



City of Oregon City

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

Meeting Agenda Planning Commission

Monday, September 15, 2014

6:00 PM

Commission Chambers

1. Call to Order
2. Public Hearing

[PC 14-109](#)

Willamette Falls Legacy Project
Master Plan: CP 14-02, Zone Change and Text Amendment: ZC 14-03,
Comprehensive Plan Map Amendment and amendments to ancillary
documents of the Comprehensive Plan: PZ 14-01, and creation of a
Multi-modal Mixed Use Area (MMA)

3. Adjournment



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Staff Report

File Number: PC 14-109

Agenda Date: 9/15/2014

Status: Agenda Ready

To: Planning Commission

Agenda #: 2

From: Community Development Director Tony Konkol

File Type: Planning Item

SUBJECT:

Willamette Falls Legacy Project

Master Plan: CP 14-02, Zone Change and Text Amendment: ZC 14-03, Comprehensive Plan Map Amendment and amendments to ancillary documents of the Comprehensive Plan: PZ 14-01, and creation of a Multi-modal Mixed Use Area (MMA)

RECOMMENDED ACTION (Motion):

Staff recommends the Planning Commission recommend conditional approval to the City Commission for the above request.

BACKGROUND:

The application was first heard on September 8, 2014. The Planning Commission listened to the applicant's presentation, public testimony and provided staff individual comment on the items that needed further review and voted to continue the application to the September 15, 2014 Planning Commission meeting.

At the September 15, 2014 meeting staff will address the September 8, 2014 Planning Commission comments and provide updated conditions of approval. The applicant plans on providing an in-depth cultural and historic interpretation and economic development presentation by George Kramer and Matt Brown. The Development Assumptions and Analysis and Market Memo have been attached to the agenda for your reference.

Public comments will be taken at the beginning and end of the evening. If ready, the Planning Commission can move to begin deliberations on this item.

The purpose of the proposal is to create a framework for future development of the 22-acre former Blue Heron site. The Master Framework Plan outlines how development will generally occur, identifying key areas for public access, open space, and development. It re-establishes the Main Street grid and creates connections for people to view Willamette Falls. A key element of the plan is the Riverwalk, a walkway that creates continuous public access to view the river and the falls. The Master Plan proposes design guidelines for future development and identifies four key buildings and the woolen mill foundation that are to remain on site as part of the redevelopment. The Master Plan is not a typical Master Plan in that it does not propose any specific development or uses at this time. The applicant proposes a Type III review process for almost all future development on the site. The proposed Comprehensive Plan amendment and zone change will take the site from industrial to a new mixed use zone, the Willamette Falls Downtown District, that will allow commercial, residential and employment

uses. The creation of a multi-modal mixed use area (MMA) allows the project to take advantage of its location in an existing mixed use, pedestrian-friendly Regional Center.

BUDGET IMPACT:

Amount:

FY(s):

Funding Source:

Date	Name/Organization	Comment Summary
9/8/2014	American Whitewater	Expresses support for the Willamette Falls Legacy Project Master Plan. Believes this project represents a significant opportunity to showcase how urban redevelopment can be designed in a manner that integrates ecosystem services and functions, while providing opportunities for the general public to experience and enjoy this place.
9/8/2014	Bradley Jenkins	Supports Master Plan
9/8/2014	Janine Rush	Supports Master Plan and strongly believes the plan will assist in the reviatlilization of Oregon City
9/8/2014	Sandy Carter	Strongly consider strengthening the Master Plan's adaptive reuse elements. Supports approach to include, at minimum, the dozen or so resources identified by George Kramer in his 2002 study of the site. Asks the Planning Commission to be bold. The site is worth imagining with more integrity and less new infill. It is the aura of industry at our falls that is so special and defines our legacy.



MEMORANDUM

Date: November 14, 2013

To: Ken Pirie, Mike Zilis, Walker/Macy

From: Matt Brown, Loci & Lorelei Juntunen, ECONorthwest

Re: **Development Assumptions and Analysis – Willamette Falls Legacy Project**

Introduction

This memorandum outlines some of the key development assumptions our team used as we created and analyzed a range of development scenarios for WFLP. As we progress with the project, we will refine this memorandum and layer additional information into the analysis.

In preparing this analysis, we have built on the four core values for the site (Historic and Cultural Values, Public Access, Healthy Habitat, and Economic Development) to establish a development framework that results in a vibrant and economically feasible redevelopment. The development framework for the site provides a combination of unique development opportunities not found elsewhere in Oregon City or the region:

- Adjacency to the Willamette River and Willamette Falls, including the establishment, for the first time in many decades, of public access to the river and falls
- Connections to downtown Oregon City that integrates the Blue Heron property with downtown
- Large, efficient development parcels that have the capacity to accommodate a variety of activities
- Historic building reuse potential that creates a unique sense of identity and flexible space

The development framework also incorporates key recommendations that have been factored into this analysis. These include:

- Strengthened connections between downtown Oregon City and the Blue Heron site
- Improved public access through the site to the Willamette Falls and along the River
- Creating an attractive, high-quality pedestrian environment to strengthen active ground floor uses
- Promoting sustainable development principles, including the restoration of the Willamette River shoreline and creation of Healthy Habitat
- Establishing a unique sense of place, grounded in the site's relationship to the Willamette Falls and the unique historic and cultural heritage of the site

Key Development Assumptions

These assumptions have been established to analyze the various development scenarios currently under consideration. The purpose of the master plan process is to provide a general vision for the site rather than to narrowly define a development program that could limit future opportunity on the site; as such, our job is to make sure that the proposed zoning provides sufficient capacity to accommodate the full range of potential uses that align with the vision for the site's development and are economically viable.

The key development assumptions for the site include:

- A range of parking ratios that are reasonable given the project location and market demands. Parking ratios are based on what we believe the market will bear/respond to, and not what current code allows
- Building efficiency for most uses in order to determine the net usable/rentable area
- Job creation rates for both permanent uses on the site as well as construction activity
- Ending development values, based on rent/lease/sale assumptions. Depending on the use, there may be assumptions made about:
 - Rental rates
 - Occupancy
 - Stabilization Period
 - Cap Rates
 - Operating Expenses

These assumptions are based on an understanding of the current and projected real estate market for the Blue Heron site, and have been applied to the conceptual development framework generated by Walker/Macy and GBD. The outcome of this analysis provides an estimate of the ending development value for each parcel/building on the site as well as the range of Floor Area Ratios that are required to support the potential development.

We have not yet incorporated any assumptions about the amount of visitor parking that may be desired, nor what types of visitor/cultural attractions may be developed on site (beyond the open space and public access). What is clear is that there is a strong potential for shared parking between visitors to the falls and the employment and retail uses that may be developed at the site, because visitors tend to demand off-peak hour parking. Shared parking for apartments is possible, but will not be as efficient due to greater overlap in parking demand on weekends.

Development Scenarios

Three different development scenarios were analyzed utilizing the basic assumptions outlined above. Keeping in mind that the Master Plan application for the property is intended to provide a flexible approach to future use of the property, the intent of the scenarios is not to arrive at a specific outcome in terms of the location and types of uses on the property, but rather to illustrate the range of possibilities for the site and understand how various scenarios may play out over time, and to test economic viability of those uses.

The scenarios reflect three different areas of focus for the site. These scenarios are not mutually exclusive; it is likely that elements of each will be matched to create a preferred alternative for further analysis. Each scenario incorporates the reuse of the four primary historic structures identified on the

development framework plans (Mill O, Hawley Building, #4 Paper Machine and the De-Inking Building). Each scenario is described in greater detail below:

Scenario 1 – Residential/Mixed Use Emphasis – This scenario maximizes the amount of residential development on site, including market rate apartments, condominiums, and senior housing. Retail emphasis is on neighborhood-serving retail and services. Flex office and craft industrial is limited to the southern portion of the site, utilizing historic structures related to the open space on Blocks 3 and 4. This scenario would produce:

- o 535 – 700 New Residential Units (Apartments, Condominiums, Senior Living)
- o 100,000 – 130,000 SF of new office/flex office/craft industrial space
- o 50,000 SF of new neighborhood-serving retail
- o 35,000 SF Grocery Store
- o 670,000 – 835,000 Gross Square Feet new development (not including structured parking)
- o \$140M - \$220M Estimated Ending Market Value
- o 600 – 735 Permanent jobs (full-time equivalent)
- o 920 – 1,140 Construction jobs (full-time equivalent)

Scenario 2 – Commercial/Employment Emphasis – This scenario provides additional space for employment activity, primarily by expanding the flex-office, craft industrial and office uses into the historic buildings on the site. A limited service/business oriented hotel is included, and open space on blocks 3 and 4 continue to be emphasized. This scenario would produce:

- o 290 - 350 New Residential Units (Apartments)
- o 200,000 – 240,000 SF of new office/flex office/craft industrial space
- o 50,000 SF of new neighborhood-serving retail
- o 35,000 SF Grocery Store
- o 150 – 200 Room Limited Service Hotel (Business)
- o 640,000 – 770,000 Gross Square Feet new development (not including structured parking)
- o \$115M - \$185M Estimated Ending Market Value
- o 1,080 – 1,270 Permanent jobs (full-time equivalent)
- o 860 – 1,040 Construction jobs (full-time equivalent)

Scenario 3 – Visitor Emphasis – This scenario assumes a greater emphasis on the site as a destination for visitors from across the region as well as out-of-state tourists. Increased retail along Main Street, a hotel on Block 3, and inclusion of craft industrial uses within historic buildings all reinforce the visitor emphasis. Block 9 would be open space, offsetting the placement of the hotel on Block 3. This scenario would produce:

- o 390 - 490 New Residential Units (Apartments, Condominiums)
- o 145,000 – 170,000 SF of new flex office/craft industrial space
- o 70,000 SF of new neighborhood-serving and destination retail
- o 18,000 SF Grocery Store
- o 120 - 150 Room Limited Service Hotel (Visitor)
- o 695,000 – 835,000 Gross Square Feet new development (not including structured parking)
- o \$135M - \$215M Estimated Ending Market Value
- o 850 – 965 Permanent jobs (full-time equivalent)
- o 940 – 1,140 Construction jobs (full-time equivalent)

Overall Scenario Summary – Looking at the three scenarios as a whole, we can expect that the site can accommodate development that falls within the following ranges:

- o 290 - 700 New Residential Units (Apartments, Condominiums, Senior Living)
- o 100,000 – 240,000 SF of new office/flex office/craft industrial space
- o 50,000 - 70,000 SF of new neighborhood-serving and destination retail
- o 18,000 – 35,000 SF Grocery Store
- o 120 - 200 Room Limited Service Hotel
- o 640,000 – 835,000 Gross Square Feet new development (not including structured parking)
- o \$115M - \$220M Estimated Ending Market Value
- o 600 – 1,270 Permanent jobs (full-time equivalent)
- o 920 – 1,140 Construction jobs (full-time equivalent)

Conclusions and Next Steps

- As the earlier Market Analysis memo made clear, new development at the site will rely on **strong public/private partnerships** and a commitment to transform the quality of the site by **improving public access to the River and Falls and creating a world-class public open space that delivers the Falls and River back to the public**. High quality open space and development on the site are mutually-supportive endeavors. Investment in creating a unique public setting at the Falls has the potential to create a new identity and sense of place not only the Blue Heron site and downtown Oregon City, but surrounding areas of West Linn and Clackamas County as well.
- Redevelopment at the site will be a long-term process. Our team views this as a **20 year plan for redevelopment**, and patience will be required. As a next step, our analysis will include assumptions about development timing, as well as prerequisites for new development.
- Approximately **1000 – 1150 parking spaces** are required to support the various development scenarios. This number may increase if additional visitor/public parking is desired (e.g., for falls access), or may be decreased if effective shared parking arrangements can be identified.
- **Visitor parking** needs should be identified and incorporated into the overall site planning effort. As part of this analysis, **shared parking opportunities** should also be identified in order to reduce the overall amount of parking on site and provide opportunities for public parking resources to catalyze redevelopment activity.
- Floor Area Ratios vary greatly, due in part to some large parcel areas (e.g., Blocks 3, 4 and 9). Looking at the more typical blocks (e.g., Blocks 1, 2, 5, 6 and 7), **FAR's range from 0.7 to 4.2**, based on net developable acreage. If zoning language is written to limit FAR based on net developable acreage, then a maximum FAR of 4.0 is appropriate, allowing for some ability to transfer FAR between sites up to a 5.0 FAR maximum. FAR's for the site do not currently include areas of above grade structured parking, which, if included, would raise the FAR ranges for the property.
- Building heights will also vary, depending on the intensity of development or whether historic buildings are reused/incorporated within the development. **A range of heights between 2 and 7**

stories would be appropriate and accommodate the variety of uses proposed for the site. This height would be consistent with existing structures on the site, remain below the elevation of the bluff, and avoid additional development costs associated with high-rise development standards.

- Redevelopment activity at the site, as noted above, will require public/private partnerships to help deliver key site development improvements. As part of evaluating the viability of potential public investment at the site, **development-supportive infrastructure costs** should be calculated for the following projects:
 - Main Street from 99E south to the Hawley Building/Turnaround;
 - Water Avenue from 99E to Main Street (via 4th or 3rd);
 - Utility upgrades and offsite improvements necessary to support the proposed range of development;
 - Off-site transportation improvements, including intersection improvements at 99E and any changes in downtown Oregon City north of the site that are required to accommodate future traffic movements; and
 - Public parking structures necessary to support visitors to the site and future development activity.

DATE: August 2013
TO: WFLP Project Management Team
FROM: Lorelei Juntunen, ECONorthwest and Matt Brown, LOCI
SUBJECT: WILLAMETTE FALLS LEGACY PROJECT MARKET ANALYSIS

ECO Project #: 21357

ECONorthwest (ECO) is part of a larger multi-disciplinary team lead by Walker Macy to create a Master Plan for a site known as the Willamette Falls Legacy Project. The purpose of this memorandum is to inform an ongoing planning process for the Willamette Falls Legacy Project by providing: (1) a compilation of data describing major demographic and real estate development trends that will affect the redevelopment of the Willamette Falls Site, (2) initial findings regarding possible “highest and best use” for the site, and (3) a list of economic or market-based issues that will require further evaluation as the planning process continues.

This market analysis will not, at this point, provide any specific recommendations regarding uses for the site, but rather will provide data and discussion to inform an on-going process. While it discusses uses for residential, retail, or industrial uses, additional research and community conversation will be needed to determine the appropriate mix.

The remainder of this memorandum has the following sections: (1) executive summary (2) background information on the site; (3) demographic and economic conditions; (4) local employment, industry, and incomes; and (5) development markets (residential, office, retail, and industrial markets).

Executive Summary: Findings and implications

The City of Oregon City, together with other community partners, is planning for the redevelopment of the former Blue Heron Mill adjacent to Willamette Falls. The planning process will address several key barriers to the site’s redevelopment, creating certainty for future developers regarding the location of key infrastructure, zoning and entitlements, and potential for adaptive re-use of some of the existing buildings. The planning process builds on four inter-related values identified through an extensive community process: public access, cultural and historic interpretation, economic development, and healthy habitat.

This market analysis provides data and interpretation to inform ongoing conversations about how the site’s redevelopment can maximize outcomes in each of those four values.

Overall, the analysis finds that market fundamentals in the area surrounding the site are improving, but are not strong enough to overcome the development challenges on the site in absence of investment in implementation of a master plan that maximizes the site’s value. High quality open space, maximizing the view potential associated with the falls, and a mix of uses that compliments the existing downtown main street will all be critical in overcoming the market challenges. If well-designed and executed, the site’s incredible opportunities can drive

development value that is beyond what the market analysis suggests might be possible, helping the site to draw from a regional (in addition to a local) market.

In summary, *developing a high quality urban mixed-use project on the site will be a challenge* given that no current market comparables for such development exist in Oregon City today. By definition, these types of projects will be pioneering a new market for Oregon City, and will require private developers to take on a higher level of risk as compared to the more typical development seen in the rest of the City. In order to mitigate this risk and successfully attract new private development, *Oregon City and its public partners must continue to pursue effective public-private partnerships* in order to deliver public amenities at the site and provide a more stable environment for private investment.

Opportunities. The site is adjacent to Oregon City's downtown and to Willamette Falls, and offers spectacular views of the landmark feature. Specific market opportunities to consider for the project site include:

- Demonstrated support of public agency partners in planning for development of the site and removing key challenges and barriers to future development activity
- Unique setting that, with proper utilization, can be used to drive interest and demand for new development and provide a broad, regional pull
- Potential to capitalize on the Willamette Falls and associated cultural history (Native Americans, Oregon Trail, early Oregon History, etc.) to drive tourism interest and spending at the site and in downtown Oregon City
- Location adjacent to downtown Oregon City, with the potential to capitalize on recent public and private investment in downtown and along the Willamette riverfront
- Close proximity to regional highways and major population centers, including Portland
- Existing industrial buildings hold potential for adaptive re-use, and could create a uniquely historic community

Challenges. Future development efforts on the site will encounter challenges associated with the existing structures on the site as well as other regulations and development restrictions. These challenges likely will increase the costs of development (relative to development on a greenfield or urban infill on clean, vacant parcels), and could restrict the options for future use. Specific challenges include:

- Site constraints, including inadequate infrastructure, site preparation issues, potential contamination issues, floodplain restrictions, and building demolition or reuse options, all of which may drive up development costs and limit overall development potential for the site.
- Limited transportation access, which will restrict total development capacity of the site.
- Current gap between existing rents and values in the Oregon City area and development costs for higher density urban office, flex-office, and residential uses on the site.

- Lack of direct market comparables for higher density (higher cost) development in Oregon City, which means that projects on the site will likely be seen as pioneering, with a higher risk profile.
- Given the challenging market environment and high development and land preparation costs at the site, it is highly unlikely that significant public parks and infrastructure will be financed solely by the private sector. Oregon City and its partners will need to assemble realistic funding tools to help deliver the public elements of the project such as open space along the river and falls, public parking, and transportation and utility infrastructure.
- Historical data show that residential development efforts in the Oregon City area have focused on single-family housing. The challenges identified in this memo suggest that single-family developments in the study site likely would be prohibitively expensive and would not meet the Project Partners' stated goals of creating a vibrant, pedestrian oriented district. Furthermore, the home prices in the area and per capita income suggest that demand for development may have to come from a broader geography.

Preliminarily, the analysis suggests that the development types most likely to successfully maximize the site's amenity value to attract regional demand are mid-rise, mixed used (residential and retail, with some office or flex space potentially also included), supported with open space and river access.

Given the likely development costs on the site, development types that result in lower overall value (such as turn-key industrial, office or industrial park, or an entirely open space development program) would not be successful without very significant public sector support.

A cost-effective approach to developing the site likely will rely on several factors, including:

- Pooling demand from across the Portland metro region
- Identifying and implementing higher-density development options that fit with the existing business district
- Aligning regulatory restrictions, partnerships, and unique demand sources to take full advantage of natural and historical features at the study site while maximizing revenues and minimizing costs
- Understanding the relationship between public investment in infrastructure, parks, and public access and how this investment can help leverage significant private interest and investment
- Definition of the gap between current market rents and values and actual development costs for higher density urban development on the site. Ideas for addressing these gaps will be part of later iterations of the planning process
- Identifying the likely market segment to be attracted to any residential development: people with well-paying jobs who are employed in the southern Portland region, have home-based jobs, or are entrepreneurs who can locate their work in any community; retirees who want low-maintenance lifestyle; people who want to live in a more urban environment within walking distance of most amenities. For attracting this

market segment, there are relatively few competing products in the southern Portland region

- Identifying a location for adequate parking facilities to support the development uses
- A clearer understanding of the costs and viability of adaptive reuse of some of the structures, relative to the benefit of maintaining them

1 Description of Study Site

Figure 1 shows a map of the study site. The 22-acre Blue Heron property is located directly adjacent to Willamette Falls, between Oregon City and West Linn. The site has view potential unparalleled anywhere in the region, but needs significant investment in remediation / demolition of existing structures and the provision of infrastructure to support redevelopment.

Figure 1. Map of study site



Map Source: Willamette Falls Legacy Project, 2013

Historical use and existing facilities. Historically, the site has been used as tribal grounds and for industrial purposes including a flour mill, sawmill, and brick production. Since 1908, the site has been used as a paper mill. Currently, the site has 57 vacant buildings covering over 600,000 square feet of vacant industrial space. All equipment, utilities, and non-building structures with salvage value are currently being removed from the site. The remaining structures require major renovation work to ensure stable and usable conditions for future use. Many of the existing buildings would be difficult to use, even for industrial purposes, without improving entries, emergency exits, general circulation, restroom facilities, heating and cooling systems, power supply distribution, and fire protection.

Current zoning. Currently, the site is zoned for industrial use (G-I General Industrial – OCMC 17.36). The General Industrial District is designated to allow uses related to manufacturing, processing, production, storage, fabrication, and distribution of goods or similar as defined by the community development director. The current zoning is under evaluation in the larger project; changes to it are likely.

Overlay information. Aside from current zoning, there are a number of additional regulatory issues that may affect future development efforts:

- The City's greenway regulations (Willamette Greenway OCMC 17.48) place the study site in the *compatibility area*, which requires a Planning Commission review of the development application/master plan process.
- The Natural Resource Overlay District (OCMC 17.49) requires Type III Planning Commission Variance on any development within a 200-foot buffer from the ordinary high water line for land abutting the Willamette River.
- The Flood Management Overlay District (OCMC 17.42) either restricts development within the flood management area or requires all new construction or substantial upgrades within the 100-year flood plain to meet development and performance standards for the overlay district. Much of the southern half of the site falls within the flood management overlay district, which includes the inundation area for the 1996 flood.

Additional issues. There are a number of additional issues that may influence the costs and/or feasibility of future development efforts on the site:

- PGE owns the Willamette Falls Dam and holds easements upriver of the site.
- Since the site is adjacent to Willamette Falls, it provides critical habitat opportunities for migratory birds and refuge for migrating salmon and Pacific lamprey.
- Future development on the site would be required to adhere to stormwater regulations as outlined in Oregon City's MS4 permit.
- Willamette Falls is recognized as a sacred gathering place of high cultural significance by the Confederated Tribes of the Grand Ronde and Warm Springs, and Siletz, and the Confederated Tribes of the Umatilla Indian Reservation, and Yakima Indian Nation.
- Currently, there are no designated historic structures on the site; however, future owners may choose to designate some/all of the historical buildings in order to take

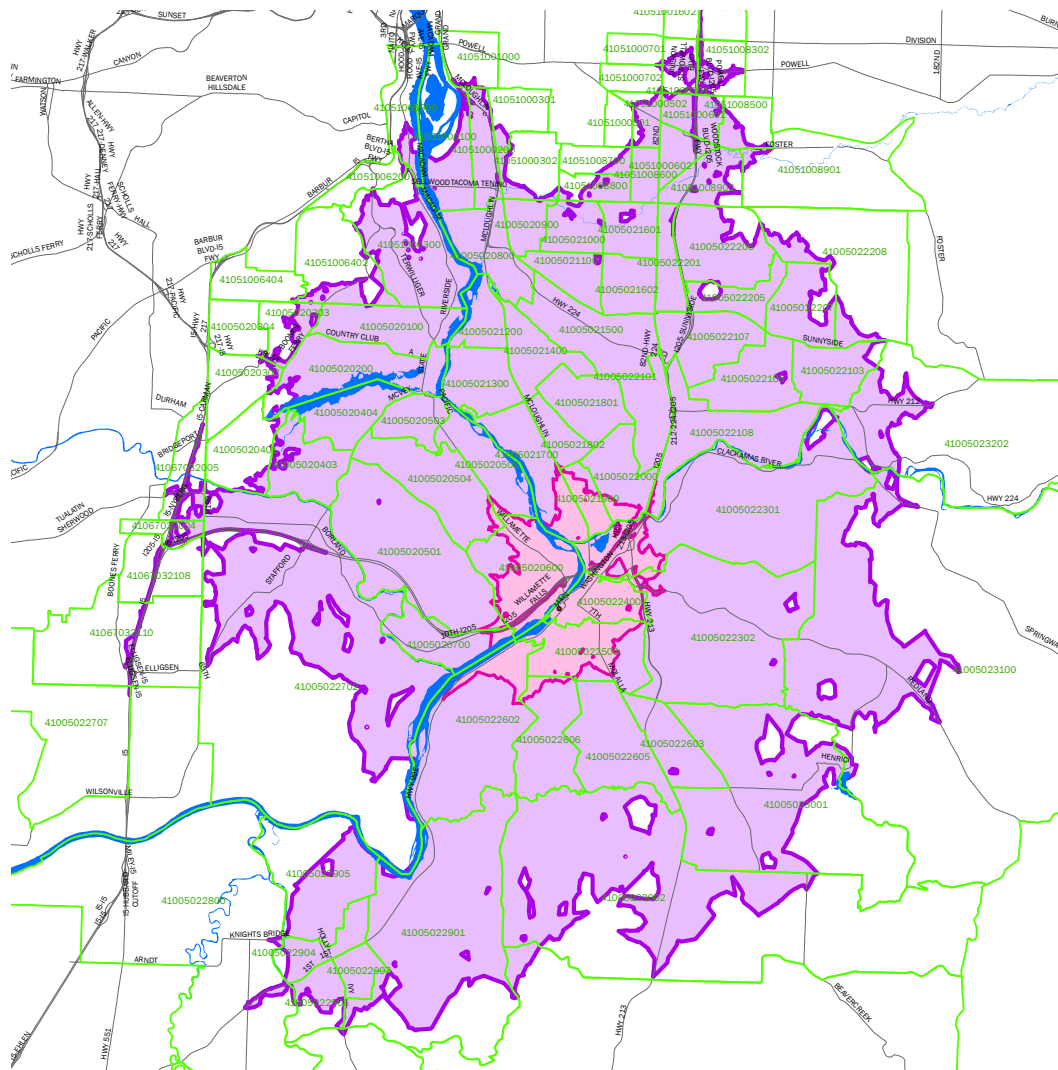
advantage of the 20% or 10% Federal Tax Credit Program and the State Special Assessment Program.

- Potential for the City to provide gap financing in the form of System Development Charge (SDC) credits, Tax Increment Financing (TIF), vertical housing tax credits, or other public financing programs.
- The Willamette Falls Heritage Area Coalition is currently applying for designation as a National Heritage Area.

Study site and research boundaries. For this analysis, we rely on data compiled from a number of different geographic areas, using the best available data / geographic combination for the needed analytic outcome. The study site, as described above, is a 22-acre industrial site, adjacent to Willamette Falls, between Oregon City and West Linn. The area outlined in red in Figure 2 shows the area within a 5-minute drive of the study site; the area outlined in purple shows the area within a 15-minute drive. We compiled data from all Census tracts intersecting with these two areas to describe local demographic, economic, and housing conditions.

In addition to data from the 5-minute area and the 15-minute area, we compiled data from Clackamas County, Multnomah County, and Washington County, as well as the Portland-Vancouver-Hillsboro OR-WA Metropolitan Statistical Area (MSA), Oregon City, and a number of adjacent cities. These data help demonstrate the supply of and demand for good and services associated with the study site from both a local and regional perspective.

Figure 2. Map of 5-minute and 15-minute areas



Source: ECONorthwest, 2013

2 Demographic, Economic, and Housing Conditions

The purpose of this section is to provide an overview of major demographic trends that will affect demand for the future use of the site.

2.1 Population Trends

The region and the area surrounding the site are projected to grow over the coming decades, and that growth will create demand for any new development on the site. Overall, Clackamas County's growth rates have mirrored those of the region as a whole, and it is not projected to grow at a faster rate than the counties that surround it. **This implies that there will be no extraordinary demand for the site's development based purely on population growth projections.** However, the site's attractions (in particular, the Willamette Falls and potentially the unique,

historical urban space created by rehabilitation of the site) could drive substantial additional demand for retail and / or residential uses. There are about 435,000 people (170,000 households) within a 15 minute drive of the site, and many more in the broader region; **the more successful the site's uses are at attracting those households, the greater the demand for new development will be.**

The data to support this finding follow.

Table 1 summarizes the total population and the number of households in the 5-minute area, the 15-minute area, Oregon City, and Clackamas County, as compiled in the 2010 Decennial Census. Oregon City contains about 8% of Clackamas County's total population and total number of households. The populations contained within the 5-minute area and the 15-minute area both exceed the population contained within Oregon City. From 2000–2010, Clackamas County's total population increased by 11.1%; Oregon City's population increased by 23.7%.

Table 1. Total population and number of households

	5-minute area	15-minute area	Oregon City	Clackamas County
Total Population	80,078	434,721	31,859	375,992
Total Number of Households	31,374	170,650	11,973	145,790

Source: U.S. Census Bureau. *2010 Decennial Census*. Tables: SF2 DP1.

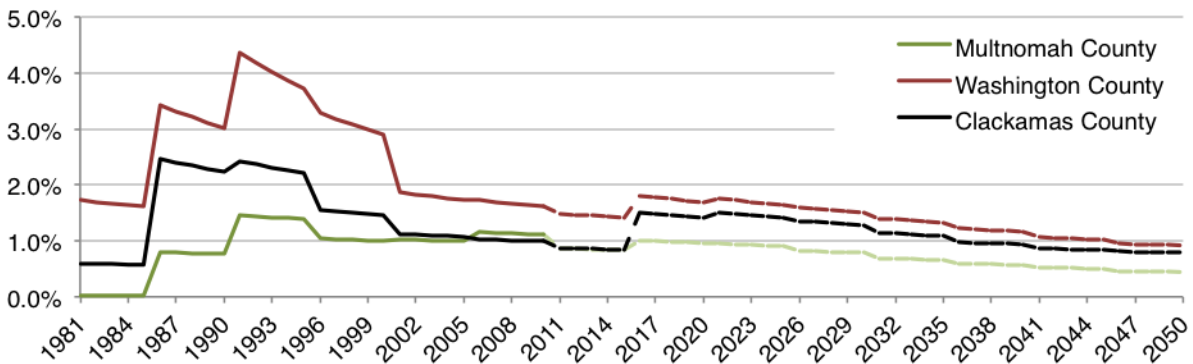
Figure 3 shows historical population growth rates in Clackamas County, Washington County, and Multnomah County from 1981 to 2010, as well as projected population growth rates for the three counties through 2050. Growth rates are projected to stay positive through 2050.

Clackamas County's population growth rate is projected to stay within 0.5% and 1.5% per year. Average annual growth in Oregon City is projected to be 1.7% per year through 2025, 0.9% per year through 2035, and 0.6% per year through 2040.¹ Overall, these growth rates are consistent with projections from Metro, which projects a range of between about 1.4 and about 1.7% growth between now and 2030, and a growth range between 1.05% and 1.3% by 2060.²

¹ Metro. 2012. *Metro Gamma Forecast Distribution, Profiles by City and County*.

² Metro. 2009. *20 and 50 Year Population and Employment Range Forecast*.

Figure 3. Historical and projected population growth rates (1981–2050)



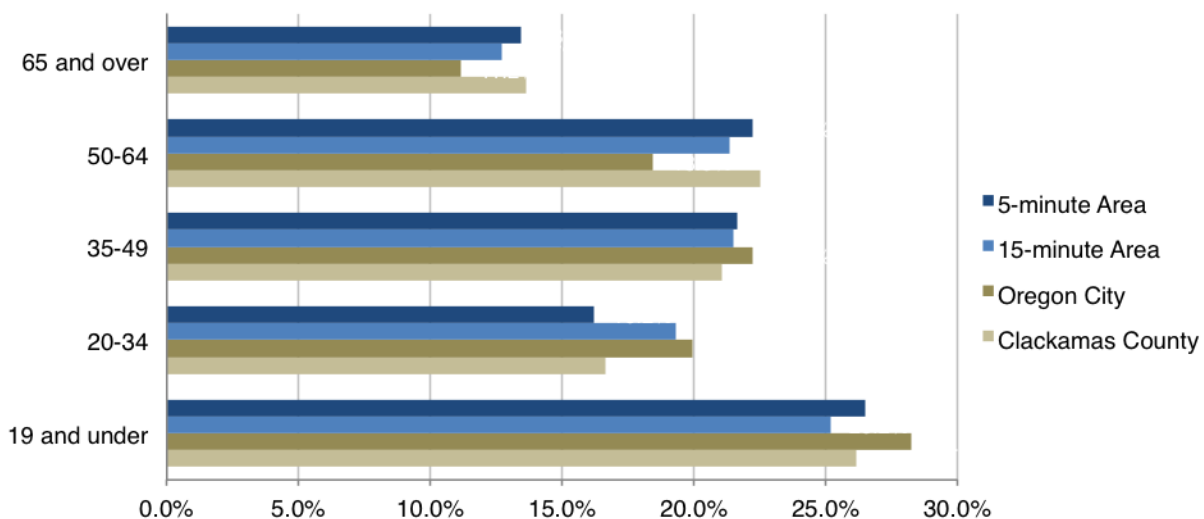
Source: Oregon Office of Economic Analysis. 2013. *Long-term Oregon State's County Population Forecast, 2010-2050*.

2.2 Age Distribution

Age distribution within the current and projected future population surrounding a site can provide insight into the type of development that might be demanded. **The area surrounding the site is experiencing the same demographic trends as the nation; its population is aging, and in the coming decades, a larger portion of its population will be over 65. Overall, however, Oregon City has a relatively younger population than the region that surrounds it. This combination of factors suggests that there will be demand for uses on the site that support families as well as retirees.** The data supporting this finding follow.

Figure 4 summarizes the age distribution of individuals in the 5-minute area, the 15-minute area, Oregon City, and Clackamas County in 2010. All four areas have similar age distributions, however Oregon City has a relatively younger population than the other three areas with about 70% of its population under the age of 50.

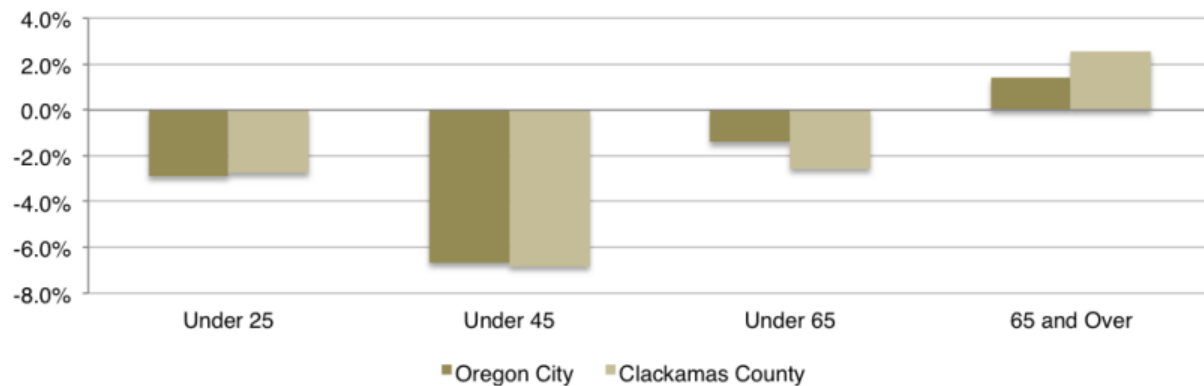
Figure 4. Age distribution (2010)



Source: U.S. Census Bureau. 2010 *Decennial Census*. Tables: SF2 DP1.

Figure 5 shows how the age distribution has changed in Oregon City and Clackamas County from 2000 to 2010. In 2000, 37.3% of Oregon City's population was under 25 years of age. By 2010, only 34.4% of its population was under 25 years of age. The trends shown in the figure suggest that the population in Oregon City and Clackamas County is getting older. Of the four age groups shown in the figure, only the percentage of individuals aged 65 and over has grown in the two areas.

Figure 5. Change in age distribution (2000 to 2010)



Source: U.S. Census Bureau. *2010 Decennial Census*. Tables: SF2 DP1.

2.3 Race and Ethnicity

The racial and ethnic composition of the area surrounding a site can provide insight into the types of uses that might be demanded. **The composition of the area surrounding the site is very similar to the regional composition, though it does have a slightly higher percentage of white residents in Oregon City and the area immediately surrounding the site. As a result, this analysis of racial and ethnic composition does not suggest any particular findings specific to this site's re-use.**

Table 2 summarizes how residents in the 5-minute area, the 15-minute area, Oregon City, and Clackamas County identify themselves in terms of race and ethnicity. About 7% of individuals in the 5-minute area identify themselves as Hispanic or Latino; a smaller percentage than individuals in the other three areas. The 5-minute area also has the largest percentage of individuals identifying themselves as White (about 90%). The 15-minute area has relatively large percentages of individuals identifying themselves as Asian (about 7%).

Table 2. Race and ethnicity (2010)

	5-minute area	15-minute area	Oregon City	Clackamas County
Hispanic or Latino	6.8%	8.9%	7.7%	8.2%
White	90.5%	84.3%	91.1%	88.1%
Black or African American	1.3%	2.3%	1.4%	1.4%
American Indian and Alaska Native	1.8%	1.9%	1.9%	1.8%
Asian	3.4%	7.0%	4.8%	4.7%

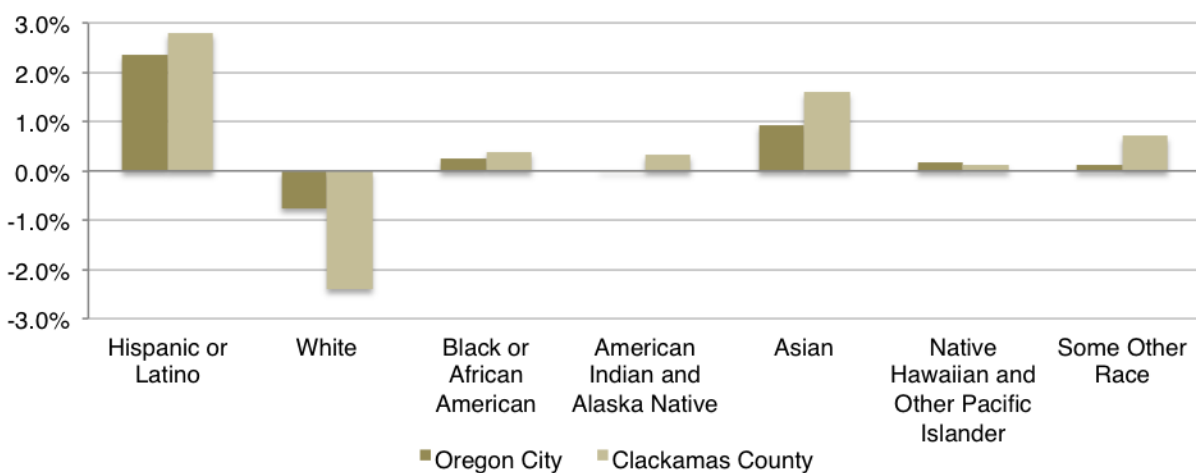
Native Hawaiian and Other Pacific Islander	0.5%	0.6%	0.5%	0.5%
Some Other Race	2.5%	4.0%	3.7%	3.5%

Source: U.S. Census Bureau. *2010 Decennial Census*. Tables: SF1 P6, SF1 P7.

* Percentage of Hispanic and Latino residents are separate from those indicating race. Percentages describing race indicate that particular race alone or in combination with one or more other race.

Figure 6 shows how race and ethnicity distribution have changed in Oregon City and Clackamas County from 2000 to 2010. In 2000, 5.0% of Oregon City's residents identified themselves as Hispanic or Latino. By 2010, that percentage rose to 7.3%. All minority populations grew as a percentage of total population in the two areas from 2000–2010, with those identifying as Hispanic or Latino or Asian growing the most.

Figure 6. Change in race and ethnicity distribution (2000 to 2010)



Source: U.S. Census Bureau. *2000 and 2010 Decennial Census*. Tables: SF1 P6, S1 P7.

2.4 Income and Unemployment

Income levels are very important variables in determining market feasibility for retail and residential uses, and employment levels are one consideration when evaluating demand for employment uses (office, industrial). **The findings on income and unemployment are mixed.** Overall, the area immediately surrounding the site (within a 5-minute drive) has relatively higher median and per capita income, and Oregon City has seen an increase in the number of people earning incomes in the higher income categories (even though its median incomes are lower than the County's on average). This suggests the possibility for increased disposable income to support new retail as well as potential demand for mid- to higher-end residential units. At the same time, however, between 2007 and 2011, Oregon City has seen a smaller increase in incomes and a larger increase in unemployment than Clackamas County as a whole. A higher portion of the area immediately surrounding the site is unemployed. This might suggest that, in the future, the higher incomes surrounding the site will decrease; it might also suggest increased opportunities for employment uses that are located near to residential area.

A mixed finding such as this means that there could be demand for a full range of uses supporting a full range of incomes (high-end housing as well as affordable housing; boutique retail as well as discount retail). Development on the site would benefit from identification of a niche market (or markets). To the extent that higher-value products are necessary to drive project feasibility (which is very likely given development costs on a site as complex as this one, **the site may need to attract income-earners from a regional market,** competing with higher-value product throughout the region that is uncommon in the current Oregon City market.³

The data to support these findings follow.

Table 3 summarizes economic and employment information for the four areas as compiled by the U.S. Census Bureau's 5-year Community Survey. Median household income and per capita income are similar in the 5-minute area, the 15-minute area, and Clackamas County. Incomes in Oregon City tend to be lower than incomes in the other three areas. Employment data are also similar across the four areas. Oregon City has slightly higher unemployment than the other three areas.

Table 3. Labor force characteristics

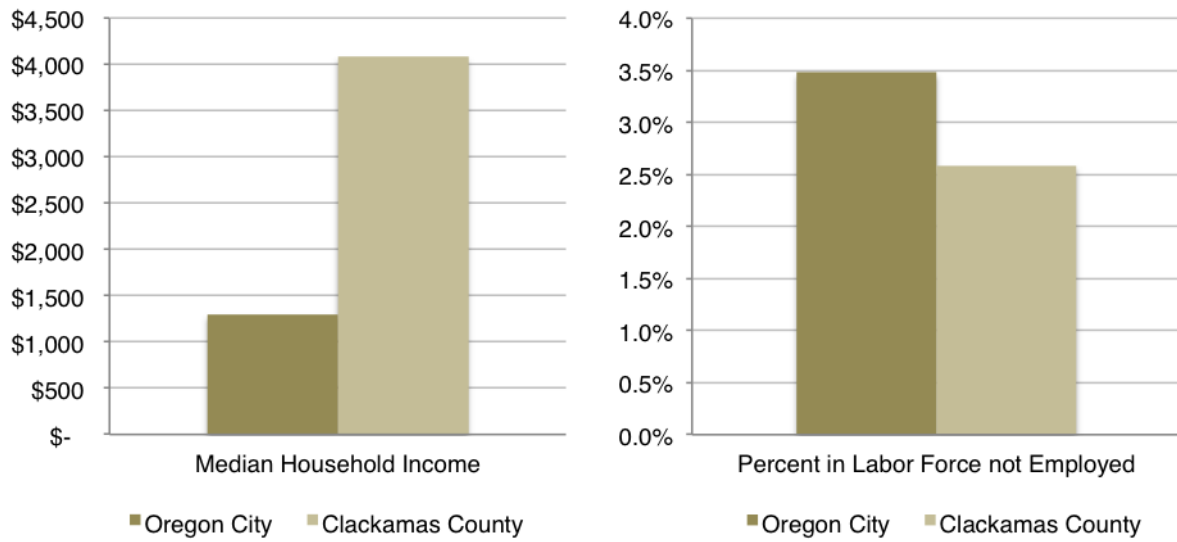
	5-minute area	15-minute area	Oregon City	Clackamas County
Median Household Income	\$63,440	\$61,410	\$57,618	\$62,007
Per Capita Income	\$30,167	\$29,376	\$25,905	\$32,382
% Over 16 in Labor Force	67.3%	67.0%	68.1%	66.4%
% Over 16 not in Labor Force	32.7%	33.0%	31.9%	33.6%
% In Labor Force Employed	90.8%	91.2%	88.3%	91.3%
% In Labor Force not Employed	9.2%	8.8%	11.6%	8.7%

Source: U.S. Census Bureau. 2007-2011 American Community Survey 5-year Estimates. Tables: DP03, B19013.

Figure 7 shows how median household income and unemployment have changed in Oregon City and Clackamas County from 2007 to 2011. From 2007 to 2011, median household income in Oregon City grew by only \$1,300 (in nominal terms) while in Clackamas County, it grew by over \$4,000. Over that same time period, unemployment in Oregon City went from 8.1% to 11.6%, a change of 3.5%, while unemployment in Clackamas County changed by only 2.5%.

³ Note that a much more specific analysis than is necessary at this time would be required to identify demand at specific residential price points, to identify demand from specific market segments for various types of retail uses, and to determine the types of employment uses that are likely to fit on the site and with the skills and needs of surrounding areas.

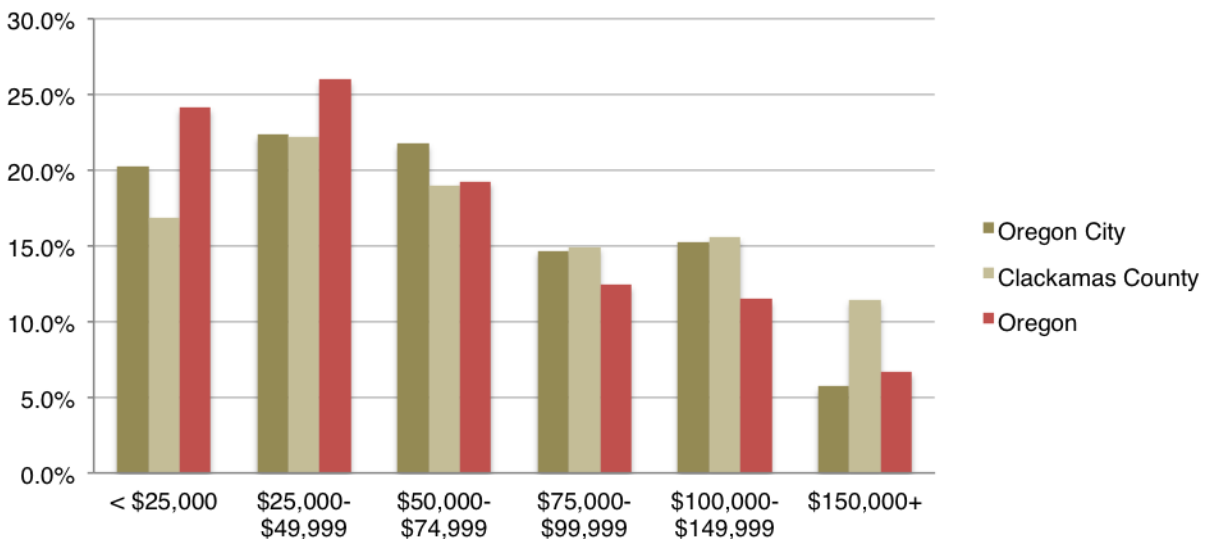
Figure 7. Change in median household income and unemployment (2007 to 2011)



Source: U.S. Census Bureau. 2005-2007 and 2007-2011 American Community Survey 5-year Estimates. Tables: DP03, B19013.

Figure 8 summarizes the distribution of households in terms of annual household income and benefits in 2011 for the State of Oregon, Clackamas County, and Oregon City. In general, households in Oregon City earn less than households in Clackamas County overall. Relative to the entire State of Oregon, however, households in Oregon City tend to earn more. Across the three areas, Oregon City's households show a strong presence in the middle-income categories from \$50,000–\$150,000 per year.

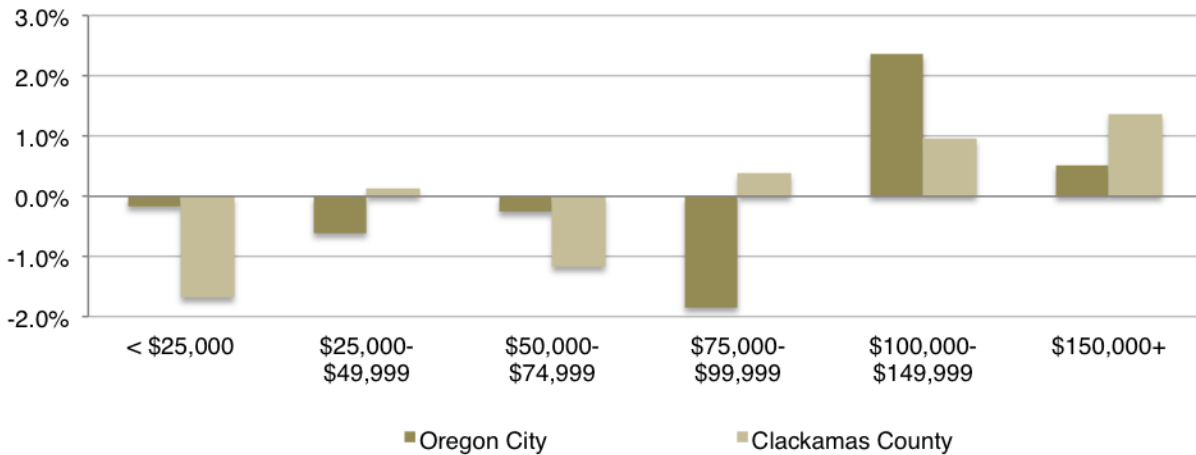
Figure 8. Annual household income (2011)



Source: U.S. Census Bureau. 2007-2011 American Community Survey 5-year Estimates. Tables: DP03.

Figure 9 shows how the distribution of household incomes has changed in Oregon City and Clackamas County from 2007 to 2011. From 2007 to 2011, the percentage of households earning less than \$75,000 per year decreased in both areas, while the percentage of households earning more than \$100,000 per year increased.

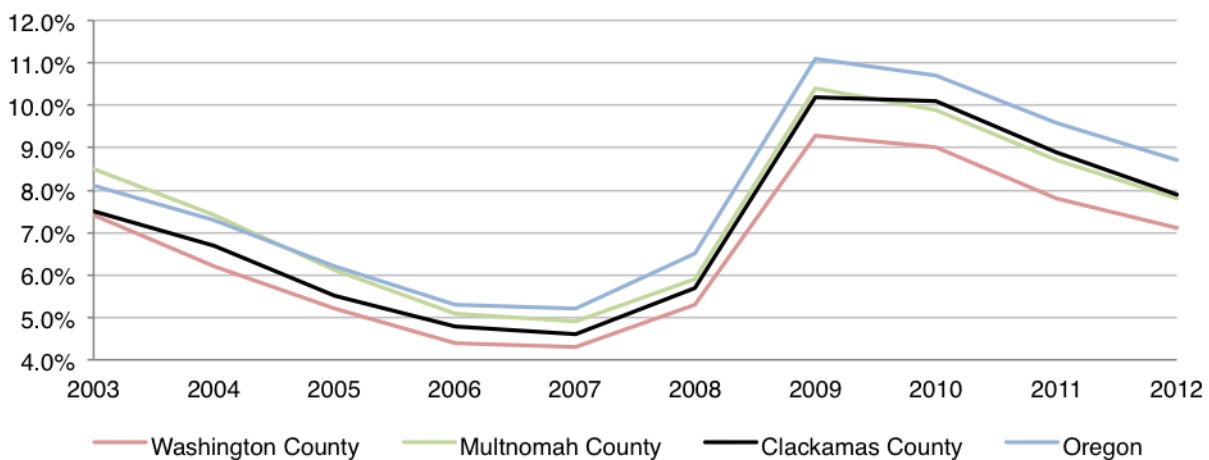
Figure 9. Change in income distribution (2007–2011)



Source: U.S. Census Bureau. 2005-2007 and 2007-2011 American Community Survey 5-year Estimates. Tables: DP03.

Figure 10 shows the average annual unemployment rate in Clackamas County, Multnomah County, Washington County, and across the entire State of Oregon from 2003 to 2012. All four areas show similar trends in unemployment rates over time with lows in 2007 and highs in 2009. The unemployment rate in Clackamas County is consistently below the state average, although it is consistently higher than the unemployment rate in neighboring Washington County.

Figure 10. Unemployment rates (2003-2012)



Source: U.S. Bureau of Labor Statistics. 2013. *Local Area Unemployment Statistics*.

2.5 Educational Attainment

Educational attainment is an important variable because it is tightly correlated with earning potential, and has been shown to be highly predictive of certain spending habits independent of income levels. **The areas immediately surrounding the site have more residents with bachelor's degrees and graduate or professional degrees than Oregon City or Clackamas County. Given the mixed findings on income (described in section 3.4 above), these data provide additional positive indications for increasing income levels over time, and demand for higher-end retail and mid- to higher-end residential. Combined with higher unemployment levels (described above), it also suggests a ready work force for employment uses that demand an education work force, and the potential for entrepreneurial activity and start-ups.** Again, more work would be needed to determine what kinds of jobs would be most appropriate.

Table 4 summarizes the highest level of education attained by residents in the four areas (the summary is restricted to only residents at least 25 years old). All four areas have similar attainment statistics. Relative to the other three areas, a smaller percentage of Oregon City's residents have Bachelor's degrees or other graduate or professional degrees. Oregon City's residents do, however, show higher rates of high school graduation, and 9.3% of them have Associate's degrees.

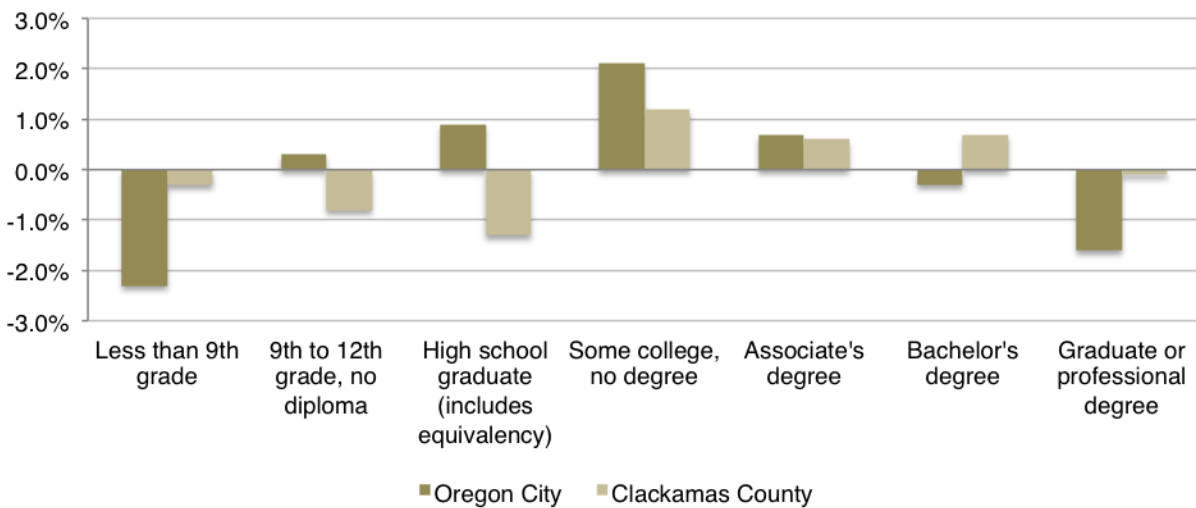
Table 4. Educational attainment (individuals ages 25 and over)

	5-minute area	15-minute area	Oregon City	Clackamas County
Less than 9th grade	1.5%	2.9%	1.7%	2.5%
9th to 12th grade, no diploma	5.4%	5.9%	7.8%	6.2%
High school graduate (includes equivalency)	22.6%	22.6%	27.3%	24.4%
Some college, no degree	29.8%	25.7%	32.7%	27.3%
Associate's degree	7.4%	7.7%	9.3%	8.0%
Bachelor's degree	21.8%	22.7%	15.1%	20.9%
Graduate or professional degree	11.5%	12.5%	6.0%	10.5%

Source: U.S. Census Bureau. 2007-2011 American Community Survey 5-year Estimates. Table S1501.

Figure 11 shows how the distribution of educational attainment has changed in Oregon City and Clackamas County from 2007 to 2011. From 2007 to 2011, the percentage of individuals in Oregon City with some college experience and with Associate's degrees increased, while the percentage of individuals with Bachelor's degrees or other graduate or professional degrees decreased. The trend in Oregon City is quite different than the trend across Clackamas County. County-wide, the percentage of individuals with higher degrees has increased over the past several years.

Figure 11. Change in educational attainment distribution (2007–2011)



Source: U.S. Census Bureau. 2005-2007 and 2007-2011 American Community Survey 5-year Estimates. Tables: S1501.

3 Business Uses in the Surrounding Area

The purpose of this section is to inform conversations about economic development outcomes. Regardless of what uses it eventually contains, the development should support job generation outcomes and the County's larger economic development strategy. In some ways, the information in this section is in a "holding pen" to support future conversations about uses on the site and how they might fit into a larger economic development strategy, rather than serving a specific analytic purpose to draw conclusions in this market analysis. However, the findings are also useful for market-based discussions about potential employment uses relative to regional and local employment trends. Overall, the following trends about business growth are evident:

- The employment mix surrounding the site does not differ significantly from the City or the County. The largest categories of employment are Manufacturing; Retail trade; and Education services, health care, and social assistance. By far, when measured as gross regional product, the service sector is the largest contributor to the County's economy.
- The area has seen declining numbers of jobs in construction and maintenance occupations as well as production-based occupations. At the same time, it has seen an increase in sales and service jobs. This is consistent with national trends.
- When adjusted for inflation, average earnings per job in the County have held relatively steady for many decades.
- County and City Comprehensive Plan documents emphasize the need for government activities to support stable, high-paying jobs in specific traded sectors.

3.1 Major Industries by Employment and Output

Table 5 summarizes the types of industries that residents in the 5-minute area, the 15-minute area, Oregon City, and Clackamas County work in. The mix of industries is similar in both areas. The 5-minute area, 15-minute area, and Clackamas County all show similar distributions. Oregon City has larger percentages of its population working in construction, manufacturing, and retail trade than the other three areas.

Table 5. Industry characteristics (2011)

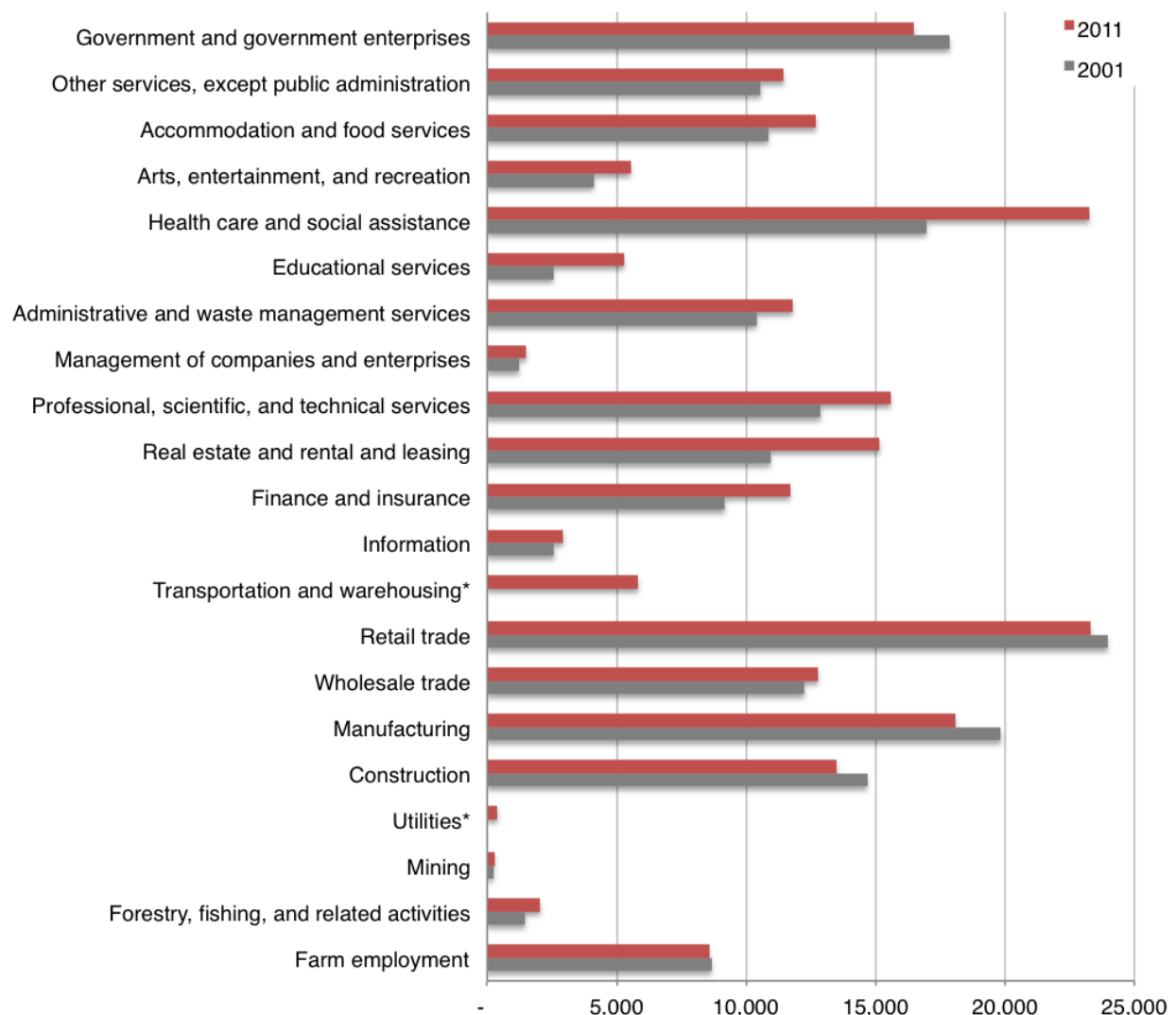
	5-minute area	15-minute area	Oregon City	Clackamas County
Agriculture, forestry, fishing and hunting, and mining	0.6%	0.9%	0.7%	1.6%
Construction	7.9%	6.8%	10.5%	8.5%
Manufacturing	11.7%	11.8%	12.5%	12.1%
Wholesale trade	4.0%	4.1%	3.1%	4.2%
Retail trade	12.8%	12.4%	14.3%	12.5%
Transportation and warehousing, and utilities	4.2%	4.7%	3.6%	4.7%
Information	1.6%	2.0%	2.5%	1.7%
Finance and insurance, and real estate and rental and leasing	9.2%	8.0%	8.6%	8.6%
Professional, scientific, and management, and administrative and waste management services	11.9%	12.0%	8.9%	11.1%
Educational services, and health care and social assistance	19.7%	20.9%	18.5%	19.0%
Arts, entertainment, and recreation, and accommodation and food services	6.3%	7.7%	6.2%	7.1%
Other services, except public administration	4.9%	5.1%	6.2%	4.9%
Public administration	5.2%	3.6%	4.5%	4.0%

Source: U.S. Census Bureau. 2007-2011 American Community Survey 5-year Estimates. Table DP03.

Figure 12 shows part-time and full-time employment in Clackamas County by industry type in 2001 and 2011. In 2001, there were a total of about 197,000 part- and full-time jobs in the County; by 2011, there were a total of about 218,000 jobs. Over the course of that decade, the total number of jobs in Clackamas County peaked at about 228,600 in 2008.

Nearly all industries grew, in terms of employment, from 2001 to 2011; some of the largest growth occurred in: health and social assistance, educational services, real estate and rental and leasing, and finance and insurance. Only five industries shrank, in terms of employment, from 2001 to 2011: government and government enterprises, retail trade, manufacturing, construction, and farm employment.

Figure 12. Employment by industry, Clackamas County (2001 and 2011)



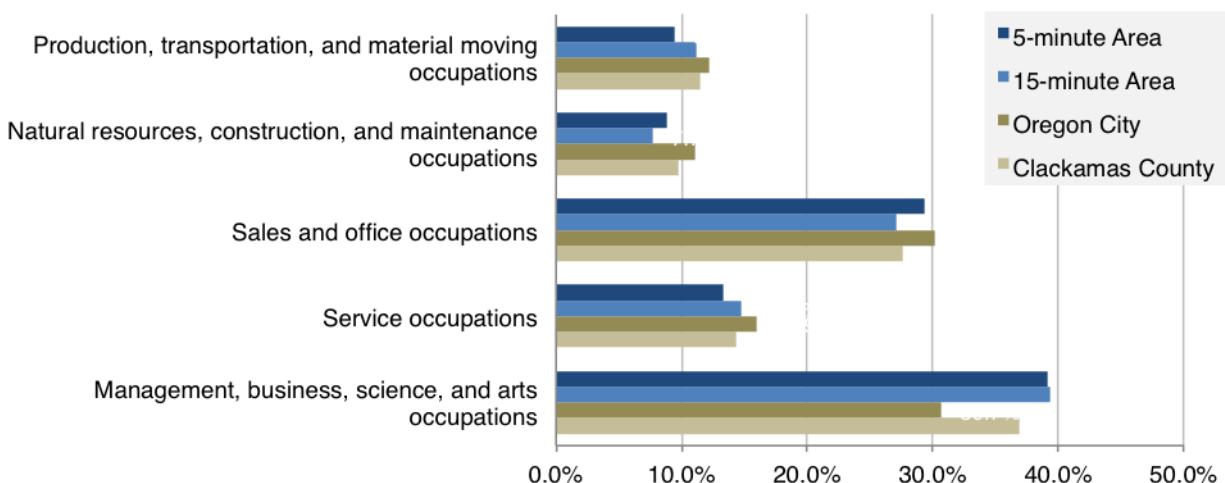
Source: U.S. Bureau of Economic Analysis. 2013. *CA25N Total Full-time and Part-time Employment by NAICS Industry*.

Notes: Data are not sufficient to quantify employment in transportation and warehousing, and utilities due to the small number of employers in the Clackamas County.

Figure 13 summarizes the types of occupations individuals in the 5-minute area, the 15-minute area, Oregon City, and Clackamas County hold. The mix of occupations is similar in all four areas. Relative to the other three areas, individuals in Oregon City are less likely to work in

management, businesses, science and arts occupations, however they are more likely to work in all other occupations.

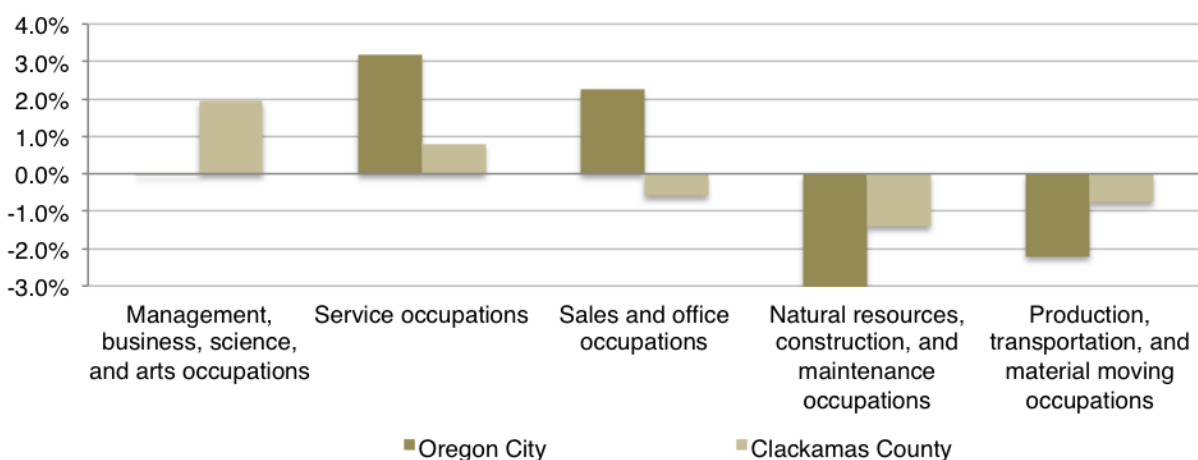
Figure 13. Occupation characteristics



Source: U.S. Census Bureau. 2007-2011 American Community Survey 5-year Estimates. Table DP03.

Figure 14 shows how the distribution of occupations has changed in Oregon City and Clackamas County from 2007 to 2011. From 2007 to 2011, Oregon City's workforce has increasingly worked in service, sales, and office occupations, and has decreasingly worked in natural resource, construction, maintenance, and production occupations. Across the County, there has been a more subtle shift in occupations.

Figure 14. Change in occupation distribution (2007–2011)

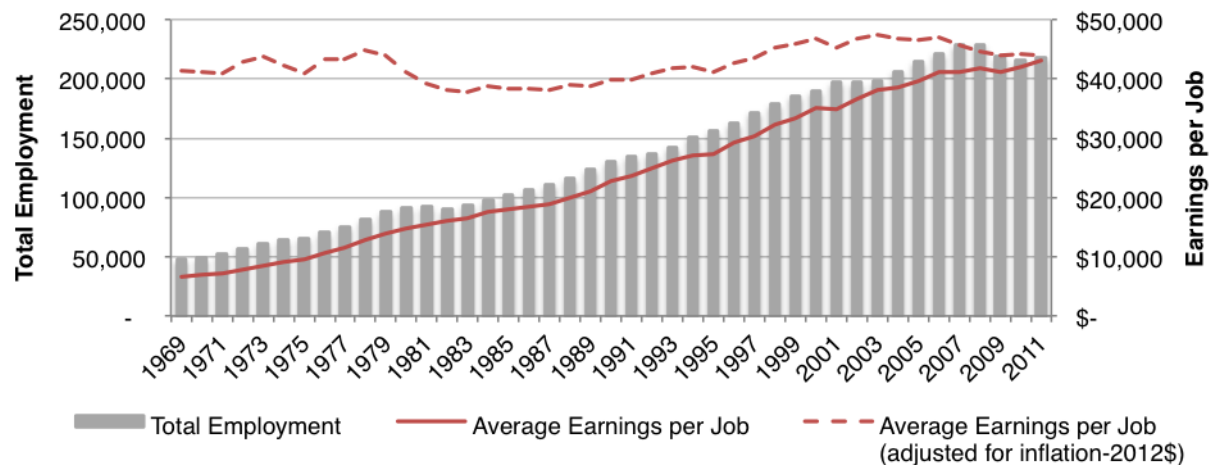


Source: U.S. Census Bureau. 2005-2007 and 2007-2011 American Community Survey 5-year Estimates. Tables: DP03.

Figure 15 shows total part- and full-time employment in Clackamas County from 1969–2011, as well as average earnings per job (in both nominal and inflation adjusted dollars). Total

employment increased at an average annual rate of 3.7%, although growth has slowed over the past several years, and the number of jobs declined from 2007–2010. While average earnings per job increased in nominal terms, it remained steady at about \$42,000 after incorporating inflation.

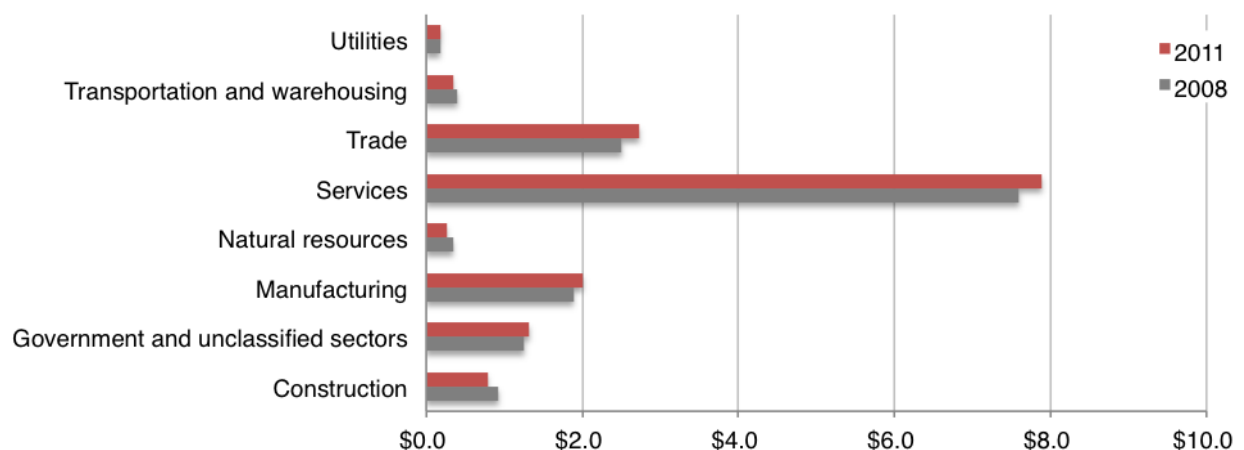
Figure 15. Employment and average earnings, Clackamas County (1969-2011)



Source: U.S. Bureau of Economic Analysis. 2013. *CA30 Regional Economic Profile*.

Figure 16 shows the gross regional product in Clackamas County in 2008 and 2011 (in billions of nominal dollars). The services industry accounts for over half of the gross regional product at nearly \$8.0 billion per year. Trade and manufacturing also account for large portions of the gross regional product with about \$3 billion and \$2 billion per year, respectively. All industries grew from 2008 to 2011 except transportation and warehousing, natural resources, and construction.

Figure 16. Gross regional product, Clackamas County (billions of nominal dollars)



Source: IMPLAN data. 2008 and 2011.

3.2 Target Industries

In 2004, Oregon City compiled a Comprehensive Plan⁴ that identified goals for economic development, including:

- 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.
- Contribute to the health of the regional and state economy by supporting efforts to attract “traded sector industries” such as high technology and production of metals, machinery, and transportation equipment.

In 2001, Clackamas County compiled a Comprehensive Plan⁵ that identified several target industries that it hopes to encourage:

- Metals and machinery manufacturing
- Instruments and electrical equipment manufacturing
- Wholesale trade, distribution centers, warehousing
- Business centers
- Destination retail
- Class “A” offices
- Destination restaurants
- Hotels/motels/conference facilities
- Tourism/destination attractions and accommodations
- Agriculture/horticulture and specialty crops

The County also has a specific program related to film and media production, and attracting new employment in that industry.

4 Development Market

The purpose of this section is to provide data that will be useful for later development feasibility analysis, and provide implications regarding the current strengths and weaknesses in the development market for some key uses. For this part of the analysis, we include data describing properties in Oregon City, Gladstone, and West Linn.

⁴ Oregon City. 2004. *Oregon City Comprehensive Plan*. Retrieved on August 2, 2013 from <http://www.orcity.org/planning/comprehensive-plan>.

⁵ Clackamas County. 2001. *Clackamas County Comprehensive Plan*. Retrieved on August 2, 2013 from <http://www.clackamas.us/planning/comprehensive.html>.

4.1 Residential Uses

The data in this section explore the type of housing that exists in the area, and how it is faring in the marketplace (achievable rents, unit type, and occupancy). **Between 2000 and 2010, Oregon City saw an increase in owner-occupied structures, and, with the exception of 2012, a heavy tilt toward single-family structures over that same time period. Values have mirrored regional growth trends (with an upward climb from recession-level prices currently underway); Oregon City's average home value has consistently been at the upper end of prices for communities that surround it. Taken together, these trends suggest possible untapped demand for multi-family development, and further emphasize the need for the development to determine and exploit a niche market for new development.**

Table 7 summarizes housing conditions in the four areas. All four areas have similar occupancy rates (92%–95%). Oregon City has the highest percentage of renter-occupied housing across the four areas (36.3%). Across the County, only 30.7% of occupied housing units are renter-occupied.

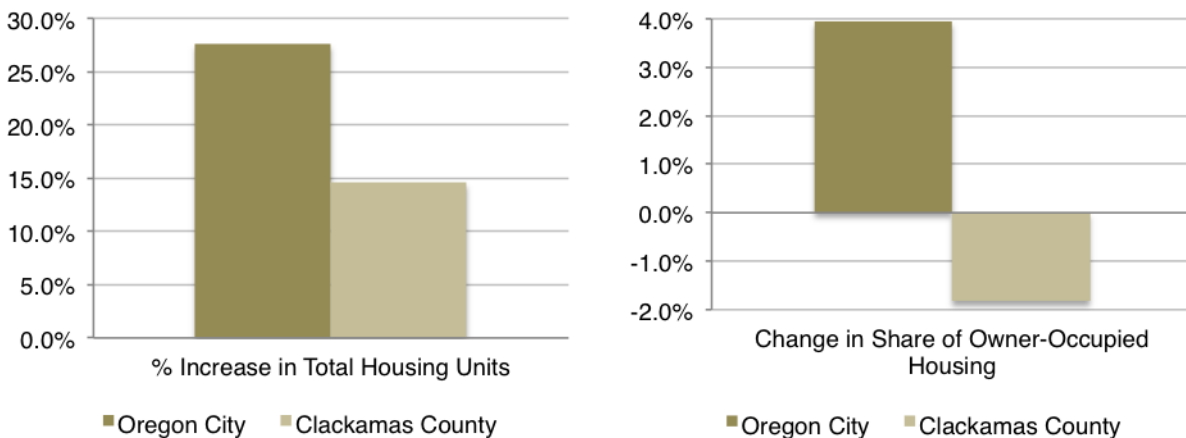
Table 7. Housing characteristics (2010)

Housing Characteristics	5-minute area	15-minute area	Oregon City	Clackamas County
Total Housing Units	33,162	181,435	12,900	156,945
Occupied Housing Units	31,374	170,650	11,973	145,790
Owner-Occupied Housing Units	68.6%	65.5%	63.7%	69.3%
Renter-Occupied Housing Units	31.4%	34.5%	36.3%	30.7%
Vacant Housing Units	1,788	10,785	927	11,155
Total Housing Units	33,162	181,435	12,900	156,945

Source: U.S. Census Bureau. *2010 Decennial Census*. Table DPST1.

Figure 22 shows the increase in total housing in Oregon City and Clackamas County, as well as how the distribution of owner-occupied housing to renter-occupied housing have changed from 2000–2010. Clackamas County has added a total of nearly 20,000 housing units, while Oregon City has added 2,800. Since 2000, the City's share of housing that is owner-occupied increased from 60% to 64%, while the County's share of owner-occupied housing decreased.

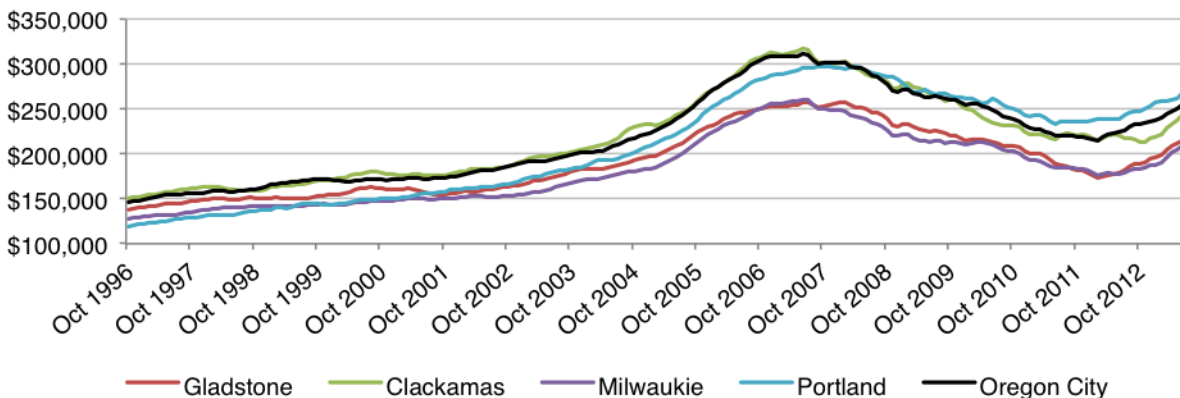
Figure 17. Change in housing units and owner-occupied housing (2000–2010)



Source: U.S. Census Bureau. *2000 and 2010 Decennial Census*. Tables: DPSF1.

Figure 21 shows Zillow’s home value index⁶ for Oregon City and several neighboring cities, by month, from October 1996 to June 2013. All five cities show similar trends. Median home values increased in the late 1990s and early 2000s, and peaked in late 2006. After declining for several years, median home values have been on the rise for the past year. Oregon City’s median home value is on the high end relative to the other cities included in the figure.

Figure 18. Zillow home value index for Oregon City and neighboring cities (1996–2013)

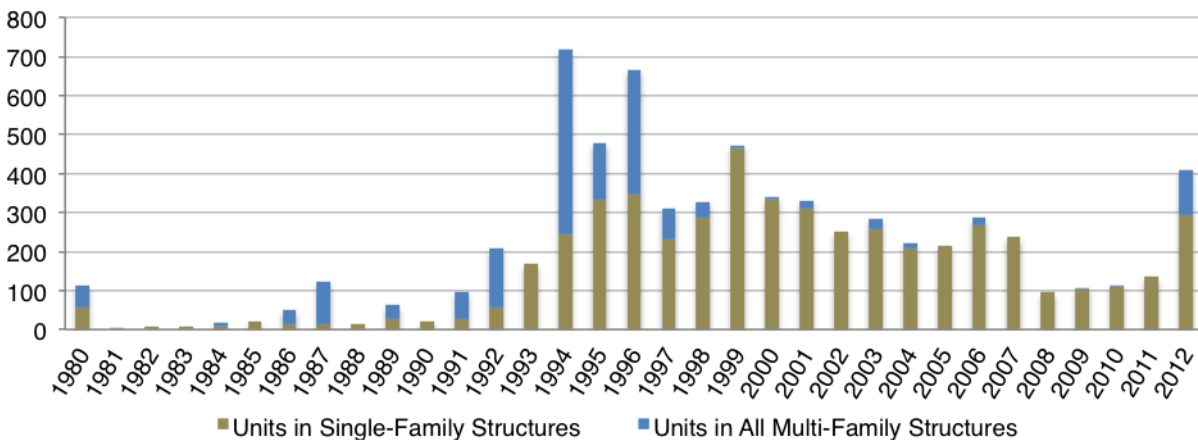


Source: Zillow.com. 2013. *Zillow Home Value Index*. Retrieved on July 24, 2013.

Figure 22 summarizes housing unit permit information for Oregon City from 1980–2012. The number of permits issued peaked in the mid-1990s. Permits for single-family homes peaked in 1999 at 465. Permits declined in the early 2000s, but increased again in 2012. Virtually all of the multi-family permits have been in structures with five or more units; only 113 permits have been for 2-, 3-, or 4-unit multi-family structures since 1980.

⁶ The index represents the median Zestimate valuation for each city, each month. The Zestimate is Zillow’s estimate of each homes value.

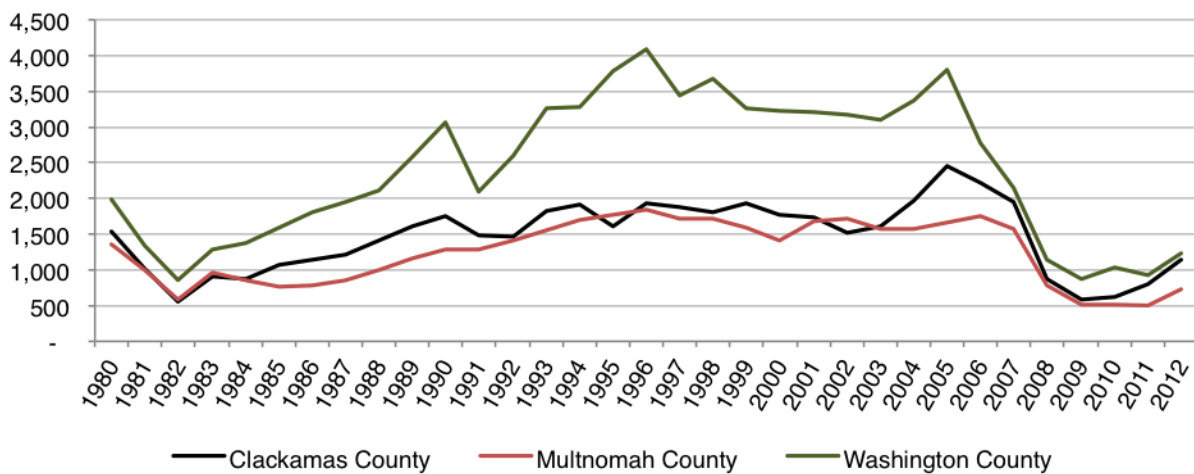
Figure 19. Housing unit building permits for Oregon City (1980–2012)



Source: SOCDS Building Permits Database. 2013. *Housing Unit Building Permits for Oregon City, OR*. Retrieved from: <http://socds.huduser.org/permits/>.

Figure 20 summarizes permit data for single-family structures in Clackamas County as well as Multnomah and Washington Counties. In general, all three counties have followed similar trends since 1980. While the number of permits in Clackamas County and Multnomah County are similar, the number of single-family permits in Washington County was much higher especially during the 1990s and early 2000s.

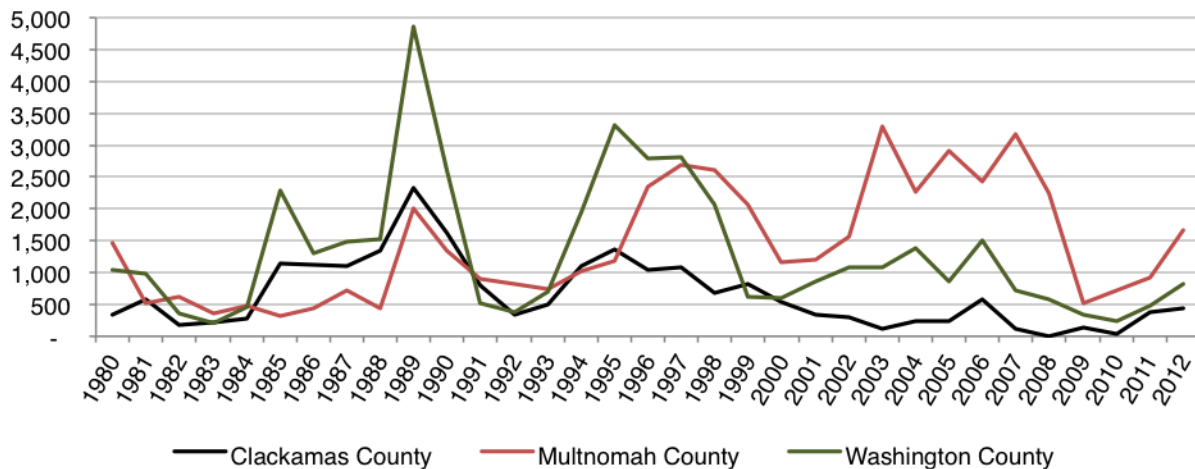
Figure 20. Single-family housing unit building permits, by county (1980–2012)



Source: SOCDS Building Permits Database. 2013. *Housing Unit Building Permits for Clackamas County, Multnomah County, and Washington County*. Retrieved from: <http://socds.huduser.org/permits/>.

Figure 21 summarizes permit data for units in multi-family structures in the three counties. In general, the number of permits in Clackamas County has been less than the number of permits in the other two counties. While Washington County led in the 1980s, the number of permits in Multnomah County has been in the lead since the late 1990s.

Figure 21. Multi-family housing unit building permits, by county (1980–2012)



Source: SOCDS Building Permits Database. 2013. *Housing Unit Building Permits for Clackamas County, Multnomah County, and Washington County*. Retrieved from: <http://socds.huduser.org/permits/>.

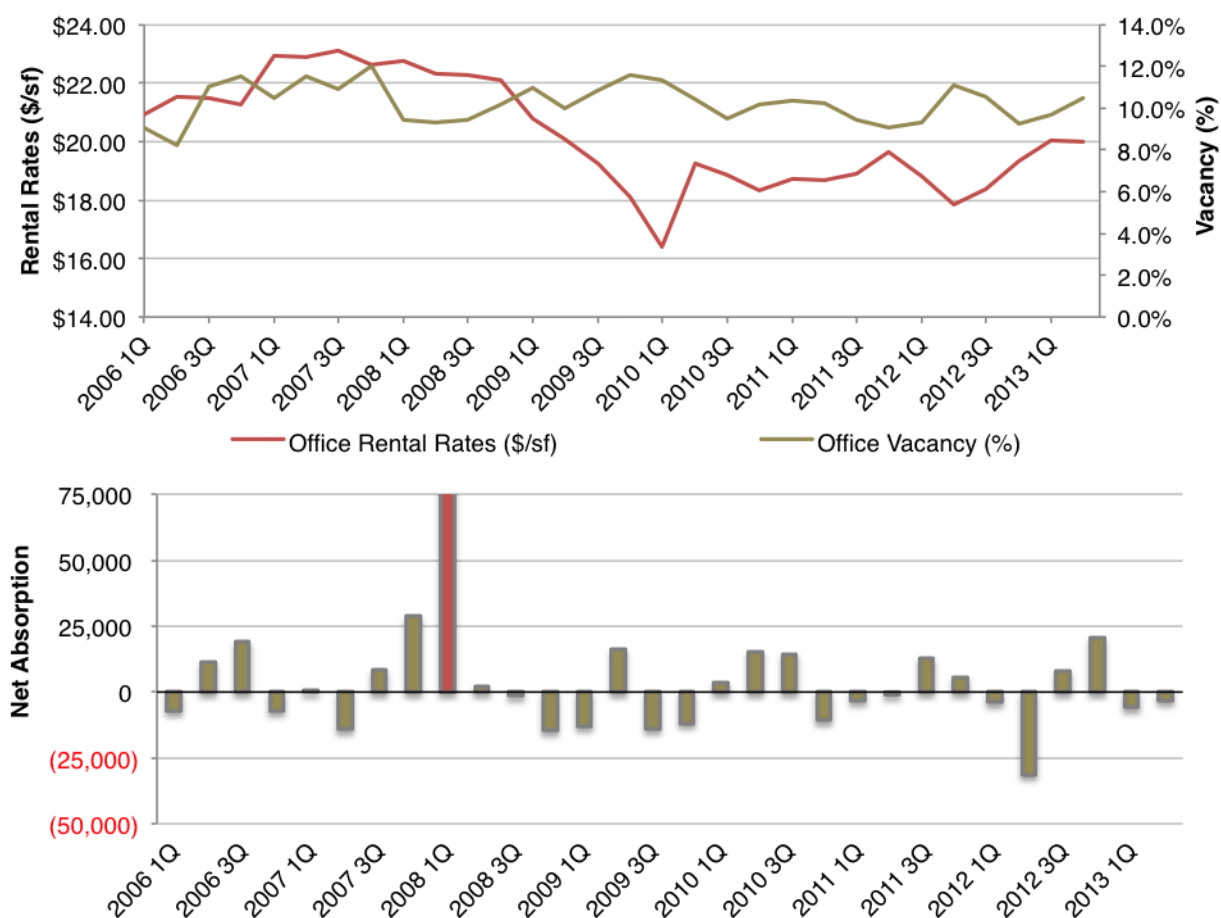
On a per square foot basis, current rents for nearby rental units range from less \$.90 per square foot to \$1.45 per square foot, with an average of \$1.04 per square foot for 1 bedroom units, and \$.92 per square foot for 2 and 3 bedroom units.⁷ These units are not likely to serve as reasonable comparables to potential new development on the Willamette Falls site; most are older and generally lack amenities. However, the data do emphasize the lack of available new higher-end rental housing stock.

⁷ REIS data, Q2 2013, 30 closest complexes with 40+ units.

4.2 Office Uses

Figure 22 shows quarterly rental rates, vacancy, and net absorption for office space in Oregon City, Milwaukie, and Gladstone. From 2006–2009 (before the recession), rental rates were between \$21 and \$23 per square foot. Rental rates dropped in early 2009. Since then, however, they inched toward pre-recession levels. Vacancy rates did not fluctuate as dramatically with the recession; they have fluctuated between 8% and 12%. Net absorption has, in general, been +/- 25,000 each quarter, with the notable exception of 2008 1Q, when net absorption was over 150,000.

Figure 22. Office rental rates, vacancy, and net absorption (2006–2013)



Source: CoStar data for Oregon City, Milwaukie, and Gladstone.

Notes: The red column in the net absorption figure represents the 2008 1Q, when net absorption was 150,638.

4.3 Retail Uses

Figure 23 shows quarterly rental rates, vacancy, and net absorption for retail space in Oregon City, Milwaukie, and Gladstone. From 2008–2010, rental rates for retail space declined from about \$23 to \$16 as the vacancy rate increased from about 4% to 8%. Since the beginning of 2011, rental rates have remained stable at about \$18, and vacancy rates have fluctuated between 5%

and 7%. Net absorption went from about -80,000 in 2006 4Q to about 75,000 in 2007 1Q. Since then, net absorption has, in general, remained at +/- 25,000.

Figure 23. Retail rental rates, vacancy, and net absorption (2006–2013)

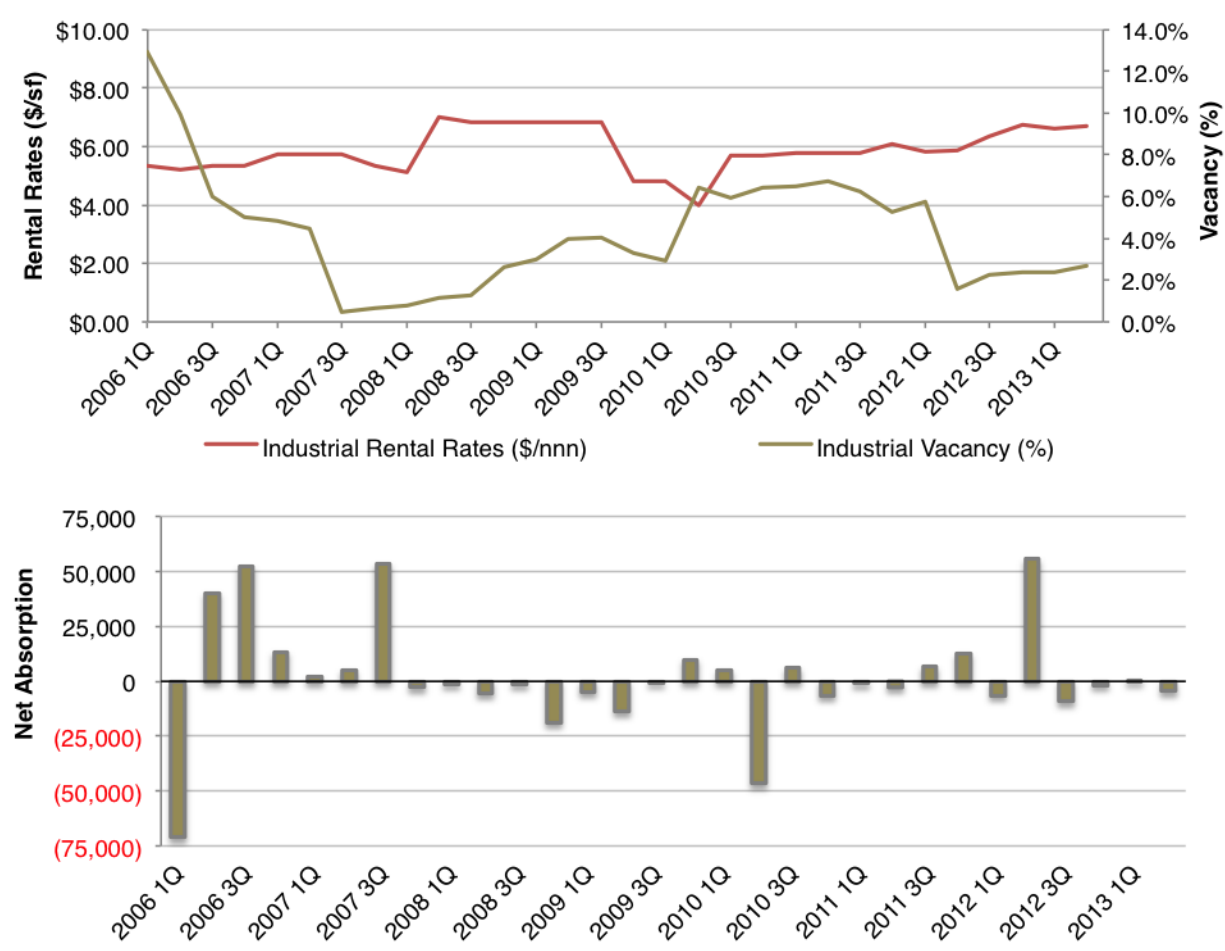


Source: CoStar data for Oregon City, Milwaukie, and Gladstone.

4.4 Industrial Uses

Figure 24 shows quarterly rental rates, vacancy, and net absorption for industrial space in Oregon City, Milwaukie, and Gladstone. The rental rate for industrial space dipped from about \$7 to \$4 in late 2009 and early 2010. Since then, however, the rental rate has steadily increased, and has returned to pre-recession levels. The vacancy rate dropped from about 13% in early 2006 to below 1% toward the end of 2007. Currently, the vacancy rate remains low at around 3%. Most years, net absorption is relatively small (+/- 10,000 or less). There have been six instances, however, since 2006 that net absorption has exceeded +/- 40,000. Most recently, net absorption was about 55,600 in 2012 2Q.

Figure 24. Industrial rental rates, vacancy, and net absorption (2006–2013)



Source: CoStar data for Oregon City, Milwaukie, and Gladstone.

Planning Commission Issues for September 15, 2014 Hearing

Master Plan: CP 14-02, Zone Change and Text Amendment: ZC 14-03, Comprehensive Plan Map Amendment
and amendments to ancillary documents of the Comprehensive Plan: PZ 14-01, and creation of a Multi-modal Mixed Use Area (MMA)

Issue	Description	Specific Concerns	How Concern Is Currently Addressed Or Can Be Conditionally Addressed	Recommended Action
1.	Parking	- Where are visitors to the Riverwalk going to park? - How can we ensure that they will not overrun downtown and abutting neighborhoods - Where will the tour buses park? - Generally unease of leaving parking ratios and parking plan to the detailed development plan stage - What happens if the Riverwalk and development are so successful that it fundamentally and negatively alters downtown?	These concerns are very understandable and there is often a want to prescribe a condition to ensure that the worst case scenario cannot happen. This Framework Plan was setup to ensure that the Planning Commission would be able to look at these issues again as projects move to the development stage where specific logistics and design solutions can be further analyzed. A broad unease regarding the logistics of Riverwalk visitors seemed to be a major theme at the September 8, 2015 Hearing. Staff has recommended that Condition of Approval #24 be revised to require a Parking and Transportation Management Plan (TGM) be required as part of the Riverwalk Detailed Development Plan A parking plan and Transportation Demand Management Program will look at traditional and non-traditional ways of ensuring that visitors to the site will not unduly burden any specific business or area.	Revise Condition of Approval #24 to require a Parking and Transportation Management Plan (TGM) to be required as part of the Riverwalk Detailed Development Plan
2.	Historic Resources	- Role of basin and steamship use should be better woven into site's history - Not enough information on the buildings in the existing reconnaissance inventory. Need additional information on buildings before any building is demolished - Obtaining National Register status of the buildings is important for tourism. - Need better understanding of the process that identified the buildings and structures for retention. - Specifically need better understanding why Mill C, Mill G and Pullery building/carpentry shop was not included in buildings identified for regulatory retention.	The role of the steamships and the river basin to the site has been part of the site analysis and is mentioned in the context statement for the site, which staff is attaching to the record. Staff has also revised the conditions of approval to require an Intensive Level Survey for all buildings eligible for listing on the National Register before request for demolition or detailed development plan. All other structures older than 50 years old will require updated photos for the existing Reconnaissance level survey. While the Master Plan is not requiring local historic designation for the buildings identified for retention, and the city recognizes Oregon's local consent legislation. Structures deemed eligible should be considered for designation as part of detailed development review. George Kramer, Kramer and Company, A preservation consultant with a long history of work on this site, will provide an explanation of the historic resource analysis in 2012 (Site Stabilization Report) and through the 2013-214	Revise Condition of Approval #9 to require prior to the demolition of any structures identified as potential eligible for listing on the National Register, the applicant, shall submit an Intensive Level Survey following the guidelines set forth by the Oregon State Historic Preservation Office. Prior to the demolition of structures not identified as eligible for listing on the National Register or not 50 years old, the applicant shall submit a reconnaissance level survey which shall include at a minimum, photos of all interior floors/rooms and exterior context photos. Add an additional condition for Detailed Development Plans involving structures identified for retention: Any Detailed Development Plan that includes structures or secondary elements identified for retention or partial reuse shall submit an Intensive Level Survey of these elements as part of the Detailed Development Plan completeness review. Finally a condition should be added to reflect the Planning Condition desire to see buildings retained for reuse be local and Nationally designated:

Planning Commission Issues for September 15, 2014 Hearing

Master Plan: CP 14-02, Zone Change and Text Amendment: ZC 14-03, Comprehensive Plan Map Amendment and amendments to ancillary documents of the Comprehensive Plan: PZ 14-01, and creation of a Multi-modal Mixed Use Area (MMA)

Issue	Description	Specific Concerns	How Concern Is Currently Addressed Or Can Be Conditionally Addressed	Recommended Action
			Visioning and Master Plan process. The large site stabilization report was entered in to the record on September 8, 2014 hearing. Staff has attached the assessment forms for Mill C, Mill G and the Carpentry/Pulley building for easy reference. Mill C, also known as the Sulphite Plant was mostly rebuilt built in the mid-1950s and was analyzed as part of the site stabilization report for ability to reuse was not selected to be studied further based on the condition of the steel structure and the lack of adaptive reuse opportunities. Mill G –as known as the Boiler plant was built in 1949 and was analyzed as part of the site stabilization report for ability to reuse. It was not selected to be studied further based on the condition of the steel structure and the lack of adaptive reuse opportunities. The Pullery building- as known as the Carpentry Shop – was built as early as 1905 and was not deemed eligible for listing on the National Registers due to the extensive alterations and full removal of the exterior siding and encased in metal siding. While not specifically identified in the assessment report, there is also significant water intrusion on the second floor which is accessed from Mill O.	While the Master Plan is not requiring local historic designation for the buildings identified for retention, and the city recognizes Oregon’s local consent legislation. Structures deemed eligible should be considered for designation as part of detailed development review.
1.	Stepping Down Height Closer To The River	• Concern over larger buildings creating a canyon feeling on Main Street. • Specifically concerned with Blocks 1 &2 • Not enough comfort that design guidelines can give Planning Commission ability to reduce heights	In order to maintain flexibility and to ensure that unforeseen design solutions are not constrained by an arbitrary height limit, the Design Guidelines and Willamette River Greenway are proposed to be the limiting instrument to ensure that riverside redevelopment preserves views and does not create a canyon effect. Design Guideline 1, which includes the following principle: “<u>Views</u>. Take advantage of views toward the river and falls. Step structures down to follow natural change in elevation from the basalt bluffs to water’s edge.”	Revised Guideline 3 to include the analysis of existing building height in new development. Carrie Richter, Assistant City Attorney believes this provides future Planning Commissions the ability to redirect large building away from the water side of the development if they are not compatible with the Mater Plan. Design Guideline 3, “Maintain Downtown Character,” which acknowledges the unique industrial scale and history of the site and <u>existing building height</u> but also emphasizes a smooth transition in architecture and urban design between the existing downtown and the new district.

Planning Commission Issues for September 15, 2014 Hearing

Master Plan: CP 14-02, Zone Change and Text Amendment: ZC 14-03, Comprehensive Plan Map Amendment
and amendments to ancillary documents of the Comprehensive Plan: PZ 14-01, and creation of a Multi-modal Mixed Use Area (MMA)

Issue	Description	Specific Concerns	How Concern Is Currently Addressed Or Can Be Conditionally Addressed	Recommended Action
			Design Guideline 3, “Maintain Downtown Character,” which acknowledges the unique industrial scale and history of the site, but also emphasizes a smooth transition in architecture and urban design between the existing downtown and the new district. Greenway review standards. 17.48.080(D) directs development away from the river “to the greatest possible degree,” in most cases, and 17.48.080(E) establishes a riparian setbacks that preserve “the natural scenic, historic, and recreational qualities” of the greenway. Compatibility review. Projects within 150 feet of the low water line must comply with a compatibility review that requires “maximum possible” landscaped area close to the river, and necessary public access to and along the river.	
2.	Rail Spur Large industrial use	- Can it still be used if a new tenant wants to use it? - What if a large industrial user wants to come to the site and is above 60,000 square feet? - Can interim warehousing be allowed?	The Framework Plan allows the reuse of the spur line.	Outdoor storage or warehousing not accessory to a use allowed in in the zone has been added to the interim use section of the district. Industrial uses limited to the design, light manufacturing, processing, assembly, packaging, fabrication and treatment of products made from previously prepared or semi-finished materials, that exceed 60,000 square feet has been added as a conditional use;
3.	Transportation Modeling	What type of transportation modeling occurred with this plan and how did the application coordinate with ODOT?	Since the ultimate build-out of the Willamette Falls Legacy Project site is currently unknown, a high and low land use scenario was developed to identify minimum and maximum development potential of the site. The high land use scenario consisted of about 240 housing units and over 1,600 employees, while the low land use scenario included about 215 households and over 1,200 employees. Taking a conservative approach, the transportation impacts of redeveloping the Willamette Falls Legacy Project site were based on the high land use scenario to represent the reasonable worst case. Overall, the Willamette Falls Legacy Project site is expected to generate about 700 motor vehicle trips	None at this time

Planning Commission Issues for September 15, 2014 Hearing

Master Plan: CP 14-02, Zone Change and Text Amendment: ZC 14-03, Comprehensive Plan Map Amendment
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Issue	Description	Specific Concerns	How Concern Is Currently Addressed Or Can Be Conditionally Addressed	Recommended Action
			during the p.m. peak hour, or 560 more than what was assumed in the 2013 TSP.	
4.	Multimodal Access	• Tri-Met coordination for service • Bike parking • Site circulation • Was Bus/truck maneuvering taken into account? • Why is the turnaround not depicted in the Framework Master Plan?	Walker Macy coordinated with Tri-Met to ensure that site circulation could support expanded bus service to the site at the time of detailed development. Both Walker May and DKS reviewed the site circulation to ensure that truck traffic and buses could be accommodated during detailed development. The Master Plan does not identify a specific traffic circle design for the end of Main Street. This will be further refined as detailed development plans move forward. Bike parking is required as part of detailed development. It is also envisioned that the Riverwalk will utilized public bike parking thought the Riverwalk experience.	None at this time
5.	Financing and phasing the project improvements	• What kind of tax abatements or tax credits can the applicant use? • Will this be in an Urban Renewal District • Who is paying for the infrastructure the city or the applicant?	As a land use document, the Framework Master Plan does not detail the financial contributions or individual pro formas of the development proposal. The city is currently pursuing an RFP to hire a development consultant to help the city and the applicant form a better understand of the phasing and funding strategy needed ensure full implementation of the project. This is in addition to the Riverwalk funding strategy currently being led by Metro.	None at this time
6.	Flood Plain	• Can we make sure to show that parking is allowed in the flood plain on the riverside. It is not depicted in the parking options visual.	Parking garages can be built in the flood plain if they meet applicable standards. The complexity of the riverside parcels and the city's balance cut and fill requirement drove the consultant to not specifically call out that option in a diagram. However, it is absolutely allowed.	None at this time
7.	Response To ODOT Letter Dated September 8, 2014	• Recommended Revisions to Conditions of Approval # 20 & 21 • Findings for OAR 660-012-0060 (1) (2)&(10)	The applicant and staff have provided findings for OAR 660-012- (1) (2)&(10) into the staff report. However, staff is happy to add the additional language as requested by ODOT into the final findings.	ODOT requested revisions have been incorporated into the revised conditions of approval. The following findings will be also added to the record: Additional trips expected to and from the Willamette Falls site would have a significant effect with regard to safety due to lengthened queues, lack of site distance, and poor road geometry. The proposed projects that ODOT and Oregon City have agreed on allow for a finding for amendments to a

Planning Commission Issues for September 15, 2014 Hearing
Master Plan: CP 14-02, Zone Change and Text Amendment: ZC 14-03, Comprehensive Plan Map Amendment
and amendments to ancillary documents of the Comprehensive Plan: PZ 14-01, and creation of a Multi-modal Mixed Use Area (MMA)

Issue	Description	Specific Concerns	How Concern Is Currently Addressed Or Can Be Conditionally Addressed	Recommended Action
				comprehensive plan or land use regulation that there is no significant effect on the transportation system, or if there is a significant effect, to put in place measures that that ensure that uses allowed by the proposed amendments are consistent with the function, capacity, and performance standards of the facility. The proposed MMA designation exempts application of performance standards related to motor vehicle traffic congestion (capacity), but does not exempt a proposed amendment from other transportation performance standards or policies, including safety for all modes and other considerations (OAR 660-0120060(10)). Additional trips expected to and from the Willamette Falls site would have a significant effect with regard to safety due to lengthened queues, lack of site distance, and poor road geometry. The proposed projects that ODOT and Oregon City have agreed on allow for a finding that the land uses allowed by the proposed amendments are consistent with the identified function and performance standards of the transportation facility.
8.	Revisions Identified By Staff At Beginning Of 9.8.14 PC Hearing	• Change in use for parking • Remove condition of approval #16- allow vesting of 2014 code • Warehousing allowed in conjunction with permitted use	These Items were announced at the September 8, 2015 Hearing	These revisions have been incorporated in the revised Conditions of Approval and code amendments.
9.	Interim Uses in the Willamette Falls Downtown District.	• Interim uses such as warehousing and filming has been added to the WFDD to provide an avenue for uses that may be appropriate for the early phases of site redevelopment but are not compatible with long term implementation. These uses are allowed through a Type II process for up to three one year approvals.	The applicant has been working with on this issue with staff and the city attorney and is ready to submit the revisions into the record. Staff support this approach to allow interim uses in the early phases of redevelopment that may not necessarily be appropriate at full development.	The Interim use section has been added to the Willamette Falls Downtown District

Revised for September 15, 2014 Hearing
Recommended Conditions of Approval
CP 14-02, ZC 14-03, and PZ 14-01

1. Unless further amended and extended by the Planning Commission, this Master Plan shall control development on the site for 20 years from the date of initial adoption.
2. Unless further amended in a refined Master Plan, detailed development plans within the Willamette Falls Downtown District ~~will~~ shall be processed as a Type III Land Use Review that is heard before the Oregon City Planning Commission. However, projects that meet Minor Site Plan and Design Review thresholds (OCMC 17.62.035) shall be processed as a Type II review. These projects will still be subject to the standards and conditions of the general development plan approval.
3. For all projects requiring for Type III review, the ability to comply with district design guidelines ~~will~~ shall be assessed by a Design Evaluation Board, a special city-assigned body that will provide broader feedback into the process. The Design Evaluation Board will make its recommendation to the Planning Commission through city staff. This condition may also be met through the addition of adhoc Planning Commission members that can demonstrate specialized Urban Design backgrounds to provide additional expertise to the Planning Commission.
4. As the site is located within the newly created Mixed Use Multi-Model area, all future development will be reviewed for impacts to safety in this area and not be subject review of the development on the capacity of the system.
5. The following are listed in the Master Plan as Structures Identified for Retention and Reuse.
 - a. Mill O
 - b. Hawley Building
 - c. DeInk/Mill B
 - d. No. 4 Paper Machine
 - e. Woolen Mill Foundations
6. The following are listed in the Master Plan as Secondary Elements Identified For Full or Partial Retention.
 - a. Oregon City Flour Mill Foundation
 - b. Digesters
 - c. Horton Sphere
 - d. Boilers
 - e. No.1 Paper Machine
7. Removal of structures or elements not identified for retention will be processed as a Type I Land Use action provided all applicable conditions of approval from the master plan have been met.
8. Substantial alterations or request for demolitions either to Structures Identified for Retention and Reuse or Secondary Elements Identified for Full or Partial Retention shall be processed as a Type III Land Use action.
9. Prior to the demolition of any structures identified as potential eligible for listing on the National Register, the applicant, shall submit an Intensive Level Survey following the guidelines set forth by the Oregon State Historic Preservation Office. Prior to the demolition of structures not identified as eligible for listing on the National Register or not 50 years old, the applicant shall submit a reconnaissance level survey which shall include at a minimum, photos of all interior floors/rooms and exterior context photos.
10. Any Detailed Development Plan that includes structures or secondary elements identified for retention or partial reuse shall submit an Intensive Level Survey of these elements as part of the Detailed Development Plan completeness review.

11. While the Master Plan is not requiring local historic designation for buildings identified for retention, and the city recognizes Oregon's local consent legislation. Structures deemed eligible should be considered for designation as part of detailed development review.

9.12. Prior to the demolition of any structures identified as potential eligible for listing on the National Register, the applicant, shall submit site plans and documentation photos of the interior and exterior of the buildings that adhere to the Section 106 documentation process.

10.13. If the applicant is proposing site cleanup, demolition, or new construction that will include the disturbance of native soils, or has a high likelihood of containing archeological evidence, as confirmed by the State Historic Preservation Office, the applicant shall submit and adhere to an inadvertent discovery plan that, depending on the proposed action, and as recommended by SHPO, could include archeological monitoring during times of site disturbance.

11.14. The applicant shall obtain an Oregon City Erosion Control Permit, if applicable, for all site clean-up, demolition or interim parking uses and verify that the proposed work is consistent or can be made consistent with the DEQ interim stormwater plan.

15. Tennant improvements of existing habitable space is allowed and does not require any further land use review unless the applicant proposes exterior alterations that trigger a Type II or Type III detailed development plan.

16. Amend Guideline to read: Design Guideline 3, "Maintain Downtown Character," which acknowledges the unique industrial scale and history of the site and existing building height, but also emphasizes a smooth transition in architecture and urban design between the existing downtown and the new district.

12.

13.17. Amend Policy Guideline 4 as proposed to ensure interpretive elements be included in all development proposals,

Guideline 4. Re-Use, Rehabilitate, ~~and~~ Restore and Interpret Buildings and Structures Principles:

Key structures. Preservation or rehabilitation of key structures should be a priority in the design of new buildings and open space. Highest value is placed on the following structures: De-Ink Building, #4 Paper Machine, Mill O, Hawley Building, and the Woolen Mill Foundation. If any these key structures must be removed, the applicant must document the specific reason for doing so, and propose mitigation to compensate for the loss of site character.

Other structures. Incorporate remnants, key features or other significant portions of existing structures into project design. The district's 150-year history as a mill site (flour, wool, paper) and a manufacturing center should be celebrated and recognized when new buildings and uses are established.

Archaeology. Incorporate pre-colonial history of the site into new development where appropriate. Monitor archeology when disturbance of native soil is proposed.

Interpretation. Weave interpretive elements throughout the site to provide multiple and diverse opportunities to learn and reflect on the site's history.

14.18. The applicant has proposed a Master Plan that includes a conceptual amount of open/public space in blocks 3 and 4. In order to ensure that the open/public space is implemented in conjunction with overall development and not left to a final phase, the applicant shall show construction of an

open/public space area that is a minimum 40,000 square feet and consists of both active and passive uses with prominent views of the falls at the time of completion of the first 400,000 square feet of new habitable space. As part of the detailed development review for this open space, the applicant shall submit a long term maintenance and operation plan to ensure the open/public space can be maintained. This plan anticipates the use of both private and public contributions.

~~15-19.~~ The applicant has proposed a Master Plan that includes the Riverwalk along the Willamette River. In order to ensure that the Riverwalk is provided, either independently or in conjunction with overall development and not left to a final phase, the applicant shall design and construct all or some roughly proportional portion of the Riverwalk no later than the time of completion of the first 300,000 square feet of new habitable space. As part of the detailed development review that includes design for the Riverwalk, the applicant shall submit a long term maintenance and operation plan explaining how the Riverwalk will be maintained. This plan anticipates the use of both private and public contributions.

~~16. The applicant has requested, for ease of long term implementation, to follow the development code in affect at the time of each development application.~~

~~17-20.~~ Main Street is a “collector” street and future development of this street will comply with the modified sidewalk standard for this Master Plan for minimum 16 foot sidewalks. This dimension could be reduced for a specific development application to accommodate a special condition such as to protect the façade of an existing historic building or support general adaptive reuse proposals of existing buildings.

~~18-21.~~ Oregon City and ODOT have agreed on three key transportation improvements along OR 99E with the goal of maintaining safety and improving accessibility of the site:

- a. Intelligent Transportation Systems designed to warn traffic approaching the tunnel of hazardous conditions ahead.
- b. Prohibiting left turns northbound from OR 99E to Main Street and modification of the right turn geometry from 99E to Railroad Avenue to allow space for turning traffic to slow and maneuver outside the travel lanes on a curve with limited sight distance.
- c. A pork-chop (or raised median) at the Water Avenue/OR 99E intersection to prevent unsafe movements and reinforce right-in, right-out access at that location.

~~19-22.~~ Oregon City will assure design and construction of the three projects as follows:

- a. A \$1,940,000 project to replace the tunnel’s illumination system in the 2017-18 timeframe is included in the draft ODOT STIP. ODOT will design and construct project “a” with this illumination project. Should the \$1,940,000 available to ODOT be insufficient to fund both the illumination and ITS projects, Oregon City will contribute up to \$500,000 to cost of the project, which will include up to \$250,000 contribution by the applicant.
- b. Design of and right of way acquisition for Project “b” will be completed prior to opening of the Riverwalk or within two years of plan adoption (whichever comes first). The design and acquisition will be led by Oregon City in cooperation with ODOT. The applicant is responsible for construction of project b and is required to be completed prior to trip generation to the site surpassing 140 peak hour trips. The purpose of this improvement is to safely accommodate the increasing number of motor vehicles slowing in the tunnel to turn right on Railroad Avenue and for the safety of pedestrians crossing Railroad Avenue. The right turn into Railroad Avenue is part of an indirect left turn movement required for OR 99E northbound motor vehicles accessing the Willamette Falls site.
- c. Project “c” will be constructed during the construction of Water Avenue/OR 99E intersection. Construction of Water Avenue/99E will be triggered when one of the following occurs:
 - i. At the time of Riverwalk construction adjacent to Water Avenue.

- ii. Any new construction or addition over 1,000 square feet on Block 1 of the Framework i
- ii. Master Plan Once development on the site has surpassed 140 peak hour trips.

~~20. If after the three safety mitigation projects identified in condition 18 & 19 are constructed, Oregon City or ODOT determines, as part of a detailed development plan review, that significant safety issues remain or will result from the proposal, the applicant shall contribute up to \$60,000 (2014 dollars) for the cost of a multimodal safety audit in cooperation with Oregon City and ODOT. Identified safety projects may be required to be implemented after the development has exceed 700 peak hour trips.~~

23. In addition, if Oregon City or ODOT determines as part of a detailed development plan review, that significant safety issues remain or will result from the proposal, the applicant shall contribute up to \$60,000 (2014 dollars) for the cost of the safety audit. Safety measures identified as a result of an audit tied to review of a development proposal may be required to be implemented after the trip generated from the Willamette Falls area development exceeds 700 peak hour trips.

~~21. Master Plan approval requires ODOT concurrence for any phase of development of the Willamette Falls Master Plan area that would result in the total estimated peak hour trips generated from the area to exceed 700. If at that time, traffic analysis establishes that additional safety measures are needed, the applicant will be required to include additional safety measures or upon ODOT agreement on other countermeasures not provided in association with proposed development.~~

24. The Master Plan approval requires ODOT concurrence for any phase of development of the Willamette Falls Master Plan area that would result in the total estimated peak hour trips generated from the Willamette Falls area to exceed 700. If at that time, traffic analysis establishes that additional safety measures are needed, the applicant will be required to include additional safety measures acceptable to ODOT. Or, other safety measures not associated with the proposed development may be provided with agreement from ODOT.

~~22-25.~~ The Applicant will estimate the number of trips at the time of each phase of master plan review and will notify ODOT and the City of the proposed development and estimated trips 30 days prior to the first evidentiary hearing.

~~23-26.~~ The Institute of Traffic Engineers Trip Generation Manual will be the source for trip generation estimates unless ODOT and the City agree to an adjustment.

~~27. For any development that creates over 20,000 square feet of new habitable space, or requests approval of the Riverwalk, the applicant will shall be required to submit a transportation demand management program plan that addresses the existing conditions and proposes transportation demand programs that proportionally mitigate the impact of the proposed development to the site and abutting downtown.~~

28. At the time of the Riverwalk Detailed Development Plan, the applicant shall be required to submit a transportation demand management and parking plan that addresses the existing conditions and proposes transportation demand programs that proportionally mitigate the impact of the Riverwalk to the site and abutting downtown.

~~24.~~

~~25-29.~~ Within six (6) months from the date of the land use approval for CP 14-02 Master Plan, the applicant shall develop, finalize and submit to the City an interim water utility plan for the private onsite water system. The private system currently provides both domestic water service and fire flow protection to the entire site. This condition shall be satisfied prior of the submission of a detailed development plan. The interim water utility plan shall include:

- a. Detailed operational and maintenance plan for the private water system during the interim period.

- b. Water System Pipe Schematic showing the private system schematically that will be operation during the interim period, including from the City's metered connection to the ends of the operational pipe segments, primary isolation valves, fire hydrants, sprinkler systems and other notable appurtenances.
- c. Collaboration with the City's Public Works Operations and Engineering staff regarding the interim operations and maintenance of the private water system.
- d. Collaboration with Clackamas Fire District #1's (CCFD#1) to determine the minimum fire flow requirements for the existing buildings onsite and how the private system will comply with the requirements.
- e. Concurrence from the City and CCFD#1 on the final interim water utility plan.

26-30. The Master Plan includes a new pedestrian bridge connecting the Promenade over 99E to the site. The project is proposed to be included in the Oregon City TSP project list as part of this application. Currently, there are no development triggers for this project, which is assumed to be primarily a publically supported project. However, future development applications will need to plan for its location. Completion of and payment towards the project may be used to meet transportation demand management requirements of the Master Plan.

27-31. By September 30, 2015, the applicant shall rectify the stormwater issue at the referenced manhole at Main St/3rd St intersection and separate the storm system from the sanitary sewer system. The resolution shall include collaboration and coordination with ODOT to determine what improvements are necessary for the separation of systems, City and ODOT approval of the plan, and implementation. This condition shall be satisfied prior of the submission of a detailed development plan.

28-32. Right of Way dedication shall be governed by the street and utility phasing plan which shall be submitted at the time of the first development application of more than 1,000 square feet of new habitable space. The Public Works Director may approve an alternate proposal of private streets governed by a full public access easement if the design and maintenance plan meets or exceeds the intent of the Master Plan.

29-33. A utilities/infrastructure phasing plan which ~~will~~ shall be required at the time of the first development application of new habitable space over 1,000 square feet or approval of the Riverwalk. If the Riverwalk development application is the first submittal, the phasing plan for the Riverwalk shall be limited to the boundary of the Riverwalk project. The following submittal requirements shall be included in future development application unless amended or waived by the Planning Commission:

a. Stormwater Management

- i. Compliance with City Standards including Public Works Utility Standards
- ii. New stormwater facilities that provide for collection and treatment prior to discharge.
- iii. Consideration of alternative treatment methods such as low impact development due to the nature of the site (bedrock at or near the existing ground surface).
- iv. Evaluation of existing stormwater system along frontage of site and determination of what improvements are needed to fix any deficiencies found.
- v. Phasing plan as applicable and meeting the needs for phased redevelopment of the site.

b. Sanitary Sewer

- i. Compliance with City Standards including Public Works Utility Standards
- ii. Capacity evaluation of existing sanitary sewer collection system using City's approved hydrologic/hydraulic model due to the proposed wastewater flow contribution from the entire development, including consideration of the TDSD surcharged interceptor sewers predicted in the 2014 SSMP and potential need for backflow protection improvements due to negative impacts from TCSD surcharged system.
- iii. Phasing plan for abandonment, removal, and/or replacement of existing sewer facilities, and new public sanitary sewer extensions with lateral services located within future public streets meeting separation standards from other utilities as applicable.

c. Water

- i. Compliance with Clackamas Fire District #1's (CCFD#1) and Uniform Fire Code requirements for the site's maximum fire flow based on the overall site development plan and any other conditions of approval as applicable.
- ii. A looped system providing two sources of supply with consideration of one source being located at the southern end of the site about where the existing pedestrian bridge crosses over Hwy 99E and the railroad tracks. This existing bridge is planned to be replaced sometime in the future with a new pedestrian bridge and consideration should be made for making the new bridge dual purpose and incorporate public utility crossings such as a new water pipeline.
- iii. Evaluation of the existing water distribution system using City's approved hydraulic network model to determine what new water system improvements are needed to provide adequate service pressures during normal operating conditions, fire flows as required by CCFD#1, and PRV station operational parameters based on the redevelopment needs of the site. Note: The existing PRV operational parameters may not work for the proposed redevelopment and be required to change.
- iv. Evaluation to determine if the City's designated "Paper Mill" pressure zone can be rezoned and made part of the "Lower" pressure zone and whether the PRV station at 5th/Main St is needed with the overall redevelopment plan.
- v. Phasing plan for new water improvements, including consideration of when existing water facilities will be abandoned, removed and/or replaced, how fire protection will be provided to existing buildings that are remaining in place during that development phase, how the new system will operate during that development phase if there are old water facilities still needed to be operational, replacing and/or upgrading PRV stations, installation of new public water mains, fire hydrants and metered services located within future public streets meeting separation standards from other utilities as applicable
- vi. Consideration of completely abandoning the private system with the first phase development and what new water improvements are needed to accomplish this.

d. Streets

- i. Compliance with City Standards including Public Works Utility Standards, unless further amended or waived by the Public Works Director.
 - ii. Consideration of design exceptions and alternative streetscape elements if the site conditions (bedrock at or near the existing ground surface, existing buildings) do not allow for City Standards to be met or the proposed alternative can meet or exceed purpose of Master Plan and be acceptable to the Public Works Director .
- iii. Phasing plan as applicable for phased redevelopment of the site.

Guidelines for Historic Resource Surveys in Oregon

State Historic Preservation Office
Oregon Parks and Recreation Department
2011



Nature
HISTORY
Discovery

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Introduction

Guidelines for Historic Resource Surveys in Oregon is a reference for historic preservation professionals who identify, evaluate, and document historic resources in the state. The guidelines replace previous survey guidelines and associated supplementary documents issued by the Oregon State Historic Preservation Office (SHPO). The guidelines offer instructions and procedures to help develop professional standards and effective procedures for identifying, evaluating, documenting, and reporting historic resources to better ensure high-quality surveys and quicker project reviews by the SHPO.

Guidelines for Historic Resource Surveys in Oregon is designed to provide guidance for all types of above-ground survey projects, including:

- Surveys intended to provide information for preservation planning purposes, such as the preparation of nominations to the National Register of Historic Places
- Surveys funded by the federal Historic Preservation Fund (HPF) and administered by the SHPO
- Surveys required by the SHPO under Section 106 of the National Historic Preservation Act (NHPA) of 1966 as amended
- Surveys recommended by SHPO per ORS 358.653

These guidelines do not provide standards and procedures for archaeological surveys. For information about archaeological surveys in Oregon, please contact the Oregon SHPO's Archaeological Services.

Historic Resource Surveys in Oregon

Completing a historic resource survey often is the first step in the preservation of historic resources important to Oregon's state and local heritage. Mandated by the National Historic Preservation Act (NHPA) of 1966 as amended, historic resource surveys are conducted by state agencies, local governments, and historic preservation professionals, and supported and reviewed by the State Historic Preservation Office (SHPO). A survey is the process of collecting and recording information about historic resources and evaluating their eligibility for the National Register of Historic Places (NRHP) through research, fieldwork, and reporting. After surveying, historic resources are listed in the statewide inventory maintained by the SHPO and in inventories administered by local governments.

In Oregon and elsewhere, completing a historic resource survey is a multi-part process that consists of designing the survey, conducting research about the survey area,



Completing a historic resource survey can reveal a community's history through its built environment.
School, Antelope, Wasco Co.

completing fieldwork, data entry, and reporting the findings of the survey.

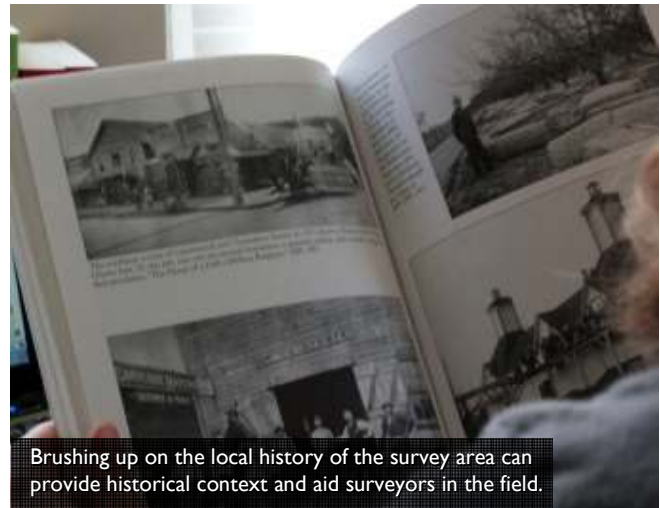
In Oregon, the SHPO is the statewide repository for information relating to historic resources and information collected through all levels and types of survey are recorded in the Oregon Historic Sites Database (OHSD). The OHSD contains records for every resource ever documented as part of a historic resource survey in Oregon from the 1960s through the present. All survey records are available for use by the public and can be searched online at heritagedata.prd.state.or.us/historic.

Professional Qualifications

Surveyors involved in historic resource surveys sponsored by the SHPO or compliance activities must meet the Secretary of the Interior's Standards for Archeology and Historic Preservation (36 CFR 61, Appendix A). These professional qualifications used by the National Park Service define the minimum education and experience necessary to perform identification, evaluation, registration, and treatment activities. These qualifications, in general, are a graduate degree in architectural history or closely related field, or a bachelor's degree in the same fields, plus at least two years of full-time experience in architectural history-related work. Surveyors who do not meet the professional qualifications may assist with certain parts of the survey, such as historic research, mapping, photography, and data entry.

Levels of Survey

There are two levels of survey in Oregon: the



Reconnaissance Level Survey and the Intensive Level Survey:

Reconnaissance Level Survey

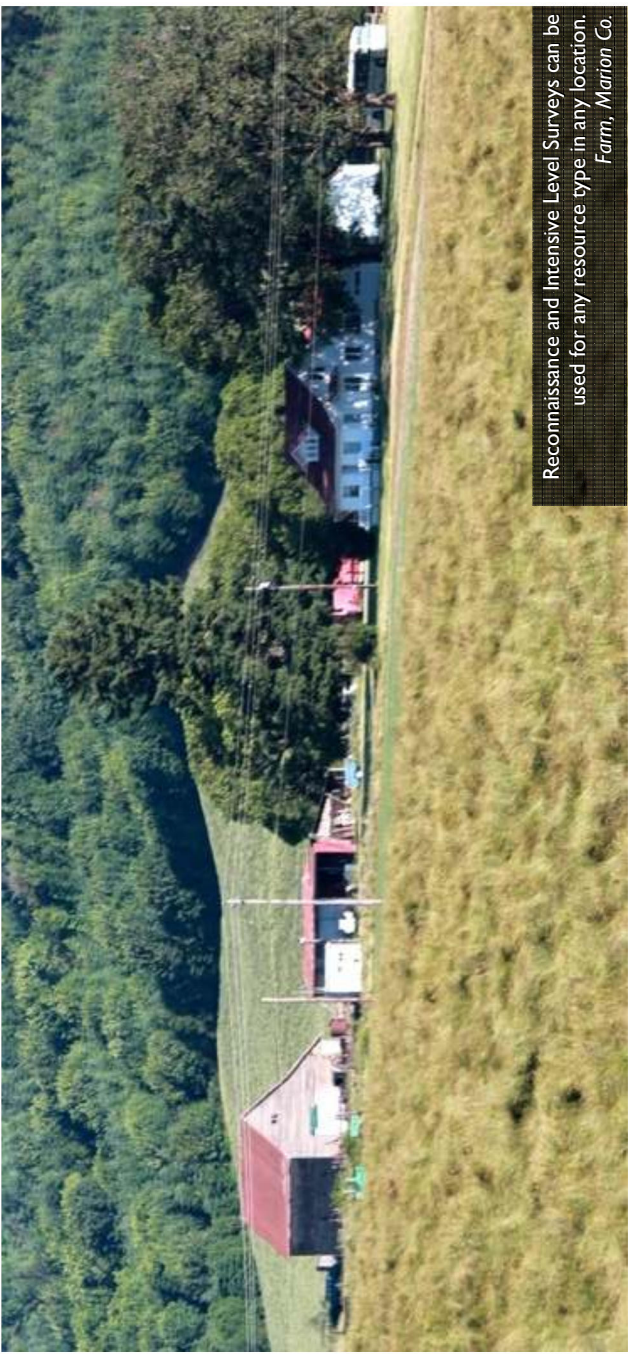
The Reconnaissance Level Survey (RLS) is designed as a “first-look” at a broad group of historic resources and records basic information that is collected from the exterior of a building only, such as address, height, siding and building materials, architectural style, and potential eligibility for listing in the National Register either individually or as a contributing resource to a historic district. Information collected through a RLS is assembled in a final report. See Appendix E for an example RLS final report.

Intensive Level Survey

The Intensive Level Survey (ILS) is a detailed look at a single resource and records in-depth information collected from a physical examination of a building's exterior and interior, includes research about the building's property and ownership history, and identifies the resource's potential eligibility for the National Register either individually or as a contributing resource to a historic district. Information collected through an ILS provides a solid basis for individual, historic district, and multiple property National Register nominations. See Appendix I for an example ILS full site form.

Choosing the Right Survey

Reconnaissance Level and Intensive Level surveys are both used for planning purposes but document different aspects of a resource's physical characteristics and history. Depending on the scope and schedule of a project, a Reconnaissance Level and Intensive Level



survey may be both undertaken, but usually just one or the other is used. The following questions can help guide surveyors to the right level and type of survey to undertake:

- How many resources are within the project area?
- How old are the majority of resources within the project area?
- What type of information is needed about the resources?
- How definitive does the eligibility evaluation need to be?

Recording Surveys Using the Oregon Historic Sites Database

Information collected through all survey levels and types is recorded in the Oregon Historic Sites Database (OHSD). When the appropriate survey level and type is selected, surveyors should request a project database from the SHPO. Depending on the project area's size, the project database will contain all records for a single city, county, or multiple counties. For example, if the project area is confined to just one city, the surveyor will receive a project database with property records only for that city. If the project area includes one city and areas outside the city limits, the project database will contain property records for the entire county. If a project area spans county lines, the project database will contain property records for multiple counties. See Appendix C for details about requesting and returning a project

database, known compatibility issues, and specific information on how to use the project database.

Reconnaissance Level Survey

The Reconnaissance Level Survey (RLS) is the basic survey level to identify, document, and report historic resources. Reconnaissance Level Surveys document specific physical information and eligibility evaluations for all individual resources within the survey area, and document preliminary historical background information about the survey area. This information is reported and recommendations are provided for future survey work in the Oregon Historic Sites Database (OHSD). The purpose of a RLS is to provide local governments, agencies, and the SHPO with a baseline of data about historic and non-historic resources within a defined area.

Types of Reconnaissance Level Surveys

There are two types of Reconnaissance Level Surveys:

Standard Reconnaissance Level Survey

Examines every resource within a survey project area, regardless of the age of the resource. Use a Standard RLS if:

- The survey project area contains more than 10 resources (usually)
- The level of historical background information

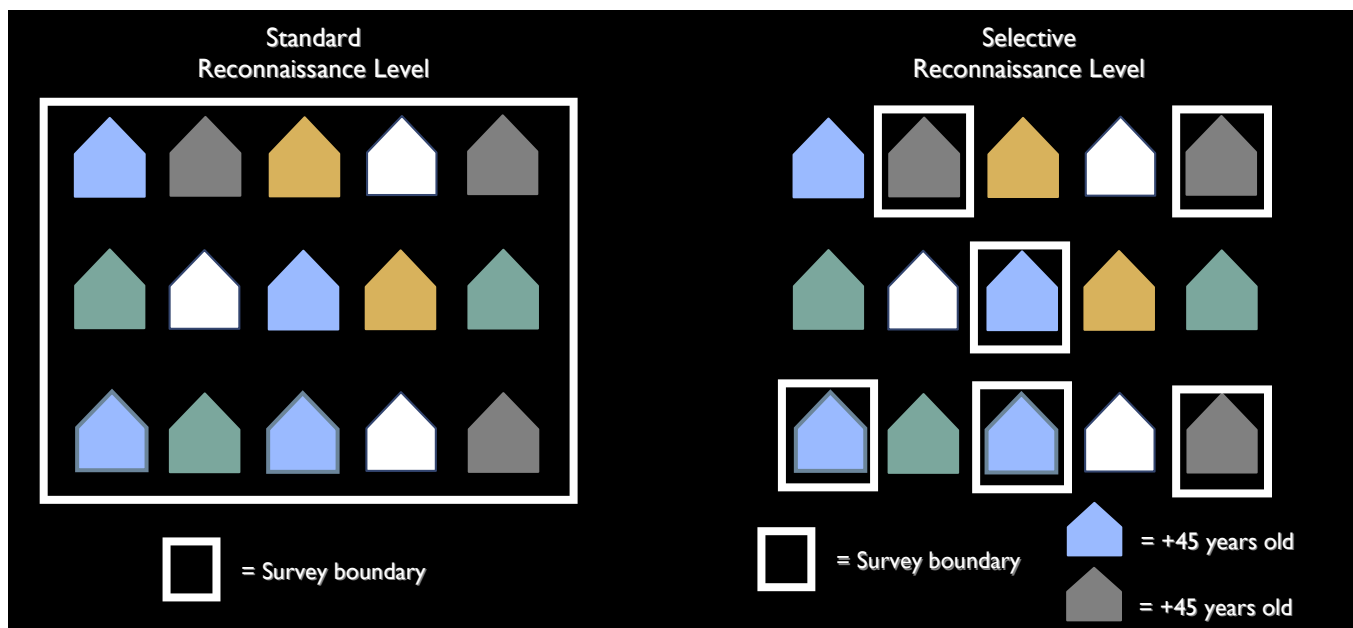
needed for the survey area is minimal

- The level of information needed for each resource is minimal
- Only a preliminary eligibility evaluation of each resource for the National Register is needed
- Only 2 photos of each resource are needed

Selective Reconnaissance Level Survey

Examines only resources within the survey project area that are about 45 years old or older. Use a Selective RLS if:

- The survey project area contains more than 10 resources (usually)
- The survey project area contains a majority of resources less than 45 years old
- Minimal level of historical background information is needed for the survey area
- Minimal level of information is needed for each resource
- Only a preliminary eligibility evaluation of each resource for the National Register is needed
- Only 2 photos of each resource are needed



Designing a Reconnaissance Level Survey

Determine the Survey Area

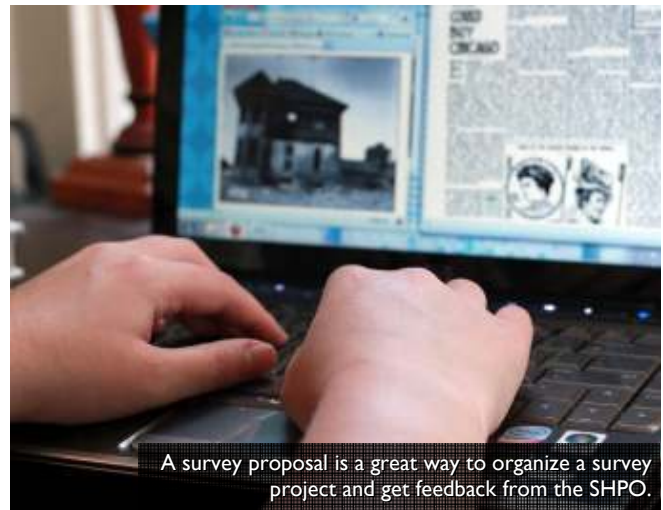
The area studied in a Reconnaissance Level Survey can be defined by the project scope, such as with compliance-driven surveys, or by a particular neighborhood, area of development, or political jurisdiction. Carefully establish a survey area in consultation with the SHPO or a qualified professional to ensure that all potentially eligible historic resources are included. In large survey areas, such as an entire city or county, the survey area may be conducted in phases as time and funding allow.

Survey Proposal

A survey proposal explains the survey project goals, methodology, timeline, personnel, funding, and expectations, and is an informal opportunity for the SHPO to assist local governments and agencies with proposed survey projects. See Appendix D for a survey proposal checklist.

For proposed Reconnaissance Level Surveys, submit a survey proposal to the SHPO prior to starting the project with the following items:

- **Project Name:** Provide the project name and names of those who will work on the project.
- **Statement of Project Objectives:** Clearly describe the purpose of the survey and refer to current knowledge about the history of the area and property types based on background research or previous surveys. Define the physical extent of the survey area and the amount and kinds of information to be gathered about the resources. Example objectives could include:



- “to characterize the range of historic properties in a region;”
- “to identify the number of properties associated with a context;” or
- “to gather information to determine which properties in an area are significant.”
- **Boundary Explanation and Justification:** Describe and provide justification for the selected boundary of the survey project area.
- **Project Timeline:** Describe when the survey project will begin, when specific tasks will be completed (e.g. notification, fieldwork, data entry, etc.), and when final reporting will be completed.
- **Personnel and Funding:** Describe who will conduct the survey and his/her professional qualifications. If a surveyor has not yet been identified, explain how and when the person will be selected. Explain if the survey is funded in part by the federal Historic Preservation Fund through grants awarded by the SHPO, or from another funding source.
- **Appendices:** Provide a map clearly showing the boundary of the survey project area.

Background Research

Background research of previous surveys and historical contexts or documents is needed to develop a general familiarity with the project area and to develop a narrative section in the final report that provides a brief history of the survey project area. Sources that can provide background research can include SHPO’s survey files, historical contexts, historical maps, tax records, historical photographs, local and oral histories, and other



Conducting some background research of the survey area and doing fieldwork will reveal this building's original use. *Old City Jail, Antelope, Wasco Co.*

standard historical reference works. If possible, include examples of historic property types from the survey project area that illustrate local trends and patterns. The historical narrative in the final report should only be enough to characterize the general sense of the development of the project area, usually just one to two paragraphs in length.

Fieldwork

Fieldwork and recordation is the main component in identifying and evaluating resources within a survey project area during a Reconnaissance Level Survey. Fieldwork is conducted along public right-of-ways in a systematic, resource-by-resource way. For each resource surveyed, specific information is collected, two or more photographs are taken, and each resource is noted on a field map.

Project Database

Before beginning fieldwork, setup the project database you received from the SHPO to help manage your project. Begin by creating a new survey project. Then add records that already exist in the project database that are within the current survey project area. Example:

- The survey project area includes resources between the 100-500 blocks of Main Street.
- The project database shows that 5 resources in the 300 block of Main Street were surveyed in the 1990s and already have records.
- Add the existing records for resources in the 300 block of Main Street to your survey project group so they can be updated with new information.

Adding records to the survey project group before beginning fieldwork provides surveyors with great information about any previous surveys that may have been conducted, thoughts from a previous surveyor about a resource's age and integrity, and helps prevent the duplication of records. See Appendix C for detailed instructions on how to use the project database.

Walking List

For fieldwork, surveyors can use the "Walking List" available within the project database, or their own system. The "Walking List" provides surveyors with information about any resources that may have been previously surveyed within the survey project area. After adding any existing records in the project database to a survey project group, surveyors can print a Walking List to use in the field that shows information for each of these existing records. Surveyors can also print a blank "Walking List" to use in the field for those resources in the survey project area that do not yet have records in the project database. See Appendix C for instructions on how to generate a walking list.

Collecting Physical and Architectural Information

Plan ahead! Surveyors should establish a systematic process to ensure all resources within the survey area will be identified and evaluated. This could include driving the project area before fieldwork to determine the terrain, the best route to walk, identifying resources that may be obscured or distant from the public right-of-way and which may need owner permission to access, places to take breaks, or areas where you may feel uncomfortable surveying alone and will want to have a partner.

In areas with a large number of resources, conduct the



Know before you go! Research the project area before fieldwork to identify good driving and walking routes, street closures, or construction activities.

survey by surveying one side of the street and then the other side of the street. In rural areas where resources are farther apart, surveyors can survey both sides of the street before moving onto the next resource.

For a Reconnaissance Level Survey, collect information on predominate or “primary” resources within the survey project area, such as residential, commercial, institutional, and industrial buildings, structures, and objects, as one resource and record it as one record in the project database. Briefly note any secondary resources, such as garages and other outbuildings, associated with primary resources, such as a house, in the primary resource record. Do not create individual records for secondary resources. Examples:

- A house and associated garage
 - Create 1 record in the project database; record the house as the primary resource and note the extant garage in the notes field.
- A house and multiple outbuildings
 - Create 1 record in the project database; record the house as the primary resource, and note extant outbuildings in the notes field.

Do not record such features as telephone poles, sidewalks or sidewalk stamps, street signs, trees or other vegetation. Use your discretion in recording individual historic features such as culverts, walls, fences, or markers.

Record the information below on the “Walking List” for each resource using the appropriate material, style, and plan categories listed in the project database (you can view these categories, known as “data codes,” in the project database.) If a resource is already listed on the Walking List, field check and update the information. If



A house with an associated outbuilding, such as a garage, shed, or shop, should be recorded in the database as a single resource.



The location for remote properties are recorded differently than properties with addresses.
Union Hill Grange, Marion Co.

you are unsure about what a resource’s feature is, such as building materials or architectural style, record your best guess and mark it with a question mark to review later.

- **Address:** Record the address number, street, and direction associated with the resource.
 - If an address number is unknown, extrapolate an approximate address and note with a question mark.
 - If a resource does not have an address number (e.g. parks, canal, etc.), enter all address information except a street number.
 - If a resource does not have an address (e.g. cabin, railroad, etc.), enter the location information such as “1 mile east of Road 345 and Meadow Mountain trailhead junction,” etc.
 - If a resource contains more than one address, record the address as follows:
 - * A commercial building with 3 stores addressed as 100, 102, and 104 N. Main St., record as “100-104 N. Main Street.”
 - * A duplex on a corner lot with 2 units addressed off different streets, 100 NE Broadway St. and 200 NE Market St., record the most predominant or most logical address as the main address and the other address as an associated address.
 - * Two main resources on one tax lot with one address, record 1 address and note that there are 2 resources associated with this address.
 - * A “bungalow court” with multiple units, either addressed individually (100-190 Main St.) or

with each unit addressed through a numbering or letter system (Unit 1 or Unit A, etc.), record as 1 resource with either an address range if units are individually addressed, or just one address with the number of units noted.

- * A mobile home park with multiple units, either addressed individually (100-190 Main St.) or with each unit addressed through a numbering or letter system (Unit 1 or Unit A, etc.), record as 1 resource with either an address range if units are individually addressed, or just one address with the number of units noted.
- * An industrial or institutional complex with multiple resources included as part of a larger survey project area, record the complex as 1 record with 1 address.
- * An industrial or institutional complex with multiple resources being surveyed alone, record each resource within the complex as 1 record with 1 address (if the complex has only 1 address, record this same address for each resource, along with the building number, letter, or name).
- **Historic Name/Current Name:** If known, note the historic or current name of the resource.
- **Original Use:** Note the original use for the resource (e.g. residential, commercial, etc.) and the resource type (e.g. building, structure, object, site).
- **Eligibility Evaluation:** Record ES, EC, NC, NP, UN, or XD. See Appendix A for a “Guide for Assessing Integrity” and Appendix B for more details about the eligibility evaluation codes.
- **Construction Date(s):** Note the approximate date of construction and the approximate date of any major alterations or additions.
- **Materials:** Note the primary and secondary wall materials
- **Style:** Record the primary and, if needed, secondary architectural style.
 - If the resource does not have a distinctive style, note the general stylistic period, such as “Victorian Era,” “Late 19th/20th Century Period Revivals,” or “Modern Period,” and the secondary style as “Vernacular.”
- **Plan Type:** If known, record the plan type.
- **Number of Contributing and Non-Contributing Resources:** Note the total number of contributing (ES or EC) and non-contributing (NC or NP) resources on a property. Briefly note the eligibility evaluation of any secondary resources in the notes field (e.g. “EC garage,” or “NC garage,” etc.) Example:
 - An EC house and EC garage are the only resources on a property, record as 2 contributing and 0 non-contributing resources. In the notes field record “EC garage.”
 - An EC house and NC garage are the only



If a resource doesn't have an address, provide enough location information for a future surveyor to find it again. *Union Street Bridge, Salem, Marion Co.*

resources on a property, record as 1 contributing and 1 non-contributing resource. In the notes field record “NC garage.”

- A NC house and NC garage are the only resources on a property, record as 0 contributing and 2 non-contributing resources. In the notes field record “NC garage.”
- **Additional Location Information:** Note if the location of the resource needs clarification (e.g. “house faces Main St. but is addressed off 1st St.,” etc.)
- **Comments:** Provide any additional comments about the resource (e.g. “Replaced siding, windows; large, rear addition,” etc.)

Taking Photographs

Two digital photographs of every resource within the survey project area are required for all Reconnaissance Level Surveys:

- Take as many photos of each resource as you need to identify materials, style, and make an eligibility evaluation. If an outbuilding, such as a garage, is present, try to include it in a photo of the main resource if feasible.
- Take photos with a resolution of at least 1600 x 1200 pixels; a higher resolution means the photo will have more detail and specific features of a resource are more easily identified.
- Remember that you will not submit all your survey photos, only 2 photos per resource will be attached to the project database. If there are multiple resources on the property, such as a house and outbuilding, then more photos can be attached of those additional buildings.

Creating Field Map

In addition to collecting information about each resource, create a field map showing the location of each resource, its address, and eligibility evaluation. Using your field map, photos, and notes can make data entry much easier. To create a field map:

- Obtain a map of the survey project area which clearly shows streets and/or tax lots and that will be easy for you to use. For large survey projects, multiple map documents may be needed.



- Record each primary resource surveyed by writing the address on the street the resource faces, drawing a square for each resource, and indicating a resource's eligibility as follows. See Appendix B for a description of the eligibility evaluation codes.
 - ES/EC resources, shade the square completely.
 - NC resources, shade the square with cross-hatching.
 - NP resources, shade the square white or leave blank.
- For properties with multiple resources, such as farm or industrial complex, draw a circle around all the associated resources on the map to indicate their relationship to one another.

Data Entry

After fieldwork is completed, refer to field notes, maps, and photos to help enter information for each resource into the project database. Refer to Appendix C “Using the Project Database” for specific instructions on creating a survey project group, new records, labeling, resizing, and attaching photos and maps, etc. Ensure that each record in the project database includes:

- Information for each resource surveyed, such as address, material, and construction date, etc.
- Latitude and longitude information.
- Two photos of each resource (more if there are multiple resources on one property), correctly resized and renamed.
- Assigned to the correct survey project group

Final Reporting

After completion of the field survey and data entry a final report about the Reconnaissance Level Survey is prepared. The final report provides a brief historical overview of the survey project area, a summary of the survey data, and gives recommendations for Intensive Level Surveys, possible National Register nominations, and other preservation activities. The final report may be written in a word processing program and copied and pasted into the Grouping Information Form in the project database, or written directly in the project database. If desired, surveyors can submit the final report to the SHPO as either a Word Doc or PDF file, but the report must also be included in the project database in the Grouping Information Form. See Appendix E for an example final report.

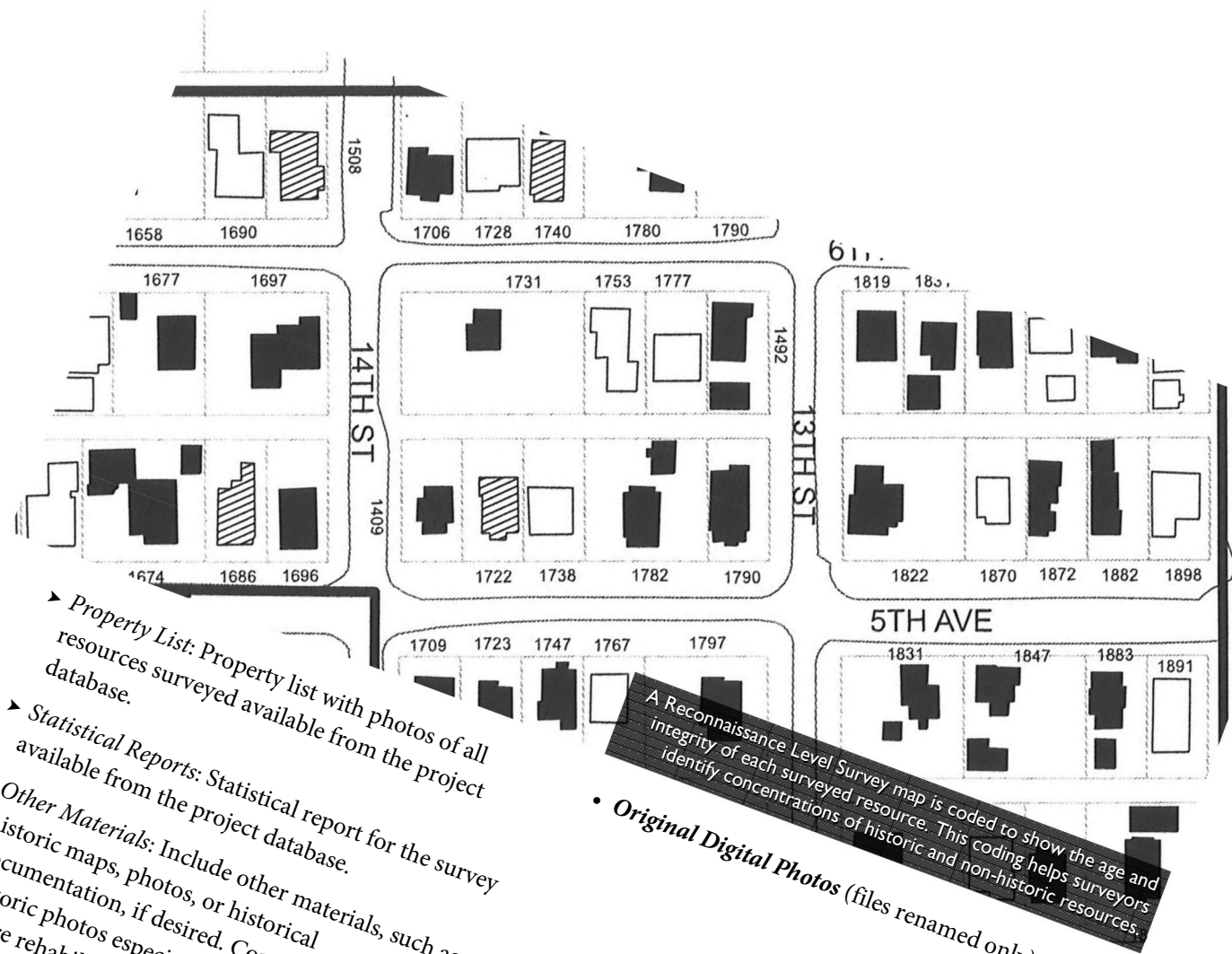
For Reconnaissance Level Surveys, submit a final report with the following items:

- **Project Name:** Provide the project name and the names of those who worked on the project.
- **Statement of Project Objectives:** This section can be re-stated from the research design.
- **Methodology:** Provide a description of field methods, including any problems or obstacles encountered during fieldwork, and if or how the methodology changed during the survey process, noting any inconsistencies or omissions.
- **Boundary Explanation and Justification:** This section can be re-stated from the research design if the boundary was not changed. If the boundary was altered, describe and provide justification for the



selected boundary of the survey project area.

- **Setting:** Describe the natural and built environment, addressing the urban or rural character of the survey project area.
- **Historical Overview:** Provide brief background research and history for the survey project area.
- **Data Summary:** Describe the results of the survey, including the types of resources identified during the survey, noting specific, representative resources where appropriate, common types of alterations/additions, common plan types, etc.
- **Recommendations:** Provide recommendations for future survey and preservation work, such as identifying specific resources for Intensive Level Surveys, potential individual, historic district, or multiple properties eligible for a local register or the National Register, good candidates for rehabilitation or facade restoration, possible public education opportunities, etc.
- **Bibliography:** Include full citations for primary and secondary materials referenced, including books, maps, archival documentation, oral histories, etc.
- **Appendices:** Include the following:
 - **Survey Map:** Final survey map created from your field map that includes a title, north arrow, date, and key (the map does not need to be to scale). The final map can be created by hand or using mapping software, but should use the same system to record address, resource footprint, and eligibility evaluation as described for the field map.



Submittal to SHPO

Submit the following items in one folder to the SHPO's FTP site. Instructions for how to upload the items will be sent to surveyors at the beginning of the project.

- **Project Database Folder.** Includes:
 - Completed project database file.
 - Location Maps folder with correctly resized and renamed files.
 - Photos folder with correctly resized and renamed files.

- **Final Report** (in Word Doc or PDF format)
- **Other Materials** (if appropriate, such as historic maps, photos, historical documentation, etc.)

Submit the following items on CD or flashdrive to the SHPO by mail.

Intensive Level Survey

The Intensive Level Survey (ILS) is designed to provide a high level of documentation for specific historic resources. This documentation includes research into the history, events, and people associated with the resource, looking primarily at such facts as dates, building development, builders or architects, and biographical data of previous owners and tenants. Information gathered through an ILS is recorded in the Oregon Historic Sites Database (OHSD).

Intensive Level Surveys are often conducted on historic resources identified through a Reconnaissance Level Survey (RLS). The purpose of an ILS is to provide local governments, agencies, and the SHPO with detailed and verifiable information about specific historic resources. In addition, information collected through an ILS provides a solid basis for individual, historic district, and multiple property National Register nominations.

Designing an Intensive Level Survey

Determine Resources to Survey

Identify resources to survey based on the survey project goals and the recommendations of previous Reconnaissance Level Surveys (RLS), other documentation, or prior knowledge. Conducting an Intensive Level Survey is appropriate for:

- **Further documentation:** Document the history of a resource and assess definitively its eligibility for a local register or the National Register.
- **Potential individual designation:** Document the history of a resource and assess definitively its eligibility for a local register or the National Register.
- **Potential historic district designation:** Document the history of several resources within the proposed historic district boundary to add specific building, event and occupant histories representative of the historic district. Choose resources that best represent the reasons for which the historic district is important (e.g. events, people, or architecture).
- **Potential multiple property designation:** Document the history of several resources within the proposed multiple property boundary to add specific building, event, and occupant histories representative of the multiple property theme. Choose resources that best represent the reasons for which the multiple properties are important (e.g. events people, or architecture).
- **Compliance-driven documentation:** Document the history of a resource and assess definitively its eligibility for the National Register within the project area.



An Intensive Level Survey provides a high level of documentation for any type of historic resource.
Winn Barn, Weston, Umatilla Co.



Fieldwork

Fieldwork and recordation is just as important for an Intensive Level Survey as background research into the resource's history. Surveyors will visit each resource identified to document specific location, physical, and architectural features. In addition, several photographs of the resource will be taken and field site and floor plans prepared.

Project Database

Before beginning fieldwork, setup the project database you receive from the SHPO to help manage the survey project. See Appendix C for instructions on how to use the project database. Begin by searching to see if any previous records exist for those resources that will be surveyed at the Intensive Level. Looking for records before beginning the ILS can provide excellent information about any previous surveys that may have been conducted, thoughts from a previous surveyor about a resource's age and integrity, and helps prevent duplication of records.

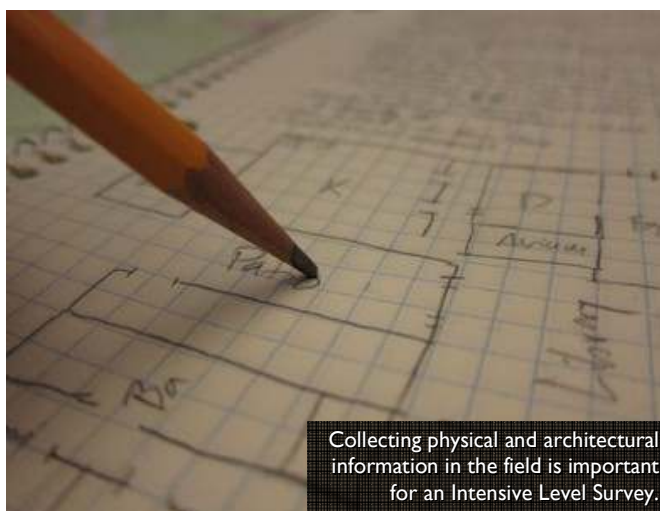
Collecting Physical and Architectural Information

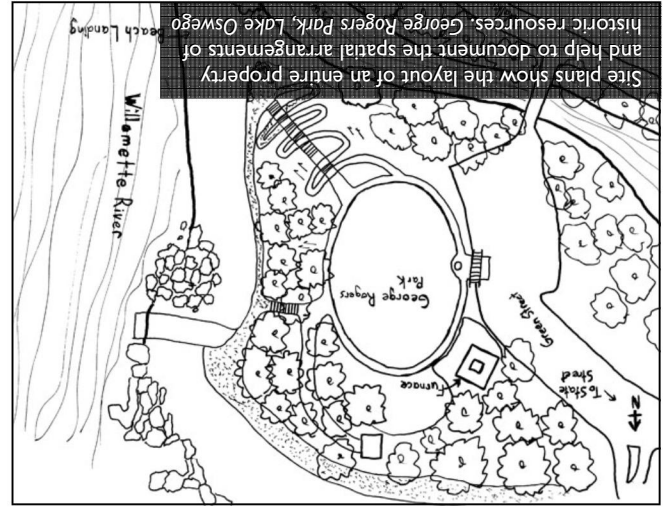
An Intensive Level Survey provides a permanent record about a resource and acts as an aid in evaluating its historical integrity and eligibility for registration. Visit each resource identified for an intensive survey to document specific location, physical, and architectural features. While visiting the resource, surveyors can examine the building in more detail and make important observations about such features as its exterior and interior spatial relationships, layout, building materials, and construction methods. These observations can both help the surveyor become familiar with the resource's integrity and history.

Record the information below for each resource using the appropriate use, material, style, and plan categories and text fields found in the project database (view these categories, called "data codes," in the project database). Information collected for the following property types should include:

- ***Individual Resource in Original Location***

- ▶ Original Use (dwelling, church, factory, etc.).
- ▶ Building placement (detached, row, etc.).
- ▶ General Characteristics: overall shape of plan (rectangle, ell, etc.); number of stories, structural system, number of vertical divisions or bays; construction materials (brick, frame, stone, etc.) and wall finish (kind of bond, coursing, shingle, etc.); roof shape.
- ▶ Specific features including location, number, and appearance of: porches (verandas, stoops, attached shed, etc.); windows; doors; chimneys; dormers; other important or visually prominent exterior features.
- ▶ Materials of roof, foundation, walls, and other important features.
- ▶ Important decorative elements.
- ▶ Interior features contributing to the character of the resource.
- ▶ Number, type, and location of outbuildings, as well as dates of their construction.
- ▶ Important features of the immediate environment such as roads, landscaping, etc.





Measured drawings provide another way to understand a historic resource better. Two common kinds of measured

Creating Measured Drawings

database.

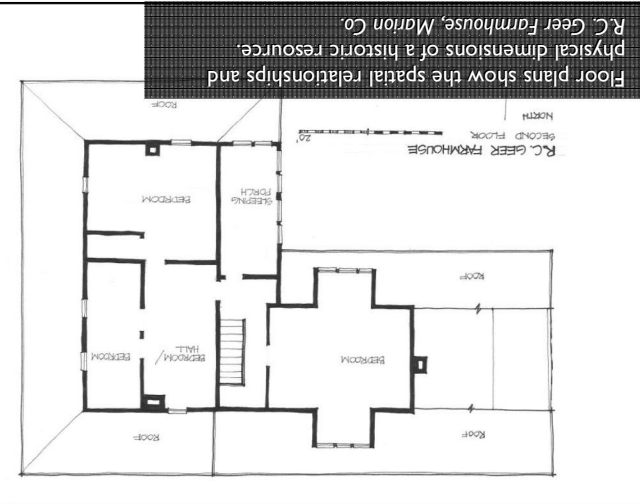
- Attach 2-10 photos (resized and renamed) showing at least three facades of each resource to the project more easily identified.
- Take photos with a resolution of at least 1600 x 1200 pixels; a higher resolution means the photo will have more detail and specific features of a resource are more easily identified.
- Take as many photos of the resource as needed to identify materials, style, etc., correctly, and make an eligibility evaluation. Take additional photos of any outbuildings on the property.

Two to ten digital photographs of the resource are required for Intensive Level Surveys.

Taking Photographs

- Reason for the move.
- Explanation of the effect of the move on the historical integrity of the resource and upon its new location, with particular reference to the relationships between its original and current orientation, locations, and settings.
- Methods employed in moving the resource (if known).
- Distance the property has been moved.
- Description of original (if known) and present locations.
- Date of move.

Resource Moved from Original Location



drawings are site plans, which show a resource in relation to its immediate surroundings, and floor plans, which illustrate the spatial arrangement and physical dimensions of a resource. The publication *Invitation to Vernacular Architecture* (University of Tennessee Press, 2005), is a useful guide on how to complete measured drawings. Either hand-drawn or electronic measured drawings are accepted.

- **Site Plan:** A site plan shows the layout of an entire property. It is especially useful in rural settings where there may be many outbuildings, fences, ditches, etc., associated with a historic resource. It is not necessary to measure the entire property to draw site plan and the drawing does not need to be to scale. Use a large piece of graph paper to help make mapping easier and more accurate.

- **Floor Plan:** A floor plan shows the spatial relationships and physical dimensions of a resource. Although a floor plan does not need to be to scale, ideally, both the interior and exterior of the resource should be measured and the entire space recorded (including basements). A floor plan should show room arrangement, locations of windows and doors, and wall thickness, if possible. Use a large piece of graph paper to help make mapping easier and more accurate

First, record a preliminary overall measurement of the width and depth of the resource to help proportion rooms, doors, windows, and other features so that the field sketch is reasonably to scale. Next, take “running” measurements, which run continuously from start to finish, of the resource. Measure the exterior of the resource first, then the interior. Also, take overall measurements of the depth and width of all rooms. Lastly, ensure the floor plan has a north arrow, surveyor name, date, and scale (if applicable).

Research

For the Intensive Level Survey, historical research is needed to uncover the facts of a resource’s historically associated people and events. Histories developed about a resource and its uses and occupants should follow a chronological format, listing such details as the names of occupants, dates of events, and other information found through historical research. Each resource has its own research needs and different sources will need to be consulted depending on those needs. Sources that may be available to consult are listed below. See Appendix F for a “General Guide to Sources” for more research ideas.

SHPO Records

The State Historic Preservation Office has over 50,000 survey records and National Register nominations of historic resources throughout the state documented between the 1960s and today. Surveyors can search SHPO records online at heritagedata.prd.state.or.us/historic/ and physical files at the office. Surveyors also

have access to several dozen historic studies of Oregon counties, cities, and statewide thematic contexts. A list of contexts is available at www.oreonheritage.org.

- **Survey records:** Most records include a property and location description, brief histories of the property and occupants, photographs, and a bibliography.
- **National Register nominations:** National Register nominations include full architectural descriptions, historical narratives, location information, and multiple photographs and maps.

Tax Records

Tax records can reveal important information about a resource such as a description of structures, dates, and the evolution of a property in relation to city or county developments. These records are available at the county assessor’s office and also may be available at the state archive. Portions of these records may also be available online from the county assessor’s office.

The most important item in the tax file is the legal description of the property, although there may be an estimated date of construction, a historic photograph of the resource, and perhaps other structural information. Surveyors can use the legal description to research the ownership of the property. See Appendix G for a Title Search Form template.

Title Research

Title research is critical in documenting a resource, and can reveal information about deeds, mortgages, dates when property changed hands, and the names of



Use a range of resources to complete an Intensive Level Survey to get a more accurate physical and resident history of a property.



previous owners. Titles can be obtained from the owner, title company files, abstract records, and/or the county recorder's or clerk's office.

Title abstract records are organized by plat, block, and lot numbers for properties in incorporated areas and township, range, and section designations for unincorporated areas. Research all transactions involving the property specified in the legal description, noting the dates, names of buyers and sellers, dollar amounts, and types of transactions (warranty deed, quit claim deed, mortgage, etc.). Copy information about important transactions onto the Title Search Form (see Appendix G). Important transactions are those that involve a change of ownership or that might indicate when the building was constructed or altered. Indications of a construction date can include the first relatively large mortgage or a dramatic increase in the selling price of the property. It is not necessary to copy down all of the later mortgages, tax sales, releases, etc. Surveyors can begin their search with the current owner and work backward to the beginning, or vice versa. Some properties are easier to research from past to present, and others from present to past.

Building Permits

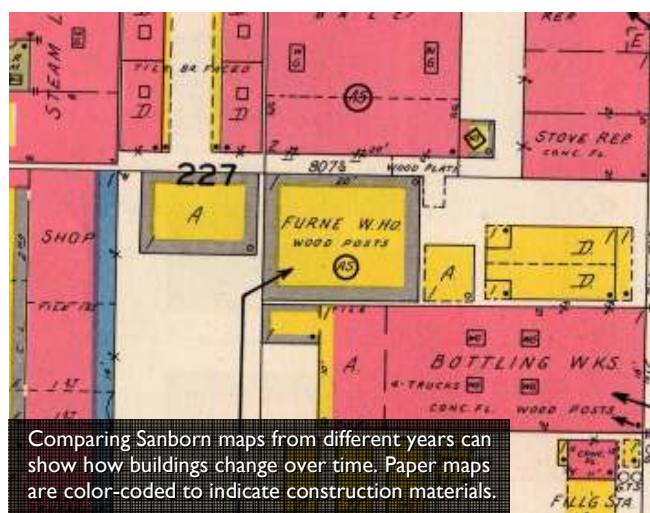
Building permits give the date the permit was issued, address of the property, an estimated cost of construction, a brief description of the building, name of the owner, and sometimes the names of the architect and builder. Building permits can be obtained from the municipal building inspector, city/county records office, or at the city, county, or state archives. Some building permits may be available online. The availability of building permits varies widely among jurisdictions

depending on when the city or county began requiring permits and each agency's past and present retention policies. Surveyors should check with local governments on the availability of building permits.

Historic Maps

Historic maps that show the location of an identified resource are great tools. Surveyors can find maps in printed books, university and college archival collections, county courthouses, city halls, local and regional libraries, at other locations, and often online. Historic maps are very useful for dating buildings and additions, and often show the position of utilities, grade levels, types of construction, building height, and construction materials. Historic maps can include town maps, property maps, private and family maps, land ownership maps, developer's maps, and tourist maps, among others.

- **General Land Office (GLO) Maps:** These maps show detailed information about land-use and ownership during the late-19th and early-20th centuries. Maps are sorted by township and range.
- **Metsker's Property Ownership Atlases of Oregon Counties:** These maps show such information as property ownership, plats, roads, trails, creeks, rivers, lakes, railroads, forests, towns, schools, camps, government lot numbers, donation land claims, as well as sections, townships, ranges, and more beginning in the 1920s through the 1980s.
- **Sanborn Fire Insurance Maps:** These maps show each building on principal residential and commercial blocks and are color-coded (paper copies) to indicate construction materials. By comparing maps from different years, surveyors can establish an approximate date of construction and





determine when and what types of changes have been made to the building and surrounding property.

Newspapers

Newspapers for many Oregon communities are on microfilm or online. Newspapers often feature society pages, obituaries, and birth, death, or wedding announcements. They can be found at historical societies, local, state, and federal archives, libraries, and online.

- **Small city newspapers:** Generally weekly newspapers. Usually information about the construction of major buildings in the community, such as schools, churches, and public and commercial buildings will appear on the front page. References to the construction of houses can also be found.
- **Large city newspapers:** Daily newspapers, such as the East Oregonian (Pendleton), The Register-Guard (Eugene), and The Bulletin (Bend) can include information about important construction projects. Information about the construction of individual houses can also be found, although not on a consistent or complete basis. Advertisements for builders and real estate companies are also useful sources of information, often highlighting recently completed buildings.

Other Sources

Many other resources can help surveyors complete an

ILS and can be found at libraries, local, state, and federal agencies and archives, local historical societies, and university or college archival collections, and also online.

- **City Directories:** These annual listings provide the names, addresses, and occupations of almost everyone in the city. They can be arranged alphabetically or by both name and address. Directories are useful in verifying when a house was built and whether the building was owner-occupied or rented.
- **State Gazetteers:** These annual volumes include virtually every community in the state, but unlike city directories, they do not give home addresses and usually list only businessmen.
- **Biographical Encyclopedias:** Provides a biographical view of local, regional, and/or state history.
- **Genealogical Records:** These records can include a number of different documents, including vital records (birth, death, marriage, and divorce records), adoption records, cemetery records, school records, tax records, wills and probate records, criminal records, military records, etc. See Appendix H for a Bibliographic Research Form Template.
- **Census/Manuscript Census:** Census schedules list each member of the household, dates of birth and marriage, occupations, etc. Census schedules are arranged by county and city and are available for each decade from 1850 to 1930 (1890 excluded). They are available at university and college archival

collections, libraries, state archives, and some information is available online. The type of information and the manner in which it is collected during each census varies greatly from year to year, thus direct comparisons between data sets can be difficult.

- **Family Histories:** Written histories, journals, letters, etc. are sometimes available from family members. Verbal accounts from the family and others associated with the property are also often useful.
- **Obituary Index:** These are often compiled from newspapers, cemeteries, and other local records by local, county, and state historical societies and other archival depositories. Some obituary indexes are available online.

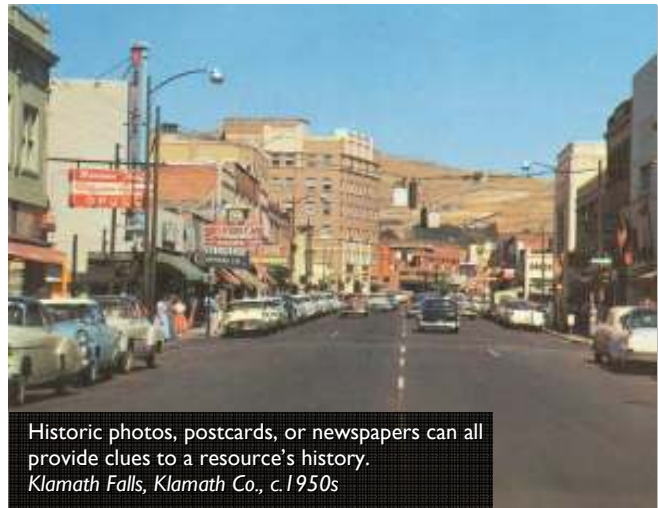
Creating a Bibliography

An accurate and easy-to-use bibliography is an invaluable tool. Property citing sources will ensure that future researchers will be able to find previously located sources. While researching, it is important to keep detailed notes about the location of sources. Make sure to include full publication information, such as the author's name, publisher, date, and page numbers. For archival collections, make sure to include the collection's name, box number, folder number, and other useful information. Consider using *The Chicago Manual of Style* or *A Manual for Writers of Research Papers, Theses, and Dissertations* for formatting your bibliography.

Data Entry

After fieldwork and research is completed, refer to field and research notes, maps, and photos to help enter information for each resource into the project database. Refer to Appendix C "Using the Project Database" for specific instructions on creating new records, labeling, resizing, and attaching photos and maps, etc. Each record in the project database must include:

- Completed or update information under the "RLS Info" tab, and also the resource description, history, and research sources in the "Intnsv Level Survey Info" tab
- One latitude and longitude reference
- At least 2 photos
- A site plan and floor plan



Submittal to SHPO

After completion of data entry, submit the following items in one folder to the SHPO's FTP site. Instructions for how to upload the items will be sent to surveyors at the beginning of the project.

- **Project Database Folder.** Includes:
 - Completed project database file.
 - Location Maps folder with correctly resized and renamed files.
 - Photos folder with correctly resized and renamed files.

Submit the following items via mail to the SHPO:

- **Site Forms:** Paper copies of completed ILS Full Site Forms for each resource surveyed (generated from the project database).
- **Measured Drawings:** Paper copies of final site plan and floor plan created from your field site plan and floor plan that include a title, north arrow, date, and key, if needed (the map does not need to be to scale). The final drawings can be created by hand or using mapping software.
- **Photographs:** Copy of original digital photos (at least 1600 x 1200 pixels and renamed) and one set of color prints of each resource. Label the back of each print with the resource name and description of view (e.g. "Wright House, Front facade," etc.).
- **Other Materials:** Paper copies of any useful research materials, such as historic maps, photos, or archival documentation, if desired.

Recommended Reading

Related National Register Bulletins

- *Historic Residential Suburbs: Guidelines for Evaluation and Documentation for the National Register of Historic Places*. US Department of the Interior, National Park Service, National Register of Historic Places, 2002.
- *How to Apply the National Register Criteria for Evaluation*. US Department of the Interior, National Park Service, National Register of Historic Places, rev, 1997.
- *How to Complete the National Register Multiple Property Documentation Form*. US Department of the Interior, National Park Service, National Register of Historic Places, rev, 1999.
- *How to Complete the National Register Registration Form*. US Department of the Interior, National Park Service, National Register of Historic Places, rev. 1997.
- *Researching a Historic Property*. U.S. Department of the Interior, National Park Service, 1991, revised 1998.

Methodology, References, and Style Guides

- Blumenson, John J.-G. *Identifying American Architecture: A Pictorial Guide to Styles and Terms, 1600-1945*. 2nd Edition. New York: W.W. Norton & Company, 1981.
- Carter, Thomas and Elizabeth Collins Cromley. *Invitation to Vernacular Architecture: A Guide to the Study of Ordinary Buildings and Landscapes*. Knoxville: The University of Tennessee Press, 2005.
- Carter, Thomas and Peter Goss. *Utah's Historic Architecture, 1847-1940: A Guide*. Salt Lake City: Utah State Historical Society, 1988, rev. 1998.
- *The Chicago Manual of Style*. 16th ed. Chicago: The University of Chicago Press, 2010.
- Clark, Rosalind. *Oregon Style: Architecture from 1840 to the 1950s*. Portland: Professional Book Center, Inc., 1983.
- Hawkins, William J. , III and William F. Willingham. *Classic Houses of Portland, Oregon: 1850-1950*. Portland: Timber Press, Inc., 2005.
- McAlester, Virginia and Lee McAlester. *A Field Guide to American Houses*. New York: Alfred A. Knopf, 1984, rev. 2006.
- Ritz, Richard Ellison. *Architects of Oregon: A Biographical Dictionary of Architects Deceased –19th and 20th Centuries*. Portland: Lair Hill Publishing, 2002.
- Vaughan, Thomas, Ed. And Virginia Guest Ferriday, Assoc. Ed. *Space, Style and Structure: Building in Northwest America*. 2 vols. Portland: Oregon Historical Society, 1974.

Appendices

Appendix A: Evaluating Integrity

For historic resource surveys in Oregon, integrity is defined as the ability of a resource to convey an accurate sense of the past. A resource has integrity if the physical character-defining features of the resource are present. Generally, the retention of these character-defining features enables a resource to effectively convey its history.

For all levels and types of survey, integrity is assessed by:

- The overall presence (or absence) of exterior historic physical form, fenestration, and architectural details, including floor plan, elevation, and materials that can be seen from the public right-of-way.
- Alterations and additions made during the historic period (over 45 years) should be considered historic features of a resource, although these features are not necessarily character-defining.

Alterations and additions may or may not affect the integrity of a resource negatively. In general, modest additions and alterations that have little impact on the historic design of the resource do not significantly affect integrity. For example, consider whether or not replacement siding on a historic house significantly impacts the original character of the resource, taking into consideration that many times new siding is the result of maintenance, health, aesthetic or energy savings concerns during the historic and/or current period. Consider the following questions before making a determination of integrity:

- The extent to which the new material visually approximates the resource's original material, design, and workmanship.
 - e.g. replacement siding made of horizontal aluminum or vinyl siding would have less effect on the visual integrity of a house originally clad in horizontal boards or novelty siding than one built of brick or stone.
- The degree to which other distinctive features or architectural styling are obscured or lost by the application of the new material.
 - e.g. the negative effect of replacement siding is

minimized if features such as window surrounds, wood detailing, barge boards, etc., remain undamaged and visible

- The extent to which the new material is accompanied by other alterations or additions that substantially or cumulatively affect the resource's historic character.

The National Register Bulletin Historic Residential Suburbs explains that resources can have integrity where original siding has been replaced if the new siding:

- Visually imitates the historic materials
- Has been thoughtfully applied without destroying and obscuring significant details
- Is not accompanied by other alterations that substantially or cumulatively affect the resource's historic character.

Evaluating Integrity at the Reconnaissance Level

Survey at the Reconnaissance Level relies only on a preliminary understanding of the survey project area's development history and a brief inspection of a resource's exterior physical features visible from the public right-of-way. Since a RLS does not take into account all areas of significance in which a resource may be potentially significant, assessing the integrity of a resource at the Reconnaissance Level can be challenging. Although evaluating historic integrity is sometimes a subjective judgment, the assessment must always be grounded in an understanding of a resource's physical features and how they may relate to its significance.

To evaluate the integrity of a resource at the Reconnaissance Level, the approximate age of the resource should be established first. This is often determined through a physical examination of the resource's form, fenestration, materials, and decorative features. Next, establish the character-defining features of the resource, including architectural style and, if possible, plan type. Lastly, determine the extent to which these character-defining features remain. The evaluation of a resource's integrity and potential eligibility for the

National Register either individually or as part of a historic district at the Reconnaissance Level should be considered preliminary only.

Evaluating Integrity at the Intensive Level

Assessing the integrity of a resource at the Intensive Level will provide a better understanding of the resource's physical and architectural characteristics overall. Later, this information can be used to help identify how the resource may or may not be historically significant in some way. After completion of an Intensive Level Survey, the evaluation of a resource's integrity should be considered more definitive.

Guide for Assessing Integrity

The "Guide for Assessing Integrity" table (below) can help surveyors in evaluating the integrity of a resource by considering the hierarchy of character-defining features and the degree to which they are original or compatible. The table should only be used as a guide for evaluating integrity, not a checklist. With experience, surveyors learn to make this integrity assessment almost "at a glance" by quickly identifying which features should be considered most important in making evaluations of integrity.

Guide for Assessing Integrity	
Consider the hierarchy (1-4) of the following features and the degree to which they are original or compatible to evaluate the integrity of a resource. See the "Guide for Assessing Integrity" paragraph (above) for more information.	
1) Form	Roof shape
	Additions
	Porches
2) Fenestration	1) Openings
	2) Style
	3) Materials
3) Materials	1) Walls
	2) Gable ends, foundation
	3) Roof
4) Decorative Features	Trim/Molding
	Chimney
	Brackets, etc.

Appendix B: Recording Eligibility Evaluations

For all surveys, surveyors will record the current age and integrity of a resource by selecting from six eligibility evaluation categories:

ES (Eligible/Significant)

Record “ES” when a resource currently is over 45 years old, retains historic physical materials, and/or design and architectural features, and appears to be of a notable architectural style, architect-designed, or if the surveyor knows of a significant event or person associated with the resource.

- Example: A building built in 1950 that has a mostly intact footprint, window openings and design, and siding where an important local civic leader lived.

EC (Eligible/Contributing)

Record “EC” when a resource currently is over 45 years old and retains historic physical materials, and/or design and architectural features.

- Example: A building built in 1950 that has a mostly intact footprint, window openings and design, and siding.

NC (Not Eligible/Non-Contributing)

Record “NC” when a resource currently is over 45 years old and does not retain historic physical materials, and/or design and architectural features. Briefly explain why the resource is evaluated as “NC” in the “Notes/Comments” field in the project database.

- Example: A building built in 1950 that has a large side addition, modified window openings, replaced window sashes, and replaced siding. In “Notes/Comments” note, “Large addition, altered windows and siding.”

NP (Not Eligible/Out-of-Period)

Record “NP” only when a resource currently is not yet 45 years old or older. Resources within 1 to 2 years of the 45-year mark may also be evaluated as “ES,” “EC,” or “NC.”

- Example: A resource built last year.

UN (Undetermined)

Record “UN” only when the integrity of a resource cannot be determined because the resource was not located, was too obscured by vegetation, or was too distant to evaluate from the public right-of-way, etc. Briefly explain why the resource is evaluated as “UN” in the “Notes/Comments” field in the project database.

- Example: A resource located down a long driveway in a wooded area would be evaluated as “UN” if the surveyor cannot view the exterior of the resource from the public right-of-way and does not have permission to access the property. In “Notes/Comments” note, “Resource not visible from public ROW; will need owner permission to access.”

XD (Demolished)

Record “XD” only when a resource is no longer present at the site. If known, briefly explain when the resource was demolished or destroyed in the “Notes/Comments” field in the project database.

- Example: “Demolished in 2011;” or “Destroyed by fire in 2011.”

Appendix C: Using the Oregon Historic Sites Database

Information collected through all survey levels and types is recorded in the Oregon Historic Sites Database (OHSD). When the appropriate survey level and type is selected, surveyors should request a project database from the SHPO. Depending on the project area's size, the project database will contain all records for a single city, county, or multiple counties. For example, if the project area is confined to just one city, the surveyor will receive a project database with property records only for that city. If the project area includes one city and areas outside the city limits, the project database will contain property records for the entire county. If a project area spans county lines, the project database will contain property records for multiple counties.

Project Database Compatibility

The Oregon Historic Sites Database is a Microsoft Access 2003 database and is read and write compatible with Access 2003, Access 2007, and Access 2010 software. See below for a list of known compatibility problems between Access 2003 and newer versions of Access.

Access 2007

- When the project database is opened, a security warning will pop-up with the following notice, "Some active content has been disabled. Click for more details." Users should click on the "Enable Content" button to view and edit the database correctly.

Access 2010

- When the project database is opened, a security warning will pop-up with the following notice, "Some active content has been disabled. Click for more details." Users should click on the "Enable Content" button to view and edit the database correctly.
- In the Search Menu, hide the ribbon at the top of the page to enable the vertical scroll bar.
- Users cannot delete records from groups once a record is assigned a group.

Requesting a Project Database

Surveyors should request a project database no more than 30 days in advance of fieldwork. Instructions for downloading the project database will be sent to surveyors at the time of request.

A project database is extracted from the master Oregon Historic Sites Database and will contain the most up-to-date property records at the time of extraction. Because of this, surveyors should request a project database only when they are ready to begin fieldwork. If a project database is requested too far in advance of fieldwork taking place, the record set in the project database will be out-of-date.

The project database will be extracted and placed on the SHPO's FTP site as a folder that contains two folders for maps and photos and the database file. Surveyors need to ensure that all of these folders and files are kept in the original folder in order for the database to correctly display photos and maps in the database records and reports. The project database folder is structured as:

```
|----Example_DB_Jan11 (folder)
|      |----Location Maps (folder)
|      |----Photos (folder)
|      |----Example_HistSites_Jan11.mdb
```

Returning the Project Database

After survey reporting is complete, upload the project database and all associated folders and files included to the SHPO's FTP site. Instructions for how to upload the project database will be sent to surveyors at the beginning of the project. Supplementary survey materials, such as research materials, historic photographs, etc., can also be uploaded.

Once received, SHPO staff will review the project database for completion. If errors are found, such as incomplete record information, photos labeled or attached incorrectly, etc., the database will be returned to the surveyor for editing and re-submittal. The project database folder should be structured as:

```
|----Example_DB_Jan11 (folder)
|      |----Location Maps (folder)
|      |----Photos (folder)
|      |----Example_HistSites_Jan11.mdb
|      |----Example_Final_Report.pdf
|      |----Example_Other_Docs.pdf
```

Using the Project Database

General Information

- Edit only one copy of the project database.
- Ensure that the project database folder contains two folders called “Location Maps” and “Photos,” and the project database file. Keep these folders and file together.
- **As soon as a record is edited, it is automatically saved.** When editing, users do not need to “save” the project database. Using the File --> “Save” or “Save As...” option in Access 2007 or Access 2010 may inadvertently convert the project database and make it incompatible with SHPO software.
- If using Access 2007 or Access 2010, see the “Project Database Compatibility” section for known compatibility issues.
- All records for resources listed in the National Register of Historic Places must be handled with extra care. Do not change data (except the RLS date) without checking first with SHPO staff.

Create a New Survey Project

- Open the Oregon Historic Sites Database
- Create a new group
- Create a new survey project
- Fill out the Grouping Information Form as completely as possible, including a name for the survey project, type of survey, and acreage surveyed. If the survey is part of a CLG grant, select “HPF” for the “Funding Source” field. If the survey is compliance-driven, fill out the “106 Surveys Only” section as well.
- Include the city, county, or area name, type of survey, and year in the survey group name. Example RLS project group names:
 - Canyon City Downtown RLS 2010
 - Springfield Mohawk Neighborhood RLS 2009

- Example compliance project group names:
 - Clackamas Sunrise Project: I-205 to Rock Creek Junction (Hwy 212/224) 2007
 - Heppner Court St Improvement Project 2007
- View groups by going to Main Menu --> View All Records and Groups --> View All Groups - list view. If a property has been assigned to a group you can view that group’s information by clicking the “View” button in the “survey project name or other group name” field in the property’s full record view.

Print a Walking List

- To print a Walking List, go to the Main Menu --> Print Group Reports/Lists --> Select the survey project group name from the Group Name menu --> click on “RLS Walking List (data entry)”
- To print a blank Walking List, go to the Main Menu --> on the left-hand side print “Walking List (blank).”

Add Existing Records to the Survey Project

- Go to the Main Menu and search for property records that may already exist in the survey project area. Searches can be limited to specific streets, construction dates, etc., but broader searches will yield more matching results. **Do not create duplicate records for one property.**
- Search results are displayed in order by alphabetical city, address number, and street name. Change the display of the search results by clicking on the sort button at the top of each column.
- If a property within the project area already has a record in the database, view the full form for the record. In the “Survey Project Name or Other Group Name” field, select the project group name to associate the record with. One record can be assigned multiple project groups.
- Return to the search results by exiting the record form to add more properties to the project group.
- A project group can be assigned to multiple records at one time by going to Main Menu --> View All Records and Groups --> View All Records - list view. This view shows all the records in the project database organized alphabetically by property name. To view properties in address order, click on the sort

button at the top of the “Address or Location” column. In address order, properties are displayed in address number order first, then street name alphabetically. Click the “add to group” box on the far left column for each desired record, then click on the “Add Chkd to a Group” button at the top of the column, select the project group name from the drop-down menu, and click “OK.” Click “Yes” if other menus pop up that ask for modifications to the database.

- View all the records assigned to a project group and information about the group by going to Main Menu --> View All Records and Groups --> View All Groups - list view.

Create a New Record

- To add a property to the database, create a new record by going to Main Menu --> Create New Records and Groups (Data Entry) --> Create New Resource Record - Full Entry Form. **All records must have the address, city, county, and associated project group information completed.**
- Alternatively, create a new record by clicking on the “Create New Record” button in the record form view. New records are always placed at the end of the record set by default. You can copy information from a field in the last record you were viewing into the same field in a new record by pressing the CTRL and “ (quote/apostrophe) keys at the same time. This is helpful in fields that repeat from one record to another, such as RLS date, city, street name, original use, etc.
- Numbered street names, such as 1st Avenue, 10th Street, 25th Street, etc., must be entered as numbers, NOT spelled out. This allows the streets to be sorted in a numeric rather than alphabetical order.
- Street suffixes such as Avenue, Street, Boulevard, etc., must be entered in the “Suffix” field.
- For resources that do not have an address number (e.g. parks, canal, etc.), enter all address information but a street number.
- For resources that do not have an address at all (e.g. cabin, railroad, forest service road, etc.), enter location information in the “non-addr loc desc” box.
- For a RLS, fill out the “RLS Info” tab, attach a photo in the “Photos” tab, and record the latitude and

longitude in the “Additional Location Info” tab.

- For an ILS, fill out or update the “RLS Info” tab, record the resource description, history, and research sources in the “Intnsv Level Survey Info” tab, attach a photos in the “Photos” tab, attach a site map or drawing in the “Maps/Drawings” tab, and record the latitude and longitude in the “Additional Location Info” tab.
- For compliance-driven surveys, complete the “106 Info” tab.

Add Latitude and Longitude

- Record latitude and longitude coordinates for each record in the “Additional Location Info” tab in the “USGS Location Information” fields.
- Collect latitude/longitude coordinates using the North American Datum of 1983 (NAD83) or World Geodetic System (WGS) WGS84.
- Latitude and longitude should be expressed as Decimal Degrees to at least the fifth decimal place. In Oregon, all latitude is measured in positive values and all longitude is measured in negative values. Example: 45.93009 (latitude); -118.38543 (longitude)
- For a single property, record latitude/longitude coordinates for the center of the primary resource on the property (e.g. a property contains a house and associated garage; since the property will have only one record in the OHSD, record the latitude/longitude for the center of the house).
- For large properties with multiple resources that will have individual records in the OHSD, such as farmstead or military complex, record latitude/longitude coordinates for the center of each resource.
- For linear properties, such as trail, railroad bed, or road, record three or more latitude/longitude coordinates along the resource, such as the beginning, middle, and end of the resource. For compliance-sponsored surveys, record one coordinate at the center of where the resource is being crossed; record two other coordinates at either end of the Area of Potential Effect (APE).

Format and Name Photos

Format all photos as follows:

- 800 x 600 pixels
- 100-200 KB file size
- JPG format (.jpg, .jpeg)

Name all photo files with specific addresses as follows:

- Streetname_Number_Direction_01.jpg
- e.g. 100 Main St. N ---> Main_100_N_01.jpg
- e.g. 10 SE Lone Oak Rd. ---> LoneOak_10_SE_01.jpg
- e.g. 100 W 14th Ave. ---> 14th_100_W_01.jpg
- e.g. 100-150 F St. ---> F_100_150_01.jpg
 - **Do not** leave any spaces in the file name
 - **Do not** include the type of street suffix (e.g. St., Rd., etc.) in the file name
 - Separate number ranges with an underscore

Name all photo file names without specific address numbers (e.g. a park, canal, etc.) as follows:

- Streetname_Direction_ResourceName_01.jpg
- e.g. City Park, S Main ---> Main_S_CityPark_01.jpg
- e.g. Canal, E 3rd St. ---> 3rd_E_Canal_01.jpg
 - **Do not** leave any spaces in the file name
 - **Do not** include the type of street suffix (e.g. St., Rd., etc.) in the file name

Name all photo file names without any specific address information (e.g. cabin, railroad, etc.) as follows:

- ResourceName_01.jpg
- e.g. Cabin, Mt. Hood NF ---> Cabin_01.jpg
- e.g. Rail grade, Lake Co. ---> RailGrade_01.jpg

Format and Name Maps

Format all maps as follows:

- 800 x 600 pixels
- 100-200 KB file size
- JPG format (.jpg, .jpeg)

Name all overall survey map file names as follows:

- Year_Surveyname_maptype

- e.g. 2011_LincolnCityRLS_SurveyMap.jpg
- e.g. 2011_RoseburgILS_USGSMap.jpg

Name site plans, floor plans, etc. for individual resources as follows:

- Streetname_Number_Direction_MapType.jpg
- e.g. LoneOak_1234_SE_siteplan.jpg
- e.g. Main_123_N_floorplan_01.jpg
- Use “01, 02, etc.” if there is more than one of the same type of map

Add Photos and Maps

- Place copies of all photos for the survey project in the “Photos” folder included with the project database. Only images placed in this folder will be “seen” by the database.
- Place copies of all maps for the survey project in the “Location Maps” folder included with the project database. Only images placed in this folder will be “seen” by the database.
- To add a photo or map to a record, click on the “Photos” or “Maps/Drawings” tab in the full record view form. In the “File Name” field, enter the full file name of the photo or map (e.g. Main_100_NE_01.jpg) located in the “Photos” or “Location Maps” folder included with the project database.
- In the “Image Description” or “Map Description” field, enter a short description of the photo (e.g. Front facade; East facade; Site Plan, 1st floor plan, etc.).
- For photos, checkmark the box next to “Set as primary image for printing reports.”
- To add a second photo or map, click the >* button at the bottom of the “Photos” or “Maps” tab.

Delete a Record

- **Do not delete any existing master records!** To see if a record is a pre-existing master record, look in the upper-right hand corner for the “Master ID” and “record ID.” If there is a number next to the “Master ID,” then the record is a pre-existing master record and must not be deleted.
- If a duplicate record or a pre-existing master record has been created by mistake, delete the record that

was recently created (this record will not have a number next to “Master ID” in the upper right-hand corner of the record form).

- To delete a record from the project database, view the form for that record and place a checkmark in the “Flag Record for Deletion” box. Records flagged for deletion will not be included in any reports, but will show up in searches.
- To delete a record from a group, view the form for that record, click in the group name field, and then click on the red X [insert graphic] in the toolbar. The group name will be deleted from the record.

Create a Final Survey Report

- Report the findings of the survey, such as survey boundaries, summary and recommendations, maps and photos in the “Grouping Information Form” by going to Main Menu --> View All Records and Groups --> View All Groups - list view and selecting the appropriate group.
- In the “Grouping Information Form,” enter findings of the survey in the appropriate fields. Surveyors can copy and paste text from other word processing programs directly into the database fields.

View/Print Reports and Lists

- View and print lists by going to Main Menu --> Print Group Reports/Lists. From the “Reports Menu,” select a city, county, or group for the report, and the type of report or list to generate.
- View and print a final report by going to Main Menu --> View All Groups and selecting the appropriate group. In the “Grouping Information Form,” click on “Select/Print Reports” and choose “RLS Cover Sheet.”

Troubleshooting the Project Database

- If the project database gives an error message when in the record form view, make sure that the city and county fields have been filled out. The city and county fields must be filled out first before completing information for the rest of the record.
- If the project database gives an error message when in the Main or Search Menus, or when moving from the Search Menu to the Record Form View, please contact SHPO staff for assistance.

Appendix D: Reconnaissance Level Survey Proposal Checklist

Survey Proposal for Reconnaissance Level Surveys

Complete and submit this proposal to SHPO prior to beginning a survey project.
Instructions for completing the form in *Guidelines for Completing Historic Resource Surveys in Oregon*, p. 7

Project Name:		Date:	
City:		County:	
Survey Type (select one):	☐ Standard RLS ☐ Selective RLS		
Approximate number of resources in project area:			
Reason for Survey:	☐ CLG Project ☐ Compliance Project ☐ Other (briefly describe)		
Survey Sponsor:	Organization:		
	Contact Name:		
	Address:		
	Phone:		
	Email:		
Statement of Project Objectives:			
Boundary Explanation & Justification:			
Project Timeline:			
Personnel & Funding			

To be completed by SHPO staff

SHPO Evaluation of Survey Project

- ☐ Approved
☐ Conditionally Approved
☐ Returned for Corrections

Checklist of Required Items

- ☐ Survey Proposal
☐ Map of proposed survey area

SHPO Staff Signature

Date

Example Completed Survey Proposal

Survey Proposal for Reconnaissance Level Surveys

Complete and submit this proposal to SHPO prior to beginning a survey project.

Project Name:	Canyon City Downtown RLS	Date:	March 1, 2010
City:	Canyon City	County:	Grant
Survey Type (select one):	☒ Standard RLS ☐ Selective RLS		
Approximate number of resources in project area:	20-30		
Reason for Survey:	☐ CLG Project ☐ Compliance Project ☒ Other (briefly describe)		
Survey Sponsor:	Organization:	Oregon SHPO	
	Contact Name:	Cara Kaser, Survey Coordinator	
	Address:	725 Summer St NE, Suite C, Salem, OR 97301	
	Phone:	(503) 986-0784	
	Email:	cara.kaser@state.or.us	
Statement of Project Objectives:	- Provide city officials and citizens of Canyon City a fair and accurate assessment of resources within downtown Canyon City. - Provide the City of Canyon City with baseline historic resource data as a basis for preservation planning and policy within the project area. - Increase to the body of knowledge regarding rural, downtown historic resources in eastern Oregon maintained by the SHPO.		
Boundary Explanation & Justification:	The survey project area is loosely defined by the downtown area of Canyon City defined by portions of the Original Town plat, extending south into a portion of Kelly's Addition. The boundary is irregular in shape and is bounded on the north by the centerline of E. Main Street, on the west by a natural hillside, generally on the south by the centerline of E. Izee Street, and generally on the east by a portion of the centerline of S. Humbolt Street and Canyon Creek.		
Project Timeline:	- April 2010 - survey downtown. - May 2010 - input data into Oregon Historic Sites Database; write final report; presentation of survey to city May 30, 2010 - submit report to SHPO.		
Personnel & Funding	- SHPO staff will perform survey. - No other funding provided.		

To be completed by SHPO staff

SHPO Evaluation of Survey Project

- ☐ Approved
☐ Conditionally Approved
☐ Returned for Corrections

Checklist of Required Items

- ☐ Survey Proposal
☐ Map of proposed survey area

SHPO Staff Signature _____

Date _____

Appendix E: Example Reconnaissance Level Survey Final Report

**Canyon City Downtown
Reconnaissance Level Survey
Canyon City, Grant Co., Oregon
June 2010**

Report prepared by:

Cara Kaser, Architectural Historian, Oregon SHPO

Survey Conducted by:

Chrissy Curran, Assoc. Deputy SHPO, Oregon SHPO
Cara Kaser, Architectural Historian, Oregon SHPO

Statement of Project Objectives

The Canyon City Downtown Reconnaissance Level Survey was achieved through an informal partnership between the Oregon State Historic Preservation Office (SHPO) and the City of Canyon City. Three project objectives were established: 1) to provide city officials and citizens of Canyon City a fair and accurate assessment of resources within portions of the legal subdivisions “Original Town” and “Kelly’s Addition;” 2) to provide the City of Canyon City with baseline historic resource data as a basis for preservation planning and policy within the project area; and 3) to increase to the body of knowledge regarding rural, downtown historic resources in eastern Oregon maintained by the SHPO.

Methodology

The Canyon City Downtown Reconnaissance Level Survey project area was confined to a geographical area loosely defined by the downtown area of Canyon City. East Main Street and Canyon Creek were determined as the northern and eastern boundaries as historic commercial resources largely stop at E. Main Street and Canyon Creek is a natural boundary between the east and west sides of the city. The western boundary was established along a natural hillside that separates downtown for other higher elevation residential areas. The southern boundary was established roughly along E. Izee Street, to include the Grant County Courthouse, and is primarily a boundary between commercial and residential properties. These boundaries encompass portions of the legal subdivisions “Original Town” and “Kelly’s Addition.”

The project was completed using the latest “Guidelines for Conducting Historic Resource Surveys in Oregon” (February 2008) and supplements provided by the Oregon State Historic Preservation Office. Field data collection took place on April 27, 2010, and was later entered into the Oregon Historic Sites Database. The survey was also conducted in compliance with the Secretary of the Interior’s Standards for Preservation Planning.

Boundary Explanation and Justification

The survey project area was loosely defined by the downtown area of Canyon City defined by portions of the Original Town plat, extending south into a portion of Kelly’s Addition. The boundary is irregular in shape and is bounded on the north by the centerline of E. Main Street, on the west by a natural hillside, generally on the south by the centerline of E. Izee Street, and generally on the east by a portion of the centerline of S. Humbolt Street and Canyon Creek (see attached maps). The survey project area covered approximately 6 city blocks and consists of 8.5 acres and 21 resources.

Setting

It is likely that the formation of city plats and lots was largely determined by the terrain of the area, largely defined by steep hillsides and Canyon Creek. Platted street, block, and lot shapes within the Canyon City Downtown area are

aligned general north-south situated between Canyon Creek and a steep hillside. Lots are generally irregular except for those lots situated between Clark and Washington Streets south of E. Main Street which are generally uniform in orientation, width, and depth. Street widths vary with S. Canyon City Boulevard (a.k.a John Day Burns Hwy, US Hwy 395) the widest.

Streetscape and typical landscaping within the majority of the survey area include sidewalks (excluding those resources along S. Canyon City Boulevard), with buildings constructed to lot lines. The City Park is an open landscape with trees, shrubs, and play equipment. The Episcopal Church (135 S. Washington St.) is set-back from the street and bounded by open lawns on either side. Large trees along Canyon Creek bound the west side of S. Canyon City Boulevard, providing a visual break between the largely residential development on the west of the creek and commercial on the east.

Historical Overview

Located in central Grant County, the establishment of Canyon City in 1862 followed the discovery of gold in the fall of 1861 along Canyon Creek. An influx of population precipitated by the discovery of gold reached approximately 1,500 people by 1863 and helped lead to the establishment of Canyon City as the county seat in 1864. The city did not incorporate until 1891. The city remained in important proximity to ore extraction throughout the 19th century. A fire in 1870 destroyed part of town, including the county courthouse, and an 1885 fire wiped out Chinatown, which until that time held the largest Chinese settlement in eastern Oregon, and also destroyed the second county courthouse. On November 11, 1898, another fire destroyed Canyon City's business district and several homes. Then again on April 18, 1937, a third fire broke out in town, starting in the Hotel Canyon, before spreading to the business district and destroying a large part of the city. The county courthouse was again lost to fire in November 1950, and the current courthouse was constructed in 1952. Acclaimed American poet Joaquin Miller (real name Cincinnatus Heine Miller, 1837-1913) lived in Canyon City from 1864-1870, after working as Pony Express rider and miner, and was later elected as the judge of Grant County.

Data Summary

The Canyon City Downtown Reconnaissance Level Survey contains 20 buildings and one site (City Park). Building uses are comprised of 11 commercial/trade, 2 residential, 4 governmental, 1 recreation/culture, 1 religious, 1 social, and 1 landscape. Some of the resources within the survey area have been altered and lack some historic integrity, although a majority of resources retain historic integrity. Of the 21 resources, 11 (52%) are considered eligible/contributing, 3 (14%) are eligible/significant, 3 (14%) are not eligible/non-contributing, and 4 (19%) are not eligible/out-of-period (see attached sheet). The total number of contributing and non-contributing resources is 14 (67%) contributing and 7 (33%) non-contributing. One building, St. Thomas Episcopal Church (135 S. Washington St.) was individually listed in the National Register of Historic Places on November 21, 1974 (NRIS # 74001685).

Resources were built at varying times, and there is no one decade when a majority of resources were constructed. The decade that retains the highest number of extant buildings is between 1900 and 1909 (19%). Most likely due to three devastating fires in Canyon City between 1870 and 1937, there is a mix of building ages and building styles. 25 per cent of the resources date from the period between 1860 and 1899, and the majority of resources (57%) date from the period between 1900 and 1959 (see attached sheet). Combined, 83% of the resources date from the hundred-year period between 1860 and 1959. Non-contributing resources are distributed throughout the survey area, but with concentrations of not eligible/contributing properties located only along S. Washington Street. Not eligible/Out of period resources are mainly also found along S. Washington Street, but with some and incompatible alterations found along S. Canyon City Boulevard (e.g. 235-295 S. Canyon City Boulevard).

It appears that S. Washington Street historically was the main commercial area or "downtown" of Canyon City as the majority of storefronts face onto this street. Beginning during the mid-20th century, newer buildings were built facing, or nearer, S. Canyon City Boulevard, the primary route currently connecting Canyon City and John Day (e.g. 101 and 280 S. Canyon City Blvd). Two resources, the Joaquin Miller Cabin and Greenhorn Jail, located at 121 S. Canyon City Boulevard, were relocated along this main route. In addition, the entrances to both the Woldenberg and Patterson Buildings (235-295 S. Canyon City Blvd) were re-oriented from S. Washington Street to face S. Canyon City Boulevard most likely during the 1960s. The original rear facades of these buildings (but now the primary entrances) were altered in a Neo-Mansard style.

Resources within the survey area are most often 1-story, some with false fronts or parapets, although buildings dating from the mid-20th century are 1- or 2-stories. Common building materials include stone (laid in regular or random courses), poured concrete, and stucco. A notable example of the use of stone within the survey area is the 1938 Fraternal Lodge Building (131 S. Washington St.), a 2-story, random coursed stone building. The Grant County Courthouse (200 S. Canyon City Blvd) built in 1952 uses a combination of stucco and stone. Common window types include multi-lite, metal-sash, single-lite, fixed, wood-sash, and modern vinyl windows.

Common alterations to building materials include replacement of original wood or metal-sash windows with vinyl-sash windows, stucco and synthetic stone applied over original stone-work, painted stone-work, and altered storefront facades. The majority of resources, however, retain historic integrity. A few resources are not eligible due to age only (not yet 50 years old).

Recommendations

Further Reconnaissance Level Survey of other commercial areas within Canyon City along S. Canyon City Boulevard and Washington Street is recommended to identify potentially eligible resources if other commercial areas exist.

Further study through Intensive Level Surveys (ILS) is recommended within the Canyon City Downtown for the following resources:

- Fraternal Lodge Building (131 S. Washington St.) – further study of building’s history and use, and architectural style and construction.
- Joaquin Miller Cabin (121 S. Canyon City Blvd) – further study of building’s history and use by Miller.
- Grant County Courthouse (200 S. Canyon City Blvd) – further study of building’s history, use, and architectural style.
- First National Bank of Canyon City (110 S. Washington St.) – further study of building’s history, use, and architectural style.
- Canyon City Brewery (111 S. Washington St.) – further study of building’s history, use, and architectural style.
- Greenhorn Jail (121 S. Canyon City Blvd) – further study of building’s history, use, and architectural style.
- Grant County Historical Museum (101 S. Canyon City Blvd) – further study of building’s history and use.

The Canyon City Downtown may be potentially eligible for listing as a historic district in the National Register of Historic Places under Criterion A for Community Planning and Development in Canyon City during the late 19th and early 20th centuries. In addition, several resources within the survey area may be individually eligible for the National Register and could be consider for listing as part of a Multiple Property Submission under Criteria A, B, and C for Community Planning and Development, Social History, Literature, Commerce, Politics/Government, and Architecture. With further study, consider listing these resources in the National Register:

- Canyon City Downtown Historic District – potentially eligible under Criterion A for Community Planning and Development, Commerce, Politics/Government, and Social History for association with the development of Canyon City.
- Multiple Property Submission “Historic Resources of Downtown Canyon City”
- Fraternal Lodge Building (131 S. Washington St.) – potentially individually eligible under Criterion A under Social History for association with development of fraternal organizations in Canyon City.
- Joaquin Miller Cabin (121 S. Canyon City Blvd) – potentially individually eligible under Criterion B under Literature for association with poet and essayist Joaquin Miller (real name Cincinnatus Heine Miller). Two residences of Miller’s are already listed in the National Register, one of which, the Joaquin Miller House, is a National Historic Landmark in Oakland, California (see <http://tps.cr.nps.gov/nhl/detail.cfm?ResourceId=111&ResourceType=Building>).
- Grant County Courthouse (200 S. Canyon City Blvd) – potentially individually eligible under Criterion A under Politics/Government for association with the enactment and administration of laws and government in Grant County. The building may also be eligible under Criterion C for Architecture as an example of public building construction during the 1950s in Oregon.
- First National Bank of Canyon City (110 S. Washington St.) – potentially individually eligible under Criterion A for Commerce as an example of an early 20th century bank in Grant County.

Canyon City Brewery (111 S. Washington St.) – potentially individually eligible under Criterion A for Commerce and possibly Entertainment/Recreation as an example of a 19th century brewery/saloon in Canyon City.

The Canyon City Downtown could benefit from a historic preservation education program aimed at restoring historic building materials. This could include education about maintaining and repairing historic masonry and windows and how-to make appropriate alterations to maintain a resource's historic integrity and character. Education could be through public meetings, hands-on workshops, online tools, and publications.

Explore the option of becoming a preservation partner with the SHPO as a Certified Local Government (CLG). Communities that participate as a CLG are eligible to receive yearly grants offered from the National Park Service and administered through the SHPO. Grants can be used for a number of preservation-related projects including the development of educational materials such as interpretive panels, bricks-and-mortar projects for rehabilitation of historic buildings, survey and inventory, and National Register nominations. CLG grants can also be used as other grants passed-through to local community members. For example, a mini-grant program funded through a pass-through CLG grant aimed at downtown facade rehabilitation for the removal of non-compatible siding or for repairing historic masonry or windows could be offered. For more information about the CLG Program, contact CLG Coordinator Kuri Gill, at (503) 986-0685 or kuri.gill@state.or.us, and visit <http://www.oregonheritage.org/OPRD/HCD/SHPO/clg.shtml>.

Bibliography

Allen, Cain. "Kam Wah Chugn, John Day, 1909." Oregon Historic Society Oregon History Project, 2005. http://ohs.org/education/oregonhistory/historical_records/dspDocument.cfm?doc_ID=1C23D5FF-E9E1-D5F1-484DACDF311E5FA7

Blue Mountain Eagle, "Fire Fiend Wipes Out Canyon Business District," April 20, 1937.

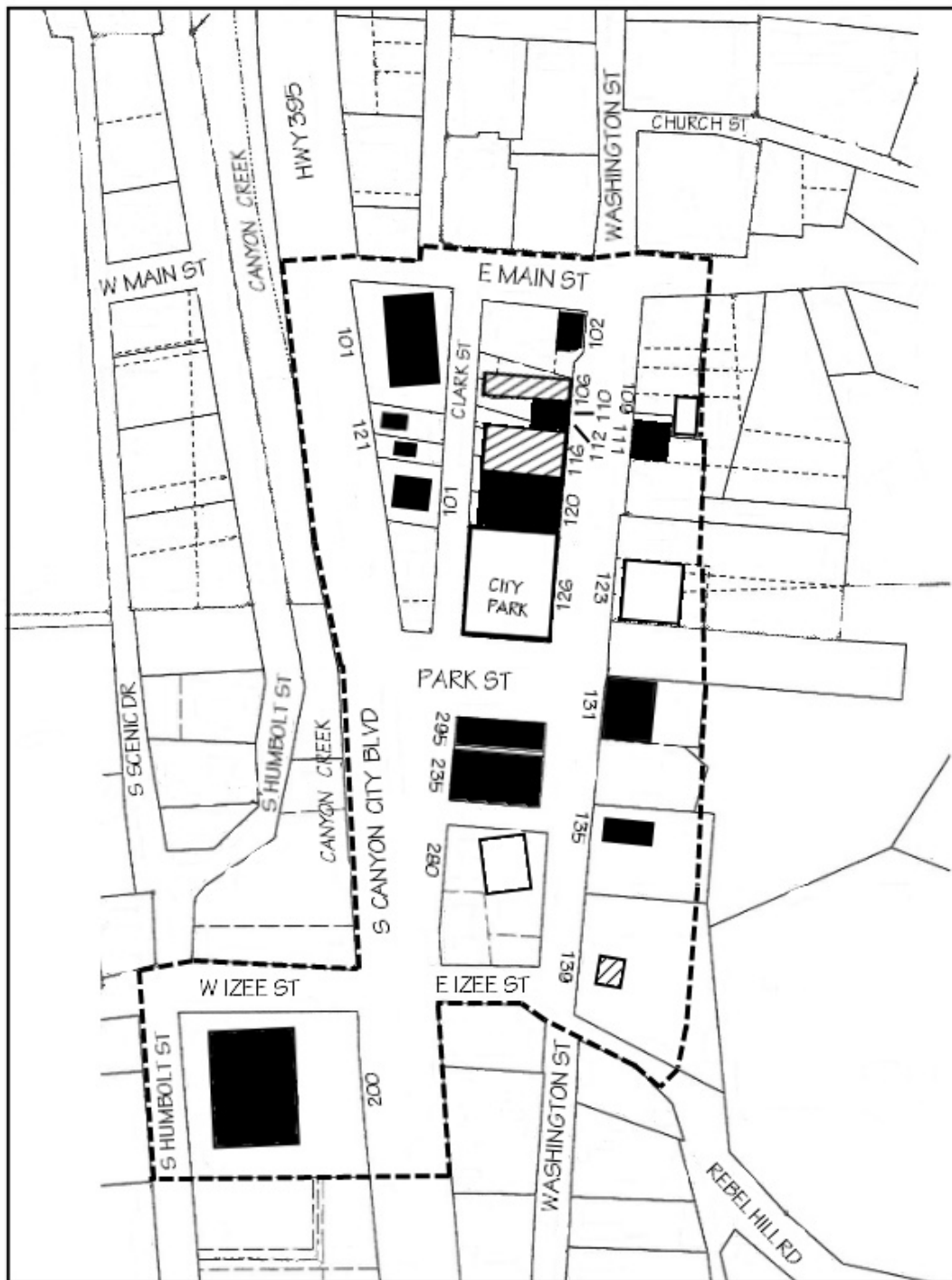
Hicks, Edwin. "History of Canyon City." *Blue Mountain Eagle*, October 14, 1921.

McArthur, Lewis A. *Oregon Geographic Names*. 7th ed. Revised and enlarged by Lewis L. McArthur. Portland: Oregon Historic Society Press, 2003.

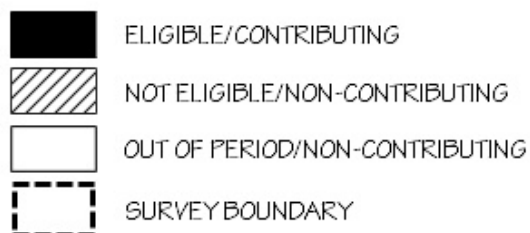
Appendices

- **Survey Map:** Final survey map created from your field map that includes a title, north arrow, date, and key (the map does not need to be to scale). The final map can be created by hand or using mapping software, but should use the same system to record address, resource footprint, and eligibility evaluation as described for the field map.
- **Property List:** Property list with photos of all resources surveyed available from the project database.
- **Statistical Reports:** Statistical report for the survey available from the project database.
- **Other Materials:** Include other materials, such as historic maps, photos, or historical documentation, if desired. Considering adding historic photos especially for those buildings where rehabilitation work is recommended or expected.

Example Survey Map



CANYON CITY RLS MAP
CANYON CITY, GRANT CO, OREGON
APRIL 2010
PREPARED BY CARA KASER, SHPO STAFF



(printout date: 6/11/2010)

Architectural Survey Data for Canyon City Downtown RLS 2010

Oregon State Historic Preservation Office

Page 1 of 3

Address/ Property Name	Ht	Eval/ NR	Yr(s) Built	Materials	Arch Classifs/Styles	Orig. Use/ Plan (Type)	RLS / ILS Dates	Listed Date	
101 S Canyon City Blvd Grant County Historical Museum <i>Olive Museum</i>	1	EC	1953	Concrete Block Vertical Board	Late 20th Century: Other	Museum	4/27/2010		
				<i>Comments: Joaquin Miller Cabin and Greenhorn Jail part of museum grounds</i>					
121 S Canyon City Blvd Greenhorn Jail	1	EC	c.1910	Squared Log	Vernacular	Correctional Institute	4/27/2010		
				<i>Comments: Part of Grant Co. Historical Museum grounds</i>					
121 S Canyon City Blvd Miller, Joaquin, Cabin	2	EC	c.1865	Horizontal Board Vertical Board	Federal	Single Dwelling	4/27/2010		
				<i>Comments: Part of Grant Co. Historical Museum grounds</i>					
200 S Canyon City Blvd Grant County Courthouse	3	ES	1952	Stucco Stone/Other/Undefined	Modern Period: Other	Courthouse	4/27/2010		
				<i>Comments: Located on S Canyon City Blvd across creek</i>					
235 S Canyon City Blvd Waldenberg Building <i>Jody Thompson Portrait Design</i>	1	EC	1938 c.1970	Poured Concrete	Commercial (Type)	COMMERCIAL: General	4/27/2010		
				<i>Comments: Original front facade faces S Washington St; current primary facade faces S Canyon City Blvd with c. 1970 remodel</i>					
280 S Canyon City Blvd <i>Red's Electric Service</i>	1	NP	c.1970	Cast Stone	Late 20th Century: Other	COMMERCIAL: General	4/27/2010		
				<i>Comments: Good example late century modern</i>					
295 S Canyon City Blvd Patterson Building <i>Golden Dragon Chinese Restaurant</i>	1	EC	1938 c.1970	Poured Concrete	Commercial (Type)	COMMERCIAL: General	4/27/2010		
				<i>Comments: Original front facade faces S Washington; current primary facade faces S Canyon City Blvd with c. 1970s remodel</i>					
101 Clark St Post Office	1	EC	c.1950	Stucco	Modern Commercial (Type) Spanish Revival	Post Office	4/27/2010		
102 S Washington St Durkheimer, J, Building	1	EC	c.1885	Stone/Other/Undefined	Commercial (Type)	COMMERCIAL: General	4/27/2010		
				<i>Comments: Now in residential use; some window and entrance alterations</i>					
108 S Washington St <i>Firstary Baptist Church</i>	1	NC	c.1900	Stucco	Commercial (Type)	COMMERCIAL: General	4/27/2010		
				<i>Comments: Altered</i>					

Evaluation Codes: ES=eligible/significant EC=eligible/contributing NC=not eligible/non-contributing NP=not eligible/out of period UN=undetermined/lack of info XD=demolished
 NR Status Codes: NRI=individually listed NHD=listed in Hist Dist NRB=listed individually and w/ Hist Dist NHL=listed as National Hist Landmark NS=listed as part of an NRI

Example Statistical Reports

6/11/2010

Historic Building Report/Counts (All Properties Inventoried)

Page 1 of 2

Evaluation Counts - Canyon City Downtown RLS 2010

Evaluation	Quantity	% of Total
eligible/contributing	11	52%
eligible/significant	3	14%
not eligible/non-contributing	3	14%
not eligible/out of period	4	19%
Total:	21	

Construction Date Decade Counts - Canyon City Downtown RLS 2010

Decade	Quantity	% of Total
1860s	1	5%
1870s	2	10%
1880s	1	5%
1890s	1	5%
1900s	4	19%
1910s	1	5%
1930s	3	14%
1940s	1	5%
1950s	3	14%
1970s	3	14%
1980s	1	5%
Total:	21	

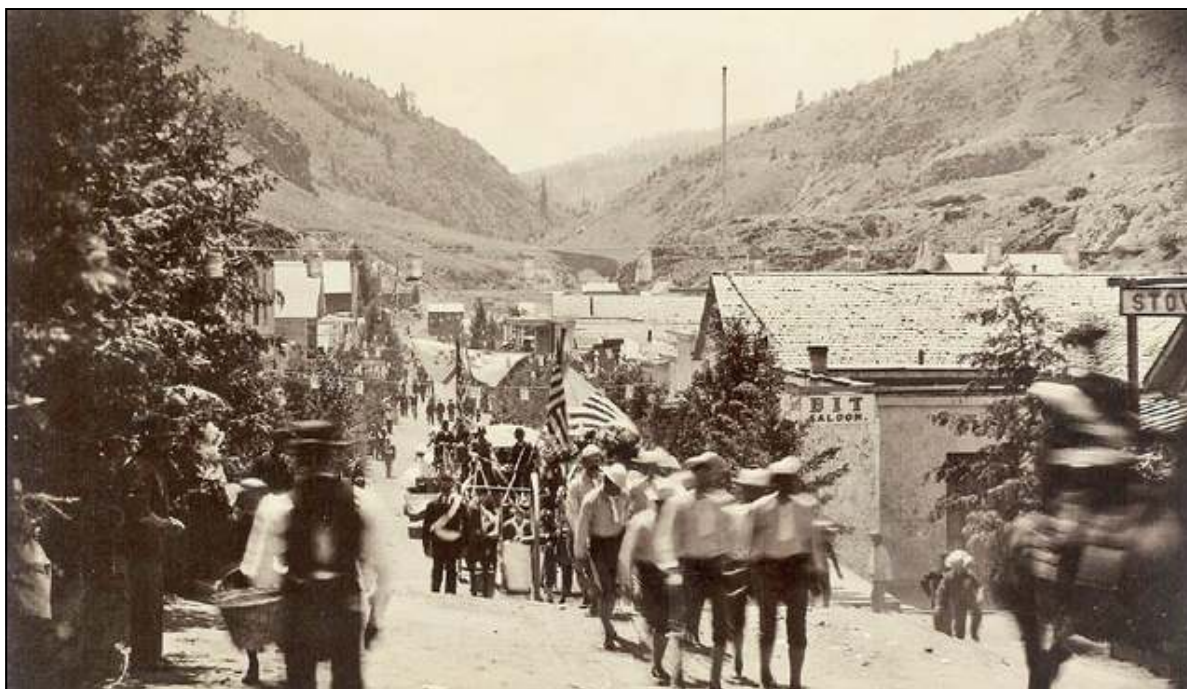
Original Use Counts - Canyon City Downtown RLS 2010

Original Use	Quantity	% of Total
COMMERCE / TRADE	11	52%
DOMESTIC	2	10%
GOVERNMENT	4	19%
LANDSCAPE	1	5%
RECREATION & CULTURE	1	5%
RELIGION	1	5%
SOCIAL	1	5%
Total:	21	

Material Counts - Canyon City Downtown RLS 2010

Materials	Quantity	% of Total
CONCRETE	4	19%
LOG	1	5%
NOT APPLICABLE	1	5%
STONE	8	38%
STUCCO	3	14%
SYNTHETIC SIDING	1	5%
WOOD	3	14%
Total:	21	

Example Other Materials



View of Canyon City downtown, 4th of July parade, July 4, 1885.
Courtesy of Baker County Library.



View of Canyon City downtown, 1900, taken by W. Lindgren.
Courtesy of Umatilla National Forest.

Appendix F: General Guide to Sources

From *National Register Bulletin: Researching a Historic Property*

Material	Sources	Potential Information Yielded
Abstract of Title	- Owner - Office of attorney who did title search - Title company files	- Summary of relevant deeds, mortgages, wills, litigation, tax sales - Names of owners - Dates when property changed hands - Description of legal boundaries
Architectural/ Construction Drawings	- Owner - Architectural or successor firm - Headquarters of organization or firm that built the structure - Recent tax assessor's records - Newspaper references	- Architect/builder - Plans - Materials - Built dates and alterations - General construction information
Architectural Journals	- Specialized fine arts libraries - Original architectural publications	- Architectural articles from historic period - Architectural biographies - Architectural drawings and photographs
Building Permits	- Municipal building inspector - City/county records office - City/county/State archives	- Architect - Existence of architectural drawings - Client - Contractor - Cost and date of work - Alterations
Census/Manuscript Census Records (Population, agricultural, manufacturing)	- State archives - Federal Records Center, Suitland, MD	- Residents of property for years census taken - Property ownership - Acreage, crops, and livestock - Types and locations of manufacturers - Ethnic backgrounds of residents, ages, and education levels
Church Records	- Parish churches - Diocesan offices	- Birth - Death - Baptism - Marriages
City Council or County Minutes, Ordinances, etc.	- City clerk - Clerk of superior court or county courthouse	- Ordinances of resolution affecting a property, subdivision, etc. - Dates - Description
Commercial Histories	- Head offices of companies - Local or regional libraries - Historical societies - Corporate records	Histories of local industries and businesses

Community/County Histories	• Local/regional libraries • Historical societies • Fraternal organizations	• Information about structures, people, and events: pertinent dates, locations, activities, biographical sketches, etc.
Corporate/Business Records (Ledger Books, Advertisements, etc.)	• Corporate/business archives • Specialized libraries • Present corporation/business	• Nature and source of items sold • Economic base of community
Court Documents	• Courthouses • State archives	• Civil and criminal indices: civil and criminal court actions, divorces, property suits, etc. • Voting rolls • Probate records
Deeds	• Clerk of superior court, county courthouse • State archives	• Ownership or title • Property value (noticeable value change can indicate construction, additions, change in neighborhood makeup and in the community)
Directories and Gazetteers	• Local/regional libraries • Historical societies	• City directories: occupants of dwelling by alphabetical listing, addresses, and businesses • Business directories: lists of merchants, addresses, and advertisements • Social directories: names of community's social elite listed alphabetically and by streets; hotel occupants • Gazetteers: information on rural areas, businesses, and towns
Estate Records (Wills, inventories and appraisals, administration of estates, annual returns and sales)	• Office of the judge of probate/ county courthouse/town hall • State archives (prior to 1900) • Private records • Historical societies	• Value, apparent wealth and size of dwelling • Property changes • Ownership changes • Rental information • Sales of land that may never have been recorded by deeds
Family/Personal Papers (Letters, diaries, ledger books, etc., bibles, published family histories)	• Present and past owners • State archives • Descendants • Genealogical libraries and bibliographies • Local/regional libraries • Historical societies • State/Federal archives	• Ownership • Descriptions • Photographs • Architectural Plans • History/events
Genealogical Records	• Historical societies • State and national archives • Local/regional libraries • Biographical publications • Genealogical publications and libraries • "Vanity press" county histories and family histories • Latter-Day Saints, Genealogical Society	• Biographies of individuals • Family histories • Photographs and drawings of home and family members

Homestead Records (for some Western states)	- Federal Records Center, Suitland, MD - Bureau of Land Management, State offices (for patent numbers)	Application indices: When and where buildings and structures were located on homestead, marital status, children, ages, and national origin
Insurance Records	- Owners (past and present) - Insurance company offices (sometimes only main or regional offices)	- Floor plans - Dates of construction - Increases in premiums that may indicate when a change was made to the structure
Interviews and Oral Histories	Current or former owners, occupants, and observers	Personal recollections about property: its original appearance, evolution, and uses.
Land Records	Bureau of Land Management, Washington, DC 20240 (contact for general material and addresses of State offices)	- Information concerning properties and people, dates, locations, events, activities, and biographies associated with them - Former General Land Office (GLO) holdings, including: Homestead patents, mining district and patented claim records, GLO maps and plats
Maps and Plats (Town maps, property plats, private and family maps, land ownership maps, "Bird's Eye View" maps, developer's town layouts, tourist maps, landscaping firm layouts, Sanborn or Baist Insurance maps)	- County courthouse - City hall - Printed books - Local/regional libraries - University/college collections - Surveyor general - Library of Congress - Architect's/landscape architect's firm records	- Location - Boundaries - Uses - Outbuildings
Military Records	- National Archives: Prior to World War I - Federal Resources Center, St. Louis, MO: From World War I	- Pension records, addresses, and status - Various materials, including personal letters, family bibles, and marriage certificates
Newspapers/Sunday Supplements	- Local/regional libraries - State/Federal archives - Historical societies - Newspaper morgues	- Advertisements: names of occupant/owner, address of property, and use of structure - Society pages: gossip columns; articles pertaining to local social events, ceremonies, weddings, births, and meetings - Obituaries: information about owners and architects - Articles about local building efforts, architecture, etc. - Birth, death, and wedding announcements

Photographs and Postcards	• Owners • Historical societies • Local antique shops and flea markets • Local/regional libraries • State archives	• Architectural and landscape features • Alterations • Associated structures • Associated with persons and events
Tax Records	• Judge of probate: city/county courts • Tax assessor • State archives • City/county clerk	• Description of structures • Dates • Evolution of property in relation to city limits or county development • Drawings and plans • Increases in valuation may suggest new improvements or construction

Notes

- Federal (manuscript) census records generally are released to the public seventy-five years after the census is taken. The earliest Federal census available is 1790. Most Federal census records prior to 1880 do not contain house addresses. The regular 1890 census was destroyed by fire. However, some special census schedules are available, including information on surviving Union veterans of the Civil War for certain states. Check the availability of State censuses. More recent and detailed data are available for some states.
- One caution about deed information: when the deed goes back to the 1700s or early 1800s, you cannot automatically assume that the structure you are investigating is the same one referred to in the earliest deed. The original structure may have been destroyed, and you may be investigating a replacement built at a later date.
- City Directories: During the later 1800s and the early 1900s, many cities had directories that listed people at their home addresses, and often included occupational information. These directories--if compiled for your community--should be available in your public library or historical society. Having obtained a list of owners from the deed records, you can try find the people in these city directories. In cases where occupations and titles are given, you can see the rise (or fall) in the fortunes of the past owners by noting the changes in their occupational descriptions from year to year.
- Old maps are important sources of information about the location of a structure and its immediate surroundings at a given date. They are useful for dating buildings and additions. Some city atlases (e.g. Sanborn or Baist) are at a scale to indicate approximate dimensions. They often show the position of utilities, grade levels, types of construction, and the height of buildings. The accuracy of maps varies, and sometimes they depict proposed improvements that were never built, or that were built in a different manner. Even recent maps may contain significant facts about historic properties.

Appendix G: Title Research Form Template

Address: _____
 City: _____
 Historic Address: _____
 Current Owner: _____
 Address: _____

Tax Number: _____
 Legal Description (include acreage): _____

Trans. Type	Trans. Date	Filing Date	Grantor	Grantee	Dollar Amount

Appendix H: Biographic Research Form Template

Complete this form for each of the principal owners/occupants of the building during the historic period (generally up through at least the 1950s) to help write your ownership history of the property for an Intensive Level Survey.

1. Name _____ Sex _____

2. Date of Birth _____ Location _____

3. Date of Death _____ Location _____

4. Parent's Full Names _____

5. Name of Spouse _____

6. Date Married _____ Location _____

7. Date of Spouse's Death _____

8. Children's Full Names _____

9. Occupations/Date _____

10. Religion _____

11. Education _____

12. Affiliations/Organizations _____

13. Civic/Church Positions _____

14. Residences (Addresses and Dates) _____

15. Miscellaneous Information:

Appendix I: Example Full Site Form

Oregon Historic Site Form

Lake Grove Park
3800 Lakeview Blvd
Lake Oswego, Clackamas County

LOCATION AND PROPERTY NAME

address: <u>3800 Lakeview Blvd</u> ☐ apprx. addr.		historic name: <u>Lake Grove Park</u>
<u>Lake Oswego</u> ☐ vcnr <u>Clackamas County</u>	current/ other names: <u>Lake Grove Swim Park</u>	
Optional Information assoc addresses: (former addresses, intersections, etc.)	block nbr: _____ lot nbr: _____ tax lot nbr: <u>1700</u>	
location descr: (remote sites)	township: <u>02S</u> range: <u>01E</u> section: <u>08</u> 1/4: <u>00</u>	
	zip: <u>97035</u>	

PROPERTY CHARACTERISTICS

resource type: <u>Site</u> height (# stories): _____	total # eligible resources: <u>1</u> total # ineligible resources: <u>2</u>
elig. evaluation: <u>eligible/contributing</u>	NR status: _____ (indiv listed only; see Grouping for list dist)
primary constr date: <u>1927</u> (c.) ☒ secondary date: _____ (c.) ☐ (optional-use for major addns)	NR date listed: _____
primary orig use: <u>Park/Plaza</u>	orig use comments: _____
secondary orig use: _____	prim style comments: _____
primary style: _____	sec style comments: _____
secondary style: _____	siding comments: _____
primary siding: _____	architect: _____
secondary siding: _____	builder: _____
plan type: <u>Other/Undefined</u>	
comments/notes: _____	

GROUPINGS / ASSOCIATIONS

survey project name or other grouping name: <u>Lake Oswego Historic Survey and Inventory 2009-2010 2010</u>	<u>Survey & Inventory Project</u>
farmstead/cluster name: _____	external site #: _____ (ID# used in city/agency database)

SHPO INFO FOR THIS PROPERTY

NR date listed: _____

ILS survey date: 4/1/2010

RLS survey date: 2/23/2010

Gen File date: _____

106 Project(s) _____



Lake Grove Swim Park, looking north

Oregon Historic Site Form

Lake Grove Park
3800 Lakeview Blvd
Lake Oswego, Clackamas County

ARCHITECTURAL / PROPERTY DESCRIPTION

(Include expanded description of the building/property, setting, significant landscape features, outbuildings, and alterations)

Exterior Alterations or Additions, Approximate Date: New check-in Building/1992 (old check-in building was removed at this time); Refurbish existing lifeguard office and replace wood with concrete masonry units/1999.

The Lake Grove Swim Park is located on the south side of Lakeview Boulevard on a lot encompassing almost an acre. The park sits on two lots in a residential neighborhood and has nearly 350'0" of Lake Oswego frontage. The lot's grade slopes down from its highest point near Lakeview road to the south where the property edge meets the lake.

The Park's lot is lush with a number of mature trees. The majority of the trees are Douglas Firs, but there are a few Maple trees and large Cedar trees. The park has a perimeter chain link fence surrounding the north (street side), east, and west portions of the lot. On the north side of the lot, the fence rests on a small half-wall constructed of coursed, rough cut stone. A pedestrian sidewalk abuts the wall and a single row of diagonal parking is located between the sidewalk and Lakeview Boulevard.

The entrance to the park is on the east end of the north edge of the lot. There is a stone staircase that matches the half wall running along the park's north edge. The park sits below the grade of the street. The wall extends from the street level approximately 10 feet below grade. The stairs curve slightly as they descend and lead to a large concrete area that leads to the check-in counter. The large concrete pad has a number of smaller walkways that lead towards the water, play areas, and concession stand. The walkways are both gravel and concrete and dead end at the grassy treeless area that abuts the lake.

Just west of the check-in building there is a concrete pad with a basketball hoop. Beyond the basketball area there is a driveway that is used for maintenance of the park. The concession stand is located to the south of the driveway and basketball area. The site has two playgrounds, one is located on the southeast side of the lot and the other is located at the southwest corner. There is also a wading pool and a restroom in the southwest corner of the lot. A large wooden walkway/deck floats in the lake. The walkway creates two rectangular swimming areas.

The check-in/concession building is a concrete block structure with a side gable, standing seam metal roof. There is a counter height opening on the east façade that closes with metal roll over door. There is a door centered on the south façade with two counter height openings, one on each side of the door. There is another entry door on the west façade. It appears this building was constructed in 1992. At that time the old check-in building was removed.

The park's restroom building is constructed of board formed concrete. There is a large door on the north façade and six window openings, all of which have been filled in with concrete. Above the windows there appears to be four rows of newer concrete block. The front gabled roof is clad in a metal, standing seam roof. There are two arched entrances centered on a projection on the south façade. There are three small, pointed arch windows with metal cross bracing on the south façade. These windows, along with the arched openings, give the building a Gothic look. It is unclear when this building was constructed, but it was likely a early addition to the park's landscape.

The southwest corner there is a utility building that is architecturally slightly different from the other buildings on the site. The building has concrete pillars on each corner capped with a metal covering. The entrance doorway has a concrete surround with a pointed arch inset. There was once an entrance door on the south façade, but it has since been filled with concrete block. There are two windows on the east façade, each window is filled with rows of glass blocks. An addition has been added to the building. There are no records that indicate that this building has been replaced by another structure and may be original to the site.

HISTORY

(Chronological, descriptive history of the property from its construction through at least the historic period [preferably to the present])

The Lake Grove Park was designated for use by the residents in Lake Grove School District No. 106 in 1927. The deed that conveyed the property from the Oregon Iron and Steel Company to the Lake Grove School District limited the parks use to residents of the district for the sole purpose of recreation such as swimming and park activities. The boundary for the old Lake Grove school district spans from Interstate-5 on the west, Multnomah County border on the north, the country club, through the lake and south to Westview Road and west to Royce Way, and eventually meeting with the Tualatin River. Any child or parent in this special tax district is allowed to use the swim park when it is open. The park currently has the following amenities: concrete wading pool for kids 7 years and younger, restroom facilities, lifeguards on duty for swimmers in the lake during all operating hours, ping pong, volleyball, tetherball, basketball, and various other activities/equipment.

From 1927 to 1952 the Lake Grove Park was funded through a Lake Grove School District no. 106 tax levy, which allowed them to operate the swim park as part of their school district. In 1953, when the Lake Oswego and the Lake Grove School District's consolidated to form one school district for the entire city. It was concluded that the swim park was not large enough for the entire new district, and opening the park to the residents of the Oswego School District No. 47 would have been in violation of the 1927 deed restriction barring use by anyone but residents of Lake Grove School District No. 47.

The newly combined Lake Oswego School District paid for the swim park with a city wide tax until the 1956-1957 budget year, when it was decided that it was unfair to tax residents who were restricted from using the swim park for its operation and maintenance fees. A board of community members was appointed to develop a new system for funding the Lake Grove Park. They suggested the formation of a park and recreation district, which was defeated by the voters from the old Lake Grove School District No. 106. During the 1957 operating season the park functioned with a donation from the Lake Grove Parent and Teachers Association. In 1958, the school was able to levy a tax on the old residents of Lake Grove School District No. 106 to operate the park. This model has been followed every year since the 1958 tax year.

The Lake Grove swim park, even while undergoing some financial instability, was loved by residents who had access to the parks recreational

Oregon Historic Site Form

Lake Grove Park
3800 Lakeview Blvd
Lake Oswego, Clackamas County

amenities. The Lake Oswego Review reported the 1965 season at the Lake Grove Park, was one of the most successful on record. At the time, there were 1500 resident families who obtained park passes, which was a "record issue." Because of this increased interest the swimming, picnic, and park spaces were used to capacity that year.

The Lake Grove Park maintains a high degree of integrity. It has been serving the Lake Grove School District as the local park since its conception in 1927. The park has been updated over the years, but the park like setting and lake access have remained for more than eighty years.

RESEARCH INFORMATION

(Check all of the basic sources consulted and cite specific important sources)

- | | | | |
|---|--|--|--|
| ☒ Title Records | ☐ Census Records | ☒ Property Tax Records | ☒ Local Histories |
| ☐ Sanborn Maps | ☐ Biographical Sources | ☐ SHPO Files | ☐ Interviews |
| ☐ Obituaries | ☒ Newspapers | ☐ State Archives | ☒ Historic Photographs |
| ☐ City Directories | ☒ Building Permits | ☐ State Library | |

Local Library: Lake Oswego Public Library

University Library: _____

Historical Society: _____

Other Repository: _____

Bibliography: Lake Oswego School District, "Lake Grove Swim Park," http://www.loswego.k12.or.us/community/lg_swimpark.htm. (accessed October 23, 2009).

Lake Oswego Review, Special Magazine: Lake Oswego In Review, "Swimming Limited at Lake Grove Park" July 1977. p. 18

History of the Lake Grove Park, Lake Oswego Public Library Vertical Files: Swim Parks.

Oregon's Crucible of Industry and Development:

Blue Heron Site, Oregon City

Nearly two centuries ago the age of industry arrived on the banks of the lower Willamette River. Ambition, ingenuity, technology, and mechanical know-how changed the landscape and launched the development of what became modern Oregon. The river corridor from Willamette Falls downstream a dozen miles attracted investors, artisans, and laborers. They developed shipyards, sawmills, grist mills, a woolen mill, mines, an iron foundry, and even a mint. These enterprises anchored communities, attracted emigrants, and tested the region's natural resources.

One of the pivotal sites of Oregon industry is on the east side of Willamette Falls. Today its buildings stand empty. While the roar of the falls and the passing sounds of trains and cars are reminders of the importance of this point as a vital transportation corridor, industry has stopped. The eerie emptiness of the buildings, the massive stone foundations of a block-long woolen mill from the era of the American Civil War, and the stretch of the south Main Street without a single pedestrian or vehicle vividly document a turning point in history. Twenty-three acres in the heart of Oregon City await a new beginning.

Opportunity beckons. The Blue Heron site is inextricably linked to Oregon's history. Commerce, industry, politics, cultural events, and a fascinating cast of characters have all played on its stage. The actors include Native Americans, fur trappers, John McLoughlin--the "Father of Oregon," governors, printers and publishers, freighters, ship captains, surveyors, Indian agents, investors, and thousands of workers. At this place weavers for nine decades transformed wool into cloth and blankets, while others turned forest products into lumber, pulp, and paper.

The Setting:

For uncounted millennia the falls of the Willamette was a great Indian fishery and trading center. It was the meeting point for the peoples who lived along the Columbia estuary and in the broad Willamette Valley. The Columbia teemed with fish, especially prized salmon and sturgeon. The valley contained nutritious fields of camas lilies, tarweed seeds, acorns, deer, elk, geese, and ducks. The tribal people etched the granite face of the falls with petroglyphs that look down today on their descendants who yet gather to harvest lampreys ascending the river from the sea.

The site is spectacular. Over millions of years the Willamette River sculpted a corridor through layer upon layer of ancient basalt deposits to flow north into the Columbia. The Willamette is the second longest north-flowing river in the United States, eclipsed only by the San Joaquin in California. The narrow river passage at Oregon City is the gateway to the fertile valley and communities above as well as the connecting link to the downstream commerce of the Columbia and North Pacific Ocean.

Over time the river cut a series of terraces most clearly evident on its east bank: the first is the old business district of Oregon City; the second is mostly residential; and the uppermost is a mix of residential, commercial, and public uses. The geography of the place is inspiring but challenging. Willamette Falls and its cliffs above provide vistas of enchantment as well as waterpower to drive industry. The abrupt changes in elevation along the shore have tested road-builders, investors, and planners who have made the city work in spite of its geography.

Transit around the falls began with a foot trail and canoe portage. Then came a rude trace for livestock and wagons, steamboat landings, a mule-powered portage rail system, a canal and locks, a trolley line, and ultimately modern railroads and paved highways. Prior to the construction of dams and reservoirs upstream, the Willamette unleashed periodic freshets that swept across the river-front terrace, filling buildings and streets with angry flood waters. The river remains a force for reckoning, but it is also a tremendous resource of power and water.

Sidebar quotation:

"At the time of our visit to the falls, the salmon-fishery was at its height I never saw so many fish collected together before; and the Indians are constantly employed in taking them."

Lieutenant Charles Wilkes, Willamette Falls, 1841

Early History

In January, 1814, fur trappers working for the North West Company of Montreal ascended the Willamette River to explore the valley. Alexander Henry, a member of the party, described the arrival and meeting an Indian resident: "We were in utter darkness, drenched, and hungry, until he brought us some dry fuel, five dogs, a little dried salmon, a parcel of smelts, and a few hazelnuts." The next morning a thick mist hung over the river.

"We then went up to the falls, which have a wild, romantic appearance," wrote Henry, "the water rushes over a perpendicular rock in two channels, divided by a narrow, rocky island" This was the first, recorded account of Willamette Falls.

In 1829 Dr. John McLoughlin, chief factor of the Hudson's Bay Company at Fort Vancouver, sent workers to the falls to blast a mill race and construct a sawmill. His plan was to use the power of the river to cut lumber and to establish a fishery to catch and preserve salmon. Prior to the invention of steam-pressure cooking and soldered tin cans, salmon were salted. The Hudson's Bay Company needed building materials for local use and export as well as salmon to feed its hungry workers at Fort Vancouver. By the 1830s the Hudson's Bay Company was building ships and operating stores in San Francisco and Honolulu. In 1840 it gained the contract to supply the Russian American Company in Alaska with foodstuffs from Oregon.

McLoughlin's workmen blasted a millrace with black powder to channel part of the river into wheels to drive the saws in the lumber mill. Using dipnets and employing Indian dipnetters, the men caught migrating salmon, cleaned and salted them, and packed the fish in barrels. Annual runs of smelt and lampreys also came to the base of the falls as did sturgeon.

Methodist missionaries arrived in western Oregon in 1834 and saw the potentials for preaching to a large Indian population working and trading at Willamette Falls. Although the Hudson's Bay Company was well-established at the site, the Methodists in 1840, with McLoughlin's permission, established a mission, store, and church on the Hudson's Bay Company's claim. Their American settlement was soon in direct competition to the British enterprise.

Aware that the territory south of the Columbia River might well become part of the United States, McLoughlin in 1842 laid personal claim to the east bank of the river at Willamette Falls. He hired J. M. Hudspeth to survey Oregon City. The small community was the first formally platted town in the Pacific Northwest.

Oregon City grew rapidly. In the spring of 1842 it had fourteen buildings. By August it had twenty-six as well as a flouring-mill, two sawmills, and retail stores. Each year the town grew as overland emigrants arrived from the Oregon Trail. The emigration of 1843 was about 875; that in 1844 was 1,200; and in 1845 was estimated at over 3,000. Others arrived by sea, having heard favorable reports about the Oregon Country and when, by the Oregon Treaty (1846), the Pacific Northwest became part of the United States.

Visiting Oregon City in the fall of 1845, Joel Palmer found a community with nearly 100 houses, Methodist and Catholic churches, two flouring mills and sawmills. He wrote: "There are four stores, two taverns, one hatter, one tannery, three tailor shops, two cabinetmakers, two silversmiths, one cooper, two blacksmiths, one physician, three lawyers, one printing office . . ." He also found a brickyard, carpenters, and masons "in constant employment, at good wages, in and about this village." Palmer estimated the population at 600 in addition to the Indians who lived and fished at the falls.

Sidebar quotation:

"Friday, October 27. Arrived at Oregon City at the falls of the Willamette. Saturday, October 28. Went to work." James Nesmith, Diary, 1843

Magnetism of Oregon City

Land drove western migration. The prospect of free or cheap land fired the imagination of tens of thousands. Many realized their dreams when Congress passed the Oregon Donation Land Act (1850) and the Homestead Act (1862). Settlers arriving in Oregon by 1850—men and married women—qualified for a square mile per couple for free. The amount then dropped to 160 acres per person but drew more thousands more until its expiration in 1855. The Homestead Act continued to lure settlers, especially the foreign-born, to establish stump farms in Oregon's forests when the valley floor lands were all taken.

Oregon City became the location for filing land claims with the Provisional Government and, after 1850, at the General Land Office. The land office staff processed thousands of claims for donation lands, homesteads, cash purchases, and veteran's bounty grants. The Surveyor-General of Oregon rented offices from McLoughlin in Oregon City and contracted survey teams to mount the subdivisions of the townships between Canada and California and the Snake River and the Pacific.

Starting in 1845 Oregon City served as the capital of the Provisional Government and continued as capital for the territorial government until 1851. Governors George Abernethy, Joseph Lane, and John Gaines had their offices in the town and the Legislative Assembly and Supreme Court met there.

Oregon experienced an economic boom following the California gold rush. Farmers had a brisk market for their products. Part-time miners returned from the diggings with leather pouches filled with dust and nuggets. In 1849 the Oregon Exchange Company at 5th and Water streets began minting \$5 and \$10 gold pieces. Notable for its beaver imprint, these coins met a great need for circulating money until federal currency became more plentiful.

Pioneers hungered for news "from the States." Oregon City had a post office with mail for new emigrants as well as settlers who had fanned out to farms and other communities. The territory's first newspaper, the *Oregon Spectator*, began publication in 1846 on south Main Street. Its columns advertised goods, services, names of those with mail, accounts of Indians, federal government appropriations, and the actions of the legislature. Its job press issued handbills, almanacs, notices for missing horses, calling cards, public celebrations, and postings for fraternal lodges.

During the administration of Joseph Lane, Anson Dart, and Absalom Hedges, Oregon City was the headquarters for the Oregon Superintendency of Indian Affairs. Federal dollars to pay treaty annuities, purchase flour, clothing, and tools for the tribes and the new reservations passed through the offices of the Indian Department and often into the accounts of the city's merchants, freighters, and steamboat owners.

Peter Hatch, a former missionary in Hawaii, improved Oregon City's connections with the Willamette Valley. He raised \$20,000 and by 1850 blasted a road at the foot of the bluffs from Main Street to the shipyards and warehouses in Canemah. A plank sidewalk ran parallel next to the river. Passengers on sternwheelers walked back and forth around the falls on this board walk, while freighters hauled farm products and manufactured goods over the wagon road.

The People's Transportation Company, founded in 1853 by Captain Joseph Kellogg, built a breakwater at the east side of the falls to create a holding and turning basin for the upriver steamboats which pulled in, tied up, and transferred their cargoes headed downstream or took on commodities and passengers to carry up the Willamette. These improvements dramatically facilitated the flow of commerce through Oregon City.

In 1853 the editor of the *Oregon Spectator* touted Oregon City as the "Manchester of the Western Coast" and the "New York of the Willamette Valley." Six steamboats plied the river above the falls. "There is ten times the amount of business done here now, to that done twelve months ago," he bragged. Dr. McLoughlin had completed construction of two buildings on Main Street—both occupied, while nearby stood Abernethy's brick store and

Smith's foundry and machine shop. "All things must have a beginning," wrote the editor, "and as nature has marked this spot as one in a thousand, it becomes our people to turn these advantages to account."

Sidebar quotation:

"All is commotion here. Gov. Lane, from Indiana, arriv'd in town the first of this month, bringing the new government with him in his pocket up the Willamet river in a skiff, over the Clackamas rapids."

Riley Root, Oregon City, March 8, 1849

Hum of Industry

Oregon City's strategic location made it a natural site for industrial development. The Willamette River offered relatively cheap and efficient transportation, abundant fresh water, and the power generated by the drop over the falls. The calculus of these energies drove industrialization.

From the initial investment of the 1830s, Oregon City became known for production of forest products: dimensional lumber, beams, molding and trim, and box material. It was also a logical point for grinding grains to produce flour and meal for human and animal consumption. Its industrial base started with sawmills and flouring mills and diversified over time.

In 1862 the Oregon City Woolen Manufacturing Company purchased lots on Main Street and water rights from the McLoughlin family and for a second mill race from the Abernethy Island Company. The woolen company completed its four-story brick structure in 1864 and doubled it the following year to become the largest industrial plant on the West Coast. The factory had ten sets of carding machinery for weaving products from wool purchased in the nearby valley. The mill burned in 1872 at an estimated capital loss of \$250,000, was immediately rebuilt, and was back in operation by the summer of 1873. Its 100 workers produced flannels, blankets, and cassimeres for decades.

In the twentieth century the Oregon City woolen mill marketed its products under the slogan "Woven Where the Wool is Grown." It added garment lines for both men's and women's clothing as well as new types of fabrics at several of its retail stores across the United States. The Jacobs family owned and operated the mills from the Civil War to the Great Depression. In 1954 the heirs sold the woolen mill to Publisher's Paper.

In 1866 the Pioneer Paper Manufacturing Company began making paper. It used two Loeffel wheels and water power to transform rags and straw into paper. The firm failed in 1867. In 1889 the Willamette Falls Pulp and Paper Company began production of twenty tons of pulp per day and shipped its product to California. It commenced paper production in 1890, the same year that a disastrous flood devastated major parts of the Crown mill on the west bank. Within a few years, however, both mills were running to capacity.

In 1908 Willard P. Hawley left Crown Paper and turned to the east bank of the river. He purchased property along the south end of Main Street where he established Hawley Pulp and Paper. He leased Station A, the electrical plant at the falls, acquired the old flour mill and its water rights, and by 1909 used the sulphite process to manufacture paper. To develop the site he gave the McLoughlin House to a non-profit organization who moved it in 1909 to the second terrace in the city. The program was Oregon's first historic preservation program. In 1941 Congress designated the house a National Historic Site and in 2003 it became part of the Fort Vancouver National Historic Site.

Hawley Pulp and Paper Company defined the east bank of the river at the falls for the twentieth century. Labor disputes arose during World War I and disrupted production on both sides of the river. The tensions erupted into street fighting on June 22, 1918. Management broke the unions. The hundreds of workers did not reorganize until 1937. The Hawley heirs sold the plant in 1948. The Times-Mirror Corporation eventually bought out the multiple interests by 1950 to create Publishers Paper, a wholly-owned subsidiary. The mill concentrated on production of newsprint for its parent company and the *Los Angeles Times* which grew by the 1960s to have more than one million subscribers.

The sulphite process used for pulping led to chemical discharges into the Willamette River. Journalist Tom McCall, later governor of Oregon, grasped the problem and documented it in "Pollution in Paradise," an expose of environmental problems throughout Oregon. In 1972 the mill won a well-earned "Cleaning Up Pollution" award from Governor McCall.

Jefferson Smurfit Corporation purchased the mill in 1986 and sold it to its workers in 2000. They and investors created Blue Heron Paper Company. Because of commitments to the environment and shortages in wood fiber, Blue Heron concentrated on processing waste paper. It produced newsprint, bags, towels, high brights, and specialty papers. The company faced stiff competition from China for used paper and also shortages of wood fiber. Blue Heron filed for Chapter 11 in 2009 and closed

on February 23, 2011, ending 125 years of continuous paper mill use of the site.

Sidebar quotation:

“There cannot be a better situation for a factory village than on the east side of the river, a dry, wide-spread level extends some distance, and the shores form natural wharves for shipping.”

Samuel Parker, June 14, 1837

An Electrifying Moment

One of the most notable events at Willamette Falls was harnessing the great power of the river. In 1888 the Oregon City Electric Company, founded by Edward L. Eastham, installed a turbine on the west bank of the river and began transmitting electricity on wires atop the bridge on November 1, 1888, to illuminate Oregon City stores, streets, and houses. Eastham, Parker Morey, and other investors then created Willamette Falls Electric Company (later Portland General Electric) to build Station A on Abernathy Island.

Workmen installed generators on its second floor connected by belts to wheels where water turned the machinery to produce an electrical current. In spite of skeptics, the company laid thirteen miles of wire along the west bank of the river to Portland and on June 3, 1889, began generating electricity. The project was the first transmission of long-distance direct current in the United States. The direct current illuminated city streets and, within a year, provided power for street cars on Macadam Avenue and to Albina on the east side of the Willamette. Station B on the west bank began operating in 1895; station A closed in 1897.

The age of electricity unleashed potent forces at Oregon City and across the nation. American industry began an inexorable shift from steam to electrical engines. There was a great quickening of manufacturing and a dramatic improvement in working and living conditions with electrical lighting. Henry Adams grasped that amazing power when he viewed the hulking dynamo lighting the Paris Exposition of 1900. He penned his memorable “Prayer to the Dynamo” and likened its force to that unleashed by Christianity over medieval Europe.

The quest for electricity changed the face of the falls. Workmen in 1889 constructed wood cribbing around the top of the cataract to raise the water level. In 1904 T. W. Sullivan, an engineer, designed a concrete rim

poured in 1906 and 1907 to raise the falls to 52 feet above sea level. Station B, renamed the Sullivan plant in 1953, operates today. It is the oldest hydro electrical facility west of the Mississippi and the third oldest in the United States. With upgrades the plant produces power for 754,000 customers for Portland General Electric.

Sidebar quotation:

"The Sullivan plant became eligible for the National Register of Historic Places in 2002 because of its role in the industrialization of Oregon. It is also an original inductee into the Hydropower Hall of Fame."

Portland General Electric, "Sullivan Plant History"

The Opportunity

The Blue Heron site is unlike any other location in the Pacific Northwest. It is the meeting point of river and valley, past and present, emptiness and potential. The assets of the property are remarkable. They include fifteen structures identified as eligible for the National Register of Historic Places and more than 2,000,000 square feet of space in substantial industrial buildings. The site affords vistas of Willamette Falls, the Willamette River, industrial operations of immense complexity on the west bank, and close-up encounters with nature in the heart of the city.

The Blue Heron site is steeped in history that flows from the pioneer epoch to the modern environmental movement. It has witnessed Native American residency, trade, and fishing; investment and presence of the McLoughlin family; the seat of provisional, territorial and county government offices; publication of the West Coast's first newspaper; a mint to coin gold; sweated labor of thousands in manufacturing plants; an amazing array of transportation facilities; and the marvels of quick, efficient hydroelectricity.

The Blue Heron site has the alluring prospect of turning Oregon City's face to the river, its most enduring and attractive asset. This is a moment of opportunity to depart from 160 years of rough-handed industrial uses. As past generations brought their inventiveness and hard work to this site, the challenge is for the present generation to find new uses for the land and its vistas that honor the natural beauty and power of this singular resource.

Additional floating quotation options:

- "This Willamette river, right before our window, has probably raised 35 feet." Rev. George H. Gary, Oregon City, 1843
- "It was his custom to stride up and down the street ringing a cowbell to call his customers to dinner."

Description of Sidney W. Moss, proprietor, 'Main Street House,' Oregon City, 1840s

- "There is a great call for mechanics of different kinds, (viz) Cabinet, Chair, Sadling, coopering, shoemaking, fanmaking, thrashing, tanner, brickmaking & laying, hatting, wheelmakeing, housejoiner & Millright these are all in good demand" Rachel Fisher, Oregon City, March 13, 1848
- "The first public mail arriv'd in Oregon city, from the U. States, by the mail steamer of San Francisco, to-day." Riley Root, Oregon City, April 7, 1849
- "The population is a mixed multitude; Sandwich Islanders, Indians of several tribes, Mexicans, and Spaniards. Here are the greatest mill privileges I ever saw; the whole body of the river pours over the falls at a hundred places." William Watson, Oregon City, September 13, 1849
- "The ladder has an ascent of one foot in twelve. The cut in the rock at the lower end is about twenty-five feet in depth." Willamette Falls fish ladder, *Morning Oregonian*, September 30, 1885
- "The Falls of the Wallamet constitute the great water-power of the State. The favorite term for Oregon City is, 'The Lowell of the Pacific Coast" Frances Fuller Victor, *Atlantis Arisen* (1891)
- "Station A of Portland General Electric Company, located on the east bank of the river, was erected in 1889 by the Willamette Falls Electric Company. This was the first plant erected at the site of the falls for the transmission of electricity to Portland" "Transmitted Power: The Great Electrical Plant at Oregon City," *The Morning Oregonian*, January 1, 1895
- "The failure of the unions to keep the plants idle has given the companies confidence and under no circumstances will the union leaders and agitators be permitted to return to work." *Morning Enterprise* (Oregon City), November 20, 1917

- “Heads were cracked, noses broken, and blood flowed, and the men who ‘went out and lost out’ probably got the worst of the encounter, if the popular decision counts. The mill employees claimed the victory.” *Morning Enterprise* (Oregon City), January 2, 1918
- “The mill workers met the affray in massed formation which they held until the fighting became too general It was obvious the mill workers knew something was to happen for they marched into combat in regular order.” *Morning Enterprise* (Oregon City), January 2, 1918
- “Our waste paper supplies have told us to either meet the market price or they will not deliver. This has left the Company with no other choice other than to curtail operations and announce the closure.” Mike Siebers, President, Blue Heron Paper Company, February 23, 2011
- “The first Oregon legislature heard the gavel drop in a humble building in Oregon City. Here started the first Protestant church, the first Masonic lodge and the first newspaper west of the Missouri river, the first and only Chinese Masonic lodge. Oregon City was the first incorporated town west of the Rocky Mountains.” William D. Welsh, *A Brief History of Oregon City and West Linn* (1941)

Historical Activities Within the Blue Heron Site:

1. Native American fishery and petroglyphs
2. Hudson’s Bay Company fishery, salting plant, sawmill, flouring mill
3. McLoughlin’s Oregon City townsite with sawmill, flouring mill, and stores
4. Steamboat landing at upper end of falls for Willamette Valley destinations
5. Steamboat landing at lower end of falls for lower Willamette and Columbia River destinations
6. Portage path, road, tramway and route of Oregon & California Railroad
7. Original site in 1843 of Methodist Church, first protestant building west of the Rockies
8. Main Street House, first hotel in the Pacific Northwest
9. Editorial office and plant in 1846 of *Oregon Spectator* and job printery, first newspaper in Pacific Northwest

10. Original site in 1848 of Dr. John and Eloise McLoughlin's home
11. Meeting site of the provisional and territorial Legislative Assembly, 1845-51
12. Location in 1849 of the mint of the Oregon Exchange Company
13. Location of Oregon City Woolen Mill, 1864
14. Location in 1889 of Station A, Willamette Falls Electrical Company
15. Location of Hawley Pulp & Paper Company and its successors: Publishers Paper, Jefferson Smurfit Company, and Blue Heron Paper Company

Overview researched and written by Stephen Dow Beckham, 1389 SW Hood View Lane, Lake Oswego, OR., 97034. beckham@lclark.edu



HISTORIC

Although evaluated as Non-historic in 2003, interior inspection of this building documents it as an early wood-frame volume the likely dates to the early 20th century, perhaps an element of the Woolen Mill operation. While some interior structural character remains, the exterior has been completely modified, obscuring its original design and limiting its historic integrity. In its entirety, or just through salvaged materials, portions of the Carpenter Shop could support the a Mill O rehabilitation scenario however the Carpenter Shop is not considered sufficiently intact to qualify as historic. It's location adds to the complexity of the site, however its lack of visual integrity on the exterior does not support or reflect its historic character.

STRUCTURAL

The carpenter shop is located immediately adjacent to the Mill O building. It is one story above grade and one story below grade. The framing consists of heavy timber wood columns, wood beams, and wood "car decking." The ground floor slab is concrete which was likely poured over the original wood floor. The exterior of the building is clad with metal siding.

The building appears to be in fair condition, although some of the wood framing showed signs of deterioration. We would recommend a more detailed evaluation to determine the gravity load adequacy of the building. The structure does not have a recognized lateral force resisting system and would not be able to resist code required seismic forces.

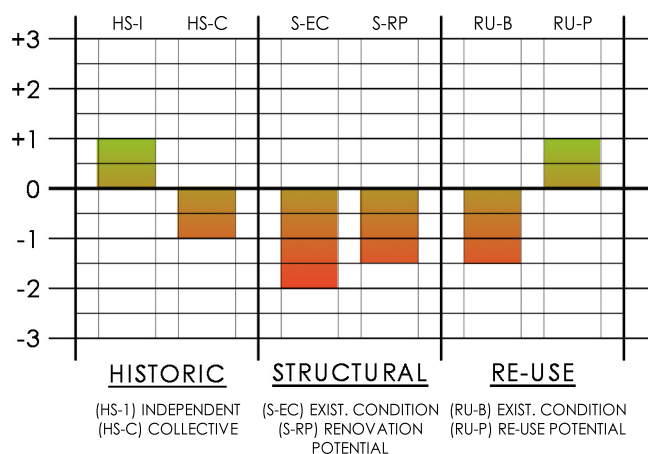
BUILDING INFORMATION

Date built: pre-1911
 Area: 6,800 SF Footprint
 Stories: 1
 Historic: Non-contributing

RE-USE

While the interior of this building is in fair condition, the modified exterior would have to be completely replaced to reuse this building in any meaningful way. Removing the building shell, but retaining the wood structure, open to the elements, could create a large pergola that could add to the historic character of the site.

BUILDING RATING



LOCATION MAP

RECOVERY BOILER AND BOILER PLANT

**HISTORIC**

Built in 1955-56, this structure is essentially a Transite-clad steel framework to protect multiple cast-iron boilers. The building or cladding is not historic and has little architectural value however the multiple projecting vertical elements (stacks) provide some visual interest that supports the industrial history of the site. Retention of some portion of these vertical elements, if possible, benefit the overall character of the site.

STRUCTURAL

The focus of the evaluation for the boiler buildings was to study the structure below Main Street level and the foundations to assess the ability of this part of the existing structure to carry future loads if the structure above was removed.

The buildings housing the boilers are steel framed structures with corrugated siding. The foundations below Main Street level were a combination of steel columns and concrete piers supported on conventional concrete footings that bear directly on rock. The structures appear to share foundations for the pipe chase at the west side.

In general, the foundations appeared to be in good condition, with only minor corrosion or other deterioration noted. The foundation structure appeared quite robust and capable of supporting significant gravity loads. It is likely that the foundations could support a new low to mid rise building if the boiler buildings were removed. It should be noted that the foundation structure did not contain a lateral force resisting system and some level of retrofit work would be required to provide a system that could transmit lateral forces down to the rock layer.

BUILDING INFORMATION

Date built: 1950s
Area: 11,200 SF footprint
Historic: Non-contributing

RE-USE

These two structures have very little reuse potential and would be very difficult to renovate in order to inhabit.

BUILDING RATING

	HS-I	HS-C	S-EC	S-RP	RU-B	RU-P
+3						
+2						
+1						
0			N/A		N/A	
-1						
-2						
-3						
	HISTORIC		STRUCTURAL		RE-USE	
	(HS-I) INDEPENDENT (HS-C) COLLECTIVE		(S-EC) EXIST. CONDITION (S-RP) RENOVATION POTENTIAL		(RU-B) EXIST. CONDITION (RU-P) RE-USE POTENTIAL	

**LOCATION MAP**



HISTORIC

The southern portion of this building is known as the sulfite plant and was probably built about 1916, making it one of the earliest paper-related structures on the site. Significantly modified in the 1950s, the shell is now essentially a Transite-clad framework with limited exterior character. Although a historic resource with strong association to the Hawley Company and the paper-making/industrial history of the site, this portion of the Mill C complex has little remaining integrity to its historic character or design.

STRUCTURAL

The sulphite plant is a tall steel structure that primarily houses large storage tanks. The framing consists of steel columns, steel beams, and concrete floors. The majority of the interior of the structure is open and consists of tanks, catwalks, and other working platforms. The building is clad in corrugated siding.

The structure appeared to be in fair condition with some areas of corrosion and deterioration. It appears that significant renovation work would be required to convert the structure to a different use.

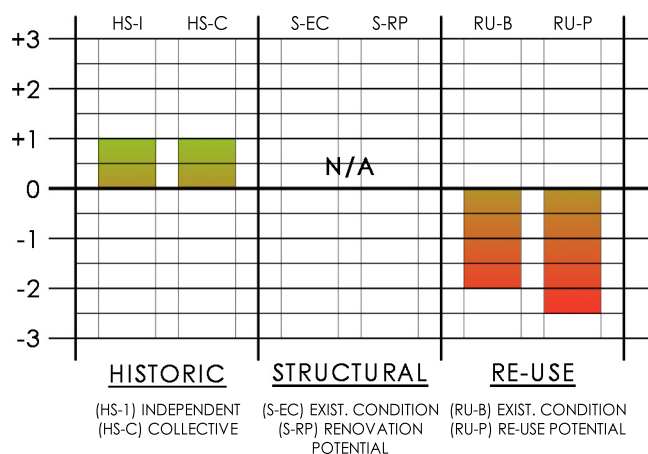
RE-USE

These two structures (39 & 40) are in very poor condition and lack any resemblance of what could be considered a building, as they are a large open steel frame clad with transite panels. Although an interesting part of the 'industrial' story of this site, to reuse these as anything other than a large enclosed open space would be very complex.

BUILDING INFORMATION

Date built: 1890; 1910
Historic: Contributing

BUILDING RATING



LOCATION MAP

17.35 Willamette Falls Downtown District

17.35.010 Designated.

The Willamette Falls Downtown (WFD) district applies to the historic Willamette Falls site, bordered by 99E to the north and east, and the Willamette River to the west and south. This area was formerly an industrial site occupied by the Blue Heron Paper Mill and is the location of Oregon City's founding. A mix of open space, retail, high-density residential, office, and compatible light industrial uses are encouraged in this district, with retail, service, and light industrial uses on the ground floor and office and residential uses on upper floors. Allowed uses in the District will encourage pedestrian and transit activity. This district includes a Downtown Design overlay for the historic downtown area. Design guidelines for this sub-district require storefront façades along designated public streets featuring amenities to enhance the active and attractive pedestrian environment.

17.35.020 Permitted uses.

Permitted uses in the WFD district are defined as:

- A. Retail trade, including grocery, hardware and gift shops, bakeries, delicatessens, florists, pharmacies, and specialty stores provided the maximum footprint of a freestanding building with a single store does not exceed 40,000 square feet (a freestanding building over 40,000 square feet is allowed as long as the building contains multiple tenant spaces or uses);
- B. Industrial uses limited to the design, light manufacturing, processing, assembly, packaging, fabrication and treatment of products made from previously prepared or semi-finished materials, and not to exceed 60,000 square feet;
- C. Research and development activities;
- D. Offices, including finance, insurance, real estate, software, engineering, design, and government;
- E. Restaurants, eating and drinking establishments without a drive through, and mobile food carts;
- F. Parks, playgrounds, outdoor entertainment space, and community or neighborhood centers;
- G. Museums, libraries, and interpretive/education facilities;
- H. Outdoor markets, such as produce stands, craft markets and farmers markets;
- I. Indoor entertainment centers and arcades;
- J. Studios and galleries, including dance, art, film and film production, photography, and music;
- K. Hotel and motel, commercial lodging;

- L. Conference facilities and meeting rooms;
- M. Public and/or private educational or training facilities;
- N. Child care centers and/or nursery schools;
- O. Health and fitness clubs;
- P. Medical and dental clinics, outpatient; infirmary services;
- Q. Repair shops, except automotive or heavy equipment repair;
- R. Residential units – multi-family;
- S. Services, including personal, professional, educational and financial services; laundry and dry-cleaning;
- T. Seasonal sales, subject to Oregon City Municipal Code Section 17.54.060;
- U. Utilities: Basic and linear facilities, such as water, sewer, power, telephone, cable, electrical and natural gas lines, not including major facilities such as sewage and water treatment plants, pump stations, water tanks, telephone exchanges and cell towers.
- V. Veterinary clinics or pet hospitals, pet day care.
- W. Home occupations;
- X. Religious institutions;
- Y. Live/work units;
- Z. Water-dependent uses, such as boat docks.
- AA. Passenger terminals (water, auto, bus, train).
- BB. Existing parking and loading areas, as an interim use, to support open space/recreational uses.

17.35.030 Conditional uses.

The following uses are permitted in this district when authorized and in accordance with the process and standards contained in Chapter 17.56.

- A. Emergency services;
- B. Hospitals;
- C. Assisted living facilities; nursing homes, residential care facilities and group homes for over fifteen patients;
- D. Parking structures and lots not in conjunction with a primary use;
- E. Retail trade, including grocery, hardware and gift shops, bakeries, delicatessens, florists, pharmacies and specialty stores in a freestanding building with a single store exceeding 40,000 square feet;
- F. Public facilities such as sewage and water treatment plants, water towers and recycling and resource recovery centers;

G. Industrial uses limited to the design, light manufacturing, processing, assembly, packaging, fabrication and treatment of products made from previously prepared or semi-finished materials, that exceed 60,000 square feet;

F.H.

G. Public utilities and services such as pump stations and sub-stations;

H.I. Stadiums and arenas;

17.35.050 Temporary uses.

Temporary activities are short term or seasonal nature and do not fundamentally change the site. Examples of temporary activities include: movie and TV filming, construction and film staging, and general warehousing. Temporary activities are not considered primary or accessory uses and require a temporary use permit be obtained from the city. The city has a right to deny or condition any temporary use permit if it feels the proposal conflicts with the purpose of the district or to ensure that health and safety requirements are met. Temporary use permits are processed as a Type II Land Use action.

The following uses are may be allowed in the district on a temporary basis, subject to permit approval.

A. Outdoor storage or warehousing not accessory to a use allowed in 17.35.020 or 030.

B. Movie and television filming. On-site filming and activities accessory to on-site filming that exceed two weeks on the site are allowed with a city temporary use permit. Activities accessory to on-site filming may be allowed on site, and include administrative functions such as payroll and scheduling, and the use of campers, truck trailers, or catering/craft services. Accessory activities do not include otherwise long-term uses such as marketing, distribution, editing facilities, or other activities that require construction of new buildings or create new habitable space. Uses permitted in the district and not part of the temporary use permit shall meet the development standards of the district.

General Regulations for temporary uses.

A. The temporary use permit is good for one year and can be renewed for a total of three years.

B. Temporary activities that exceed time limits in the city permit are subject to the applicable use and development standards of the district.

C. These regulations do not exempt the operator from any other required permits such as sanitation permits, erosion control, building or electrical permits.

17.35.040 Prohibited uses.

The following uses are prohibited in the WFD district:

- A. Kennels;
- B. Outdoor sales or storage that is not accessory to a retail use allowed in 17.35.020 or 030.
- C. Self-service storage;
- D. Distributing, wholesaling and warehousing not in association with a permitted use ;
- E. Single-Family and two-family residential units;
- F. Motor vehicle and recreational vehicle repair/service;
- G. Motor vehicle and recreational vehicle sales and incidental service;
- H. Heavy equipment service, repair, sales, storage or rental (including but not limited to construction equipment and machinery and farming equipment)

17.35.070 Willamette Falls Downtown District dimensional standards

- A. Minimum lot area: None.
- B. Minimum floor area ratio (as defined in 17.34.080): 1.0.
- C. Minimum building height: Two entire stories and 25 feet, except for:
 - 1. accessory structures or buildings under 1,000 square feet, and
 - 2. buildings to serve open space or public assembly uses.
- D. Maximum building height: 80 feet.
- E. Minimum required setbacks: None.
- F. Maximum Allowed Setbacks. 10 feet, provided site plan and design review requirements are met.
- G. Maximum site coverage: 100 percent.
- H. Minimum Landscape Requirement: None for buildings. Landscaping for parking areas required per 17.52.
- I. Street standards: per Section 12.04, except where modified by a master plan.
- J. Parking: per Section 17.52, Off Street Parking and Loading. The Willamette Falls Downtown District is within the Downtown Parking Overlay District.

DRAFT

17.52.020 Number of Automobile Spaces Required.

- A. The number of parking spaces shall comply with the minimum and maximum standards listed in Table 17.52.020. The parking requirements are based on spaces per 1,000 square feet net leasable area unless otherwise stated.

Table 17.52.020 Number of automobile spaces required. <u>LAND USE</u>	<u>PARKING REQUIREMENTS</u>	
	<u>MINIMUM</u>	<u>MAXIMUM</u>
Multi-Family: Studio	1.00 per unit	1.5 per unit
Multi-Family: 1 bedroom	1.25 per unit	2.00 per unit
Multi-Family: 2 bedroom	1.5 per unit	2.00 per unit
Multi-Family: 3 bedroom	1.75 per unit	2.50 per unit
Hotel, Motel	1.0 per guest room	1.25 per guest room
Correctional Institution	1 per 7 beds	1 per 5 beds
Senior housing, including congregate care, residential care and assisted living facilities; nursing homes and other types of group homes;	1 per 7 beds	1 per 5 beds
Hospital	2.00	4.00
Preschool Nursery/ Kindergarten	2.00	3.00
Elementary/Middle School	1 per classroom	1 per classroom + 1 per administrative employee + 0.25 per seat in auditorium/assembly room/stadium
High School, College, Commercial School for Adults	0.20 per # staff and students	0.30 per # staff and students
Auditorium, Meeting Room, Stadium, Religious Assembly Building, Movie Theater	.25 per seat	0.5 per seat
Retail Store, Shopping Center, Restaurants	4.10	5.00
Office	2.70	3.33
Medical or Dental Clinic	2.70	3.33
Sports Club, Recreation Facilities	Case Specific	5.40
Storage Warehouse, Freight Terminal	0.30	0.40

Manufacturing, Wholesale Establishment	1.60	1.67
Light Industrial, Industrial Park	1.3	1.60

1. Multiple Uses. In the event several uses occupy a single structure or parcel of land, the total requirements for off-street parking shall be the sum of the requirements of the several uses computed separately.
2. Requirements for types of buildings and uses not specifically listed herein shall be determined by the community development director, based upon the requirements of comparable uses listed.
3. Where calculation in accordance with the above list results in a fractional space, any fraction less than one-half shall be disregarded and any fraction of one-half or more shall require one space.
4. The minimum required parking spaces shall be available for the parking of operable passenger automobiles of residents, customers, patrons and employees only, and shall not be used for storage of vehicles or materials or for the parking of vehicles used in conducting the business or use.
5. A Change in use within an existing [habitable](#) building located in the MUD Design District [or the Willamette Falls Downtown District](#) is exempt from additional parking requirements. Additions to an existing building and new construction are required to meet the minimum parking requirements for the areas as specified in Table 17.52.020 for the increased square footage.



Oregon

John A. Kitzhaber, MD., Governor

Department of Transportation

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Kelly Moosbrugger, Planner
Community Development Department
221 Molalla Ave, Suite 200
Oregon City, Oregon 97045

September 8, 2014

Submitted via email: wflp-publiccomments@orccity.org

Subject: Master Plan: CP 14-02, Zone Change and Text Amendment: ZC 14-03, Comprehensive Plan Map Amendment and amendments to ancillary documents of the Comprehensive Plan: PZ 14-01, and creation of a Multi-modal Mixed Use Area (MMA)

Attn: Kelly Moosbrugger, Planner

ODOT appreciates the opportunity to work with Oregon City on the applications regarding the Willamette Falls site and the proposed Multimodal Mixed-Use Area (MMA) for downtown. We are excited about the potential the Willamette Falls efforts offer for public access to Willamette Falls, historic and cultural interpretation, habitat enhancement, and economic development and pleased to play a part in its success. To that end, we offer the following comments.

This letter provides comments with regard to the applicant's proposal for the following land use actions: Comprehensive Plan Amendment, Zone Change, and Master Plan approval for the Willamette Falls site and a Comprehensive Plan amendment for designation of the MMA for Oregon City's downtown. These proposals include or are nearby several ODOT facilities, including OR 99E, OR 43, and ramps to and from I-205. ODOT has an interest in assuring that the proposed land use actions are consistent with the identified function and performance standards of these facilities and that safety issues are addressed.

Downtown Mixed Use Multi-Modal Comprehensive Plan Designation

ODOT supports Oregon City's action to allow for more flexibility for future zone changes for the downtown area and wants to make sure that the benefits and implications of the MMA designation are understood. Designation of the MMA will allow the city to amend the comprehensive plan or zoning without addressing performance standards related to motor vehicle traffic congestion as per OAR 660-012-0060(10). This may remove an obstacle to future plan or zone amendments in downtown to allow for more compact pedestrian-friendly development.

We have the following additional comments with regard to designation of the MMA. First, it is important for the city and highway motor vehicle users to note that this action creates the potential for additional future traffic congestion that will not be mitigated by highway improvement projects. It is also important for stakeholders to know that ODOT has no funding now or in the foreseeable future to provide projects that address congestion in this

area. ODOT will continue to work with the city on plan and zone amendments to address safety issues, accessibility for freight vehicles¹, and other aspects of transportation performance that may be identified.

Second, we also request that a finding on Page 77 which indicates that designation of an MMA limits mitigation to consideration of safety be corrected. In fact, the MMA designation only exempts consideration of motor vehicle congestion. Other standards and policies applicable to the transportation system still need to be applied as per OAR 660-012-0060(10). Also, the MMA designation only applies to comprehensive plan and land use regulation amendments. It would not apply to application of development regulations for other land use actions.

Willamette Falls Comprehensive Plan/Zone Change and Master Plan

ODOT worked extensively with Oregon City to address potential impacts on OR 99E from additional development on the Willamette Falls site. ODOT and Oregon City acknowledge that additional congestion and queuing on Highway 99E and in the downtown area will increase as a result of development in the Willamette Falls project area. However, as noted above, the designation of the MMA allows for exemption from performance standards regarding motor vehicle congestion when evaluating a comprehensive plan or zone amendment.

The issues of concern with regard to OR 99E are related to safety. The section of OR 99E near the intersection of Main Street has site distance, speed, and road geometry issues and ranks among the top ten percent of the most hazardous sections of state highways in Oregon. Additional traffic accessing the Willamette Falls site may exacerbate those problems and result in more crashes.

A transportation analysis prepared by DKS for Oregon City's proposed plan/zone amendment and master plan application estimates 140 PM peak hour trips in 2035 under existing zoning and 700 PM peak hour trips as a "reasonable worst case" in 2035 for trips that may be generated under the proposed mixed use zoning. Analyses conducted by DKS Associates and ODOT considered a wide range of solutions for improving safety, access, and connectivity to the site. Many were not feasible because of constraints presented by the railroad tracks, the tunnel on OR 99E, geographic challenges, cost, and other factors.

ODOT appreciates proposed condition #24 that would require a transportation demand program for development of more than 20,000 square feet of habitable space. This may help provide other means for accessing the site and reduce motor vehicle trips in the Willamette Falls area. ODOT also appreciates Oregon City's willingness to work with ODOT to develop several points of agreement. The agreements included development of three projects as follows:

- a. Intelligent transportation systems designed to warn traffic approaching the tunnel of hazardous conditions ahead;
- b. Prohibiting left turns northbound from OR 99E to Main Street and modification of the right turn geometry from OR 99E to Railroad Avenue to allow space for turning traffic to slow and maneuver outside the travel lanes on a curve with limited sight distance.
- c. A "pork chop" or raised median at the Water Avenue/OR 99E intersection to prevent unsafe movements and reinforce right-in, right-out access at that location.

¹ OR 99E is a "Reduction Review Routes" under OAR 731-012-0030.

In addition to the projects above as listed in Conditions #18 and #19, ODOT and Oregon City have agreed to several monitoring and auditing actions related to safety. Oregon City has included actions of this sort in Conditions #20, #21, #22, and #23.

ODOT requests that the wording of the point of agreement reflected in Condition #20 be revised. ODOT's intention for the safety audit and measures for this point of agreement was that the measures may need to be implemented before the 700 peak hour trip threshold was reached. The revised wording is as follows:

If after mitigations a, b, and c are constructed, Oregon City or ODOT determines that significant safety issues remain or develop, Oregon City will partner with ODOT to conduct a multimodal safety audit and Oregon City and ODOT will pursue additional safety measures.

We understand that Oregon City's intent is for the applicant to contribute to the safety audit and safety measures in conjunction with the development, if possible, and offer the following language to be added to #20:

In addition, if Oregon City or ODOT determines as part of a detailed development plan review, that significant safety issues remain or will result from the proposal, the applicant shall contribute up to \$60,000 (2014 dollars) for the cost of the safety audit. Safety measures identified as a result of an audit tied to review of a development proposal may be required to be implemented after the trip generated from the Willamette Falls area development exceeds 700 peak hour trips.

ODOT also requests that the wording of Condition #21 be changed to increase clarity. We suggest the following:

Master Plan approval requires ODOT concurrence for any phase of development of the Willamette Falls Master Plan area that would result in the total estimated peak hour trips generated from the Willamette Falls area to exceed 700. If at that time, traffic analysis establishes that additional safety measures are needed, the applicant will be required to include additional safety measures acceptable to ODOT. Or, other safety measures not associated with the proposed development may be provided with agreement from ODOT.

Lastly, we request that Oregon City make findings addressing OAR 660-012-0060(1), (2), and (10). Subsections (1) and (2) require that local governments make a finding for amendments to a comprehensive plan or land use regulation that there is no significant effect on the transportation system, or if there is a significant effect, to put in place measures that ensure that uses allowed by the proposed amendments are consistent with the function, capacity, and performance standards of the facility. The proposed MMA designation exempts application of performance standards related to motor vehicle traffic congestion (capacity), but does not exempt a proposed amendment from other transportation performance standards or policies, including safety for all modes and other considerations (OAR 660-012-0060(10)).

Additional trips expected to and from the Willamette Falls site would have a significant effect with regard to safety due to lengthened queues, lack of site distance, and poor road geometry. The proposed projects that ODOT and Oregon City have agreed on allow for a

finding that the land uses allowed by the proposed amendments are consistent with the identified function and performance standards of the transportation facility.

Thank you for providing ODOT the opportunity to participate in this land use review. If you have any questions regarding this matter, please contact me at 503-731-3087 or kelly.brooks@odot.state.or.us.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Kelly Brooks', with a long horizontal flourish extending to the right.

Kelly Brooks, Government Liaison

Oregon Department of Transportation
Region 1 – 123 NW Flanders
Portland, OR 97209

CC: Rian Windsheimer, Kirsten Pennington, Lainie Smith, Marah Danielson, Avi Tayar