

**City of Estacada  
2004 Update of the Comprehensive Plan  
Urbanization Element**

**September 2004 Rough Draft**



# City of Estacada - 2004 Comprehensive Plan Update

## Urbanization

---

<b>1) INTRODUCTION.....</b>	<b>4</b>
<b>2) URBANIZATION POLICIES.....</b>	<b>4</b>
<b>3) EXISTING CONDITIONS.....</b>	<b>5</b>
A) Issues and Problems.....	5
B) Existing Land Uses .....	6
i) Introduction.....	6
ii) Background .....	6
iii) Definitions .....	8
iv) Background and Assumptions.....	11
C) Land Inventory .....	17
i) Land Development by Comprehensive Plan Designation - City Limits .....	17
ii) Land Development - UGB.....	18
iii) Availability – City Limits .....	18
iv) Availability – UGB (Outside City Limits) .....	19
v) Inventory Summary.....	19
<b>4) POPULATION.....</b>	<b>20</b>
A) Introduction .....	20
B) Population.....	20
i) Population Growth Rates.....	20
ii) Pervious Growth Estimates.....	22
iii) Growth Projections.....	22
C) Demographics .....	24
D) Employment And Education .....	25
i) Personal Income .....	25
ii) Employment .....	26
E) Education.....	28
F) Conclusion .....	29
G) Summary .....	30
i) Data Sources.....	30
<b>5) HOUSING AND RESIDENTIAL LAND USES.....</b>	<b>30</b>
A) Housing .....	31
i) Housing Density and Mix .....	31
ii) Housing Density & Household Density .....	32
iii) Housing Conditions .....	32
iv) Projected 20-Year Residential Land Need .....	33
v) Housing Needs Analysis.....	36
vi) Demographic Information .....	36
vii) Housing Costs .....	37
viii) Housing Need Conclusions .....	38

# City of Estacada - 2004 Comprehensive Plan Update

## Urbanization

---

ix) Housing Mix - Year 2023.....	39
x) Housing Needs Analysis - Year 2023 .....	41
xi) Land Requirements .....	42
B) Housing Summary .....	43
C) Public Land Need Analysis .....	44
i) Public and Semi-Public Land Needs.....	44
ii) Parks and Recreation.....	44
iii) Other Public Needs .....	44
iv) Public Lands Summary .....	45
D) Buildable Lands Requirements.....	45
i) Determine Amount of Buildable Land Available to Meet Housing Needs.....	45
ii) Designation of Buildable Land for Needed Housing.....	45
iii) Residential Needs Summary.....	46
iv) Amend the UGB and/or Adopt Measures to Meet Projected Needs.....	47
v) Alternatives to a UGB Expansion.....	47
<b>6) NEEDED INDUSTRIAL AND COMMERCIAL LANDS.....</b>	<b>47</b>
A) Introduction .....	47
B) Employment Projection.....	47
i) Commercial .....	48
ii) Manufacturing .....	48
C) Alternative Employment Projection.....	48
i) Balanced-Growth Commercial and Industrial Needs Analysis .....	49
ii) Balanced-Growth Employment Projection.....	49
D) Economic Opportunities Analysis .....	50
i) National, Regional and Local Economic Trends .....	50
ii) Local Economic Activity.....	51
iii) Potential Trends .....	51
iv) Assessment of Community Economic Development Potential.....	54
v) Site Requirements .....	55
vi) Target Industry Summary.....	56
E) Commercial And Manufacturing Land Needs Summary.....	57
<b>7) THE URBANIZATION PLAN.....</b>	<b>57</b>
A) Introduction .....	57
B) Existing Comprehensive Plan Land Use Map.....	58
i) Residential Uses.....	58
ii) Commercial Uses .....	58
iii) Industrial Uses.....	59
iv) Public Uses .....	60
C) Proposed General Land Use Pattern .....	61
i) Residential Uses.....	61

# City of Estacada - 2004 Comprehensive Plan Update

## Urbanization

---

ii) Commercial Uses .....	65
iii) Industrial Uses.....	66
iv) Public Uses .....	68
v) The Urban Growth Boundary .....	68

# City of Estacada - 2004 Comprehensive Plan Update

## Urbanization

---

### 1) INTRODUCTION

This document is an update of the 1980 Estacada Comprehensive Plan and its 1993 Periodic Review. Upon adoption it will supplement the Economics and Housing elements of the Plan with new information and analysis. It will replace the Urbanization Element with a totally new set of goals, new data and analysis, and a new Comprehensive Plan Land Use Map.

This update effort started as a periodic review process. However, the City opted out of the formal review process and decided to focus its efforts on economic development and urbanization. The City recognized that the local economy was stagnant and that new opportunities for industrial development and job creation were needed. This Plan update is part of the strategy to revitalize the community. Also, the City recognized its land use patterns were not ideal for a growing community with land designations that did not reflect market realities.

The City embarked on a one year process to create a new Urbanization element and update the supporting Housing and Economics Elements. A Comprehensive Plan Advisory Committee, made up of City Councilors, Planning Commissioners, and Citizens was formed to guide this process. The Committee met numerous times to advise and review the work of consulting staff. It hosted a well attended open house to present the issues and ideas and gather input from the public. The Committee finalized this Plan and forwarded it to the Planning Commission and City Council for adoption.

### 2) URBANIZATION POLICIES

1. Maintain an urban growth boundary (UGB) around the City of Estacada as shown in Figure 14. The UGB shall enclose a land area sufficient to contain the city's urban land needs to the year 2025. The city shall determine the land-use pattern within this area.
2. New urban development may only occur concurrent with or following provision of adequate public streets, water and sewer services, drainage facilities, and fire and police protection. This policy shall be implemented through specific standards in the Zoning and Subdivision Ordinances.
3. The City of Estacada provides public facilities and services within the UGB area. No other public or private utility systems may be established in this area.
4. Recreational uses such as parks and public and private recreational facilities will be encouraged within the UGB in accordance with applicable land use laws and policies and as much as feasible, at a pace consistent with Estacada's growth.
5. Commercial and industrial uses will be encouraged within the UGB in accordance with applicable land use laws and policies, and in response to market demands for

# City of Estacada - 2004 Comprehensive Plan Update

## Urbanization

---

goods and services. New major employers in particular will be encouraged to locate within the community.

6. Residential uses will be encouraged within the UGB in accordance with applicable land use laws and policies.
7. All uses in any district (except single-family residential use on lots of 7,500 square feet or larger) are subject to site plan review. This will be implemented through the zoning ordinance.
8. Clustering of buildings within a development in order to create more and larger areas of open space shall be encouraged in all districts to preserve the open character of the area, topography, tree cover, and possible water courses and shall be required as a condition of approval for any residential development with lots with an average size of 7,500-square-feet or higher.
9. Annexation will be permitted in accordance with the Annexation Regulations (Estacada Code, Section 10.700). Upon annexation, the land shall be designated in a zone that complies with the Estacada Comprehensive Plan.
10. Rural land use within the UGB will be governed by the Dual Interest Area Agreement between the City of Estacada and Clackamas County. The City will support the County's land use designations within the UGB. These designations restrict development to an average 10-acre lot size, with 5 acres as the smallest allowable lot size. The city believes these designations protect this land from premature conversion and assure that urban development will take place in an orderly and timely fashion.
11. The policies of the Estacada Comprehensive Plan will be implemented by the Estacada Code, Chapter 10 Amended.

### 3) EXISTING CONDITIONS

#### A) Issues and Problems

The City of Estacada is an urban entity in what has historically been a relatively isolated location 15 miles from Oregon City and 30 miles from downtown Portland. Directly to the east are the Cascade Mountain foothills and extensive forested areas containing vast outdoor recreational opportunities.

These locational characteristics combine to make Estacada a very attractive alternative for urbanites seeking a small town, rural, and recreation-oriented living environment. The following sections detail population growth and projections and deal with land use needs and allocations. But, in summary, they show three major themes that drive the conclusions and actions of this urbanization plan. These are:

# City of Estacada - 2004 Comprehensive Plan Update

## Urbanization

---

- As first noted in the 1980 Comprehensive Plan, Estacada continues to be "...a very attractive alternative for urbanites seeking a small town, rural, and recreation-oriented living environment." Despite a significant loss of resource based jobs over the last 25 years, Estacada has never lost population and in fact has added 1,000 people to its population over that period, an increase of 72 percent. Estacada will continue to be a very attractive community in which to live.
- New growth pressures will not only maintain Estacada's growth, they will accelerate it. This comes from two factors.
  - First, the Portland Metro Area continues to grow to the east. With a recent expansion of the Metro UGB, Estacada is now less than 12 miles from Metro. More importantly, much of the land within this UGB expansion is designated for employment centers creating a market for housing of which Estacada will be part.
  - Second, Estacada plans to create its own employment center by designating a new industrial park of over 200 acres that is shovel-ready for development. Both of these economic factors will bring strong population growth to the community.
- The 1980 Comprehensive Plan projected a year 2000 population of 7,242 and sized the Urban Growth Boundary and allocated land uses based on that population figure. The actual 2000 population was approximately 2,200. The land use pattern established in the 1980 Plan not only anticipates an excessive amount of growth, it is laid out in a pattern that for many land use types is ill-conceived. This 2004 Plan is intended to establish a much more realistic land use pattern.

## B) Existing Land Uses

### i) Introduction

*Section C: Land Inventory* measures the supply of land available to meet the 20-year needs of the community including residential, commercial, and public/semi-public uses. This Section provides the basic inventory information by identifying developed property, vacant land and land that have the potential for further development.

This Section serves as the basis for a determination of the amount of buildable residential, commercial, industrial and public/semi-public land needed to accommodate planned growth in Estacada through the Year 2023. Section 3.C analyzes demand for housing and public uses, while Section 3.d addresses the demand to meet employment needs.

### ii) Background

First, what are buildable lands? State law provides the following legal guidelines:

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

ORS 197.295(1) defines "Buildable lands" as follows:

*Buildable lands mean lands in urban and urbanizable areas that are suitable, available and necessary for residential uses. "Buildable lands" includes both vacant land and developed land likely to be redeveloped.*

The type and area of "developed land likely to be redeveloped" are determined in part by local policy.

ORS 197.296(2) reads:

- (2) *At periodic review or any other legislative review of the urban growth boundary, comprehensive plans or functional plans shall provide sufficient buildable lands within urban growth boundaries established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years.*
- (3) *As part of its next periodic review pursuant to ORS 197.628 to 197.650 following September 9, 1995, or any other legislative review of the urban growth boundary, a local government shall:*
  - (a) *Inventory the supply of buildable lands within the urban growth boundary;*
  - (b) *Determine the actual density and the actual average mix of housing types of residential development that have occurred within the urban growth boundary since the last periodic review or five years, whichever is greater; and*
  - (c) *Conduct an analysis of housing need by type and density range, in accordance with ORS 197.303 and statewide planning goals and rules relating to housing, to determine the amount of land needed for each needed housing type for the next 20 years.*

While these provisions are from the section of the Land Use Statutes dealing with Periodic Review of a Comprehensive Plan, and Estacada is not going through Periodic Review, they do provide a solid foundation in understand "buildable land" and the task facing the City to assure its adequacy.

In short, the City must establish a land inventory. From this inventory, developed, vacant, and lands that have the potential to be redeveloped will be identified. Combining this inventory with population projections and other supportive data will determine whether there is sufficient land within the Urban Growth Boundary to meet anticipated needs during the 20-year planning period. In addition, the City must determine if the acreage to meet



# City of Estacada - 2004 Comprehensive Plan Update

## Urbanization

---

those needs is appropriately located. If not, the City has several options in which to provide such land, including but not limited to, the expansion of the Urban Growth boundary.

### iii) Definitions

Certain definitions are used throughout this and other Sections. A summary of these terms follows:

- *Density* - Density identifies the number of dwelling units per acre. Density varies based on housing type and the underlying zoning.
- *Developed* - Land which contains no potential for additional development. This category will include single family homes on subdivision lots or property where additional development is not possible. For commercial or industrial property, land was considered developed if the value of the improvements exceeded the value of the land.
- *Dwelling Units* - One or more rooms designed for occupancy by one family and not having more than one cooking facility. This includes all conventional and prefabricated housing which meets Uniform Building Code specifications but excludes travel trailers and recreational vehicles. Dwelling units are further divided into several subgroups, each of which is reviewed below:
  - Single Family - A building containing one dwelling unit designed exclusively for occupancy by one family. This also includes any attached and detached single family homes and townhouse or condominium developments.
  - Duplex - A detached building containing two dwelling units designed exclusively for occupancy by two families living independently of each other.
  - Multiple Family Dwelling - A building containing three or more dwelling units designed for occupancy by three or more families living independently of each other - another term for apartments.
- *Redevelopable Land* - Land which is capable of further development.
  - For Commercial or Industrial property this may include vacant land or land containing non-conforming uses. For example, a Commercial zoned parcel with a single family home is assumed to be available for commercial development by either removing the home or converting the home into a commercial business.
  - For residential land, redevelopment may include partitioning, subdividing or constructing multi-family housing consistent with the minimum parcel sizes, dwelling densities and other requirements of the underlying zone. In estimating redevelopment potential for residential uses, the following guidelines were established:

## City of Estacada - 2004 Comprehensive Plan Update

### Urbanization

---

- Redevelopment will not occur on parcels up to 0.50 acres in size and containing a single family home. This was assumed to be the threshold whereby additional development will not be desired by the property owner.
  - Parcels greater between 0.50 and up to 1.00 acre could be re-divided and a new residence established. It was assumed the property owner will accept an additional home (or homes) but likely avoid multi-family development, even if permitted. One additional home was assumed for parcels between 0.50 and 0.75 and one a second home between 0.75 acres and 1.00 acres.
  - Parcels greater than one acre will redevelop at a density consistent with the zone, less the 0.50 acres for the existing dwelling.
- In the above three cases, the 0.50 acre area containing the existing dwelling was included in the calculations for “developed” land. This was done to provide a truer picture of the actual amount of land that has no potential for further development.
  - It must be noted some minor revision to these number *may have occurred as part of the actual field investigation*. This recognizes unusual shaped parcels or the location of existing residences reduced the development potential of certain properties. For example, a home placed within the center of a parcel makes it difficult to divide the property. In addition, using topographical and survey maps, deductions were also made for forested land and land with steep slopes.
- *Residential Infill* - This concept includes all *vacant* and *redevelopable land* zoned for residential uses and located within the existing City limits.
  - *Urban Growth Boundary* - All land subject to the City’s Comprehensive Plan is located within the City’s Urban Growth Boundary (UGB). However, for the purposes of this report, and unless clearly stated otherwise, UGB will refer to those lands outside the City limits but within the growth boundary.
  - *Vacant Land* - Parcels that are not improved with structures.
    - It was assumed public facilities either were available or could be made available to serve the site. Parcels less than 0.10 acres were simply considered undevelopable. In addition, this term includes those lands that have the potential for redevelopment. In other words, vacant land is land that is actually *vacant*, and, *the redevelopable portions of land that include some development, such as a single family home on a large acreage parcel*.

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

- For residentially zoned land, development of vacant land was calculated at expected densities of the particular zone (see “Background and Assumptions”). However, vacant parcels less than 0.50 acres were assumed to be limited to one single family home regardless of residential zoning.
- *Comprehensive Plan Land Use Designation* - Land is divided into designations that generally correspond to specific types of land use. Comprehensive Plan Designations were selected as the best indicator of long-run use of a parcel. The following designations apply to the City:
  - *Low Density Residential (R-1)* - This is the primary single family designation in Estacada, with other public-type uses allowed by conditional use permit. The minimum lot size for a single family home is 7,500. A duplex or attached-wall home is permitted on 8,000 square feet. The expected development density is four units per acre.
  - *Medium Density Residential (R-2)* – This designation allows single-family and two-family dwellings. It is intended for residential use at a moderate density thereby establishing affordable housing. The minimum lot size for a single family home is 5,000 square feet. Duplexes require 8,000 square feet, tri-plexes 9,000 and a four-plex 12,000. Expected density is 6 units per acre for single family and up to 12 units per acre for multiple-family developments.
  - *Multiple Family Residential (R-3)* – While uses allowed in the R-1 and R-2 designations are also permitted, this is the primary higher-density destination. Apartment units are allowed and require a minimum 15,000 square feet for the first five units and 1,500 square feet for each additional unit. etc, maximum is 8,000 square feet. Expected density is 6 units per acre for single family and up to 24 units per acre for multiple-family developments.
  - *General Commercial (C-1)* - This zone is the primary retail commercial zone with governmental uses also permitted. Uses normally associated with commercial activities, such as retail sales, restaurants and offices, may be found in this zone. This may be considered the community’s “downtown” zoning.
  - *Residential Commercial (C-2)* - This zone was created to promote the most productive capacity of individual properties and recognizes several areas of the city have developed with a combination of residential and commercial uses. The zone allows uses identified in the R-3 with limited commercial uses that may be considered compatible with residential development. This is the zone that supports mixed-use projects.
  - *Light Industrial (M-1)* - Primarily designed for light industrial type of activities, although some “heavy” commercial uses (e.g., RV sales lot) are also permitted.

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

The objective is to allow employment opportunities that will be compatible with a neighborhood.

- *Heavy Industrial (M-2)* – This is the primary industrial zone, specifically designed to attract industrial development.
- *Open Space/Public Facilities (O/S)* - This zone generally applies to public or semi-public facilities. It was created to identify public greenways, pathways and parks, and to allow governmental uses including public schools and allow them to expand as outright uses. It also encompasses semi-public uses such as the airport and airport related lands. Not all public uses are located on O/S zoned property as other zones (especially residential) also allow public uses. While these other properties may be converted to other uses (residential or commercial) O/S zoned land is likely to remain as public land within the time-frame of the analysis.

#### iv) Background and Assumptions

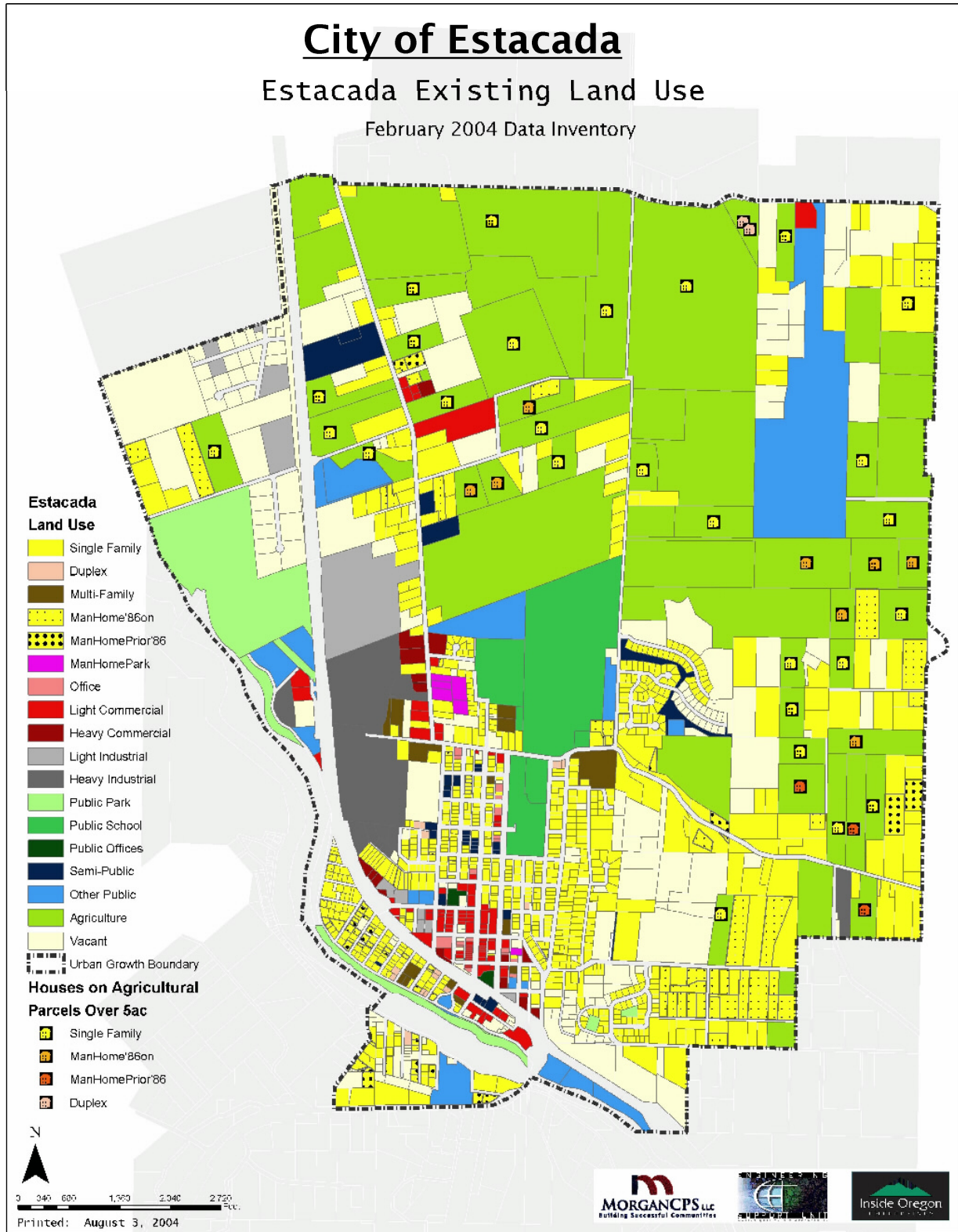
In addition to the Definitions, the study includes basic assumptions regarding the use of the material:

*Net Buildable Land* - Net buildable land is identified as total acreage less land removed from consideration due to inherent limitations on the property. Factors which reduce the buildable area of a particular parcel may include slopes, drainage areas or other similar hazards. OAR 660-008-005(2) specifically allows jurisdictions to consider land with potential slope limitations and land within the floodway as unbuildable and not part of the density calculation.

The existence of forest land and steep slopes may provide development constraints. These were identified as part of the analysis and their development potential was subtracted from any potential developable acreage. It was assumed that lands with these development constraints will develop at 75% of allowable density for forested land and 50% of allowable density on lands steeper than 12%.

No other factors were identified which provide a physical constraint on the development of property. For this reason, *net buildable land is the same as total acreage* for vacant land.

# City of Estacada - 2004 Comprehensive Plan Update Urbanization

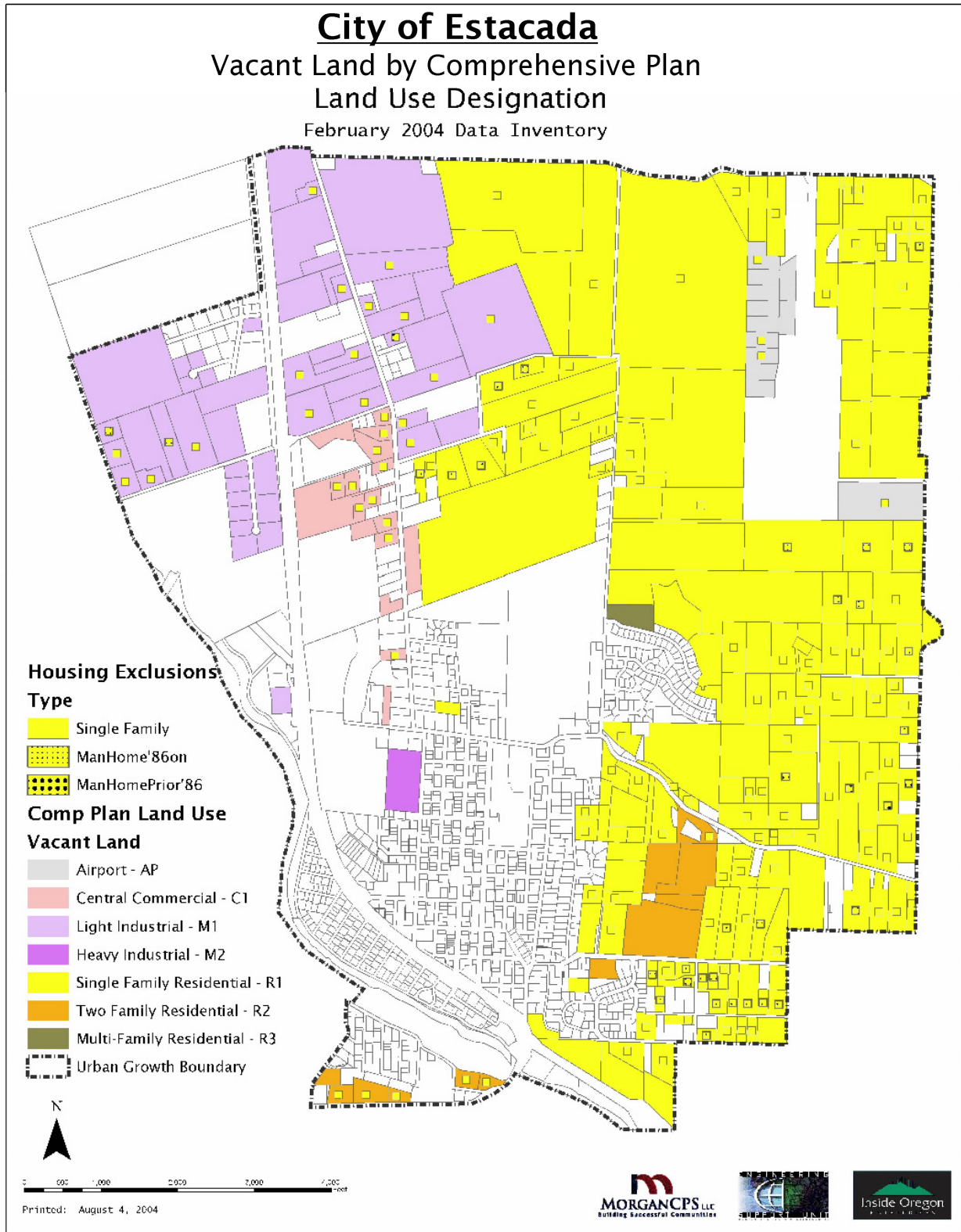


# City of Estacada - 2004 Comprehensive Plan Update Urbanization

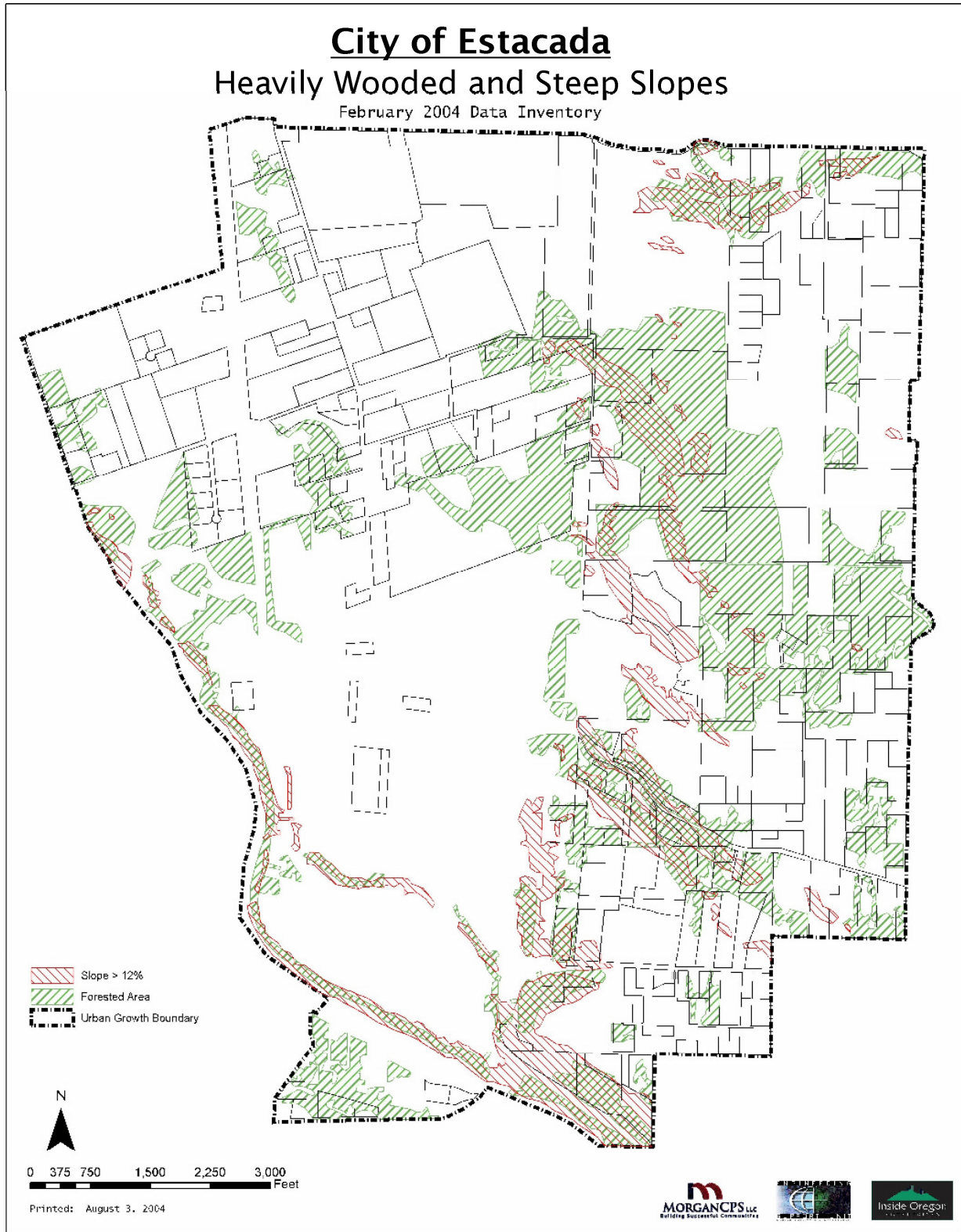
---



# City of Estacada - 2004 Comprehensive Plan Update Urbanization

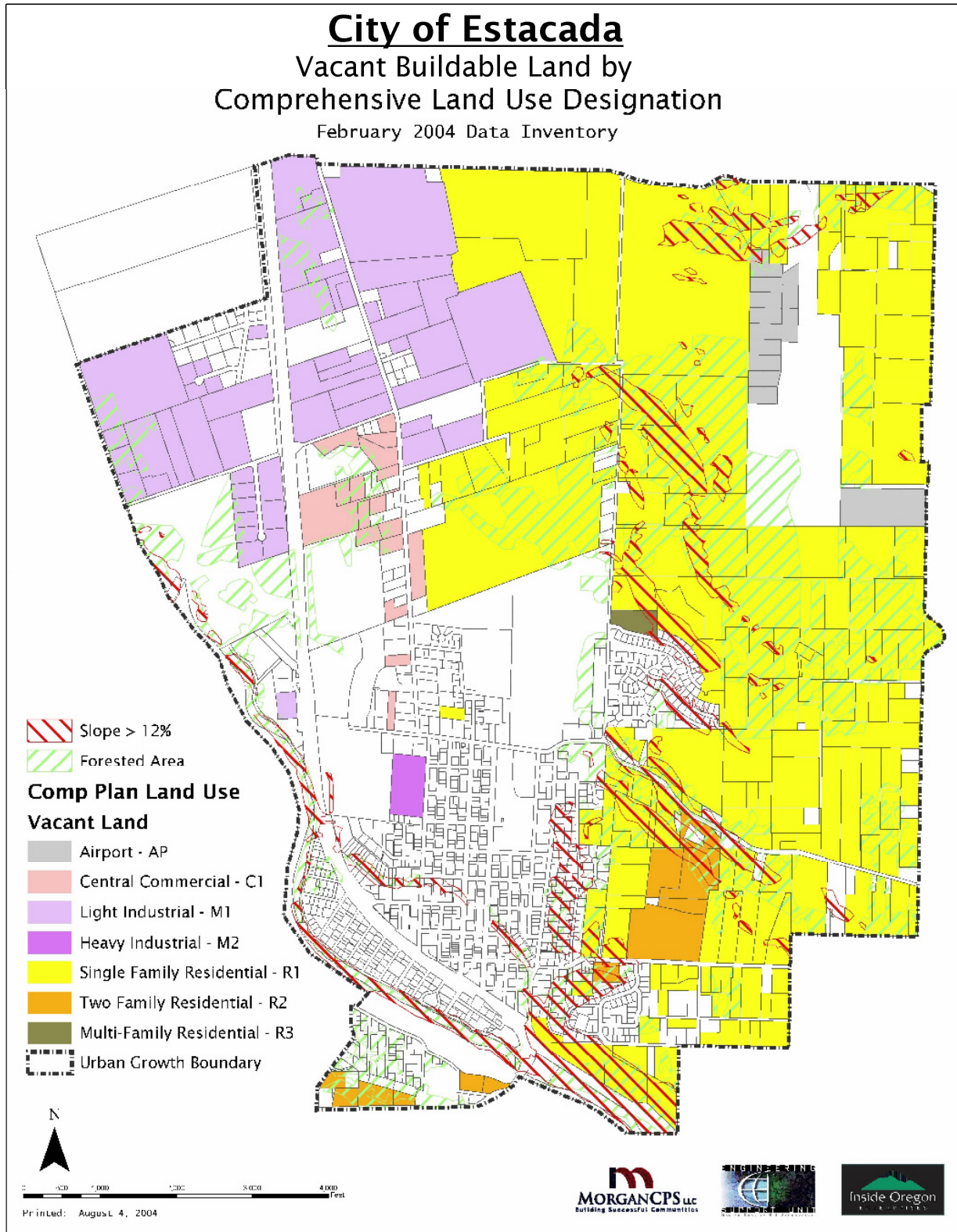


# City of Estacada - 2004 Comprehensive Plan Update Urbanization





# City of Estacada - 2004 Comprehensive Plan Update Urbanization



## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

### C) Land Inventory

#### i) Land Development by Comprehensive Plan Designation - City Limits

The City of Estacada contains 2433.5 acres of land within the UGB. 205.65 acres are within the river. Of the remaining area, only 962.6 acres are located within the City limits. The following table identifies the amount and percentage of land within each category and zone within the City limits. The zones are clustered into categories to provide some contrast. All the residential zones – R-1, R-2, R-3 - were placed under the Residential category. Zones which provide employment opportunities – Commercial and Manufacturing - were placed under the “Employment” land category. Finally, the remaining zone – Public – was listed as “Other” land. **Table 3.1** identifies the amount and percentage of land within each category and zone within the City limits.

**Table 3.1**

*Land Use by Designation - City Limits*

<b>DESIGNATION</b>	<b>ACRES</b>	<b>PERCENTAGE</b>
<b>Residential</b>	<b>627.3</b>	<b>65.2%</b>
R-1	512.0	53.1%
R-2	83.9	8.8%
R-3	31.4	3.3%
<b>Employment</b>	<b>268.4</b>	<b>27.9%</b>
C-1	119.7	12.4%
C-2	8.2	0.9%
M-1	89.4	9.3%
M-2	51.1	5.3%
<b>Other</b>	<b>66.9</b>	<b>6.9%</b>
O/S	66.9	6.9%
<b>Totals</b>	<b>962.6</b>	<b>100%</b>

The largest portion of the land base within the City (65.2%) is devoted to residential uses. The employment base is also significant at 27.9%, roughly evenly split between commercial

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

and industrial lands. Less than 7% of the land is zoned for public uses. However, as previously noted, public uses are also permitted in certain residential and commercial zones.

### ii) Land Development - UGB

There are 1,470.7 acres of land outside the City limits, but within the Urban Growth Boundary. Based on the Comprehensive Plan, there is no specific future land use designation associated with each parcel. Approximately 32% of this total is directly related to resource production, namely farm and forest land. Some 5% of this total applies to an existing airport. What is somewhat surprising is the quantity of rural residential lands (RRFF5). This represents some 62.4% of all land outside the City and within the UGB as well as nearly 38% of the land within the entire UGB. Given potential parcelization, this land may not be the most suitable land for urban levels of development. This information is found in **Table 3.2**.

**Table 3.2**

*Land Use by Zone – UGB Outside City Limits*

ZONE	ACRES	PERCENTAGE
EFU	295.3	20.1%
FF10	144.7	9.8%
RRFF5	918.1	62.4%
TBR	35.7	2.4%
AP	77.3	5.3%
<b>Totals</b>	<b>1470.9</b>	<b>100.0%</b>

### iii) Availability – City Limits

Land within the City was further divided into land which was developed, vacant and net buildable. These categories were established based on definitions and assumptions noted earlier. The net buildable land represents the stock of land available for future infill development and subtracts out limitations associated with forest and steep slopes. Land within the UGB was excluded as there is no designation in place at this time. The results of this analysis are found in **Table 3.3**.

**Table 3.3**

*Land Availability by Designation*

ZONE	TOTAL	VACANT	NET	NET	NET

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

	ACRES	ACRES	UNBUILDABLE FOREST	UNBUILDABLE SLOPE	BUILDABLE ACRES
<b>Residential</b>	<b>627.3</b>	<b>253.6</b>	<b>(33.4)</b>	<b>(48.6)</b>	<b>171.6</b>
R-1	512.0	213.5	(29.8)	(41.1)	142.6
R-2	83.9	36.2	(3.6)	(6.3)	26.3
R-3	31.4	3.9	(0.0)	(1.2)	2.7
<b>Employment</b>	<b>268.4</b>	<b>55.7</b>	<b>(3.5)</b>	<b>(2.9)</b>	<b>49.3</b>
C-1	119.7	17.7	(1.9)	(2.0)	13.8
C-2	8.2	0.0	(0.0)	(0.0)	0.0
M-1	89.4	31.8	(1.5)	(0.3)	30.0
M-2	51.1	6.2	(0.1)	(0.6)	5.5
<b>Other</b>	<b>66.9</b>	<b>5.9</b>	<b>(4.3)</b>	<b>(10.2)</b>	<b>(8.5)</b>
O/S	66.9	5.9	(4.3)	(10.2)	(8.5)
<b>Total</b>	<b>962.6</b>	<b>315.2</b>	<b>(41.2)</b>	<b>(61.7)</b>	<b>212.4</b>

Of the 962.6 acres within the City limits, some 315.2 acres – nearly 33% - are vacant. Even subtracting out land that is unbuildable due to forest limitations or steep slopes, some 212.4 acres remains buildable. This represents 22.1% of the total developable land within the City.

Within the individual categories, approximately 27% of the land zoned for residential use is buildable. This number is approximately 18% for “Employment” land. The Commercial-zoned land appears to be nearing full development. Less than 12% of the C-1 land is developable while no vacant land remains in the C-2 zone. Combined, buildable commercial land is barely 10% of the total commercial land supply. The industrial picture is somewhat better. Of the 140.5 acres of M-1 or M-2 zoned land, nearly 25% remains vacant and buildable.

#### iv) Availability – UGB (Outside City Limits)

Land availability remains strong in those lands located outside the City limits but within the UGB. Of the 1470.7 acres, some 1121.3 acres are vacant. Of these, 990.3 remain vacant and buildable. This effectively represents 67% of all lands outside the City and within its UGB.

#### v) Inventory Summary

Estacada has 2433.5 acres within its entire UGB. 962.6 acres are located within the City limits. The remaining 1470.7 acres are located outside the City limits but within the Urban

# City of Estacada - 2004 Comprehensive Plan Update

## Urbanization

---

Growth Boundary (UGB). Only 67% of the total area within the City limits is developed. Within the City limits significant amounts of residential and industrial land are vacant and buildable. Further, approximately two-thirds of all land outside the City but within the UGB is vacant and buildable. Overall, the numbers clearly indicates the City is underdeveloped in relation to the entire Urban Growth Boundary.

The following general conclusions are made regarding the land inventory:

- Approximately 27%, 171.6 acres, of all residential zoned land is vacant and developable. The City therefore has at first glance sufficient land to at least increase its population by approximately one-third without the need for annexation.
- Approximately 25%, 35.5 acres, all land zoned for industrial uses is vacant and developable. However, most of the land is part of the Estacada Lumber Company property and therefore is subject to the future development plans of those owners. It may not be developable in the near future. The acreage figure indicates there is land for job-related development to meet an increasing population, at least for the near term. However, it may be unlikely the land will be made available within the planning period.
- The amount of commercial-related vacant land is relatively small. Overall, approximately 10% of such land is vacant and buildable. Some additional efforts may be necessary to provide additional commercial land.
- Over 60% of all land within the UGB is located outside the City limits. Of this total, 67%, 990.1 acres, is vacant and buildable. This vacant land exceeds the current area within the City limits. Unless specific site location issues are present, it appears further UGB expansions are unnecessary within the planning period.

## 4) POPULATION

### A) Introduction

The purpose of this Section is to establish a population projection to the year 2023. This is necessary to determine the extent of which the existing land resource is capable of meeting projected population growth. In addition, this information provides recent data on local demographics which assists in evaluating housing and job-related land needs that will be explored in subsequent Sections.

### B) Population

#### i) Population Growth Rates

The population of Estacada has increased slowly, yet steadily since 1970. The 1970 population of 1,164 increased to 2,440 by the year 2003, an increase of 1,276 people over

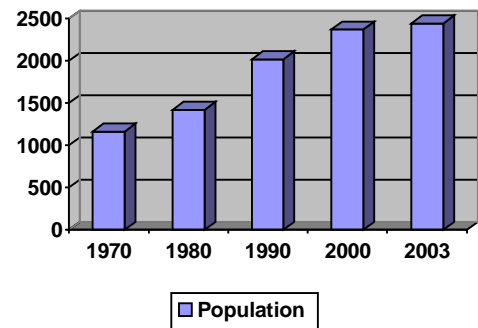
## City of Estacada - 2004 Comprehensive Plan Update Urbanization

the 33-year time period, more than doubling the population. However, the relative importance of Estacada to Clackamas County has varied through the years but generally remained stable at 0.7% of the total population. That percentage dropped in the 1980s but rebounded in the 1990s to stabilize. Although never more than 0.72% of the total, the remainder of the County grew considerably (especially the east portions of the Portland metro area) so that the City's impact remained relatively stable in recent years. **Table 1** provides population figures for each decade and their relationship to the County as a whole:

**Table 1**

*Estacada Population as a Percentage of Clackamas County  
1970 - 2003 (Selected Years)*

Year	Estacada	Clackamas Co.	%
1970	1,164	166,088	0.70%
1980	1,419	241,911	0.58%
1990	2,016	278,850	0.72%
2000	2,371	338,391	0.70%
2003	2,440	353,450	0.69%



As expected for a small, resource-based community, the rates of growth have varied over the years. **Table 2** compares growth rates for each decade between 1970 to 2000 as well as the year 2003.

**Table 2**

*Growth Rates Since 1960*

To/From	1970	1980	1990	2000	2003
1970	-	2.00%	2.78%	2.40%	2.27%
1980	-	-	3.57%	2.60%	2.38%
1990	-	-	-	1.64%	1.46%
2000	-	-	-	-	0.96%
2002	-	-	-	-	-



## City of Estacada - 2004 Comprehensive Plan Update

### Urbanization

---

For example, between 1970 and 1980, the City grew in population at an annual rate of 2.00%. During the following decade the rate increased to 3.75%, but declined to 1.64% during 1990 to 2000. By comparison, the state grew at an annual rate of 1.87% between 1990 and 2000. Since 2000, the growth rate is less than 1%.

#### ii) Pervious Growth Estimates

It is important to note the current Comprehensive Plan placed the Year 2000 population at 8,350. This assumed continued expansion growth (5.3%) that simply did not occur. Subsequent master plans provided more reasonable estimates. The 1997 Storm Drainage Master Plan assumed rates between 2.1% and 2.9% with a potential population range of 3,195 to 3,764 by 2017. The Transportation System Plan projected this number to 2019, estimating a population of 3,900 residents based on a 2.5% growth. Finally, the Water System Plan (2000 update) estimated the 2020 population to be 3,534 based on a growth rate of 2.3%. Generally, these estimates appeared to be high and based on rates that exceed both the historic trends and recent trends. If anything growth has slowed with a rate of less than 1% in recent years. However, these three facility master plans anticipated increased growth rates stemming from growth in the nearby Metro area, as is discussed below.

#### iii) Growth Projections

In determining the City's population projection to the year 2023, the City must rely on a number of factors. Recent lack of growth may well be the result of the availability of developable land in Estacada or a general downturn in the local economy. The City growth rate was below the State's rate of growth during the 1990s. If anything, the trend in the late 1990s indicated the City's rate of growth was actually declining as the State's growth rate was also decreasing.

Over the long run, however, the State envisions continuing population growth but at a decreasing rate. The high-growth 90s will begin to slow in the early part of the 21<sup>st</sup> century, eventually falling below 1% by 2020. Most of the State's growth will continue to occur within the Willamette Valley where a combination of factors provides the greatest opportunities for jobs and housing. However, there is little to support continued, accelerated growth statewide at a rate witnessed during the mid to late 1990s. Recent declines in the growth rate clearly support this conclusion. However, it is anticipated there will be a significant growth rate increase in Clackamas County as a result of an expansion of the Metro Urban Growth Boundary. It is expected the City growth rate will begin to increase over time as well keeping pace with the rest of the County.

Since 1970 the City has grown at 2.27%. This figure includes the State's bust decade of the 1980s and the boom years of the 1990s. Over time, the state's growth rate is expected to decline as more residential land is absorbed and the economy begins to cool as part of the general business cycle. This trend is currently being witnessed. The City's rate has witnessed both highs and lows around this number, falling to less than 2% and exceeding 3%. Basing a

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

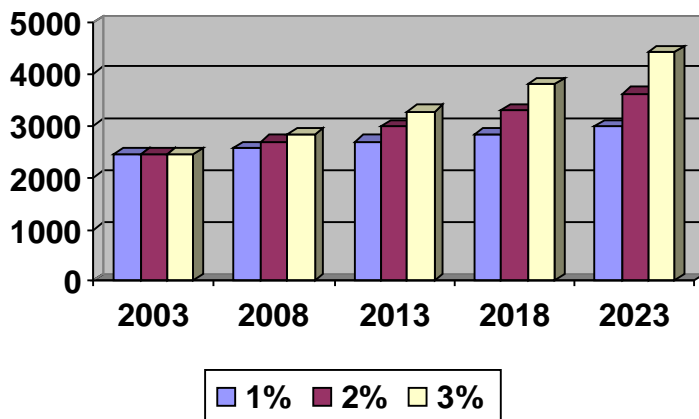
population projection on historical patterns, it appears the long-range population growth will likely trend toward the historic rate of approximately 2.0%. However, given the recent volatility, three potential rates are proposed: 1%, 2% and 3%. Each is noted in the following **Table** and compared in the following chart:

**Table 3**

*Estimated Population Projection – Varying Growth Rates*

Year	2003	2008	2013	2018	2023
<b>1% Growth</b>	2,440	2,564	2,695	2,833	2,977
<b>2% Growth</b>	2,440	2,694	2,974	3,284	3,626
<b>3% Growth</b>	2,440	2,829	3,279	3,801	4,407

### Population Projections by Growth Rates



Of the three, the 2% rate is most reflective of recent historic trends. However, the 3% growth may be more realistic if significant economic development occurs or the City becomes more of a bedroom community for the Portland Metro region.

There is some evidence that these two things will happen within the planning period:

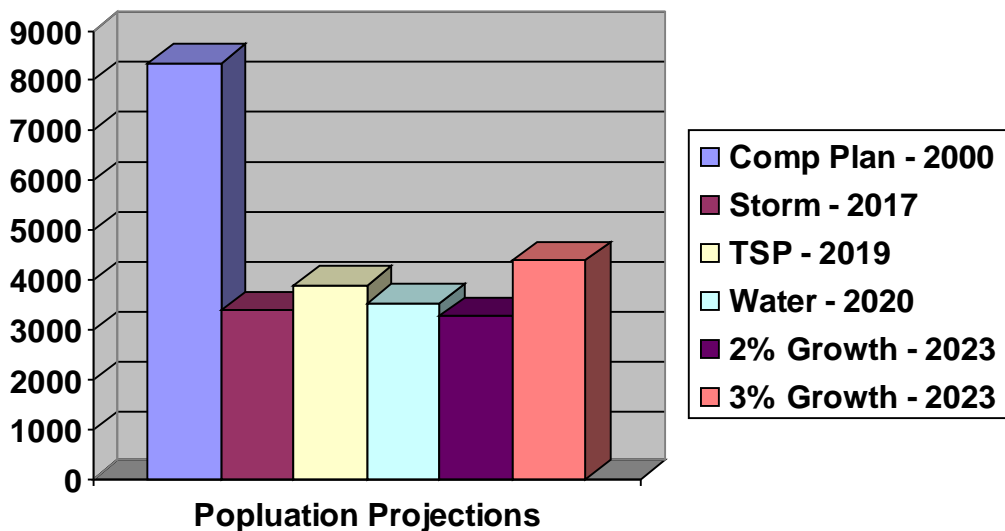
- The City is focusing on job-growth. The City is planning on providing several large readily-developable industrial parcels at the north edge of the community. These can be very attractive for industrial development and the creation of a significant number of new local jobs.
- The Portland Metro Urban Growth Boundary has been expanded to the Damascus area, just 12 miles west of Estacada. A primary intent of this UGB expansion is to



## City of Estacada - 2004 Comprehensive Plan Update Urbanization

provide several thousand acres of new land for industrial development, establishing thousands of new jobs over the next 20 years. Estacada will be impacted by population growth driven by this major new employment center being in such close proximity. Unlike land within the Metro boundary, Estacada will provide to the market an attractive small-town housing environment, with ample land for conventional neighborhood development. No prior plan for Estacada anticipated this type of external employment growth driving local residential development.

The chart below compares several sets of population projections prepared for Estacada with the 2% and 3% growth rate projections. This Plan's projections, based on a 3% growth rate, are comparable to the 2000 Transportation System Plan's projections while being slightly higher to reflect increased growth demands. 4,407 is selected as the target 2023 population.



### C) Demographics

**Table 4** provides information on the age characteristics of the current population. Data for the State and Clackamas County are included for comparison. Age groups were clustered to provide some reasonable comparisons between the three jurisdictions.

**Table 4**

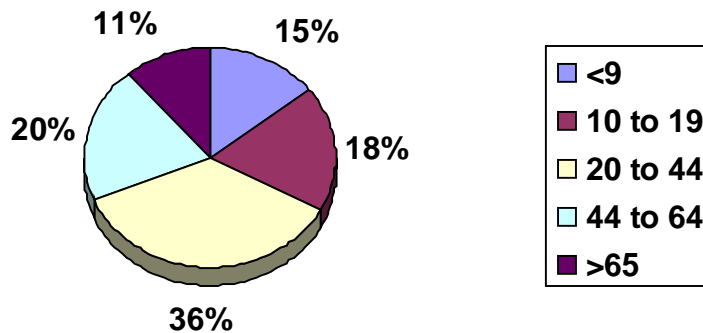
*Percentage Age Distribution – Year 2000*

Place/Age	<9	10 – 19	20 - 44	45 - 64	65 >	Median Age
-----------	----	---------	---------	---------	------	------------

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

<b>Oregon</b>	13.4	14.2	35.9	23.7	12.8	36.3
<b>Clackamas Co.</b>	13.8	14.9	34.2	26.1	11.0	37.5
<b>Estacada</b>	14.5	18.4	35.6	20.4	11.1	32.7

### Estacada Age Distributions



The median age of the City is both younger than the County and State. There is also a higher percentage of people 19 and younger, as well as those 44 and younger, when compared to the State and County. This is a young City and not the mark of a dying community. If this trend continues, the community will likely see an increase in household size as families are formed and have children. There will likely be a corresponding switch from rental properties to single family homes.

#### D) Employment And Education

##### i) Personal Income

By any comparative measure, the City of Estacada significantly lags behind both the County and State in income measures. The difference is especially telling in median family income: Estacada's median is some 30% below the County level. **Table 5** provides data for the year 2000:

**Table 5**

*Income Comparisons – Year 2000*

Place	Median Household Income	Median Family Income	Median Non-family Income	Median Non-family Income	Per Capita Income	Individuals Below Poverty Level (%)

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

			Male	Female		
<b>Oregon</b>	40,916	48,680	36,588	26,980	20,940	11.6
<b>Clackamas</b>	52,080	60,791	43,462	30,891	25,973	4.6
<b>Estacada</b>	39,200	46,445	37,269	22,267	17,049	10.1

Clackamas County exceeds the state-wide numbers on all accounts. This certainly reflects the incomes of those on the east side of the Portland Metropolitan Area. There is no local evidence that this gap is narrowing. Local employment opportunities do not pay as well as in high-tech industries closer to Portland, and it is unlikely the City will witness the establishment of a significant employer within the near future who will offer wages that could narrow the income gap.

### ii) Employment

The City's labor force is concentrated within the unskilled and semiskilled occupations. The majority are employed in sales and clerical work (26%), and, production, transportation and material handling (21.0%). Only 19.6% are employed in the managerial and professional ranks. What is particularly striking for an historic timber-community is the low percentage of jobs within this field: less than 2% of the population is employed by resource based industries. Further, the mean commuting time is 27.7 minutes suggesting a large number of people find employment outside the City.

Occupation percentages are found in **Table 6**.

**Table 6**

*Occupations by Percentage – Year 2000*

Occupation	Percentage
Sales and Office	26.0
Production, transportation, material moving	21.0
Managerial, professional	19.6
Service Occupations	16.2
Construction, maintenance	15.3
Farming, fishing and forestry	1.9

The largest group of employers is education and other social services at 19.5%, which likely reflects the impact of the local school district. Manufacturing is second at 19.2 %, likely reflecting regional – and not local – employment opportunities. Only retail and construction exceed 10%. Again resourced based employment is significantly low at 2.9%.

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

What is particularly telling is the lack of information-related jobs. This is the new economic engine and it appears the City has not received the employment benefits of this high-tech sector. Industrial employment is represented by **Table 7**.

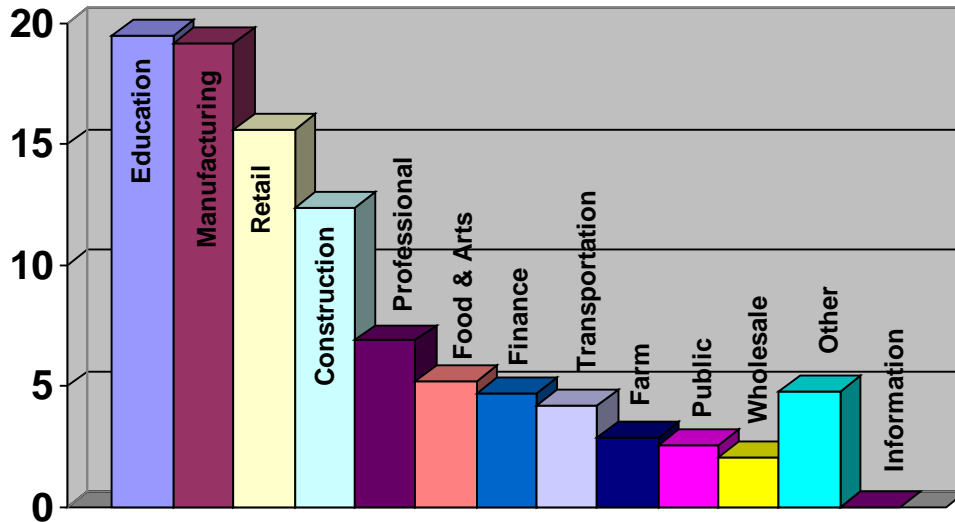
**Table 7**

*Industry Employment by Percentage – Year 2000*

Industry	Percent	Industry	Percent
Education, health, social services	19.5	Finance, insurance, real estate	4.7
Manufacturing	19.2	Transportation, warehousing	4.2
Retail	15.6	Farm, forestry, fisheries, mining information	2.9
Construction	12.4	Public administration	2.6
Professional, scientific, management	6.9	Wholesale Trade	2.1
Arts, entertainment, food, accommodations	5.2	Information	0.0
Other services	4.8		

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

### Employment Percentages



#### E) Education

**Table 8** presents the educational levels of the population:

**Table 8**

*Education (Terminal Level) - Year 2000*

Education	State	Clackamas Co.	Estacada
Less than 9 <sup>th</sup> grade	5.0	3.1	11.0
9 <sup>th</sup> to 12 <sup>th</sup> grade, no diploma	9.9	8.0	16.9
High school graduate	26.3	24.1	30.0
Some college	27.1	29.5	24.1
Associate degree	6.6	7.0	5.7
Bachelor degree	16.4	18.9	6.3
Graduate/professional degree	8.7	9.5	6.1
High school graduate or higher	85.1	88.9	72.2

# City of Estacada - 2004 Comprehensive Plan Update

## Urbanization

---

Bachelor degree or higher	25.1	28.4	12.4
---------------------------	------	------	------

As with income statistics, the City lags behind both the County and State for the percentage of high school graduates, and, for individuals with a bachelor degree or higher. What is particularly troublesome is the lower percentage of college educated or college graduates. This level of education is necessary to meet technological demands of the future. The education level is reflected in both the employment occupations and employment sectors. This would also appear to indicate the City does not attract a significantly large group of people who work in regional high-tech industries or educational centers. Otherwise, a larger percentage of individuals with some college education - witness the County statistics - would be evident.

### F) Conclusion

The City of Estacada has generally witnessed slow and steady growth since 1970. This includes periods of population boom during the 1980s and early 1990s and recent evidence of decline in the growth rate during the last decade. The annual growth rate since 1970 is 2.27%, although the current trend is less than 1%. Unless, some significant economic event occurs, the City is likely to continue this slow steady rate of growth for the foreseeable future. These changes, however, appear to be probable during the planning period with the creation of new industrial parcels within the community and the creation of a major new employment center just a dozen miles to the west. Therefore, the City is assuming a 3% growth rate during the planning period. This may prove to be low as economic forces create increased demands for new housing. The City may need to adjust the population projections and the commensurate land use plan as conditions change.

The dominant demographic characteristic is a generally younger population. When compared to the State and County there are considerably more residents (by percentage) under the age of 19 and age 44. This young population will (or potentially) affect housing demand in the future, possibly resulting in an increased demand for apartments in the short term. This will also support continued demand for single family homes – especially entry-level homes - as this younger group begins to form families and moves from rental housing to home ownership. Conversely, a potential increase in the 65+ age segment also indicates a potential for both non-traditional housing, including assisted living or nursing home facilities. However, this may be tempered as the 45 and older segment in Estacada is less than either the County or State as a percentage.

Overall, the City has not witnessed the benefits and improvements associated with Oregon's recent high-tech boom. This is probably the result of the commuting distance to the Portland Metro area or other centers of technology. This point is clearly reflected in education levels, income and local job opportunities. The population is relatively younger than the remainder

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

of the State but does not appear to be poised for the challenges of the emerging technical economy.

### G) Summary

- Due to increases in employment in the region creating new housing demands, the City is expected to grow at approximately 3.0% a year, reaching a population of 4,407 by the year 2023.
- The median age is less than both the State and the County. Further, as a percentage, there are more people under 19, and under 44, in Estacada than in the State or the County.
- City income levels by all measures are significantly less than either the State or County figures. It is therefore not surprising the poverty level is higher than the County's. This likely reflects a "working poor" in minimum-wage type jobs.
- A majority of those employed are in semiskilled or unskilled occupations. This is reflected in both the occupational and employment sectors.
- The employment skills are also reflected in education levels. While County numbers are skewed due to high tech industries and other opportunities in the Portland Metro area, the City lags behind the State in such measures as high school and college graduates and has a significantly higher percentage of residents with less than a 9<sup>th</sup> grade education or lacking a high school diploma.
- There does not appear to be any factors that will alter the employment mix as most members of the workforce will commute to their employment for the foreseeable future.

On balance, the age, income, employment and educational levels identify a typical rural community in Oregon attempting to find a place within a changing state economy.

### i) Data Sources

*U.S Census 2000: Profile of General Demographic Characteristics 2000*

- City of Estacada
- Clackamas County
- State of Oregon

## 5) HOUSING AND RESIDENTIAL LAND USES

The population projections define a future group of citizens needing places to live, work, shop, and play. This section analyzes the need for differing land uses identifying the minimum acreages for each land use type. Section 5 will establish the planned future land

# City of Estacada - 2004 Comprehensive Plan Update

## Urbanization

---

use pattern based on meeting these needs, as well as establishing the most desirable pattern for each land use type within the context of the overall community.

### A) Housing

This Section addresses the current housing density and mix. The attempt is to establish a “base case” effectively asking what the City’s needs are, if there are no changes to the current mix and density of housing.

Based on the analysis in Chapter 2, the population projection for Estacada in the year 2023 is **4,407**. This projection assumes a 3% growth rate over the next 20-years and reflects the City’s belief in the potential for future employment development within Estacada as well as the immediate area. This population figure will determine the housing demand for the 20-year period.

#### i) Housing Density and Mix

The housing mix (i.e., percentage of single family, duplex, multi-family, and manufactured dwelling units) is an important variable in any housing needs assessment. Distribution of housing types is influenced by a variety of factors, including the cost of new home construction, area economic and employment trends, and amount of land zoned to allow different housing types and densities.

Development within Estacada has been mixed. This is clearly evidenced by the variable growth rates since the 1960’s and the declining importance of the forest products industry. However, future expectations are quite the opposite. The City anticipates significant growth and must be prepared to meet the challenge. The existing housing stock represents the current “trend” but may not reflect future needs. The current housing inventory is listed under **Table 9**.

As expected, a majority of the existing dwellings (67.9%) are single family, site-built homes. The next largest category is multiple-family (apartments) at 16.6%. Manufactured homes on individual lots comprise some 9.8% of the total housing stock. Combined with site built homes, some 77.7% of all housing is devoted to single family homes. Duplexes (2.3%) and manufactured home park units (3.4%) represent a small portion of total housing. **Table 9**

*Existing Housing Development (City Limits)*

Housing Type	Units	% of Total Housing
<b>Single Family (Site Built)</b>	814	67.9%
<b>Manufactured Home (1986+)</b>	79	6.6%
<b>Manufactured Home (Pre-1986)</b>	38	3.2%
<b>Duplex</b>	28	2.3%



## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

<b>Multiple Family</b>	199	16.6%
<b>Manufactured Home Park</b>	41	3.4%
<b>Totals</b>	<b>1199</b>	<b>100%</b>

### ii) Housing Density & Household Density

There are some 373.7 acres of developed residential land within the City (see Table 3.1). This establishes an overall residential density of 3.21 dwelling units per acre. This is relatively low for an urban community but certainly reflects the rural nature of Estacada and low percentage of apartments. The housing unit density - population divided by number of dwelling units - is 2.04 people per dwelling unit (2440/1199). This assumes all units are occupied. With a 95% occupancy rate, this number increases to 2.15 people. In either case, this household size is quite low and likely reflects younger households with few or no children, or a large number of retirees.

However, it is important to note the 2000 Census established an average household size of 2.6 for rental units and 2.87 for owner-occupied homes. This is a significant discrepancy from the above calculation. A further discrepancy was noted in that the Census numbers identify 864 dwelling units while the housing inventory identified 1199 units. With those numbers, it is doubtful some 335 homes were added to the housing stock within the three years following the Census. Using the 864 dwelling count, the average household for the entire community in the year 2000 was 2.74 residents.

To help resolve this, the report will provide a range of housing options using household size as the variable.

### iii) Housing Conditions

The 2004 Land Use Inventory also included a windshield survey of housing conditions. The survey recorded every dwelling in the city, classifying it into one of three categories:

- A - Good Condition    No signs of decay or deterioration. Paint, gutters, roof, foundation, windows, and chimney all in good condition
- B – Fair Condition    Some decay or deterioration. Peeling paint, deteriorated gutters, mossy roof or roof with obviously worn-out materials. Degradation of other structural elements in a manner that will require reconstructive maintenance
- C – Poor Condition    Serious decay or deterioration. Sever peeling or missing paint. Non-functional or missing gutters, fully deteriorated roof, wooden or deteriorated foundation, broken or severely degraded windows, damaged or missing chimney, pre-1987 manufactured home. Total repairs may greatly exceed value of home.

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

This inventory shows that 68% of the housing stock is rated "A" and 22% is rated "B" with the remaining 10% rated "C." This is a good overall result showing a level of pride and prosperity in Estacada that is somewhat surprising given the loss of local employment over the last decade.

### iv) Projected 20-Year Residential Land Need

ORS 196.198(3) reads:

- (3) *As part of its next periodic review pursuant to ORS 197.628 to 197.650 following September 9, 1995, or any other legislative review of the urban growth boundary, a local government shall:*
  - (a) *Inventory the supply of buildable lands within the urban growth boundary;*
  - (b) *Determine the actual density and the actual average mix of housing types of residential development that have occurred within the urban growth boundary since the last periodic review or five years, whichever is greater; and*
  - (c) *Conduct an analysis of housing need by type and density range, in accordance with ORS 197.303 and statewide planning goals and rules relating to housing, to determine the amount of land needed for each needed housing type for the next 20 years.*
- (4) *If the determination required by subsection (3) of this section indicates that the urban growth boundary does not contain sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density that has occurred since the last periodic review, the local government shall take one of the following actions:*
  - (a) *Amend its urban growth boundary to include sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density during the period since the last periodic review or within the last five years, whichever is greater. As part of this process, the amendment shall include sufficient land reasonably necessary to accommodate the siting of new public school facilities. The need and inclusion of lands for new public school facilities shall be a coordinated process between the affected public school districts and the local government that has the authority to approve the urban growth boundary;*

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

- (b) *Amend its comprehensive plan, functional plan or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for 20 years without expansion of the urban growth boundary. A local government or metropolitan service district that takes this action shall monitor and record the level of development activity and development density by housing type following the date of the adoption of the new measures; or*
- (c) *Adopt a combination of the actions described in paragraphs (a) and (b) of this subsection.*

**Table 10** establishes the projected housing demand. This projection assumes the following current trends remain unaltered:

1. The actual housing mix in **Table 9** is unchanged.
2. The projected population is 4,407.
3. Projected average household size remains at 2.15 people per unit, reflecting a 95% occupancy rate. However, the Census number reflects an average household size of 2.74 residents per dwelling. The former numbers will be reflected in **Table 10A**, the later in **Table 10B**.
4. The residential density is not altered and follows current trends, remaining at 3.21 units per gross acre.

Total housing units requirements were determined by dividing the projected population by the anticipated household density. In addition, all single family homes (site built and manufactured) were placed under one category.

**Table 10A** establishes a total need of 2050 units. Again, this is based on the estimated projection of 4,047 and a household size of 2.15.

**Table 10A (Household Size = 2.15)**

*Acreage Requirements to Meet 2023 Housing Demand*

Type of Housing	Expected Housing Percentage	Required Units (2003)	Existing Units	Needed Units	Housing Density	Acreage Needs
<b>Single Family</b>	77.7	1593	931	662	3.21	206.2
<b>Duplex</b>	2.3	47	28	19	3.21	5.9

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

<b>Multiple Family</b>	<b>16.6</b>	<b>340</b>	<b>199</b>	<b>141</b>	<b>3.21</b>	<b>43.9</b>
<b>Manufactured Home</b>	<b>3.4</b>	<b>70</b>	<b>41</b>	<b>29</b>	<b>3.21</b>	<b>15.3</b>
		<b>2050</b>	<b>1199</b>	<b>851</b>		<b>271.3</b>

**Table 10B** establishes a total need of 1608 units. This is based on the estimated projection of 4,407 and a household size of 2.74.

### **Table 10B (Household Size = 2.74)**

#### *Acreege Requirements to Meet 2023 Housing Demand*

<b>Type of Housing</b>	<b>Expected Housing Percentage</b>	<b>Required Units (2003)</b>	<b>Existing Units</b>	<b>Needed Units</b>	<b>Housing Density</b>	<b>Acreege Needs</b>
<b>Single Family</b>	<b>77.7</b>	<b>1250</b>	<b>931</b>	<b>319</b>	<b>3.21</b>	<b>99.1</b>
<b>Duplex</b>	<b>2.3</b>	<b>36</b>	<b>28</b>	<b>8</b>	<b>3.21</b>	<b>2.5</b>
<b>Multiple Family</b>	<b>16.6</b>	<b>267</b>	<b>199</b>	<b>68</b>	<b>3.21</b>	<b>21.2</b>
<b>Manufactured Home</b>	<b>3.4</b>	<b>55</b>	<b>41</b>	<b>14</b>	<b>3.21</b>	<b>4.4</b>
		<b>1608</b>	<b>1199</b>	<b>409</b>		<b>127.2</b>

This is the “base case” for Estacada. As **Table 10A** shows, with current housing patterns, lower household size estimates and current residential densities, 271.3 acres are required to meet expected housing demand. As previously noted, the City retains some 171.6 acres of vacant or redevelopable residential land within the City limits, with more than 1400 acres available within the Urban Growth Boundary. Even without a change in density or the mix of housing, the City maintains sufficient land within current UGB to meet projected needs, although annexations will become necessary.

**Table 10B** offers similar results. However, the higher household size reduces the acreage requirements by more than half. The entire 127.2 acre requirement can be met within the existing City limits. Further, there remains sufficient land in both the single family and multiple family designations to meet these needs.

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

### v) Housing Needs Analysis

The previous section identifies the housing demand in terms of raw units and assumed the current housing pattern will remain unchanged. This does not identify the type of housing necessary to meet future needs of the community; a future that the City believes will be dramatically different from the past. As growth occurs the housing pattern identified in **Tables 10A&B** will need to change to reflect the realities of growth on the demand for land as well as the cost of providing new housing. The following material addresses issues that may affect future housing demand.

### vi) Demographic Information

Demographic information – statistics on age, education, income, employment, and housing costs – provides some insight into expected need. *Chapter 2* established background information on the population. This material is summarized below in relation to potential housing needs.

*Education* – The City lags behind both the County and State for the percentage of college educated adults. What is particularly troublesome is the high percentage of residents who do not even possess a high school education. The education level is reflected in both the employment occupations and employment sectors. This would also appear to indicate the City does not attract a significantly large group of people who work in regional high-tech industries or other skilled employment.

This may change however, as Estacada becomes more attractive to employees when anticipated industrial development occurs in the southeast Metro area. While the City would naturally prefer economic growth to occur locally, it cannot escape the fact that housing prices are relatively lower in Estacada, thereby making it an attractive community for commuters. For this reason alone, demand for single family homes is likely to remain strong.

*Age* - The median age of the City is considerably younger than both the County and the State. As noted earlier, this is not a dying community, but one with young people starting their careers and families. The percentage of people 65 and older is also lower than either the State or County.

In general, the City reflects the “traditional family” and is less urban than its neighbors to the northwest. As this younger group matures, the community will likely see an increase in household size as families are formed and have children, continuing the demand for single family homes. The older population is relatively small as a percentage of the community. Factors, such as shopping, transportation and medical facilities, which may attract older, retired individual are lacking within the community. However, there is a general trend to an aging nation. Estacada can provide relatively inexpensive land that may attract development of nursing or assisted living facilities. These can be incorporated in zones that permit multifamily housing.

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

*Income* – Clackamas County, in general, is a wealthy county in all measurements when compared to the State. This reflects the nature of the Metro area and its combination of high-tech industries, educational opportunities and its role as the financial center for the State. While Estacada’s poverty rate is less than the State’s as a whole, the City clearly lags behind the both the County and State in all measures of income. The difference is especially telling in family household income: at \$46,445, Estacada’s median family income is only 5% below the States but nearly 24% below the County’s median.

There is no evidence that this gap is narrowing. Local employment opportunities do not pay as well as jobs within the Metro area and it is unlikely the City will witness the establishment of a significant employer within the near future which can offer wages that could narrow the income gap. Low cost housing opportunities will be critical.

*Employment* - The majority are employed in sales and office professions (26.0%) or production, transportation and material handling (21.0%). Along with service occupations and construction, some 78.5% of the workforce is employed in within the unskilled and semiskilled occupations. Less than 20% are employed in professional or managerial professions.

### vii) Housing Costs

Based on the available 2000 data, median housing costs were compared to median and family income levels for the City and for comparison, the County and State.

**Table 11**

*Comparison of Median Housing Costs to Income*

Place	Median Housing Cost	Cost/Median Household Income*	Cost/Median Family Income*
<b>Oregon</b>	\$152,100	3.71	3.12
<b>Clackamas Co.</b>	\$199,000	3.82	3.27
<b>Estacada</b>	\$134,000	3.42	2.88

\* Median Housing cost divided by Median Household or Family Income.

Homes within the County and State are respectively 49% and 13% more expensive than within Estacada. Further, when compared to the median household and family income, a single family home remains more affordable in Estacada. The lower actual and relative price creates both an opportunity and a potential problem. As development occurs in the

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

southeast Metro area, Estacada will increasingly become an attractive housing market. Demand is likely to increase the median price of housing. This is not necessarily detrimental to the community. However, if local income does not rise, residents may effectively be excluded from the housing market. Therefore, while the price is *currently* affordable relative to income, this likely will change in the future. For this reason, there will remain a need for affordable housing in the community, unless income levels can rise to meet the expected increase in housing costs.

**Table 12** identifies an inverse relationship with regard to apartments. Actual rental costs are slightly cheaper in Estacada. However, as a percentage of either monthly household or family income, Estacada is actually higher than the State or County. This suggests either a lack of suitable housing, low income levels or a combination of the two.

**Table 12**

*Comparison of Median Rental Costs to Income*

Place	Median Rental Cost	Rent - % of Monthly Household Income*	Rent - % of Monthly Family Income*
Oregon	\$620	18.1%	15.3%
Clackamas Co.	\$702	16.1%	13.9%
Estacada	\$614	18.8%	15.8%

\* Median rent divided by monthly Median Household or Family Income

### viii) Housing Need Conclusions

It appears Estacada's housing serves the needs of traditional families. This is reflected in the high percentage of single family homes. And although family income lags behind the State and County, the homes are relatively affordable. The mean commuting time of 27.7 minutes suggests most residents live in Estacada but work elsewhere. There is an accepted trade-off: people are willing to live in a less-expensive home in Estacada and commute to work; a typical pattern of a bedroom community.

However, as raw material prices are relatively the same through out the Metro area it is difficult to imagine a situation whereby new housing prices would be comparable to the current median cost. As growth occurs in the southeast Metro area, housing demand is expected to increase in Estacada as it will become more attractive to commuters. The problem is when the supply of existing homes is exhausted there will be little in the way of affordability for new homes. Unless current residents are able to increase incomes over time, they may be priced out of the market for a newer, or at least larger, home. The need for affordable housing does therefore not diminish, even in light of relative affordability today.



## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

Those that rent face a different problem. Compared to the State and County, it is relatively more expensive to rent in Estacada. This may be a combination of a number of factors: supply has not caught up to demand thereby raising rents, the income level is so low, that even the cheaper rents are relatively less affordable, or there are structural limitations that prevent to construction of additional rental units. However, it is clear from the preliminary inventory assessment that there is land available within the City limits to meet this need.

The issue for Estacada is not acquiring necessary acreage, but to ensure it is developed efficiently to maintain affordability for existing and future residents. Large lot sizes may be aesthetically pleasing but create barriers to addressing housing needs. It will be detrimental to the community's social structure if current residents are forced to move out simply due to rising housing costs. Methods to address this issue include smaller lot sizes and potentially alternative housing styles, such as common wall homes. An increasingly aged population will also put additional demands on affordable housing and steps may be required to provide for this group.

Increased land and public facilities cost trends are likely to continue, under any zoning scheme, resulting in the need for smaller single family lot sizes and more multiple family housing. The existing zones and land area can accommodate this need, provided some minimum level of development is maintained. One way to ensure efficient development is to establish and enforce *density floors* on all projects.

There is no evidence that alternative housing - such as row houses, townhouses or similar types of development – as a separate housing category need to be encouraged through the establishment of new zones or requirements. The City is firmly a family-oriented community with single family homes the overwhelming choice of residents. However, the City may want to consider their use as an affordable part of the single family housing mix by simply allowing them as an option in all residential zones. Therefore, the issue is not alternative housing *types* but to allow greater efficiencies as a means to ensure affordable housing.

To this end, the alternatives scenario assumes both changes in the *mix* and *density* of housing for the community. This is reviewed in the following Section.

### ix) Housing Mix - Year 2023

Housing data (as well as previous demographic material) suggest the City is relatively inexpensive regarding single family housing but may be lacking in multi-family development. However, the issue of affordability remains critical given the relatively low family incomes and potential to see rising housing costs as a result of an increase in housing demand by commuters, and potentially, local economic growth. The following material addresses the projected mix of housing based on this material:

- *Single Family* - Currently, 77.7% of all residential units are single family homes. This housing type will likely remain a significant portion of the total housing stock. The actual percentage may decline as an aging population shifts housing demand toward



## City of Estacada - 2004 Comprehensive Plan Update

### Urbanization

---

smaller congregated quarters such as apartments, assisted living centers or nursing homes. However, this is a national trend and does not necessarily reflect local demographic data. It is more likely increased demand by commuters will occur as industrial land in the southeast Metro area is developed. For the purposes of this analysis, it is assumed the *general* population will age, although there will be some countervailing forces. Based on these factors, it was assumed the demand for single family homes will remain relatively stable at **76%** of housing units. It is also assumed to help restrain anticipated cost increases, the density will increase to at least four units per acre. This is not a significant rise, but will herald the use of smaller lots to permit affordable units.

- *Duplexes* – Duplexes, at 2.3% of the housing stock, are not an especially critical portion of the total housing mix. It is expected this number to remain constant (or potentially decline) as this type of housing does not appear to be affected by demographic changes. This analysis assumes duplexes will account for **2%** of the housing stock with an expected development density of 6 units per acre.
- *Multi-Family* - Some 16.6% of all housing units are apartments. The percentage of apartments will likely rise based on two factors: housing to meet the demands of the future work force in the City and the southeast Metro area, and, an aging population not requiring a larger, single family home. Therefore, multi-family housing will have two potential components. The first will focus on units for singles and starting households. This is the traditional apartment market and will likely remain strong at **15%** of the total. This analysis assumes an expected development density of 12 units per acre.

A second market is likely to emerge to address the special housing requirements of an aging population. This housing type includes nursing homes and assisted living facilities. These facilities are effectively self-contained communities and as dependent upon local services. It is estimated that **5%** of housing units in 2023 will be allocated toward special housing needs with an estimated density of 16-units an acres. This higher density reflects the lack of demand for automobile parking and general design and layout of this type of facility. An additional option will be to provide incentives for apartments for individuals 55 and older. This may include reduced parking or landscaping provisions and higher density to reduce development – and rental – costs.

- *Manufactured Home Park Spaces* - Manufactured home spaces in the City account for only 3.4% of the housing stock. Given current and foreseeable economic conditions, there is little likelihood this option will become a significant residential choice. However, the City will need to ensure this option is permitted under current zoning regulations. It is assumed that this type of housing will account for only **2%** of the housing by 2023 with a density of 8 units per acre.

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

### x) Housing Needs Analysis - Year 2023

Future housing needs are based on the City's population projection of 4,407 in the year 2023. The projected housing needs have two separate components: total number of units and housing mix. Total units are a function of the population and household size. The current City estimate is an average household size at 2.15 people per residential unit (95% vacancy). However, the Census estimate (on average) places 2.74 residents per household. If the current City estimate is correct, the household size is likely to increase over the next 20 years as the younger population begins to form families. The actual number is somewhat difficult to estimate. Even if one-half of the existing households were to add one family member, the household density will increase to at least 2.65 residents per dwelling. This may be conservative but appears reasonable and supportable, especially given Census estimates. However, to provide an estimated range of housing demand based on this variable, two tables were prepared:

**Table 13A** - This Table assumes that the housing mix will change as previously noted, with a corresponding increase in residential density. However, there will be no change in the household size; each residential unit will contain 2.15 residents (assuming 95% occupancy). With an expected population of 4,407 a total of **2,050** dwelling units will be required. Given this housing base, a total of **851 new residential units** must be constructed over the next 20 years.

**Table 13B** – This Table is similar to **Table 13A** but assumes a higher household size, in this case, the Census average of 2.74 residents. This reflects the data in **Table 10B**. With a population of 4,407, and an average household size of 2.74 persons, a total of **1,608** dwelling units are needed. This will require the construction of **409 new residential units**.

Redevelopment within existing areas remains possible but is not assumed. An increase in housing density - either with existing or potential housing - may occur as land costs or facility improvement costs begin to rise. Using these assumptions provides a reasonable estimate; any increase in density merely reduces acreage demand.

#### **Table 13A (Household Size = 2.15)**

*Acreage Requirements to Meet 2023 Housing Demand*

Housing Type	Expected Percentage	Required Units 2023	Existing Units	Needed Units	Expected Density (DU/Acre)	Acres
<b>Single Family</b>	76	1558	931	627	4	157.0
<b>Duplex</b>	2	42	28	14	6	2.3
<b>Multiple Family</b>	15	307	199	108	12	9.0

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

<b>Traditional</b>						
<b>Multiple Family Special</b>	5	102	0	102	16	6.4
<b>Manufactured Home Park</b>	2	41	41	0	8	0.0
<b>Totals</b>	<b>100%</b>	<b>2050</b>	<b>1199</b>	<b>851</b>		<b>174.7</b>

**Table 13B (Household Size = 2.74)**

*Acreage Requirements to Meet 2023 Housing Demand*

<b>Housing Type</b>	<b>Expected Percentage</b>	<b>Required Units 2023</b>	<b>Existing Units</b>	<b>Needed Units</b>	<b>Expected Density (DU/Acre)</b>	<b>Acres</b>
<b>Single Family</b>	76	1221	931	290	4	72.5
<b>Duplex</b>	2	32	28	4	6	0.7
<b>Multiple Family Traditional</b>	15	241	199	42	12	3.5
<b>Multiple Family Special</b>	5	80	0	80	16	5.0
<b>Manufactured Home Park</b>	2	32	41	(9)	8	0
<b>Totals</b>	<b>100%</b>	<b>1608</b>	<b>1199</b>	<b>409</b>		<b>81.7</b>

### xi) Land Requirements

As mentioned, there are 171.6 acres of vacant residential designated land within the City limits. From a gross acreage standpoint, this is more than sufficient to meet the expected total acreage demand identified in **Table 13B** and within a few acres of meeting the needs identified in **Table 13A**. Under the **Table 13A** requirements the City has an approximate 15 acre deficit to meet single family housing requirements within City limits while there is a slight surplus of approximately 12 acres in the multiple family zones. This accounts for the overall 3 acre deficit. Under the **Table 13B** scenario, all residential land needs can be met within the current City limits with no deficits for the individual zone designations.

# City of Estacada - 2004 Comprehensive Plan Update

## Urbanization

---

The larger issue is which of the two scenarios is most plausible. Realistically, it is difficult to imagine such a low average household size, even for a rural community. The Census numbers, as well as the report estimates, are a more likely scenario. For this reason, the results in **Table 13B** are a better reflection of the anticipated housing demand and acreage requirements. It is also clear there is more than sufficient land within the City limits to accommodate anticipated growth for several years beyond the 20-year planning period.

### B) Housing Summary

The combined residential zones allow a full variety of housing types, from single family homes, duplexes, apartments and manufactured home parks. Manufactured homes are also permitted outright for infill purposes. From this perspective, the City does not present any impediments to providing a wide range of housing opportunities. It is clear the City has more than sufficient land to meet expected housing demand. Land within the *current City limits* can meet expected demand to the year 2023. This is based on a population projection of 4,407 and a household size of 2.74. An increase in housing density will naturally reduce this demand.

In summary, this project envisions the following regarding residential demand to the year 2023:

- The population trends will likely move the City toward more higher-density types of housing and slightly less single family housing. This shift will be noticeable but not necessarily significant. Estacada is clearly a community in support of the detached, single family home.
- The following estimated housing mix is projected for the year 2023: single family homes - 76%; duplexes - 2%; multiple family (traditional) - 15%; multiple-family (special needs) - 5%; and manufactured home parks – 2%.
- There is more than sufficient land within the existing City limits to meet housing needs for the projected 2023 population. This is based on the anticipated housing mix, recommended densities and household size.
- Comparing housing costs to income, housing remains more relatively affordable in Estacada than compared to Clackamas County or the State while rental costs are higher relative to income.
- The cost of new homes is likely to exceed current median housing costs. This reflects both rising construction costs as well as anticipated demand from new residents. Unless local employment opportunities improve or wages increase, it may become increasingly difficult for many residents to afford a home. This is especially true for younger adults as they form families and seek an entry-level, single family home. Efforts will be needed to ensure housing remains affordable

# City of Estacada - 2004 Comprehensive Plan Update

## Urbanization

---

- Affordability can be met through increased densities for both single family and multi-family developments. In the former, this is accomplished through smaller lot size; for the later through greater development density. Other choices may include alternative housing styles and development incentives for apartment units for those 55 and older.
- Unless unusual circumstances prevail, the entire housing needs of the community to the year 2023 can be met by residential zoned land currently located within the City limits. The issue is one of ensuring affordability.

### C) Public Land Need Analysis

#### i) Public and Semi-Public Land Needs

Public facilities such as schools, hospitals, governments, churches, parks, and other non-profit organizations will expand as population increases. Such uses typically locate on land designated for residential use. This Section analyzes such need in conformance with ORS 197.296(4)(a). Existing public related uses are noted below.

#### ii) Parks and Recreation

The City has adopted the "Estacada Parks Master Plan" in April 2004. That document identifies a deficit of developed neighborhood and pocket park parkland. The Plan calls for up to 12.3 acres of additional neighborhood parks and 2.2 acres of pocket parks. No specific sites are identified.

#### iii) Other Public Needs

Other public land needs were considered as part of this study. Each item is reviewed, below:

- City Hall/Library

A new library facility is planned at the old mill pond on Eagle Creek Road. This will have a park facility associated with it. The library facility is planned for 13,000 square feet located on 1.1 acres of land. This land is adjacent to 2.6 acres of wetland open space and the City is purchasing an additional .77 acres of park land adjacent to the wetland. The entire "campus" will be 4.47 acres in size.

- Public Facilities

No other public facilities are planned for development during the planning period.

- Natural Areas

No natural areas other than those encompassed within the park system are currently planned for preservation or development.

- Schools

# City of Estacada - 2004 Comprehensive Plan Update

## Urbanization

---

The School District reports that no new schools are planned during the planning period.

### iv) Public Lands Summary

The only tangible planned public land use is future land for neighborhood and pocket parks. This land is not specifically identified, planned, or inventoried in this Urbanization Plan as it is allowed in the residential plan designations and will be developed as appropriate within future housing projects and neighborhood.

The land for the new library complex is already designated for Public Use on the land use map.

### D) Buildable Lands Requirements

#### i) Determine Amount of Buildable Land Available to Meet Housing Needs

Anticipating a reasonable housing mix and density, the City retains a residential surplus of approximately 90 acres of land within current City limits. Even under a less restrained option, the city can accommodate nearly all its residential needs within the City limits.

#### ii) Designation of Buildable Land for Needed Housing

To ensure designation of sufficient buildable land to meet 20-year demand for housing, parks, schools and related public and semi-public uses, a higher density was anticipated for new residential development. This scenario responds to ORS 196.296(4)(a, b and c), which reads:

- (4) *If... the urban growth boundary does not contain sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density that has occurred since the last periodic review, the local government shall take one of the following actions:*
  - (a) *Amend its urban growth boundary to include sufficient buildable lands to accommodate housing needs for 20 years at the actual developed density during the period since the last periodic review or within the last five years, whichever is greater. As part of this process, the amendment shall include sufficient land reasonably necessary to accommodate the siting of new public school facilities. The need and inclusion of lands for new public school facilities shall be a coordinated process between the affected public school districts and the local government that has the authority to approve the urban growth boundary;*



## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

- (b) *Amend its comprehensive plan, functional plan or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for 20 years without expansion of the urban growth boundary. A local government or metropolitan service district that takes this action shall monitor and record the level of development activity and development density by housing type following the date of the adoption of the new measures; or*
- (c) *Adopt a combination of the actions described in paragraphs (a) and (b) of this subsection.*

### iii) Residential Needs Summary

Information under **Table 14** summarizes the needs identified in this Chapter. This Table assumes all single family uses will occur on R-1 zoned land. All multifamily uses – apartments, duplexes and special housing – were assumed to be located on R-2 and R-3 zoned land. The available acreage corresponds to data from **Table 3.3**.

**Table 14**

*Acreage Requirements to Meet Anticipated 2023 Housing Demand*

Land Use	Acreage Needs	Available Acres	Surplus (Deficit)
Single Family	72.5	142.6	70.1
Duplexes, Multiple Family – Traditional & Special Needs, Manufactured Home Parks	9.2	29.0	19.8
<b>Acres</b>	<b>81.7</b>	<b>171.6</b>	<b>89.9</b>

This Table clearly illustrates the envious position of the City. The proposed alternative (**Table 13B**) is based solely on the need to maintain housing affordability and increase the availability of multifamily housing. Even if there is no change in the current residential density, there remains more than sufficient acreage to meet anticipated needs based on a higher household size (**Table 10B**).

It must be noted, however, that recent subdivision of R-2 zoned land along Regan Hill Road has consumed much of the available medium density residential land. This subdivision activity focused on conventional single family development with a minor “sprinkling” of

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

duplexes, instead of developing to the densities allowed by the zone. Therefore, the City needs to add R-2 land to meet demands for higher density and affordable housing.

### iv) Amend the UGB and/or Adopt Measures to Meet Projected Needs

The previous task indicated there is sufficient residential land within the City limits to accommodate the projected growth. An amendment to the Urban Growth Boundary is not required to meet projected housing, and public use, demand.

### v) Alternatives to a UGB Expansion

As noted, a UGB expansion is not required. All projected residential – and public – demand can be accommodated within the existing City limits. This is based on only minor changes to current patterns within the community and a reasonable expectation on household size. Assuming even a modest increase in density, an even greater surplus of land is available.

## 6) NEEDED INDUSTRIAL AND COMMERCIAL LANDS

### A) Introduction

The nation and region have seen tremendous economic changes over the last 20-years. Nationally, the service industry supplanted manufacturing in terms of jobs and job growth. What was once the province of a handful of scientists - computers and the Web – has now become commonplace and revolutionized the way America conducts business. Oregon saw high-tech manufacturing passing the traditional agriculture and forestry sectors to become the state's primary employer. The image of a closed sawmill was often followed by the ground breaking of a new chip plant. Today's personal computer will likely become tomorrow's buggy whip, supplanted by as yet unforeseen new technologies. Downtowns may become a thing of the past as shopping is dominated by the Internet. Office space needs may be reduced as tele-commuting becomes more prevalent. Large industrial areas remain vacant as manufacturing is transferred overseas and current processes are replaced with more efficient technologies. For these reasons, as well as others, it is a major challenge to accurately project the commercial and industrial needs of a community.

### B) Employment Projection

The initial analysis extrapolates commercial and manufacturing land needs based on current demand. US Census figures indicate Estacada's workforce totals 1,132 individuals, or 47.73% of the 2000 population. Census information also appears to indicate some 91.9% commute to work outside the City limits. Therefore, only 92 individuals are employed locally. This basic information on employment and land requirements can be applied to both the Commercial and Manufacturing zone requirements.

# City of Estacada - 2004 Comprehensive Plan Update

## Urbanization

---

### i) Commercial

The City contains 127.9 acres of Commercial zoned land within the City. Of this total, some 114.1 acres are developed. This represents one developed acre for every 21.4 people. Assuming this ratio is maintained, a total of 182.8 acres of commercial zoned land will be necessary to meet the estimated 2023 population of 4,407, thereby requiring an additional 54.9 acres.

There are currently 13.8 acres of vacant commercial zoned land in the City and a total of 34.2 acres of vacant and developable commercial designated land within the UGB. Requiring at least 54.9 acres, an additional 20.7 acres must be designated for commercial uses. With the overall surplus of land within the UGB, this should not be an issue for the City.

The larger question is the location of this additional land. There is little in the way of vacant or developable land within the downtown. The surrounding area is predominately residential so that significant renewal work is necessary to convert these lands for commercial use. Given the likelihood of new residential development on the north side of the City, it is appropriate to consider this area for a new commercial center. This serves two purposes. First it allows for the creation of neighborhood commercial enterprises to serve the immediate neighborhood. This allows and encourages pedestrian and bicycle traffic, thereby reducing dependency on the automobile for these areas. Second, it can also permit types of commercial uses that may not be compatible with the downtown. However, it may necessary to amend the Development Code to provide specific commercial development and design guidelines for this area. Again, the key is to avoid direct competition with the downtown while providing new opportunities as well as meeting neighborhood needs.

### ii) Manufacturing

The City contains 140.5 acres of manufacturing zoned land within the City. Of this total, 102.5 acres are developed, and only 35.5 acres are vacant or redevelopable. This represents one acre of developed industrial land for every 23.8 people. Assuming this ratio is maintained, a total of 185.2 acres of manufacturing zoned land will be necessary to meet the estimated 2023 population of 4,407. This is a deficit of 47.2 acres within the City limits.

Overall, there remains some 288.1 acres of vacant and redevelopable manufacturing designated land within the entire UGB. Even with the above ratio, there is sufficient land within the UGB to meet expected manufacturing land requirements. As with commercial lands, the larger issue is whether the land is available in the right combination of quantity, quality, and location.

## C) Alternative Employment Projection

The previous method draws on assumptions concerning the ratio of employment to the land base and population to the land base. In other words, if nothing changes, there remains

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

more than sufficient land within the UGB available to address local employment requirements, although this recognizes some 21 acres will need to be rezoned for commercial purposes.

As an alternative, the study considered whether an aggressive jobs-housing approach may be feasible within the community. This choice seeks to increase local employment, thereby reducing commuting times and associated traffic impacts. It works from the premise that those who live in Estacada should have local employment opportunities.

### i) **Balanced-Growth Commercial and Industrial Needs Analysis**

Estacada currently has a relatively low employee-to-population ratio – 1:25.8. This means that one resident works in the City for every 25.8 residents. This fact confirms what everyone knows: most of Estacada’s residents commute to jobs outside the area. There are a number of factors for this imbalance. Retail growth has been usurped by the Portland Metropolitan area. Growth sectors of Oregon’s economy are located in these areas while Estacada remains dependent of resource based industries or local service-related (especially government service) employment.

However, a significant amount of the existing commercial and manufacturing designated land within the City is occupied. This would appear to indicate that unlike many rural communities, the City serves a region that employs not only residents but those in neighboring communities and rural areas. What are lacking are local employment opportunities. Having adequate land is a necessary, but not sufficient condition to ensure growth. What is also required is the provision of land in appropriate locations to meet employer needs and a program to encourage such development.

### ii) **Balanced-Growth Employment Projection**

In suburban communities, commercial and service employment typically occurs at about 22 jobs per acre, whereas industrial and wholesale trade jobs typically occur at an average of about 10 jobs per acre. Currently, local employment is approximately 2.4 jobs per acre. Improving the balance effectively requires the City to become more aggressive in recruitment of businesses.

What “job” ratio is appropriate for the City is a matter of choice and purely subjective. The current rate of 1:25.8 is very high and relegates the community to a bedroom community status. For a starting point, reducing the ratio by half will certainly improve the local economy and improve utilization of the land. At a ratio of 1:12, there will be one local job for every twelve residents. With an anticipated population of 4,407, this translates into 367 local jobs, a four-fold increase in local employment while only increasing population by approximately 806%. With a local employee ratio of 0.42 acres per employee, only 156 acres are necessary to provide a significant growth in local employment.

What this exercise shows that at even current levels of land use, even an aggressive economic policy can be accommodated within the existing UGB. Increase employment per

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

acre simply increases the utilization of the existing land resource. It is quite possible to reduce the need for land if the employee-per-acre ratio increases. The issue for Estacada is not land availability of commercial and industrial property; more than sufficient land exists. The question is organizing and positioning the land to provide the highest utility in attracting prospective employers. To this end, the current locations of commercial and manufacturing designated land may require revision to help attain this objective. However, this is not just a planning matter as a further response lies in developing policies - and possibly promotions - to attract new business to the community.

### D) Economic Opportunities Analysis

A part of the process of addressing commercial and industrial needs, Oregon Administrative Rules 660-09 requires communities to conduct an "Economic Opportunities Analysis." This analysis helps determine whether there is sufficient land, in the adequate quantities and suitable locations to meet expected commercial and industrial requirements. Briefly, the analysis contains four basic steps:

- (1) Review national, regional and local economic trends.
- (2) Site requirements to meet expected demand.
- (3) Inventory of existing commercial and industrial sites.
- (4) Assessment of community economic development potential.

#### i) National, Regional and Local Economic Trends

Nationally, the movement is away from producing goods and toward providing services. Hi-tech and services related industries are supplanting traditional manufacturing businesses. Technical education is the key for tomorrow's work force as there are fewer opportunities for unskilled labor. Occupational opportunities will include the fields of computers, health care, science and research, education, and a variety of services.

Estacada is within the Portland Metropolitan area, with Portland as the economic and social center of the region (and state). Within Clackamas County, paper, lumber, agriculture and manufacturing (fabricated metal products and machine equipment) dominate the economy. The agricultural sector is primarily focused on specialty crops, including fruit and berries. Lumber – the traditional industry - continues to decline in importance.

Other industries are beginning to emerge within the region. Tourism is taking on new importance. Estacada advertises itself as the "Gateway to the Clackamas River" promoting such tourist activities as hiking, fishing, hunting, canoeing, and skiing. Retail trade (a service related industry) is also expected to be significant, in part to its connection with tourism but also reflected in a growing population in the region.

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

Locally, lumber is still an important, but continually declining, industry. Foreign competition, federal regulations, volatility in the housing markets and business concentration has impacted major wood products firms and a related industrial business.

### ii) Local Economic Activity

According to the Oregon Economic and Community Development Department the leading employers within the Estacada area include the following:

**Table 15**

*Area Employers*

<b>Employer</b>	<b>Product</b>	<b>Number of Employees</b>
Estacada School District	Education	250
Clackamas River Ranger District	Forest Services	100
Estacada Lumber	Wood Products	50
Eagle Foundry	Steel Castings	50
Cascade Utilities	Communications	50

As seen above, the majority of local jobs are service-oriented. Of those employed locally, only 20% are involved in manufacturing. What is of issue here is that the remaining service firms are unlikely to see any dramatic increase in employment. Local opportunities are therefore stagnant and continue to direct citizens to seek employment elsewhere.

### iii) Potential Trends

Even with these trends for background, it remains difficult to determine with any precision the future commercial and industrial land needs for Monroe. Some general trends however can be considered:

- Government - Government employment is limited to the local schools and City Hall. Unless there is a significant increase in population, employment increases are not expected.
- Wood Products - In concert with regional and national trends, the existing lumber industry will continue to decline. Production will likely be concentrated in fewer mills and limited to those that make the necessary investments to improve production efficiencies. There is no local value-added wood manufacturing such as furniture. On the plus side, this is a resource-based industry and the City is located close to the forest resource and supporting transportation network. Further, wood processing and



## City of Estacada - 2004 Comprehensive Plan Update

### Urbanization

---

manufacturing facilities require large tracts of land which are readily available in the City and UGB.

- Agriculture - While there is an active farming community, economic benefit is mainly achieved through processing the raw material. Local specialty crops provide value added opportunities. However, the farming region is limited in size and agricultural related development is likely to be limited to minor supporting businesses such as seed supply or farm implements.
- Manufacturing – The City has the land, reasonable access to the Metropolitan area and an available work force to offer opportunities for manufacturing employers.
- Tourism - Tourism is increasing, primarily due to the City's proximity to the National Forest. The City has some potential to offer a "base camp" for recreational opportunities which can possibly extend to associated manufacturing of recreational equipment.
- Technology - The current hi-tech industry boom (and bust, and mini-boom) has not directly impacted Estacada. Sufficient land is available for this type of industry. However, the City lacks a labor pool with the necessary technical skills and is probably too far removed from Metro's "Silicon Forest" to be a significant player.
- Healthcare - An aging population will increase the demand on healthcare facilities. For most communities, this will involve nursing homes and assisted living centers. As a community within a rural setting and generally low cost housing, Estacada has certain advantages which could help attract this type of business and the supporting staff.
- Retail Services – The Portland Metro area emerged as the retail center for the region. Consequently, many retail sales, service and professional needs have moved out of Estacada. However, the community retains a strong downtown as witnessed by limited store vacancies. This also speaks to the community's strength as a regional provider of goods and services.

Unlike other rural communities, Estacada's proximity to the Metro area allows it to consider a wide range of options. While lumber could remain a significant regional employer (mills, logging firms, truckers, etc.), it will probably not return to an earlier prominence. More emphasis may need to be placed on value added wood manufacturing to revive this industry. Manufacturing is declining nationally. The City will need to provide some special incentive to attracting new firms. One option is to provide readily serviceable property in various sizes.

The Metro area is the *de facto* regional shopping center for Clackamas County with major chains in retailing, restaurants, auto dealers and grocery stores as well as a range of personal services from attorneys to physicians. However, Estacada remains a regional provider. This

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

can be enhanced by catering to outdoor recreationalists, either through equipment sales or guest facilities.

## City of Estacada - 2004 Comprehensive Plan Update

### Urbanization

---

#### iv) Assessment of Community Economic Development Potential

This portion of the analysis seeks to determine whether the existing land availability is suitable to meet expected needs. This is not just in terms of total amount of acres but as to individual parcel size and location.

- Government - This employment segment will be entirely concentrated at the schools, City Hall and the local Forest Service office. There are no special land requirements to meet the projected needs of this segment as previous material indicated there is sufficient land to accommodate their use in the foreseeable future.
- Tourism - Development will likely focus on supporting retail businesses such as restaurants, retail sales and potential guest facilities. As noted additional commercial land is required. However, the issue will be the proper location of these facilities to serve outdoor recreationalists. This may partly be addressed through new establishments within the downtown.
- Healthcare - While the anticipated uses (nursing homes and assisted living centers) could be established in residential and commercial zones. There is no projected demand as to the number or size of new healthcare facilities that will likely be built within the City. This type of use may be limited by State regulation. This use was incorporated within the multifamily needs assessment.
- Wood Products - There are several large parcels that could accommodate timber-related industries. However, it is unlikely there will be great demand for new facilities unless federal or state timber policies change.
- Manufacturing – Again, there is considerable land to accommodate a wide variety of manufacturers. Some effort is necessary however, to provide services and promote local development.
- Retail - The City's downtown is essentially filled-in with a few vacant parcels, under-developed land or even vacant storefronts. A secondary commercial "node" on the north side of the City is necessary to provide neighborhood commercial needs and offer opportunities for other commercial activities that may not be compatible with the downtown. The City may also want to encourage greater use of Commercial zoned land along the Clackamas River.
- Technology - Specific land requirements were not identified as all manufacturing zoned land is available for this sector. The community's distance from the "Silicon Forest" and lack of a high-tech labor force will likely limit the City's ability to attract this type of industry.
- Agriculture - The area agricultural industry is somewhat limited in scope – certainly unlike the large agribusiness activity found elsewhere in the Willamette Valley. For these reasons, it is unlikely the City will witness an interest in agricultural related

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

firms. If such a demand occurs, existing manufacturing designated land is available for this sector, although water availability may be a factor.

- Warehouse and Distribution Center – A warehouse can provide an opportunity for an industry with regional and state-wide impact. However, this does not appear likely as the City is off of the major Interstate corridors.

### v) Site Requirements

The special site requirements or land needs of each segment are reviewed below:

- Government - Generally, the existing land meets current and anticipated needs.
- Tourism - Increase in out door recreation may provide opportunities for restaurants, equipment supplies and guest services. For the most part, these can be accommodated within existing commercial areas.
- Healthcare - Healthcare facilities will likely focus on nursing homes and assisted living centers. These uses usually require 1 to 4 acres of area and are often allowed in residential and commercial zones. As self contained facilities, proximity to the downtown is not critical in their location.
- Wood Products - Wood processing and manufacturing facilities require large tracts (at least 5 to 10 acres). The sites must be flat, capable of being serviced. A location adjacent to, or near, highway and rail facilities are also beneficial. Access should not run through residential areas.
- Manufacturing - Manufacturing requirements vary considerably. It is assumed at least five acres or more is required for most manufacturing facilities, although less may be feasible for smaller operations. Generally, the land should be relatively flat and capable of being served by public facilities. Arterial street or highway access is critical; rail access is beneficial but probably not essential. Again, access should not run through residential areas. There is a strong identified need statewide for large, flat, and suitable parcels ready for industrial development.
- Retail Services - The Comprehensive Plan supports a strong downtown. The downtown is well defined and has few vacant storefronts. A secondary commercial node will be required on the north end of the City. At least 20-acres of land are necessary under any circumstances.
- Technology -The City lacks the skilled workforce to be a significant player in the high-tech field. Therefore, while land is available, *specific* land needs for this sector were not identified.
- Agriculture - Unless there is a change in the local mix of agricultural products, the City will remain solely a service provider to this industry.
- Expansion of Existing Firms – At this juncture, there is no apparent demand for additional land from existing firms.

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

### vi) Target Industry Summary

Regarding specific types of employment uses based on potential trends, the City appears to be ideally situated and in no case is the City lacking available land to meet these trends. Each of the employment sectors is summarized below:

- Government - No additional land demand is expected for employment purposes.
- Tourism - The City has an opportunity to become a retail sales and service center for outdoor recreation. This can extend to the manufacturing of recreational items. No special land needs are required, although river-front commercial land may offer special opportunities.
- Healthcare - Location is not a critical issue for this segment. High-density residential land is available throughout the City to provide the anticipated healthcare facilities.
- Wood Products/Manufacturing - While declining, there are large parcels available to provide for new facilities.
- Retail Services – The City will likely continue as regional service center. Consideration must be given to providing a new commercial “node” on the north side of the City to accommodate expected residential growth. Otherwise, commercial zoned or designated land is available but its location will play a prominent role in improving the community. As previously noted, an additional 21 acres of land is required to meet expected needs. The location of this land can play a major role in promoting commercial growth.
- Technology - No specific needs were identified, although any industrial property can accommodate hi-tech industries. Distance and lack of a trained work force will limit potential growth in this area.
- Agriculture - No specific needs were identified, although any industrial property can accommodate processing firms. Existing crop base and water availability will be limiting factors in this regard.
- Existing Firms – There are no specific land requirements at this time.

The City has limited control over a number of factors that will influence potential employment growth. The City is not a tourist destination but a place that tourists, or travelers, pass through on their way to other destinations, especially the adjacent National Forests. Even the assisted living sector is closely regulated by the state. On balance, the community is somewhat dependent on outside factors for the identified growth sectors.

On the plus side, the City retains a significant amount of vacant industrial land within the City limits and the UGB. And while recent trends may signal a movement away from the historical wood products manufacturing base, this land provides opportunities for other significant, and possibly unknown, uses. The City should view the maintenance of this

# City of Estacada - 2004 Comprehensive Plan Update

## Urbanization

---

property as critical for both local economic development and the regional economy. Availability and creation of “shovel-ready” sites will help promote development.

The projections contained in this Chapter are based on recent or anticipated trends. However, as with all prognostications, there is a risk in assessing future demand based on these recent trends, whether they are local, regional or national. On balance, the City maintains sufficient land to meet the identified projected demand. This issue is more of location and incentives to develop the land.

### E) Commercial And Manufacturing Land Needs Summary

The purpose of this Chapter was to determine whether there was sufficient land in the correct quantity and location to meet expected needs. With regard to quantity, the City will retain a significant surplus of commercial and manufacturing zoned land. Alternative methods to address need were used. Whether it is a based case scenario or an aggressive push to improve local economic conditions, there is no identified need to expand the Urban Growth Boundary, although an additional 21 acres of commercial land is necessary.

However, while the quantity of land may be suitable its location becomes critical in meeting future needs. Alternative sites may be more suitable in terms of access, proximity to public services, major transportation corridors and the like. Scattered industrial land creates a chaotic situation whereby synergies are not possible. Consolidation and focus are far more critical than raw numbers.

The community does not possess overwhelming advantages to attract new industry, other than a large supply of land. The challenge for Estacada is to devise strategies to attract new firms or promote the expansion of existing businesses. This is beyond the purpose of this report (and planning alone) but is evident from the inventory results. As noted earlier, the issue remains not a lack of land, but a lack of employers.

## 7) THE URBANIZATION PLAN

### A) Introduction

The 2004 update of the Comprehensive Plan urbanization element is not based on confirming the existing Plan and its map. Rather, it is based on taking a fresh look at what is best for the growth of the City of Estacada. While the existing land use pattern and the existing Comprehensive Plan Map are the basis of this work, it was assumed that the analysis could be far reaching and could treat this effort as if this was the initial development of the Comprehensive Plan.

It was determined early in the process that the existing Comprehensive Plan Land Use Map was inappropriate to guide the future growth of Estacada. It was based on population projections that proved to be too high. It also has a land use pattern that is not realistic in



# City of Estacada - 2004 Comprehensive Plan Update

## Urbanization

---

terms of implementation and that does not reflect market realities or the best long-term interests of the Citizens of Estacada.

This section presents a new land use pattern that will serve as an effective guide to development for the next 20 years.

### B) Existing Comprehensive Plan Land Use Map

The 1980 Comprehensive Plan Land Use Map has several fundamental elements addressed in this 2004 update with map amendments. These amendments are based on changes in assumptions, development patterns, population growth, and other factors that have occurred over the last two decades. Each topic area is described and analyzed below.

#### i) Residential Uses

The 1980 Comprehensive Plan, as shown in the Land Use Analysis section, does not allocate enough land for higher density housing. The lands designed for R-2, the medium density designation, are now almost fully developed with conventional single-family subdivisions with a sprinkling of duplexes.

There is very little land allocated to the C2 designation, which is the only zone that will allow housing to be mixed with commercial uses. No land is allocated in the Downtown area for housing.

Very little land is designated for Multi-Family Residential and all of this land is developed leaving no opportunity for future apartment development.

There is ample land allocated for Single Family development, owing to a large urban growth boundary.

In summary, there is a need to allocate more land for medium and high density residential development, as well as create opportunities for mixed uses with housing developed along with commercial uses. All of these higher density areas need to be located in appropriate areas relative to streets capable of handling higher traffic loads.

#### ii) Commercial Uses

The 1980 Comprehensive Plan established a commercial land use pattern that is found in this 2004 planning effort to not be in the best long term interest of the Community.

The commercial pattern includes a very large area of commercial zoning between the Highway and along Eagle Creek Road. This land is designated Central Commercial even though that designation is intended for the Downtown area. This commercial area has several flaws:

- It includes land that is part of the Mill property and is intended by the owner to be developed as industrial use when the Mill area redevelops.
- It includes land along Highway 224 that has no direct access to the highway.

## City of Estacada - 2004 Comprehensive Plan Update

### Urbanization

---

- The Central Commercial zone is intended for intense downtown development. It does not anticipate the types of uses that may be in a more automobile oriented commercial district.
- The Central Commercial zone does not allow any housing.
- The proposed commercial area includes land both below the north/south topographic break and above it, leaving the lower area isolated.

The Plan includes General Commercial plan designation along Broadway Street. This area has developed with a variety of small scale retail, service, and office uses and is proposed to continue.

The Downtown area is covered by the Central Commercial designation, which is appropriate. However, this 2004 plan will propose some changes as described below.

#### iii) Industrial Uses

Estacada has not been greatly successful in attracting industrial uses despite having a very large amount of industrial land. This appears to be due to a lack of land that is appropriately located, configured, or suitable to support industrial development. The existing industrial land is found in three major areas, each with its own locational characteristics, as described below:

- The industrial area around the Mill is designated for Heavy Industrial uses. This area is in transition as mill operations have been severely curtailed in the last decade. The existing Plan changes the northern part of the Mill property to Central Commercial use. This 2004 Plan disagrees with this direction as the heavy industrial designation gives the greatest possibility of future redevelopment with a high-employment use.
- A large area on both sides of Eagle Creek Road is designated for Light Industrial use. The stretches from Highway 224 on the west to several properties east of Eagle Creek Road on the west. This land is ill-suited for industrial development for several reasons:
  - It is highly parcelized. The vast majority of the parcels are less than 2 acres in size.
  - It is highly developed. There are houses and churches on most of the parcels. It is unlikely that these properties will redevelop in the planning period. Also, industrial development on any of the properties would be inappropriate in this neighborhood area.
  - It has access only to Eagle Creek Road. This arterial street has no sidewalks and is ill suited for heavy truck traffic.
  - The western portion of the industrial district has frontage only on Highway 224. It is very unlikely that driveway permits will be granted to the Highway

## City of Estacada - 2004 Comprehensive Plan Update

### Urbanization

---

forcing industrial traffic to be channeled up new roads up the hill to Eagle Creek Road.

- The third area is located west of Highway 224 both north and south of Mill Road. This land is suitable for industrial development as it has access via Mill to the Highway. It is fully serviced with sewer and water. Two industrial subdivisions are located within this area having lots ranging from two to five acres. These have not sold well for the reasons outlined above.

These factors all render the 1980 Plan's industrial designation in this area unsuitable for industrial development and unlikely to result in the new industrial base and jobs the city needs.

#### iv) Public Uses

The 1980 Plan does not acknowledge a great deal of the City's open space. Timber Park is identified as it the land along the river boundary. But none of the schools or other public uses is identified. Without being distinguished from the surrounding Plan designation, a false impression is given of the available land for other uses. For example, the High School is designated for Single Family Residential Use. This gives a false impression of the available land for development and does not accurately portray the planned land use pattern of the Community.

The airport and surrounding area are included in the current Urban Growth Boundary as AP (Airport) for the airport and associated residential lots, and Single Family Residential for the land east of the airport. This land is not suitable for future urbanization for three reasons:

- The airport is privately owned and operated. It does not need urban services.
- The residential lots that are part of the airport complex are intended for rural residential use. They are each over two acres in size. Several have houses and others are being actively marketed. The properties are served by individual wells and septic tanks. There is no reason to provide urban services to these houses or to include the land within the Boundary.
- The land east of the Airport extending to the Urban Growth Boundary is designated for Single Family Use. However, this land is parcelized to the point where future redevelopment is unlikely. It contains small farming uses several with farm related dwellings, again a detriment to future urbanization. Several of the properties include steep canyons and ravines rendering them unbuildable. The greatest limitation on any future urban use is the difficulty and cost of extending sewer and water services to the area as it is separated from the balance of the urban area by the airport. Any need for sewer or water will require the extension of major trunk lines past the airport rendering providing urban services cost prohibitive.

# City of Estacada - 2004 Comprehensive Plan Update

## Urbanization

---

### C) Proposed General Land Use Pattern

This 2004 Urbanization Plan establishes a refined land use pattern for the City. It does not make fundamental changes to existing development patterns. In fact, it better reflects them, and avoids dramatic changes in the future that would seriously disrupt neighborhoods and create non-conforming situations.

There are three major changes from the 1980 Land Use Plan; creating a significant manufacturing employment center at the northwest corner of the City, creating a new district for medium-density residential development near the employment center, and creating a new commercial/residential mixed-use district oriented to both Highway 224 and Eagle Creek Road. Each of these is described below.

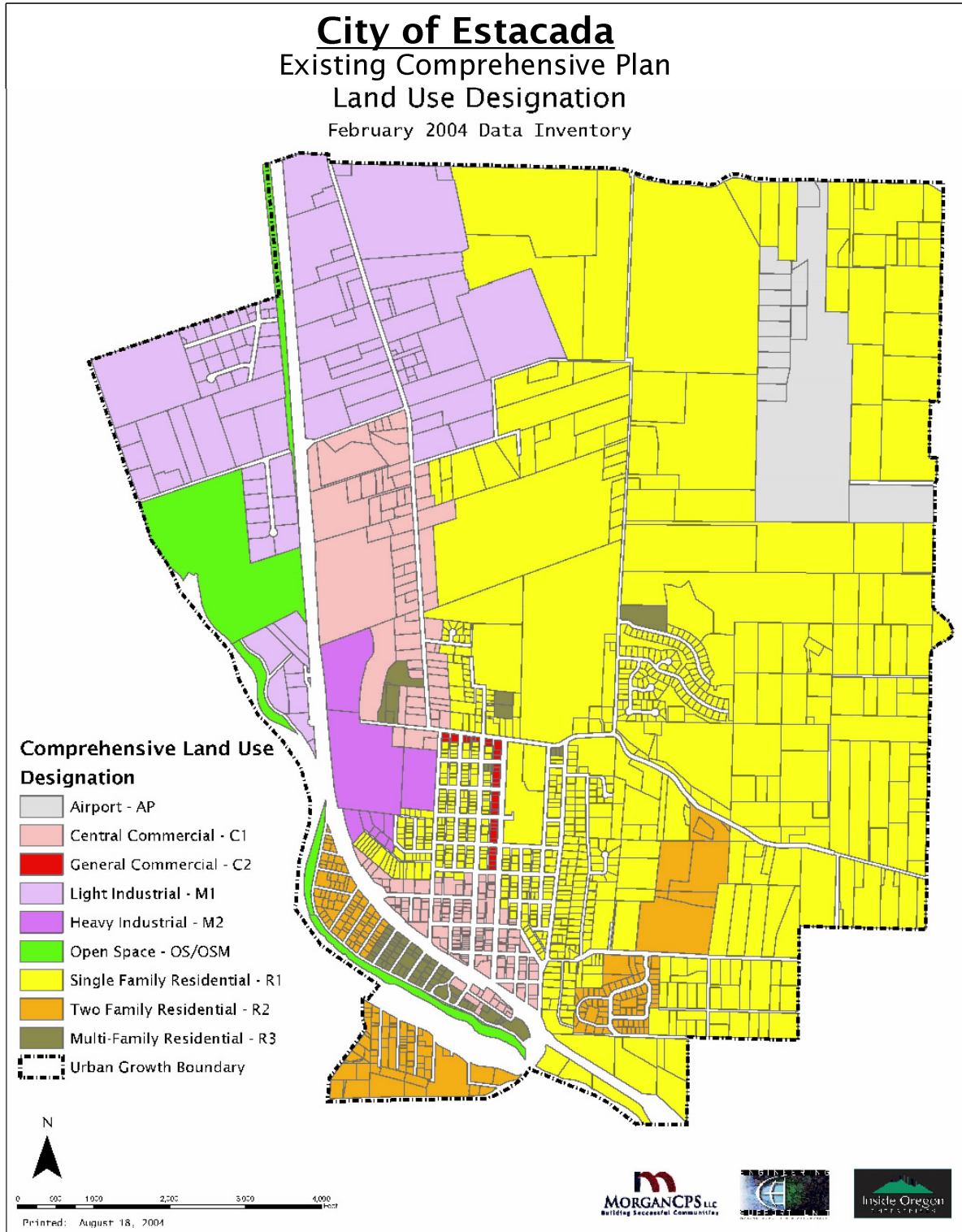
#### i) Residential Uses

This Plan preserves the planned residential land use pattern focusing on large areas for single family development north and east of the current City core. These areas can be serviced with sewer and water in accordance with the respective master plans. A framework of streets exists through these areas and standards for future streets to be built as development occurs are laid out in the Transportation System Plan.

There are three major changes in the planned residential land use pattern, focusing on higher-density housing.

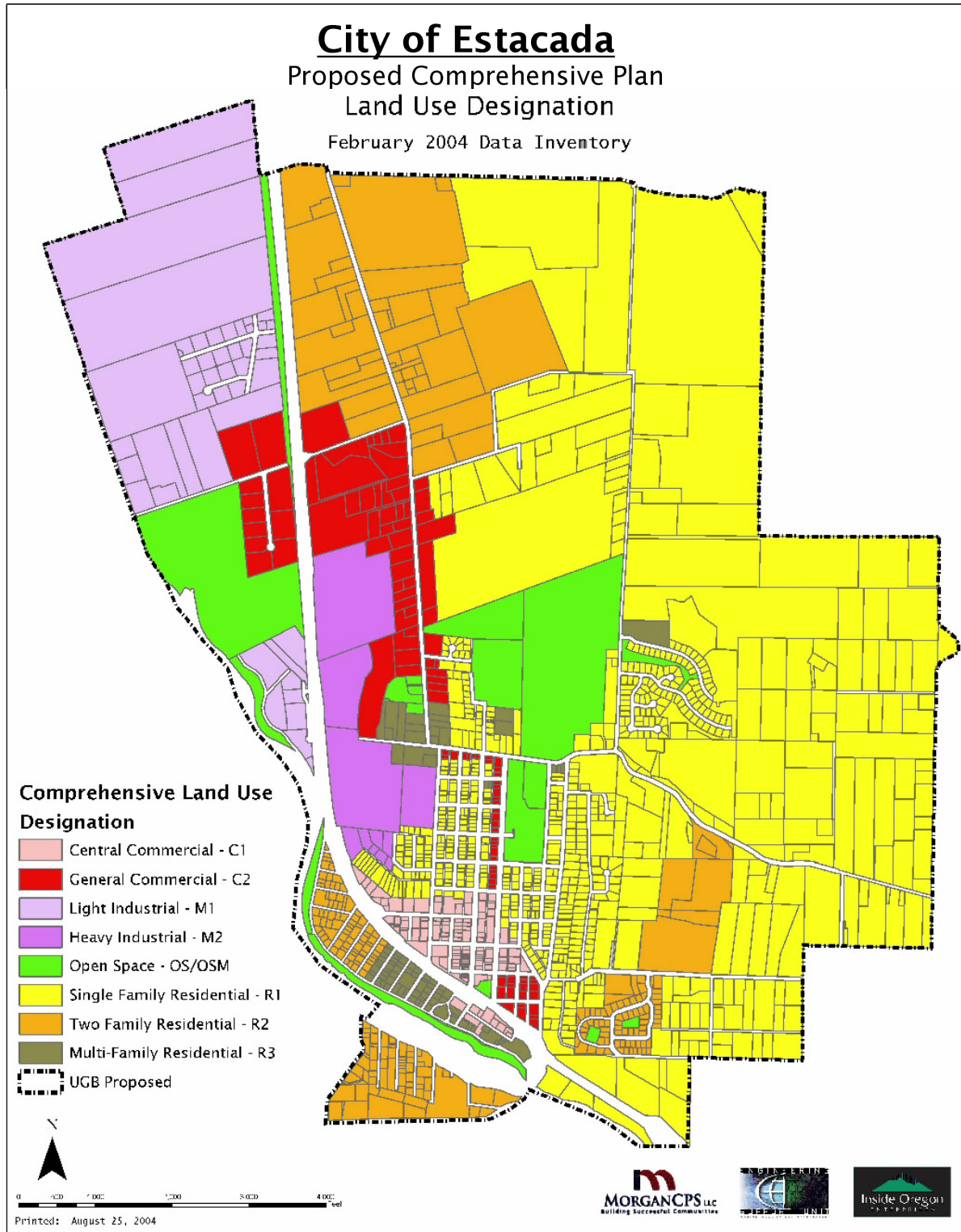
- First, land along Eagle Creek Road is being changed from a Comprehensive Plan Land Use designation of Light Industrial to Medium Density Residential. This land is ill-suited for industrial uses because of the existing development pattern of the area. It is highly parcelized and contains many substantial homes on existing lots. Its possibility of conversion to industrial use is very slight. However, it is well suited for higher density house. The parcel sizes will lend themselves to a variety of styles of housing project ranging from small complexes on one or two acre parcels to large planned developments on 20 acre pieces. Eagle Creek Road is an arterial street appropriate to handle traffic generated by this new housing; through it will require improvements for both safe vehicular and pedestrian travel as development increases in the area. This new housing area is also in immediate proximity to the new employment areas identified as Light Industrial and General Commercial on the Land Use Map.
- Second, The Residential/Commercial designation is being placed along Eagle Creek Road. This area is already developed with commercial uses with a scattering of housing. The Residential/Commercial designation will allow this area to continue developing as a mixed-use corridor and will provide better tools to encourage true mixed use complexes incorporating medium density housing with offices and retail spaces.

# City of Estacada - 2004 Comprehensive Plan Update Urbanization



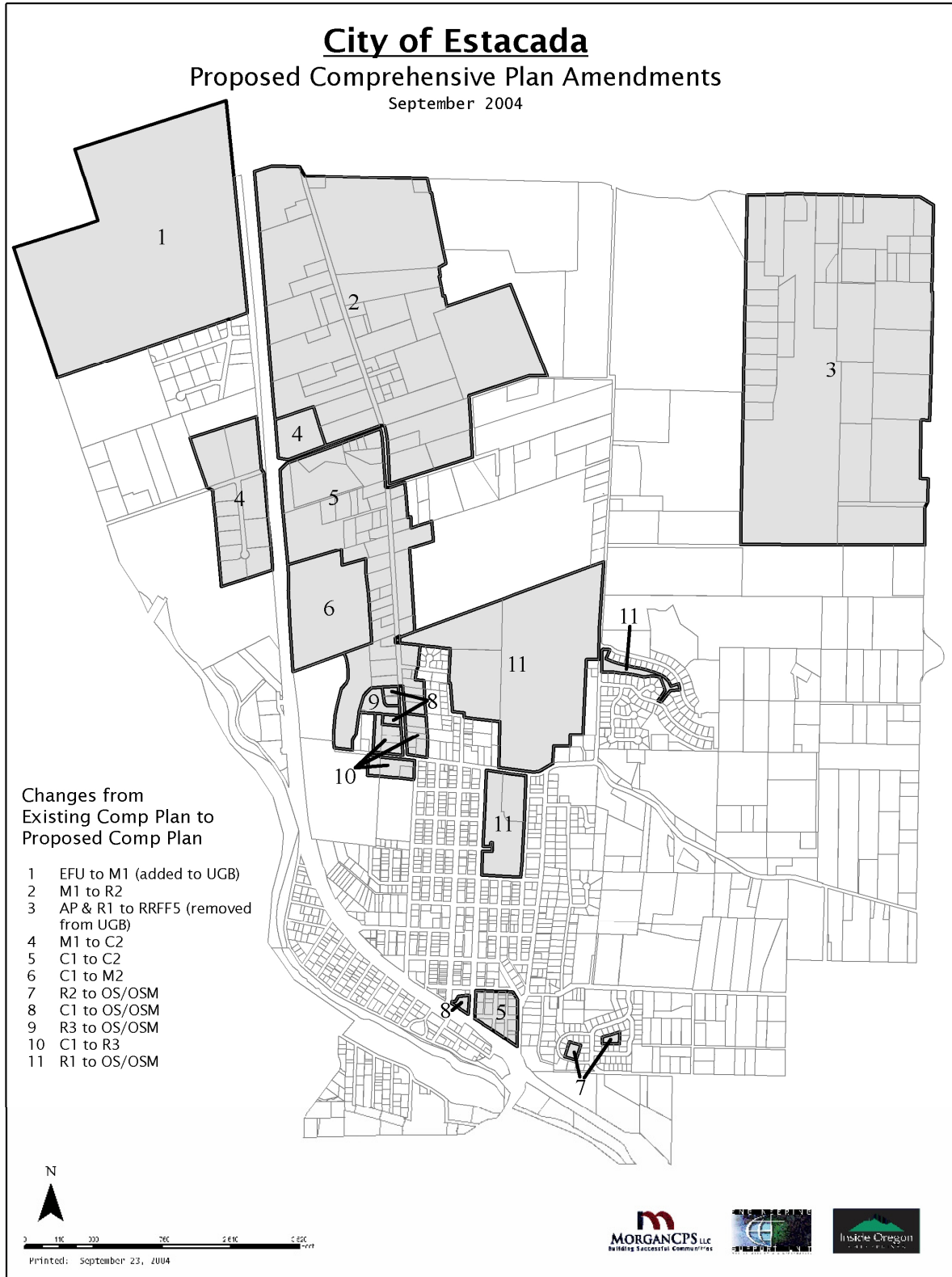


# City of Estacada - 2004 Comprehensive Plan Update Urbanization





# City of Estacada - 2004 Comprehensive Plan Update Urbanization



# City of Estacada - 2004 Comprehensive Plan Update

## Urbanization

---

- Third, a new commercial district, using the Residential/Commercial designation, is established around the intersection of Highway 224 and Mill Road. This area will develop utilizing a new circulation pattern taking advantage of a planned new signal at the intersection. This district is intended to be a mixed use center incorporating housing into future commercial development.

### ii) Commercial Uses

The direction of this Plan is to create the commercial districts needed by the City over the next 20 years in a manner that respects existing districts and uses, and minimizes negative impacts on surrounding areas and the transportation system.

The planned commercial districts include all the land with commercial designations on the 1980 Comprehensive Plan Land Use Map with the exception of a parcel that is part of the Mill property. This land is being redesignated for industrial use. In this Plan, the primary difference is using the Central Commercial designation only for Downtown, and placing the other commercial districts in the Residential/Commercial designation.

This Plan lays out commercial districts in a manner that fits into the surrounding land use pattern and street system. It recognizes Downtown as the central commercial, cultural, and social core of Estacada and works to strengthen that role. It recognizes commercial uses are needed toward the northern end of the urban area as those new neighborhoods develop. It also recognizes a need to establish an automobile oriented commercial district with larger stores in order to meet the day-to-day needs of a growing population. Starting at the north, each of the commercial districts is described below:

- A significant new commercial node is established around the intersection of Mill Road and Highway 224. This new node is intended to become a second major commercial district for Estacada. It has these characteristics:
  - It encompasses all four quadrants of this major intersection. This allows it to maintain a distinct centralized identity as opposed to being a strip commercial area.
  - Downtown is located at the far southwest corner of the City and is therefore is inconvenient in meeting the day-to-day shopping needs of the Community as new residential development moves to the north. Also, Downtown is almost fully developed leaving little land for major new buildings. The new northern district will help meet the demand for new commercial land in large enough parcels to allow larger commercial developments.
  - No access is envisioned directly from Highway 224. Rather access will be via a circulation system that accesses Mill Road. A signal is planned in the TSP for this intersection. This will provide for the needed circulation

## City of Estacada - 2004 Comprehensive Plan Update

### Urbanization

---

patterns allowing traffic to move efficiently and safely to and from the Highway.

- The Residential/Commercial designation displaces the prior Light Industrial designation on the northwest, northeast, and southwest quadrants. However, none of that land is currently developed with industrial uses. Therefore no uses become non-conforming. The lost acreage is made up in the new planned industrial district to the north.
- The existing commercial land along both sides of Eagle Creek Road south of Mill Road is the second district. These properties were designated Central Commercial in the 1980 plan and are changed to Residential/Commercial in this plan. This change allows housing and mixed-use centers to be developed in this area which will help avoid a strip commercial character and will help provide for needed residential uses.
- The existing Residential/Commercial district along Broadway Street north of Downtown is maintained.
- Downtown is kept in the Central Commercial district which is appropriate for the intense commercial center Downtown is and should remain. The exception is the land bordered by 4<sup>th</sup> Avenue on the north, Short Street on the east, Highway 224 on the south, and Main Street on the west. This four block area across from City Hall is marked by relatively low development densities. It encompasses the Fire District buildings as well as several automobile or gasoline oriented businesses. It does not have significant intensity of development and could lend itself to redevelopment. This land is the gateway to Estacada from the east. It is the first part of the City and Downtown seen from Highway 224 coming from the Cascades and Highway 211 coming from Molalla and Woodburn. It has tremendous potential to be redeveloped with businesses and housing that will serve as an attractive “first impression” of the City, as well as bring new investment and vitality to Downtown. The Residential/Commercial designation is placed on this area in order to give the most flexibility in creating new investment, housing, and jobs Downtown.

#### iii) Industrial Uses

The 1980 Comprehensive Plan had four industrial districts within Estacada. This Plan reduces the number to three, but creates industrial land that has a significantly higher chance of being developed with new industries bringing jobs, revenue, and commerce to the City.

The 1980 Plan designates several hundred acres of land at the north end of the city on either side of Eagle Creek Road as Light Industrial. As was discussed earlier in this Plan, that land is ill suited for industrial development and will serve the Community much better if its planned Medium-Density Residential designation.

## City of Estacada - 2004 Comprehensive Plan Update

### Urbanization

---

The three industrial districts are described below, starting at the south:

- The Estacada Lumber Company site and ownership is designated Heavy Industrial. This is consistent with the 1980 plan with the exception of a large parcel at the northern end of the ownership. In the 1980 plan it was designated for Central Commercial use despite being part of the mill and being used for log storage. This 2004 Plan designates that land Heavy Industrial so that it can be incorporated into any future expansion or redevelopment of the entire mill property.
- A small light industrial area south of Timber Park is shown on both the 1980 and 2004 Plans. This land is primarily used by Portland General Electric.
- The major industrial district is at the far northwestern corner of the Urban Growth Boundary. This district is changed in shape and size in this Plan in order to create the most viable and marketable future for the area. The district includes several larger parcels that are currently in farm use, and two industrial subdivisions.
  - The northern subdivision, Estacada Industrial Park, is accessed directly from Highway 224 and includes an internal street system. It includes 25 lots ranging in size from approximate one to five acres. Unfortunately the Park has not developed well since its creation several years ago. Discussion with the property owner and County Economic Development officials has shown that the subdivision lots are too small to be economically viable in a relatively remote market such as Estacada. Several properties have developed with small industrial uses but most of the land lies vacant.
  - The southern subdivision, south of Mill Road, has never developed even though it is full served with urban streets, sewer, and water. Again, it is perceived that the smaller lot sizes are not right for this particular industrial market. This subdivision is being converted to planned commercial use with the adoption of this plan.
  - The major change in this area is the addition of approximately 125 acres north of the Estacada Industrial Park. This land is in three parcels but is in one ownership. It is flat. It has sewer and water service immediately available to it, as well as all other utilities. It has access to Highway 224 through the existing subdivision. If annexed it will be “shovel-ready” for industrial development.

The new industrial site is seen as the major economic engine for Estacada in the next 20 years. The entire Comprehensive Plan update is oriented to making development of that property and its integration into the community successful. It is bordered by compatible industrial area to the south. The City is planning residential districts to the south and east so that housing can be located in close proximity to new jobs, including affordable housing. A commercial district is located adjacent to the industrial area providing needed services and support. A transportation network based on existing approved access points and new access focused on a new signal at Mill Road and Highway 224 will allow safe

## City of Estacada - 2004 Comprehensive Plan Update

### Urbanization

---

and convenient movement of people and goods through the industrial area. The expanded industrial district, anchored by the new industrial lands, is key to Estacada's future success.

#### iv) Public Uses

This Plan recognizes the major public uses on the Comprehensive Plan Land Use Map. This gives a better picture of how these uses fit into the community and clarifies available land in the other land use designations. Having all the schools designated as Low Density Residential skewed the inventory information and analysis of buildable lands. Showing such lands on the map clarifies the overall land use pattern. Properties involved in this change include:

- The school complex in central Estacada is converted from Low-Density Residential.
- The new Library/Park site on the west side of Eagle Creek Road is converted from Central Commercial.
- City Hall is converted from Central Commercial.
- Park land, open spaces, and public uses within newer subdivisions are also identified as Open Space/Public.

#### v) The Urban Growth Boundary

The new land use pattern includes two changes to the Urban Growth Boundary. Approximately 125 acres are added in the northwest corner and 176 acres are removed in the northeast corner for a net reduction of approximately 51 acres.

The land being added is vacant and flat. It is composed of Conser and Willamette soils which have a high agriculture value. However, the property has not been actively farmed for many years due to the high amount of cobbles within the soil.

The land being removed is partially occupied by the airport and surrounding associated uses. The balance is made up of smaller farm uses along the eastern side of the airport. The soils are Alsbaugh, also a high-value agriculture soil.

This change is taking place in order to support a more rational land use pattern and one that supports the economic and community development goals of the City. The land to be added is needed for industrial use. It is ideally situated with access to the Highway and direct availability of needed urban services. It is flat and well drained and easily developable for industrial use. It fits the criteria of being "shovel-ready" for new investment in jobs and economic development.

The land being removed is not needed for urbanization or to meet the growth needs of the City. As is indicated earlier in the Chapter, there is an ample supply of land for Low Density Residential development within the Urban Growth Boundary. Removing these residentially designated lands, which total approximately 75 acres, will have no negative impacts on the Estacada housing market. The lands also are already developed with farm

## City of Estacada - 2004 Comprehensive Plan Update Urbanization

---

uses including farm dwellings on the relatively small parcels. Conversion of the lands to urban use will damage these active agriculture uses. Finally, the properties will be exceedingly expensive to serve with utilities as all main lines will have to be extended around the airport. It is not cost effective or viable to extend these lines when there is so much other land available within the UGB that can be more readily serviced. The City does not wish to have to plan for serving this area in its facility master plans due to the high cost of service and the likelihood the area will never develop.

Also, it is not necessary to keep the airport and related development within the Urban Growth Boundary anticipating future annexation to the City. The airport does not need urban services. The commercial uses on the airport property and the large residential lots along the west side are all served with wells and septic tanks. There is no need to provide sewer and water service to these properties. There is no reason why the airport area owners will want to be annexed into the City and no reason why the City will want to annex the area. Therefore, it is logical to remove the land from the boundary.

Removing this land also helps keep the City in balance with planned land for urbanization as the removal offsets the inclusion of land into the UGB at the northwest corner.