



CITY OF OREGON CITY PLANNING COMMISSION WORK SESSION AGENDA

Commission Chambers, Libke Public Safety Facility, 1234 Linn Ave, Oregon City
Monday, August 22, 2022 at 6:00 PM

This meeting will be held online and in person via Zoom; please contact OCplanning@orcity.org for the meeting link.

CALL TO ORDER

PUBLIC COMMENT

Typically, there are no public comments at work sessions, but written comments are accepted by:

-Email: ocplanning@orcity.org (deadline to submit written testimony via email is 3:00 PM on the day of the meeting)

-Mail to City of Oregon City, Attn: Community Development Director, 695 Warner Parrott Rd, Oregon City, OR 97045

WORK SESSION ITEMS

1. Review revised draft OC2040 Comprehensive Plan

COMMUNICATIONS

Future work sessions:

September 12, 2022-

Review a summary of the City's decision making processes Type 1-Type IV

Introduce new Planning staff

ADJOURNMENT

PUBLIC COMMENT GUIDELINES

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.

ADA NOTICE

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.

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 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:** 08/22/2022
From: Aquilla Hurd-Ravich, Community Development Director

SUBJECT:

Review revised draft OC2040 Comprehensive Plan

STAFF RECOMMENDATION:

Staff recommends the Planning Commission review a revised draft of the narrative, goals, policies, and strategies of the OC2040 Comprehensive Plan and provide direction to staff.

EXECUTIVE SUMMARY:

At the June 27, 2022, Planning Commission meeting staff presented a draft *Appendix: Implementation Measures* in an attempt to provide more specificity to the goals and policies. After receiving feedback that the Goals and Strategies as they were developed in combination with the Implementation Measures would not provide the guidance needed to review land use applications, staff revisited the approach of two documents. After further consideration and study of the 2004 Comprehensive plan it became apparent that indeed more direction and information was needed in the OC2040 plan. Staff then imported policies from the 2004 Comprehensive Plan to the OC2040 Goals and Strategies document and we did not move forward with an *Implementation Measures Appendix*.

The revised draft of the narrative, goals, policies, and strategies is a combination of the OC2040 streamlined goals and strategies and 2004 Comprehensive Plan policies. Many of the 2004 policies are still relevant today. In the revised draft the 2004 policies are called *strategies* and they are in blue font to make it easy to see what was added. Additionally, narrative sections from the 2004 plan were combined with recent narrative sections to provide context and explanation to the goals, policies (formerly called strategies), and strategies. In most cases, wording was not changed when incorporating 2004 policies. Not all OC2040 policies have strategies. We only incorporated what was applicable from 2004 and some of the previous policies do not have corollary goals and policies in OC2040. In an effort avoid creating new wording that has not been vetted, new strategies were not included if there were no relevant

policies from the 2004 Comp Plan. For example, Chapter 1 Goal 4:

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

This goal is entirely new and the 2004 Comp Plan did not make similar statements.

Examples of large sections of added text include:

- Urbanization
- Land use designations
- Willamette River Greenway

Additionally, the statewide land use goals are now stated at the beginning of each chapter to clearly identify which goals are addressed in each section.

Staff believes these revisions provide the needed guidance for review of land use decisions. The revisions also provide more context, detail, and clarity helping to define the streamlined policies.

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 changes 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 (formerly called strategies)

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.

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. We have also reviewed draft goal and strategy language at two work sessions with the Planning Commission and City Commission and a joint work session.

Planning Commission Direction and Recommendation:

1. Proceed with this draft to City Commission for feedback
2. Proceed to City Commission with this draft in a graphic format for feedback

3. Bring back the revised draft in a graphic format before proceeding to City Commission
4. Make further revisions and return to Planning Commission for review

Next Steps

- City Commission work session upon Planning Commission recommendation
- Public hearings and adoption through fall and winter 2022

DRAFT OC2040 COMPREHENSIVE PLAN: Narrative, Goals, Policies and Strategies

August 22, 2022

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 Rockies. 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: In 2002, a survey was undertaken 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 Beaver Creek 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 through 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:

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

Strategy:

- 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. (2004 CP Policy 1.1.1)
- 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:

- 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. (2004CP Policy1.8.2)
- 3) Seek opportunities to develop and enhance relationships with community-based organizations (CBOs) who are working in Oregon City and the larger region.
 - 4) Utilize innovative forms of communication technology to enhance the City's public engagement efforts.

Strategy:

- 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. (OC2040)
- 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:

- a) Notify citizens about community involvement opportunities when they occur. (2004CP Policy 1.4.1)
- 6) Include nearby communities in public engagement efforts, where appropriate, to provide an outside perspective to Oregon City land use planning.
 - 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. (OC2040)

Goal 2

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

Policies:

- 1) Promote the Willamette and Clackamas Rivers as a community benefit for cultural connection and understanding.
- 2) Recognize and celebrate¹the history of tribal presence in Oregon City and seek opportunities to educate community members and elevate understanding.
- 3) Facilitate historic preservation programs for retention of federal, state, and locally designated historic districts and sites.

Strategies:

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

¹ Suggested wording from HRB April 2022

(2004CP Policy 5.3.3)

- b) Maintain Oregon City's status as a Certified Local Government in the National Historic Preservation Program. (2004CP Policy 5.3.6)
 - 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. (2004CP Policy 5.3.7)
- 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:

- 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. (2004CP Policy 5.3.4)
- 5) Provide activities and programs for residents and visitors that weave together historic and cultural resources, education, and recreation.

Strategies:

- 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. (OC2040)

Goal 3

Strengthen wellbeing, quality of life, and livability² across all Oregon City neighborhoods by creating places that are safe and comfortable with convenient access to community services.

Policies:

- 1) Support the City's network of community-based organizations, programs, and centers that provide services for Oregon City residents.
- 2) Improve equitable access to health care for all residents through cross-sector partnerships and coordination with service providers.

Strategies:

- 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. (2004CP Policy 11.8.1)
 - 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. (2004CP Policy 11.8.2)
- 3) Provide opportunities for learning and civic engagement for all ages through City services and partnerships with local schools.
 - 4) Support and promote availability of affordable healthy food for all Oregon City neighborhoods.

Strategies:

² 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. (*Urban Renewal Plan Amended 2022*)

- a) Allow and encourage the development of small retail centers in residential neighborhoods that provide goods and services for local residents and workers. (2004CP Policy 2.5.2)
- 5) Build and enhance partnerships between police, government agencies, neighborhoods, and civic/business organizations to enhance community safety and positive health outcomes.
- 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:

- 1) Implement DEI practices in City business and operations, and when evaluating and selecting public improvement projects.
- 2) Support opportunities for home ownership and rental availability for all household sizes, types and incomes through housing policies and regulations.
- 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 10 Housing, Goal 14 Urbanization, 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 strategy was documented *Oregon City Futures: A Strategy for Economic Development: Phase I: Summary and Recommendations*. That 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 will play 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 will need to meet 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 Beavercreek 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.
- 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:

- 1) Regularly update City-wide economic studies to guide development of strategies and policies that improve economic health and resiliency.

Strategy:

- 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 (OC2040)

- 2) Ensure a suitable amount of land is dedicated to employment uses.

Strategies:

- 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. (2004CP Policy 2.6.1)
 - 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. (2004CP 2.6.2)
- 3) Support retention and expansion of local businesses, as well as recruitment of new businesses, across a variety of sizes and types.

- 4) Provide fair and equitable opportunities to compete for city contracts for all businesses.

Strategy:

a) Ensure diversity, equity and inclusion actions are incorporated into City contracting practices(OC2040)

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

Strategies:

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. (2004CP Policy 2.2.4)

b) Seek input from local businesses when making decisions that will have a significant economic impact on them. (2004CP Policy 9.2.1)

c) Use public-private partnerships as a means to leverage private investment when appropriate. (2004CP Policy 9.2.5)

- 6) Promote the city's destinations, natural resources, and historic and cultural amenities to grow the tourism industry.

Strategies:

a) Encourage the development of a strong and healthy Historic Downtown retail, office, cultural, and residential center. (2004CP Policy 2.2.5)

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. (2004CP Policy 2.2.6)

c) Ensure land uses and transportation connections that support tourism as an important aspect of the City's economic development strategy. This could include connections to the End of the Oregon Trail Interpretive Center and the train depot. (2004CP Policy 9.6.2)

d) Encourage private development of tourism related uses such as: hotel, bed and breakfast, restaurant facilities and other visitor services. (2004CP Policy 9.6.6)

- 7) Support a healthy and balanced workforce through a variety of programs and policies.

Strategies:

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. (2004CP Policy 9.1.1)

b) Support a program for providing affordable childcare options to foster a stable workforce (OC2040)

Goal 2

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

Policies:

- 1) Plan for housing supply that supports and implements the recommendations of the current Housing Needs Analysis.

Strategy:

- 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. (OC2040)

- 2) Ensure that land use designations and zoning code provisions allow and encourage a wide range of housing types.

Strategies:

- 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. (2004CP Policy 10.1.3)

- 3) Support retention of existing homes and opportunities for community members to “age in place”.

- 4) Support and encourage transit-oriented development opportunities.

Strategies:

- 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. (2004CP Policy 2.3.1)
- 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). (2004CP Policy 10.2.4)

- 5) Support development of subsidized and affordable housing.

Strategies:

- 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. (2004CP Policy 10.1.4)
- 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. (2004CP Policy 10.2.1)
- 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. (2004CP Policy 10.2.2)
- d) Investigate variable SDCs and other incentives to support middle housing and affordable housing development (OC2040)

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:

- 1) Promote efficient use of land and public infrastructure and plan for appropriate infill development, redevelopment, and new development.
 - 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. (2004CP Policy 2.1.1)
 - 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. (2004CP Policy 2.1.2)
 - c) Use redevelopment programs such as urban renewal to help redevelop underutilized commercial and industrial land. (2004 CP Policy 2.1.4)
 - d) Establish priorities to ensure that adequate public facilities are available to support the desired industrial development. (2004CP Policy 2.6.7)
 - e) Encourage sub-area master planning for larger developments or parcels, including re-development, where it may be feasible to develop more mixed uses, or campus-style industrial parks, with shared parking and landscaping areas. Allow developments to vary from prescriptive standards if planned and approved under this provision. (2004CP Policy 2.1.3)

- 2) Promote development of walkable neighborhoods to reduce transportation demand and enhance localized access to community services and amenities.

Strategy:

- a) Promote connectivity between neighborhoods and neighborhood commercial centers through a variety of transportation modes. (2004CP Policy 2.4.3)
- 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.
 - a) Protect existing and planned undeveloped and underdeveloped industrial lands from incompatible land uses and minimize deterrents to desired industrial development. (2004CP Policy 2.6.4)
 - b) Ensure that land-use patterns create opportunities for residents to live closer to their workplace. (2004CP Policy 2.6.5)
 - 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. (2004CP Policy 2.7.1)
 - 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. (2004CP Goal 2.7)

Strategy:

- 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:
 - (1) Low Density Residential (LR)
 - (2) Medium Density Residential (MR)
 - (3) High Density Residential (HR)
 - (4) Commercial (C)
 - (5) Mixed Use Corridor (MUC)

- (6) Mixed Use Employment (MUE)
 - (7) Mixed Use Downtown (MUD)
 - (8) Industrial (I)
 - (9) Public and Quasi-Public (QP)
 - (10) Parks (P)
 - (11) Future Urban Holding (FUH)
- (2004CP Policy 2.7.2)

Goal 4

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

Policies:

- 1) Promote best practices for integrating residential infill development into the fabric of existing neighborhoods.

Strategy:

- a) Use a combination of incentives and development standards to promote and encourage well-designed residential developments that result in neighborhood livability and stability. (2004CP Policy 10.1.7)
- 2) Incorporate resource efficiency and sustainability in the built environment by emphasizing energy-saving features and practices in construction and development regulations.

Strategies:

- a) Encourage designs that achieve a minimum “Certified” level of LEED (Leadership in Energy and Environmental Design) (~~LEED~~) certification (OC2040)
- b) Encourage commercial and industrial development that enhances livability of neighborhoods through the design of attractive LEEDTM-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. (2004CP Policy 2.5.5)
- c) Encourage siting and construction of new development to take advantage of solar energy, minimize energy usage, and maximize opportunities for public transit. (2004CP Policy 13.1.2)
- 3) Utilize urban design principles that create comfortable and attractive public spaces that are reflective of Oregon City’s community vision.
- 4) Support and promote site and building design alternatives that balance high-quality and durable construction with affordability.

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. (2004CP Goal 14.1)

Policies:

- 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. (2004CP Policy 14.1.1)

Strategy:

- 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. (2004CP Policy 14.4.2)
- 2) Reduce the need to develop land within the Urban Growth Boundary by encouraging redevelopment of underdeveloped areas within the existing city limits. (2004CP Goal 14.2)
- 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. (2004CP Goal 14.3)

Strategy:

- a) Maximize new public facilities and services by encouraging new development within the Urban Growth Boundary at maximum densities allowed by the Comprehensive Plan. (2004CP Policy 14.3.1)
- 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. (2004CP Policy 14.3.2)
- 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. (2004CP Goal 14.4)

Strategies:

- 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. (2004CP Policy 14.4.1)
- 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. (2004CP Policy 14.4.3)
- 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. (2004CP Policy 14.4.4)
- 5) Create and maintain cooperative, collaborative partnerships with other public agencies responsible for servicing the Oregon City area. (2004CP Goal 14.5)

Strategies:

- 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. (2004CP Policy 14.5.1)

- 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. (2004CP Policy 14.5.2)
- 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. (2004CP Policy 14.5.3)

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:

- 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.

Strategies:

- 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. (2004CP Policy 11.6.1)
- b) Provide an interconnected and accessible street system that minimizes vehicle miles traveled and inappropriate neighborhood cut-through traffic. (2004CP Policy 12.3.1)
- c) Ensure the adequacy of travel mode options and travel routes (parallel systems) in areas of congestion. (2004CP Policy 12.6.3)
- d) Identify and prioritize improved connectivity throughout the city street system. (2004CP Policy 12.6.4)

- 2) Reduce Oregon City’s carbon footprint by supporting and emphasizing non-motorized modes.

Strategies:

- 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. (2004CP Policy 12.3.2)
- 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. (2004CP Policy 12.3.3)

- c) Construct bikeways and sidewalks and require connectivity of these facilities to reduce the use of petroleum-fueled transportation. (2004CP Policy 13.2.5)
- 3) Promote safety by implementing street design that equally considers and serves non-motorized and motorized users.
- Strategies:
- a) Identify and implement ways to minimize conflict points between different modes of travel. (2004CP Policy 12.5.2)
 - b) Improve the safety of vehicular, rail, bicycle, and pedestrian crossings. (2004CP Policy 12.5.3)
- 4) Ensure transportation investments are equitably applied across Oregon City neighborhoods.
- Strategy:
- 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 Beaver Creek educational and employment centers, and the adjacent neighborhoods. (2004CP Policy 12.4.3)
- 5) Support opportunities for safe, affordable, and accessible transit service, including regional efforts to expand public transportation networks.
- Strategies:
- a) Promote and encourage a public transit system that ensures efficient accessibility, mobility, and interconnectivity between travel modes for all residents of Oregon City. (2004CP Policy 12.3.5)
 - b) Explore options for better connections throughout the region through Transportation System Plan updates and projects (OC2040)
- 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:

- 1) Regularly update all City infrastructure and utility master plans.
- 2) Adjust system development charges to ensure the benefit of new development is captured while impacts to the system are proportionally shared.
- 3) Ensure public infrastructure investments are equitably applied across Oregon City neighborhoods.

Strategies:

- a) Implement the City's wastewater policies through the City of Oregon City Sanitary Sewer Master Plan. (2004CP Policy 11.2.5)
- 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. (2004CP Policy 11.3.1)
- 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. (2004CP Policy 11.4.1)

- d) Identify neighborhoods that are underserved by transportation and other infrastructure investments to ensure equitable future investments. (OC2040)
- 4) Increase resiliency to climate change, natural hazard events, and cyber intrusions in public utility infrastructure.
 - 5) Coordinate City-wide communication and outreach efforts around utility rates and other operational changes.
 - 6) Support public-private partnerships to expand availability of highspeed internet service City-wide.

Strategy:

- a) Encourage development of broadband networks in street rights-of-way in a coordinated way to provide state-of-the-art technology to residents. (2004CP Policy 11.7.4)

Goal 3

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

Policies:

- 1) Seek and support opportunities to increase access to digital communications for all Oregon City residents and businesses.
- 2) Maintain a high level of police and fire protection in all areas of the city.
- 3) Support and promote emergency preparedness and climate change resiliency efforts and programs.
- 4) Coordinate with service providers to ensure high levels of public utility and infrastructure service.

Strategy:

- a) Work with the Tri-City Service District 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. (2004CP Policy 11.2.3)
- 5) Pursue adequate funding to pay for public facilities and services.

Strategies:

- 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. (2004CP Policy 11.1.6)
- b) Provide incentives for private sector contributions to multi-modal transportation links and facilities, for example, establishing new standards in the zoning code. (2004CP Policy 12.8.3)

Goal 4

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

Policies:

- 1) Identify and seek opportunities for sustainable practices in management and operation of public facilities and services.
 - 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. (2004CP Policy 11.1.4)
 - b) Adopt a progressive water rate structure that will encourage water conservation. (2004CP Policy 11.3.4)
 - 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. (2004CP Policy 13.1.4)
- 2) Continue to implement green, sustainable, and low-impact approaches to stormwater management.

Strategy:

- 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 tree planting. (2004CP Policy 11.3.4)
- 3) Prioritize street design in new development and redevelopment that implements localized stormwater treatment and other sustainable practices.

Strategy:

- a) Increase the use of bioswales for stormwater retention where practical. (2004CP Policy 11.4.2)
- 4) Coordinate infrastructure to support the equitable development of climate-friendly neighborhoods³.

Strategies:

- a) Promote mixed-use development, increased densities near activity centers, and home-based occupations (where appropriate). (2004CP Policy 13.2.1)
- b) Create commercial nodes in neighborhoods that are underserved to reduce vehicle miles traveled. (2004CP Policy 13.2.2)
- 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. (2004CP Policy 13.2.3)
- 5) Support opportunities to increase densities near activity and transit centers.

Strategies:

- 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. (2004CP Policy 12.1.3)

³ 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>)

- b) Promote light rail that serves Oregon City and locate park-and-ride facilities at convenient neighborhood nodes to facilitate access to regional transit. (2004CP Goal 12.4)

Chapter 4 Protected Environment

Statewide Planning Goals: Goal 8 Parks and Recreation, Goal 5 (B) Natural Resources, Goal 7 Natural Hazards, 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.

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.

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 Abernathy 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:

- 1) Provide additional parklands to adequately serve the City’s current and estimated future population based on adopted service levels and community needs.

Strategies:

- 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. (2004CP Policy 8.1.2)

- b) Identify and protect land for parks and recreation within the Urban Growth Boundary. (2004CP Policy 8.1.12)
- 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. (2004CP Policy 8.1.14)

2) Provide equitable distribution of parks and trails across the city.

Strategies:

- a) Ensure the adequacy of pedestrian and bicycle connections to local, county, and regional trails. (2004CP Policy 12.3.4)
- b) Ensure adequate park and trail development in high density development and neighborhoods lacking access to these amenities (OC2040)

3) Provide a network of signage and trails to enhance connections within parks, and between parks, neighborhoods, and public amenities.

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.

Strategies:

- 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. (2004CP Policy 5.1.2)

Goal 2

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

Policies:

1) Develop and adopt a Climate Action Plan for Oregon City (OC2040)

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.

Strategies:

- 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. (2004CP Policy 5.4.13)
- 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. (2004CP Policy 5.4.18)

3) Bolster efforts to reduce landfill demand through re-use, recycling, and composting methods.

Strategy:

- 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. (2004CP Policy 11.5.3)

4) Protect and enhance the urban forest tree canopy.

Strategy:

- a) Encourage the maintenance and improvement of the city’s tree canopy to improve air quality. (2004CP Policy 6.1.4)

5) Support water conservation and storm water management efforts within the Willamette Basin.

Strategies:

- a) Prevent erosion and restrict the discharge of sediments into surface- and groundwater by requiring erosion prevention measures and sediment control practices. (2004CP Policy 6.2.1)
- b) Where feasible, use open, naturally vegetated drainage ways to reduce stormwater and improve water quality. (2004CP Policy 6.2.2)

6) Promote outdoor lighting that is designed to reduce the negative impacts of light pollution.

Strategies:

- a) Encourage new developments to provide even and energy-efficient lighting that ensures safety and discourages vandalism. Encourage existing developments to retrofit when feasible. (2004CP Policy 6.3.2)
- 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. (2004CP Policy 11.7.3)

7) Support programs and methods that will improve air quality in Oregon City.

Strategy:

- 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. (2004CP Policy 6.1.1)

8) Protect the Clackamas and Willamette Rivers and their tributaries including Newell Creek as the centerpieces of Oregon City’s natural environment.

Strategies:

- a) Conserve open space along creeks, urban drainage ways, steep hillsides, and throughout Newell Creek Canyon. (2004CP Policy 5.1.1)
- b) Encourage preservation over mitigation when making decisions that affect wetlands and a “no net loss” approach to wetland protection. (2004CP Policy 5.4.7)

9) Establish, restore, and maintain a network of connected wildlife habitat corridors.

Strategy:

- 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. (2004CP Policy 5.4.8)

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:

- 1) Utilize public-private partnerships to educate residents on the importance of community hazard planning and resilience.
- 2) Restrict development in unsafe areas and where development would increase hazard impacts, such as steep slopes, landslides, wetlands, streams, and floodplains.

Strategies:

- a) Protect existing development from natural hazards through mitigation measures identified in the Clackamas County Hazard Mitigation Plan. (2004CP Policy 7.1.2)
- 3) Invest in retrofits and infrastructure redundancies to minimize service losses during an extreme weather or natural hazard event.

Strategy:

- a) Require local service lines in new subdivisions be placed underground. (2004CP Policy 11.7.1)
- 4) Prioritize restoration of critical services following a natural hazard event.

Strategy:

 - a) Ensure that key public facilities (emergency service) are located outside recognized hazard areas. (2004CP Policy 7.1.4)
 - 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. (2004CP Policy 7.1.12)
- 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:

- 1) Protect the significant fish and wildlife habitat of the Willamette River by maximizing the preservation of trees and vegetative cover. (2004CP Policy 15.1.1)
- 2) Preserve major scenic views, drives and sites of the WRG. (2004CP Policy 15.1.2)
- 3) Encourage access to and along the river consistent with the Oregon City Park and Recreation Master Plan. (2004CP Policy 15.1.3)
- 4) Restrict new substations and power line towers in the WRG and river view corridor. (2004CP Policy 15.1.4)
- 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. (2004CP Policy 15.1.5)