

**PLANNING COMMISSION AGENDA**  
**City Commission Chambers - City Hall**  
625 Center Street, Oregon City, Oregon 97045  
**February 28, 2011 at 7:00 p.m.**

The Planning Commission agendas, including staff reports, memorandums, and minutes are available from the Oregon City Web site home page under meetings.([www.orcity.org](http://www.orcity.org))

- 1. CALL TO ORDER**
- 2. PUBLIC COMMENT ON ITEMS NOT LISTED ON AGENDA**
- 3. ADOPTION OF PLANNING COMMISSION MINUTES**
  - a. November 8, 2010 Draft Minutes
- 4. PLANNING COMMISSION HEARING**

- a. CU 10-03 and CP 10-03 Conditional Use and Concept (General) Plan:  
South Fork Water Board submitted a Conditional Use Permit (Planning File CU 10-03) and General Development Plan (Planning File CP 10-03) to upgrade the water treatment facility on Hunter Avenue.

**5. ADJOURN**

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**CITY OF OREGON CITY  
PLANNING COMMISSION HEARING**

**November 8, 2010, 7:00 P.M.**  
City Commission Chambers - City Hall

**1. CALL TO ORDER**

**Roll Call:**

Chair Tim Powell

Commissioner

Lajoie

Commissioner

Stein

Commissioner

Kidwell

**Staff Present:**

Tony Konkol, Senior Planner

Dan Laura Butler, Assistant Planner

Christina Robertson Gardiner,

Associate Planner

Pete Walter, Associate Planner

Charles Carrie Richter, Assistant City

Attorney

Chair Powell called the meeting to order at 7 p.m.

**2. PUBLIC COMMENT ON ITEMS NOT LISTED ON  
AGENDA**

There was no public comment on items not listed on the agenda.

**3. PLANNING COMMISSION HEARING**

**CP 10-01, DP 10-02, WR 10-03. Approval with  
Conditions of a Master Development Plan,  
Detailed Development Plan and Natural Resource  
Overlay District Review for Redevelopment of the  
Hilltop Mall, including a new Grocery Store and  
Retail, Parking Lot and Associated Improvements  
(Continued from October 25, 2010).**

Exhibit 17: All Public Comments in Support as of 10/25/2010

Exhibit 18: ESA Letter - follow up to Conditions of Approval

Exhibit 19: Applicant's PowerPoint - 10/25/2010

Exhibit 20: Hammond-Williams Letter

Exhibit 21: Continuance Request

Exhibit 22: TriMet Comments

Exhibit 23: Hammond-Williams Letter

Exhibit 24: Edible Plants Memorandum

Exhibit 24: Staff Email to Planning Commission - Edible Plants

Exhibit 25: Conceptual Phasing Plan

Exhibit 26: Revised Site Plan - Overall

Exhibit 27: Lot Line - Coffee Rush Relocation

Exhibit 28: Spheres of Influence

Exhibit 29: Roof Articulation Responses

Exhibit 30: Pedestrian Lighting

Exhibit 31: Austin Support Letter

Exhibit 32: Crenshaw Support Letter

Exhibit 33: Retail Exterior Elevations Roof Line Compliance A2.3

Exhibit 34: Revised COA #3

Exhibit 35: Revised Parking - Phase I

Exhibit 36: CP 10-01 Staff Powerpoint

Exhibit 37: Staff Cost Estimates for Sidewalks

Exhibit 38 - Lane Powell Attorneys

Chair Powell read the hearing statement describing the hearing format and correct process for participation. He asked if there were any declarations of ex parte contact, conflict of interest, bias, or statements. There was none.

Pete Walter, Planner, presented the staff report. This application was a concept master development plan, a detailed development plan, and water resource overlay district review for redevelopment of the Hilltop Mall which included a new grocery store and retail, parking lot improvements, and landscaping improvements for the entire site. Exhibits 1-22 had been entered into the record at the last hearing on October 25. He entered Exhibits 23-37 into the record. He explained the subject site and adjacent properties, existing conditions, proposed development, traffic analysis, Natural Resource Overlay District review, interior street design, building elevations, requested adjustments to the Code and approval criteria, and revised Condition of Approval #3. Staff recommended approval with conditions.

Chair Powell wanted a review of the speed of traffic in the intersection as part of the conditions of approval. He was concerned that the sphere of influence plan would create disconnecting pedestrian points and a mess for traffic. He suggested traffic calming devices be added to address it. He also wanted to know the truck access and back up queuing.

There was discussion about the pedestrian walkways through the development.

Jill Long, attorney with Lane Powell, Portland, was representing the applicant. Mark Perniconi, CE John Co., reviewed the site plan, six adjustments to the plan, and the limiting existing conditions for the Hilltop Center. Regarding traffic control, he explained the traffic calming and pedestrian crossings proposed.

Chris Bremer, Kittelson and Associates, explained the pedestrian crossings further and traffic calming measures.

Mr. Perniconi also described the connectivity plan, truck movements, loading area perspectives, recommended deletion of some of the conditions of approval, and gave clarification for how some conditions of approval would be met.

Ms. Long said regarding edible plants, it was determined that they could not use those types of plants and still meet the Code

requirements. There was also safety concerns in this type of environment. Regarding transfer of trees, there were concerns regarding cost and the trees living through the transition. She entered Exhibit 38 into the record regarding landscaping. They would still work with neighbors who wanted to relocate trees at their own expense. She then discussed the issues revolving around Condition of Approval #3. This condition was very difficult and burdensome for the applicant and would cause significant issues for redevelopment of the site over time. She explained the future connectivity vision which showed what the applicant would do when redevelopment occurred. She also explained the spheres of influence concept.

Mr. Perninconi said in regard to the proportionality issue, there were hidden costs that had to be taken into account. In the end, if the proportionality and cost became so onerous, property owners could not do it.

Ms. Long thought the applicant was committing to the future by stating that connectivity areas would occur at the time of redevelopment. There was also an extensive amount of pedestrian connection in the development. The applicant would like Condition of Approval #3 removed or a revision made. The change would be the trigger was a detailed development plan land use application from one of the spheres of influence. She requested approval with the revision to the Conditions of Approval as discussed.

Commissioner Kidwell suggested a way to move the pedestrian connection into the parking lot so that parking was not lost. Mr. Pernacone thought that would be a solution if the geometry worked.

William Gifford of Oregon City and representative of the Hillendale Neighborhood Association said the neighborhood did not receive a copy of the latest design changes and were not prepared to make comments on the newest plans. The edible landscaping was in regard to the community garden that was there now, not the landscaping around the development. Regarding the trees, the neighborhood had requested that as many trees could be left as possible. They were most concerned about the strip between the applicant's property and Wallgreen's. He also discussed how the parking space widths were tight and the need for drought resistant landscaping. He gave some observations as a citizen regarding the sidewalk going by the loading dock. He was concerned about the trees and visibility of that intersection and the width of the sidewalk to allow for pedestrians and bicyclists. He was also concerned about the maintenance of the gravel pathway. He thought gravel should not be used. He also

suggested using cobblestones as traffic deterrents and using vertical gardens instead of fake windows on one of the walls. He liked Commissioner Kidwell's idea of integrating the walkway into the parking lot rather than along the outside of it.

Lydia Bugatti, owner of Bugatti's, said this site plan was balancing many requirements by the tenants of the Shopping Center and at the same time trying to balance the City's requirements for construction for building. The City wanted the orientation of businesses to face the streets, but this shopping center primarily was an auto access area with not a large amount of foot traffic. She thought the way it was presented looked good and was accessible for customers. If Safeway was to face Beavercreek with its back to the shopping center, it was not appealing. She thought the applicant's proposal was a good solution. She also liked the phasing of the development as it would allow the development to address current issues.

Mr. Gifford said the Neighborhood Association stated on record the neighborhood's concern regarding orienting the grocery store towards the parking lot.

Commissioner LaJoie asked if the Neighborhood Association needed time to review the application.

Mr. Gifford said he felt some discomfort not having it reviewed by the Association's Steering Committee, however he understood the need for expediency. There would be other chances to review this in more detail. He thought the overall master plan was acceptable.

Mr. Walter and Carrie Richter, Assistant City Attorney, clarified the applicant's request for changes and deletions to the Conditions of Approval.

Tony Konkol, Community Development Director, said the parking lot stall widths were right out of the Code.

Chair Powell said regarding Condition #3 and the master planning process, were there other examples where they treated each piece of the master plan as a separate application? Mr. Konkol said the leases made it difficult to make a legitimate phasing schedule. They would be looking at the phases as individual properties.

Chair Powell thought it made sense to do it as a land use for individual properties rather than a tenant improvement. He asked about controls it if it did not happen within the 15 years. He wanted to make sure

there was a completed package at the end and not have unfinished pieces that were not tied together. Mr. Konkol said it was difficult to put a timeline on it due to the leases.

Ms. Long gave the applicant's view of the adjustments and how they were mitigated by the improvements provided in the detailed development plan. She agreed a land use application was the right way to deal with the issue. The applicant had concern regarding the 15 year mark. The revised language did not include a timeline because of the existing lease agreements which did not allow them access to a large portion of the parking lot until year 17 of the master plan. That did not take into account lease options that could go on and still preclude them from touching it. The applicant thought the future connections would be made by the time the master plan expired.

Mr. Perniconi said the applicant agreed with what Mr. Walter suggested regarding Conditions 6 and 7. He discussed the options for Condition 10.

Ms. Long said the applicant suggested removal of Condition 10 as they already met the condition.

Chair Powell thought it should be included for the future design review process.

Ms. Long addressed Mr. Gifford's concerns about the parking stall widths, drought resistant landscaping, visibility and trees, sidewalk widths, gravel pathway, raised traffic calming, and changes since the last hearing.

Chair Powell closed the public hearing.

Chair Powell said regarding Condition #3, he proposed revising the condition to a land use application at each requirement.

Mr. Walter said the applicant preferred the trigger to be for each sphere of influence when the building in the sphere of influence submitted for detailed development plan land use application pursuant to the master plan approval. Mr. Walter thought it should be broadened to say any land use approval in that sphere of influence.

Chair Powell wanted a higher threshold; a minor site plan facade improvement should not trigger it. It should be a detailed development plan.

The Commission agreed to wait for a redevelopment of the site to occur to get the improvements.

There was discussion about the 15-20 year timeline.

Commission consensus was the deadline would be before the expiration of the master plan. There was the possibility for amending the timeline.

Mr. Konkol clarified Conditions 6 and 7 would be amended to add a reference to the City's stormwater standards, removal of Conditions 21, 23, and 25, and leave Condition 10 in.

Mr. Walter read the revised Condition of Approval #3.

Commissioner Carter Stein thought the design was creative and thoughtful and all of the adjustments were appropriate to make a local street system and pedestrian connectivity system in this development. The NROD adjustments also made sense. It was a difficult site, and he was in support of approval of the master plan and conditions of approval.

Commissioner LaJoie thought this was well conceived. Connectivity was the idea and he thought it was being handled well. He wished the design review process included aesthetics especially for large and important projects such as this. He was also in support.

Commissioner Kidwell stated a lot of changes had occurred in the last 30 years in Oregon City. He thought it was exciting to see this area re-energized. He thought the connectivity of the pedestrian link from north to south was an important link, and he wanted to see it happen sooner than later. He also thought the frontage on Beavercreek needed some attention as well. He supported the master plan.

Chair Powell thought the applicant had done a good job of making the Code work. They had met the concept and vision of the Code. He liked the visibility of the retail, connectivity, pedestrian access and amenities. He was concerned about the speed, but with the stop signs and raised pedestrian walkway, it was a good start. He would leave it to the tenant to address that issue further. He thanked the applicant for bringing jobs to the City. He also supported the plan.

Motion by Commissioner Charles Kidwell, second by Commissioner Dan Lajoie to to approve CP 10-01, DP 10-02, and WR 10-03 with the



revised conditions of approval as discussed.

A roll call was taken and the motion passed with Chair Tim Powell, Commissioner Dan Lajoie, Commissioner Carter Stein, Commissioner Charles Kidwell voting aye. [4:0:0]

Mr. Konkol said the City received a note from Susan Hanson, Community Affairs Coordinator for ODOT, stating the Arch Bridge closure was set for January 15, 2011, and would last for 24 months. There would be open houses in January regarding this issue.

#### **4. ADJOURN**

Chair Powell adjourned the meeting at 9:59 p.m.



**Agenda Item No. 4a**  
**Meeting Date: 28 Feb 2011**

## **COMMISSION REPORT: CITY OF OREGON CITY**

TO:	Planning Commission
FROM:	Laura Terway, Planner
PRESENTER:	Laura Terway, Planner
SUBJECT:	CU 10-03 and CP 10-03 Conditional Use and Concept (General) Plan
Agenda Heading: Public Hearing	
Approved by: Tony Konkol, Community Development Director	

### **RECOMMENDED ACTION (Motion):**

Staff recommends the Planning Commission provide an opportunity for a presentation from the applicant, ask questions of the applicant about the application on record and take public testimony from any interested citizen before continuing the public hearing (with the record open) until March 14, 2011. Staff is planning to provide a formal staff report and recommendation at the March 14, 2011 hearing.

### **BACKGROUND:**

Staff is finalizing the staff report and recommendation for the South Fork Water Board Conditional Use and Master Plan applications. The additional time will allow staff to review recently submitted supplemental information.

### **BUDGET IMPACT:**

FY(s):  
Funding Source:

### **ATTACHMENTS:**



# CITY OF OREGON CITY LAND USE APPLICATION



City of Oregon City, Community Development Department, 221 Molalla Ave., Ste. 200, P.O. Box 3040, Oregon City, OR 97045, (503) 722-3789

<b>Type I (OCMC 17.50.030.A)</b> <input type="checkbox"/> Compatibility Review <input type="checkbox"/> Nonconforming Use review <input type="checkbox"/> Water Resources Exemption	<b>Type II (OCMC 17.50.030.B)</b> <input type="checkbox"/> Extension <input type="checkbox"/> Detailed Development Review <input type="checkbox"/> Geotechnical Hazards <input type="checkbox"/> Minor Partition <input type="checkbox"/> Minor Site Plan & Design Review <input type="checkbox"/> Nonconforming Use Review <input type="checkbox"/> Site Plan and Design Review <input type="checkbox"/> Subdivision <input type="checkbox"/> Minor Variance <input type="checkbox"/> Water Resource Review	<b>Type III / IV (OCMC 17.50.030.C)</b> <input type="checkbox"/> Annexation <input type="checkbox"/> Code Interpretation / Similar Use <input checked="" type="checkbox"/> Concept Development Plan <input checked="" type="checkbox"/> Conditional Use <input type="checkbox"/> Comprehensive Plan Amendment (Text/Map) <input type="checkbox"/> Detailed Development Plan <input type="checkbox"/> Historic Review <input type="checkbox"/> Oregon City Municipal Code Amendment <input type="checkbox"/> Variance <input type="checkbox"/> Zone Change
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Application Number: \_\_\_\_\_

Proposed Land Use or Activity: Expansion of existing water treatment facility  
and associated appurtenances.

Project Name: SFWB Master Plan Number of Lots Proposed (If Applicable): 0

Physical Address of Site: 15962 S. Hunter Avenue

Clackamas County Map and Tax Lot Number(s): 2-2E-21CD-02500 and 2-2E-28BB-00100

Applicant(s): [Signature]

Applicant(s) Signature: [Signature]

Applicant(s) Name Printed: John Collins, South Fork Water Board Date: 9-8-2010

Mailing Address: 15962 S. Hunter Avenue, Oregon City, OR 97045

Phone: (503) 657-5030 Fax: (503) 656-9336 Email: johnc@sfwb.org

Property Owner(s): \_\_\_\_\_

Property Owner(s) Signature: \_\_\_\_\_

Property Owner(s) Name Printed: \_\_\_\_\_ Date: \_\_\_\_\_

Mailing Address: \_\_\_\_\_

Phone: \_\_\_\_\_ Fax: \_\_\_\_\_ Email: \_\_\_\_\_

Representative(s): [Signature]

Representative(s) Signature: [Signature]

Representative(s) Name Printed: Ben Schonberger Date: 9/7/2010

Mailing Address: 310 SW Fourth Avenue, Suite #1100, Portland, OR 97204

Phone: (503) 827-4422 Fax: (503) 827-4350 Email: ben@winterbrookplanning.com

*All signatures represented must have the full legal capacity and hereby authorize the filing of this application and certify that the information and exhibits herewith are correct and indicate the parties willingness to comply with all code requirements.*

[www.oregoncity.org](http://www.oregoncity.org)



# CITY OF OREGON CITY LAND USE APPLICATION



City of Oregon City, Community Development Department, 221 Molalla Ave., Ste. 200, P.O. Box 3040, Oregon City, OR 97045, (503) 722-3789

**Type I (OCMC 17.50.030.A)**

- ☐ Compatibility Review
- ☐ Nonconforming Use review
- ☐ Water Resources Exemption

**Type II (OCMC 17.50.030.B)**

- ☐ Extension
- ☐ Detailed Development Review
- ☐ Geotechnical Hazards
- ☐ Minor Partition
- ☐ Minor Site Plan & Design Review
- ☐ Nonconforming Use Review
- ☐ Site Plan and Design Review
- ☐ Subdivision
- ☐ Minor Variance
- ☐ Water Resource Review

**Type III / IV (OCMC 17.50.030.C)**

- ☐ Annexation
- ☐ Code Interpretation / Similar Use
- ☒ Concept Development Plan
- ☒ Conditional Use
- ☐ Comprehensive Plan Amendment (Text/Map)
- ☐ Detailed Development Plan
- ☐ Historic Review
- ☐ Oregon City Municipal Code Amendment
- ☐ Variance
- ☐ Zone Change

Application Number: CP 10-03, CU 10-03

Proposed Land Use or Activity: Expansion of existing water treatment facility  
and associated appurtenances.

Project Name: SFWB Master Plan Number of Lots Proposed (If Applicable): 0

Physical Address of Site: 15962 S. Hunter Avenue

Clackamas County Map and Tax Lot Number(s): 2-2E-21CD-02500 and 2-2E-28BB-00100

**Applicant(s):**

Applicant(s) Signature: \_\_\_\_\_

Applicant(s) Name Printed: John Collins, South Fork Water Board Date: \_\_\_\_\_

Mailing Address: 15962 S. Hunter Avenue, Oregon City, OR 97045

Phone: (503) 657-5030 Fax: (503) 656-9336 Email: johnc@sfbw.org

**Property Owner(s):**

Property Owner(s) Signature: John Collins

Property Owner(s) Name Printed: John Collins Date: 9-8-2010

Mailing Address: 15962 S Hunter Ave

Phone: 503-657-6541 Fax: 503-656-9336 Email: JohnC@SFWB.org

**Representative(s):**

Representative(s) Signature: Ben Schonberger

Representative (s) Name Printed: Ben Schonberger Date: 9/7/2010

Mailing Address: 310 SW Fourth Avenue, Suite #1100, Portland, OR 97204

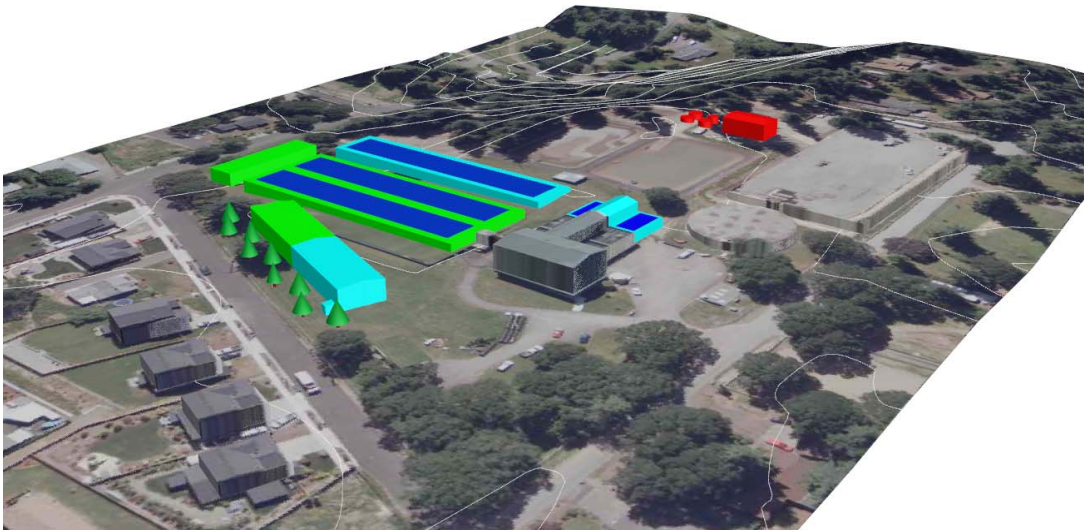
Phone: (503) 827-4422 Fax: (503) 827-4350 Email: ben@winterbrookplanning.com

*All signatures represented must have the full legal capacity and hereby authorize the filing of this application and certify that the information and exhibits herewith are correct and indicate the parties willingness to comply with all code requirements.*

www.oregon.gov

Application for a Concept Master Plan and Conditional Use

## South Fork Water Board Water Treatment Plant



Prepared for the:  
**South Fork Water Board**

*Prepared by:*  
Winterbrook Planning  
310 SW Fourth Avenue, Suite 1100  
Portland, Oregon 97204

*In collaboration with:*  
MWHAmericas, Inc.

**SEPTEMBER 8, 2010**



## General Information

**Owner/Applicant:** John Collins, General Manager  
South Fork Water Board  
15962 South Hunter Avenue  
Oregon City, Oregon 97045  
Phone: (503) 657-5030  
Fax: (503) 656-9336  
[johnc@sfwb.org](mailto:johnc@sfwb.org)

**Representative:** Ben Schonberger, AICP  
Winterbrook Planning  
310 Southwest Fourth Avenue, Suite 1100  
Portland, Oregon 97204  
Phone: (503) 827-4422  
Fax: (503) 827-4350  
[ben@winterbrookplanning.com](mailto:ben@winterbrookplanning.com)

**Site Address:** 15962 South Hunter Avenue

**Tax Number:** 2-2E-21CD-02500 and 2-2E-28BB-00100

**Site Acres:** Slightly under 10 acres

**Zoning:** Residential 10,000 (R-10)

**Comprehensive Plan:** Residential – Low Density

**Neighborhood Assoc.:** Park Place

**Application:** Conditional Use / Concept Master Plan

**Procedure Type:** Type III

**Pre-Application No.:** 10-06 (Date of Meeting: March 30, 2010)

**Proposal Summary:** South Fork Water Board requests approval of a Conditional Use and Concept Master Plan to upgrade an existing water treatment facility. The proposed development will increase plant capacity from 22 million gallons per day (“mgd”) to 40 mgd and update outdated technology.





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## **List of Site Plans**

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Figure 2	Aerial Photo
Figure 3	Existing Conditions Plan
Figure 4	Proposed Concept Development Plan
Figure 5	Landscaped Area Plan

## SECTION 1: PROJECT NARRATIVE

### 1. Existing Conditions (2010)

#### Project Site and Vicinity

The project site is at 15962 South Hunter Avenue, in the Park Place neighborhood of Oregon City. South Fork Water Board's existing water treatment plant is located on the property. The site is approximately 10 acres, bounded by South Hunter Avenue to the west, South Thurman Street to the north and Swan Avenue to the east. South Fork Water Board constructed its treatment plant at the site over 50 years ago, in 1958. Since that time, residential development has filled in around the property. The South Fork property is zoned R-10 and is designated Low Density Residential on the Comprehensive Plan map. Surrounding properties have both R-10 and R-8 zoning (see Image 1).

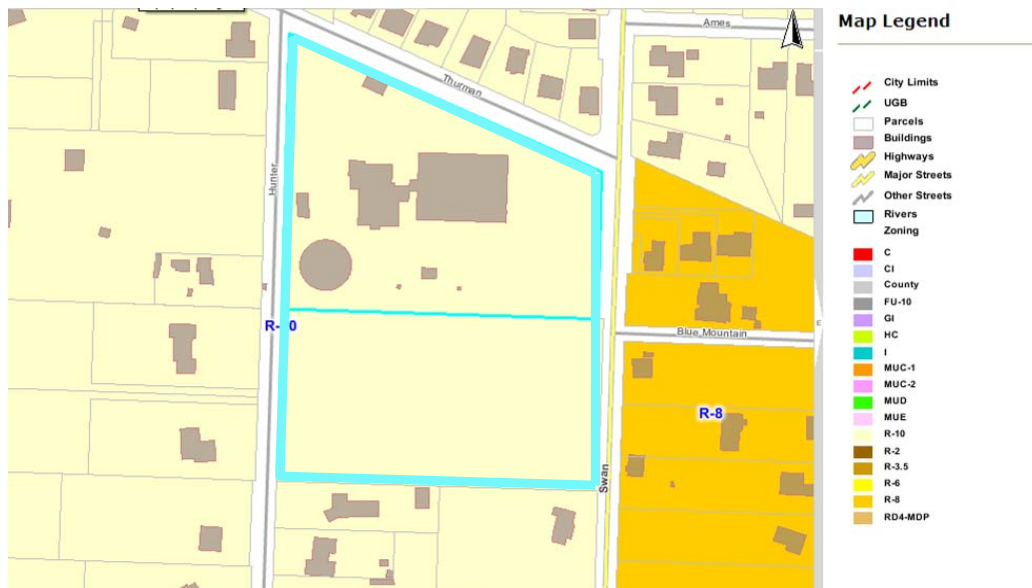


Image 1: Oregon City Zoning Map

#### Existing Use

The use of the site is "public utility" (Oregon City Municipal Code 17.04.985). The purpose of the uses taking place on the site is to provide potable water to approximately 63,000 people in the surrounding area. The treatment plant purifies water from the Clackamas River and removes objectionable materials through a multi-

step process. The treatment process includes coagulation, flocculation, sedimentation, filtration and chlorination of the raw water to remove harmful particles and bacteria.

- The coagulation process disperses aluminum into the water quickly to allow particles to stick to each other as “floc”.
- The flocculation process slow-mixes the floc particles in the water to form larger particles which will settle.
- Sedimentation is a gravity-driven process that removes the flocculated particles from the water.
- Filtration removes remaining particles such as silt, natural organic matter and microorganisms from the water, which acts as a final polishing step, and improves the effectiveness of disinfection.
- Chlorine then disinfects the water and provides residual protection against biological contamination in the water distribution system.

Approximately 26 percent (112,760 square feet) of the site is developed with buildings, structures, and paving. The remaining three-quarters of the site is undeveloped and landscaped. The north and west portion of the site is more open and grassy, while the southeast corner of the site is wooded (see **Image 2**). **Figure 5** also shows existing landscaped areas.

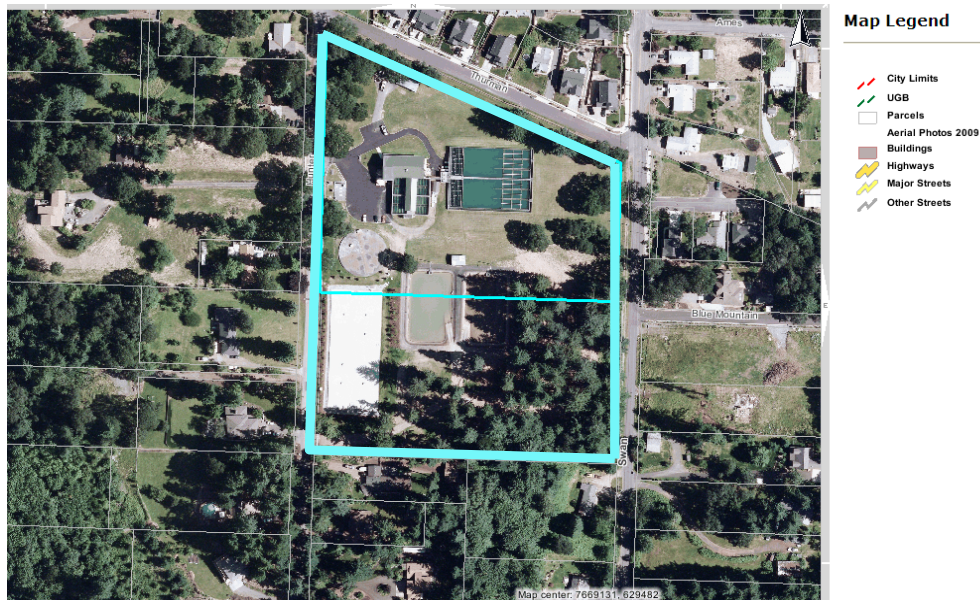


Image 2: Aerial View of the Project Site, 2009

### Site Description

The project site is generally flat and located at a general elevation of 330 feet. Part of the site at its southeast corner has steeper slopes. **Image 3** shows the sloping areas of the site. Slopes between 10 and 25 percent appear in yellow, 25-35 percent slopes in gold and slopes greater than 35 percent in red. The steeply sloped area shown on the map is currently wooded, and occupied by conifers, deciduous trees, and a variety of native shrubs.

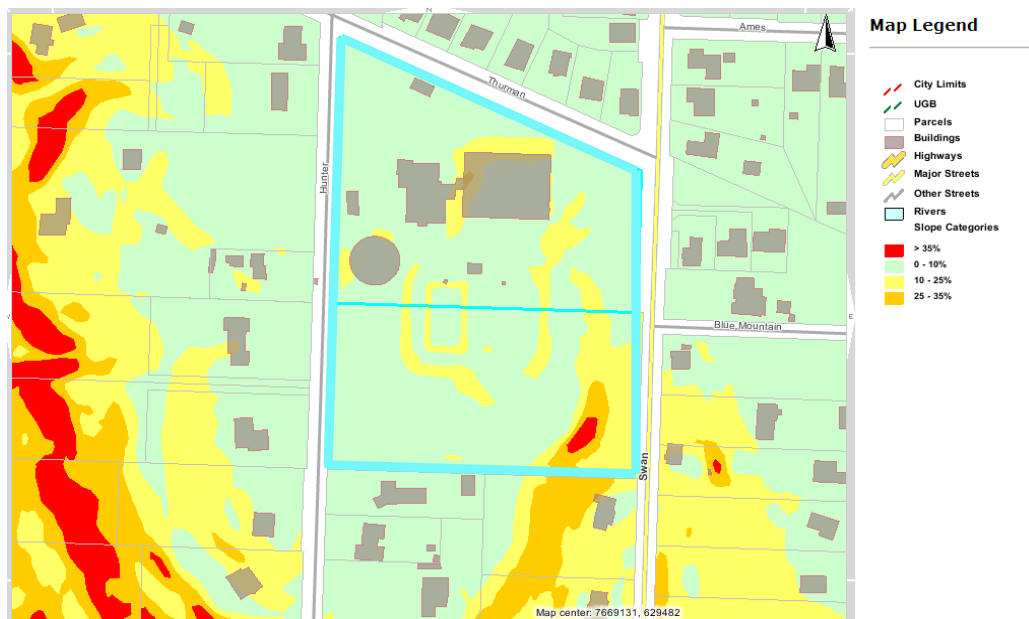


Image 3: Slope Map

Oregon City's Natural Resource Overlay District (Title 13) occupies the same general area where the steep slopes are located. The orange area in **Image 4** shows steep slopes.

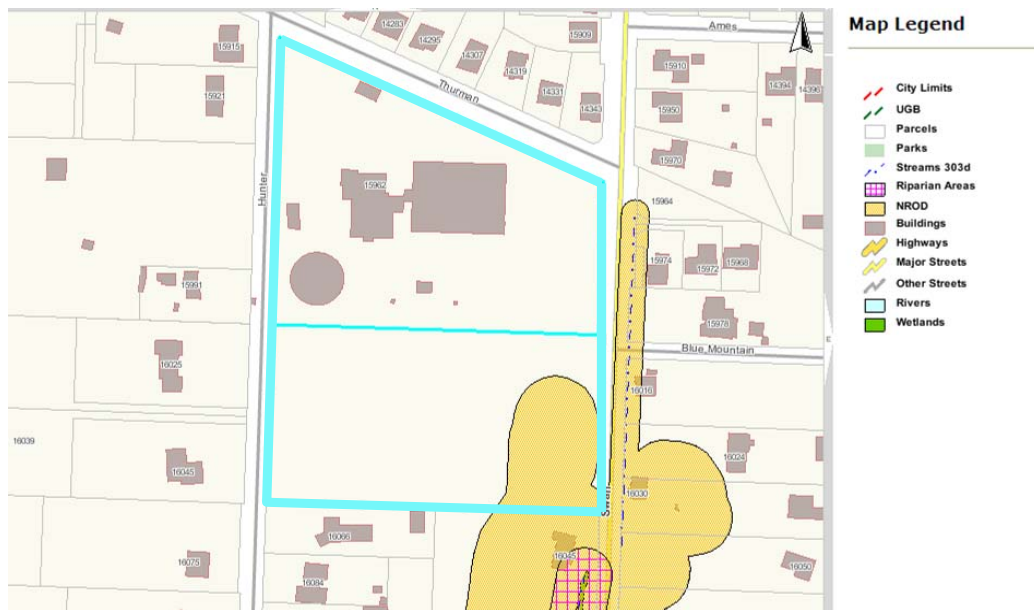


Image 4: Oregon City Natural Resources Overlay District (NROD) Map

Existing development on the site consists of a variety of water treatment infrastructure and supporting administrative facilities. **Figure 3** shows all existing development.

**Table 1** lists the existing buildings and structures on site.

Table 1: Inventory of Existing Above-ground Structures

Structure	Dimensions (ft.)	Area (sq. ft.)	Height above grade (ft)
Headhouse (Operations Building)	80 x 50	4,000	24 (to eaves)
Filters (4)	(total) 75 x 75	(total) 5,625	12 (to top of wall of exterior filter boxes)
Flocculation/ Sedimentation Basins (2)	(total) 165 x 133	(total) 21,945	4-8 (varies)
Clearwell #2	95 (dia)	7,100	2
Clearwell #3	125 x 260	32,500	3
Pipeline B Pump Station	15 x 25	375	3
Storage Shed	20 x 40	800	12 (to eave)
Backwash Ponds (2)	(total) 230 x 175	(total) 40,250	0
Backwash/Decant Pump Station	20 x 27	540	12 (to eaves)
<b>Total</b>		<b>113,135</b>	

The site also contains the following water treatment infrastructure and associated piping:

- 27-inch diameter raw water pipeline from the intake,
- 30-inch diameter finished water transmission pipeline to Division Street pump station,
- 24-inch diameter "Pipeline B"
- 42-inch diameter finished water transmission pipeline
- Raw water magnetic flow-meter,
- Finished water magnetic flowmeter,
- One pumped diffusion rapid mixer,
- 42-inch settled water pipeline,
- Four dual-cell, gravity, constant-rate filters,
- 0.2 million gallon (MG) "under-filter" clearwell,
- Chemical storage and feed systems,
- 8-inch recycled water pipeline from the Backwash Ponds, and
- 8-inch sludge pipeline from sedimentation basins to the Backwash Ponds.

### **Public Utilities**

The site has sanitary sewer and domestic water services provided by Oregon City. Stormwater currently drains to a 30-inch pipe, which transports water offsite to the Clackamas River.

### **Existing Transportation Conditions**

The only formal site access is located on Hunter Avenue, near the middle of the site. There is another unpaved access road further south on Hunter Avenue. The paved parking area and main vehicle circulation area is located at the gated site entrance. Parking areas provide parking for approximately 10 cars. These parking areas are not striped and there are no existing bicycle facilities. The closest bus stop is approximately 0.25 miles from the site, at South Swan Avenue and South Holcomb Boulevard.

The Oregon City Transportation System Plan (TSP) classifies Swan Avenue as a Collector, and Thurman Street and South Hunter Avenue as Local Streets. The City's Transportation System Plan calls for curb, gutter and sidewalks along both sides of South Swan Avenue (from Holcomb Road to Forsythe Road). It also identifies this road "to be signed" as a bike route.

### **Land Use History and Related Conditions of Approval**

Since South Fork Water Board constructed the treatment plant in 1958, it has made numerous upgrades to the facility. Most recently, the South Fork Water Board received land use approval in 2007 (CU 07-06/WR 07-28/SP 07-14) to construct a fully enclosed,

concrete water tank called a “clearwell.” It completed construction in 2008, and is currently in operation.

Just prior to the approval of the conditional use application, South Fork dedicated land to Oregon City along its Swan and Thurman street frontages; 7.5 feet along Thurman and 11 feet along Swan. This dedication will enable the City to use the land for future right of way improvements.

Three conditions were tied to the 2007 approval as follows:

- 1. The applicant is responsible for this project’s compliance to Engineering Policy 00-01. The policies pertain to any land use decision requiring the applicant to provide any public improvements.*
- 2. The applicant shall sign a Non-Remonstrance Agreement for the purpose of making sanitary sewer, storm sewer, water or street improvements in the future that benefit the property and assessing the cost to benefited properties pursuant to the City’s capital improvement regulations in effect at the time of such improvement.*
- 3. Any alterations to the submitted revised landscaping plan shall be submitted to staff for approval prior to installation and project final. Deviations to the plan may be allowed as long as they maintain the overall quantity and quality of the revised preliminary plan submitted on November 14, 2007.*

The other land use review on record for the site was approval for a Site Plan and Design Review Permit to construct a second-story office addition (SP-05-0003), constructed in 2005. There was one condition of approval from this case, as cited in the 2007 decision. The condition read as follows:

- 1. Prior to the finalizing of Building Permits, the Applicant shall install the landscaping plan shown on sheet C-2 (dated January 20, 2005).*

South Fork Water Board has met the conditions tied to the 2007 and 2005 approvals.

## **2. Proposed Master Plan (2010-2030)**

### **Purpose**

The purpose of this Master Plan is to facilitate the land use review process so that South Fork Water Board can adequately plan for facility upgrades over the next 20 years. These facility upgrades are needed to meet the community’s future water demands. To meet future demand, South Fork Water Board proposes to increase the treatment capacity from 22 mgd to 40 mgd. Moreover, outmoded and aging infrastructure will need to be replaced during that timeframe, regardless of changes in demand.



Oregon City's concept master plan process allows the applicant to set out the overall approach to the development at the site, based on land use regulations in effect at the time of approval. When specific phases of development are fully funded and ready for construction, South Fork Water Board will file a detailed development plan application. The detailed plan will show more precisely the locations of new structures, building materials and design, landscaping, and other details on a building-by-building basis. As long as the detailed plan is in substantial conformance with the structure of this concept plan, the application will be reviewed under a Type II process according to City guidelines.

**Boundary**

The master plan boundary includes the two contiguous tax lots (2-2E-21CD-02500 and 2-2E-28BB-00100) owned by South Fork Water Board. **Figure 4** shows the property and master plan boundary.

**Duration**

This master plan will be in effect for the full 20 years allowed by Section 17.65.050(B). However, South Fork Water Board may complete the improvements sooner. The plan shall remain in effect until development allowed by the plan has been completed through the detailed development plan process, the plan is amended or superseded, or the plan expires under its stated expiration date.

**Development Phasing**

Proposed new facilities include new flocculation/sedimentation basins, new filtration systems, underground piping, a remodeled operations building, a new building to house treatment materials and chemicals, and various other process equipment. South Fork Water Board plans to phase development over the next 20 years, as follows:

- Phase 1 - 2015: New flocculation/sedimentation basin, a new building for storing water treatment materials and chemicals, two new filters, a flowmeter/rapid mix vault and a remodel of the operations building (headhouse).
- Phase 2 - 2020: New building with mechanical systems (centrifuges) for processing the sediment that results from the treatment process, new pump station and new gravity sludge thickeners and sludge holding tanks.
- Phase 3 - 2025: Replace the two existing flocculation/sedimentation basins with two new basins, construct ozone contact basins, and build an ozone generator and a standby, power generator addition to the chemical storage building.

Each of the three phases listed above will be subject to a detailed development plan review by Oregon City.

**Table 2** summarizes the main project elements in each phase, and the reason for the proposed improvements. **Figure 3** shows the location of proposed improvements. Note that the locations shown on the site plan are conceptual and may change slightly due to site constraints, technological advances or other unforeseen circumstances. South Fork Water Board requests concept plan approval for all three phases as part of this application.

Table 2: Master Plan Development Phases (2010-2030)

Phase	Summary of Main Project Elements	Reason for Improvements
<b>Phase One</b> ----- 30 mgd expansion ----- Operation Expected By Summer 2015	<ul style="list-style-type: none"> <li>▪ Add 10 mgd flocc/sed basin, settled water pipeline &amp; sludge pipeline</li> <li>▪ Add chemical building &amp; relocate salt/brine &amp; sodium hypochlorite tanks to new building</li> <li>▪ Expand road for delivery truck access</li> <li>▪ Add rapid mix flow meter vault &amp; 30" coagulated water pipeline; reroute 8" recycle pipeline</li> <li>▪ Connect to 42" raw water pipeline completed from another project</li> <li>▪ Add 2 new filters &amp; add air scour to existing filters</li> <li>▪ Remodel operations building with relocated workshop in basement; and remove existing shed</li> <li>▪ Install second power supply</li> </ul>	One additional flocculation/sedimentation basin and two new filters will be constructed to increase plant capacity. Treating more water will require use of more chemicals. Existing chemical tanks (currently located inside and outside of the headhouse) will be relocated to a new storage building constructed to protect and house all of the plant's chemicals.
<b>Phase Two</b> ----- Solids handling improvements ----- Operation Expected By Summer 2020	<ul style="list-style-type: none"> <li>▪ Add two-story centrifuge building</li> <li>▪ Add sludge pipeline and thickener supernatant return pipeline</li> <li>▪ Add sludge holding tank, thickeners &amp; thickened sludge pump station</li> <li>▪ Add continuous sludge collectors to existing basins</li> <li>▪ Add internal driveway for truck access to centrifuge building</li> </ul>	The additional amount of water treated will produce more solids. Solids will travel to the new centrifuge facility, where they will be dewatered. The dewatered solids will be loaded into trucks and hauled off-site. On-site application of solids will discontinue.

Phase	Summary of Main Project Elements	Reason for Improvements
<b>Phase Three</b> <hr/> 40 mgd expansion <hr/> Summer 2025	<ul style="list-style-type: none"> <li>Demolish existing flocc/sed basins</li> <li>Add ozone contact basins</li> <li>Add two 15 mgd flocc/sed basins with plate settler</li> <li>Standby power generator &amp; ozone generator building additions</li> <li>Add 2 liquid oxygen (LOX) tanks</li> </ul>	To increase capacity, the two existing flocculation/ sedimentation basins will be replaced with two new basins that can treat greater flows. An ozone system utilizing LOX (liquid oxygen) will be added for additional disinfection and taste and odor control and trace organics control. The ozone generator building will be added to the chemical building constructed in Phase 1. An ozone basin will be located east of the flocculation/ sedimentation basins.

**Table 3** summarizes by development phase the proposed buildings and aboveground structures that will develop over the next 20 years. Note that the actual design of the buildings and any associated landscaping elements will be subject to detailed development plan review by Oregon City.

Table 3: Summary of Proposed New Above-ground/At-Grade Structures<sup>1</sup>

Structure	Dimensions (ft)	Area (sq. ft.)	Height above grade (ft)	Construction	Mitigation
<b>Phase 1</b>					
A. New chemical building	100 x 40	4,000	20 (to eaves)	Pitched roof, block masonry	. SFWB will install landscaping in the area shown on Figure 5 in compliance with Subsection 17.62.050.A.1..
B. New Flocculation/Sedimentation Basin	270 x 45	12,150	Varies 4-8	Concrete	This structure is set back approximately 80' from the nearest property line and will be fenced and screened by the landscaped areas shown in Figure 5.
C. Flowmeter/ Rapid Mix Vault	20 x 40	800	Buried	Concrete vault.	This structure will be below grade and replanted with grass or other groundcover.

<sup>1</sup> Letters A through K correspond to Figure 4.

Structure	Dimensions (ft)	Area (sq. ft.)	Height above grade (ft)	Construction	Mitigation
D. New Filters (2)	(total) 40 x 75	(total) 3,000	12	Concrete	This structure is set back from property lines and will be screened by other development and existing landscaping.
<b>Phase 2</b>					
E. Solids Pump Station	20 (dia)	320	10 (to eaves)	Pre-engineered metal	This structure is set back approximately 130 ' from the nearest property line and will be screened by other development and existing landscaping. SFWB will soundproof the building. Sound levels will meet DEQ regulations as proposed in Condition 2.
F. New Two-Story Dewatering Building with Centrifuges	70 x 70 (2 stories)	4,900	20 (to eaves)	Pitched roof, block masonry	This structure is set back approximately 130 ' from the nearest property line and will be screened by other development and existing landscaping. The building will be soundproofed and designed to match existing headhouse. Sound levels will meet DEQ regulations as proposed in Condition 2.

Structure	Dimensions (ft)	Area (sq. ft.)	Height above grade (ft)	Construction	Mitigation
G. Solids Holding Tank and Gravity Sludge Thickeners (3)	(each) 25 (dia)	(total) 1,500	5	Cylindrical tanks (concrete or steel)	These structures are set back approximately 130' from the nearest property line and will be screened by other development and existing landscaping. As shown in Figure 5, trees will not be removed from preserved areas, unless a licensed arborist determines that they are diseased, dying or hazardous, or as modified through a detailed development plan application.
<b>Phase 3</b>					
H. Ozone Generator, & Standby Power Building (addition to Chemical Building)	40 x 75	3,000	20 (to eaves)	Pitched roof, block masonry	SFWB will install landscaping in the area shown on Figure 5 in compliance with Subsection 17.62.050.A.1.
I. New (remodeled) Flocculation/ Sedimentation Basins (2)	(each) 270 x 45	(total) 24,300	Varies 4-8	Concrete	These structures are setback approximately 60' from the nearest property line and will be screened by the landscaping shown in Figure 5 and other structures proposed in Phase 3.
J. New Ozone Contact Basins	90 x 50	4,500	5	Concrete	SFWB will install landscaping in the area shown on Figure 5 in compliance with Subsection 17.62.050.A.1.

Structure	Dimensions (ft)	Area (sq. ft.)	Height above grade (ft)	Construction	Mitigation
K. New Liquid Oxygen (LOX) Tanks (2)	(each) 6 (dia)	(total) 600	7	Steel cylindrical tanks, mounted on concrete pad	SFWB will install landscaping in the area shown on Figure 5 in compliance with Subsection 17.62.050.A.1.
Total		59,070			

### 3. Development Impacts and Mitigation

#### Aesthetics

Currently, neighbors have views of the site from Thurman Street to the north and South Hunter Avenue to the west. Due to the mature trees located in the southeast of the site, views from South Swan Avenue to the east are limited (see **Image 5**).



Image 5: View of the site from Thurman (left), Hunter (center) and Swan (right)

As shown in **Image 5**, visible development is limited. The scale and design of the existing buildings are in keeping with the surrounding residential character. Pipes, tanks and vaults associated with the plant are buried and invisible to neighbors. The existing flocculation/sedimentation basin is set back from the property lines and is not visible to neighbors.

Trees and other landscaping will partially screen the proposed new structures that will be visible from adjacent properties. The setback between Thurman Street and the new chemical storage building will achieve a similar effect as on other site frontages. The area between the new building and the property line will be planted with new trees and other vegetation to mitigate for any trees that will be removed in the construction process. Vegetation to the west and south, and the existing building to the west and the fence to the north will screen the proposed new dewatering building. The architectural design of the new buildings will also complement the existing buildings. The proposed new flocculation/sedimentation basins are relatively low profile (similar to the existing

basins), and will be set back from adjacent property lines as shown on the concept site plan.

South Fork Water Board will revegetate all temporary disturbance areas with native trees and other vegetation. The selected species will reflect the existing native plant community and enhance neighboring views.

### **Air Quality**

Drinking water treatment processes do not create noticeable emissions, and will not significantly affect local air quality. A very small increase in truck traffic – approximately two to three additional trips per week – may occur because of the increased volume of water being treated, which requires more chemical inputs delivered to the site and more sediment by-products hauled away. Tailpipe emissions from the small number of additional trucks will be imperceptible compared with background conditions.

### **Hazards and Hazardous Materials**

During the construction period, fuels, oils, and other chemicals (*e.g.*, paints, adhesives) may be required to build the proposed facilities and service construction equipment. The contractor will store any such materials in a secure location, isolated from stormwater runoff.

Additional quantities of water treatment chemicals are required as part of the plant upgrade. Specifically, they include: 1) salt (to produce liquid sodium hypochlorite onsite), 2) low-strength sodium hypochlorite solution, 3) aluminum sulfate (liquid alum), 4) liquid cationic polymer, and 5) dry sodium carbonate (soda ash). These chemicals will be stored inside the new building, and are non-hazardous liquids or dry products (no gases or combustibles). These are very stable materials and are currently in use.

As part of the plant upgrade, liquid oxygen (LOX) will be imported onsite. Liquid oxygen is widely used for industrial and medical purposes, obtained from the oxygen found naturally in air by fractional distillation.

All the materials and chemicals currently in use or proposed at the site are used and stored according to state and federal standards.

### **Hydrology and Water Quality**

The proposed development will increase lot coverage by approximately 59,070 square feet. A new paved truck turnaround will extend from the existing parking area to provide vehicular access to the new chemical building and a new driveway will extend from S Hunter Avenue to the new two-story dewatering building. Approximately 60 percent of the site will remain undeveloped and landscaped. Temporary disturbance

areas will be re-vegetated, to increase onsite stormwater infiltration. New trees will be planted on the site to increase the rate of evapotranspiration, thus offsetting the increase in impervious coverage. Surface runoff will continue to drain to the existing storm drain, which discharges to the Clackamas River.

### Noise

The new solids pump station and centrifuge buildings will contain process equipment that generate noise. The ozone generation equipment and the standby generator will occupy the addition to the proposed new chemical building. However, South Fork Water Board will enclose and soundproof all new buildings to ensure minimal noise levels. The design of any structure or equipment will meet or exceed all applicable Oregon Department of Environmental Quality limits on noise. (See Oregon Administrative Rules 340-035.) The City will review the design of these buildings in the detailed development stage.

### Transportation/Traffic

South Fork Water Board anticipates that the proposed improvements will have the following transportation impacts:

- Staff – The proposed expansion will require two additional employees to operate the plant. However, during the 20-year timeframe of the master plan, South Fork Water Board plans to build a new administrative building at a different site. This will result in a transfer of two existing administrative staff away from the Hunter Avenue site. Thus, over the life of this master plan, staffing levels at the site and the resulting trip generation will not change.
- Chemical deliveries – The improvements will result in an increase in the use of aluminum, salt, soda ash, and polymer and new use of LOX (Liquid oxygen systems used to provide feed gas for ozone generator systems). Thus, there will be a slight increase in trip generation due to the increase in deliveries. **Table 4** summarizes the expected trip generation associated with the new/additional deliveries. As shown in **Table 4**, the additional chemical deliveries will generate approximately 2.5 additional trips per month.

Table 4: Trip Generation from Additional “Chemical-Based” Truck Deliveries

Delivery	Expected Monthly Trip Generation
Liquid Alum	1 truck/month (additional)
Salt - dry	0.5 truck/month (additional)
Soda ash - dry	SuperSack deliveries instead of 40 lbs bags, no net change
Polymer - liquid	Bulk delivery once a year, no net change
LOX - gas	1 truck/ month (new)



- **Solids Removal** – Currently, South Fork Water Board manages solids produced by the treatment process on site. The proposed improvements will allow South Fork Water Board to dispose of solid by-products off site. The new dewatering system will reduce solids production to one-third the existing volume. However, because the upgrade will increase treatment capacity, the plant will produce more solids, thus, the site will likely generate approximately 80 trips annually, or seven truckloads a month.

Altogether, full build-out of the South Fork Water Board site will result in fewer than 10 trips per month over existing conditions. These trips will also occur during off-peak periods during the day, and will have a minimal impact on adjacent property owners. The existing transportation system can easily accommodate this additional volume.

As shown on the site plan **Figure 4**, the master plan proposes a second driveway entrance on Hunter Avenue, south of the existing one, to provide access to the proposed solids dewatering building. This will enable trucks to load and remove solids from the dewatering building without circulating internally through the site. The design meets applicable driveway spacing and sight distance standards.

South Fork Water Board has not proposed to build improvements to surrounding transportation facilities. The level of impacts (vehicular, bicycle, and pedestrian trips) generated by proposed development is very low: less than three truck trips per week, all at off-peak hours.

At the same time, South Fork Water Board is interested in working with the City to help it meet its long-term transportation goals. As an example, South Fork Water Board dedicated 11,000 square feet of property to the City for future right of way in 2007 – 11 feet along its Swan frontage, and 7.5 feet along its Thurman frontage.

### **Summary of Public Involvement**

As part of the master plan process, South Fork Water Board requested a meeting with the Park Place Neighborhood Association to discuss the proposed development. This meeting explained the master plan process, showed ideas for long-term future development, and solicited feedback. South Fork Water Board held the meeting at the treatment plant on May 6, 2010. Four representatives from the neighborhood attended. South Fork Water Board has incorporated comments from the neighbors into the concept for the master plan. Notes of the topics discussed are included as part of this application (see **Appendix B**).

## SECTION 2: FINDINGS

### 1. Master Plan Requirements & Approval Criteria (Chapter 17.65)

#### Submittal Requirements (Subsection 17.65.50)

The current proposal contains all of the required Master Plan components, addressed in detail in Section 1 and summarized in **Table 5**.

Table 5: Concept Development Plan Components Required by Subsection 17.65.50

Component	Response
<b>A. Existing Conditions Submittal Requirements</b>	
<b>1. Narrative statement...</b>	
a. Current uses...	SFWB water treatment facility exists on the subject site. Section 1 details the current treatment process
b. History or background...	The treatment facility has operated at the site for over 50 years, and serves 63,000 customers. See Section 1.
c. A vicinity map...	Figure 1 is a vicinity map that shows the site and surroundings.
d. Non-institutional uses	Residential development surrounds the site on all four sides. The aerial photo (Figure 2) shows surrounding development.
e. Previous land use approvals...	The site has two recent land use approvals, for an addition to the office building, and a new clearwell (CU 07-06/WR 07-28/SP 07-14 and SP-05-0003). Related conditions reprinted and described in Section 1, Existing Conditions.
f. Existing utilization of the site...	The site is approximately 1/3 developed and 2/3 open space. Figure 5 shows the extent of the current landscaped area.
g. Site description...	The site is relatively flat with steep slopes on the southeast corner and largely undeveloped. Buildings and structures relate to the treatment and provision of drinking water. (For further detail, see Section 1.)
h. Existing transportation analysis...	Two local streets (Hunter, Thurman) and a collector (Swan), surround the site. Volumes on the surrounding streets are low. There are no transit lines close to the site. The site has approximately 10 parking spaces to provide for eight employees, visitors, and service vehicles.
i. Infrastructure facilities and capacity...	The site is served by City sanitary sewer and water, and stormwater management. Use of these facilities, aside from water treatment and distribution, is very low because of the employee count and large area of the site.
<b>2. Maps and Plans...</b>	
a. Existing conditions site plan...	Figure 3 shows existing conditions. This figure contains the applicable items as required. SFWB is deferring the detailed landscape plan (tree species and location, etc.) to the detailed development phase of the master plan, where it is required as part of Site Plan and Design Review.
b. Vicinity map...	Figure 1 shows the site's general location including nearest cross streets
c. Aerial photo...	Figure 2 includes an aerial photo that depicts the site and property within 250 feet of the proposed development boundary.
<b>B. Proposed Development Submittal Requirements</b>	
<b>1. Narrative statement...</b>	

<i>a. The proposed duration...</i>	SFWB proposes a master plan duration of 20 years as permitted by code and detailed in Section 2, Proposed Master Plan.
<i>b. The proposed development boundary...</i>	The boundary includes two contiguous parcels, 2-2E-21CD-02500 and 2-2E-28BB-00100. These are shown on Figures 3 and 4 and discussed in Section 1, Proposed Master Plan
<i>c. A description, approximate location, and timing of each proposed phase...</i>	Development will occur in three phases over the 20-year lifespan of the master plan. Table 3 in the narrative summarizes each development phase and expected operational date. Figure 4 shows the approximate location of each phase.
<i>d. An explanation of how the proposed development is consistent with the purposes of Section 17.65 and any applicable overlay district.</i>	<p>The finding for §17.65.010 below explain how the proposed development is consistent with the purposes of the master plan chapter. That purpose is “to facilitate the development of major public institutions, government facilities and parks and ensure the compatibility of these developments with surrounding areas.” The treatment facility is a major public water provider, and this specific design insures compatibility through building placement, operations, landscaping, and other design features. The development complements adjacent residential development.</p> <p>The site is located in the Geologic Hazards Overlay District and the Natural Features Overlay District. The purpose of these chapters is stated in Chapters 17.44.010 and 17.49.[0]10 respectively. In general, the purpose of the overlays is to protect the mapped resource. As shown in Figure 4, all development is proposed far outside of the edge of any mapped resources. Thus the development meets the intent of these chapters.</p>
<i>e. A statement describing the impacts of the proposed development on inventoried Goal 5 natural, historic or cultural resources...</i>	There are no City-mapped historic or cultural resources onsite. The development will not affect Goal 5 natural resources onsite, because all development will be located well outside of the natural resource setback area.
<i>f. An analysis of the impacts of the proposed development on the surrounding community...</i>	The building placement, operations, landscaping, building design and mitigation measures identified in Section 1 will ensure the development’s compatibility with the existing residential district. There will be no significant impact on the existing natural environment. Section 1, Development Impacts and Mitigation, identifies any potential impact on the community.
<i>g. A summary statement describing the anticipated transportation impacts...</i>	The proposed development will generate approximately 9.5 additional trips per month. Parking demand will not increase as the number of employees will not increase. Section 1, Development Impacts and Mitigation summarizes the anticipated transportation impacts, which are minimal.
<i>h. In addition to the summary statement of anticipated transportation impacts, an applicant shall provide a traffic impact study as specified by City requirements...</i>	As discussed in the narrative, the development will created negligible impacts on the transportation system: an additional 9.5 trips per month. Based on the low number of trips generated by the development, a detailed traffic study prepared by an engineer is not necessary.

i. If an applicant chooses to pursue option h(1)...	SFWB has quantified transportation impacts based on its existing and future operations, without a detailed traffic study prepared by an engineer. As discussed in the narrative, this plan does not propose any specific improvements to the transportation infrastructure, because impacts are so minor.
j. The applicant or city staff may propose objective development standards...	SFWB is not proposing development standards or approval criteria specific to this facility. As permitted by ORS 227.178(3), it chooses to rely on land use regulations in effect on the date of application submittal.
<b>1. Maps and diagrams...</b>	
a. A preliminary site circulation plan...	Figure 4 shows the circulation patterns on the site.
b. The approximate location of all proposed streets, alleys, other public ways, sidewalks, bicycle and pedestrian access ways...	The proposal does not contain streets, alleys, other public ways, sidewalks, bicycle or pedestrian accessways in or through the site. There are no transit streets, facilities, or neighborhood activity centers and/or easements within 250 feet of the site.
c. The approximate location of all public facilities to serve the proposed development...	Figure 4 shows approximate location of water, sanitary sewer, and stormwater management facilities.
d. The approximate projected location, footprint and...	Figure 4 shows the approximate location, and footprint of each phase of proposed development. Table 3 shows building square footages. South Fork notes that the precise location, footprint, and square feet of structures may vary slightly from the concept plan. The City will review exact location and building design at detailed development plan review.
e. The approximate locations of proposed parks...	SFWB does not propose playgrounds, play areas, outdoor common areas. All development is located outside of the mapped NROD.

**Response:** As documented in **Table 5**, South Fork Water Board has submitted the components required by Subsection 17.65.50. The proposal satisfies this requirement.

### **General Development Plan Approval Criteria (Subsection 17.65.50)**

#### **17.65.50 Concept Development Plan**

**C. Approval Criteria for a General Development Plan.** *The Planning Commission shall approve an application for general development plan approval only upon finding that the following approval criteria are met.*

- 1. The proposed general development plan is consistent with the purposes of Section 17.65.*

**Response:** The purpose and intent of Chapter 17.65 is as follows:

*17.65.010 - Purpose and intent.*

*It is the intent of this Chapter to foster the growth of major institutions and other large-scale development, while identifying and mitigating the impacts of such growth on*

*surrounding properties and public infrastructure. The City recognizes the valuable services and employment opportunities that these developments bring to Oregon City residents. The master plan process is intended to facilitate an efficient and flexible review process for major developments and to provide them with the assurance they need over the long term so that they can plan for and execute their developments in a phased manner. To facilitate this, the master plan process is structured to allow an applicant to address the larger development issues, such as adequacy of infrastructure and transportation capacity, and reserve capacity of the infrastructure and transportation system before expenditure of final design costs. (Ord. 03-1014, Att. B3(part), 2003)*

South Fork Water Board is a major water service provider to Oregon City and West Linn and parts of unincorporated Clackamas County for approximately 63,000 people in Clackamas County. To meet future water needs, South Fork Water Board must upgrade treatment capacity from 22 mgd to 40 mgd and replace outdated infrastructure and technology. Approval of the proposed concept plan will allow South Fork Water Board to adequately plan for future improvements, which will help to facilitate the development review process. The City's master plan process allows the applicant to rely on current regulations and to streamline future land use applications through the detailed development review process (Type II). For these reasons, the concept master plan affords South Fork Water Board with the assurance it needs to plan for phased growth and development as outlined in Section 1.

*2. The transportation system has sufficient capacity based on the City's level of service standards and is capable of safely supporting the development proposed in addition to the existing and planned uses in the area, or will be made adequate by the time each phase of the development is completed.*

**Response:** The Oregon City Transportation System Plan (TSP) classifies Swan Avenue as a Collector, and Thurman Street and South Hunter Avenue as Local Streets. The TSP identifies these streets as operating at a satisfactory level of service. Likewise, based on South Fork Water Board's observations, traffic on the surrounding streets is minimal.

South Fork Water Board has forecast anticipated transportation impacts from the development, as detailed in Section 1. The improvements will generate 2.5 additional trucks per month from chemical deliveries and 7 trips a month from solids removal, for a net increase of approximately 9.5 trips per month. The proposal will not have a significant impact on the City's transportation system, nor will it degrade the existing level of service. The system is capable of supporting the development proposed with no significant change in service levels. The proposal satisfies this criterion.

*3. Public services for water supply, police, fire, sanitary waste disposal, and storm-water disposal are capable of serving the proposed development, or will be made capable by the time each phase of the development is completed.*

**Response:** The proposed improvements will ensure that South Fork Water Board is able to continue to meet future water needs of the service area. Because of the low employee count and the fact that there will be no net change in employees working at the site, the expansion will have a negligible impact on the sewer system. Likewise, police services will not change. There is an existing fire hydrant located to the west of the site along South Hunter Avenue, which serves existing development and will suffice to serve new development. As shown on **Figure 4**, stormwater will drain to the existing storm drain. A large portion of the undeveloped area will remain in its natural vegetative state. South Fork Water Board will replant all temporary disturbance areas with grass or other native vegetation, which will help to minimize additional stormwater runoff. For these reasons, existing City services are able to serve the proposed development and the proposal satisfies this criterion.

*4. The proposed general development plan protects any inventoried Goal 5 natural, historic or cultural resources within the proposed development boundary consistent with the provisions of applicable overlay districts.*

**Response:** There are no known or mapped historic or cultural resources within the proposed development boundary. The southeast area of the project site is located within the Natural Resources Overlay District (Chapter 17.49) which implements the City's natural resource protection program. The proposed development will entirely avoid the mapped resource. Because the proposed development is completely outside of the mapped resource and its buffer zones, the proposal complies with the requirements of this chapter. The proposal satisfies this criterion.

*5. The proposed general development plan, including development standards and impact mitigation thresholds and improvements adequately mitigates identified impacts from each phase of development. For needed housing, as defined in ORS 197.303(1), the development standards and mitigation thresholds shall contain clear and objective standards.*

**Response:** The project's anticipated impact and associated mitigation measures was discussed above in Section 1, Proposed Development Impacts and Mitigation. **Table 6** summarizes the discussion of impacts.

Table 6: Development Impacts and Mitigation

Impact category	Impact from Master Planned development	Summary of Proposed Mitigation
Aesthetics	New industrial buildings and large water treatment facilities	SFWB will screen the perimeter of the site to maintain existing views and preserve the character of the neighborhood.  New building designs will fit the park-like setting and complement existing buildings.
Air Quality	No noticeable emissions result from the water treatment process.	None required.
Biological Resources	None. Development avoids the mapped NROD district and does not impact sensitive resources.	None required.
Cultural Resources	None. There are no mapped or known cultural or historic resources onsite	None required.
Geology and Soils	None. Development will avoid steeply sloped areas.	None required.
Hazards and Hazardous Materials	Additional water treatment chemicals are required as part of the plant upgrade. These are non-hazardous, stable substances.  Construction activity will require the use of fuels, oils, and other chemicals (e.g., paints, adhesives).	A security fence prevents access to the site. Chemicals will be stored in safe, locked containers inside buildings.
Hydrology and Water Quality	Additional 44,000 sq. ft. of impervious surfaces will increase the volume of stormwater runoff.	Disturbed areas from buried structures/pipes will be replanted after completion of construction
Land Use	Land use remains the same.	Landscaping will screen structures and preserve "park" character for continued neighborhood compatibility.
Noise	New process equipment including centrifuge and standby power generator create some new noise impacts. Truck deliveries add 9.5 trips per month.	Noise-generating equipment will be located in soundproof buildings. Noise from additional trucks is unavoidable, but infrequent.
Transportation/Traffic	Addition of 9.5 additional truck deliveries/loads per month.	Low number of additional trips is insignificant as proportion of overall traffic in transportation system, and unavoidable.

As shown in Table 6, the development will not impact biological or cultural resources, geology and soils. Land use will not change. Due to the negligible increase in truck traffic (9.5 per month) and the lack of traffic on the surrounding street system, impacts to the transportation system will be insignificant. For these reasons, the general

development plan mitigates those impacts identified in Section 1 and the proposal satisfies this criterion.

*6. The proposed general Development Plan is consistent with the Oregon City Comprehensive Plan and its ancillary documents.*

**Response:** Section 2, Review of Conditional Use Approval Criteria and Standards, provides a review of applicable Comprehensive Plan policies. As shown, the proposal is consistent with these policies and will help to directly meet the intent of Goals 11.1 (Provision of Public Facilities) and 11.3 (Water Distribution) and Policy 11.3.2. The proposal satisfies this criterion.

## **2. Conditional Use Approval Criteria and Standards (Chapter 17.56)**

### ***17.56.010 Permit--Authorization--Standards--Conditions.***

*A conditional use listed in this title may be permitted, enlarged or altered upon authorization of the planning commission in accordance with the standards and procedures of this title. A conditional use permit listed in this section may be permitted, enlarged or altered upon authorization of the planning commission in accordance with the standards and procedures of this section. Any expansion to, alteration of, or accessory use to a conditional use shall require planning commission approval of a modification to the original conditional use permit.*

*A. The following conditional uses, because of their public convenience and necessity and their effect upon the neighborhood shall be permitted only upon the approval of the planning commission after due notice and public hearing, according to procedure as provided in Chapter 17.50. The planning commission may allow a conditional use, provided that the applicant provides evidence substantiating that all the requirements of this title relative to the proposed use are satisfied, and demonstrates that the proposed use also satisfies the following criteria:*

- 1. The use is listed as a conditional use in the underlying district;*

**Response:** Subsection 17.08.030(H), lists “Public utilities” as a conditional use in the R-10 district. This criterion is met.

- 2. The characteristics of the site are suitable for the proposed use considering size, shape, location, topography, existence of improvements and natural features;*

**Response:** The site is approximately 10 acres bounded on three sides by Hunter Avenue to the west, Swan Avenue to the east, and Thurman Street to the north. The size of the site is suitable for the proposed water treatment activities, and can accommodate the



process equipment and structures needed while maintaining a substantial portion of the site in a natural or landscaped setting. The shape of the site, generally trapezoidal, allows for the proposed water treatment facilities to be located next to each other in an efficient arrangement. The location of the site is suitable, being located relatively close to the intake point at the Clackamas River, and at a high elevation point close to the service area. The topography of the site is suitable – generally flat, with the exception of a steeply sloped area on which no development is proposed. The improvements on this site are existing water treatment structures and equipment, which will work in concert with the new development. The natural features of the site are located in its southeast corner, away from any proposed development. No change to the “public utility” use is proposed. This same criterion was satisfied by the conditional use application for the 2 MG reservoir in 2007, and the site has not changed since then. For these reasons, the site is, and will continue to be, suitable for the public utility use. The proposal meets this criterion.

*3. The site and proposed development are timely, considering the adequacy of transportation systems, public facilities and services existing or planned for the area affected by the use;*

**Response:** South Fork Water Board’s response to approval criterion 17.65.50 (C)(2) demonstrates that the proposal will not have a significant impact on the City’s transportation system or increase demand for public facilities or services. The proposed development will ensure the future adequacy of the City’s water supply. The proposal meets this criterion.

*4. The proposed use will not alter the character of the surrounding area in a manner which substantially limits, impairs or precludes the use of surrounding properties for the primary uses listed in the underlying district;*

**Response:** The water treatment plant has operated at the site for the last 50 years. No change in use is proposed. The proposed development will increase the plant’s capacity without detracting from the character of the surrounding area by: concentrating future development in already-developed areas, preserving mapped natural features and maintaining a park-like setting and landscaping around its perimeter (see Table 3). The primary uses in the surrounding area are predominantly residential and the area is fully developed. The future development will not limit, impair or preclude the use of surrounding properties in any way.

*5. The proposal satisfies the goals and policies of the city comprehensive plan which apply to the proposed use.*

**Response:** The following goals and policies of the City’s Comprehensive Plan are applicable.

*Goal 1.1 Citizen Involvement Program*

South Fork Water Board is using the City's process for citizen involvement in land use decisions, and has met with the neighborhood in advance of submitting the application.

*Goal 2.1.Efficient Use of Land*

The proposal will expand infrastructure capacity by using vacant and/or underdeveloped areas.

*Goal 11.1 Provision of Public Facilities*

The proposal will ensure South Fork Water Board's ability to provide water to Oregon City.

*Goal 11.3 Water Distribution*

*Seek the most efficient and economic means available for constructing, operating, and maintaining the City's water distribution system while protecting the environment and meeting state and federal standards for potable water systems.*

The proposal will increase the efficiency and safety of the water distribution system, while meeting all state and federal standards.

*Policy 11.3.2*

*Collaborate with the South Fork Water Board to ensure that an adequate water supply system is maintained for residents. Coordinate with the South Fork Water Board, the City of West Linn, and Clackamas River Water to ensure that there is adequate regional storage capacity.*

The proposal will increase regional water treatment capacity and will improve the ability of South Fork Water Board to meet the increasing need of its customers.

*B. Permits for conditional uses shall stipulate restrictions or conditions which may include, but are not limited to, a definite time limit to meet such conditions, provisions for a front, side or rear yard greater than the minimum dimensional standards of the zoning ordinance, suitable landscaping, off-street parking, and any other reasonable restriction, condition or safeguard that would uphold the spirit and intent of the zoning ordinance, and mitigate adverse effect upon the neighborhood properties by reason of the use, extension, construction or alteration allowed as set forth in the findings of the planning commission.*

**Response:** South Fork Water Board does not request any conditions to comply with the spirit and intent of the Zoning Ordinance or to mitigate effects on neighboring properties because, as this application shows, the proposal meets the standards of the Zoning Code. The proposal thus satisfies this criterion.

*C. Any conditional use shall meet the dimensional standards of the zone in which it is to be located pursuant to subsection B. of this section unless otherwise indicated, as well as the minimum conditions listed below.*

**Response:** The proposal meets dimensional standards of the R-10 zone, as demonstrated in the findings under Section 17.80.40 that follow.

*D. In the case of a use existing prior to the effective date of the ordinance codified in this title and classified in this title as a conditional use, any change of use expansion of lot area or expansion of structure shall conform with the requirements for conditional use.*

**Response:** No change in use is proposed. The public utility use has existed on this site since 1958. The proposal structural changes to the site comply with this criterion as demonstrated in South Fork Water Board's response to Subsection 17.56.010.

*E. The planning commission may specifically permit, upon approval of a conditional use, further expansion to a specified maximum designated by the planning commission without the need to return for additional review.*

**Response:** South Fork Water Board has refined this concept master plan to the best level of detail it can given the current information. However, the precise location of building footprints or exact number of square feet or number and species of landscape elements cannot be determined until the time of detailed building design. This information will need to be provided as part of the detailed development review, as required by the City. As long as future plans are in substantial conformance with this concept plan, the South Fork Water Board anticipates a streamlined Type II review.

**17.56.020 - Permit—Application.**

*A. A property owner or authorized agent shall initiate a request for a conditional use by filing an application with the city recorder. The applicant shall submit a site plan, drawn to scale, showing the dimensions and arrangement of the proposed development. The application shall be accompanied by the filing fee listed in Section 17.50.[0]80 to defray the costs of publication, investigation and processing.*

**Response:** South Fork Water Board submitted the required maps and site plans, application form, filing fee and supporting documents (project narrative, findings and appendices) required by the City.

*B. Before the planning commission may act on a conditional use application, it shall hold a public hearing thereon, following procedure as established in Chapter 17.50.*

**Response:** South Fork Water Board anticipates the City to schedule a public hearing after the City deems the land use application complete.

***17.56.040 Criteria and standards for conditional uses.***

*In addition to the standards listed herein in Section 17.56.010, which are to be considered in the approval of all conditional uses and the standards of the zone in which the conditional use is located, the following additional standards shall be applicable:...*

*C. Public Utility or Communication Facility. Such facilities as a utility substation, water storage tank, radio or television transmitter, tower, tank, power transformer, pumping station and similar structures shall be located, designed and installed with suitable regard for aesthetic values. The base of these facilities shall not be located closer to the property line than a distance equal to the height of the structure. Hydroelectric generation facilities shall not exceed ninety megawatts of generation capacity.*

**Response:** Table 3 shows the proposed new structures, their heights and dimensions. The majority of new development is below ground. Setbacks are greater than structure heights. South Fork Water Board will design new buildings to complement existing buildings and screen new development with trees and other vegetation. Hydroelectric generation facilities are not proposed. The proposal meets this criterion.

### 3. R-10 Development Standards (Subsection 17.80.040)

#### **17.08.040 Dimensional standards.**

*Dimensional standards in the R-10 district are:*

*A. Minimum lot areas: ten thousand square feet.*

**Response:** South Fork Water Board does not propose a land division as part of this application. Both existing lots are over 4.5 acres, thus the proposal complies with this standard.

*B. Minimum lot width: sixty-five feet.*

*C. Minimum lot depth: eighty feet.*

**Response:** Both lots are over 600 feet wide and at least 250 feet deep, thus the proposal complies with this standard.

*D. Maximum building height: two and one-half stories, not to exceed thirty-five feet.*

**Response:** As shown in Table 3, the tallest of the proposed new buildings (the Centrifuge Building and the Chemical Storage, Ozone Generator, & Standby Power Building) will be approximately 20 feet tall, thus the proposal complies with this standard.

*E. Minimum required setbacks:*

*1. Front yard, twenty feet minimum setback,*

*2. Front porch, fifteen feet minimum setback,*

*3. Attached and detached garage, twenty feet minimum setback from the public right-of-way where access is taken, except for alleys. Detached garages on an alley shall be setback a minimum of five feet in residential areas.*

*4. Interior side yard, ten feet minimum setback for at least one side yard; eight feet minimum setback for the other side yard,*

*5. Corner side yard, fifteen feet minimum setback,*

*6. Rear yard, twenty feet minimum setback,*

*7. Rear porch, fifteen feet minimum setback.*

*F. Garage standards: See Chapter 17.20 – Residential Design Standards.*

**Response:** **Figure 4** shows the required setbacks. As shown on **Figure 4**, the closest structure will be setback approximately 23 feet from the north property line. All structures will be set back at least 20 feet from the property lines, thus the proposal complies with this standard.

*G. Maximum lot coverage: The footprint of all structures two hundred square feet or greater shall cover a maximum of forty percent of the lot area.*

**Response:** The site is slightly less than 10 acres (approximately 435,600 square feet). The existing lot coverage is 113,135 square feet, or approximately 26 percent of the site. The proposed new development will add 59,070 square feet of development for a total of 150,260 square feet, or approximately 34 percent of the lot area, thus the proposal complies with this standard.

#### **4. Tree Protection Standards (Chapter 17.41)**

The intent of this chapter is to ensure that new development preserves trees to the maximum extent practicable. Compliance with this section of the code and the City's standards for mitigation will be confirmed at the detailed development plan phase. Figure 5 identifies "preserved areas" on the site where trees will remain for landscaping or natural resource reasons, unless an arborist identifies them as dying, diseased or hazardous. It also identifies future landscape areas, which will screen new buildings and soften the edges of the site in compliance with Subsection 17.62.050.A.1 (2010). Trees removed outside of these areas will comply with the mitigation ratios prescribed in Section 17.41.060 (2010). South Fork Water Board will submit tree removal and landscaping plans at the detailed development plan phase.

#### **5. Geologic Hazards Overlay District (Chapter 17.44)**

***17.44.025 - When required; regulated activities; permit and approval requirements.***

*No person shall engage in any of the following regulated activities within the adopted Oregon City Geologic Hazards Overlay Zone without first obtaining permits or approvals as required by this chapter:*

- A. Installation or construction of an accessory structure greater than five hundred square feet in area;*
- B. Development of land, construction, reconstruction, structural alteration, relocation or enlargement of any building or structure for which permission is required pursuant to the Oregon City Municipal Code;*
- C. Tree removal on slopes greater than twenty-five percent where canopy area removal exceeds twenty-five percent of the lot.*
- D. Excavation which exceeds two feet in depth, or which involves twenty-five or more cubic yards of volume;*

**Response:** City maps show that a portion of the southeast area of the site contains land with steep slopes (25 percent or greater). As shown on the site plan, all proposed development will be located far distant from any steeply sloped area. No disturbance in this area will occur. South Fork Water Board will completely avoid this area and any hazards associated with it. Because all development and disturbance is located outside of the mapped Geologic Hazards Overlay District, this section does not apply.

## 6. Natural Resource Overlay District (Chapter 17.49)

**Response:** A portion of the southeast area of the site is located within the Natural Resource Overlay District, which replaced the Water Quality Resources Area Overlay District (July 1, 2009). However, as shown on Figure 4, all development is located outside of the mapped feature.

The closest development to the NROD boundary is proposed new buried piping to the proposed new Solids Handling equipment, which is setback approximately 30 feet from the mapped NROD. As such, no soil or vegetation within the district will be disturbed. As documented in the 2007 staff report (CU 07-06/WR 07-28/SP 07-14) the area did not contain evidence of a perennial, intermittent stream or other protected water feature. The prior land use approvals listed above conformed to the City's former Water Quality Resource Area Overlay District. Like the prior approvals, construction activity will occur outside of the mapped feature.

## 7. Parking Requirements (Chapter 17.52)

### *17.52.010 - Number of spaces required....*

**Response:** The parking requirements in Subsection 17.52.010, are based on spaces per 1,000 square feet gross of leasable area. Due to the nature of the buildings on site, there is no "leasable area." The "office" part of the building square footage on site makes up about 2,000 square feet of the headworks building. At the code minimum of 2.7 spaces per 1,000 square feet, this would result in a requirement of 6 spaces. Currently, eight employees work at the treatment plant. The existing parking lot provides parking for approximately 10 vehicles, which has proven to be adequate to meet parking demand. As discussed in the response to Subsection 17.65.50.C.2, the development will not result in a net increase in employees. Thus, it is reasonable to conclude that the existing parking supply is adequate to handle future demand and the proposal meets the intent of this requirement.

### *17.52.040 - Carpool and vanpool parking....*

**Response:** Subsection 17.52.040 applies to new office and industrial developments with 75 or more parking spaces, and new hospitals, government offices, nursing and retirement homes, schools and transit park-and-ride facilities with fifty or more parking spaces. Therefore, this subsection does not apply to the proposal.

### *17.52.050 - Bicycle parking-purpose-applicability.*

*To encourage bicycle transportation to help reduce principal reliance on the automobile, and to ensure bicycle safety and security, bicycle parking shall be provided in conjunction with all of the following uses:...*

*B. Retail and Office Development*  
*C. Industrial development;*

**Response:** The water treatment plant qualifies either as office or industrial development and is therefore subject to this subsection.

**17.52.060 – Bicycle parking standards.**

*A. Bicycle parking spaces shall be provided for the uses described in Section 17.52.050, in the amounts specified in Table A. For any use not specifically mentioned in Table A, the bicycle parking requirements shall be the same as the use which, as determined by the community development director is most similar to the use not specifically mentioned. Calculation of the number of bicycle parking spaces required shall be determined in the manner established in Section 17.52.010 for determining automobile parking space requirements...*

TABLE A Required Bicycle Parking Spaces*	
USE	BICYCLE PARKING
Bank, office	1 per 20 auto spaces

**Response:** The site has no formal bicycle parking spaces; however, there is ample room for employees to park their bikes. The only building onsite with the potential to generate employees/bicycle use is the administration building, which is an office use. Because the number of onsite auto spaces falls below the 20-space threshold for office use, shown in Table A, the development is not required to include bicycle spaces. However, South Fork Water Board will install two bicycle parking spaces.

**17.52.070 - Pedestrian access in off-street automobile parking areas.**

*Sidewalks and curbs shall be provided in accordance with the city's transportation master plan and development standards within Section 17.62.050A.7 of the Oregon City Municipal Code.*

**Response:** The City's TSP calls for curb, gutter and sidewalks along both sides of South Swan Avenue (from Holcomb Road to Forsythe Road). It also identifies this road "to be signed" as a bike route. Per 17.62.050.A.8, the community development director may waive Subsection 17.52.070 requirements if there is no probable need or if there are comparable alternative provisions for pedestrians.

The north side of Thurman Street and a portion of the east side of South Swan Avenue have curbs and sidewalks. These improvements offer a route for pedestrians walking along these streets. Currently, there are no sidewalks on the west side of Swan Avenue, south side of Thurman Avenue, or east side of South Hunter Avenue.

As part of this application, South Fork Water Board has not proposed any improvements to the surrounding transportation facilities. The level of impacts



(vehicular, bicycle, and pedestrian trips) generated by the proposed development is very low. Quantified impacts constitute less than three truck trips per week, all at off-peak hours. Volumes on all of the immediately surrounding streets are very low. City-required improvements to public infrastructure must be “roughly proportional” to impacts created by new development.

At the same time, South Fork Water Board is interested in being a good neighbor and working with the City to help it meet its long-term transportation goals. As an example, South Fork Water Board recently dedicated 11,000 square feet of property to the City for future right of way in 2007 – 11 feet along its Swan frontage, and 7.5 feet along its Thurman frontage.

**17.52.090 - Parking lot landscaping.**

**B. Development Standards.** *Parking lot landscaping is required for all uses, except for single- and two-family residential dwellings...*

**Response:** South Fork Water Board will submit a landscape plan at the detailed development review phase, as required by Chapter 17.62, Site Plan and Design Review. The City will confirm compliance with parking lot landscaping development standards at that time. The proposal can meet these standards.

## **8. Conclusion**

The facility upgrades outlined in this application will allow South Fork Water Board to meet the community’s future water demands and replace outmoded and aging infrastructure. This Concept Master Plan sets out an approach to the development at the site, phased over the next 20 years. It identifies potential impacts from new development and proposes implementation of mitigation measures concurrent with new construction.

When specific phases of development are fully funded and ready for construction, South Fork Water Board will file a detailed development plan application. To insure that the commitments in the application are carried over to the detailed development plan phase, it proposes the following conditions of approval:

1. As part of the each detailed development plan application, the applicant will notify the Park Place neighborhood association prior to submittal, and offer to meet with the interested neighbors prior to the City issuing its decision.
2. All new noise-generating process equipment will be in enclosed and/or soundproofed buildings. Any new equipment will meet Oregon DEQ regulations that limit noise (OAR 340-035).

3. Chemicals used in the treatment process will be stored inside enclosed buildings. Chemicals will be transported and stored in compliance with all state and federal regulations.
4. No master plan development is proposed to occur within currently mapped NROD areas. Prior to any development on site that occurs within 100 feet of the city's NROD overlay, the applicant will install orange construction fencing at the outer boundary of the overlay to prevent any accidental incursion into this area of the site.
5. Landscaping will be installed in the areas between proposed buildings and property lines as shown on Figure 5. Future landscaped areas will comply with Subsection 17.62.050.A.1 (2010). The landscaping plan will be prepared by a registered landscape architect and include a mix of vertical (trees and shrubs) and horizontal elements (grass, groundcover, etc.) that within three years will cover one hundred percent of the landscape area. No mulch, bark chips, or similar materials shall be allowed at the time of landscape installation except under the canopy of shrubs and within two feet of the base of trees. Areas disturbed by construction of new structures or underground pipes will be revegetated.
6. Trees will not be removed from preserved areas, as shown on Figure 5, unless a licensed arborist determines that they are diseased, dying or hazardous, or as modified through a detailed development plan application. Trees removed outside of the preserved areas will be replaced at the ratio prescribed in Section 17.41.060 (2010).

With the proposed conditions, the development proposed in this master plan application meets all the applicable standards and criteria in the City Code.

## City of Oregon City Pre-Application Conference Summary

Pre-application conferences are required by Section 17.50.030 of the City Code, as follows:

- (A) PURPOSE: The pre-application conference is to provide the applicant the necessary information to make an informed decision regarding their land use proposal.
- (B) A pre-application conference is required for all land use permits.
- (C) Time Limit: A pre-application conference is valid for a period of six (6) months.
- (D) An omission or failure by the Planning Division to provide an applicant with relevant information during a pre-application discussion shall not constitute a waiver of any standard, criterion, or requirement of the City of Oregon City. Information given in the conference is subject available information and may be subject to change without notice. *NOTE: The subsequent application may be submitted to any member of the Planning Staff.*

=====

PRE-APP # 10-06 / DATE: 3/30/2010  
APPLICANT: South Fork Water Board  
SITE ADDRESS: 2-2E-21CD -00500 and 2-2E-28BB-00100  
PROPERTY DESCRIPTION: \_\_\_\_\_  
STAFF: PW, BC, GS ZONING: R 10  
PROPOSED USE/ACTIVITY: Master Plan / Detailed Development Plan / Conditional Use  
INFORMATION NECESSARY TO BEGIN DEVELOPMENT: This listing of information does not preclude the Community Development Department or hearings body from requesting additional data necessary to make a recommendation and/or decision regarding the proposed activity.

### 1. PLANNING

- ☐ Zoning/ Setbacks See ~~17.29 and 17.16~~ 17.08 & CU Building Openings.
- ☐ Is the Site in a Water Resource Overlay District? (Yes or No ) Yes
- ☐ Is the Site in a Historic Overlay District? (Yes or No ) No
- ☐ List of Minimum Required Planning Processes:

- ☐ OCMC 17.50 – Administrative Processes
- ☐ OCMC 17.65– Master Plans
- ☐ OCMC 17.65 – Detailed Development Plan
- ☐ OCMC 17.56 – Conditional Use
- ☐ OCMC 17.08 - R-10 - Single Family Residential District
- ☐ OCMC 17.49 - Natural Resource Overlay District (Prior Exemption)
- ☐ OCMC 12.04 - Street, Sidewalks and Public places
- ☐ OCMC 12.08 - Public and Street Trees
- ☐ OCMC 17.41- Tree Protection Standards
- ☐ OCMC 17.62 - Site Plan and Design Review
- ☐ OCMC 17.52 - Off-Street Parking and Loading
- ☐ OCMC 17.54 - Supplemental Regulations (Fences and Accessory Structures)

OCMC  
17.44 - N.K.  
Nancy Kravshaar  
review for  
building at  
top of slope.

Other: 17.65.070 Adjustments to Development Stds. for  
adjustments from Street Design Stds - Section 12.04  
show how requirements for Homeland Security can meet  
approval requirements of 17.65.070(D).

## 2. DEVELOPMENT SERVICES

- A. Grading: Per OCME 15.48  
B. Drainage: Per OCME 13.12 Detention (WQ)  
C. Sanitary Sewer: 10' Hunter/Kurman/Swan  
D. Water: Ditto for H<sub>2</sub>O  
E. Right-of-Way Dedication/Easements: \_\_\_\_\_  
F. Street Improvements (including continuation of existing streets within subdivisions): ~~10' Con~~ - 1/2 street plus 10' Con Hunter, Swan, + Kurman. See sketch  
I. TSP compliance (Connectivity, Street Widths, etc.): TAL

Other: \_\_\_\_\_  
\_\_\_\_\_

## 3. BUILDING

- A. Proposed Construction Type: \_\_\_\_\_  
B. Number of Stories: \_\_\_\_\_  
C. Square Footage: \_\_\_\_\_  
D. Number of Buildings: \_\_\_\_\_  
E. Type of Occupancy: \_\_\_\_\_  
F. Fire Sprinklers: \_\_\_\_\_  
G. Valuation (estimate): \$ \_\_\_\_\_  
H. Fire/Life Safety Required: Yes \_\_\_\_\_ No \_\_\_\_\_

## 4. FIRE

- A. Fire Flow Requirements (gallons per minute): \_\_\_\_\_  
B. Location/Number of Hydrants: \_\_\_\_\_  
C. Access Requirements: \_\_\_\_\_  
D. Other: \_\_\_\_\_

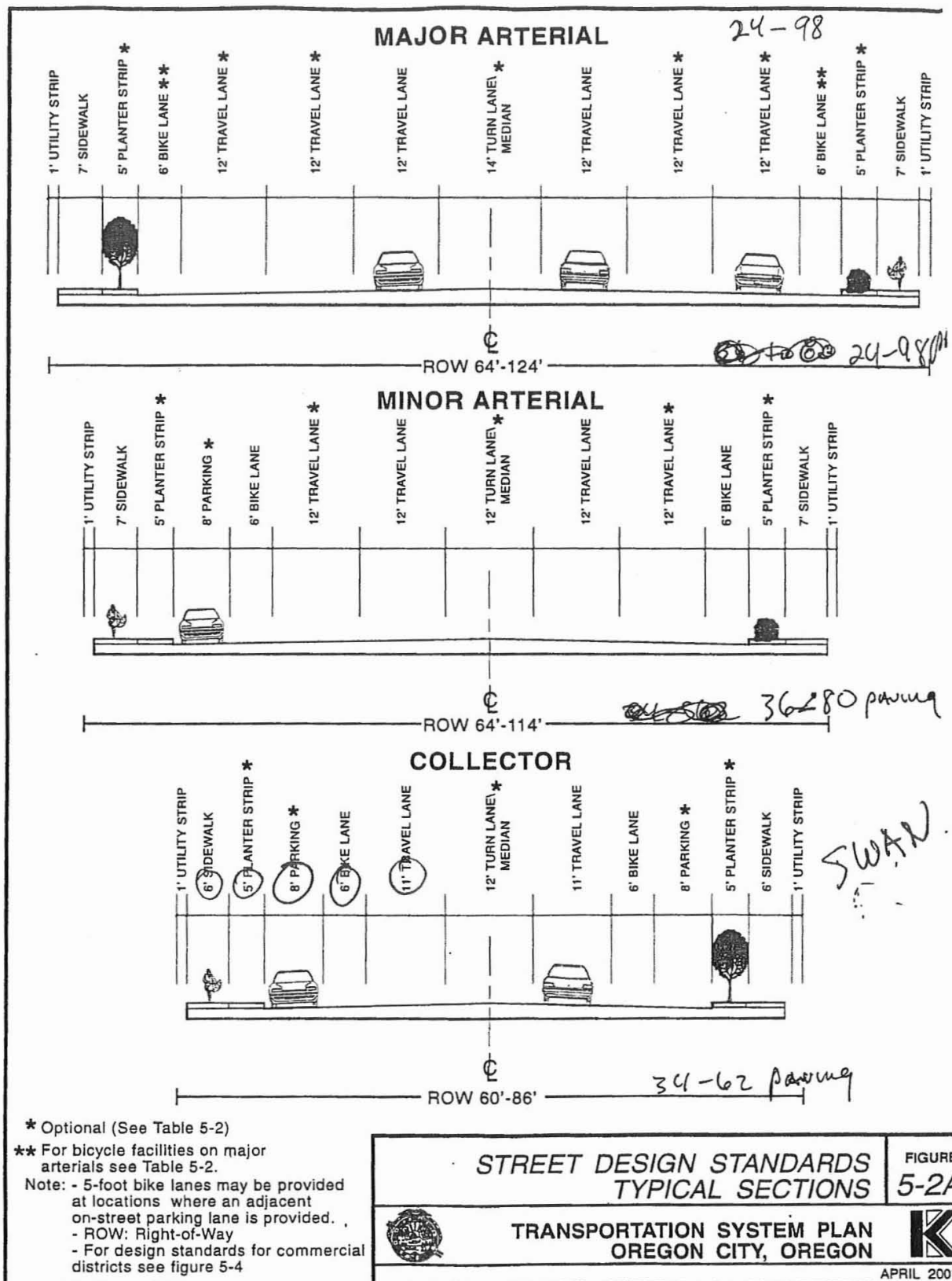
OTHER COMMENTS: As noted in meeting

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

NOTICE TO APPLICANT: A property owner may apply for any permit they wish for their property. HOWEVER, THERE ARE NO GUARANTEES THAT ANY APPLICATION WILL BE APPROVED. No decisions are made until all reports and testimony have been submitted. This form will be kept by the Community Development Department. A copy will be given to the applicant. IF the applicant does not submit an application within six (6) months from the Pre-application Conference meeting date, a NEW Pre-Application Conference will be required.

Swan Avenue is classified as a Collector in the Oregon City Transportation System Plan, which requires a pavement width of 34 to 62 feet. Currently, Swan Avenue has a pavement width of approximately 16 feet along the site's narrow frontage. The City will require improvement along the site's frontage with Swan Avenue to include paving to the centerline and then 10 feet past the centerline of Swan Avenue. The improvements on the applicant's side of the centerline includes, but is not to be limited to, base rock, paved street width of 25 feet, (11-foot travel lane, 6-foot bike lane, and an 8-foot parking lane), curb and gutter, 4½-foot planter strip, 6-foot concrete sidewalks adjacent to the curb, city utilities (water, sanitary and storm drainage facilities), curb return radii, curb (handicap) ramps, centerline monumentation in monument boxes, traffic control devices, street trees, and street lights. A green street design is encouraged which would

The City requires 35.5 feet from centerline; therefore, applicant shall dedicate ROW to provide 35.5 feet from centerline.



**STREET DESIGN STANDARDS  
TYPICAL SECTIONS**

**FIGURE  
5-2A**

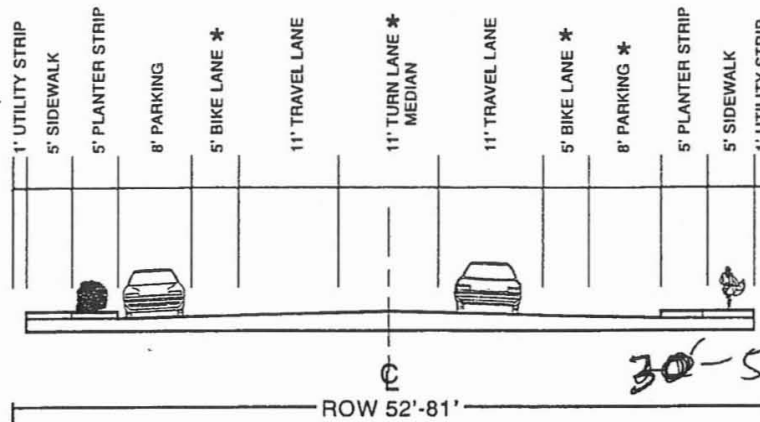
**TRANSPORTATION SYSTEM PLAN  
OREGON CITY, OREGON**



APRIL 2001

2388DWGSPINAL.DOC 2/2/01

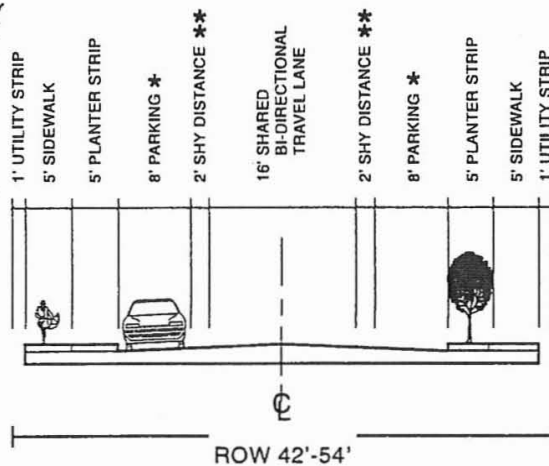
## NEIGHBORHOOD COLLECTOR



30-59' Alignment

## LOCAL STREET

Row  
Hunter - need 6.5'  
Thurman - OK



Hunter &  
Thurman  
No sidewalk  
on Thurman  
due to  
security.  
Hunter to  
have full  
32' width  
of AL to  
allow peds/  
bikes an  
area to  
walk.

\* Optional (See Table 5-2)

\*\* Not required if adjacent parking lane is provided.

Note: - 5-foot bike lanes may be provided at locations where an adjacent on-street parking lane is provided.

- ROW: Right-of-Way

- If paved width is less than 28 feet, sign parking for one side of roadway and for passenger vehicles only.

- For design standards for commercial districts see figure 5-4.

FIGURE  
5-2B

STREET DESIGN STANDARDS  
TYPICAL SECTIONS



TRANSPORTATION SYSTEM PLAN  
OREGON CITY, OREGON



APRIL 2001

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## MEMORANDUM

To: File  
From: Ben Schonberger, AICP  
Date: May 12, 2010  
Re: **South Fork Water Board Master Plan Update  
Notes from May 6 Neighborhood Meeting**

Location: South Fork Water Board water treatment plant, 15962 S. Hunter Avenue, Oregon City

Time: 6-7 pm

Attendees:

Carter Stein, Park Place Neighborhood Association

Nancy Walters, Park Place Neighborhood Association

Steve VanHaverbeke, Park Place Neighborhood Association

Linda VanHaverbeke, Park Place Neighborhood Association

John Collins, South Fork Water Board

Pete Kreft, MWH

Andrew Nishihara, MWH

Adam Odell, observer

Ben Schonberger, Winterbrook Planning

Introduction

This meeting was held to present the 20-year conceptual plan for expanding the WTP to meet the needs of the SFWB service area. The proposed improvements and site plan were developed in the draft WTP Facility Plan (April 2010) which served as the basis for discussions with the neighbors.

---

Winterbrook Planning  
310 SW Fourth Avenue, Suite 1100  
Portland, OR 97204  
503.827.4422 ■ 503.827.4350 (fax)  
ben@winterbrookplanning.com

Neighbor questions and ideas during and after presentation:

1. What is the capacity of the plant?

The WTP can currently produce a maximum of 22 million gallons per day (MGD), expanding to 30 MGD, then 40 MGD by the end of the 20 year timeframe of master plan. The current capacity is limited by the 27-inch raw water pipeline from the Clackamas River Intake. A new 42-inch raw water pipeline is required to increase the capacity of the water treatment and supply system, in addition to improvements at the plant.

2. Will the proposed new building for chemical storage be screened?

Yes. Vegetative screening is proposed.

3. How tall will the building for chemical storage be?

Currently planned for 2 stories.

4. What chemicals will be stored inside the new building?

All chemicals stored inside the building will be non-hazardous liquids or dry products (no gases or combustibles), including: 1) Salt (to produce liquid sodium hypochlorite on-site), 2) low-strength sodium hypochlorite solution, 3) aluminum sulfate (liquid alum), 4) liquid cationic polymer, and 5) dry sodium carbonate (soda ash). When the proposed new ozone system is added as part of the expansion to 40 MGD, two new liquid oxygen (LOX) tanks will be installed immediately outside of the chemical building.

5. Where will vehicular access be?

Vehicular access to the site will be basically unchanged. The primary access will be at same place on Hunter Avenue frontage. A secondary access point further south along Hunter Avenue (which is currently gated) will be used for infrequent solids disposal truck traffic.

6. Where is .02 acres that SFWB deeded to city in 2007?

Skinny strip along Hunter, maybe also other frontage—need to check.

7. How much of the Clackamas River flow is diverted to SFWB for treatment?

All regional drinking water authorities combined (including SFWB, Lake Oswego, North Clackamas County Water Commission, and Clackamas River Water) use less than 5% of the total flow even during low water conditions. River flows and withdrawals are regulated to maintain minimum values to protect fish and the general river environment.

8. What is process for removing sediment?

Pete Kreft explained the coagulation, flocculation and sedimentation process which removes most of the suspended solids (sediment) from the water prior to filtration. Coagulation chemicals (alum and polymer) need to be added to make sure the naturally-occurring silts in the water are able to settle and be filtered to produce clean drinking water. The sediment/solids that are produced at the WTP are relatively inert, but do have a moderately-high concentration of aluminum due to the addition of alum coagulant.

9. Why not make leftover sediment into something useful? (Point about re-purposing “waste” into another use.)

It is possible to use the plant sediments as a soil amendment, but the moderately-high aluminum content makes the product not as ideal as clean dirt. Can be used as fill, or as landfill cover. Other regional water treatment facilities have tried to sell their sediment or encourage green uses with limited success..

10. Can you reduce or eliminate use of chemicals in water treatment?

These types of conventional water treatment plants require the addition of particular chemicals to successfully treat the water to meet federal and state drinking water standards. The conventional treatment process used at the SFWB plant is similar to how most of the drinking water is produced in this country. Over the past 10 years, the SFWB has been able to dramatically reduce the amounts of chlorine and alum that are added to treat the water by optimizing the treatment process and by using an alternative coagulant chemical (cationic polymer). SFWB is willing and eager to implement any future technology that would further reduce (or possibly eliminate) the use of certain chemicals, and which would reduce costs, as long as safe drinking water can still be produced.

11. What is being changed to intake pipe? What would impacts be?

As noted above, a new 42-inch raw water pipeline is planned to be built from the Clackamas River Intake to the WTP to replace the old 27-inch pipeline. The existing pipeline is over 50 years old, is too small to carry higher flows, and is vulnerable to damage in its current alignment. There will be short-term construction impacts while laying the new pipe, including a short segment along Hunter Avenue. During construction, there will be some traffic and noise impacts that are not expected to last for more than 1 to 2 weeks.

12. Could off-site SFWB property closer to river have a drinking fountain, or be used as a park?

The SFWB is currently reserving the property as a future site for a new administrative office/meeting facility. A fountain is possibility. The property is in unincorporated Clackamas County, and is not part of current master plan proposal which only address the WTP site.

13. Why not solar power? (Lots of interest from attendees)

It will be difficult to make solar power cost-effective with the limited available open space on the site, but there are many potential locations to implement small-scale solar power, such as on the roofs of existing or new buildings or other structures.. Can limit landscaping and planting choices to maximize solar collection.

14. The attendees Appreciate SFWB for being a good neighbor and communicator.

Text of Meeting Invitation:

“The South Fork Water Board proposes to expand and improve its existing water treatment facility located on Hunter Avenue. New facilities to be constructed include new sedimentation basins, new filtration systems, underground piping, a remodeled operations building, and various other process equipment. The work will be constructed in three phases over the next 20 years. Phase 1 would include a new flocculation/sedimentation basin, a building for storing water treatment materials, two new filters, and a remodel of the operations building. Phase 2 would build a mechanical system (centrifuge) for processing the sediment that results from the treatment process. Phase 3 would add two more flocculation/sedimentation basins, an ozone contact basin, and a standby power generator which would allow the facility to provide up to 40 million gallons per day.

The meeting will be informal, and the intent is to introduce neighbors to the proposal and answer questions. The agenda is:

1. Welcome and introductions.
2. Review of expansion plans, including graphics
3. Walking tour of SFWB site

I don't expect it will take more than an hour. Feel free to invite anyone you think would be interested. Call me if you have any questions. Thanks!”



COMMUNITY  
RESOURCE  
PLANNING

Planner \_\_\_\_\_

Project \_\_\_\_\_

Date \_\_\_\_\_

☐ Research

☐ Phone conference

☐ Meeting

Participants \_\_\_\_\_

Distribution \_\_\_\_\_

Action Items \_\_\_\_\_

# SFWB Master Plan, meeting

Name

Address

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Winter Brook Planner

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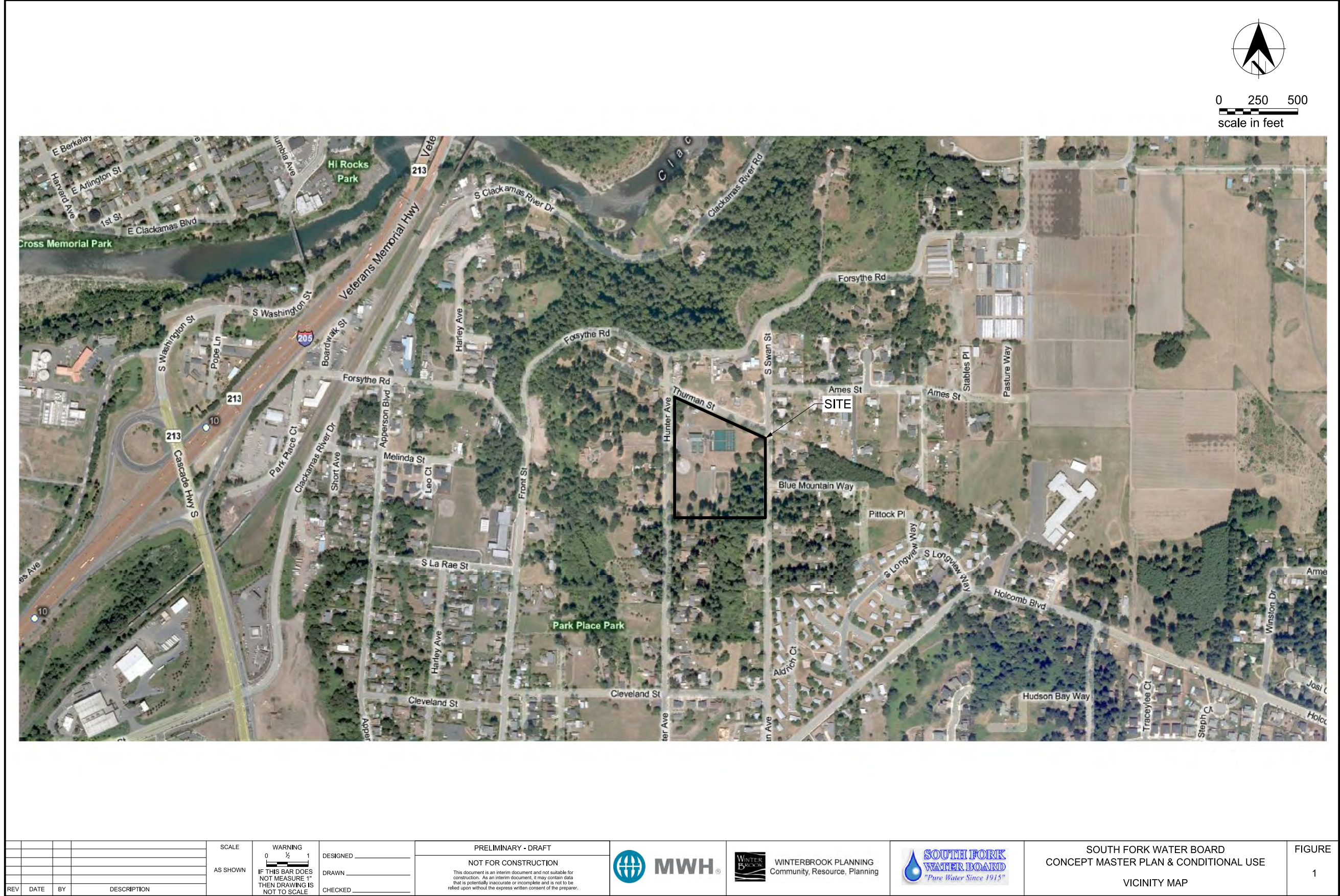
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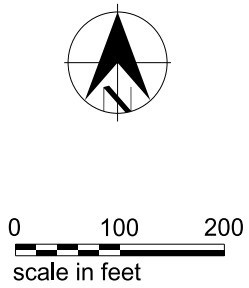
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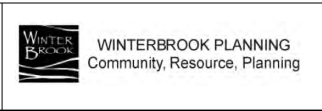
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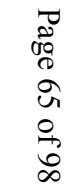
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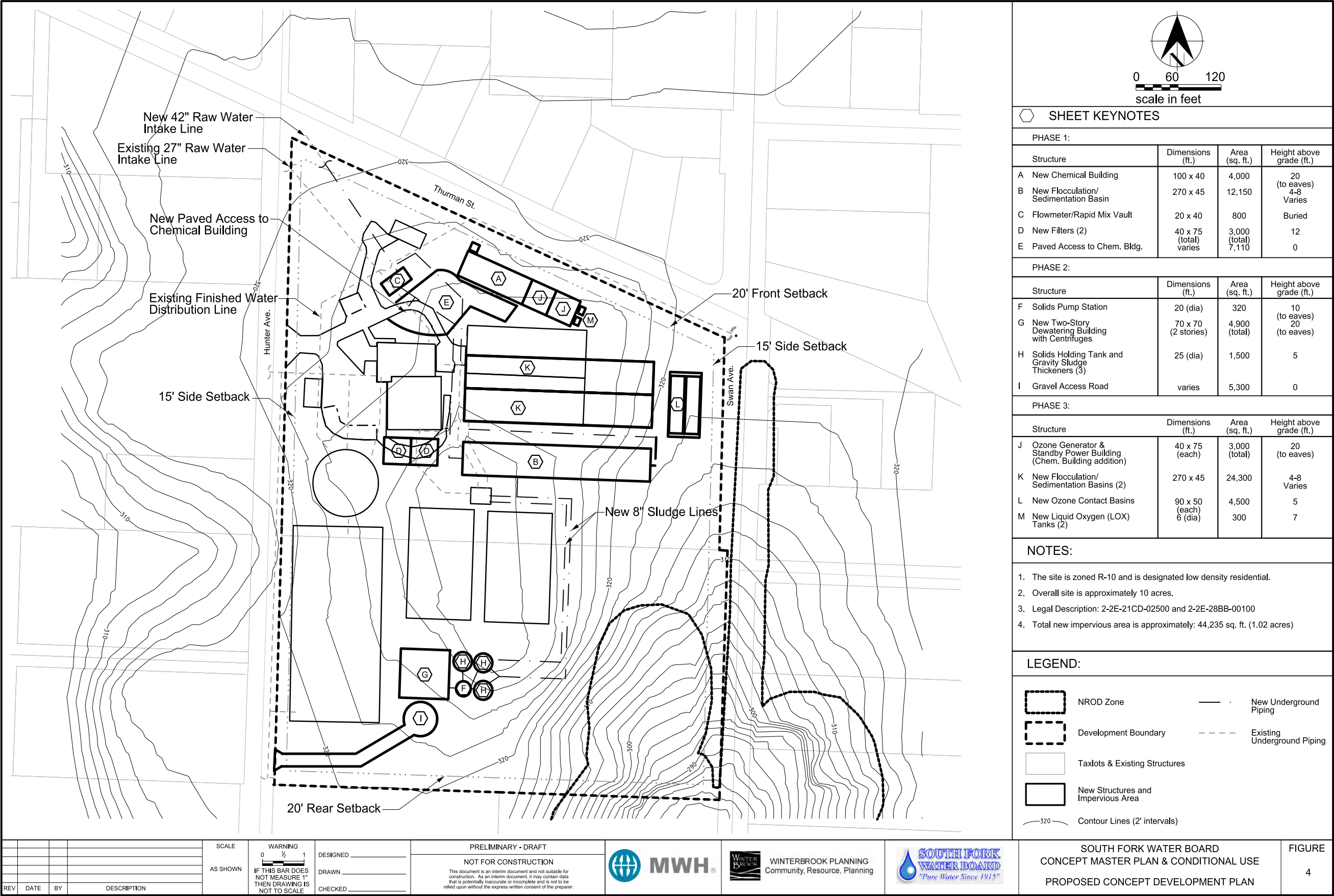


SOUTH FORK WATER BOARD  
CONCEPT MASTER PLAN & CONDITIONAL USE  
AERIAL PHOTO

FIGURE  
2







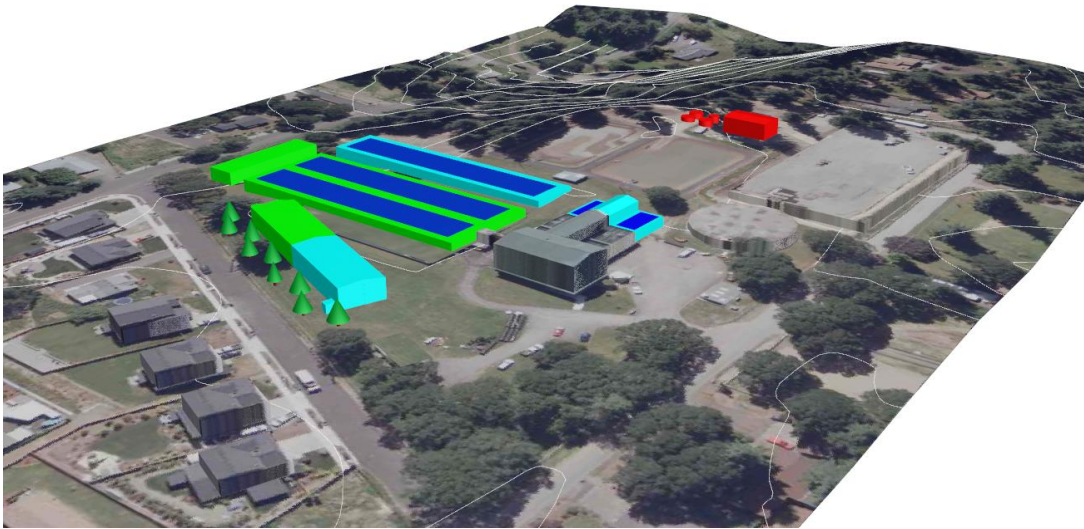






Supplemental Findings

## South Fork Water Board Water Treatment Plant



Prepared for the:  
**South Fork Water Board**

*Prepared by:*  
Winterbrook Planning  
310 SW Fourth Avenue, Suite 1100  
Portland, Oregon 97204

*In collaboration with:*  
MWHAmericas, Inc.

**FEBRUARY 4, 2011**



## General Information

<b>Owner/Applicant:</b>	John Collins, General Manager South Fork Water Board 15962 South Hunter Avenue Oregon City, Oregon 97045 Phone: (503) 657-5030 <a href="mailto:johnnc@sfwb.org">johnnc@sfwb.org</a>
<b>Representative:</b>	Ben Schonberger, AICP Winterbrook Planning 310 Southwest Fourth Avenue, Suite 1100 Portland, Oregon 97204 Phone: (503) 827-4422 <a href="mailto:ben@winterbrookplanning.com">ben@winterbrookplanning.com</a>
<b>Site Address:</b>	15962 South Hunter Avenue
<b>Tax Number:</b>	2-2E-21CD-02500 and 2-2E-28BB-00100
<b>Site Acres:</b>	Slightly under 10 acres
<b>Zoning:</b>	Residential 10,000 (R-10)
<b>Comprehensive Plan:</b>	Residential – Low Density
<b>Neighborhood Assoc.:</b>	Park Place
<b>Application:</b>	Conditional Use / Concept Master Plan with Adjustments
<b>Procedure Type:</b>	Type III
<b>Pre-Application No.:</b>	10-06 (Date of Meeting: March 30, 2010)
<b>Proposal Summary:</b>	The South Fork Water Board requests approval of a Conditional Use and Concept Master Plan to upgrade an existing water treatment facility. The proposed development will increase plant capacity from 22 million gallons per day (“mgd”) to 40 mgd and will update outdated technology.

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## SECTION 1: SUPPLEMENTAL INFORMATION

### 1. Adjustments

The South Fork Water Board (SFWB or Board) requests a number of adjustments as part of its master plan application, originally submitted to Oregon City in September 2010. The goal of these adjustment requests is to address 20-year future needs of the facility, without requiring unnecessary review by the Planning Commission post-approval. The master plan chapter of the Oregon City Municipal Code provides a process for requesting adjustments from development standards as part of the general development plan.

Briefly, the requested adjustments are:

1. Allowing the existing perimeter fence to remain (both in height and material).
2. No unnecessary pedestrian ways between process buildings.
3. No interior parking lot landscaping to allow truck maneuvering.
4. Waive commercial design standards for industrial buildings, including window placement and lighting.
5. Modification of sidewalk and street standards.

In general, these standards are unnecessary or inappropriate for the site given the current and proposed future nature of the use. Many of these current standards are in conflict with existing development. The existing, legal, non-conforming development has been in place for many years. Changes, to the height of the perimeter fence, for instance, would only be needed as part of non-conforming upgrades.

The property has an unusual status: it is zoned residential and much of it appears as park/open space, but water treatment activities on the site are similar to industrial processes. The current proposal retains the character of the site as a public utility use for water treatment with an open space feel. In order to maintain the current and successful approach to site design and character, the applicant requests several adjustments.

### 2. Lot status

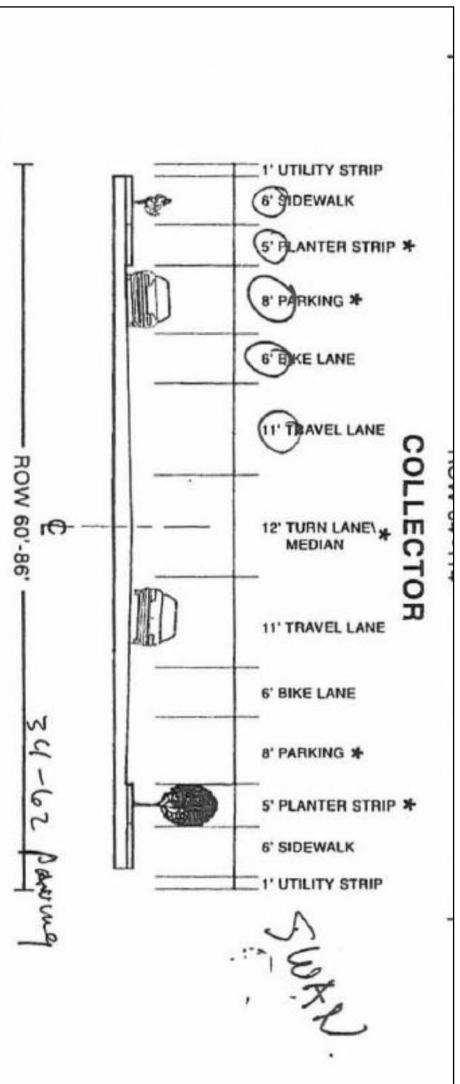
On the advice of City staff, the applicant contacted Clackamas County's cartography department to determine the status of the two separate tax lots that make up the South Fork Water Board property. As confirmed by the County, these lots are for tax purposes only and were conveyed to SFWB in the 1950s on a single deed. The arbitrary dividing line that creates the two tax lots exists because it is on a Section line, 21CD and 28BB.



For land-use purposes, this tax lot boundary does not represent a property line. Therefore, it is not subject to setback or buffering regulations.

### 3. Right of Way Dedication and Improvements

In the pre-application materials and through discussions with City staff, the City has indicated that it will require improvements on all three street frontages abutting the SFWB property. The most significant request is to Swan Avenue, which is designated as a collector street in the City's Transportation System Plan. The City's plan for improvements on this frontage includes sidewalks, planter strips, parking, bike lanes, and travel lanes per **Figure 1**. To achieve this, additional SFWB property would have to be dedicated to the City.



**Figure 1.** Annotated road section drawing for Swan Avenue from pre-application conference notes.

For the other two frontages along the SFWB property, Hunter Avenue and Thurman Street, the City's plan for improvements call for sidewalks, planting strips, and parking on both sides per **Figure 2**. All of these improvements would require SFWB to dedicate some of its land to the City. Currently, Hunter Avenue does not have sidewalks on either side. Thurman Street has a full sidewalk and curb on the opposite side of the street from the SFWB property.

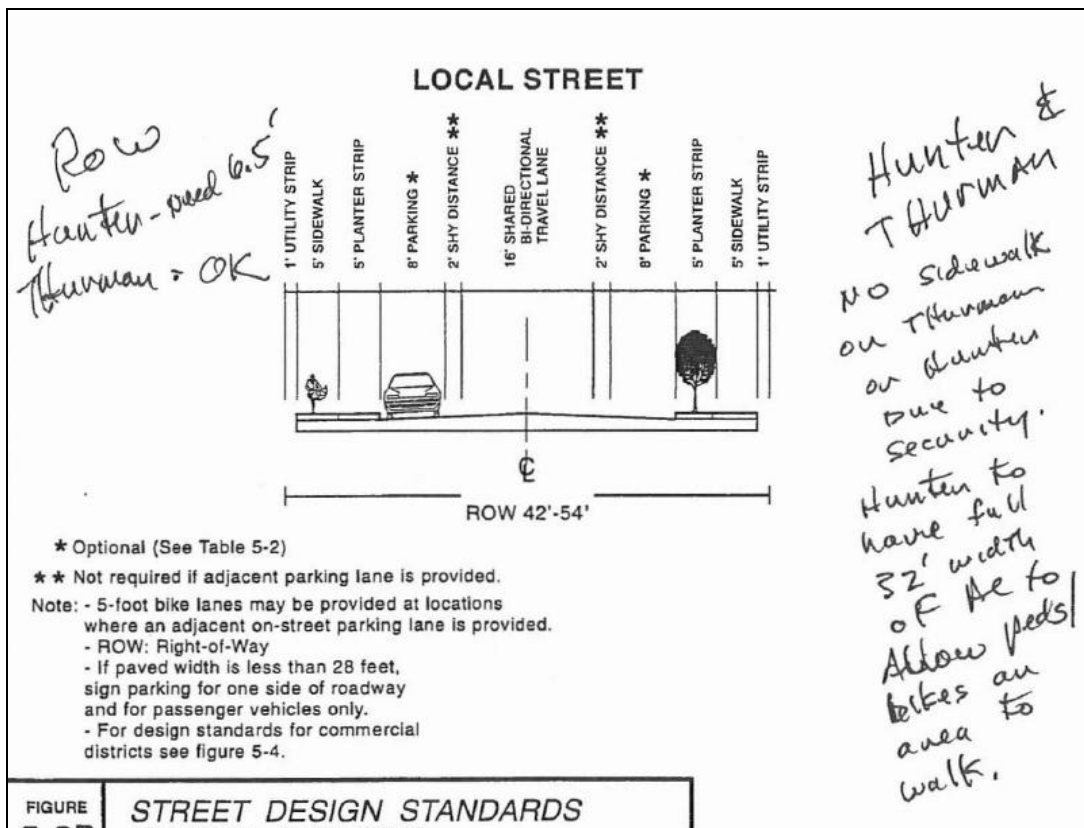


Figure 2. Annotated road section drawing for Hunter Ave. and Thurman St. from pre-application conference notes.

Prior to its application for a conditional use permit in 2007, SFWB donated to the City 0.27 acres of its land, on two of its frontages, that would allow the City to make future right-of-way improvements. This dedication consisted of 7.5 feet along Thurman St., and 11 feet along Swan Ave. Improvements like the ones shown in **Figures 1 and 2** would require even more land.

The traffic analysis that accompanied the application for the concept master plan, dated September 8, 2010, determined that the total transportation impact of the master plan at full build-out will be 9.5 additional vehicle trips per week. This is an insignificant addition to the local transportation system. The pedestrian impacts of the proposed improvements to the system are virtually zero. Consequently, SFWB does not believe it is legally defensible for the City to exact land to widen the three street frontages, and to require SFWB to pay the significant costs associated with wider streets, sidewalks and street trees. At the same time, the SFWB does not object to neighborhood improvements and wants to do its fair share to work with the City on providing adequate transportation improvements.

A second concern about the requested improvements is the security risk associated with installing full sidewalks adjacent to a sensitive facility for drinking water treatment. Encouraging people and/or vehicles to be closer to the buildings and process equipment that treats water for a large population could be an unacceptable security risk.

The South Fork Water Board wants to be a good neighbor to its surrounding residents, and work with the City to upgrade the transportation infrastructure. With this in mind, it proposes an adjustment to the City's street standards that allows it to improve the pedestrian experience, without unfairly impacting the site. In fact, the site plan standards specifically allow the sidewalk and curb standards to be waived, without an adjustment, "in whole or in part in those locations where there is no probable need, or comparable alternative location provisions for pedestrians are made." (17.62.050.A.8) That is the case in this particular situation.

The SFWB proposes the following improvements:

- Hunter Avenue: Expansion of paved width to 32 feet (no sidewalk), and corresponding dedication of land.
- Thurman Street: No changes. Full sidewalk on opposite side serves pedestrians.
- Swan Avenue: Improvements and dedication of land to achieve the City's "collector" standard.

All improvements are proposed to occur in Phase 2 of the master plan, which is anticipated to be before 2020. Specifically, the improvements would be made concurrent with the construction of the two-story centrifuge/solids dewatering building. The SFWB could either build the streets and sidewalks itself or pay a "fee-in-lieu" per the City's process. Overall, these improvements would be a significant upgrade to the abutting streets, especially considering the trivial transportation impacts generated by proposed site development. The requested adjustment to street standards is a reasonable approach to improving the surrounding transportation system.

## SECTION 2: ADJUSTMENT FINDINGS

General standards from the adjustment section of the master plan chapter are addressed for all the adjustments. Approval criteria are addressed separately for each requested adjustment.

### 17.65.070 - Adjustments to development standards.

- A. **Purpose.** In order to implement the purpose of the City's master plan process, which is to foster the growth of major institutions and other large-scale development, while identifying and mitigating their impacts on surrounding properties and public infrastructure, an applicant may request one or more adjustments to the applicable development regulations as part of the master planning process. These include, but are not limited to, items such as: dimensional standards of the underlying zone, site plan and design review criteria, residential design standards, and standards for land division approval.
- B. **Procedure.** Requests for adjustments shall be processed concurrently with a general development plan. An adjustment request at the detailed development plan review shall cause the detailed development plan to be reviewed as a Type III application.
- C. **Regulations That May Not be Adjusted.** Adjustments are prohibited for the following items:
  - 1. To allow a primary or accessory use that is not allowed by the regulations;
  - 2. To any regulation that contains the word "prohibited";
  - 3. As an exception to a threshold review, such as a Type III review process; and
  - 4. Any exception to allow a use not identified as a permitted or conditional use in the underlying zone.

**Response:** The purpose section is addressed for each adjustment request under the first approval criteria listed under section D.1. The adjustment requests are processed concurrently with the rest of the master plan application. None of the adjustments request a use other than the permitted conditional use (public utility), are for something that is "prohibited" without exception, or ask for an exception to a threshold review.

### Fence Height

City code typically restricts fence height to 3.5 feet if it is within forty feet of public right-of-way. At the SFWB site, the perimeter security fence fronting Swan, Thurman, and Hunter Avenues is approximately six feet high.

**A. Generally. Fence, hedge, or wall.**

- 1. Fences and walls – Fences and walls over forty-two inches shall not be located in front of the front faced or within forty feet of the public right-of-way, whichever is less. All other fences (including fences along the side and rear of a property) shall not exceed six feet in total height unless as permitted Section 17.54.100.B. (17.54.100)**

This adjustment requests a modification to the above regulation to allow the existing fence to remain, and to allow a fence of the same height to remain if, for any reason, the existing fence needs to be removed or replaced.

The water treatment plant is an essential facility for providing basic services to a large number of residents in the area. Maintaining a protected perimeter is required, and the fence is part of a site security plan. This plan is a requirement of and coordinated with the federal Department of Homeland Security. Reducing fence height to 42 inches (3.5 feet) would not serve the primary purpose of preventing trespass.

**D. Approval Criteria. A request for an adjustment to one or more applicable development regulations under this section shall be approved if the review body finds that the applicant has shown the following criteria to be met.**

- 1. Granting the adjustment will equally or better meet the purpose of the regulation to be modified;**

Response: Section 17.54 does not have a purpose section. The presumed purpose of limiting fence height is for aesthetic reasons. The existing fence is a feature of the site that has been in place for several decades and does not have a negative effect on neighborhood appearance. SFWB has never received a complaint about the fence height. In addition, as an essential facility for providing safe, clean drinking water to City residents, and adequate water for fire-fighting purposes, the treatment plant must be secure from trespass. The fence minimizes visual impacts as much as possible while still creating a satisfactory barrier to intrusion.

- 2. If more than one adjustment is being requested, the cumulative effect of the adjustments results in a project that is still consistent with the overall purpose of the zone;**

Response: Multiple adjustments are requested as part of this master plan proposal. They include: Allowing the existing perimeter fence to remain; No unnecessary pedestrian ways between process buildings; No interior parking lot landscaping to allow truck maneuvering; Waive commercial design standards for industrial buildings, including window placement and lighting; and modification of street and sidewalk

requirements. The cumulative effect of these adjustments will be very minor. This particular adjustment will result in no change to the current appearance of the site, and the overall project will have a minimal change to the site's appearance and character.

**3. City-designated Goal 5 resources are protected to the extent otherwise required by Title 17;**

Response: Allowing the existing fence to remain at its current height will have no impact on any Goal 5 resources. There are no known or mapped historic or cultural resources within the proposed development boundary. The southeast area of the project site is located within the Natural Resources Overlay District (Chapter 17.49) which implements the City's natural resource protection program. The proposed development will entirely avoid the mapped resource. Because the proposed development is completely outside of the mapped resource and its buffer zones, the proposal complies with the requirements of this chapter.

**4. Any impacts resulting from the adjustment are mitigated;**

Response: There are no impacts that result from the adjustment. The fence has been at this height for many decades, and the request is simply to allow the continuation of the existing fence, and to allow it to be replaced by a fence of the same height if it becomes damaged or worn.

**5. If an environmental zone, the proposal has as few significant detrimental environmental impacts on the resource and resource values as is practicable.**

Response: The southeast area of the project site is located within the Natural Resources Overlay District (Chapter 17.49) which implements the City's natural resource protection program. Allowing for additional fence height has no impact on the resource values on this area of the site.

**6. The proposed adjustment is consistent with the Oregon City Comprehensive Plan and ancillary documents.**

Response: In the main application, the narrative addressed applicable Comprehensive Plan policies. As shown, the proposal is consistent with these policies and will help to directly meet the intent of Goals 11.1 (Provision of Public Facilities) and 11.3 (Water Distribution) and Policy 11.3.2 (collaboration with the South Fork Water Board). The request to adjust the maximum fence height is consistent with these policies.

## Fence Materials

A detailed development plan application must respond to all the Site Plan and Design Review standards, unless specifically adjusted. (17.65.06.B.3). One of these standards lists "chain link fencing" as "prohibited in visible locations unless an exception is granted by the Community Development Director." (17.62.055.A.21.b.iv) The existing fence, which has been in place for many years, is chain link. This adjustment requests an exception, as allowed by the code, so that the existing fence can remain, and could be replaced with a comparable fence if necessary in the future. The applicant would accept a condition of approval that when the property owner replaces the fence, it will use a black vinyl-coated or powder-coated chain link material to increase visual transparency.

In addition, the fence has a dual strand of barbed wire at the top for security purposes. Barbed wire is typically not allowed within the City without an exception. (OCMC 17.54.100.A.4.) The water treatment plant is an essential facility for providing drinking water to a large number of residents in the area and for fire-fighting purposes. Maintaining a protected perimeter is required, and the fence is part of a site security plan. This plan for protecting the water supply and coordinated with the federal Department of Homeland Security. The height of the fence and the barbed wire are needed to prevent trespass.

**D. Approval Criteria.** A request for an adjustment to one or more applicable development regulations under this section shall be approved if the review body finds that the applicant has shown the following criteria to be met.

**1. Granting the adjustment will equally or better meet the purpose of the regulation to be modified;**

Response: The purpose of section 17.62, which restricts chain link fencing, is listed below. (There is no purpose section for section 17.54, which restricts barbed wire.)

**The purposes of site plan and design review are to: encourage site planning in advance of construction; protect lives and property from potential adverse impacts of development; consider natural or man-made hazards which may impose limitations on development; conserve the City's natural beauty and visual character and minimize adverse impacts of development on the natural environment as much as is reasonably practicable; assure that development is supported with necessary public facilities and services; ensure that structures and other improvements are properly related to their sites and to surrounding sites and structure; and implement the City's comprehensive plan and land use regulations with respect to development standards and policies. (OCMC 17.62.010)**

As it relates to the fence restrictions, the “visual character” and “necessary public facilities” clauses are the most relevant. The existing fence material serves a dual purpose: to provide the maximum necessary protection to a site that is integral to the safe drinking water supply of thousands of people, while minimizing the visual impact to the neighborhood. For the several decades that the fence has been in place, it has successfully balanced the need for security and visual transparency that permits unbroken views into the park-like setting of the landscaped and open site. Allowing this fence (or a comparable replacement) will equally meet the needs listed in the purpose section to conserve the City’s visual character and support the provision of necessary public services.

**2. If more than one adjustment is being requested, the cumulative effect of the adjustments results in a project that is still consistent with the overall purpose of the zone;**

Response: Multiple adjustments are being requested as part of this master plan proposal. They include: Allowing the existing perimeter fence to remain ; No unnecessary pedestrian ways between process buildings; No interior parking lot landscaping to allow truck maneuvering; Waive commercial design standards for industrial buildings, including window placement and lighting; and modification of street and sidewalk requirements. The cumulative effect of these adjustments will be very minor, since many of them are merely to allow existing conditions to remain. This particular adjustment will result in no change to the existing appearance of the site, and the overall project will have a minimal change to the site’s appearance and character.

**3. City-designated Goal 5 resources are protected to the extent otherwise required by Title 17;**

Response: Allowing the existing fence to remain in its current form with existing materials will have no impact on any Goal 5 resources. There are no known or mapped historic or cultural resources within the proposed development boundary. The southeast area of the project site is located within the Natural Resources Overlay District (Chapter 17.49) which implements the City’s natural resource protection program. The proposed development will entirely avoid the mapped resource. Because the proposed development is completely outside of the mapped resource and its buffer zones, the proposal complies with the requirements of this chapter.

**4. Any impacts resulting from the adjustment are mitigated;**

Response: There are no impacts that result from the adjustment. The fence has been composed of this material for many decades, and the request is simply to allow the continuation of the existing fence, and to allow it to be replaced by a fence of



comparable materials if it becomes damaged or worn. The applicant would accept a condition of approval that when the property owner replaces the fence, it will use a black vinyl-coated or powder-coated chain link material to increase visual transparency.

**5. If an environmental zone, the proposal has as few significant detrimental environmental impacts on the resource and resource values as is practicable.**

Response: The southeast area of the project site is located within the Natural Resources Overlay District (Chapter 17.49) which implements the City's natural resource protection program. Allowing the fence materials to remain as-is has no impact on the resource values on this area of the site.

**6. The proposed adjustment is consistent with the Oregon City Comprehensive Plan and ancillary documents.**

Response: In the main application, the narrative addressed applicable Comprehensive Plan policies. As shown, the proposal is consistent with these policies and will help to directly meet the intent of Goals 11.1 (Provision of Public Facilities) and 11.3 (Water Distribution) and Policy 11.3.2 (collaboration with the South Fork Water Board). The request to adjust the maximum fence height is consistent with these policies.

**Pedestrian Accessways**

A detailed development plan application must respond to all of the Site Plan and Design Review standards, unless specifically adjusted. (17.65.06.B.3). One of these standards requires "a well-marked, continuous, and protected on-site pedestrian circulation system" between buildings, between buildings and the street, and specifies surfacing standards, among other things (17.62.055.A.9).

The proposed development is for the expansion of a water treatment plant. All of the new development proposed, except an interior remodel of the operations building, is for process buildings and structures that increase efficiency and capacity and upgrade outdated equipment. The buildings proposed are largely storage facilities for water or for water treatment equipment. They will be only infrequently accessed by South Fork Water Board employees and never open to the general public. The facility is closed to "pedestrians" in the broader sense of the word by a secure fence around the perimeter of the site. Requiring the provision of an "on-site pedestrian circulation system" for these buildings (*e.g.*, a sedimentation basin) and this type of use is not reasonable. Requiring a paved surface across the current grassy areas to connect two buildings that do not see any significant pedestrian activity would create significant impervious surface and owner expense for little-to-no public benefit.

**D. Approval Criteria.** A request for an adjustment to one or more applicable development regulations under this section shall be approved if the review body finds that the applicant has shown the following criteria to be met.

**1. Granting the adjustment will equally or better meet the purpose of the regulation to be modified;**

Response: The purpose of section 17.62, which includes the pedestrian circulation system requirement, is listed below.

**The purposes of site plan and design review are to: encourage site planning in advance of construction; protect lives and property from potential adverse impacts of development; consider natural or man-made hazards which may impose limitations on development; conserve the City's natural beauty and visual character and minimize adverse impacts of development on the natural environment as much as is reasonably practicable; assure that development is supported with necessary public facilities and services; ensure that structures and other improvements are properly related to their sites and to surrounding sites and structure; and implement the City's comprehensive plan and land use regulations with respect to development standards and policies. (OCMC 17.62.010)**

As it relates to the pedestrian circulation systems restrictions, the "improvements are properly related to their sites" clause is the most relevant. The regulation to require a pedestrian system assumes that the buildings will have people frequently moving between occupied buildings. The buildings proposed at this site generally provide space for process equipment and require very little or no human visitation. The proper level of improvements and relation of these buildings to their sites is the current setting, surrounded by as much greenspace as is reasonable. Requiring almost-never used paved connections between mechanical buildings is not reasonable. As far as the idea of providing connections for future users of the structures, in case of a change of use, this is also not reasonable. The proposed development is very specific to the public utility use. A sedimentation and flocculation basin, or a solids removal building, has only one use: to treat drinking water. The likelihood that these structures would be converted to another use that would increase pedestrian loads is virtually zero. By allowing the areas around these buildings to remain landscaped and free of unnecessary pedestrian paths, the design will equally meet the needs listed in the purpose section to properly relate the proposed development to its site.

**2. If more than one adjustment is being requested, the cumulative effect of the adjustments results in a project that is still consistent with the overall purpose of the zone;**

Response: Multiple adjustments are being requested as part of this master plan proposal. They include: Allowing the existing perimeter fence to remain ; No unnecessary pedestrian ways between process buildings; No interior parking lot landscaping to allow truck maneuvering; Waive commercial design standards for industrial buildings, including window placement and lighting; and modification of street and sidewalk requirements. The cumulative effect of these adjustments will be very minor, since many of them are merely to allow existing conditions to remain. This particular adjustment will result in avoiding unnecessary impervious surface, and the overall project will have a minimal change to the site's appearance and character.

**3. City-designated Goal 5 resources are protected to the extent otherwise required by Title 17;**

Response: Waiving the requirement for an internal pedestrian circulation system will have no impact on any Goal 5 resources. There are no known or mapped historic or cultural resources within the proposed development boundary. The southeast area of the project site is located within the Natural Resources Overlay District (Chapter 17.49) which implements the City's natural resource protection program. The proposed development will entirely avoid the mapped resource. Because the proposed development is completely outside of the mapped resource and its buffer zones, the proposal complies with the requirements of this chapter.

**4. Any impacts resulting from the adjustment are mitigated; and**

Response: There are no impacts that result from the adjustment. Since pedestrian activity within the South Fork Water Board site is negligible, and there is no viable future use of site facilities other than its current use, waiving the requirement to provide paved surfaces between unoccupied structures will have no impacts. As stated above, there are no "pedestrians" *per se* on the site that would be affected by this adjustment request.

**5. If an environmental zone, the proposal has as few significant detrimental environmental impacts on the resource and resource values as is practicable. (Ord. 03-1014, Att. B3 (part), 2003)**

Response: The southeast area of the project site is located within the Natural Resources Overlay District (Chapter 17.49) which implements the City's natural resource protection program. Waiving the pedestrian circulation system requirement has no impact on the resource values on this area of the site.

**6. The proposed adjustment is consistent with the Oregon City Comprehensive Plan and ancillary documents.**

Response: In the main application, the narrative addressed applicable Comprehensive Plan policies. As shown, the proposal is consistent with these policies and will help to directly meet the intent of Goals 11.1 (Provision of Public Facilities) and 11.3 (Water Distribution) and Policy 11.3.2 (collaboration with the South Fork Water Board). The request to waive pedestrian circulation system standards is consistent with these policies.

### **Interior Parking Lot Landscaping**

The code requires that parking lots provide interior landscape islands:

**Surface parking lots shall have a minimum ten percent of the interior of the gross area of the parking lot devoted to landscaping to improve the water quality, reduce storm water runoff, and provide pavement shade.(17.62.060.D)**

The area between the operations building/filters and the pipeline B pump station is a small paved area that is a turning and maneuvering area for truck deliveries, and also is a place for visitors and employees to park. Because:

- truck maneuvering would be disrupted with the installation of landscape islands,
- the paved area is quite small,
- extensive landscaping surrounds all site development, including parking lots,
- stormwater from the paved areas is fully managed on site, and
- no expansion of this parking area is proposed,

An adjustment to waive the interior parking lot landscaping on the site is reasonable. To provide the same level of parking and maneuvering while complying with the strict numerical standard might require the expansion of the parking area, which would be allowed by the code, but provide no net benefit to the levels of impervious surface on the site.

**D. Approval Criteria. A request for an adjustment to one or more applicable development regulations under this section shall be approved if the review body finds that the applicant has shown the following criteria to be met.**

- 1. Granting the adjustment will equally or better meet the purpose of the regulation to be modified;**

Response: The purpose of the parking lot landscaping section is reprinted below:

1. To enhance and soften the appearance of parking lots;
2. To limit the visual impact of parking lots from sidewalks, streets and particularly from residential areas;
3. To shade and cool parking areas;
4. To reduce air and water pollution;
5. To reduce storm water impacts and improve water quality; and
6. To establish parking lots that are more inviting to pedestrians and bicyclists.

As described above and shown in the site plan submitted with the original application, the current layout of parking areas on the site meets the purpose of the regulation. The appearance of the parking lot is already softened by the large areas of grass and mature trees that surround the paved area. The visual impact of the lot from the street and residential area is buffered by this extensive landscaped area. Shading, cooling, and reduction of pollution also derives from the extensive landscaping. Storm water impacts and water quality are unaffected by the requested adjustment, since all stormwater is already being managed effectively on site. As a private, internal use parking area, the existing lot is not open to pedestrians and cyclists in the general sense, and it is inviting to its current users because of the landscaping that surrounds it.

**2. If more than one adjustment is being requested, the cumulative effect of the adjustments results in a project that is still consistent with the overall purpose of the zone;**

Response: Multiple adjustments are being requested as part of this master plan proposal. They include: Allowing the existing perimeter fence to remain; No unnecessary pedestrian ways between process buildings; No interior parking lot landscaping to allow truck maneuvering; Waive commercial design standards for industrial buildings, including window placement and lighting; and modification of street and sidewalk requirements. The cumulative effect of these adjustments will be very minor, since many of them are merely to allow existing conditions to remain. This particular adjustment will result in avoiding unnecessary changes to a parking and maneuvering area, allowing an existing lot to remain, and the overall project will have a minimal change to the site's appearance and character.

**3. City-designated Goal 5 resources are protected to the extent otherwise required by Title 17;**

Response: Waiving the requirement for an internal parking lot landscaping will have no impact on any Goal 5 resources. There are no known or mapped historic or cultural resources within the proposed development boundary. The southeast area of the project site is located within the Natural Resources Overlay District (Chapter 17.49) which implements the City's natural resource protection program. The proposed development will entirely avoid the mapped resource. Because the proposed development is completely outside of the mapped resource and its buffer zones, the proposal complies with the requirements of this chapter.

**4. Any impacts resulting from the adjustment are mitigated;**

Response: There are no impacts that result from the adjustment. Since landscaping surrounds the parking area to a much greater degree than a typical parking lot, this perimeter landscaping provides all the benefits of visual buffering and stormwater control that would ordinarily be provided by interior landscaping. A strict application of this standard would require a significant change to the existing area to accommodate truck maneuvering, which would create greater impacts than allowing the adjustment.

**5. If an environmental zone, the proposal has as few significant detrimental environmental impacts on the resource and resource values as is practicable. (Ord. 03-1014, Att. B3 (part), 2003)**

Response: The southeast area of the project site is located within the Natural Resources Overlay District (Chapter 17.49) which implements the City's natural resource protection program. Waiving the interior parking lot landscaping requirement has no impact on the resource values on this area of the site.

**6. The proposed adjustment is consistent with the Oregon City Comprehensive Plan and ancillary documents.**

Response: In the main application, the narrative addressed applicable Comprehensive Plan policies. As shown, the proposal is consistent with these policies and will help to directly meet the intent of Goals 11.1 (Provision of Public Facilities) and 11.3 (Water Distribution) and Policy 11.3.2 (collaboration with the South Fork Water Board). The request to waive interior parking lot landscaping standards is consistent with these policies.

**Design Standards for New Buildings**

The proposed new buildings at the South Fork Water Board site are designed to treat drinking water and to support the activities around this purpose. This purpose results in buildings that are extremely utilitarian, designed to house equipment and materials

that treat water, or storage of the water itself. It is not clear that the “Institutional and Commercial Building Design Standards” in the Site Plan and Design Review section of the code (17.62.055) would necessarily apply. The proposed buildings and structures on the site are clearly not commercial buildings, since no commercial activities happen in them. Likewise, the treatment plant is not really made up of institutional buildings, as it is not a “community facility” *per se*, as reflected in the code’s definition of “institutional development” (17.04.595). Rather, the plant is a public utility facility (17.04.985) that serves the community. It is not, for understandable security reasons, open and available for community use. In the 2007 land use review that approved the new clearwell (CU 07-06/WR 07-28/SP 07-14), the Planning Commission determined that these building design standards did not apply.

Practically speaking, most of the standards for institutional and commercial buildings would be impossible to meet for a utilitarian, functional building such as a sedimentation basin or a solids dewatering building. It is not feasible to implement façade transparency standards, “main entrances” fronting on the street, and other design elements if these water treatment buildings are to function. Lighting standards for occupied buildings will be met as part of the building codes.

For these reasons, an adjustment to waive the institutional and commercial building standards is reasonable, and requested here. If the City determines that these standards do not apply, this adjustment and its findings are superfluous and may be disregarded.

**D. Approval Criteria. A request for an adjustment to one or more applicable development regulations under this section shall be approved if the review body finds that the applicant has shown the following criteria to be met.**

**1. Granting the adjustment will equally or better meet the purpose of the regulation to be modified;**

Response: The purpose of the institutional and commercial building section reveals how it is likely that most or all of these standards do not fit with the nature of the proposed development for improved water treatment facilities.

**The primary objective of the regulations contained in this section is to provide a range of design choices that promote creative, functional, and cohesive development that is compatible with surrounding areas. Buildings approved through this process are intended to serve multiple tenants over the life of the building, and are not intended for a one-time occupant. The standards encourage people to spend time in the area, which also provides safety through informal surveillance. Finally, this section is intended to promote the design of an urban environment that is built to human scale by creating buildings and streets that are**

**attractive to pedestrians, create a sense of enclosure, provide activity and interest at the intersection of the public and private spaces, while also accommodating vehicular movement. (17.62.055.A)**

Realistically, no other “tenants” will occupy the proposed structures over the life of the water treatment plant. A highly-specialized building used to flocculate water or create ozone is not useful for any other purpose. It is not useful, for understandable security reasons, to encourage visitation, or to accommodate pedestrians on the property in a way envisioned by the purpose statement.

Allowing the facility to maintain its primary purpose of treating the water supply by waiving these building standards will continue its compatibility with surrounding areas. The proposed location and future design of the buildings will promote creative, functional, and cohesive development. This equally or better meets the purpose of the regulation to be modified.

**2. If more than one adjustment is being requested, the cumulative effect of the adjustments results in a project that is still consistent with the overall purpose of the zone;**

Response: Multiple adjustments are being requested as part of this master plan proposal. They include: Allowing the existing perimeter fence to remain; No unnecessary pedestrian ways between process buildings; No interior parking lot landscaping to allow truck maneuvering; Waive commercial design standards for industrial buildings, including window placement and lighting; and modification of street and sidewalk requirements. The cumulative effect of these adjustments will be very minor, since many of them are merely to allow existing conditions to remain. This particular adjustment waives inapplicable development and design standards for commercial and institutional buildings, since the type of buildings that are proposed are for public utility use. The overall project will add structures to the site, but will have a very minimal change to the site’s appearance and character.

**3. City-designated Goal 5 resources are protected to the extent otherwise required by Title 17;**

Response: Waiving the commercial and institutional development and design standards for public utility structures will have no impact on any Goal 5 resources. There are no known or mapped historic or cultural resources within the proposed development boundary. The southeast area of the project site is located within the Natural Resources Overlay District (Chapter 17.49) which implements the City’s natural resource protection program. The proposed development will entirely avoid the mapped resource. Because the proposed development is completely outside of the mapped



resource and its buffer zones, the proposal complies with the requirements of this chapter.

**4. Any impacts resulting from the adjustment are mitigated;**

Response: There are no impacts that result from the adjustment. The proposed structures on the site will not be significantly different or more intense than the existing structures on the site. The overall impression of the site, as a public utility water treatment facility in a landscaped, open-space setting, will remain largely the same. Applying these development standards without recognizing the unique nature of the use and its buildings would make it impossible to retain the utility of the proposed structures.

**5. If an environmental zone, the proposal has as few significant detrimental environmental impacts on the resource and resource values as is practicable. (Ord. 03-1014, Att. B3 (part), 2003)**

Response: The southeast area of the project site is located within the Natural Resources Overlay District (Chapter 17.49) which implements the City's natural resource protection program. Waiving the commercial and institutional building standards has no impact on the resource values on this area of the site.

**6. The proposed adjustment is consistent with the Oregon City Comprehensive Plan and ancillary documents.**

Response: In the main application, the narrative addressed applicable Comprehensive Plan policies. As shown, the proposal is consistent with these policies and will help to directly meet the intent of Goals 11.1 (Provision of Public Facilities) and 11.3 (Water Distribution) and Policy 11.3.2 (collaboration with the South Fork Water Board). The request to waive commercial and institutional building standards is consistent with these policies.

**Sidewalk and Street Improvements**

Site Plan and Design Review standards indicate requirements for sidewalk and street improvements:

**Sidewalks and curbs shall be provided in accordance with the City's transportation master plan and street design standards. Upon application, the community development director may waive this requirement in whole or in part in those locations where there is no**

**probable need, or comparable alternative location provisions for pedestrians are made. (17.62.050.A.8)**

**Adequate right-of-way and improvements to streets, pedestrian ways, bike routes and bikeways, and transit facilities shall be provided and be consistent with the City's transportation master plan and design standards and this title. Consideration shall be given to the need for street widening and other improvements in the area of the proposed development impacted by traffic generated by the proposed development. This shall include, but not be limited to, improvements to the right-of-way, such as installation of lighting, signalization, turn lanes, median and parking strips, traffic islands, paving, curbs and gutters, sidewalks, bikeways, street drainage facilities and other facilities needed because of anticipated vehicular and pedestrian traffic generation. (17.62.050.A.15)**

In the pre-application materials and through discussions with City staff over the past 12 months, the City has indicated that it will require improvements on all three street frontages abutting the SFWB property. The most significant request is to Swan Avenue, which is a collector street. The City's plan for improvements on this frontage include sidewalks, planter strips, parking, bike lanes, and travel lanes (See Figure 1 in the introduction.). To achieve this, additional SFWB property would have to be dedicated to the City.

For the other two frontages, Hunter Avenue and Thurman Street, the City's improvements call for sidewalks, planting strips, and parking on both sides (See Figure 2 in the introduction.). Both of these improvements would require dedication of SFWB property to the City. Currently, Hunter Avenue has sidewalks on neither side. Thurman Street has a full sidewalk and curb on the opposite side of the street from the SFWB property.

Prior to its application for a conditional use permit in 2007, SFWB donated to the City 0.27 acres of its land, on two of its frontages, to allow the City to make future right-of-way improvements. This dedication consisted of 7.5 feet along Thurman Street, and 11 feet along Swan Avenue. Improvements like the ones suggested by the City would require even more land.

The traffic analysis that accompanied the original master plan application dated September 8, 2010 determined that the total transportation impact of the master plan at full build-out will be 9.5 additional vehicle trips per week. This is an insignificant addition to the transportation system. The pedestrian impacts to the system are virtually zero. Consequently, the South Fork Water Board does not believe it is legally defensible for the City to exact land to widen the three street frontages, and to require

that SFWB pay the significant costs associated with wider streets, sidewalks and street trees. At the same time, SFWB does not object to neighborhood improvements and wants to do its fair share to work with the City on providing adequate transportation improvements.

A second concern about the requested improvements is the security risks associated with installing full sidewalks adjacent to a sensitive facility for drinking water treatment. Encouraging people and/or vehicles to be closer to the buildings and process equipment that treats water for a large population could be an unacceptable security risk.

The South Fork Water Board wants to be a good neighbor to its surrounding residents, and work with the City to upgrade the transportation infrastructure. With this in mind, it proposes a modification of the City's street standards that creates an improved pedestrian experience, without unfairly impacting the site. The site plan standards specifically allow the sidewalk and curb standards to be waived, without an adjustment, "in whole or in part in those locations where there is no probable need, or comparable alternative location provisions for pedestrians are made." That is the case in this situation.

The proposed improvements are:

- Hunter Ave.: Expansion of paved width to 32 feet (no sidewalk), and corresponding dedication of land.
- Thurman St.: No change. Full sidewalk on opposite side serves pedestrians.
- Swan Ave.: Improvements and dedication of land to achieve City's "collector" standard.

All of the improvements are proposed to occur as part of "Phase 2" of the master plan, estimated to be prior to summer 2020. That is, these improvements will be made concurrently with the construction of the two-story centrifuge/solids dewatering building. The South Fork Water Board could either build the street infrastructure itself or pay the City to do so following its process for fee-in-lieu improvements. Overall, these suggested improvements are a significant upgrade to the abutting streets, especially considering the insignificant impacts generated by proposed development. The requested adjustment to street standards is a reasonable compromise.

**D. Approval Criteria. A request for an adjustment to one or more applicable development regulations under this section shall be approved if the review body finds that the applicant has shown the following criteria to be met.**

**1. Granting the adjustment will equally or better meet the purpose of the regulation to be modified;**

Response: The purpose of section 17.62, which includes the sidewalk and street improvement requirements, is listed below.

**The purposes of site plan and design review are to: encourage site planning in advance of construction; protect lives and property from potential adverse impacts of development; consider natural or man-made hazards which may impose limitations on development; conserve the city's natural beauty and visual character and minimize adverse impacts of development on the natural environment as much as is reasonably practicable; assure that development is supported with necessary public facilities and services; ensure that structures and other improvements are properly related to their sites and to surrounding sites and structure; and implement the city's comprehensive plan and land use regulations with respect to development standards and policies. (OCMC 17.62.010)**

As it relates to the street and sidewalk improvement standards, the “assure that development is supported with necessary public facilities and services” clause is the most relevant. Allowing a reduction in the street widths and extent of improvements in this location equally meets the goal of supporting development. The setting of this area of Oregon City makes it more appropriate to develop the transportation infrastructure being sensitive to current conditions and full build-out of the area according to zoning. The proposed improvements to the street and sidewalk infrastructure is an upgrade, and sufficient to provide service to the development in the surrounding area. In this respect, the proposed improvements equally meet the purpose of the standards.

**2. If more than one adjustment is being requested, the cumulative effect of the adjustments results in a project that is still consistent with the overall purpose of the zone;**

Response: Multiple adjustments are requested as part of this master plan proposal. They include: Allowing the existing perimeter fence to remain; No unnecessary pedestrian ways between process buildings; No interior parking lot landscaping to allow truck maneuvering; Waive commercial design standards for industrial buildings, including window placement and lighting; and modification of street and sidewalk requirements. The cumulative effect of these adjustments will be very minor, since many of them are merely to allow existing conditions to remain. This particular adjustment will result in upgraded transportation facilities on streets surrounding the subject property, despite little to no impact from the proposed development. Overall, this creates a project that is still consistent with the purpose of the zone.

**3. City-designated Goal 5 resources are protected to the extent otherwise required by Title 17;**

Response: Waiving the requirement for an internal pedestrian circulation system will have no impact on any Goal 5 resources. There are no known or mapped historic or cultural resources within the proposed development boundary. The southeast area of the project site is located within the Natural Resources Overlay District (Chapter 17.49) which implements the City's natural resource protection program.

The City's proposed sidewalk and street improvements on Swan Ave. would occur within the mapped resource. Because the ultimate dimensions and design and existence of this proposed project can not be determined at this time, it is reasonable to defer the review of the project under Title 17 to Phase 2, when it is proposed to be constructed. Because this is an improvement that can be reasonably anticipated, it is also requested that it be processed as a Type II review, per City regulations.

**4. Any impacts resulting from the adjustment are mitigated; and**

Response: There are no significant impacts that result from the adjustment. Adequate pedestrian and vehicular facilities will be available on all three frontages under the proposed adjustment. The proposal will significantly upgrade the surrounding neighborhood compared with existing conditions. By reducing the width of paving and sidewalks on Thurman St. and Hunter Ave., the adjustment request avoids unnecessary impervious surface and additional burdens on the stormwater system.

**5. If an environmental zone, the proposal has as few significant detrimental environmental impacts on the resource and resource values as is practicable. (Ord. 03-1014, Att. B3 (part), 2003)**

Response: The southeast area of the project site is located within the Natural Resources Overlay District (Chapter 17.49) which implements the City's natural resource protection program.

The City's proposed sidewalk and street improvements on Swan Ave. would occur within the mapped resource. Because the ultimate dimensions and design and existence of this proposed project can not be determined at this time, it is reasonable to defer the review of the project under Title 17 to Phase 2, when it is constructed. It is also requested that the improvements to Swan be processed as a Type II land use review, per City regulations.

**6. The proposed adjustment is consistent with the Oregon City Comprehensive Plan and ancillary documents.**

Response: In the original mater plan application dated September 8, 2010, the narrative addressed applicable Comprehensive Plan policies. As shown, the proposal is consistent with these policies and will help to directly meet the intent of Goals 11.1 (Provision of Public Facilities) and 11.3 (Water Distribution) and Policy 11.3.2 (collaboration with the South Fork Water Board). The request to modify street and sidewalk standards to be appropriate with the site and neighborhood context is consistent with these policies.



# OREGON CITY

## Community Development – Planning

221 Molalla Ave. Suite 200 | Oregon City OR 97045  
Ph (503) 722-3789 | Fax (503) 722-3880

### LAND USE APPLICATION TRANSMITTAL

October 22, 2010

#### **IN-HOUSE DISTRIBUTION OF APPLICATION**

- ☒ Building Official
- ☒ Development Services Manager
- ☒ Public Works Operations
- ☒ City Engineer / Public Works Director
- ☐ GIS
- ☐ Parks Manager
- ☐ Addressing
- ☐ Police
- ☒ Traffic Engineer
- ☐ City Attorney

#### **NOTICE OF THE APPLICATION MAILED TO**

- ☒ All Properties within 300 feet
- ☒ Hamlet of Beavercreek
- ☒ Holcomb Outlook CPO
- ☒ Central Point / Leland Road / New Era CPO

#### **MAIL-OUT DISTRIBUTION OF APPLICATION**

- ☒ OREGON CITY NEIGHBORHOOD ASSOCIATIONS
  - ☒ CIC Chair \_\_\_\_\_
  - ☒ N.A. Chair PATZ PLACE
  - N.A. Land Use Chair \_\_\_\_\_
- ☐ Clackamas County Transportation and Planning
- ☐ Clackamas Fire District #1
- ☐ ODOT – Division Review
- ☐ School District# 62
- ☐ Tri-Met
- ☐ Metro
- ☐ Oregon City Postmaster
- ☐ DLCD / DEQ / DSL / USACE (circle)
- ☐ Other \_\_\_\_\_

COMMENTS DUE BY: **November 26, 2010**

HEARING DATE: **December 13, 2010**

HEARING BODY: \_\_\_ Staff Review; XX PC; \_\_\_ HRB; \_\_\_ CC

FILE # & TYPE: CP 10-03: Master Plan

CU 10-03: Conditional Use

PLANNER: Laura Terway, AICP, Planner (503) 496-1553

APPLICANT: John Collins, South Fork Water Board

REQUEST: South Fork Water Board requested approval of a Conditional Use and Concept (General) Development Plan to upgrade the water treatment facility on Hunter Avenue.

ZONING: "R-10" Single-Family Dwelling District

LOCATION: 15962 Hunter Avenue, Oregon City, Clackamas County Map 2-2E-21CD-02500

No Address, Oregon City, Clackamas County Map 2-2E-28BB-00100

This application material is referred to you for your information, study and official comments. If extra copies are required, please contact the Planning Department. Your recommendations and suggestions will be used to guide the Planning staff when reviewing this proposal. If you wish to have your comments considered and incorporated into the staff report, please return the attached copy of this form to facilitate the processing of this application and will insure prompt consideration of your recommendations. Please check the appropriate spaces below.

- ☒ The proposal does not conflict with our interests.
- ☐ The proposal conflicts with our interests for the reasons attached.
- ☐ The proposal would not conflict our interests if the changes noted below are included.

Signed

PLEASE RETURN YOUR COPY OF THE APPLICATION AND MATERIAL WITH THIS FORM.



# OREGON CITY

## Community Development – Planning

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**COPY**

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October 22, 2010

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LOCATION: 15962 Hunter Avenue, Oregon City, Clackamas County Map 2-2E-21CD-02500

No Address, Oregon City, Clackamas County Map 2-2E-28BB-00100

This application material is referred to you for your information, study and official comments. If extra copies are required, please contact the Planning Department. Your recommendations and suggestions will be used to guide the Planning staff when reviewing this proposal. If you wish to have your comments considered and incorporated into the staff report, please return the attached copy of this form to facilitate the processing of this application and will insure prompt consideration of your recommendations. Please check the appropriate spaces below.

- ☐ The proposal does not conflict with our interests.
- ☐ The proposal conflicts with our interests for the reasons attached.
- ☒ The proposal would not conflict with our interests if the changes noted below are included.

Frontage - Sidewalks (Pedways) and bike lane, and curbs

Signed

John Collins 11/2/10  
PLEASE RETURN YOUR COPY OF THE APPLICATION AND MATERIAL WITH THIS FORM.



**REPLINGER & ASSOCIATES LLC**  
TRANSPORTATION ENGINEERING

November 11, 2010

Ms. Laura Terway  
City of Oregon City  
PO Box 3040  
Oregon City, OR 97045

**SUBJECT: REVIEW OF CONCEPT MASTER PLAN SUBMITTAL – SOUTH FORK WATER  
BOARD WATER TREATMENT PLAN – CP10-0X**

Dear Ms. Terway:

In response to your request, I have reviewed the materials submitted in support of the proposed Concept Master Plan for the South Water Board Water Treatment Plant. The relevant materials consisted of the project narrative and site plan. The project narrative was prepared by Ben Schonberger of Winterbrook Planning. The submittal did not include a Transportation Impact Analysis (TIA) or Transportation Analysis Letter (TAL) prepared by a traffic engineer.

The narrative describes the Board's plan to develop the site, which is located adjacent to Thurman Street between Swan Avenue and Hunter Avenue. The development proposal consists of various physical improvements to the buildings and structures in three phases. The project narrative explains the various functions performed at the site and explains how they will be modified. It also explains that there will be minimal change in the transportation impacts as the phases are implemented.

The narrative explains that the change in traffic to the site will be minimal since there will be no increase in number of employees. A minor amount of additional truck traffic will occur because of supplies that will be required for the new processes at the site. The narrative explains that traffic volumes will increase by fewer than ten truck deliveries per month. Even accounting for the fact that each truck delivery includes both an entering and an exiting trip, the volumes are far below those that would require a TIA. At the time of submittal of a Detailed Development Plan or Site Plan, the applicant should verify the level of activity and identify any new estimates of trip generation.

The project narrative provides a general understanding of the transportation impacts upon which the development proposal can be evaluated for conformance with master plan criteria. Certain further details relating to transportation can be performed by a traffic engineer in connection with either the submittal of a Detailed Master Plan or a Site Plan. The following issues taken from the requirements specified for TAL to be performed by a professional engineer will need to be addressed.

**Issues to Be Addressed**

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1. **Trip Generation.** The narrative indicates there will be no significant change of transportation activity level with the expansion. The applicant's engineer should confirm this for each phase.
2. **Access Locations.** The narrative indicates that there will be no changes. This should be verified in connection with each phase.
3. **Driveway Width.** The driveway width should be verified and made to conform with applicable standards if it does not currently conform.
4. **Intersection Spacing.** The development will not create any new intersections.
5. **Sight Distance.** The sight distance at the existing driveway was not measured, but it is presumed to be adequate. This should be verified if any changes are made to the site driveway.
6. **Safety Issues.** The applicant's engineer should review the site driveway and the existing intersections adjacent to the property to identify safety issues related to transportation activity generated by or occurring adjacent to the site. This should be undertaken in advance of required frontage improvements.
7. **Consistency with the Transportation System Plan (TSP).** Swan Avenue is correctly identified as a collector street. This and other street frontages will need to be brought up to current standards.

#### **Conclusion and Recommendations**

I find that the project narrative generally shows that the impacts of the Master Plan proposal will have minor impacts on the transportation system and off-site mitigation is unlikely to be required for any phase. Specific issues identified above will need to be addressed with submittal of a TAL at the time of a Detailed Development Plan or Site Plan. Should any phase exceed the level of traffic specified in the city's Guidelines for Transportation Impact Analysis, a TIA rather than a TAL must be submitted.

If you have any questions or need any further information concerning this review, please contact me at [replinger-associates@comcast.net](mailto:replinger-associates@comcast.net).

Sincerely,



John Replinger, PE  
Principal