the draft goals and policies. This feedback shaped additional revisions and were then presented through a series of work sessions to Planning Commission and City Commission for further refinement and inclusion in the final document.

## **Section 2: Land Use**

Section 2 of the existing Comprehensive Plan establishes the land use designations for all land within the city's boundary. Goal 2.7 states that the city will "Maintain the Oregon City Comprehensive Plan Land-Use Map as the official long-range planning guide for land-use development of the city by type, density and location."

**Finding: Complies as Proposed.** No changes to land use designations or the land use map are proposed as part of this update. This update replaces the goals and policies of the comprehensive plan but does not propose any adjustments to the existing pattern of land uses. Future amendments to the land use designations and/or the land use map may be initiated by the City Commission under a separate file.

*17.68.020 B. That public facilities and services (water, sewer, storm drainage, transportation, schools, police and fire protection) are presently capable of supporting the uses allowed by the zone or plan amendment, or can be made available prior to issuing a certificate of occupancy. Service shall be sufficient to support the range of uses and development allowed by the zone or plan amendment*

**Finding: Complies as Proposed.** The proposed comprehensive plan update does not include any changes to public facilities and services or their ability to continue to adequately serve Oregon City and its residents. No changes to land use designations or the land use map are proposed as part of this update. Public facilities and services are capable of supporting the uses allowed by this plan amendment.

*17.68.020 C. The land uses authorized by the proposal are consistent with the existing or planned function, capacity and level of service of the transportation system serving the proposed zoning district or plan amendment; and*

**Finding: Complies as Proposed.** No changes to land uses or land use designations are proposed as part of this amendment. In addition, no changes to the transportation system are proposed. Therefore, land uses authorized by the comprehensive plan are consistent with the existing and planned transportation system serving Oregon City.

*17.68.020 D. Statewide planning goals shall be addressed if the comprehensive plan does not contain specific policies or provisions which control the amendment.*

**Finding: Complies as Proposed.** As noted previously, this comprehensive plan update will be a full replacement of the existing comprehensive plan and its associated goals and policies. For that reason, findings to demonstrate consistency with applicable statewide planning goals are provided here.

***Statewide Planning Goal 1 Citizen Involvement.*** *To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.*

**Finding: Complies as Proposed.** As described previously, development of the OC2040 Comprehensive Plan was a two-year process that included many opportunities for public engagement throughout. Community feedback received through the visioning process, online surveys, and the Project Advisory Committee is reflected in the goals, policies, and strategies in the OC2040 plan. Further, the “Healthy and Welcoming Communities” chapter of OC2040 provides consistency with Goal 1. It includes an overview of the City’s community engagement framework along with goals, policies, and strategies for a community engagement program, including Chapter 1, Goal 1:

**Implement and maintain a community engagement program that provides broad and inclusive opportunities for all Oregon City community members to learn about and understand city government processes, including land use planning, and participate meaningfully in decisions that impact their communities.**

Under Goal 1 are policies related to supporting the Citizen Involvement Committee (Policy 1.1), seeking a diverse range of participants (Policy 1.2), working with community-based organizations (Policy 1.3), and using technology to enhance public involvement options (Policy 1.4). In addition, Chapter 1, Goal 4 calls for integrating diversity, equity, and inclusion best practices into City functions, including land use and associated public involvement programs.

***Statewide Planning Goal 2 Land Use.*** *To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.*

**Finding: Complies as Proposed.** The City has a land use planning process as part of its adopted municipal code, Title 17 Zoning. Chapters 17.50 Administration and Procedures and 17.68 Zoning Changes and Amendments establish the process and approval criteria for amending the comprehensive plan. That process is being followed for adoption of the OC2040 plan and the approval criteria are addressed in these findings. Further, the “Diverse Economy” chapter of OC2040 contains background information and goals, policies, and strategies to provide consistency with Goal 2. The City’s land use designations are



established and described in this chapter and goals and policies call for balanced land uses that provide for the community's needs, including Chapter 2, Goal 3 and Policy 3.3:

## GOAL 3

Guide growth and development in a manner that implements the City's 2040 Vision and maintains an urban growth boundary that supports and accommodates projected population and employment during the 20-year planning period.

**POLICY 3.3** Designate land uses in a manner that balances opportunities for housing and jobs and ensures development is consistent and compatible with the community's needs and resources.

In addition, the background information and goals, policies, and strategies contained throughout the OC2040 document provide the City with a factual basis and policy framework for land use decisions and actions. These goals and policies will be used by City decision-makers when evaluating land use programs and initiatives, as well as when reviewing quasi-judicial land use applications such as conditional use and zone change applications.

***Statewide Planning Goal 3 Agricultural Lands.*** To preserve and maintain agricultural lands.

**Finding: Not applicable.** There are no designated agricultural lands within Oregon City boundaries. Therefore, Goal 3 does not apply.

***Statewide Planning Goal 4 Forest Lands.*** To conserve forest lands by maintaining the forest land base...

**Finding: Not applicable.** There are no designated forest lands within Oregon City boundaries. Therefore, Goal 3 does not apply.

***Statewide Planning Goal 5 Natural Resources, Scenic and Historic Areas, and Open Spaces.*** To protect natural resources and conserve scenic and historic areas and open spaces.

**Finding: Complies as Proposed.** Consistency with Goal 5 is established in two places in the OC2040 document. First the "Healthy and Welcoming Communities" chapter provides background information about the City's historic and cultural resources. Chapter 1, Goal 2 calls for the City to "acknowledge, protect, enhance, and commemorate Oregon City's historic and cultural resources.". Policies and strategies under that goal highlight the Willamette and Clackamas Rivers as cultural resources (Policy 2.1), recognize the City's history of tribal presence (Policy 2.2), facilitate historic preservation programs (Policy 2.3), and provide for programs that link the community with its historic and cultural resources through education and recreation (Policy 2.5). Second, the "Protected Environment" chapter contains background information about natural resources in the City and how they are inventoried and protected through zoning overlays such as the Natural Resources Overlay District (Chapter 17.49 of the zoning code). Goals, policies, and strategies in this chapter call for a comprehensive system of parks, trails, and natural open spaces. Chapter 4, Goal 2 establishes a goal of conserving, protecting, and enhancing the function, health, and diversity of the City's natural resources and ecosystems. Policies under that goal relate to a climate action plan (Policy 2.1), sustainable development practices (Policy 2.2), recycling, urban tree canopy, water conservation, outdoor lighting, wildlife corridors, and more (Policies 2.3

through 2.9). Protection of the Willamette River Greenway is also highlighted in this chapter (Chapter 3, Goal 4).

***Statewide Planning Goal 6 Air, Water, and Land Resources Quality.*** *To maintain and improve the quality of the air, water and land resources of the state.*

**Finding: Complies as Proposed.** Similar to Goal 5, the OC2040 document addresses Goal 6 in the “Protected Environment” chapter (Chapter 4) and contains background information on air, water, and land resources. Goals and policies in this chapter that relate to Goal 6 include:

- Development of a climate action plan to reduce greenhouse gas emissions (Policy 2.1)
- Protection and enhancement of the urban tree canopy (Policy 2.4)
- Water conservation in the Willamette Basin (Policy 2.5)
- Support of programs to improve air quality (Policy 2.7)
- Protection of rivers and their tributaries (Policy 2.8)
- Protection of the Willamette River Greenway (Policies 4.1 through 4.5)

***Statewide Planning Goal 7 Areas Subject to Natural Hazards.*** *To protect people and property from natural hazards.*

**Finding: Complies as Proposed.** The OC2040 document addresses Goal 7 in the “Protected Environment” chapter (Chapter 4) and contains background information on natural hazards in Oregon City, including flooding, seismic activity, wildfires, and storms. Goal 3 in this chapter specifically calls for ensuring the “safety of residents and property by supporting plans, programs, and investments that minimize the impacts of future natural hazard events and aid in rapid response and recovery.” Policies and strategies under this goal highlight the need for public-private partnerships for resilience planning (Policy 3.1), restricting development in unsafe places (Policy 3.2), investing in infrastructure redundancies (Policy 3.3), and coordinating emergency communications systems (Policy 3.5).

***Statewide Planning Goal 8 Recreational Needs.*** *To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.*

**Finding: Complies as Proposed.** Recreational needs are addressed in the “Protected Environment” chapter of OC2040 (Chapter 4). Background information about parks and recreation is provided, along with goals, policies, and strategies to ensure that the recreational needs of the community are being met. Specifically, Goal 1 in this chapter is:

## GOAL 1

**Provide and maintain a comprehensive system of parks, trails, natural resource areas, and recreation amenities that is accessible to residents of all ages and abilities, enhances the environmental and aesthetic quality of the community, and encourages healthy living.**

Under that goal, policies and strategies call for parkland to serve current and projected populations using level of service standards (Policy 1.1), equitable distribution of parks and trails across the city (Policy 1.2), wayfinding signage to enhance connections (Policy 1.3), and reducing barriers to parks access (Policy 1.4).

**Statewide Planning Goal 9 Economic Development.** *To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.*

**Finding: Complies as Proposed.** Goal 9 is addressed in the “Diverse Economy” chapter of OC2040 (Chapter 2), which includes information about economic development strategies in Oregon City as well as goals, policies, and strategies around economic vitality. Goal and policy language includes:

- Opportunities for a variety of goods, services, and employment options (Goal 1)
- Regular updates to economic studies to guide strategy-building (Policy 1.1)
- Adequate land for employment uses (Policy 1.2)
- Retention and recruitment of local businesses (Policy 1.3)
- Fair and equitable opportunities to compete for city contracts (Policy 1.4)
- Promotion of tourism industry (Policy 1.6)
- Programs to support a healthy and balanced workforce (Policy 1.7)

**Statewide Planning Goal 10 Housing.** *To provide for the housing needs of citizens of the state.*

**Finding: Complies as Proposed.** Housing policy is provided in the “Diverse Economy” chapter (Chapter 2) of the proposed OC2040 plan. This chapter includes an overview of housing conditions in Oregon City, summarizes findings from the most recently adopted (2021) housing needs analysis, and highlights the City’s compliance with House Bill 2001. OC2040 Goal 2 states that the city will “Provide housing options, including both rental and ownership opportunities, that are attainable for the full range of Oregon City households.” Policies and strategies under that goal establish that the city will plan for housing supply to implement findings from the housing needs analysis (Policy 2.1), ensure appropriate zoning for housing provision (Policy 2.2), support development of regulated affordable housing (Policy 2.5), and support opportunities for transit-oriented developments (Policy 2.4). This includes density increases for affordable housing and exploring options for variable system development charges and other incentives to support middle housing development (Strategies 2.5.C and 2.5.D). Goal 4 in Chapter 2 also contains policies and strategies related to energy-efficient building design (Policy 4.2), integrating infill development with existing neighborhoods (Policy 4.1), and providing comfortable and attractive public spaces throughout the city (Policy 4.3).

**Statewide Planning Goal 11 Public Facilities and Services.** *To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.*

**Finding: Complies as Proposed.** The “Connected Infrastructure” chapter (Chapter 3) of OC2040 provides the policy framework for public facilities and services, including an overview of existing facilities and services provided by the city and a summary of facility master plans, public works standards, and funding mechanisms. Goal 2 in this chapter states:

## GOAL 2

Ensure public utilities and infrastructure are maintained and improved to adequately serve all existing areas of Oregon City and can be extended to serve newly developing areas in a logical and fiscally responsible manner.

Policies and strategies under this goal call for regular updates to facility master plans (Policy 2.1), adjustments to system development charges (Policy 2.2), equitable investment in public infrastructure (Policy 2.3), and climate resiliency approaches to facility planning (Policy 2.4), among others.

***Statewide Planning Goal 12 Transportation.*** *To provide and encourage a safe, convenient and economic transportation system.*

**Finding: Complies as Proposed.** Transportation is addressed in the “Connected Infrastructure” chapter of OC2040. This chapter (Chapter 3) establishes the 2013 Transportation System Plan as the primary guide for development and management of the city’s transportation facilities. It also references additional documents that have been added to the TSP, including corridor plans and trail plans. Reference to the 2017 Transportation Demand Management Plan is also provided in this chapter. Chapter 3, Goal 1 calls for “a safe, comfortable, and accessible transportation network that serves all modes of travel, including non-motorized modes.” Under that goal, policies and strategies emphasize the need to plan for multimodal connectivity in Oregon City (Policy 1.1), reduce the city’s carbon footprint (Policy 1.2), promote safety through street design (Policy 1.3), and ensure equitable transportation investments across neighborhoods (Policy 1.4).

***Statewide Planning Goal 13 Energy.*** *To conserve energy.*

**Finding: Complies as Proposed.** Goal 13 is addressed through the policy framework provided in the “Protected Environment” chapter of OC2040. This chapter (Chapter 4) contains a number of goals, policies, and strategies intended to promote and enhance energy conservation in the city, including:

- Adoption of a climate action plan (Policy 2.1)
- Enhanced efforts to increase re-use and recycling (Policy 2.3)
- Protection of the urban tree canopy (Policy 2.4)
- Protection of natural resource areas (Goal 2)
- Water conservation approaches (Policy 2.5)
- Strategies to encourage energy-efficient lighting (Policy 2.6)
- Sustainable building design approaches (Policy 2.2)

***Statewide Planning Goal 14 Urbanization.*** *To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.*

**Finding: Complies as Proposed.** The “Diverse Economy” chapter of OC2040 (Chapter 2) addresses urbanization and includes background information related to recent housing needs analyses, economic development strategies, and urban growth boundary expansions that were done consistent with Title 11 of Metro’s Urban Growth Management Functional Plan. It also references the Urban Growth Management Agreement between Oregon City and Clackamas County, which serves as a guide to extension of public services to urbanizing areas. Goal 3 in Chapter 2 calls for “growth and development in a manner that implements the City’s 2040 Vision and maintains an urban growth boundary that supports and accommodates projected population and employment during the 20-year planning period.” Policies and strategies under that goal relate to efficient use of land and infrastructure (Policy 3.1), more compact, walkable neighborhoods (Policy 3.2), and balanced land uses to provide for housing and employment (Policy 3.3). Policy 3.4 specifically establishes the Comprehensive Plan land use map as

the long-range planning guide for development in the city and lists the 11 land use classifications that may be applied.

**Statewide Planning 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.*

**Finding: Complies as Proposed.** Goal 15 is addressed in the “Protected Environment” chapter (Chapter 4) of OC2040, which describes the Willamette River as a major waterway of regional significance that brings aesthetic, recreational, and economic benefits to Oregon City. It references the statewide Willamette River Greenway protection plan (adopted in 1973) and the implementing section of Oregon City zoning, Chapter 17.48 Willamette River Greenway Overlay District. Goal 4 in this chapter specifically calls for ensuring the “economic and environmental health of the Willamette River Greenway as a key feature of Oregon City and the broader region.” Policies and strategies highlight protection of significant fish and wildlife habitat (Policy 4.1), preservation of scenic views (Policy 4.2), provision of access to the river (Policy 4.3), and protecting parks and recreation areas along the river consistent with the Oregon City Park and Recreation Master Plan (Policy 4.5).

#### **Statewide Planning Goals 16 through 19.**

**Finding: Not applicable.** Goals 16 through 19 are related to coastal/ocean resources and are therefore not applicable in Oregon City.

#### **Chapter 17.50 Administration and Procedures**

##### **17.50.050 – Pre-application conference.**

*A. Pre-application Conference. Prior to a Type II – IV or Legislative application, excluding Historic Review, being deemed complete, the applicant shall schedule and attend a pre-application conference with City staff to discuss the proposal, unless waived by the Community Development Director. The purpose of the pre-application conference is to provide an opportunity for staff to provide the applicant with information on the likely impacts, limitations, requirements, approval standards, fees and other information that may affect the proposal.*

- 1. To schedule a pre-application conference, the applicant shall contact the Planning Division, submit the required materials, and pay the appropriate conference fee.*
- 2. At a minimum, an applicant should submit a short narrative describing the proposal and a proposed site plan, drawn to a scale acceptable to the City, which identifies the proposed land uses, traffic circulation, and public rights-of-way and all other required plans.*
- 3. The Planning Division shall provide the applicant(s) with the identity and contact persons for all affected neighborhood associations as well as a written summary of the pre-application conference.*

*B. A pre-application conference shall be valid for a period of six months from the date it is held. If no application is filed within six months of the conference or meeting, the applicant shall schedule and attend another conference before the City will accept a permit application. The Community Development Director may waive the pre-application requirement if, in the Director's opinion, the development has not changed significantly and the applicable municipal code or standards have not*

*been significantly amended. In no case shall a pre-application conference be valid for more than one year.*

*C. Notwithstanding any representations by City staff at a pre-application conference, staff is not authorized to waive any requirements of this code, and any omission or failure by staff to recite to an applicant all relevant applicable land use requirements shall not constitute a waiver by the City of any standard or requirement.*

**Finding:** The required pre-application conference meeting was held on November 1, 2022 under pre-application number 22-58.

#### *17.50.055 - Neighborhood association meeting.*

*Neighborhood Association Meeting. The purpose of the meeting with the recognized neighborhood association is to inform the affected neighborhood association about the proposed development and to receive the preliminary responses and suggestions from the neighborhood association and the member residents.*

- A. Applicants applying for annexations, zone change, comprehensive plan amendments, conditional use, Planning Commission variances, subdivision, or site plan and design review (excluding minor site plan and design review), general development master plans or detailed development plans applications shall schedule and attend a meeting with the City-recognized neighborhood association in whose territory the application is proposed no earlier than one year prior to the date of application. Although not required for other projects than those identified above, a meeting with the neighborhood association is highly recommended.*
- B. The applicant shall request via email or regular mail a request to meet with the neighborhood association chair where the proposed development is located. The notice shall describe the proposed project. A copy of this notice shall also be provided to the chair of the Citizen Involvement Committee.*
- C. A meeting shall be scheduled within thirty days of the date that the notice is sent. A meeting may be scheduled later than thirty days if by mutual agreement of the applicant and the neighborhood association. If the neighborhood association does not want to, or cannot meet within thirty days, the applicant shall host a meeting inviting the neighborhood association, Citizen Involvement Committee, and all property owners within three hundred feet to attend. This meeting shall not begin before six p.m. on a weekday or may be held on a weekend and shall occur within the neighborhood association boundaries or at a City facility.*
- D. If the neighborhood association is not currently recognized by the City, is inactive, or does not exist, the applicant shall request a meeting with the Citizen Involvement Committee.*
- E. To show compliance with this section, the applicant shall submit a copy of the email or mail notice to the neighborhood association and CIC chair, a sign-in sheet of meeting attendees, and a summary of issues discussed at the meeting. If the applicant held a separately noticed meeting, the applicant shall submit a copy of the meeting flyer, postcard or other correspondence used, and a summary of issues discussed at the meeting and submittal of these materials shall be required for a complete application.*

**Finding: Complies as proposed.** Legislative Files are reviewed by the Citizen Involvement Committee. This project has met with the CIC on various occasions over the course of the project, the latest being

March 2, 2022. Staff presented the final adoption draft Comprehensive Plan to the Citizen Involvement Committee on November 7, 2022.

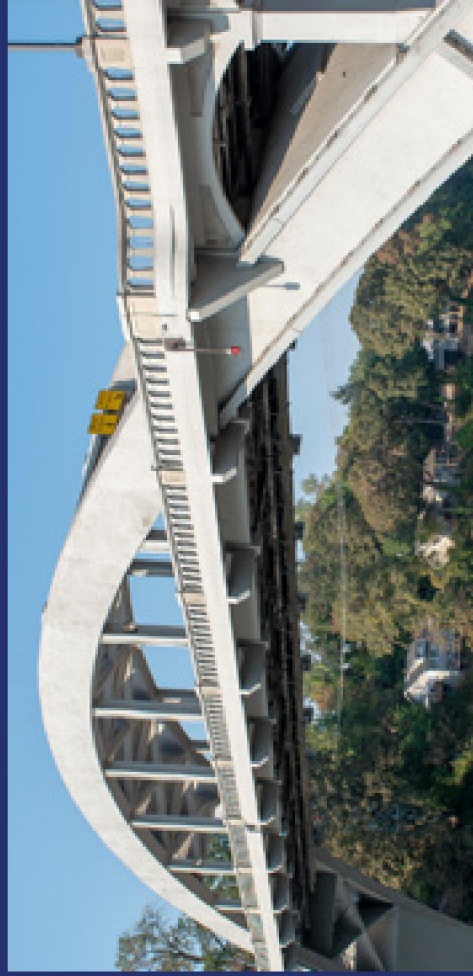
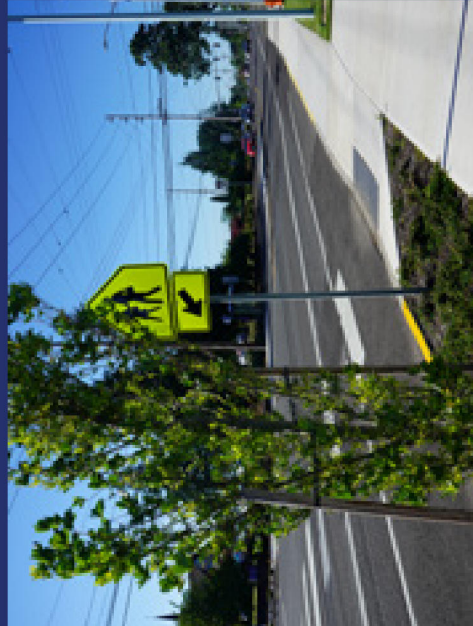
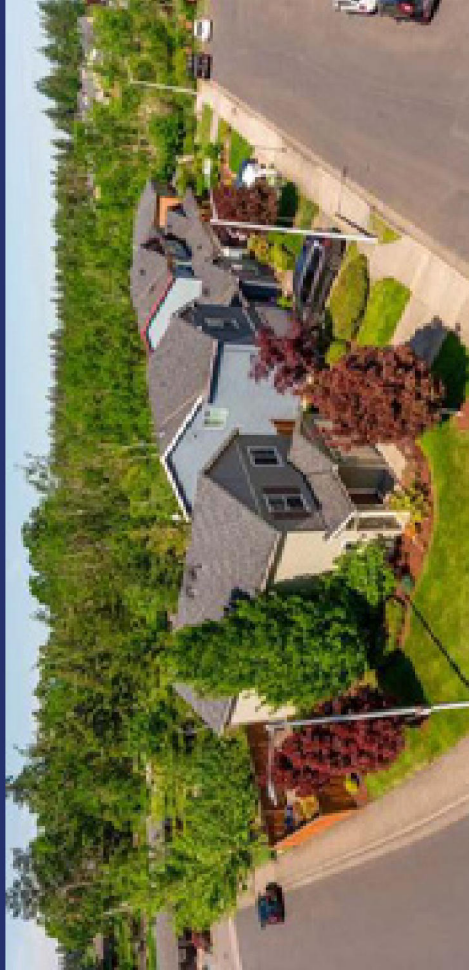
### **III. RECOMMENDATION**

Based on the findings in this report, staff recommends approval of file LEG-22-0003. If the Planning Commission recommends approval to the City Commission, staff will prepare an Ordinance for consideration by the City Commission to adopt the proposed plan.

### **IV. EXHIBITS**

1. OC2040 Comprehensive Plan





# OREGON CITY 2040 COMPREHENSIVE PLAN



# LETTER FROM THE MAYOR

On behalf of the Oregon City Commission, it is a great pleasure to present Oregon City's OC 2040 Comprehensive Plan. The last time the city's plan was completely updated was in 2004. Oregon City was a very different place. The population was 28,000 and today it is about 38,000. We have been discovered!

This document is the collective work of over 1,000 citizens over a period of two years. Those comments, opinions, and thoughts were reviewed by the Project Advisory Team (PAT) who helped create a shared vision that supports all of our community members and equitability reflects our aspirations and supports our needs. The PAT was comprised of a large and diverse group of volunteers who helped craft a road map for our future. The creation of this OC 2040 vision and plan was about listening more than talking. It was about respecting and learning from our differences and diversity.

Our current community and our future community does and will support our "Hometown Feel", and heritage. We will continue to be a place that is safe and connected; where all types of families are welcome; where family-wage jobs and a variety of housing types/options are available; where people can walk to parks; where the environment is protected; and where businesses thrive.



We look forward to working with you to ensure Oregon City continues to be a great place to live, work, play, and visit for everyone.

Handwritten signature of Denyse C. McGriff in blue ink.

Our best regards,

Denyse C. McGriff, Mayor

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# INTRODUCTION

## What is a Comprehensive Plan?

The Comprehensive Plan is a planning document that directs all activities related to land use and the future of natural and man-made systems and services in Oregon City over the next 20 years. The Comprehensive Plan helps manage expected population and employment growth through a set of goals, policies and implementation measures that align with the community's vision. This framework of goals and policies is rooted in a factual basis that helps inform other critical planning documents and implementing tools that serve as a coordinated, overarching strategy for the community. City leaders use the Comprehensive

Plan to coordinate public investments and make decisions about how and where land is developed. Land use planning regulations and procedures connect the aspirations set forth in the vision and goal statements of a Comprehensive Plan to the administrative review process for development applications. This is the mechanism for translating a community's vision through land use planning operations. These procedures establish mechanisms for ensuring consistency between the goals and policies of the Comprehensive Plan with the development code, capital improvement plans, and infrastructure plans, among others.

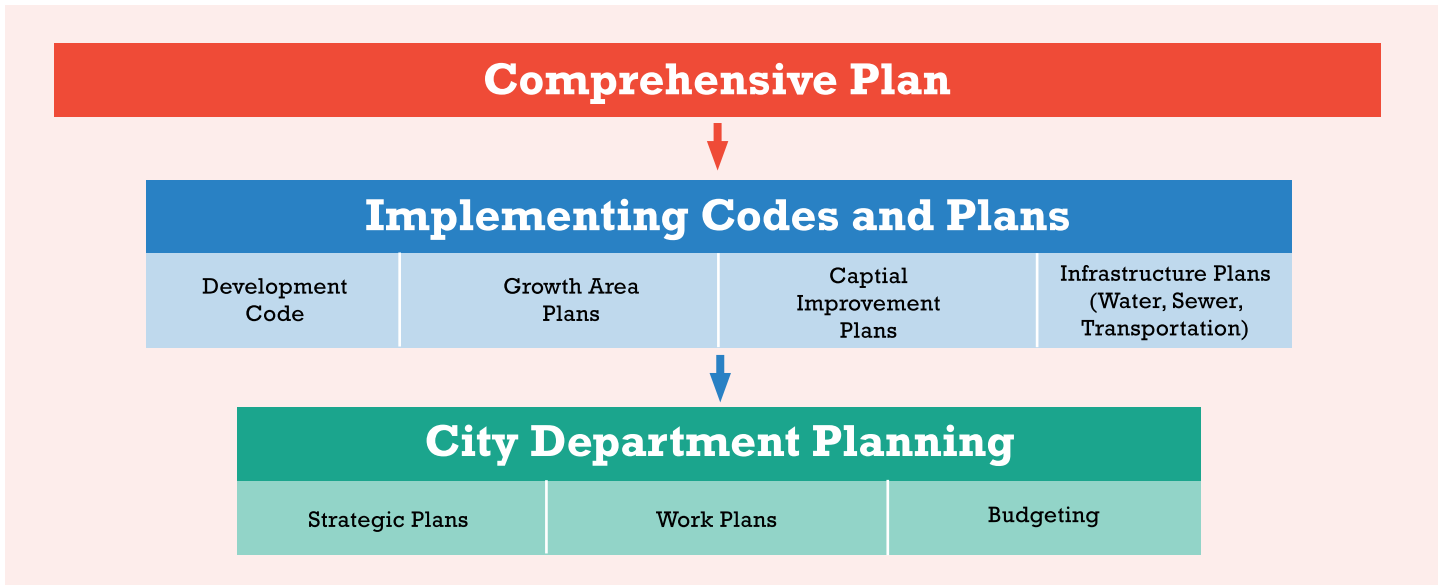


## A Brief Overview of Oregon's Land Use Planning Requirements

Comprehensive planning in Oregon was mandated by the 1973 Legislature with the adoption of Senate Bill 100 (ORS Chapter 197). Under this Act, the Land Conservation and Development Commission (LCDC) was created and directed to adopt Statewide Planning Goals and Guidelines. These Goals and Guidelines were adopted by LCDC in December 1974 and became effective January 1, 1975.

To date, Oregon has adopted nineteen Statewide Planning Goals, and all Oregon cities and counties are required to have a Comprehensive Plan that is consistent with these Goals. Statewide Planning Goals include topics such as land use planning, citizen

involvement, housing supply, economic development, transportation systems, natural resources management, recreation, and more. Each Statewide Planning Goal includes a set of guidelines that, in conjunction with community priorities, help direct the content within Comprehensive Plans. Once adopted, all of a City or County's community and area plans, zoning codes, permits, and public improvements are required be consistent with the Comprehensive Plan. This structure ensures that cities and counties implement the State's policy goals first through the Comprehensive Plan, and then by more detailed supporting and implementing documents.



## How are Comprehensive Plans used?

Zoning and development code serves as the major implementation mechanism of the Comprehensive Plan. LCDC Goals and Guidelines require “ordinances controlling the use and construction on the land, such as building codes, sign ordinances, subdivision and zoning ordinances” be adopted to carry out the Plan. Oregon City’s zoning map shows the type, location and density of land development and redevelopment permitted and may be updated to reflect the framework established by the Comprehensive Plan. The Comprehensive Plan is also implemented through area-specific and topic-specific plans, which guide public investments. Area specific planning efforts take place for a smaller part of the city, like a district or neighborhood, such as the Thimble Creek Concept Plan and the South End Concept Plan. Oregon City also adopts plans that are topic or infrastructure-specific, such as Transportation, Sanitary Sewer, and Water Master Plans. These plans contain many components, such as background information, assessment of existing conditions or system deficiencies, overarching goals or evaluation criteria, potential capital improvement projects, as well as strategies, code amendments, and land use or zoning map changes. These plans should follow the ethos of the Comprehensive Plan and should not contradict its goals. The components of area-specific or topic-specific plans either can be adopted by ordinance or resolution. They can also result

in an amendment to the Comprehensive Plan or its implementation tools to ensure they stay current over time. Area or topic-specific plans direct the work of a City’s departments, like Planning, Public Works and Parks and Recreation, through action plans and departmental budgeting.

### Thirteen of the nineteen Statewide Planning Goals apply to Oregon City. These include:

- Goal 1: Citizen Involvement
- Goal 2: Land Use Planning
- Goal 5: Natural Resources, Scenic and Historic Areas, And Open Spaces
- Goal 6: Air, Water, And Land Resource Quality
- Goal 7: Areas Subject to Natural Hazards
- Goal 8: Recreational Needs
- Goal 9: Economic Development
- Goal 10: Housing
- Goal 11: Public Facilities
- Goal 12: Transportation
- Goal 13: Energy Conservation
- Goal 14: Urbanization
- Goal 15: Willamette River Greenway



### All community members may use the Plan to:

- Support or advocate for specific programs in the City's work plan;
- Review and comment on proposed land use projects, infrastructure improvements, and public service provisions;
- Learn about planning topics, issues, and trends in Oregon City, as well as specific land use designations for their property and neighborhood; and
- Inform development of applications for grants or other funding.

## Who uses the Comprehensive Plan?

In addition to its use by City Commission, appointed commissions, committees, boards, and City staff, a Comprehensive Plan should be designed to be used by individuals and groups, including public agencies, organizations, residents, businesses, and developers.

- **Public Agencies:** The State of Oregon and Metro may refer to the Comprehensive Plan when determining the consistency of a supporting document or development project. Service coordination partners, such as Clackamas County or the Oregon City School District, may also use the plan to determine whether a proposed requirement, project, or program is consistent with the Plan.
- **Organizations:** The Comprehensive Plan includes goals and strategies to address a variety of community needs. Private and nonprofit organizations may refer to the Comprehensive Plan to learn more about the City's planned actions and investments supporting their mission and may identify opportunities to collaborate for more effective efforts.

### • Community Members:

- o *Property Owners.* The Comprehensive Plan describes the land use changes that may affect the form and character of neighborhoods, the strategies for attracting businesses that provide jobs and needed goods and services, and plans for infrastructure improvements that support existing residents and allow for future growth.
- o *Businesses.* The Comprehensive Plan includes the policies for guiding investments the City will make to support businesses and indicates where and how these investments will be made. Businesses may also refer to the Comprehensive Plan Map to determine how policy or land use changes may shape the business environment in an area.
- o *Developers.* Since the Comprehensive Plan guides where and how development may take place, developers may use the Comprehensive Plan to determine the land use designations for particular sites or areas. Certain projects are required to demonstrate consistency with Comprehensive Plan goals and policies. The Plan also contains or references background information that could inform a development application or the development process.



## Elements of a Comprehensive Plan

In addition to goals and strategies for a broad range of topics, Comprehensive Plans are required to include other components. This includes technical analyses and background research to help set the policy framework, as well as implementing plans that provide detailed guidance for specific systems and geographies. While these analyses and background documents are generally incorporated in a Comprehensive Plan by reference, they provide a foundation for the development of goals and policies.

In addition to referencing a factual basis and establishing goals and policies, a Comprehensive Plan also includes a Comprehensive Plan map that spatially designates residential, employment, and mixed-use development and resource lands in a way that best implements the goals and policies included in the Comprehensive Plan.

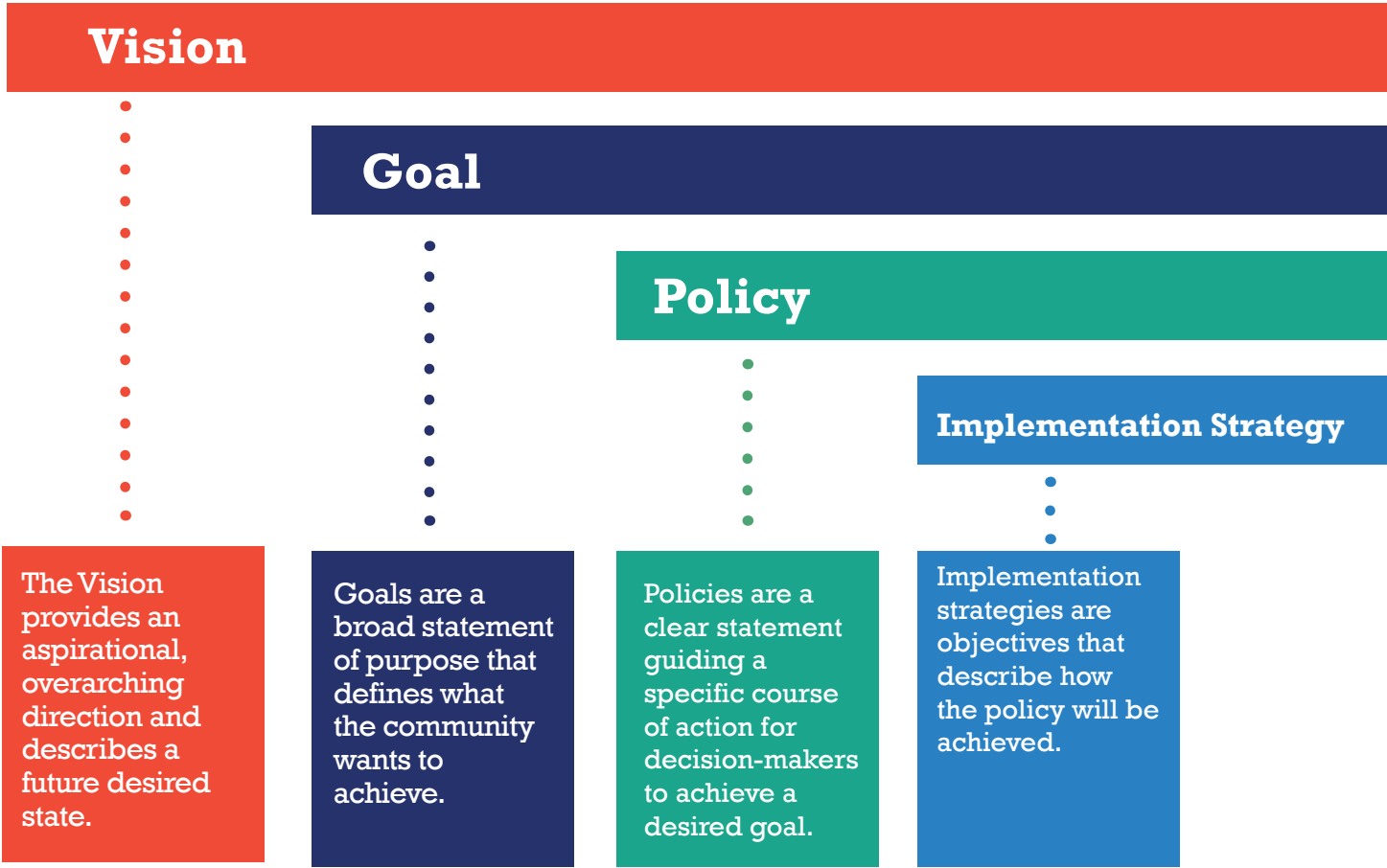
In terms of document organization, some communities prepare Comprehensive Plans that follow the order and title of the statewide planning goals, whereas other communities organize the document by broader topics relevant to their community.

## Developing Goals and Policies

The heart of the Comprehensive Plan is the community's vision for the future. The goals and policies are a direct expression of the desires of the community, as captured in a vision statement, and are organized in a nested hierarchy.

Goals and policies are official statements from the City Commission that provide standards for applying land-use plan designations to real property and making decisions about specific development. A goal is a general statement of a future condition towards which actions are aimed. Each goal can have one or more policies, which are concise statements that provide a specific course of action. In implementation, each policy may lead to one or more implementation strategies, which is a statement of measurable activity or a more specific benchmark to be reached in pursuit of the policy. Implementation strategies can be included in Comprehensive Plans but are also established separately as part of a departmental action plan.

**Because the Comprehensive Plan directs land use by law, there is no hierarchy implied in the order of the sections and none of the goals or policies has priority except as stated in particular policies. When used to make decisions, all relevant goals and policies must be accounted for and considered.**



Why are we updating our plan now?

The Comprehensive Plan is a living document. As demographics, economics and technology change, so do the attitudes and aspirations of the community. The Plan will periodically undergo a major review as required by state law to assure it remains a relevant and workable framework for growth and development. If rapidly changing conditions warrant reconsideration of the Plan’s Goals and Policies every 10 years (generally), modifications may be initiated by the City Commission or Planning Commission. Any citizen or group may request the Council or Commission initiate a Plan amendment,

but formal direction for study may only come from these official bodies.

Not all Comprehensive Plan updates begin with a community-wide visioning process. However, communities like Oregon City that have seen significant economic and demographic change over a 15-20 year period will often initiate a broad community engagement effort to establish a new vision for the future, understand community priorities and reset the policy framework of the Comprehensive Plan.



# OC2040 Vision

*The OC2040 process engaged over a thousand Oregon City community members to understand what makes Oregon City special and what we want to see in the future.*



## Developing the OC2040 Vision

Between Fall 2020 and Summer 2021, Oregon City residents and business owners participated in numerous outreach and engagement activities around the OC2040 process. This included community conversations, an online survey, interactive poster displays around town, and a social media vision board. Paper copies of the online survey were available in apartment complexes around Oregon City, along with gift card incentives to local businesses for participants who completed surveys. All the engagement activities prompted participants to share what they love about Oregon City today and what they want to see in the future. Over a thousand community members engaged in the OC2040 process through these outreach activities.

Approximately 30 groups, clubs, committees and/or organizations met to discuss the future of Oregon City through community conversations, including:

- Three Rivers Art Guild (TRAG)
- Oregon City Farmers' Market Board
- Oregon City Business Alliance Board
- Abernethy Center employees
- The Fowler Family (3 generations of Oregon City residents)
- Building Blocks 4 Kids
- Elyville (formally Barclay Hills) Neighborhood Association
- Homeless Solutions Coalition of Clackamas County
- Oregon City Planning Commission
- Oregon City Parks and Recreation Advisory Committee
- Oregon City Historic Review Board
- Friends of the Ermatinger
- Downtown Oregon City Association
- Oregon City Development Stakeholder Group
- Park Place Neighborhood Association Transportation Committee
- Park Place Neighborhood Association Steering Committee
- River Crest Memory Care
- OCHS Student Council
- Oregon City Neighborhood Association Officers
- Natural Resources Committee
- CCC Associated Student Government Meeting 1
- CCC Associated Student Government Meeting 2
- Rivercrest Neighborhood - Elderly Residents
- Black Lives Matter Rally
- Unite Oregon City
- CCC Multicultural Center / International Students
- Oregon City Optimists Club
- Oregon City Parks Foundation
- Apartment Complex – rental units
- Village at the Falls



To guide the OC2040 Vision and Comprehensive Plan, a 30-member Project Advisory Team (PAT) was convened to represent a broad cross-section of community interests and areas of expertise. As a large and diverse body of appointed volunteers, the PAT was instrumental in guiding engagement efforts, reviewing community input, crafting the vision statement and the goals and policies of the new Comprehensive Plan. The PAT guided all work products and acted as liaisons to specific constituencies and interest groups to champion the OC2040 process.

## Project Advisory Team:

Members of the Project Advisory Team included the following representatives and/or community advocates:

- Advocate for Persons with Physical Disabilities
- Clackamas Community College
- Rental Housing / Public Assistance
- Active Transportation / Bicycle / Pedestrian
- Alternative Housing Developer
- City Commission
- Planning Commission
- Latinx / Hispanic Business Association / Chamber of Commerce
- Russian Speaking Business or Representative
- Elderly / Aging in Place Advocate
- Confederated Tribes of Grande Ronde
- Youth Representative
- Oregon City Citizen Involvement Committee (CIC)
- Oregon City Historic Review Board (HRB)
- Oregon City Natural Resources Committee (NRC)
- Oregon City Parks and Recreation Advisory Committee (PRAC)
- Oregon City Transportation Advisory Committee
- Residential Developer / Home Builders Association / Realtor
- Large Employer
- Small Employer
- Downtown Oregon City Association (DOCA)
- Faith Based / Youth Pastor / LGBTQ / Latinx
- At Large Community Member
- LGBTQ+ Advocate
- Advocate for Persons with Mental Disabilities
- Homeless Community Advocate
- Community Health Advocate
- African American / Homebuilder
- Asian American / Pacific Island Community

Feedback from all outreach activities was compiled, reviewed and coded for key themes, topics and ideas. With this input, the Project Advisory Team (PAT) drafted a Community Vision Statement around four (4) overarching themes: Healthy and Welcoming Community, Diverse Economy, Connected Infrastructure, and Protected Environment.

Upon completion of a draft vision statement, an online Community Vision Forum was launched, available in both English and Spanish. The Forum provided an opportunity to learn about the OC2040 project, review key themes from all the engagement efforts to date, and comment on the draft OC2040 Vision Statement.

Overall, there was a high level of support for each of the four vision statement themes, with over 80-90% of respondents indicating that they “loved” or “liked most of” the vision statement. Feedback from the Community Vision Forum and the PAT guided additional revisions to the OC2040 Vision Statement.

In August 2021, City Commission adopted the final OC2040 Vision, crafted from months of broad outreach and engagement with residents and business owners. The four key themes that emerged from community outreach and became the organizing principles of the Vision Statement also serve as the framework for the Comprehensive Plan.

## The Role of Equity in the Context of Planning:

A key objective of the process was to frame the OC2040 Comprehensive Plan through an equity lens. The engagement process was designed to engage community members early and often using a variety of means, and to lift up the voices of underrepresented populations, such as communities of color, those living in subsidized housing, and the homeless, so as to better understand how to support all our community members. Key objectives of the community engagement process included:

- Developing a robust and equitable community outreach program.
- Providing timely, transparent, and accurate information.
- Ensuring a representative cross-section of Oregon City residents, businesses, and partners.
- Consulting the community in policy updates.
- Ensuring community members understand how decisions are made, feel their concerns are heard, and know how their feedback influenced decisions.
- Conducting outreach in a culturally and linguistically appropriate manner, using methods and locations that are safe and familiar.
- Employing accessible and appropriate tools and technologies.

An equity lens was also applied when developing the goals and strategies of the Comprehensive Plan, helping address two key attributes that mark the term:

**Disproportionality:** When the outcomes of a project or plan create or amplify disparities in only part of community, the disproportionate impacts can lead to further social and economic impairment of some groups while others receive the full benefit of the effort.

**Institutionalized:** Inequity is often embedded in methodologies that justify systemic strategies, and ignore negative outcomes and disproportionate impacts.





# OC2040 Vision Statement

The OC2040 process engaged over a thousand Oregon City community members to understand what makes Oregon City special and what we want to see in the future. In August 2021, City Commission adopted the OC2040 Vision, crafted from months of broad outreach and engagement with residents and business owners.

The Vision Statement is organized around four key themes that emerged from community outreach, and these themes serve as the framework for the new OC2040 Comprehensive Plan.



## Healthy and Welcoming Community

By 2040, Oregon City is a place of vitality, support, and opportunity. As the ancestral homelands of many Native American Tribes, and the location of the “End of the Oregon Trail,” Oregon City lives and breathes its rich and varied history. Oregon City honors its past and looks to the future through education, art, cultural programming and the preservation of our National Register Historic District and local Conservation District. Residents have access to quality education, and partners such as Oregon City School District and Clackamas Community College engage community members of all ages in lifelong learning. This culture of learning leads to engaged residents and a diverse, equitable and inclusive community. People from historically disadvantaged communities have equitable access to quality-of-life services that are essential for health, livability and economic advancement. Police, fire and medical services help neighbors feel safe and connect residents to services that promote health and well-being. Oregon City is a city of welcoming neighborhoods, both new and historic, that foster community, connect to nature and are grounded in a strong sense of place.

## Diverse Economy



By 2040, Oregon City's economy is vibrant, diversified, and resilient. Oregon City is a thriving town where residents live, work and play while having access to the amenities of the greater metro region. A robust economy creates upward mobility and living-wage jobs. Businesses of all sizes flourish in a progressive environment, and thriving commercial and industrial districts are enhanced by partnerships with educational institutions. A strong tourism industry celebrates the Willamette Falls and Landings Heritage Area and provides economic opportunities for the community. Visitors come to Oregon City to experience the town's historic and cultural attractions, and enjoy community events, the lively downtown and local dining and shopping throughout the City. Good jobs are balanced with a variety of diverse housing choices that ensures residents have more options to remain in their neighborhoods and be near family, friends, caregivers, and services. Affordable childcare and youth opportunities allow children growing up in Oregon City to stay and thrive. Residents can age in place and meet their housing needs through different stages of life, and our houseless neighbors find shelter, services and jobs in a strong and supportive economy.

## Connected Infrastructure



By 2040, Oregon City residents are connected physically and digitally. In the same way the Municipal Elevator ties neighborhoods together within the city, Oregon City connects people to places through a network of safe and convenient streets, sidewalks, bike paths and multi-use trails. Public transit facilities bring residents and visitors to their destinations efficiently, and community members of all ages and abilities can walk, bike and roll safely between school, work, play and home. A culture of equity, coordination, thoughtful planning and fiscal responsibility guide growth and development while preserving our small-town feel. Infrastructure and utilities such as water, sewer and stormwater are maintained and improved in established neighborhoods and strategically planned in developing areas. Access to state-of-the-art communication infrastructure closes the digital divide, strengthening education and engagement, and provides a lifeline to emergency services. Oregon City is a collaborative and effective partner that coordinates with neighboring jurisdictions, and regional, statewide and federal agencies to advance transportation, utility and communication infrastructure.

## Protected Environment



By 2040, Oregon City preserves the integrity of its natural resources, and connects people to nature. Oregon City is a leader in protecting the environment and reducing the community's carbon footprint because of the City's ability to adapt and be innovative. A Climate Action Plan guides the City's investments in clean energy, waste reduction, air and water quality. The City promotes an efficient use of land that responds to the town's landscape and topography and weaves natural resources into the fabric of its neighborhoods. The powerful Willamette Falls and clean Willamette and Clackamas Rivers are the jewels of Oregon City, supporting healthy habitats for fish, wildlife and native vegetation. Oregon City is known for its extensive tree canopy and majestic groves, meandering creeks and streams and undisturbed wildlife. A network of accessible trails and greenways connect local parks, waterways and open spaces and inspire residents and visitors to boat, hike, bike, fish and recreate throughout the City.

# DEVELOPING THE OC2040 COMPREHENSIVE PLAN





Overview of the Process

Upon adoption of the OC2040 Vision Statement, the next phase of the process focused on developing goal and policy concepts for the Comprehensive Plan, based on the framework set forth by the Vision Statement.

With PAT guidance, broad outreach was conducted over the course of seven months to gather and identify ideas and priorities about each of the four themes. A series of virtual Comprehensive Plan Summits in Fall 2021 encouraged discussion around community priorities for the topics covered by each theme. A corresponding online survey provided an additional avenue for input. The Project Advisory Team (PAT) attended the summits and reviewed the community feedback from the events and online survey to develop draft goal and policy statements. New and revised goals and policies were also supported through a review of the existing Comprehensive Plan, best practices, and input from City staff.

To vet the draft goal and policy statements developed through this process, an online Comprehensive Plan Forum was open to the public for two months in early 2022. During that time, City staff also met with City Committees to review the draft goal and policy statements. This feedback shaped additional revisions and were then presented through a series of worksessions to Planning Commission and City Commission for further refinement and inclusion in the final document.





## From a Vision to a Comprehensive Plan

The OC2040 Visioning Process included extensive community engagement that resulted in over 1000 touches with the community.

Combed through the community priorities identified through outreach to develop the OC2040 Vision Statement around four themes: Healthy and Welcoming Community, Diverse Economy, Connected Infrastructure and Protected Environment.

The four themes are mapped to the required Statewide Planning Goals.

Goals and policies are identified through a series of community-wide Comprehensive Plan Summits.

A first draft of goals and policies are developed by the Project Advisory Committee, City Staff and the project team.

A second draft of goals and policies are reviewed by the Project Advisory Committee, City staff, City-wide committees, Planning Commission, City Commission and the broader public.

The final goals and policy language is incorporated into a new OC2040 Comprehensive Plan.

City Commission reviews and approves the new OC2040 Comprehensive Plan through a series of worksessions and public hearings.

State of Oregon's Department of Land Conservation and Development (DLCD) approves the new OC2040 Comprehensive Plan.

The adopted OC2040 Comprehensive Plan's goals and policies inform development code, regulations, work plans and budgets.

Future projects and programs are implemented that reflect the policy direction of Oregon City.



## Linking the Plan to Statewide Planning Goals

The OC2040 Comprehensive Plan is organized around four key themes outlined in the vision statement:



HEALTHY AND  
WELCOMING COMMUNITY



DIVERSE ECONOMY







CONNECTED INFRASTRUCTURE



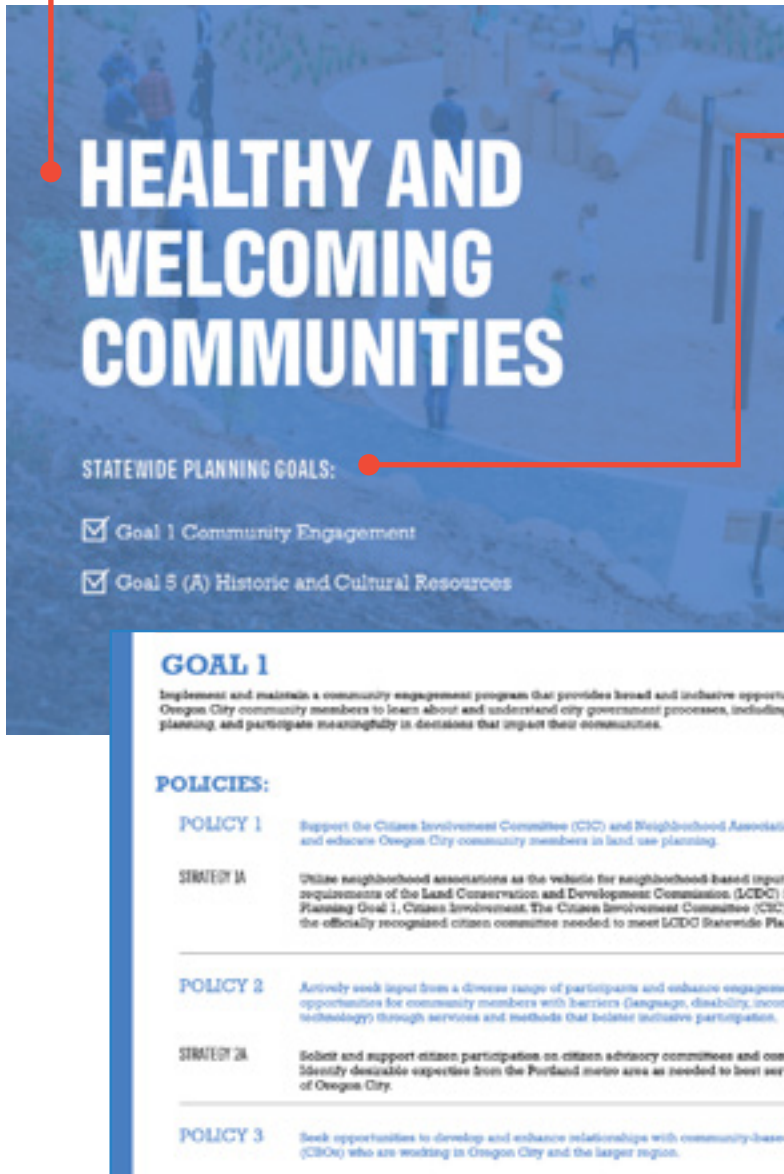
PROTECTED ENVIRONMENT

Each theme constitutes a “chapter” of the OC2040 Comprehensive Plan. These chapters cover a broad variety of interconnected topics, all while meeting the requirements of applicable statewide planning goals. Because of the interconnected nature of the topics, some statewide planning goals apply across more than one theme (potential overlapping goals denoted “A” and “B”). A matrix of the vision themes to potential topics and statewide planning goals is shown below:

Vision Theme/ Comprehensive Plan Chapter		Statewide Planning Goals
 HEALTHY AND WELCOMING COMMUNITY		Goal 1: Citizen Involvement
		Goal 5: Scenic and Historic Resources (A)
 DIVERSE ECONOMY		Goal 2: Land Use Planning
		Goal 9: Economic Development
		Goal 10: Housing
		Goal 14: Urbanization
 CONNECTED INFRASTRUCTURE		Goal 11: Public Facilities and Services
		Goal 12: Transportation
		Goal 13: Energy Conservation (A)
 PROTECTED ENVIRONMENT		Goal 5: Natural Resources and Open Space (B)
		Goal 6: Air, Water and Land Resource Quality
		Goal 7: Natural Hazards
		Goal 8: Recreational Needs
		Goal 13: Energy Conservation (B)
		Goal 15: Willamette River Greenway

## How to Use this Document

Each chapter opens with a short summary of the relevant topics, then lists a series of goal statements. Each goal includes a suite of policies and implementation strategies, where applicable.



**Chapter Header.** The four themes uncovered through the OC2040 visioning process constitute the chapter headers of the OC2040 Comprehensive Plan.

**Statewide Planning Goals.** Local comprehensive plans must be consistent with Oregon's Statewide Planning Goals. The applicable statewide goals for each chapter are listed here. Those denoted with an (A) or (B) indicate that the statewide planning goal applies to more than one chapter.

**Goal.** Goals are broad statements of purpose that define what the community wants to achieve.

**Policies.** Policies are clear statements guiding a specific course of action for decision-makers to achieve a desired goal. Policies are regulatory.

**Strategies.** Strategies are a statement of measurable activity or a more specific benchmark to be reached in pursuit of the strategy. Strategies are not regulatory.

# OC2040 GOALS, POLICIES, & STRATEGIES



# CHAPTER 1: HEALTHY AND WELCOMING COMMUNITIES

## STATEWIDE PLANNING GOALS:

- ☒ Goal 1 Community Engagement
- ☒ Goal 5 (A) Historic and Cultural Resources



## Background Information

*The following background summary presents information about current conditions, assets and trends specific to the statewide planning goals applicable to Oregon City and captured by the topics of this theme.*

## Community Engagement

Oregon City established a Citizen Involvement Program in the 1980s to recognize the importance of providing residents and stakeholders opportunities to be informed, and involved, in the planning process. The program is comprised of two components: neighborhood associations and a Citizen Involvement Committee (CIC). The CIC is responsible for developing, implementing, and evaluating the Citizen Involvement Program and ensuring consistency with Statewide Planning Goal 1 Citizen Involvement. The CIC coordinates and communicates various aspects of community participation and advises the City Commission, Planning Commission, and other advisory bodies. The CIC typically meets the first Monday of each month and information about the meetings is available on the City's CIC webpage. Citizen participation is also encouraged by neighborhood associations which provide another, more localized, path for promoting community education and participation in planning activities. The neighborhood associations are not entities of the City but are supported through agreements and the CIC. There are twelve active neighborhood associations in Oregon City, each with its own board, bylaws, schedule of activities, and set of priorities.

## Historic and cultural resources

Oregon City stands out in the region because of its rich history, dedication to preservation, and desire to retain historic neighborhood character. Oregon City was a gathering space for indigenous communities and the capital of the Oregon Territory from 1849-1850 and the first incorporated town west of the Missouri River. There are many sites, buildings, and landmarks existing today that have ties back to that important time in history. Oregon City is designated as a Certified Local Government (CLG); the CLG program integrates local governments with the National Historic Preservation Program to strengthen decision-making regarding historic places at the local level. Participation in this program allows Oregon City to apply for grants administered by the State Historic Preservation Office, which have funded surveys of the McLoughlin District and Historic Downtown District.

Today, Oregon City has one local historic district and one conservation district, including:

- *Existing Historic District: Canemah.* Historic Districts are areas where buildings with national or local historical and/or architectural significance are concentrated. A Historic District is recognized for retaining its “sense of place,” meaning that a traditional atmosphere of distinct character is evident. Generally, a Historic District designation requires, through the Historic Overlay Ordinance, that proposed construction, exterior alterations, and demolitions within the district’s boundaries be reviewed. To be designated as a Historic District, an area must:
  - have architectural features that are well-related and have continuity
  - appear as a discrete entity
  - exhibit visual harmony in the character of public ways consistent with the architectural character of the area
  - have generally compatible uses, including intended uses
  - have a majority of properties with historic significance

Canemah is an important example of a relatively intact riverboat town with architectural resources dating from the 1860s. Having evolved from a community for the elite of the riverboat industry to a workers’ community, Canemah retains essentially the same sense of place it had in the latter half of the 19th century. Situated above the Falls of the Willamette, it was an important portage town and the major shipbuilding center on the upper Willamette River. Canemah was listed as a Historic District in the National Register of Historic Places in 1977. The area was zoned in 1954 for industry along the river, commercial and multi-family along McLoughlin Boulevard, and multi-family along Third Avenue and portions of Fifth Avenue. In 1982, a majority of the area was rezoned as residential except for a small strip on McLoughlin Boulevard, which was rezoned to Historic Commercial. In the last 20 years, many homes within the district have been rehabilitated, but some have not been maintained to a level that ensures their significance and status as contributing structures. New construction and exterior alterations need to be reviewed for their long-term effect on the neighborhood and National Register Historic District status.



- *Existing Conservation District: McLoughlin.* A Conservation District designation is intended to protect the buildings within the district through an ordinance that requires a review of proposed construction, exterior alterations to designated structures, and demolitions. Although not as comprehensive as a Historic District, a Conservation District can ensure that a neighborhood's significance does not erode.

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

- *Present Status:* A survey was undertaken in 2002, to update the original survey, to determine the current status of buildings and the potential for the area to be listed as a National Register Historic District. In 2003, Oregon City High School moved from the McLoughlin neighborhood to a new facility on Beavercreek Road. Moving the school provides the City an opportunity to work with the school district to reuse the historic high school building. The City supports any rehabilitation of the campus that would continue its role as a community gathering place and keep it consistent with the Secretary of Interior Standards for Rehabilitation and the Goals and Policies of the Historic Review Board.

There are many historic buildings and landmarks outside the designated Historic Districts. Historic designation generally requires review of the exterior of structures and alterations by the Historic Review Board in order to maintain the integrity of the district. Designation and protection of historic buildings and landmarks is an ongoing effort in Oregon City. Other areas of the City have been surveyed to identify the appropriateness of additional districts but have not been designated. Designation of new structures and districts is feasible though the Historic Review Board and requires property owner consent. Oregon City also has important prehistoric and historic resources, including Willamette Falls as a center for Native American culture. Archeological resources associated with this history have, in the past, been overlooked and resources have been lost due to damage from development. Currently, there are several state and federal laws that provide some level of protection for archeological sites and notice of development is sent to the State Historic Preservation Office as well as five Tribes with interests in Oregon City.



# GOAL 1

Implement and maintain a community engagement program that provides broad and inclusive opportunities for all Oregon City community members to learn about and understand city government processes, including land use planning, and participate meaningfully in decisions that impact their communities.

## POLICIES:

**POLICY 1.1**     Support the Citizen Involvement Committee (CIC) and Neighborhood Associations to engage and educate Oregon City community members in land use planning.

**STRATEGY 1.1.A**     Utilize neighborhood associations as the vehicle for neighborhood-based input to meet the requirements of the Land Conservation and Development Commission (LCDC) Statewide Planning Goal 1, Citizen Involvement. The Citizen Involvement Committee (CIC) shall serve as the officially recognized citizen committee needed to meet LCDC Statewide Planning Goal 1.

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**POLICY 1.2**     Actively seek input from a diverse range of participants and enhance engagement opportunities for community members with barriers (language, disability, income, age, technology) through services and methods that bolster inclusive participation.

**STRATEGY 1.2.A**     Solicit and support citizen participation on citizen advisory committees and commissions. Identify desirable expertise from the Portland metro area as needed to best serve the interests of Oregon City.

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**POLICY 1.3**     Seek opportunities to develop and enhance relationships with community-based organizations (CBOs) who are working in Oregon City and the larger region.

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**POLICY 1.4**     Utilize innovative forms of communication technology to enhance the City's public engagement efforts.

**STRATEGY 1.4.A**     Explore meaningful engagement techniques and tools that allow for multiple forms of public engagement through in person events, on-line tools, and hybrid options.

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**POLICY 1.5**     Provide on-going education to the community regarding land use projects and processes and ensure clear communication about when and how to be involved at key points in the process.

**STRATEGY 1.5.A**     Notify citizens about community involvement opportunities when they occur.

- POLICY 1.6

Include nearby communities in public engagement efforts, where appropriate, to provide an outside perspective to Oregon City land use planning.
- STRATEGY 1.6.A

Develop a program for reaching out to representatives of nearby communities such as the City of West Linn, City of Gladstone, recognized Hamlets or Villages in Clackamas County, and Community Planning Organizations in unincorporated Clackamas County to participate in public planning processes on regional issues.

## GOAL 2

Acknowledge, protect, enhance, and commemorate Oregon City’s historic and cultural resources.

### POLICIES:

- POLICY 2.1

Promote the Willamette and Clackamas Rivers as a community benefit for cultural connection and understanding.
- POLICY 2.2

Recognize and celebrate the history of tribal presence in Oregon City and seek opportunities to educate community members and elevate understanding.
- POLICY 2.3

Facilitate historic preservation programs for retention of federal, state, and locally designated historic districts and sites.

STRATEGY 2.3.A

Promote the designation of qualifying properties outside Historic and Conservation Districts as historic.

STRATEGY 2.3.B

Maintain Oregon City’s status as a Certified Local Government in the National Historic Preservation Program.

STRATEGY 2.3.C

Encourage property owners to preserve historic structures in a state as close to their original construction as possible while allowing the structure to be used in an economically viable manner.

POLICY 2.4

Identify and protect important cultural resources and historic amenities through programs, designation, interpretive signage, and other means to increase awareness and generate appreciation.

STRATEGY 2.4.A

Support the preservation of Oregon City’s historic resources through public information, advocacy and leadership within the community, and the use of regulatory tools and incentive programs.
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- POLICY 2.5

Provide activities and programs for residents and visitors that weave together historic and cultural resources, education, and recreation.
- STRATEGY 2.5.A

Recognize the value of diverse cultural and historic resources and modern civic amenities. Integrate educational and recreational opportunities with the City’s preservation efforts.

## GOAL 3

Strengthen wellbeing, quality of life, and livability<sup>1</sup> across all Oregon City neighborhoods by creating places that are safe and comfortable with convenient access to community services.

### POLICIES:

- POLICY 3.1

Support the City’s network of community-based organizations, programs, and centers that provide services for Oregon City residents.

- POLICY 3.2

Improve equitable access to health care for all residents through cross-sector partnerships and coordination with service providers.

- STRATEGY 3.2.A

Work with Clackamas County as needed to ensure that county services are sited appropriately and that citizens of Oregon City continue to have access to County health and human services.
- STRATEGY 3.2.B

Coordinate with the master planning efforts by Willamette Falls Hospital to address environmental, neighborhood and health provider concerns about expansion plans, parking, traffic, and circulation.

- POLICY 3.3

Provide opportunities for learning and civic engagement for all ages through City services and partnerships with local schools.

- POLICY 3.4

Support and promote availability of affordable healthy food for all Oregon City neighborhoods.

- STRATEGY 3.4.A

Allow and encourage the development of small retail centers in residential neighborhoods that provide goods and services for local residents and workers.

1. Livability is defined as “the building and maintaining of community amenities that enhance the quality of life through actions to improve local environments and provide safe conditions in places where people live.” (Oregon City Urban Renewal Plan, Amended 2022)

POLICY 3.5

Build and enhance partnerships between police, government agencies, neighborhoods, and civic/business organizations to enhance community safety and positive health outcomes.

POLICY 3.6

Support services and programs that serve Oregon City’s unhoused residents in meeting daily needs while offering stable and lasting solutions.

## GOAL 4

Integrate diversity, equity, and inclusion (DEI) best practices when evaluating all city functions, including land use policies, programs, and regulations.

### POLICIES:

POLICY 4.1

Implement DEI practices in City business and operations, and when evaluating and selecting public improvement projects.

POLICY 4.2

Support opportunities for home ownership and rental availability for all household sizes, types and incomes through housing policies and regulations.

POLICY 4.3

Establish land use patterns and regulations that promote a balance of jobs and housing across Oregon City to strengthen access to employment.

# CHAPTER 2: DIVERSE ECONOMY

## STATEWIDE PLANNING GOALS:

☒ Goal 9 Economic Development

☒ Goal 14 Urbanization

☒ Goal 10 Housing

☒ Goal 2 Land Use



## Background Information

*The following background summary presents information about current conditions, assets and trends specific to the statewide planning goals applicable to Oregon City and captured by the topics of this theme.*

## Economic Development

Oregon City's role in regional and statewide commerce is significant, in part because of its location on the banks of the Willamette River and its history as a hub for the exchange and transfer of goods from the upper and lower Willamette River and associated land routes. Oregon City supports a diverse industrial and commercial business base that is comprised primarily of small to medium-sized businesses. Approximately one-third of total employment in Oregon City is in the public sector, including Clackamas County, the Oregon City School District and Clackamas Community College.

In 2006, Oregon City developed an Economic Development Strategy to focus on Oregon City's designation as Regional Center by Metro's 2040 Growth Concept Plan. The *Oregon City Futures: A Strategy for Economic Development, Phase I Summary and Recommendations* report identified broad goals for economic development for Oregon City:

1. Increase the community's assessed value
2. Increase the diversification of businesses and industries
3. Increase number and quality of jobs
4. Develop sound businesses with staying power
5. Enhance the appeal and attractiveness of community
6. Provide an environment for strong business and industrial growth
7. Leverage urban renewal and public dollars to maximize the total investment and development effort.
8. Create tax increment with each investment or create an environment in which private investment will follow public investment (urban renewal).



## Housing

Oregon City recognizes that the health of its community depends heavily on the health of its neighborhoods and its ability to provide housing that meets the diverse needs of all residents. The goals and strategies of the 2004 Plan were largely focused on protecting the character of existing residential neighborhoods and planning for new neighborhoods, both of which are supported by a range of housing types and neighborhood services. The need to maintain that balance still applies today and played a large role in development of housing strategies for the OC2040 Plan.

In 2021, the City adopted a Housing Needs Analysis (HNA) to understand how much housing will be needed in the future and if the City has enough available land to accommodate the community's housing needs through 2041. The HNA provides recent information about Oregon City's housing market and forecasted housing needs, along with data on Oregon City's demographic and socioeconomic trends, to support future planning efforts related to housing as well as options for addressing unmet housing needs in Oregon City. Key findings of the HNA include:

- Growth in housing will be driven by growth in households. The number of households in Oregon City's Planning Area is forecast to grow from 14,778 households to 22,213 households, an increase of 7,435 households between 2021 and 2041.
- Oregon City is planning for growth of 7,435 new dwelling units. To accommodate those units over the 20-year planning period, Oregon City will average 372 new dwelling units annually, and will plan for more single-family attached and multifamily dwelling units in the future to meet the city's housing needs. The factors driving the shift in types of housing needed in Oregon City include changes in demographics and decreases in housing affordability. The aging of senior populations and the household formation of young adults will drive demand for renter and owner-occupied housing, such as small single-family detached housing, townhouses, duplexes, and apartments/condominiums. Both groups may prefer housing in walkable neighborhoods, with access to services.
- Oregon City is meeting Metro's requirements for net density and housing mix. OAR 660-007-0035 sets specific density targets for cities in the Metro UGB and requires that cities within the Metro UGB "provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing." Based on the HNA findings, Oregon City is exceeding average density targets at an average net density of 9.5 dwelling units per net acre, and the City is assuming that 20% of new dwelling units will be single-family attached, 10% of new units will be duplexes, triplexes, or quadplexes, and 20% of new units will be multifamily.
- Oregon City has an unmet need for affordable housing. About 34% of Oregon City's households are cost burdened, with 50% of renters cost burdened and 28% of owners cost burdened. Oregon City's level of cost burden is similar to other communities in Clackamas County.
- Oregon City met the requirements of House Bill 2001 and as of 2022, the City adopted zoning code to comply with the requirements of HB 2001.



## Urbanization

Cities in Oregon must estimate future growth and the need for land and apply appropriate zoning to that land in order to meet the need. Building from inventories of buildable land and studies like Housing Needs Analysis and an Economic Development Strategy, urban growth boundaries must be established, and cities must designate urbanizable land from rural land.

While Oregon City continues to grow and evaluate jobs and housing needs, there are many factors that are considered during the process of urbanization:

- Balancing existing development with new growth
- Ensuring an adequate supply of housing that is affordable to and meets the needs of a range of households
- Providing opportunity for businesses and vibrant, mixed-use centers
- Extending public services in a way that is efficient and economical
- Protecting open spaces and natural resources
- Balancing property rights with public goals
- Physical constraints (Oregon City cannot expand west or north because of rivers and adjacent cities of West Linn and Gladstone)

A 1990 Urban Growth Management Agreement between Oregon City and Clackamas County guides land use designations and extension of public services to urbanizing areas. Per that agreement, Oregon City (rather than the County) provides public services in urbanizing areas and applies Comprehensive Plan designations to those areas. Clackamas County applies zoning to land within the UGB (but outside city limits) to generally designate it as Future Urbanizable (FU-10) until the City annexes those properties and applies City zoning.

Metro's Urban Growth Management Functional Plan, Title 11, establishes the regulations for how and when cities can expand their urban growth boundaries to ensure a 20-year adequate land supply. The most recent UGB expansions in Oregon City were the addition of the Park Place neighborhood (500 acres in 2002); the Beaver Creek Road area, which is now called Thimble Creek (453 acres in 2004, re-adopted in 2020); and the South End neighborhood (611 acres in 2016). Currently, there are no UGB expansions under consideration for Oregon City.

## Land Use

Oregon City promotes community vitality through good design, efficient use of land, and strategies and actions that ensure new development contributes to the City's overall character and quality of life. The City also acknowledges the critical role of corridors and the opportunity they provide for transit-oriented, higher-intensity, mixed-use development patterns. Connections - particularly multi-modal connections - between neighborhoods, Downtown, the waterfront, and other activity centers are emphasized in planning efforts so that residents and visitors can easily move around and meet their daily needs without having to travel long distances.

All land use types are regulated through the Zoning Map, and are generally categorized as residential, commercial, industrial, institutional/civic, or open space/natural areas. The City's land use categories include:

- Low Density Residential (LR) — primarily single-family detached homes and middle housing.
- Medium Density Residential (MR) — residential developments with dwelling unit types such as attached single-family units, rowhouses, and townhouses.
- High Density Residential (HR) — typically high-density, multiple dwelling residential. Permitted uses include apartments, condominiums, and single-family attached and rowhouse dwellings.

- **Commercial (C)** — commercial uses serving local, city-wide, and regional needs, such as retail and service commercial. Typically, this classification is associated with newer, suburban development and located along arterial streets.
- **Industrial (I)** — uses related to manufacturing, processing, and distribution of goods. Employment-based uses are encouraged. Intensive or heavy industrial uses are allowed in certain zones. Zones in the Comprehensive Plan Land-Use Map district are designed to comply with requirements of Title 4 of Metro's Urban Growth Management Functional Plan (1998).
- **Mixed Use Corridor (MUC)** — higher density mixed uses that are supportive of transit and conducive to pedestrian traffic. Urban density residential and commercial goods and services are typical uses. Zones in the Comprehensive Plan Land-Use Map district are intended to be compatible with Metro's Corridor design type.
- **Mixed Use Employment (MUE)** — employment-intensive uses such as offices, research and development, light manufacturing, and associated commercial uses.
- **Mixed Use Downtown (MUD)** — urban density, mixed uses that are conducive to pedestrian and transit uses. This category is intended to be used to implement the Oregon City Downtown Community Plan (1999), the Oregon City Waterfront Master Plan (2002), and Metro's Regional Center concept, particularly in terms of connecting the Downtown with the waterfront. A design overlay is included in this area and is intended to promote development consistent with Oregon City's traditional Downtown form.
- **Public and Quasi-Public (QP)** — publicly owned lands other than city parks, such as schools, cemeteries, undeveloped lands, open space, government buildings and public utility facilities, such as the sewage treatment plant and water reservoirs.
- **Parks (P)** — City parks.
- **Future Urban Holding (FUH)** — undesignated, pending development and approval of a "concept plan," a Metro requirement that cities plan land uses in areas being converted from rural to urban uses.

# GOAL 1

Provide opportunities for a variety of goods, services, and employment options to work toward a dynamic, ecologically sound, and socially equitable economy.

## POLICIES:

**POLICY 1.1** Regularly update City-wide economic studies to guide development of strategies and policies that improve economic health and resiliency.

**STRATEGY 1.1.A** Conduct an Economic Opportunities Analysis to understand which industries and services will thrive in Oregon City's area, and how to best use land within the City's Urban Growth Boundary.

**POLICY 1.2** Ensure a suitable amount of land is dedicated to employment uses.

**STRATEGY 1.2.A** Work with Metro to ensure that there is enough land available within the Urban Growth Boundary to meet the need for industrial and/or commercial development. If there is not enough, identify areas outside the boundary that may be appropriate to annex. The selection of these areas will be based on market factors, protection of environmentally sensitive areas, compatibility with adjoining and nearby uses, public facilities and infrastructure, proximity to expressways and transit, site requirements of specific types of industries, and the desires of the property owners.

**STRATEGY 1.2.B** Ensure that land zoned or planned for employment use is used for industrial purposes, and that exceptions are allowed only where some other use supports employment development. New non-industrial uses should especially be restricted in already developed, active industrial sites.

**POLICY 1.3** Support retention and expansion of local businesses, as well as recruitment of new businesses, across a variety of sizes and types

**POLICY 1.4** Provide fair and equitable opportunities to compete for city contracts for all businesses.

**STRATEGY 1.4.A** Ensure diversity, equity and inclusion actions are incorporated into City contracting practices

**POLICY 1.5** Create and maintain cooperative partnerships with other public agencies and private business groups interested in promoting economic development.

**STRATEGY 1.5.A** Target public infrastructure investments and create public/private partnerships to leverage maximum benefits from public investment and to help ensure that the Regional Center develops to its maximum capacity and realizes its full potential.

**STRATEGY 1.5.B** Seek input from local businesses when making decisions that will have a significant economic impact on them.

**STRATEGY 1.5.C** Use public-private partnerships as a means to leverage private investment when appropriate.

**POLICY 1.6** Promote the city's destinations, natural resources, and historic and cultural amenities to grow the tourism industry.

**STRATEGY 1.6.A** Encourage the development of a strong and healthy Historic Downtown retail, office, cultural, and residential center.

**STRATEGY 1.6.B** Working with major stakeholders, develop and implement a strategy to help the Historic Downtown Area enhance its position as a retail district. Such a strategy might include funding for a "Main Street" or similar program.

**STRATEGY 1.6.C** Ensure land uses and transportation connections that support tourism as an important aspect of the City's economic development strategy. This includes important cultural and historical amenities.

**STRATEGY 1.6.D** Encourage private development of tourism related uses such as: hotel, bed and breakfast, restaurant facilities and other visitor services.

**POLICY 1.7** Support a healthy and balanced workforce through a variety of programs and policies.

**STRATEGY 1.7.A** Attract high-quality commercial and industrial development that provides stable, high-paying jobs in safe and healthy work environments, that contributes to a broad and sufficient tax base, and that does not compromise the quality of the environment.

**STRATEGY 1.7.B** Support a program for providing affordable childcare options to foster a stable workforce.

## GOAL 2

Provide housing options, including both rental and ownership opportunities, that are attainable for the full range of Oregon City households.

### POLICIES:

**POLICY 2.1** Plan for housing supply that supports and implements the recommendations of the current Housing Needs Analysis.

**STRATEGY 2.1.A** Ensure housing policies allow for increased opportunities for home ownership by regularly evaluating housing supply, market demand, buildable land, and infrastructure costs through a Housing Needs Analysis.

**POLICY 2.2** Ensure that land use designations and zoning code provisions allow and encourage a wide range of housing types.

**STRATEGY 2.2.A** Designate residential land for a balanced variety of densities and types of housing, such as single-family attached and detached, and a range of multi-family densities and types, including mixed-use development.

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**POLICY 2.3** Support retention of existing homes and opportunities for community members to “age in place”.

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**POLICY 2.4** Support and encourage transit-oriented development opportunities.

**STRATEGY 2.4.A** Ensure planning for transit corridors includes facilities and access management, aesthetics (including signage and building facade improvements), infill and redevelopment opportunities, high-density residential development, and business assistance to existing businesses.

**STRATEGY 2.4.B** Provide incentives that encourage the location of affordable housing developments near public transportation routes. Incentives could include reduction of development-related fees and/or increases in residential density (density bonuses).

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**POLICY 2.5** Support development of subsidized and affordable housing.

**STRATEGY 2.5.A** Aim to reduce the isolation of income groups within communities by encouraging diversity in housing types within neighborhoods consistent with the Clackamas County Consolidated Plan, while ensuring that needed affordable housing is provided.

**STRATEGY 2.5.B** Retain affordable housing potential by evaluating and restricting the loss of land reserved or committed to residential use. When considering amendments to the Comprehensive Plan Land-Use Map, ensure that potential loss of affordable housing is mitigated.

**STRATEGY 2.5.C** Allow increases in residential density (density bonuses) for housing development that would be affordable to Oregon City residents earning less than 50 percent of the median income for Oregon City.

**STRATEGY 2.5.D** Investigate variable System Development Charges (SDCs) and other incentives to support middle housing and affordable housing development.

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## GOAL 3

Guide growth and development in a manner that implements the City's 2040 Vision and maintains an urban growth boundary that supports and accommodates projected population and employment during the 20-year planning period.

## POLICIES:

- POLICY 3.1** Promote efficient use of land and public infrastructure and plan for appropriate infill development, redevelopment, and new development.
- STRATEGY 3.1.A** Create incentives for new development to use land more efficiently, such as by having minimum floor area ratios and maximums for parking and setbacks.
- STRATEGY 3.1.B** Encourage the vertical and horizontal mixing of different land-use types in selected areas of the city where compatible uses can be designed to reduce the overall need for parking, create vibrant urban areas, reduce reliance on private automobiles, create more business opportunities and achieve better places to live.
- STRATEGY 3.1.C** Use redevelopment programs such as urban renewal to help redevelop underutilized commercial and industrial land.
- STRATEGY 3.1.D** Establish priorities to ensure that adequate public facilities are available to support the desired industrial development.
- STRATEGY 3.1.E** Encourage sub-area master planning for larger developments or parcels, including redevelopment, where it may be feasible to develop more mixed uses, or campus-style industrial parks, with shared parking and landscaping areas. Allow developments to vary from prescriptive standards if planned and approved under this provision.
- STRATEGY 3.1.F** Support density transfers for lots of record that are located within the Natural Resource Overlay District.

- POLICY 3.2** Promote development of walkable neighborhoods to reduce transportation demand and enhance localized access to community services and amenities.

- STRATEGY 3.2.A** Promote connectivity between neighborhoods and neighborhood commercial centers through a variety of transportation modes.

- POLICY 3.3** Designate land uses in a manner that balances opportunities for housing and jobs and ensures development is consistent and compatible with the community's needs and resources.

- STRATEGY 3.3.A** Protect existing and planned undeveloped and underdeveloped industrial lands from incompatible land uses and minimize deterrents to desired industrial development.
- STRATEGY 3.3.B** Ensure that land-use patterns create opportunities for residents to live closer to their workplace.
- STRATEGY 3.3.C** Maintain a sufficient land supply within the city limits and the Urban Growth Boundary to meet local, regional, and state requirements for accommodating growth.

**POLICY 3.4** Maintain the Oregon City Comprehensive Plan Land-Use Map as the official long-range planning guide for land-use development of the city by type, density and location.

**STRATEGY 3.4.A** Use the following 11 land-use classifications on the Oregon City Comprehensive Plan Land-Use Map to determine the zoning classifications that may be applied to parcels:

- Low Density Residential (LR)
- Medium Density Residential (MR)
- High Density Residential (HR)
- Commercial (C)
- Mixed Use Corridor (MUC)
- Mixed Use Employment (MUE)
- Mixed Use Downtown (MUD)
- Industrial (I)
- Public and Quasi-Public (QP)
- Parks (P)
- Future Urban Holding (FUH)

## GOAL 4

Encourage and support new development that incorporates supportive community features and sustainability principles in site design and building construction.

### POLICIES:

**POLICY 4.1** Promote best practices for integrating residential infill development into the fabric of existing neighborhoods.

**STRATEGY 4.1.A** Use a combination of incentives and development standards to promote and encourage well-designed residential developments that result in neighborhood livability and stability.

**POLICY 4.2** Incorporate resource efficiency and sustainability in the built environment by emphasizing energy-saving features and practices in construction and development regulations.

**STRATEGY 4.2.A** Encourage designs that achieve a minimum “Certified” level of LEED (Leadership in Energy and Environmental Design) certification.

**STRATEGY 4.2.B** Encourage commercial and industrial development that enhances livability of neighborhoods through the design of attractive LEED™-certified buildings and environmentally responsible landscaping that uses native vegetation wherever possible, and by ensuring that development is screened and buffered from adjoining residential neighborhoods and access is provided by a variety of transportation modes.

**STRATEGY 4.2.C** Encourage siting and construction of new development to take advantage of solar energy, minimize energy usage, and maximize opportunities for public transit.



**POLICY 4.3** Utilize urban design principles that create comfortable and attractive public spaces that are reflective of Oregon City’s community vision

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**POLICY 4.4** Support and promote site and building design alternatives that balance high-quality and durable construction with affordability.

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**GOAL 5**

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

**POLICIES:**

**POLICY 5.1** Ensure the Urban Growth Boundary conforms to Title 11 of the Code of the Metropolitan Service District and provides sufficient land to accommodate 20-year urban land needs, resulting in efficient urban growth and a distinction between urban uses and surrounding rural lands, and promoting appropriate infill and redevelopment in the city.

**STRATEGY 5.1.A** Include an assessment of the fiscal impacts of providing public services to unincorporated areas upon annexation, including the costs and benefits to the city as a whole as a requirement for concept plans.

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**POLICY 5.2** Reduce the need to develop land within the Urban Growth Boundary by encouraging redevelopment of underdeveloped areas within the existing city limits.

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**POLICY 5.3** Plan for public services to lands within the Urban Growth Boundary through adoption of a concept plan and related Capital Improvement Program, as amendments to the Comprehensive Plan.

**STRATEGY 5.3.A** Maximize new public facilities and services by considering new development within the Urban Growth Boundary at reasonable densities allowed by the Comprehensive Plan.

**STRATEGY 5.3.B** Ensure that the extension of new services does not diminish the delivery of those same services to existing areas and residents in the city.

**POLICY 5.4** Annex lands to the city through a process that considers the effects on public services and the benefits to the city as a whole and ensures that development within the annexed area is consistent with the Oregon City Comprehensive Plan, City ordinances, and the City Charter.

**STRATEGY 5.4.A** Promote compact urban form and support efficient delivery of public services by ensuring that lands to be annexed are within the City's Urban Growth Boundary, and contiguous with the city limits. Do not consider long linear extensions, such as cherry stems and flag lots, to be contiguous with the city limits.

**STRATEGY 5.4.B** Evaluate and in some instances require that parcels adjacent to proposed annexations be included to:

- i. avoid creating unincorporated islands within the city;
- ii. enable public services to be efficiently and cost-effectively extended to the entire area; or
- iii. implement a concept plan or sub-area master plan that has been approved by the Planning and City Commissions.

**STRATEGY 5.4.C** Expedite the annexation of property as provided by state law in order to provide sewer service to adjacent unincorporated properties when a public health hazard is created by a failing septic tank sewage system.

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**POLICY 5.5** Create and maintain cooperative, collaborative partnerships with other public agencies responsible for servicing the Oregon City area.

**STRATEGY 5.5.A** Amend as necessary the 1990 Urban Growth Management Agreement with Clackamas County to control land uses in the unincorporated area around the city to ensure that conversion of rural lands to urban uses upon annexation is orderly and efficient and in conformance with the Comprehensive Plan for Oregon City.

**STRATEGY 5.5.B** Coordinate public facilities, services and land-use planning through intergovernmental agreements with the school district, Clackamas Community College, Clackamas County Fire District #1, Tri-Cities Services District and other public entities as appropriate.

**STRATEGY 5.5.C** Coordinate with Clackamas County and Metro to contain city boundaries and future urban land uses to areas on relatively level land north of the steep lands of Beaver Creek and its tributaries that border the southern portion of the city and the steep lands of the tributaries to Abernethy Creek that border the east and southeasterly portions of the city. *Please refer to the Oregon City Urban Reserves map in the Appendix.*



# CHAPTER 3: CONNECTED INFRASTRUCTURE

## STATEWIDE PLANNING GOALS:

- ☒ Goal 12 Transportation
- ☒ Goal 11 Public Facilities and Services

- ☒ Goal 13 (A) Energy





## Background Information

*The following background summary presents information about current conditions, assets and trends specific to the statewide planning goals applicable to Oregon City and captured by the topics of this theme.*

## Transportation

The 2013 Oregon City Transportation System Plan (TSP) is an ancillary plan to the Comprehensive Plan and serves as the guide for development and management of the City's transportation facilities for the 20-year planning horizon. There are several additional documents and projects that have been added to the TSP since 2013, such as the Linn Avenue, Leland Road & Meyers Road Corridor Plan, the McLoughlin-Canemah Trail Plan, and alternate mobility targets for the intersection of Highway 213 and Beaver Creek Road. The TSP provides a framework for:

- The roadway system, including alignments and classifications
- Design standards for roadways, based on classification
- Planning and design for multi-modal transportation that emphasizes non-vehicle modes of travel
- Rail and air transportation considerations
- Marine transportation related to the Willamette and Clackamas Rivers, both for commercial and recreational uses
- Information technologies to improve the overall transportation system function and efficiency
- Parking demand management, maintenance, and metering

In 2017, Oregon City prepared a Transportation Demand Management Plan (TDM) to examine opportunities and challenges related to parking, access, and transportation systems in the vicinity of Willamette Falls and downtown Oregon City. The document highlights recommended strategies and a general phasing plan for those strategies to help the City plan for redevelopment of the site, leverage existing opportunities, and mitigate potential impacts to the transportation system.

## Public Facilities and Services

Oregon City is committed to providing its residents with safe and accessible public services that are developed in a timely, orderly, and efficient manner and contribute to Oregon City's quality of life. The City is served by the following types of public facilities and services, provided by the City or other entities:

- Wastewater collection and treatment, water distribution, and stormwater management
- Solid waste disposal
- Transportation infrastructure
- Fire protection and emergency services
- Police protection
- Electricity, gas and telecommunications
- Health care
- Education, Library
- Parks and recreation

The City plans for, and regulates, many public facilities and services through master plans and public works design standards and specifications. This guides public investments and capital improvement projects. Funding for these public facilities and services is done in a number of ways:

- The General Fund is a limited revenue source from property taxes and shared by a multitude of other governmental agencies and special districts.
- Urban Renewal funding comes from designating specific areas as deficient in assessed values and development ability and creating a plan for increasing property tax values and revenues through public infrastructure improvements and private development incentives. The Urban Renewal tax mechanism affords municipalities the opportunity to collect revenues for highly needed, value-based improvements for which other resources are insufficient. The improvements, in turn, provide a higher tax base for future City budgets.
- The Capital Improvement Program provides a detailed financial analysis of proposed projects. It is generally a short-term plan (one to five years) for public facility improvements and extension.
- Special levies or bond issues can be submitted to voters to raise funds for specific projects. These tools have traditionally been used for large projects such as school funding, construction or purchase of recreational facilities, and sewer or water system replacement.
- Grants may be available for many projects meeting certain federal and/or state guidelines.
- Local Improvement Districts (LIDs) are useful for many projects deemed necessary for small areas.
- User fees can be assessed for many services. Water, wastewater, stormwater, street maintenance, power, gas, telephone, garbage removal, health services, and some governmental services (courts and permit issuance) can be funded in this manner.
- System development charges (SDCs) are collected when building permits are issued and are used to construct infrastructure required to serve new development and growth of system needs. The SDC is directly related to the Capital Improvement Program for transportation, water, wastewater, stormwater, and parks.
- Tax increases may also be used, although they are usually insufficient and highly unpopular.
- Zoning, subdivision control, site plan review. Although funding is not directly addressed, many planning mechanisms, including zoning, subdivision control, site plan review, and others are used to require or encourage installation of many public facilities and services.
- Better coordination of services and improved operating efficiency are highly desirable, when possible.
- Builders and residents. The cost of public facilities serving new developments should be borne as much as possible by builders and residents of developments. Development proposals should be approved only if the vital public facilities necessary for additional land development and population growth are existing or committed.



## Energy

Oregon City recognizes that energy consumption is affected by many factors – land use patterns, placement of buildings, modes of transportation, protection of natural resources, and many others. The City is committed to energy conservation, particularly as the cost of non-renewable energy sources continues to increase and renewable sources become more prominent and available. The Willamette River is one such source of renewable energy; currently, the Willamette Falls Hydroelectric Project generates about 122 million kilowatt-hours per year – enough to power about 11,000 homes.

The goals and strategies of the OC2040 Plan emphasize the following types of energy conservation methods:

- Land use techniques, particularly promoting mixed-use development to make efficient use of land and reduce distances between homes and daily destinations.
- Transportation elements that emphasize efficiency of the system and use of alternative modes of travel (biking, walking, rolling).
- Promoting sustainable building practices and use of sustainable materials.
- Incentives for projects that utilize energy conservation practices.

# GOAL 1

Provide a safe, comfortable, and accessible transportation network that serves all modes of travel, including non-motorized modes.

## POLICIES:

- POLICY 1.1** Plan for and develop multi-modal connectivity throughout Oregon City, with an emphasis on access to community services, amenities, and key points of interest.

STRATEGY 1.1.A Make investments to accommodate multi-modal traffic as much as possible to include bike lanes, bus turnouts and shelters, sidewalks, etc., especially on major and minor arterial roads, and in regional and employment centers.

STRATEGY 1.1.B Provide an interconnected and accessible street system that minimizes vehicle miles traveled and inappropriate neighborhood cut-through traffic.

STRATEGY 1.1.C Ensure the adequacy of travel mode options and travel routes (parallel systems) in areas of congestion.

STRATEGY 1.1.D Identify and prioritize improved connectivity throughout the city street system.
- 
- POLICY 1.2** Reduce Oregon City's carbon footprint by supporting and emphasizing non-motorized modes.

STRATEGY 1.2.A Provide an interconnected and accessible pedestrian system that links residential areas with major pedestrian generators such as employment centers, public facilities, and recreational areas.

STRATEGY 1.2.B Provide a well-defined and accessible bicycle network that links residential areas, major bicycle generators, employment centers, recreational areas, and the arterial and collector roadway network.

STRATEGY 1.2.C Construct bikeways and sidewalks and require connectivity of these facilities to reduce the use of petroleum-fueled transportation.
- 
- POLICY 1.3** Promote safety by implementing street design that equally considers and serves non-motorized and motorized users.

STRATEGY 1.3.A Identify and implement ways to minimize conflict points between different modes of travel.

STRATEGY 1.3.B Improve the safety of vehicular, rail, bicycle, and pedestrian crossings.
- 
- POLICY 1.4** Ensure transportation investments are equitably applied across Oregon City neighborhoods.

STRATEGY 1.4.A Ensure efficient use of local transit by providing frequent, reliable links between the land uses and community associated with the Hilltop, Downtown, the Hospital, the Beavercreek educational and employment centers, and the adjacent neighborhoods.

**POLICY 1.5** Support opportunities for safe, affordable, and accessible transit service, including regional efforts to expand public transportation networks.

**STRATEGY 1.5.A** Promote and encourage a public transit system that ensures efficient accessibility, mobility, and interconnectivity between travel modes for all residents of Oregon City.

**STRATEGY 1.5.B** Explore options for better connections throughout the region through Transportation System Plan updates and projects.

**POLICY 1.6** Improve public parking programs and transportation demand management in downtown Oregon City while managing impacts to adjacent residential areas.

## GOAL 2

Ensure public utilities and infrastructure are maintained and improved to adequately serve all existing areas of Oregon City and can be extended to serve newly developing areas in a logical and fiscally responsible manner.

### POLICIES:

**POLICY 2.1** Regularly update all City infrastructure and utility master plans.

**POLICY 2.2** Adjust system development charges to ensure the benefit of new development is captured while impacts to the system are proportionally shared.

**POLICY 2.3** Ensure public infrastructure investments are equitably applied across Oregon City neighborhoods.

**STRATEGY 2.3.A** Implement the City's wastewater policies through the City of Oregon City Sanitary Sewer Master Plan.

**STRATEGY 2.3.B** Plan, operate and maintain the water distribution system for all current and anticipated city residents within its existing Urban Growth Boundary and plan strategically for future expansion areas.

**STRATEGY 2.3.C** Plan, operate, and maintain the stormwater management system for all current and anticipated city residents within Oregon City's existing Urban Growth Boundary and plan strategically for future expansion areas.

**STRATEGY 2.3.D** Identify neighborhoods that are underserved by transportation and other infrastructure investments to ensure equitable future investments.

**POLICY 2.4** Increase resiliency to climate change, natural hazard events, and cyber intrusions in public utility infrastructure.

**POLICY 2.5** Coordinate City-wide communication and outreach efforts around utility rates and other operational changes.

**POLICY 2.6** Support public-private partnerships to expand availability of highspeed internet service City-wide.

**STRATEGY 2.6.A** Encourage development of broadband networks in street rights-of-way in a coordinated way to provide state-of-the-art technology to residents.

## GOAL 3

Serve the health, safety, and welfare of all Oregon City residents through provision of comprehensive public facilities and services.

### POLICIES:

**POLICY 3.1** Seek and support opportunities to increase access to digital communications for all Oregon City residents and businesses.

**POLICY 3.2** Maintain a high level of police and fire protection in all areas of the city.

**POLICY 3.3** Support and promote emergency preparedness and climate change resiliency efforts and programs.

**POLICY 3.4** Coordinate with service providers to ensure high levels of public utility and infrastructure service.

**STRATEGY 3.4.A** Work with the Clackamas Water Environment Services to provide enough collection capacity to meet standards established by the Oregon Department of Environmental Quality (DEQ) to avoid discharging inadequately treated sewage into surface water.

**POLICY 3.5** Pursue adequate funding to pay for public facilities and services.

**STRATEGY 3.5.A** Enhance efficient use of existing public facilities and services by encouraging development at maximum levels permitted in the Comprehensive Plan, implementing minimum residential densities, and adopting an Accessory Dwelling Unit Ordinance to infill vacant land.

**STRATEGY 3.5.B** Provide incentives for private sector contributions to multi-modal transportation links and facilities, for example, establishing new standards in the zoning code.

# GOAL 4

Promote and support energy conservation, sustainability, and resiliency through best practices in infrastructure planning, operations, and management.

## POLICIES:

**POLICY 4.1** Identify and seek opportunities for sustainable practices in management and operation of public facilities and services.

**STRATEGY 4.1.A** Support development on underdeveloped or vacant buildable land within the city where public facilities and services are available or can be provided and where land-use compatibility can be found relative to the environment, zoning, and Comprehensive Plan goals.

**STRATEGY 4.1.B** Adopt a progressive water rate structure that will encourage water conservation.

**STRATEGY 4.1.C** Wherever possible, design and develop public facilities to take advantage of solar energy, develop co-generation, and conserve energy in operations and public access

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**POLICY 4.2** Continue to implement green, sustainable, and low-impact approaches to stormwater management.

**STRATEGY 4.2.A** Ensure parking lot designs that mitigate stormwater impacts. Take measures to reduce waterflow and increase water absorption using bioswales, vegetated landscaped islands with curb cuts to allow water inflow, and increase tree planting

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**POLICY 4.3** Prioritize street design in new development and redevelopment that implements localized stormwater treatment and other sustainable practices.

**STRATEGY 4.3.A** Increase the use of bioswales for stormwater retention where practical.

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**POLICY 4.4** Coordinate infrastructure to support the equitable development of “Climate-Friendly Areas,” as defined by DLCD<sup>2</sup>.

**STRATEGY 4.4.A** Promote mixed-use development, increased densities near activity centers, and home-based occupations (where appropriate).

**STRATEGY 4.4.B** Create commercial nodes in neighborhoods that are underserved to reduce vehicle miles traveled.

**STRATEGY 4.4.C** Plan for complementary mixed uses when considering annexation of new, under- or undeveloped areas so that new urban residential areas have closer access to jobs and services.

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2. DLCD defines Climate-Friendly Areas as an area where residents, workers, and visitors can meet most of their daily needs without having to drive. They are urban mixed-use areas that contain, or are planned to contain, a greater mix and supply of housing, jobs, businesses, and services. These areas are served, or planned to be served, by high quality pedestrian, bicycle, and transit infrastructure to provide frequent, comfortable, and convenient connections to key destinations within the city and region. (Retrieved July 21, 2022 from: <https://www.oregon.gov/lcd/LAR/Documents/SixPageOverview.pdf>)



**POLICY 4.5**    Support opportunities to increase densities near activity and transit centers.

- STRATEGY 4.5.A    Support mixed uses with higher residential densities in transportation corridors and include a consideration of financial and regulatory incentives to upgrade existing buildings and transportation systems.
- STRATEGY 4.5.B    Promote public transit (such as: bus, light rail, streetcar, bus rapid transit, commuter rail, ferry, river transportation, etc.) that serves Oregon City and locate park-and-ride facilities at convenient neighborhood nodes to facilitate access to regional transit.





# CHAPTER 4: PROTECTED ENVIRONMENT

## STATEWIDE PLANNING GOALS:

☑ Goal 5 (B) Natural Resources

☑ Goal 6: Air, Water, Land  
Resources

☑ Goal 7 Natural Hazards

☑ Goal 8 Parks and Recreation

☑ Goal 13 (B): Energy  
Conservation

☑ Goal 15 Willamette River  
Greenway



## Background Information

*The following background summary presents information about current conditions, assets and trends specific to the statewide planning goals applicable to Oregon City and captured by the topics of this theme.*

## Parks and Recreation

Oregon City has a variety of parks, trails and open space governed by a Parks and Recreation Master Plan (2008). Currently in the process of being updated (2022), the Plan serves as a guide to implementing Oregon City's goal of providing a broad range of parks and recreational spaces, activities, and programs to meet the current and future needs of its residents. The plan emphasizes the unique assets in Oregon City and identifies opportunities to further leverage those assets and build new ones. A set of mission statements provides the framework for the plan and will also serve as a starting point for new OC2040 goals and strategies that are developed for this project. Those mission statements are:

- Strengthen community image and sense of place, promote cultural unity
- Protect and preserve natural and cultural resources
- Foster social, intellectual, physical and emotional development
- Strengthen safety and security in park and recreation spaces
- Support economic development
- Provide educational experiences through recreation
- Promote health, wellbeing, and community problem solving
- Be good stewards of public resources

In addition, the City adopted a Trails Master Plan in 2004. The Plan proposes the development of a hierarchical trail system that integrates regional trails, community trails, and local trails in a series of loops. The Plan recommends improvements that will upgrade the existing system where needed, fill in the missing gaps, and connect to significant environmental features, schools, public facilities, local neighborhoods, and business districts in Oregon City and throughout the region.

## Natural Resources

Oregon City enjoys a richness of natural resources and a topography that provides scenic views and sites that create a sense of place and civic identity for residents and visitors. The City strives to identify, enhance and protect its natural and scenic resources to ensure their continued existence and contribution to Oregon City's character and livability. This includes the protection of wetlands, streams, water quality, and vegetation (trees and riparian corridors), as well as air, water, and land quality. While air quality standards are established by the Oregon Department of Environmental Quality, Oregon City is committed to meeting those standards and to promoting land use and transportation practices that contribute to better air quality (reduction in vehicle miles, for example).

Water resources critical to Oregon City's residents include:

- Willamette and Clackamas Rivers
- Tributaries of Abernathy, Newell, and Beaver Creeks
- Various bogs and wetlands
- Groundwater supply under the City

Natural resources are inventoried and protected through the City's Natural Resource Overlay District, Chapter 17.49 of the Zoning Code which discourages development within vegetated corridors associated streams and wetlands; the Geologic Hazards Overlay District in Chapter 17.44 which reviews development on slopes and in landslide areas; the Flood Management Overlay District in Chapter 17.42 which protects development within the floodplain and recently flooded areas; and implementation of the City's National Pollutant Discharge Elimination System (NPDES) permit which includes processes related to stormwater.

The Willamette and Clackamas rivers, major waterways of regional significance, border two sides of the city and create an aesthetic and recreational setting of great value to the city. Together, these rivers and streams contribute to the uniqueness of Oregon City and to the variety of natural resource, recreational, and open space values enjoyed by residents and visitors.

With Oregon City situated along the banks of the Willamette River, the City is also subject to statewide rules governing the waterway. In 1973, the Oregon State Legislature designated the Willamette River Greenway (WRG) to protect approximately 300 miles of greenway along the Willamette River from Eugene to the confluence with the Columbia River. The intent was to protect the corridor's natural, scenic and recreational qualities and to preserve its historical sites, structures, facilities, and objects for education and enjoyment. Oregon City complies with statewide rules through specific standards and regulation for development within the WRG that are established in the Willamette River Greenway Overlay District, Chapter 17.48 of the Oregon City Zoning Code.

In Oregon City, the Clackamas River along the northern boundary of the city, as well as Abernathy, Newell, Holcomb, Potter, and other creeks provide both spawning and rearing habitat for steelhead trout, coho salmon, and cutthroat trout. Riparian corridors, the areas on either side of a stream, are critical to protecting the stream ecosystem and quality of habitat for salmonids and other stream-dependent species. Surface water from the Lower Clackamas River is the source of potable water for Oregon City and West Linn. The Clackamas River is a recreational waterway and offers a boat ramp at Clackamette Park and Riverside Park at the end of Water Avenue.

### Natural Hazards

Oregon City is subject to a number of natural hazards. The City works to minimize the risks and impacts of natural hazards by limiting development in areas where hazardous events are most likely to occur and by working with the residents of these areas.

Oregon City was incorporated into Clackamas County's Natural Hazards Mitigation Plan in 2009. Since that time, Clackamas County adopted a new Clackamas County Natural Hazards Mitigation Plan in 2012 and 2019. The latest Oregon City Addendum to the NHMP was approved by FEMA on September 25, 2019. The plan describes potential hazards in Oregon City, lists goals, objectives and mitigation measures, and describes an action plan. The plan also contains maps of the 100-year and 1996 flood areas, potential landslide areas, relative earthquake hazard, and the location of hazardous materials, natural gas pipelines, and essential facilities. The most prominent hazards that face Oregon City include:

- **Flooding:** most flooding in Oregon City is the result of overflows of one or more of its three major streams—the Willamette River, Clackamas River, and Abernethy Creek—although localized, minor flooding can occur during storms. Flooding is most likely between October and April and generally results from a series of heavy rainfall events that can be aggravated by concurrent snowmelt in the watershed.
- **Unstable Soils:** unstable soils are types of soils or soils in locations, such as on steep slopes, that are not stable enough to support development, and may be hazardous to surrounding uses. Areas of unstable foundation soils have been mapped for Oregon City and the City has a Geologic Hazards Overlay District to provide “safeguards in connection with development on or adjacent to steep hillside and landslide areas and other identified known or potential hazard areas, thereby preventing undue hazards to public health, welfare and safety.”
- **Seismic Activity:** Oregon is in a region with a history of intense seismic activity. The most hazardous area coincides with the most severe flood-prone area north of Abernethy Creek, due primarily to the alluvial soil and high-water table that are most vulnerable to liquefaction during an earthquake. Areas in the McLoughlin neighborhood and on the Hilltop are far less vulnerable to groundshaking because they are underlain by basalt flows with little soil cover.
- **Wildfires:** dry summers, dense vegetation, and the invasion of non-native weeds in parts of Oregon City make the community vulnerable to wildfires. Wildfires are particularly likely in areas with steep slopes and limited groundwater, leading to dry vegetation in late summer, where there is combustible brush or debris, and where structures with flammable exterior materials are present. Oregon City's vulnerability to wildfires is greater in areas of “wildland-urban interface,” where dwellings are in the middle of heavily treed or vegetated areas and where steep, vegetated terrain can contribute to a “chimney effect” as fires burn uphill. The same conditions could apply to areas near Waterboard Park, Canemah Bluffs, Park Place, and canyons such as Singer Creek and Newell Creek.
- **Wind and Ice Storms:** in fall and winter, major storms from the Pacific Ocean bring high winds to the Oregon coast but are generally moderated by the time they reach Oregon City. However, some storm events result in damaging high winds, freezing rain and ice storms throughout western Oregon, which can result in loss of life and property damage. These storms affect the entire City but damage can be more severe where trees are blown over and trees limbs droop onto power and telephone lines. Electrical power service can be interrupted because of downed lines, which can lead to additional safety and comfort complications for the City and for residents. Traffic signals, emergency communications, roads, and other public facilities are especially vulnerable.
- **Volcanic Activity:** Oregon City's landscape was shaped by volcanic activity; much of Oregon City lies on a series of basalt flows that resulted from volcanic eruptions many thousands of years ago. While volcanic events are rare, they can occur at any time and with enormous force. It is unlikely that Oregon City would be directly affected by a volcanic eruption in the region. More likely are secondary effects from airborne ash that would severely affect air quality. Ash, mudflows, and pyroclastic flows would affect the Clackamas River watershed, thus potentially compromising the supply of water for Oregon City and West Linn.



# GOAL 1

Provide and maintain a comprehensive system of parks, trails, natural resource areas, and recreation amenities that is accessible to residents of all ages and abilities, enhances the environmental and aesthetic quality of the community, and encourages healthy living.

## POLICIES:

- POLICY 1.1** Provide additional parklands to adequately serve the City's current and estimated future population based on adopted service levels and community needs.

STRATEGY 1.1.A When property adjacent to an existing neighborhood or community park becomes available, consider adding property to the park and developing it to meet the current needs of existing neighborhoods.

STRATEGY 1.1.B Identify and protect land for parks and recreation within the Urban Growth Boundary.

STRATEGY 1.1.C Require or encourage developers to dedicate park sites as part of the subdivision review process. When possible, require or encourage developers to build parks to City standards and give them to the City to operate and maintain.
- 
- POLICY 1.2** Provide equitable distribution of parks and trails across the city.

STRATEGY 1.2.A Ensure the adequacy of pedestrian and bicycle connections to local, county, and regional trails.

STRATEGY 1.2.B Ensure adequate park and trail development in high density development and neighborhoods lacking access to these amenities.
- 
- POLICY 1.3** Provide a network of signage and trails to enhance connections within parks, and between parks, neighborhoods, and public amenities.
- 
- POLICY 1.4** Reduce barriers to park use and improve safety and accessibility of parks resources for all users, regardless of ability, comfort level, or native language.

STRATEGY 1.4.A Manage open space areas for their value in linking citizens and visitors with the natural environment, providing solace, exercise, scenic views and outdoor education. Built features in open space sites should harmonize with natural surroundings.

## GOAL 2

Conserve, protect, and enhance the function, health, and diversity of the City's natural resources and ecosystems.

### POLICIES:

**POLICY 2.1** Develop and adopt a Climate Action Plan for Oregon City.

**POLICY 2.2** Implement site development and design practices that incorporate natural ecosystem enhancement, minimize impacts on natural resources, and avoid degradation or loss of wetlands, watershed, and habitat.

**STRATEGY 2.2.A** Adopt and/or establish standards for all new development that promote the use of pervious surfaces and prevent negative ecological effects of urban stormwater runoff on streams, creeks and rivers.

**STRATEGY 2.2.B** Encourage use of native and hardy plants such as trees, shrubs and groundcovers to maintain ecological function and reduce maintenance costs and chemical use.

**POLICY 2.3** Bolster efforts to reduce landfill demand through re-use, recycling, and composting methods.

**STRATEGY 2.3.A** Commit to long-term sustainability and recognize the link between reduction of solid waste, reuse and recycling of materials, and protection of natural resources.

**POLICY 2.4** Protect and enhance the urban forest tree canopy.

**STRATEGY 2.4.A** Encourage the maintenance and improvement of the city's tree canopy to improve air quality.

**POLICY 2.5** Support water conservation and storm water management efforts within the Willamette Basin.

**STRATEGY 2.5.A** Prevent erosion and restrict the discharge of sediments into surface- and groundwater by requiring erosion prevention measures and sediment control practices.

**STRATEGY 2.5.B** Where feasible, use open, naturally vegetated drainage ways to reduce stormwater and improve water quality.

**POLICY 2.6** Promote outdoor lighting that is designed to reduce the negative impacts of light pollution.

**STRATEGY 2.6.A** Encourage new developments to provide even and energy-efficient lighting that ensures safety and discourages vandalism. Encourage existing developments to retrofit when feasible.

**STRATEGY 2.6.B** Adopt lighting practices in streets and other public facilities, and encourage them in private development, that reduce glare, light pollution, light trespass, and energy use, while maintaining even lighting ensuring good visibility and safety for the public.

## **POLICY 2.7** Support programs and methods that will improve air quality in Oregon City.

**STRATEGY 2.7.A** Promote land-use patterns that reduce the need for distance travel by single-occupancy vehicles and increase opportunities for walking, biking and/or transit to destinations such as places of employment, shopping and education.

## **POLICY 2.8** Protect the Clackamas and Willamette Rivers and their tributaries including Newell Creek as the centerpieces of Oregon City's natural environment.

**STRATEGY 2.8.A** Conserve open space along creeks, urban drainage ways, steep hillsides, and throughout Newell Creek Canyon.

**STRATEGY 2.8.B** Encourage preservation over mitigation when making decisions that affect wetlands and a “no net loss” approach to wetland protection.

## **POLICY 2.9** Establish, restore, and maintain a network of connected wildlife habitat corridors.

**STRATEGY 2.9.A** Conserve natural resources that have significant functions and values related to flood protection, sediment and erosion control, water quality, groundwater recharge and discharge, education, vegetation, and fish and wildlife habitat.

# **GOAL 3**

Ensure the safety of residents and property by supporting plans, programs, and investments that minimize the impacts of future natural hazard events and aid in rapid response and recovery.

## **POLICIES:**

**POLICY 3.1** Utilize public-private partnerships to educate residents on the importance of community hazard planning and resilience.

**POLICY 3.2** Restrict development in unsafe areas and where development would increase hazard impacts, such as steep slopes, landslides, wetlands, streams, and floodplains.

**STRATEGY 3.2.A** Protect existing development from natural hazards through mitigation measures identified in the Clackamas County Hazard Mitigation Plan.

**POLICY 3.3** Invest in retrofits and infrastructure redundancies to minimize service losses during an extreme weather or natural hazard event.

**STRATEGY 3.3.A** Require local service lines in new subdivisions be placed underground.

- POLICY 3.4

Prioritize restoration of critical services following a natural hazard event.
- STRATEGY 3.4.A

Ensure that key public facilities (emergency service) are located outside recognized hazard areas.
- STRATEGY 3.4.B

Ensure that key public services, such as water and sewer; and key public facilities such as police, fire, and hospital structures have the capability to back-up electricity during emergencies.

- POLICY 3.5

Collaborate with adjacent jurisdictions to coordinate emergency communication systems and distribution of resources in the event of an emergency or natural disaster.

## GOAL 4

Ensure the environmental and economic health of the Willamette River Greenway (WRG) as a key feature of Oregon City and the broader region

### POLICIES:

- POLICY 4.1

Protect the significant fish and wildlife habitat of the Willamette River by maximizing the preservation of trees and vegetative cover.
- POLICY 4.2

Preserve major scenic views, drives and sites of the WRG.
- POLICY 4.3

Encourage access to and along the river consistent with the Oregon City Park and Recreation Master Plan.
- POLICY 4.4

Restrict new substations and power line towers in the WRG and river view corridor.
- POLICY 4.5

Protect and maintain parks and recreation areas and facilities along the Willamette River to minimize effects in the WRG, in accordance with the Oregon City Park and Recreation Master Plan.

# Acknowledgements

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Frank O'Donnell

## CITY STAFF

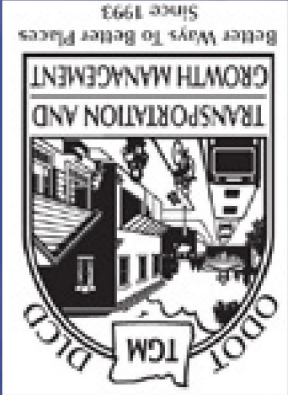
Tony Konkol, City Manager  
Aguilla Hurd-Ravich, Community Development Director  
Pete Walter, Planning Manager  
Christina Robertson-Cardiner, Senior Planner  
Laura Terway, Former Community Development Director

## CONSULTANTS

Serah Breakstone, Otak  
Steve Faust, 3J Consulting  
Anaïs Mathiez, 3J Consulting  
Karen Tolvstad, Veritas Collaborations

Ray Atkinson  
Sage Cerrulean  
Rae Gordon  
Victoria Meinig  
Kelli Upkes  
Dan Fowler  
Jon De Asis  
Joshua Carrillo  
Army White  
Sherry French  
Adam Marl  
Denyse McGriff  
Chris Staggs  
Mike Mitchell  
Tim Cook  
Arielle Crist  
Della Anderson  
Nancy Ide  
Christina Lugo  
Stacia Hernandez  
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Don Ward  
Nicole Abraham  
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Lucy McKay  
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Roseann Johnson  
Shawn Dachtler  
Chris Weaver  
Grant Blythe  
Bob LaSalle  
Ben Simmons  
Heidi Blackwell  
Amber Stensen

This project was funded through a grant from the Transportation Growth Management (TGM) program, which is a joint effort of the Oregon Department of Transportation (ODOT) and the Department of Land Conservation and Development (DLCD). The TGM program works at the intersection of land use and transportation planning to help Oregon cities and counties create thriving, livable places.





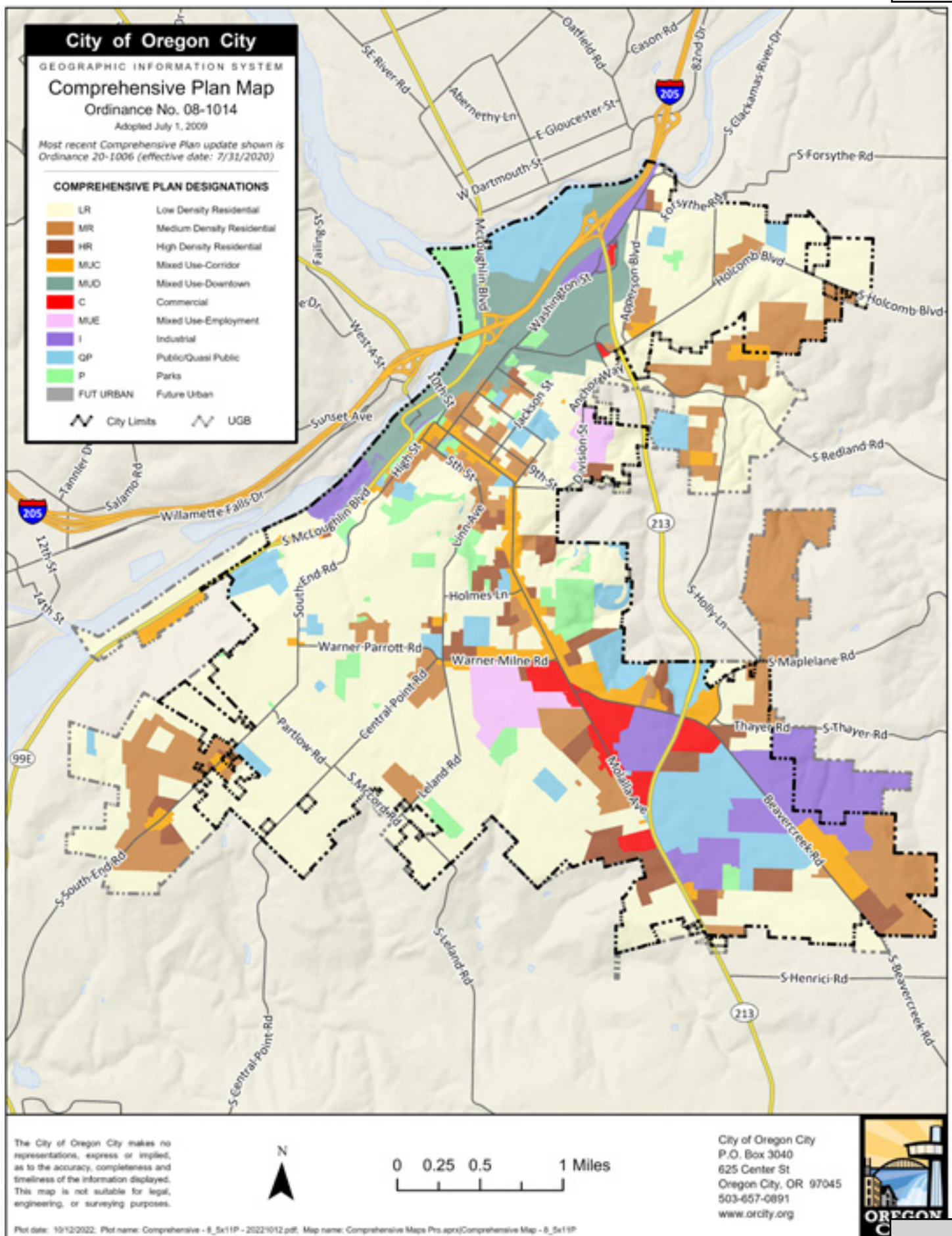
# Appendix

**APPENDIX A. COMPREHENSIVE PLAN MAP**  
**APPENDIX B. OREGON CITY URBAN RESERVES MAP**  
**APPENDIX C. ANCILLARY DOCUMENTS**



# APPENDIX A. COMPREHENSIVE PLAN MAP

Item #1.





Item #1.



## City of Oregon City Ancillary Documents for OC 2040 Comprehensive Plan adopted in 2022.

The following documents are Ancillary Plan also called Topic or Area specific plans. See *How are Comprehensive Plans Used* on p6 for a description of Ancillary Plans.

Ancillary plans are adopted by the City Commission for such things as parks and recreation, transportation systems, water facilities, and sewer facilities. Usually prepared by City departments through a public process, ancillary plans are approved by the City Planning Commission and adopted by the City Commission to provide operational guidance to city departments in planning for and carrying out city services. These plans are updated more frequently than the comprehensive plan.

As of November 2, 2022

<b>Ancillary Document</b>	<b>Webpage (as of September 2022)</b>	<b>Year Adopted</b>	<b>Ordinance</b>	<b>In effect?</b>
Oregon City Trails Master Plan	<a href="https://ormswd.synergydcs.com/HPRMWebDrawer/Record/4274032">https://ormswd.synergydcs.com/HPRMWebDrawer/Record/4274032</a>	2004	04-1011	Yes
Oregon City Downtown Community Plan	<a href="https://ormswd.synergydcs.com/HPRMWebDrawer/Record/4872834">https://ormswd.synergydcs.com/HPRMWebDrawer/Record/4872834</a>	1999	99-1034	Yes
Waterfront Master Plan	<a href="https://ormswd.synergydcs.com/HPRMWebDrawer/Record/4869226">https://ormswd.synergydcs.com/HPRMWebDrawer/Record/4869226</a>	2001	01-1033	Yes
Park and Recreation Master Plan	<a href="https://ormswd.synergydcs.com/HPRMWebDrawer/Record/4869394">https://ormswd.synergydcs.com/HPRMWebDrawer/Record/4869394</a>	2008	08-1004	Yes
McLoughlin- Canemah Trail Plan, Ancillary	<a href="https://ormswd.synergydcs.com/HPRMWebDrawer/Record/7146126">https://ormswd.synergydcs.com/HPRMWebDrawer/Record/7146126</a>	2018	18-0001	Yes
Park Place Concept Plan	<a href="https://www.orcity.org/planning/south-end-concept-plan">https://www.orcity.org/planning/south-end-concept-plan</a>	2008	07-1007	Yes
Sanitary Sewer Master Plan	<a href="https://ormswd.synergydcs.com/HPRMWebDrawer/Record/4869541">https://ormswd.synergydcs.com/HPRMWebDrawer/Record/4869541</a>	2014	14-1012	Yes

Ancillary Document	Webpage (as of September 2022)	Year Adopted	Ordinance	In effect?
Sewer Moratorium Public Facilities Strategy	<a href="https://www.orcity.org/sites/default/files/file_attachments/public_works/page/4368/san_sew_moratorium_flyer-2.1.2016.pdf">https://www.orcity.org/sites/default/files/file_attachments/public_works/page/4368/san_sew_moratorium_flyer-2.1.2016.pdf</a>  <a href="https://ormswd.synergydcs.com/HPRMWebDrawer/Record/5169754">https://ormswd.synergydcs.com/HPRMWebDrawer/Record/5169754</a>	2014-2016 (several extensions)	16-1006 14-1006 14-1012 15-1002 15-1015 16-1005	Mostly completed
South End Concept Plan and Code Amendments	<a href="https://www.orcity.org/planning/south-end-concept-plan">https://www.orcity.org/planning/south-end-concept-plan</a>	2013	13-1016 13-1017	Yes
Stormwater Master Plan	<a href="https://ormswd.synergydcs.com/HPRMWebDrawer/Record/8752488">https://ormswd.synergydcs.com/HPRMWebDrawer/Record/8752488</a>  <a href="https://www.orcity.org/sites/default/files/file_attachments/public_works/page/4190/oregon_city_stormwater_master_plan_2020.pdf">https://www.orcity.org/sites/default/files/file_attachments/public_works/page/4190/oregon_city_stormwater_master_plan_2020.pdf</a>	2019	19-1014	Yes
Thimble Creek Concept Plan – Readoption (and renaming) of the Beavercreek Road Concept Plan	<a href="https://www.orcity.org/sites/default/files/file_attachments/public_works/page/3239/thimble_creek_concept_plan_readopted_july_12020_ord_20-1006.pdf">https://www.orcity.org/sites/default/files/file_attachments/public_works/page/3239/thimble_creek_concept_plan_readopted_july_12020_ord_20-1006.pdf</a>	2020	20-1006	Yes
Water Master Plan – Amendment 2021	<a href="https://www.orcity.org/sites/default/files/file_attachments/public_works/page/3682/adopted_2021_amendment_to_the_2012_water_master_plan_1-20-2021_for_web.pdf">https://www.orcity.org/sites/default/files/file_attachments/public_works/page/3682/adopted_2021_amendment_to_the_2012_water_master_plan_1-20-2021_for_web.pdf</a>	2021	21-1001	Yes
Water Distribution System Master Plan	<a href="https://www.orcity.org/sites/default/files/file_attachments/public_works/page/3682/final_water_distribution_system_master_plan_-_january_2012.pdf">https://www.orcity.org/sites/default/files/file_attachments/public_works/page/3682/final_water_distribution_system_master_plan_-_january_2012.pdf</a>	2012	12-1001	Yes

<b>Transportation System Plan, Ancillary Documents</b>	<b>Webpage (as of September 2022)</b>	<b>Year Adopted</b>	<b>Ordinance</b>	<b>In effect?</b>
Transportation System Plan and Code Amendments	<a href="https://www.orcity.org/publicworks/2013-transportation-system-plan">https://www.orcity.org/publicworks/2013-transportation-system-plan</a>	2013	13-1002 13-1003	Yes
Park Place Urbanization Plan, Ancillary to TSP	<a href="https://ormswd.synergydcs.com/HPRMWebDrawer/Record/9133908">https://ormswd.synergydcs.com/HPRMWebDrawer/Record/9133908</a>	2021	21-1016	Yes
Transportation Demand Management Plan		2017		In progress
Alternative Mobility Targets for 213 / Beavercreek Road	<a href="https://ormswd.synergydcs.com/HPRMWebDrawer/Record/6953644">https://ormswd.synergydcs.com/HPRMWebDrawer/Record/6953644</a>  <a href="https://www.orcity.org/publicworks/project/ps-16-024">https://www.orcity.org/publicworks/project/ps-16-024</a>	2018	18-1004	Yes
Linn Avenue, Leland Road and Meyers Road Corridor Plan 2015	<a href="https://www.orcity.org/publicworks/project/ci-13-013">https://www.orcity.org/publicworks/project/ci-13-013</a>	2015	14-1013	Yes
Meyers Road Extension Corridor Plan	<a href="http://www.orcity.org/sites/default/files/file_attachments/public_works/page/4283/projects_amendments_from_meyers_rd_corridor_plan_final_1.pdf">http://www.orcity.org/sites/default/files/file_attachments/public_works/page/4283/projects_amendments_from_meyers_rd_corridor_plan_final_1.pdf</a>	2015	15-1013	Completed
South End Concept Plan Amendments to the Transportation System Plan	<a href="https://www.orcity.org/sites/default/files/file_attachments/public_works/page/4283/sec_tsp_amendments_0.pdf">https://www.orcity.org/sites/default/files/file_attachments/public_works/page/4283/sec_tsp_amendments_0.pdf</a>	2013	13-1002 13-1003	Yes



Date	Topic	Issue / Comment / Concern	Staff Comment	Has this been Addressed? How?
Trieste Andrews 10/30/2022 Written Comment to staff	OC 2040 and lack of mention of Arts in the Community	OC2040 does not mention Arts or the importance of art in the community. "My concern is if the Art Commission is to use the 2040 plan to support some of their goals in the future - especially for funding needs - where and how can the 2040 plan be a platform for the Arts in our community."	The Comprehensive Plan is ultimately a document that guides the way the City uses land, plans for infrastructure, and protects the natural environment. It is set up to meet the Statewide Planning Goals that focus on land use, natural, and man-made systems. This does not mean that Art and the role it plays is not important to the City and the community but perhaps is best captured elsewhere like City Commission Goals.	A response was sent to Trieste. Should the Planning Commission or City Commission wish to amend the proposed Comprehensive Plan, staff will need that direction.
Trieste Andrews 11/7/2022 Written Comment to staff	OC 2040 and lack of mention of Arts in the Community- Response	Asks if the Comprehensive Plan can still be amended to address Art in the community	Yes, the draft can still be amended but that direction should come from the Planning Commission.	Trieste may attend the Planning Commission meeting to ask for an addition to the comp plan.



**From:** [Trieste Andrews](#)  
**Sent:** Sunday, October 30, 2022 2:48 PM  
**To:** [Aquilla Hurd-Ravich](#); [Oregon City Planning](#)  
**Cc:** [Denyse McGriff](#)  
**Subject:** Re: OC2040 Adoption Hearing Notice

---

**Follow Up Flag:** Follow up  
**Flag Status:** Flagged

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I have skimmed through the entire 2040 draft and saw the word "Art" referenced only one time on page 14 of the document. Are there any other references? I did not see any other specific goals or visions for the Arts in the plan. Please let me know if I have missed something. I was a part of the meeting with the Three Rivers Artist Guild when the 2040 plan was first introduced and the public was asked for their input, but although I see TRAG referenced as one of the organizations in the beginning of the document I do not see any reference to the importance of Art in the plan.

The 2040 plan was first drafted in August of 2021, but the current Oregon City Art Commission was not established until September of 2021. The Art Commission missed being acknowledged by one month. My concern is if the Art Commission is to use the 2040 plan to support some of their goals in the future - especially for funding needs - where and how can the 2040 plan be a platform for the Arts in our community.

In the early 2000's Oregon City had a thriving Art Commission, mural committee and an art program and plan. Sculptures adorned the 7th street corridor, and murals were created throughout downtown. For reasons unknown, the Art Commission dissolved as well as the mural committee and in 2015 murals were actually no longer allowed. Things have changed. In 2021 Murals were reinstated into Oregon City's code and an Art Commission was established that same September. Two new murals have since been created - one at the Friends of the Bookstore on 7th Street, and one at the corner of 99 and Main by an artist from the Confederated Tribes of the Grand Ronde. The new Art Commission has met at least once a month since September of 2021 plus additional working sessions and is eager to reinstitute Art programs to our City. Can this be acknowledged in the 2040 plan so that there is support in the future especially for possible funding needs?

In addition to the Three Rivers Artist Guild which has a strong membership of approximately 110 members, there are other artist groups integrally involved in our community such as Art in Oregon, Clackamas County Arts Alliance and the LGBTQ youth group the Living Room. Where are these organizations represented in the 2040 plan and how will they be able to utilize it in the future for their goals and visions? I would also like to disclose that I am currently the chair of the Oregon City Art Commission, but this email is neither an opinion or comment by the Art Commission. I submit these thoughts only as a private citizen. Please let me know if there is a way to add Art and Culture into this vision for Oregon City's future.

On Mon, Oct 24, 2022 at 4:46 PM Aquilla Hurd-Ravich <[ahurdravich@orccity.org](mailto:ahurdravich@orccity.org)> wrote:

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The City of Oregon City Planning Commission will hold a public hearing regarding the adoption of Ordinance Number 22-1007 (Planning File LEG 22-00003) to consider adoption of a new Comprehensive Plan. The City Commission will hold public hearings on the matter once the Planning Commission has made a recommendation.

**When:**

7:00 p.m., November 14, 2022

**Where:**

Commission Chambers at the Robert Libke Public Safety Building, 1234 Linn Avenue, Oregon

City 97045 and virtually unless otherwise noticed.

For a full copy of the proposal one week prior to hearings, visit [www.oregoncity.org/meetings](http://www.oregoncity.org/meetings). Any interested party may testify at the hearings or submit written comments to [ocplanning@oregoncity.org](mailto:ocplanning@oregoncity.org) at or prior to the public hearings while the record is open. Additional information may be found by calling (503) 722-3789.

FILE NUMBER: LEG 22-00003

REQUEST: Adoption Of A New Comprehensive Plan

PROJECT PAGE: <https://www.orcity.org/planning/project/leg-22-00003-comprehensive-plan-update>

AFFECTED AREA: City-wide

CONTACT PERSON: Aquilla Hurd-Ravich, AICP, Community Development Director (503) 722-3789 or [ahurdravich@orcity.org](mailto:ahurdravich@orcity.org)

CITY NEIGHBORHOOD ASSN: City-wide



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Oregon City, OR 97045-2253

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--

**Trieste Andrews**  
971-322-8610

- *“Art enables us to find ourselves and lose ourselves at the same time.”*
- *Thomas Merton*

**From:** [Aquila Hurd-Ravich](#)  
**Sent:** Monday, November 7, 2022 1:37 PM  
**To:** [Trieste Andrews](#)  
**Cc:** [Denyse McGriff](#)  
**Subject:** RE: OC2040 Adoption Hearing Notice

Hi Trieste,

If you can attend the public hearing on the 14<sup>th</sup> I recommend that you do. There is still time to add references to Art in the Comprehensive Plan, but at this point I think that direction should come from the Planning Commission. They have put many hours into the wording of this plan and I would not want to change it without their direction.

The Planning Commission may respond best to a specific recommendation and after looking at the draft it seems like Chapter 1, Goal 2, Policies 2.4 and 2.5 could be modified with the word Art and hold the same intension while promoting art in the community. The Planning Commission packet will be published today and you will see a revised Comp Plan with revised numbering.

Thanks,  
 Aquilla

**From:** Trieste Andrews <trieste.andrews@gmail.com>  
**Sent:** Monday, November 7, 2022 1:23 PM  
**To:** Aquilla Hurd-Ravich <ahurdravich@orcify.org>  
**Cc:** Denyse McGriff <dmcgriff@orcify.org>  
**Subject:** Re: OC2040 Adoption Hearing Notice

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Hi Aquilla - Thanks so much for your response. I was not involved in the project itself, except for the meeting that Lynda Orzen put together for the Three Rivers Artists Guild. I may be wrong, but my understanding was that originally there was a focus on art and culture that was headed up by Rae Gordon. I took for granted that it would ultimately be a part of the plan when it was finished. Not all cities include a focus on art in their Comprehensive plans but many do. With the reinstitution of murals and the Art Commission I was hoping that Oregon City would recognize art as an important part of their future planning.

Most cities recognize art as a direct asset to economic development. Urban growth planning, parks and recreation, and tourism can all greatly benefit by the integration of art in their future plans. Many cities institute a percentage for the Arts to fund their plans knowing art is such an asset to the overall economic vitality of a community. A steering committee (of which I am a member) has just formed for the counties of Multnomah, Washington, Clackamas and Portland Metro. We are ultimately looking at an investment of \$500,000 to create an art and cultural plan for our Tri-county area. With such a large

investment on the importance of Art in our communities, wouldn't Oregon City want to follow this economic trend in our own city.

I guess the big question is - is it too late to integrate anything into the 2040 plan that references a plan for Art and Culture? The word "Art" is only mentioned one time in the 2040 plan. It is under the beginning vision statement as part of a Healthy and Welcoming Community. Is there a chance to expand on this in the plan? I spoke with Denyse this morning, but she said you might have the answer to that. Let me know if there is anything I can do, and if you think it would be worth coming to the meeting on the 14th.

Thanks for your support and any other thoughts or help you can give.

On Wed, Nov 2, 2022 at 11:20 AM Aquilla Hurd-Ravich <[ahurdravich@orccity.org](mailto:ahurdravich@orccity.org)> wrote:

Dear Trieste,

Thank you for your comments. I will be sure to include them with the packet that goes before the Planning Commission and City Commission. I also want to thank you for participating in the early feedback sessions when OC2040 was gathering public feedback.

The Comprehensive Plan is ultimately a document that guides the way the City uses land, plans for infrastructure, and protects the natural environment. It is set up to meet the Statewide Planning Goals that focus on land use, natural, and man-made systems. This does not mean that Art and the role it plays is not important to the City and the community but perhaps is best captured elsewhere.

You mentioned advocating for future funding needs for arts in our community. The City's budget is framed by goals set by the Commission every two years as part of their strategic planning process. The Comprehensive Plan may influence some of these goals but it is not the only document or way to advocate for support. The City Commission Goals can be seen [here](#) and the relationship of those goals to the budget can be found on page 1 (or 17 of the pdf) [here](#).

Thank you,



Aquilla Hurd-Ravich, AICP  
Community Development Director  
Community Development Department  
City of Oregon City  
695 Warner Parrott Rd  
Oregon City, Oregon 97045  
Email: [ahurdravich@orccity.org](mailto:ahurdravich@orccity.org)  
503.722.3789 Office  
503.496.1553 Direct  
503.250.2649 Cell

**From:** Trieste Andrews <[trieste.andrews@gmail.com](mailto:trieste.andrews@gmail.com)>  
**Sent:** Sunday, October 30, 2022 2:48 PM  
**To:** Aquilla Hurd-Ravich <[ahurdravich@orccity.org](mailto:ahurdravich@orccity.org)>; Oregon City Planning <[ocplanning@orccity.org](mailto:ocplanning@orccity.org)>  
**Cc:** Denyse McGriff <[dmcgriff@orccity.org](mailto:dmcgriff@orccity.org)>  
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FILE NUMBER: LEG 22-00003

REQUEST: Adoption Of A New Comprehensive Plan

PROJECT PAGE: <https://www.orcity.org/planning/project/leg-22-00003->



[comprehensive-plan-update](#)

AFFECTED AREA: City-wide

CONTACT PERSON: Aquilla Hurd-Ravich, AICP, Community Development Director (503) 722-3789 or [ahurdravich@orcitem.org](mailto:ahurdravich@orcitem.org)

CITY NEIGHBORHOOD ASSN: City-wide



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**Trieste Andrews**  
971-322-8610

- *“Art enables us to find ourselves and lose ourselves at the same time.”*
- *Thomas Merton*

--

**Trieste Andrews**  
971-322-8610

- *“Art enables us to find ourselves and lose ourselves at the same time.”*
- *Thomas Merton*

**From:** [Trieste Andrews](#)  
**Sent:** Tuesday, November 8, 2022 6:44 PM  
**To:** [Aquilla Hurd-Ravich](#)  
**Subject:** Re: OC2040 Adoption Hearing Notice

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Hi Aquilla - First thank you so much for all of your help and thoughts. I put together some really minor changes that may help integrate some art references. If this is something you can submit before the meeting that would be great. I will plan on being there in person. I also prefaced it with an introduction. Please let me know if there is anything else I can do.

To: Oregon City Planning Commission

I realize that the 2040 Comprehensive plan is nearing completion, and I apologize for not submitting some thoughts earlier, but I feel it is important to specifically reference Art into the 2040 plan. The draft of the 2040 plan was completed in August of 2021, but the reinstitution of murals and an Oregon City Arts Commission was not established until September 2021. Art has once again become an important initiative for Oregon City and I believe it is important to reference it in this Comprehensive plan. Moreover, a Steering Committee for an Art and Cultural plan for the TriCounty area including Multnomah, Washington, Clackamas and Portland metro has just been formed over the past month. They are investing \$500,000 for this plan and I believe it is in Oregon City's best interest to support this initiative in our own Comprehensive Plan. Of course I would like to include a whole section referencing Art in Oregon City and the specific goals and Policies, but in the interest of time and in honor of all the work the planning commission has put in over the past year, here are some minor requests for revision. Recommended changes are in yellow.

#### CHAPTER 1

GOAL 2 Acknowledge, protect, enhance, and commemorate Oregon City's historic and **art and** cultural resources

POLICY 2.4 Identify and protect important **art and** cultural resources and historic amenities through programs, designation, interpretive signage, and other means to increase awareness and generate appreciation.

STRATEGY 2.4.A Support the preservation of Oregon City's historic resources through public information, advocacy and leadership within the community, and the use of regulatory tools and incentive programs.

**STRATEGY 2.4.B Support the preservation and initiatives of Oregon City's art resources through public information, advocacy and leadership within the community, and the use of regulatory tools and incentive programs.**

POLICY 2.5 Provide activities and programs for residents and visitors that weave together historic and **art and** cultural resources, education, and recreation. STRATEGY 2.5.A Recognize the value of diverse cultural and historic resources and modern civic amenities. Integrate educational and recreational opportunities with the City's preservation efforts.

On Mon, Nov 7, 2022 at 1:36 PM Aquilla Hurd-Ravich <[ahurdravich@orccity.org](mailto:ahurdravich@orccity.org)> wrote:

Hi Trieste,

If you can attend the public hearing on the 14<sup>th</sup> I recommend that you do. There is still time to add references to Art in the Comprehensive Plan, but at this point I think that direction should come from the Planning Commission. They have put many hours into the wording of this plan and I would not want to change it without their direction.

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Thanks,  
Aquilla

---

**From:** Trieste Andrews <[trieste.andrews@gmail.com](mailto:trieste.andrews@gmail.com)>

**Sent:** Monday, November 7, 2022 1:23 PM

**To:** Aquilla Hurd-Ravich <[ahurdravich@orccity.org](mailto:ahurdravich@orccity.org)>

**Cc:** Denyse McGriff <[dmcgriff@orccity.org](mailto:dmcgriff@orccity.org)>

**Subject:** Re: OC2040 Adoption Hearing Notice

**CAUTION:** This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hi Aquilla - Thanks so much for your response. I was not involved in the project itself, except for the meeting that Lynda Orzen put together for the Three Rivers Artists Guild. I may be wrong, but my understanding was that originally there was a focus on art and culture that was headed up by Rae Gordon. I took for granted that it would ultimately be a part of the plan when it was finished. Not all cities include a focus on art in their Comprehensive plans but many do. With the reinstitution of murals and the Art Commission I was hoping that Oregon City would recognize art as an important part of their future planning.

Most cities recognize art as a direct asset to economic development. Urban growth planning, parks and recreation, and tourism can all greatly benefit by the integration of art in their future plans. Many cities institute a percentage for the Arts to fund their plans knowing art is such an asset to the overall economic vitality of a community. A steering committee (of which I am a member) has just formed for the counties of Multnomah, Washington, Clackamas and Portland Metro. We are ultimately looking at an investment of \$500,000 to create an art and cultural plan for our Tri-county area. With such a large investment on the importance of Art in our communities, wouldn't Oregon City want to follow this economic trend in our own city.

I guess the big question is - is it too late to integrate anything into the 2040 plan that references a plan for Art and Culture? The word "Art" is only mentioned one time in the 2040 plan. It is under the beginning vision statement as part of a Healthy and Welcoming Community. Is there a chance

to expand on this in the plan? I spoke with Denyse this morning, but she said you might have the answer to that. Let me know if there is anything I can do, and if you think it would be worth coming to the meeting on the 14th.

Thanks for your support and any other thoughts or help you can give.

On Wed, Nov 2, 2022 at 11:20 AM Aquilla Hurd-Ravich <[ahurdravich@orccity.org](mailto:ahurdravich@orccity.org)> wrote:

Dear Trieste,

Thank you for your comments. I will be sure to include them with the packet that goes before the Planning Commission and City Commission. I also want to thank you for participating in the early feedback sessions when OC2040 was gathering public feedback.

The Comprehensive Plan is ultimately a document that guides the way the City uses land, plans for infrastructure, and protects the natural environment. It is set up to meet the Statewide Planning Goals that focus on land use, natural, and man-made systems. This does not mean that Art and the role it plays is not important to the City and the community but perhaps is best captured elsewhere.

You mentioned advocating for future funding needs for arts in our community. The City's budget is framed by goals set by the Commission every two years as part of their strategic planning process. The Comprehensive Plan may influence some of these goals but it is not the only document or way to advocate for support. The City Commission Goals can be seen [here](#) and the relationship of those goals to the budget can be found on page 1 (or 17 of the pdf) [here](#).

Thank you,



Aquilla Hurd-Ravich, AICP  
Community Development Director  
Community Development Department  
City of Oregon City  
695 Warner Parrott Rd  
Oregon City, Oregon 97045  
Email: [ahurdravich@orccity.org](mailto:ahurdravich@orccity.org)  
503.722.3789 Office  
503.496.1553 Direct  
503.250.2649 Cell

**From:** Trieste Andrews <[trieste.andrews@gmail.com](mailto:trieste.andrews@gmail.com)>

**Sent:** Sunday, October 30, 2022 2:48 PM

**To:** Aquilla Hurd-Ravich <[ahurdravich@orccity.org](mailto:ahurdravich@orccity.org)>; Oregon City Planning <[ocplanning@orccity.org](mailto:ocplanning@orccity.org)>

**Cc:** Denyse McGriff <[dmcgriff@orccity.org](mailto:dmcgriff@orccity.org)>

**Subject:** Re: OC2040 Adoption Hearing Notice



**CAUTION:** This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

I have skimmed through the entire 2040 draft and saw the word "Art" referenced only one time on page 14 of the document. Are there any other references? I did not see any other specific goals or visions for the Arts in the plan. Please let me know if I have missed something. I was a part of the meeting with the Three Rivers Artist Guild when the 2040 plan was first introduced and the public was asked for their input, but although I see TRAG referenced as one of the organizations in the beginning of the document I do not see any reference to the importance of Art in the plan.

The 2040 plan was first drafted in August of 2021, but the current Oregon City Art Commission was not established until September of 2021. The Art Commission missed being acknowledged by one month. My concern is if the Art Commission is to use the 2040 plan to support some of their goals in the future - especially for funding needs - where and how can the 2040 plan be a platform for the Arts in our community.

In the early 2000's Oregon City had a thriving Art Commission, mural committee and an art program and plan. Sculptures adorned the 7th street corridor, and murals were created throughout downtown. For reasons unknown, the Art Commission dissolved as well as the mural committee and in 2015 murals were actually no longer allowed. Things have changed. In 2021 Murals were reinstated into Oregon City's code and an Art Commission was established that same September. Two new murals have since been created - one at the Friends of the Bookstore on 7th Street, and one at the corner of 99 and Main by an artist from the Confederated Tribes of the Grand Ronde. The new Art Commission has met at least once a month since September of 2021 plus additional working sessions and is eager to reinstitute Art programs to our City. Can this be acknowledged in the 2040 plan so that there is support in the future especially for possible funding needs?

In addition to the Three Rivers Artist Guild which has a strong membership of approximately 110 members, there are other artist groups integrally involved in our community such as Art in Oregon, Clackamas County Arts Alliance and the LGBTQ youth group the Living Room. Where are these organizations represented in the 2040 plan and how will they be able to utilize it in the future for their goals and visions? I would also like to disclose that I am currently the chair of the Oregon City Art Commission, but this email is neither an opinion or comment by the Art Commission. I submit these thoughts only as a private citizen. Please let me know if there is a way to add Art and Culture into this vision for Oregon City's future.

On Mon, Oct 24, 2022 at 4:46 PM Aquilla Hurd-Ravich <[ahurdravich@orccity.org](mailto:ahurdravich@orccity.org)> wrote:

[View this email in your browser](#)



The City of Oregon City Planning Commission will hold a public hearing regarding the adoption of Ordinance Number 22-1007 (Planning File LEG 22-00003) to consider adoption of a new Comprehensive Plan. The City Commission will hold public hearings on the matter once the Planning Commission has made a recommendation.

**When:**

7:00 p.m., November 14, 2022

**Where:**

Commission Chambers at the Robert Libke Public Safety Building, 1234  
Linn Avenue, Oregon  
City 97045 and virtually unless otherwise noticed.

For a full copy of the proposal one week prior to hearings, visit [www.orcity.org/meetings](http://www.orcity.org/meetings). Any interested party may testify at the hearings or submit written comments to [ocplanning@orcity.org](mailto:ocplanning@orcity.org) at or prior to the public hearings while the record is open. Additional information may be found by calling (503) 722-3789.

FILE NUMBER: LEG 22-00003

REQUEST: Adoption Of A New Comprehensive Plan

PROJECT PAGE: <https://www.orcity.org/planning/project/leg-22-00003->

[comprehensive-plan-update](#)

AFFECTED AREA: City-wide

CONTACT PERSON: Aquilla Hurd-Ravich, AICP, Community Development Director (503) 722-3789 or [ahurdravich@orcity.org](mailto:ahurdravich@orcity.org)

CITY NEIGHBORHOOD ASSN: City-wide



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You are receiving this email because you expressed an interest in the OC2040 Vision for  
Oregon City

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Oregon City, OR 97045-2253

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***Trieste Andrews***

971-322-8610

- *“Art enables us to find ourselves and lose ourselves at the same time.”*
- *Thomas Merton*



# CITY OF OREGON CITY

## Staff Report

625 Center Street  
Oregon City, OR 97045  
503-657-0891

Item #2.

**To:** Planning Commission **Agenda Date:** 11.07.22  
**From:** Christina Robertson-Gardiner, Senior Planner

### SUBJECT:

Package #2 of Legislative File: GLUA 22-0002/LEG-22-0001- HB 2001 Housing Choice Code Update

### STAFF RECOMMENDATION:

Review HB 2001 Package #2 code revision process, provide direction on policy questions identified for the hearing and continue the hearing to November 28, 2022

### EXECUTIVE SUMMARY:

On June 1, 2022, the City Commission voted 4-0 to approve the second reading of ORDINANCE NO. 22-1001 and remand LEG 22-001 to the October 24, 2022 Planning Commission Meeting to review a second package of outstanding policy questions.

Some of the topics can be implemented through code modifications recommended to the City Commission, while others are more complex and will need further direction from the City Commission, such as tiny homes and RVs, or were topics not ultimately recommended for implementation by the City Commission, such as lot averaging. These more complex topics will be forwarded in the form of a policy recommendations for a future workplan to the City Commission or a request for policy clarification.

### November 14, 2022 Topics

Deliverable: If the Planning Commission wishes to advance these topics, staff will provide recommended redline code modifications for review at a future meeting based on specific Planning Commission direction

### High-Density Zone Development Standards

With the introduction of middle housing at greater densities in the low and medium densities zone, there could be a broader discussion about the purpose and standards for the high-density R-2 zone.

### Duplex Lot Coverage in Medium-Density Zones

Consider increasing maximum building lot coverage for duplexes to match the current allowance for a single-family dwelling plus an ADU.

### Lot Coverage in Low-Density Zones

Consider increasing maximum building lot coverage for specific middle housing types in proportion to increased units.



Package #2 code revision process will generally follow the same method the Planning Commission utilized when adopting code revisions to the Thimble Creek Concept Plan area in 2019-2022. Policy topics will be assigned specific hearing dates in advance to allow Planning Commissioners, staff, and the public the ability to concentrate their efforts on a few issues at a time. Each topic will start with a presentation of background information from staff, a review of oral and written public comments on the topic, and a discussion of whether the policy question should be addressed through code revisions. If the Planning Commission can provide direction on the policy question, staff will return at a future meeting with a recommended redline code change that implements the policy direction.

**BACKGROUND:**

[House Bill 2001](#), passed by the State Legislature in 2019, calls for cities to allow a range of middle housing types, including duplexes, triplexes, quadplexes, townhouses, and cottage clusters in single-family neighborhoods. The Planning Commission and City Commission held hearings in the Spring of 2022 to advance code revisions that met the requirements of HB 2001. These code revisions were required to be adopted by June 30, 2022, and effective by July 1, 2022. A second package of amendments was continued to the Fall of 2022 for code sections and policy questions that were not required for inclusion in the June 30, 2022 deadline but are still linked to the larger middle housing implementation discussion.

**OPTIONS:**

- 1) Provide staff direction on policy questions identified for the November 14, 2022 hearing and continue GLUA 22-0002/LEG 22-00001 to the November 28, 2022 Planning Commission Hearing

To: Planning Commission  
From: Christina Robertson-Gardiner, Senior Planner  
RE: Package #2 of Legislative File: GLUA 22-0002/LEG-22-0001- HB 2001 Housing  
Choice Code Update  
November 14, 2022, Hearing Topics  
Date: November 7, 2022

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On June 1, 2022, the City Commission voted 4-0 to approve the second reading of ORDINANCE NO. 22-1001 for the HB 2001 Housing Choices Update and remand the LEG 22-001 to the October 24, 2022 Planning Commission Meeting to review the second package of outstanding policy questions.

Copies of the adopted code and application packets can be found by visiting the [Housing Choices Code Update project page](#). The [online municipal code](#) will be updated to include these changes in early 2023.

## Hearings Process

The Package #2 code revision process will generally follow the same method the Planning Commission utilized when adopting code revisions to the Thimble Creek Concept Plan area in 2019-2022. Policy topics will be assigned specific hearing dates in advance to allow Planning Commissioners, staff, and the public the ability to concentrate their efforts on a few issues at a time. Each topic will start with a presentation of background information from staff, a review of oral and written public comments on the topic, and a discussion of whether the policy question should be addressed through code revisions. If the Planning Commission can provide direction on the policy question, staff will return at a future meeting with a recommended redline code change that implements the policy direction or provide additional information on Planning Commission questions. A policy tracker will be updated to reflect the Planning Commission's direction. Toward the end of the hearings process- the Planning Commission will be able to review the entire proposal to ensure that there is consensus on the package being forwarded to the City Commission. The tentative schedule is for the Planning Commission to review topics from November 2022- January 2023

## November 14, 2022 Topics

Deliverable: If the Planning Commission wishes to advance these topics, staff will provide recommended redline code modifications for review at a future meeting based on specific Planning Commission direction

### High-Density Zone Development Standards

With the introduction of middle housing at greater densities in the low and medium densities zone, there could be a broader discussion about the purpose and standards for the high-density R-2 zone.

### Duplex Lot Coverage in Medium-Density Zones

Consider increasing maximum building lot coverage for duplexes to match the current allowance for a single-family dwelling plus an ADU.

### Lot Coverage in Low-Density Zones

Consider increasing maximum building lot coverage for specific middle housing types in proportion to increased units.

## High-Density Zone Development Standards

**Existing Policy:** Range of middle housing and multi-family residential uses permitted, up to a maximum net density of 22 units/acre (1 unit per 2,000 SF of site area).

**Additional Policy Options:** Increase maximum net density for some or all residential uses, and/or revise permitted residential uses.

**Planning Commission:** Recommended for further consideration

**City Commission:** No discussion

### Planning Commission Questions to Consider

1. Should the City increase middle housing density standards in the R2 zone to match the allowed density of the medium-density (R3.5) residential zoning? Should it be higher?
2. Should the City increase the allowed density for multi-family projects in the R2 zone to be higher than the density for middle housing in the R2 zoning? If yes, should staff return with mitigation, location, or scaling strategies to reduce community impact?
3. Should the City remove or restrict townhomes/townhome subdivisions as an allowed use in the R2 zoning district but still allow tri/quad plexes on infill lots?
4. If there is no consensus for code revisions for this topic, should the City review this question in 2-3 years?

If you do not think you have enough information to provide staff general direction at the November 14, 2022, meeting, please let staff know your questions or what additional information would be needed for you to provide direction at a future hearing date.

### Density, Lot Size

With the introduction of middle housing at greater densities in the low and medium densities zones, there could be a broader discussion about the purpose and standards for the high-density R-2 zone. Because the R-2 zone does not permit single-family detached dwellings, it is not subject to HB 2001, and no changes were proposed in the first round of code updates beyond updating terminology.

Standard	Adopted HB2001Code R-2
Minimum lot size	
• Duplex	4,000 square feet
• Townhouse	2,000 square feet
• Triplex, quadplex and multi-family	6,000 square feet
• Cottage cluster	8,000 square feet
Maximum building lot coverage	85%

*A. The minimum net density in the R-2 district shall be 17.4 dwelling units per acre.*

*B. The maximum net density in the R-2 district shall be 21.8 dwelling units per acre.*

For comparison, the Mixed-Use Corridor (MUC) and Mixed-use Downtown (MUD) zones have a minimum required density for the stand-alone multi-family projects of 17.4 units per acre with no maximum density.

With the adoption of the middle housing code amendments, the medium density (R3.5, R5) zones permit many middle housing types at a density of 25 or more units per acre, compared to a 22 units/acre maximum density in the R-2 zone. Minimum lot sizes for some middle housing types are also smaller in the low and medium-density zones than in the R-2 zone. Further code amendments could consider:

- Reducing minimum lot size for middle housing types in R-2 to match or be less than corresponding minimum lot sizes in medium-density zones.
- Increasing maximum densities for middle housing in R-2 above the current 22 units/acre limit for parity with maximum density for middle housing that will be allowed in other zones.
- Increasing maximum density for multi-family residential as well to match or exceed the scale of permitted middle housing.

### *Townhomes*

The introduction of middle housing types in all residential zones also merits a further discussion of which housing types should be a priority in the R-2 zone. Now that townhouses will be permitted in all low and medium-density zones at densities between 17-25 units/acre, it may be more appropriate to target R-2 sites for multi-family and other alternatives. Multi-family can often be the least expensive housing type in the R-2 zone and is needed to meet a segment of the City's housing need. However, it could struggle to compete against townhouses, as townhomes tend to be the easiest housing type to finance, construct, and sell. Additionally, multi-family units tend to have more ground floor or ADA-accessible options than townhomes.

Townhomes are defined as a "*dwelling unit that is part of a row of two or more attached dwelling units, where each unit is located on an individual lot and shares at least one common wall with an adjacent dwelling unit*" In this discussion, townhome or townhome developments/subdivisions should be differentiated from a single infill quadplex- which may have the appearance of a townhome.

## Duplex Lot Coverage in Medium-Density Zones (R3.5, R5)

**Existing Policy:** Maximum building lot coverage for duplexes is equal to that allowed for single-family detached dwellings in each zone (50-55%).

**Additional Policy Options:** Increase maximum building lot coverage for duplexes to match the current allowance for a single-family dwelling plus an ADU (60-65%).

Increase maximum building lot coverage for specific middle housing types in proportion to increased units. Specifically, consider increasing duplex lot coverage to 60-65%, triplex and quadplex lot coverage to 65%-70% or more, and/or townhouse lot coverage to 70%.

**Planning Commission:** Recommended for further consideration

**City Commission:** No discussion

### Planning Commission Questions to Consider

1. Should the City increase maximum building lot coverage for duplexes to match the current allowance for a single-family dwelling plus an ADU (60-65%)
2. Should the City increase maximum building lot coverage across the board for specific middle housing types in rough proportion to increased numbers of units?
3. If there is no consensus for code revisions for this topic, should the City review this question in 2-3 years to determine if lot coverage is a barrier to middle housing construction?

If you do not think you have enough information to provide staff general direction at the November 14, 2022 meeting, please let staff know your questions or what additional information would be needed for you to provide direction at a future hearing date.

### Lot Coverage

The general direction from the Planning and City Commissions for the June 2022 code updates was to adopt the same lot coverage as single-family residential and revisit specific zones with Package #2.

Building lot coverage standards specific to each type were introduced when middle housing types were introduced with the Equitable Housing project (2019) in the medium-density zones (R-5, R-3.5). Generally, projects with more units were allowed greater lot coverage to make it more physically possible to fit the increased number of units on a lot. For example, a single-family detached dwelling in the R-5 zone is permitted to build lot coverage of up to 50%, whereas prior to the adoption of HB 2001 code updates in June 2022, triplexes, quadplexes, and townhouses were permitted up to 70% lot coverage.

Standard	Prior Code R-5	Prior Code R-3.5	Adopted HB2001Code R-5	Adopted HB2001Code R3.5
Maximum building lot coverage				
Single-family detached and all duplexes	50%	55%	50%	55%
With ADU	60%	65%	60%	65%
Single-family attached (townhomes) and 3—4 plex (tri-quadplex)	70%	80%	50%	55%
Minimum lot size				
Single-family detached	5,000 square feet	3,500 square feet	5,000 square feet	3,500 square feet
Duplex	6,000 square feet	4,000 square feet	5,000 square feet	3,500 square feet
Single-family attached (townhome)	3,500 square feet	2,500 square feet	1,500 square feet	1,500 square feet
3—4 plex (tri-quadplex)	2,500 square feet per unit	2,000 square feet per unit	7,000 square feet	7,000 square feet

*Note:* No maximum lot coverage standards may be applied to cottage clusters per HB 2001 regulations.

Considering that both a duplex and a single-family detached dwelling with an ADU are both two total units, maximum building lot coverage for duplexes could stay the same as permitted for single-family detached dwellings in each zone (50-55%) or be increased to match the allowance for a dwelling plus an ADU (60-65%). Duplexes must be permitted at least the same lot coverage allowed for single-family detached dwellings per OARs, but there is no requirement to allow additional lot coverage.

Increasing allowed lot coverage could result in slightly larger duplex structures less consistent with single-family detached dwellings in the neighborhood; however, the additional lot coverage could also provide flexibility to add second units at a comparable intensity to a single-family dwelling and ADU. The additional 10% lot coverage being considered would translate to 350-500 sq ft of increased coverage on medium-density lots. Further, the massing would not exceed what is already permitted for other middle housing types in these zones.

Variations on this concept could include limiting the additional lot coverage to only detached duplexes and/or allowing the increased lot coverage only for duplexes with a lower height, such as 25 ft or even a single story.

## Lot Coverage in Low-Density Zones. (R6, R8, R10)

**Existing Policy:** Maximum building lot coverage for middle housing types in low-density zones is set equal to the allowed lot coverage for single-family detached dwellings.

**Additional Policy Options:** Increase maximum building lot coverage for specific middle housing types in rough proportion to increased numbers of units. Specifically, consider increasing duplex lot coverage to 45%, triplex and quadplex lot coverage to 45-50% or more, and/or townhouse lot coverage to 70%.

**Planning Commission:** Recommended for further consideration

**City Commission:** No discussion

### Planning Commission Questions to Consider

1. Should the City increase maximum building lot coverage for duplexes to match the current allowance for a single-family dwelling plus an ADU (45%)
2. Should the City increase maximum building lot coverage across the board for specific middle housing types in rough proportion to increased numbers of units?
3. If there is no consensus for code revisions for this topic, should the City review this question in 2-3 years to determine if lot coverage is a barrier to middle housing construction?

If you do not think you have enough information to provide staff general direction at the November 14, 2022 meeting, please let staff know your questions or what additional information would be needed for you to provide direction at a future hearing date.

### *Lot Coverage*

The building lot coverage standard in the low-density zones (R-10, R-8, and R-6) is currently set at 40% for single-family and middle housing types and 45% with an ADU. No change was required to meet the OARs in the first package of code updates, but a graduated building lot coverage standard could be introduced for triplexes, quadplexes, and townhouses consistent with the approach in the medium-density zones in 2019. Additionally, there is the same opportunity in these zones to increase allowed lot coverage for duplexes to match what is permitted for a primary dwelling and ADU, as discussed above.



Standard	Prior Code R-10	Prior Code R-8	Prior Code R-6	Adopted HB2001Code R-10	Adopted HB2001Code R-8	Adopted HB2001Code R-6
Minimum lot size	10,000 square feet Single family and corner duplexes	8,000 square feet Single family and corner duplexes	6,000 square feet Single family and corner duplexes	10,000 square feet All housing	8,000 square feet All housing	6,000 square feet All housing except  Quadplex and cluster 7,000 square feet
Except for				townhomes 1,500 square feet	townhomes 1,500 square feet	townhomes 1,500 square feet
Maximum building lot coverage With ADU	40%,  except 45%	40%,  except 45%	40%,  except 45%	40%,  except 45%	40%,  except 45%	40%,  except 45%

*Note:* No maximum lot coverage standards may be applied to cottage clusters per HB 2001 regulations.

Generally, the 40% lot coverage maximum is less likely to be a development limitation in zones with the largest minimum lot sizes and is more likely to become an issue in the R-6 zone given the smaller minimum lot size (6,000 SF allows 2,400 SF of building footprint, compared to 4,000 SF allowed on a 10,000-SF minimum lot in the R-10 zone). Several potential changes in the low-density zones include:

- Consider increasing maximum lot coverage for duplexes to 45%, equivalent to that allowed for two units as a primary and ADU, for parity and greater flexibility to fit two units onto a lot (particularly in the R-6 zone where smaller lot sizes make increased coverage more desired).
- Consider increasing maximum lot coverage for triplexes and quadplexes to 45% (to match ADUs) or 50% or higher for consistency with middle housing standards in the medium-density zone.
- Consider increasing the maximum lot coverage for townhouses to 70% in low-density zones for consistency with standards in the medium-density zones. Given the small size of townhouse lots and lack of side yards, higher lot coverage can be more suitable for this development type. For example, 40% lot coverage of a 1,500-square-foot lot is a 600-square-foot footprint which would translate to a 1200-2100 square-foot unit (depending on the number of stories and roof configuration)

**Exhibits**

1. HB 2001 Package #2 Hearing Topic Timeline
2. Public Comment Matrix
3. October 15, 2022 Planning Commission Memo (Process Overview)
4. July 19, 2022, memo from Elizabeth Decker, JET Planning
5. [Oregon City Zoning Map](#)
6. [Low-Density Residential Zoning District \(updated June 30, 2022\)](#)
7. [Medium Density Residential Zoning District \(updated June 30, 2022\)](#)
8. [R-2 Multi Family Zoning District \(updated June 30, 2022\)](#)
9. [Dimensional Standards Chart](#)
10. [Housing Choices Code Update project page](#)

LEG 22-001 Package #2 Policy Questions		Issue	Potential Outcome	Hearing Date	Planning Commission Direction
<b>Duplex Lot Coverage in Medium-Density Zones</b> <ol style="list-style-type: none"> <li>Should the City increase maximum building lot coverage for duplexes to match the current allowance for a single-family dwelling plus an ADU (60-65%)</li> <li>Should the City increase maximum building lot coverage across the board for specific middle housing types in rough proportion to increased numbers of units?</li> <li>If there is no consensus for code revisions for this topic, should the City review this question in 2-3 years to determine if lot coverage is a barrier to middle housing construction?</li> </ol>		Consider increasing building lot coverage for duplexes to match the current allowance for a single-family dwelling plus an ADU	Recommended redline code	November 14, 2022	
<b>Lot Coverage in Low-Density Zones.</b> <ol style="list-style-type: none"> <li>Should the City increase maximum building lot coverage for duplexes to match the current allowance for a single-family dwelling plus an ADU (45%)</li> <li>Should the City increase maximum building lot coverage across the board for specific middle housing types in rough proportion to increased numbers of units?</li> <li>If there is no consensus for code revisions for this topic, should the City review this question</li> </ol>		Consider increasing maximum building lot coverage for specific middle housing types in rough proportion to increased numbers of units.	Recommended redline code	November 14, 2022	

LEG 22-001 Package #2 Policy Questions	Issue	Potential Outcome	Hearing Date	Planning Commission Direction
in 2-3 years to determine if lot coverage is a barrier to middle housing construction?				
<p>High-Density Zone Development Standards</p> <ol style="list-style-type: none"> <li>1. Should the City increase middle housing density standards in the R2 zone to match the allowed density of the medium-density (R3.5) residential zoning? Should it be higher?</li> <li>2. Should the City increase the allowed density for multi-family projects in the R2 zone to be higher than the density for middle housing in the R2 zoning? If yes, should staff return with mitigation, location, or scaling strategies to reduce community impact?</li> <li>3. Should the City remove or restrict townhomes/townhome subdivisions as an allowed use in the R2 zoning district but still allow tri/quad plexes on infill lots?</li> <li>4. If there is no consensus for code revisions for this topic, should the City review this question in 2-3 years?</li> </ol>	With the introduction of middle housing at greater densities in the low and medium densities zone, there could be a broader discussion about the purpose and standards for the high density R-2 zone	Recommended redline code	November 14, 2022	
Land Use Affordability Incentives	More flexible code provisions for middle housing could be selectively targeted at projects meeting affordability requirements, both to improve feasibility of those projects and to	Recommended redline code  Policy or workplan	November 28, 2022	

LEG 22-001 Package #2 Policy Questions	Issue	Potential Outcome	Hearing Date	Planning Commission Direction
	explicitly encourage affordable housing development.	request for more complex items		
Tiny homes, RV hardship allowances, tiny home shelter/cluster homes (not hooked up to city sewer/water)	Additional options for housing should be discussed that fall outside of traditional dwelling units that hook up to city utilities and pay System Development Fees. Where and when are they a value to the city?	Policy or workplan request as this is a complex issue.	November 28, 2022	
Parking Standards for Triplexes and Quadplexes	Technical clarifications to reflect that standards apply per development, not per unit, and consider increasing or eliminating the maximum parking standard. Consider relocating the standards to the triplex and quadplex design section	Recommended redline code	December 12, 2022	
Middle Housing Driveway Specifications.	Coordinate with Public works-Development Services to revise driveway widths to better align across code sections and meet policy goals.	Recommended redline code	December 12, 2022	
Multiple ADUs per Lot	Consider the future role for ADUs and how ADU standards compare to plex standards. Consider whether to permit multiple ADUs per lot for greater parity with new provisions for plexes, which could be written to require one attached and one detached unit, or in any combination.	Request for policy clarification	January 9, 2023	

LEG 22-001 Package #2 Policy Questions	Issue	Potential Outcome	Hearing Date	Planning Commission Direction
Lot Averaging for Subdivisions	Consider whether and how lot averaging should apply to middle housing options beyond duplexes, and whether lot averaging remains a useful tool for new subdivisions along with middle housing opportunities	Request for policy clarification	January 9, 2023	



Date	Topic	Issue / Comment / Concern	Staff Comment	Has this been Addressed? How?
Paul Edgar 1.1.22 email	Tiny homes, Clustered, Safe & Rest Communities	We could create and build new master planned communities within a Manufactured Home Park mindset of design, with conventional and most importantly, affordable manufactured homes, prefabbed modular homes and also create communities of where very, very affordable tiny homes of under 200 Sq. Ft. with post and beam. We need the codes and zoning for building communities of all sizes, that have one thing in common, that permanent and semi-permanent dwelling/houses - structures that are under \$100,000	This policy question is scheduled for the November 28, 2022 Planning Commission meeting	

**From:** [Paul O. Edgar](#)  
**To:** [Christina Robertson-Gardiner](#); [Aquilla Hurd-Ravich](#); [John M. Lewis](#); [Josh Wheeler](#)  
**Cc:** [Denyse McGriff](#); [Dirk Schagenhauser - OC Planning](#)  
**Subject:** Cluster Housing in Nigeria, and how we can learn from this  
**Date:** Tuesday, November 1, 2022 12:40:50 PM

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**CAUTION:** This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Can this be shared as comment and testimony to the Planning Commission and City Commission, as part of HB 2001 Middle Housing discussions and code revisions

Paul Edgar

### [How One Architect Helped Imagine a Better Future for a Nigerian Village in Crisis - Dwell](#)

Middle Housing and Tiny Housing, became an answer for those displaced, where the United Nations stepped in and brought in a Nigerian Architect to design and build their type of a cluster housing community. These displaced people, needed security housing and roofs over their heads, and just think about this, as we have a parallel in Oregon, Clackamas County, and even Oregon City, with our homeless and houseless.

We could create and build new master planned communities within a Manufactured Home Park mindset of design, with conventional and most importantly affordable manufactured homes, prefabricated modular homes and also create communities of where very, very affordable tiny homes of under 200 Sq. Ft. with post and beam foundations if we have places where they could be sited. We need the codes and zoning for building communities of all sizes, that have one thing in common, that permanent and semi-permanent dwelling/houses - structures that are under \$100,000 to where they could be located.

We could also have additional master planned communities that could have modular built Tiny Houses of under \$50,000 in cost and other community could be under \$25,000 in providing a starting places of what would be semi-permanent housing. Oregon Community Housing has funded opportunities to make things like this happen and even provide programs for home ownership. Metro also has programs that can provide funding to create these Master planned Communities, with funding. A one acre parcel, could be a site, that could support a beautifully designed of housing community for 24 to 40 people when it has access to public utilities, transportation, and retail stores. Re-Thinking Zoning, where there are the existence of critically required and needed utilities and public transportation and has limited negative "Not In My Back Yard" impacts and acceptance within the neighboring community, might require a greater ability to gain the ability to re-zone parcels to enable the high priority need of new affordable housing communities.

Very small Tiny Houses, of under 200 Sq. Ft. of foundations sizes may need to be expanded to 300 Sq. Ft. and the height of these affordable housing structures to 20' feet in height. Allowing things and changes to codes that enable housing structures that could be built on post and beam is equally important in reducing housing costs.

Envision mini housing structures that reduce building waste/costs, that are 8' x 20' that includes in its design a 4' x 8' porch, a 4' x 8' bathroom, 8' x 12 living space that includes &

mini-kitchen and a sleeping loft-bed area. These Tiny House Structures could have 12' ft. high walls that support a loft floor and a 8, 10, or 12-12 pitch roofs, thus creating a 1 and 1 half story Vernacular Type Design structures. Using this design a very, very affordable permanent tiny house structure, could be engineered that meets building codes, and is created without SDC fees and should only require, over the counter approval on and with pre approved plans.

This concept requires engineered and approved designs, that opens the ability of approval by the building department, to place these housing units into Master Planned and Built Out Communities, with in ground utilities.

Very, very affordable Tiny Houses of under 200 Sq. Ft. of foundation size could also be represented in an example of a 12' x 16' where the Tiny House is squared up, but again on post and beam, and with 12' ft. high walls that support larger loft sleeping areas that can be enhanced with 12-12 pitch roofs, and with a shed roof dorms. These type of type of permanent housing structures, going into a master planned manufacture home park, for middle housing, need to be allowed and zoned, to where the structure do not require SDC Fees, when coming from a modular home factory, with approved plans and assembled onsite.

These very, very affordable permanent housing units, could come from, a local modular housing factory that could also be part of Trade School Program, that builds student proficiency's in all of the trade skills needed within building housing. The key to this concept is within creating very, very affordable housing and educated students trade skills, within massively reducing costs, and creating affordable Master-Planned Community, that have small lots, will all of the utilities available and underground.

Within the creating these communities, there needs to be a focus on central common open spaces and areas that need to have park like settings, that enhance livability, walking paths, gardens, trees, and when possible central facilities like laundry facilities and parking lots that become part of limiting on-site cars. Doing this with a focus on having porches that connect people and make possible the building of a community atmosphere, as the people access these affordable Housing Structures all coming from a central common access areas.

We could also design and build Clustered, Safe & Rest Communities, where we centralized access to sanitary sewer, water, electricity, and communal structures, and have open common area's. These Safe & Rest developments become the first step away from the streets, parks and public properties where people in need are sleeping under a tarp or in a tent. We plan and create Safe & Rest Communities and provide a roof, insulated walls, wired to provide; lights, heat and cooling and lockable doors. These communities are to be controlled place where it becomes possible to transition the homeless and houseless and they must be very good looking & inviting, and in an analogy, "like a good fishing lure where the fish will bite at it". Stick built, shelter housing structure can cost less than tents structures, where the cost of each dwelling unit can be well under \$5,000 and as low as \$3,000. These Safe & Rest Communities need "Communal Buildings", can house and enable intervention specialist, with drug and addiction specialists, mental health specialists, limited health-first aid location & personal, kitchens, showers, sanitary toilets facilities, counseling facilities, administration facilities. Idealistically all structures where possible would have integrated "Solar Power Panels" to provide all of the electrical power needed whereby this community only adds to the local power grid.



To: Planning Commission  
From: Christina Robertson-Gardiner, Senior Planner  
RE: Package #2 of Legislative File: GLUA 22-0002/LEG-22-0001- HB 2001 Housing Choice Code Update  
Planning Commission Recommendations  
Date: October 15, 2022

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The City of Oregon City is continuing to work to expand housing choices for all members of the community with zoning code updates to increase flexibility for middle housing types. These housing types tend to be smaller scale and less expensive than detached single-family dwellings and provide needed variety to accommodate Oregon City's diversity of households. They are called middle housing because they fall somewhere between single-family homes and larger apartments.

[House Bill 2001](#), passed by the State Legislature in 2019, calls for cities to allow a range of middle housing types, including duplexes, triplexes, quadplexes, townhouses, and cottage clusters in single-family neighborhoods. These code revisions were required to be adopted by June 30, 2022, and effective by July 1, 2022. The Planning Commission and City Commission held hearings in the Spring of 2022 to advance code revisions that met the requirements of HB 2001. A second package of amendments was continued to the Fall of 2022 for code sections and policy questions that were not required for inclusion in the June 30, 2022 deadline but are still linked to the larger middle housing implementation discussion.

On June 1, 2022, the City Commission voted 4-0 to approve the second reading of ORDINANCE NO. 22-1001 and remand the LEG 22-001 to the October 24, 2022 Planning Commission Meeting to review the second package of outstanding policy questions.

Copies of the adopted code and application packets can be found by visiting the [Housing Choices Code Update project page](#). The [online municipal code](#) will be updated to include these changes in early 2023.

### Package #2 Policy Questions

The following are the outstanding policy questions that were identified in the initial adoption hearings or submitted by Elizabeth Decker, Jet Planning, who provided technical assistance to the City for package #1. Some of the topics can be implemented through code modifications recommended to the City Commission, while others are more complex and will need further direction from the City Commission, such as tiny homes and RVs, or were topics not ultimately recommended for implementation by the City Commission, such as lot averaging. These more complex topics will be forwarded in the form of a policy recommendations for a future workplan to the City Commission or a request for policy clarification.

Please refer to the memo from Elizabeth Decker, attached as Exhibit 2, for further topic details. The Planning Commission may choose to add additional items during the hearings process. A tentative hearing timeline is also attached and will be updated through the hearings process.

## Hearings Process

Package #2 code revision process will generally follow the same method the Planning Commission utilized when adopting code revisions to the Thimble Creek Concept Plan area in 2019-2022. Policy topics will be assigned specific hearing dates in advance to allow Planning Commissioners, staff, and the public the ability to concentrate their efforts on a few issues at a time. Each topic will start with a presentation of background information from staff, a review of oral and written public comments on the topic, and a discussion of whether the policy question should be addressed through code revisions. If the Planning Commission can provide direction on the policy question, staff will return at a future meeting with a recommended redline code change that implements the policy direction. A policy tracker will be updated to reflect the Planning Commission's direction. Toward the end of the hearings process- the Planning Commission will be able to review the entire proposal to ensure that there is consensus on the package being forwarded to the City Commission. The tentative schedule is for the Planning Commission to review topics from November 2022- January 2023

## Topics

Deliverable: If the Planning Commission wishes to advance these topics, staff will provide recommended redline code modifications for review at a future meeting.

### High-Density Zone Development Standards

With the introduction of middle housing at greater densities in the low and medium densities zone, there could be a broader discussion about the purpose and standards for the high-density R-2 zone.

### Middle Housing Driveway Specifications

Coordinate with Public works- Development Services to revise driveway widths to better align across code sections and meet policy goals.

### Parking Standards for Triplexes and Quadplexes

Technical clarifications to reflect that standards apply per development, not per unit. Consider relocating the standards to the triplex and quadplex design section.

### Duplex Lot Coverage in Medium-Density Zones

Consider increasing maximum building lot coverage for duplexes to match the current allowance for a single-family dwelling plus an ADU.

### Lot Coverage in Low-Density Zones

Consider increasing maximum building lot coverage for specific middle housing types in rough proportion to increased numbers of units.

### Technical Revisions

Staff is currently working with the public on middle housing applications and will bring any needed revisions for clarity as they occur.

## **Request Policy Direction from the City Commission**

*If the Planning Commission wishes to advance these topics, they will include a summary of the issue, public comment and Planning Commission discussion and ask for policy direction from the City Commission.*

Deliverable: summary of the issue, public comment, and Planning Commission discussion

### **Land Use Affordability Incentives**

*City Commission recommended further discussion though some portions of the policy question may require additional direction or work plans.*

More flexible code provisions for middle housing could be selectively targeted at projects meeting affordability requirements to improve those projects' feasibility and explicitly encourage affordable housing development.

### **Tiny homes, RV hardship allowances, tiny home shelter/cluster homes (not hooked up to city sewer/water)**

*City Commission recommended further discussion. As this issue is complex, involves multiple city departments, and has future budgetary implications, the Planning Commission will provide the background of the public comment and hearing discussion and ask for policy and workplan direction on this item.*

Additional options for housing should be discussed that fall outside of traditional dwelling units that hook up to city utilities and pay System Development Fees. Where and when are they of value to the City?

### **Parking Standards for Triplexes and Quadplexes**

*The City Commission did not provide direction on this specific topic but has provided general guidance about ensuring adequate parking in neighborhoods.*

Consider increasing or eliminating the maximum parking standard.

### **Multiple ADUs per Lot**

*City Commission did not recommend further consideration.*

Consider the future role for ADUs and how ADU standards compare to plex standards. Consider permitting multiple ADUs per lot for greater parity with new provisions for plexes, which could be written to require one attached and one detached unit, or in any combination. Discuss the relationship between ADUs and detached middle housing, especially regarding accessory building setback standards and Middle Housing Land Division.

### **Lot Averaging for Subdivisions**

*City Commission did not recommend further consideration.*

Consider whether and how lot averaging should apply to middle housing options beyond duplexes and whether lot averaging remains a useful tool for new developments along with middle housing opportunities.

### **Exhibits**

1. HB 2001 Package #2 Hearing Topic Timeline
2. July 19, 2022, memo from Elizabeth Decker, JET Planning
3. [Housing Choices Code Update project page](#)





# MEMO

**Date:** July 19, 2022  
**To:** Christina Robertson-Gardiner, City of Oregon City  
**From:** Elizabeth Decker, JET Planning  
**Subject:** Outstanding Housing Policy Issues for Further Zoning Code Updates

**Summary.** This memo outlines additional housing policy issues that could be addressed through a second package of zoning code updates following June adoption of an initial package of middle housing code updates. The City Commission adopted a package of code updates focused on middle housing to meet the statutory requirements of HB 2001 on June 1, 2022. (Ordinance No. 2022-1001). The City Commission also remanded the file back to Planning Commission to review a second set of outstanding policy questions not immediately needed for policy compliance with HB 2001, to be reviewed starting at their October 24, 2022 meeting. Issues include those raised by planning staff and discussed during deliberations by the Planning Commission and City Commission; interest by Planning Commission and/or City Commission to revisit an issue is noted where applicable.

## POLICY ISSUES

### A. Multiple ADUs per Lot

**Existing Policy:** One ADU allowed on the same lot as a single-family primary dwelling, may be attached or detached.

**Additional Policy Options:** Allow up to three ADUs with a single-family primary dwelling.

**Planning Commission:** Recommended for further consideration

**City Commission:** Not recommended for further discussion

Now that up to four units are permitted per lot under middle housing provisions, consider the future role for ADUs and whether ADU allowances should be expanded commensurate with permitted middle housing options. The ADU provisions in OCMC 17.20.010 could be expanded to permit a total of two or even three ADUs with a single-family primary dwelling, in any configuration of attached

or detached units. This might look like a basement ADU added to the primary dwelling with a detached ADU in the backyard, or even two ADUs in the backyard. One benefit of allowing multiple ADUs, rather than detached plex configurations, is this flexibility to include both attached and detached units.

Alternatively, there may be a preference to focus on the triplex and quadplex options as the route to add additional units rather than expanding ADU provisions. The June code updates allow one or two detached units with an existing primary dwelling as a detached duplex or triplex.

It is unclear how detached plex options would compare with multiple ADU options; it is likely to vary by lot based on configuration and desired units. Some potential differing factors under current code include:

- ADUs would be limited to a smaller size (800 SF) and could have a lower impact; plexes would be limited by overall lot coverage that may allow larger units or may effectively limit units to similar sizes.
- ADUs would be required to be smaller than the primary house (no more than 60% of the dwelling's floor area), whereas plex units could be similarly sized.
- ADUs could be built with reduced setbacks, either utilizing the decreased ADU setbacks (e.g. 10 ft rear setback rather than 20 ft for primary and duplex structures) or converting nonconforming detached accessory structures that do not meet required setbacks.
- ADUs would be subject to lower SDCs and impact fees under the current fee schedule.
- ADUs are not eligible to use middle housing land divisions to support sale of individual units.<sup>1</sup>
- Both ADUs and duplexes are exempt from minimum off-street parking requirements, though a triplex requires a total of two parking spaces.
- Potentially explore the ability to allow ADUs to be part of a Middle Housing Land Division, even if they are located within the underlying zone setbacks as they are generally smaller and could have a lower impact than a new detached duplex.

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<sup>1</sup> It may be possible for an existing detached ADU to meet the standards of a detached duplex and qualify for a middle housing land division, but this scenario is untested and would significantly vary lot to lot. Separate utilities for each unit and different setback standards are likely to be difficult standards for many ADUs to meet.

Having more options – both multiple ADUs as well as the option for detached duplexes and triplexes – would maximize opportunities, at least during the initial implementation phases while we see how development patterns evolve.

## B. High Density Zone Development Standards (R-2)

**Existing Policy:** Range of middle housing and multi-family residential uses permitted, up to a maximum net density of 22 units/acre (1 unit per 2,000 SF of site area).

**Additional Policy Options:** Increase maximum net density for some or all residential uses, and/or revise permitted residential uses.

**Planning Commission:** Recommended for further consideration

**City Commission:** No discussion

With the introduction of middle housing at greater densities in the low and medium densities zone, there could be a broader discussion about the purpose and standards for the high density R-2 zone. Because the R-2 zone does not permit single-family detached dwellings, it is not subject to HB 2001 and no changes were proposed in the first round of code updates.

With the adoption of the middle housing code amendments, the medium density zones permit many middle housing types at a density of 25 or more units per acre, compared to a 22 units/acre maximum density in the R-2 zone. Minimum lot sizes for middle housing types are also smaller in the low and medium density zones than in the R-2 zone. Further code amendments could consider:

- Reducing minimum lot size for middle housing types in R-2 to match or be less than corresponding minimum lot sizes in medium density zones.
- Increasing maximum densities for middle housing in R-2 above the current 22 units/acre limit for parity with maximum density for middle housing that will be allowed in other zones.
- Increasing maximum density for multi-family residential as well to match or exceed the scale of permitted middle housing.

Additionally, the introduction of middle housing types in all residential zones merits further discussion of which housing types should be a priority in the R-2 zone. Now that townhouses will be permitted in all low and medium-density zones at densities between 17-25 units/acre, it may be more appropriate to target limited R-2 sites for multi-family and other alternatives. Multi-family can be the least

expensive housing type in the R-2 zone, and needed to meet a segment of the City's housing needs, but could struggle to compete against townhouses if they continue to be permitted outright. Consider whether townhouses in R-2 should continue to be permitted outright, prohibited, or only permitted as part of a master plan/PUD. Respondents in the second survey were fairly split on whether to continue permitting townhouses in R-2, with 53% in favor of limiting them and 47% in favor of continuing to permit them. (See pages 11-12 of the March 2022 Code Audit.). Duplex, triplex, quadplex and cottage cluster uses could similarly be reconsidered in the R-2 zone.<sup>2</sup> Ideally, future R-2 standards would allow a mix of residential uses and provide some additional flexibility to greater density multi-family uses relative to middle housing.

### C. Lot Averaging for Subdivisions

**Existing Policy:** Up to 25% of lots within a subdivision for single-family detached and duplexes can be up to 10% less than the minimum lot size provided that the average lot size for the subdivision meets the minimum lot size for the zone.

**Additional Policy Options:** Expand or limit the lot averaging provisions.

**Planning Commission:** Recommended for further consideration

**City Commission:** Not recommended for further discussion

Consider whether and how lot averaging should apply to middle housing options beyond duplexes, and whether lot averaging remains a useful tool for new developments along with middle housing opportunities. If a development can now effectively include more middle housing units on a lot otherwise intended for single-family detached dwellings, and those middle housing lots can be divided to create individual units on significantly smaller lots, then the modest lot size reductions available through averaging may be less compelling for new development. Limiting the lot averaging provisions could help to make middle housing options more compelling relative to single-family and duplex development; however, the city may prefer to continue allowing flexibility to support single-family and duplex development.

If lot averaging is retained and there is interest to expand the option to middle housing types other than duplexes, consider how to average different minimum lot

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<sup>2</sup> Note that any limitations on currently permitted middle housing types in the R-2 zone (duplexes, triplexes, quadplexes, townhouses and cottage clusters) would trigger a Measure 56 notice.

sizes for different types of development, such as 5,000-SF lots permitted for single-family dwellings and 7,000-SF lots permitted for quadplexes in the R-5 zone.

## D. Affordability Code Incentives

**Existing Policy:** Various

**Additional Policy Options:** Various

**Planning Commission:** Recommended for further consideration

**City Commission:** No discussion

More flexible code provisions for middle housing could be selectively targeted at projects meeting affordability requirements, both to improve feasibility of those projects and to explicitly encourage affordable housing development. Several options considered during the policy development process for the first batch of amendments could be further considered for their potential applicability to projects meeting affordability criteria, such as:

- Additional units, such as permitting six-plexes on the same sized lots as quadplexes.
- Additional lot coverage allowances.
- Increased townhouse density up to 29 units/acre (effective density of the permitted 1,500-SF minimum lot size), beyond the 17-25 units/acre range approved.
- Reduced parking requirements, either in the form of reduced minimum off-street parking or allowing on-street parking credits to count towards required minimums.

There should be consideration of which options to offer for all development, e.g., see discussion on lot coverage allowances in items E and F, and which options could be targeted to support and encourage affordable projects specifically.

Discussion should also consider the ratio of market-rate and affordable units required to be eligible for any incentives. In contrast to larger multi-family affordable housing projects, affordable middle housing projects will be smaller-scale and may be more likely to be built by smaller, market rate builders, or mission-driven nonprofits like Habitat for Humanity. Potential thresholds could include all units capped at rates affordable to households earning 80-100% of area median income, or 50% of units capped at rates affordable to households earning 60% or less

of area median income. Discussions with affordable and market-rate developers would be critical to understand interest in building affordable or mixed-income middle housing projects, and which regulatory incentives would be most supportive of desired development.

## E. Duplex Lot Coverage in Medium Density Zones

**Existing Policy:** Maximum building lot coverage for duplexes is equal to that allowed for single-family detached dwellings in each zone (50-55%).

**Additional Policy Options:** Increase maximum building lot coverage for duplexes to match the current allowance for a single-family dwelling plus an ADU (60-65%).

**Planning Commission:** Recommended for further consideration

**City Commission:** No discussion

When middle housing types were introduced in the medium density zones (R-5, R-3.5) with the Equitable Housing project, building lot coverage standards specific to each type were introduced. Generally, projects with more units were allowed greater lot coverage to make it more physically possible to fit the increased number of units on a lot. For example, a single-family detached dwelling in the R-5 zone is permitted building lot coverage of up to 50% whereas triplexes, quadplexes and townhouses are permitted up to 70% lot coverage. Within this range, duplexes are permitted the same building lot coverage as single-family detached dwellings, however, a single-family detached dwelling with an ADU is permitted additional lot coverage. Considering that both a duplex and a single-family detached dwelling with an ADU are both two total units, maximum building lot coverage for duplexes could stay the same as permitted for single-family detached dwellings in each zone (50-55%) or be increased to match the allowance for a dwelling plus an ADU (60-65%). Duplexes must be permitted at least the same lot coverage allowed for single-family detached dwellings per OARs, but there is no requirement to allow additional lot coverage.

Increasing allowed lot coverage could result in slightly larger duplex structures less consistent with single-family detached dwellings in the neighborhood, however, the additional lot coverage could also provide flexibility to add second units at comparable intensity to a single-family dwelling and ADU. The additional 10% lot coverage being considered would translate to 350-500 sq ft of increased coverage on medium density lots. Further, the massing would not exceed what is already permitted for other middle housing types in these zones. Variations on this concept could include limiting the additional lot coverage to only detached duplexes, and/or



allowing the increased lot coverage only for duplexes with a lower height, such as 25 ft or even a single story.

## F. Lot Coverage in Low Density Zones.

**Existing Policy:** Maximum building lot coverage for middle housing types in low density zones is set equal to the allowed lot coverage for single-family detached dwellings.

**Additional Policy Options:** Increase maximum building lot coverage for specific middle housing types in rough proportion to increased numbers of units. Specifically, consider increasing duplex lot coverage to 45%, triplex and quadplex lot coverage to 45-50% or more, and/or townhouse lot coverage to 70%.

**Planning Commission:** Recommended for further consideration

**City Commission:** No discussion

The building lot coverage standard in the low density zones (R-10, R-8 and R-6) is currently set at 40% for single-family and middle housing types, and 45% with an ADU. No change was required to meet the OARs in the first package of code updates, but a graduated building lot coverage standard could be introduced for triplexes, quadplexes and townhouses consistent with the approach in the medium density zones. Additionally, there is the same opportunity in these zones to increase allowed lot coverage for duplexes to match what is permitted for a primary dwelling and ADU, as discussed above.

Generally, the 40% lot coverage maximum is less likely to be a development limitation in zones with the largest minimum lot sizes, and is more likely to become an issue in the R-6 zone given the smaller minimum lot size (6,000 SF allows 2,400 SF of building footprint, compared to 4,000 SF allowed on a 10,000-SF minimum lot in the R-10 zone). Several potential changes in the low density zones include:

- Consider increasing maximum lot coverage for duplexes to 45%, equivalent to that allowed for two units as a primary and ADU, for parity and greater flexibility to fit two units onto a lot (particularly in the R-6 zone where smaller lot sizes make increased coverage more desired).
- Consider increasing maximum lot coverage for triplexes and quadplexes to 45% (to match ADUs) or 50% or higher, for consistency with middle housing standards in the medium density zones that increase allowed coverage in proportion to number of units created.

- Consider increasing maximum lot coverage for townhouses to 70% in low density zones, for consistency with standards in the medium density zones. (For comparison, it is 70-80% in R-5 and R-3.5.) Given the small size of townhouse lots and lack of side yards, higher lot coverage can be more suitable for this development type.
- *Note:* No maximum lot coverage standards may be applied to cottage clusters per HB 2001 regulations.

Future discussions on this topic could potentially benefit from more illustrations of possible development scenarios under various coverage and setback standards, and/or analysis of actual middle housing developments to better understand the opportunities and impacts of potential changes.

## G. Middle Housing Driveway Specifications.

**Existing Policy:** Minimum and maximum driveway widths for various middle housing types vary from 10-40 ft, and may not align across different code sections or reflect planning and engineering policy preferences.

**Additional Policy Options:** Revise driveway widths to better align across code sections and meet policy goals.

**Planning Commission & City Commission:** N/A, recommended by staff

Driveway minimum and maximum widths are affected both by engineering design standards in OCMC 16.12.035 and by design standards for middle housing in OCMC 17.16, which derive from relevant OARs and Model Code. Options to adjust the standards include:

- Consider whether townhouses should continue to be allowed a 10-24 ft driveway per lot in OCMC Table 16.12.035.D, or cap the maximum width at 12 ft to align with the maximum width permitted per the townhouse design standards in 17.16.040.A.3, or require paired driveways from adjoining units.
- Consider reducing the maximum width permitted for triplex and quadplex driveways, currently 10-36 ft per OCMC Table 16.12.035.D and up 40 ft or 50% of the lot frontage, whichever is less,<sup>3</sup> per the design standards in OCMC 17.16.060.D. The maximum driveway width allowed per Model Code is 32 ft

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<sup>3</sup> These were the existing standards adopted in the 2019 Equitable Housing project, and carried forward with this update to minimize code changes, however, we now also have OARs and Model Code examples to draw from.

or 50% of the lot frontage, whichever is less. The maximum could be capped at 32 ft in both code sections, or at least reduced to 36 ft in the design standards to match the current driveway standards.

- Explore options for driveway widths for cottage clusters. The closest fit at the time of the first round of code updates was to apply the triplex and quadplex standards of 10-36 ft driveway widths. The most likely outcome for these projects is a shared access serving either a common parking area of individual garages interior to the site, and it is worth revisiting what driveway widths would best align with such design. Neither OARS nor Model Code require that cottage clusters be held to the same standards as single-family detached, however, ideal driveway widths would be of a similar scale to other neighborhood development so as to maintain the street character and to avoid burdening a small cottage lot with an excessively wide driveway. Consider some variation of the multifamily standards, 18-30 ft, with options for a reduced 10-ft width or similar for one-way driveways or driveways serving under a certain number of units.

A related issue is whether to permit more than one driveway per site, currently limited by OCMC 16.12.035.D except on corner lots where one driveway per frontage may be permitted. Development with multiple units per lot may seek, and could benefit from, flexibility to add separate driveways for individual parking spaces, particularly if those units are divided through a middle housing land division.<sup>4</sup> Engineering staff has generally been in favor of a single driveway per lot to consolidate access, reduce conflict points, and reduce curb cuts and interruptions to the street frontage. Nothing in the OARs requires the City to permit more than one driveway per lot, but there could be greater flexibility for multiple driveways under certain design parameters, such as leaving sufficient curb length for an on-street parking space. Allowing up to two driveways per lot, on the same frontage if spacing requirements can be met, could be of particular benefit to duplexes with some flexibility for triplexes and quadplexes.

## H. Parking Standards for Triplexes and Quadplexes

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<sup>4</sup> If a lot is divided through a middle housing land division, it does not grant new driveway rights to each individual lot: the standards for the 'parent parcel' continue to apply. However, additional driveways for individual units could be in higher demand and/or add to functionality of individual units by reducing the need for shared access and maintenance agreements.

**Existing Policy:** A triplex or quadplex is required to provide 2-4 total parking spaces per development, and is subject to some of the parking lot design standards in OCMC 17.52.

**Additional Policy Options:** Technical clarifications to reflect that standards apply per development, not per unit, and consider increasing or eliminating the maximum parking standard. Consider relocating the standards to the triplex and quadplex design section.

**Planning Commission & City Commission:** N/A; technical issue identified by consultant

The parking ratios for triplexes and quadplexes were adopted with the Equitable Housing policy project and fully comply with or exceed the OARs for middle housing. However, there could be technical fixes for simplification:

- The minimum and maximum parking spaces listed in Table 17.52.020 have no units attached to them; add clarification that it is 2-4 total spaces per development, not per unit or per 1,000-SF developed area like other ratios in the table.
- The maximum of four spaces per triplex or quadplex seems unnecessarily restrictive, especially compared with other residential uses. The only other residential uses with a maximum ratio are multifamily and cottage clusters, capped at 2.5 spaces per unit, equivalent to 7.5 to 10 spaces per plex. While the total off-street parking built for plexes may remain low given site constraints, allowing the option more closely aligns with public discussions around setting a minimum and allowing more parking if desired.
- Consider relocating the plex parking standards to the triplex and quadplex design standards in OCMC 17.16.060. The plex parking ratios are the only middle housing parking standard to be located in OCMC 17.52, which generally governs off-street parking requirements and design for larger developments across the city. There are no required ratios for single-family, duplexes, townhouses and ADUs, and the parking standards for cottages (minimum of one space and maximum of 2.5 per unit) are located within the cottage design standards along with parking area design standards in OCMC 17.16.070. Beyond reorganization, the change would more clearly exempt parking areas for triplexes and quadplexes from the design standards in OCMC 17.52 that are not scaled for smaller developments, and would instead subject those parking areas to standards more similar to those for single-family detached and other middle housing types. Consideration should be given about whether to continue to apply the on-street parking

credit to triplexes and quadplexes, and if so, to add appropriate language in OCMC 17.16.070 once relocated.

## J. Tiny Homes and Recreational Vehicle Occupancy Options

**Existing Policy:** Only permanent dwelling units with utility connections (water and sewer) are permitted in residential areas. RVs and other tiny home type structures without permanent infrastructure are not permitted to be used as dwellings, as ADUs, or as manufactured homes; RV parks are not permitted anywhere in the city.

**Additional Policy Options:** Consider what role RVs and tiny homes could play in meeting residential needs, such as permitting individual RVs on residential lots as an accessory dwelling and/or permitting clusters of RVs as either an RV park or a village-type model.

**Planning Commission & City Commission:** N/A; public comment

Beyond middle housing, there was public comment about exploring alternative residential options in the form of tiny homes and RVs that could be mobile and would not meet the definition of a 'dwelling unit.' Such residential uses are effectively precluded in the city now, with no provisions in the zoning code for even RV park uses. Some cities in Oregon and beyond are exploring the potential for RVs, tiny homes and other mobile dwellings to be used for residential use. See separate reports provided for a range of opportunities and issues.



# City of Oregon City

GEOGRAPHIC INFORMATION SYSTEM

## Zoning Map

Ordinance No. 08-1014

Adopted July 1, 2009

Most recent zoning update shown is Ordinance 21-1015 (effective date: 4/12/2022)

### ZONING DESIGNATIONS

#### Low Density Residential Districts

- R-10 3.5 - 4.4 du/acre
- R-8 4.4 - 5.4 du/acre
- R-6 5.8 - 7.3 du/acre

#### Medium Density Residential Districts

- R-5 7 - 17.4 du/acre
- R-3.5 10 - 21.8 du/acre

#### High Density Residential District

- R-2 17.4 - 26.2 du/acre

#### Other Zoning Designations

- MUC-1 Mixed Use Corridor 1
- MUC-2 Mixed Use Corridor 2
- MUD Mixed Use Downtown
- MUE Mixed Use Employment
- WFDD Willamette Falls Downtown District
- C General Commercial
- HC Historic Commercial
- NC Neighborhood Commercial
- GI General Industrial
- CI Campus Industrial
- I Institutional
- County

For further information on zoning, please call the Oregon City Planning Division at (503) 722-3789.

City Limits

UGB

Streams

Schools

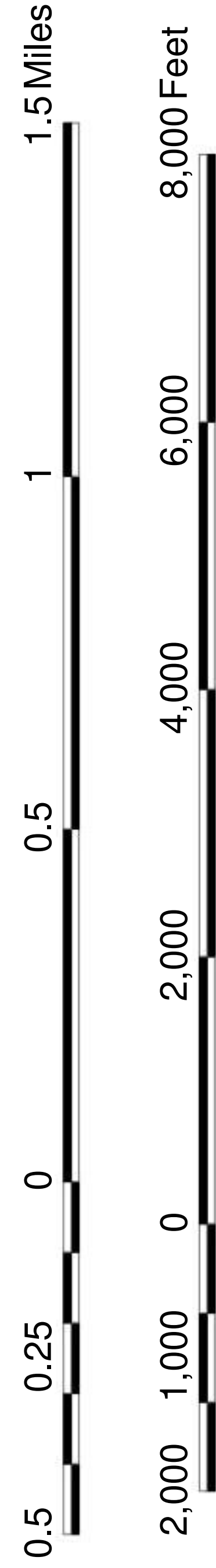
Unimproved Streets

Historic Districts

Parks

Rivers

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



City of Oregon City  
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625 Center Street  
Oregon City, OR 97045  
503-657-0891 phone  
503-657-7892 fax  
www.orcity.org



# **Housing Choices Code Update (House Bill 2001)**

## **Package #2**

Christina Robertson-Gardiner, Senior Planner  
Planning Commission Hearing  
November 14, 2022

GLUA 22-0002/LEG 22-00001 Housing Choices Code Update



# Planning Commission Hearing

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- Staff Presentation
- Public Comment
- Planning Commission Questions
- Planning Commission Direction on Policy Questions
- Continuation Of Hearing to November 28, 2022



GLUA 22-0002/LEG 22-00001

Housing Choices Code Update Package #2

# Policy Topics

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Tentative Planning Commission Meetings

**November 14, 2022- R2 density, lot coverages**

**November 28, 2022-** affordability incentives (land use), RVs, tiny homes

**December 12, 2022-** 3-4plex parking, driveways

**January 9, 2022-** lot averaging, multiple ADUs per lot



GLUA 22-0002/LEG 22-00001

Housing Choices Code Update Package #2

# What is HB 2001?

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- ❖ HB 2001, the middle housing law, was passed by the Oregon legislature in 2019, as a partial solution addressing Oregon's housing shortage
- ❖ Related SB 458 creates expedited land division option for middle housing created under HB 2001
- ❖ The law applies to “Medium Cities” over 10,000 and “Large Cities” over 25,000 (and all Metro-area cities over 1,000)
- ❖ City codes must be updated by June 30, 2022



GLUA 22-0002/LEG 22-00001

Housing Choices Code Update Package #2

# House Bill 2001 Implementation Direction

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1. Comply with HB 2001 and SB 458 –code effective June 30, 2022
2. Package #2 October 24, 2022- Outstanding code sections and policy questions

*Narrow focus for code updates in first round to meet the June 30 deadline and fully comply with state requirements. Package #2 can be reviewed as time allows through winter 2022-2023*

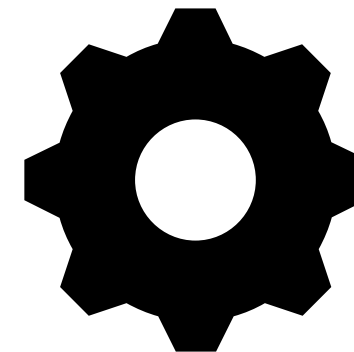


GLUA 22-0002/LEG 22-00001

Housing Choices Code Update Package #2

# Potential Outcomes

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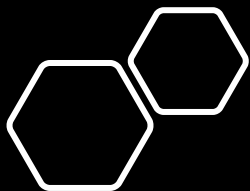
- Recommended redline code to City Commission
- Policy or workplan request to City Commission for more complex items
- Request for policy clarification to City Commission



GLUA 22-0002/LEG 22-00001

Housing Choices Code Update Package #2





# Policy Tracker Form

## Planning Commission Recommendations

LEG 22-001 Package #2 Policy Questions	Issue	Potential Outcome	Hearing Date	Planning Commission Direction
<b>Duplex Lot Coverage in Medium-Density Zones</b>  <ol style="list-style-type: none"><li>1. Should the City increase maximum building lot coverage for duplexes to match the current allowance for a single-family dwelling plus an ADU (60-65%)</li><li>2. Should the City increase maximum building lot coverage across the board for specific middle housing types in rough proportion to increased numbers of units?</li><li>3. If there is no consensus for code revisions for this topic, should the City review this question in 2-3 years to determine if lot coverage is a barrier to middle housing construction?</li></ol>	Consider increasing building lot coverage for duplexes to match the current allowance for a single-family dwelling plus an ADU	Recommended redline code	November 14, 2022	
<b>Lot Coverage in Low-Density Zones.</b>  <ol style="list-style-type: none"><li>1. Should the City increase maximum building lot coverage for duplexes to match the current allowance for a single-family dwelling plus an ADU (45%)</li><li>2. Should the City increase maximum building lot coverage across the board for specific middle housing types in rough proportion to increased numbers of units?</li><li>3. If there is no consensus for code revisions for this topic, should the City review this question</li></ol>	Consider increasing maximum building lot coverage for specific middle housing types in rough proportion to increased numbers of units.	Recommended redline code	November 14, 2022	

## Direction to Staff

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If you do not think you have enough information to provide staff general direction, please let staff know your questions or what additional information would be needed for you to provide direction at a future hearing date.



GLUA 22-0002/LEG 22-00001  
Housing Choices Code Update Package #2

# High-Density Zone Development Standards

---

- The medium density (R3.5, R5) zones permit many middle housing types at a density of 25 or more units per acre, compared to a 22 units/acre maximum density in the R-2 zone.
- Minimum lot sizes for some middle housing types are also smaller in the low and medium-density zones than in the R-2 zone
- Now that townhouses will be permitted in all low and medium-density zones at densities between 17-25 units/acre, it may be more appropriate to target R-2 sites for multi-family and other alternatives.



GLUA 22-0002/LEG 22-00001

Housing Choices Code Update Package #2

Standard	Adopted HB2001 Code R-2	Adopted HB2001 R3.5
Minimum lot size		
• Duplex	4,000 square feet	3,500 square feet
• Townhouse	2,000 square feet	1,500 square feet
• Triplex, quadplex and multi-family	6,000 square feet	7,000 square feet Multifamily only allowed by master plan
• Cottage cluster	8,000 square feet	no minimum lot size
Maximum building lot coverage	85%	55 % 1-2 units 60% 1 unit +ADU 80% 3-4 plex townhomes

*A. The minimum net density in the R-2 district shall be 17.4 dwelling units per acre.*

*B. The maximum net density in the R-2 district shall be 21.8 dwelling units per acre.*



# GLUA 22-0002/LEG 22-00001

## Housing Choices Code Update Package #2



# High-Density Zone Development Standards

## Policy Questions

---

1. Should the City increase middle housing density standards in the R2 zone to match the allowed density of the medium-density (R3.5) residential zoning? Should it be higher?
2. Should the City increase the allowed density for multi-family projects in the R2 zone to be higher than the density for middle housing in the R2 zoning? If yes, should staff return with mitigation, location, or scaling strategies to reduce community impact?
3. Should the City remove or restrict townhomes/townhome subdivisions as an allowed use in the R2 zoning district but still allow tri/quad plexes on infill lots?
4. If there is no consensus for code revisions for this topic, should the City review this question in 2-3 years?



GLUA 22-0002/LEG 22-00001

Housing Choices Code Update Package #2

# Duplex Lot Coverage in Medium-Density Zones

---

- The general direction from the Planning and City Commissions for the June 2022 code updates was to adopt lot coverage only for areas required to meet HB2001 and revisit specific zones with Package #2.
- Building lot coverage standards specific to each type were introduced when middle housing types were introduced with the Equitable Housing project (2019) in the medium-density zones (R-5, R-3.5). These were kept in 2022 \* No change needed
- Projects with more units were allowed greater lot coverage to make it more physically possible to fit the increased number of units on a lot.



GLUA 22-0002/LEG 22-00001

Housing Choices Code Update Package #2

Standard	Prior Code R-5	Prior Code R-3.5	Adopted HB2001Code R-5	Adopted HB2001Code R3.5
Maximum building lot coverage				
Single-family detached and all duplexes	50%	55%	50%	55%
With ADU	60%	65%	60%	65%
Single-family attached (townhomes) and 3—4 plex (tri-quadplex)	70%	80%	50% 70%	55% 80%
Minimum lot size				
Single-family detached	5,000 square feet	3,500 square feet	5,000 square feet	3,500 square feet
Duplex	6,000 square feet	4,000 square feet	5,000 square feet	3,500 square feet
Single-family attached (townhome)	3,500 square feet	2,500 square feet	1,5000 square feet	1,5000 square feet
3—4 plex (tri-quadplex)	2,500 square feet per unit	2,000 square feet per unit	7,000 square feet	7,000 square feet

# Duplex Lot Coverage in Medium-Density Zones

## Policy questions

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1. Should the City increase maximum building lot coverage for duplexes to match the current allowance for a single-family dwelling plus an ADU (60-65%)
2. Should the City increase maximum building lot coverage across the board for specific middle housing types in rough proportion to increased numbers of units? (resolved)
3. If there is no consensus for code revisions for this topic, should the City review this question in 2-3 years to determine if lot coverage is a barrier to middle housing construction?



GLUA 22-0002/LEG 22-00001

Housing Choices Code Update Package #2



## Lot Coverage in Low-Density Zones. (R6, R8, R10)

---

- No change was in the first package of code updates for lot coverage, but a graduated building lot coverage standard could be introduced for triplexes, quadplexes, and townhouses consistent with the approach in the medium-density zones in 2019.
- There is the same opportunity in these zones to increase allowed lot coverage for duplexes to match what is permitted for a primary dwelling and ADU, as discussed above.



GLUA 22-0002/LEG 22-00001

Housing Choices Code Update Package #2

[illegible]

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GLUA 22-0002/LEG 22-00001

Housing Choices Code Update Package #2

# Planning Commission Hearing

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- Staff Presentation
- Public Comment
- Planning Commission Questions
- Planning Commission Direction on Policy Questions
- Continuation Of Hearing to November 28, 2022



GLUA 22-0002/LEG 22-00001

Housing Choices Code Update Package #2



# **Housing Choices Code Update (House Bill 2001)**

## **Package #2**

Christina Robertson-Gardiner, Senior Planner  
Planning Commission Hearing  
November 14, 2022

GLUA 22-0002/LEG 22-00001 Housing Choices Code Update



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GLUA 22-0002/LEG 22-00001

Housing Choices Code Update Package #2

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**GLUA 22-0002/LEG 22-00001**

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GLUA 22-0002/LEG 22-00001

Housing Choices Code Update Package #2



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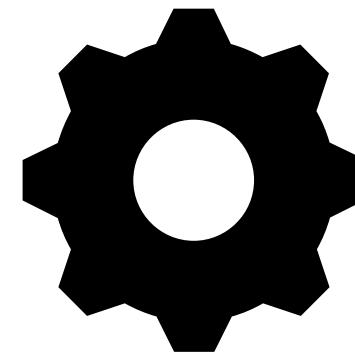


GLUA 22-0002/LEG 22-00001

Housing Choices Code Update Package #2

# Potential Outcomes

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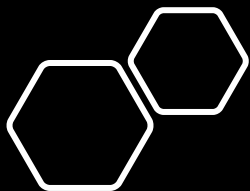


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GLUA 22-0002/LEG 22-00001

Housing Choices Code Update Package #2



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GLUA 22-0002/LEG 22-00001  
Housing Choices Code Update Package #2



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# GLUA 22-0002/LEG 22-00001

## Housing Choices Code Update Package #2

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Housing Choices Code Update Package #2

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