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**COMPREHENSIVE PLAN
CITY OF OREGON CITY**



ACKNOWLEDGED BY THE LAND CONSERVATION
AND DEVELOPMENT COMMISSION

APRIL 16, 1982

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PLAN PROFILE - OREGON CITY, OREGON

LEGAL AUTHORITY: *This is the Comprehensive Plan for Oregon City, Oregon Adopted under ORS 197.705 through 197.795 (State Senate Bill 100, The 1973 Oregon Land Use Act)*

LOCATION: *Southeast of Portland, Oregon, at the confluence of the Willamette and Clackamas Rivers.*

PRESENT CITY SIZE: *4.9 square miles*

PRESENT CITY POPULATION: *14,800 (1980 Census)*
Projected Population, Year 2000:
38,000 (including Urban Growth Boundary)

GROWTH PHILOSOPHY: *Plan to accommodate local share of Portland Metropolitan area increase;*

Maintain an Urban Growth Boundary to prohibit sprawl;

Plan for full public services in the urbanizing area.

HISTORY: *Original Capital of the Oregon Territory (1844)*
First incorporated City West of the Rockies (1844)
Western terminus of the Oregon Trail ("The Barlow Road")

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**B.
CITIZEN
PARTICIPATION**

CITIZEN INVOLVEMENT

PURPOSE

The Land Conservation and Development Commission (LCDC) Goal #1, Citizen Involvement, mandates that a program be developed that "assures the opportunity for citizens to be involved in all phases of the planning process". Oregon City has recognized this need to involve citizens in the planning and decision making process. The Citizen Participation Goal in the Land Use Policies for Oregon City, established in 1976, states "provide an active and systematic process for citizen and public agency involvement in the land use decision making for Oregon City".

POLICIES

The philosophy in the Land Use Policies for Oregon City was that the formation of a neighborhood program would provide the best means for citizens to become involved in the planning process. With this policy in mind, Oregon City developed its Citizen Participation Program with two major components:

NEIGHBORHOOD ASSOCIATIONS: Neighborhood Associations in Oregon City are relatively new, although one neighborhood group has been active for several decades. Three other neighborhood groups organized around neighborhood planning issues. In early 1978, the City encouraged the formation of four more groups, bringing the total to eight neighborhood associations in Oregon City. A Citizen Task Force designated the boundaries for the neighborhoods. The neighborhood associations geographically cover 85% of the City, and 98% of the households. Business Associations and the rest of First Level comprise the remaining 15% of the land area.

The neighborhood program provides the means to assure review of proposed plans and maps. The eight neighborhood associations held 73 meetings during 1978, with the average attendance being 22 persons. Since then, groups vary from meeting monthly to meeting "on demand" as issues arise.

The City presents comprehensive plan proposals and issues at these meetings. The neighborhoods have also discussed other projects and made recommendations that have not directly related to the plan revision.

CITIZEN INVOLVEMENT COMMITTEE (CIC) COUNCIL: The Citizen Involvement Committee (CIC) Council is the officially recognized citizen advisory committee for Oregon City. The CIC is responsible for, as required by Goal #1, developing, implementing, and evaluating the Citizen Involvement Program.

The CIC underwent organizational restructure during 1978 as recommended by a Citizen Participation Task Force. This was one recommendation made by the Task Force. Other recommendations are included in the "Citizen Involvement Program: Evaluation", which was filed with the City Commission in late 1977. To provide for geographic representatives on the CIC Council, one representative from each neighborhood shall serve on the Council. The "Policy for the CIC Council" outlines the roles of the CIC Council, and the City in the Citizen Participation Program. The policy establishes guidelines for notification procedures, feedback mechanisms, and financial support to the Citizen Participation Program. The Policy, approved by the City Commission in September 1978, is included in this section. The CIC Council will perform an evaluation of the Citizen Involvement Program later this year (1979).

POLICY FOR THE C.I.C. COUNCIL

CREATION

The Citizens Involvement Committee (C.I.C.) Council was established by the City Commission in December, 1977.

PURPOSE

The C.I.C. Council shall serve as the advisory body to meet the City of Oregon City's citizen participation goal as stated in the "Land Use Policies for Oregon City". The Goal reads: "Provide an active and systematic process for citizen and public agency involvement in the land-use decision making for Oregon City". The C.I.C. Council also serves as the officially recognized citizen advisory committee to meet LCDC Goal #1.

MEMBERSHIP

The C.I.C. Council shall consist of one representative from the identified neighborhood associations in each of the nine planning areas. A chairperson shall be elected from the nine representatives by the C.I.C. Council. Neighborhood associations have been created in eight of the nine planning areas, these boundaries being already approved. A portion of the First Level planning area maintains an already organized business association. The creation of neighborhood associations responds to policy #1 under the Citizen Participation goal in the "Land Use Policies for Oregon City".

A representative may serve on the C.I.C. Council as long as the neighborhood association's members believe the person is adequately representing the interests of the neighborhood. Representatives are accountable to their individual neighborhood associations. Neighborhood associations may select a C.I.C. Council representative alternate, although one person must be identified as the representative.

VOTING

Each C.I.C. Council representative has one vote which represents the interests and concerns of their appropriate neighborhood association. A quorum shall be a majority of the C.I.C. Council and a vote shall be decided by a simple majority.

MEETINGS

Regular publicized meetings of the C.I.C. Council will be held the first Thursday of each month, and open to the public.

RESPONSIBILITIES

The C.I.C. Council shall:

1. Advise the City Commission on the process of citizen participation to assure that citizens are involved in all phases of the planning

RESPONSIBILITIES (continued)

- process. The C.I.C. Council shall monitor the mechanism for citizen participation in the comprehensive plan as in accordance with LCDC Goal #1, and recommend to the City Commission such changes as seem appropriate.
2. Serve as a liaison between the neighborhood associations and the City to provide citizens with accurate and current information in policies, programs, and development proposals that affect their area.
 3. The C.I.C. Council and the City Commission shall meet jointly at least once annually to discuss citizen participation methods.
 4. Serve as means of communication between the various neighborhood associations and the City Commission, among the various neighborhood associations, and assist in resolving conflicts among neighborhood associations.
 5. Review neighborhood boundaries and make recommendations for any revisions to the City Commission.
 6. Organize C.I.C. Forum meetings and encourage all citizens to participate.

CITY RESPONSIBILITIES IN RELATION TO CITIZEN PARTICIPATION

1. The City shall recognize neighborhood associations as a mechanism to facilitate citizen participation in Oregon City.
2. The City Commission and City staff shall provide the neighborhood associations through the appropriate C.I.C. Council representative with accurate and current information on policies, programs, and land-use related projects which affect their area. This shall include, but not be limited to: (1) comprehensive plan amendments; (2) zoning map and text changes; (3) conditional use requests; (4) subdivision requests; (5) variance requests; (6) road construction and improvement projects; (7) park and open space acquisition requests and considerations; (8) traffic flow alteration projects; (9) street vacations; (10) public building design and location matters; and (11) any other matter that affects or alters the character of the neighborhood.
3. There shall be a written comment from the neighborhood association regarding the land use related project filed with the Oregon City Planning Department within 45 days of notification of the C.I.C. Council representative. If such comment is not returned to the City Planning Department within the 45 day period, the requirement of consideration by the neighborhood association and C.I.C. Council shall be considered to be waived. Additional time may be requested by the neighborhood association and/or C.I.C. Council. The Planning Commission or appropriate hearing body of the City shall consider the request for additional time on a case by case basis, but shall take into consideration the magnitude of the requested land use

CITY RESPONSIBILITIES (continued)

related project and its impact upon the City and the neighborhood(s) in which it is to be located. Said recommendation or comment shall become part of the official record prior to any advertised public hearing. This does not preclude the C.I.C. Council from bringing other matters before the Commission.

4. The City Commission shall respond to questions and concerns of neighborhood associations. This feedback mechanism should be in the form of a written response sent to the neighborhood association within thirty days.
5. The City shall provide some support services to the C.I.C. Council and neighborhood associations. The City shall also provide some mailing, printing, clerical, and graphic services.

ATTENDANCE AT NEIGHBORHOOD MEETINGS @

1978	JAN	FEB	MARCH	APRIL	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	DEC
BUENA VISTA	30	35	25	20	17	15	32	---	20	20	15	20
CANEMAH	---	15	20	20	9	15	20	20	10	20	---	8
ELY	---	25	15	14	17	16	17	10	36	30	10	20
FIRST LEVEL	---	---	---	---	---	---	---	---	8	---	---	---
HAZELWOOD	---	---	---	---	---	16	---	---	---	---	---	---
HILLTOP	---	---	25/25	15	24	50	---	---	14	20	17	---
McLOUGHLIN	35	35	15	25	27	15	18	---	33	25	25	6
RIVERCREST	---	---	35	30	35	26	---	---	24	10	15	12
SOUTHWEST	65/49	40	35	30	20	30	---	---	---	---	---	---
SOUTHWEST/HAZELWOOD *	---	---	---	---	---	---	27	---	29	13	6	30
TOTAL:	179	115	195	154	149	183	114	30	174	138	88	96

* In July, 1978, the Southwest and Hazelwood Neighborhood Associations began having joint meetings.

@ Approximate Figures Only.

NEIGHBORHOOD QUESTIONNAIRE

In early 1978, the City Planning Department mailed a neighborhood questionnaire to the 5,208 households in Oregon City. A city-wide survey is traditionally the best means to learn the demographics and attitudes of as many Oregon City residents as possible. Along with the survey, each household received a notice advertising their next neighborhood meeting.

In order to obtain the maximum number of responses, the return postage was prepaid by the City on the twenty-seven question survey. The returns averaged 17% among the nine neighborhoods, which is considered good for a mail-back questionnaire. A 10% return is considered statistically valid.

The responses provided the City with residents' opinions that have assisted in preparing the first draft of the Comprehensive Plan. The survey results were made available to the Neighborhood Associations, the City Commission, Planning Commission, and the local press. The results are included in this section.

OREGON CITY SURVEY RESULTS

By Neighborhoods

	BUENA VISTA	CANEMAH	ELY	FIRST LEVEL	HAZELWOOD	HILLTOP	MCDUGHLIN	RIVERCREST	SOUTHWEST	TOTAL CITY
# of Households	356	123	933	56	255	860	1197	697	731	5208
% Returned	12%	21%	10%	20%	19%	13%	16%	22%	22%	17%
1. How many people are in your household?										
Avg. size	2.7	2.8	3.4	3.0	3.2	2.8	2.3	3.1	3.0	2.9
% under 18	30%	30%	29%	42%	40%	38%	27%	36%	36%	34%
% over 62	13%	10%	13%	1%	8%	10%	23%	8%	9%	11%
% 19-61	57%	60%	58%	57%	52%	52%	50%	56%	55%	55%
2. How many in your household are employed and where?										
Ore. City	24	9	42	7	25	28	80	114	68	397
Tri-City/Clack. Co.	18	8	29	---	17	38	56	46	68	280
Port./Mult. Co.	12	9	24	5	20	44	35	45	71	265
Other	1	3	8	3	4	11	14	10	3	57
Total	55	29	103	15	66	121	185	215	210	999
3. How long have you lived in your residence?										
Avg. years	13.2	8.6	12.4	2.4	5.7	.75	13.4	9.2	6.1	8
4. Do you own or rent?										
Own	35	17	73	7	41	82	128	141	156	680
Rent	9	8	20	4	7	27	60	11	7	153
5. Do you live in a										
Single-family	40	25	75	10	39	48	144	144	155	680
Duplex	1	1	7	---	9	10	18	2	1	49
Apartment	3	---	12	1	---	14	25	5	1	61
Mobile Home	---	---	---	---	---	33	---	---	4	37
6. Is your present housing adequate?										
Yes	37	12	61	8	42	74	136	126	138	634
No	7	14	27	2	6	25	41	23	19	164
If not, Why?										
Too Small	5	7	20	2	3	11	13	16	12	89
Too Expensive	2	---	3	---	4	9	12	4	3	37
Poor Location	2	2	6	---	---	6	7	2	3	28
Poor Condition	5	5	5	---	---	---	14	---	5	34
7. Considering what you can afford, what type of housing do you prefer?										
House	38	26	86	10	45	72	156	141	151	725
Duplex	2	---	4	---	3	3	10	4	---	26
Apartment	2	---	2	---	---	6	10	1	1	22
Mobile Home	---	---	2	1	---	26	3	1	5	38
8. At the present time, would you rather own or rent?										
Own	37	21	76	9	47	93	152	145	157	737
Rent	6	3	10	2	1	15	32	5	1	75
9. Would you be interested in a low interest govt. loan to help finance home improvements?										
Yes	18	13	46	7	18	48	72	46	68	336
No	23	10	36	4	27	49	94	93	89	425
10. Are absentee landlords a problem in your area?										
Yes	12	9	21	0	10	16	51	7	18	144
No	24	10	58	10	36	81	108	126	124	577
11. Do you favor rezoning your neighborhood to prevent construction and creation of duplexes and multi-family units?										
Yes	28	23	60	7	31	75	110	93	122	549
No	14	2	28	3	13	26	56	50	33	235
12. What new or expanded businesses would you like to see in your neighborhood?										
Want Businesses	9	6	23	1	7	57	42	15	27	187
Do not want	35	20	71	10	41	52	149	137	136	651
13. Do you favor more industry in Oregon City?										
Yes	19	5	43	6	23	59	34	76	80	395
No	21	19	40	4	24	34	80	63	66	351
14. Are there enough parks in Oregon City?										
Yes	24	6	45	5	33	49	104	106	70	442
No	16	17	40	5	14	46	59	36	72	305
Are there enough parks in your neighborhood?										
Yes	26	15	38	5	36	51	101	124	80	476
No	6	7	45	1	11	38	45	3	62	223

	BUENA VISTA	CAREMAN	ELY	FIRST LEVEL	HAZELWOOD	HILLTOP	MCCLOUGHILIN	RIVERCREST	SOUTHWEST	TOTAL CITY
15. Are there enough recreation programs and facilities in Oregon City?										
Yes	19	12	39	8	33	36	30	73	92	382
No	14	5	40	2	12	44	82	56	55	310
16. If you are dissatisfied with any City services, explain below:										
Satisfied	21	10	55	7	23	69	120	95	105	505
Dissatisfied	23	16	39	4	25	45	71	57	58	338
What Service?										
Nuisance Control	4	9	10	---	15	13	23	27	17	118
Street	8	3	15	2	4	7	14	10	14	77
Police	4	2	11	---	8	3	9	9	12	58
Fire	---	---	3	---	---	---	---	---	---	3
Administration	2	2	1	---	3	2	1	5	---	16
Sewer	3	---	---	2	2	---	1	4	---	12
Water	2	---	3	---	2	2	---	1	4	14
17. What are the most significant problems in your neighborhood?										
Traffic	1st	1st	1st	1st	1st	1st	1st	1st	1st	1st
Noise	2nd	2nd	2nd	2nd	3rd	3rd	2nd	4th	2nd	2nd
Air	4th	4th	3rd	3rd	6th	6th	3rd	5th	6th	5th
Housing Cond.	7th	3rd	6th	6th	4th	4th	5th	8th	8th	7th
Street Cond.	6th	5th	5th	3rd	5th	4th	6th	6th	5th	6th
Vandalism	5th	4th	4th	4th	2nd	2nd	5th	2nd	4th	3rd
Youth Prob.	3rd	4th	6th	5th	2nd	5th	4th	3rd	4th	4th
New Constr.	8th	4th	7th	6th	6th	6th	7th	7th	7th	8th
Other	9th	6th	8th	7th	7th	7th	8th	9th	9th	9th
18. Is there a need for more parking spaces in your neighborhood?										
Yes	15	8	37	6	7	13	67	15	26	194
No	25	15	44	5	40	82	96	133	124	564
19. Would you favor closing streets to discourage traffic?										
Yes	12	6	19	2	12	21	42	30	39	183
No	29	18	51	7	34	67	125	109	100	540
20. Are there curbs and sidewalks in front of your residence?										
Yes	14	5	36	4	18	55	152	36	23	343
No	30	20	54	7	28	41	34	113	134	461
If no, would you want curbs and sidewalks constructed?										
Yes	NO	NO	NO	NO	NO	NO	NO	NO	NO	NO
No										
21. Does Oregon City need more bikepaths?										
Yes	19	15	42	3	30	52	79	81	87	408
No	14	7	32	7	14	22	57	39	46	238
22. How important is historical preservation to you?										
Important	35	19	70	9	40	83	156	119	126	657
Unimportant	8	5	20	2	5	14	22	21	23	120
Opposed	---	---	1	---	1	2	4	3	4	15
23. Do you read "Talk of the Town"?										
Yes	32	19	67	8	35	47	130	135	136	609
No	10	5	25	2	13	54	52	13	18	192
24. Do you receive the "Planning Oregon City" newsletter?										
Yes	13	11	37	1	11	12	52	27	22	186
No	28	12	49	10	36	87	121	117	125	585
25. How do you find out about what's going on in Oregon City?										
Talk of the Town	24	17	54	4	33	37	67	87	108	451
Enterprise	29	14	46	5	25	45	111	75	75	425
Port. newspapers	12	11	25	4	20	50	59	51	57	289
Word of mouth	28	17	51	7	25	56	32	70	89	435
"Planning"	11	8	9	1	5	11	35	13	15	112
School Flyer	5	4	13	0	18	24	15	37	56	172
Direct Mail	7	4	18	0	9	21	22	15	17	113
Radio	10	7	21	2	12	34	35	30	38	189
26. Are you aware whether there is a neighborhood association in your neighborhood?										
Yes	21	22	7	2	30	24	68	29	33	236
No	22	4	82	9	17	73	107	118	121	553
27. Would you be interested in joining such an association in your neighborhood?										
Yes	23	20	35	2	25	51	88	35	33	413
No	15	3	39	6	15	25	72	42	41	258

COMPREHENSIVE PLAN DEVELOPMENT

CITIZEN GROUPS

Neighborhood Associations have been actively involved in plan revisions. While preparing the first draft of the Comprehensive Plan, the City Planning staff met with the Neighborhood Associations. At these meetings, staff explained the process for the Comprehensive Plan revision. This enabled citizens to better understand comprehensive planning and how they might become involved in the plan revision.

In earlier stages of the Plan development, a Citizen Urbanization Task Force assisted in developing recommendations on Clackamas County's plan revision for the area South of Oregon City. This involved conducting land use inventories for the area.

Citizen participation has been an integral factor in developing the Historic Preservation element of the Plan. In March 1977, volunteers were solicited to serve on an Architectural Survey Committee. The Committee surveyed historic and architecturally significant buildings and properties in McLoughlin and Canemah. A series of orientation and training sessions were held in March and April. The survey began in May and was completed in April of 1978.

In June, a city-wide open house was held to present the first draft of the Comprehensive Plan. Attendance at the open house was poor. The lack of participation at the open house reaffirmed the policy to present plan information at neighborhood association meetings.

The City Planning staff attended the eight neighborhood association meetings, and presented their proposed draft for the Comprehensive Plan revision. A special meeting was also held for those in First Level. To

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notify people of these meetings, all residents, businesses and absentee property owners received a notice through the mail. The notices illustrated the land use proposals for the neighborhoods. At the neighborhood meetings, City planners discussed the various elements of the draft plan, and specifically addressed the land use in the particular neighborhood. Each neighborhood received copies of maps and a Comprehensive Plan summary for their area. Input from these numerous neighborhood association meetings and the neighborhood questionnaire were considered when arriving at various plan alternatives.

Testimony from the neighborhood associations and individuals was presented to the Planning Commission at five special Input Hearings in October 1978. Over 150 citizens attended the series of hearings that were advertised in the same notice as the September neighborhood meetings. The hearings were citizens' first opportunity to testify before the Planning Commissioners on the proposed Plan. Written testimony was presented to the Commissioners at this time. They were not decision-making hearings.

Two neighborhood associations, Buena Vista and Canemah, passed resolutions supporting the proposed plan revisions in their neighborhoods. Letters stating their positions were presented to the Planning Commission. The Buena Vista Club had actively participated in the plan amendments that were made for their neighborhood in 1975. A major plan revision also occurred in Canemah during 1977 and citizens took an active role in the revision process.

The McLoughlin Neighborhood Group spent several of their monthly meetings drafting a proposal for the McLoughlin area. A map along with a letter explaining their group's proposal was presented to the Planning Commission.

The Ely Neighborhood Group formed a Land Use Task Force to study the Plan revision for their area. The Neighborhood Association presented their proposal for Ely to the Planning Commission for their consideration.

The Hilltop Neighborhood Organization testified on two specific sites in Hilltop, but did not collectively comment on the plan proposal.

The other three neighborhood associations, Hazelwood, Southwest, and Rivercrest, did not make formal comment at the Input Hearings on the plan proposal for their neighborhoods. These neighborhoods are predominantly single-family and most developed according to plan.

Three workshops were held in December on specific sections of the draft plan. The workshops were informal, with citizens, Planning Commissioners, and City staff discussing various plan elements. The Housing and Transportation workshop had thirty-four participants. The Commerce and Industry/Natural Resources workshop had fifteen participants, and the final workshop on Parks and Recreation and Historic Preservation had thirty-three people attend. The three workshops provided the Planning staff with citizens' ideas on the Plan, some of which were incorporated into incomplete and revised plan sections.

Following the first draft of the Plan, and the request for an Historic Commercial zone for Canemah and McLoughlin, a Committee for Preservation Action was formed. The Committee discussed an Historic Commercial zone proposal and potential revisions of the Preservation Plan element.

The Planning Commission held work sessions in January to discuss and make preliminary recommendations on plan issues generated through written testimony and input from the October Input Hearings. Neighborhood Associations and citizens who raised issues and testified on specific properties were notified of the Commission's recommendations.

A revised draft was prepared by staff, addressing the Planning Commission's initial recommendations and other recognized issues. The revised draft was presented to the Neighborhood Associations. Preliminary hearings on the revised draft were held from February to April of 1979. Citizens were encouraged to testify either supporting or opposing the Commission's decisions. Input on elements other than land use were taken at these hearings.

Adoption Hearings for the Planning Commission were held in May and City Commission Adoption Hearings began in June 1979. The Plan and implementing ordinances were adopted in March, 1980. Legal public notice procedures were followed for Adoption Hearing notification.

BUSINESSES AND SERVICE CLUBS

The Planning staff presented the draft plan to several business organizations and service clubs. The Chamber of Commerce actively participated in the plan workshops. They also organized a sub-group to review the Plan and to provide their input to the Planning Commission.

AGENCY INVOLVEMENT

Agencies, both public and private, have provided relevant data necessary to develop the Comprehensive Plan. Several plan sections specifically make reference to agency input. Agencies ranging from the federal to local levels discussed with staff their policies and future projects. They have also reviewed plan sections providing valuable input for the revised draft. Agency involvement continued throughout the revision process.

C I T I Z E N I N V O L V E M E N T T I M E L I N E

	JAN	FEB	MARCH	APRIL	MAY	JUNE
1978						
ACTIVITIES	Neigh. Survey Neigh. Informa- tional Meetings on Comp. Plan	Neigh. Survey Neigh. Informa- tional Meetings on Comp. Plan	Neigh. Informa- tional Meetings on Comp. Plan	Neigh. Informa- tional Meetings on Comp. Plan	Neigh. Informa- tional Meetings on Comp. Plan	Neigh. Informa- tional Meetings on Comp. Plan
1978						
ACTIVITIES	JULY Comp. Plan Open House	AUGUST First Draft to Planning Commission	SEPT First Draft to Neighbor- hood Groups	OCT Neighborhood Input Hearings Two Neigh. Groups present plans to Planning Comm.	NOV	DEC Comp. Plan Workshop on Plan Elements
1979						
ACTIVITIES	JAN Planning Comm. Work Sessions (Recommendations on issues raised in Input Hearings)	FEB Revised Draft to Neighbor- hoods Preliminary Hearings on Revised Draft	MARCH Preliminary Hearings on Revised Draft	APRIL Planning Commission Adoption Hearings	MAY Planning Commission Adoption Hearings	JUNE City Commission Adoption Hearing Begin (Plan adopted March, 1980)

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C O M M U N I C A T I O N

To provide for effective communication between citizens and the City, planning information needs to be accessible to the citizens prior to any decision-making proceedings.

Disseminating information at neighborhood association meetings is one means of assuring that technical information is available to citizens. CIC Council representatives received a copy of the plan and all its drafts and are provided with other pertinent planning information. This information is also made available at the City Library.

Newsletter, mailings, flyers, questionnaires, and the local newspaper have been used to provide for more effective communication.

"Planning Oregon City" is a newsletter published monthly by the City Planning Department. It highlights current planning issues and summarizes neighborhood meetings. A regular column "Dates to Remember" advertises neighborhood and other citizen meetings. The distribution has increased approximately 143% since the first issue in March, 1977. Its publication has been discontinued since plan completion, due to lack of funding.

"It's the Talk of the Town" is the monthly water bulletin. This newsletter reports activities of the various City departments. The Planning Department advertises neighborhood meetings and gave a "Comprehensive Plan Update" in the bulletin. It is mailed to households receiving water bills. Approximately 3,740 households receive six bulletins a year. Its content has been expanded, since "Planning Oregon City" is no longer published.

"Coffee Break" is a community event column in the Enterprise-Courier, the local newspaper. All neighborhood meetings are advertised in the column one day prior to the meetings. Other meetings and issues in relation to the Comprehensive Plan revision have also received newspaper coverage. The Enterprise Courier distributes approximately 3,000 newspapers five days a week within Oregon City.

E

Depending upon financial resources, people have been notified of neighborhood meetings by individual mail notices. Since the organization of the neighborhood program, all residents in Oregon City have received at least two flyers advertising neighborhood meetings. One of these city-wide mailings included businesses and absentee property owners. Mailing lists of members from the eight neighborhood associations have been used on a regular basis to notify people of monthly meetings and specific Comprehensive Plan meetings. Flyers distributed by citizens have been used regularly as a means of communication. Mailing lists for businesses and other organizations are also maintained for the purpose of Comprehensive Plan meeting notification, as well as notification on other issues.

CITIZEN INVOLVEMENT GOALS AND POLICIES

Goal

Provide an active and systematic process for citizen and public agency involvement in the land-use decision-making for Oregon City.

Policies

1. Encourage and promote a city-wide citizen participation program that helps neighborhoods to organize so that they may develop and respond to land-use planning proposals.
2. Provide neighborhood groups and citizens with accurate and current information on policies, programs and development proposals that affect their area; institute a feedback mechanism to answer questions from the public.
3. Ensure that citizens and neighborhood groups are involved in all phases of the multi-year comprehensive planning program.
4. Encourage citizen participation in all functions of government and land-use planning.
5. Coordinate the multi-year comprehensive planning effort with appropriate federal, state, regional and county agencies.

AGENCY REVIEW LIST

AGENCY

FEDERAL/NATIONAL

- * American Institute of Architects
- * Bonneville Power Administration
- * National Trust for Historic Preservation
- * U.S. Department of Agriculture and Soil Conservation

STATE

- * Boundary Commission
- * Department of Commerce - Housing Division
- * Department of Economic Development
- * Department of Energy
- * Department of Fish and Wildlife
- * Department of Forestry
- * Department of Geology and Mineral Industries
- * Land Conservation and Development Commission
- * Department of Transportation (Environmental Services)
- * Department of Transportation
- * State Historic Preservation Office
- * State Parks and Recreation (DOT)

REGIONAL

- * Metropolitan Service District
- * Northwest Natural Gas
- * Pacific Northwest Bell
- * Portland General Electric (Portland and Oregon City)
- * Tri-Met

LOCAL

- * City of Gladstone
- * City of West Linn
- * Clackamas Community College
- * Clackamas County Planning Department
- * Clairmont Water District
- * School District No. 62
- * Tri-City Chamber of Commerce

C.

HOUSING

H O U S I N G

Background

Adequate, affordable housing is one of the most important elements of any community. Housing provides our daily shelter as well as supplying a personal identity to a neighborhood and a community at large. For the homeowner and the renter, housing costs are a significant economic investment. Housing also plays a vital role in our national economy by generating jobs in several industries. For local government, housing is a primary source of income through property taxes and the major recipient of budget expenditures that provide the necessary array of public facilities and services in order to maintain residential neighborhoods.

We are largely a nation of homeowners. Nation-wide 1974 data indicates that approximately 64 percent of all households were homeowners. In the Portland Metropolitan Area, 64 percent of the population are also homeowners. In Oregon City, the most recent figures indicate that 60 percent of City residents own their home. Yet, achieving the goal of buying and maintaining a single-family home is becoming difficult and costly. For the generations coming to maturity from 1980 to the year 2000, home ownership may prove to be an elusive goal.

Oregon City is unique in the Portland Metropolitan Area for its contributions to Oregon history (see Section E, Historic Preservation) and for the age and diversity of its housing stock. Unlike most of the suburban communities in Clackamas, Washington and Multnomah Counties, Oregon City retains a significant inventory of older homes and buildings of historical significance. Therefore, housing planning in the City is aimed at both development of new housing units and the preservation or careful redevelopment of older historic housing units.

Distribution of Housing Types

In comparison to most of the surrounding communities in Clackamas County, Oregon City has a higher percentage of multi-family housing units. However, on a wider comparison, the City is typical in the sense that its housing stock is close to the 70 percent single-family, 30 percent multi-family housing mix characteristic of the metropolitan area overall.

T A B L E I
REGIONAL DISTRIBUTION OF HOUSING TYPES (1977)

	Single-Family		Multi-Family		Mobile Home		Totals
	#	%	#	%	#	%	
Oregon City ¹	3,470	67.0	1,502	29.0	207	4.0	5,179
Gladstone ²	2,431	74.4	588	18.0	249	7.6	3,268
West Linn ³	N/A		N/A		N/A		N/A
Clackamas County	59,285	78.8	12,045	16.0	3,894	5.2	75,225
Multnomah County	153,685	66.2	75,270	32.4	3,348	1.4	232,303
Washington County	53,901	69.9	20,593	26.7	2,640	3.4	77,134
Metropolitan Area ⁴	313,282	70.1	120,434	26.9	13,365	3.0	447,081

Although Oregon City has a stronger housing mix of single-family and multi-family units, the general character of the City is low density with scattered concentrations of higher density located in several neighborhoods connected by Molalla Avenue. The older neighborhoods such as First Level, McLoughlin and Ely tend to contain greater mixed uses, while the newer areas such as Hilltop, Rivercrest and Southwest tend to emphasize larger concentrations of one housing type (see Table II).

T A B L E I I

DISTRIBUTION OF HOUSING TYPES WITHIN OREGON CITY (1977)
(Planning Department Survey)

	Single-Family		Multi-Family		Mobile Homes		Total Units
	#	Units %	#	Units %	#	Units %	
Buena Vista	251	73	93	27	---	---	344
Canemah	99	84	19	16	---	---	118
Ely	607	65	327	35	---	---	934
First Level	44	59	31	41	---	---	75
Hazelwood	154	68	73	32	---	---	227
Hilltop	290	33	405	46	185	21	880
McLoughlin	760	64	427	36	---	---	1,187
Rivercrest	601	88	82	12	---	---	683
Southwest	643	88	51	7	36	5	731
City Totals	3,470	67	1,502	29	207	4	5,179

Housing Costs

According to Real Estate Trends, the average sales price per house in the Portland Metropolitan Area was \$44,740 in 1977, which increased to \$69,136 by the first six months of 1980. Oregon City home sale prices closely followed this growing trend. Despite the slackened pace of sales volume in the Portland area and the added impact of increased interest rates, the data indicates a steady, if slower, rise in home prices progressing through the decade to come.

In 1977, most Oregon City homes were in the \$37,500 - \$62,499 price range and most rental units were in the \$104 - \$207 per month range. Combined with updated data on household incomes, this would indicate that a possible shortage of housing in the highest and lowest ranges exists in Oregon City.

Construction trends in Oregon City from 1977 through 1980 indicate that market forces have directed a stronger emphasis on multi-family development in response to the higher prices for new single-family homes. Many of the multi-family units shown in Table III are actually conversions of larger homes to duplex units, indicating a greater utilization of the existing housing stock.

T A B L E I I I
NEW CONSTRUCTION (1977-80)
(Building Permit Figures)

	<u>Single-Family Units</u>	<u>%</u>	<u>Multi-Family Units</u>	<u>%</u>
1977	165		47	
1978	77		16	
1979	53		30	
1980	42	56%	58	44%
Total	337		149	

Housing Need/Existing Housing Stock

Oregon City is a diverse community in terms of income range, housing mix and lifestyles. The income data illustrated in Table IV below indicates that approximately 52.4% of the City's households earned between \$10,000 to \$24,999 in 1977. However, the income range overall is distributed between poverty level households (under \$5,000) to upper middle class households (\$25,000 and above).

T A B L E I V
1977 INCOME DISTRIBUTION⁵

<u>Income Range</u>	<u># Households</u>	<u>% of Total H.H.</u>	<u>Cumulative %</u>
Under 5,000	580	11.8	11.8
5,000-9,999	822	16.7	28.5
10,000-14,999	1,009	20.5	49.0
15,000-24,999	1,619	31.9	81.9
25,000 and above	890	18.1	100.0
	<u>4,920</u>		

The City's existing housing stock comes close to matching income levels with housing needs, given the standard assumption of 25% of household income is spent on housing costs. As noted earlier, however, there appears to be a gap in the housing need for units in the higher and lower housing market areas.

T A B L E V⁶
1977 HOME COST DISTRIBUTION

<u>Cost Range</u>	<u># Houses</u>	<u>% of Total Houses</u>	<u>Cumulative %</u>
Under 12,500	99	3.2	3.2
12,500-24,999	694	22.4	25.6
25,000-37,499	634	20.4	46.0
37,500-62,499	1,619	52.2	98.2
62,500 and above	56	1.8	100.0
	3,102		

1977 RENTAL-HOUSING COST DISTRIBUTION

<u>Rent Range</u>	<u># Units</u>	<u>% of Total Units</u>	<u>Cumulative %</u>
Under 104	302	14.5	14.5
104-207	1,023	49.3	63.8
208-311	657	31.6	95.4
312-520	56	2.7	98.1
521 and above	39	1.9	100.0
	2,077		

Using projection techniques developed by the U.S. Department of Housing and Urban Development, we can estimate the approximate housing need for Oregon City within its existing population. Table VI illustrates that a gap does exist on one end of the economic spectrum between the lower income households and access to affordable units to rent or own. A surplus of affordable units is seen in all other income categories, with the exception of the higher income households (\$25,000 and above).

T A B L E
ABSTRACT HOUSING NEED ANALYSIS

Households	Income Range	Available H.U. To Own	Available H.U. To Rent	Total Affordable H.U. Available	(Need) Surplus
580	Under 5,000	99	302	401	(179)
822	5,000-9,999	694	1,023	1,717	895
1,009	10,000-14,999	634	657	1,291	282
1,619	15,000-24,999	1,619	56	1,675	56
890	25,000 and above	56	39	95	(795)

The area of most concern is the availability of units for the lower income households. The City of Oregon City will address this problem through a variety of mechanisms. The City will cooperate with state, regional and local authorities to ensure adequate land is available for publicly funded housing projects, particularly for the elderly. It will also encourage the preservation of housing units in older neighborhoods that are a source of more affordable housing. Many of these neighborhoods contain boarding and lodging houses which provide low-cost rooms for rent. In today's inflationary market, the most affordable housing unit is invariably the unit that is already built. Oregon City's greatest resource for affordable housing is its existing housing stock.

In addition to the more traditional residential neighborhoods, Oregon City's housing also includes 207 mobile homes, approximately four percent of the housing stock. The mobile homes are located in two mobile home parks. The Plan recognizes the important role that mobile homes (or manufactured housing) plays in providing a portion of the City's affordable housing stock. However, the lack of large vacant parcels of land would indicate that in the short term, few new mobile home parks will be developed within the existing City limits. However, there are significant mobile home housing opportunities in the dual interest area which should be secured, no matter which jurisdiction undertakes planning and plan implementation responsibilities for this area, especially in view of the very low mobile home vacancy rate in recent years.

However, through local coordination between the Cities of Oregon City, Gladstone and West Linn, a solution is being pursued to correct the environmental problems identified by DEQ and allow normal urban development to proceed. An integrated regional sewer district covering the Tri-City area has been formed with the purpose of providing more efficient, long-term sewerage facilities. A 25 million dollar bond issue was passed in September, 1980 to support a portion of the local share of the work. Monies generated by the bond issue will be combined with federal funding to construct a facility which is anticipated to be on line by 1985. As a result of this action, DEQ has amended the original sewer moratorium to allow Oregon City to issue 700 additional permits for residential, commercial and industrial development over the next two years. Once the Tri-City Service District is in full operation, the City can expect building activity to correspond more directly with market demand.

Population Projections

Oregon City has experienced the same sustained population growth characteristic of all suburban communities in the Portland Metropolitan Area. Table VIII indicates, however, that Oregon City has also tended to maintain a slower, less dramatic population growth over the past twenty year period.

T A B L E V I I I
PORTLAND METROPOLITAN AREA POPULATIONS
(Census Figures)

<u>Geographic Area</u>	<u>1960</u>	<u>1965</u>	<u>1970</u>	<u>1975</u>	<u>1980</u>
Oregon City	7,996	8,300	9,176	12,460	14,800
Gresham	3,944	5,400	10,030	21,000	32,704
Beaverton	5,937	11,400	18,577	22,150	31,948
Hillsboro	8,232	11,000	14,675	19,160	30,666
Lake Oswego	8,906	12,200	14,597	19,400	22,319
Portland	372,676	383,000	379,967	375,000	364,891
SMSA	821,505	919,500	1,006,853	1,090,700	1,242,200

Population projections developed by STRAAM, engineering consultants for the Tri-City Service District, point in the direction of continual and steady growth for Oregon City within the existing City limits through the year 2000.

T A B L E IX⁹

1980 - 2000 POPULATION PROJECTIONS

	<u>1970</u>	<u>1980</u>	<u>1990</u>	<u>2000</u>
STRAAM	9,176	14,800	16,770	18,900
METRO (New Housing Allocation Analysis)	----	----	----	20,700

A second long-range population estimate derived from the most recent METRO regional projections is also included in Table IX. The Oregon City area, including its urban growth boundary, is expected to increase to approximately 38,000 by the year 2000. Within the existing City limits, however, population is projected to be approximately 20,700. Two important factors were analyzed in relation to the City's Comprehensive Plan in order to develop these numbers: average household size and buildable vacant land.

Household Size

The average household size in Oregon City and the greater Portland Metropolitan Area has been declining over the past thirty year period, but correspondingly, the number of household formations has been increasing. Much of this demographic phenomenon is attributable to factors beyond simple population growth. Important contributors to the change in household size include reduced family size and birth rate, increased divorce rate, and a trend towards both senior citizens and young adults living apart from an extended central household as was once the case.

The most recent household size projections for Oregon City have been developed by METRO, utilizing 1980 Census data. Table X indicates that household size in Oregon City will continue to decline slightly over the next twenty years, although the City will have a higher household size than the metropolitan average.

T A B L E
HOUSEHOLD SIZE PROJECTIONS

	<u>1980</u>	<u>1990</u>	<u>2000</u>
Portland SMSA (average)	2.59	2.35	2.30
Oregon City Area			
Average	2.60	2.58	2.52
Single-Family	3.08	2.81	2.69
Multi-Family	1.85	1.85	1.81

Buildable Vacant Land

The final major factor influencing population growth and housing development is the amount and availability of buildable vacant land. Table XI illustrates that Oregon City is basically a developed urban area with approximately one hundred and fifteen (115) acres of readily buildable vacant residential land remaining within its existing City limits.

T A B L E
LAND USE AND BUILDABLE VACANT LAND

	<u>Total Residential Land</u>	<u>Vacant Residential Land</u>
Low Density	1,451 Acres	72.9 Acres
Medium Density	163 Acres	18.5 Acres
High Density	<u>50 Acres</u>	<u>23.6 Acres</u>
Total	1,664 Acres	115 Acres

Buildable vacant land is defined in this Plan as sites with 15% or less slope, not substandard in size, with feasible and/or planned public facilities and the minimum of natural hazard features. A recent inventory of the gross urban land area inside the City indicate that 167 acres could be classified as vacant/marginal and 528 acres classified as vacant/unbuildable (see Table XII). In this Plan, marginal land is defined as those parcels with 15-25% slope, soil stability or sanitary sewer problems, but with sewer and other urban services planned or available. Unbuildable lands are those in excess of 25% slopes with a history of unstable soils, sewer problems, and location in the flood plain. Sewers are not planned for these areas. Map C-1 illustrates the location of existing buildable and unbuildable vacant land inside the City.

T A B L E X I I ¹²

ALL CITY LAND: BUILDABLE/UNBUILDABLE			
<u>Buildable</u>	<u>Marginal</u>	<u>Unbuildable</u>	<u>Total City Acres</u>
2,373 Acres	167 Acres	528 Acres	3,068 Acres

Housing Development

Given the available buildable vacant land remaining inside the City, it is estimated that approximately 1,086 new units could be developed at single-family and multi-family densities. Table XIII indicates that the City's projected housing mix on vacant land will be approximately 36% single-family and 64% multi-family. Projected average density on the City's remaining vacant land will be 9.44 units per acre. The projected 35% single-family/64% multi-family housing mix in the short term will help alleviate medium and high density housing needs. In the long term, significant amounts of low density residential land will be annexed to the City from the urban growth area over the next twenty year period, adjusting the overall mixture to more equal proportions over time. The Plan provides for sufficient housing opportunity through a combination of affordable existing units, redevelopment potential (see Table XIV) and new development on vacant land.

T A B L E X I I I
VACANT LAND WITHIN CITY LIMITS

Vacant Buildable* Residential Land by Plan Category (inside City limits)

VACANT LOW DENSITY	389 Units	36%	72.9 Acres
MEDIUM DENSITY	198 Units	18%	18.5 Acres
HIGH DENSITY	499 Units	46%	23.6 Acres
9.44 Units/Acre			115 Acres

Buildable* Land by Proposed Plan Category (inside City limits)

RA-2	(High Density) 8,000 sq. ft. for first 2 units 2,000 sq. ft. for each additional	R-10	(Low Density Residential) 10,000 sq. ft.
	23.6 Acres (6 parcels .5 acre or larger) 499 Units * * * *		49.5 Acres 215 Units * * * *
RD-4	(Medium Density) 8,000 sq. ft. lots	R-8	(Low Density Residential) 8,000 sq. ft.
	17 Acres (6 parcels .5 acre or larger) 184 Units * * * *		All acres developed * * * *
RC-4	(Medium Density) 4,000 sq. ft. per unit	R-6	(Low Density Residential) 6,000 sq. ft.
	1.5 Acres 14 Units * * * *		10.5 Acres 76 Units 12.9 Acres (platted lots) 98 Units * * * *

*BUILDABLE: Sites with less than 25% slope, not substandard in size; with feasible and planned public facilities if not now existing; no natural hazards in excess of average comparable site in City/area.

T A B L E

REDEVELOPMENT POTENTIAL
----Residential Land----

	<u>Total Acres</u>	<u>Total Redevelopable Acres</u>	<u>Redevelopment Potential</u>
Medium Density	163	32.6	355 Units
High Density	50	10.0	198 Units
Professional Office/ High Density	<u>253</u>	<u>38.0</u>	<u>751 Units</u>
Total	466	80.6	1,304 Units

A third category of potential residential development inside Oregon City limits is on land identified as marginal (15% - 25% slopes). An accepted projection assumes that approximately 30% of the available marginal acreage will be developed over the next twenty years. Table XV indicates that 365 single-family housing units could result from development of marginal land.

T A B L E X V¹⁴

MARGINAL LAND DEVELOPMENT

<u>Land Use</u>	<u>Acres</u>	<u>30% Development</u>	<u>Units</u>
Low Density	167	50 Acres	365

Table XVI (Combined Development Potential) illustrates the potential range and number of housing units that can be provided within the City, assuming full development of vacant buildable land. Redevelopment as shown in Table XVI and 30% development of vacant marginal land in the City is also assumed.

T A B L E X V I

COMBINED DEVELOPMENT POTENTIAL

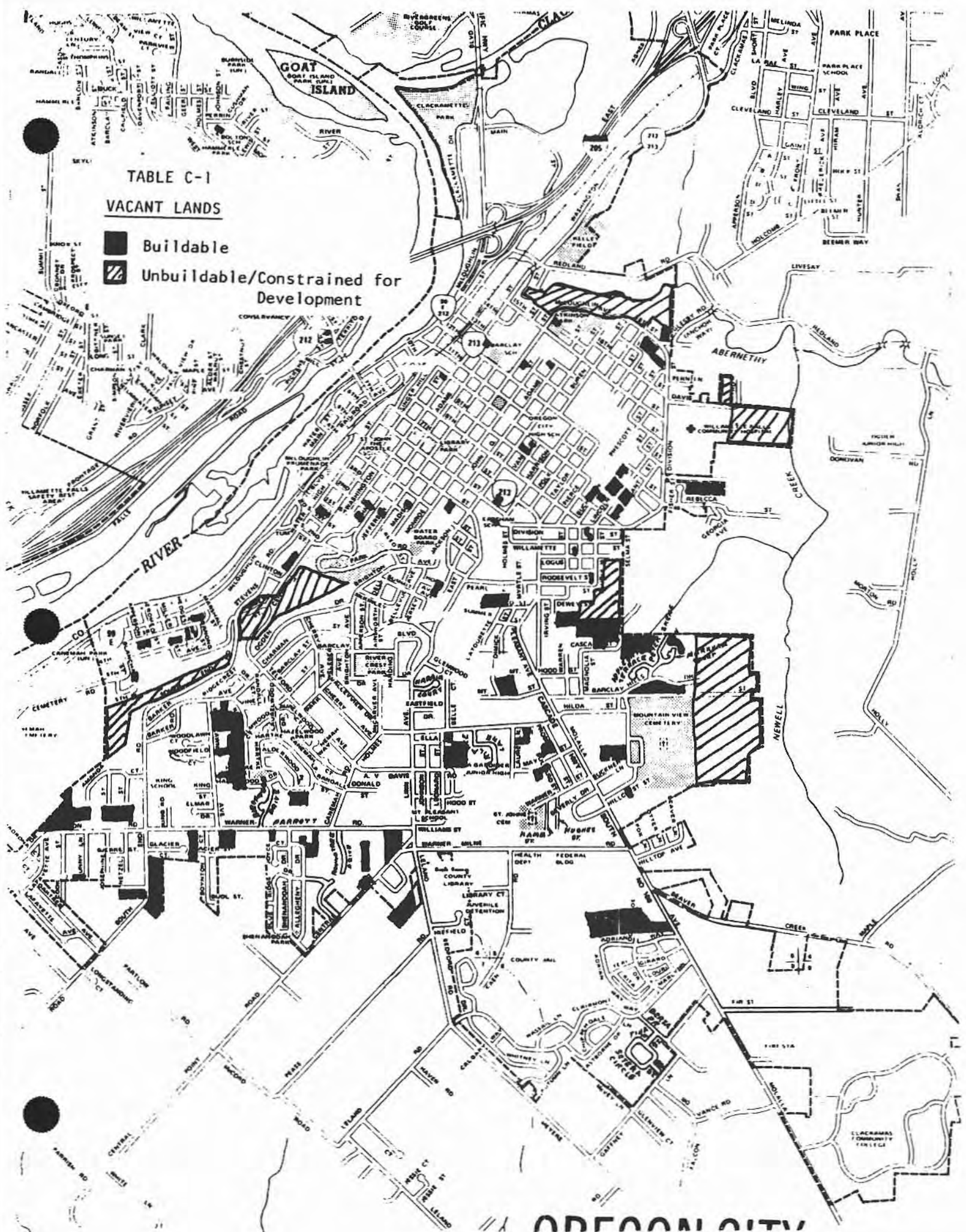
	<u>Acres</u>	<u>Units</u>		<u>Units per Acre</u>
		<u>Single Family</u>	<u>Multi-Family</u>	
Buildable/Vacant	115	389	697	
Marginal/Vacant	50	365		
Redevelopment	<u>80.6</u>	<u> </u>	<u>1,304</u>	
Total	245 Acres	754	2,001	11.2 Average

Future growth potential for the greater Oregon City area is evaluated in the Growth and Urbanization section of the Plan. However, it is important to note that the City's housing strategy is linked to close coordination with Clackamas County and the Tri-City Service District to ensure that transportation facilities and urban services are not overburdened by residential development in the Urban Growth Boundary. In the long term, implementation of the City's and County's Comprehensive Plans may result in single-family homes accounting for more than 50% of the City's housing stock. However, the unique combination of topography, limited sewer facilities and transportation corridor limitations require that lands in the urban growth boundary will need to remain within the categories designated in the Clackamas County Comprehensive Plan, unless that plan is amended.

TABLE C-1

VACANT LANDS

- Buildable
- ▨ Unbuildable/Constrained for Development



OREGON CITY

HOUSING GOALS AND POLICIES

Goal

Provide for the planning, development and preservation of a variety of housing types at a range of price and rents.

Policies

1. The City shall cooperate with the Clackamas County Housing Authority and the Metropolitan Service District in carrying out the MSD area-wide Housing Opportunity Plan.
2. The City shall encourage the maintenance of the existing residential housing stock through appropriate zoning designations, considering existing patterns of development in established older neighborhoods.
3. The City shall encourage the private sector in maintaining an adequate supply of single and multiple family housing units. This shall be accomplished by relying primarily on the home building industry and private sector market solutions, supported by the elimination of unnecessary government regulations.
4. The City shall encourage owner-occupied multiple-family dwelling units. Housing such as condominium or town houses will be allowed in all multiple-family zones.
5. The City shall encourage a diversity of housing options in new subdivisions by maintaining and periodically reviewing a planned unit development ordinance.
6. The City shall encourage the development of small and unique sites by allowing planned unit developments on sites of less than two acres where appropriate.
7. The City shall encourage affordable housing for the elderly. Boarding and lodging houses will be encouraged as an alternative housing option.

11

Housing Policies

8. The City shall provide for additional mobile home housing opportunities on lands designated for low-density residential use and which are in ownerships of three acres or larger, within the dual interest area, when such parcels are annexed, by adopting a City-administered planning and zoning designation which continues in effect the Clackamas County Comprehensive Plan Housing Policy #7, related to mobile homes, and Clackamas County Zoning Ordinance, Sections 824 to 826; provided, however, that mobile homes shall be permitted only in a mobile home subdivision.

9. *see Ordinance 89-1043*

10.

FOOTNOTES

¹ Estimates for Oregon City are based on a mid-1977 city-wide land use and housing field survey.

² Estimates for Gladstone were obtained from a city-wide survey conducted in mid-1977.

³ The information for West Linn was not available in a usable form.

⁴ S.M.S.A. (Standard Metropolitan Statistical Area) is the census designation for the four Portland area urban counties: Clark (Washington State), Washington, Multnomah, and Clackamas. Estimates for the S.M.S.A. and the three Oregon counties are based on building permits issued as of December 31, 1976 (these are unpublished tabulations).

⁵ Income distribution is 1970 Census Data multiplied by factor of 1.603. Factor was supplied by U.S. Department of Housing and Urban Development.

⁶ Home and Rental Housing Cost Distributions are 1970 Census Data multiplied by a H.U.D. supplied factor of 1.974.

⁷ This is a summary of a more detailed range comparison of number of families in each income group to number of housing units in each cost group. Assumptions: 25% of income spent on housing; 2.5 times income as maximum cost of bought housing.

⁸ Economic Development Department, Portland General Electric.

⁹ Sewerage Facilities Plan, Volume 1, STRAAM Engineers, Inc., December 1978, pp. 49-50. METRO, Housing Allocation Workshop Tables, April 1981.

¹⁰ 1980 U.S. Census Information.

¹¹ Oregon City Planning Department Calculations.

¹² Oregon City Planning Department Calculations; Oregon State Department of Geology and Mineral Industries Maps.

¹³ Assumes 20% redevelopment for Medium and High Density Lands; assumes 15% redevelopment potential for Professional Office/High Density Lands.

Medium Density	32.6 Acres
High Density	10 Acres
Professional Office/ High Density	38 Acres

This assumption is based on past redevelopment trends in Oregon City and market demand trends for new multi-family units in the area.

¹⁴ The market demand for single-family development on marginal vacant land (15%-25%) identified through a Planning Department inventory is assumed to be approximately 30% of the available land. This is a conservative assumption below METRO's 50% land absorption rate assumed in their UGB findings for

FOOTNOTES (14 - continued)

development for constrained or unbuildable land. The Planning Department believes that 30% development of the in-City marginal land is a justified assumption for several reasons:

- Economic constraints of developing marginal land will limit new construction. Buildable land inside the City and in the UGB will tend to develop first.
- Marginal land is located on poorly subdivided parcels.
- Sewer access to some of the marginal land will limit development in the short term.

ORDINANCE NO. 92-1028

AN ORDINANCE AMENDING THE HOUSING ELEMENT AND THE GROWTH AND URBANIZATION POLICIES OF THE COMPREHENSIVE PLAN TO REVISE THE POLICIES

WHEREAS, the 1989 Legislature enacted new planning requirements for manufactured housing, and

WHEREAS, the City and County have a revised Urban Growth Management agreement, and

WHEREAS, the current policies in the Comprehensive Plan need to be revised to incorporate the new provisions, and

WHEREAS, the Oregon City Planning Commission, on June 23, 1992, conducted public hearing to consider adoption of these proposals, and

WHEREAS, the proposed amendments to the Housing, and Growth and Urbanization Elements are designed to best meet the land use planning needs of the City

Oregon City Ordains as Follows:

Section 1. That the Housing Element Policies of the Comprehensive Plan is hereby amended as follows:

HOUSING GOALS AND POLICIES

Goal

Provide for the planning, development and preservation of a variety of housing types at a range of prices and rents.

Policies

1. The City shall cooperate with the Clackamas County Housing Authority and the Metropolitan Service District in carrying out the MSD area-wide Housing Opportunity Plan.

2. The City shall encourage the maintenance of the existing residential housing stock through appropriate zoning designations, considering existing patterns of development in established older neighborhoods.
3. The City shall encourage the private sector in maintaining an adequate supply of single and multiple family housing units. This shall be accomplished by relying primarily on the home building industry and private sector market solutions.
4. The City shall encourage owner-occupied multiple-family dwelling units. Housing such as condominium or town houses will be allowed in all multiple-family zones.
5. The City shall provide for Planned Development regulations to encourage flexibility in the provision of housing types and densities. Within Planned Developments, housing densities may exceed the densities provided on the City's zoning map if such development is carried out on a parcel of land or contiguous parcels of land which has two (2) or more different residential densities on the zoning map, so long as the total permitted density for the entire property is not exceeded. Any proposed expansion of an existing Planned Development shall be treated as an application for a new planned development.
6. Any density transfer within a Planned Development shall demonstrate compatibility with adjacent residential development.
7. The City shall encourage the development of small and unique sites (steep slopes or significant natural resources) by allowing planned developments on sites of less than two (2) acres, where appropriate.
8. The City shall encourage the development of affordable housing for a diversity of household types consistent with the Clackamas County CHAS fair share policy.
9. The City shall provide opportunities for manufactured dwelling parks on four (4) acres or greater on lands designated Medium Density Residential/Manufactured Dwelling Park (MR/MDP).
10. The City shall create a new plan and zoning designation - Low Density/Manufactured Dwelling (LR/MD) and R-6 (MH). Manufactured housing shall be permitted on individual lots (both in subdivision and as infill) in areas zoned R-6/MH.
11. The City shall, at each Periodic Review, review the allocations of buildable lands to meet regional and local housing needs.

Section 2. That Growth and Urbanization Policy Numbers 5 and 6 at page G-7 be revised as follows:

5. Urban development proposals on land annexed to the City from Clackamas County shall be consistent with the land use classification and zoning approved in the City's Comprehensive Plan. Lands that have been annexed shall be reviewed and approved by the City as outlined in this section.
6. The rezoning of land annexed to the City from Clackamas County shall be processed under the regulations, notification requirements and hearing procedures used for all zone change requests, except in those cases where only a single City zoning designation corresponds to the Comprehensive Plan designation and thus the rezoning does not require the exercise of legal or policy judgment on the part of the decision maker. The proposal shall address the following:
 - (1) Consistent and supportive of the Comprehensive Plan Goals and Policies,
 - (2) Compatible with the general land use pattern in the area established by the Comprehensive Plan.

Quasi-judicial hearing requirements shall apply to all annexation and rezoning applications.

Read first time at a regular meeting of the City Commission held on 16th day of September, 1992, and the foregoing ordinance was enacted by the City Commission this 16th day of September, 1992.

City Recorder

ATTESTED this 16th day of September, 1992

ORDINANCE NO. 90-1032

AN ORDINANCE AMENDING THE POLICIES IN THE HOUSING ELEMENT OF THE COMPREHENSIVE PLAN TO ADD LOCATIONAL POLICY 11 FOR MEDIUM AND HIGH DENSITY RESIDENTIAL USES AT PAGE C-17.

WHEREAS, ORS 197.640 requires local governments to enact measures to bring their Comprehensive Plans and regulations into compliance with the Periodic Review Factors; and

WHEREAS, the Oregon City Planning Commission on May 10, 1990 conducted a public hearing to consider the adoption of the new policies; and

WHEREAS, the Oregon City Planning Commission has recommended the approval of these amendments to meet Periodic Review requirements; and

WHEREAS, the proposed amendment to the Housing Element of the Comprehensive Plan is designed to best meet the land use planning needs of the City.

OREGON CITY ORDAINS AS FOLLOWS:

That the Housing Element of the Oregon City Comprehensive Plan, at page C-17, is hereby amended to add Policy 11, to read as follows:

11. The following policies shall govern the location and siting of new high density and medium density housing areas:

a. High Density

- High Density districts shall have access to major or minor arterial streets. If not located along a major or minor arterial street, it shall be demonstrated that the capacity and design of the local street system can safely accommodate the estimated vehicular and pedestrian traffic.
- High Density districts shall be encouraged in areas where there is a high concentration of facilities and services.
- High Density districts may be provided as a buffer between Commercial and Low Density or Medium Density Districts.

- High Density districts shall be located in areas where an adequate level of services, including schools, police and fire protection services, are or can be reasonably made available to serve the development.

b. Medium Density

- Medium Density districts should have access to collector or arterial streets. If not located along a collector or arterial street, it shall be demonstrated that the capacity and design of the local street system can safely accommodate the estimated vehicular and pedestrian traffic.
- Medium Density areas may be provided as a buffer between Low Density districts and Commercial or High Density districts.

Read first time at a regular meeting of the City Commission held on the 6th day of June, 1990, and the foregoing ordinance was finally enacted by the City Commission this 6th day of June, 1990.

ORDINANCE NO. 89-1043

AN ORDINANCE AMENDING THE POLICIES IN HOUSING ELEMENT OF THE COMPREHENSIVE PLAN TO ADD TWO NEW POLICIES 9 AND 10 AT PAGE C-17.

WHEREAS, the Planning Commission initiated a text amendment to the Housing Element of the Comprehensive Plan, and

WHEREAS, the Planning Commission recognizes that density transfers, are desirable within a Planned Development, and

WHEREAS, when such density transfers are made in a Planned Development application, compatibility with the abutting residential development is required, and

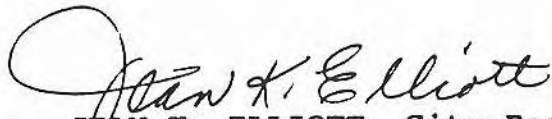
WHEREAS, the proposed amendments to the Housing Element of the Comprehensive Plan are designed to best meet the land use planning needs of the City.

OREGON CITY ORDAINS AS FOLLOWS:

That the Housing Element of the Oregon City Comprehensive Plan, at page C-17 is hereby amended to add policies 9 and 10, to read as follows:

9. The City shall provide for Planned Development regulations to encourage flexibility in the provision of housing types and densities. Within Planned Developments, housing densities may exceed the densities provided on the City's zoning map if such development is carried out on a parcel of land or contiguous parcels of land which has two or more different residential densities on the zoning map, so long as the total permitted density for the entire property is not exceeded. Any proposed expansion of an existing Planned Development shall be treated as an application for a new planned development.
10. Any density transfer within a Planned Development shall demonstrate compatibility with adjacent residential development.

Read first time at a regular meeting of the City Commission held on the 20th day of December 1989, and the foregoing ordinance was finally enacted by the City Commission this 20th day of December, 1989.



JEAN K. ELLIOTT, City Recorder

ATTESTED this 20th day of December, 1989



DAVID D. SPEAR, Mayor

**D.
COMMERCE
AND INDUSTRY**

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COMMERCE AND INDUSTRY

PURPOSE

In 1975, the Land Conservation and Development Commission (LCDC) mandated Statewide Planning Goals. Goal Number 9 seeks to "diversify and improve the economy of the State".

In 1976, Land Use Policies for Oregon City presented the goal for Commerce and Industry to "maintain a healthy and diversified economic community for the supply of goods, services, and employment opportunity". This section will present data and analysis leading to the Comprehensive Plan maps and the implementation ordinances.

HISTORICAL PERSPECTIVE

Oregon City has long had a prominent place in the history of the commerce of Oregon and the Willamette River Valley. From early times, portaging at the Falls created a situation for development. By 1846, both the Barlow Road to The Dalles and the Applegate Route to California were in use. With regular river steamer service in 1850, the City was a hub for the exchange and transfer of goods from the upper and lower River and the land routes on the East side of the River. By 1860, a local railroad went from Canemah to Downtown and to Salem by 1870. Soon after, in 1873, work began on a system of locks to serve boat traffic around the Falls. The first large industry was based on water power; in 1865, the Oregon City Woolen Mill was established. National rail service and the upgrading of other transportation systems, particularly the Interstate Highway system, has created the current fabric for industry and commerce in Oregon City. A principal constraint is the unique topography of the City, which has limited the transportation systems, and constrained growth possibilities of established commercial and industrial sites.

EMPLOYERS IN OREGON CITY

Oregon City is a part of the Portland regional picture, but unlike many cities, it is not principally a "bedroom" for Portland. Employment is strong and diversified. No single employer or sector dominates the picture. Despite a widespread image as a "mill town", both County government and Community College employ more people than the lumber/paper mill. Compared to the entire Portland area, the City is significantly higher in percentage of jobs in government and retail businesses. The City has fewer opportunities available in manufacturing and wholesale places of employment, compared to region-wide employment.

T A B L E I
EMPLOYMENT BY SECTOR IN OREGON CITY

	Total Headquartered in City	%	Total in City	%	Portland ³ SMSA '76 (%)
MANUFACTURING	821	12	821	11	21
CONSTRUCTION	124	2	613	8	4
TRANSPORTATION/ COMMUNICATIONS/UTILITIES ¹	110	2	160	2	7
WHOLESALE	30	0.5	62	1	8
RETAIL	1,700	26	1,764	25	17
FINANCIAL/INSURANCE ²	239	3.5	239	3	7
SERVICES	1,348	21	1,487	20	20
GOVERNMENT ²	2,145	33	2,145	30	16
	6,517	100	7,291	100	100

* Includes firms doing business intermittently within the City, especially construction trades and services.

PRIMARY SOURCE: Oregon City Business License Survey, 1978

Note: If there is any inaccuracy in these numbers, they may be understated, since the business license fee is increased if the number of employees reported are increased.

OTHER SOURCES: ¹CRAG Preliminary Employment 75-76 (May 1977)
²Direct Survey (No business license required)
³Oregon Division of Employment 1976 (no business license required)

GOVERNMENT

In total, 2,145 public employees work in Oregon City in six governmental agencies. The largest non-manufacturing employer in Oregon City is Clackamas Community College, with a range of 750 employees to 850 or more seasonally. Next is Clackamas County, with 630 employees, located at three sites in Oregon City: Red Soils, the County Courthouse, and Abernethy Road offices. Oregon City Schools employ 352 persons and the State of Oregon, 170. The City of Oregon City employs 165, and the Federal Government, 78. The continuation of Oregon City as the focus for County employment and the location of the Community College should assure the strength and continuation of the City's largest employment sector.

HEALTH SERVICES

The Willamette Falls Hospital, located on Division Street in the Buena Vista area, provides employment for 423 people. The location of ten other private physicians, clinics and health care facilities brings the total to 608 employees in the Division Street area.

Many additional medical offices and health support services are located in the McLoughlin Neighborhood. The capital investment in these properties should assure the continuation of these services, but there is pressure to find sites with more land available for expansion and off-street parking. Land has been provided in the Plan, primarily along Molalla Avenue, Division Street, and Warner Milne Road to accommodate the move of some of the medical facilities to larger sites within the community if they so desire.

The historical location of regional health services in Oregon City, including the Willamette Falls Hospital, should guarantee strong health service employment into the future.

RETAIL SALES

Oregon City has traditionally been the centrally located commercial area for Clackamas County. However, the increased use of the automobile and improved transportation systems have increased the traveling distance for the average consumer. New regional shopping centers have pulled business from older established areas with the attraction of malls and free, easy parking. In the face of this movement, Oregon City has so far retained a large retail employment. The retail sector is only second to government in total employment opportunities in Oregon City.

The single largest retail employer is Danielson's Thriftway Complex in Hilltop, with 119 employees. The growth of this complex and the development of Southridge Shopping Center and Fred Meyer's in the same area will provide a strong anchor to the southern development of Molalla Avenue, and continued employment opportunity in the Hilltop Neighborhood.

The Oregon City Shopping Center, located along McLoughlin Boulevard, between I-205 and the Clackamas River Bridge, has a total employment of 374. J.C. Penney's and Payless Drugs, with 114 and 55 employees respectively, are the two largest employers. This is strategically located at the intersection of the Interstate Highway and the principal arterial, but growth (expansion) has stagnated due to the adjacent land not being under the same ownership.

Other significant retail employment is in small to medium-sized businesses, principally in Downtown and along Highway 213.

OTHER OFFICES

Along with health services, Oregon City's office sector contains 23% of the City's employment. Financial institutions, insurance agencies and many services are included in this sector. Many offices, such as law or title insurance offices, are related to the large governmental sector in town.

OTHER OFFICES (continued)

These small and medium-sized employers provide stable, "white-collar" jobs which attract well-educated, professional people. Land for these uses has been designated in the Plan in all neighborhoods, except Hazelwood and Southwest.

INDUSTRIAL ACTIVITY

The industrial development in Oregon City is principally confined to a few firms. Early in the City's history, Willamette Falls provided power for industrial development, and the River was used for transportation of goods. The importance of both the Falls and the River has diminished since those early days. The River is now used mainly for log booming and barging of sand and gravel products.

The largest private industrial employer in Oregon City is Publishers Paper, with 80% of the City's industrial work force in two locations. Their main paper plant is located on the Willamette River near the Downtown Business District and employs 556 workers. An additional 103 workers are employed at their sawmill in the North industrial area which produces milled wood and pulp products. The continuation of these enterprises is predicated on a number of complex variables, including air and water quality requirements and the availability of work force, energy, water transportation, and raw materials. Air and water quality controls place an increasing burden on older facilities.

Transportation is a critical location factor for the sawmill operation. Availability of logs and the feasible trucking distance to tree harvesting will be critical.

The paper mill is restricted by its location. The boundaries of Highway 99E, Southern Pacific Railroad and the Willamette River do not allow for site expansion. The cost of redevelopment to meet future air and water quality standards, and processing advancements could outweigh the current capital investment.

INDUSTRIAL ACTIVITY (continued)

Publishers Paper is actively pursuing a project with the Metropolitan Service District (METRO) for the building of a resource recovery facility on a site near I-205 in the City. The new facility would provide a significant portion of the steam and electrical power required for the paper mill. This indicates the company's commitment to continued location in Oregon City.

The other major natural resource based industry is Western Pacific Construction Materials which operates a sand and gravel processing operation in the North industrial area adjoining Clackamette Lake and bounded to the East by I-205. The adequate site size and the availability of barge traffic on Clackamette Lake and the Willamette River make this a viable operation as long as aggregate resources are available on the Willamette.

The remaining industries range from 1 to 40 employees, and have located in Oregon City for reasons other than the River and natural resource availability. The location of new industry will consider Oregon City's position in regional transportation, the availability of a skilled work force, available sites and the availability of educational resources such as Clackamas Community College. The principal area available for industrial expansion within the City is located just north of the College.

Community acceptance of new industry was surveyed in the Neighborhood Questionnaire (1978) with the following results:

T A B L E I I

SURVEY RESULTS ON ACCEPTANCE OF INDUSTRIAL EXPANSION

Question: DO YOU FAVOR MORE INDUSTRY IN OREGON CITY?

	YES	%	NO	%
BUENA VISTA	19	48	21	52
CANEMAH	5	21	19	79
ELY	43	52	40	48
FIRST LEVEL	6	60	4	40
HAZELWOOD	23	49	24	51
HILLTOP	59	63	34	37
MCLOUGHLIN	84	51	80	49
RIVERCREST	76	55	63	45
SOUTHWEST	80	55	66	45
TOTAL CITY:	395	53	351	47

NO RESPONSE: 139

SOURCE: Oregon City Survey, 1978

This new industry is desired by a slim majority. Many who did not favor more industry indicated a strong negative feeling about pollution. Many indicated a desire for small firms of a non-polluting nature. Others indicated that new industry should not increase the transportation problems or infringe on residential areas. The Hilltop area, where the greatest desire for more industry was identified, is the location of the industrial sites near the College.

PROJECTED LAND USE NEEDS

A prime objective of long-range planning is to provide sufficient locations for the desired amount and type of future development. An understanding of current use is the beginning of that process. The current total of commercial and industrial land uses is 203.3 acres, which is 6.7% of the total 3,013 acres in the City.

This proposed Comprehensive Plan designates approximately 629 acres within current City limits for commercial and industrial use.

T A B L E I I I
PROPOSED LAND USE BY PLAN CATEGORY

	ACRES	% OF CITY LAND
LIMITED COMMERCIAL (LC)	25	0.8%
GENERAL COMMERCIAL (C)	292	9.7%
Total Commercial:	317	10.5%
INDUSTRIAL (I)	312	10.4%
Total Commercial & Industrial:	629	20.9%

The proposed Plan also designates 107 acres (3.6%) for Limited Office (O) uses. Additional land for these purposes is projected in the Oregon City area outside the current City limits.

Two projections are developed in this section to ascertain the amount of land which should be reserved for commerce and industry. These types of projections are neither an exact science nor is the data base infallibly accurate. They are intended to give a general picture of the future if current trends in employment and the economy continue.

PROJECTED LAND USE NEEDS BASED ON PRIVATE EMPLOYMENT

This projection will allow a comparison between land needed to provide for the local work force and planned land use.

The percentage employed is derived from results of the Oregon City survey, with 38.9% of the total City population being employed. This figure is compared to other jurisdictions below.

T A B L E I V
W O R K F O R C E - 1 9 7 8
(P E R C E N T A G E O F T O T A L P O P U L A T I O N)

PORTLAND SMSA ¹	51.9%
CLACKAMAS COUNTY ²	37.6%
GLADSTONE ²	40.5%
OREGON CITY ³	38.9%

- NOTE:
1. State of Oregon Department of Employment Division
 2. Gladstone Plan
 3. Oregon City Survey 1978

The survey also shows that 39.7% of the employed city residents work in Oregon City (5,258 residents).

The relationship of public employment to land use demand differs from private employment. Land for governmental uses is often acquired for long term future development without the consideration of real property taxation as applied to the private sector. For this reason, private and public employment have been separated in the following analysis.

Oregon City has a large governmental employment sector, and in recent years, the growth of this sector has out-paced private employment. Current political activity is seeking to limit that growth. Two alternative public sector work force projections are used here: One is the Columbia Region Association of Government's projection for a stable increase in public

employment (25% of total employment), the other a "no change" projection (currently 19% of total employment), where the sector would diminish in overall percentage of total work force and stabilize at current employment levels. If current trends continue, future government employment will probably be at a point somewhere between the two.

Based on these two alternative projections for employment for government, the remaining employment in the private sector and related land use needs can be estimated as shown in the following table.

T A B L E V
LAND USE NEEDS BASED ON PRIVATE SECTOR EMPLOYMENT - YEAR 2000

Private Sector	75% of Resident Work Force (Stable Government Growth)	81% of Resident Work Force (No Government Growth)
Resident Work Force*	3,944	4,259
Employment Density (Employees/Acre)	7.1	7.1
Acres Needed	556	600

* Based on estimated population, year 2000 of 38,000. Total work force is 40% or 13,245. Resident work force is 40% of total work force, or 5,258. Total Oregon City employment is 15,464.

The proposed commercial and industrial acreage of 629 acres is greater than the two figures shown in the above table. If governmental employment grows at a stable rate, then a surplus of 73 acres in commercial and/or industrial plan designation will appear by the year 2000, within the current City limits. If there is no growth in the public sector, a surplus of 29 acres will be present within the current City limits in the year 2000. It is apparent that this Plan designates sufficient land for commercial and industrial employment into the future.

PROJECTED COMMERCIAL LAND USE

This projection provides a check against designated land use to assure that an adequate supply of land is available for commercial development.

The previous Comprehensive Plan allocated 9.8% of all land in Oregon City to commercial use (295 acres). This contrasts with actual land use which is 3.2% (96 acres), indicating an abundance of land previously planned for commercial use. It must be noted that not all of the land previously planned for commercial use is suitable for that use. Environmental constraints such as topography, and economic constraints such as relative location to potential customers and access are a few factors affecting suitability of land for commercial use.

This method uses the ratio of current commercial land use per 1000 population, which is projected into the future.

T A B L E V I
C O M M E R C I A L R A T I O S T A N D A R D

	1977 (14,000 Pop.)	2000 (38,000 Pop.)
Current Ratio	6.82 acres/1000 Pop.	6.82 acres/1000 Pop.
Commercial Land Use	95.5 Acres (Actual)	259 Acres (Projected)

This projection assumes maintenance of the status quo and ignores development of commercial activity outside Oregon City. Completion of I-205, facilitating access to commercial areas North of the City, and completion of Clackamas Town Center will have an effect on commercial land needs in Oregon City. These developments will reduce the projected 259 acres needed for commercial use in the year 2000. However, continuance of the unstable energy situation could increase the need for local commercial outlets. These variables will eventually be the determining factors in the amount of land used for commercial purposes in Oregon City. D-11

The 317 acres designated in this Plan for commercial use is well above the projected commercial land need of 232.2 acres for the year 2000. This surplus of 85 acres may increase as competition from outside the City and the future energy situation begin to have an effect.

NEIGHBORHOOD SURVEY RESULTS

The table below shows the results from the Neighborhood Planning Survey, which indicates a limited demand for new or expanded business within individual neighborhoods. The Hilltop Neighborhood showed the strongest demand for new or expanded business. The Survey Question only asked if business was favored within their own neighborhood. These responses do not address new or expanded business for the City as a whole.

Table VIII on the next page shows the types of new or expanded business suggested by residents for their neighborhood.

T A B L E V I I
SURVEY RESULTS: DEMAND FOR NEW OR EXPANDED NEIGHBORHOOD BUSINESSES

	FAVOR IN THEIR AREA	DO NOT FAVOR IN THEIR AREA	NO RESPONSE	TOTAL SURVEYS RETURNED
BUENA VISTA	10	19	15	44
CANEMAH	9	11	7	27
ELY	25	35	33	93
FIRST LEVEL	1	4	6	11
HAZELWOOD	11	40	9	60
HILLTOP	52	16	39	107
MCCLOUGHLIN	52	66	73	191
RIVERCREST	19	76	57	152
SOUTHWEST	25	90	49	164

SOURCE: Oregon City Survey 1978

SURVEY RESULTS: TYPE OF NEW OR EXPANDED NEIGHBORHOOD BUSINESS DEMAND

	BUENA VISTA	CANEMAH	ELY	FIRST LEVEL	HAZELWOOD	HILLTOP	MCLOUGH.	RIVERCREST	S.W.	TOTAL
Small Specialty Shop	3	2	5	---	2	14	10	7	6	49
Local Grocery	2	7	3	1	---	1	18	1	7	40
Shopping Center	---	---	4	---	1	14	4	2	4	29
Supermarket	1	---	2	---	3	12	3	1	4	26
Fast Food	---	1	7	---	1	12	---	1	3	25
Restaurant	---	2	2	---	3	9	2	1	3	22
Variety	---	---	2	---	1	10	4	2	2	21
Major Department Store	---	---	2	---	1	5	2	3	---	13
Professional Office	2	---	1	---	---	---	4	2	1	10
Service Station	---	2	---	---	1	1	1	2	3	10
Home Occupation	1	---	---	---	---	---	1	1	---	3
Bank	---	---	1	---	---	1	---	---	---	2

SOURCE: Oregon City Survey 1978

LOCATIONAL ANALYSIS

This subsection will analyze each area of the City in terms of its problems and potential for economic development.

FIRST LEVEL

At one time in the middle and late 1800's, this narrow rock shelf along the Willamette River contained most of the City. It was a mixture of residences, churches, government buildings, commercial and industrial uses. Today, most of the residences, and all of the churches have moved up the hill, leaving the land for commercial and industrial uses. The County government plans to eventually leave, following municipal government, which moved out in the 1920's.

First Level contains at least five different commercial and industrial areas. These are:

- (A) The Downtown Business District, extending from the River to the bluff, roughly from 5th Street to 12th Street.
- (B) A general commercial area north of Downtown, extending from 15th Street to Abernethy Creek.
- (C) The Oregon City Shopping Center and other businesses along McLoughlin Boulevard North of the I-205 Interchange.
- (D) Publisher's Paper Company Southwest of 5th Street.
- (E) The industrial areas near the Rossman Landfill.

Each of the areas has a distinct character and mixture of land uses. All of these areas serve a commercial customer base extending beyond the City limits. They share a high traffic volume.

A. DOWNTOWN (central business district)

The Downtown area contains much of the remaining historical commercial core of Oregon City. Strictly confined by topography, Downtown is basically two blocks wide and seven blocks long. Many of the buildings are over fifty

years old, with many changes on the exterior and most altered in the interior. Downtown is well served by transit, and is accessible not only to Oregon City, but also to West Linn and Gladstone. To capitalize on these features, the City should aggressively pursue a Downtown development plan which should consider the following:

1. Increased parking for both the customers and employees.
2. An overall thematic development of historical character.
3. Continued development of public transit, as an option to parking Downtown.
4. Increased landscaping wherever possible.

B. COMMERCIAL AREA NORTH OF DOWNTOWN (general commercial)

The general commercial area North of Downtown extends from 12th Street to 15th Street and Abernethy Creek. It also contains single-family houses and light industry buildings. Zoned for light industry since 1954, little of that use has developed.

Major car dealerships are the largest use and have a total employment of 210. The present capital investment coupled with name and location familiarity would logically mean a continuation of this commercial activity. The car dealerships have been pressed for room to expand, due to the topography and other tight existing barriers. There has been some movement out of the area as a result. Enough new parcels have become available to permit some expansion, but there are problems with continuity of property. In order to retain these businesses, changing the Plan and Zone categories from industrial to general commercial is proposed for this area. Industrial uses have been phasing out, in any case, as car sales expand. There are few, if any, sites suitable for industry South of 15th Street, and new industrial uses would conflict with the most viable use of this area, which is retail auto sales and related auto servicing.

C. OREGON CITY SHOPPING CENTER (general commercial)

The high traffic volumes of McLoughlin Boulevard tend to serve rather than impact the commercial area North of the I-205 Interchange. The traffic signal at the Oregon City Shopping Center allows controlled access, so that the development on both sides of McLoughlin Boulevard are easily accessible without adding significantly to the congestion. The overnight lodging facilities developed here are easily accessible from all points of the Tri-Cities and should serve area needs for years to come. New development along the River must continue to exhibit sensitivity to the River and to the hazards of the flood plain.

In the 1960's, the new concept of "shopping center" came to Oregon City. The "Oregon City Shopping Center" has now fully developed. Expansion to the East has been considered in the past and could occur if land owned by the Center was available. The impact of the development of Clackamas Town Center, a few minutes away by freeway, is not yet fully known. Continued good public relations and the upgrading of facilities and landscaping could retain much of the current business. Recognition of the regional facility and development of a market that complements rather than attempts to conflict will assure the continued commercial activity here.

D. PUBLISHERS INDUSTRIAL AREA (industrial)

The industrial area around Publisher's Paper is severely confined by the Willamette River to the West and the bluff to the East. Expansion of these facilities at this site is nearly impossible, dictating expansion to other parts of the City if needed.

There is also a small industrial area along Highway 99E between South Second and the Canemah area. A few small businesses and industries are in this area, including a large electric sub-station. No expansion of the area is planned.

E. INDUSTRIAL AREA NEAR ROSSMAN'S LANDFILL (industrial)

The industrial areas surrounding Clackamette Lake, Washington Street, and Abernethy Road have some expansion room, subject to flood plain limitations. Access to Highway 99E, 212, 213 and Interstate 205 is good. Access to the South toward Clackamas Community College and the proposed industrial area on Fir Street will be improved with the completion of the Oregon City By-Pass between I-205 and the College.

CANEMAH (limited commercial)

The historic significance and lack of significant commercial development over the years forces a very careful consideration of commercial development in the area. The projection of its historic nature, with the recognition of the existence of Highway 99E, suggests a historic commercial character. Commercial activity should serve this small neighborhood and blend with its scale and setting. Serious consideration should be given to specialty commercial development with a historic theme. This would attract people from outside the neighborhood and may create parking problems. Thematic development should exist, but be controlled through the zoning designations and design review.

MCLOUGHLIN (limited commercial and limited office)

Commercial activity is centered along 7th Street and its intersection with Washington and High Streets. This area once served as a commercial center to McLoughlin Neighborhood and the expanding City to the South. The growth of commercial activity on Molalla Avenue has reduced the city-wide importance of this area. The high traffic volume on 7th Street has led to an auto-orientation for some of the business. The provision of off-street parking has caused the razing of some older commercial buildings.

The largest concentration of commercial activity serves the neighborhood; limited commercial uses should be encouraged, since general commercial uses could conflict with nearby residential use (particularly in terms of lot size and parking needs). The High Street area has grown in medical and general office uses with a few general commercial operations oriented to the neighborhood or medical community. A few areas are planned where limited offices could be permitted on a conditional use basis. These are along streets heavily impacted by traffic and noise.

BUENA VISTA

Buena Vista has a small neighborhood commercial service and a large limited office area which is primarily for medical offices.

(1) 16TH STREET (neighborhood commercial): The commercial activity is one neighborhood store (corner of 16th and Polk). The Neighborhood Group indicates that this adequately serves their needs and no additional sites are desired.

(2) EAST OF DIVISION STREET (limited office): Willamette Falls Hospital and related medical services are located in this area. These uses should not expand into the residential area of Buena Vista, West of Division Street. Areas for office expansion have been designated in more appropriate sites along Molalla Avenue and Warner Milne Road.

ELY - MOLALLA AVENUE AREA (general commercial)

Molalla Avenue has developed as general commercial. Along this high volume major arterial a variety of activities have developed. A few large sites have been developed, but much of the land was platted for residential development so the lots are small and irregular. Most of the development has been small scale buildings accommodating one or more small businesses. The

great number of accesses for parking results in considerable congestion on Molalla Avenue. Many of the existing buildings are poorly designed. Molalla Avenue is the major connecting link in Oregon City and attention needs to be paid to solving the problems of this commercial "strip".

Commercial activity along Molalla Avenue can be improved by considering future traffic safety improvements, effectiveness of design review, and the allowed uses in the zoning regulations. The City should also consider encouraging tree planting, increased landscaping and sidewalk improvements. The City should also consider prohibiting any business South of the proposed By-Pass interchange at the current entrance to the Community College.

HILLTOP

The Hilltop Neighborhood has an industrial area, a commercial area, and a limited office area.

(1) FIR STREET (light industrial)

Designation of the property around Fir Street for industrial use will provide an alternative to location in First Level for many industrial firms. This area would be ideal for the light industrial uses contained on the State's "Target Industries" list, for example:

- Electronics - Manufacture and Development
- Recreation and Sporting Goods Equipment
- Printing and Publishing
- Distribution and Warehousing
- Medical and Dental Equipment

These rapidly growing industries are moderate water and power users and are non-polluting. They attract well-educated, highly trainable and a very productive labor force. Being adjacent to the Community College, a large commercial area, all types of housing, and the proposed Oregon City By-Pass should help to attract these industries to this area of Oregon City.

(2) HILLTOP (general commercial)

Earlier development along Molalla Avenue and Beaver Creek Road was highway commercial. However, the availability of large parcels of land and the influence of current development theory has led to the creation of shopping centers. The Danielson complex at Molalla Avenue and Warner Milne Road, and the South Ridge Center along Molalla Avenue and Beaver Creek Road are both scaled to serve not only adjoining neighborhoods, but also growth to the South and East of the current City limits. The Fred Meyer Shopping Center is developing immediately to the South of the South Ridge Center.

(3) WARNER MILNE (limited office)

The possibility of future growth of the County complex on Warner Milne Road and the need for private office space supports the large area designated for professional offices along and near Warner Milne Road.

RIVERCREST (neighborhood commercial)

Commercial activity is located at the intersection of Linn Avenue and Ethel Street (A.V. Davis Road). This neighborhood center contains a convenience grocery and clothing cleaners. Neighborhood surveys and opinions indicate that this is sufficient and no new sites are indicated. The only site permitting additional non-residential development is a multiple-use site designated Limited Office at the corner of A.V. Davis Road and Linn Avenue. This site is currently owned by a nearby church and is being developed for its use.

SOUTHWEST (neighborhood commercial)

Commercial activity is confined to a convenience grocery at the intersection of Warner Parrott and South End Roads, and a small gas station at the intersections of Central Point and Leland Roads. Neighborhood surveys and group input indicate little demand for new business.

COMMERCE AND INDUSTRY GOALS AND POLICIES

Goal

Maintain a healthy and diversified economic community for the supply of goods, services and employment opportunity.

Policies

1. As funds and opportunities become available, transportation access to industrial and commercial areas shall be improved to facilitate flow of goods and increase potential customers. Particular attention will focus on relieving congestion on McLoughlin Boulevard (Highway 99E) and Cascade Highway/Molalla Avenue (Highway 213).
2. Use of mass transit will be encouraged between residential and employment areas through coordination with Tri-Met and local employers.
3. Industrial and commercial operations will meet local, regional, State and Federal water and air quality standards, as required by law.
4. Encourage new non-polluting industrial uses (such as those on the State's Target Industries list), particularly along Fir Street.
5. Promote expansion of industrial development within the community's ability to provide adequate facilities and services.
6. Development of industrial areas will include planning for increased truck traffic, landscaping and buffers to separate industry from other land uses.
7. Permit industrial development in the flood plain and on landfills only when the structures are above the one-hundred year flood level or adequately protected, and when specific engineering studies determine structural adequacy on landfills.
8. Encourage continued retail growth by:
 - a. Designating land for retail use in areas along or near major arterials and transit lines;
 - b. Developing and implementing a Downtown improvement plan to help Downtown retain its position as a major retail district.

9. The City will continue to encourage the retention of Clackamas County as a major employer inside the City.
10. Continue an on-going review of City regulations and procedures affecting business operation, development and expansion in order to reduce staff review time and financial constraints.

AN ORDINANCE AMENDING THE POLICIES IN THE COMMERCE AND INDUSTRY ELEMENT OF THE COMPREHENSIVE PLAN TO ADD LOCATIONAL POLICIES FOR COMMERCIAL, LIMITED COMMERCIAL, OFFICE, INDUSTRIAL AND CAMPUS INDUSTRIAL USES AT PAGE D-24.

WHEREAS, ORS 197.640 requires local governments to enact measures to bring their Comprehensive Plans and regulations into compliance with the Periodic review Factors; and

WHEREAS, the Oregon City Planning Commission on May 10, 1990 conducted a public hearing to consider the adoption of the new policies; and

WHEREAS, the Oregon City Planning Commission has recommended the approval of these amendments to meet Periodic Review requirements; and

WHEREAS, the proposed amendments to the Commerce and Industrial Element of the Comprehensive Plan is designed to best meet the land use planning needs of the City.

OREGON CITY ORDAINS AS FOLLOWS:

That the Commerce and Industry Element of the Oregon City Comprehensive Plan, at Page D-24, is hereby amended to add Policy 11 to read as follows:

11. The following policies shall govern the location, siting and design of new Commercial, Limited Commercial, Office Industrial and Campus Industrial areas:

a. Commercial

- (1) Commercial districts are intended to serve the retail, service, and office needs of the greater Oregon City area.
- (2) Commercial districts should offer good visibility and access and should be located along major arterials and transit lines.
- (3) Commercial districts should result in concentrated groupings of retail, service, and office uses.
- (4) Commercial districts that result in numerous small lots with individual street access points shall be discouraged.

- (5) Design review standards, including aesthetic signing, should be developed for the commercial areas of the City with particular attention given to the entrances into the community.
- (6) Uses in Commercial districts shall be designed to protect surrounding residential properties.

b. Limited Commercial

- (1) Limited Commercial districts are intended to provide convenience goods and services, Historic Commercial uses, and Limited Commercial and Office uses within the McLoughlin Neighborhood.
- (2) Limited Commercial districts should be located adjacent to arterial or collector streets and should serve adjacent residential areas.
- (3) Uses in Limited Commercial districts shall be designed to protect surrounding residential and historic properties.

c. Office

- (1) Office districts are intended for medical facilities, offices, and high density residential uses.
- (2) Office districts should result in concentrated groupings of uses.
- (3) Office districts should be located along arterial or collector streets and should provide good access.
- (4) Use in Office districts shall be designed to protect surrounding residential and historic properties.

d. Industrial

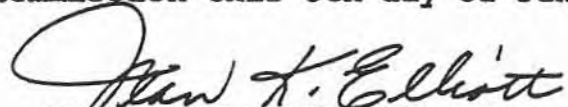
- (1) Industrial areas are intended for the manufacture, processing and distribution of goods.
- (2) Industrial zones shall prohibit Commercial and Offices uses other than those that are clearly accessory uses. Office uses shall be allowed in the Campus Industrial District.

- (3) Industrial areas should provide easy access to arterial streets.
- (4) Design review standards for industrial uses shall be developed to protect surrounding residential uses.

e. Campus Industrial

- (1) The City's Campus Industrial zone shall incorporate the current standards of the City zoning code for those areas that are currently designated for Campus Industrial use on the County Comprehensive Plan.
- (2) Campus Industrial sites should provide direct access and be located along arterial streets.
- (3) New design review standards should be developed for Campus Industrial areas.

Read first time at a regular meeting of the City Commission held on the 6th day of June, 1990, and the foregoing ordinance was finally enacted by the City Commission this 6th day of June, 1990.


JEAN K. ELLIOTT, City Recorder

ATTESTED to this 6th day of June, 1990.


DAVID D. SPEAR, Mayor

ORDINANCE NO. 90-1034

Effective Date: July 6, 1990

COPY

COPY

AN ORDINANCE AMENDING THE POLICIES IN THE COMMERCE AND INDUSTRY ELEMENT OF THE COMPREHENSIVE PLAN TO ADD LOCATIONAL POLICIES FOR TOURIST COMMERCIAL AT PAGE D-24.

WHEREAS, ORS 197.640 requires local governments to enact measures to bring their Comprehensive Plans and regulations into compliance with the Periodic Review Factors, and

WHEREAS, the Oregon City Planning Commission on June 26, 1990 conducted a public hearing to consider the adoption of the new policy, and

WHEREAS, the proposed amendments to the Commerce and Industrial Element of the Comprehensive Plan is designed to best meet the land use planning needs of the City

OREGON CITY ORDAINS AS FOLLOWS:

The Commerce and Industry Element of the Oregon City Comprehensive Plan, at page D-24 is hereby amended to add Policy 11 (e) to read as follows:

11. The following policies shall govern the location, siting and design of new Tourist commercial areas:

- e. Tourist Commercial

1. A Tourist Commercial zone shall be developed for the End of the Oregon Trail tourist related uses. The zone shall correspond with the Commercial Plan designation.

Locations include:

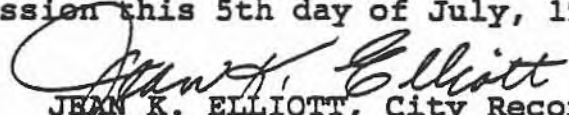
- o Kelly Field - End of the Oregon Trail
- o Clackamette Lagoon (Marina Site)
- o I-205 Interchange area

2. The Tourist Commercial district is intended to serve the retail and service needs of the End of the Oregon Trail tourist related uses.


3. Uses permitted outright or conditionally in Tourist Commercial areas shall include at least the following:

- o Hotel/Motel
- o Biking and Hiking Facilities
- o Museums
- o Marinas
- o Parks
- o Auditoriums/Amphitheaters
- o Retail and Service Uses Directly related to the Tourist attraction.

Read first time at a regular meeting of the City Commission held on the 5th day of July, 1990, and the foregoing ordinance was finally enacted by the City Commission this 5th day of July, 1990.


JEAN K. ELLIOTT, City Recorder

ATTESTED this 5th day of July, 1990.



DAVID D. SPEAR, Mayor

PAGE 2 - ORDINANCE NO. 90-1039

Effective Date: August 4, 1990

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**E.
HISTORIC
PRESERVATION**

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HISTORIC PRESERVATION

PURPOSES AND LCDC GOALS

PURPOSES OF HISTORIC PRESERVATION

Preservation...."is not just a romantic indulgence in nostalgia. It is a physical restatement of the long hallowed American values of frugality, good craftsmanship, and community responsibility."

Bruce Chapman, National Trust

Traditionally, preservation was oriented toward individual structures and sites reflecting patriotic values, with emphasis on establishing museums for artifacts. In the 1960's a great many of the nation's stock of older buildings were lost to "urban renewal" programs and replaced by often incongruous apartments and commercial structures. Most of these "urban renewal" programs affected traditional inner-city core areas, actively destroying established residential neighborhoods which supplied alternative forms of housing. Such destruction greatly contributed to urban sprawl through loss of inner-city amenities, thereby encouraging residential dislocation into suburban areas.

However, a new attitude has emerged in the last few years. Realization of the cost in resources and liveability of urban dislocation has led to an awareness of the need to enhance and recycle historic core areas; where people have traditionally lived and worked is as worthy of preservation as are individual landmarks and memorial sites. Many building groups contribute to the unique character of communities, and today historic preservation has grown to include conservation of whole neighborhoods. Most of these neighborhoods cannot be preserved through individual efforts alone. It takes the cooperation of both the private and public sectors of this nation to ensure the retention of these irreplaceable assets.

GENERAL CRITERIA

The National Park Service has developed the following general criteria to assist in evaluating buildings and sites, and their significance:

"The quality of significance in American history, architecture, archeology, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- A. that are associated with events that have made a significant contribution to the broad patterns of our history; or
- B. that are associated with the lives of persons significant in our past; or
- C. that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D. that have yielded, or may be likely to yield, information important to pre-history or history."

PLANNING AND STATE LCDC GOALS

Local concern and involvement in preservation is necessary because the deterioration of historic and cultural resources usually occurs through the accumulation of many minor changes, changes which may individually seem to be relatively insignificant. A planning commitment by local government to recognize and deal with its own particular resources and problems is necessary to develop an effective and appropriate preservation program.

Oregon State Land Conservation and Development Commission (LCDC)

Goal 5: OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES, specifically promotes the protection of historic sites and structures by requiring conservation policies and programs in local comprehensive plans. Therefore, Goal 5, along with LCDC Goals 8, 9, 10, 13, and 14, explicitly enjoin local governments to provide programs which will protect scenic, historic and natural resources for future generations.

GOAL 8: Recreational Needs

Historical, archeological, and natural areas provide recreational opportunities for both local residents and visitors. Local governments must plan for and provide recreational facilities which meet recreation needs, minimize environmental deterioration, and protect unique areas or resources capable of meeting these recreational needs.

GOAL 9: Economy

Preservation is part of a sound economic development policy. Preservation in residential and business districts contribute to the quality and vitality of economic development. Restoration and rehabilitation of older buildings provide for more usable space for residents and businesses, work for local builders, and increased assessed valuation.

GOAL 10: Housing

Because of the rising cost of new housing and land development, preservation of older housing and residential neighborhoods is necessary. The deterioration of older areas results in the loss of viable alternative housing sources, architectural variety, resources for increased liveability, lifestyle choices, and creates many expensive social problems. Healthy communities need the good housing provided by older, established neighborhoods.

GOAL 13: Energy Conservation

Historic preservation includes recycling older buildings and conserving and/or adapting them for new uses. Older neighborhoods are usually closer to mass transit systems, established and compatible commercial centers, and public facilities. Many older buildings require less energy for cooling and air circulation, and, with a sound insulation program, can easily and inexpensively be made fuel efficient, resulting in less costly residential units.

GOAL 14: Urbanization

The recycling of older business structures and the preservation of older residential neighborhoods ensures maximum appropriate use of inner-city areas, which will aid in discouraging the untimely conversion of more land to urban use. Inner-city deterioration actively encourages new development outside the city as people move outward in search of enhanced liveability.

GOAL 1: Citizen Participation

This is possibly the most important element in the plan for historic preservation. The evidence in support of preserving and utilizing Oregon City's unique history is considerable. Citizen participation in the formulation of this plan has been active, wide-spread, and enduring. While the conservation of such an important resource should rely on inherent merit, it is noteworthy that desire for a local preservation program has been expressed by many citizens at numerous meetings of neighborhood associations, other local organizations, the Planning Commission and the City Commission. The city-wide survey (included in the Citizen Participation section of the Comprehensive Plan) asked the question: "How important is historical preservation to you?" Eighty three percent (83%) of the respondents answered: "Very Important".

HISTORIC PRESERVATION DEFINITIONS

PRESERVATION: The process of maintaining a building, essentially in the form as it exists today. Preservation aims at halting further deterioration and providing structural repairs, but not necessarily major rebuilding.

RESTORATION: The process of accurately recovering the form and details of a property as it appeared at a particular period of time by removing later work and by replacing missing original work.

RECONSTRUCTION: The process of reproducing the exact form and detail of a vanished structure, as it appeared at a specific period of time.

REHABILITATION: The process of returning a property to a state of utility, through repair or alteration, not necessarily considering the historic or architectural values of the building.

CONSERVATION: The appreciation and practical caring for of buildings and places, including new uses for old buildings.

HISTORICAL SIGNIFICANCE: When we say a building or site is "historical", we mean it contributes to local, regional or national history or culture that is:

- A. Associated with the life of a major historic person, or
- B. Associated with an important historic event or period of time (i.e. cultural, economic, military, social, or political), or
- C. Associated with a past or continuing institution which has contributed to the life of the City, or
- D. Associated with a group/organization/enterprise in history, or
- E. An important element in the development of the neighborhood.

ARCHITECTURAL SIGNIFICANCE: When we say a building is "architecturally significant", we mean it contributes to the architectural heritage of the community, region or nation that is:

- A. One of the few structures of its age remaining in the City, or

- B. A unique or good example of a particular architectural style or period, or
- C. An architectural curiosity or picturesque work of artistic merit, or
- D. Exhibits original materials and/or workmanship which can be valued in themselves, or
- E. Has an interest due to setting or a unique position in the city-scape.

DISTRICT: A district is an area with many buildings of historic and/or architectural importance, with significance in national or local history and/or architecture, that:

- A. Have a continuity of architectural features that are well-related to each other.
- B. That "read" as a whole, i.e. appear as a discrete entity to some extent.
- C. Exhibit visual harmony in the character of public ways, consistent with the architectural character of the area.
- D. Are made up of generally compatible uses and intensities of uses. All districts are called "Historic Districts", but local programs to protect them can be of two types: Historic District (stronger) and Conservation District (weaker).

1. HISTORIC DISTRICT: A term that means a program to protect the buildings within the District, usually through an ordinance requiring:

- (a) Design Review of new construction
- (b) Design Review of exterior alterations
- (c) Review of demolitions

Each Historic District is different in its specifics, since each district is unique.

2. CONSERVATION DISTRICT: A term that means a program to protect the buildings within the District, usually through an ordinance requiring:

- (a) Design Review of new construction
- (b) Review of demolitions

LANDMARK: Landmarks are major natural features and buildings that help to establish a City's identity (i.e. McLoughlin House).

LANDMARKS ORDINANCE: A term that means a program to protect individual historic buildings outside of protected Districts. This is usually done by an ordinance requiring:

- (a) Review of demolition
- (b) Design Review of exterior alterations to the building

HISTORIC REVIEW BOARD, or HISTORICAL COMMISSION: A body appointed to implement a preservation program, and provide a "forum" for preservation issues. A board is set up to meet the particular needs of its city, so each is different.

DEMOLITIONS

Since 1954, 270 recorded demolitions have taken place: 190 residences and 75 other buildings in all areas of the City. There is no way of estimating how many of these buildings were of historical/architectural significance.

Several more prominent historical buildings which were demolished:

* JAMES CHASE HOUSE, 611 High Street

An onion-turreted building which stood on the bluff. Demolished in 1960 for the Oregon State Bank and the Cleland Clinic.

* HIRAM COCHRAN HOUSE, 1115 Washington Street

Cochran family home. Built in 1850's. Was once owned by John Ainsworth. Governor Abernethy and his family took refuge there during the 1860-61 flood. Demolished in 1970 for a four-plex.

* SHIVELY OPERA HOUSE, N.E. Corner of 7th and Madison Street

Opera House. Built in 1885. Demolished in 1954, and replaced by the A & W Drive-In Restaurant.

PRESENT STATUS

There is no review procedure for demolition applications within Oregon City. The demolition permit is often issued as part of a new building permit and the demolition can go unrecorded. Demolitions frequently result from property deterioration when the physical deterioration is substantial. However, sound buildings have been and are still being demolished if they stand in the way of redevelopment plans. The McLoughlin and Ely Neighborhoods in particular have experienced substantial demolitions, due to both deterioration and redevelopment. Many historic structures have been destroyed that could have been saved with programs emphasizing better upkeep and review of development proposals.

DEMOLITIONS (1954 - 78): BY NEIGHBORHOODS

	McLoughlin	First Level	Buena Vista	Ely	Rivercrest	Canemah	Hazelwood	Southwest	Hilltop	TOTALS
RESIDENCES	115	28	6	33	7	2	1	0	3	195
OTHER BUILDINGS	27	37	1	1	2	0	0	1	1	75
TOTALS	142	65	7	39	9	2	1	1	4	270

NEW USES REPLACING DEMOLITIONS: BY NEIGHBORHOOD (1954 - 78)

	McLoughlin	First Level	Buena Vista	Ely	Rivercrest	Canemah	Hazelwood	Southwest	Hilltop	TOTAL
SINGLE FAMILY	8	--	2	5	5	1	1	1	--	22
DUPLEX	8	2	--	2	--	--	--	--	--	12
MULTI-FAMILY	5	--	--	3	--	1	--	--	--	9
COMMERCIAL	12	32	--	13	3	--	--	--	--	60
PARKING	29	27	--	7	--	--	--	1	1	65
OFFICE	14	2	--	1	--	--	--	--	--	17
PUBLIC USE	15	4	--	--	--	--	--	--	3	22
MEDICAL	6	--	2	--	--	--	--	--	--	8
INDUSTRIAL	--	2	--	--	--	--	--	--	--	2
CHURCH	4	--	--	1	--	--	--	--	--	5
VACANT	11	1	3	5	1	--	--	--	--	21
OTHER	--	7	--	--	--	--	--	--	--	7
TOTAL	112	77	7	37	9	2	1	1	4	250

PRESERVATION IN OREGON CITY

It would be difficult to find a community in the West with more local, state and regional heritage than Oregon City. Oregon City's role in history is well-documented. As the seat of the first provincial government (1843-49), capital of the Oregon Territory (1849-50), and the first incorporated town west of the Rockies (1844), Oregon City still houses a vast amount of homes, commercial buildings, and sites related to its important place in history.

Oregon City stands out in the Portland Metropolitan Area, because of its historic character. We need to identify the resources which make up that character, and develop the means to preserve them so that Oregon City's special community identity is retained.

There are four primary categories of historical resources in Oregon City that should be preserved and will be discussed in greater detail.

(1) LANDMARKS (major historical properties)

These are both natural features and buildings that help to establish an identity for Oregon City. They include the Oregon City Falls, McLoughlin House, Kelly Field, Mountain View Cemetery, various memorial plaques, and other sites.

Landmarks enjoy the most public support in Oregon City, since most are publicly owned. There are several landmarks within and close to the Oregon City limits that could be improved, such as Canemah Cemetery and McLoughlin marker at Falls Vista.

(2) BUILDINGS OF HISTORICAL AND ARCHITECTURAL SIGNIFICANCE

Oregon City contains a wide variety of unique buildings, which demonstrate local methods of design, construction, craftsmanship, and use of materials. These vary from small and simple workers' homes, to large elaborate residences, to commercial brick buildings. Several buildings date from the

1840's and 1850's, many more date from the 1870's-80's, and a large concentration date from the 1890's-1900's. Many of these buildings are in need of repair and rehabilitation, due to age, neglect, absentee ownership, and high density zoning in some areas which has permitted uses that negatively impact older homes.

Preservation efforts related to historic buildings (other than the major landmarks) are private and voluntary, and there is very little official public policy related to preservation of older housing and commercial buildings. A number of younger individuals and families have moved into older homes and are restoring them, but that activity is piecemeal. Many of the older buildings are of such age and condition that maintenance and rehabilitation will be necessary in the near future, if these buildings are to be saved. A coherent public preservation policy and a strong preservation program are necessary to encourage and ensure private preservation efforts.

(3) AREAS/DISTRICTS OF HISTORICAL SIGNIFICANCE

There are several concentrations of historical and architecturally significant buildings in Oregon City which have potential to be considered for historic districts. These areas are: (1) Canemah, (2) Downtown, and (3) Portions of the McLoughlin Neighborhood. All three areas still retain many of the original buildings (excluding Indian settlements).

Canemah: Some work has been done recognizing its historical district character, including its nomination to the National Register of Historic Places as an Historic District. A local district ordinance would complement the Federal measures.

Downtown: While perceived as a district for business purposes, it is not widely perceived as an historic district. Although many original buildings have been lost, the area still retains its sense of place and a good number of

architecturally significant buildings. Recently, the Downtown Merchants Association completed a Plan Proposal which was based on a District concept, including restoration of building facades and other physical improvements. Planning and implementation monies are needed to carry out that proposal.

McLoughlin Area: This area has been the subject of much discussion in recent years, regarding its historical status. Although the area as a whole has a distinct historical identity, the large number of historically incompatible uses and differences among portions of the area have raised a great deal of controversy as to whether it is an Historical District. The McLoughlin Neighborhood does contain the majority of the City's historical and architecturally significant homes and warrants attention as a district, or possibly, with certain portions designated districts in order to encourage preservation efforts.

(4) ARCHAEOLOGICAL SITES

Oregon City is extremely significant in prehistoric as well as historic resources. The Willamette Falls was an important center in Native American's culture and attracted great activity well before the 1800's.

Archaeological resources in Oregon have been ignored by most communities, including Oregon City. Special attention should be given to location of new construction in these areas, in cases where projects are likely to impact archaeological sites. A number of State and Federal Antiquity laws now provide varying degrees of protection of archaeological sites. Once damaged by extensive building cover, archaeological sites cannot usually be brought back to their original state and public policy should consider their importance and preservation.

Preservation of these community resources--landmark sites, historical buildings, areas, and archaeological sites--offers an opportunity to maintain and enhance Oregon City's unique identity which is determined in large part in the City's older neighborhoods. A well-developed preservation program, based on thorough analysis, can yield benefits to property owners, local historians and students, community spirit, tourism and to the cultural appreciation of citizens of Oregon City.

HISTORIC DISTRICTS

Historic districts are concentrated areas of historical and architecturally significant buildings. A District retains its "sense of place" by which we mean that a traditional atmosphere of distinct character remains.

Generally, historic district designation means that new construction and exterior remodelings are reviewed within a district's boundaries, along with any proposed demolitions, usually through a district ordinance. What does this accomplish?

Basically, Oregon City's older areas are valued primarily for their neighborhood character, architecture, and the identity which they possess as a result of their role in the development of the city. But over the years, the structures and character of these areas have often deteriorated. Specific problems can be identified that relate directly to zoning practices: new construction of incompatible use, design, or size; building deterioration; speculation; and "modernizing" conversions that often destroy the architectural character of a building. Historic district designation is specifically designed to help protect older areas from these kinds of threats.

Designation assures the owner of an historical building that a compatible setting will be maintained. All residents and property owners benefit from the protection of property values, incentives for revitalization, and the stabilization of an area.

CRITERIA:

Historic districts are concentrated areas of buildings with significance in national or local history and/or architecture, that:

1. Have a continuity of architectural features that are well related to each other.
2. That "read" as a whole, i.e. appears as a discrete entity to some extent.

3. Exhibit visual harmony in the character of public ways, consistent with the architectural character of the area.
4. Are made up of generally compatible uses and intensities of uses.

An inventory of Oregon City's potential historic districts follows:

1. CANEMAH

Canemah is significant as an intact example of a riverboat town with resources dating from the 1860's. Having evolved from a community for the elite of the riverboat industry to a workingman's community, Canemah retains essentially the same sense of place that it had in the latter half of the 19th century. Situated above the Falls of the Willamette, it was the important portage town, and it was the major ship-building center on the upper Willamette River.

Significance:

Canemah was once a Clow-e-walla Indian village. Its name is derived from the Indian word "Kanim" or "canoe place" as the area was known. Absalom Fonts Hedges founded Canemah, filing his claim in 1845, and helped to organize the steamboat building industry on the upper Willamette.

The Canemah District is located at the southwesterly edge of the city limits, on the bank of the Willamette River, just above the Falls. That location near the Falls helped to give Canemah its place in history as a boat building community and trade center during the 1850's-60's-70's; twenty-eight riverboats were constructed at Canemah, a record number on the upper Willamette.

The coming of the railroad contributed more to the economic decline of Canemah than any other factor. By the 1890's, Canemah had changed from a busy shipping center to a quieter residential community.

From the 1890's to the late 1920's, Canemah continued to exist as an individual community, although it came to depend increasingly upon Oregon City for services. The businesses, which had served Canemah--the baker, dry goods

store and tannery--gradually closed, and new homes were erected where these enterprises once stood.

The difficulties of remaining a self-sufficient community became obvious when, in 1927, Canemah lacked sufficient firefighting facilities to handle a large fire. In 1928, Canemah residents petitioned the City of Oregon City for annexation, and following a voter approval, Canemah ceased to exist as a separate governing entity.

Canemah is particularly significant in that today it retains essentially the same sense of "place" that it had in the mid-19th century. Forty-five percent of the existing buildings were built prior to 1900, and for the most part are sufficiently unaltered.

Area:

The Canemah district consists of a few large lots and 41 blocks: 37 blocks from the original 1851 plat of Canemah, and 4 blocks from the 1891 First Addition to Canemah. Total land area of the district is approximately 63.71 acres.

Land Use:

This district is primarily residential in character and contains 101 inventoried structures: 89 single-family homes (33% of which were built prior to 1900); four multi-family structures (two duplexes, a four-plex, and a nine-unit apartment); and eight commercial properties (including warehouses, a gas station, auto repair garages, a gun shop and an electrical shop).

Architecture:

Many good examples of 19th century architecture remain in Canemah, ranging from simple cottages to outstanding Gothic Revival houses. The Captain John Coburn House is one of the better examples of Gothic Revival architecture in the State. Andrew Jackson Downing's influence is readily visible in its Tudor moldings around the front windows and door. The

E. B. Fellows House, with its Gothic-arched opening in the dormer, is another notable example of Gothic Revival architecture in Oregon. The Coburn House and Captain Sebastian Miller House have casement windows, which are unusual for the period in Oregon. Canemah's Primary and Secondary buildings have very substantially retained their integrity.

Buildings of primary significance are those dating from the 1850's and 1870's, primarily one-and-a-half or two-story frame structures built in the Gothic Revival and Classic Revival styles. All but two of the Primary buildings (one of which has been restored and is used as an antique shop, the other of which is a duplex) are single-family dwellings.

Buildings of secondary significance date from the 1880's to the 1930's, and are predominantly rural farmhouse types and bungalows. All are used as single-family dwellings.

Compatible buildings are primarily single-family homes built from 1910 to the 1950's. Incompatible intrusions include recently built dwellings, several of the businesses along McLoughlin Boulevard and three multi-family structures.

During the period between 1850-78, the elite of the steamship industry - boat captains, engineers, and carpenters - built their homes at Canemah. Among those remaining are the homes of:

- * Captain George Jerome (215 Jerome Street) -- the first person to successfully line a riverboat over the Willamette Falls, in 1854.
- * Captain John Cochran (708 S. McLoughlin) -- the first person to navigate a riverboat to Eugene, in 1856.
- * Captain Sebastian Miller (402 S. McLoughlin) -- the first person to bring a riverboat successfully down the Snake River, in 1870.
- * Francis Paquet (402 Third Avenue) -- credited with actual supervision and construction of most of the riverboats in Canemah.

- * Samuel Stevens (316 S. McLoughlin) -- ran the first railroad train built between Oregon City and Canemah.
- * E. B. Fellows (416 S. McLoughlin) -- riverboat engineer and riverboat owner.
- * John Coburn (902 S. McLoughlin) -- boat carpenter.
- * George Marshall (215 Miller) -- machinist and riverboat owner.
- * Isaac Beals (816 S. McLoughlin) -- mill operator and riverboat owner.
- * Captain William Caseday (502 Fourth Avenue) -- riverboat captain, engineer and pilot.
- * Captain Jim Gist (408 Third Avenue) -- riverboat captain.
- * Captain James Wilson (604 S. McLoughlin) -- riverboat captain.

Demolitions:

Thirteen known demolitions have occurred since 1950: 12 single-family homes, and an old school building.

Present Status:

Canemah has been accepted as an Historic District in the National Register of Historic Places.

The area was zoned in 1954 for industry along the river, commercial and multi-family along McLoughlin Boulevard, and multi-family along Third Avenue and portions of Fifth Avenue.

In 1977, the area was rezoned and the comprehensive plan was amended to reflect the actual land uses in the district, at the request of Canemah residents. The approved comprehensive plan revision noted that a separate historic district ordinance is needed to protect the historical resources of Canemah.

The Southern Pacific Land Company has purchased most of the half-block properties closest to the river as part of a long-range track-straightening plan. Several renters of homes now owned by the Railroad have improved the

homes at personal expense and have expressed a desire to acquire and move them to vacant lots in Canemah when the project reaches implementation stage.

The Land Conservation and Development Commission recently approved the Department of Transportation's recommended Willamette River Greenway boundaries, which take in all of Canemah.

Recommendations:

Canemah should be designated a local Historic District to complement the National Register nomination. A local ordinance is needed to encourage compatible development along the highway, and help to control demolitions. Design review would assist property owners in remodeling/rehabilitation plans, and insure that buildings are properly restored.

2. DOWNTOWN

Significance

Downtown Oregon City is significant as it is the original townsite, following Dr. John McLoughlin's claim of the Willamette Falls area in 1829. The downtown was surveyed by Jesse Applegate in 1844, and the city grew between the Willamette River and bluff during the period of 1843-1865. Industrial, commercial and residential development all took place. McLoughlin had set aside a Mill Reserve in the land area closest to the Falls, where the mills developed; commercial establishments grew along lower Main Street; and residences were built throughout the area.

Following the Civil War, industrial development increased rapidly; the Woolen Mill was built in 1865, and other small industries and trading establishments expanded. The residential qualities of the area deteriorated as the commercial district grew. Access to the upper level was developed and residents relocated there, some physically moving their houses.

Over the years, commercial uses have continued to grow, transforming the original pioneer settlement into a Central Business District.

While many of the original impressive downtown buildings have been lost over time, a substantial number of historical and/or architecturally significant buildings still stand. The area from 5th to 9th Streets and from the river to the bluff contains the largest concentration of historical buildings which merit preservation. The area generally "reads" as a whole, and intrusive uses are relatively few. Improvements could be made in the public rights-of-way to greatly enhance the area as a district without disruption to commercial activity.

Area:

The proposed Downtown District consists of eight city blocks from the original Oregon City plat. Total land area of the district is approximately twenty-one acres.

Land Use:

The area is commercial and professional office in use and character and contains approximately 44 structures. Parking lots exist on all but one block.

Architecture:

Many good examples of late 1800's to early 1920's commercial buildings remain in the area.

Historical and/or architecturally significant buildings in the district include:

Andresen Building, 621 Main Street (1903)

Barclay Building, 701 1/2 Main Street (1895) (stucco overlay)

Bank of Commerce, 702 Main Street (1922)

Masonic Building, 707 1/2 Main Street (1907)

Liberty Building, 813 1/2 Main Street (1921)

Petzold Building, 714 Main Street (1905)

McIntyre/Orleans Building, 605 Main Street (1880)

Busch Furniture Building, 804 Main Street (1895)

McCald Building, 712 Main Street (1923)

Delta Building, 708 Main Street (1920)

County Courthouse, 801 Main Street (1936)

Caufield Building, 723 Main Street, (oldest building in continuous commercial use in Oregon - 1848)

Of the 44 structures, 17 (38%) are one-story, 23 (52%) are two-stories.

All are of brick or stucco and several have wood facades.

Five of the buildings are incompatible or architecturally intrusive to the district. An additional nine buildings have been subject to incompatible facade remodeling, which could be removed for restoration.

Demolitions:

Fourteen known demolitions have occurred in the area since 1954: 10 commercial buildings, 2 industrial uses, 1 office, and 1 hotel.

Present Status:

The Downtown Merchants Association joined to proposed a downtown improvement plan which addresses their concern for economic vitality and proposes to capitalize on other amenities in the area--namely, the historical and architectural character of the buildings contained there. The Downtown Revitalization Study has been completed through Community Development funding.

Historic District designation of the area offers several benefits to property owners and businesses:

- (1) It would allow for application for planning and restoration funds from several sources.
- (2) It would encourage rehabilitation and/or restoration of historical properties, through design guidelines.

- (3) It would discourage incompatible redevelopment and remodeling.
- (4) Design assistance may be available to property owners.
- (5) Physical improvements would be appreciated in economic benefits to Downtown since people would be attracted to the area.

Downtown is currently zoned CBD - Central Business District and is designated Commercial on the Comprehensive Plan. The City's Willamette River Greenway element recognizes Greenway boundaries in the Downtown.

Recommendations:

The City recognizes that studies are underway to revitalize the Downtown, a portion of which considers an historic designation for some of the Downtown. The City will cooperate with future efforts of the Downtown Association to return the historic nature of the Downtown and will consider in the future the designation of individual buildings or a district.

3. MCLOUGHLIN

Significance:

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

From the beginning, this area developed in clusters, or sub-areas. Some blocks were filled with small and simple homes (which are known as "workers cottages" today) while other streets were lined with much larger homes, reflecting economic differences of the population and the times.

Today, the McLoughlin area is significant for its wealth of vernacular architecture, especially its homes which were built for many of Oregon City's leading families. An area of older, archaeological significance also exists in McLoughlin.

Demolitions and new construction have revised the 'face' of the McLoughlin area over the years, but a wealth of historical buildings remain. Several sub-areas have had more redevelopment, particularly the High Street/Center Street clinic/office area. Several streets have been subjected to the massive infusion of traffic moving through the area, such as along 5th, 7th and Washington Streets.

However, considering the whole, rather than the partial view, the McLoughlin neighborhood exhibits many of the characteristics of a district. 33% of existing buildings were built prior to 1910, and there is a distinct character and a continuity of architectural resources in most of the area. Several sub-areas are particularly significant and will be discussed. The number of intrusive uses and extensive redevelopment of certain sub-areas do present a problem in identifying an historic area. McLoughlin warrants a modified district designation that can address its particular concerns, rather than a traditional district concept which would be difficult to administer.

Area:

The McLoughlin neighborhood consists of approximately 153 blocks, 121 of which are from the original plat of Oregon City. Total land area of the neighborhood is 455 acres.

Land Use:

The McLoughlin neighborhood contains 971 structures. Land use is mixed in some areas, but the district is primarily residential: 757 (78%) single-family homes, 131 (14%) duplex and multi-family structures. There are 33 commercial

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structures, located primarily along 7th Street; 21 clinic/professional office buildings; 24 churches/schools/public buildings; and 4 industrial buildings.

Architecture:

The McLoughlin area is a district of diverse architectural styles. There are some buildings which are pure examples of architectural periods (i.e. the James Milne House, 504 Center Street is Gothic Revival; Charles Huntley House, 916 Washington Street, is Queen Anne, for examples.), but generally, architectural styles were modified by the time they "arrived" here from the Eastern United States. Historical buildings in Oregon City (as in most of the West) tend to exhibit details of certain styles (i.e. Italianate details, Queen Anne trim) and many are a combination of particular styles, reflecting the builder's personal tastes. A great many can be designated as "Oregon City Vernacular" which reflect local building design, workmanship, and detail, as well as local tastes.

Of the McLoughlin area's 971 buildings, 256 (26%) are of historical and/or architectural significance. Thirty (30) of the significant buildings are at least one hundred years old. Date of construction ranges from 1845 (Ermatinger House, 1018 Center Street, third oldest in the State) to the 1930's. 48% were built between 1890-1910.

The majority of historically/architecturally significant buildings are single-family in use (78%). 12% are duplexes or multi-family buildings, the rest are a variety of uses--commercial, churches, vacant, etc.

Many homes of historic pioneers and civic figures still stand in McLoughlin. At least forty-two of the area's historically significant buildings have been identified by name through deed research. A great many more could undoubtedly be identified through further research.

Four sub-areas within McLoughlin can be distinguished for their distinctive architecture and physical amenities.

1. Center Street/Bluff Area (7th to 10th Streets)

Of the 32 structures within the area, 30 are historically and/or architecturally significant. It is an area of well-kept and elegant homes, primarily two-story, 25% of which were built between 1910-1920.

Significant buildings include:

* Charles Huntley House

916 Washington Street

Fine Queen Anne styled. Former home of well-known Oregon City druggist, built in 1896.

* Judge Harvey Cross House

809 Washington Street

Best example of Italianate architecture in Oregon City. Former home of the founder of City of Gladstone, it was built in 1889.

* Dr. John McLoughlin House

713 Center Street

National Historic Site, former home of Oregon City's founder, built in 1846. Moved from downtown in 1909. A landmark.

* Dr. Forbes Barclay House

719 Center Street

On the National Register, former home of physician, mayor, and local educator, it was built in 1850.

2. Barclay School Area (11th & 12th Streets, Madison to Washington)

Of the 28 structures within the area, at least 10 are significant. Today, the area retains a distinct visual identity and a "sense of place" because

of the architectural continuity of buildings within it. Only two buildings have been built since 1930, and one of these - the duplex recently built on Jefferson - is the only intrusive use in the area. Nine of the significant buildings were erected prior to 1910, one built in the 1850's. The majority of non-significant buildings date between 1900-1920. Significant buildings include:

* Howell House

712 - 12th Street

One of the finest examples of Queen Anne architecture in Oregon City, built in 1890's for the City Councilman.

* House at 1102 John Adams Street

One of the few examples of "saltbox" architecture in the area, dating from the 1850's.

3. Jefferson/Madison Streets, between 8th and 10th Streets

Of the 38 structures in the area, at least 27 are significant. The district consists of primarily 1 1/2 story, clapboarded or shiplapped homes, many of which were elegant in their day and remain so today. At least 4 buildings are a century old, and almost 30% of all buildings date from 1890-1910. Street trees visually enhance the area.

Significant buildings include:

* F. A. White House

716 - 10th Street

Fine Italianate-styled house, built about 1884.

* Eva Emery Dye House

902 Jefferson Street

Former home of Oregon City authoress, built about 1890.

Extensively remodeled.

* Clinton Latourette House

914 Madison Street

Large, elegant home, virtually untouched, in a beautiful setting.

* Kinley House

915 Madison Street

Uniquely detailed bungalow style house, dating from the 1920's.

* Morris Holman House

810 Madison Street

Impressive home, showing Tudor influence, dating from the 1920's.

* Clarke House

812 John Adams Street

One of the few brick homes in the area. Designed by Morris

Whitehouse and built by Gil Staunton in the 1920's.

4. Jefferson/Madison Streets, between the Bluff and 6th Street

Of the 82 structures in the area, 38 are historically and/or architecturally significant. The area has a distinctive identity, reflected in finely-kept older homes, street trees, and the lack of traffic from the bluff to 5th Street. Houses are primarily 1 1/2 or 2 stories, with clapboard or shiplap siding. 30% of all buildings date from 1890-1910, and an additional 12% date from 1911-1920. Significant buildings include:

* F. O. McCown House

415 Jefferson Street

Outstanding classically-styled home, dating from the 1870's.

* Erickson House

819 - 4th Street

Fine Queen Anne home, dating from the 1890's.

* Judge Ryan House

715 - 5th Street

1890's home that has been converted to multi-family and professional office use. Property also includes the only intact carriage house in Oregon City.

* Frank Busch House

204 Jefferson Street

Large, ornate Queen Anne styled home, built in 1898 by Oregon City furniture merchant. Very well-kept, in a beautiful setting.

Demolitions:

145 known demolitions have occurred in the area since 1954: 115 residences, 8 commercial buildings, 4 offices, 4 school buildings, 5 church buildings, and 9 various other buildings.

Present Status:

The McLoughlin area has been the subject of considerable debate regarding preservation issues and Civic Center development in recent years.

The area has been zoned and designated on the present plan for multi-family, duplex and commercial development since 1954.

In light of building conditions, building trends in the area, and the large number of elderly homeowners, it is essential that a preservation program be addressed in the near future. The greatest problems related to preservation are intrusive new construction and incompatible remodeling of historical buildings.

Recommendations:

The McLoughlin area should be designated a Conservation-type District, modified to require design review for all new construction and delay demolitions. Review of exterior alterations should be less strict than in the traditional Historic District.

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A Conservation District designation of a large portion of the neighborhood would assure that the architectural integrity of the area is maintained and that new construction is a credit to the area.

National Register Historic Districts should be designated within the McLoughlin Neighborhood so that the benefits offered by federal registration can be extended to property owners in the portions which appear to clearly meet the National Register criteria.

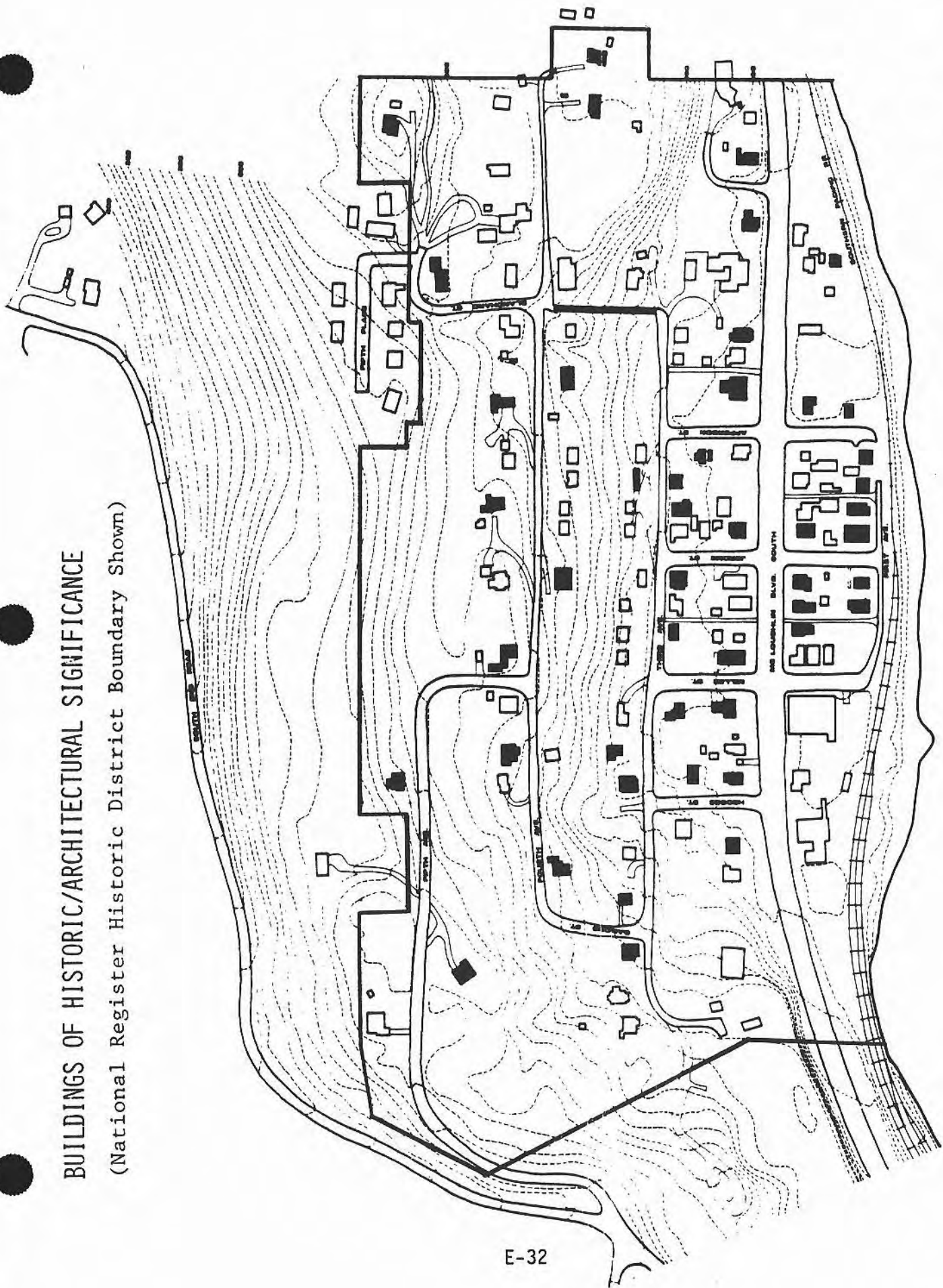
Rezoning and amending the Comprehensive Plan to stabilize present use would greatly assist in the preservation of the area.

OTHER DISTRICTS

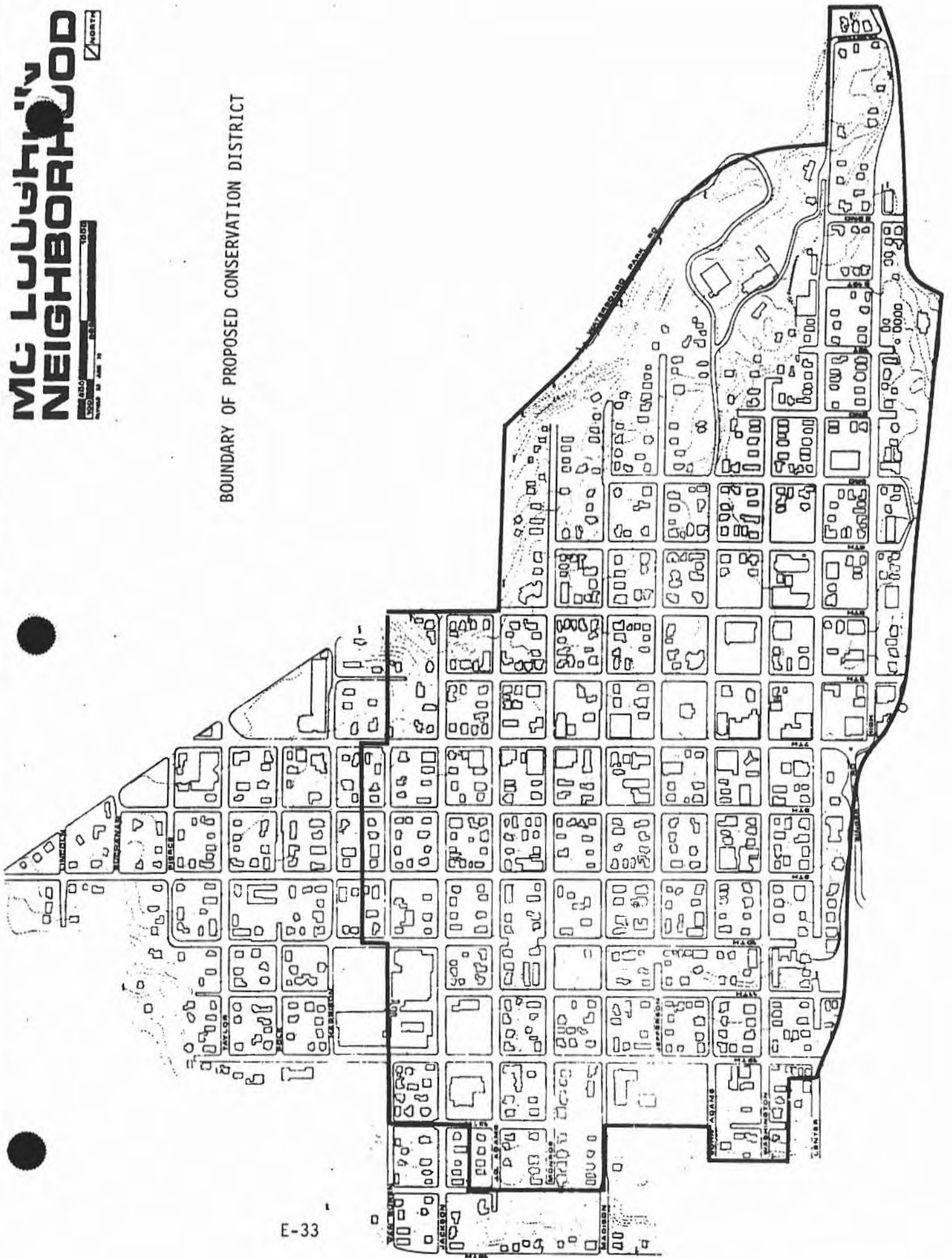
Other potential historic-type districts may well, indeed probably, exist in this historically important community. An appropriate, well-constructed historic preservation plan will provide for identification and establishment of safeguards of these areas, which are important to the quality of Oregon City as a whole and the identity of the Northwest.

BUILDINGS OF HISTORIC/ARCHITECTURAL SIGNIFICANCE

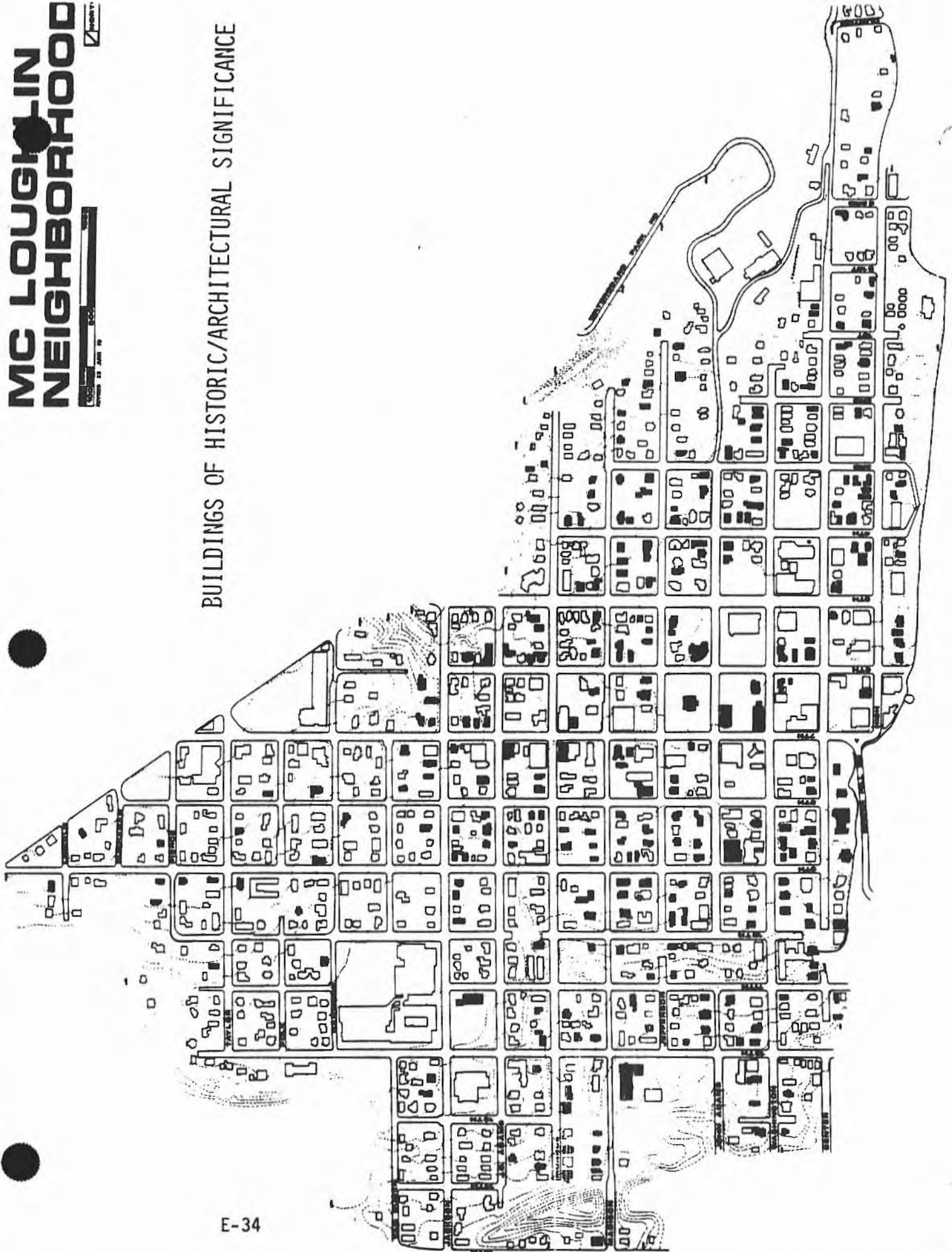
(National Register Historic District Boundary Shown)

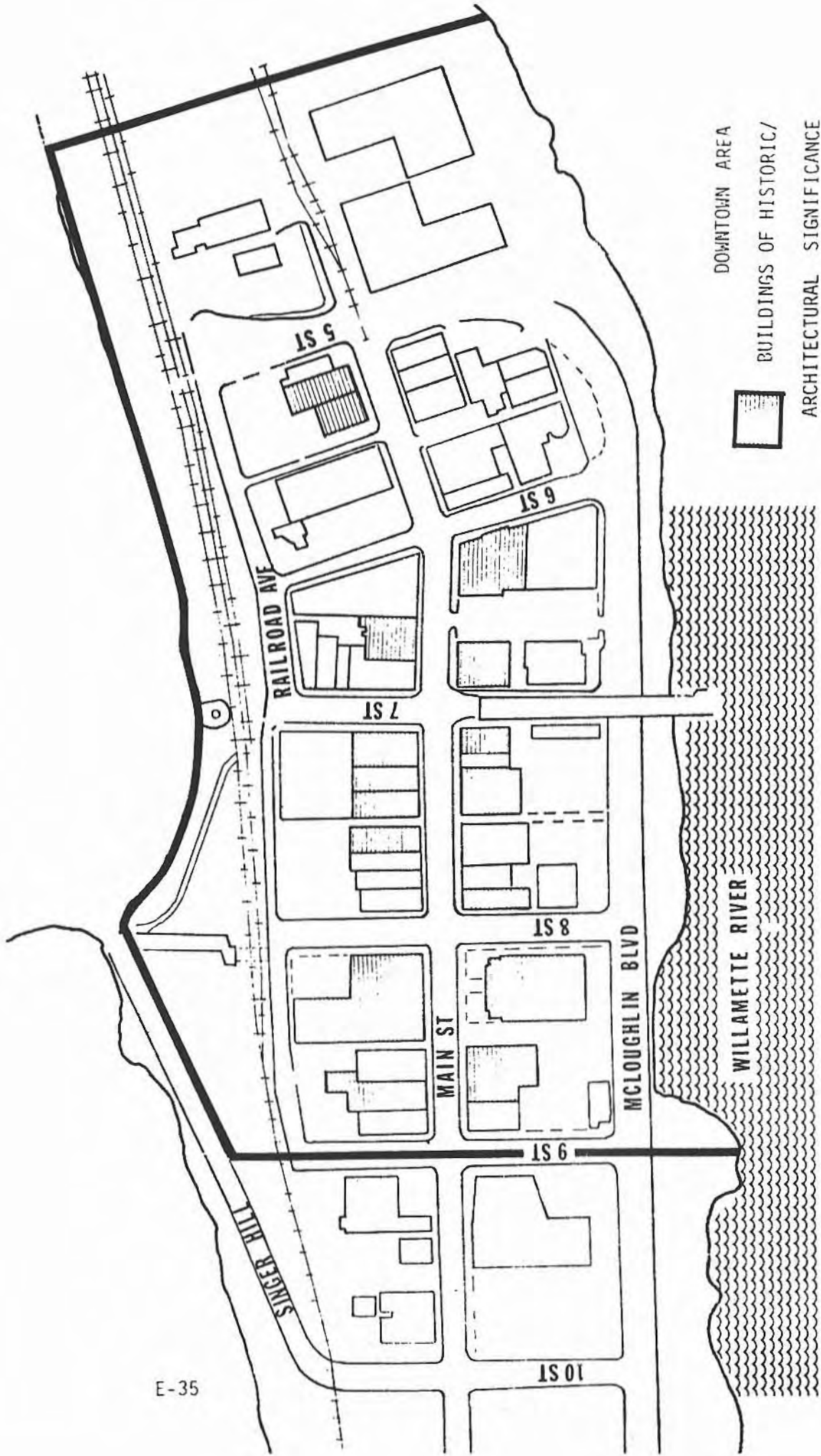


BOUNDARY OF PROPOSED CONSERVATION DISTRICT



BUILDINGS OF HISTORIC/ARCHITECTURAL SIGNIFICANCE





DOWNTOWN AREA
 BUILDINGS OF HISTORIC/
 ARCHITECTURAL SIGNIFICANCE
 WITHIN PROPOSED DISTRICT BOUNDARY

WILLAMETTE RIVER

HISTORIC BUILDINGS OUTSIDE IDENTIFIED DISTRICTS

There are many individual historical buildings outside of the identified historic districts, where important buildings are concentrated. Some of these buildings are among the oldest in the City; many stand alone because they were originally built outside of "urban" Oregon City in what was farm/pasture land.

CRITERIA

What criteria are used to determine whether or not an individual building is HISTORICALLY significant?

A building of HISTORICAL SIGNIFICANCE is one that contributes to local, regional or national history or culture that is:

- A. Associated with the life of a major historic person, or
- B. Associated with an important historic event or period of time (i.e. cultural, economic, military, social or political), or
- C. Associated with a past or continuing institution which has contributed to the life of the City, or
- D. Associated with a group/organization/enterprise in history, or
- E. An important element in the development of a neighborhood.

What criteria are used to determine whether or not a building is ARCHITECTURALLY significant?

A building of ARCHITECTURAL SIGNIFICANCE is one that contributes to the architectural heritage of the community, region or nation that is:

- A. One of the few structures of its age remaining in the City, or
- B. A unique or good example of a particular architectural style or period, or
- C. An architectural curiosity or picturesque work of artistic merit, or
- D. Exhibits original materials and/or workmanship which can be valued in themselves, or

E. Has an interest due to setting or a unique position in the city-scape.

MANY BUILDINGS ARE SIGNIFICANT IN BOTH their HISTORY and their ARCHITECTURE. Therefore, when we refer to 'historic buildings' we mean either buildings of historical or architectural importance or (frequently) both.

Considering the wide variety of building types, locations, and dates of construction, it is difficult to generalize regarding the architectural style of significant buildings. Several of the buildings are true architectural gems in that they were constructed in a particular style and remain unaltered. Others are significant for their historical association and location. Architecturally, the majority may be described as "vernacular" architecture; that is, representative of local building design, workmanship, and personal taste.

INVENTORY

Only the Canemah and McLoughlin areas of the City have been architecturally surveyed in detail. A general survey of other areas has been done which identified most significant buildings.

Particular significant buildings of historic character include:

* E. C. HACKETT HOUSE, 415 - 17th Street

Unique Queen Anne stick-style house, built in the early 1890's.
Was the home of former County Recorder, City Councilman, and Mayor, E. C. Hackett.

* MORTON McCARVER HOUSE, 554 Warner Parrott Road

1850 frame house of General McCarver, which was built and shipped pre-cut from Maine and later added to. The house has been privately restored.

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* DR. DANIEL STEVENSON HOUSE

Recently moved from 1310 Center Street to Holmes Lane.

Built in 1863, former home of Oregon City doctor. It is being privately restored and will be used as a caretaker's residence for the Rose Farm, one of the historical landmarks.

* STAFFORD HOUSE, 567 Holmes Lane

Built in 1898, former home of Roy Stafford, City Engineer and donated to the City for park use. The builders (Mr. Stafford's parents) had ties with Holmes family at Rose Farm.

PRESENT STATUS

The preservation of individual historical buildings occurs through scattered efforts at best. There is little public recognition of the historical value of significant buildings outside of McLoughlin and Canemah, except for the more prominent and expensive estate homes. The Ely area in particular has experienced deterioration of older homes, often to the detriment of the area. Demolition and major incompatible remodeling are critical problems because they are usually irreversible.

RECOMMENDATIONS

Private preservation and restoration efforts would be encouraged and assisted by local recognition of significant individual buildings scattered throughout Oregon City.

The traditional and recommended tactic is the Landmark Building Ordinance, which would allow for designation of individual buildings as Landmarks.

HISTORICAL LANDMARKS

Historical landmarks are structures and sites of unusual historical importance, which help establish the city's identity. Maintenance costs are often returned in tourism and revenues at several of the sites. Appreciation of local culture and history is enhanced.

CRITERIA:

Landmarks are unique structures and sites with significance in national or local history and/or culture, that are:

- A. Associated with the life of a major historic person.
- B. Associated with an historic event or period of time.
- C. Associated with a past or continuing institution which has contributed to the life of the city.
- D. Associated with a group/organization/enterprise in history.

The following is an inventory of existing historical landmark sites and structures with proposed improvements where needed. This inventory is not intended to place controls on the future use of these sites unless deemed necessary by the Historic Review Board.

HISTORICAL LANDMARK BUILDINGS:

1. Dr. John McLoughlin House and McLoughlin Graves, 717 Center Street, National Historic Site, open daily.

Built in 1846 by Dr. McLoughlin, who founded Oregon City, the house was moved from Main Street, between 3rd and 4th, to its present location (a public square dedicated by McLoughlin) in 1909. Owned by the McLoughlin Memorial Association, this is one of the most frequently visited city landmarks, drawing an annual average of 3,530 visitors. Contributing heavily to city tourism, there is good access and siting for the house. Wheelchair access is needed.

2. Clackamas County Historical Society, Mertie Stevens House,
603 - 6th Street.

Built in 1907, the former home of the pioneer Stevens-Crawford family, is operated as a museum by the Clackamas County Historical Society, which is raising funds to build a new museum at 2nd and Tumwater Streets. Siting is adequate; accessibility is limited since the museum is open only two afternoons a week. Wheelchair access is needed.

2. "Rose Farm", William Holmes House, 536 Holmes Lane

Built in 1848, the Holmes House was the site of the first territorial legislature. Joseph Lane, the first territorial governor, was inaugurated there in March, 1849. The house has been restored through private efforts, and when open to the public, will be a significant tourist attraction. Site and road improvements will be necessary to accommodate many visitors and directional signing will be required.

HISTORICAL LANDMARK SITES:

1. Kelly Field, Washington Street and Abernethy Road

Site of the end of the Oregon Trail. Markers have been placed there in tribute to the pioneers who traveled over the Trail. While the area is accessible, directional signing needs to be improved in the vicinity leading to the site. Landscaping should be enlarged.

2. Singer Creek Falls, flows from the bluff at the top of Singer Hill to 8th and Railroad Avenue.

Named for William Singer, who operated a flour mill on the hillside in the 1880's which was powered by the Falls. The 8th and Railroad location, which offers a vertically stepped view of the falls, could be greatly improved. Street and landscaping improvements, removal of directional arrows, an

informational marker, and general cleanup would enhance the site, and provide a more inviting attraction in the Downtown for visitors to Oregon City.

3. Municipal Elevator, connects upper and lower levels of the City at 7th Street.

The free, City-maintained elevator is one of only four such elevators in the world. The present structure, built in 1954, replaced the water-powered structure built in 1913. The glassed-in observatory at the top allows a view of the Downtown and surrounding area. The elevator draws many visitors, and informational markers should be placed at the Downtown entrance. The upper level marker is in poor condition. Directional signs to the Chamber of Commerce should be provided at both levels. The interior of the observatory could be enhanced through the marking of views. Restoration of the neon tubing lighting the interior would be desirable rather than the newly installed fixtures.

4. Willamette Falls

The Falls are the most prominent City landmark, visible from many locations and detailed by a marker at Falls Vista on Highway 99E. Care should be taken to preserve views of the Falls, particularly in building construction, which could obstruct the view in certain locations.

5. McLoughlin Promenade, runs along the bluff from Second to Sixth Streets.

The Promenade land was deeded to the City by John McLoughlin in 1897 to preserve views of the river and Downtown. It provides an alternative to busy High Street for pedestrians and attracts visitors. The area was landscaped and improved by the Kiwanis Club and access is good. Care should be taken to ensure that High Street development does not encroach upon it.

6. Bluff Steps, Seventh Street and Singer Creek Falls

The steps connecting Downtown and upper Oregon City are the only remaining stairs among the four stairways that once existed. Built at the turn of the century, the steps were connected to the elevator tunnel in 1955. The steps themselves are in generally good repair. Better upkeep is needed. Regular removal of litter on the steps and at the top of the Falls would be desirable.

7. Canemah Boardwalk, runs along river side of Highway 99E from Canemah to Falls Vista

The Boardwalk was built in the 1850's to provide a pedestrian link around the Falls between Canemah and Oregon City. It fell into disrepair after several floods but portions of it can still be used. The Boardwalk should be marked at one or two locations to inform people of its original function.

CEMETERIES:

1. Mountain View Cemetery, 500 Hilda Street

The City-owned cemetery, donated by William Holmes, is where many Oregon City pioneers are buried. Attracts numerous visitors. Markers should be placed indicating location of graves of more prominent pioneers.

2. St. John's Catholic Cemetery, end of Warner Street

One of Oregon City's older cemeteries, it was blessed by Father Hillebrand in 1887 and church records go back to 1891. Pioneer Alice McDonald Milln is buried there. A marker should be placed near the entrance, noting the cemetery's founding date and history.

3. Canemah Cemetery, end of Fifth Avenue

Oldest cemetery in the area, deeded by Absalom Hedges to a private Canemah Cemetery Board in 1865. Many Canemah pioneers are buried there. Located outside the city limits, the cemetery is only accessible on foot, since being closed to auto traffic. Access should not be improved, considering the cemetery's isolation and the potential for vandalism. Since it is a part of the historic Canemah area, the cemetery should be annexed to the City. The original iron gates, removed for repair many years ago, should be replaced. The cemetery should be fenced to discourage further vandalism.

MARKERS:

1. McLoughlin Marker and McLoughlin Bust, Falls Vista on Highway 99E

This area is a popular stopping point on the Highway. Landscaping should be improved and regularly maintained.

2. Edwin Markham Markers, (1) 11th & Main; (2) 7th & John Adams

Markers honoring native poet, Edwin Markham, who authored "Man With The Hoe". The Library marker is simple but prominent. The 11th and Main marker, which notes Markham's birthplace, should be enlarged since street changes have made it almost unnoticeable.

3. Jacobs Memorial Marker, Block 62

On the corner of the Senior Center Block, markers were placed in 1974 to note the Oregon City Woolen Mill and the Jacobs family role in its operation. Benches provide a resting place for pedestrians.

4. William S. U'Ren Marker, County Courthouse lawn

Marker placed in 1976, honoring the author of the Initiative, Referendum and Recall provisions of the Oregon Constitution. U'Ren is

called the "Father of the Oregon System of Government". The site is generally well-kept.

5. George Abernethy Markers, (1) beneath I-205 Bridge; (2) 606 - 15th Street Markers honoring the Provisional Governor of Oregon Territory.

Oregon City merchant and partner in Oregon Exchange Company which minted the Beaver Money, considered "bootleg" because it was not minted in Washington, D.C. One plaque marks the elm beneath the I-205 Bridge where his home once stood. There is also a plaque dedicated to Abernethy at the Oregon City Post Office. Both are nicely located and generally well-kept.

6. First Methodist Church Building Marker, 622 Main Street

This marks the church site at 7th and Main, which had been awarded to the Methodists from litigation with John McLoughlin over his land claim. The church burned in 1919, after which the Methodists relocated to 8th and Center Street. The existing marker is tarnished and almost unnoticeable, and needs to be enlarged or highlighted in some way.

7. Wreck of the Gazelle Marker, Highway 99E

The stone setting is heavily overgrown with brush and berry bushes, limiting visibility and access. The area needs to be cleared and landscaped.

8. Barclay House Marker, 719 Center Street

Marker notes the home of Dr. Forbes Barclay and his contribution as an early Oregon City doctor, mayor and educator. Marker is well-kept and accessible.

9. Site of First State House Marker, parking lot, 6th and Main Street

A marker set in the ground in Jered's Outdoor Store parking lot, notes the State House site where the legislature met from 1842-1852. The

marker is small, unnoticeable and subject to damage since it is in the ground. The site is significant enough to warrant an enlarged vertical marker, set in landscaping.

10. Second Oregon City-West Linn Bridge Marker, 7th and Main Streets

The existing bridge, built in 1922, replaced the original suspension bridge. A marker on the Oregon City side notes the construction date. The marker is small, and obscured by modern light posts. The entire bridge is poorly maintained. Placement of the marker should be improved and the State of Oregon should be petitioned to refurbish the bridge.

11. William Holmes Claim Marker, at Thora B. Gardiner Junior High

Marker notes the Holmes Family Claim site, and the Holmes House (Rose Farm). The Gardiner Junior High ground was originally Holmes Park, where Indian families camped during the last Indian war in the county, in the early 1850's. The markers are well-maintained and landscaped. The Rose Farm restoration may draw more attention to the markers.

* * * * *

Publisher's Paper Sites

Within the mill complex there are several significant landmark sites and structures. Structures include:

1. The Oregon City Woolen Mills

One of the finest industrial buildings in the Northwest, built in 1865. Three-story brick mill, built on a stone foundation, it is used for equipment storage. Mill races are still evident, and the remains of a water turbine in the basement can be seen.

2. Pope Opera Hall

Only surviving 1870's opera hall in Oregon with any evidence of a stage or opera hall configuration.

3. Ainsworth-Dierdorff Hardware Store

One-story 1850's brick building, with the iron shutters and doors intact.

4. Charman-Warner Building

(connected to Ainsworth-Dierdorff Building)

Oldest brick building surviving in Oregon, built in 1854 with the second floor added in the 1860's. Original pilaster stenciling remains on the second floor.

These are the only surviving commercial buildings in Oregon City from the 1850's - 60's. Several of the buildings are marked, but their mill location has obscured their existence and importance.

Sites within the Publishers complex include:

1. Original site of Dr. John McLoughlin Home on Main Street (Bluff side) between 3rd and 4th Streets.
2. First jail site, on Main Street between 2nd and 3rd Streets.
3. Spectator newspaper building site, first newspaper on the Pacific Coast.
4. City Water System pump house site.
5. Site of first electric transmission line in the United States, from Oregon City to Portland, in 1889.

These sites should be marked within the Mill, since Publishers does offer tours to the public by appointment.

To augment awareness of the Mill sites outside of Publishers, the McLoughlin Promenade should be utilized since it offers views of landmark buildings in the complex. Markers should be placed along the Promenade, pointing out the Woolen Mill, Pope Opera Hall, Ainsworth-Dierdorff Store, and Charman-Warner Building.

An additional marker should be placed detailing the other sites within Publishers and where buildings were originally located.

I M P L E M E N T A T I O N

With the exception of the HISTORICAL LANDMARKS sub-section, which lists and recommends improvements for each of the City's landmark sites and markers, ALL recommendations are presented in this section.

(1) HISTORIC REVIEW BOARD

An Historic Review Board shall be created to address historic and/or architectural concerns in Oregon City, based on the following guidelines:

MEMBERS: The Historic Review Board shall consist of five members appointed by the Mayor with confirmation by City Commission. The members of the Board shall be:

- One resident from each of the following neighborhoods - Canemah and McLoughlin, as these are the areas of highest concentration of historic and/or architecturally significant buildings and sites in Oregon City.
- One member from the City at large;
- One architect, experienced in historic preservation;
- One member of the Chamber of Commerce, who resides in Oregon City.

The Board shall have the right to seek advice from any other appropriate agency or individual with no expenditure of monies, unless approved by City Commission. The Oregon City Planning Department shall serve as staff and advisor to the Board.

OFFICERS: The Chairperson shall be elected by the Board members, as shall any other officers deemed necessary. One City Commission member and one Planning Commission member shall serve as liaisons between the Board and the respective Commissions, for a period of not less than one year. No

individual shall hold office for more than two (2) consecutive years and for no more than three (3) years total.

TERMS: Three (3) years, and the terms of service of individuals shall be staggered. Initially, they shall be appointed as follows: 2 for three years, 2 for two years, and 1 for one year. Thereafter, members shall be appointed for three-year terms, with no member serving more than six (6) consecutive years.

MEETING SCHEDULE: The Board shall meet monthly, and as called by the Chairperson.

CREATING ORDINANCE: Upon the adoption of this Plan by the City Commission, the City Attorney shall prepare an ordinance creating the Historic Review Board, using the guidelines contained herein, and including provision for enforcement and a public hearing process. The Board shall meet within forty-five (45) days of the adoption of its creating ordinance.

REVIEW: The Historic Review Board shall be evaluated by the City Commission and the Planning Staff two years from the date of its first meeting to determine if any changes are necessary.

POWERS: Subject to revisions by the City Commission, the powers of the Historic Review Board shall be as follows:

A. To be responsible for identifying the following based on established criteria:

- (1) areas of archeological significance;
- (2) buildings of historic and/or architectural significance;
- (3) landmarks;
- (4) areas of concentration of such sites within the City.

B. To make recommendations to the City Commission on:

- (1) district designation, with priority given to Canemah and the McLoughlin area;
- (2) public improvements that affect the physical appearance, social environment, or traffic and parking facilitation in historic areas;
- (3) any preservation related items referred to it by interested groups, citizens, agencies or boards;
- (4) relevant necessary ordinances and resolutions.

C. To make decisions on:

- (1) landmark designations;
- (2) in coordination with the State and other organizations of expertise, archeological site designations;
- (3) design of new construction, exterior alterations, and signs in historic areas, based upon the following general guidelines:
 - a. the effect of the proposed change on the appearance of the area;
 - b. the general design, materials, size, and scale of the proposed change as compared with historic and/or architecturally significant buildings in the areas;
 - c. the position of new buildings in relation to the street and other structures.
- (4) Demolitions: can invoke delays as allowed by separate ordinance.

(5) Citizens making applications under any of the above will have access to the planning staff for consultation and advice.

- D. To advise other groups, agencies, boards, commissions, or citizens on matters relating to historic preservation within the City, e. g. traffic density, parking facilities, planned developments, etc.
- E. To consult with affected neighborhood associations, interested groups and citizens, the City Attorney and planning staff on district designation, and on the formulation of ordinances and resolutions necessary to carry out its work;
- F. To educate individuals in the need to comply with State and Federal laws protecting antiquities;
- G. To act, if it so desires, as coordinator for local preservation groups;
- H. Any decision made by the Historic Review Board may be filed with the City Commission for appeal within 10 days of such decisions.

(2) CANEMAH

Canemah should be designated an Historic District by ordinance. The Neighborhood Association should be involved in the formulation of the ordinance. The Ordinance shall set up a process for:

- A. Design review of new construction in the District;
- B. Design review of exterior alterations in the District.
Requests for building permits by owners of locally designated historic and/or architecturally significant properties shall

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be referred to the Historic Review Board. The following guidelines are recommended for inclusion in the Ordinance:

In determining the appropriateness of proposed exterior alterations, the Board shall consider the following:

- (1) the historical and architectural style of the building;
- (2) the exterior architectural features visible from a public street, way or place;
- (3) the general compatibility of exterior design, arrangement, proportion, scale, texture and materials to be used;
- (4) the physical condition of the landmark and the surrounding area;
- (5) the economic use of the landmark and feasibility of proposed alteration;
- (6) the value and significance of the landmark and its relationship to the surrounding area.

C. Demolitions: Since demolition is final and irreversible, demolition review is probably the most important aspect of a jurisdiction's preservation program. All buildings specifically listed within the Plan as historic and/or architecturally significant, as well as any others so identified, shall be referred to the Historic Review Board if demolition is proposed, which recommends approval or denial. The following are recommended review criteria to be included in the ordinance:

1. Is the building of such historic and/or architectural significance that its removal would be to the detriment of the public good?

- E
2. Is the building of such old, unusual or uncommon design that it could not be reproduced?
 3. Is the building of such condition that it does not constitute a hazard, i.e., is it reasonably salvageable?

If the Board recommends denial of a demolition request, after a public hearing, it may implement any or all of the following:

- (1) Invoke an initial stay of demolition for 120 days;
- (2) Direct itself or other party to advertise the property or otherwise seek an alternative to the demolition through sale, lease, etc.;
- (3) If a process is underway to save a building, an additional stay of 90 days can be invoked after the initial stay;
- (4) Approval of demolition after the above step or steps have been taken.

The ordinance shall establish a process for review by public hearing. Applications must be heard within 45 days of submission, and decisions made by the Historic Review Board may be appealed to the City Commission.

D. The ordinance shall authorize public workshops to be held in the area to distribute written information, show slides, and answer questions on remodeling/rehabilitation of older buildings.

E. Appeals Process to City Commission

This local ordinance will complement the National Register Historic District designation of Canemah.

(3) MCLOUGHLIN

That portion of McLoughlin as identified on Map E-33 should be designated a Conservation District by ordinance. The Neighborhood Association should be involved in the formulation of the ordinance. The ordinance shall set up a process for:

- A. Design review of new construction in the District;
- B. Design review of exterior alterations (excluding painting and roofing, normal repairs) of designated buildings within the District;
- C. A landmark designation of individual historic or architecturally significant buildings to be determined by the Board within one year; the owner's consent is not required. Designation may be appealed to the City Commission;
- D. The Board shall be empowered to impose a demolition delay of all designated landmarks. The demolition may be initially stayed for 30 days. By 30 day increments, the Board may review and extend the delay up to a total of 120 days. All demolition delay decisions of the Board may be appealed to the City Commission;
- E. Appeals process to City Commission;
- F. Interim landmark designation: Until such time as the Historic Review Board has designated a list of landmark buildings, the surveyed buildings as shown on Plan Map E-34 shall constitute that list. These buildings shall be subject to review for demolitions and exterior alterations.

- E
- G. The ordinance shall authorize public workshops to be held in the area to distribute written information, show slides, and answer questions on remodeling and rehabilitation of older buildings.

(4) LANDMARKS

A Landmark Ordinance should be created by staff, prior to public review and final drafting by an attorney.

The ordinance shall set up a process for the Landmark designation of individual buildings outside of designated Historic/Conservation Districts, to include:

- A. Designation procedure by the Historic Review Board (properties can be nominated by any interested party, but if owner disagrees with designation, it can be appealed to the City Commission).
- B. Criteria for designation.
- C. Review of appearance of exterior alterations of landmark buildings.
- D. The Board shall be empowered to impose a demolition delay of all designated landmarks. The demolition may be initially delayed for 30 days. By 30 day increments, the Board may review and extend the delay up to a total of 120 days. All demolition delay decisions of the Board may be appealed to City Commission.
- E. Appeals process to City Commission.

(5) No ordinance shall be drafted to:

- require any review of interior alteration.
- require opening a house to the public or private individuals (excepting National Register requirements)

HISTORIC PRESERVATION GOALS AND POLICIES

Goal

Encourage the preservation and rehabilitation of homes and other buildings of historical and architectural significance in Oregon City.

Policies

1. Identify and inventory historic properties and districts in Oregon City to determine which are suitable for preservation and restoration.
2. Assist in the preservation of significant landmarks with architectural, historic or aesthetic value, which also serve to orient and direct people.
3. Encourage compatible architectural design of new structures in local historic districts, and the central downtown area.
4. Create Historic Conservation Districts to preserve neighborhoods with significant examples of historical architecture in residential and business structures.
5. Landmark designations outside of Historic Conservation Districts will be guided by a City-wide Landmark Ordinance.
6. Create an Historic Review Board to address the preservation of historic structures in Oregon City.
7. The City shall adopt temporary provisions to protect identified structures of historical or architectural significance pending action no later than July 1, 1983, by the Historic Review Board and City Commission to designate, or not designate, in accordance with State-wide Planning Goal 5, such structures under the historic or conservation district or landmark designation provisions of the Oregon City Code.

**F.
NATURAL
RESOURCES**

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NATURAL RESOURCES

This section examines the resources and hazards of Oregon City's natural setting. Concerns for the natural environment have become increasingly important in recent years as resources become depleted, and public awareness of resource conservation increases.

The following LCDC State Planning Goals guided the preparation of this section:

- * Goal 3: To preserve and maintain agricultural lands.
- * Goal 4: To conserve forest lands for forest uses.
- * Goal 5: To conserve open space and protect natural and scenic resources.
- * Goal 6: To maintain and improve the quality of the air, water and land resources of the State.
- * Goal 7: To protect life and property from natural disasters and hazards.

As an urban area, Oregon City does not plan to incorporate lands best suited for long-term agricultural or forest uses. Interim agricultural uses are encouraged. While no commercial forest land exists in the City, urban forest uses are discussed.

The City's unique topography provides an opportunity for outstanding views of Mount Hood and the Willamette River Valley.

The natural amenities such as river and steep slopes also produce some hazards, such as floods, hillside erosion and weak foundation soils. Areas subject to hazards need appropriate safeguards to protect life and property. Some of this land is best left in an undeveloped, natural state to serve as open space for the community. Oregon City's open space takes many forms. Forested and natural hazard areas provide buffers and views, as well as potential recreational areas for trails, parks, bikeways and

walkways. Parks and other recreational and open space areas are discussed in the Parks and Recreation section of this Plan.

The Willamette and Clackamas Rivers provide a significant fisheries resource. Water quality of area rivers and streams must be preserved to maintain this important recreational and economic resource.

Air quality in Oregon City is impacted by several factors such as land use patterns, meteorological conditions and geographic characteristics. Portland's pollutants tend to drift over Oregon City, adding to locally generated pollution.

* * * * *

These many natural features beautify and enhance the community. This section of the Plan details the problems, potentials and policies for resource conservation, preservation and management.

The policy of the City is to assure compliance with all applicable state and federal environmental standards, including noise standards.

W A T E R Q U A L I T Y

Two of Oregon City's most important resources are the Clackamas River and the Willamette River with its local tributaries. While the water quality of the two rivers is a regional issue, the quality of the local creeks, storm sewers and sanitary sewers feeding into the Willamette is a local responsibility. The two major creeks, Newell and Abernethy, are within the proposed urbanization area of Oregon City and must be addressed in any planning for the area.

The water pollution problems with the greatest impact potential are domestic and industrial wastes. Other lesser problems are siltation, storm run-off, and bacterial contamination associated with the sewage treatment plant. Such conditions create seasonally low dissolved oxygen levels, higher river temperatures and bacterial contamination.

Domestic and industrial wastes are increasing. Sewer overflows as a result of treatment plant shutdowns or the impact of heavy rains on combined drainage systems, that significantly impact downstream water quality and the recreational/fishery resources of our natural waters.

In addition to the impact of domestic and industrial wastes on fish habitat and recreational value, other activities such as channel deepening, bank modification and gravel mining increase turbidity, siltation and loss of beach and spawning areas. Log removal and storage in or near waterways can produce volumes of debris. Oregon City's principal impact on water quality is from sewage overflows during heavy rains, since a large number of sewer and storm pipes are combined. In addition, leachate from septic tanks in the surrounding county area passes through saturated soils faster, and sometimes surfaces during such heavy rains.

The U.S. Geological Survey is in the middle of a five-year study of the effects of urban storm run-off. The study is scheduled for completion in 1980.

The State Department of Environmental Quality has established a waste permit discharge system and assigned maximum waste loads based on the recovery capacity of the Willamette River at a set minimum flow. Since the natural flow is sometimes lower than the set minimum, water is released from various storage dams to maintain the minimum biological balances.

DEQ requires and issues waste discharge permits setting definite limits on the amounts and strengths of discharges, including suspended solids, bacteria, acidity, temperature, toxicity, organic matters, etc... Established dissolved oxygen standards for the Willamette set minimum concentrations necessary for the survival and propagation of the native fish species. The water quality of the Willamette River has improved significantly since the start of the monitoring and permit programs.

The water quality of the Clackamas River is considered good, although there are minor seasonal problems due to changes in flow and the nature of discharges and run-off. Dredging operations in the lagoon behind the Oregon City Shopping Center have not been a problem due to the controlled connection with the river. The Clackamas River is the source of domestic water for Oregon City and many surrounding communities.

Oregon City has established a policy requiring coordination of local activities with regional, state and federal agencies in controlling water pollution. In addition, Oregon City intends to encourage light industrial, non-polluting economic development in the area.

The State maintains a number of monitoring stations on the Willamette River. Sample results from this monitoring at the Oregon City Marina are contained in the following table.

T A B L E I
O R E G O N C I T Y M A R I N A
J U N E 7 - S E P T E M B E R 1 4 , 1 9 7 7

PARAMETER	OCM - SUMMER 1977
Temperature (C°)	20.28
Dissolved Oxygen (mg/l)	7.83
Dissolved Oxygen (% Sat.)	85.83
pH	7.01
Total Coliform (mph)	390.35
Fecal Coliform (mph)	51.25
Flow (cfs)	9.560

SOURCE: DEQ Labs

The middle river section has definite problems meeting minimum dissolved oxygen levels. In 1974, the U.S. Geological Survey discovered that ammonia nitrogen discharges from the Boise Cascade Salem Pulp Mill and the Wah Chang Metals Plant near Albany were the cause for substantial oxygen demand in the middle Willamette River.

A I R Q U A L I T Y

Air quality in Oregon City depends on several factors, such as land use patterns, geographic characteristics, and meteorological conditions. However, these factors must be viewed on a regional basis. The geographic makeup of the Willamette Valley tends to confine the movement of air. A lack of strong winds in the spring and summer months allows contaminants to become concentrated, often interacting with the sun to produce harmful by-products. Oregon City has been classified in the Portland-Vancouver Air Quality Management Area (AQMA) because pollution from the more urban areas tends to drift in a southeasterly direction over the City and southern Clackamas County. This phenomenon is particularly true during hot summer days. A Department of Environmental Quality monitoring station has been established at Carus, south of Oregon City on Highway 213 to collect air quality data and assist in charting the progress of the Portland-Vancouver AQMA interim Attainment Plan.

Table II identifies common types of air pollutants with major resources and possible health hazards. Carbon monoxide is the most common pollutant with the major source being the automobile. Automobiles also produce hydrocarbons, nitrogen oxides, aldehydes, sulphur compounds, organic acids, ammonia, lead and other metallic oxides.

Based on traffic characteristics, Highway 99E is estimated to be violating State and Federal carbon monoxide standards. I-205 presently meets the standards. Both Highways are projected to meet the standards in 1990.

Fossil fuels used for space heating are considered another major source of air pollution. Estimates are that Oregon City relies on fuel oil for 59% of its residential energy needs. Pollutants from this source include aldehydes, various oxides, organic materials, and some fly ash. Newer housing has made

more use of gas and electricity. However, burning gas also emits aldehydes, organics, and oxides of nitrogen, though to a lesser extent than fuel oil.

Forecasts indicate increased dependence of electricity for residential heating and many public and business/industrial uses. Though this is essentially a non-polluting energy system at the use end, the long range fossil generation could limit the extent of conversion to electricity.

T A B L E I I

MAJOR TYPES OF CONTAMINANTS

<u>Pollutant</u>	<u>Major Sources</u>	<u>Principal Effects</u>
Carbon Monoxide	Gasoline-powered vehicles, fuel combustion, industrial processes	Reduction in the oxygen carrying capacity of blood
Suspended particulate matter	Combustion and industrial and natural processes	Visibility reduction, soiling
Oxidants	Atmosphere photochemical reactions involving nitrogen oxides, organic gases, vapors and solar radiation	Sensory and respiratory irritation, plant damage Provides indirectly an index of visibility reduction due to photochemical aerosols
Sulphur dioxide	Fuel combustion (coal, oil, cellulosic material), industrial processes	Sensory and respiratory irritation, plant damage corrosion
Total gaseous hydrocarbons	Fuel combustion, industrial processes	Visibility reduction, plant damage, and sensory irritation are produced in photochemical reactions involving nitrogen oxides; these gases may also cause adverse health effects, and nitrogen dioxide can cause decreased visibility
Total aliphatic aldehydes, formaldehydes and acrolein	Fuel combustion, incineration of wastes, atmospheric photochemical reactions	Sensory irritation, plant damage, visibility reduction, and possible adverse effects on health
Carbon dioxide	Combustion processes	Used as an index of pollution from combustion operations

SOURCE: Air Pollution Control Policy in the Willamette Basin, Abed, George T., Oregon Department of Commerce, Page 11.

T A B L E I I I

AIR QUALITY ASSESSMENT

ROADWAY	YEAR	AVERAGE DAILY TRAFFIC	AVERAGE (1) PEAK HOUR TRAFFIC (8 hr. per week day)	SPEED LIMIT	EMISSION STANDARDS
Hwy. 99E	1975	26,000	13,000	40 mph	Currently in violation
I-205	1975	30,000	15,000	55 mph	Meets standards
Hwy. 99E	1990 ⁽¹⁾	35,000	17,500	40 mph	Projected to meet standard.
I-205	1990 ⁽²⁾	70,000	35,000	55 mph	Projected to meet standard.

(1) Assumes 50% of traffic occurs during peak 8-hour period

(2) Assumes a 50% reduction in auto carbon monoxide emission by 1990

SOURCE: Metropolitan Service District, 1979.

Other sources of air pollution in Oregon City are the Publisher's Paper Plant and Rossman's Landfill (located just outside the incorporated City limits). The air pollution from the Paper Plant is essentially sulphur odor, while the pollution from the Landfill is a noxious garbage odor and occasionally dust. Both sources operate under State permits and regulations designed to reduce or eliminate the problems. A regional resource recovery plant planned for Oregon City that will convert local solid waste material into energy for the Publisher's Paper Mill is now being reviewed by affected State, regional and local agencies. Technical studies are underway to ensure that the plant will have the best technical air quality mechanisms available.

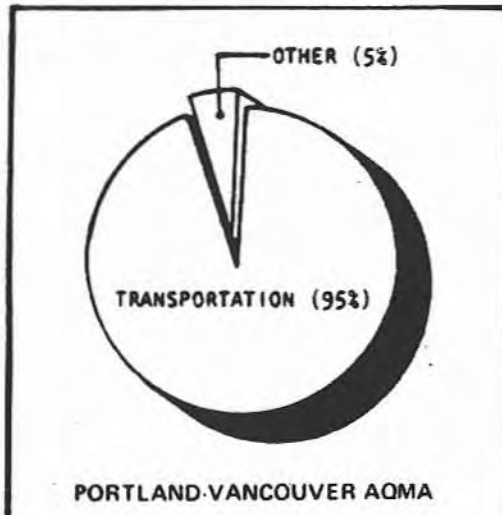
Regional Air Quality Strategy

Oregon City has an important stake in an effective air quality control strategy. The metropolitan area has a multi-source air pollution problem stemming from high levels of total suspended particulates (TSP), carbon

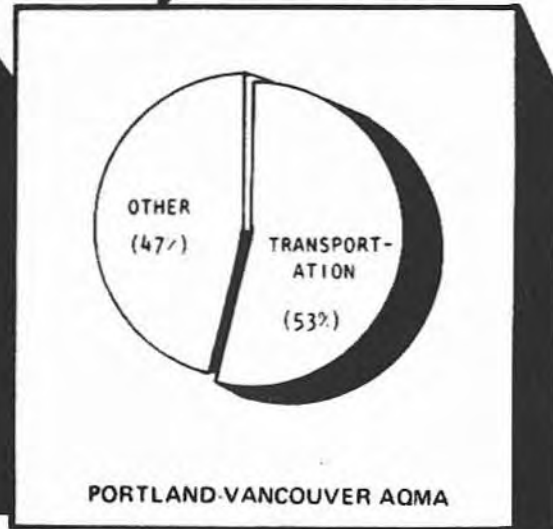
TABLE IV

Percentage* of Total Emissions Attributable to Motor Vehicles

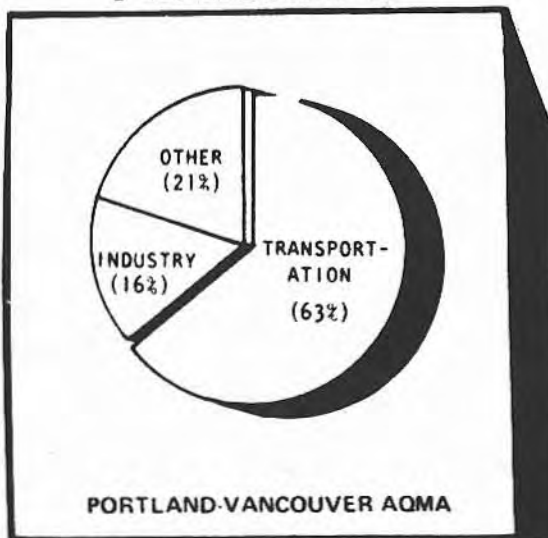
Carbon Monoxide



Hydrocarbons**



Total Suspended Particulates



* These percentages are based on 1979 emissions inventory data compiled by the Department of Environmental Quality.

** Hydrocarbons are a factor in ozone formation.

SOURCE: Oregon Department of Environmental Quality, Air Quality Control Division, 1979 Oregon Air Quality Annual Report.

1

monoxides and ozone. To combat the problem, the Oregon Department of Environmental Quality (DEQ) has been given authority to develop and administer a State Implementation Plan in areas with air quality deficiencies. DEQ has developed ambient air standards, air monitoring systems and air quality forecast methods. To improve the air quality problem, DEQ has applied a program of transportation controls, stationary source volatile organic compound controls and a new source review program.

Although the options available to Oregon City to deal with existing air pollution are limited, there are local actions that can be taken in coordination with state and regional authorities to ensure that air quality is systematically improved over time. The Comprehensive Plan policies reflect the fact that citizens and local officials are both concerned about air quality. Because Oregon City receives the bulk of its air pollution from metropolitan sources that drift over the City, local officials are committed to maintaining regional air quality programs that will reduce pollution throughout the Portland-Vancouver AQMA.

AGRICULTURE

Goal

To preserve and maintain agricultural lands

Inventory

Within the city limits of Oregon City, only two parcels of agricultural land use remain.

(1) Chapin Berry Farm on Warner Parrott Road, 20.71 acres.

This parcel lies between two residential subdivisions of single-family homes. The property has been in commercial berry production as a family operation and is made up of Bornstedt silt loam (Class II) and Delena silt loam (Class IV) soils.

Most of the property (17.58 acres) is being purchased by the City for park use. Matching funds for acquisition and development are coming from the Bureau of Outdoor Recreation. This will preserve the property as open space.

(2) Kronberg Property: Fir Street, approximately 33 acres.

This parcel lies between an area of industrial development and Clackamas Community College. The property is in corn production this season, but is not cultivated every year. Soils are Jory silty clay loam (Class II) and Bornstedt silt loam (Class II).

The area is planned for high density residential and industrial development and will be divided by the proposed Oregon City By-Pass. Owners proposed a mobile home park in 1977, but were denied because of the DEQ imposed sewer moratorium.

Analysis

The small amount of agricultural land and future development plans for those properties precludes any continuing agricultural activity within

the city limits of Oregon City. Both of the above properties have been surrounded by urban development, have urban services adjacent to the property, and are no longer viable agricultural properties.

Outside City Limits

Much of the land South of the city limits is in Class I soils. Most of the land North, Northeast of the City falls in Classes II and III, while East of the City, most land falls in Class VI.

Most of the agriculturally-used land lies South of the City, both inside and outside the City's Urban Growth Boundary (UGB). However, lands within the Urban Growth Boundary are also widely developed in residential use, particularly half-acre lot subdivisions.

This existing land use pattern prevents the continuation of efficient farming operations. In addition, it has been determined at both the regional and county levels, that land within the City's Urban Growth Boundary is needed for urban uses before the year 2000. The City's ability to provide for urban uses within the Urban Growth Boundary will enhance the County's efforts to preserve agricultural and forest uses to the South and East of the City's growth area.

Within the Urban Growth Boundary, agricultural lands should remain in production until such time as urban services are available for conversion to urban use. Outside of the Urban Growth Boundary, in the area South of Oregon City in the Beavercreek drainage area, the City has gone on record supporting agricultural preservation. It should be recognized, however, that all of the agricultural lands which needs to be preserved lies outside of the City's jurisdiction.

F O R E S T R Y

Being an urban area, Oregon City has no commercial forest land within city limits. Small urban forest areas, mainly parks and undeveloped slopes, do exist and have been inventoried. A map of these urban forest areas is on file at the Oregon City Planning Department.

Classification of forest areas is based on U.S. Forest Service site classes.

These ratings are based on the average height that a douglas fir tree would reach in 100 years growing in a particular soil type and slope. These ratings account for erosion hazard, equipment limitations, seedling mortality, windthrow hazard and plant competition, as evaluated in the Soil Conservation Service publication "Soil Survey Interpretation for the Oregon City Area".

The major forest areas in and around the City consist of Douglas Fir, Western Hemlock, Red and Port Orford Cedar, Big-Leafed and Vine Maple, Red Alder, Trailing Blackberry, Salmonberry and Salal.

Oregon City has a number of forested areas in recreational use. Forested parks include: Atkinson, Barclay Hills, Charman and Linn, Clackamette, Oak Tree, Rivercrest, Singer Creek, and Waterboard (see Parks and Recreation section of this Plan for locations). These areas offer a variety of recreational opportunities and scenic views for citizens and visitors and should be preserved for this use.

The urban forest serves as a natural visual, noise and wind buffer, preserves air quality through the photosynthetic process, filters pollutants from rain water, acts as a deterrent to run-off and erosion on steep slopes and riverbanks, can be used to separate conflicting land uses, and is one means to provide an orderly transition from rural to urban land uses.

The following policies are designed to preserve urban forest land for the preceding purposes:

1. Wooded tracts of land should be protected through site plan review and planned unit development options before development is allowed.
2. Future rights-of-way should be designed to minimize the impact on forest growth or use.
3. Removal of forest land should be carefully considered in light of its effect on fish and wildlife populations.
4. To preserve forest resources, development of available non-forested land should be encouraged before forest land is disturbed.
5. Timber harvested commercially will be done under the Oregon Forest Practices Act.

MINERAL AND AGGREGATE RESOURCES

According to the State Department of Geology and Mineral Industries, there are four areas within Oregon City's Urban Growth Boundary containing mineral and aggregate resources:

1. Willamette Sand and Gravel's site off the Clackamas River has been completely mined and is now serving as a rock processing facility. Approximately 1,260,000 cubic yards of rock have been removed from the site.

2. The Waterboard Park site is currently inactive, but had produced 100,000 cubic yards of rock. Future potential of this site is estimated at 75,000 cubic yards. The area is within a designated natural park, which according to a City Charter provision initiated by the people prohibits any future quarrying activity. While this means the loss of access to a resource, it is a matter of priorities, with the decision made (unalterable by the City of Oregon City) that scenic and recreational uses of this forested property are of higher priority.

3. The Redland Road site is also inactive, with past production of 31,000 cubic yards and potential estimated at 150,000 cubic yards.

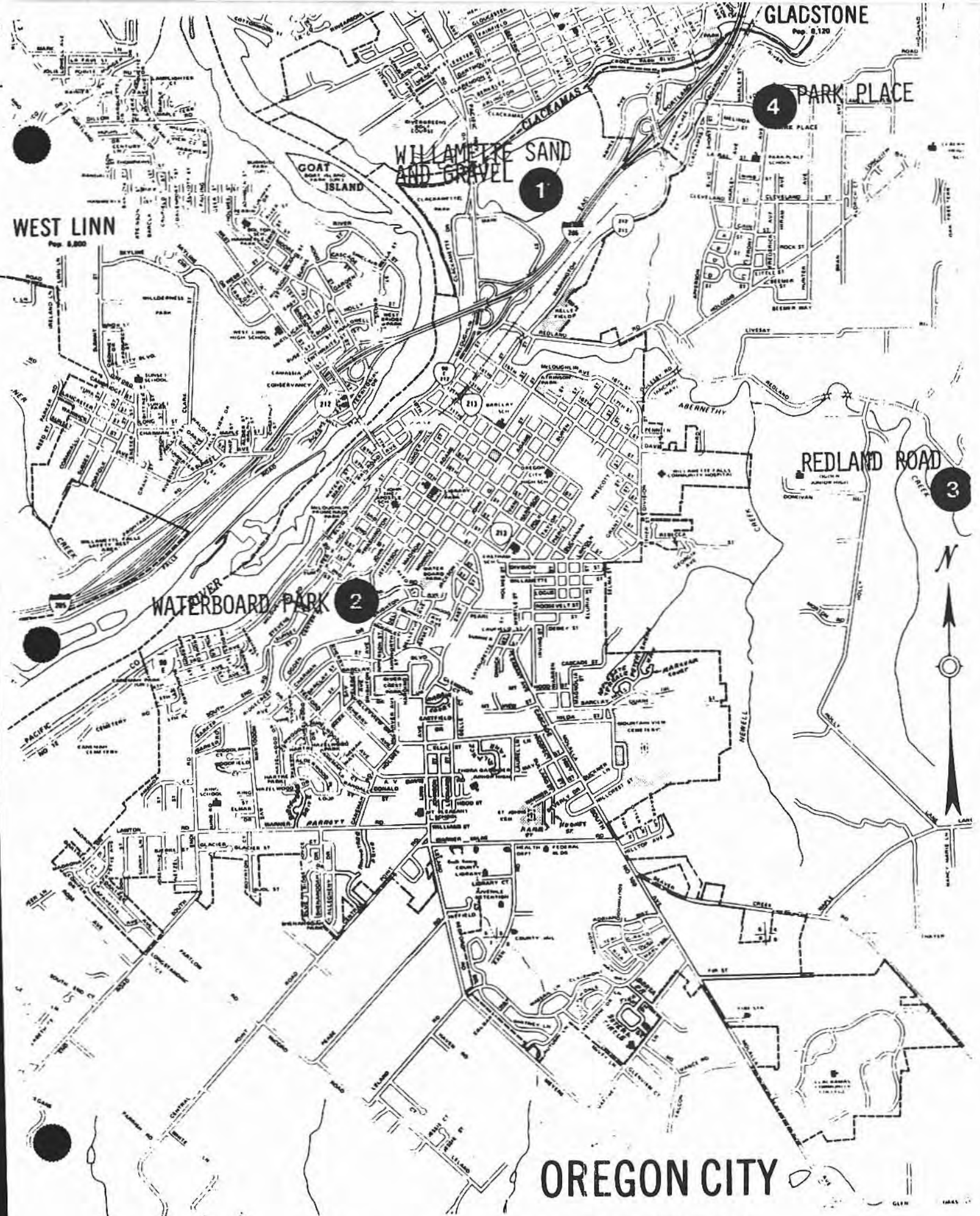
4. The Park Place rock quarry site has past production of 14,000 cubic yards, with a potential of 28,000 cubic yards.

Those four sites are located on the accompanying map.

The following policies relate to mineral and aggregate resource use:

1. Impacts or extractive activities on surrounding uses should be minimized by use of conditional use permit.
2. Problems of noise, dust, traffic and negative visual impacts should be controlled before the applicant is granted a conditional use.

3. Upon exhaustion of the resource, the landowner should be responsible for restoration of the site.
4. Plans for re-use of the site should be submitted with the conditional use application, and must be consistent with the Comprehensive Plan land use policies.



OREGON CITY

MAP 1: MINERAL AND AGGREGATE RESOURCES

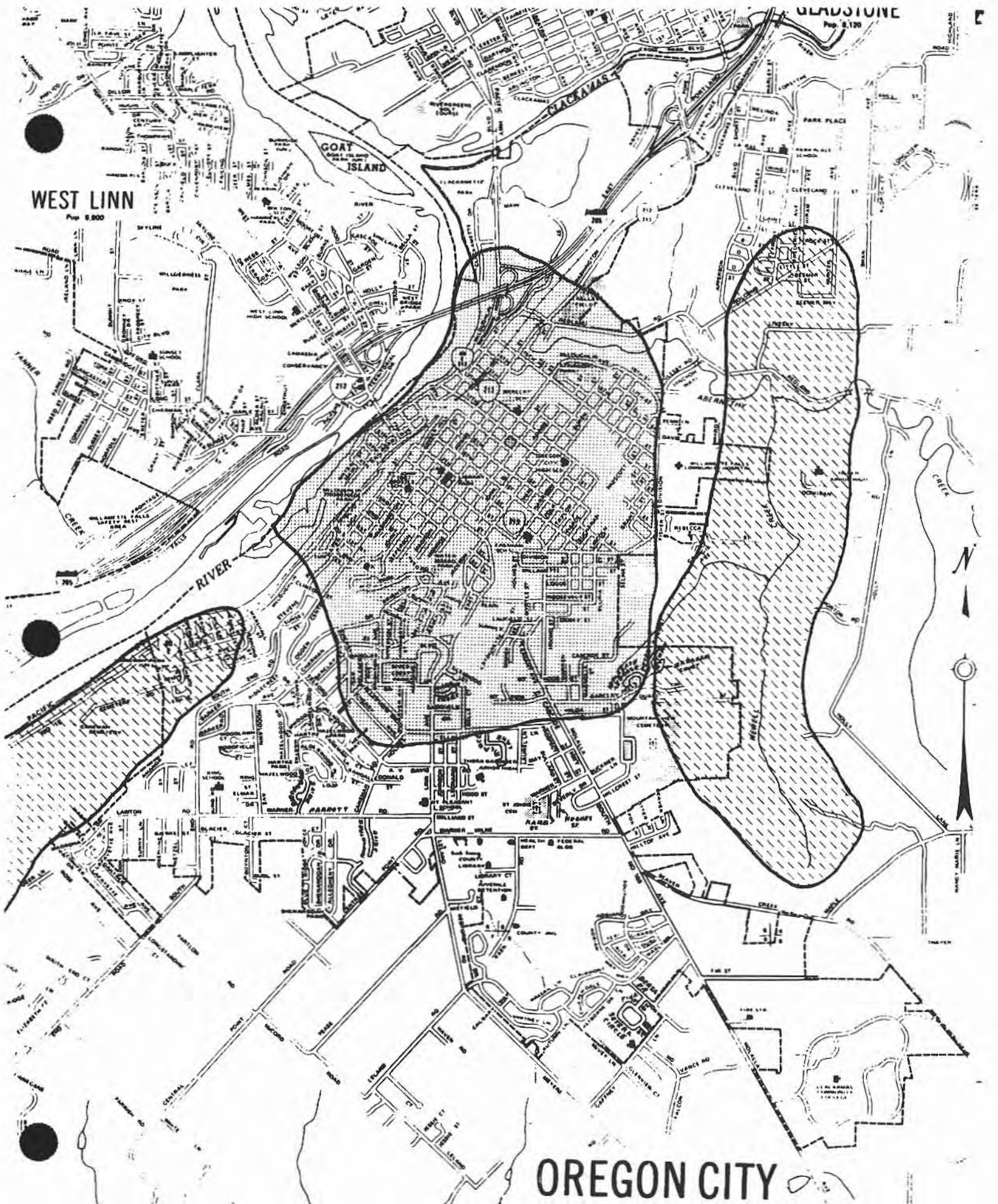
F I S H A N D W I L D L I F E H A B I T A T

Anadromous fish have always been plentiful in Oregon City's major waterways. The Willamette River serves as a migration route for spring and fall Chinook salmon, Coho salmon, sturgeon and summer and winter steelhead. Its tributaries are used for spawning by Cutthroat trout in the fall and winter. The fishery below Willamette Falls and West Linn bridge area are popular fishing areas. Chinook salmon are a declining resource with runs averaging about 51,000 and harvests of 12,400 per year. Beaches at the mouth of the Clackamas River are popular bank fishing areas for salmon and steelhead. Abernethy and Newell Creeks are also important fish spawning areas.

Singer Creek is a sensitive stream, generally not inhabited by fish, but which is important because of its potential influence on downstream water quality and fish production.

Activities detrimental to fisheries should be discouraged. Examples are: gravel extraction, removal of bankside vegetation, stream course diversion and pollution. Erosion should be controlled and the riparian habitat preserved. Finally, efforts should be made to maintain and improve existing fisheries. Improvement of water quality by developing more adequate sewerage treatment facilities receives the highest priority in this Plan.



Significant wildlife areas do not exist within Oregon City. There are limited habitats preserved in designated natural parks according to City Charter provisions.



WEST LINN
Pop. 8,900

GLADSTONE
Pop. 8,120

OREGON CITY

-  Cities
-  Douglas Fir - Trailing Blackberry

WILDLIFE HABITAT
(from CRAG OVERVIEW)

CITIES

Description: A wide variety of small birds and animals find a suitable habitat in urban areas. Parks, gardens, buildings and litter provide suitable food and shelter to support sizeable populations. Jays, sparrows, finches, pigeons, squirrels, rats, mice, cats and frogs are some of the more common inhabitants.

The larger gardens, intermingled woods and farmland, and lower traffic levels of the outskirts of the City enable larger animals from surrounding habitats to find a home or feeding area in the urban environment. Deer, raccoons, foxes, coyotes, opossums, turtle, snakes, crows and waterfowl are commonly encountered.

The Oregon Fish and Wildlife Commission has not conducted detailed wildlife inventories within urban areas as game management activities are not normally conducted in Oregon cities.

DOUGLAS FIR - TRAILING BLACKBERRY

Description: Virgin or mature second growth has dense shady aspect. The most abundant trees are Douglas Fir, and Western Hemlock, Red and Port Orford Cedar, Big-Leafed and Vine Maple, Red Alder, Trailing Blackberry, Salmonberry, Salal, are other common species. Brush species are present in wildlife burns, logged areas and other disturbed sites.

Climate: Annual rainfall is high; above 40 inches.

Value to Wildlife: Mature areas are of low wildlife value. With logging and fires, these openings produce abundant wildlife foods in the form of berries, forbs, browse, and grasses. Deer numbers may be as high as 80 per square mile. Blue and ruffed grouse and band-tailed pigeons are important species using these areas. Black bear numbers are high.

Wildlife Species:

Mammals:

- * Black-Tailed Deer: Large population in Bull Run Area.
- * Beaver
- * Coyote
- * Striped Skunk
- * Townsend Chipmunk
- * Chickaree
- * Bushy-Tailed Wood Rat
- * Brush Rabbit
- * Raccoon

Birds:

- * Blue Grouse
- * Ruffed Grouse
- * Band-Tailed Pigeon
- * Sharp-Shinned Hawk
- * Cooper's Hawk
- * Sparrow Hawk
- * Screech Owl
- * Turkey Vulture
- * Hairy Woodpecker
- * Downy Woodpecker
- * Flicker
- * Yellow-Bellied Sapsucker
- * Tree Swallow
- * Violet-Green Swallow
- * House Wren
- * Pygmy Nuthatch
- * Red-Breasted Nuthatch
- * White-Breasted Nuthatch
- * Brown Creeper

E N E R G Y S O U R C E S

The proximity of the Willamette River provides an opportunity for hydro-electric power for the Metropolitan Area. Willamette Falls Power Company, now Portland General Electric (PGE) produced the world's first long-range transmission from its generators at the Falls to Portland in 1889. Dismantled in later years, the site still has potential for hydro-electric production.

Another energy source is the proposed Metropolitan Service District/Publisher's resource recovery plant near the Rossman's Landfill (see map on page I-10 of this Plan). Energy, in the form of steam, would be supplied to Publisher's Paper (see Community Facilities - Solid Waste Section).

Both of these sources are significant. PGE retains ownership of the former hydro-electric site at the Willamette Falls. While there are no immediate plans to re-establish this power generation, in part due to its relatively small size and efficiencies of scale, it is retained as a future possibility.

The City Planning Commission has granted the necessary approval for the METRO/Publisher's resource recovery plant and it is anticipated that it will be underway in the early 1980's.

SCENIC VIEWS AND SITES

Oregon City has many scenic views and sites to be preserved for residents and visitors. Views of Mount Hood, the Willamette and Clackamas Rivers, Willamette Falls, and scenic cliffs and wooded areas provide Oregon City with an abundance of scenic amenities. These sites and views contribute to the overall aesthetics of Oregon City.

The major scenic drives and viewpoints in the urban area should be preserved, particularly those with sweeping vistas and those along waterways. Installation of appropriate plaques or markers along scenic drives and major viewpoints should be encouraged.

Historic and scenic areas within the City, as viewed from points outside the City should be preserved. Important views seen from outside the community include the bluffs and forested hillsides, Canemah Historic District and Downtown as seen from West Linn and I-205.

The major scenic views and vistas include those listed below. While no such list can be fully complete, since perceptions of scenic qualities differ, the following views should be preserved, if feasible, by means available to the City including site plan review, zoning height limitations, and park acquisition. Views include:

- * Mount Hood, as seen from several places in Oregon City.
- * Vista from the top of Waterboard Park Road.
- * Other public vistas from atop the bluffs.
- * McLoughlin Promenade vistas.
- * Singer Creek Falls, as seen from Downtown.
- * Views of the Willamette River from Highway 99E, also other attractive and natural features along this scenic highway such as cliffs.
- * Willamette Falls Viewpoint (state highway turn-out)
- * Canemah Historic District, including the extensive vegetation.
- * Other historical properties as detailed in the Historic Preservation section.
- * Views of and from the Municipal Elevator, also the adjoining steps.
- * Waterboard Park (the second bluff) and other natural area parks.

- * Coffee Creek Falls, as seen from South End Road
- * Forested hillside areas as seen from the Willamette River and/or Highway 99E.

W A T E R A R E A S

The major water resources in Oregon City are the Willamette and Clackamas Rivers, and Newell, Abernethy and Singer Creeks. These waterways, important to fisheries, should be managed to preserve their natural environments. Natural features surrounding these waterways should be maintained in new developments. Site design review should be combined with other implementative devices to preserve environmental quality. With the Parks and Recreation section of this Plan, there is a section on the major recreational resources along the Rivers.

O T H E R N A T U R A L R E S O U R C E S

Ecologically and scientifically significant natural areas, wilderness areas, cultural areas and scenic waterways, as legally defined, do not exist in Oregon City. Several areas in Oregon City do have characteristics similar to these resources (for example, parts of the Willamette and Clackamas Rivers in Oregon City) and these are discussed and appropriate policies recommended in other sections of the Natural Resources and Parks and Recreation sections.

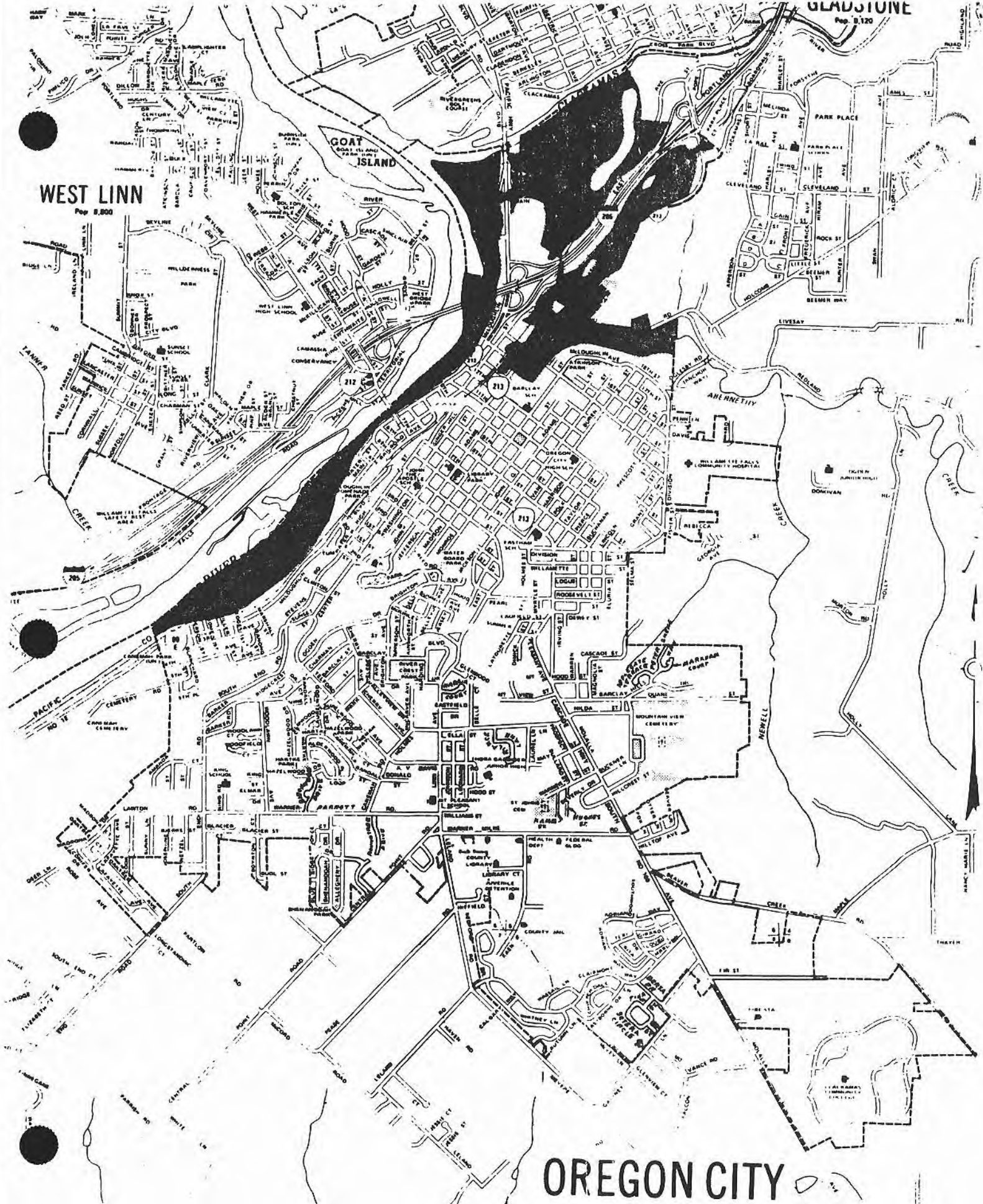
N A T U R A L H A Z A R D S

Oregon City's location along major waterways, the existence of slopes, areas of unstable soils and areas of potential landslides and flooding result in sections of the City being susceptible to natural disasters and hazards. In order to protect life and property, developments subject to damage or that could result in loss of life should not be planned or located in known areas of natural disasters and hazards without appropriate safeguards.

F L O O D P L A I N

The 100-year flood plains of the Willamette and Clackamas Rivers and Abernethy Creek should be managed to protect their natural function as well as to protect the lives and property of those individuals currently living within and along flood plain boundaries. A precise map of flood plain boundaries, as approved by the U.S. Department of Housing and Urban Development (HUD), is on file in City Hall.

New development and construction within the 100-year flood plain should be restricted to uses which do not endanger life or property in the event of a flood. The City should continue participation in the HUD flood insurance program. Related ordinances need to comply with current and future revisions to the HUD program. Further identification of flood plains and flood protection requirements can be found in the HUD Flood Insurance Study for Oregon City. Oregon City will need to enact a flood plain ordinance, replacing the flood protection resolutions, in order to comply with federal regulations. A schedule for this has been set forth by HUD with agreement from the City. A flood plain ordinance will be prepared to meet federal requirements and satisfy LCDC goal requirements. This must be done during the time period specified by the Federal Government.



OREGON CITY

FLOOD PLAIN MAP - 100 YEAR FLOOD BOUNDARY
 (Generalized From Adopted HUD National Flood Insurance Program Map 410021-0001-B) F-30

LANDSLIDES, WEAK FOUNDATION SOILS & EROSION

Landslide-prone areas should be evaluated on a site specific basis and should be protected from excavations and/or major vegetation clearing activity that would result in increased slide activity. No mudslide hazard areas have been identified in the Federal Study accompanying flood plain identification.

Construction of buildings and roadways in areas evidencing weak foundation soils should require special development standards in order to eliminate future damages. This should be applied on a site specific basis. Such areas do exist in Oregon City and detailed maps are on file at the Oregon City Planning Department.

Special development standards should be applied to site specific areas containing moderate and severe erosion potential.

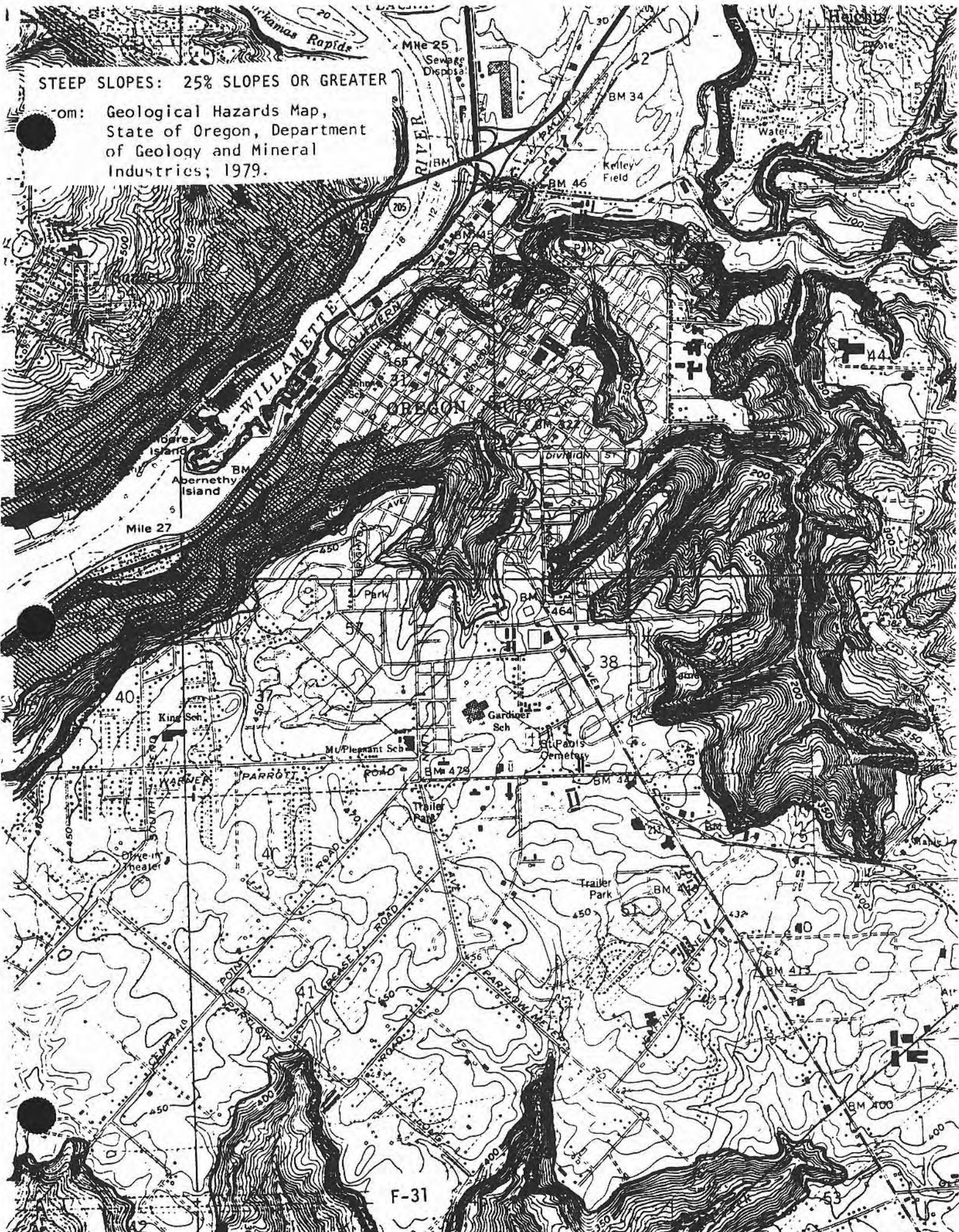
During new roadway and structure construction, excavation in landslide-prone areas, weak foundation soils and moderate and severe erosion potential areas should be minimized, but excavation of fill and unstable soils is required by building code.

Maintenance of existing vegetation or revegetation should be required for excavation and road slopes for those areas designated as landslide-prone or having moderate to severe erosion potential.

These soil hazards can be identified in the report "Soil Survey Interpretations for Oregon City Areas" by the Soil Conservation Service, and in the Clackamas County inventory maps on file at the Oregon City Planning Department. The City should draft an ordinance to control development in areas exhibiting soil hazards. The City should investigate commissioning a geological survey of the City in the near future and also investigate sources for funding the service.

STEEP SLOPES: 25% SLOPES OR GREATER

From: Geological Hazards Map,
State of Oregon, Department
of Geology and Mineral
Industries; 1979.



SEISMIC CONDITIONS

Due to the limited earthquake hazard potential in Oregon City, only major multi-family, commercial or industrial developments within maximum expected occupancies of over 100 people per structure, when located within the Ground Displacement or Ground Shake Areas, could require special development standards. These conditions are identified on the Clackamas County inventory maps, on file at the Oregon City Planning Department. The City should investigate the adoption of an earthquake building code at a future date.




GROUNDWATER

High water tables in the Oregon City area was inventoried by the State Department of Geology and Mineral Industries in 1979. A high water table is defined as an area in which groundwater rises within 1.5 feet of the ground surface. A high water table causes water to stand at or near the surface after heavy precipitation. Map VI illustrates the location of high ground water within Oregon City. Subdivisions and requests for major partitions in areas with high groundwater tables are required to file a Development Impact Statement (DIS) which, in part, asks the applicant to locate and take into consideration ". . . the effect upon the watershed in which the project is located; the effect upon the immediate area's storm water drainage pattern of flow; the impact of the proposed development upon downstream areas; and the effect upon the groundwater supply."

WEST LINN
Pop. 8,800

OREGON CITY

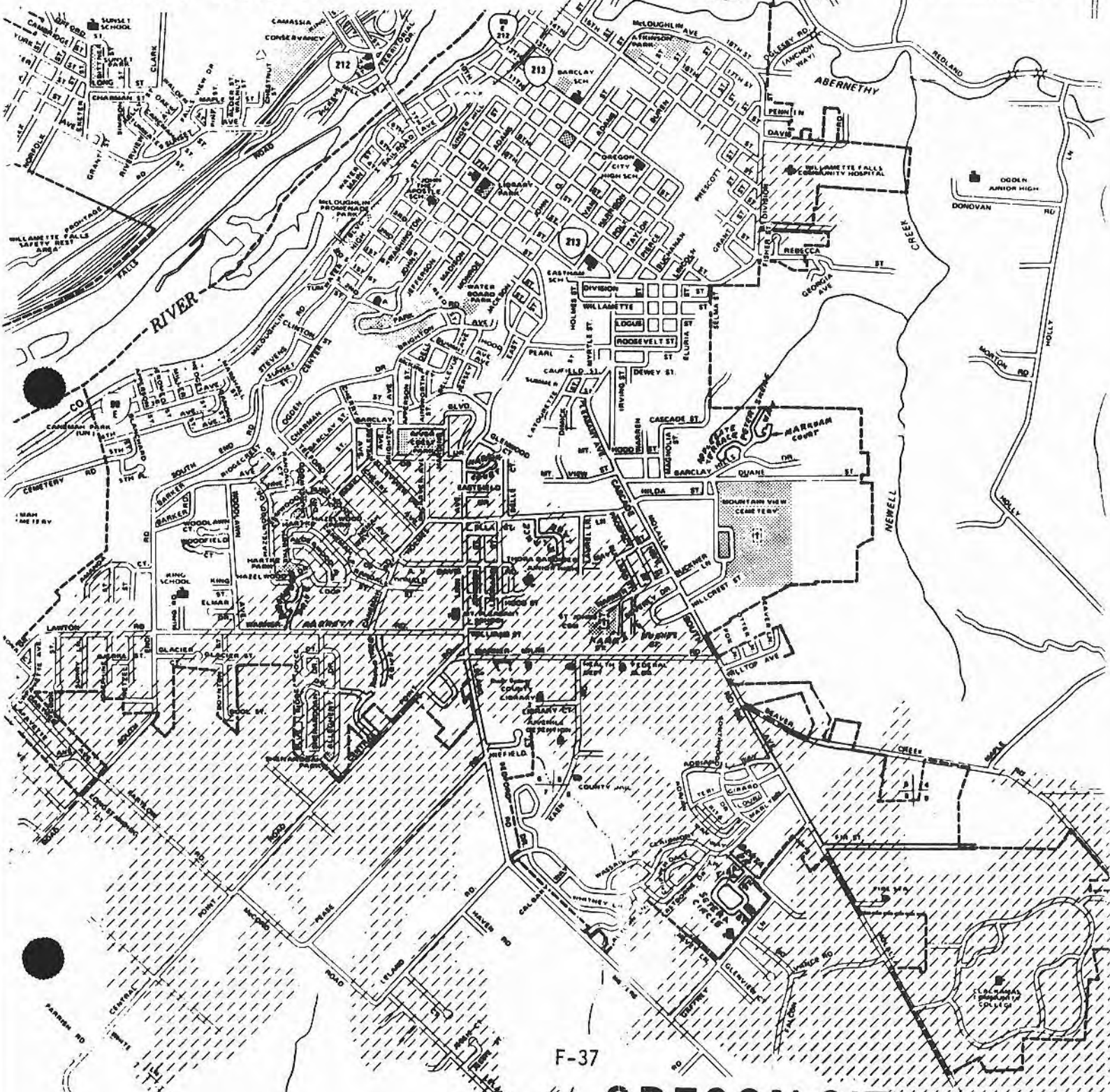
SEISMIC CONDITIONS MAP

-  LANDSLIDE - PRONE AREAS DUE TO EARTHQUAKES
-  AREAS SUBJECT TO POSSIBLE GROUND DISPLACEMENT DURING EARTHQUAKES
-  AREAS SUBJECT TO POSSIBLE STRONG GROUND SHAKING DURING EARTHQUAKES

WET SOILS - HIGH WATER TABLE

Wet Soils - High Water Table: Areas in which the water table rises to within 1.5 feet of the ground surface. Area extent interpreted from geology, soil maps, topography, and engineering borings. High water table causes water to stand at the surface or in shallow excavations.

FROM: Geological Hazards Map, State of Oregon, Department of Geology and Mineral Industries, 1979.



GEOLOGIC HAZARDS

Mass Movement



Landslide Topography

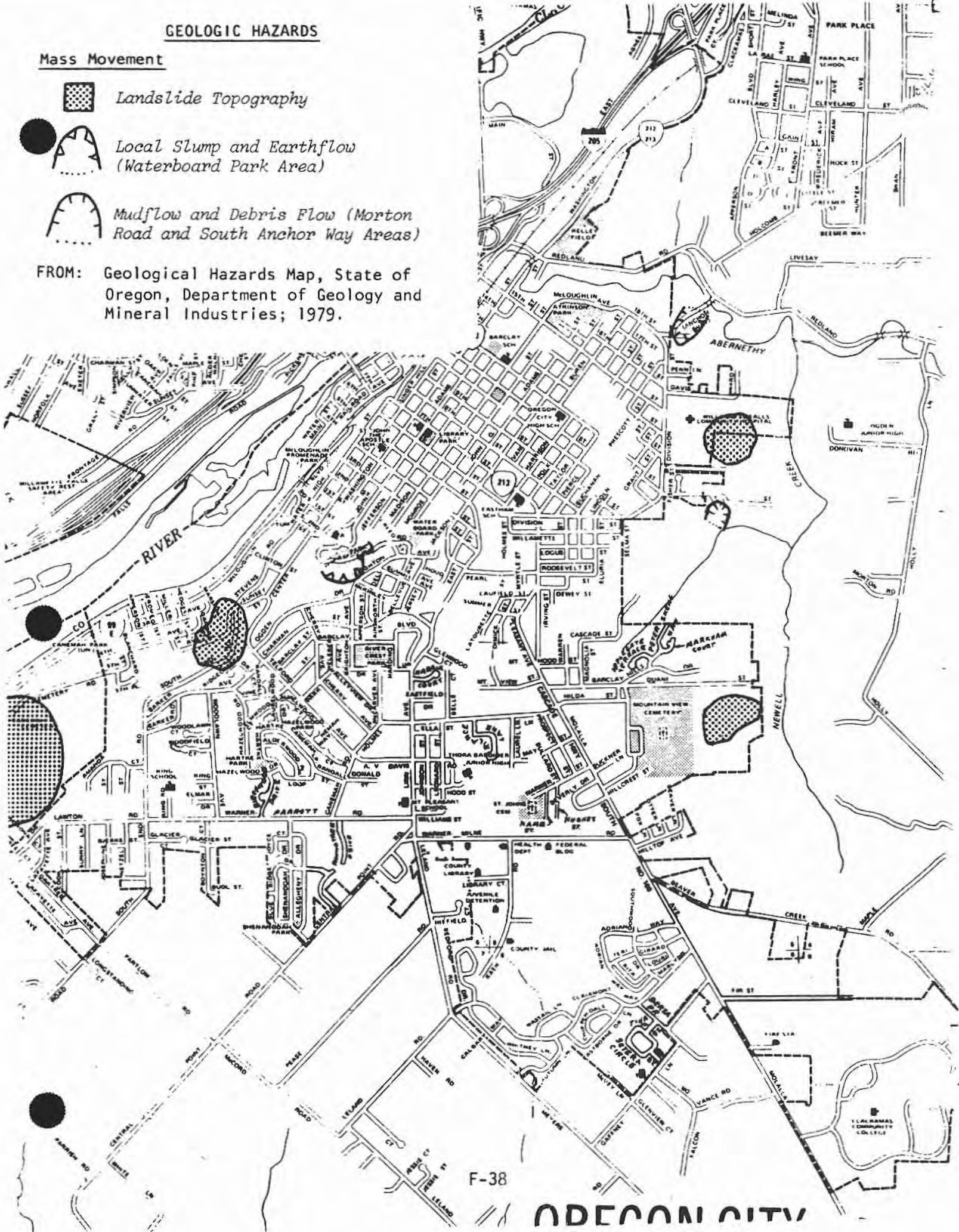


Local Slump and Earthflow
(Waterboard Park Area)



Mudflow and Debris Flow (Morton
Road and South Anchor Way Areas)

FROM: Geological Hazards Map, State of Oregon, Department of Geology and Mineral Industries; 1979.



GEOLOGIC HAZARDS

Mass Movement

Landslide Topography: *Large areas of bedrock failure characterized by irregular topography, disrupted stratigraphy, overall anomalous moderate to shallow slope, and disrupted drainage pattern; deposit often fan shaped or with multiple coalescing fans covering area up to several square miles. Numerous sags and ponded areas. Trees bowed or tipped; scarps and cracks still present if movement is recent. Drainage diverted into slide mass or other causes may be responsible for continued instability. Areas having recent movement are not recommended for development. Apparently stable areas require careful study and appropriate design and construction methods.*

Local Slump and Earthflow (Waterboard Park Area): *Rotational slides upslope generally in combination with earthflow downslope. Terrace escarpments oversteepened by stream erosion or modified by man. Slide usually arcuate at top. Trees bent or tipped; ground surface and drainage disrupted. Engineering projects in landslide areas will suffer damage from movement of foundation rock or soil. Inactive slides may be reactivated by redistribution of loads or change in drainage patterns during or following construction.*

Mudflow and Debris Flow (Morton Road and South Anchor Way Areas): *Lobate mass composed either of uncemented, fine-grained material (mudflow) or of more than 50 percent of solid content larger than sand size (debris flow) which moved slowly to rapidly, depending upon degree of slope and water content. Also contains variable amounts of organic material. Slopes adjacent to mudflow and debris flow are considered likely to fail with changing land use unless geological and engineering studies show otherwise.*

(Boundaries are approximate; statements are general; specific evaluations require on-site investigation.)

FROM: Geological Hazards Map, State of Oregon, Department of Geology and Mineral Industries; 1979.

N O I S E

Noise is an accepted factor in everyday urban living. But loud persistent noise has been recognized as a serious environmental problem by both state and federal authorities. In 1971, the Oregon Legislature adopted a Noise Control Act (ORS Chapter 467) which authorized the Environmental Quality Commission to adopt and enforce noise control standards. The Commission has subsequently adopted noise standards which are administered through the Department of Environmental Quality (DEQ). They cover the following three basic areas:

1. All new motor vehicles sold within Oregon must meet maximum allowable decibel limits. Vehicle categories include automobiles and light trucks, motorcycles, buses, snowmobiles, and medium and heavy trucks. Racing vehicles are exempt from this rule (OAR 340-35-025).
2. In-use motor vehicle emission standards are established and referenced to moving and stationary monitoring procedures. Road vehicles and off-road recreational vehicles are included in this rule. Ambient standards for off-road recreational vehicles impacting adjacent noise sensitive property are also included in this rule (OAR 340-35-030).
3. Industrial and commercial noise sources must meet ambient noise standards measured at the nearest noise sensitive property. Noise sensitive property includes residences, schools, churches, libraries, and other places where people normally sleep. The definition for industry is very broad, but some activities are exempted for reasons of lack of control technology, lack of an adequate standard or pre-emption by federal regulations (OAR 340-35-035).

Industrial and commercial noise standards are based upon protection of speech communication during the daytime (7 a.m. to 10 p.m.) and protection of sleep at night (10 p.m. to 7 a.m.). The standards are written in statistical terms over a one hour sampling period. This allows some variations in the noise level over time, but limits the total acoustical energy during the one hour sampling period.

Noise is a common feature of any urban setting, as the examples in

Figure I indicate:

FIGURE I

LOUDNESS RANGE OF COMMON SOUNDS
(Measured at Source or Indicated Distance)

<u>Sound Source</u>		<u>Response Criteria</u>
	150	
Carrier Deck Jet Operation	140	Painfully loud
	130	Limits Amplified Speech
Jet Takeoff (200 feet)	120	Maximum Vocal Effort
Discotheque Auto Horn (3 feet)	110	
Riveting Machine Shout (0.5 feet)	100	Very Annoying
NY Subway Station Heavy Truck (50 feet)	90	Hearing Damage (8 hours)
Pneumatic Drill (50 feet)	80	Annoying
Freight Train (50 feet)		
Freeway Traffic (50 feet)	70	Telephone Use Difficult Intrusive
Air Condition Unit (20 feet)	60	
Light Auto Traffic (50 feet)	50	Quiet
Living Room Bedroom	40	
Library Soft Whisper (15 feet)	30	Very Quiet
Broadcasting Studio (background level)	20	
	10	Just Audible
	0	Threshold of Hearing

SOURCE: Council on Environmental Quality, Environmental Quality, The First Annual Report (Washington, DC: CEQ, August, 1970.)

While the noise sources noted above are common in everyday life, the public awareness that real damage can be linked to excessive and persistent sounds is not commonly accepted information. However, a recent document from the U.S. Environmental Protection Agency (EPA) characterizes some of the potential harmful impacts of noise on our physical and mental well-being:

- (1) Hearing Damage - exposure to loud noise for prolonged periods of time will cause permanent hearing loss (though the loss will probably occur gradually); persons with hearing loss may suffer discomfort as well as social isolation due to distortion or loss of sound perception.
- (2) Stress - noise is a cause of environmental stress, to which the body may react in numerous ways, such as increased blood pressure, and altered heart rate, and increased adrenaline. Noise-induced stress may also aggravate existing disease by removing the relaxed atmosphere needed to maintain a person's resistance to disease and infection.
- (3) Harm to the Unborn - noise-induced stress experienced by pregnant women will effect their unborn children. Recent studies have linked noise to low-weight births and research is now being conducted to determine whether noise is a contributing factor towards certain birth defects.
- (4) Performance at School and Work - high levels of ambient (background) noise will tend to decrease the individuals's ability to learn or work efficiently. Children have difficulty developing good language and reading skills at school if they learn to read and speak in a noisy home environment; against a background of noise, children do not learn to distinguish between different sounds and thus develop a tendency to "drop" the endings of words. For the worker, noise will not only produce stress, but will also reduce accuracy and efficiency by disrupting the individuals's concentration.
- (5) Sleep Disruption - noise during the day may hinder a person's ability to relax after school or work; night time noises may interfere with the ability to go to sleep--both kinds of noises (above) will affect the quantity and quality of an individual's sleep which in turn can cause a variety of physical and psychological problems.
- (6) Mental and Social Well-Being - noise can cause extreme emotions and anti-social behavior by frustrating a person's activities and communication ability.
- (7) Physical Danger - noise can obscure warning signals (e.g. sirens, whistles), causing accidents to occur and can interfere with calls for help, preventing rescue attempts.

In Oregon City, a recent Noise Inventory conducted by the planning staff concluded that noise problems stem from two basic categories of sounds. The first come from sounds that are unusual, infrequent or especially loud. The second are more persistent and connected with a specific site or traffic corridor. Figure 2 categorizes the major sources of specific noise problem areas in Oregon City by neighborhood.

F I G U R E 2

A. Traffic Corridors

- * State Highway 213 Corridor
- * 7th Street (McLoughlin)
- * Molalla Avenue (Ely, Hilltop)
- * Highway 99E (Canemah)
- * 5th Street (McLoughlin)

B. Industrial/Commercial

- * Publisher's Paper Mill (First Level)
- * Publisher's Sawmill Operation (First Level)
- * PGE Substation (McLoughlin)
- * Rossman's Landfill Operation (adjacent to First Level)
- * Power Clean Car Wash (Ely)
- * Southern Pacific/Amtrak Rail Corridor (McLoughlin Canemah)

The Oregon City Airport, which is a privately owned and managed airstrip five miles south of the City limits, does not generate sufficient air traffic to cause noise problems over Oregon City.

Local noise control is primarily handled through the Nuisance Code (Chapter 6, City Code) and through design review of development projects to ensure that industry and commercial activities do not negatively impact their immediate neighborhood environment.

I M P L E M E N T A T I O N

Protection against hazards should be implemented through a combination of zoning and subdivision controls, use of the Uniform Building Code, the National Flood Insurance Program regulations, site plan review, and possible public purchase, where feasible, of natural areas unsuitable for building but desirable for parks.

NATURAL RESOURCES GOALS AND POLICIES

Goal

Preserve and manage our scarce natural resources while building a liveable urban environment.

Policies

1. Coordinate local activities with regional, state and federal agencies in controlling water and air pollution.
2. Encourage light industrial, non-polluting economic development in the area.
3. Preserve agricultural lands within the Urban Growth Boundary until such time as urban services for conversion to urban use are available.
4. Preserve urban forest land by:
 - 1) requiring site plan review prior to development in forested areas;
 - 2) designing future rights-of-way so as to minimize the impact on forest lands;
 - 3) encouraging non-forested land for development before forest land is disturbed; and
 - 4) considering the impact removal of forest lands may have on fish and wildlife.
5. Require that timber harvested commercially be done under the Oregon Forest Practices Act.
6. Require a conditional use permit prior to any extractive activities on natural resource sites identified in the Comprehensive Plan.
7. Discourage activities that may have a detrimental effect on fish and wildlife.
8. Preserve historic and scenic areas within the City as viewed from points outside the City.
9. Preserve the environmental quality of major water resources by requiring site plan review, and/or other appropriate procedures on new developments.

COPY

AN ORDINANCE AMENDING THE POLICIES IN THE NATURAL RESOURCES AND HAZARDS ELEMENT OF THE COMPREHENSIVE PLAN AND TO ADD POLICIES FOR AIR QUALITY AND NATURAL RESOURCES AT PAGE F-48 AND 49.

WHEREAS, ORS 197.640 requires local governments to enact measures to bring their Comprehensive Plans and regulations into compliance with the Periodic Review Factors; and

WHEREAS, the Oregon City Planning Commission on May 10, 1990, conducted a public hearing to consider the adoption of the new policies; and

WHEREAS, the Oregon City Planning Commission has recommended the approval of these amendments to meet Periodic Review requirements; and

WHEREAS, the proposed amendments to the Natural Resources and Hazards Element of the Comprehensive Plan is designed to best meet the land use planning needs of the City.

OREGON CITY ORDAINS AS FOLLOWS:

That the Natural Resources and Hazards Element of the Oregon City Comprehensive Plan, at Page F-48 and 49, to policies relating to Air Quality and Natural Resources is hereby amended to read as follows:

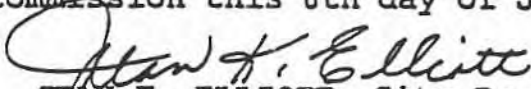
Air Quality

Oregon City lies within the Portland-Vancouver Interstate Air Quality Maintenance Area (AQMA). The Metropolitan Service District (MSD) and the Department of Environmental Quality (DEQ) have developed a regional control strategy to bring the Metropolitan area into attainment by 1990. Oregon City shall comply with all applicable DEQ air quality standards and regulations.

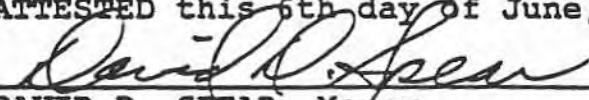
Natural Resources

All development within the City of Oregon City shall comply with applicable state and federal air, water, solid waste, hazardous waste and noise environmental rules, regulations and standards. Development ordinance regulations shall be consistent with federal and state environmental regulations.

Read first time at a regular meeting of the City Commission held on the 6th day of June, 1990, and the foregoing ordinance was finally enacted by the City Commission this 6th day of June, 1990.


JEAN K. ELLIOTT, City Recorder

ATTESTED this 6th day of June, 1990.


DAVID D. SPEAR, Mayor

ORDINANCE NO. 90-1031

Effective Date: July 6, 1990

ORDINANCE NO 90-1040

AN ORDINANCE AMENDING THE NATURAL RESOURCES AND HAZARDS ELEMENT OF THE COMPREHENSIVE PLAN TO ADD A SECTION AND A POLICY FOR SENSITIVE AQUIFERS AND A POLICY FOR ENVIRONMENTAL HAZARDS

WHEREAS, ORS 197.640 requires local governments to enact measures to bring their Comprehensive Plans and regulations into compliance with the Periodic Review Factors, and

WHEREAS, the Oregon City Planning Commission on June 26, 1990 conducted a public hearing to consider the adoption of the new policies, and

WHEREAS, the proposed amendments to the Natural Resources and Hazards Element of the Comprehensive Plan is designed to best meet the land use planning needs of the City.

OREGON CITY ORDAINS AS FOLLOWS:

That the Natural Resources and Hazards Element of the Oregon City Comprehensive Plan at page F-28 and F-49 to add policies relating to Sensitive Aquifers and Environmental Hazards is hereby amended to read as follows:

Sensitive aquifers

The State Department of Environmental Quality (DEQ) has mapped sensitive aquifers through the state. The maps are at a scale of 1 inch equals 8 miles and generally indicate the location of sensitive adquifers within the Urban Growth Boundary along Abernethy Creek and along the Clackamas River. Based on the DEQ map, it would appear that the former Rossman's landfill is located within the vicinity of the Abernethy Creek aquifer. A copy of this is shown on the map on page F-28.

Policies

Sensitive Aquifers

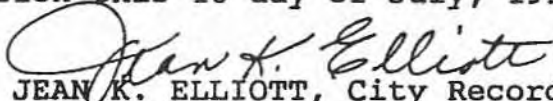
1. For any proposed development in the Sensitive Aquifer as shown on page F-28, notice shall be given to the Department of Environmental Quality.

2. If the Department of Environmental Quality (DEQ) specifies an alternative compliance boundary for monitoring groundwater quality, then no well may be constructed within that specified alternative boundary without approval from DEQ.


Environmental Hazard

The former Rossman's landfill site presents a potential danger to the public health if the site is altered or disturbed. The site is designated for industrial uses on the County Comprehensive Plan and upon annexation to the City, industrial zoning would apply. To assure that potential environmental hazards are not created through the development of the site, any changes or alterations requires notification, review and approval by the Department of Environmental Quality. The review shall take place prior to the issuance of development permits.

Read first time at a regular meeting of the City Commission held on the 5th day of July, 1990, and the foregoing ordinance was finally enacted by the City Commission this 18 day of July, 1990.


JEAN K. ELLIOTT, City Recorder

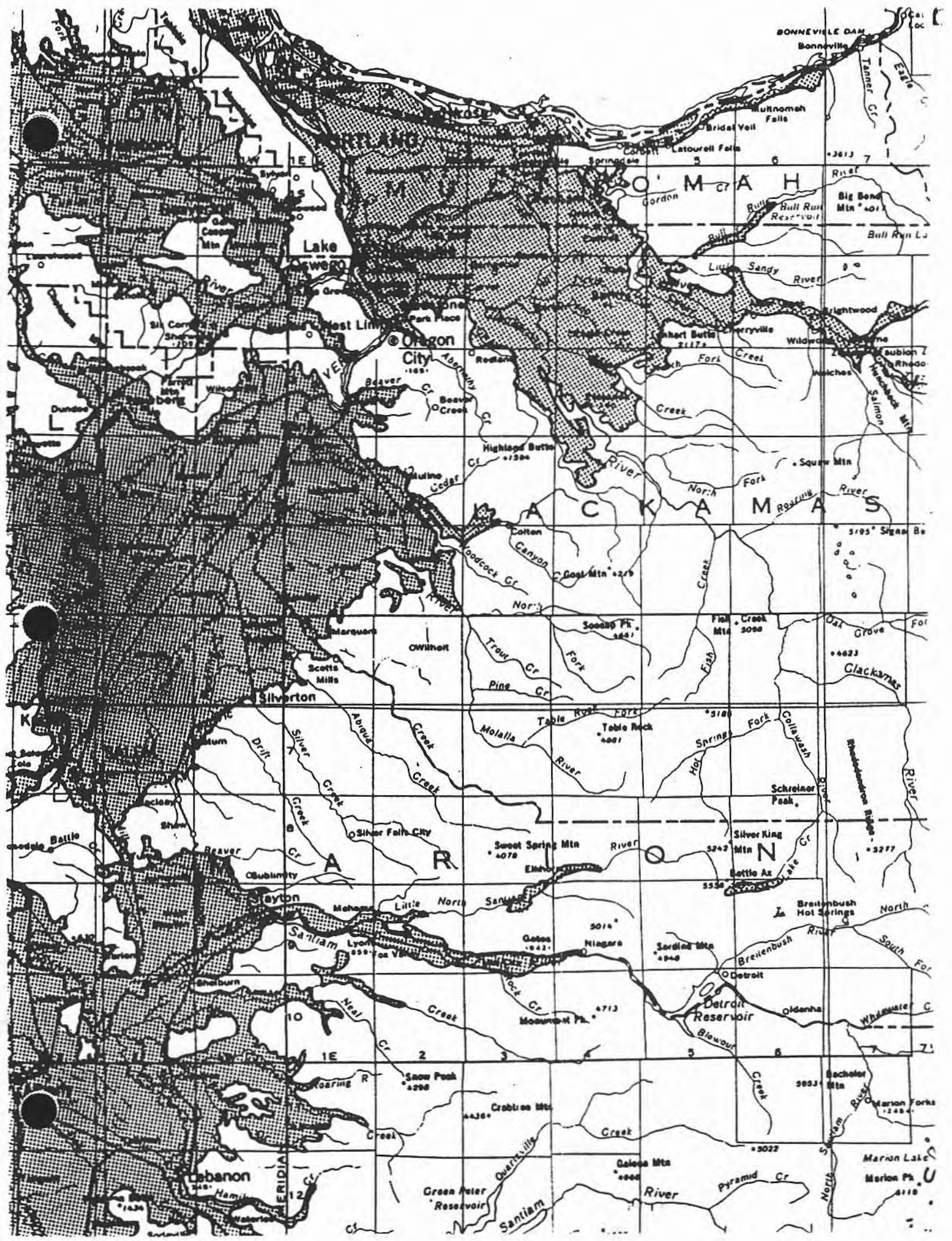
ATTESTED this 18 day of July, 1990.



DAVID D. SREAR, Mayor

Effective: August 17, 1990

ORDINANCE NO. 90-1040 - PAGE 2



ORDINANCE NO. 93-1007

AN ORDINANCE AMENDING THE NATURAL RESOURCES ELEMENT OF THE COMPREHENSIVE PLAN TO ADD A NEW SECTION ON WATER RESOURCES

WHEREAS, ORS 197.295 requires local governments to bring their Comprehensive Plan and regulations into compliance with Goal 5 standards regarding water resources; and

WHEREAS, the City of Oregon City wishes to promote, in cooperation with other federal and state programs as well as interested parties, the maintenance and conservation of water resources; and

WHEREAS, it is the goal of the City of Oregon City to improve cooperative efforts among private, nonprofit, and public entities for the management and protection of water resources; and

WHEREAS, the City of Oregon City Planning Commission has reviewed the proposed Plan amendments and on March 23, 1993, conducted a public hearing to consider adoption of these proposals; and

WHEREAS, the proposed amendments to the Natural Resources Element of the Comprehensive Plan are designed to best meet the land use planning needs of the City of Oregon City.

OREGON CITY ORDAINS AS FOLLOWS:

Section 1. That the Natural Resources Element of the Comprehensive Plan is hereby amended as follows:

WATER RESOURCES TEXT, GOALS AND POLICIES

Text:

1. Existing State and Federal Programs.

Section 404 of the Federal Clean Water Act authorizes the Army Corps of Engineers to regulate dredging and filling into the "waters of the United States". The term "waters of the United States" has been defined broadly to include virtually all surface waters, regardless of their size. In Oregon, the state Removal/Fill Law gives the Division of State Lands (DSL) similar authority. To fill or dredge a wetland area in Oregon, permits are required from both the Army Corps of Engineers (Corps) and DSL.

It is important that the Oregon City Comprehensive Plan maps identify wetland and other water resource areas subject to review by the Corps and DSL to avoid potential development delays and misunderstandings about what property is developable and how it may develop. If land that appears developable on the Comprehensive Plan map contains a water resource, the nature and extent of development will be severely impacted through the permit

process. Without an inventory of water resource areas, the City may issue development permits for a project only to discover later that a water resource exists on the property. Although the developer has received City approvals, permits from the Corps and DSL would still be needed. The delays and revisions resulting from this process may add costs that could terminate the project. For this reason, it is important that the City establish an inventory of water resources and potential wetlands that would be subject to review by DSL and the Corps.

In addition to the Corps and DSL programs, the statewide planning process requires that attention be given to water areas. Statewide Planning Goal 5 requires that natural resources be inventoried and protected. Wetlands and water resource areas are listed as resources subject to the Goal requirements.

2. Inventory of Wetlands and Water Resources.

- a. National Wetlands Inventory - The primary source of wetlands information for the Oregon City area is the National Wetlands Inventory prepared by the Fish and Wildlife Service of the United States Department of Interior. The National Wetlands Inventory map is at a scale of 1" = 2000'. The City water reservoir structure on Mountain View Street is identified on the National Wetlands map but will not be included in the City inventory. These represent one of the best available sources of information.
- b. Soil Conservation Service Maps - On the recommendation of the Oregon Division of State Lands, the National Wetlands Inventory has been supplemented with a list of hydric soils prepared by the United States Soil Conservation Service (SCS). SCS maps were used to identify areas of hydric soils within the Urban Growth Boundary. The following soil types were included:
 - Borges Silty Clay Loam, 0 to 8% slope - Map No. 7B
 - Delena Silt Loam, 3 to 12% slope - Map 30C
 - Wapato Silty Clay Loam - Map No. 84

A list of all hydric soils in Clackamas County is attached as an appendix.

- c. Field Inspection - Based on field inspection, one of the potential sites is significantly smaller than the area mapped by the SCS. A portion of the Coffee Creek drainage area (Delena Silt Loan) was developed for residential housing in the 1960s and '70s. Rather than follow the mapped area, the inventory will document the actual route of Coffee Creek.

Field inspection of the Wapato soils area in the vicinity of I-205 and Washington Street indicates that much of the area has been filled and was used for log storage. Immediately southwest of the Metro South Station a small pond and wetland area has been reclaimed. The wetland is being managed as an open space area by the Metropolitan Service District (MSD).

Inspection of the Delena soils area in the vicinity of South Rose Road indicates that the northern portion of the area has been developed as part of the Oaktree Subdivision. The southern portion includes over 20 acres of vacant land.

- d. Other Sources - On the suggestion of Audubon Society representative Mike Houck, the Regional Urban Wildlife Habitat Maps for the Portland-Vancouver area were reviewed as an additional source of inventory data. The maps were prepared as part of a Water Resources Study by the Army Corps of Engineers in October 1987. The maps did not identify significant marsh areas or waterfowl habitat within the Oregon City Urban Growth Boundary. The maps did identify the Willamette and Clackamas Rivers, Abernethy Creek and Newell Creek as areas of anadromous fish migration. In further contacts with Corps officials, no additional water resource inventory information was found for the Oregon City area.
- e. Oregon City Water Resources Inventory - In the fall and spring of 1992/1993, City staff and a consultant did an onsite inventory of the known water resources within the Urban Growth Boundary area. The water resources identified from the field data represent Oregon City's initial inventory work. Singer Creek and Newell Creek were not included on the National Wetlands Inventory or the SCS data, but have been included on the City's inventory. Several other sites within the UGB were also identified. Other water resources may exist in the area that were not field checked. As additional water resources are identified and inventoried, they will be added to the City's inventory through the amendment process.

INVENTORY OF WATER RESOURCES*

A. Rivers, Streams and Creeks

1. Abernethy Creek and Tributaries
2. Beaver Creek and Tributaries
3. Caufield Creek and Tributaries
4. Coffee Creek (Route of the Creek)
5. Little Beaver Creek
6. Mud Creek
7. Newell Creek and Tributaries
8. Singer Creek
9. Clackamas River Shoreline
10. Willamette River Shoreline

* Additional materials, set forth and contained in a Planning file entitled "Additional Materials Submitted on August 18, 1993" have been given to the City on day of the public hearing on the adoption of this ordinance and have not been analyzed. The sites referred to in these materials have not been the subject of staff review and analysis. The City Commission therefore classifies these sites as those for which the Goal 5 process should be delayed pursuant to OAR 660-16-000 (5)(b) and will be analyzed by the City in the future in accordance with that rule.

B. Ponds and other water courses

1. Clackamas Community College Pond
2. Hillendale Park Pond/Mud Creek
3. Clackamette Lake/Parker's Lagoon
4. Tooze Pond
5. Savage Property Pond
6. Traub Property Pond

C. Wetlands

1. Red Soils Industrial Area (near Carpenters Hall)
2. Red Soils area (Near Mental Health Building)
3. Meyers Road/Prince of Life/Pioneer Ridge Apartments
4. McBride Estates
5. Country Oaks Estates
6. Metro South Station
7. South Rose Road Area
8. Newell Creek Canyon - (13 sites)
9. Stimson Log Storage Area (restoration project)
10. Savage Property (meadow area)
11. Lazy Creek Lane area (between Stillmeadow and Meyers Road)
12. Behind Pioneer Ridge Apartments (east - vacant land)
13. Balcom Property (Beavercreek Road)
14. Mt. View Cemetery
15. Singer Creek Park
16. Fifth Avenue Pond
17. Highway 99E (2 sites)
18. Parker Property (below Apperson Boulevard)
19. Bean Property on Davis Road

The identified water resources are classified as 1-C. Information presently available on the quantity and quality of most, if not all, sites. Site visits and evaluations were done at each site and a data sheet completed will be in a supplemental document as part of the inventory data. A description (attached as Exhibit A) and an ESEE analysis follows, outlining the conflicting uses.

ESEE Analysis:

Rivers, Streams, Creeks, Ponds and Other Water Courses

Economic: Water resources provide a natural means of flood and storm damage protection. Restricting development in these areas will result in a reduction in floods and high run-off periods, thereby reducing the loss of property, structures and life. Water resources can serve as natural buffers between land uses, as water features, to create diversity within a development.

Social: Water resources provide areas for recreational activities, such as hunting, walking and boating. These areas provide a needed social function by providing "natural" areas for nature study in an urban setting.

Environmental: The loss of water area by removal of riparian vegetation and/or channelization will result in the loss of wildlife habitat and environmental diversity. Water resources also act as flood control devices by controlling and absorbing water during rainfall and releasing slowly.

Energy: Land available for development may be able to utilize a density transfer if a water resource area is to be protected. The increase in density will result in a more compact urban form within the Urban Growth Boundary, thereby reducing energy costs.

Wetlands

Economic: Wetlands provide benefit to the quality of life, improve water quality, assist with flood and erosion control, thereby reducing overall costs of development.

Social: Retention of wetlands provide an opportunity for environmental and ecological research, public recreation, and education facilities which help meet recreational needs. Protection of wetlands minimizes environmental deterioration and protects these unique areas to help meet recreational needs.

Environmental: Preservation of wetlands results in the ability to safeguard the ground water recharge systems, maintains water quality, provides habitat, and reduces peak flooding. Removal of vegetation, especially during summer months, can affect stream flow and damage salmonid.

Energy: The preservation of wetlands will result in increased densities within the Urban Growth Boundary. This will help ensure a compact urban form and support the goals of the preservation of wetlands and water resources within the planning boundary.

Conclusion

Uncontrolled development of water resources areas will result in significant damage to the environment and property. Opportunities will be lost for open space, wildlife habitat, and quality of life within the City's planning boundary. Restricting development within water resource areas will result in an increase in open space and efficient development patterns that will increase densities and reduce energy costs through a compact urban form. Water resource areas shall be protected by limiting the nature and degree of conflicts through the preservation of open space and allowance in the use of density transfers where warranted.

The City shall designate the sites as 3-C and specifically limit conflicting uses through development review. Every effort has been made to identify all known resources. The proposed Code provisions will require that if a site comes to the attention of the City that is not shown on the inventory, but meets the state and federal requirements, then a determination will also be required.

Water Resource Protection

Development proposals that may pose a conflict with water resources shall be reviewed for compliance. Water resource areas include:

- Areas with hydric soils (as identified on the SCS maps)
- Shorelines of rivers, ponds, streams, creeks and lakes
- Identified impact areas

Development or alterations are subject to City review through the development review process. Significant water resource areas can be protected.

B. Comprehensive Plan

Water Resources

Goal: It has been determined by the City and its citizens that the remaining water resources within the Urban Growth Boundary are to be protected. This is due, in part, to the dwindling numbers of these resources and the value to the community. It has been determined that water resources provide for flood protection, water quality improvement, provide fish and wildlife habitat, provide natural products for economic development and create recreational opportunities and open space.

1. Assist in the protection of natural features, natural vegetation and the banks of water sources;
2. Maintain water quality and wildlife habitat;
3. Preserve natural storm water retention beneficial to flood control.

Policies:

1. The City shall inventory and identify all water resource areas within its planning boundary. These areas shall be identified as Water Resource Impact areas.
2. The City shall establish a mechanism for review of all development which may occur on or adjacent to a Water Resource Impact area.
3. The City shall encourage the open space use of water resources and land use compatible with water resources preservation.
4. The City shall establish development review procedures which will preserve the natural function of water resource areas and protect them from deterioration by:
 - a. Incorporation of the natural water resource feature in site design;
 - b. Prevent clearing of natural vegetation in the water resource impact areas;
 - c. Preserve the natural retention storage capacity of the land; and
 - d. Prevent discharge of water pollutants into the ground.

5. Provide the opportunity to increase water resource areas by encouraging and requiring water resource restoration and creation.
6. Encourage educational opportunities for the study of water resources through the schools, community college, Metro, and other agencies.

Section 2. That the inventory documents and maps be adopted as an appendix to the Comprehensive Plan.

Read first time at a regular meeting of the City Commission held on the 18th day of August, 1993, and the foregoing ordinance was finally enacted by the City Commission this 18th day of August, 1993.


JEAN K. ELLIOTT, City Recorder

ATTESTED this 18th day of August, 1993


DANIEL W. FOWLER, Mayor

ORDINANCE NO. 93-1007

Effective Date: September 17, 1993

EXHIBIT "A"

DESCRIPTION OF WATER RESOURCES

It has been documented that prior to the settlement era of Oregon City, wetlands and water resources were plentiful. Early settlers' diaries describe the area known as Abernethy Green as having lush grasses for forage and ample water for both livestock and people. In the past water resources were often regarded as wastelands, swamps or other undesirable areas. Negative attitudes existed for years concerning the value of water resources. In Oregon City they have been drained and converted to farmland, filled for housing developments and used a place to store household and hazardous waste. In and around Oregon City for water resources (wetland, streams, creeks etc) have disappeared. The original number of these resources is unknown. Today, however, there are fewer than 30-50 resources known to still exist within the city's urban growth boundary.

It has been determined by the City and its citizens that the remaining water resources within the Urban Growth Boundary are to be protected. This is due in part to the dwindling numbers of these resources and the value to the community. It has been determined that water resources provide for flood protection, water quality improvement, provide fish and wildlife habitat, provide natural products for economic development and create recreational opportunities and open spaces.

RIVERS AND CREEKS

1. Abernethy Creek and tributaries: (2-2E-28,29,30)

General description: This resource is approximately 80-/+ miles long. From its confluence with the Willamette River to the tributaries in the Park Place area and the Redland Road area this creek runs through many diverse areas. Along the creek area much of the resource is confined to the stream corridor. Zoning ranges from commercial at the I-2-5 area, light industrial along 17th Street to single family zoning in Park Place and rural residential zoning along Redland Road. The creek is in a pipe as it goes under I-205. In the older section of the First Level neighborhood area buildings (residences, Krueger Lumber Company and the county buildings) are built close to the edge of a high bank. The county has completed some stream bank stabilization adjacent to their facilities. The diversity of the vegetation is good. The vegetation along the creek consists of evergreen and deciduous trees, blackberries, ferns, and grasses. There is a great deal of cover for small animal life and deer have been observed within the city limits.

Potential impacts: Water runoff from paved areas and other pollutants such as oil from cars could be a problem. Removal of perimeter vegetation could also be a potential problem. New construction in any of the areas of the creek should have a setback of 25-30, no structure or non-native vegetation should be constructed or introduced into the transition area. Water runoff problems can be minimize through the requirements of the state plumbing code. Uses allowed within the various zoning districts can be allowed without impacting the resource, provided that transition boundaries and setback requirements are met.

2. Beaver creek and tributaries: (3-2E-17, 17A tl 1002)

Description: It a large stream with several tributaries which include Caufiled Creek, and Little Beaver creek and Camus Creek. Beaver creek cuts across through a canyon at tl 1002 . This property is steep and wooded. It is also located within the urban growth boundary. It is highly unlikely that this property will ever and should ever be developed. Access is very limited and a close inspection of this area was not possible due to the steep terrain.

Potential Conflicts: Development or access to this area of the Beaver creek canyon area may cause serious environmental damage. Access and development should be limited with the criteria as described in the proposed Water Resources Ordinance. All other uses should be minimized.

3. Caufiled Creek and tributaries: (3-2E-8,9,17)

Description: Caufiled Creek seperates from Beaver creek in the area just north of South Warnock Road. This creek comes into the city limits/urban growth boundary just south of Meyers Road and intersects with a pond on the Tooze property. The creek then proceeds easterly under Highway 213 (in a culvert) and south to properties along South Glen Oak Road. Within the planning boundary, the Tooze pond has been identified as a significant water resource. The area east of Highway 213, the land adjacent to the creek is alder, birch, fir, blackberries, and grasses. The general habitat in the area would provide food sources, roosting, perching and nesting sites. The zoning of properties along the creek are single-family residential on the west side of Highway 213 and on the east side a future industrial area on the north side of S. Glen Oak Road and single family residential on the south side of Glen Oak Road.

Potential conflicts: A future industrial development could utilize Caufiled Creek as part of its open space landscaped area and leave the creek intact as a natural area. Potential conflicts would be storm water runoff, public facilities such as a road or public utilities that may be needed to cross the creek. Although a master plan for the industrial areas has not been completed. It is apparent that a preliminary plan should be developed that would show the proposed lay out and location of future roads and other facilities that might have an impact on this resource. This plan could be developed to avoid all areas adjacent to the resource.

4. Coffee Creek: (3-2E-6 and 2-2E-36)

Description: Coffee Creek is a small channelized stream that runs through developed and undeveloped residential areas of Oregon City. This area is primarily the Southwest and Rivercrest areas of the city. The areas of the creek adjacent to the creek have been developed in to lawn areas. Where the property is not developed it flows through vine maple, blackberry, and some Douglas Fir. The creek becomes a falls adjacent to South End Road. It then flows through the Canemah area to the Willamette River. The potential for streamside enhancement and restoration is high. In an area adjacent to the Brooksite I and II subdivision there is conservation easement on three of the lots to protect the creek. Property owners on the opposite bank are replanting with wetland species. There were observations of wildlife--woodpeckers and others birds, and ducks that would increase with enhanced habitat.

Potential Impacts: The creek is flows through a residential area. There are a few undeveloped sites which may have an impact on the creek without adequate conservation and setback provisions. The developed area should be monitored for illegal dumping that would affect water quality and inappropriate vegetation.

5. Little Beaver creek: (3-2E- 12, 13)

Description: This water resource is partially inside and outside of the urban growth boundary. A small portion lays adjacent to South Parrish Road and ends in an area encompassing a two plus acre pond. The pond and vegetative area extends across three parcels which are zoned FU-10, Future Urban, 10 acre minimum. There are at least three single-family residences which have been constructed in the vicinity of the pond and wetland area. There is significant riparian vegetation surrounding this area. It consists of white ash, dogwoods, blackberries, grasses, and reeds. There is area is also the home of a beaver and a beaverdam has been constructed. The understory is established as evidenced by the beaver activity. This area is significant as forested wetland corridor. Currently, the property owners in the vicinity of the pond have managed the resource. There is a fence going through a portion of the swale, that may denote property boundaries.

Potential conflicts: The conflicts would include increases in density in the area, and a proposed route of a sewer line and pump station proposed to be in the wetland area. If the public facility is constructed the wetland and adjacent vegetation may be irrevocable destroyed. All conflicting uses should be restricted with regard to this resource. Additional single-family uses could be constructed in the vicinity outside of any transition area, if the buildings are properly located to minimize any potential impacts.

6. Mud Creek: (3-2E-5,7,8)

Description: This resources appears to begin in the area of the Hilltop near City Hall, through the Red Soils industrial area, to Hillendale Park and then underground through the Hillendale subdivision (constructed in the 1970's). Out of the subdivision, the

creek flows under Meyers Road and into a pond on private property to meet up with Beaver Creek in the canyons beyond the Urban Growth Boundary. When it is above ground, the creek has a variety of plant communities surrounding it, such as spreading rush, reed canarygrass, ash, alder, cottonwood and willow. The area of the creek through the industrial can be enhanced and improved, as well as the area in the park and on private property. A number of wildlife species were observed along the course of the stream. The quality of the resource is good.

Potential impacts: Maintenance in the park area should be undertaken with care, such as mowing to close to the creek edge, accidental spillage of fertilizers and other chemicals. The properties along the route are zoned industrial and residential. Both types of development could be accommodated if adequate setbacks are maintained and an enhancement program is undertaken to protect and preserve the resource.

7. Newell Creek and tributaries: (3-2E-5 and 2-2E-32)

Description: Newell Creek flows through a large drainage basin area which is largely undeveloped. It would appear that based on several site visits to various parts of the canyon area, that the area was logged as recently as twenty-five years ago. The creek areas consist of forested maple-alder communities, including blackberries, swordfern, and snowberry. A number of species were observed--roughskinned newt, woodpeckers, and signs of a beaver. The stream corridor has a high diversity and excellent understory. The area also consists of several seeps and ponds as well as several intermittent creeks. The Newell Creek canyon area has been identified as a high quality primary resources in the metro area.

Potential conflicts: The potential for residential development to impact upon the creek and associated habitat is high. The area has been undeveloped for over 30 years that any human intrusion is bound to impact negatively-- increases in the amount of pavement with increase water runoff, dumping and oil from cars can degrade the water quality; an increase in the numbers of people along the creek area will disperse the wildlife, and disturb the understory and associated plant communities. The area should be maintained as an open forested area with quality habitat. Development should only occur if the standards of the proposed water resources ordinances can met. Additional lands should be set aside for a natural/open space park area.

8. Singer Creek: (3-2E-5,6)

Description: The creek is primary underground as it runs through Oregon City. The creek starts in the vicinity of the Hilltop area and is underground until it gets to the park. There the creek is in an open channel. There are several access points to the creek as it runs through the McLoughlin Neighborhood. It is channeled as it drops over Singer Hill and comes into a manmade waterfall at Eighth Street. From there it runs underground again to the Willamette River. Within the park the creek goes through park/lawn areas and riparian corridors. The vegetation consists of big leaf maple, red alder, western sumac,

swordfern, and creeping buttercup. The diversity of the resource is good.

Potential Conflicts: All of the above ground area is within the park, which is city owned. The conflicts within the park are trails and day use of the park. The area could be enhanced with additional interpretive features to explain the significance of the area.

9. Clackamas River: (2-2E-20,29,30)

Description: Most of the river area is in both public and private ownership. The city owns a large park at the confluence of the Clackamas and Willamette Rivers--called Clackamette Park. The park is zoned for park use and has had many manmade improvements such as a fishing dock, play areas and restrooms. The predominate vegetation is lawn area and cottonwood trees. Many ducks and geese frequent the shorelines as do the humans visitors. The private areas are zoned commercial, tourist commercial and industrial (sewer treatment plant and residential in the Park Place area. Most of the river bank is a combination of fir, alder, blackberries and grasses within the understory. The city has completed a one mile paved section for a river access trail. This trail will extent from old 82nd Avenue to Clackamette Park in the future. Private residences primarily have used riprap to establish boat docks and other river access.

Potential conflicts: The Clackamas River does not have the a greenway protection ordinance which would regulate uses and activities. The tourist commercial area will have protection due to the End of the Oregon Trail guidelines. However, residential activities are not regulated. Conflicts could come from vegetation being removed from the banks, to concerns about water quality. An ordinance similar to the Willamette River greenway should be established for the Clackamas River.

10. Willamette River: (2-2E-30,31,36)

Description: The Willamette River goes through the city for approximately miles paralleling Highway 99E. Except for the portion adjacent to Clackamette Park, much of the river is not accessible. Much of the are running through the central business district has a river wall where people fish from its edge. There is still an industrial log boom operation adjacent to the park area. There is little or not vegetation along the banks on the Oregon City side of the river.

Potential conflicts: Any potential conflicts are reviewed through the existing Willamette River Greenway ordinance currently in effect, as part of Statewide Planning Goal 15.

PONDS AND OTHER WATERCOURSES

1. Clackamas Community College pond: (a portion of 3-2E-9C, tl 1800)

Description: This pond is the outflow from a mitigation area at the Environmental Learning Center. The water runs out through a culvert/ditch and terminates at the edge of a lawn area. This outflow has created a small pond with hydric conditions for a wetland. Vegetation consists of Oregon ash, bulrush, and spreading rushes.

Potential conflicts: The property is owned by the college and will not be available for any other use. The only potential conflict is if mowing equipment gets too close to this area or water quality is degraded. It would be a prime area for an enhancement project to create a more open water area. This area should be protected.

2. Hillendale Park Pond: (3-2E-8B, tl 102,200)

Description: Mud Creek flows to and through the pond at Hillendale Park. At the time of the inventory the pond was undergoing an enhancement project to improve the pondside vegetation and to create islands for wildlife in the pond. The vegetation consists of soft rush, red alder, willow and some blackberry. Some nesting sites were observed at the outer edge of the pond area in the wetland area. These included carp, mallard, marsh wrens, starlings, and bullfrogs.

Potential conflicts: None at this time, the city has and will continue to maintain the area as a park and the pond/wetland areas are being enhanced.

3. Clackamette Lake: (2-2E29, tl 1503)

Description: Clackamette Lake is a manmade body of water receiving a portion of the Clackamas River. It was dredged in the early 60's. The banks are very steep and there is little or no vegetation in many areas. What little vegetation there is consists of cottonwood, blackberries and some rushes. There is some wildlife that utilizes the "lake" such as nutria, ducks and an occasional beaver. The zoning around the lake is tourist commercial, commercial and industrial. There are currently industrial activities ongoing in the lake such as a sand and gravel operation, log sorting and scaling and a sewer treatment plant. The zoning for eventual use of the property will be uses to support the End of the Oregon Trail facility. The Design guidelines developed for the area call for the enhancement and public access to the lake and for water dependent uses. At this time the properties will continue with the current uses.

Potential conflicts: At this time the activities occurring in the "lake" are water dependent industrial uses. These uses are limited and will continue until such time as the current uses under the tourist commercial are developed.

3. Tooze Pond: (3-2E-9C, tl 1200,1400)

Description: The Tooze property is located on Highway 213 adjacent to the BPA power line right-of-way. The pond is almost directly under the lines. The pond is

approximately 4 - 6 feet in width and about 3 - 4 feet deep. Caufield Creek runs through it. The eastside highway area consists of open shrub/scrub vegetation and the westside of the highway is riparian /open meadow. The area around the pond has been logged and farmed. There are still some douglas fir, red alder, and vetch along the pond.

Mr. Tooze currently has a wildlife refuge for birds on the property. Species observed are swallows, canadian geese, mallards and white fringe geese. The planned uses for the area are low density residential.

Potential impacts: Encroachment by residential uses will create conflicts with the bird refuge. This property should be designated as open space to allow the current use to continue. Adjacent properties could be developed if buffers and setbacks from both the powerlines and the pond are in place. The property could be enhanced with additional vegetation to allow for other forms of wildlife to utilize the area.

4. Savage Pond/wetland meadow area: (3-2E-7D, tl 200,201)

Description: The pond was created out of Mud Creek which flows through the property south the canyon area beyond the urban growth boundary. BPA power lines run overhead and vegetation is limited to open meadow areas used for grazing. Other vegetation observed are blackberries, creeping buttercup, big leaf maple, douglas fir, red alder and soft rush. There are limitations due to grazing and the powerlines. The quality of the resource is good to fair.

Potential impacts: The property is not within the city limits but is available for low density residential uses. The development potential will be somewhat limited by the powerlines. This will afford some protection of the stream area. Additional studies will need to be done in the stream corridor to determine if wetlands do exist. Setbacks and conservation easement will be needed to protect the pond and stream corridor.

5. Traub Pond: (3-1E-12D, tl 1900 and 3-1E- 12C, tl 407)

Description: This site was discussed as part of the description of Little Beavercreek.

WETLANDS

1. Red Soils Industrial area: (3-2E-5C, tl 500,809,810,811,813)

Description: The stream running north and south of the area form an emergent wetland. The approximately 1.65 acres. The area has received a wetland determination and review by the Division of State Lands in January of 1991. The vegetation consists of bentgrass, thistle, tall fescue, reed canarygrass and spiraea. Wildlife was also observed at the site including a pair of breeding nutria, nesting ducks and signs of deer.

Potential conflicts: The area adjacent to this wetland has been mowed. The County has been asked to discontinue this practice to allow for the area to return to its natural state. The other conflict is an illegal fill for a parking lot. This will need to be removed and the area restored. Other conflicting uses are that a portion of the stream area runs to the rear of an apartment complex. This area will need to be monitored for illegal dumping.

2. Red Soils Industrial area (near Mental Health building): (3-2E-5C, tl 812)

Description: This site consists of a small depression in an open disturbed field. The small saturated area receives water from a parking lot and drainage from the field. The county has surrounded the depression with a fence.

Potential impacts: None at this time as the county is preserving this area.

3. Meyers Road area (adjacent to Pioneer Ridge Apartments and Prince of Life Lutheran Church): (3-2E-8D tl 302, 401)

Description: The total area of the delineated wetlands is approximately 2.39 acres. Water for these sites originates off site. The report states that the wetland corridors are bordered by narrow strips of woody wetland species or woody upland species growing ditch sidecast. Lush wetland vegetation, including obligates, is essentially confined to the pond vicinity. A large thicket and lobe of scrub/shrub wetland exists in the north part of the property along the central drainageway. The report was accepted by the Division of State Lands. A recent site visit on August 6, 1993, showed that 90% of the DSL requirements have been met by the adjoining property owners.

Potential conflicts: The areas of the wetlands have been restored, and enhanced. These are enclosed by a fence to prevent access. A continued conflict may be access by the adjoining residential apartment use. This area will be monitored on a periodic basis.

4. McBride Estates (3-2E-7BB, tl lots 1400,1500)

Description: This area lies adjacent to S. Central Point and S. Partlow Roads. The delineated area consists of a natural drainageway running across the parcel. A portion of the site is mapped by the SCS as Delena silt loam. The property has been developed as a residential subdivision. There was evidence that during construction the contractor may have removed some of the vegetation. The area was to have been replanted.

Potential conflicts: The lots have been identified by city for future contractors. The wetland areas will be fenced prior to the issuance of any permits, and the sites will be strictly monitored during and after construction. These areas shall be preserved and future home owners will be encouraged to enhance and maintain the wetland areas.

5. Country Oaks Estates: (3-2E-7BB, tl 3144,3145,3146,3153,3154,3103)

Description: This 15 acre parcel is located west of McBride Estates on S. Partlow Road. A wetland delineation was prepared by the property owner as part of a development permit. A small wetland was found on the property along the stream course. The property owner submitted a mitigation plan to relocate the wetland area. This plan was accepted by the Division of State Lands with conditions.

Potential conflicts: Disturbance during construction is a potential problem. The city will require that all wetland areas and conservation be fenced prior to and during construction.

6. Metro South Station (adjacent to the transfer station on Washington Street): (2-2E-29, tl 801,904)

Description: This area is an enhanced wetland project that was taken over by Metro after the completion of the Transfer station. The pond has been cleaned and lined to retain water. Appropriate wetland species such as reed canarygrass, alder and willows have been reestablished. There are paths and interpretive signs to educate the public on the value of wetlands. The site is well cared for and maintained on a regular basis.

Potential conflicts: None

7. South Rose Road area: (3-1E-1, tl 2000, 3-1E-1CD, 3-1E-12B)

Description: This area is shown on the SCS maps as having a high proportion of Delena Soils. There is also evidence of wet soils/high water table in this area. Determinations will be required for any development in this area.

8. Newell Creek wetlands: (3-2E-5, @-2E-29,30)

Description: There are several sites within the urban growth boundary area of Newell Creek. They are specifically listed under different headings. However, it should be noted that the Newell Creek area may exhibit seasonal streams and creeks. Any future development proposal shall address the possible existence of any possible water resources.

9. Stimson Log storage yard: (2-2E-29, tl 400,1400)

Description: Much of the area had historically been a wet area. This was born out by data received from Stimson Lumber Company and residents of the Oregon City area. The area has been used for over 25 years as a lumber mill. Much of the area is covered with log chips and bark. All the property line adjacent to I-205 is a small channelized stream, that may have once been a part of the larger wetland area. The vegetation in the area consist of poplar and cottonwood, blackberries and some grasses. This area has been

looked at for a possible wetland restoration project. The mill is now closed and is in the process of being dismantled and the bark debris will be removed. This site should be looked at for future restoration. The area is being converted to future use for the End of the Oregon Trail project.

Potential conflicts: Inappropriate development that would conflict with future restoration plans for the area. This restoration project would complement the nearby wetland restoration project completed by Metro.

10. Molalla Avenue between Stillmeadow Terrace and Pioneer Ridge Apartment:

Description: This area will be divided into the subareas reviewed during on site visits:

a. Area adjacent to Stillmeadow Terrace: (3-2E-8A, tl 2700,1302) This area is predominately an open meadow that has been historically farmed wetland area with an intermittent stream running through it. There is open water running through the site at about 4-5 inches in depth and 2 -3 feet across. Wildlife observed included swallow, starling and a small garden snake. Vegetation consists of white oak, black hawthorne, velvet grass, meadowfox tail, orchard grass and bent grass.

Potential conflicts: A portion of the property is zoned for commercial uses. Any form of development could potentially impact this resources. Detailed information will be required on the extent of this resource prior to development of the property. It is possible to have a development and preserve the resource.

b. Lazy Creek Lane (north side of road): (3-2E-8A, tl 2500) The intermittent stream flows south through this property then passes under the road through another residential property. All of the lots in this area are large due to the lack of sewer service to the area and because some of the areas are not within the city limits. The properties are an open meadow with pasture and a large residential lot. Vegetation consists of white oak, douglas fir, blackberries, small bed straw, and creeping buttercup. This area can generally be described as emergent wetland community shrub/scrub--primary successional stage.

Potential conflicts: The area is planned for low density residential uses. Any development in this area could have an effect on the wetland community. Careful analysis is needed of the area prior to any development permits being issued.

c. Lazy Creek Lane (south of the road): (3-2E-8A, tl 1800,1900) The stream continues under the road to and through another residentially zoned property. It flows into a manmade pond surrounded by a small amount of tree/forest habitat. The vegetation is similar along the route of this stream--white oak, blackberry, vine maple, soft rush and vetch. The significant is thought to extend along either side of the channel.

Potential conflict: The conflict use would be residential development. The area needs further study and protection prior to any development approvals.

d. Molalla Avenue (south of Lazy Creek Lane and north of the Pioneer Ridge Apartments): (3-2E-8D, tl 100,200,201) This area is undeveloped except for a house on the Molalla Avenue frontage of an adjacent parcel. The stream leaves the Lazy Creek Lane area and open into a wetland meadow area. The entire site was inundated with water. There appears to be a high water table in the area as well. Wetland vegetation observed were ash, spirea, alder, scirpus, salix, juncus, and camus lily. This wetland area is a major component of the downstream wetland adjacent to Meyers Road and the upland stream north and south of Lazy Creek Lane as described above. This area appears to be a prime wetland site.

Potential impacts: This property is not currently within the city limits. It is zoned FU-10, Future Urban 10 acre minimum. Currently development of the property is not possible under the county zoning. Sewer is not yet available, thus the development potential is limited. The city will notify the county that this property has a riparian corridor/wetland area on it. The area of the wetland should remain undeveloped.

All of the sites in this grouping appear to be interdependent to the wetland areas near Meyers Road. This entire system is of good quality.

11. Balcom Property (Newell Creek Canyon area): (3-2E-5D, tl 210)

Description: This is an open area pond just downslope from Beaver Creek Road, adjacent to a restaurant. The pond is approximately 3,000 square feet in area. The area consists of an ash forest community which includes big leaf maple, vine maple, red alder, elderberry, waterleaf, hedge nettle, and fox glove.

Potential conflicts: The area is zoned for residential development. This area could be potentially impact by development. Preservation of the area is recommended. The habitat is relatively undisturbed condition and high quality in terms of food sources, water quality, and structure.

12. Balcom Property (creek corridor): (3-2E-5D, tl 210)

Description: The stream corridor is approximately 45 feet wide within a moderately steep slope. The vegetation is similar to the area listed above in number 10. The area has been logged several times in the past, how the forest has good structure and diversity.

Potential impacts: Development or any disturbance above the slope could potential destroy this area. The maintenance of the water quality and integrity of the stream corridor should be maintained. Setbacks and conservation easements and protection as open space will provide this area some protection.

13. Mt View Cemetery: (3-2E-5A, tl 1000)

Description: The city's Mt. View Cemetery lies at the end of Hilda Street, west of the Newell Creek canyon area. The area below the cemetery is a forested wetland area in a steep canyon. Newell Creek is within this area. Vegetation consists of an alder/maple forest/riparian area-- big leaf maple, wine maple, red alder, hazelnut, cascara, snowberry, blackberry and swordfern. While the diversity is limited, the quality for wildlife values is good and the area acts as a part of the larger drainage area.

Potential conflicts: The property is city owned and this portion of the site is located within the Unstable Slopes overlay zone. It would appear that no further use of the is available for cemetery use. It is recommended that the city preserve this area as an open space and forested wetland corridor.

14. Fifth Avenue Pond/Wetland: (2-2E-6BB, tl 1000,1100,1200)

Description: This pond/wetland is located in the Canemah area of Oregon City. The resource is a manmade pond that is feed by seeps and a portion of Coffee Creek for the steep cliff lying east of the site. Much of the vegetation is native emergent species such as big leaf maple, willow, red cedar, douglas fir, bleeding heart, bullrush and white water lily. This is an established high quality wetland community with minimal disturbance. Species observed on site were bullfrogs, and mallards.

Potential conflicts: The area is zoned for residential uses. This wetland should be preserved in its current form. The water sources should be maintained to this site.

15. Highway 99E/Ferrin property: (3-1E-1, tl 1301)

Description: This site consists of an ash forest approximately 25 - 50 feet in width. There is an intermittent stream with this forested area. The areas beyond the stream corridor have been very disturbed and blackberries predominate. Other vegetation observed in the area are rumex, reed canarygrass and scotchbroom. There is a small area of natural vegetation.

Potential conflicts: This property is located within the Urban Growth boundary, but not within the city limits. The county will be notified of the preliminary findings. This area is being used for residential purposes and the storage of industrial type equipment. The quality of this resource area is good and it should receive careful review and further study of the drainage and vegetation issues. The area could be enhanced if natural vegetation is allowed to reestablish.

16. Highway 99E-east of 18610 Highway 99E: (3-1E-1, tl 1400,1500,1800)

Description: This area was shown on the NWI map. There is a depression along stream corridor. The surrounding area shows much evidence of human occupation. It appears from the site visit that the wetland area is confined to the stream corridor. there is a moderate amount of diversity with a medium to low value. Further east of the site are steep slopes and drainage coming from the basalt rock plateau of the Rivercrest area of Oregon City. The wetland corridor should be enhanced and native species reestablished.

Potential conflicts: This property is also not located within the city limits, but within the Urban Growth Boundary. The plan designates this area for future commercial use. Any development in this area will need to incorporate this resource into an overall development proposal.

17. Highway 213/Fill area/Parker Property: (a portion of 2-2E-29, tl 1000)

Description: The resource is identified as a stream corridor adjacent to a fill area next to the Highway 213/Clackamas River Drive intersection. The stream runs through a maple/cottonwood community that also contains bent grass, black cottonwood, big leaf maple, reed canarygrass, meadow foxtail, orchard grass, fesue and wild plum. There is a mature maple population and the value of the site is low to medium.

Potential conflicts: The continued filling of the area is the greatest problem. It is not know if this stream was overlook when a fill permit was issued. No factual evidence has been found. This stream goes through this property along the edge of the edge of the Coffman Excavation property and along S. Short Street. It would appear that additional information is needed to determine further values of this site.

18. Bean property: (2-2E-32AA, tl 300; 2-2E-32AD, tl 100)

Description: The property owner has received a wetland delineation for this property as part of a recent development permit application. The Division of State Lands responded to the report in late July of this year. The report stated that the wetland exist on this property as a network of drainage streams through the central portion of the parcel. Water runoff from the surrounding area in addition to possible seeps, run through the wooded property into Newell Creek. The wetland vegetation is characterized by skunk cabbage, salmonberry, red elderberry, swordfern, and waterleaf. The forested area provide value as wildlife habitat and food resources. The overall quality of the wetland is good.

Potential impacts: DSL notes in their response that proposed development will result in significant secondary impacts to the wetlands and the drainage system. Storm water detention in these drainage areas should be not be utilized, unless it can be shown that there will no impact to the wetlands or drainage areas. All development should be removed from these area and transition areas established adjacent to any development activities.

**G.
GROWTH AND
URBANIZATION**

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G R O W T H A N D U R B A N I Z A T I O N

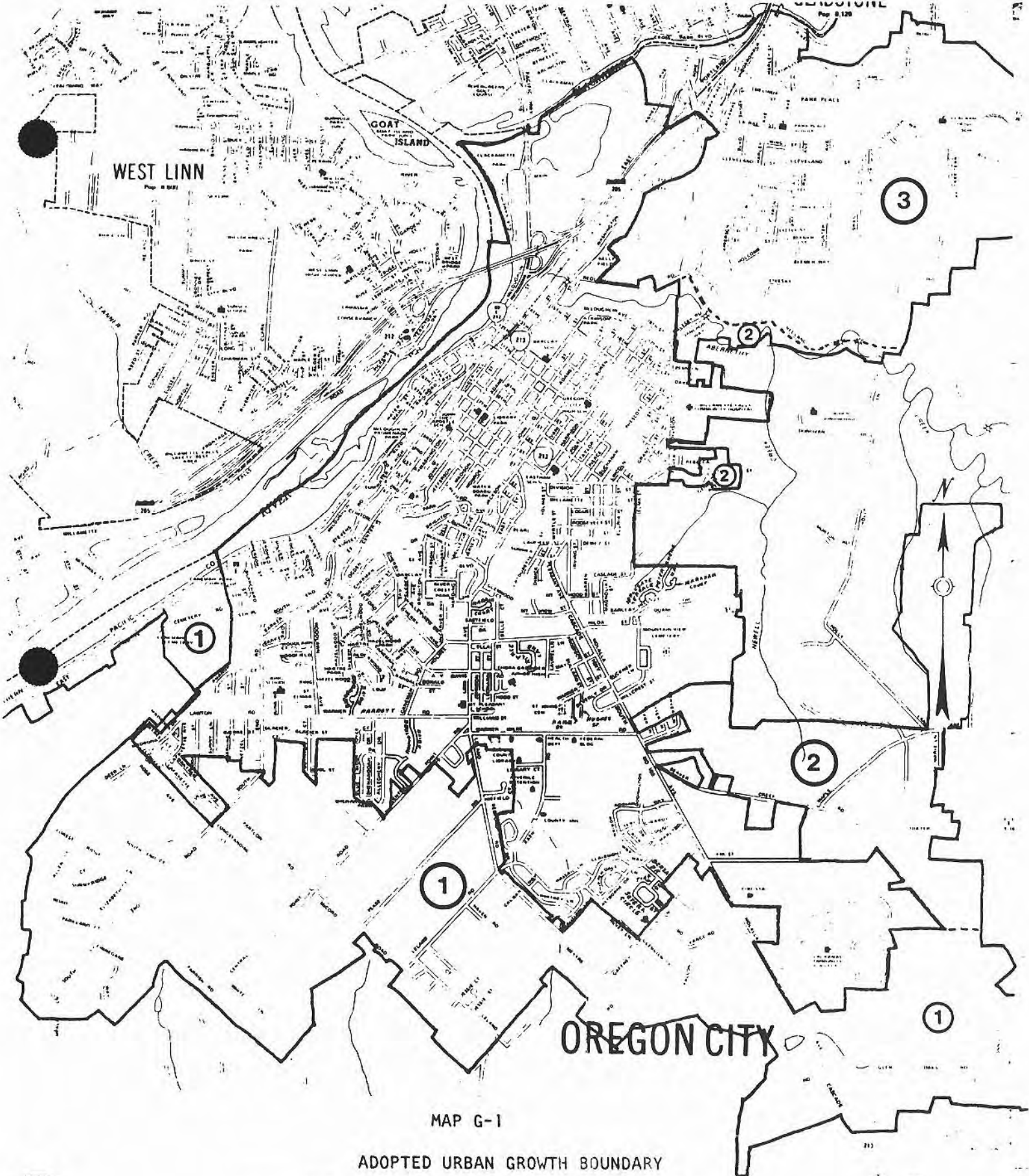
Oregon City has adopted an urbanization goal to ". . . preserve and manage our scarce natural resources while building a liveable urban environment". This goal complements the state-wide mandate established under Goal 14: "To provide for an orderly and efficient transition from rural to urban land use".

The second part of Goal 14 mandates the creation of urban growth boundaries around urban areas and outlines the factors that should be taken into consideration for establishing and amending the growth boundary line.

In the Portland-Metropolitan area, an urban growth boundary has been established through the regional planning process. The Urban Growth Boundary (UGB), as it applies to the southern part of Clackamas County also identifies the future urbanizable land for Oregon City. Map G-1 illustrates the UGB as it surrounds the present incorporated city boundaries; the area can be broken down into three sub-areas: Park Place; Beaver Creek Road/Maple Lane; and the South Plateau. Population projections for the UGB area developed by Clackamas County, METRO and the City indicate that most of the growth in the Oregon City area will occur within the UGB area.

Development within the UGB area will be coordinated with Clackamas County and the Tri-City Service District to ensure that adequate urban services are available. It is the City's position that urbanization of the land within the UGB should take place through City annexation.

Because the City's Comprehensive Plan is focused on the existing city limits (i.e. a "complementary" plan), Clackamas County's Plan will be the future guide to land use decisions in the UGB area. Coordination will be regulated through the Dual Interest Area Agreement that defines in clear and objective terms the transfer of county land use designations (as shown on their 1980 Comprehensive Plan Map) to City land use designations and



MAP G-1

ADOPTED URBAN GROWTH BOUNDARY

— Urban Growth Boundary

Sub-Areas:

- 1 - South Plateau
- 2 - Beavercreek Rd./Maple Lane
- 3 - Park Place

zoning classifications. Proposed zone changes will remain consistent with the broad land use designations developed for the UGB area by Clackamas County. Table I categorizes the range of City land use classifications that correspond to specific County plan categories.

T A B L E I

<u>County Land Use Classifications</u>	<u>City Land Use Classifications</u>
<u>Residential</u>	<u>Residential</u>
Low Density Residential Medium Density Residential High Density Residential Special High Density	Low Density Residential Medium Density Residential High Density Residential High Density Residential
<u>Commercial</u>	<u>Commercial</u>
General Commercial Community Commercial	General Commercial Limited Commercial
<u>Industrial</u>	<u>Industrial</u>
Campus Industrial Light Industrial Heavy Industrial	Industrial Industrial Industrial

Population Growth

The unincorporated area inside the Urban Growth Boundary surrounding Oregon City is projected to receive a significant population increase over the next twenty years. As annexation occurs and this land is developed, Oregon City is expected to grow as an urban center.

T A B L E I I¹

PROJECTED NEW POPULATION - UGB
(Outside 1980 City Limits)

	<u>1995</u>	<u>2000</u>
Clackamas County (Oregon City By-Pass Analysis, 1979)	18,500	
METRO (Housing Allocation Analysis)		19,700

Buildable Lands

Table III illustrates that ample vacant buildable land is available within the Urban Growth Boundary to accommodate anticipated housing needs for over the next twenty years.

T A B L E I I I ²
B U I L D A B L E L A N D - O R E G O N C I T Y U G B

	<u>Acres</u>
<u>Single Family</u>	
Constrained	327.2
Unconstrained	1,389.3
Subtotal	<u>1,716.5</u>
<u>Multi-Family Residential</u>	
Medium Density	61.7
High Density	0
Special High Density	0
Campus Industrial	11.3
Subtotal	<u>73.0</u>
<u>Redevelopment Potential</u>	
Medium Density	<u>52.3</u>
Total	1,841.8 Acres

Clackamas County's Goal 14 Urbanization Report concludes that projected average density per net acre in Oregon City's Urban Growth Boundary area is 8.9³ units. This projection combines both single-family and multi-family housing units that can be developed under the County's Plan. Given these conclusions, an estimated 16,000 housing units can be constructed in the UGB area (on the 1,841 net acres as shown in Table III) over the next twenty year period⁴. Housing will be provided for approximately 6,300 new households, at an average

household size of 2.52 persons as projected by METRO.⁵ This more than adequately provides sufficient housing for the anticipated population growth in the UGB.

Dual Interest Area Agreement

Coordination of future development in the unincorporated portion of Clackamas County adjacent to Oregon City's Urban Growth Boundary is guided by the contents of the Dual Interest Area Agreement.

The City acknowledges the primary role of the County's Comprehensive Plan for the UGB area. The City will cooperate in implementing the Plan's objectives for this area because it was developed in coordination with the City's effort to improve the transportation system and the delivery of urban services so that housing and jobs can be provided to a growing population.

Table I in this section illustrates the compatibility of City and County land use classifications contained in their respective comprehensive plans. This table will be incorporated into the Zoning Code to formalize the coordination of the County's Plan with the City's Comprehensive Plan and implementing ordinances. The City's and the County's zoning ordinances differ in certain respects; however, the overall land use pattern projected by the County within the Urban Growth Boundary can be implemented through the City's Plan and implementing ordinances.

Clackamas County recognizes the housing density calculations for the UGB area will be achieved taking into consideration the differences in the zoning codes of the two jurisdictions.

"The land surrounding Oregon City must annex in order to develop and Oregon City's ordinances do not have provisions for density bonuses or density transfers. Thus, the density bonuses accrued to the Medium Density land is subtracted as well as the units from density transfers on Low Density land.

The density bonuses accrued to Low Density land surrounding Oregon City have not been subtracted because the County's new plan policy mandates the application of R 8.5 or R-7 on most future urban land as it becomes immediate urban. The City's zones of R-8 and R-6 will more than compensate for the 5% density bonus used by the County."⁶

It is the City's policy to encourage small lot single-family development in the low density residential areas and encourage commercial and industrial development according to the County's Comprehensive Plan Map. One area, however, where differences occur in the City's and County's Plans is the "Campus Industrial" Plan classification for property near Clackamas Community College. This area must be individually considered, since the County allows multi-family housing under this Plan classification and the City allows no new housing in industrial areas. Through the Dual Interest Area Agreement and the City's zoning ordinance, the City and the County will coordinate annexation and development of the Campus Industrial land as designated in the County's Plan when annexed to the City. Light industrial uses shall be permitted outright, as well as high density residential uses occupying up to seventy-five percent of the total floor area of a development. The conditional use process can be used by the development community on a project-by-project basis for other uses, to achieve compatible mixed use objectives envisioned by the County Plan.

The conditional use procedure will provide the City with the means to allow mixed use development in a specific area consistent with the City's housing and economic development policies, as well as the County's Comprehensive Plan. At the same time, the City's policy of encouraging industrial uses for scarce industrial lands shall be met in all other industrially designated areas, except that multi-family housing shall be allowed outright in those portions of the dual interest area designated for campus industrial use.

GROWTH AND URBANIZATION GOALS AND POLICIES

Goal

Preserve and enhance the natural and developed character of Oregon City and its urban growth area.

Policies

1. Provide land use opportunities within the City and the Urban Growth Boundary to accommodate the projected population increase to the year 2000.
2. Ensure that Oregon City will be responsible for providing the full range of urban services for land annexed to the City within the Urban Growth Boundary.
3. Promote cooperation between the city, county and regional agencies to ensure that urban development is coordinated with public facilities and services within the Urban Growth Boundary.
4. Coordinate land use planning with Clackamas County in accordance with the approved Dual Interest Area Agreement.
5. Urban development proposals on land annexed to the City from Clackamas County will be consistent with the land use classifications and zoning approved in the County's Comprehensive Plan. Rezone requests may be accepted and approved by the City under conditions outlined in this section of the Plan.
6. Rezoning requests involving land annexed to the City from Clackamas County will be processed under the regulations, notification requirements, and hearing procedures used for all zone change requests. However, the burden of proof for a zone change from the land use pattern established by Clackamas County in its Comprehensive Plan will be on the petitioner. The applicant must show that the requested change is (1) consistent and supportive of the County's Comprehensive Plan Goals and Policies; (2) compatible with the general land use pattern for the Urban Growth Boundary area established in the County's Comprehensive Plan Map;

6. (continued)

(3) in the public interest to grant the petition; and (4) that the public interest is best served by granting the petition at this time and at the requested locations. Rezoning may be considered concurrently with an annexation proposal; quasi-judicial hearing requirements apply to all annexation and rezoning applications.

FOOTNOTES

1. From Table 2, "Population Comparison by Census Tract", Compatibility of Oregon City By-Pass and Land Use Planning, Clackamas County, Department of Environmental Services, November, 1979.

METRO, Housing Allocation Workshop Tables, April, 1981.

2. From Table 5, "Clackamas County Plan Residential Land Supply" (Area 2), Clackamas County Goal 14 Urbanization Report, Department of Environmental Services, adopted January 31, 1980.

Buildable I lands are those with stable soils, easy topography, and good septic capability or sewers available.

Buildable II lands are those with stable soils, easy topography, marginal septic, and sewers planned.

Marginal lands are those with slope, soil stability, or septic problems, and sewer planned or available.

Unbuildable lands are those with slopes in excess of 25%, unstable soils, or septic problems with no sewer planned. Lands in flood plains are also included.

3. Addendum to the Clackamas County Goal 14 Urbanization Report - Housing Density and Buildable Land Inventory; Department of Environmental Services, 1981. "Oregon City Adjustments".

4. (1841 net acres x 8.9 units per net acre = 16,385 units)

5. METRO Housing Allocation 1980-2000. Household Size Assumptions, April 7, 1981.

6. Addendum to the Clackamas County Goal 14 Urbanization Report to LCDC.

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**H.
ENERGY
CONSERVATION**

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ENERGY CONSERVATION

INTRODUCTION

As fossil fuels become more scarce, the costs of non-renewable energy increases, and our technology advances, we will need to find new energy sources and conserve our available energy. Recognizing this need, the LCDC has mandated Goal 13: "To conserve energy". The regional objectives relating to this goal are to:

- (1) To improve the efficiency of fossil fuel consumption.
- (2) Encourage design taking advantage of natural light and energy resources.
- (3) Encourage energy contributions from solar energy systems.
- (4) Reduce increases in central station generation demand.
- (5) Reduce energy demand during peak periods.
- (6) Promote use of non-petroleum fueled means of transit.
- (7) Encourage materials conservation.
- (8) Enable full potential to be taken from new energy supply technologies and efficient measures.

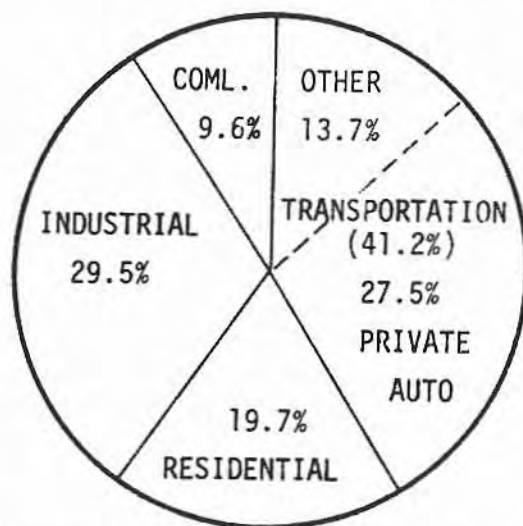
These objectives have been incorporated into the following sections:

Oregon City will soon commit itself to use of an unconventional energy source when the MSD/Publisher's resource recovery plant is constructed (see Public Facilities, Solid Waste Section).

A former energy source - the Willamette River - could be reused to provide "renewable energy" to the area.

Figure I shows how direct energy is consumed by four major sectors.

FIGURE I
OREGON'S DIRECT ENERGY USE BY SECTOR - 1977



Source: Oregon Department of Energy Handbook (Draft), page 5.

Private individuals consumed nearly half of all energy used in the State (45%). Together, residential space heating and private automobiles account for 86% of the typical family's energy use and over one-third of all direct energy used in Oregon.

Our greatest opportunities to influence energy use and conservation are in the residential and transportation sectors. Residential energy use is shown in Table I.

TABLE I
OREGON CITY RESIDENTIAL CONVENTIONAL ENERGY USE (PERCENT)

	SPACE HEAT			HOT WATER		COOKING	
	ELEC.	GAS	OIL	ELEC.	GAS	ELEC.	GAS
Single Family	45	18	37	89	11	94	6
Multi-Family	74	7	19	92	8	94	6
All Residential Types	45	18	37	91	9	94	6

SOURCE: CRAG Region Energy Analysis, Report 2, June 1977, pp. 116-117.

Oregon City relies on electricity for 22% of its residential conventional source energy uses. Natural gas contributes 18% and fuel oil 60%. Non-conventional energy sources are becoming increasingly important and will alter the above figures. In-home wood burning stoves (very popular at present), solar devices and water-powered generators are some examples.

Use of weatherization techniques has been estimated to save up to 67% of all energy used for residential space heating city-wide. Hot water heating can be reduced by 40% through insulation of hot water heaters and conservation methods. Some estimates have predicted that the United States could meet all its new energy needs for the next 25 years through conservation, simply by improving the efficiency of existing uses. The following sections examine conservation methods and policies relating to land use, transportation and structures.

CONSERVATION METHODS: LAND USE

The way urban land is used, the types of use and the placement of structures on a site, all can effect energy use. Energy use can be divided into two types. Direct energy is actually used by the consumer for heating, cooking, driving and similar tasks. Indirect energy is the total energy used to create consumer goods and services. This includes energy used for production of construction materials for roads, sewers, utilities and support equipment used by governmental services. Conservation techniques dealing with land use address both types of energy.

Energy-conscious design of new subdivisions is the first step toward conservation. Consideration of the solar orientation of homes in the subdivision should be considered in plat lay-out. While winter sun is fairly rare in the Portland area, homeowners should be given the opportunity to utilize the sun for power, if they desire. The largest wall and window areas ideally face North and South rather than East and West. This is because the South side

E

of a building at 40° latitude receives three times as much winter sun as the East or West side.

To increase potential solar benefit, landscaping should be required. Trees can act as winter windbreaks, reducing building heat loss. In the summer, leaves and grass absorb radiation, provide shade and create cooling by evaporation processes. Trees located on the South, Southeast or Southwest sides of a building are preferably deciduous, providing summer shade while allowing low winter sun to shine through.

To increase usable outdoor space, setback requirements should be evaluated. Added yard space could be used for conservation-oriented landscaping, more effective solar orientation, and space for "solar clothesdryers" (clotheslines!), and energy-efficient food growing (outdoor gardens). On the other hand, application of cluster housing, zero-lot line and commonwall construction concepts reduces heat loss and conserves materials (indirect energy costs). Cluster developments can reduce the transportation energy expended.

Design of transportation systems should attempt to conserve energy. Narrower streets and construction of cul-de-sacs conserve indirect energy by reducing use of construction materials, especially asphalt--a petroleum product.

Planned unit developments (PUD) should be encouraged to allow for energy-efficient and density mixed uses within neighborhoods and PUD's should be encouraged to reduce transportation energy between living, working and shopping areas. The "neighborhood commercial" district can be used to implement this policy.

Commercial, office and industrial uses should be located along or near major transit corridors. Residential density usually decreases as one moves away from these corridors.

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To encourage non-petroleum means of transportation, sidewalks and bikeways should be designed for maximum safety, convenience and weather protection, and should allow access to working and shopping areas from residential areas.

Existing structures should be preserved to save energy used to manufacture building materials and for new building construction. This is a major supporting argument for historic preservation and neighborhood conservation.

Recycling collection and storage facilities should be encouraged, not only in industrial areas, but in more convenient commercial areas.

CONSERVATION METHODS: TRANSPORTATION

Land use in Oregon City should encourage non-petroleum means of transportation and explore alternatives to single-occupancy vehicles. Many related policies are included in the Transportation section of this Plan.

Bikeways should be constructed (see both Transportation and Parks and Recreation sections) along with safe bicycle parking areas. Designated "bikes only" lanes along major streets should be developed where possible, such as recently designated along Warner Parrott and South End Roads. Local merchants should be encouraged to supply bicycle racks (preferably under some type of cover) for riders' convenience and as an incentive for cycle use. This is now required as part of site plan review.

Use of carpools and related incentive-producing traffic lanes and preference parking should be examined. Vanpools operated by large firms and agencies in Oregon City for their local employees should also be considered. Areas with employment concentrations - Oregon City Shopping Center, Downtown, the hospital areas, and Molalla/7th Street - should also be considered for use of vanpools.

CONSERVATION METHODS: STRUCTURES

The purpose of this section is to outline policies designed to optimize energy efficiency and conservation in structures. LCDC Goal 13 requires, in part, that "land and uses developed on the land shall be managed and controlled" to conserve energy.

It is outside the scope of this Comprehensive Plan to mandate policies regulating the interior construction of both public and private structures. However, household energy uses consumed over 40% of the total personal energy use in 1977 in Oregon - heating of water and space alone used approximately 37%.

Energy conservation must begin within the home. The following policies should be viewed as general guidelines to be used by developers, homeowners, and all citizens to conserve energy through conscientious construction. The State of Oregon's Department of Commerce should continue to include the following considerations in the state-wide Uniform Building Code: Weatherization of structures is the first step toward energy conservation. Use of insulation, weatherstripping plus storm windows and storm doors is important in new and existing buildings. Weatherization can help reduce space heating energy (and heat bills), which accounts for 70% of Oregon's residential direct energy use.

Alternative renewable energy systems should be considered. Use of the wind, sun, water and solid waste may become increasingly important as fossil fuel supplies diminish and technology advances. Interior improvements designed to save energy include insulation of water heaters and pipes and appropriate window and door placement. Architectural design of the structure can also play a major part in conservation.

INCENTIVES AND IMPLEMENTATION

Implementation of the preceding policies can occur in many ways. Traditional zoning and subdivision ordinances can be used for land use related policies. Density bonuses could be awarded as incentives to developments incorporating energy-efficient design. Developments incorporating new energy conserving features should be encouraged in the processes deciding which proposals to approve.

Transportation policies can be implemented by Tri-Met, other governmental and private firms, and by the City through development of sidewalks, bikeways and alternative means of transportation, reducing the increased reliance on automobile driving.

The Uniform Building Code is the major implementing device for structural conservation methods. This code describes minimum building standards and should be strictly enforced by the City.

In addition to previously mentioned incentives, private utilities could award "energy certifications" to structures meeting certain energy saving standards. This award would identify the higher standards used in construction and consequently increase resale value. Tax benefits are currently in effect at both the Federal and State levels to encourage weatherization of existing structures.

Recycling of materials should be done by the City in its own operations, as well as facilitating resource recovery and recycling throughout the community.

POLICY

This section is to guide public and private endeavors in energy conservation. However, codification of these policies is postponed and reserved to the first Comprehensive Plan update and revision. The reason being:

(1) The limited growth that occurred over the past few years due to the DEQ sewer moratorium made it unnecessary to experiment where larger, growing areas will provide invaluable guidance for future energy conservation methods here.

(2) The rapid changes and developments in energy use and conservation technology which are being established and will be evaluated over the next few years, can give clearer guidance in establishing future subdivision, site planning, and building code practices.

ENERGY CONSERVATION GOALS AND POLICIES

Goal

Plan urban land development which encourages public and private efforts towards conservation of energy.

Policies

1. Promote design (i.e., plat lay-out) of new subdivisions in order to maximize energy conservation efforts. Consideration should be given to Planned Unit Developments or cluster developments. Utilize landscaping to increase the potential for solar benefits.
2. Design transportation systems to conserve energy by considering:
 - 1) the location of transit services
 - 2) the construction materials for new streets
 - 3) the location of commercial uses.
3. Encourage use of carpools and incentive-producing traffic lanes in cooperation with Tri-Met and other state and regional transportation agencies.
4. Encourage the re-use of the existing building stock.
5. Encourage non-petroleum means of transportation by constructing bikeways and sidewalks.
5. Encourage the recycling and resource recovery of materials in the City's operation as well as throughout the community.

**I.
COMMUNITY
FACILITIES**

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COMMUNITY FACILITIES

INTRODUCTION

LCDC Goal 11 requires that development should be guided and supported by timely, orderly and efficient provision of public facilities and services. If utilities and services are extended at different times, inadequate levels of some services can result, while others are abundant. For example, extension of public water systems in the water districts near Oregon City has encouraged urban-type subdivisions with other services (sewerage, transportation, parks ...) inadequate.

In accordance with the LCDC Goal on Urbanization, a public facility or service should not be provided unless there is a provision for the coordinated development of other urban facilities and services appropriate to the area. Highest priority should be given to service provisions within city limits. Services should also be extended on a timely basis to serve development within the Urban Growth Boundary, up to a maximum population of 38,000 in the Oregon City urban area by the year 2000.

Extension of public services and facilities into Oregon City's urbanizable area should be better coordinated. Coordination should be achieved through cooperation between and among service providers and governmental agencies having jurisdiction. Availability and coordination of adequate urban facilities and services should be a major determination for the occurrence of urban development.

Public facilities which are visible structures need to be compatible in design (including landscaping) with the surrounding neighborhood. This includes such facilities for water storage, sewage treatment, electrical utilities, etc.

Community facilities utilized by the public (health, adult education, and governmental services) should be in locations with access to public transit.

EXISTING SEWERAGE SYSTEMS MAJOR FACILITIES



LEGEND

- TREATMENT FACILITY
- PUMPING STATION
- GRAVITY SEWER
- FORCE MAIN

SEWER

Oregon City's major sewer related needs are a new treatment plant, increased capacity interceptors and separation of sanitary sewage and storm water lines. From 1977-80, the Oregon Department of Environmental Quality (DEQ) halted additional sewer hook-ups to the City system until approval of a local bond issue, creating a virtual "no growth" situation within the City. Major components of the existing sanitary sewer system are shown in Figure I.

The Sewerage Facilities Plan Volume One for the Tri-City area (December, 1978) outlines and evaluates alternative sewerage systems and treatment plant sites to serve Oregon City, Gladstone and West Linn. The Plan calls for a regional system serving this Tri-City area, administered by Clackamas County, with a new treatment plant and major new sewerage line construction, rehabilitation and separation from storm waters.

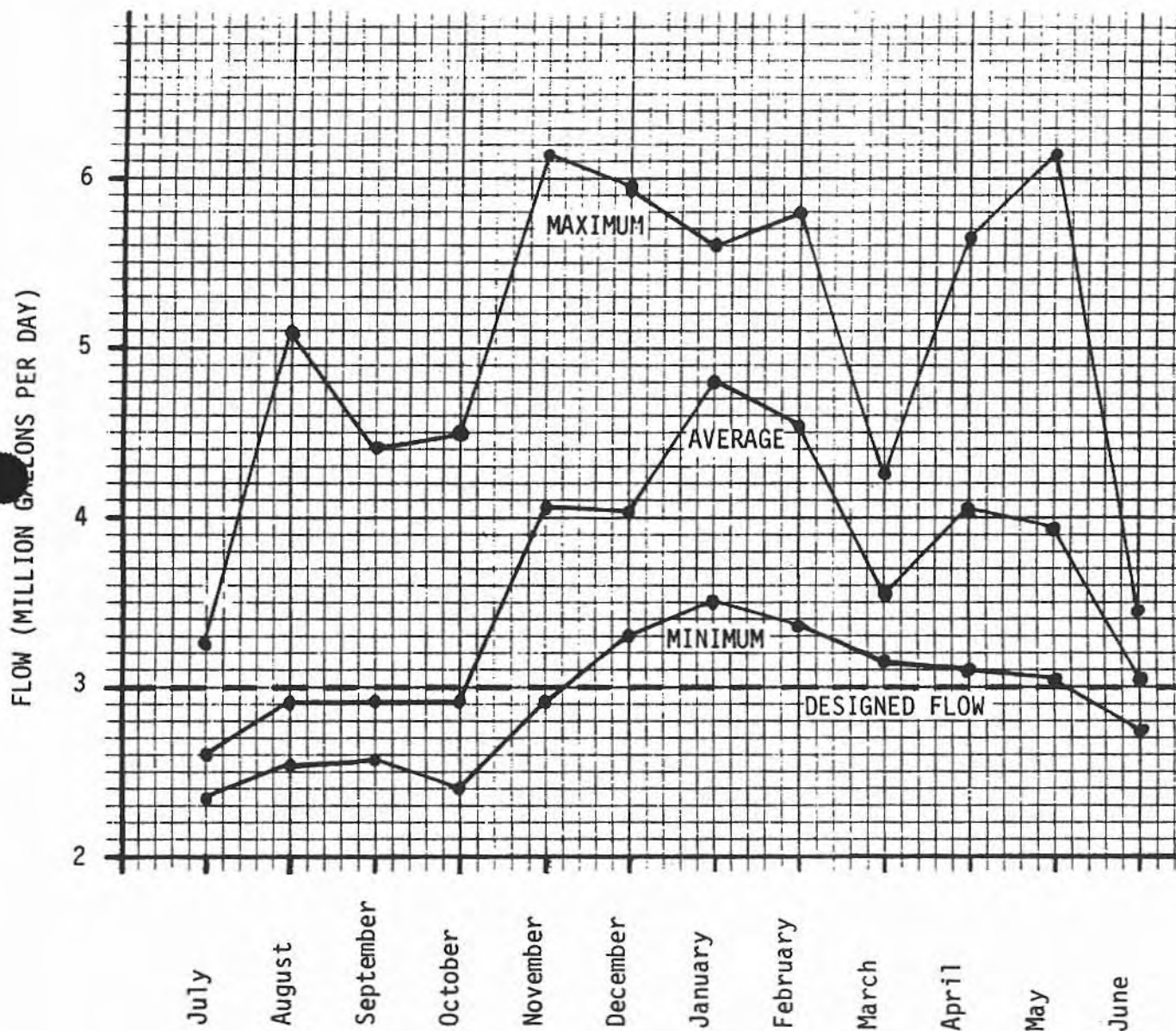
Presently, the design capacity of the existing Oregon City plant is 3.0 million gallons per day (MGD) of raw sewage. Actual flow in fiscal year 1977-78 exceeds this capacity during much of the year (Figure II). The proposed regional facility (Figure I) has a design capacity of 11.4 million gallons per day (MGD), which should adequately serve the needs of the Tri-City area's projected 66,500 residents (CRAG projection), plus commercial and industrial users.

Within the Urban Growth Boundary under County jurisdiction, subdivisions are approved utilizing septic tanks. To provide for the efficient and orderly transition from rural to urban land use, sewerage systems should be extended into the urban growth area, rather than continue to allow urban-type developments without sewerage systems.

Sewerage system limitations have led to the pollution of the Willamette River (see the Water Quality section of this Plan). Because of the environmental

FIGURE II *

OREGON CITY SEWAGE TREATMENT PLANT
AVERAGE RAW SEWAGE FLOW (FISCAL 1977-78)



* FROM: Eleventh Annual Report, Oregon City Sewage Treatment Plant

problems and the extreme difficulties arising from the moratorium on new sewer conditions, the City should give top priority to the solution and implementation of sewer system improvements.

WATER

In contrast to Oregon City's inadequate sewer system, the water system is sufficient. Many of the repairs and new construction recommended in the 1966 Water System Study for Oregon City and the 1974 South Fork Water Board's Water Supply Study have been completed. A map of the system is on file at the Oregon City Planning Department. The current program for updating and expansion of the system should continue. Existing funding mechanisms should be maintained for this purpose.

Water for Oregon City and the Clairmont, Park Place and Holcomb Outlook water districts is supplied by the South Fork Water Board and comes from two major sources: a gravity line from the South Fork of the Clackamas River, and a Park Place treatment plant. The mountain supply may be abandoned in the future due to its age, water quality and maintenance cost.

The South Fork system is owned by the cities of Oregon City and West Linn and is staffed by Oregon City personnel.

Water supply from both sources averaged 4.52 million gallons per day (MGD) in 1978 (2.35 from the plant, 2.16 from the mountain line). Treatment plant capacity was recently increased to 20.0 MGD, sufficient to handle South Fork's future needs (see Table I).

T A B L E I*

SOUTH FORK TREATMENT PLANT WATER SUPPLY

	1978	1994
Average Daily Flow	2.35	8.2
Peak Daily Flow	8.23	20.0
Design Capacity	20.0	20.0

* Figures in Million Gallons per Day (MGD)

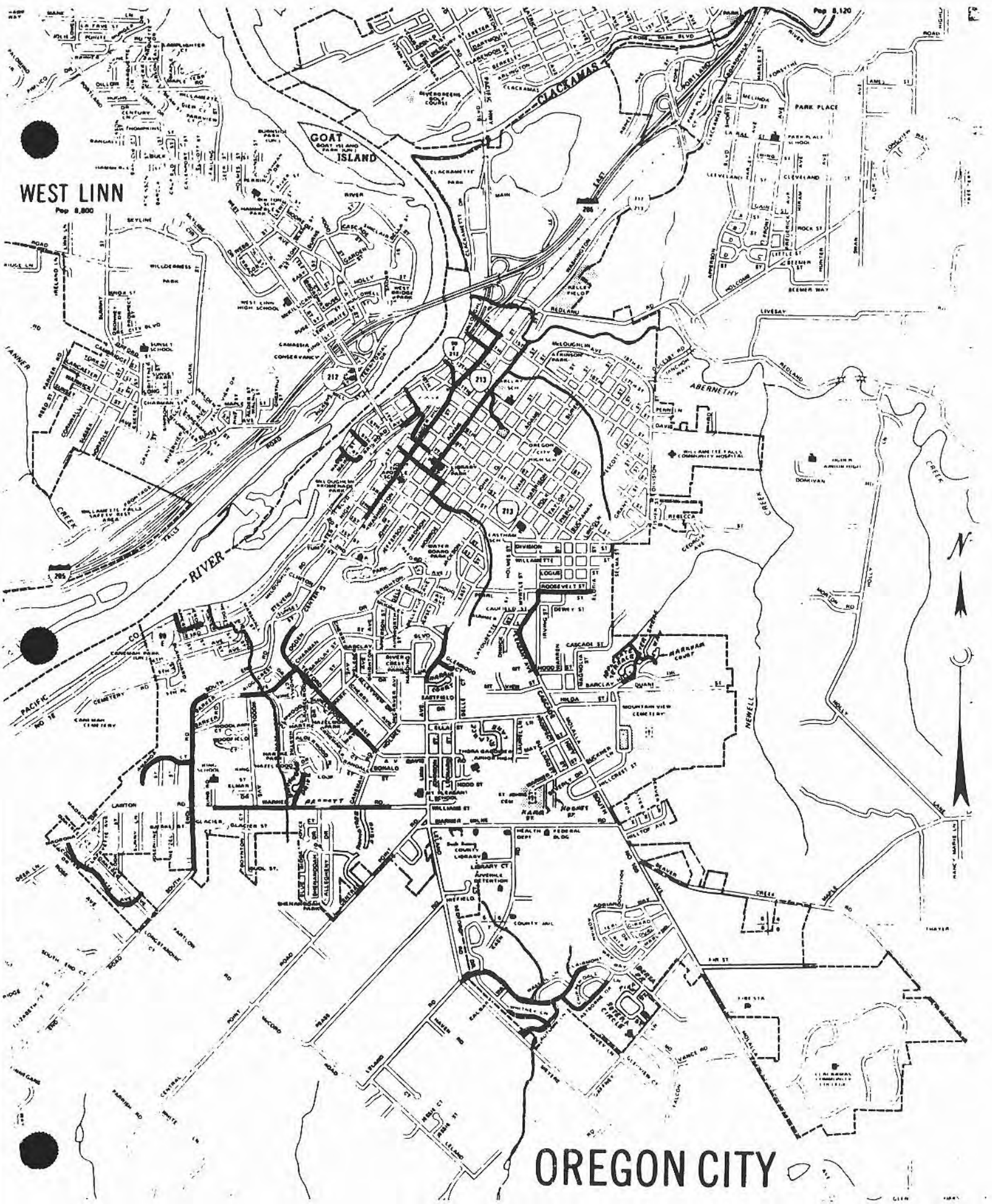
Expansion of the City to the South would largely be in the area served by the Clairmont Water District. If the City expands into the Clackamas Heights area, the Holcomb Outlook and Park Place Water District would also be affected. These districts have different operating and equipment standards than Oregon City's current system. Materials used by the Clairmont, Holcomb Outlook and Park Place Districts for water lines, sizes of lines and types of hydrants are among the system components that should conform with Oregon City's system in order to allow future conversion from rural to urban systems. This is presently not the case. Clackamas County could assist by specifying city-type standards for utilities in new subdivisions, within the City's growth area. Planning and coordination between the City and these districts is necessary to provide an orderly and efficient water system to serve the urbanizable area. This serious problem requires further study at technical, financial and management levels. Failure to coordinate the City's growth with the future of the water districts will lead to increasingly serious problems for all concerned.

S T O R M W A T E R D R A I N A G E

Extensive urbanization in Oregon City has disrupted the natural flow of storm water along established creeks and gullies leading to the Willamette River. Placement of extensive impervious surfaces has reduced the capacity of the natural drainage system to remove heavy rain water, resulting in higher groundwater tables, periodic flooding and the need for a manmade drainage system.

Oregon City's current sewer system features both combined waste water and storm drainage pipes and separate storm drainage systems linked to natural drainage ways (see Map I-2). During prolonged periods of heavy rain or snow melt, the system tends to overflow into the Willamette River. In addition, a major problem exists in the southern part of the City where storm water drains into the Urban Growth Boundary area administered by Clackamas County.

To alleviate the effects of urban storm water drainage in the future, Oregon City has cooperated with Clackamas County and the cities of West Linn and Gladstone to form the Tri-City Service District. The District will coordinate with Oregon City over a ten-year period to assist in separating the existing combined waste water and storm drainage pipes inside the City. Beyond that effort, the City will require all new residential, commercial and industrial projects to incorporate on-site, separate storm water facilities. The City's overall storm water strategy is to develop a totally separate drainage system that utilizes in-ground pipe linked to the natural drainage ways that flow into the Willamette River.



WEST LINN
Pop 8,800

OREGON CITY

STORM WATER SYSTEM

FIGURE III

1980 ENGINEERING DEPARTMENT SURVEY

SOLID WASTE (TRASH) DISPOSAL

As outlined in the Metropolitan Service District's (METRO), Solid Waste Management Plan Summary (February, 1977), Oregon City's Rossman Landfill site (Figure III) is currently one of the two sites serving the entire Portland Metropolitan area and can be expected to remain operative until 1981-82. The Metropolitan Service District is being faced with the regional problem of future solid waste disposal sites for the metropolitan area.

A proposal by METRO and Publishers Paper Company has been granted on a conditional use permit by the Oregon City Planning Commission. The proposal is for a resource recovery plant located near the Rossman Landfill. (Figure III)

ELECTRICITY, GAS AND TELEPHONE FACILITIES

Utilities serving or impacting Oregon City are: Portland General Electric, Bonneville Power Administration, Northwest Natural Gas, and Pacific Northwest Bell.

These utilities, which provide electricity, natural gas and telephone services, adequately serve Oregon City's needs. Future expansion of the facilities should be located underground wherever economically and technically feasible to preserve the aesthetic qualities of the area. Local service lines in new subdivisions should be underground. Development of a new program to bury existing power and telephone lines should be encouraged. Such a program will need to be done on a cooperative basis with the utility companies, to determine feasibility both from an economic and technological standpoint.

Sub-stations should be allowed as a conditional use.

The problem of utility poles obstructing city sidewalks, often due to inadequate rights-of-way, is raised in the Transportation section of this Plan.

A map of Portland General Electric facilities is on file at the Oregon City Planning Department.

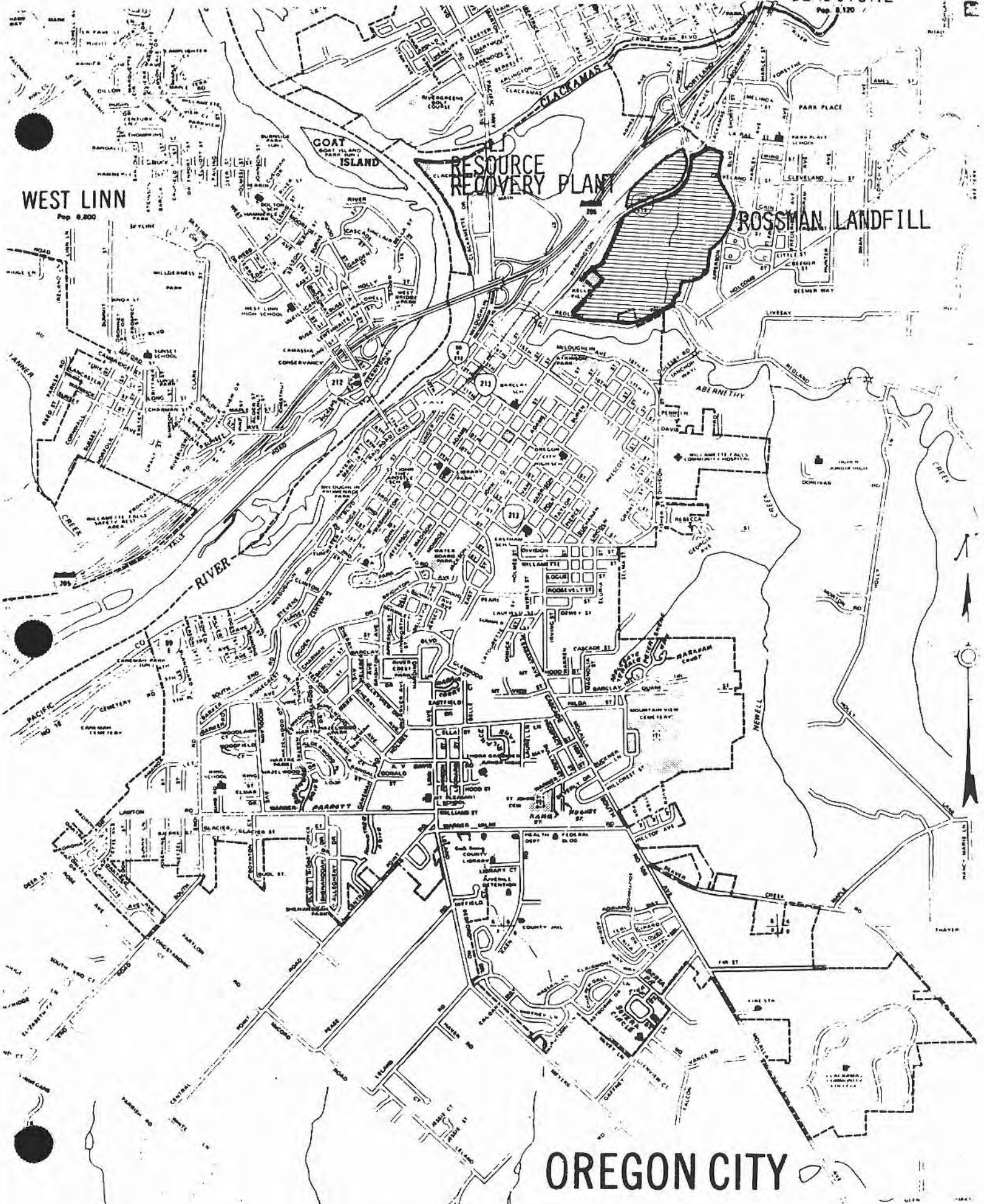


FIGURE IV SOLID WASTE DISPOSAL SITES

HEALTH SERVICES

Willamette Falls Community Hospital at 15th and Division Streets provides needed health services to the Clackamas County region. The facility is presently expanding to meet increased health care needs.

There are five residential care homes in Oregon City. One home has been granted 60 sewer hookups, equivalent to 120 additional beds, to meet future needs. The Division Street area is planned as a major medical services location, with additional clinics dispersed in other areas of town.

All new health service facilities, including doctor and dentist offices, should be designated so as to be compatible in size and scale with surrounding areas, and provide unhindered access for the disabled and elderly.

Although regional health planning is basically done by the Northwest Oregon Health System, Oregon City should be encouraged to keep pace with the growing population.

EDUCATION

PUBLIC SCHOOLS

The following data on existing school enrollment was provided by the Oregon City School District, as of September 20, 1978 (Figure IV):

Elementary Schools (12)

Current Enrollment: 4,073 (84.6% of capacity)

Capacity: 4,813

Room for Growth: 740

Beavercreek, Gaffney Lane, Holcomb and Park Place are operating at or near capacity.

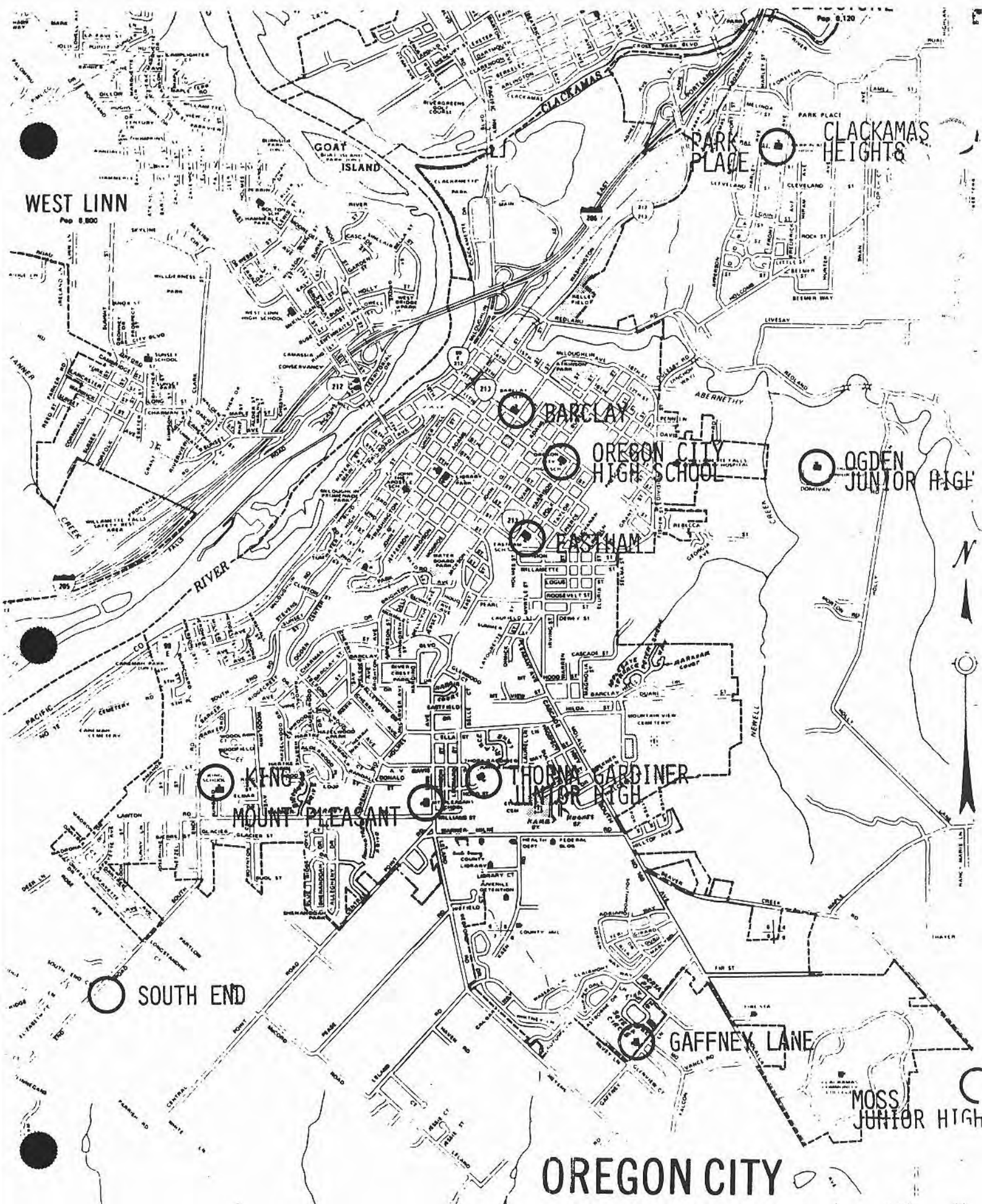


FIGURE V: OREGON CITY PUBLIC SCHOOLS

Junior High Schools (3)

Current Enrollment: 1,650 (84.6% of capacity)

Capacity: 1,950

Room for Growth: 300

High Schools (1)

Current Enrollment: 1,500 (100% of capacity)

Capacity: 1,500

Room for Growth: 0

An evident problem facing the Oregon City School District is overcrowding of existing facilities, mainly at the High School level. Voters in the District have rejected two bond issues to provide new facilities.

Future school facilities should be located within the Urban Growth Boundary. Elementary schools should be located in or very near residential areas.

These neighborhood primary schools should be maintained for the convenience of students, to provide a focus for the neighborhood and to promote conservation of energy. Neighborhood schools should also serve as a "community center" function by being available during non-school hours for community meetings and events.

A school board resolution dated December 11, 1978 requests that impact on existing school facilities should be considered before new subdivisions are approved. If "substantial adverse impact" within the District is found, approval of the subdivisions should be deferred until such time as the voters authorize funds for construction of new classrooms. Land use planning and expansion of the school system should be coordinated, but not to the extent of prohibiting an annual growth rate in the housing stock of 3%. The City may authorize a higher rate after adequate hearings.

CLACKAMAS COMMUNITY COLLEGE

Enrollment at Clackamas Community College currently stands at 3,433 students and is projected by the College to double in the next eight years. Expansion of facilities will be necessary to meet the increased demand for higher education. The October 1977 Master Plan Report from the College discussed alternatives to meet this growth.

The College is an asset to the community, providing needed training and enhanced opportunities and understanding. The City encourages the Community College to plan in the future to handle increased traffic load generated by the doubling of the size of the College. The City should support expansion, if it is consistent with good site planning and compatible design. Increased ties to existing and future industries should be encouraged. This could, in turn, increase industrial and commercial job opportunities in the City.

GOVERNMENTAL SERVICES

FIRE DEPARTMENT

The Oregon City Fire Department currently operates two fire stations: the main station at the old City Hall in the McLoughlin Neighborhood, and a sub-station along Molalla Avenue near the Community College.

A new station is desirable to replace the older City Hall facility, which hinders emergency response due to inadequate door widths. However, remodeling of the current facilities should be considered. A new station should be located in the McLoughlin area, at suitable location, including considering the current site. As the City expands to the South, a new station may be needed near South End or Central Point Roads to supplement the service provided by the Molalla Avenue station.

POLICE DEPARTMENT AND CITY HALL

The Police Department and City Administrative Services, until 1980, were located in the McLoughlin Neighborhood along John Adams Street, between 6th and 8th Streets. Due to the need for more adequate facilities for these services, Police operations and City Administrative Services were relocated up near the County offices complex (Red Soils) on Warner Milne Road.

SENIOR CENTER

The Oregon City Senior Center at 6th and John Adams Streets has been constructed in recent years, and dedicated in February, 1979. This multi-million dollar facility, part of the planned Civic Center, will adequately serve the needs of Oregon City's seniors for years to come.

PLANNING DEPARTMENT

The City should maintain its Planning Department, to administer the policies proposed in this Plan. The Planning Office was relocated in the new City Hall, after four years in rental office space. That situation imposed an unnecessary hardship on applicants needing approval and/or consultation with both the Planning Department and related agencies located in City Hall (such as Engineering and Building).

OREGON CITY PUBLIC LIBRARY

The Oregon City Public Library building is a two-level brick structure built in 1913 with funds provided by the Andrew Carnegie Foundation. The building has a total of 6,594 square feet.

Situated in the center of a city block in the McLoughlin area, the Library is surrounded by a park which includes a small playground and a wading pool. During summer months, band concerts are held on the slope at the rear of the building. The Library and park are considered valuable assets to many residents of the neighborhood and strong sentiments have been expressed against losing the usefulness of either.

Due to its age, the building experiences frequent maintenance problems--most notably with the plumbing, heating and electrical systems. Water seepage into the lower level is a recurring problem after periods of heavy rainfall.

All areas of the building are now used to capacity but special problems exist in the upper (adult) level. Existing shelving is overloaded and no space exists for adding additional shelving. An active program of discarding older materials has been conducted for several years to alleviate this problem and it is now necessary to discard one volume for every new volume added. Many materials in this area are kept on shelves 7 feet above floor level. Desk space for the staff is limited, with several desks being shared. Public seating is approximately one-third of the national standard for public libraries. The situation in the lower level (children's services and materials processing) is better, but this too is deteriorating as demand for services increases with population growth.

In 1975, planning for a new library facility was begun in conjunction with plans for a proposed Civic Center complex. National and State standards of space requirements for public library buildings were used based on the City's current and projected population. These standards indicated that the Library's current minimum space needed (9,870 square feet) is 50% more than the existing building provides. Given the City's projected population in the year 2000, the minimum space requirement will be in the 22,000 - 24,000 square foot range.

The above standards do not consider a very important factor in the Library's situation. Since the 1977 passage of a county-wide tax levy for funding public libraries, the demand for library services to out-of-city residents has risen dramatically. Over 2,000 county residents are now registered borrowers and any county resident is eligible to use the Oregon City Public Library. Approximately two-thirds of the Library's transactions are now with

out-of-city residents. This additional demand for the City Library's services must be considered when space requirements for any expansion of existing library facilities in Oregon City are considered.

When contemplating the location and configuration of any expanded facility, the projected direction of the City's growth must also be considered.

Given the Library's current situation, three alternative solutions to these problems appear possible: First, the construction of an addition to the existing library building; Second, the construction of an entirely new building either on the present library site or elsewhere; or Third, the construction of a new building to be used in conjunction with the existing building, which would be utilized as a branch library.

The alternatives will be examined during future deliberations concerning the City Library. Also to be examined will be the possibility and practicality of a shared facility with the Clackamas County Library, which is now located in the Red Soils area.

SUMMARY

The preceding plans for provisions of public facilities and services can be implemented a number of ways.

A Capital Improvement Program (CIP) provides a detailed financial analysis of proposed projects, and generally is a short term (1-5 years) plan for public facility improvements and extension.

Special levies or bond issues can be submitted to voters to raise funds for specific projects. These tools have traditionally been used for large projects such as school funding, construction or purchase of recreational facilities, and sewer or water system replacement.

Grants may be available for many projects meeting certain federal and/or state guidelines. Local Improvement Districts (LID) are useful for many projects deemed necessary only for a small area.

User fees can be assessed for many services. Provision of water, power, gas, telephone, garbage removal, health services and some governmental services (courts and permit issuance) can be funded in this manner.

Tax increases may also be used, although they are usually insufficient and highly unpopular.

Although funding is not directly addressed, many planning mechanisms, including zoning, subdivision control, site plan review and others are used to require or encourage installation of many public facilities and services.

Better coordination of services, and improved operating efficiencies are highly desirable, where possible.

The costs of public facilities serving new developments should be borne as much as possible by the builder and residents of the developments. New development proposals should be approved only if the vital public facilities necessary for additional land development and population growth are existing or committed.

SOURCES

The following regional or area-wide plans have been examined and relevant parts incorporated into this section:

- * Section 208 Waste Treatment Plant (11/77)
- * CRAG Plan - Waste Treatment Management Component (7/78)
- * Sewerage Facilities Plan, Volume One for the Tri-City Area (12/78)
- * MSD Regional Water Supply Plan (1/79)
- * MSD Disposal Siting Alternatives (9/78)
- * South Fork Water Board - Water Supply Study (1974)
- * MSD Solid Waste Management Plan Summary (2/77)

The contents of these plans are consistent with the policies and information contained in this section.

COMMUNITY FACILITIES GOALS AND POLICIES

Goal

Serve the health, safety, education, welfare and recreational needs of all Oregon City residents through the planning and provision of adequate community facilities.

Policies

1. The City of Oregon City will provide the following urban facilities and services as funding is available from public and private sources:
 - a. Streets and other roads and paths
 - b. Minor sanitary and storm water facilities
 - c. Police protection
 - d. Fire protection
 - e. Parks and recreation
 - f. Distribution of water
 - g. Planning, zoning and subdivision regulation
2. Public facilities and services provided and maintained by the City shall be consistent with the goals, policies and implementing measures of the Comprehensive Plan.
3. Urban public facilities and services shall be confined to the incorporated limits.
4. The City of Oregon City will encourage the planning and management efforts of the following agencies that provide additional public facilities and services:
 - h. Major sanitary and storm water facilities and treatment
 - i. Water supply and treatment
 - j. Public schools
 - k. Public health services
 - l. Justice services
 - m. Solid waste disposal
 - n. Energy and communications services
 - o. Transit services

5. The City will encourage development on vacant buildable land within the City where urban facilities and services are available or can be provided.
6. The extension or improvement of any major urban facility and service to an area will be designed to complement the provision of other urban facilities and services at uniform levels.
7. Maximum efficiency for existing urban facilities and services will be reinforced by encouraging development at maximum levels permitted in the Comprehensive Plan and through infill of vacant City land.
8. A coordinated Capital Improvements Plan will be developed and maintained, which provides a framework, schedule and cost estimate for the provision of urban facilities and services within the City of Oregon City and its Urban Growth Boundary.

Sanitary Sewers

1. The Sewerage Facilities Plan will be implemented under the management of the Tri-City Service District to ensure adequate sanitary sewers and treatment services for Oregon City.
2. The City will coordinate with the Tri-City Service District to ensure adequate siting and maintenance of major trunk sewer lines and treatment facilities.
3. The City shall maintain responsibility for siting and maintenance of minor sewer lines within City limits.
4. Urban development within the City's incorporated boundaries will be connected to the Tri-City sewer system with the exception of buildings that have existing sub-surface sewer treatment, if service is not available.
5. The Tri-City Service District will be encouraged to improve service in those areas impacted by an overloaded sewer system.

6. The Tri-City Service District will be encouraged to give priority to new areas slated for development at urban densities consistent with the City's Comprehensive Plan.
7. The Tri-City Service District will be encouraged to extend service into the urban growth area concurrent with annexation approval by Oregon City.
8. Oregon City will cooperate with the Tri-City Service District to plan, operate, and regulate wastewater systems that are consistent with MSD's Waste Treatment Management component.

Water

1. Through management of the South Fork Water Board, the City will help ensure that an adequate water supply system is maintained.
2. The City will coordinate with Clackamas County and Clairmont Water District to provide an efficient and orderly water system in the urban growth area.

Storm Water Drainage

1. The City will coordinate with the Tri-City Service District to ensure adequate storm water drainage facilities within the City limits.
2. City development standards will continue natural storm water run-off where environmentally feasible.
3. The City will coordinate with Clackamas County to ensure that adequate storm water drainage procedures are followed for new development in the urban growth area.

Solid Waste

1. Oregon City will cooperate with affected public and private agencies to determine the feasibility of the construction of the METRO Resource Recovery Plant.

2. Solid waste disposal is a regional concern requiring regional solutions. Oregon City acknowledges MSD's responsibility to prepare and implement a solid waste management plan, acknowledges the MSD "Procedures for Siting Sanitary Landfills", and will participate in these procedures as appropriate.

Utility Operations

1. Oregon City will coordinate with the private and public agencies that provide electric, gas, telephone and television cable systems to Oregon City residents to ensure adequate service levels.
2. Local service lines in new subdivisions will be required to be placed underground.

Health and Education

1. Oregon City will coordinate with the Northwest Oregon Health System to ensure adequate health planning information is available and quality health care is maintained in Oregon City.
2. Oregon City will coordinate with the Oregon City School District to encourage that school sites are located within the Urban Growth Boundary and subdivision proposals are reviewed for impact on the school system.

Public Safety

Fire Protection

1. A high level of fire suppression and emergency medical-rescue capacity will be maintained.
2. Oregon City will ensure that annexed areas receive uniform levels of fire protection.

3. Oregon City will maintain the City's Class IV fire insurance rating and work towards achieving a Class III rating, as funds are available.
4. Public awareness of fire prevention techniques will be promoted.

Police Protection

1. Police services will emphasize the protection of life and property in Oregon City in order to preserve the peace and provide for the safety and welfare of the community.
2. Continuous liaison with other elements of the criminal justice system will be maintained.
3. Oregon City will continue to provide rapid response to emergency and non-emergency calls:
 - a. Maximum three minutes response on life saving emergencies.
 - b. Maximum of four minutes, 80% of the time, for crimes in progress, potential threat to life.
 - c. Maximum ten minutes, 80% of the time, for non-emergencies.
4. An active traffic safety unit specializing in traffic law enforcement and accident investigations will be maintained.
5. A reasonable level of police officer training will be maintained:
 - a. All Officers will remain qualified at First Aid, Radar, Intoxilyzer, Defensive Tactics, Firearms and Defensive Driving.
 - b. Daily in-service training at briefings will continue.
6. The field operations of Patrol and Investigation will remain the primary function of the Police Department.
7. Reserves will be trained to meet the requirements of the Police Reserve Program.

- F
8. Vehicles will be maintained to ensure 24-hour availability and usage.
 9. Operations will be continually evaluated to maximize effectiveness at minimal cost.

**J.
PARKS AND
RECREATION**

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P A R K S A N D R E C R E A T I O N

RECREATION NEEDS

"Recreation needs" refers to existing and future demand by citizens and visitors for recreational areas, facilities and opportunities. This includes the need for traditional parks with facilities such as tennis courts, play equipment, ballfields, and so forth. It also includes the desires for a broader range of recreational opportunities, such as fishing, jogging, hiking, dancing, arts and crafts activities and so forth. While locations for these activities can be made available by government agencies, private businesses can also provide recreational opportunities, including theaters, skating rinks, marinas, health clubs and so forth. The City's Comprehensive Plan should make available to the people the broadest possible range of recreational opportunities for their enjoyment, both through public and private development.

Sometimes (and mistakenly) recreation is thought to include only active pursuits, with emphasis on sports. Just as important are the passive pursuits, such as taking a walk to enjoy scenic resources, relaxing from built-up tensions. Scenic walks, provision of open space, natural areas and similar locations for passive recreation should be an important facet of recreational planning for the City.

SURVEYS OF RECREATION NEEDS

A city-wide survey of all residents was mailed out and included questions on the recreational needs and desires of city residents. 17% of all residents responded, which is a statistically significant response, exceeding the 10% response which many pollsters feel adequate for a widely-distributed mailing. The survey results for all questions are tabulated in the Citizen Participation Section of this Plan.

One question (number 14) asked: (1) Are there enough parks in Oregon City? and (2) Are there enough parks in your neighborhood? The city-wide response to both parts of this question was "yes", there are enough parks. Only the people in the Canemah area felt that there are not enough parks throughout the City. Each neighborhood also responded that there are enough parks in the neighborhood where they live, with the exception of the Ely neighborhood (Molalla Avenue area), where a majority of the respondents indicated a need for more park land in their neighborhood. The Ely area has a relatively high concentration of both multiple-family dwellings and old, generally small single-family homes. Particular attention should be paid to the development of new park land in the Ely neighborhood.

City residents were also asked (question 15) if there are enough recreational programs and facilities in the City. Again the answer was generally "yes", but the Ely, Hilltop and McLoughlin neighborhoods expressed a desire for more recreational programs.

In survey question 21, residents were asked if Oregon City needs more bikepaths. A strong "yes" was the answer (excepting only within the downtown commercial area). Since the survey, the City has developed bikepaths along Warner Parrott and South End Roads (classified as minor arterials), and has also constructed a recreational bikeway in Hillendale Park. Additional desire for bikepaths is indicated on the basis of the strong favorable response of each residential area.

The survey also gave people the opportunity to suggest recreational facilities or opportunities beyond those already existing. The accompanying table tabulates the response ranging in order from the need stated most frequently (tennis court) to the needs cited least frequently (YMCA, skiing, skateboards facility, music, horseshoes). This list includes both public and privately provided recreational opportunities, and both active and passive types of recreational facilities.

The City is in the process of developing many of the requested park recreational opportunities, particularly in newly developed areas. While, of course, it is not possible to survey residents who are not here yet, many of their requests may be similar to those already expressed. Also, recreational needs change over a period of time. For example, tennis courts are currently much more popular than in past years. There is also a growing demand for handball/racquetball indoor courts. The City does have a Recreation Director who is in contact with people interested in different types of recreation. The programs and facilities need to be modified to accommodate changing demand.

T A B L E I
RECREATION NEEDS (CITY SURVEY)

	MCLOUGH.	SOUTH WEST	HILLTOP	FIRST LEVEL	BUENA VISTA	ELY	RIVER CREST	HAZEL WOOD	CANEMAH	TOTAL
Tennis Courts	13	14	14		7	1	26	13	2	90
Play Equipment	7	11	10	1	3	7	13	6	1	59
Pools	4	12	9		1	4	15	8		53
Theater	5	1	6			7	11	6	1	37
Tables & Benches	6	4	6	2	3	2	4	1	4	32
Teenage Programs	12	3	5		1	3	5		2	31
Maintenance	12	4	3		2		2	7		30
Skating	4	6	4			4	9	2		29
Bike Paths	6	8	2		1	4	5	1	1	28
Number		4	2			18		1	2	27
Landscape	8	6	4		1			4		24
Hand/Racquet	3	3	2		2	1		6	1	18
Basketball		1	5		1		7	3		17
Safety/Patrol	5	2	1		2	3	3			16
Baseball	1	1	3		2		5		1	13
Comm. Room/Center	4		1			2	4	1		12
Jogging		5	3	1		1				10
Restroom		4	1		2		2		1	10
Wading Pools		4	1				3	1	1	10
Org. Rec. Programs	2		2			1	3		1	9
Adults Programs	1	2	1				3	1		8
Comm. Education	1	1	1		1		2		1	7
Golf	1	1	1			2	1		1	7
Senior Programs	4	1						1		6
Advertise	2	1	1				1			5
Fire/Barbecue Pits	2		1					1	1	5
Shelter	1	1	1					1	1	5
Dance	2		1				1			4
Location of Parks	3		1							4
Parking	2	1			1					4
Size of Parks	4									4
Soccer					1		2		1	4
Arts & Crafts	2		1							3
Handicapped Access	1				1				1	3
Garden Plots	2									2
Athletic	2									2
Horseshoe					1				1	2
Music	1		1							2
Skateboard	2									2
Skiing	2									2
YMCA		1					1			2

T A B L E I I

HIGH PRIORITY NEEDS ASSESSMENT FOR CLACKAMAS COUNTY

Campsites

Designated Swimming Beach

Boat Launch Lanes

Soccer Fields

Ballfields

Picnic Areas

Target and Trap Ranges

ORV Areas

Neighborhood Parks

Community Parks

District Parks

Public Restrooms

Additional Parking for Cross-Country and Nordic Skiing
and Snow Play Areas

(SOURCE: Oregon Outdoor Recreation Needs Bulletin 1977,
Technical Document III of the Statewide
Comprehensive Outdoor Recreation Plan)

For people residing within the larger geographic area around Oregon City, as well as visitors from elsewhere, it is necessary to use documentation prepared by others in order to ascertain recreational needs. Particularly helpful is the Oregon Outdoor Recreational Needs Bulletin (Technical Document III of the Statewide Comprehensive Outdoor Recreation Plan, 1977, prepared by the Parks and Recreation Branch of the Oregon Department of Transportation). Table II included here from that document lists the "High Priority Needs Assessment for Clackamas County".

STANDARDS

Another way of determining recreational needs, other than by surveys, is to utilize standards. Standards are guidelines for what recreational facilities there should be in a community, usually based on desirable amounts of open space and numbers of facilities for a given number of people. The table on the following page presents the standards, showing how close Oregon City comes to meeting them at the present time. Based on the population projection for the year 2000, future needs are estimated. A similar table appeared in the 1952 Recreation Plan for Oregon City, the last such complete study.

T A B L E I I I
STANDARDS FOR CITY PARKS
AND SELECTED RECREATION FACILITIES

Area or Facility	Standard	Oregon City Has Today	Oregon City Should Have Today	Oregon City Should Have in Year 2000
Parks	1 acre for each 100 persons	131 acres	140 acres	380 acres
Baseball Diamonds	1 for each 6000 persons	9	3	6
Softball Diamonds	1 for each 3000 persons	7	5	12
Tennis Courts	1 for each 2000 persons	8	7	19
Soccer & Football Fields	1 for each 1500 persons	2	9	25
Handball Courts	1 for each 1500 persons	2	9	25
Bicycle Trails	1 for each 2500 persons	1	6	15
Picnic Areas	1 for each 2500 persons	3	6	15
Running Tracks	1 for each 2500 persons	3	6	15
Wading Pools	1 for each 2500 persons	3	6	15
Community Gardens	1 for each 10,000 persons	1	1	4
Nature Trails	1 for each 10,000 persons	0	1	4
Club-room (multi-use)	1 for each 5000 persons	2	3	7
Indoor Pool	1 for each 50,000 persons	1	0	1

NOTES:

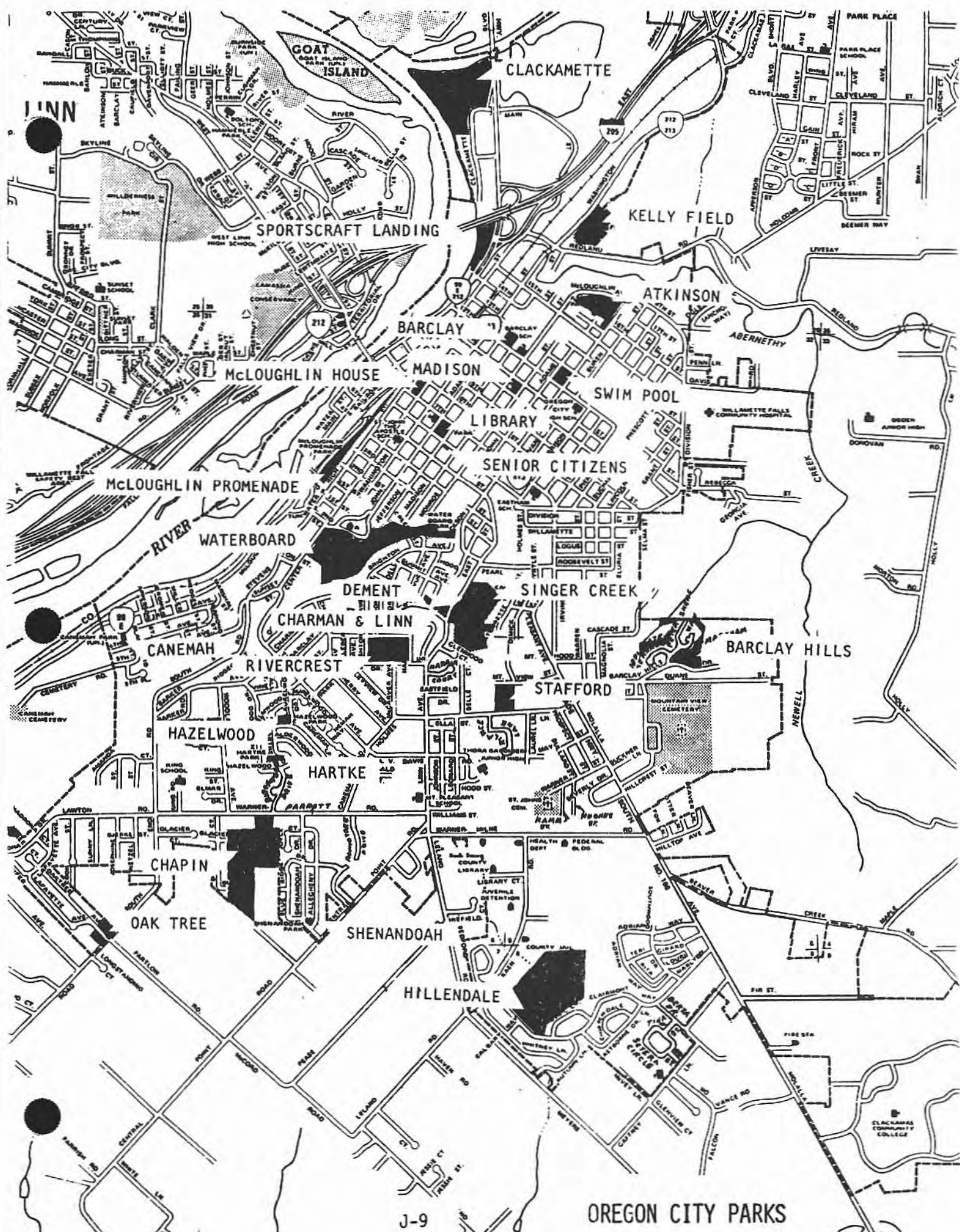
1. Standards are from the National Recreation Association as included in the 1952 Recreation Plan for Oregon City.
2. Needs based on a current population of 14,000 and a projected population in the year 2000 of 38,000 persons.
3. Baseball and Softball Diamonds, Soccer and Football Fields, and Running Tracks include School District facilities within present City limits.

EXISTING PARKS DEVELOPMENT

Oregon City has many fine parks for which the community can take pride. However, for the purpose of recreational planning, there is little to be gained by dwelling on the many good aspects. It is necessary to identify what problems or opportunities exist. In the accompanying table "Park Evaluation", each park is evaluated in terms of its lay-out, landscaping, type of facilities, and condition of facilities, with an overall rating assigned. In the future development or improvements to be made in existing parks, these identified strengths and problems should be utilized to correct deficiencies. Briefly, some of the opportunities for improvement are listed below. Parks not mentioned received consistently good evaluation.

Clackamette Park is a heavily used regional facility. Traffic and parking dominate, and should be reduced in future lay-out changes. There are areas needing additional landscaping, even keeping in mind the limitations of regular flooding. Appearance of the restrooms and parking areas could be improved. A plaque or display relating to fishing would be of interest.

The Indoor Swimming Pool is developing as an indoor recreational center, as it should. When funding is available, indoor handball/racquetball courts should be added. As noted in the comparison of Oregon City with national recreational standards, the City is in need of such facilities, which are increasingly popular. The pool would be the best location since the locker room facilities and supervision are already present. No off-street parking is provided at this site and a solution to the growing parking demand should be sought.



INN

GOAT ISLAND

CLACKAMETTE

SPORTSCRAFT LANDING

KELLY FIELD

ATKINSON

BARCLAY

MADISON

McLOUGHLIN HOUSE

SWIM POOL

LIBRARY

SENIOR CITIZENS

McLOUGHLIN PROMENADE

RIVER

WATERBOARD

DEMENT

SINGER CREEK

CHARMAN & LINN

BARCLAY HILLS

RIVERCREST

STAFFORD

HAZELWOOD

HARTKE

CHAPIN

OAK TREE

SHENANDOAH

HILLENDALE

OREGON CITY PARKS

J-9

Atkinson/Buena Vista Park occupies a high knoll in the northerly part of the City. It can be seen and enjoyed, as a stand of trees, for quite a distance. Within the park itself, unfortunately, there is little sense of view or vista. The lay-out does not enhance the security of the park, either. Ornamental landscaping is minimal. The path going in and out of the westerly side of the park is in disrepair. Playground equipment is outdated. An innovative plan for the park and surrounding roads may be able to suggest better utilization of this unique park. It is a desirable resource to the Buena Vista Neighborhood as it is, but there is room for improvement.

Library Park is a well-used asset to the McLoughlin Neighborhood. The grounds are widely used for children's play, the wading pool, outdoor concerts, and general relaxation. The Library is located in a cramped facility and eventually the need for the Library to expand will conflict with the recreational uses of the property. Additional comments about future library needs are included in the Community Facilities analysis.

Barclay Park is an underutilized resource next to Barclay School. Consideration should be given to alternative plans for increased park development and use. Duplication of Madison Street Park facilities should be avoided.

Hartke and Hazelwood Parks share a common problem as well as a common location: both are too small. The sites constrain the park facilities and use. Chapin Park, when developed, should help relieve some of the pressure. The tennis courts in Hartke Park should be expanded to regulation size and resurfaced (again) with more adequate height of fencing. Neighborhood pride and support are the major assets of these parks.

Madison Street Park is badly in need of a major transfusion of landscaping. This need was identified by the Bureau of Outdoor Recreation in their report on the park. Also needed is a selective reduction in the fencing and opening of an additional park entrance on 10th Street, to make the park more accessible and inviting.

Shenandoah Park is another undersized park which will unnecessarily duplicate some of the Chapin Park facilities if access to Chapin Park is provided from the Shenandoah area. The City should avoid accepting gifts of similar small parks in the future. They are too small to utilize for more recreational pursuits, and impose high on-going maintenance responsibilities on City government. Given the situation, the best that can be done is to improve landscaping.

Canemah Park is poorly developed. It does not take advantage of the natural setting and panoramic view. In keeping with the developing historic theme of the neighborhood, a gazebo or similar structure should be considered as a viewpoint. Perhaps (through historic research) a theme could be developed based on the former Canemah School which was on this site. The park also needs better landscaping, slope retention and updated playground equipment.

Senior Citizen Park is nicely developed and landscaped, but is too small for most uses. Little can be done, but perhaps it could be visually tied into nearby city lands to make people more aware that it exists. The restrooms tend to dominate the site, but are little used and usually locked.

Waterboard Park is a "park" in name only, due to lack of park facilities. Trails and picnic facilities should be added.

Oak Tree Park land and the triangle at Charman and Linn should remain scenic natural areas. The park land at the west edge of Oak Tree subdivision may some day be part of a larger natural area park on the hillside above the Willamette River. Charman and Linn park land could be expanded by eliminating the old and little used Linn Avenue roadway between the present Linn Avenue and Charman Street. The straightening of the curve on Linn also affords an opportunity to expand this natural area into a more usable and scenic resource.

Oregon City should be proud of its extensive park system, unusual among suburban communities in the Portland area. While the greatest liability is the lack of usable space due to the small size of many of the parks, there is a mixture of sizes including some that are relatively large. In recent years, there has been an emphasis on development of the costly capital improvements in many parks, retaining walls, ballfields, etc.... In the years to come, many of the existing parks would benefit from finishing off the development with landscaping and improving the aesthetic qualities of several of the newer parks.

CRITERIA FOR PARK EVALUATION

Layout

Arrangement of the parks should fit the natural setting. Traffic should be minimized within the parks but good visibility maintained for security. Convenient pedestrian access should be provided from nearby residential areas.

Landscaping

All areas, except for park facilities requiring paved surfaces, should be landscaped, with a mix of low elements (grass, shrubbery) and high elements (trees). Natural indigenous vegetation should be utilized to the greatest extent, except in arboretum areas.

Type of Facilities

The facilities, particularly active play areas, should fit easily onto the site without overcrowding. Type of facilities should be appropriate to the classification of the park: Community parks providing facilities to be used city-wide; neighborhood parks providing a diversity of activities primarily for the neighborhood residents; tot lots or mini-parks providing a very limited range of facilities, primarily for small children. Community and neighborhood parks should have restrooms; tot lots and mini-parks should not.

Condition of Facilities

Park facilities should be adequately sized, meeting standards for design. Surfacing of hard play surfaces (especially for tennis) should be even, and slope and drain properly. Fencing should be adequate to restrain loose balls in play. Wood surfaces should be smooth, without splinters, and regularly stained or painted. Lines for games should be regularly painted and clearly visible. Lawn areas should not have bald spots. All facilities should present an attractive and neatly maintained appearance. Natural areas should be left natural, without undue pruning or clearing.

OREGON CITY PARK
FACILITIES
July, 1978

	NATURAL AREA	GRASS FIELD	PLAYGROUND	WADING POOL	BARBECUE	SHELTER	HORSESHOE	SHUFFLEBOARD	BIKEPATHS	BASKETBALL	BASEBALL	TENNIS	REST ROOMS	SWIM BEACH	BOAT LAUNCH	
ATKINSON		X	X		X	X	X				X		X			
BARCLAY		X	X							X	X					
BARCLAY HILLS	X															
CANEMAH			X							X						
CHAPIN		UNDEVELOPED														
CHARMAN & LINN	X															
CLACKAMETTE		X			X	X	X						X	X	X	
DEMENT		UNDEVELOPED														
HARTKE			X							X		X				
HAZELWOOD		X	X													
KELLY FIELD		X	X						X							
LIBRARY		X	X	X												
MADISON		Also Handball								X		X				
MCLOUGHLIN HOUSE		Historic Homes														
MCLOUGHLIN PROMENADE		View Walk														
OAK TREE																
RIVERCREST		X	X	X	X	X	X			X	X	X				
SENIOR CITIZENS								X				X				
SHENANDOAH			X													
SINGER CREEK	X															
STAFFORD		UNDEVELOPED														
SPORTSCRAFT LANDING															X	X
SWIM POOL				X						X						
WATERBOARD	X															

TABLE V
PARK EVALUATION
CITY OF OREGON CITY
(Listed by type and size)

G = Good F = Fair P = Poor

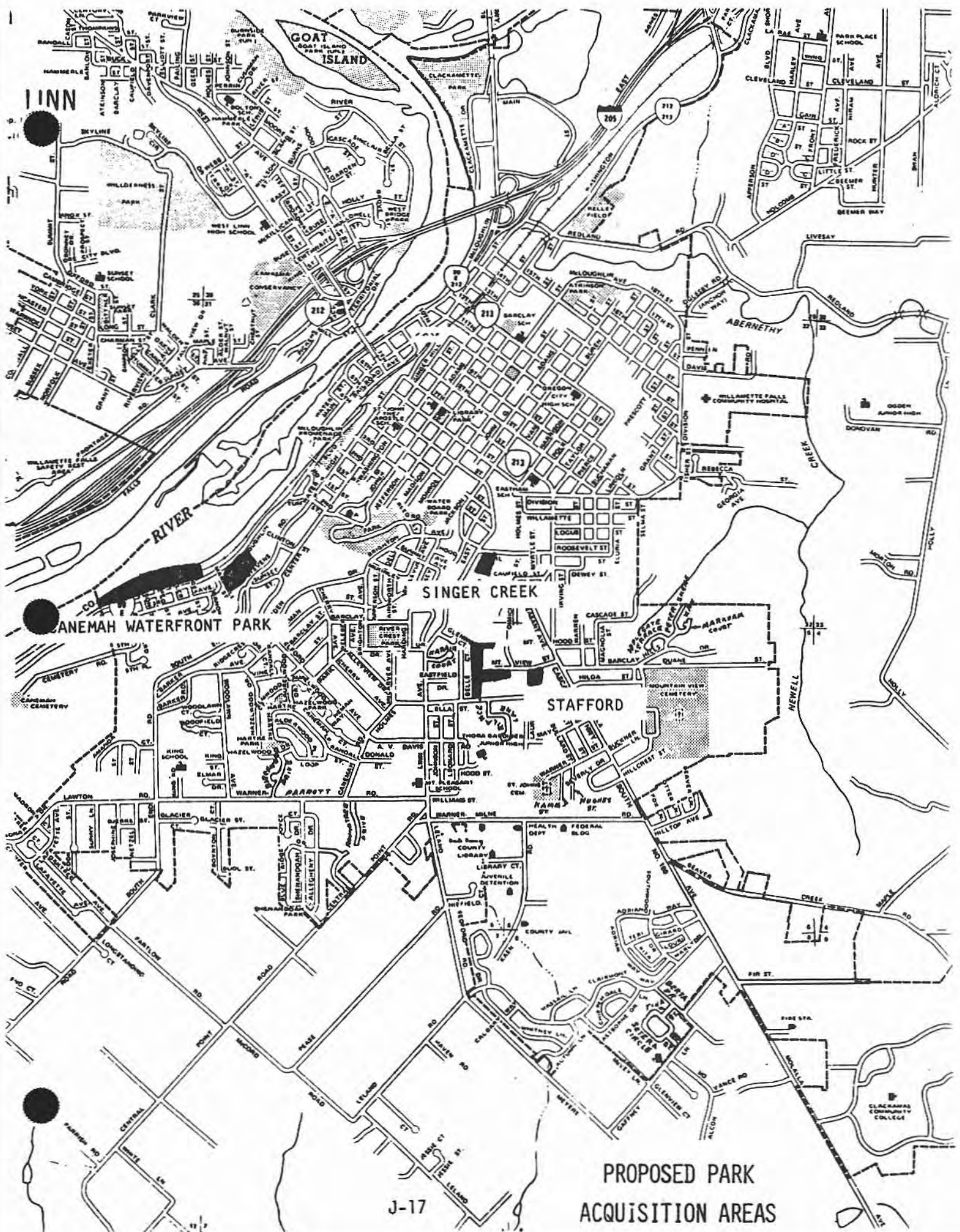
Acreage		Lay-Out	Landscaping	Type of Facilities	Condition of Facilities	Overall Rating
	<u>COMMUNITY PARKS</u>					
21.8	Clackamette (Riverfront)	F	F	G	F	F
8.4	Kelly Field (Playfields)	G	G	G	G	G
5.1	McLoughlin Promenade (Scenic)	G	G	G	G	G
1.3	Swim Pool (Indoor)	G	G	G	G	G
<u>0.8</u>	McLoughlin House (Historic)	G	G	G	G	G
37.4	<u>NEIGHBORHOOD PARKS (full-sized)</u>					
17.5	Chapin		Undeveloped			
16.0	Hillendale	G	Under Development			
6.5	Rivercrest	G	G	G	G	G
<u>5.6</u>	Atkinson/Buena Vista	F	F	F	F	F
45.6	<u>SMALLER PARKS (Incl. tot lots, mini-parks)</u>					
2.5	Barclay Hills Tracts S & L		Undeveloped			
2.1	Stafford		Undeveloped			
1.3	Library Park	G	G	G	G	G
1.3	Barclay	G	G	P	G	F
1.0	Hartke	F	F	F	P	F
0.8	Madison Street	G	P	G	G	F
0.7	Shenandoah	F	P	F	F	F
0.5	Hazelwood	F	F	F	F	F
0.4	Dement		Undeveloped			
0.3	Canemah	F	P	P	P	P
<u>0.2</u>	Senior Citizens	G	G	F	G	F
11.1	<u>NATURAL AREAS</u>					
19.3	Waterboard	F	F	P	F	F
11.0	Singer Creek	G	F	F	F	F
3.8	Barclay Hills (Excl. Tr. S & L)	F	G	F	F	F
2.1	Oak Tree	P	F	F	F	F
<u>1.0</u>	Charman & Linn	P	G	F	F	F
37.2						

NEW PARKS DEVELOPMENT

Oregon City has six parks which are undeveloped or where park development has recently begun. These parks are Hillendale, Singer Creek, Stafford, Chapin, Dement and Barclay Hills. These will be of significant benefit to the park system and should go a long way to addressing the recreational needs which have been identified. This section will address the development of each of these parks, and will also recommend the addition of more property to four of the six parks.

Hillendale Park development is in the process of a three-year phased program for parks improvement. With the exception of a small natural area originally planned in the park, which had to be eliminated due to safety and drainage requirements, development is proceeding according to the master plan prepared by Consultants Robert E. Meyer Engineers. A softball diamond, parking, play equipment, grass areas, and paved trail system have been developed. A football/soccer field, tennis courts, restrooms, basketball area, and other improvements will be developed shortly.

The Hilltop Neighborhood, whom this park is designed to serve, had identified tennis courts, play equipment, basketball, jogging, baseball, landscaped areas, and tables and benches as high priority needs and these will be provided in Hillendale Park. Pools, theater, teenage programs and skating were also desired by the neighborhood but cannot be fully accommodated on this site. There are natural water pools on the site which are being enlarged, and some teenage recreational use will be possible. A private developer has developed an indoor skating rink in the Hilltop Neighborhood. The City has also encouraged private developers to undertake construction of a motion picture theater, but a theater is not currently planned.



I-5

GOAT ISLAND

SINGER CREEK

STAFFORD

ANEMAH WATERFRONT PARK

PROPOSED PARK
ACQUISITION AREAS

Hillendale Park and the private roller skating rink should address many of the identified recreational needs in the Hilltop area.

Concern was also expressed by Hilltop residents about park landscaping and maintenance. In large part, this is due to the fact park development is still underway. However, there should be a better and more knowledgeable choice of trees and landscape materials. Landscaping at present is haphazard. There should be more effort put into landscaping Hillendale Park.

Singer Creek Park is considered a natural area in this plan, but has not been so designated according to procedures set forth in the City Charter Chapter XII. The park acquisition was jointly funded by the Bureau of Outdoor Recreation and City of Oregon City in 1976. In the program description and environmental assessment, it was the stated intention of the City to acquire and develop Singer Creek as a natural area. Unfortunately, the City has removed some of the natural vegetation which was favorably cited in the environmental assessment. Adjacent road construction of Linn Avenue, largely outside the park, has also reduced the scenic and natural character of the park.

The site is best suited to be a natural area, due to steep topography, natural vegetative cover, and presence of the creek. In order to prevent overzealous development in the future, it is recommended that Singer Creek Park be designated as a natural area park according to provisions of the City Charter. These provisions will allow the continued development of a trail system in the park and will protect the scenic qualities and small wildlife habitat for the enjoyment of future generations.

The property which is currently owned as a park in Singer Creek Canyon is only part of the natural area which exists. It would be possible and desirable to acquire natural area properties south of the park, shown on

the Plan map, in order to extend the park up Singer Creek to Holmes Lane. These properties would be very difficult to develop in urban uses, since city sewers do not serve the properties. It would also be wise to acquire a portion of a property north of the park which would connect the park to the undeveloped Bee Street right-of-way. With these additions, a walkway/bikeway should be developed connecting Holmes Lane to Pearl Street. This would be compatible with the natural area character and provide a pleasant alternative to Linn Avenue for pedestrians and bicyclists.

Of somewhat lower priority is the Singer Creek area north of Pearl Street, extending to the McLoughlin Neighborhood, where Singer Creek goes into an enclosed culvert. There is a deep, steeply sloped ravine in largely a natural state. It is scenic, and consideration should be given to see if a future extension of the proposed Singer Creek bikeway might be possible in this area.

Stafford Park is located in the Ely Neighborhood, where the greatest need for parks has been identified. It was the gift of Roy Stafford, former City Engineer and Planning Commission member. The old house is temporarily rented out. It is a fine older home and is best suited for residential use.

Sale of the house, with an underlying lot, should be considered. Funds received from the sale should be used to purchase the property to the rear of 578 Holmes Lane, the adjoining property to the east. This would provide a larger, consolidated property more usable for park purposes. Access to Holmes Lane should be retained, but the large back field near Mt. View Street is the most usable part of the property. A large grass field suitable for ball games would be appropriate, also a children's play area, and possibly other improvements. These were top priority needs identified in the neighborhood.

F

Connecting Stafford Park to an expanded Singer Creek Park would be desirable. This would be accomplished in or near Mt. View Street. A path/bikeway would suffice. This would make the proposed Singer Creek Bikeway more accessible for the Ely neighborhood. Bikepaths were one of the priority needs identified in the City survey.

Chapin Park is a major recent acquisition which will be the primary park facility for the Southwest neighborhood, and will undoubtedly be used by many other residents as well. In cooperation with the Neighborhood Association, park consultants have prepared a good plan for the park development. Desires and needs of the area have been incorporated into the plan. Future expansion of this park to the southeast would allow access from the Shenandoah area, and provide a more desirable shape and size for the park.

The City should proceed to develop the park as planned. Depending on financial resources, this will occur over a period of time.

Barclay Hills Park encompasses 6.3 acres and will include additional acreage as future phases of the Planned Development are approved. Most of this land is steep slopes and most suitable to be left alone, as natural areas. Except for Tracts S and L, designation as Natural Parks should be considered under the City Charter provision. Some encroachment onto park property by yard improvements of adjoining residences is likely. This is because of the unique and closely clustered residences being located very near the park. This is not necessarily bad, as it will provide some upkeep of park lands. Fencing of park land should not be allowed. Public walkways in some locations could be considered.

Tracts S and L (a total of 2.5 acres) are located along Barclay Hills Drive and included recreational facilities in the original plan of the development. While again much of this land is steeply sloped, there may be space for a tennis court or two, or other active recreational pursuits. A park plan for these tracts should be developed.

Dement Park is a small (0.4 acre) property owned by the City and undeveloped. It is largely a scenic resource for people driving up Charman Street. Probably few people realize that it is a city park. It is a good example of the size of park which the City should avoid acquiring. It has little use and requires continuing maintenance. It is fairly attractive and well-maintained, in keeping with the character of the area. Some landscaping, such as ornamental shrubbery, should be added to the existing stand of trees and grass. Maximum potential development might be a children's playground or tennis court. Due to the substantial slope, a tennis court would require extensive retaining walls, and is probably not worth the effort. The highest and best use of the lot probably would be as a single-family home site, rather than a park. Most likely, the property will remain essentially as it is presently.

Development of the new parks --- Hillendale, Singer Creek, Stafford, Chapin and Barclay Hills --- is a major investment for the City and a long-term commitment for operating expense. These parks should contribute to the desirability of living in Oregon City even given the financial burden. As the City expands in the future, additional locations should be secured and developed, but caution exercised to ensure that the sites are the most suitable, and in particular that they are large enough, well-located and within the means of the City to maintain.

WATERFRONT DEVELOPMENT

One of the most important and unique recreational resources of Oregon City is the presence of two main rivers: the Willamette and the Clackamas. Already, the City has a widely used park at the confluence of the two rivers (Clackamette Park). But greater advantage could be taken of the recreational opportunities provided by the rivers. Not only is this a matter of local interest, but it is also important to the citizens of Clackamas County, the region, and the State.

Already the Willamette is heavily used for recreational fishing and boating, and the Clackamas is used for recreational swimming and float trips.

For the Willamette River, the following changes are recommended:

Canemah Waterfront Park is a future possibility if the Southern Pacific Railroad moves its tracks away from the river, as proposed. The property between the relocated tracks and the river would be best suited for park use, since it is a relatively narrow strip of land not easily developed for other uses, and because the railroad does not want development requiring additional vehicular railroad crossings. This would be a boost to the Willamette River Greenway concept; also a boost to the Canemah Historic District. Timing and implementation depend on the plans of the railroad company.

Sportscraft Landing is a city park operated under a concession for boat moorage, launching, rental, sales, docking, and even houseboat moorage. These are useful recreational services and should continue. Shorefront development, which is largely parking, should be enhanced by the addition of landscaping and by allowing scenic views from Highway 99E McLoughlin Boulevard.

The Courthouse Moorage, actually located under Highway 99E near 8th Street in Downtown Oregon City could be expanded and become a valuable part of Downtown improvements.

In addition, private recreational developments should be encouraged on sites suitable for the proposed uses (such as an appropriate hydrological site for a marina). The river is also used for industrial purposes. Several of the industrial uses are relatively scenic (log booms, barge traffic) and contribute to the vitality along the river. As long as no use is developed to the detriment or exclusion of other uses, the fishing, industrial and recreational uses are compatible.

For the Clackamas River, the following changes are recommended:

Clackamas Lake is located near Highway 99E and the Oregon City Shopping Center, with shoreline development at this time limited to industrial and gravel operations. There are some unused properties around this small lake. There is potential for marina use and better shoreline development. In the case of potential marina development, nearby swimming beaches along the Clackamas should be considered to determine if a marina use upstream would conflict. Additional landscaping would enhance this area.

Clackamas River Shoreline properties within and near Oregon City should be considered for park use. Many people on float trips, as well as local swimmers are using the river, many times in spite of the lack of supporting shoreline development. Public access and safety need to be improved. The City of Gladstone has initiated park development on some shoreline properties across the river. Oregon City has an interest in these efforts continuing.

The State of Oregon could participate to a greater extent than it is now doing, since the State owns property along the River and has established a state-wide interest.

Waterfront recreational and park development along both the Willamette and Clackamas Rivers should be a major emphasis over the next several years. Access and use of these recreational resources should be secured for future generations.

OTHER RECREATIONAL OPPORTUNITIES

In addition to City parks, there are many other recreational opportunities in Oregon City. Among these are the following:

Oregon City Schools have many diverse recreational facilities. These are widely utilized, not only by the schools, but also by other organized recreational groups. School facilities are also used by individuals outside of school hours. Since the schools have the recreational facilities dispersed throughout the residential areas, they are an invaluable resource, and access for recreational purposes should be assured. Future expansion of the school system is likely to occur outside of the current city limits. The accompanying table lists the Oregon City School District's recreational facilities, including all schools in the district. Moss and Ogden Junior High Schools are outside the city limits, as are Beavercreek, Candy Lane, Holcomb, Jennings Lodge, Logan, Park Place, and South End Elementary Schools. The remaining schools are within the city limits. All schools in the district are listed because most may be used by the Oregon City community.

Historic Properties have been inventoried, evaluated, and a program prepared for their preservation. A separate historic preservation section is included in this Comprehensive Plan.

Open Space Preservation is an encompassing concern which the City has addressed (and should continue to plan for) through the acquisition of "natural area" parks and by requiring 10% of all the property in Planned Developments to be open space. Site plan requirements, which apply widely throughout the City, also require 10% landscaping on all lots, and an additional 10% children's play area in all multi-family developments. In the future,

preservation of scenic tree-covered ravines in the City should be considered. Some of these ravines have been acquired and additional ones are recommended for acquisition, such as with Singer Creek Park. Open space standards are included in a prior table within this Parks and Recreation Plan.

TABLE IV
SCHOOL RECREATIONAL FACILITIES

Number of . . .

	TENNIS COURT	SOFTBALL DIAMOND	BASEBALL DIAMOND	FOOTBALL FIELD	TRACK	BLEACHERS	GYMNASIUM	PLAYGROUND EQUIPMENT	COVERED PAVED PLAY AREA	OTHER
OREGON CITY H.S.	-	1	1	1	1	Yes	2	-	-	weight training room
GARDINER JHS	2	1	1	1	1	Yes	2	-	-	"
MOSS JHS	-	1	1	1	1	Yes	2	-	-	"
OGDEN JHS	-	1	1	1	1	Yes	2	-	-	"
BARCLAY ELEMENTARY	-	-	-	-	-	-	1	Yes	-	-
BEAVERCREEK ELEM.	-	-	1	-	-	-	1	Yes	-	-
CANDY LANE ELEM.	-	-	1	-	-	-	1	Yes	-	-
EASTHAM ELEM.	-	-	-	-	-	-	1	Yes	-	-
GAFFNEY LANE ELEM.	-	1	1	-	-	-	1	Yes	-	-
HOLCOMB ELEM.	-	-	1	-	-	-	1	Yes	-	-
JENNINGS LODGE ELEM.	-	1	1	-	-	-	1	Yes	-	-
KING ELEM.	-	1	1	-	-	-	1	Yes	-	-
LOGAN ELEM.	-	-	-	-	-	-	1	Yes	-	-
MT. PLEASANT ELEM.	-	1	1	-	-	-	1	Yes	Yes	-
PARK PLACE ELEM.	-	-	2	-	-	-	1	Yes	-	-
SOUTH END ELEM.	-	-	-	-	-	-	1	Yes	Yes	-

Clackamas Community College has many recreational facilities on its campus in Oregon City, as shown in the following table:

T A B L E V I I
RECREATIONAL FACILITIES
AT CLACKAMAS COMMUNITY COLLEGE

- 1 - Archery Range
- 1 - Baseball Field
- 3 - Softball Fields
- 1 - Eight-lane 1/4 mile track
- 2 - Football fields
- 6 - Lighted Tennis Courts
- 2 - Soccer Fields
- 4 - Golf Practice Cages
- 1 - Indoor Gym

These activities are available to the community on a basis which is also consistent with needs of the College.

Newell Creek Canyon is very suitable for additional park land in the future. Other means of preserving the open space, such as Planned Developments, should also be utilized. The proposed Oregon City By-Pass will be located in the canyon, but will not provide access to adjoining properties. There are suitable areas in the canyon for a new State park.

Cemetery Property near Hilda Street is currently being utilized by the City for individual vegetable gardens, largely for senior citizens. This is a recreational opportunity also available to the Community College. Future use of the cemetery property for recreational use should be considered, if compatible with the needs for additional grave sites at the cemetery.

"Latourette Park" is property owned by Clackamas County, which has agreed that the Clackamas County Historical Society can utilize the property for a new museum building. Currently the site is used by Tri-Met bus service for turn-around and for a Park-And-Ride lot. Previously, the Tri-Met turn-around was located in the congested Downtown area. Latourette Park is located at the end of the McLoughlin Promenade and has a view of the Paper Mills and Willamette Falls. If the museum is to be constructed on this site, a suitable replacement location for the bus turn-around should first be found.

"Jacob's Square" is the block (city block 62) on which the Senior Citizens Center is located. The Senior Center provides many recreational opportunities for older residents, such as billiards, dancing, card games, etc. The outdoor lawn may be used by all residents as a small park.

Willamette Falls are a scenic resource. A viewpoint is maintained by the State. Information on fish runs and the history of the area is located at this viewpoint.

Walkways are located at several Oregon City locations, often where the street right-of-way grade is too steep for vehicles, but where pedestrian stairs are provided. A lengthy walkway, with grade separations from traffic, runs from the McLoughlin House to the Canemah area. These walkways are in disrepair in some areas and need to be improved. The walk from the McLoughlin House to Canemah should be improved and publicized. Connection could be made to a state system of walkways along the Willamette River.

Bikeways have been developed in recent years, but a system map plan should be developed and implemented. Compatibility and connection with State, regional, County, and adjoining City bikeways is desirable, since bicyclists can cover relatively long distances. Planning for a Singer Creek bikeway is included in this plan. Extension of the bikeway along I-205 is proposed in the Transportation Plan (page L-16).

Oregon City Golf Course is a private recreational facility south of town. Oregon City should ensure that it continues as recreational open space, preferably in private ownership, but to consider public acquisition if necessary.

These many diverse recreational opportunities, both public and private, enhance the quality of life and help respond to the identified recreational demands.

SUMMARY

GOAL #8

Statewide Planning Goal #8 "Recreational Needs" requires local Comprehensive Plans to plan for recreational opportunities to satisfy recreational needs, to the extent possible.

EVALUATION

The Parks and Recreation Section of the proposed Oregon City Comprehensive Plan:

- (1) Defines recreational needs;
- (2) Includes surveys of recreational needs, based on responses from Oregon City residents and also needs identified through state surveys;
- (3) Lists the existing parks in Oregon City, including the recreational facilities available in each park;
- (4) Considers recreational opportunities provided through the schools;
- (5) Evaluates each city park in terms of its lay-out, landscaping, type of facilities and condition of facilities;
- (6) Identifies needed park improvements, parks expansion and new parks;
- (7) Provides goals and direction for the future.

CONCLUSION

Some of the principal conclusions of this study are:

- (1) Oregon City has an extensive system of 25 parks, providing a good diversity of recreational opportunities.
- (2) Residents expressed general satisfaction with Oregon City parks and recreation. Only in the Ely Neighborhood (Molalla Avenue area) was there a clearly identified need for additional park land.
- (3) Privately-developed recreational facilities are needed, such as movie theaters and skating rinks.

- (4) Several parks are not fully developed. Better landscaping in newer parks is desired.
- (5) The following future additions to existing parks are proposed:
- a. Additional land along Singer Creek, in order to enlarge the natural area and develop a pedestrian/bike path between Holmes Lane and Pearl Street.
 - b. Addition to Stafford Park, in order to make it more usable as a park.
 - c. Addition to Chapin Park, in order to eliminate some of the irregularities in shape which constrict use.
 - d. Continued addition to the greenbelt system in the Barclay Hills Planned Development.
- (6) Future park acquisition should focus on river shorelands and larger parks in the areas now outside Oregon City. Too many small parks are difficult to maintain and this is a growing problem with Oregon City's present collection of parks.
- (7) The State of Oregon requires that priority be given to recreational development along the Willamette River. Oregon City also has frontage on the Clackamas River. The river shorelands should be available for public recreational use to the greatest extent possible. Private recreational developments, such as marinas, should also be considered. A new waterfront park in the Canemah area should be established when the Southern Pacific Railroad moves its tracks away from the shoreline of the river. The existing extensive use of the Clackamas for recreation should be recognized and the shorelands reserved for public enjoyment.

PARKS AND RECREATION GOALS AND POLICIES

Goal

Maintain and enhance the existing park and recreation system while planning for future expansion to meet residential growth.

Policies

Existing Park Development

1. Additional landscaping in Clackamette Park, reducing the emphasis on parking areas, will be provided when funding becomes available.
2. Handball and racquetball courts will be added to the Swimming Pool Recreational Center when funding is available.
3. An improvement plan for Atkinson Park will be developed so as to suggest better utilization of this park.
4. Alternative plans for Barclay Park will be developed for increased park development and use.
5. Landscaping will be included in the Madison Street Park and an additional entrance on 10th Street when funding is available.
6. Landscaping will be improved in Shenandoah Park when funding is available.
7. The City will avoid small park site development to reduce high maintenance costs and inefficient recreational use.
8. Canemah Children's Park will be developed with landscaping, playground equipment and slope retention when funding is available.
9. Trails and picnic facilities will be added to Waterboard Park when funding is available.

Standards for Parks

10. Arrangement of parks will fit the natural setting.

11. Automobile traffic will be minimized within the parks, but good visibility maintained for security.
12. Convenient pedestrian access to parks will be provided from nearby residential areas.
13. Park facilities (i.e. play equipment, trails) will be designed to enhance the scale of the recreational site.
14. All park facilities will present an attractive and neatly maintained appearance.
15. Natural areas will be left natural, without undue pruning or clearing.

New Park Development

16. More effort will be put into landscaping Hillendale Park, taking into consideration choice of trees and landscaping materials.
17. Singer Creek Park will be designated as a natural area park, according to provisions of the City Charter.
18. As opportunities and funding becomes available, additional properties will be acquired South and North of Singer Creek Park, which would protect the natural area character and the proposed bikeway.
19. Consideration will be given to purchase the adjoining property East of Stafford Park to provide a larger, consolidated property more usable for park purposes.
20. Barclay Hills Park with the exception of Tracts S and L, will be designated as a natural area park according to provisions of the City Charter.
21. A park plan for Tracts S and L (2.5 acres) in Barclay Hills Park will be developed when funding is available.

22. Additions to Chapin Park will be considered in order to eliminate some of the irregularities in shape which constrict use.
23. The areas identified in the plan as future park acquisition are to guide future designation of lands for park acquisition. The City shall periodically review deficiencies in park lands and may designate parcels of particular significance with the "P" Park Acquisition Overlay Zone to allow the City first option of purchase.

Waterfront Development Policies

24. Shorefront development along the Willamette River will be enhanced by the addition of landscaping and allowing scenic views from Highway 99E.
25. Waterfront recreational and park development along both the Willamette and Clackamas Rivers will be given a major emphasis over the next several years to provide recreational resources for future generations.

Recreational Opportunities

26. Many public walkways in the City are in disrepair and will be improved as funding becomes available.
27. A bikeway system map plan will be developed and implemented as funding becomes available.
28. Preservation of scenic tree-covered ravines will be considered.

**K.
WILLAMETTE
RIVER GREENWAY**

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W I L L A M E T T E R I V E R G R E E N W A Y

GOALS AND OBJECTIVES

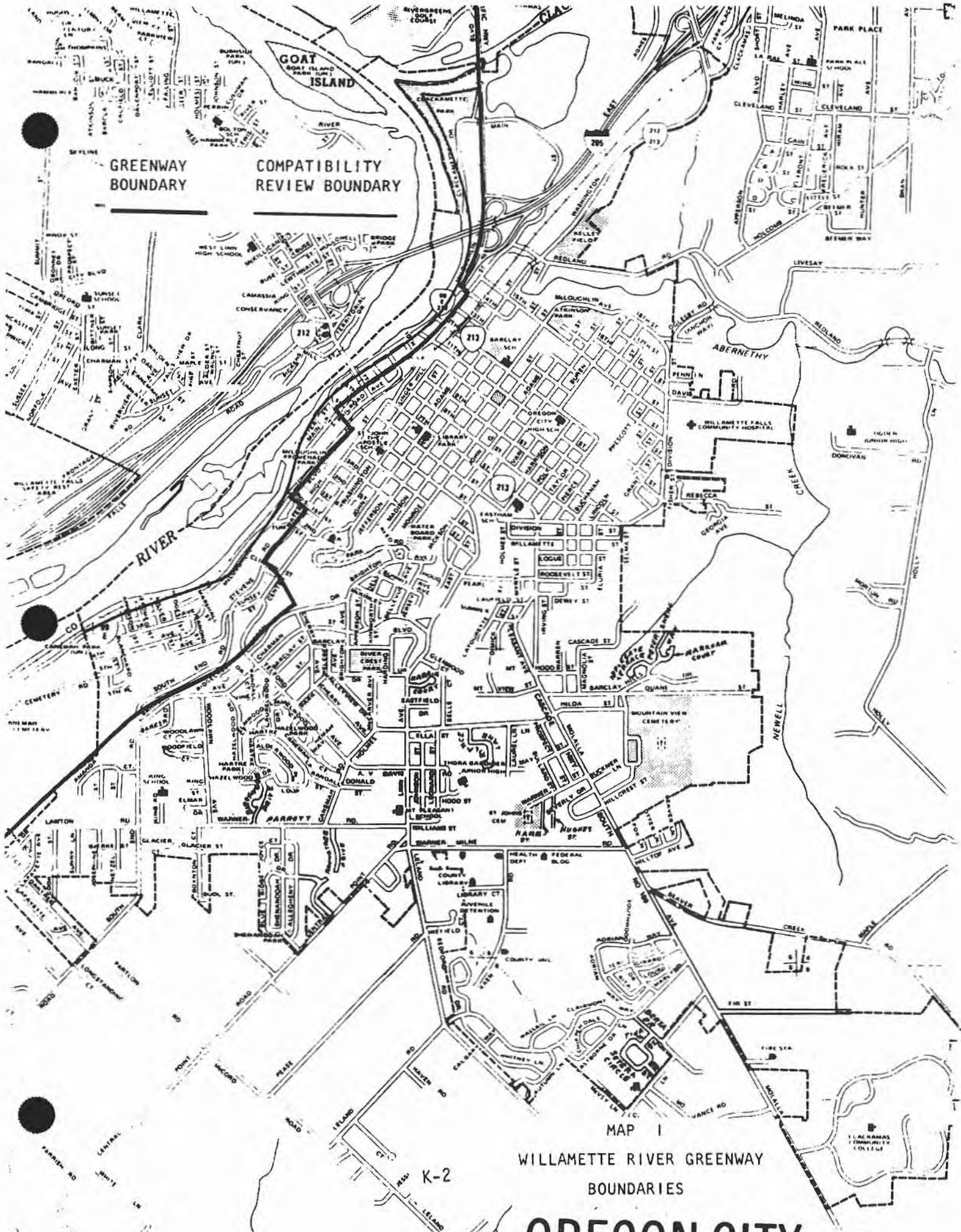
In 1973, the Oregon State Legislative Assembly found that "to protect and preserve the natural, scenic and recreational qualities of lands along the Willamette River, to preserve and restore historical sites, structures, facilities, and objects on lands along the Willamette River for public education and enjoyment and to further the State policy established under ORS 390.010, it is in the public interest to develop and maintain a natural, scenic, historical and recreational Greenway upon lands along the Willamette River, to be known as the Willamette River Greenway".

The Department of Transportation (DOT) is responsible for coordination of the development and maintenance of the Greenway Plan. The State Land Conservation and Development Commission (LCDC) is authorized to determine whether local comprehensive plans satisfy the requirements of the statutes. In December, 1975, LCDC adopted State-wide Planning Goal #15, which establishes the Willamette River Greenway Program. LCDC describes its concept of the Greenway Program: "The Willamette River Greenway Program of the State of Oregon consists of the cooperative efforts of State agencies and local governments to protect and enhance the historical, agricultural, natural, recreational, scenic, and economic resources of the Willamette River corridor".

LCDC Goal #15 requires in part that:

"Each city and county in which the Willamette River Greenway is located shall incorporate the portions of the approved DOT Greenway Plan in its Comprehensive Plan and implementing ordinances and other implementation measures.

1. Boundaries: Boundaries of the approved Willamette River Greenway shall be shown on every Comprehensive Plan.



GREENWAY BOUNDARY

COMPATIBILITY REVIEW BOUNDARY

GOAT ISLAND PARK

RIVER

MAP 1

WILLAMETTE RIVER GREENWAY

BOUNDARIES

ODECON CITY

K-2

WILLAMETTE FALLS
COMPATIBILITY REVIEW AREA

WILLAMETTE FALLS
COMUNITY COLLEGE

2. Uses: Each Comprehensive Plan shall designate the uses to be permitted for the rural and urban areas of each jurisdiction which uses shall be consistent with the approved DOT Greenway Plan, the Greenway statutes and this goal.
3. Acquisition Areas: Each Comprehensive Plan shall designate areas identified for possible public acquisition and the conditions under which such acquisition may occur as set forth in the DOT Willamette River Greenway Plan and any other areas which the city or county intend to acquire."

BOUNDARIES

The boundaries of the Willamette River Greenway will be adopted by the Oregon Department of Transportation and approved by LCDC.

The Greenway boundary could be expanded East between South Second Street and 9th Street to include the historic McLoughlin and Barclay Houses, and the publicly-owned McLoughlin Promenade. This would also include an additional portion of the Southern Pacific right-of-way and the Downtown blocks bounded by 5th Street to 9th Street, and Main Street to Railroad Avenue. The approved boundary is shown in the accompanying Map 1. The adopted boundary is for the purpose of comprehensive planning, particularly to make the best use of lands near the River. The area within the Greenway boundary is addressed in the policies contained in this section.

Within the Greenway boundary described above lies a Conditional Use boundary. Within 150 feet of the ordinary low water line of the Willamette River, any change of use, intensification or development (as defined in LCDC Goal #15) will be subject to a compatibility review through the conditional use process. The area subject to such 'compatibility review' is set forth in the map at page K-2 of this plan. The City is currently utilizing this process and should continue doing so. Procedures for and criteria to be used in the conditional use

process are consistent with requirements in LCDC Goal #15, and will be implemented through the Greenway Overlay Zone. This compatibility review is designed to ensure that the best possible appearance, landscaping and public access are provided on lands directly abutting the River.

INVENTORIES

LCDC Goal #15 requires inventories of pertinent items to be done in designating lands for inclusion in Greenway boundaries. Required data has been compiled for Oregon City and discussed in other appropriate Plan sections. The following inventories are included in other sections of the Plan.

- Agricultural Lands
- Aggregate Excavation
- Timber Resources
- Significant Natural and Scenic Areas, and Vegetative Cover
- Fish and Wildlife Habitats
- Flood Areas
- Hydrological Conditions
- Recreational Needs

There are no "ecologically fragile areas" of significant extent in Oregon City. The remaining required inventories are included in this section.

GREENWAY AREA POLICIES

The following policies address all land within the Greenway Boundary. Many of these policies are also located in other appropriate sections of the Plan.

Natural Resources

The Natural Resources section provides an inventory and discussion of Oregon City's natural resources and hazards. Forested land should be protected through site plan review and planned unit development options. Development of

1

available non-forested land should be encouraged prior to development on forested land. The Canemah cliffs are the most significant forested areas in the Greenway.

The significant fisheries resource of the Willamette River should be maintained by discouraging conflicting activities such as gravel extraction, removal of bankside vegetation, stream course diversion and pollution. Erosion should be controlled and the riparian habitat preserved. Efforts should be made to improve the fisheries resource and feeder streams.

Major scenic views, drives and sites should be preserved, particularly those with sweeping vistas and along waterways. Preservation of the many scenic views of and along the Willamette River is a major goal of the Greenway Program (the scenic views to be preserved are listed in the Scenic Views subsection of Natural Resources).

The Willamette River is a potential source of hydropower energy. The former Portland General Electric generating site could be used again to produce hydroelectric power. Existing and proposed facilities such as substations and power line towers should be landscaped to the extent possible and made more attractive. The PGE tower above the River near 8th Street is a good example of what could be done with these facilities.

The natural environment surrounding the Willamette River should be preserved and protected. Vegetation and other natural features should be allowed to remain during and following development, use intensification, or expansion along the River's edge.

The 100-year floodplain should be managed to protect its natural function plus lives and property within and along floodplain boundaries. New development within the floodplain should be restricted to uses which do not endanger life or property in the event of a flood.

Community Facilities

The major problem relating to the Greenway in this section is overflow of raw sewage into the Willamette River. During periods of heavy rain or snow melt, the combined sewage system overflows into the River. The State-imposed sewer moratorium was in response to this problem and new sewage system construction should be initiated on a priority basis.

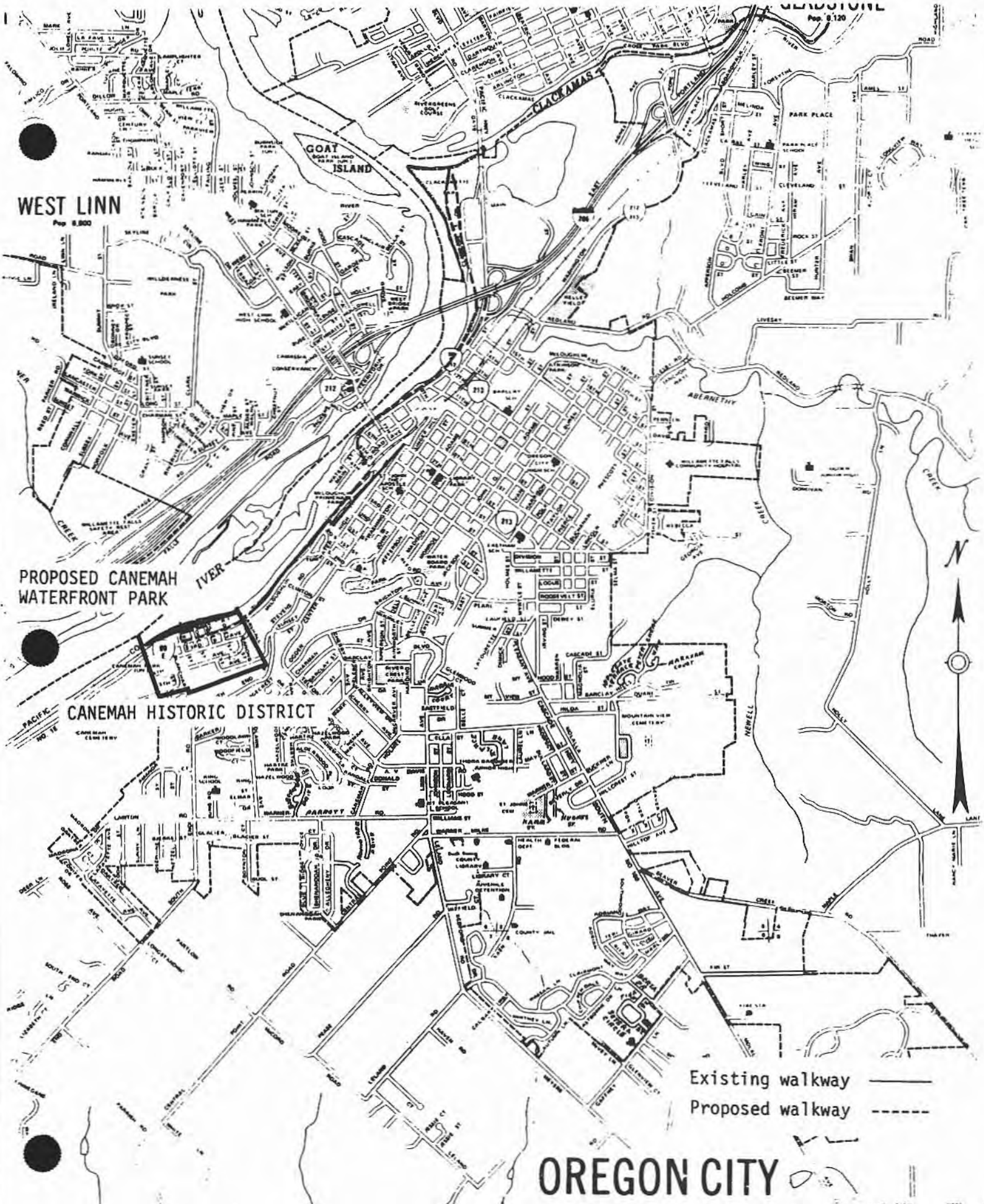
Parks and Recreation

The Parks and Recreation section outlines future park needs and current park availability. Needs for additional bike trails, picnic areas, running tracks, waterfront recreation and nature trails have been documented and could tie in with the Greenway.

Existing City park lands along the River are Clackamette Park (the largest park currently in Oregon City) and Sportscraft Landing (a marina operating under private concession). Clackamette Park is a heavily used regional facility. Traffic and parking dominate and should be reduced in future lay-out changes. Some areas need additional landscaping and the appearance of restrooms and parking could be improved. A plaque or display relating to fishing would be of interest. Facilities currently available at Clackamette Park include a grass field, barbecue, shelter, horseshoe facility, restrooms, a swimming beach and boat launch.

Sportscraft Landing offers boat moorage, launching, rental, sales, docking and houseboat moorage. Shorefront development, which is largely parking, should be enhanced by the addition of landscaping and by allowing scenic views from Highway 99E (McLoughlin Boulevard).

Acquisition areas: Future park acquisition along the River is possible in the Canemah Historic District. Canemah Waterfront Park is proposed if and when the Southern Pacific Railroad realigns its tracks in Canemah. The



WEST LINN
Pop. 8,800

PROPOSED CANEMAH WATERFRONT PARK

CANEMAH HISTORIC DISTRICT

OREGON CITY

WILLAMETTE RIVER GREENWAY
DESIGN MAP

Existing walkway ———
Proposed walkway - - - -

property between the relocated tracks and the River would be best suited for park use, since it is a narrow strip of land not easily developed for other purposes, and because the railroad does not want development requiring additional vehicular railroad crossings. Creation of this park would be a boost to the Greenway concept, the Canemah Historic District and Canemah residents, who expressed a need for additional park land in the City.

Private recreational development should be encouraged on sites suitable for the proposed uses (such as an appropriate hydrological site for a marina).

Transportation

Beautification of Highway 99E is needed along the River, particularly in Downtown Oregon City. Addition of landscaping and pedestrian oriented amenities could provide a link between Downtown business and the River.

Use of the Willamette River for log rafts, barge movement and water-based transportation serves a vital purpose and provides some interest to those viewing the River. These activities should be allowed to continue.

Historic Preservation

Areas proposed for inclusion within the Greenway boundary contain many historical landmarks and buildings of historical and architectural significance. In addition, a nationally recognized Historic District (Canemah) is included within the proposed Greenway boundary.

Historical landmarks are structures and sites of unusual historical importance, which help establish the City's identity. Historical landmarks within the Greenway boundary include:

- (1) Singer Creek Falls, flows from the bluff at the top of Singer Hill to 8th and Railroad Avenue.
- (2) Municipal Elevator which connects the upper and lower levels of the City at 7th Street.

- (3) Willamette Falls.
- (4) McLoughlin Promenade, which runs along the bluff from Second to Sixth Streets.
- (5) Bluff steps at Seventh Street and Singer Creek Falls.
- (6) Canemah Boardwalk, which runs along the River side of Highway 99E from Canemah to Falls Vista.
- (7) Canemah Cemetery at the end of 5th Avenue.
- (8) McLoughlin marker and McLoughlin bust at Falls Vista on Highway 99E.
- (9) William S. U'Ren marker on the County Courthouse lawn, 8th and Main Streets.
- (10) George Abernethy marker beneath the I-205 Bridge.
- (11) First Methodist Church Building marker at 622 Main Street.
- (12) Wreck of the Gazelle marker on Highway 99E.
- (13) Site of First State House marker in parking lot at 6th and Main Streets.
- (14) Second Oregon City-West Linn Bridge marker, 7th and Main Streets.
- (15) Historical landmarks are also contained within the Publishers Paper Complex.

These landmarks and related policies are discussed in detail in the Historic Preservation section of this Plan.

Historic Districts are concentrated areas of historical and architecturally significant buildings. Within the Greenway, Canemah has been designated an Historic District in the National Register of Historic Places. The neighborhood was an 1860's community for the elite of the riverboat industry and has evolved into a workingman's community retaining essentially the same sense of place that it had in the latter half of the 19th century. The national recognition should

be complemented by a local Historic District ordinance to encourage compatible development along the Highway and help to control demolitions. This local ordinance would strengthen Canemah's historic role in the Greenway.

Downtown Oregon City is significant as it is the original townsite, following Dr. John McLoughlin's claim of the Willamette Falls area in 1829. A substantial number of additional historical and/or architecturally significant buildings still stand, including:

- (1) Andresen Building, 701 1/2 Main Street
- (2) Barclay Building, 701 1/2 Main Street
- (3) Bank of Commerce, 702 Main Street
- (4) Masonic Building, 707 1/2 Main Street
- (5) Liberty Building, 813 1/2 Main Street
- (6) Petzold Building, 714 Main Street
- (7) McIntyre/Orleans Building, 605 Main Street
- (8) Busch Furniture Building, 804 Main Street
- (9) McCald Building, 712 Main Street
- (10) Delta Building, 708 Main Street
- (11) County Courthouse, 801 Main Street
- (12) Matile's Men's Shop, 723 Main Street

Commerce and Industry

The Commerce and Industry section discusses Oregon City's business needs, goals and policies. The Willamette River has played a major role in the City's economic growth -- from early development related to portaging at Willamette Falls to current use of the River for paper product processing, log booming and barging.

The Greenway boundary includes most of downtown Oregon City. The Downtown development plan outlined in the Commerce and Industry section suggests courses of action to revitalize Downtown. Inclusion of Downtown in the Greenway may encourage a stronger link to the River than currently exists. Downtown is also discussed in the Historic Preservation section of this Plan.

Industrial uses along the Willamette should continue, to provide a large number of employment opportunities for City residents. These uses should continue to meet water and air quality standards set by local, regional, State and Federal agencies.

Maintenance or expansion of uses within utility corridors as they exist on adoption of the Plan shall be allowed. Placement of utilities in the Greenway should be consistent with the provisions for electricity, gas and telephone facilities in the Community Facilities section of this Plan.

Use Management Considerations and Requirements

Oregon City shall apply the following policies to all land use actions within the Greenway boundary:

1. Provision shall be made for the maintenance of public safety and protection of public and private property, especially from vandalism and trespass, to the maximum extent practicable.
2. Development shall be directed away from the Willamette River to the greatest possible degree; provided, however, that lands committed to urban use within the Greenway shall be permitted to continue as urban uses, subject to city zoning code provisions regarding non-conforming uses.

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3. In all development actions, the approving officer or body shall establish a setback to keep structures separated from the Willamette River in order to protect, maintain, preserve, and enhance the natural scenic, historic and recreational qualities of the Willamette River Greenway, as set forth in the inventories of those three items in this portion of the Plan; provided, however, that the regulation to establish such setbacks shall not apply to water-related or water-dependent uses.

LAND WITHIN THE CONDITIONAL USE BOUNDARY

As long as no use is developed to the detriment or exclusion of other uses, the fishing, industrial and recreational uses along the Willamette River are compatible. This mixture of uses should be encouraged to contribute to the vitality along the River. This section discusses public and privately-owned land within the Greenway Conditional Use Boundary -- within 150 feet of the Willamette River's normal low water line.

T A B L E I

OWNERSHIP WITHIN WILLAMETTE RIVER GREENWAY CONDITIONAL USE BOUNDARY
(150 FEET OF THE ORDINARY LOW WATER LINE)

<u>PUBLIC</u>	<u>ACRES</u>	<u>PERCENT</u>
City of Oregon City	18	13
Clackamas County	0.5	0.5
State of Oregon	8	6
	<hr/> 26.5	<hr/> 19.5%
 <u>PRIVATE</u>		
Crown Zellerbach	24	18
Portland General Electric	31	23
Publishers Paper	12	9
Southern Pacific Railway	28.5	21
Business and Fraternal	3	2
Other (Local Owner)	0.5	0.5
Other (Absentee Owner)	9.5	7
	<hr/> 108.5	<hr/> 80.5%
TOTAL:	135	100%

A. Publicly-Owned Land

Ownership of land within 150 feet of the Willamette River's ordinary low water line is shown in Table I. The relatively few number of owners should facilitate coordination in the implementation of the Greenway concept.

Land owned by the City, Clackamas County and the State of Oregon should be maintained as open space (with the exception of the existing Courthouse). Efforts could be made by the County to improve the visual aspect of the Courthouse, particularly along McLoughlin Boulevard. Landscaping and greater recognition of the River should be considered. The Courthouse Moorage (under Highway 99E behind the Courthouse) allows direct access to the Willamette and could be expanded to provide a greater link between the Courthouse and River. City-owned Clackamette Park needs additional landscaping and reduction in parking and traffic. Presently, this facility provides the major public access to both the Willamette and Clackamas Rivers in Oregon City and is heavily used for recreational purposes. Sportsraft Landing near the I-205 Bridge is also City-owned, but operated by a private concession. This facility is the major boat moorage, launching, rental, sales, docking and houseboat moorage in the City. The large parking area and other shorefront development should be enhanced by landscaping and allowing scenic views from Highway 99E. Public access to the water is provided by this important recreational use which should be continued.

State-owned land in the Downtown area consists of a thin, rocky shelf above the River between 9th and 11th Streets. This land should remain as open space. No access to the water can be provided due to the steep topography. Of great importance is State maintenance of State Highway 99E (McLoughlin Boulevard) in Oregon City. Much of the roadway lies within the Conditional Use Boundary. Beautification of the Highway should be undertaken by the State Department of Transportation. Currently, concrete, metal and wood railings along the River bluff are in need of repair, as are many of the

sidewalks along the route. Litter and broken glass can be found along the Highway, contributing to the overall disrepair of the corridor.

The McLoughlin House to Canemah walkway needs better identification along the Highway and greater protection (in places) from rapidly moving traffic. Extension of this walkway along McLoughlin Boulevard to Clackamette Park should be considered to take advantage of the many views along the River and provide for pedestrian access along the length of the Greenway in Oregon City (see Map II). This walkway should be protected from traffic and provided with such pedestrian amenities as benches, drinking fountains, landscaping and informative plaques describing the River views and history.

A bicycle route should be combined with the walkway and Highway to provide for all modes of transit along the River. This bikeway/walkway has already been proposed for Oregon City in the 1975 Willamette River Greenway Plan prepared for the State Department of Transportation.

Another vital concern is the old Oregon City-West Linn Bridge. The State Department of Transportation should repair and maintain the historic structure and make it more visually attractive (with perhaps a new coat of paint) to tie into the Greenway concept. Presently, the I-205 Bridge needs little work, but should be regularly maintained and repaired to prevent it from becoming a very large eyesore.

The State Department of Transportation, charged with coordination and maintenance of the Greenway Program, should not overlook the responsibilities regarding maintenance of its own land. Proper maintenance of highways along the Willamette can play a major role in the Greenway Program's success or failure.

B. Privately-Owned Land

Over 70% of the land within 150 feet of the Willamette River in Oregon City is owned by four corporations: Portland General Electric (PGE), Southern Pacific Railway, Crown Zellerbach and Publishers Paper. The predominant use of this land is for industrial purposes; however, much of it is currently open space.

PGE maintains a tower along McLoughlin Boulevard near the Oregon City-West Linn Bridge. Landscaping at the tower's base is an example of what could be done with similar facilities throughout the City. PGE should be encouraged to maintain this landscaping and consider its expansion along the adjacent walkway. Most of the remaining PGE land along the River is below the cliff and inaccessible to the general public. Railroad tracks also provide a barrier to water access. PGE should be encouraged to continue maintenance and upkeep of their vacant land along the Willamette.

Southern Pacific Railway (SPRR) operates rail tracks across company and PGE-owned land South of the Publishers Paper complex. SPRR should continue maintenance and upkeep on their land and around their tracks. The small area where SPRR tracks are currently located in Canemah has been designated as a park acquisition area following potential track realignment proposed by Southern Pacific. The Canemah Waterfront Park could add to the Greenway and provide public access to the water. The existing McLoughlin-Canemah walkway and the proposed Willamette River walkway should tie into this new park.

Crown Zellerbach Company owns land near Clackamette Park and between 11th and 15th Streets along the Willamette. The land near Clackamette Park is used for log booms and related operations. Additional landscaping is needed around the site. The scenic Downtown property of Crown Zellerbach should remain in its natural, wooded state, to help further identify a true

"Greenway" in Downtown Oregon City. An easement could be acquired on this property offering a natural setting for a small portion of the proposed walkway.

The Publishers Paper Company land houses its paper plant -- the largest private employer in the City. This large industrial complex depends upon large amounts of water for paper processing and waste disposal. Publishers Paper should be encouraged to improve the visual aspects of their facilities. New painting and other methods of beautification should be considered. These methods should take into account views of the complex from McLoughlin Promenade, West Linn, I-205, Highway 99E and Downtown Oregon City.

About 10% of the land within the Conditional Use Boundary is owned by other private owners. These owners should be encouraged to participate in the Greenway Program through increased landscaping on their properties, where applicable. An easement for the proposed walkway could be acquired on the absentee-owned property along the Willamette, directly South of Clackamette Park. This land has been proposed by the owner for a marina and related facilities, but applications were denied by the City.

S U M M A R Y

The Willamette River in Oregon City provides many opportunities for recreational use by Oregonians from throughout the State -- fishing and boating are common activities enjoyed on the River. Industries look to the River for transportation, power and water for manufacturing purposes. Fishermen benefit from the large volume salmon runs on the River and its tributaries in the spring and fall.

Land uses along the River range from the heavy industrial buildings of Publishers Paper Company to the historic residences of Canemah and the open space provided by Clackamette Park. As long as no use is developed to the detriment or exclusion of other uses, the fishing, industrial, recreational and residential uses within the Greenway are compatible and it is the intention of this Plan to allow this diversity of uses.

WILLAMETTE RIVER GREENWAY GOALS AND POLICIES

Goal

Maintain the adopted Greenway Boundary and required procedures to ensure the continued environmental and economic health of the Willamette River.

Policies - General

1. The City will continue utilizing the conditional use process requiring review of any change of use within 150 feet of the normal low water line of the Willamette River.
2. Forested land in the Greenway will be protected through site plan review and planned unit development options. Development of non-forested land will be encouraged prior to development on forested land.
3. The significant fisheries resource of the Willamette River will be maintained by discouraging activities such as gravel extraction, removal of bankside vegetation, stream course diversion, filling and pollution.
4. Major scenic views, drives and sites of the Greenway will be preserved.
5. Existing and proposed facilities such as substations and power line towers will be landscaped.
6. The natural environment surrounding the Willamette River will be preserved.
7. New development within the flood plain will be restricted to development which does not endanger life or property in the event of a flood.
8. City parks along the Willamette River will be preserved.
9. Public and private recreational development will be encouraged on sites suitable for the proposed uses.
10. Canemah is designated as an Historic District to encourage preservation and restoration of significant buildings and sites.

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11. Industrial use along the Willamette River will continue to provide employment opportunities.

Conditional Use Boundary

12. Publicly-owned land will be maintained as open space. Landscaping and beautification efforts will be undertaken in this area.
13. The walkway between the McLoughlin House and Canemah along Highway 99E will be extended to Clackamette Park as funding becomes available. The walkway will include pedestrian amenities.
14. A bikeway will be combined with the above-mentioned walkway as funds become available.
15. The State Department of Transportation will be encouraged to repair and maintain the Oregon City-West Linn Bridge along with maintenance of the I-205 Bridge.
16. Owners of private land in the Greenway will be encouraged to landscape and undertake other beautification efforts.

L.

TRANSPORTATION

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T R A N S P O R T A T I O N

Transportation facilities within Oregon City are an important component of the Portland-Vancouver metropolitan transportation system. The system contains a mixture of public and private facilities and transportation modes that serve to move people and goods in the area. Major elements include: interstate highways, state highways, a network of city and county roads, public and private bus lines, railroads, truck lines, tug and barge lines and airlines. In Oregon City, one interstate freeway link (I-205) passes to the north of the City limits, two State highways service north/south traffic (99E and 213) and 58.78 miles of public roads exist within the City.

In addition, the City is served by four public transportation routes through Tri-Met. Rail and air passenger service is located in Portland, although a private general aviation airport is located five miles south of the City and the main north/south rail route runs through the City, providing good access for local businesses.

Historically, an important linkage has existed between transportation technology and land use. In Oregon City's case, proximity to the Willamette River was of paramount importance because river transit was a major source of personal and commercial travel during the 1840's when Captain John McLoughlin founded the City. Today, automobile trips account for 89% of all trips in the Oregon City area. The remaining 11% are generated from public transportation, bike and pedestrian travel.

Because of a high reliance on automobile travel, Oregon City has experienced significant traffic congestion on its major roads. The roads that are impacted by rising traffic congestion lead into, or form the basis of, the Cascade Highway (State Highway 213) that runs through Oregon City's most populous neighborhoods. The Highway is both an important north/south

corridor for Clackamas County traffic and a major arterial street for local Oregon City traffic.¹ The City has long planned for a bypass corridor to be constructed to the east of the City limits to serve the extensive north/south traffic. The proposal has been accepted as part of the regional transportation plan and public acquisition of land for the corridor is underway at this time. A U.S. Department of Transportation study reviewing the need for an Oregon City By-Pass made the following observations about local traffic conditions:

The street and highway network serving Oregon City is characterized by high traffic volumes and congestion, especially during the rush hours. Annual traffic volumes are increasing at a rate of about 2 percent per year. However, the traffic growth rate varies for the last five years from 2-14 percent, depending on the road section. These rates are enough to aggravate already poor traffic conditions, especially where streets and roads intersect the Cascade Highway.

. The highest volumes for 1977 occurred on the Molalla Avenue (17,000-25,600 average weekday traffic - AWD), Seventh Street (21,800 AWD), and Washington Street (14,800-18,000 AWD) portions of the Cascade Highway. Traffic movement along most of the route is poor due to restricted speeds, signals at several intersections and inadequate number of lanes. Traffic forecasted for 1997 indicates more growth, which will result in further deterioration in traffic service. In fact, the predicted trip demand is in excess of what the major road network can service, without the bypass in place.²

Although the Oregon City By-Pass will improve traffic conditions within the City, projected growth in Clackamas County over the next twenty year period will maintain pressure on the City's transportation system. To ensure that Oregon City continues its good livability, the City is cooperating with METRO, ODOT and Tri-Met at the regional level and Clackamas County at the local level to coordinate land use and transportation planning.

The regional transportation effort is coordinated through the Metropolitan Service District (METRO) acting under statutory authority as the lead public agency to develop a transportation plan for the area.

The Plan, when complete, will provide a systematic mechanism for allocating public funds for transportation projects in the region. The Plan will focus on three major types of investment:³

1. Projects that manage and amplify the existing transportation system;
2. improvement to existing facilities; and
3. construction of new roads or transit facilities.

The land use pattern within the City will promote transit-supportive densities near or fronting on major City arterials served by the public transportation system. The Regional Transportation Plan also calls for a bus transitway system to be constructed along McLoughlin Boulevard and 82nd Avenue, improving the public transit link to the Portland-Metropolitan area. A bus transit station is planned for the Oregon City area to further encourage the public's use of the improved bus system.

At the local level, Clackamas County and Oregon City are coordinating transportation and land use through their respective Comprehensive Plans. Traffic congestion is a usual feature of travel in the Oregon City area. In terms of traffic accidents, two out of the three most dangerous roads in Clackamas County run through Oregon City: McLoughlin Boulevard and Molalla Avenue.⁴

The Oregon City By-Pass was designed to relieve part of the existing traffic congestion in southern Clackamas County. The bypass corridor was also part of a growth management strategy for the unincorporated area surrounding Oregon City that was included within the Urban Growth Boundary. To encourage continued residential, commercial and industrial development that is linked to orderly urban services, the County has cooperated with METRO and Oregon City to provide land use densities in its Comprehensive Plan that will provide growth at levels that the sewer, water and transportation systems are designed to accommodate over the next twenty year period.⁵

STREET NETWORK PLANNING

The initial and primary function of an urban street was to provide access to abutting property. To successfully provide this function today, a network of streets with varying degrees of traffic into and through an area, while a minor system directs and distributes this traffic into the neighborhood local street network. Some Oregon City streets have become part of this major-minor feeder system and are required to handle a much larger volume of traffic than originally intended. For these streets, providing access to property has become of minor importance. Unless the street network is properly established and an adequate "level of service" is provided, conflicts will occur between through-traffic and local traffic causing congestion and accidents. The increased traffic volumes, noise and congestion are detrimental to abutting residences.

STREET CLASSIFICATION - PLANNING AND DESIGN CRITERIA

Proper planning and design criteria for roadways aim at providing safe and efficient traffic movement. A well-planned street network takes into consideration many factors such as traffic volumes, travel time, speed, traffic interruptions, convenience, land use, and safety. Different classifications of streets serve varied functions in a street network. Oregon City has within the city limits streets which function as freeways, state highways, major arterial streets, minor arterial streets, collector streets and local streets.

Freeways, state highways and county roads provide important connections to and from Oregon City. The City street network includes major arterial, minor arterial, collector and local streets; each street has been classified for the purpose it serves. The network must be compatible with existing and proposed land use. Development and operation are affected by topography, land use,

T A B L E I
 RECOMMENDED DESIGN CRITERIA FOR URBAN STREETS
 CITY OF OREGON CITY, OREGON
 1978

Design Element	Arterial			
	Major	Minor	Collector	Local (*)
Right-of-way (feet)	80-100	60-80	60	50
Pavement Width (feet (**))	52-64	40-52	26-44	26-36
Through Traffic Lanes	4	2-4	2	2
Lane Width (feet)	12	12	12	---
Median Width (feet) (continuous left-turn)	16	---	---	---
Parking	Restricted	Limited	---	---
Traffic Volumes VPD (3)	5,000 to 20,000	2,000 to 12,000	2,000 to 8,000	---
Driving Speed mph (***)	20-45	30-40	20-35	15-25
Bikepaths	Yes	Yes	Yes	No
Sidewalks	Yes	Yes	Yes	Sometimes

(*) The Urban Land Institute Report, "Residential Street Standards", deals with sub-classification for local streets. The City Engineering and Planning Departments are developing standards for sub-classification of local streets.

(**) Selection of appropriate pavement widths must consider adjacent land uses, probable peak volume traffic, parking needs, travel speeds, sight distance, limitations, traffic control features, climate, terrain, maintenance needs and the character and nature of the area.

(***) Traffic volumes and driving speeds are inter-related factors. Driving speed will affect capacity, and for high capacity routes, should usually be at least 30 mph.

population density, and the location of traffic generators such as shopping centers, the downtown area, schools and recreation facilities. The location of industrial and commercial centers also reflect the present and future characteristics of traffic volume and movement.

The location and classification of the City street network includes public transit, bicycle, and pedestrian travel routes to complete the City transportation system.

Planning and design criteria for major arterial, minor arterial, collector, and local streets are summarized in Table I. The Street Network Plan is illustrated in Figure L-1.

As mentioned above, an initial and primary function of a local street is to provide access to property along that street. To provide access to these local streets and to provide an acceptable level of services, local streets should be supported by a collector street network which in turn is supported by a network of arterial streets. The function of, and criteria for local, collector and arterial streets are discussed below.

ARTERIAL STREETS

By definition, arterial streets should connect areas of principal traffic generation and major urban (and rural) highways. The Arterial Network will provide the collection and distribution of traffic (including public transit) onto the minor street network of collector and local streets. The location of an arterial should help define land use and should strengthen neighborhood identity.

Arterial streets should form a "continuous street network" and these routes should be given preferential treatment over collector and local streets in the signing and signalization of intersections. The intersection of local streets directly with major arterials should be discouraged. Local street

access to the arterial should be provided through the collector street network wherever possible.

Parking on principal arterial streets should be restricted in all situations where smooth and safe traffic movement is affected.

In Oregon City, two levels of arterial streets exist. These are classified as Major and Minor arterials. The following criteria are recommended for each sub-classification.

Major Arterials

A major arterial will carry both local and through traffic to destinations outside the local community. The major arterial provides access to other communities as well as access through Oregon City. Public transit to other communities generally use a major arterial.

The following planning and design criteria define a major arterial in Oregon City:

Planning Criteria: A Major Arterial

- ° Should connect principal traffic generators.
- ° Should provide for the movement of traffic to and from other communities.
- ° Should be compatible with land use patterns.
- ° Should strengthen neighborhood identity.
- ° Should form continuous street network.
- ° Should have preference in traffic control.
- ° Should have restricted or limited parking.
- ° Should be spaced to provide the appropriate level of service noted above and geographically located to provide major arterial continuity.
- ° Should have limited direct access to adjoining properties.
- ° Should not be accessed by private drives in new plats.

- Should include turning refuges wherever possible to provide for turn movements.
- Should have considerations for sound attenuation in residential areas.

Minor Arterials

A minor arterial street carries local traffic between neighborhood areas or to regional facilities. The minor arterial provides access from neighborhood collector streets to community services and to other neighborhoods within, or immediately adjacent to, the city. Local public transit may use minor arterial streets.

The following planning and design criteria are recommended for minor arterial streets in Oregon City:

Planning Criteria: A Minor Arterial

- Should connect community services and other neighborhoods.
- Should provide direct collection and distribution of local traffic through local collector streets.
- Should strengthen neighborhood identity and help define land use patterns.
- Should have preference over collector and local streets for traffic control.
- May have direct access from local streets.
- Should have consideration for sound attenuation in residential areas.

COLLECTOR STREETS

Collector streets serve internal traffic within areas having a single land use pattern. The collector streets carry local traffic within a neighborhood area. They carry traffic from the local streets to the minor and/or major arterial network or to schools, local shopping centers, or other local streets within the neighborhood.

The following planning and design criteria are recommended for collector streets in Oregon City:

Planning Criteria: A Collector Street

- ° Should serve internal traffic.
- ° Should carry traffic between minor traffic generators such as neighborhood shopping and community centers and schools.
- ° Should serve as links between minor traffic generators and arterial streets.
- ° Should not form a continuous network as continuity tends to encourage through traffic movement that results in higher traffic volumes.
- ° May provide same access to abutting property as local streets.
- ° May provide on-street curbside parking though these latter two criteria may require a street width greater than an arterial street with restricted parking and access.
- ° Should have STOP sign traffic control from all local streets.

LOCAL STREETS

Local streets provide direct access to abutting property. Through traffic must be discouraged. Careful planning and the use of circuitous street lay-out will break up the continuity of traffic movement.

The following planning and design criteria are recommended for local streets:

Planning Criteria: A Local Street

- ° Should have the primary function of providing direct access to property.
- ° Should have STOP sign traffic control at intersections with collector and minor arterial streets.
- ° Should not have direct intersections and sole connections with major arterial streets.
- ° Should discourage through traffic.
- ° Should permit curbside parking; however off-street parking should be encouraged.

T R A F F I C C O N T R O L D E V I C E S

The proper installation and use of traffic signs, signals, and pavement markings are described in the Manual on Uniform Traffic Control Devices (MUTCD) and in the Oregon Supplement to that Manual. The Manual and the Oregon Supplement govern the design and use of traffic control and regulatory devices in Oregon, including signing required for construction and maintenance. School zones and crossings are covered in a special section of the Manual.

Regulatory or warning signs in urban areas should be mounted at a height of at least 7 feet, measured from the bottom of the sign to the near edge of the pavement. The minimum mounting height for a single sign in a rural area is 5 feet.

Uniformity of design, application and placement cannot be over-emphasized. Similar situations should elicit similar responses. Use of different signs at locations where conditions are similar creates confusion and consequently prompts wrong decisions.

The City, as well as private developers, should follow the requirements stipulated in the MUTCD and the Oregon Supplement when installing all new traffic control devices and signing required for construction and maintenance work.

Brief summaries of the eight parts of MUTCD are given below:

Part I - General Provisions covers requirements, responsibility, engineering, procedures, relations to other documents and color codes for signs and roadway markings.

Part II - Signs provides an introduction and specifications for traffic signs covering the use, legal authority, standardization, application, and classification of traffic signs. Sign classification includes regulatory, warning, guide and special signing.

Part III - Markings describes the general principles for roadway marking and delineation, including application for pavement and curb markings, object markings, delineation and colored pavements.

Part IV - Signals contains the general types of traffic signals and the basis for their installation. Sections cover Traffic Control Signals, Signal Warrants, Pedestrian Signals, Other Highway Traffic Signals, and Train-Approaching Signals and Gates.

Part V - Islands covers the general application for traffic islands, design, approach and treatment, illumination and signing and marking for traffic islands.

Part VI - Traffic Controls for Street and Highway Construction and Maintenance Operations contains the introduction and general specifications for design and use of signs, barricades and channelization devices, lighting devices, traffic control through work area, and limited access facilities.

Part VII - Traffic Control for School Areas covers general needs, criteria and standards, scope, application, engineering, authority and responsibility, school signs, markings, and school area traffic signals, and school crossing supervision.

Part VIII - Definitions defines uses of words and phrases and their relations with the Traffic Control Devices covered by this Manual.

R O A D S I D E F E A T U R E S

Any one of several roadside features may affect the flow or safety of traffic. One of these, parked vehicles, affects traffic in several major ways.

PARKING

Parked cars reduce intersection sight distance, narrow the effective width of the roadway, form fixed objects and hinder street cleaning. It is poor planning and design practice to widen streets so that parking can be maintained and still provide the necessary lanes for traffic movement.

As a long range goal, the City should consider restricting on-street parking on major arterials. The provision for adequate off-street parking should be a mandatory zoning provision for all new building construction, and remodeling if reasonable. On-street parking should be prohibited on new major arterial streets. If increased capacity of the roadway becomes necessary, and requires the removal of parking, there will often be insufficient off-street spaces to accommodate vehicles formerly parked on the major arterial roadway. New major arterials should prohibit on-street parking from the beginning.

CURB CUTS

As a matter of policy, curb cuts along new or redeveloped arterial streets should be discouraged. Curb cuts increase the number of pedestrian and vehicle conflicts, cause congestion and increase accidents.

Driveways essentially increase the number of intersections along a street, encourage hazardous turning movements and cause unnecessary stopping and starting.

For newly developed shopping centers, curb cuts should be allowed only when local commercial traffic will not create excessive interference with movement of pedestrians and vehicles. In no instance should approval be granted

that will allow curb cuts near an intersection or when the driveway will interfere with signal progression. All driveways with significant vehicular traffic should be designed as if they were an intersection, incorporating into the design adequate sight distance, sufficient width, and the necessary signing (STOP, RIGHT TURN ONLY, ONE-WAY, etc...)

SIDEWALKS

Sidewalks are an important and integral part of any transportation network. New development should include sidewalks in their design, where needed. Sidewalks should be of sufficient width to accommodate the anticipated pedestrian traffic, but in no case should they be less than four feet wide. For safety reasons, a planting strip is desirable between the walkway and the street. Not only can this enhance the beauty of the street, but reduces the possibility of children, as well as others, stepping out into the street or falling off the curb. Sidewalks should be free of obstruction, well-lighted, and maintained free of cracks, upturned edges or holes. The widespread placement of utility poles in sidewalks in Oregon City has created undesirable conditions for the pedestrian and bicyclist. Use of additional easements for these poles or underground utilities should be encouraged.

Sidewalks should be provided at the minimum along one side of every arterial and collector. Where a street ends in a cul-de-sac, it is desirable to provide a pedestrian right-of-way to allow pedestrians to walk through to an adjacent street. Where high vehicular traffic conflicts with high pedestrian traffic, grade separation is encouraged.

Sidewalks should be constructed near schools within the City. Where an existing major thoroughfare is near the school, school signals with pedestrian-actuated buttons should be provided.

P R O P O S E D S T R E E T N E T W O R K P L A N

After thorough examination of both traffic flow and land use considerations, a Street Network Plan was adopted by the City Commission in March, 1980 as a part of the Comprehensive Plan.

DEVELOPING THE STREETS PLAN

During 1978, there was extensive collection and analysis of traffic data and suggested road improvements. In order to develop this analysis and suggested improvement program, the City retained the firm of Transportation Planning and Management, Inc. (TPM) of Corvallis, Oregon. Their report Roadway and Traffic Safety Management Plan was published in September, 1978 (hereafter known as the "TPM Report"). The TPM Report details the data collection and specific improvement suggestions which will not be repeated in this Comprehensive Plan analysis. Readers interested in the specifics of traffic flow and traffic improvement projects should obtain a copy of the TPM Report.

The preceding sections of this analysis (Street Network Planning, Street Classification Planning and Design Criteria, Traffic Control Devices, and Roadside Features) also appear verbatim in the TPM Report, where they constitute the Roadway Planning Program (Chapter II of the TPM Report). The Proposed Street Network Plan Map included herein is also included in the TPM Report.

The description of the street network which follows is largely intended to plan for the movement of traffic in Oregon City in a manner compatible with land use. Pedestrian and bicycle facilities adjoining the roadways should also be developed according to the standards set forth in the table appearing on page L-6 of this analysis. (Rail and mass transit facilities will be considered in a separate section of this analysis.) While considering the transportation

system plan, a principal concern is to minimize adverse social, economic, and environmental impacts (a requirement of the state-wide transportation goal) and improve aesthetics through a beautification program, including street trees.

IMPLEMENTATION

It must be emphasized that the street network proposed herein is a plan which could only be achieved over a period of years. The adopted Street Network Plan is only achievable upon construction of the Oregon City By-Pass. The Oregon City By-Pass is to be located East of town and will replace the current State Highway Route 213 through the City. The By-Pass is a funded project and it is assumed that it will be constructed. If for some reason the By-Pass project does not proceed as scheduled, the proposed street network plan will have to be changed.

Issues on which there is not current consensus or City support are highlighted in the following analysis. Very specific improvements to the roads (such as improvements to intersections, signalling, signing, etc...) are generally not included herein. Many of these details are included in the TPM Report and others will need to be evaluated as well.

FREEWAYS PLANNED

I-205 is the only Freeway anticipated in the planning area. The automobile facilities of the freeway are completed. The following additional improvements should be considered:

1. Extension of the I-205 bikeway Southerly to Oregon City. It now ends at Sunnyside Road.
2. Mass transit accommodation to connect to the mass transit improvements being developed to the North.

MAJOR ARTERIALS PLANNED

Pacific Highway 99E (McLoughlin Boulevard) is not proposed to change significantly. Beautification improvements are needed in the Downtown area.

Oregon City By-Pass (New Route 213) is the major construction proposal. It would accommodate much of the traffic now passing through Oregon City connecting the Portland area with Beavercreek and Molalla. Some local traffic would also make use of the By-Pass, particularly to and from the Hilltop Neighborhood (which includes industrial, commercial and residential uses). While the By-Pass could act as a major stimulus to growth Southeast of the City, the regional allocation of funds to this project specified that efforts be made to limit the growth inducement generated by the By-Pass.

If the road system is planned as a whole and changes made when the By-Pass is completed, there could be a major benefit in reducing traffic through the older McLoughlin residential area, also a benefit to Ely and Rivercrest area residences. There could also be benefits to businesses along Molalla Avenue and 7th Street through traffic safety improvements.

Singer Hill - 7th Street - Molalla Avenue will continue to function as a major arterial even after completion of the By-Pass, due to the amount of traffic generated along this route. Improvements should be made on Singer Hill (such as the improvements at the top as recommended by the TPM Report) in order to have Singer Hill replace Washington Street as the main route. Improvements along Molalla Avenue are detailed in the Commerce and Industry section of this plan analysis. 7th Street is chosen to remain the major route in the older area because it impacts residential development much less negatively than alternative routes.

Beavercreek Road will be utilized to connect much of Oregon City with the By-Pass, and also access the populated Beavercreek area Southeast of town.

14th Street between 99E and Washington,

Washington Street between 14th and I-205,

Abernethy Road, and

Redland Road connect Oregon City to the principal highways of I-205, the Pacific Highway and the By-Pass. These also serve for access to the Redland area of the County.

Highway 43,

Old Oregon City - West Linn Bridge, and

7th and Railroad Avenue form one of two links between Oregon City and West Linn across the Willamette River. The proposed change to a 7th Street - Railroad Avenue alignment is one suggestion to relieve congestion on Main Street. This major change should not be implemented until Downtown studies are completed and all consequences considered.

MINOR ARTERIALS PLANNED

Main Street Extension

15th and 17th Streets, West of Washington provide connecting links between major arterials and serve as alternatives to the major arterials, since they are not as heavily travelled. The Main Street extension has proven to be useful for public transit buses since it connects a Park-and-Ride lot with the Downtown, where parking is inadequate.

Holcomb provides access to the Clackamas Heights and Park Place areas. Connection to the By-Pass will be nearby.

Division Street is the principal access to Oregon City's hospital. It will increasingly be used as a minor arterial when the By-Pass is developed

and traffic redirected to the East of Oregon City. This will be a relatively low volume minor arterial compared to some of the other minor arterials. It will function as a collector street until the By-Pass is developed.

Washington Street presently serves as a major arterial and is part of State Highway 213. But along and near Washington Street are many of the finest historic homes of Oregon City. Also due to the steep slope, Washington is not suitable for commercial development, so continuation of the residential use is planned. Construction of the By-Pass can allow for some reduction of traffic along Washington Street, which would be more compatible with the land use in the area.

South End Road is the principal route to serve the Southwest neighborhood and many new residential subdivisions. A bikeway should be extended to South End School and beyond.

Warner Milne Road and

Warner Parrott Road are the major East-West links for the upper level of Oregon City. Expanded County government facilities will increase traffic along Warner Milne. With construction of the Lawton Road extension, these streets could be used instead of Linn Avenue and Molalla Avenue.

Lawton Road, and an

Extension to 99E service the residential areas West of South End Road and could serve to provide better access from the lower to the upper level of Oregon City. A connection in this general area is essential if additional development is to be allowed, as anticipated, South of the current City limits. Otherwise, access to the area within the proposed Urban Growth Boundary would be insufficient. The proposal, as mapped on Figure II-1 is not site specific.

Central Point Road and

Leland Road provide service within the Urban Growth Boundary area.

COLLECTOR STREETS PLANNED

5th Street and

Linn Avenue now form a minor arterial, with detrimental impacts on adjoining residences. This route is likely to continue as a minor arterial for some time, but could possibly be reduced to a busy collector street after completion of the By-Pass, particularly if traffic improvements are made to 7th Street to better handle the traffic.

Monroe Street between 5th and 12th is planned as the central collector across the McLoughlin area. Jackson Street now serves this purpose, but a proposed traffic signal at Monroe and 7th Streets would shift the travel pattern. There are many non-residential uses along this segment of Monroe, reducing the extent of disruption. Rerouting traffic from Jackson would allow the closure of Jackson Street between 11th and 12th, permitting the school district to consolidate the high school campus and reduce the conflict between autos and student pedestrians.

Eluria Street Connection to

Magnolia Street would provide better access to residential areas East of Molalla Avenue. A new three-block long connection would result in a continuous street within the residential area. Local traffic would be removed from Molalla Avenue, helping ease congestion there. Although the connection is across a ravine and requires fill, its usefulness within the system of streets would make the effort worthwhile. This project is not dependent on the By-Pass, and in fact would be helpful prior to completion of the By-Pass. The City should develop this connection on a high priority basis. There is more vacant residential land near this route than anywhere else within the City limits, so growth should be anticipated and access developed. Consideration should be given to extending Magnolia Street South between Barclay Hills Drive and Hilda Street, preferably to line up with Gleason Street.

12th Street,

15th Street,

Jackson East of 12th,

Pearl Street,

Holmes Lane/Hilda Street,

Barclay Hills Drive,

Telford Road,

Center Street, south of S. 2nd,

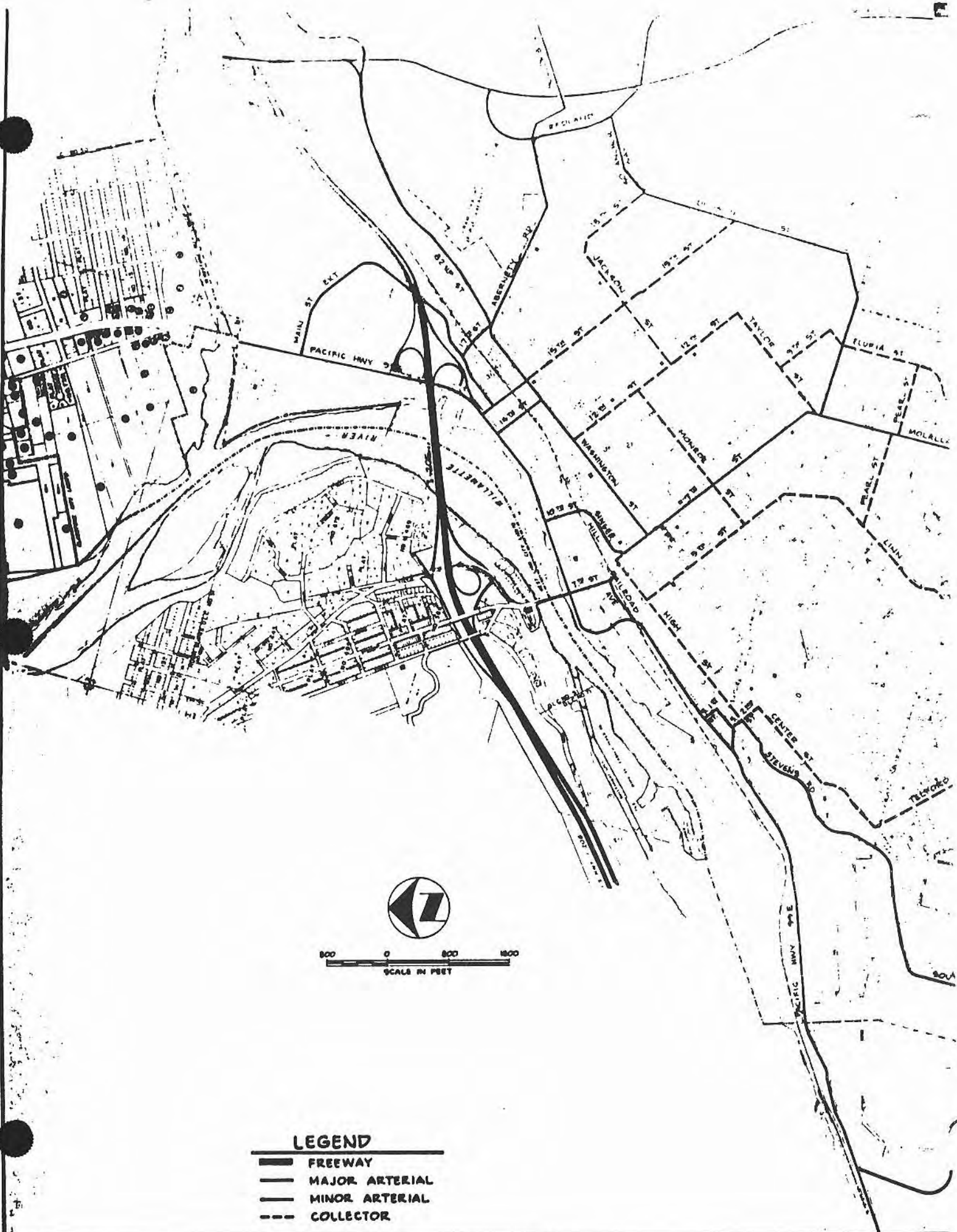
High Street,

Clairmont Way,

Gaffney Lane,

Meyers Road, and

Partlow Road will continue to serve as collectors. Additional collectors will be needed within areas to be subdivided in the future.



800 0 800 1600
SCALE IN FEET

LEGEND

-  FREEWAY
-  MAJOR ARTERIAL
-  MINOR ARTERIAL
-  COLLECTOR

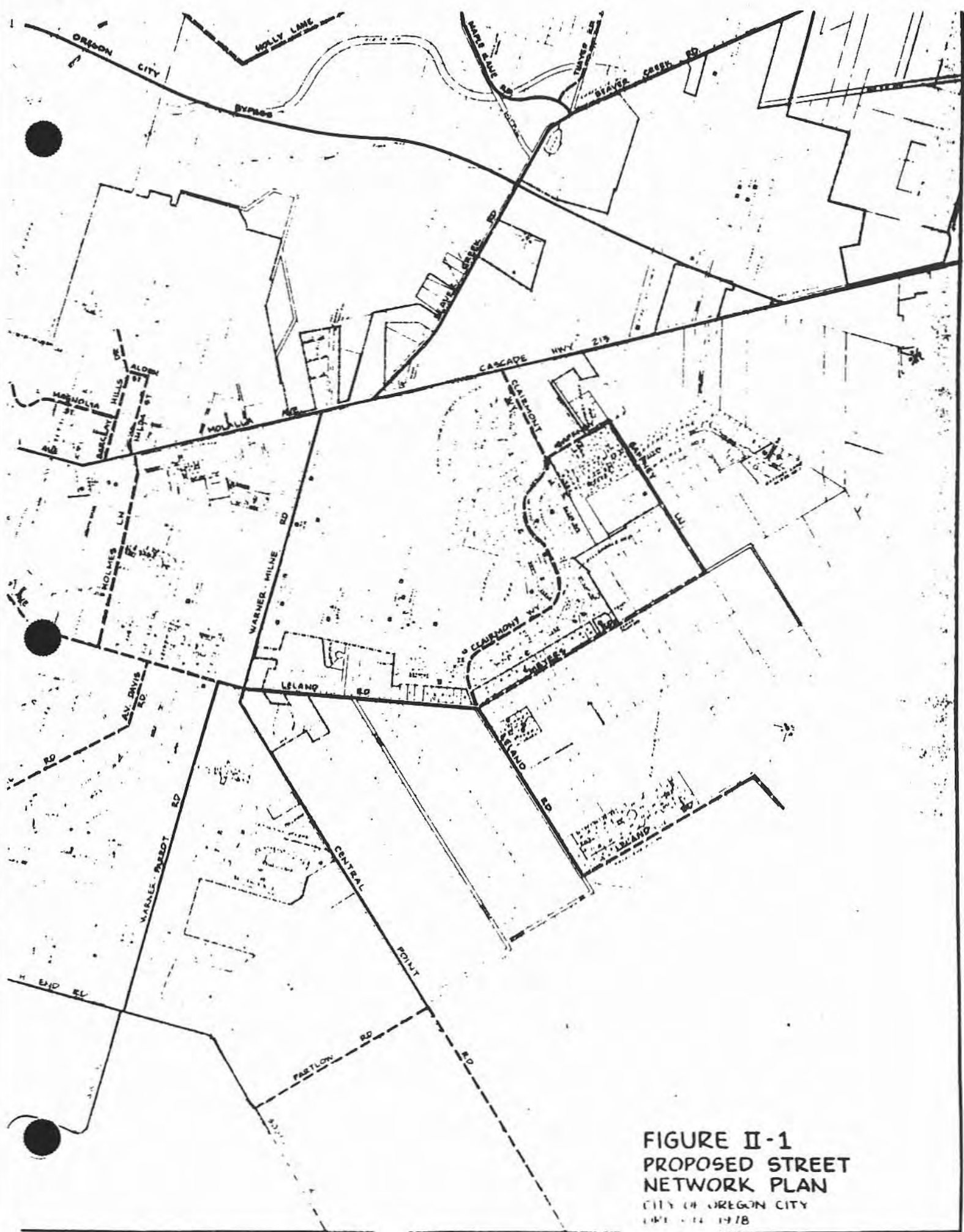


FIGURE II-1
PROPOSED STREET
NETWORK PLAN
 CITY OF OREGON CITY
 1978

M A S S T R A N S I T

In the "Land Use Policies Plan", Oregon City adopted a general transportation policy to "improve the systems of movement of people and products in accordance with land use planning, energy conservation, neighborhood groups and appropriate public and private agencies". Corresponding to this local goal are the State-wide goals "to provide and encourage a safe, convenient, and economic transportation system", and "to avoid principal reliance on any one mode of transportation". Mass transit, as defined in LCDC Goal 12, "refers to any form of passenger transportation which carries members of the public on a regular and continuing basis".

The need for public transit in Oregon City is based upon the desire to relieve traffic congestion, reduce hazardous auto emissions and conserve fuel by removing numbers of automobiles from the streets. This can be accomplished through a multi-modal transit system, with interfaces between automobile, bus, rail, bicycle, and pedestrian modes of transportation. A single, centralized transit station could provide the needed transferability between these modes.

Incentives to mass transit ridership and disincentives to automobile usage need to be identified and implemented for a transit system to operate effectively. Construction of park-and-ride lots, shelters and lighting along transit routes provides patrons with both convenience and safety. Negative impact of bus service might be reduced by the use of economical mini-buses within the City. These would serve lower density developments and local transit needs.

Continued development of transit should occur as an alternative to Downtown parking. The current Tri-Met reduced fare pass between the Oregon City Shopping Center Park-and Ride lot and Downtown is an example. Future

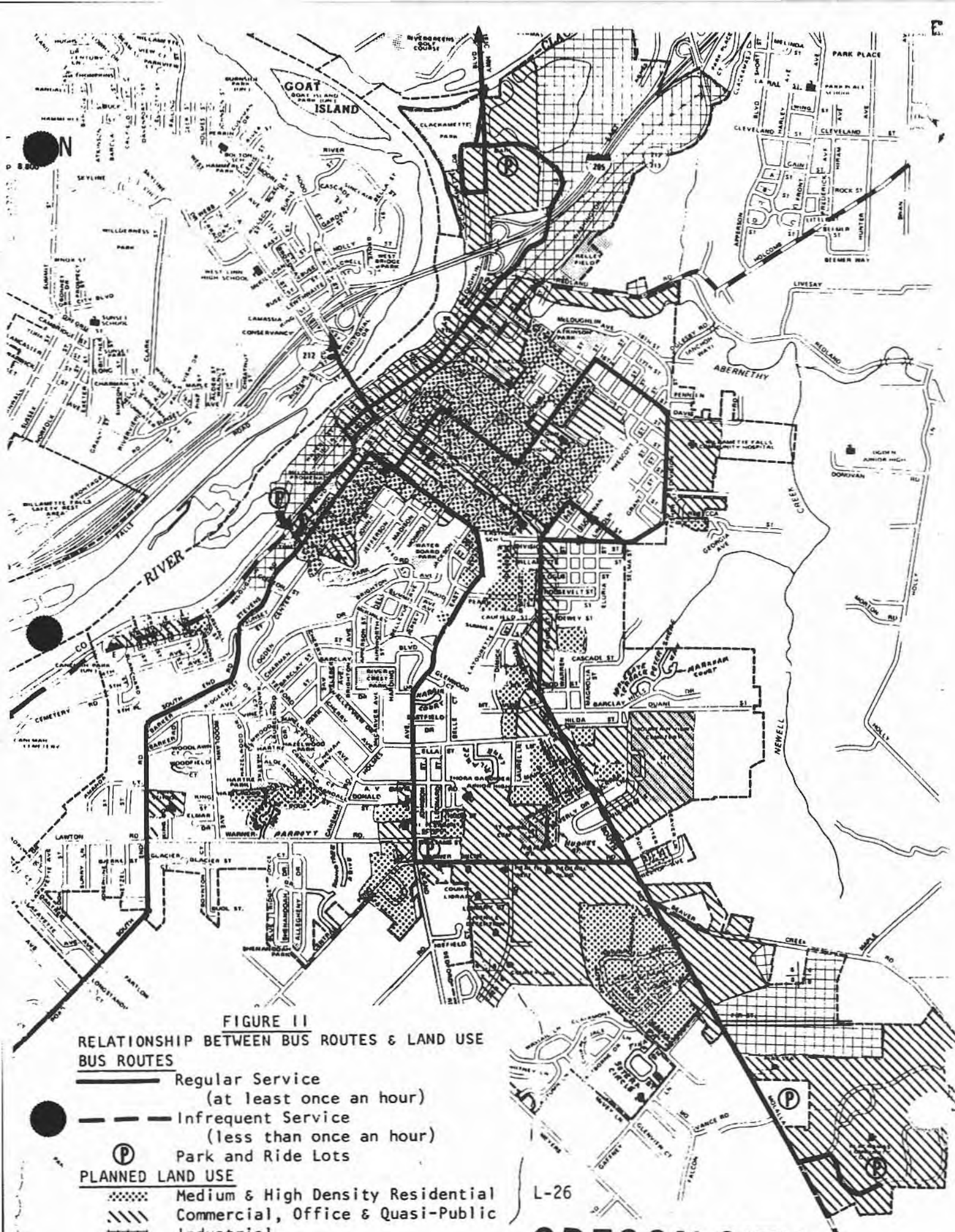


FIGURE II

RELATIONSHIP BETWEEN BUS ROUTES & LAND USE
BUS ROUTES

- Regular Service
(at least once an hour)
- - - - - Infrequent Service
(less than once an hour)
- (P) Park and Ride Lots

PLANNED LAND USE

- Medium & High Density Residential
- ////// Commercial, Office & Quasi-Public
- ==== Industrial

transit development should utilize existing rights-of-way, if possible, and large buses should be largely confined to major and minor arterials and collectors to reduce their relative impact. Bus loading zones allowing no parking and bus turnouts where appropriate should be identified, to remove buses from the traffic flow.

Efforts should be continued to relieve the burden of increasing transit fares to the financially disadvantaged. To serve the physically handicapped, accessible transit facilities should be provided.

Operation of the municipal elevator, a unique form of mass transit, should be continued and connect with any future transit system.

Another opportunity for a unique form of mass transportation would be the development of a street car line or other appropriate forms of transportation through Downtown Oregon City. Such a system could not only provide the transit line from the Oregon City Shopping Center to the Downtown area for shoppers and employees, but also be an attraction that would cause a substantial boost in the public's awareness of the area, as well as Oregon City as a whole.

Alternative modes of mass transportation must be examined, including exclusive transit lanes, rail (see Rail section), taxi service, street cars and others. As technology advances, older proposals and ideas may need to be re-examined, while new transit forms may emerge.

Finally, transit plans must be coordinated with Clackamas County, Metropolitan Service District and the Oregon Department of Transportation, to assure the best possible mass transit system for the citizens of Oregon City.

R A I L

Availability of rail transportation is vital to the continued health of Oregon City's industries. Expansion of rail facilities should relate to areas of industrial land use, to better serve industry. The proposed METRO/Publisher's resource recovery plant lies along the Southern Pacific line. This present an opportunity to utilize rail in metropolitan refuse disposal and recovery.

Of major concern is both vehicle and pedestrian safety at rail crossings. The following Table II documents current rail crossing protection.

T A B L E I I
 TYPES OF PROTECTION AT RAILROAD CROSSINGS
 OREGON CITY, OREGON

1978

Location	STOP Signs	Wig Wags	Flashes	Cross Bucks	Gates	Advance Warning	Grade Separation	Comments
17th Street		1		1		2		Install crossing gate
15th Street							x	
14th Street							x	
12th Street							x	
Singer Hill (10th Street)			6	2	2	1		Advance warning on Singer Hill
Pacific Highway (99E)							x	Lighted Tunnel
Pacific Highway (99E)						2		Track on Main Street between 4th and 6th Street

The four grade-separated crossings and the crossing gates on Singer Hill provide adequate protection at these locations. The crossing at 17th Street requires improvements. Backup of traffic on 17th Street waiting for the traffic signal on Washington Street frequently extends over the tracks, creating a dangerous situation. Crossing gates should be installed at this location to provide protection. Future rail-street crossings should provide grade separation where possible for maximum safety. A pedestrian grade-separated crossing should be constructed in Canemah, if and when Southern Pacific realigns its track, to provide safe access to the riverfront.

Rail mass transit in the form of "light rail", a future Amtrak stop, or Willamette Valley rail passenger services, should tie in with the proposed Tri-Met suburban transit station near the Oregon City Shopping Center, if at all possible. This would provide an opportunity for maximum usage of the mass transit system by allowing for convenient modal transfer (changing from automobile use to rail and/or bus services).

R I V E R T R A N S P O R T A T I O N

The Willamette River is an important link in the regional transportation system, currently serving freight and recreational uses, with a potential for passenger use.

To reduce the burden on roads, use of the river system for log rafts, barge movement and water-based transportation should be encouraged. The river is an important transportation artery for industries.

Plans for Downtown (Section D) suggest increased boat docking facilities in the Downtown area. Also, to help satisfy LCDC Goal 8, increased recreational use of the Willamette and Clackamas Rivers and Clackamas Lake should be promoted ". . . to satisfy the recreational needs of the citizens of the State and visitors".

Reinstatement of passenger transportation along the Willamette River between Oregon City and Portland should be examined and encouraged in the near future. If used in conjunction with other forms of public transit, ferry boat and/or hydrofoil service might supplement the congested routes (Highway 99E and 43) to Downtown Portland. This would also be a boost to the increased use of the waterfronts of Downtown Portland and Oregon City.

P I P E L I N E S

Clackamas County inventoried the area for their Comprehensive Plan and made the following finding:

"A major natural gas pipeline crosses western Clackamas County, passing near the east edge of the urban area in the north and paralleling Highway 213 south of Oregon City (see Map 13). Connected to this pipeline are feeder lines which serve parts of the county."

See Figure L-3, Pipelines in Clackamas County.

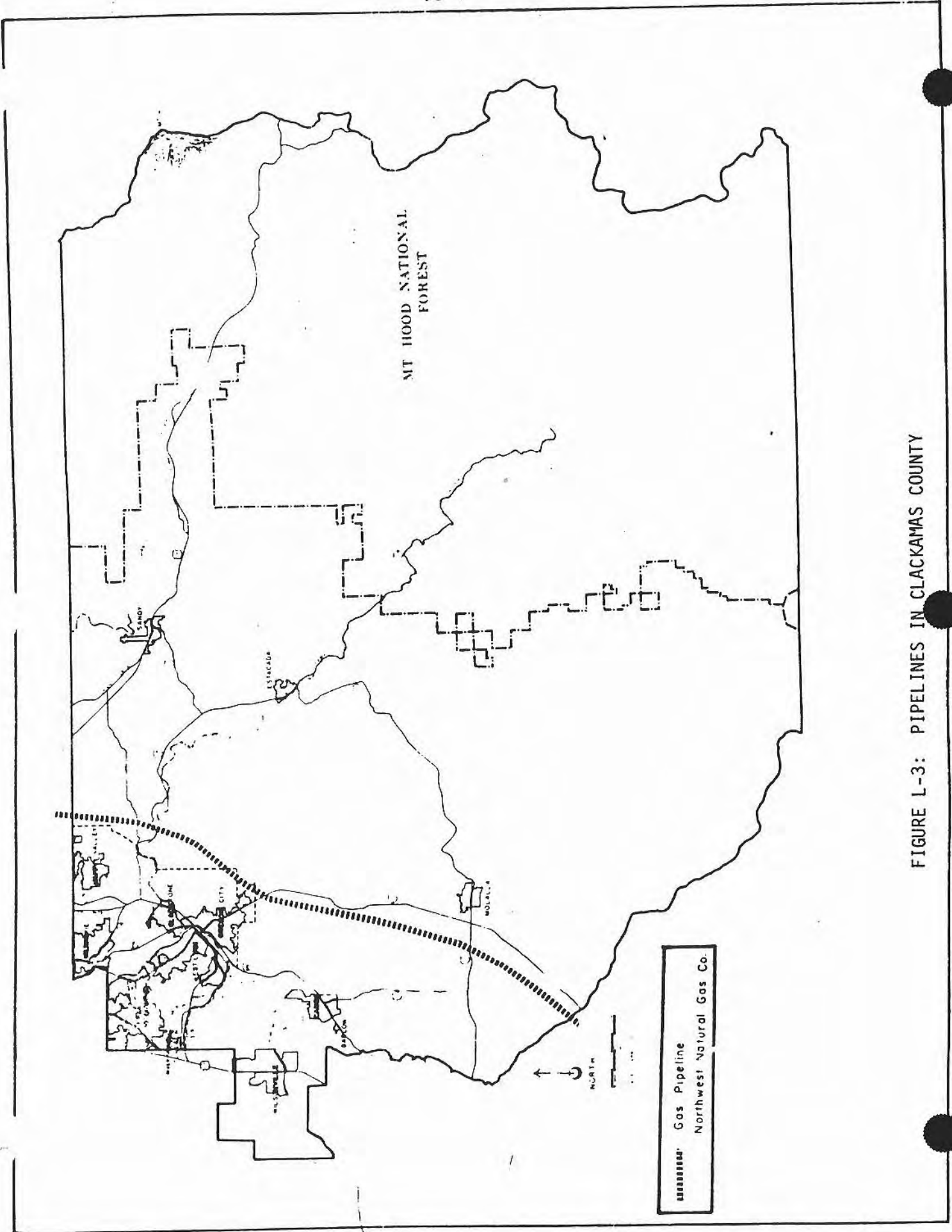


FIGURE L-3: PIPELINES IN CLACKAMAS COUNTY

TRANSPORTATION GOALS AND POLICIES

Goal

Improve the systems for movement of people and products in accordance with land use planning, energy conservation, neighborhood groups and appropriate public and private agencies.

Policies

1. The requirements stipulated in the Manual on Uniform Traffic Control Devices and the Oregon Supplement will be followed when installing all new traffic control devices and signing required for construction and maintenance work.
2. The City will consider restricting on-street parking on major arterials, and on-street parking will be prohibited on new major arterials.
3. The provision for adequate off-street parking will be mandatory for all new building construction, and remodeling projects, if appropriate.
4. Curb cuts for vehicle use along new or redeveloped arterial streets will be discouraged.
5. New developments will include sidewalks in their design, where needed.
6. Sidewalks will be of sufficient width to accommodate pedestrian traffic.
7. Use of additional easements or underground utilities for utility poles will be encouraged.
8. Sidewalks will be provided at the minimum along one side of every arterial and collector.
9. Sidewalks will be constructed near schools within the City, and where an existing major thoroughfare is near the school, school crossing signals with pedestrian-actuated buttons will be provided.
10. Extension of the I-205 bikeway South to Oregon City will be considered.

11. Local public transportation services and transit routes that connect Oregon City to the proposed transit improvements on the McLoughlin Boulevard corridor will be encouraged by the City.
12. Aesthetic improvements will be undertaken on Highway 99E as funding becomes available.
13. Improvements will be made on Singer Hill as funding becomes available in order to have Singer Hill replace Washington Street as the primary traffic route through the McLoughlin Neighborhood.
14. The bikeway on South End Road will be extended to South End School as funding becomes available.
15. An extension from Lawton Road to 99E will be considered to provide sufficient access between the City and Highway.
16. As funding becomes available, the City will develop a three-block long connection between Eluria and Magnolia Streets.
17. Tri-Met will be encouraged to create a multi-modal transportation system which will encourage systems other than automobile usage.
18. Tri-Met will be encouraged to relate mass transit to: high and low density development, needs of low-income and limited mobility persons, and to utilize existing rights-of-way wherever possible.
19. The City will maintain a commitment to a metropolitan-wide public transportation system.
20. The City will cooperate with Tri-Met to improve and expand the public transportation system for Oregon City.
21. Operation of the municipal elevator will be continued and connect with any future transit system.
22. Expansion of rail facilities will relate to areas of industrial land use.

23. Light rail public transit should be encouraged and a transit station near the Oregon City Shopping Center developed when funds are available.
24. Reinstatement of passenger transportation along the Willamette River between Oregon City and Portland will be examined and encouraged in the future.

FOOTNOTES

1. Roadway and Traffic Safety Management Plan, Transportation Planning and Management, Inc., 1978.
2. Park Place - Clackamas Community College (Oregon City By-Pass) Oregon 213 Draft Environmental Impact Statement, U.S. Department of Transportation, June, 1979. Page 11.
3. Regional Transportation Plan, Metropolitan Service District, 1980.
4. Clackamas County Comprehensive Plan, Background Report, Transportation, June, 1980. Page 18.
5. "Compatibility of Oregon City By-Pass and Land Use Planning", Clackamas County Department of Environmental Services, November, 1979.

ORDINANCE 92-1002

AN ORDINANCE AMENDING THE TRANSPORTATION MASTER PLAN AND THE TRANSPORTATION ELEMENT PLAN OF THE COMPREHENSIVE PLAN TO ADD TWO FUTURE ROAD PROJECTS AND A POLICY FOR COLLECTOR STREETS.

WHEREAS, the State Highway Division has requested that a proposed road project at Highway 213 and Beaver Creek Road be included in the Oregon City Comprehensive Plan, and

WHEREAS, based on development patterns a future collector street needs to be designated outside of the City limits, but in the Urban Growth Boundary, and

WHEREAS, a policy on access management is needed to guide development along collector streets, and

WHEREAS, the Oregon City Planning Commission, on December 12, 1991, conducted a public hearing to consider the adoption of these proposals, and

WHEREAS, the proposed amendments to the Transportation Master Plan and Transportation Element of the Comprehensive Plan is designed to best meet the land use planning needs of the City.

OREGON CITY ORDAINS AS FOLLOWS:

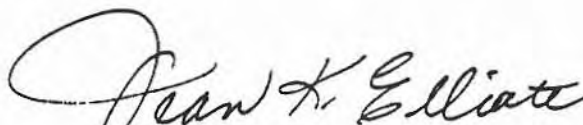
Section 1. That the Transportation Master Plan and the Transportation Element of the Comprehensive Plan are hereby amended to add the following to read as follows:

1. Add the grade separation of Highway 213/Beaver Creek Road.
 - a. The State Highway Division has forwarded a request to add the grade separation at Highway 213/Beaver Creek Road. The proposal would include maps of the proposed Phase 1 and 2 project to page 63 of the Transportation Master Plan as an addition to the roadway laneage and access control map.
 - b. Roadway Laneage/Access Control Plan, page 64 of the Transportation Master Plan - Widen Highway 213 to six lanes between Beaver Creek Road and I-205, with a grade separation at Beaver Creek Road (to include Phase 1 and Phase 2 roadway and laneage needs).

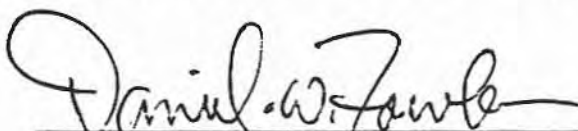
2. Add S. Caufield Road as a future collector street - (For approximately 500 feet from Highway 213 to a proposed street that would be located between S. Caufield Road and S. Canyon Ridge Drive; added to page 60 of the Transportation Master Plan.
3. Add a policy - Regarding access management on collector streets to Policy 4 on page L-35 of the Transportation Element of the Comprehensive Plan:

New subdivision/residential development shall minimize access on collector streets unless infeasible. If feasible, lots shall be oriented to have frontage on local streets with back yards to the collector street.

Read first time at a regular meeting of the City Commission held on the 5th day of February, 1992, and the foregoing ordinance was finally enacted by the City Commission this 5th day of February, 1992.


JEAN K. ELLIOTT, City Recorder

ATTESTED this 5th day of February, 1992.



DANIEL W. FOWLER, Mayor

ORDINANCE NO. 92-1002

Effective: March 6, 1992

**M.
NEIGHBORHOOD
PLAN MAPS**

T A B L E O F C O N T E N T S

The Comprehensive Land Use Plan Concept	M-1
Land Use Types Planned (Map Categories)	M-1
Goals and Policies	M-5

THE COMPREHENSIVE PLAN MAP

THE COMPREHENSIVE LAND USE PLAN CONCEPT

The Comprehensive Land Use Plan Map (The "Plan Map") shows the general development pattern of the City. It indicates which areas are best suited for residences, which areas are best suited for retail stores and offices, and which areas are best suited for industry. Some areas are set aside for residences to encourage peaceful areas of homes. Large properties adjacent to railway lines are generally identified as industrial properties, since many industries depend on the railroad for the shipping of goods.

The zoning ordinances of the City implement the Plan by regulating land use. Both the Plan and Zoning are arrived at through a public hearing process. Through public hearings, the community considers the changing pattern of land uses and relates private enterprise developments with a supporting system of public services.

LAND USE TYPES PLANNED (MAP CATEGORIES)

Ten land use categories have been identified on the Plan Map.

These are:

(1) PARKS [P]: Properties in this category are current City parks. Oregon City is generally well endowed with park land. The Parks and Recreation element of the Plan evaluates park needs, current park development, and offers some policies for the future. Moderate expansion of current parks and acquisition of new parks is recommended. These expansions and acquisitions are identified in the Parks and Recreation section of the Plan. As development occurs, additional sites should be added according to needs. Parks can be located in any zoning district.

(2) PUBLIC AND QUASI-PUBLIC [QP]: Areas in this category are publicly owned lands other than City parks, such as schools, cemeteries, government buildings and public utility facilities, such as the sewage treatment plant and water reservoirs. The Community Facilities element addresses these uses. A need has been identified, in some cases, for these facilities to be more compatible with adjoining areas through landscaping, facility design, and site arrangement. These facilities generally can be located in any zoning district, although usually there should be some review, such as the conditional use process.

(3) LOW DENSITY RESIDENTIAL [LR]: Areas in the LR category are largely for single-family homes or more innovative arrangements, such as low density planned development. Net residential density planned varies from a maximum density of 6,000 square feet for one dwelling unit (7.3 units/net acre) to as low a density as desired ("net acres" exclude the land devoted to roadways). This choice of lot sizes will occur as annexation or rezoning and will vary based on site-specific factors, including topography and adjoining development. In no case will more than 10,000 square feet be required if the home is connected to the sewer system and the site-specific factors would not preclude this density.

Planned development in all residential areas can provide a variety of housing types while maintaining a compatible density. The Housing element of the Plan discusses all types of housing. A very limited number of non-residential uses, such as churches, may be permitted in residential areas.

(4) MEDIUM DENSITY RESIDENTIAL [MR]: MR areas on the Comprehensive Plan Map are planned for residential developments with a maximum density of 4,000 square feet per residential unit (10.9 units/net acre). The dwelling unit type is limited to two units per lot -- a duplex -- except in the case of

Planned Developments, where the density remains the same, but buildings and lots may have more than two units if a plan is approved. The minimum lot size for a duplex has been increased from 6,000 square feet to 8,000 square feet in order to better accommodate off-street parking, better site planning, more desirable living environments, and after researching duplex densities allowed in comparable jurisdictions. Single-family homes are also permitted within this medium density plan area.

(4a) see attached 90-1057

(5) MCLOUGHLIN CONDITIONAL RESIDENTIAL [MCR]: Permitted uses in this area are: (a) the existing residential uses, assuming they were established legally; and (b) new single-family homes on existing lots.

Conditional uses are: (a) new residential construction other than single-family at medium density standards; and (b) conversion of existing structures at medium density standards; additional allowances may be given for conversion of structures exclusively for housing for the elderly.

(6) HIGH DENSITY RESIDENTIAL [HR]: These areas designate multiple-family residential areas. Permitted uses include apartments, duplexes, and single-family homes, with a maximum density of 19.8 units/net acre (4,000 square feet for each of the first two units and 2,000 square feet for each additional unit).

(7) LIMITED OFFICE [O]: Areas designated as Limited Office are planned for medical facilities and limited offices, as well as housing. They can be designed to serve as a buffer between commercial and residential areas. Types of use, setbacks and signs are regulated.

(8) LIMITED COMMERCIAL [LC]: Commercial areas are designated to meet the need for consumer goods and services. Limited Commercial areas have been designated for parts of the City which could experience negative

impacts if unlimited commercial development was allowed. Limitations on uses can help assure compatibility with the surrounding area. Three different types of limited commercial areas are planned: Neighborhood Commercial areas allowing for small scale commercial uses designed to serve a convenience need for residents in the surrounding neighborhood; Historic Commercial for areas within National Register Historic Districts; and Limited Commercial areas which allow for small commercial clusters or strips on or near arterials or collector streets.

(9) COMMERCIAL [C]: These areas provide for commercial uses serving the entire City and beyond. All offices and commercial uses are permitted outright in this category. Residential uses are also allowed, up to and including apartments with the same density as in High Density Residential.

(10) INDUSTRIAL [I]: Industrial areas are designated for uses related to manufacturing, processing and distribution of goods. Intense or heavy industrial uses are conditional uses. Commercial and office uses are permitted, but all residential uses are prohibited, except caretakers' quarters.

COMPREHENSIVE PLAN MAP GOALS AND POLICIES

Goal

Maintain and review the Comprehensive Plan map as the official long-range planning guide for land use development of the City by type, density and location.

Policies

1. The Comprehensive Plan Map will determine the maximum zoning classification that may be applied to a specific site, based on the following 10 land use classifications:
 - a. Parks [P]
 - b. Public and Quasi-Public [QP]
 - c. Low Density Residential [LR]
 - d. Medium Density Residential [MR]
 - e. McLoughlin Conditional Residential [MCR]
 - f. High Density Residential [HR]
 - g. Limited Office [O]
 - h. Limited Commercial [LC]
 - i. Commercial [C]
 - j. Industrial [I]

2. Proposed amendments to the Comprehensive Plan Map will follow City administrative procedures for a change of zoning district. The burden of proof for such a change is placed upon the petitioner seeking such an action. The applicant must show that the requested change is (1) consistent and supportive of the appropriate Comprehensive Plan Goals and Policies, (2) compatible with land use patterns established by the Comprehensive Plan Map, (3) in the public interest to grant the petition, and (4) that the interest is best served by granting the petition at this time and at the requested locations. Rezoning may be considered concurrently with the request for modification of the Comprehensive Plan Map designation.

ORDINANCE NO. 90-1057

AN ORDINANCE AMENDING THE NEIGHBORHOOD PLAN MAP ELEMENT OF THE COMPREHENSIVE PLAN TO ADD A NEW CLASSIFICATION AND APPLY CITY PLAN DESIGNATIONS TO THE LAND IN THE URBAN GROWTH BOUNDARY.

WHEREAS, ORS 197.640 requires local governments to enact measures to bring their Comprehensive Plans and regulations into compliance with the Periodic Review Factors, and

WHEREAS, the City of Oregon City and Clackamas County have agreed to have a mutual interest in coordinated comprehensive plan, compatible land uses and coordinated planning of urban services and facilities, and

WHEREAS, the Oregon City Planning Commission has reviewed the proposed urban growth boundary designations and on October 11, 1990 conducted a public hearing to consider a recommendation on the proposed amendment, and

WHEREAS, the proposed map and text amendment of the Neighborhood Map Element of the Comprehensive Plan is designed to meet the Periodic Review requirements of ORS 197.640.

OREGON CITY ORDAINS AS FOLLOWS:

That the Neighborhood Plan Map Element of the Oregon City Comprehensive Plan at Section M to add a new plan classification and amend the Comprehensive Plan Map to add Oregon City Comprehensive Plan designations to the land in the Urban Growth Boundary as shown on Exhibit "A" is hereby amended to read as follows:

(4) (a) MEDIUM DENSITY RESIDENTIAL (MHP) [MR/MHP]: MR/MHP areas on the Comprehensive Plan Map for mobile home/manufactured dwelling parks for residential development with a maximum density of ten (10) units per gross acre. Single-family homes are also permitted within this medium density plan area. Two-Family dwellings [duplexes] are prohibited.

Policies

1. The Comprehensive Plan Map will determine the maximum zoning classification that may be applied to a specific site, based on the following 11 land use classifications.
 - a. Parks [P]
 - b. Public and Quasi-Public [QP]
 - c. Low Density Residential [LR]

- d. Medium Density Residential [MR]
- e. Medium Density Residential (MHP) [MR/MHP]
- f. McLoughlin Conditional Residential [MCR]
- g. High Density Residential [HR]
- h. Limited Office [O]
- i. Limited Commercial [LC]
- j. Commercial [C]
- k. Industrial [I]

Read first time at a regular meeting of the City Commission held on the 17th day of October, 1990, and the foregoing ordinance was finally enacted by the City Commission this 17th day of October, 1990.

JEAN K. ELLIOTT, City Recorder

ATTESTED this 17th day of October, 1990.

DAVID D. SPEAR, Mayor

N.

IMPLEMENTATION

TABLE OF CONTENTS

Principal Planning Ordinances	N-1
Boards and Commissions	N-4

IMPLEMENTATION

Implementation of planning for the community comes through the Comprehensive Plan and other ordinances. Enforcement of the ordinances is overseen by several boards and commissions and City staff. A spirit of cooperation and community pride is also necessary in order to implement plans.

PRINCIPAL PLANNING ORDINANCES

1. Comprehensive Plan: The Comprehensive Plan is the principal planning ordinance which should establish the goals and framework for all other city land use ordinances. Before the decision of the courts in the Baker vs. City of Milwaukie case, Comprehensive Plans used to be the concepts of a limited number of people (often consultants). Plans were frequently ignored, with little or no attempt made to implement them.

The courts decided in the Baker case that plans have full force of law. If the Comprehensive Plan and zoning ordinances conflict, it is the Comprehensive Plan which governs. As part of the state mandated planning overseen by the Land Conservation and Development Commission (LCDC), plans can no longer be limited in concept, covering only a few issues that are important at the present. Citizen involvement in drafting the plan is now mandated and plans must be comprehensive in every sense.

Oregon City's previous Comprehensive Plan was drafted by a consultant in 1970 to assist in meeting federal grant eligibility. Major amendments since 1970 had changed the Comprehensive Plan Land Use Map considerably when the City began planning work. The current plan was judged unacceptable by the City Commission, Planning Commission and by citizens, which is why a new plan was prepared.

2. Zoning: Oregon City's zoning ordinance was adopted in 1954, with many amendments to the wording and location of districts since that time. The zoning still reflects the type of planning popular in the 1950's. Zoning was based on plans for encouraging higher density in the older, more centrally located areas, also safe and efficient (although very dull and monotonous) new subdivisions. This approach has been given 24 years to work, and today there is much dissatisfaction. The renewal of the older areas has not occurred, although there have been scattered large apartments built. Land assembly (using several lots for an apartment building or larger commercial development) has been too difficult and the value of the existing buildings too great to allow the "renewal" or redevelopment of the older areas. Existing buildings are a resource to be preserved and rehabilitated, considering the alternative cost of new construction. Zoning needs to be changed to encourage enhancement of the existing older neighborhoods, rather than waiting for their decay to take place, with "eventual" replacement by higher density development.

Until recently, the wording of the zoning was unnecessarily complex, ambiguous, and difficult to administer. Too many alternative ways of determining building setbacks were provided, for example, meaning that interpretations vary. As an example of the ambiguity, consider this provision for "yards for group buildings":

"The distance between group buildings on one (1) site, including institutions and dwellings, shall be twice the width of the required side, front or rear yards or the sum of a combination of any two (2) such yards, depending on the arrangement or location of one (1) building in relation to another."

A thorough overhaul of the Zoning Code was needed through simplification and provisions eliminated. Revision was difficult and expensive, but accomplished as part of the Comprehensive Plan revision process.

3. Subdivision Regulations: Those regulations pertaining to the development of new subdivisions were out of date, since there have been major changes in the State laws on subdividing passed by recent legislatures. These changes were incorporated into the 1980 Oregon City Subdivision Regulations. The chapter on subdivision regulations was replaced, since the previous chapter was beyond the point that modification would be sufficient. Subdivision regulations must also be designed to help implement provisions of the Comprehensive Plan. Consequently, once there was some agreement on the Plan, new subdivision regulations have been developed on a priority basis.

4. Design Review: Site plan and design review provisions, intended to prohibit unsafe and unattractive new development, are relatively recent (1976) and have been of some help. They are included within the Zoning Code, but can be considered separately. Despite some good provisions, the process for reviewing plans lacks credibility and visibility. A committee was appointed to study the problems and has a draft ordinance prepared, establishing a Design Review Board.

5. Sign Code: The City's regulation of outdoor signing, a major factor in the appearance of the City, is also relatively recent (1974). The regulations were drafted with much input and have worked very well. A few amendments, however, need to be made based on the experience with enforcement:

- (a) Certain properties and areas of the city still look like a third-rate carnival, because of gaudy strings of banners and pennants. These detract from the natural beauty of the City and even detract from the merchandise of the businesses displaying them. The regulation of strings and banners in the Sign Code is too complicated and unenforceable. They should be prohibited, except for the initial opening of a business, or when authorized by the City Commission for community events and bazaars.

- (b) A provision is needed related to the free-standing signing on a lot which has several businesses.
- (c) Increased awareness is needed of the fact that existing signs must be brought into compliance by 1981.

BOARDS AND COMMISSIONS

Until 1980, the City Commission, Planning Commission and Zoning Board of Adjustment were the principal boards and commissions involved in planning. Other temporary committees have also dealt with issues over time such as a civic center, traffic by-pass, cable television, etc.

The Board of Adjustment was created when zoning was adopted, in order to ease the transition to the new (at that time) zoning regulations. As part of the Comprehensive Plan package, the Board of Adjustment has been eliminated, since its function was limited. Variance requests are now handled by the Planning Commission.

A Design Review Board has also been proposed, without resolution to date. This would remove certain decision making powers from the staff, establishing more credibility and visibility in the process which reviews plans for new development.

A Parks and Recreation Board has been discussed, without resolution to date.

An Historical Commission, to promote historical preservation and review preservation-related issues, is created as part of the Comprehensive Plan implementation.

**O.
PLAN
MAINTENANCE
AND UPDATE**

T A B L E O F C O N T E N T S

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COMPREHENSIVE PLAN MAINTENANCE AND UPDATE

Comprehensive Plan maintenance involves keeping the acknowledged Plan current. As citizen attitudes, needs and desires change, some plan policies may become inapplicable. Also, as updated information for LCDC - required inventories becomes available, plans and policies may need revisions. Our inability to flawlessly predict the future dictates periodic reviews of the Comprehensive Plan to assure its applicability to current trends.

REQUESTS FOR CHANGE

Citizens may request a plan change twice each year, to be considered in March and September. This method of plan maintenance should be evaluated according to the following criteria:

- (1) Does the proposed change conform with State Planning Goals and local goals and policies?
- (2) Is there a public need to be fulfilled by the change?
- (3) Is the public need best satisfied by the particular change being proposed?
- (4) Will the change adversely affect the public health, safety and welfare?
- (5) Does the factual information base in the Comprehensive Plan support the change?

The Plan change application shall include the following, to be provided by the applicant:

- (A) A description of the specific change proposed, including the legal property description;
- (B) A statement of reasons for the proposed change;
- (C) A factual statement of how the proposed change meets a community need or Comprehensive Plan policy;
- (D) A description of how the proposed change will affect community facilities, natural resources, transportation and adjacent properties;

- (E) A statement of how the proposed change complies with LCDC Goals.

The completed application will be submitted to the Planning Director for staff review no later than sixty (60) days before the regularly scheduled Planning Commission March or September meetings. Within this period, City Departments will be given an opportunity to comment on the proposed change. The City Planning Department will notify affected neighborhood groups and the CIC Council of the proposed change to allow for discussion and comment at their regularly scheduled meetings. Public notice of the proposed change giving legal description, and time and place of the hearing shall be placed in a newspaper of general circulation at least thirty (30) days prior to the hearing. Property owners and renters within 300 feet of the boundaries of the area proposed for change shall be given notice of the change and public hearing at least thirty (30) days prior to the hearing. To encourage business sector involvement, the Oregon City Chamber of Commerce should be notified of the proposed change and public hearing to allow for discussion and comment.

Plan change applications will be considered by the City Commission, following Planning Commission recommendation.

REGULAR REVIEW AND UPDATE

Another method of Plan maintenance and updating is a continuous technical review of the Plan by the Planning staff. This review and any subsequent recommendations for Plan updating should be presented to the Neighborhood Associations, Planning Commission and City Commission for input and discussion in the same manner as requested Plan changes.

The continuous review should consider:

- (1) Plan implementation process;
- (2) Adequacy of the Plan to guide land use actions, including an examination of trends;

- (3) Whether the Plan still reflects community needs, desires, attitudes and conditions. This shall include changing demographic patterns and economics.
- (4) Addition of updated factual information including that made available to the City by regional, state and federal governmental agencies.

The intended result of the continuous review is to keep the Plan current through modification of the factual base, policies, current actions to be taken in 1-5 years and implementation ordinances.

Results of the continuous review should be presented at the regularly scheduled September Planning Commission meeting, beginning in September, 1980.

Every five years, a Plan policy review should occur, in addition to the continuous technical review. However, the policy review should focus on an analysis of all goals and policies in the Plan to determine their continued applicability. A major element of the policy review should be a community-wide survey, similar in concept to the survey conducted in this Plan's preparation. The survey should be designed to ascertain the needs, desires and attitudes of Oregon City residents and business people. Information derived from citizen input, the community survey and technical review should be used to revise and update all elements of the Plan.

Proposed changes to the Plan as a result of five-year reviews should follow the procedures for notification of annual review and update, as described above.

COMPREHENSIVE PLAN IMPLEMENTATION AND UPDATE GOALS AND POLICIES

Goal

Ensure that the Comprehensive Plan is reviewed and updated as needed to remain current with available land use planning data and regional planning efforts.

Policies

1. The Comprehensive Plan will be "opened" twice a year in March and September for Plan amendment requests.
2. "Open" the Plan, each of its elements, and the implementing ordinances for amendments that consider compliance with the goals and objectives and functional plans of the MSD. Amendment and revision for compliance with the regional goals, objectives and plans shall be consistent with any schedule for reopening of local plans approved by LCDC.
3. The Comprehensive Plan will be continuously reviewed by the Oregon City planning staff to ensure that current land use information is submitted to neighborhood associations, the Planning Commission and the City Commission.
4. The Comprehensive Plan will be reviewed every five years for major amendments to the Goals and Policies, Map and implementing ordinances.
5. The Land Use Goals and Policies will guide future urban development as designated on the Comprehensive Plan Map.