

ORDINANCE NO. 01-1033

AN ORDINANCE ADOPTING THE OREGON CITY WATERFRONT MASTER PLAN

WHEREAS, as an outgrowth of the adoption of the Oregon City Downtown Community Plan, January 2000, the Waterfront Master Plan was developed through working with Oregon City residents and public groups to develop overall vision, goals, and proposed development for the Waterfront Study Area; and

WHEREAS, the Waterfront Master Plan is intended to guide the management of the natural assets in the waterfront district, to support recreational and economic benefits for the community of Oregon City, to assist with the acquisition of necessary funding, and to provide a framework for implementation of identified projects; and

WHEREAS, the Waterfront Master Plan complies and is consistent with Statewide Planning Goals, the Oregon City Comprehensive Plan, the Downtown Community Plan, the Metro Regional Framework Plan, the Oregon City Transportation System Plan, and the Oregon City Park and Recreation Master Plan; and

WHEREAS, the Waterfront Master Plan does not identify specific changes to the Comprehensive Plan Map or to existing Zoning Districts within the study area, but instead proposes concepts for the various uses and functions within the Study Area, with recommendations for additional planning work in future phases; and

WHEREAS, notice was mailed and published in local newspapers and public meetings and workshops were held where the objectives and concepts in the Waterfront Master Plan were presented and discussed; and

WHEREAS, the Planning Commission and the City Commission both held publicly noticed work sessions on the proposed Waterfront Master Plan; and

WHEREAS, the Planning Commission held two public hearings on the proposed Waterfront Master Plan; and

WHEREAS, the Oregon City Park and Recreation Advisory Committee formally supported the Waterfront Master Plan at the October 22, 2001 Planning Commission hearing; and

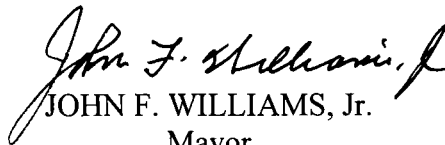
WHEREAS, the Planning Commission, based on the oral and written testimony they received at the public hearings, adopted minor revisions to the Plan and unanimously recommended it be adopted; and

WHEREAS, adopting the Waterfront Park Master Plan is in the best interest of Oregon City to ensure an appropriate balance of mixed uses, open space, active recreation, housing and commercial/retail opportunities in the area covered by the Waterfront Master Plan;

NOW, THEREFORE, OREGON CITY ORDAINS AS FOLLOWS:

Section 1. The Oregon City Waterfront Master Plan, attached as Exhibit 1, is hereby adopted as an Ancillary Document to the Oregon City Comprehensive Plan based on the findings contained in the Staff Report.

Read for the first time at a regular meeting of the City Commission held on the 20th day of November 2001, and the foregoing ordinance was finally enacted by the Commission on this 5th day of December 2001.


JOHN F. WILLIAMS, Jr.
Mayor

ATTESTED to this 5th day of December, 2001


LEILANI BRONSON-CRELLY
City Recorder

ORDINANCE NO. 01-1033
Effective Date: January 4, 2001



OREGON CITY WATERFRONT MASTER PLAN

EFFECTIVE JANUARY 4, 2002
ORDINANCE 01-1033

Prepared for:
City of Oregon City
Public Works Department and
Parks and Recreation Department

WALKER•MACY

OREGON CITY WATERFRONT MASTER PLAN

City Of Oregon City
Prepared for
Public Works Department
Parks and Recreation Department
320 Warner Milne Road
Oregon City, Oregon 97045

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Introduction



"Make no little plans, they have no magic to stir men's blood."

Daniel H. Burnham

In the year 1650, the salmon and steelhead moved in uncountable numbers up the mighty Willamette and Clackamas Rivers towards spawning areas higher in the watersheds. Native American villages were located adjacent to the Clackamas near High Rocks. From here residents had easy access to some of the best fishing locations in the Willamette Valley. By means of canoe routes and overland trails, the Native Americans were connected to other parts of Oregon and the northwest.

In 1850, pioneers of the Oregon Trail were wearily completing their cross-country trek to the Abernethy Plain near the confluence of the two major rivers. Here, they rested themselves and their livestock prior to moving to homesites across the fertile Willamette Valley. This key location -the End of the Oregon Trail-is a very special place in the history of our state.

By the year 2000, the area near the confluence of the Clackamas and Willamette Rivers was still important as a fishing site-both for Native Americans and later arriving Oregonians. The area also remained well connected to other parts of Oregon and the northwest, although more via interstate freeways and railroads rather than canoes and wagon trains.

However, one who was here in 1650 or 1850 would not recognize the area-except for the two rivers. Like the riverfront areas of most cities, this area has been extensively used for many purposes, and much of the area is degraded. The Oregon City riverfront area has been crisscrossed by major highways and an interstate railroad, used for gravel extraction and extensive landfills, and is currently used for a variety of public and private purposes (Clackamette Park, Tri-City Water Pollution Control Plant (Tri-City WPCP), concrete batch plant, warehouse and storage, and retail stores and restaurants). Figure 1 illustrates the location of the study area with respect to Oregon City and nearby communities.

The Oregon City City Commission, realizing the importance of the riverfront area, commenced a master planning study near the end of 2000. The consultants were asked to meet with City residents, talk to property owners, evaluate existing conditions, review City goals, and then to propose an innovative plan to reconnect the community to its historic waterfront.

It is neither possible nor appropriate to truly return the area to its historic past. It is possible, however, to create a framework that respects the past, recreates an environment that is friendly to fish and wildlife, provides for many recreational activities, and encourages public and private development that is compatible with the community's goals.

The plan described in this report sets forth an approach designed to achieve the City's vision for its waterfront. It is a plan that is flexible, and one that can be developed incrementally over a number of years. To accomplish the plan will require good will, hard work, and unselfish commitment and cooperation on the part of all of those involved.

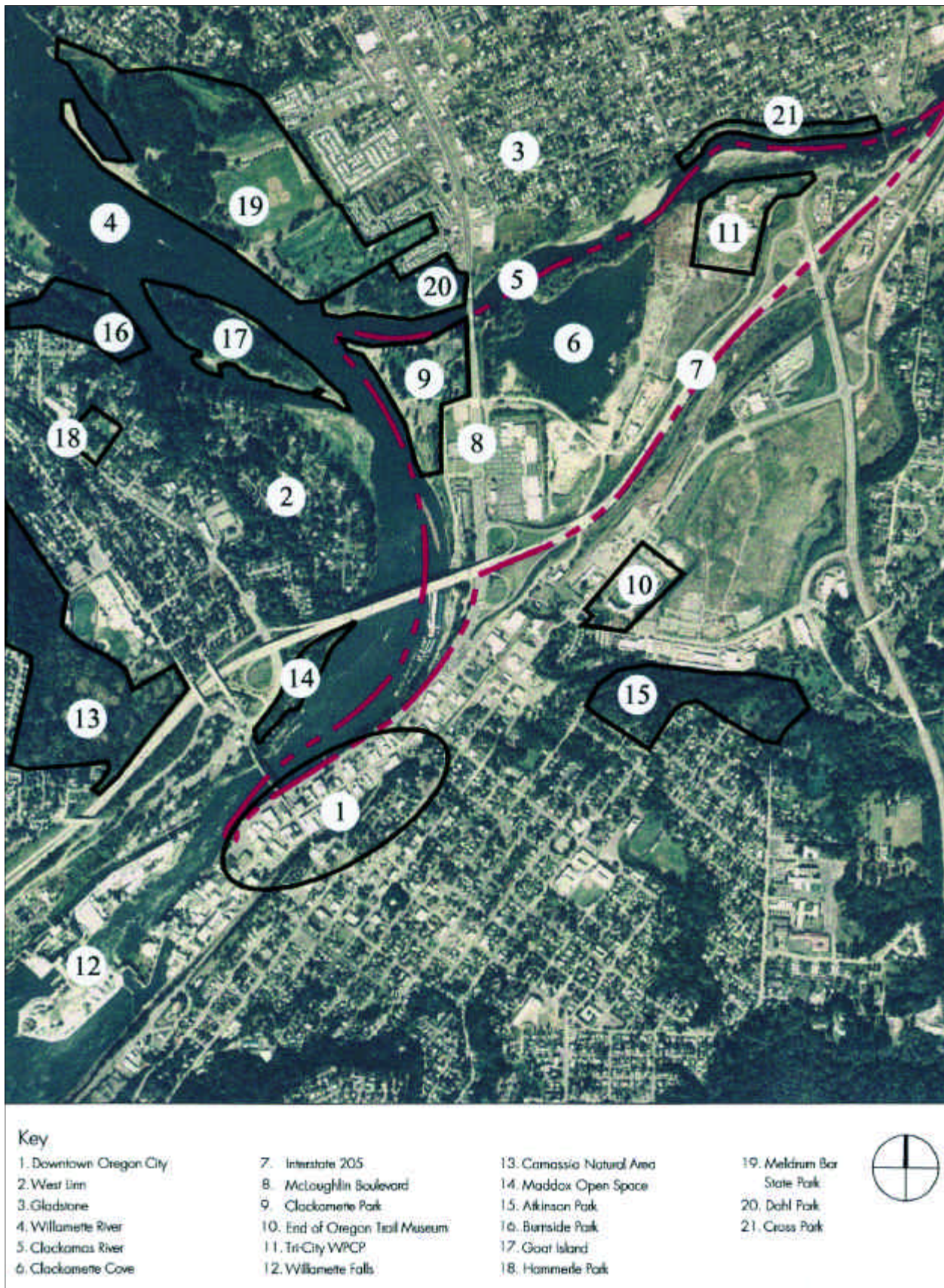


Figure 1: Regional Context



Executive Summary



Located adjacent to the confluence of the Willamette and Clackamas Rivers, Oregon City's waterfront area includes some of the region's most spectacular natural environments. The rich history and valuable natural assets of the waterfront district contribute to its extraordinary environmental, recreational, and economic opportunities. Given the site's unique characteristics and proximity to the heart of downtown Oregon City, revitalization of this area is key to shaping the future of the community.

The 1999 Downtown Community Plan refers to Oregon City's waterfront as "one of the great landscape alliances of Oregon: a historic city next to a beautiful river surrounded by a spectacular natural setting." The Community Plan calls for re-establishment of viable connections for all modes of transportation to the waterfront site as well as measures to open up the waterfront and recapture the resource for the entire community to enjoy. In response to this vision, the City of Oregon City set forth the following goals for the Waterfront Master Plan Study:

Goals

- **Enhance habitat and riparian areas**
- **Integrate open spaces**
- **Create development themes**
- **Increase employment opportunities**
- **Increase the tax base**
- **Identify public projects**

Based on these goals the Oregon City Waterfront Master Plan was developed through an interactive and ongoing public process. Feedback from open public workshops and stakeholder interviews, as well as continued work with City staff and a Technical Advisory Committee, contributed to the creation of the overall vision, goals and physical plan for the revitalization of Oregon City's waterfront.

The primary focus of the resulting Master Plan is to balance the interplay of the natural environment with the economic potential of public and private development within the area. The plan highlights openspace improvements and mixed use redevelopment within the waterfront district. Partnerships, such as collaboration with an expanding Tri-City WPCP, are encouraged to reach community goals. In addition, the plan emphasizes the need to build connections within the waterfront area as well as to extend these connections to adjacent community interests including the downtown core and the End of the Oregon Trail Museum.

Open space improvements for the waterfront will build on the existing natural environment while enhancing recreational opportunities for the community. Habitat restoration at Clackamette Cove and along the banks of the Willamette River at Clackamette Park will restore these once rich environmental resources and habitat. The establishment of no-wake boating in Clackamette Cove and the creation of a pedestrian trail tracing the shoreline will allow visitors to be submersed in the natural environment only moments from downtown. Visitors crossing the Clackamas south on

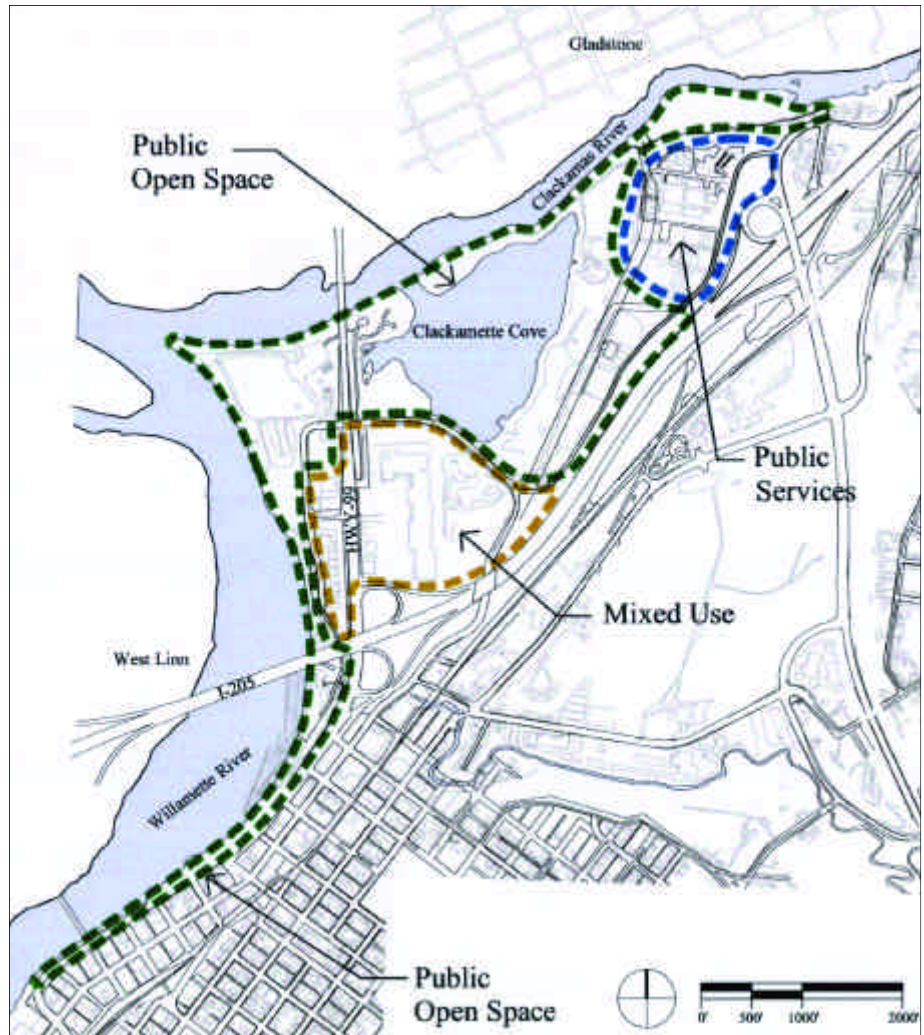


Figure 2: Land Use Plan

the renovated McLoughlin Boulevard Bridge will be greeted by a lush, forested entry to the city including a new gateway building complex on McLoughlin Boulevard announcing the presence of Clackamette Park. Improved circulation will enhance connections to the river. New group picnic facilities will replace the existing RV Park and additional boat trailer parking will ease parking congestion for fishing and boating enthusiasts. A waterfront trail system will link Clackamette Park to downtown to the south and the restored habitats of Clackamette Cove to the east.

Within the green framework created by these openspace improvements, a mixed use zone integrating the existing Oregon City Shopping Center will create a re-energized urban area along McLoughlin Boulevard (Figure 2). Combining housing with commercial/retail and potential office space as markets develop, this district will serve as a pedestrian-oriented community related to the waterfront area as well as providing additional retail opportunities for the residents of Oregon City at large. Retail bordering McLoughlin will be reconfigured to create an active urban streetscape while

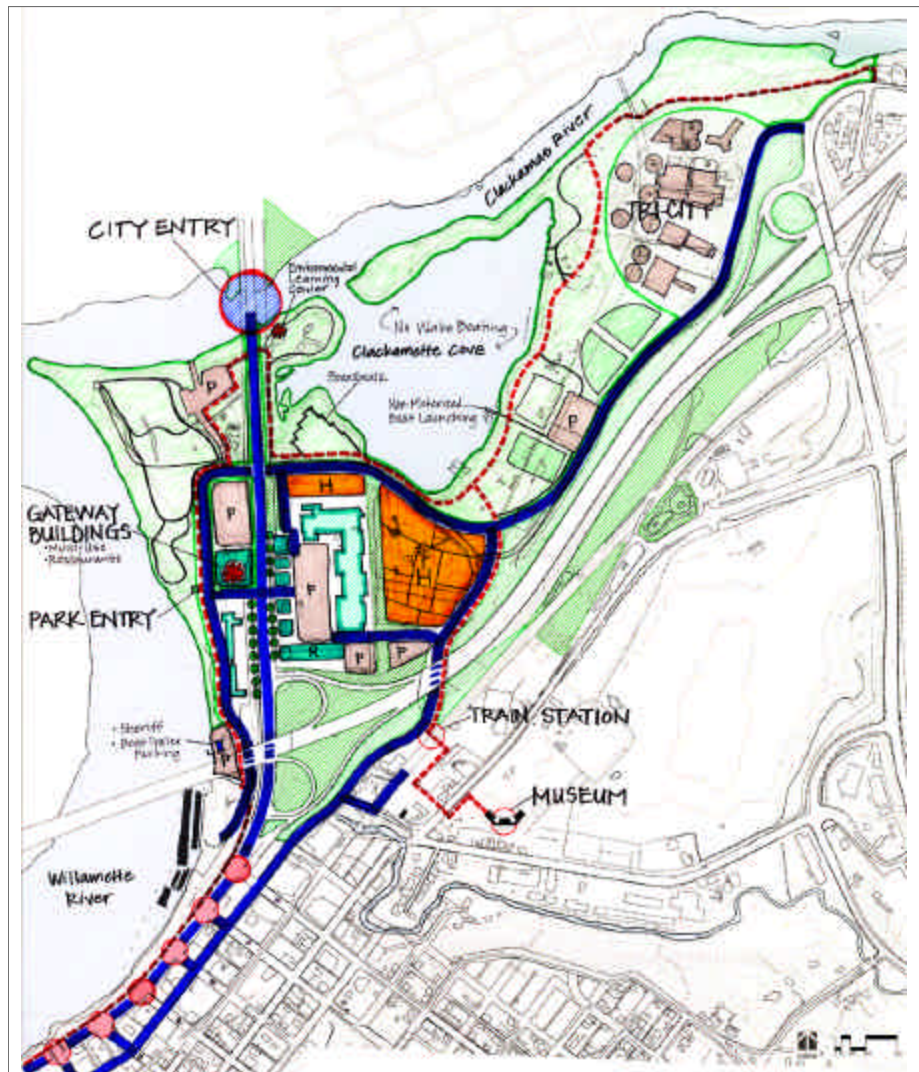


Figure 3: Master Plan Diagram

new housing will be oriented toward Clackamette Cove to capitalize on the waterfront housing market and provide a community presence on the Cove. Multiple connections throughout the mixed use district will facilitate easy pedestrian and vehicular circulation (Figure 3).

Connecting the revitalized waterfront district to the larger community of Oregon City is paramount for the long-term success of the project. The Waterfront Master Plan envisions the redevelopment of McLoughlin as a regional boulevard enhanced with street trees, widened pedestrian walks and traversed by pedestrian crossings linking the waterfront to the downtown city grid. A pedestrian promenade will border the river along McLoughlin Boulevard's western edge, at times cantilevering over the riverbank to provide views of the Willamette River and Willamette Falls. Primary connections noted by the plan include the enhancement of 17th Street or other viable connections crossing the railroad tracks to promote circulation of tourists and visitors, and exploration of opportunities for



Figure 4: Demonstration Plan

Figure 4 is a graphic representation of one possible development scenario. The actual mix of uses and final configurations will be determined based on market forces and public/private partnerships.

pedestrian connections at the new passenger rail depot. In addition, the extension of a trail system north from the restored Clackamette Cove would complete pedestrian connections to the openspaces of Gladstone via the pedestrian river crossing on the Clackamas.

In order to achieve the ambitious goals set forth in the plan, the development of partnerships with public and private entities is essential. As restoration of Clackamette Cove and redevelopment of a mixed use district move forward, current opportunities exist to collaborate with Tri-City WPCP in their expansion of facilities adjacent to the waterfront area. Current expansion plans open the door for the creation of public ballfields south of the existing Tri-City WPCP as well as the construction of a

demonstration wetland system near the Cove that may also be made accessible to the public. The Tri-City WPCP expansion will encourage visitors to the area which, in turn, should bring customers to local businesses. Such partnerships will maximize the benefits for both private enterprise and the residents of Oregon City.

To achieve the vision developed by the Oregon City community and presented in the Waterfront Master Plan, a strategy that seeks to capitalize on existing resources and emphasizes attainable goals is necessary. The plan proposes the following elements as a strategy for success:

Strategy for Success

- **Make a 'Great Plan', i.e. a comprehensive plan that will serve as a motivating vision that captures the imagination of stakeholders**
- **Define a series of attainable projects within the plan**
- **Solicit stakeholder input and encourage ownership**
- **Support committed ongoing city and private sector leadership**
- **Determine development standards for the area**
- **Enhance communication and develop partnerships**

Through continued discussion and collaboration between the City and its residents, the Oregon City waterfront can become a truly unique and captivating gateway to downtown as well as a valuable community resource for generations to come.



Goals & Study Process



At the outset of the study, the Oregon City City Commission identified the following goals to guide the undertaking:

Goals

- **Enhance habitat and riparian areas**
- **Integrate open spaces**
- **Create development themes**
- **Increase employment opportunities**
- **Increase the tax base**
- **Identify public projects**

This plan for Oregon City's waterfront is a part of the overall planning effort that has been underway for many years. The guiding or master document is the City's Comprehensive Plan, which has been acknowledged by the state as being in compliance with state goals. Other adopted plans which relate to the work described in this report include the recently completed Downtown Community Plan (1999), the Parks and Recreation Master Plan (1999), and the Downtown/North End Urban Renewal Plan (1990). All of these documents were reviewed and considered in the development of the Waterfront Master Plan.

The study process included incremental steps to ensure that Oregon City residents and businesses had ample opportunity to voice opinions and suggest improvements to the plan. The process commenced with stakeholder interviews to obtain a wide variety of opinions. The City staff developed a list of stakeholders who represented a broad range of interests to ensure that as many viewpoints as possible were presented. Stakeholders are persons with a known or anticipated interest in the study area and include City Commissioners, Planning Commission members, Park Advisory Board members, property owners, business owners, recreationists, environmentalists, and public facility managers.

Following this step, the consultants conducted a series of site studies and reviewed available background information related to the study area. This work helped to identify opportunities and issues, to consider the comments and ideas provided by the stakeholders, and to review existing land use and natural resource regulations. A real estate review was also conducted to gauge the desirability of this area for urban uses such as retail operations, housing, and office space. From this work, a series of display boards were prepared illustrating findings and alternative concept plans for the study area.

Next, two public open houses and meetings with a Technical Advisory Committee, the Planning Commission and the City Commission were conducted to give interested citizens opportunities to express their views. Comments provided by participants were then used to refine the concept plan ideas discussed at the open houses.

Key concepts gathered from public participation included:

Key Concepts

- **Return Oregon City to its riverfront heritage.**
- **Emphasize history: Abernethy Green, environmental, cultural.**
- **Help revitalize downtown.**
- **Acquire remaining private waterfront parcels.**
- **Encourage appropriate economic development.**
- **Develop at a human scale that blends with the environment.**
- **Encourage mixed use redevelopment in suitable locations.**
- **Enhance natural resource areas.**
- **Be proactive about water resource setbacks.**
- **Improve connectivity (pedestrians, bikes, autos).**
- **Develop a "Heritage Trail" linking community resources.**
- **Accommodate regional recreation.**
- **Establish areas for habitat and passive recreation at the Cove.**
- **Develop a "Promenade" along the Willamette River.**
- **Provide Willamette Falls viewing locations.**
- **Accommodate fishing and watercraft activities.**
- **Accommodate tour boats and water taxis.**
- **Partner with other public entities.**
- **Leverage available funds.**



Existing Conditions



General

The study area includes approximately 328 acres and extends 7300 feet along the Willamette River and 8100 feet along the Clackamas River. I-205 generally forms the land side boundary of the study area with the exception of the southern portion of the site, which abuts downtown Oregon City to 5th Street (Figure 1).

The key natural features of the study area are the shorelines of two of Oregon's most significant rivers - the Willamette and the Clackamas, Clackamette Park, and Clackamette Cove. The majority of the study area lies within the 100-year flood plain (Figure 5). Key constructed facilities include I-205, McLoughlin Boulevard, the Tri-City WPCP, and the Oregon City Shopping Center.

The land near the confluence of the two rivers was a low-lying river influenced area underlain with river gravel until sometime after 1900. Since then, major changes have occurred, including filling large portions of the site to above the 100-year flood elevation, excavating the area now known as Clackamette Cove for its aggregate, refilling gravel pits with trash and construction debris, constructing a regional wastewater treatment plant, and constructing facilities to accommodate commercial and industrial activities. Major transportation links including an interstate railway, an interstate freeway, a major arterial and local streets have been built. In short, neither an early Native American nor a pioneer would recognize any part of the study area - except, of course, the two rivers.

Sub-Area Descriptions



1. Clackamette Cove

Clackamette Cove, the result of an earlier aggregate removal operation, contains approximately 37 acres of water surface, with water depths ranging up to approximately 15 feet. Remnants of earlier industrial operations can be seen in and around the edges of the cove. These remnants include a sunken barge, a crumbling loading dock and concrete structures of various types. Presumably, some industrial artifacts are also located on the bottom of the cove. The edges of the cove are generally over-steep, and are slowly eroding into the shallows at the edges of the water surface. Some portions of the cove shoreline are vegetated with native trees and shrubs as well as invasive plants such as blackberries and ivy. Other portions of the shoreline are of compacted granular material and not conducive to revegetation.

The cove has a dredged connection to the Clackamas River, which was formerly used by tugs pushing aggregate barges. This connection allows for the exchange of water when the tide changes (the Willamette River is influenced by ocean tides as far upstream as Willamette Falls). The connection to the river is no longer being dredged and a gravel bar is building across the mouth of the opening to the cove. It is not clear whether

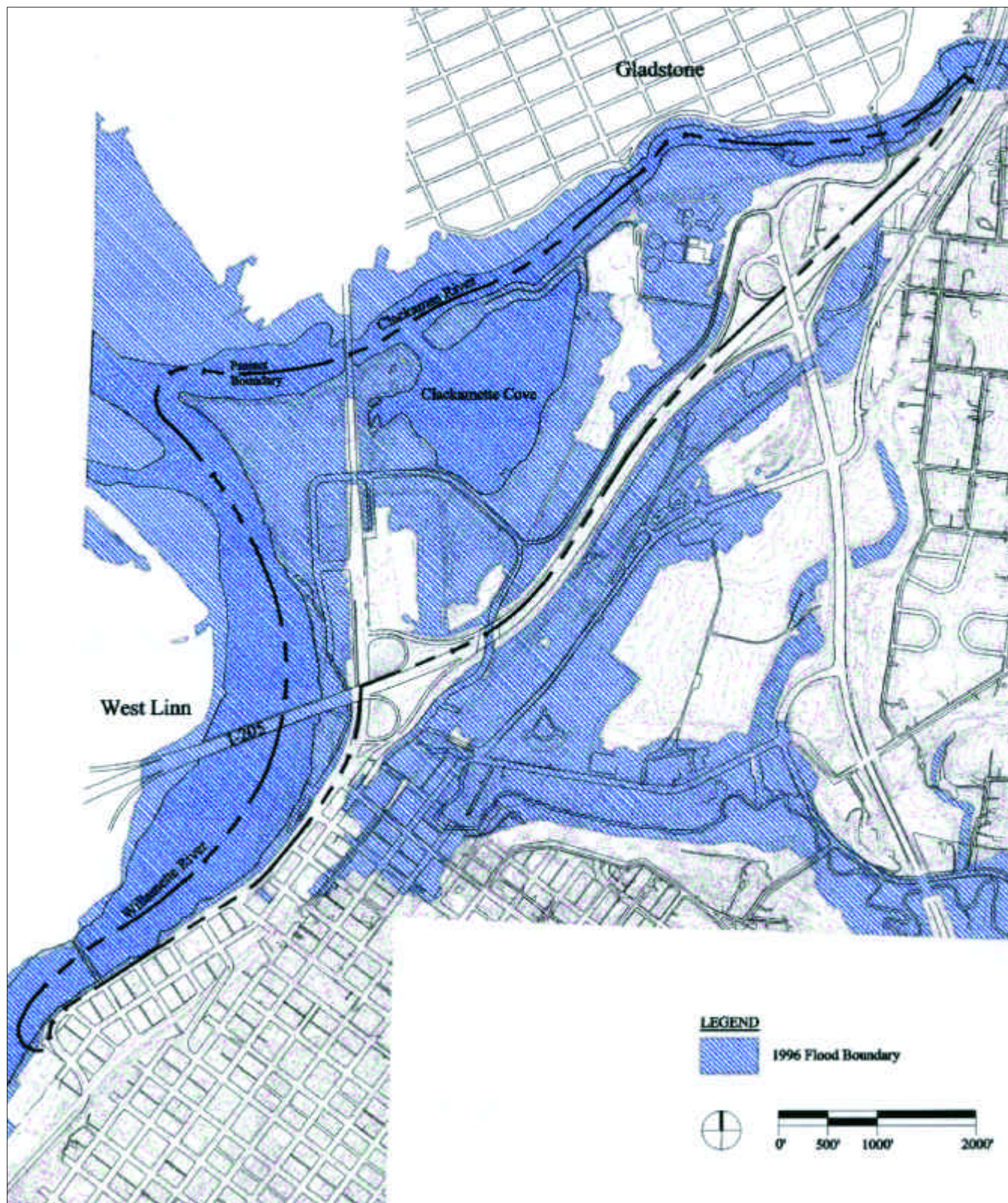


Figure 5: Flood Plain

the tidal or river action will continue to keep the cove entrance open, or whether the gravel bar will eventually occlude the opening.

The Clackamas County Sheriff maintains a marine operation in the cove. This facility includes an upland parking and storage area, a floating office, and boat docks. To date, the Sheriff's boats have been able to exit the cove when needed. However, crossing the building gravel bar is becoming more difficult, especially during low water periods.

An environmental education center is located near the northwest corner of the cove. This privately run facility holds classes, leads tours, encourages natural resources stewardship and highlights the culture of Native American communities formerly located in the area.



2. Tri-City Water Pollution Control Plant

The wastewater treatment plant that serves Oregon City, Gladstone, and West Linn is located in the northeast corner of the study area adjacent to the I-205/Hwy 213 interchange. The facility is operated by Clackamas County and is large enough to serve the area's present population. In the near future, the plant will need to be substantially enlarged to serve the expected increase in area population.

The County does not have sufficient land to accommodate future expansion. The County and City are discussing the transfer of some City-owned land to the Tri-City plant to accommodate future expansion needs.

Agnes Avenue, a private street, parallels I-205 between the Main Street extension and the Hwy 213 interchange. This road is located on top of a closed landfill and has settled significantly in some locations. Fearing accidents on this inadequate road, the Tri-City staff has barricaded the road to prevent motor vehicles from traversing the length of the road. Pedestrians and bicyclists, however, continue to use it.



3. Oregon City Shopping Center / Glacier Concrete Batch Plant Area

A large portion of the site, between I-205 and the cove, has been developed to accommodate commercial and industrial uses.

The shopping center contains approximately 238,000 square feet of space and includes retail operations, food service, small offices, and stand alone "pad" buildings fronting McLoughlin Boulevard. The entire shopping center site was filled at some earlier time to the 100-year flood elevation. The owner of the center, Pan Pacific Corporation has recently expended a substantial sum of money to upgrade the appearance of the main buildings. The "pad" buildings near McLoughlin are being worked on at present and should further enhance the appearance of the center.

The Glacier Concrete Batch Plant is located to the east of the shopping center. Raw materials (e.g., sand, gravel, and cement) are brought to the site by truck. These raw materials are mixed to specifications and then sent out to construction sites in mixer trucks.

The operation is fairly extensive with the batch plant operations and materials stockpiles located south of the Main Street extension. Truck and employee parking is located on the north side of the Main Street extension between Agnes Avenue and the Cove.

The southern portion of the site, near I-205, has been filled over the years to above the 100-year flood plain. That portion of the site closer to the Main Street extension is at a much lower elevation and is subject to flooding.

Several small industrial activities are located near an existing warehouse at the intersection of Agnes Avenue and the Main Street extension. The warehouse appears to be in very poor condition and the site is used for the storage of old vehicles, equipment, materials, etc.

Two vacant parcels exist to the north of the shopping center, one on each side of the Main Street extension. These parcels are 50 percent owned by a private individual and 50 percent owned by the City. Because of the ownership (exactly 50-50), neither party can move forward with any activities without the approval of the other. Representatives of both parties are attempting to resolve this impasse in a manner that benefits each owner.



4. McLoughlin Boulevard

McLoughlin Boulevard (US 99E) traverses the study area from the Clackamas River on the north to the Willamette Falls viewpoint at 5th Street. This important regional arterial both provides access to the area and acts as a barrier separating the Willamette River edge from the rest of the study area and from downtown.

At the north end, the McLoughlin Boulevard Bridge visually announces the importance of the river. This handsome bridge was designed by the noted Oregon Bridge designer Conde B. McCullough and creates a "gateway" into Oregon City.

South of the bridge, McLoughlin is on a road fill which extends as far south as approximately 16th Street. The Main Street extension passes under McLoughlin providing an easy grade separated connection between Clackamette Park to the west and the cove to the east. The section of road on the fill is quite wide and discourages pedestrians from crossing the boulevard. This section of road is too wide to be viewed as an urban street, and is clearly part of the highway system.

The intersection of I-205 is very large and imposing. Drivers need to make early decisions about which lane to be in to ensure that they can follow their desired route.

South of I-205, McLoughlin becomes more narrow and takes on the appearance of an urban arterial street. However, due to heavy traffic volumes and relatively high speeds, the corridor is not appealing to pedestrians. Further, there are few secure pedestrian crossings along the stretch of highway between 16th and 5th Streets. This severely limits the ability of downtown visitors to access the waterfront.



5. Clackamette Park

This City park, at the confluence of the Willamette and Clackamas Rivers, is a favorite of many city and metro area residents. During fishing season the park is very heavily used by both boat and bank anglers. Parking is frequently in short supply, especially for vehicles pulling trailers.

During the summer months, the park is used by individuals and groups for picnics, special events and water sports. The recreational vehicle park also draws many people who enjoy a location on the river.

Park facilities include a boat ramp, floats, public restrooms, horseshoe pits, skateboard park, RV park, RV dump station, picnic shelters, and trails. Paved parking is available along the park entrance road. The RV park is gravel surfaced, and can be used to accommodate vehicle parking if desired. A City-owned lot to the north of McDonalds is used to accommodate overflow parking during fishing season and during special events.

The park is relatively low in elevation and therefore, subject to periodic flooding. Facilities developed in the park must either be constructed to withstand flooding or be elevated above the flood plain.

The park contains a pleasant mix of trees, grassy open spaces, and shrub/tree borders. Of the 21 acres contained in the park, only the southern four acres are undeveloped. This undeveloped area contains some fill material placed amid the scattered trees.

The park entrance can be reached from McLoughlin via Dunes Drive or from the east via the Main Street extension. At the entrance, a motorist is presented with a confusing geometric layout. The main road leads to the boat launch area, but an adjacent paved area leads to the RV dump station. An additional road heads west to serve the RV parking area. There are simply too many choices to be considered in the very confined entrance area.

Vehicles are allowed to drive to, and park at, the edge of the Willamette River in an uncontrolled manner. This indiscriminate use has completely eliminated riparian vegetation and has the potential to accelerate the erosion of the gravel-covered riverbank. Whether there are any problems caused by hydrocarbon leaks from vehicles is not known.



6. Willamette River Shoreline

The shoreline of the Willamette changes in character, from being constrained within basalt cliffs near downtown to a more open, gravelly riverbank condition near the Clackamas River confluence. The Oregon City/West Linn Bridge spans the river between the basalt cliffs providing a connecting link to the core area of West Linn.

Sportscraft Marina is located just south of the I-205 bridge. The marina has access to a narrow strip of land that is used to store boats and other marine-oriented equipment. Most of the marina facilities are located on piers over the river. The marina is in poor condition with unappealing storage and site development. Access is via a public roadway that also leads to the public boat launch at the mouth of Abernethy Creek.

A former log unloading operation is located immediately north of the I-205 bridge. This vacant site has been purchased by the City and is available for reuse under public ownership.

The shoreline north of I-205 is in public ownership. That portion of the shoreline opposite the Rivershore Motel is undeveloped at present. The developed portion of Clackamette Park starts approximately due west of McDonalds restaurant and extends to the confluence of the Clackamas River.



Infrastructure

The study area is well served by regional roads, including McLoughlin Boulevard (US 99E), Interstate 205, and Hwy 213. Interchange between these regional routes is available at two interchanges within the study area - one near the Tri-City WPCP, and the other near the southwest corner of the Oregon City Shopping Center (Figure 6).

The local street network, however, is very limited. The Main Street extension connects between Clackamette Park and the downtown area. Dunes Drive provides property access on the west side of the study area and is connected to McLoughlin at a signalized intersection opposite the shopping center. Agnes Avenue, a private road which links Main Street to the I-205/Hwy 213 interchange, has been barricaded due to excessive settlement.

Railroad passenger service is potentially available via AMTRAK, which uses the Southern Pacific railroad tracks located just to the east of I-205. The City and AMTRAK are discussing the potential for a stop located on Washington Street across from the museum.

Utility services (water, sanitary sewer, electric power, telephone, and natural gas) are available to the general site area. Storm drainage is accommodated on a parcel by parcel basis, with discharge into nearby waterways. While these utility services are available to individual buildings in the area, much of the site area is currently undeveloped. As new development is proposed, utility services capacity should be evaluated to ensure sufficient service.

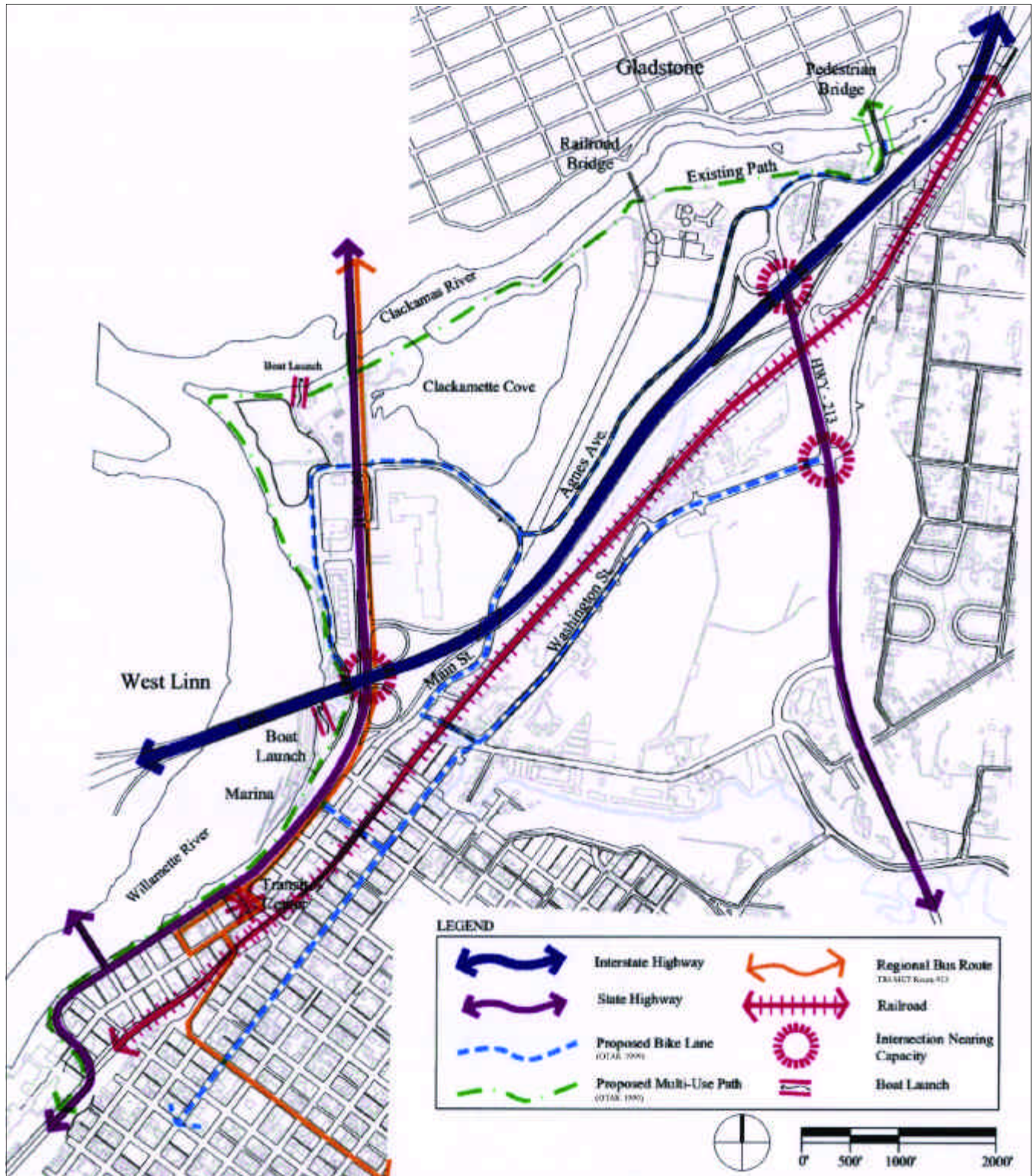


Figure 6: Existing Circulation

The Tri-City WPCP is located in the northeast corner of the study area. This plant treats sewage from Oregon City, Gladstone, and West Linn. Major interceptor sewers bring wastewater to the plant from the sewer line that runs along the Willamette River to Clackamette Park, then east along the south side of Clackamette Cove, and then north into the treatment plant. Another sewer main enters the plant from the north via the old 82nd Avenue Bridge across the Clackamas River. A major outfall discharges treated effluent into the Willamette River. The plant has adequate capacity to serve existing users, and the plant operators have developed plans for expansion paced to population growth in the service area.

There is an existing PGE aerial power line located to the west of Agnes Road following an unused railroad right-of-way. This power line runs generally north-south across the study area from the Main Street extension to the Clackamas River.



Riparian Conditions

A preliminary review of resource issues, including the confluence of the Willamette and Clackamas Rivers, was conducted, focusing on riparian vegetation with consideration of associated instream and upland habitat issues. A field survey of the riparian edges of the two rivers and Clackamette Cove was conducted to identify resources within Oregon City's 200 foot water resource setback zone (Figure 7).

The confluence of the two rivers is a critical habitat feature of the Willamette and Clackamas River systems. Confluence areas, generally, are higher in species diversity and productivity than linear riverine or upland reaches. Because of its location, flat terrain, and numerous nearby habitat features (small creeks, wetlands, fast and deep waters, rock outcrops, diverse forest types and accessible stream edges) the Willamette-Clackamas confluence zone represents an important regional habitat.

From a fisheries perspective, the confluence provides a critical stream habitat because of the high quality of Clackamas River water, variable and annually reworked river sediments, pools and resting zones on both rivers, and the accumulation of food supplies where the two powerful rivers meet. The area provides important resting and migration staging areas for salmon as well as supporting significant salmonid, shad, sturgeon, and warm water fisheries.

Development has changed significant aspects of this confluence zone, particularly regarding larger wildlife forms. Human activities have displaced larger and more sensitive species such as bear, elk, eagles and cougar, in favor of species that can tolerate significant human presence. Much of this former upland habitat diversity cannot be recreated. However, nearby environmental resources (Goat Island, Dahl, Atkinson, Maddox, and Meldrum Bar) still provide remnants of that former diversity and natural beauty. Portions of the study area may be protected and enhanced to complement these regional resources.

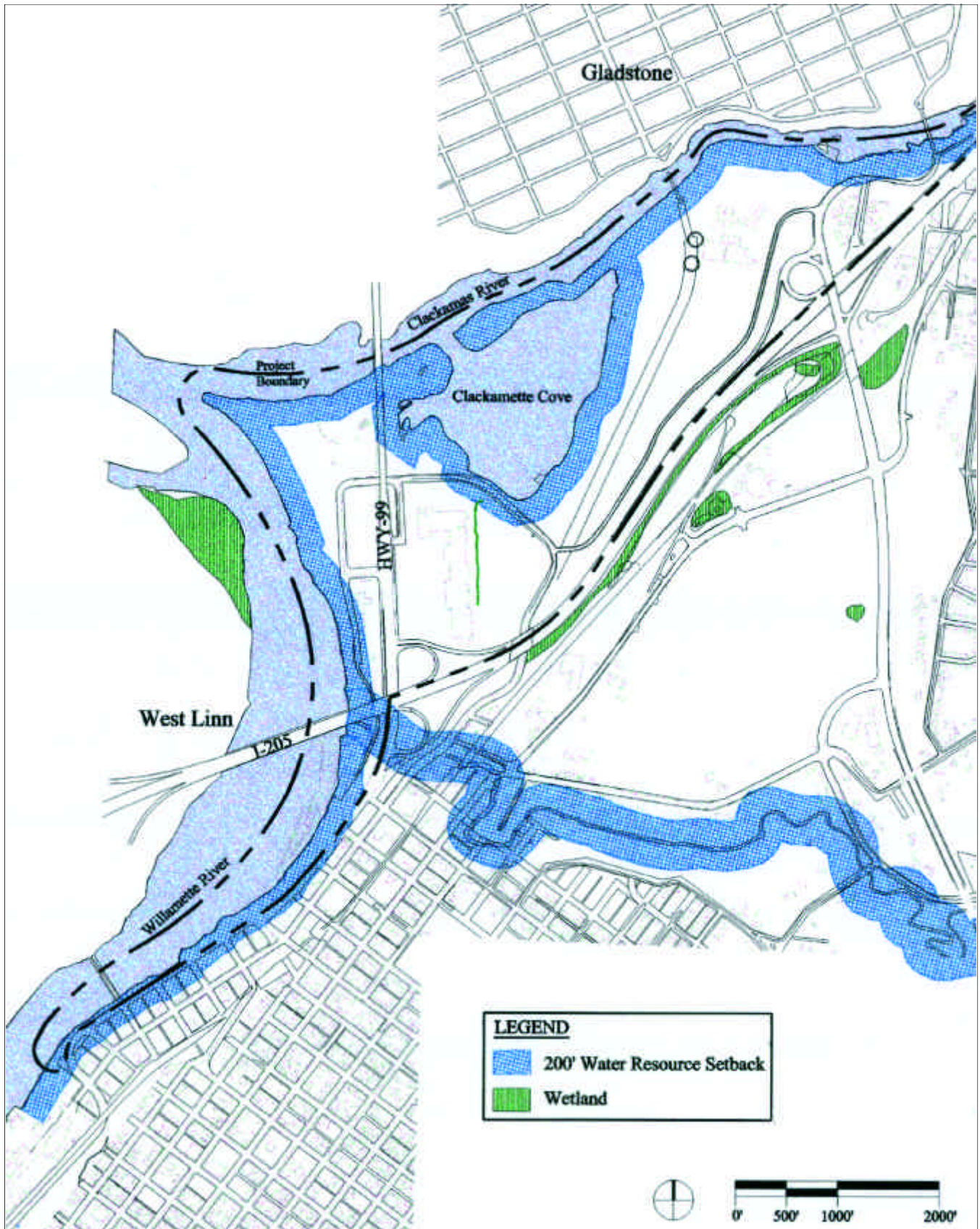


Figure 7: Setback Zone

For the most part, the shoreline edges have been degraded over the years by the impact of industrial activities, urban development, and recreational use. The following brief comments identify significant issues or considerations associated with each distinct segment or "reach" as identified by topography, ownership, hydrologic conditions, or current land use (Figure 8).

Reach 1 - Willamette River - 5th Street to Sportscraft Marina

- Bank composition: basalt bedrock
- Riparian vegetation: limited pockets of trees
- Limited habitat potential due to bedrock

Reach 2 - Willamette River - Sportscraft Marina to I-205 Bridge

- Bank composition: alluvium (river deposited gravel)
- Riparian vegetation: limited
- Limited habitat potential

Reach 3 - Willamette River - I-205 Bridge to the Clackamas River

- Bank composition: gravel/cobble with some rip-rap and boulders. Obvious bank degradation and erosion
- Riparian vegetation: some cottonwood and willow trees
- Good re-vegetation potential
- Appears to have a diversity of in-stream habitats

Reach 4 - Clackamas River - Willamette River to Cove Entrance

- Bank composition: sand/gravel, with extensive rip-rap in two areas (obvious bank degradation near the boat launch)
- Riparian vegetation: mature cottonwood trees and blackberry vines
- Some re-vegetation potential (limited by heavy human use)

Reach 5 - Clackamas River - Cove Entrance to Railroad Bridge

- Bank composition: cobbles/boulders
- Riparian vegetation: cottonwood, alder, some Douglas fir, blackberry vines
- Heavily eroded bank, may breach into the cove
- In-stream habitat dominated by riffles
- Good habitat value, vegetation can be enhanced.

Reach 6 - Clackamas River - Railroad Bridge to River Access Parking

- Bank composition: gravel/cobble with a large gravel bar
- Riparian vegetation: cottonwood and red-osier dogwood
- In-stream habitat dominated by riffles and shallow water
- Good habitat value

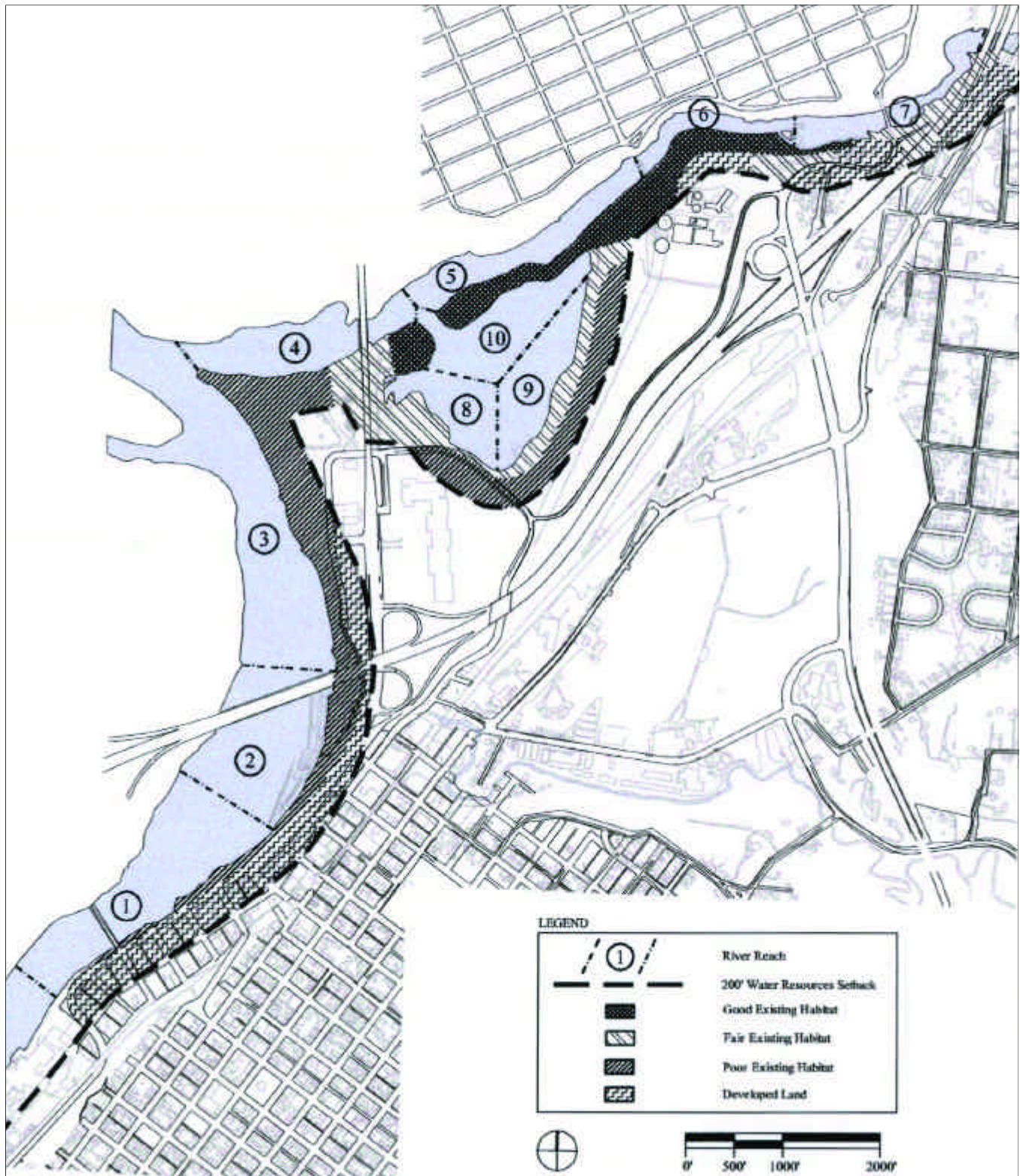


Figure 8: Habitat

Reach 7 - Clackamas River - River Access Parking to I-205 Bridge

- Bank composition: basalt bedrock
- Riparian vegetation: cottonwood, Douglas fir, blackberry
- In-stream habitat includes deep pools and basalt shelves
- Reasonable habitat value

Reach 8 - Clackamette Cove - Southwest Portion

- Bank composition: gravel/cobble with muddy areas around shallow bay
- Riparian vegetation: cottonwood, some alder, some willow
- Slack-water fish habitat, small sheltered bay, mud bottom supports clam habitat
- Good restoration and enhancement potential

Reach 9 - Clackamette Cove - Southern and Eastern Portions

- Bank composition: gravel/cobble
- Riparian vegetation: narrow strip of cottonwood trees and blackberry vines
- Significant beaver signs
- Slack-water fish habitat
- Good restoration and enhancement potential

Reach 10 - Clackamette Cove - Northern Portion

- Bank composition: gravel/cobble
- Riparian vegetation: cottonwood, some Douglas fir, blackberry vines
- Good habitat structure, vegetation can be enhanced
- River otter and beaver signs



Zoning - Primary Districts

Land uses within the study area currently are controlled by four underlying zoning districts: General Commercial District (C), Central Business District (CBD), Tourist Commercial District (TC) and Single-Family Dwelling District (R-10).

The **General Commercial District** in Oregon City allows a wide range of commercial and transportation uses outright. This is Oregon City's auto-oriented commercial zoning district. All uses allowed in the RA-2 Multi-Family Dwelling District are also allowed outright. Retail feed, fuel, lumber and building yards are also allowed behind a site-obscuring fence (OCZO 17.32.020). Conditional uses include public recycling facilities, boat repair facilities, communication facilities, nursing homes, and the wide range of public and semi-public uses allowed by Chapter 17.56, Conditional Uses (OCZO 17.32.030). Front, rear and street-side property line setbacks of 10' are required. The maximum building height is 35' (OCZO 17.32.040).

The **Tourist Commercial District** is intended to serve Oregon City tourists. Tourist-related uses include amphitheaters, auditoriums, biking and hiking facilities, hotels and motels, marinas, museums, parks, restaurants and "retail and services uses directly related to tourist attraction" (OCZO 17.30.020). Conditional uses include entertainment centers, golf courses and driving ranges, mixed use developments (residential cannot exceed 25% of total floor area), offices, overnight camping, fire and police facilities, RV Parks, service stations, and "transitional uses" (i.e., pre-existing non-conforming uses), public recycling facilities, boat repair facilities, communication facilities, nursing homes, and the wide range of public and semi-public uses allowed by Chapter 17.56, Conditional Uses (OCZO 17.32.030). Property line setbacks of 10' are required. The maximum building height is 35' (OCZO 17.30.040).

The **Central Business District** allows outright all uses permitted in the General Commercial District and all uses allowed in the RA-2 Multi-Family Dwelling District. Retail feed, fuel, lumber and building yards are also allowed behind a site-obscuring fence. In addition to General Commercial uses, the CBD also allows the "Downtown Association outdoor craft/farmer's market" (OCZO 17.34.020). Conditional uses include public recycling facilities, boat repair facilities, communication facilities, nursing homes, and the wide range of public and semi-public uses allowed by Chapter 17.56, Conditional Uses (OCZO 17.32.030). No property line setbacks are required. The maximum building height is 75'. All development within the CBD is subject to the design requirements of the Downtown Oregon City Building Improvement Handbook (OCZO 17.34.040).

The R-10 District is a low-density residential district that allows single-family dwellings, public-owned parks and community centers, and farming outright (OCZO 17.08.020). Golf courses and uses listed in OCZO 17.56, Conditional Uses (see discussion under General Commercial District, above), may be permitted through the conditional use process (OCZO 17.08.030). Property line setbacks of 10-25' are required. The maximum building height is 35' (OCZO 17.08.040).

Zoning - Overlay Districts

Land uses within the study area are also controlled by four overlay districts: Willamette River Greenway (WRG); Water Resources (WR); Flood Management; and the Historic (H) District. The effects of the overlay district regulations are cumulative. The more restrictive set of regulations controls. Where there are overlapping overlay districts (e.g., WR and WRG), compliance with the standard of one overlay district is a necessary, but not sufficient, condition for code compliance.

The **Willamette River Greenway Overlay District** applies to "any development, change of use, or intensification of use" within the "Greenway compatibility boundary", defined as 150' from the ordinary low-water line of the Willamette River (OCZO 17.48.040 and 100). Generally, development

must be "directed away from the river" and "protect and enhance the vegetative fringe to the greatest extent practicable". Landscaped area, open space or vegetation between the river and the activity" and public access to the river must be "maximized" (OCZO 17.48.070-100). Except for "water dependent and water related uses", "greenway setbacks" (within the compatibility boundary) must be established on a case-by-case basis consistent with WRG standards. Note that "prohibited uses" within the WRG boundary (which extends beyond the 150' compatibility boundary) include residential structures over 35', "structural bank protection", and subsurface sewage disposal drainfields (OCZO 17.48.110).

The **Water Resources Overlay District** was modeled after Metro's Title 3 and is intended to protect water quality. For "anadromous fish-bearing streams", such as the Willamette and Clackamas Rivers, the required width of the "vegetation corridor" is 200'. Riparian enhancement, redevelopment that does not increase the "structural footprint", and public facilities are allowed uses within this corridor. However, other uses allowed in the "base zones" are subject to review standards. As part of the application, a detailed inventory, avoidance and alternatives analysis, and mitigation plan must be prepared. If the quality of vegetated corridor is "marginal" or "degraded", enhancement is required. The width of the corridor may be reduced if the corridor is "primarily developed with commercial, industrial or residential uses or is significantly degraded with less than 25% vegetative cover." The Planning Commission must also find "decreasing the width of the corridor will not adversely affect the water resource functional values". In no case may the vegetated corridor be reduced below 50' (the minimum for a non-anadromous fish-bearing stream) (OCZO 17.49.060). Density transfer is permitted through the Chapter 17.64 Planned Unit Development process. Variances are allowed to ensure against "unreasonable hardship". If the Planning Commission determines that strict variance requirements are met, the vegetative corridor may be reduced to 15', provided that the average width does not decrease below 30'.

The **Flood Management Overlay District** was recently amended in conformance with Metro Title 3 requirements. Chapter 17.42 applies to land within the 100-year floodplain and to land with "physical or documented evidence of flooding" based on aerial photographs of the 1996 flood and/or Metro water quality and flood management area maps (OCZO 17.42.030 and 090). Uses allowed in the base zones are also allowed within the Flood Management Overlay District, subject to standards. In addition to constructing habitable flood area one foot above the 100-year flood elevation and related engineering requirements, the City has adopted a "balanced cut and fill" policy: "No net fill in any floodplain is allowed...any excavation below bankfull stage shall not count toward compensating for fill" (OCZO 17.42.170).

The **Historic Overlay District** does not appear to apply to any land within the Oregon City Waterfront study area.



Master Plan



The Waterfront Master Plan is developed around the concept of connecting Oregon City to its historic waterfront.

This waterfront area is incredibly rich - both in terms of natural resources and history. Unfortunately, much of the area has been severely degraded over the past 100 years. The goal of this plan is to restore the study area to its former grandeur and create an area that serves the citizens of Oregon City and the metropolitan area.

Objectives

During the course of the study, the following objectives evolved to guide the preparation of the Waterfront Master Plan.

1. Return Oregon City to its riverfront heritage.
2. Enhance the northern entrance to Oregon City to assist in downtown revitalization.
3. Encourage mixed-use development in appropriate locations.
4. Enhance natural resource areas and provide habitat for fish and wildlife.
5. Improve connectivity within the study area and improve linkages to the community beyond (vehicles, bicycles, and pedestrians).
6. Accommodate a range of active and passive recreation activities.
7. Develop the cove area to accommodate a balance of wildlife habitat and family recreation.
8. Develop a riverfront promenade along the Willamette River from the viewpoint at 5th Street to Clackamette Park.
9. Develop an interpretive scheme which incorporates the End of the Oregon Trail Museum, the waterfront, and downtown. Describe environmental, social, and historic aspects including the concept of the Abernethy Green.
10. Seek both public and private partnerships to leverage maximum benefits from the expenditure of available funds.

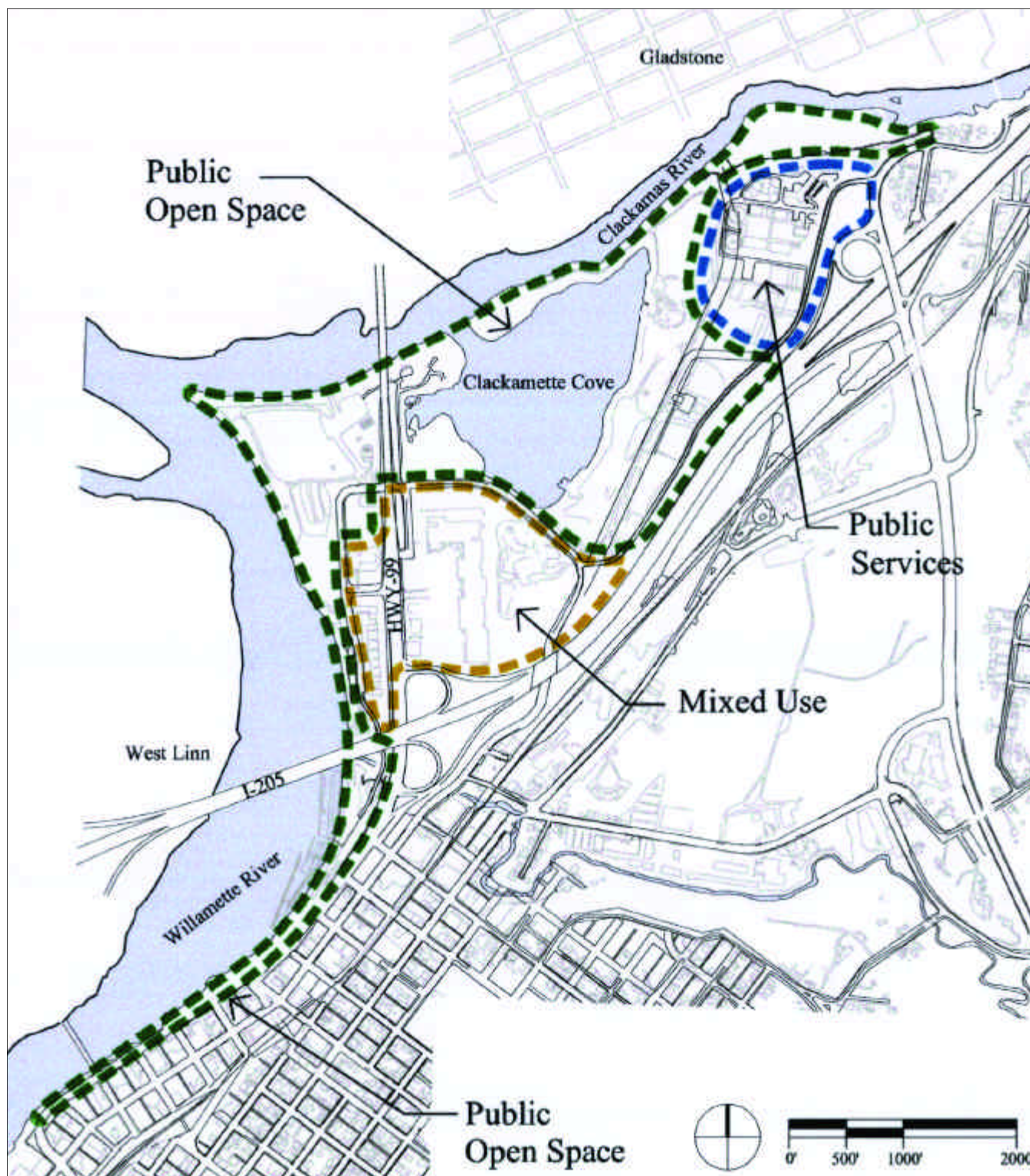


Figure 9: Land Use Plan

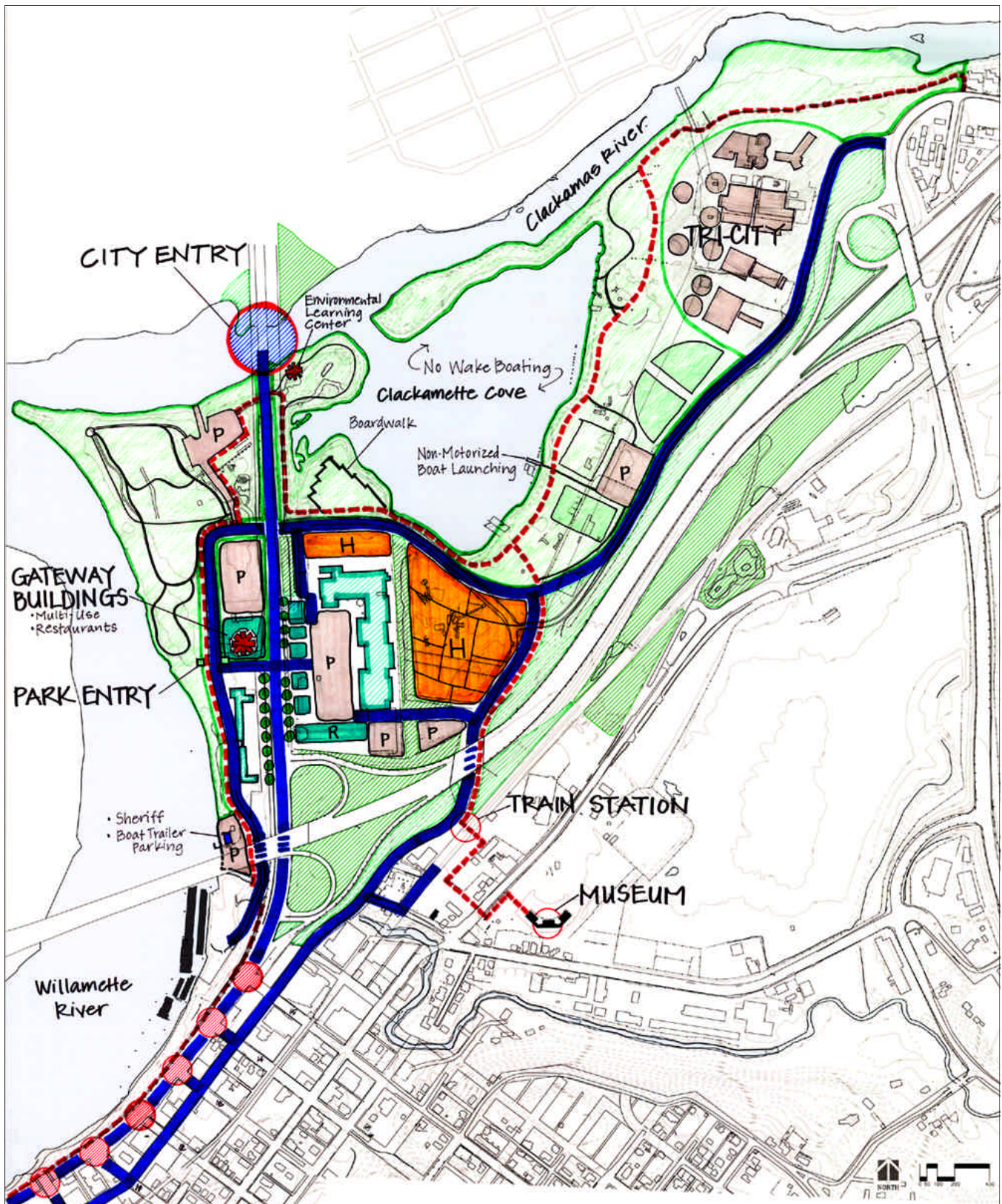


Figure 10: Master Plan Diagram

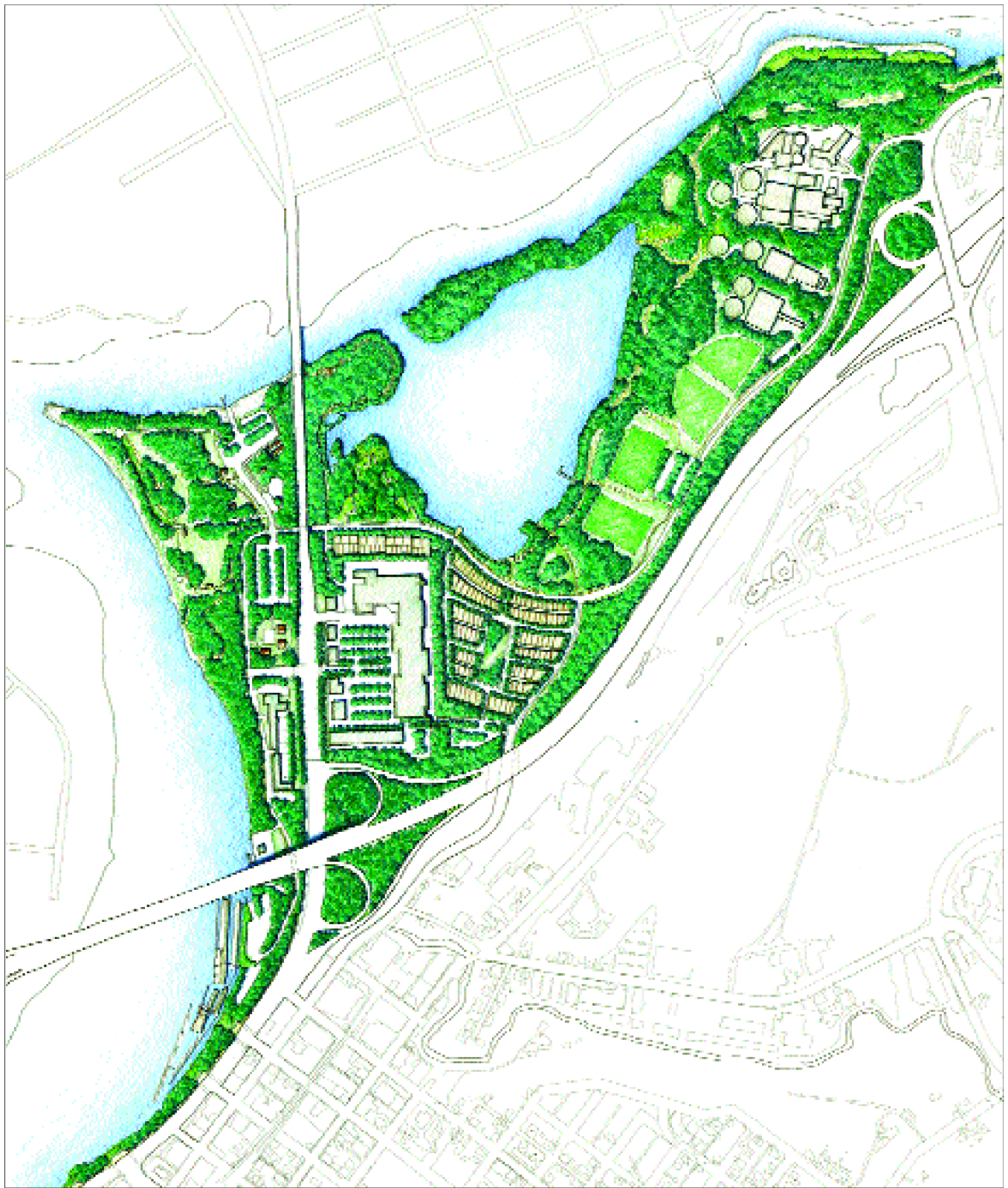


Figure 11: Demonstration Plan

Concept

Based on the objectives, a master plan concept was developed for the study area. Figures 9, 10 and 11 illustrate the proposed concept. The concept shows the entire waterfront, from 5th Street (Willamette River) to Washington Drive (Clackamas River), retained in public ownership. Portions of the 15,400 feet of riverfront are proposed to be retained in a natural condition and/or enhanced to provide habitat for fish and wildlife. Other portions of the riverfront are planned to support public recreation.

Clackamette Cove is completely within the study area and is proposed to be developed to support family recreation activities such as no-wake boating, fishing, walking, and environmental education. Portions of the cove area are proposed for enhanced wildlife habitat. The area between the cove and I-205 is recommended as an appropriate area to support regional recreational needs such as softball and soccer fields.

The plan integrates the expansion of the Tri-City WPCP in the northeast corner of the study area. While operation of the plant is generally benign, there are a few times a year when upsets may cause unpleasant odors. As a consequence, it is best to surround the plant with open space. This presents an ideal opportunity for two public entities to cooperate in a manner that accomplishes the goals of both and provides substantial public benefits at the same time. The area north and west of the treatment plant is envisioned to be used to enhance wildlife habitat, and accommodate walking trails. The area south of the treatment plant is envisioned as an area for athletic fields, parking, and trail access to the cove.

That portion of the study area in the vicinity of the Oregon City Shopping Center, including the motel and fast food restaurant on the west side of McLoughlin Boulevard and the concrete ready mix plant east of the shopping center, is proposed as a mixed use area accommodating such uses as shopping, restaurants, housing, and offices. Over time, this area is envisioned to increase in density and take on a more urban character, creating an inviting entrance to Oregon City from the north.

Plan Elements

1. Willamette River Waterfront



The southern boundary of the study area is the recently completed Falls viewpoint at 5th Street and McLoughlin Boulevard. An enhanced pedestrian walkway (Promenade) is proposed to extend along McLoughlin from the viewpoint to the vicinity of 15th-16th. From here, the walkway will depart from McLoughlin and follow Clackamette Drive into Clackamette Park.

Sufficient space exists along the blocks to the north and south of the Oregon City/West Linn Bridge to allow for development of a widened plaza area. This area should be developed to support viewing of the bridge and river,

fishing, and as a pleasant location to stop and rest. The Oregon City/West Linn Bridge was designed by Conde B. McCullough, a well-respected bridge engineer, in 1922. When constructed, this arch bridge was considered to be one of the finest examples of its type. The owner of the bridge, the Oregon Department of Transportation, should be strongly encouraged to restore and maintain this important bridge true to its original design.

At 8th Street, an existing stairway leads toward the water's edge. Construction of a boat dock is proposed by the State Marine Board at this location to provide for short-term tie-up. This dock would be an ideal location to serve private boaters, tour boat operators, water taxi service (if developed), and allow downtown visitors and employees to reach the water's edge.

North of 8th Street, the promenade is proposed to be widened at each street intersection to provide a place for pedestrians to step out of the flow of traffic, rest, and view the river. The widened areas, or "nodes", should contain common design elements to provide visual continuity and, in addition, can contain unique elements to differentiate the nodes and add interest to the promenade.

To encourage greater use of the promenade, pedestrians must feel that they are comfortably and safely separated from traffic. A variety of techniques, including the use of parallel parking, placing street trees and street lights near the curb, widening walks, and installing curb-side barriers, can be used to enhance the pedestrian experience. Pedestrian crosswalks should be provided at all intersections of City streets with McLoughlin to encourage downtown users to walk down any street to reach the promenade and river views.

North of about 16th Street, the pedestrian route is proposed to leave McLoughlin and generally parallel a narrowed Clackamette Drive. The character of this portion of the pedestrian route can change from an "urban promenade" to a more casual "park walkway". This walkway can meander somewhat as there is sufficient width of relatively level public land between the river and the road all the way from Sportscraft Marina to Clackamette Park. To reassure users that the more formal promenade and the more casual walkway are part of the same pedestrian system, some design elements should be carried consistently throughout the length of the system. Elements such as lighting, signage, seating and markers can be used to provide such reassurance.

When viewed from the Willamette River, the shoreline varies from near vertical basalt cliffs towards the south to eroding gravel banks towards the north. The scenic quality of the shoreline has been compromised over the years by the construction of a variety of structures including industrial facilities, McLoughlin Boulevard, a marina, a sewer interceptor line, a number of outfall structures, and a recreational vehicle park. In addition to enhancing the land side of the study area, serious consideration should be given to improving the visual quality of the Willamette River shoreline.

Structures that are no longer being used should be removed. When the sewer interceptor is rebuilt, it should be relocated away from the river's edge as feasible and the existing sewer pipe should be removed. The marina operator should be encouraged, or required, to clean up the banks of the river and relocate stored boats and materials to a more appropriate landside storage area. The old, corrugated sewer outfall pipe, which appears to be abandoned, should be removed from the river.

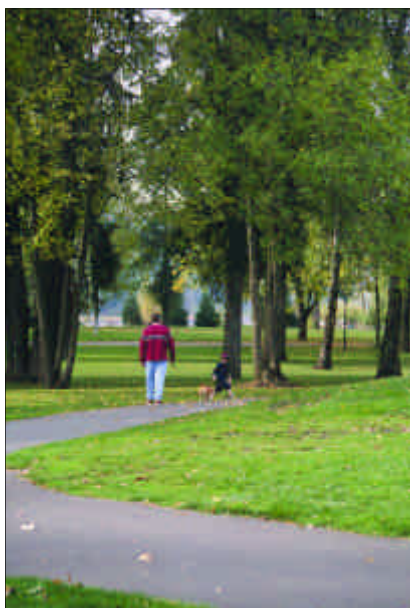
The shoreline could also benefit from the addition of riparian vegetation in locations where plants can reasonably be established. Trees and shrubs should be planted in selected areas underlain with gravelly soils, (which are generally downstream of about 12th Street). Soil pockets within the basalt cliff area may also support some vegetation and should be planted if growing conditions are thought to be acceptable.



2. Clackamas River Waterfront

The northeastern boundary of the study area extends to the High Rocks area of the Clackamas River. Unlike the Willamette River, the Clackamas River shoreline has survived development pressures and maintains a more natural character. Perhaps the periodic floods and shifting of the river channel has discouraged excessive human change to the shoreline. At any rate, the riparian edges of the river have survived and provide reasonable wildlife habitat. These vegetated riparian areas also provide a "softer" visual image of the river and encourage recreationists to walk and bike along the existing riverside trails north of the wastewater treatment plant.

The peninsula separating the Clackamas River and Clackamette Cove provides high quality wildlife habitat. The plan strongly recommends that this area be set aside as a natural area and that the trail network not intrude into this area.



The site of the Gladstone water intake tower has been redeveloped as an environmental education operation. This is an appropriate use and will help educate area residents about the history of the area, Native American communities, wildlife habitat, and environmental stewardship.

Downstream of the McLoughlin Boulevard Bridge is Clackamette Park, which extends along the Clackamas River to the confluence with the Willamette River.

3. Clackamette Park

Located at the confluence of the two rivers, Clackamette Park serves both as a regional park and as a community park. Recreationists from the metropolitan area are attracted to the boating and fishing access and for group picnic facilities. Oregon City residents are attracted for the same reasons and, in addition, use Clackamette Park for passive recreation, skateboarding, weddings, and horseshoes. An RV park is located along the

Willamette side of the park and attracts tourists and others who enjoy camping adjacent to the river.

The Master Plan calls for making changes to the park to better serve local and regional recreationists. The RV park occupies a prime section of riverfront and allows a small group of users to control a significant portion of the limited park land. The plan calls for the RV park to be removed, as funds are available to restore the area for general park use, wildlife habitat and picnicking. The RV park area and the park area to the south, should be improved to accommodate some revenue generating park uses such as group picnic areas and an outdoor wedding location. A limited amount of parking and trails should also be added in this area.

The Main Street extension entrance to the park is a confusing area that contains an RV sewage dump station, an access road to the boat ramp, and an access road to the RV park. This intersection should be simplified and narrowed and the RV sewage dump station relocated to the Tri-City WCPC. The plan proposes to develop a new park entrance feature at the intersection of Clackamette Drive and Dunes Drive. This will provide a visual marker for arriving recreationists, and assist in the redevelopment of the city's northern entry.

A gateway complex of relocated historic buildings is suggested between Dunes Drive and the current northern edge of the McDonalds restaurant to help create a theme for the area and to establish a strong visual presence when approached from McLoughlin Boulevard. The buildings can serve a number of purposes including: a park office; a setting for weddings; food service; and possibly a small retail operation oriented to park users. McDonalds should be encouraged to relocate to the east side of McLoughlin.

The City-owned area to the north of McDonalds is proposed to be developed to accommodate overflow parking for boating activities and to accommodate parking for weddings, group picnics and other larger park gatherings. This area should be designed to efficiently accommodate vehicles with trailers during the boating/fishing season and cars during other times.

The shoreline along both the Willamette and Clackamas Rivers show signs of the heavy use the area receives. Some re-vegetation is occurring along the Clackamas where fishing and recreation use is somewhat less intense. The Master Plan proposes extending the paved trail system near the waterfront but away from the water's edge. Between the trail and the river's edge, "islands" or "pockets" of riparian vegetation are proposed to be installed to provide shade and to provide refuges for wildlife. Vehicles should be allowed seasonally in only designated areas.



4. Clackamette Cove

Clackamette Cove was created by a former gravel mining operation that removed much of the rock of commercial value from the area. Remnants of this and other industrial operations are evident as one views the shoreline of the cove. In addition, it has been reported that there are a number of industrial artifacts on the bottom of the cove. Some of the cove site was refilled with construction debris after commercial deposits of gravel were removed. It has been reported that a substantial portion of the site between the eastern edge of the cove and the I-205 embankment is underlain by a closed landfill.

The Cove area has been neglected for many years. However, it also has great potential to become a valuable recreational and environmental asset for Oregon City. It will take time, and of course money, to clean up both the ponded area and the surrounding dry land areas. This Master Plan proposes to undertake cleanup and restoration of the Cove to create a truly significant asset for the City. During development and construction activities in the Cove area, the Prospective Purchaser Agreement between the City and the Department of Environmental Quality (DEQ), dated December 1998, will be used to coordinate environmental requirements presented therein.

The ponded area is proposed to be developed into a warm water fishery and recreational no-wake boating zone. The concept is to restore and revegetate within an average of 200' of the perimeter of the ponded area to provide shade, a source of woody debris, and enhanced habitat for fish and wildlife. The bottom of the pond needs to be searched and, if necessary, cleared of industrial and urban debris that may be a hazard to recreationists or wildlife. A trail is proposed to follow the edge of the ponded area to provide access for anglers and other recreationists. Like the trails in Clackamette Park, these trails are to be set back from the water's edge allowing sufficient area for riparian vegetation.

The Clackamas County Sheriff's marine facility is proposed to be relocated from the Cove to a location on the Willamette River just north of the I-205 bridge. The proposed location is City-owned, is protected by an existing sheet piling bulkhead, and is close to the existing public boat ramp adjacent to Sports Craft Marina. This location also can provide good views of the Willamette River and the falls for the public traveling along the promenade.

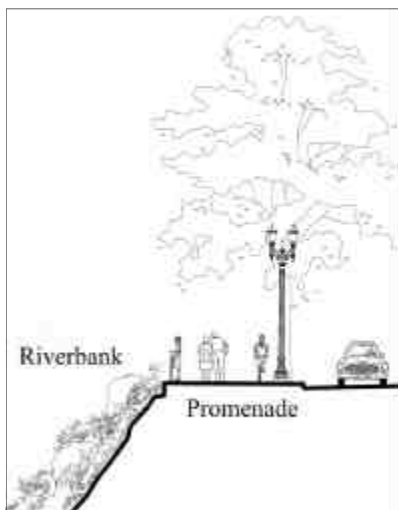
The peninsula just east of the McLoughlin Boulevard Bridge supports a water intake structure owned by the City of Gladstone and a privately developed environmental learning center. The environmental learning center serves to educate citizens about environmental problems, encourages stewardship, and provides hands-on land restoration experience for youth and adults. This operation fits well with the uses proposed in the master planning effort. The plan encourages the retention and expansion of the environmental center.

That portion of the Cove area located east of the ponded area and south of the Tri-City WPCP is proposed to be developed with sports fields. These fields should accommodate softball and soccer and potentially other field

activities. Parking is proposed nearby to accommodate team use and tournament play. A non-motorized boat launch into the cove is proposed to be located near the sports field parking area.

Development of the sports fields will require commitments from both the City and Clackamas County (Tri-City WPCP). The treatment plant needs some of the City property to allow for future expansion. Further, the operators of the treatment plant desire open space around the plant perimeter to minimize the number of people impacted on those rare occasions when odors emanate from the plant. The City should evaluate providing an open space buffer zone that will be primarily on City-owned land, in return for financial assistance in developing and operating the sports fields.

That portion of the Cove area located northeast of the intersection of McLoughlin and Main Street is reported to have been excavated and then refilled with construction debris. The Master Plan proposes that this area be partially excavated, and developed as an educational wetland, complete with a boardwalk to let visitors closely observe the workings of the plant communities. This wetland should assist in providing habitat that supports the warm water fishery in the Cove.



5. McLoughlin Boulevard

As a major arterial that traverses Oregon City from north to south, McLoughlin Boulevard has a major impact on the City's form and effectively separates the downtown area from the Willamette River. The highway is wide, accommodates traffic at a relatively high rate of speed, and intimidates pedestrians.

If Oregon City is to regain a connection to the Willamette River frontage, McLoughlin Boulevard will have to be reinvented as an urban street that acknowledges the rights of pedestrians as well as the desires of motorists. ODOT is encouraged to work with the City to modify the physical configuration of the highway and to modify operational characteristics to provide for the needs and safety of pedestrians.

When approaching Oregon City from the north, the well-proportioned McLoughlin Boulevard Bridge provides a positive entry statement for the City. This bridge signifies the importance of the Clackamas River by making a visual statement that cannot be missed by those crossing it.

Unfortunately, once south of the bridge, a motorist is currently confronted with a wide highway that lacks any urban design features. Perhaps the roadway can be narrowed or a landscaped median strip added to reduce the visual width of the facility. Widened sidewalks should be constructed with street trees installed to provide a safety barrier between cars and pedestrians.

The I-205 interchange should be planted in a mixed tree species to visually buffer the area and soften the interchange's appearance.

South of the I-205 intersection, McLoughlin Boulevard should take on more of an urban street character with pedestrian crossings at each block. Again, sidewalks should be widened and street trees installed. If necessary, more traffic signals should be installed to provide gaps in traffic to accommodate pedestrians.

From an operational standpoint, traffic speeds can and should be slowed through the downtown area to reduce the intimidation factor between moving vehicles and pedestrians. It is well known that the number of vehicles that can pass a given point within a specific period of time is about the same at 18 miles per hour as at 30-35 miles per hour. The reason for this is that as speeds increase, motorists leave more space between vehicles to allow for reaction time and braking distance. Therefore, in an urban setting, it makes sense to slow traffic speeds. This action does not reduce the number of vehicles per hour that can pass a point, but does reduce pedestrian intimidation, increases pedestrian safety, reduces the severity of accidents, and creates a friendlier urban environment.



6. Mixed Use Zone

The plan calls for the expansion and enhancement of the urbanized portion of the site that includes the Oregon City Shopping Center, Rivershore Motel, McDonalds, and the Glacier concrete batch plant. Some portions of these sites are near or above the 100-year flood elevation and have been actively used for commercial purposes for many years. Other areas are within the flood zone.

This mixed use area is proposed to be further developed and intensified to create an urban community at the north entrance to the city. In addition to commercial activities, housing is proposed. A neighborhood of 150 to 200 dwelling units is proposed to be located to the east and north of the shopping center. A development of this size should be large enough to create a sense of community, and can be oriented to take advantage of its proximity to the Cove.

Other uses, including offices and restaurants, may also be appropriate in this area. If there is market support for these uses, they should be encouraged.

Redevelopment and intensification of the mixed use area will take many years to accomplish. In addition, cooperation will be essential between the owners of private parcels of land and the City.

Actions

The City can help achieve the vision for the area through a number of actions including:

- **Promote the concept of an urban mixed use community at the entrance to Oregon City.**
- **Ensure that public services are available to support an increased density of development.**

- **Create a mixed use zone to guide and encourage future development and to assure property owners of compliance.**
- **Enhance the area to provide an appropriate setting for housing development.**
- **Assist developers and property owners in moving through the permitting process. This may include acting as an ombudsman to help acquire City, State and Federal permits.**
- **Continue to support industrial uses within the City. Work with the operator of the Batch Plant in evaluating long term relocation to viable City sites.**

Note: Implementation is discussed in more detail in the following chapter.



7. Transportation Linkages

The northern portion of the study area is an isolated "island", separated from other areas by the two rivers and by I-205. Connections or linkages to other areas are limited to the following:

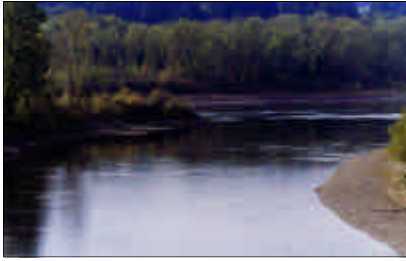
- McLoughlin Boulevard, providing a link to Gladstone, a link to downtown, and a connection to that portion of the study area located west of McLoughlin Boulevard.
- Main Street extension, providing a link south to downtown.
- Agnes Avenue, providing a link northeast to Oregon 213 and to I-205.

Given the constraints posed by the two rivers and the freeway, the number of linkages available is very limited. It is, therefore, extremely important to maintain and enhance all existing linkages.

The Agnes Avenue connection between the Main Street extension and Oregon 213 at I-205 is important to provide reasonable circulation within the area. This link also provides emergency access to the Tri-City WPCP from two directions and access to the proposed active recreation area in the eastern portion of the site.

The Main Street extension is the only undercrossing of I-205 between McLoughlin and Oregon 213. This link connects to downtown and, via 17th Street, to the eastern portion of the City. 17th Street is currently an important element of the area's circulation system. The City should evaluate this or other possible crossings of the railroad tracks for vehicles, bicycles and pedestrians.

The Master Plan also proposes an internal link through the shopping center and concrete batch plant site. This will provide an additional connection to support the proposed higher density development. It crosses two private properties and might be best developed as a private road. The connection shown on the plan is located across the southern portion of the two private properties. The actual location, of course, is dependent on specific development plans.



In summary, the increased urban density proposed for the site will be best served by an interconnected street system that provides as many alternative links as practical, given the inherent constraints of the site. Motorists, bicyclists, and pedestrians will then have alternatives from which to choose depending on preferred travel direction, traffic congestion, and other implementation details.

8. Environmental Opportunities

The project area presents environmental opportunities primarily focused on shoreline zone areas. The Willamette-Clackamas confluence zone and Clackamette Cove are the most significant of these areas.

For each shoreline reach, opportunities exist for enhancement of riparian buffers, focused recreational access, preservation of habitats, and improving combined aesthetic, recreational, and habitat values. Opportunities and challenges for each reach are outlined in the Appendix.

Along the Willamette River shore (Reach 1 - see Figure 8), improvements in access by means of a promenade will encourage aesthetic appreciation and community identification with the environment. Currently undeveloped shoreline (Reach 2) in public ownership supports riparian enhancements that will both enhance aesthetics and benefit fish and wildlife. Portions of the Willamette shoreline within the park (Reach 3) present both opportunities and challenges to protect recreational resources, reduce erosion, revegetate, remove abandoned structures, and protect habitat values for fish, particularly salmonids.

The Clackamas River shoreline (Reaches 4,5,6 and 7) presents opportunities for a balance of recreation, environmental education, and protection of significant high quality habitat. Because these values are contiguous and not overlapping, relatively minor efforts will be necessary to protect key values. Specific opportunities include access control to the peninsula, support and expansion of the environmental education center, riparian vegetation enhancements below the boat ramp (for habitat and erosion control), and invasive vegetation control.

Clackamette Cove (reaches 8,9 and 10) presents the broadest range of opportunities and a variety of challenges. Although man-made, the Cove (and lands around it) provides opportunities for potentially high quality aesthetic, recreational, educational, and salmonid rearing/riparian habitat values. Development of public recreation and sports uses on adjacent lands will increase the value of this resource. Opportunities exist to improve open water and riparian habitats for fish, develop managed wetlands, provide high quality low impact recreation, support community environmental education, and create a "magnet" water feature for nearby residential and commercial developments. The challenges are also significant and include the need for bank modifications, invasive vegetation control, removal of undesirable fill materials and decrepit structures, and possible adjustments to the Cove bottom.



Implementation Strategy



The Oregon City waterfront should be realized as a true asset and a key element in strengthening Downtown Oregon City and the community as a whole. The following implementation strategy identifies key actions that a community should take in order to carry out the plan and realize their goals. A successful strategy is inherently common sense, an inclusive approach to developing or redeveloping an area. Oregon City has the opportunity to create a truly remarkable waterfront. It can be bold, innovative and exciting or it can be a process of repair and fix up. It is a choice and a matter of perspective followed by policy. Bold and innovative plans and projects cost more than piecemeal repairs, but are also more likely to be funded. The property involved is large enough that any significant redevelopment effort will be costly and very likely outside the funding capacity of Oregon City. Implementation will depend upon a variety of public and private capital sources.

The following provides a general outline and the key elements of a successful strategy for revitalization of the Oregon City waterfront.

1. Make a Great Plan

A comprehensive plan that will recognize many projects, potential and existing, involve many stakeholders and mobilize them with a motivating vision that captures their imagination.

The Plan should:

- Combine market potential with community vision.
- Go far beyond patching problems or reacting to specific issues.
- Present a strong vision to motivate and enliven people to take action.

2. Many Projects

- Promote multiple projects, large and small, moving them forward together.
- Define projects broadly to include policies, development projects, and programs.
- Organize, catalog, and communicate all of the public and private projects.

3. Many Stakeholders

The key to successful implementation of the Oregon City Waterfront Master Plan is mechanisms for marrying the identified stakeholders, current and potential, with projects, both existing and proposed. Implementation requires collaboration with stakeholders for positive results.

Many projects bring many stakeholders-people who are invested in one or more projects must pull together to make and implement the plan.

- Promote project implementation through a broad base of involvement.
- Include stakeholders-a representative cross-section of government, non-profits, businesses, individuals and community groups.

- Form the basis of political support for the implementation of the plan through working with stakeholders.

4. Committed, Ongoing City and Private Sector Leadership

- Seek success for the entire community.
- Utilize strong leadership skills; respect the community's aspirations.
- Motivate and organize stakeholders through definitive leadership.
- Move forward and communicate the vision of the plan.
- Provide ongoing support for the implementation through communication and coordination.
- Provide long-term continuity and unify divergent interests.
- Provide local government support and assist project development.
- Communicate success and opportunities.

5. Development Standards

- Develop clear and consistent guidelines that communicate the vision of the plan.
- Encourage that which is desired and strongly prohibit that which is not wanted.
- Utilize tools that are dynamic and flexible-pragmatic standards for change.
- Set standards high, but achievable.

6. Communications and Marketing

- Leadership must communicate successful implementation.
- Market the plan through continual news and outreach.
- Act as a liaison between stakeholders, projects, and the wider community.

7. Supportive Government

- Provide support for achieving standards-consultation, code enforcement, and ongoing assistance.
- Review practices and identify and change policies.
- Set clear goals.
- Expedite projects that meet or exceed plan expectations.

8. Ongoing Review

- Review plans on an ongoing basis to respond to changing conditions.
- Evaluation of the plan, projects, and communications-make periodic adjustments to the plan.

As outlined above, the redevelopment of the Oregon City waterfront relies heavily on leadership. The history of successful large-scale urban, mixed-use public-private projects is that they require both community-based

leadership as well as strong support from both elected officials and the media. To be successful, the Oregon City waterfront project will require strong and continuing support from the:

- City Commission
- Planning Commission
- Parks and Recreation Advisory Committee
- Private Developers
- Chamber of Commerce
- Media
- Environmental and Special Interest Groups
- Clackamas County Commission

The history of successful public-private partnerships shows that this alliance of support is essential to attract the necessary capital to carry out the plan. The planning process must be elevated to the highest administrative level within the City, with direct support and involvement from all department heads.

Vision

Gaining support or capital contribution for mediocrity is very challenging. A bold, innovative and exciting plan not only makes a great place-it is easier to fund. Individuals, organizations and agencies that contribute financially to public development want to be associated with "winners," namely high quality, well thought out, cohesive plans. Many projects compete for the same public dollars, however comparatively few are funded. With a great plan, funding becomes more likely and achievable given that the plan is designed to produce a vital place that includes:

- A vibrant urban waterfront
- Thoughtfully designed and restored wetlands, habitats and shorelines
- Highly attractive public open spaces
- Access for the full community
- Exciting mixed-use development

Private Properties

The privately owned portion of the study area is comprised of industrial and highway-oriented commercial uses. Major property owners include Pan Pacific Corporation, a national retail commercial company and owner of the Oregon City Shopping Center; and Parker Industries, owner of the industrial property immediately behind and east of the Shopping Center. The Parker industrial site is leased to Glacier Northwest, which operates a cement batch plant on the property. In addition, several other smaller sites are currently occupied by older industrial buildings and used as equipment storage yards. Much of the private land, as well as a good portion of the public land, is below the 100-year flood plain.

Left to only market forces and without public intervention, the private property along McLoughlin can be expected to continue in highway-commercial retail and service use. Vacant, commercially zoned frontage on the highway can also be expected to be acquired by commercial developers for additional highway-oriented development. Restaurant operators are looking in this area because of high visibility and traffic volumes. The area encompassing these privately held lands has the highest potential to be redeveloped into a mixed use vital community. Potential development of housing, commercial, and in time, office uses can be realized here. This redevelopment will directly meet the goals for the project.

Currently the Batch Plant is providing much-needed industrial jobs to the community. The City should work with the operator in evaluating long term relocation.

The smaller industrial properties near the core are in poor condition and most are currently available for purchase. These sites should be acquired, checked for environmental conditions, restored, and put to use as public open space. The Tri-City WPCP, Oregon City or another governmental agency should be encouraged to acquire the smaller industrial sites near Clackamette Cove.

Market

The primary ingredients are in place to support a redevelopment effort in the mixed use zone (Figure 9). Location continues to be a prime consideration in real estate investment and the study area has the benefits of high traffic volumes, freeway access, adjacent waterfront, and public open space. Although a significant percentage of the property benefits from these elements, flood plain designation and internal access issues present challenges. Substantial fill will be needed to bring portions of the area above the 100-year flood plain and make them developable. Since fill in a flood plain must be balanced with equal or greater excavation, it will be necessary to remove sufficient material from somewhere in the study area to balance fill needed to elevate development parcels.

With a comprehensive approach, the City, supported by a variety of funding mechanisms local, regional, state, and federal, can transform the study area, encouraging private investment to come forward. That transformation is discussed throughout this report. The strategy is to enhance Clackamette Cove and adjacent environmentally sensitive areas, as well as other components of the Oregon City waterfront, to a very high standard. It is believed that the strategy of a high quality plan is the easiest way to attract the capital necessary to make it happen. Experience shows that "private capital follows public commitment."

In the context of this bolder approach to designing, building and managing the very best of waterfront parks, environmental restoration, and other public space elements, the private sector is encouraged to become investors in the process-over time and as the market and site improvement costs support transformation.

Using the powerful public financing tool of tax increment, properties east of McLoughlin Boulevard have the opportunity to produce a quality mixed-use community. The primary land uses to be considered for this area include:

1. Retail commercial
2. Service commercial
3. Restaurants and food service
4. Urban housing, both owner and rental
5. Multi-story general-purpose offices

The exact quantity and mix of these land uses within this property should remain flexible, allowing the City and developers to creatively respond to market opportunities at the time of development. While maintaining the desire to preserve flexibility, some indication of an appropriate development mix is provided for planning consideration. Locking down the development program precisely at this point in time becomes an inhibition to development, being too restrictive to attract the best developers.

Redevelopment

The strategy centers on the following six, short-term elements:

1. Proceed with redevelopment of the Oregon City waterfront, initiating improvements in conjunction with the Tri-City WPCP to the natural environs and recreational facilities along Clackamette Cove and the Willamette and Clackamas Rivers.
2. Eliminate industrial uses and remove the recreational vehicle park.
3. Develop multifamily housing on five to nine acres of land-preferably overlooking Clackamette Cove.
4. Renovate existing retail.
5. Initiate streetscape improvements.
6. Maximize connections to larger community.

As outlined earlier, it is critical to get many projects, regardless of size, underway at the same time.

Regulatory Analysis and Recommendations

A complex set of base and overlay zones applies to land within the study area. Height and use limitations in the four base zones constrain master planning efforts. Conflicts exist among the overlay zones. For example, the setback and development requirements of the WRG and WR overlay districts differ substantially - yet both apply to development along the Willamette River.

Review standards are discretionary, making long-term planning problematic. Any development application within the study area will require a lengthy and complicated development application - with an uncertain outcome. It will be very difficult to prepare a master plan that anticipates all of the issues that must be addressed under Oregon City's existing regulatory scheme for this area. Unless the code is amended, even minor changes in the master plan will likely require complicated and uncertain review.

We recommend that the City consider a single "waterfront plan district" for the study area. Such a plan district would have the following characteristics:

1. The plan district would clearly state waterfront development and resource conservation objectives agreed upon by the City Commission as a result of a public planning process. The plan district would replace the existing set of base and overlay zones, or specifically reference which portions of the overlay zones continue to apply.
2. The plan district could include special review procedures that allow for a more streamlined process - because development versus conservation issues have been resolved in advance, and adequate public facilities standards have been incorporated into the plan district itself.
3. High quality natural resources and their "vegetated corridors" would be mapped based on district-wide inventories that consider both the quantity and quality of water and riparian resources in relation to one another. The standards of the WRG and WR overlay districts would be reconciled systematically - rather than on a parcel by parcel basis. Variable resource setbacks would be applied to specific areas based on actual conditions. Resource mitigation and enhancement projects would be determined in advance and incorporated as standards in the plan district. (For example, in a degraded area, a setback of 50' might be established, provided that pre-defined enhancement measures occur with a future development proposal.)
4. Development areas would be clearly mapped after considering tradeoffs among riverfront development, transportation and resource protection objectives. Once development areas are delineated, however, permitted development projects would not be subjected to an additional discretionary review process.
5. A mix of uses would be allowed under clear and objective standards within the plan district. Artificial distinctions between "tourist" and "general commercial" would be eliminated. However, the plan district could include sub-districts that emphasize different types or intensities of uses (e.g., natural areas, active recreational areas, high intensity mixed use areas, lower intensity mixed use areas, transportation facilities, Tri-City WPCP, etc.) or different design objectives consistent with a planned waterfront community.
6. The plan district would include a map of the basic transportation system

that connects various sub-districts. The plan district would address multi-modal transportation and parking needs based on a range of development intensities. Transportation mitigation measures would be determined in advance and triggered by pre-assigned numbers of vehicle trips resulting from actual development. Adequate public facilities requirements would be included in the plan district based on anticipated demand for services.

7. Development standards in the plan district would be clear and objective - and would be designed to achieve the stated goals of the plan district, as articulated through a public review process. For example, height, setback and floor area standards might vary among subdistricts in order to provide river views or reduce shade to common areas.

Design standards would be developed for the plan district (and possibly for each sub-district). To comply with state rule requirements for clear and objective standards (for both "needed housing" under Goal 10 and resource protection programs under Goal 5), two sets of design review standards could be provided. The first set would be "clear and objective" (i.e., measurable); and the second set would be more subjective, but allow for greater flexibility. The choice of which set to use would be the applicant's.

Financing Tools

A list of potential financing tools is shown in the Appendix. This list includes local, state and federal programs. As new programs are discovered or identified, the list should be modified.

Findings and Recommendations

This section describes a strategy for implementation-a philosophy of development that says that quality, innovation and superior projects are rewarded while mediocrity gains little attention and even less financial support.

Dollars must be used wisely. The primary short-term focus, recommended in this report, is to vigorously pursue development of the public realm. The waterfront park, environmental mitigation areas, acquisition of key sites for public use, closure of the RV Park and similar tasks are high priority. It will require a focused effort-more detailed planning, fundraising activities, writing grant requests, presentations to potential funding agencies and organizations, enlisting the support of special interest groups, and related tasks.

No more land should be sold by the City on the west side of McLoughlin Boulevard across from the Oregon City Shopping Center. This land is critical to the image building of the Oregon City northern gateway and entry. As such, its highest and best use is to support overall waterfront and environmental revitalization; not provide a pad for another fast food restaurant. With regard to the private sector properties, management of the Oregon City

Shopping Center, Pan Pacific Corporation, has expressed an interest and a willingness to work with the City and its consultants to explore ways to strengthen both the center and the entry to Oregon City. This dialogue will continue in the months ahead. With regard to the industrial property on the east side of McLoughlin, the following is recommended:

1. Rezone the property to accommodate the mixed uses described in this report. This will insure that additional industrial activity is not put onto these sites.
2. Establish rigorous design controls that go with the zoning in order to control the quality of new development and its compatibility with the significant investment the public will be making to the adjacent Clackamette Cove and surrounding area.
3. Work with the property owners to achieve a smooth transition from the current industrial uses to more intensive uses, when the owners are ready. Planning between the City and the property owners should begin soon. Filling all or portions of the industrial site will impact both the industrial property and its relationship to the public lands to the north.

Oregon City has the opportunity to considerably enhance its waterfront, create a new and exciting entry to the City and strengthen the relationship of Downtown to the waterfront. Market forces support the redevelopment, but are dependent on public leadership and commitment to creating a great place.

Development Projects Timeline

Project Description	Year 1	Year 2-3	Year 4-10	Year 11-15
Negotiate plan with Pan Pacific	**			
Hire Economic Development Director (City position)	**			
Develop and implement zoning regulations		**		
Develop and implement design guidelines		**		
Begin initial discussions with property owners		**		
Implement Acquisition/Development Strategies	*			
Sell City property to Tri-City WPCP	*			
Remove listings on City-owned commercial land	*			
Seek Funding:				
Regional	*			
State	*			
Federal	*			
Design waterfront park and entry		*		
Develop restoration plan for cove and riverbanks			*	
Plant riverbank at north end of McLoughlin Bridge (in conjunction with Gladstone)				*
Relocate sheriff department			*	
Park improvements:				
Remove dump station at park entry		*		
Remove old central roadway/restore			*	
Add planting/trees at boat parking			*	
Remove and restore RV park area		*		
North bank - restoration/improvement				*
West bank - restoration/improvement				*
McLoughlin improvements (work with ODOT):				
Upgrade bridges (McLoughlin, Oregon City)			*	
Plan streets and crossings			*	
Construct new streetscape and crossings			*	
Develop promenade			*	
Underground power			*	
Transportation Growth Management projects	*			
Metropolitan Transportation Improv. Program			*	
I- 205 - (Work with ODOT):				
Plant intersection with McLoughlin Boulevard				*
Plant side banks along Interstate freeway				*
Public Projects:				
Realign Main Street			*	
Reconstruct Agnes Avenue			*	

**Priority Action Item



Appendices

MEMORANDUM

DATE: September 27, 2001

FROM: Gerritt Rosenthal



Environmental Solutions

REACH OPPORTUNITIES AND CONSIDERATIONS

Reach 1: Willamette River - 5th St. to Sportcraft Marina

Due to the bedrock geology, this area presents a very specific habitat situation that is not easily modified. The river in this area provides quality pool habitat for salmonids. Opportunities exist for control of invasive vegetation and limited tree planting in soil pockets. Aesthetic opportunities (views) of the confluence zone and falls from a promenade will encourage passive recreation and do not conflict with habitat values.

Reach 2: Willamette River - Sportcraft Marina to I-205 Bridge

Current development limits habitat potential on this reach. Some opportunities exist for reestablishment of riparian vegetation. The importance of the Marina structures in creating salmon predator zones is unknown. If land use in this reach changes or upstream enhancements occur on Abernethy Creek, reevaluation may identify additional opportunities.

Reach 3: Willamette River - I-205 Bridge to Clackamas River

This reach contains two key zones, one extending from just north of the bridge to the RV Park area, and the other extending to the confluence point of land. Along the former, some riparian vegetation currently exists and streambank usage is dispersed and of low intensity. This area is subject to some erosion, but at a lower rate than the point of land. Opportunities for reestablishing riparian vegetation and a protective riparian buffer zone (200 feet) are high in this area and have the potential to improve both habitat and aesthetic values. Improvements will require removal of rubble and old structures (e.g. the old outfall line) and invasive vegetation. There appears to be a diversity of in-stream habitats in this zone that would be protected by such enhancements. Focused developments (such as a Police boat launch) may be accommodated near the I-205 Bridge.

In the northern portion of this zone, recreational uses are well established. Improvements in aesthetic qualities, reduction of erosion, and better protection of in-stream habitats may be accomplished by protecting existing riparian vegetation islands, particularly on the adjacent bank tops and near the end of the confluence point. This may be accomplished

with modest alterations in recreational use patterns. A major consideration in this reach is annual and flood period erosion, which makes creation of stable vegetative communities difficult. Stabilization of banks in this reach poses significant challenges.

Reach 4: Clackamas River – Willamette River to Cove Entrance

Boat launch and transportation (bridge) uses are well established in this area. Educational use dominates the upper portion. Opportunities exist for stabilizing bank erosion, in part through establishing more diverse riparian vegetation below the boat launch. Recreation uses are in partial conflict with habitat enhancement in this reach, and it may be necessary to identify zones critical to each function. The environmental center on the eastern edge of this zone is currently managed to restore riparian vegetation and has significant educational potential.

Reach 5: Clackamas River - Cove Entrance to Railroad Bridge

This area currently has good upland habitat value. Because the current peninsula and the Cove are subject to potential impacts during flood events, preservation of existing habitat values would appear most appropriate on this reach. Opportunities exist for removal of invasive vegetation and additional plantings. The reach may be best left to natural evolution. Because of the natural soil instability, active recreational development in this reach is not recommended.

Reach 6: Clackamas River – Railroad Bridge to River Access Parking

Protection of riparian vegetation along this reach is recommended. Because of the high habitat value, additions to public lands may be appropriate. This reach is suitable for passive recreation, however, high intensity recreational uses in this reach should be set back from the active stream corridor.

Reach 7: Clackamas River – River Access Parking to I-205 Bridge

The geologic nature of this area does not lend itself to development. Existing riparian and high quality instream habitat values should be preserved in this area. Removal of invasive plants is desirable. Because of high fish habitat values, low intensity recreation is preferable in this reach.

Reach 8: Clackamette Cove – Southwest Portion

This reach presents significant in-water and riparian enhancement potentials. Although limited in size, there is also some potential for upland habitat protection. Opportunities may be created by removal of old fill for the creation of wetland and/or streamside forest conditions. A better understanding of Cove hydrology may be desirable before final plans are completed. Opportunities may also exist for improvements to the cove bottom by removal of industrial debris and fill. Opportunities exist for enhancing educational opportunities in this reach.

Reach 9: Clackamette Cove - Southern and Eastern Portions

Opportunities exist in this reach for both riparian enhancements and recreational and aesthetic developments. Pathway, walkways, recreation areas, and cove access may be interspersed with patches of wilder habitat and shore plantings to provide multiple uses while retaining quality aesthetic conditions. Recreation activities located on adjacent uplands will complement Cove recreation activities and mixed use development on uplands. Riparian enhancement will help protect cove water quality and shield cove use from transportation noise and visual impacts. Removal of old structures from the Cove presents challenges but will improve aesthetic, recreational, and habitat values. Realignment of Main Street may allow creation of enhanced riparian and pedestrian conditions.

Reach 10: Clackamette Cove – Northern Portion

Because of proximity to the POTW, opportunities for active recreation are limited in this area. Opportunities exist for riparian buffer and managed wetland development. Opportunities may also exist for wetland or shallow water fish habitat creation in the northwest corner of the Cove and along the south shore of the peninsula. Some existing structures may be removed to provide better access and/or habitat conditions, however, limited structures may be left for historic reference. This reach may undergo major alteration if the Clackamas River breaches the peninsula.



*Real Estate Strategists
implementing creative
visions for public and
private development.*

CITY OF OREGON CITY

OREGON CITY WATERFRONT *Report of Findings*

Prepared for:

*Oregon City, Oregon
Walker Macy*

LELAND CONSULTING GROUP

Portland, Oregon
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July 2001



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WATERFRONT REVITALIZATION A PUBLIC-PRIVATE PARTNERSHIP

Oregon City's waterfront redevelopment effort is a long-term, complex, public-private partnership process. The current condition of the study area, located at the confluence of the Willamette and Clackamas Rivers, is characterized by a degraded natural environment, a mix of public and private ownership, and remnant industrial uses. Despite the challenging conditions, the waterfront study area represents the opportunity to redefine the gateway to Oregon City and to redevelop a vibrant extension of Downtown.

Waterfront redevelopment is a key phenomenon of the 1990's. Many, if not most cities near water, had turned their backs to their waterfronts over the past 50 years, even though those cities began because of their waterfront location. With the changes in waterborne commerce, containerization, shipbuilding, the demise of break-bulk cargo, and other transitions, most waterfronts have deteriorated over time or simply became industrial areas. In the past decade, many cities throughout America began rediscovering their waterfronts, recognizing the value of these long neglected assets. Oregon City is right on time.

PROCESS

In order to arrive at the conclusions and recommendations described in this report, the project team followed a process. That process involved a number of steps including a thorough site review, interviews with the property owners, local and national developers, real estate brokers, review of demographic information, participation in numerous planning studies and workshops, public meetings, and related matters.

This report outlines an implementation strategy or strategic framework for guiding Oregon City through the waterfront study area revitalization process. In addition, the report contains a review of current conditions, discussion of private and public properties, a brief overview of market conditions, revitalization options, and suggested redevelopment steps—specific actions intended to implement the overall project.

IMPLEMENTATION STRATEGY

Implementation strategies are established to realize a great plan. A strategy should emphasize key actions that a community will take in order to carry out the plan. A successful implementation strategy is inherently common sense, an inclusive approach to



developing or redeveloping an area. The following steps provide a general outline and the key elements of a successful strategy for waterfront revitalization.

1 Make a Great Plan

A comprehensive plan that will recognize many, many projects, potential and existing, involve many stakeholders and mobilize them with a motivating vision that captures their imagination.

- Combines market potential with community vision.
- Goes far beyond patching problems or reacting to specific issues.
- Presents a strong enough vision to motivate and enliven people to take action.

2 Many, Many Projects

- A great plan moves many projects forward at the same time.
- Projects are broadly defined to include policies, development projects, and programs.
- Organizes, catalogs, and communicates all the public and private projects.
- The great plan always promotes multiple projects, large and small, moving them forward together.

3 Many, Many Stakeholders

Many, many projects bring many stakeholders—people who are invested in one or more projects must pull together to make and implement the great plan.

- A broad base of involvement promotes project implementation.
- Stakeholders—a representative cross-section of government, non-profits, businesses, individuals and community groups.
- Stakeholders form the basis of political support for the implementation of the great plan.

The key to successful implementation of the plan is mechanisms for marrying the identified stakeholders, current and potential, with projects, both existing and proposed. Implementation requires collaboration with stakeholders for positive results.

4 Committed, Ongoing City and Private Sector Leadership

- Seek success for the entire community.
- Strong leadership skills; respect by the community.
- Leadership able to motivate and organize stakeholders.
- Leaders move forward and communicate the vision of the great plan.
- Provide ongoing support for the implementation through communication and coordination.



- Provide long-term continuity and unify divergent interests.
- Provide support for local government and support to project development.
- Communicate success and opportunities.

5 Development Standards

- Clear and consistent guidelines that communicate the vision of the plan.
- Encourage that which is desired and strongly prohibit that which is not wanted.
- Tools should be dynamic and flexible—pragmatic standards for change.
- Set standards high, but achievable.

6 Communications and Marketing

- Leadership must communicate successful implementation.
- Marketing the great plan means making continual news out of the projects.
- Communication means acting as a liaison between stakeholders, projects, and the wider community.

7 Supportive Government

- Provide support for achieving standards—consultation, code enforcement, and ongoing assistance.
- Able to review practices and identify and change policies.
- Set clear goals.
- Expedite projects that meet or exceed plan expectations.

8 Ongoing Review

- Dynamic plans require ongoing review that responds to changing conditions.
- Evaluation of the plan, projects, and communications—make periodic adjustments to the plan.

THE IMPLEMENTATION STRATEGY FOR OREGON CITY

To achieve a successful project, implementation should begin at the same time as the planning process—not at the end. In this way, planning and implementation become integrated. This is particularly important when the project is this large and complicated.

Oregon City has the opportunity to create a truly remarkable waterfront. It can be bold, innovative and exciting or it can be a process of repair and fix up. It is a choice and a matter of perspective followed by policy. Bold and innovative plans and projects cost more than piecemeal repairs, but are also more likely to be funded. The property involved is large enough that any significant redevelopment effort will be costly and very



likely outside the funding capacity of Oregon City. Implementation will depend upon a variety of public and private capital sources.

The Oregon City Waterfront should be a very special place—a true asset and a key element in strengthening Downtown Oregon City and the community as a whole. Few cities have waterfronts and the opportunities they represent.

As outlined in the preceding implementation strategy, the redevelopment of the Oregon City Waterfront relies heavily on leadership. The history of successful large-scale urban, mixed-use public-private projects is that they require both community-based leadership as well as strong support from both elected officials and the media. To be successful, the Oregon City Waterfront project will require strong and continuing support from the:

- City Commission;
- Planning Commission;
- Private Developers;
- Chamber of Commerce;
- Media; and
- Environmental and Special Interest Groups.

The history of successful public-private partnerships shows that this alliance of support is essential to attract the necessary capital to carry out the plan. The planning process must be elevated to the highest administrative level within the City, namely to the City Manager with direct support and involvement from all department heads.

Vision

Gaining support or capital contribution for mediocrity is very challenging. A bold, innovative and exciting plan not only makes a great place—it is easier to fund. Individuals, organizations and agencies that contribute financially to public development want to be associated with “winners,” namely high quality, well thought out, cohesive plans. Many projects compete for the same public dollars, however comparatively few are funded. With a great plan, funding becomes more likely and achievable by the sheer fact that the plan is designed to produce a great place that includes:

- A vibrant urban waterfront;
- Thoughtfully designed and restored wetlands, habitats and shorelines;
- Highly attractive public open spaces;
- Access for the full community;
- Exciting mixed-use development.



CURRENT CONDITIONS

The study area is a subdistrict in the recently adopted Oregon City Downtown Community Plan and includes:

- Clackamette Cove;
- The shoreline along the Clackamas River from the Tri-Cities Services District Wastewater Treatment Plant to the confluence with the Willamette River;
- The Willamette shore from the confluence past Sportscraft Marina;
- The uplands north of Highway I-205 occupied by the Oregon City Shopping Center, the Rivershore Hotel, and Glacier Northwest;
- The community park and various recreational facilities.

Current uses include highway commercial, lodging facilities, fast food, a cement batch plant, a wastewater treatment plant with expansion plans, an R.V. park, a marina, two boat ramps, truck and equipment storage yards, and public open space. Pedestrian access to the area is limited and the site is divided by the high-volume traffic on McLoughlin Boulevard (Highway 99).

The site represents a tremendous opportunity to look at these diverse uses, planned and developed over a significant period of time, as part of a unified Waterfront Master Plan. The initial conceptual groundwork for the waterfront is found in the Downtown Community Plan, emphasizing the key objective of reconnecting the City to the river. The City has proposed a mixed-use district with tourist commercial, office, and residential uses bordered by improved public open spaces and recreation amenities.

The goals and proposed objectives for the waterfront should be expanded and grounded by the implementation strategy. That strategy should capture the best of what is currently built, target key elements for development and redevelopment, and elevate the process from a piece-meal, band-aid approach to a unified plan that articulates a powerful vision for a great place.

PRIVATE PROPERTIES

The privately owned portion of the study area is comprised of industrial and highway-oriented commercial uses. Major property owners include Pan Pacific Corporation, a national retail commercial company and owner of the Oregon City Shopping Center; and Mr. Jack Parker, owner of the industrial property immediately behind and east of the Shopping Center. The Parker industrial site is leased to Glacier Northwest, which operates a cement batch plant on the property. In addition, several other smaller sites are currently occupied by older industrial buildings and used as equipment storage yards. Much of the private land, as well as a good portion of the public land, is below the 100-year flood plain—as much as ten feet in some cases.



Left to market forces and without public intervention, the property along Highway 99 can be expected to continue in highway-commercial retail and service use. Vacant, commercially zoned frontage on Highway 99 can also be expected to be acquired by commercial developers for additional highway-oriented development. Restaurant operators are looking in this area because of high visibility and traffic volumes. The study area contains no office or housing uses at this time.

This northern and key entry to Oregon City is visually weak. Pan Pacific Corporation acquired the older, existing Oregon City Shopping Center several years ago and has since invested additional funds into the center to improve its appearance. Demolition of older buildings in front of the center nearest Highway 99 is currently underway and new buildings are contemplated. Pan Pacific also reports that some tenant changes are expected in the near term. The center, 268,000 square feet of gross leaseable area, is underparked by traditional standards for centers of this size (4 spaces per 1,000 square feet of gross leaseable area as compared with a desired 5 spaces per 1,000 square feet).

The Parker property located east and behind the Oregon City Shopping Center lacks visibility to the highway. Other adjacent industrial properties are in poor condition and most are available for purchase. These sites can be expected to be acquired for environmental cleanup, restoration and use as either public open space or as part of the environmental mitigation process. The Tri-Cities facility, Oregon City or another governmental agency should acquire these industrial sites along Clackamette Cove.

PUBLIC PROPERTIES

As stated, the City of Oregon City and Tri-Cities own a significant percentage of the property within the study area. This real estate is divided equally between public open space and public facility uses.

The overall strategy for the Oregon City Waterfront, as discussed elsewhere in this report, is one of high quality transformation. Only through thoughtful and focused public intervention and investment will the vision of the plan be realized. Without focused public involvement, the existing less than optimal land uses can be expected to continue and intensify.

This area serves as a key gateway to Oregon City. The site has historically been used for public access to the river, diverse waterfront and recreation activities, and a popular boat launch adjacent to abundant fishing grounds. Discussion with elected officials and community leaders reinforce the desire to maintain these elements, but to do so in a highly improved manner and environment. The development and implementation strategy incorporates this desire for a quality recreational environment and mixed-use redevelopment at the core of the study area.



MARKET DETAILS

The primary ingredients are in place to support a redevelopment effort. Location continues to be a prime consideration in real estate investment and the study area has the benefits of high traffic volumes, freeway access, adjacent waterfront, and public open space. Although a significant percentage of the property benefits from these elements, flood plain designation and internal access issues present challenges. Substantial fill will be needed to bring portions of the area above the 100-year flood plain and make them developable. In some cases the cost of filling sites may be greater than the value of the actual property.

Current market conditions indicate:

- High office vacancy rates in the Clackamas County market area (over 17%).
- Relatively strong retail market.
- Potentially weak mix of tenants at the shopping center.
- Slowing economy.
- Strong multifamily residential market.

If the property was marketed today, \$3 to \$4 per square foot or \$130,000 to \$174,000 per acre for land costs for multifamily development could be expected. Prices for retail land are currently \$9 to \$15 per square foot or \$392,000 or \$650,000 per acre. Land for office construction at this site could be expected to range from \$9 to \$11 per square foot or \$392,000 to \$479,000 per acre. Land prices are contingent upon market conditions and overall quality of the development.

As stated, the portion of the property in private ownership and suitable for development or redevelopment is currently either in highway-oriented commercial retail use or various forms of industrial use. The study area properties do not benefit from an existing residential population that will generate pedestrian activity.

Attached to this report in Appendix A is a Demographic Profile. This profile summarizes key aspects of the population, showing the pattern of growth between 1990, 2000 and 2005 (forecasted). The Demographic Profile will need to be updated after the full release of the Census 2000 data. Highlights at this time include:

- A population growth of 2.02 percent compared with 1.17 and 1.33 percent for the State of Oregon and Clackamas County respectively;
- Household growth of 2.28 percent, from 5,479 households in 1990 to a projected 8,907 households in 2005;



- A population is characterized by a relatively high percentage of 3 to 5 person households and a relatively low percentage of 1 to 2 person households compared to the Portland Metro Area.

O P T I O N S

The research, review of market conditions, discussions with public officials and the community at large result in three fundamentally distinct options for redeveloping this area. They include:

- 1 Make no significant changes;
- 2 Create/invite a special attraction or attractions to draw more people to the waterfront;
or
- 3 Significantly redevelop the entire area, increasing the quality of the open space, the existing commercial development, ending industrial uses, and incorporating housing, pedestrian areas, and office uses.

While the location of some of the private sector holdings could support retail, office, and/or housing development, costs associated with developing the properties (mainly the necessity to fill the land) make development economically challenging. There is, however, a correlation between water, open space, and/or views and land prices, and all other things being equal, the market will often pay more for such properties. However, in this case the private properties are mainly zoned industrial, located next to an environmentally sensitive area and subject to substantial land filling.

Housing adjacent to the Cove, north of the Oregon City Shopping Center has been considered as a development alternative. The apartment market would support such development, but faces the challenge of fill costs. Office space might also work, however the Oregon City office market is small and currently overbuilt as evidenced by high vacancy rates. Why would an investor be inclined to risk capital on a major housing project adjacent to an industrial area and behind the Oregon City Shopping Center? Investors are not likely to take such actions as the situation exists today.

With a comprehensive approach, the City, supported by a variety of funding mechanisms (local, regional, state, and federal), can transform the area, encouraging private investment to come forward. That transformation is discussed throughout this report. The strategy is to enhance Clackamette Cove and adjacent environmentally sensitive areas, as well as other components of the Oregon City Waterfront, to a very high standard. It is believed that the strategy of a high quality plan is the easiest way to attract the capital necessary to make it happen. Experience shows that “private capital follows public commitment.”



In the context of this bolder approach to designing, building and managing the very best of waterfront parks, environmental restoration, and other public space elements, the private sector is encouraged to become investors in the process—over time and as the market and site improvement costs support transformation.

Using the powerful public financing tool of tax increment, development and redevelopment in the private properties east of Highway 99 have the long-term opportunity for a quality mixed-use enclave. The primary land uses to be considered for this area include:

- 1 Retail commercial.
- 2 Service commercial.
- 3 Restaurants and food service.
- 4 Urban housing, both owner and rental.
- 5 Multi-story general-purpose offices.

The exact quantity and mix of these land uses within this property should remain flexible, allowing the City and developers to creatively respond to market opportunities at the time of development. While maintaining the desire to preserve flexibility, some indication of an appropriate development mix is provided for planning consideration. Again, locking down the development program precisely at this point in time becomes an inhibition to development—being too restrictive to attract the best developers.

Based on the land available through reclamation of a portion of the southern bank of the Cove, relocation of the road, acquisition and redevelopment of the industrial site behind the Oregon City Shopping Center, and renovation of the Shopping Center properties, there are long-term opportunities for the following development program alternatives¹.

Table 1
POTENTIAL LAND USE MIX, SHOWN IN ACRES
Oregon City Waterfront Redevelopment

Alternative	Housing	Retail	Office/Service
1	9.9	0.7	4.8
2	10.5	3.7	0.0
3	8.3	5.2	5.2

Using these alternatives, the effect by land use can be considered. Table 2 shows the potential development of multifamily residential units based on each alternative, followed by an analysis of potential land prices in Table 3.

¹ These tables are examples expressing design in concept only.



Table 2
POTENTIAL MULTIFAMILY DEVELOPMENT (UNITS)
Oregon City Waterfront Redevelopment

Alternative	Land Area (Acres)	Units Per Acre			Total Units		
		Low	High	Avg	Low	High	Avg
1	9.9	18	24	22	180	240	220
2	10.5	18	24	22	190	250	230
3	8.3	18	24	22	150	200	180

Table 3
POTENTIAL LAND PRICE OF MULTIFAMILY DEVELOPMENT
Oregon City Waterfront Redevelopment

Alternative	Land Area (Acres)	Total SF	Land Value ²	
			Low	High
1	9.9	431,200	\$1,293,600	\$1,724,800
2	10.5	457,400	\$1,372,200	\$1,829,600
3	8.3	361,500	\$1,084,500	\$1,446,000

Retail and office values are shown in a similar manner in Tables 4 and 5. Although these tables are strictly conceptual, they serve to test the plan against current market conditions.

Table 4
POTENTIAL LAND PRICE OF RETAIL DEVELOPMENT
Oregon City Waterfront Redevelopment

Alternative	Land Area (Acres)	Total SF	Land Value ³	
			Low	High
1	.7	30,100	\$ 270,900	\$ 451,500
2	3.7	159,900	\$1,439,100	\$2,398,500
3	5.2	226,500	\$2,038,500	\$3,397,500

Table 5
POTENTIAL LAND PRICE OF OFFICE DEVELOPMENT
Oregon City Waterfront Redevelopment

Alternative	Land Area (Acres)	Total SF	Land Value ⁴	
			Low	High
1	4.8	209,100	\$1,881,900	\$2,300,100
2	0.0	0	0	0
3	5.2	226,500	\$2,038,500	\$2,491,500

² Calculated using a land sales estimate of \$3.00 to \$4.00 per square foot.

³ Calculated using a land sales estimate of \$9.00 to \$15.00 per square foot.

⁴ Calculated using a land sales estimate of \$9.00 to \$11.00 per square foot.



REDEVELOPMENT

A partial list of projects, activities and related activities are listed in the “Development Projects Timeline” found in the Implementation Section of the Main Body of the report. The strategy centers on the following six, short-term elements:

- 1 Proceed with redevelopment of the Oregon City Waterfront, initiating improvements in conjunction with Tri-Cities to the natural environs and recreational facilities along Clackamette Cove and the Willamette and Clackamas Rivers.
- 2 Eliminate industrial uses and remove overnight trailer park with consideration of the managing agency’s revenue stream.
- 3 Develop multifamily housing on five to nine acres of the East site—preferably overlooking Clackamette Cove.
- 4 Renovate existing retail.
- 5 Initiate improvements in streetscape.
- 6 Maximize connections to larger community.

As outlined early in the report, it is critical to get many projects, regardless of size, underway at the same time.

FINANCING TOOLS

A list of potential financing tools is shown in the Appendix. This list includes local, state and federal programs. As new programs are discovered or identified, the list should be modified.

FINDINGS AND RECOMMENDATIONS

This report describes a strategy for implementation—a philosophy of development that says that quality, innovation and superior projects are rewarded while mediocrity gains little attention and even less financial support.

Dollars must be used wisely. The primary short-term focus, recommended in this report, is to vigorously pursue development of the public realm. The waterfront park, environmental mitigation areas, acquisition of key sites for public use, closure of the RV Park and similar tasks are high priority. It will require a focused effort—more detailed planning in Phase II, fundraising activities, writing grant requests, presentations to potential funding agencies and organizations, enlisting the support of special interest



groups, and related tasks. A dedicated new City staff member directly responsible for economic development issues is crucial to this process.

No more land should be sold by the City on the south side of Highway 99 across from the Oregon City Shopping Center. This land is critical to the image building of the Oregon City northern gateway and entry. As such, its highest and best use is to support the overall waterfront and environmental revitalization; not provide a pad for another fast food restaurant. Such uses are wholly incompatible.

With regard to the private sector properties, management of the Oregon City Shopping Center (Pan Pacific Corporation) has expressed an interest and a willingness to work with the City and its consultants to explore ways to strengthen both the center and the entry to Oregon City. This dialogue will continue in the months ahead. With regard to the industrial property on the east side of Highway 99, the following is recommended:

- 1 Rezone the property to accommodate the mixed uses described in this report. This will insure that additional industrial activity is not put onto these sites.
- 2 Establish rigorous design controls that go with the zoning in order to control the quality of new development and its compatibility with the significant investment the public will be making to the adjacent Clackamette Cove and surrounding area.
- 3 Work with the property owners to achieve a smooth transition from the current industrial uses to more intensive uses, when the owners are ready. Planning between the City and the property owners should begin soon. Filling all or portions of the industrial site will impact both the industrial property and its relationship to the public lands to the north.

Oregon City has the opportunity to considerably enhance its waterfront, create a new and exciting entry to the City and strengthen the relationship of Downtown to the waterfront. Market forces support the redevelopment, but are dependant on public leadership and commitment to creating a great place.



APPENDIX A DEMOGRAPHICS OREGON CITY

Overview

- Population is characterized by a relatively high percentage of 3 to 5 person households, and a relatively low percentage of 1 to 2 person households compared to the Portland Metro Area.
- Approximately 12% of the population holds a bachelor or advanced college degree.
- Oregon City's population is expected to grow faster than surrounding Clackamas County and the State of Oregon.

Population and Households

Population	1990	2000	2005	Annual Population Growth Rate 2000-2005
Oregon City	14,698	20,857	22,964	2.02%
Clackamas County	278,850	342,786	365,541	1.33%
State of Oregon	2,842,321	3,356,108	3,552,515	1.17%

Households	1990	2000	2005	Annual Growth Rate 2000-2005
Oregon City	5,479	7,994	8,907	2.28%
Clackamas County	103,530	130,328	140,532	1.57%
State of Oregon	1,103,313	1,320,956	1,406,531	1.30%

Average Household Size	1990	2000	2005
Oregon City	2.62	2.56	2.53
Clackamas County	2.67	2.61	2.58
State of Oregon	2.52	2.49	2.48

Household Size (1990)	One	Two	Three to Five	Six or More
City of Oregon City	24.1%	32.0%	40.5%	3.4%
Clackamas County	20.5%	35.1%	40.9%	3.5%
State of Oregon	25.3%	35.8%	35.7%	3.3%

Sources:
CACI
US Census Bureau
Leland Consulting Group

Education, Age, Income & Ethnicity

Educational Attainment (1990)	Oregon City	Clackamas County	State of Oregon
% Elementary School (0-8 Years)	6.1%	4.3%	6.2%
% Some High School (9-12 Years)	13.0%	10.0%	12.3%
% High School Graduate only (12 Years)	31.6%	27.2%	28.9%
% Some College (13-15 Years)	36.5%	34.9%	32.0%
% Bachelor Degree	8.8%	16.1%	13.6%
% Graduate degree	3.9%	7.5%	7.0%
Total	100%	100%	100%

Population by Age (2000)	Oregon City	Clackamas County
0 to 19	6,120	93,808
20 to 34	4,580	61,346
35 to 64	7,518	146,557
65 to 74	1,164	21,151
75 and up	1,475	19,924
Total	100%	100%

Population by Ethnicity (2000)	Oregon City	Clackamas County
White (non-Hispanic)	96.0%	95.1%
Black (non-Hispanic)	0.4%	0.4%
Asian	1.6%	2.4%
Other	2.0%	2.1%
Hispanic	3.9%	4.5%
Total	100%	100%

2000 Householder Age by HH Income (Oregon City)	Under 35	35 to 54	Over 55	Total
Below \$15,000	2.5%	1.8%	6.0%	10.3%
\$15,000-\$24,999	3.3%	1.8%	4.1%	9.1%
\$25,000-\$34,999	6.4%	4.4%	5.5%	16.3%
\$35,000-\$49,999	8.5%	10.9%	6.7%	26.2%
\$50,000 +	9.2%	19.3%	9.7%	38.1%
Total				100%

FINANCING TOOLS: PROGRAMS FOR PUBLIC-PRIVATE DEVELOPMENT

FINANCING PROGRAM	JURISDICTION	DESCRIPTION	ADVANTAGE(S)	DISADVANTAGE(S)
<i>Bond</i> Local Improvement Districts	Local	A Local Improvement District, or LID, is a type of special assessment district frequently used by communities to pay for capital improvements that benefit a defined area. A specific area is determined based on the type of improvement and who will benefit from the improvement. The assessment is generally based on the increased property values that result from the improvement and is used to pay off all or a portion of the costs of the project. The assessment can be paid off all at one time or over a 10 or 20-year period through the issuance of a bond. A LID can be initiated by the local government or by citizens in the affected area and requires approval from both community and affected property owners.	Benefiting property owners pay for improvements.	Cost of improvements may be greater than districts ability to pay.
Tax Increment Financing (Urban Renewal Districts)	Local/Regional	Tax increment financing is a mechanism where public projects are financed by debt borrowed against the future growth of property taxes in an urban renewal district. The assessed value of all properties within the district is set at the time the district is first established (the base). As public and private projects enhance property values within the district, the increase in property taxes over the base (the increment) is set aside. Debt is issued, up to a set maximum amount, to carry out the urban renewal plan and is repaid through the incremental taxes generated within the district. Urban Renewal Districts usually are in effect for 15 to 20 years. When the district is retired, the base is removed and all property taxes in the district return to normal distribution.	Can pay for upfront costs associated with redevelopment. Benefiting property owners pay for improvements. Does not create any "new" taxes or special assessments.	Cost of improvements may be greater than district's ability to pay. Other taxing authorities do not receive higher tax revenue from the district until the district is retired.
<i>Grant</i> HOME Investment Partnership Program	HOME - Federal	HOME is a federally funded block grant program that provides funds to states and localities on an annual basis. The funds may be used for a variety of affordable housing activities, including acquisition, rehabilitation, or construction of new rental housing; demolition of dilapidated housing; closing cost assistance or down payment assistance to new home buyers; direct rental assistance for up to two years; relocation assistance to displaced residents; housing counseling; and home repair. There are income restrictions, as well as rent restrictions and housing price limits.		



FINANCING

PROGRAM	JURISDICTION	DESCRIPTION	ADVANTAGE(S)	DISADVANTAGE(S)
Community Development Block Grants (CDBG funds)	HUD - Federal	The CDBG program is a federally funded block grant that provides funds to eligible metropolitan cities and urban counties (entitlement communities) on an annual basis. The money must be used to benefit low- and moderate-income families, prevent or eliminate slums or blight, or meet other urgent community development needs. The State Community Development Block Grant (SCDBG) program provides states with direct grants, which they in turn award to smaller, nonentitlement communities. Eligible uses are the same as for the entitlement communities. Funds usually are distributed through a competitive process. Administered by the Department of Housing and Urban Development (HUD), the Small Cities CDBG Program provides grants to nonentitlement communities in Hawaii and New York. Eligible activities include the acquisition of land and buildings; demolition and clearing of land; housing rehabilitation; homebuyer assistance; subsidized mortgage interest rates; and closing cost assistance for first-time homebuyers. CDBG also may fund infrastructure such as streets, sidewalks, sewers, water systems, and playgrounds. CDBG funds can be used for new construction of housing only under certain circumstances.	Grant funds that do not have to be repaid.	Can only be used in blighted or low-income areas and are competing against other projects seeking funds.
Mortgage Revenue Bond Program	HEA	State and local HEAs issue mortgage revenue bonds (MRBs) to provide a source of low interest rate mortgages for first-time homebuyers to finance the purchase, rehabilitation, or improvement of owner-occupied homes. Investors who purchase MRBs accept a lower interest on the bonds because the income from the interest is tax-exempt. The state passes on the interest savings to income-eligible, first-time homebuyers. States may provide the mortgages directly, or they may buy loans made by private lenders to qualified buyers. There are limits on the price of the homes that may be purchased using these mortgages. Congress imposes a limit on the annual volume of tax-exempt bonds that may be issued to provide mortgages. Each state is allocated \$50 per capita. In October 1998, Congress increased the volume cap by \$5 a year for five years beginning in the year 2003.		



FINANCING

PROGRAM	JURISDICTION	DESCRIPTION	ADVANTAGE(S)	DISADVANTAGE(S)
<i>Loan</i> American Communities Fund	Fannie Mae	American Communities Fund was created in 1996 as a community development venture capital fund with an initial capitalization of \$100 million. It is dedicated to making equity investments in neighborhoods that lack adequate access to traditional equity capital for the development of affordable housing and related facilities. The ACF's mission is to make high-impact investments that will have a substantial, catalytic effect on the vitality of the neighborhood in which the investment is located. Eligible transactions include rental housing and homeownership opportunities, as well as mixed-use projects, commercial, retail, and other facilities that directly support residential communities. Investments made by the fund generally range in size from \$1 million to \$5 million. The locations sought by the American Communities Fund are primarily areas in which Fannie Mae is already working with the community to implement a local housing strategy. These include cities or states where Fannie Mae has a Regional or Partnership Office or has formed a Community Partnership.	Provides needed equity for long-term financing.	Fannie Mae expects a market rate of return on equity and wants to exit project within 7 to 10 years. Therefore, project has to be financially sound from a market (private) investment perspective. Community has to be actively working with Fannie Mae and have a housing strategy.
Community Development Financial Institutions (CDFIs)	Fannie Mae	Community Development Financial Institutions (CDFIs) are important partners for Fannie Mae. The goals of the CDFI investments include stimulating economic development and increasing affordable housing opportunities in low-income areas; promoting fair lending and increasing the participation of minority- and women-owned lenders; serving as a catalyst that attracts the financing of other potential investors; and forging new relationships that will enable Fannie Mae to be more effective in servicing unmet housing needs. Funding is based on recommendations from Fannie Mae's regional office and completion of due diligence leading to the conclusion that the investment is a prudent economic decision based on Fannie Mae's CDFI investment guidelines.	Benefits low-income households and minority and women-owned lenders.	CDFI investment guidelines may be prohibitive to project funding.



FINANCING PROGRAM	JURISDICTION	DESCRIPTION	ADVANTAGE(S)	DISADVANTAGE(S)
Housing Impact Fund	Fannie Mae	Housing Impact Fund was created by Fannie Mae as a short-term loan fund to invest in ventures that have significant housing impact value but that cannot be easily accommodated within their standard lines of business. HIF's lending authority currently is \$200 million. Its primary goals are (1) to support unique development or financing opportunities for rental or ownership housing primarily for lower-income households and (2) to encourage the development of innovative housing finance products and services. The financing provided through the HIF may take many forms, including direct loans, loan participations, loan guarantees, and lines of credit. Any credit worthy borrower, whether nonprofit or for-profit, may apply for assistance through the fund. Funding decisions are based on demonstrated financial and organization viability and on proposals that meet HIF's investment guidelines.	Source of short-term financing.	Financially marginal projects may not be able to meet HIF investment guidelines.
Federal Housing Administration (FHA) Mortgage Insurance For One- to Four-Family Homes (Section 203(B))	FHA	FHA insures mortgages made by qualified lenders to borrowers purchasing or refinancing a home. The program helps low- and moderate-income households become homeowners by lowering some of the loan costs. Borrowers apply to a FHA-approved lender (most lenders use the Direct Endorsement provisions, which allows them to consider applications without submitting paperwork to HUD). The down payment requirement is low and closing costs may be financed. There are limits on the maximum loan amount.		
FHA Mortgage Insurance for Low- and Moderate-Income Buyers (Section 221(d)(2))	FHA	The Section 221(d)(2) program insures mortgage loans made by private lenders to finance the purchase, construction, or rehabilitation of low-cost, single family homes for low- and moderate-income households.		



FINANCING

PROGRAM	JURISDICTION	DESCRIPTION	ADVANTAGE(S)	DISADVANTAGE(S)
FHA Graduated Payment Mortgage Insurance (Section 245)	FHA	This program permits households with incomes expected to rise a graduated payment plan that increases over time. The program is tailored to first-time homebuyers who expect their income to rise but can't handle the upfront and monthly costs of purchasing a home. Households apply to FHA-approved lending institutions (including banks, savings and loan associations, and mortgage companies) for the mortgage plan.		
FHA Rehabilitation Mortgage Insurance (Section 203(k))	FHA	This insurance program permits homebuyers and homeowners to finance both the purchase (or refinancing) of a home and the cost of its rehabilitation in one loan or to finance the rehabilitation of the home. These loans save borrowers time and money and protect lenders by insuring the loan prior to completion of the rehabilitation work.		
Federal Home Loan Bank	FHL	The Community Reinvestment Act (CRA) requires Federal Home Loan (FHL) banks to help meet the credit needs of low- and moderate-income households in the communities in which its member banks operate. The 12 FHL banks are required to use up to 10 percent of net earnings to provide funds to its member banks to make favorably priced loans for affordable housing and community development.		
		The funds are provided through two programs. The Affordable Housing Program offers grants and below-market-rate loans to finance the purchase, construction, and/or rehabilitation of owner-occupied or rental housing for low- and moderate-income households (up to 80 percent of the area median). The Community Investment Program (CIP) provides loans to finance commercial and economic development projects that benefit low- and moderate-income households or activities located in neighborhoods that have a majority (51 percent) of residents earning 80 percent or less of the area median income. CIP funds also may be used to finance housing that benefits families or individuals with incomes up to 115 percent of the area median.		



FINANCING PROGRAM	JURISDICTION	DESCRIPTION	ADVANTAGE(S)	DISADVANTAGE(S)
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FHA Energy Efficient Mortgages Program (EEM)	FHA	This program helps finance the cost of adding energy efficient features to new or existing housing as part of the homeowner's FHA-insured home purchase or refinancing. The savings realized by the homeowner because of the reduced energy costs are taken into consideration by the lender when qualifying the household for a mortgage. Borrowers apply through an FHA-approved lender.		
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Tax Credit / Increments 10 percent Historic Rehabilitation Tax Credit	National Park Service/State Historic Preservation Office	Tax credit if for rehabilitation of non-historic non-residential structures built before 1936. Tax credit equals 10 percent of the amount spent in rehabilitation. Credit reduces the amount of income tax owed dollar for dollar. Rehabilitation must be substantial, greater than \$5,000. At least 50 percent of existing walls must remain in place as external walls, 75 percent of existing external walls must remain, and 75 percent of building internal structural framework must remain.	Building does not have to be a certified historic plane. Reduction of income taxes owed.	Building has to be pre-1936 construction. Rehabilitation of building may be substantially more expensive than new construction and tax credit may not be enough of a benefit.
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20 percent Historic Rehabilitation Tax Credit	National Park Service/State Historic Preservation Office	Tax credit if for certified rehabilitation of certified historic structures. Tax credit equals 20 percent of the amount spent in a certified rehabilitation. Credit reduces the amount of income tax owed dollar for dollar. Credit is available for commercial, industrial, agricultural, or rental residential. Long-term lessees may apply if lease for residential is 27.5 years or 39 years for non-residential. Preliminary fee is \$250. Final fee, charge to accepted projects, ranges from \$0 to \$2,500 depending on cost of rehabilitation. Owner must hold the building for 5 full years, or repay whole or partial tax credit (repay reduced by 20 percent for each full year building remains in original ownership).	Reduction of income taxes owed.	Rehabilitation of building may be substantially more expensive than new construction and tax credit may not be enough of a benefit.
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FINANCING PROGRAM	JURISDICTION	DESCRIPTION	ADVANTAGE(S)	DISADVANTAGE(S)
Low-Income Housing Tax Credit Program (LIHTC)	IRS	The Low-Income Housing Tax Credit Program LIHTC was created by the Tax Reform Act of 1986 and is administered by the Treasury Department and state HFAs. The objective of the program is to provide investor equity capital to reduce debt service on multifamily rental housing and thereby lower rents to service low-income households. The credit provides a dollar-for-dollar reduction in tax liability for owners and is allowable over a 10-year period. Although the tax credit program is used most often for rental developments, it is possible to use the program for lease-purchase programs.	Guaranteed maximum 10 percent developer fee or ROI in a market producing lower returns.	Cannot exceed 15 percent developer fees or ROI in markets producing higher returns; demonstrate housing need; and project has to provide low-income rental housing for a minimum of 30 years.
Brownfields Redevelopment Initiative	HUD / EPA	Every year, each state is allocated tax credits equal to \$1.25 times its population. (A bill was introduced to Congress in February 1999 to increase the \$1.25 to \$1.75. The bill was pending as this publication went to press.) Of the allocation, 10 percent must be set aside for qualified nonprofit organizations that provide affordable housing. State HFAs conduct a competitive process to allocate the credits. The Brownfields initiative is a joint effort being undertaken by 15 federal agencies, including HUD and the Environmental Protection Agency (EPA), to provide funds for remediation of environmentally contaminated sites in both urban and rural areas. Funds may be provided from different programs within each agency. HUD programs include the Community Development Block Grant (CDBG), the Section 108 CDBG Loan Guarantee program, HOME, Lead-Based Paint Hazard Control, and the Economic Development Initiative (EDI) program. The EPA provides a tax incentive to developers who undertake the clean up and redevelopment of a Brownfields site. The costs for cleaning up a contaminated site are fully deductible in the year in which they are incurred, rather than having to be capitalized and then, if the property is depreciable, depreciated over time. This program sunsets January 1, 2001. Under the EPA tax incentive program, a site must meet specific geographic, land use, and contamination requirements. The site must be in one of the following areas:		



FINANCING PROGRAM	JURISDICTION	DESCRIPTION	ADVANTAGE(S)	DISADVANTAGE(S)
Brownfields Redevelopment Initiative <i>Continued</i>		▪ An EPA Brownfields Pilot area; ▪ A census tract where 20 percent or more of the population is below poverty; ▪ A census tract that has a population under 2,000 and has 75 percent of its land zoned industrial or commercial and is adjacent to a census tract with a poverty rate of 20 percent or more; ▪ An Empowerment Zone or Enterprise Community. An owner using HUD programs for environmental clean-up must meet the specific requirements of the program. Generally, Brownfields Initiative activities benefit low-income residents in and around the site. Grantees must use at least 70 percent of the funds for activities in which the majority of the people who benefit or the majority of the residents in the neighborhood have low or moderate incomes.		

WPS Memorandum

WINTEROWD PLANNING SERVICES, INC.

TO: Wayne Stewart
FROM: Greg Winterowd
DATE: January 15, 2001
RE: **Oregon City Waterfront Regulatory Issues**

This memorandum (a) describes and analyzes existing Oregon City zoning regulations that control land uses within Oregon City Waterfront planning area; and (2) recommends consolidating and simplifying existing regulations in a comprehensive "plan district" for the entire Waterfront planning area.

Existing Regulatory Framework

The Oregon City Waterfront planning area is defined by:

- the Clackamas River to the north;
- the Willamette River to the west;
- 6th Street to the south;
- McLoughlin Boulevard (Highway 99E) to the southeast (south of I-205); and
- Interstate 205 to the southeast (north of McLoughlin Boulevard).

Within this planning area, there are four primary or "base" zoning districts and at least six overlay districts:

Existing Waterfront Zoning Districts	
Zoning District	Area of Applicability
Base Zoning Districts	
C – Commercial	Central area along Highway 99E, south of Main Street to 10 th Street
CBD – Central Business District	Southern area along Highway 99E, south of 10 th Street to 6 th Street
TC – Tourist Commercial	Northeast area , south of the Waste Water Treatment Plant and east of Clackamette Park
R-10 – Single Family Dwelling District	North and northwest area , along the Clackamas River and at the confluence of the Clackamas and Willamette Rivers

Overlay Districts	
WRG – Willamette River Greenway Overlay District	Western area along Willamette River (west of Highway 99E north of 14 th Street and west of Main south of 14 th Street) is within the WRG boundary. Compatibility review occurs within 150' of the "ordinary low-water line" of the Willamette River. The "Willamette River Greenway Design Map" (Comp Plan) shows a "proposed walkway" from 5 th Street to the Clackamas River.
WR – Water Resources Overlay District	Northern and western areas – the "water quality resource areas" or "vegetated corridors" 200' inland from both the Willamette and Clackamas Rivers
Flood Management Overlay District	Entire planning area within 100-year floodplain , as defined on FEMA and Metro maps, or the 1996 flood. The Comp Plan shows two areas outside the floodplain: northeast of Hwy 99E/I-205 cloverleaf and southwest of WWTP.
Site Plan and Design Review	Central, southern and northeastern areas (site and design review requirements apply to all underlying zones except R-10)
Downtown Oregon City Building Improvement Handbook	Southern area – the "guidelines" found in this document apply to all land zoned Central Business District (CBD)
H - Historic Overlay District	The Comp Plan shows a "proposed downtown area historic district" east of the Willamette River, from 9 th Street to south of 5 th Street; no other historic sites or structures are identified within the study area.

Primary Districts

As noted above, land uses within the study area currently are controlled by four underlying zoning districts: General Commercial District (C), Central Business District (CBD), Tourist Commercial District (TC) and Single-Family Dwelling District (R-10).

The General Commercial District in Oregon City allows a wide range of commercial and transportation uses outright. This is Oregon City's auto-oriented commercial zoning district. All uses allowed in the RA-2 Multi-Family Dwelling District are also allowed outright. Retail feed, fuel, lumber and building yards are also allowed behind a site-obscuring fence. (OCZO 17.32.020) Conditional uses include public recycling facilities, boat repair facilities, communication facilities, nursing homes, and the wide range of public and semi-public uses allowed by Chapter 17.56, Conditional uses. (OCZO 17.32.030) Front, rear and street-side property line setbacks of 10' are required. The maximum building height is 35'. (OCZO 17.32.040)

The Tourist Commercial District is intended to serve Oregon City tourists. Tourist-related uses include amphitheaters, auditoriums, biking and hiking facilities, hotels and motels, marinas, museums, parks, restaurants and "retail and services uses directly related to tourist attraction." (OCZO 17.30.020) Conditional uses include entertainment centers, golf courses and driving ranges, mixed use developments (residential cannot exceed 25% of total floor area), offices, overnight camping, fire and police facilities, RV Parks, service stations, and "transitional uses" (i.e., pre-existing non-conforming uses). Public recycling facilities, boat repair facilities, communication facilities, nursing homes, and the wide range of public and semi-public uses allowed by Chapter 17.56, Conditional Uses. (OCZO 17.30.030) Property line setbacks of 10' are required. The maximum building height is 35'. (OCZO 17.30.040)

The Central Business District allows outright all uses permitted in the General Commercial District and all uses allowed in the RA-2 Multi-Family Dwelling District. Retail feed, fuel, lumber and building yards are also allowed behind a site-obscuring fence. In addition to General Commercial uses, the CBD also allows the "Downtown Association outdoor craft/farmer's market. (OCZO 17.34.020) Conditional uses include public recycling facilities, boat repair facilities, communication facilities, nursing homes, and the wide range of public and semi-public uses allowed by Chapter 17.56, Conditional Uses. (OCZO 17.32.030) No property line setbacks are required. The maximum building height is 75'. All development within the CBD is subject to the design requirements of the *Downtown Oregon City Building Improvement Handbook* (OCZO 17.34.040)

The R-10 District is a low-density residential district that allows single-family dwellings, public-owned parks and community centers, and farming outright. (OCZO 17.08.020) Golf courses and uses listed in OCZO 17.56, Conditional Uses (see discussion under General Commercial District, above), may be permitted through the conditional use process. (OCZO 17.08.030) Property line setbacks of 10-25' are required. The maximum building height is 35'. (OCZO 17.08.040)

Overlay Districts

As noted above, land uses within the study area currently are controlled by six overlay districts: Willamette River Greenway (WRG); Water Resources (WR); Flood Management; Site Plan and Design Review; Historic (H); and the guidelines of the *Downtown Oregon City Building Improvement Handbook*. The effects of the overlay district regulations are cumulative. The more restrictive set of regulations controls. Where there are overlapping overlay districts (e.g., WR and WRG), compliance with the standard of one overlay district is a necessary, but not sufficient, condition for code compliance.¹

The Willamette River Greenway Overlay District applies to "any development, change of use, or intensification of use" within the "Greenway compatibility boundary", defined as 150' from the ordinary low-water line of the Willamette River.² (OCZO 17.48.040 and 100) Generally, development must be "directed away from the river" and "protect and enhance the vegetative fringe to the greatest extent practicable". Landscaped area, open space or vegetation between the river and the activity" and public access to the river must be "maximized". (OCZO 17.48.070-100) Except for "water dependent and water related uses", "greenway setbacks" (within the compatibility boundary) must be established on a case-by-case basis consistent with WRG standards. Note that "prohibited uses" within the WRG boundary (which extends beyond the

¹ OCZO 17.49.100, "Consistency", reads as follows:

Where the provisions of this chapter are less restrictive or conflict with comparable provisions of the zoning ordinance, regional, state or federal law, the provisions that are more restrictive shall govern. Where this document imposes restrictions that are more stringent than regional, state and federal law, the provisions of this document shall govern.

² Exceptions to this rule include: timber harvesting outside the "vegetative fringe" area, gravel removal and dredging permitted by the state, "activities to protect, conserve, and enhance public recreation, scenic, historical and natural uses on public lands", limited erosion and flood control measures, and expansion of communication or energy distribution facilities. (OCZO 17.48.050)

150' compatibility boundary) include residential structures over 35', "structural bank protection", and subsurface sewage disposal drainfields. (OCZO 17.48.110)

The Water Resources Overlay District was modeled after Metro's Title 3 and is intended to protect water quality. For "anadromous fish-bearing streams", such as the Willamette and Clackamas Rivers, the required width of the "vegetation corridor" is 200'. Riparian enhancement, redevelopment that does not increase the "structural footprint", and public facilities are allowed uses within this corridor. However, other uses allowed in the "base zones" are subject to review standards. As part of the application, a detailed inventory, avoidance and alternatives analysis, and mitigation plan must be prepared. If the quality of vegetated corridor is "marginal" or "degraded", enhancement is required. The width of the corridor may be reduced if the corridor is "primarily developed with commercial, industrial or residential uses or is significantly degraded with less than 25% vegetative cover." The Planning Commission must also find "decreasing the width of the corridor will not adversely affect the water resource functional values". In no case may the vegetated corridor be reduced below 50' (the minimum for a non-anadromous fish-bearing stream). (OCZO 17.49.060) Density transfer is permitted through the Chapter 17.64 Planned Unit Development process. Variances are allowed to ensure against "unreasonable hardship". If the Planning Commission determines that strict variance requirements are met, the vegetative corridor may be reduced to 15', provided that the average width does not decrease below 30'.

The Flood Management Overlay District was recently amended in conformance with Metro Title 3 requirements. Chapter 17.42 applies to land within the 100-year floodplain and to land with "physical or documented evidence of flooding" based on aerial photographs of the 1996 flood and/or Metro water quality and flood management area maps. (OCZO 17.42.030 and 090) Uses allowed in the base zones are also allowed within the Flood Management Overlay District, subject to standards. In addition to constructing habitable flood area one foot above the 100-year flood elevation and related engineering requirements, the City has adopted a "balanced cut and fill" policy: "No net fill in any floodplain is allowed...any excavation below bankfull stage³ shall not count toward compensating for fill." (OCZO 17.42.170)

Chapter 17.62, Site Plan and Design Review, applies to development within the General Commercial District (C), Central Business District (CBD), and Tourist Commercial District (TC) and to parking lot design within the entire study area. (OCZO 17.62.030) Detailed site, landscaping, lighting, grading, drainage, parking, access, tree protection, natural resource protection, public facilities, and materials plans are required, in addition to other plans that may be required by the Planning Director. (OCZO 17.62.040) Development review standards include: 15% landscaping and plans that ensure "compatibility" with surrounding uses, adequate public facilities, "direct, safe and convenient bicycle and pedestrian travel", and (for multiple family housing) "outdoor play space suitable for children" and "private and semi-private outdoor

³ As defined in OCZO 17.42.020, "Bankfull stage" means:

...the stage or elevation at which water overflows the natural banks of streams or other waters of this state. The bankfull stage may be approximated by using either the two-year recurrence flood interval elevation or one foot measured vertically above the ordinary mean high water line.

space for each unit". (OCZO 17.62.050 and 070) Special development standards apply along transit streets. (OCZ) 17.62.080)

The *Downtown Oregon City Building Improvement Handbook* design review guidelines apply only to development within the Central Business District. We have not yet reviewed these guidelines.

The Historic Overlay District does not appear to apply to any land within the Oregon City Waterfront study area. However, a Comprehensive Plan map shows a "proposed" Downtown Area Historic District south of 9th Street; this map includes properties within the study area.

Analysis

A complex set of base and overlay zones applies within to land within the study area. Height and use limitations in the four base zones constrain master planning efforts. Conflicts exist among the overlay zones. For example, the setback and development requirements of the WRG and WR overlay districts differ substantially – yet both apply to development along the Willamette River.

Review standards are discretionary, making long-term planning problematical. Any development application within the study area will require a lengthy and complicated development application – with an uncertain outcome. It will be very difficult to prepare a master plan that anticipates all of the issues that must be addressed under Oregon City's existing regulatory scheme for this area. Unless the code is amended, even minor changes in the master plan will likely require complicated and uncertain review.

Recommendation

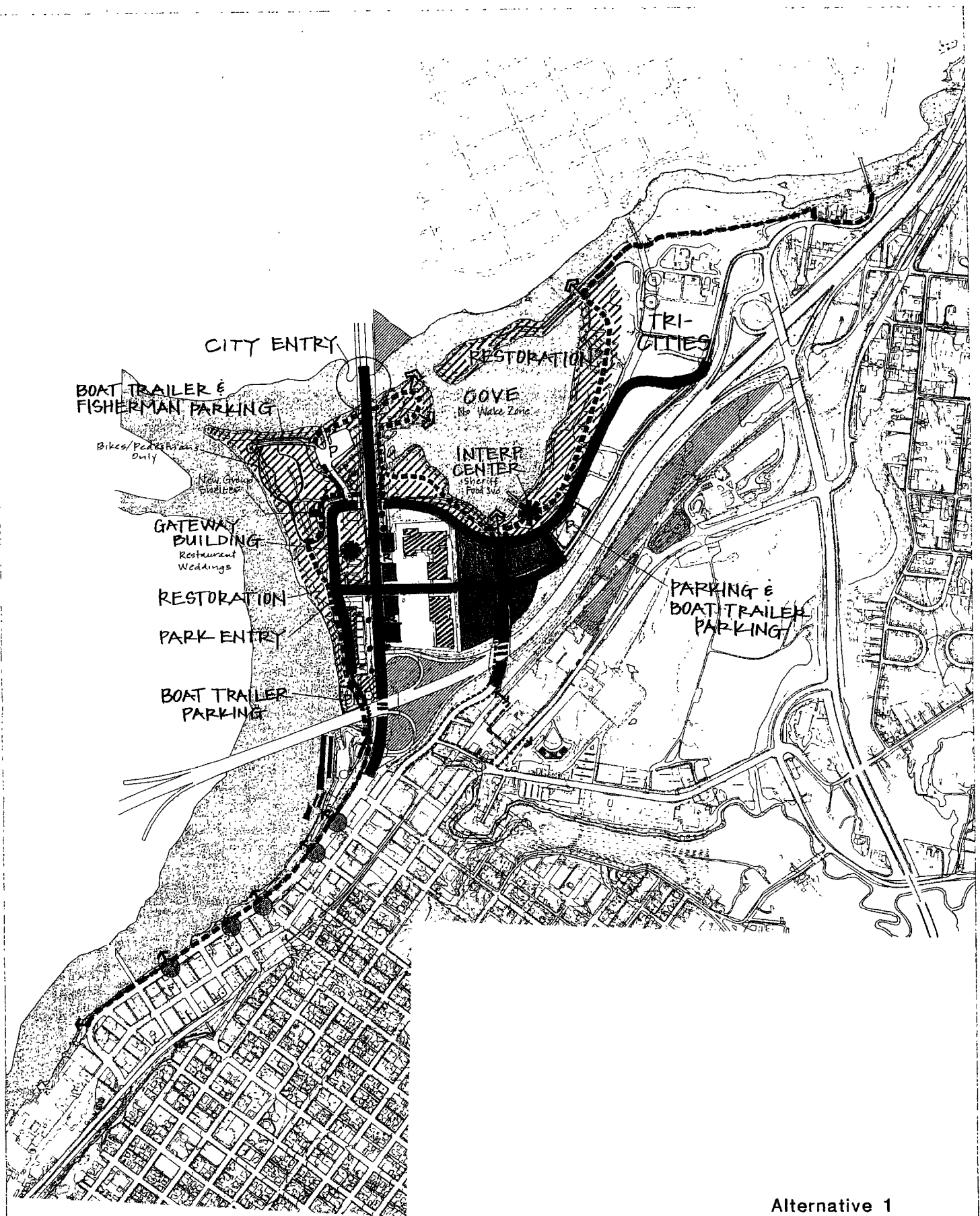
We recommend that the project team consider a single "waterfront plan district" for the study area.⁴ Such a plan district would have the following characteristics:

1. The plan district would clearly state waterfront development and resource conservation objectives agreed upon by the City Council as a result of a public planning process. The plan district would replace the existing set of base and overlay zones, or specifically reference which portions of the overlay zones continue to apply.
2. The plan district could include special review procedures that allow for a more streamlined process – because development *versus* conservation issues have been resolved in advance, and adequate public facilities standards have been incorporated into the plan district itself.
3. High quality natural resources and their "vegetated corridors" would be mapped based on district-wide inventories that consider both the quantity and quality of water and riparian resources in relation to one another. The standards of the WRG and WR overlay districts would be reconciled systematically – rather than on a parcel by parcel basis. Variable resource setbacks would be applied to specific areas based on actual conditions. Resource

⁴ The City of Portland has used the "plan district" approach for several complex, inter-related development areas in the city. Hillsboro and Washington County have used "station area plans" to provide for transit-oriented development. The City of Hood River is considering adoption of a similar approach for its waterfront area.

mitigation and enhancement projects would be determined in advance and incorporated as standards in the plan district. (For example, in a degraded area, a setback of 50' might be established, provided that pre-defined enhancement measures occur with a future development proposal.)

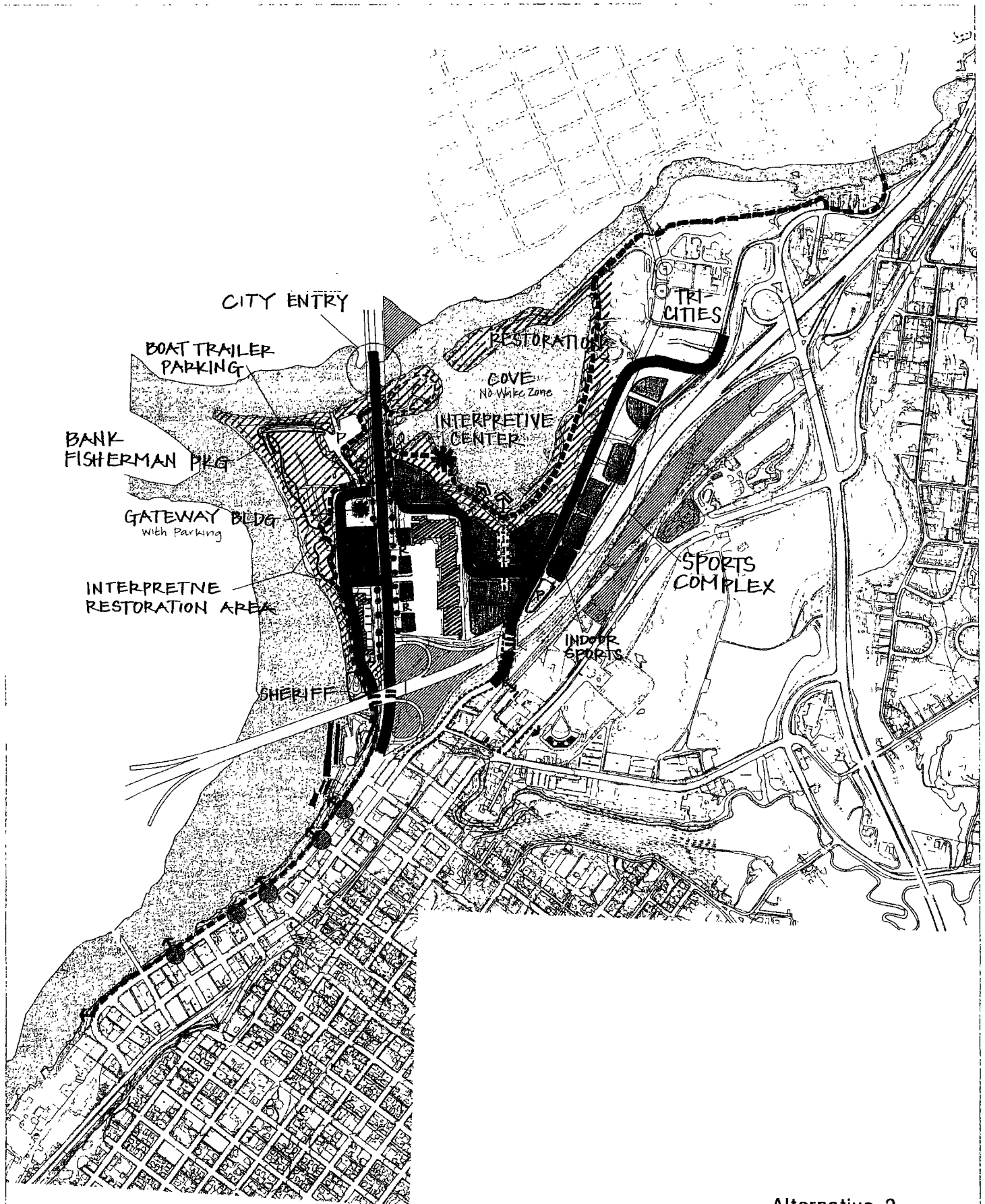
4. Development areas would be clearly mapped after considering tradeoffs among riverfront development, transportation and resource protection objectives. Once development areas are delineated, however, permitted development projects would not be subjected to an additional discretionary review process.
5. A mix of uses would be allowed under clear and objective standards within the plan district. Artificial distinctions between "tourist" and "general commercial" would be eliminated. However, the plan district could include sub-districts that emphasize different types or intensities of uses (*e.g.*, natural areas, active recreational areas, high intensity mixed use areas, lower intensity mixed use areas, transportation facilities, WWTP, etc.) or different design objectives consistent with a planned waterfront community.
6. The plan district would include a map of the basic transportation system that connects various sub-districts. The plan district would address multi-modal transportation and parking needs based on a range of development intensities. Transportation mitigation measures would be determined in advance and triggered by pre-assigned numbers of vehicle trips resulting from actual development. Adequate public facilities requirements would be included in the plan district based on anticipated demand for services.
7. Development standards in the plan district would be clear and objective – and would be designed to achieve the stated goals of the plan district, as articulated through a public review process. For example, height, setback and floor area standards might vary among subdistricts in order to provide river views or reduce shade to common areas.
8. Design standards would be developed for the plan district (and possibly for each sub-district). To comply with state rule requirements for clear and objective standards (for both "needed housing" under Goal 10 and resource protection programs under Goal 5), two sets of design review standards could be provided. The first set would be "clear and objective" (*i.e.*, measurable); and the second set would be more subjective, but allow for greater flexibility. The choice of which set to use would be the applicant's.



Alternative 1



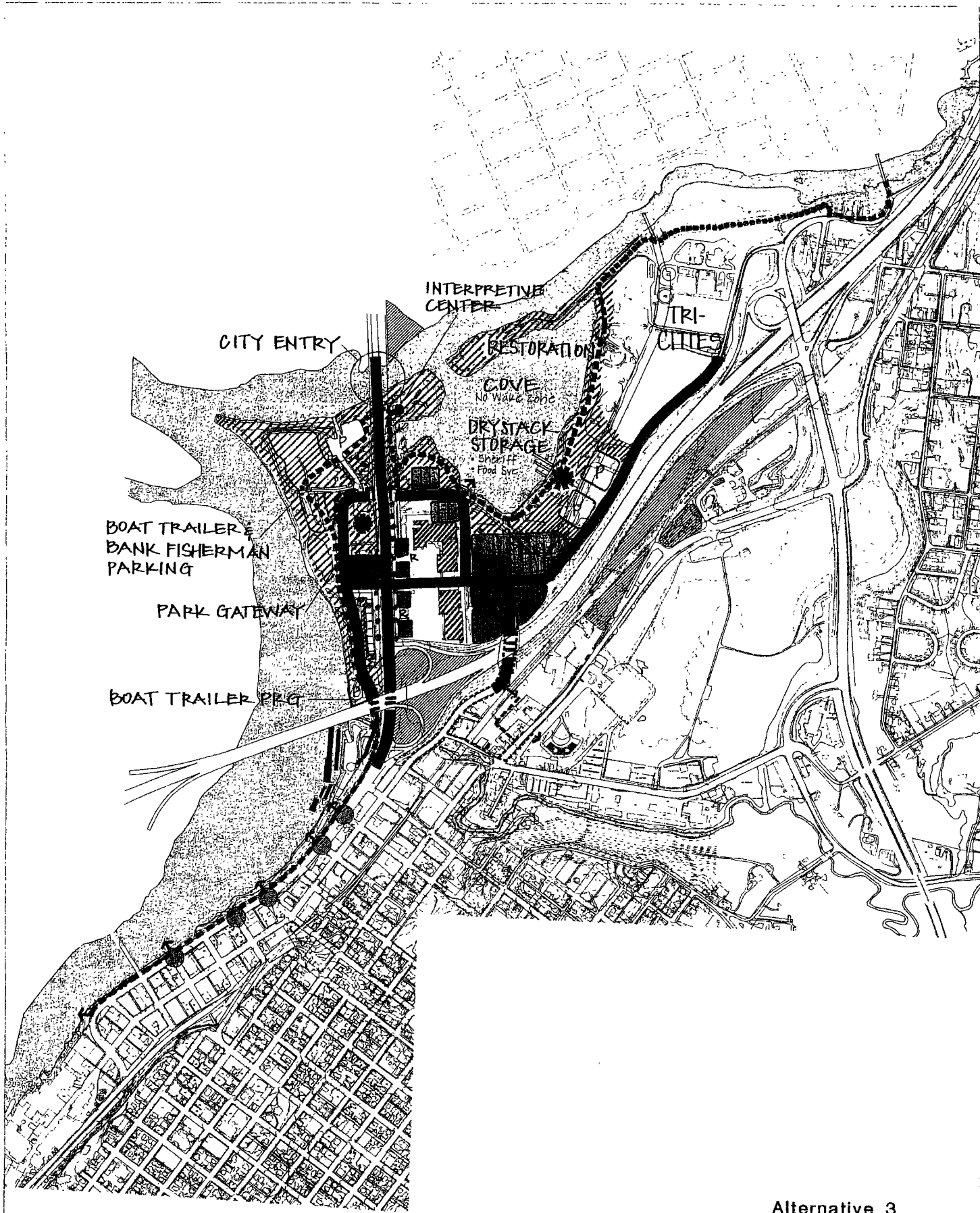
WALKER-MACV
111 Eastman Hall Street, Suite 200, Portland, ME 04101-3917



Alternative 2



WALKER & MACY
1000 Broadway, Suite 1000, Portland, ME 04101-1000



Alternative 3



WALKER-MACV
111 Eastman Ave. Suite 200, Oakland, CA 94612-2000

Oregon City Waterfront Master Plan Stakeholder Response Summary

Contact was made with 29 individuals selected for their interest in Oregon City in general and the study area in particular. Of these, 27 individuals took the time to respond to a telephone survey. Respondents included all City Commission members, and representatives of the Park and Recreation Advisory Committee, Planning Commission, interested public agencies, community leaders, property owners, and business managers.

Each respondent was asked a series of seven open-ended questions. These responses were then summarized by question and tabulated on the following pages. Those comments which were made most frequently appear near the top of the summary sheets. However, it needs to be stressed that this was not meant to be a popularity contest. In some cases very important issues were identified by one individual. These issues should be considered carefully as the plan for the area is developed.

[illegible]

2.	What problems exist in the study area?	
	No. of Responses	Comments
	9	• Flooding
	5	• Stability/condition of old landfill
	5	• Poor aesthetic experience
	4	• Poor connectivity (vehicles, bikes, pedestrians)
	4	• Traffic noise
	4	• Erosion of the Clackamas River bank at the cove
	4	• Traffic volumes (intersections nearing capacity)
	3	• Fragmented land use patterns
	3	• STP expansion should be controlled, and buffered so it is “in the background”
	2	• Degraded landscape
	2	• Riparian habitat is not being protected
	2	• Poor access around the cove for fishing and walking
	2	• Boating access to the cove is difficult (gravel bar is building)
	2	• Unknown sediments in the cove (possible contamination)
	2	• Pollution
	2	• Unsightly RV park on the waterfront
	1	• Isolated from the city core
	1	• No entry statement/signage to Clackamette Park
	1	• Safety issues in the cove (e.g., steep banks, pilings, sunken materials)
	1	• Stormwater management will become more important in the future (fish management)
	1	• Downtown needs revitalization
	1	• Lack of transportation alternatives
	1	• Sewage treatment plant odors
	1	• Leachate from Rossman Landfill is leaking through the liner
	1	• Poor visibility
	1	• Lack of choice for boaters (only one Marina)
	1	• Limited access to the two rivers (pedestrians)
	1	• Limited revenue generation from city owned lands
	1	• Filling of lowland areas along the Willamette River
	1	• Shortage of parking for major events at Clackamette Park
	1	• Shortage of camping facilities
	1	• McDonalds is in the wrong location

[illegible]

[illegible]

[illegible]

[illegible]

7.	Other comments	
	No. of Responses	Comments
	3	• A good quality RV Park would help the area
	3	• Retain the sewage treatment plant within the area; buffer appropriately
	2	• Limited local dollars available for area improvements
	2	• Encourage positive high quality development (public and private)
	2	• Sometimes difficult to make decisions and move forward
	2	• Clean up the area around the cove (industrial leftovers, underutilized facilities)
	1	• Strengthen Clackamas River as a salmon stream
	1	• Sometimes difficult to get Commission to agree to additional public land purchases
	1	• Preserve and expand public ownership in the area
	1	• Access to the Clackamas River is difficult
	1	• Don't encourage a new RV park
	1	• Improve sidewalks, soften roadside edges
	1	• Add amenities along US99E (streetscape)
	1	• Retain a site for the Sheriff's marine patrol
	1	• Development must be phased over time, and divided into "bite sized" pieces to stay within Urban Renewal Agency financial capacity
	1	• Recognize Native American influences
	1	• Preserve open space close to downtown
	1	• Expand width of environmental buffers near the cove to allow for narrower Willamette River buffers (possible mitigation action)
	1	• Capacity of the I-205/OR213 interchange may limit development
	1	• Recognize and work with the 200 foot setback requirement (be proactive)
	1	• Open space/recreation is very important, but some economic development is needed
	1	• No large scale development desired
	1	• Consider how this study area integrates with other nearby recreation facilities (West Linn, Gladstone, Clackamas County)
	1	• Elm under the I-205 bridge was planted by George Abernethy
	1	• If practical, relocate the ready mix plant
	1	• Can't go to Oregon City citizens for tax money
	1	• Obtain input from the public (may obtain some good ideas)
	1	• Develop realistic plans
	1	• Seek out partners to assist with implementation
	1	• I-205 traffic congestion is becoming severe
	1	• Salvage and redevelop the cove

OREGON CITY WATERFRONT MASTER PLAN
PUBLIC OPEN HOUSE #1 – June 07, 2001
GENERAL COMMENTS AND QUESTIONS SUMMARY

**The following are unedited comments received verbally and in written form during the Open House.*

On Urban Development/Redevelopment:

- No boat storage. Park improvements are good. Housing and Mixed Use are also good ideas.
- The area has incredible potential for re-development, especially with an emphasis on open space and river access.
- Keep the cove natural.
- Is it recommended that Agnes always continues through?
- Earthwork cutting can happen anywhere in the Oregon City floodplain, not just immediately adjacent to fill; as long as it is a balance of cut and fill.
- Do not put a main road through the Oregon City Shopping Center.
- Has the consultant team talked to Pan Pacific regarding new roadways and potential development?
- Is housing next to the garbage dump a problem?
- New housing; it is good to have more people in the area for safety reasons. I think the market for housing will be there sooner than you think.
- Improve 17th Street? What about the railroad wanting to close it?
- Mixed-use is a good idea.
- I am nervous to see residential so near the river with floodplain waters all around...isn't there also an earthquake fault line here?
- I would advise that the office development occur before you develop your residential sections to minimize development/construction conflicts.
- I prefer the roads in Alt. #1. It could enhance the importance of the place. My vision is for Oregon City to be a Garden City!
- Put a road through the center of Alt. #1 and #3.
- Realign 18th street RR crossing.
- Redesign traffic so that we may still be able to get through even if railroad cuts off 17th.
- Redevelop the entire shopping center.
- Shopping center folks clearly have investment in the center recently but we should be looking at the long-term impacts...redevelop entire site!
- Has the team approached Pan Pacific about mixed use?
- Don't put housing next to the railroad line.
- Speaking for developers (hotel owner) putting housing near the water is economically good.
- We feel strongly that the Oregon City Shopping Center needs significant upgrade or total replacement with multiple use structures similar to new development in Hillsboro (Orenco Station) with commercial space on the ground floor and housing above.
- Would you start with residential or commercial? I would suggest commercial first before there are neighbors to complain.
- It is OK to have residential near water because there is plenty of notice before floodwaters threaten.
- We need to contain the river to prevent flooding

On Public Open Space:

- In the low-lying areas near the rivers and the cove, the emphasis should be on providing open space, not developed uses.
- Capitalize on adding parking along the road fronting the hotel; use piles to support walkway and parking.
- Create a visual link and factual link between the elevator and the river wall (that would also serve to link the historic area above). Clean up the bridge!
- First step might be to clean up and "shape" the area so spaces are clean, safe, and inviting. As development happens, the positive public attitude will be in place.

- The green framework idea is fantastic; this needs to happen regardless of other development.
- The historic elm is dead and being cut down.
- If someone walks from the park to fifth, how do they get back to their car (or vice versa)?
- If this riverfront could be a park like the one in Salem, which is called "Carousel Park", it would be superb.
- Important historical houses are located down 17th.
- Incorporate art into the plan and construction.
- Add landscaping for overlook of the Willamette Falls. Below road grade there is no traffic noise.
- One inexpensive way to begin would be to just "clean up" the area and do some preliminary landscaping. Shape the entire space so that it looks like a unified entity, even while under development. This would give our citizens and visitors a positive image of Oregon City.
- Phase in pedestrian uses.
- Is the proposed Promenade below grade or above?
- Provide gardens to enhance the new Visitor Center. These gardens could be designed, planted, and maintained by Clackamas County Master Gardeners. (Master Gardeners need to volunteer 20 hours per year on approved projects.)
- Re-evaluate possibility of boardwalk or pipe; fisherman would use it; weekend vending! (*several participants in agreement*)
- Reno Truckee River: The City of Reno used FEMA money to re-develop their waterfront riverwalk, with commercial below and residence above. Great transition from city to residential areas.
- We favor the boardwalk/promenade at a lower-than-street-level location along the Willamette River. This should be connected to the bluff-top promenade (via elevator or walkway) and continue south to the Canemah historic district.

On Restoration and Recreation Areas:

- "No dry storage" (implies a large marina) on the Cove.
- Alt. # 2: includes sports facilities like those that are needed.
- Avid sports fisherman are very supportive of wildlife enhancements.
- Beautiful views of the rivers at Clackamette Park from the existing road.
- Clackamette Cove should not be a launch site for power boats, except possibly for law enforcement activities.
- Considerations should be made for the displaced, perhaps a community service welcomes center.
- Considerations should be made for the Native peoples.
- Cove: no motor boats. 99E:below grade boardwalk.
- Describe "gatehouse complex".
- How about a Native American Center with connection to the wagons-after all they met McLoughlin.
- If the Cove is lower how will boats get into the River? (especially if water is low)
- In Alt #1, take the boat trailer parking off the point of the river.
- Move the RV Park, don't eliminate it. It could go in a low area susceptible to occasional flooding (except maybe the rest rooms and other buildings could be on higher ground).
- No big boats in the Cove-small family oriented craft only.
- There should be plans for fish pools or other passive recreation of activities at the Cove. Boat ramp does not seem like appropriate use there.
- Sports complex/indoor facility, yes!
- Sports fields are a good use of areas susceptible to flooding (as shown on one of the plans).
- The view from the south side of the Clackamas River where it goes into the Willamette River is spectacular, but the road is nothing but potholes. Please consider upgrading it and clearing out the weeds bordering the river!
- We support providing lots of hiking and bike trails, especially along the rivers and the Cove, that would connect Gladstone, Oregon City and the Canemah historic district.
- What about having a Horse Car along 99E with Belgians or Clydesdales for sight seeing purpose?
- What is the potential value of habitat rearing for salmon? Related to number and speed of boats on the Cove. Reduce and try to work to gain Federal money to improve Cove.
- Will we have a train depot operating here? How about short trips to the Canby/Aurora museum?
- Yes, remove the RVpark...put RVs elsewhere?

OREGON CITY WATERFRONT MASTER PLAN
PUBLIC OPEN HOUSE #2 - July 26, 2001
GENERAL COMMENTS AND QUESTIONS SUMMARY

**The following are unedited comments received verbally and in written form during the Open House.*

On Connectivity and Access (Trails, Roads, Railroad)

- Keep 17th Street open – public safety and transportation options are needed!
- Are trails open to bicycles?
- What is the trail width?
- The key to the plan is the 17th Street connection – presumably you feel it is an important connection.
- The roads look good for helping reduce cut-through traffic.
- Connection to Highway 213–TriCity expansion is designing Agnes as closed. ODOT issues?
- If lighted, the ball fields will need more than one access point. Keep Agnes open. Shared opportunities for parking, also.
- Need to link (vehicular also) waterfront to Trails End; also Clackamas Historical Society: create an entire system.
- Need to promote transportation connections for success of area as a national draw.
- A lot of people enter through I-205: how is this treated as a gateway?
- If Agnes is left open ; traffic volume, alignment issues and issues of connection to I-205 intersection may become issues.
- What would the rail crossing be for pedestrians?
- Use RR r.o.w. to provide access to restoration areas inland up Abernethy Creek.
- McLoughlin and 12th for now: a tunnel / longterm: on grade
- Access to water? Tunnel at 14th.
- Important to keep 17th Street open as well as open Agnes again.
- Pedestrian and bicycle access is essential.
- Agnes is a good connection through.
- Establish a river pedestrian access point from viewpoint at 5th – to elevator – to museum
- I like the main road going around the mall better than cutting through it.
- Tramway? Linking falls, waterfront, end-of-trail exhibit
- Concerned about reforestation blocking the view to the interpretive center from I-205.

On Development

- How does this plan mesh with the Downtown Plan?
- Is this new development going to hurt downtown?
- End of Oregon Trail: Does the plan expect to adopt new zoning also?
- Access to river equates with economic development of downtown
- The addition of more housing to replace the office proposed in earlier schemes is good (no economic base for office).
- Gateway buildings as a restaurant are ok but build them; don't move old houses in (too many problems; not nice)

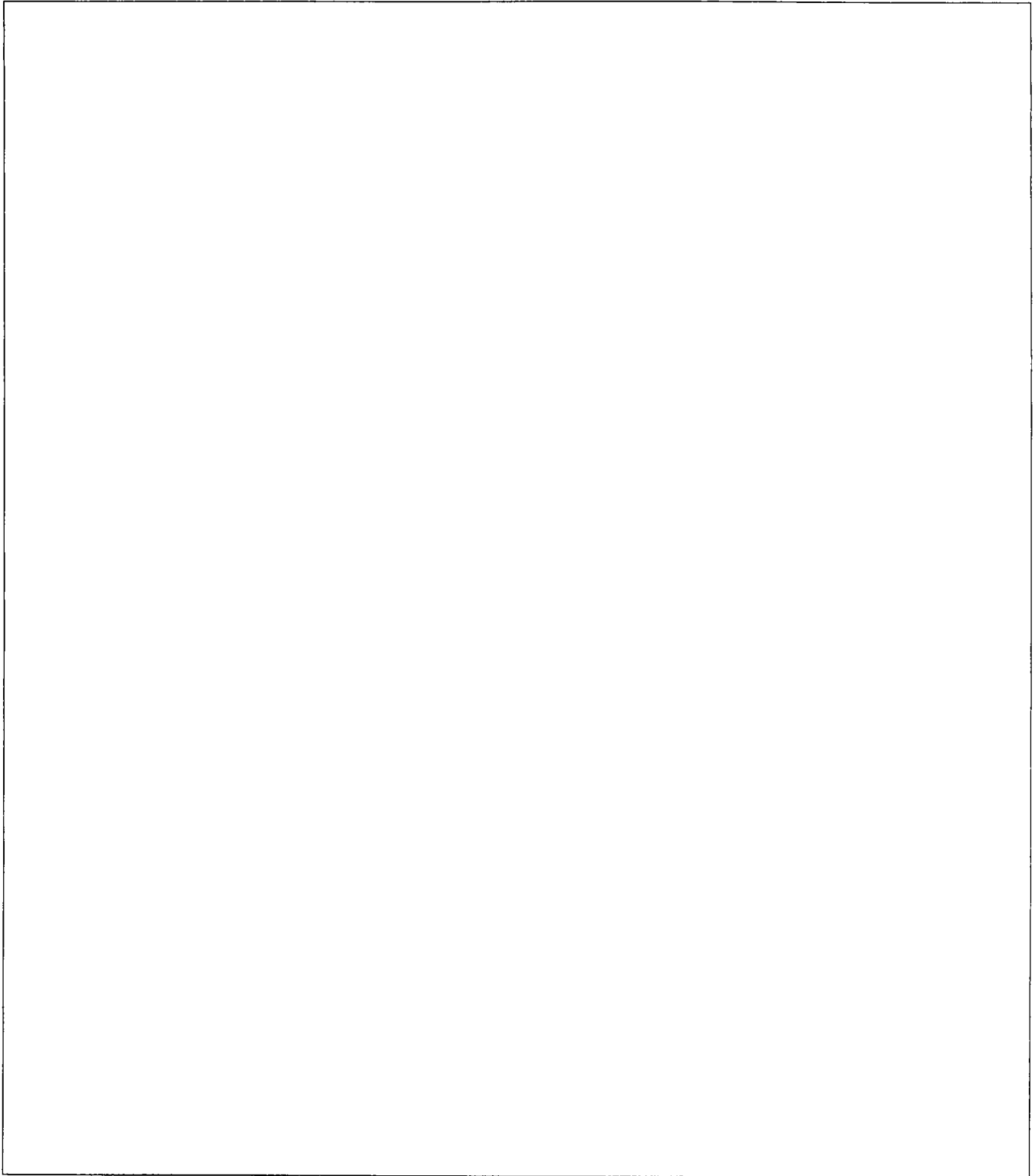
- Existing RV park is in the wrong location. What is the potential for relocation versus eliminating it?
- Willamette River frontage – particularly at Sportsraft/Boom landing and frontage, should be fixed up.
- Not much discussed about the Sportsraft boat dock. The improvement of this is crucial.
- Keeping the boat ramp open at Sportsraft is crucial.

On the Cove

- In order to plan on implementing projects on the Clackamas component of the W.F.M.P. a somewhat predictable/stable riverbank situation is better than chaos. Don't give up on implementing a bioengineered solution to cove breach – the alternative is chaos.
- Keep cove open....dredge opening
- There is an opportunity in the cove area to introduce mixed use (restaurant like Harborside).

On the Promenade

- Restore Abernethy Creek and do Promenade on pipe to get people to river.
- Cantilevered walk is good.
- A boardwalk on the existing sewer pipe could be a component of an at-grade cantilever



Interpretive Opportunities Diagram

ORDINANCE NO. 01-1033

AN ORDINANCE ADOPTING THE OREGON CITY WATERFRONT MASTER PLAN

WHEREAS, as an outgrowth of the adoption of the Oregon City Downtown Community Plan, January 2000, the Waterfront Master Plan was developed through working with Oregon City residents and public groups to develop overall vision, goals, and proposed development for the Waterfront Study Area; and

WHEREAS, the Waterfront Master Plan is intended to guide the management of the natural assets in the waterfront district, to support recreational and economic benefits for the community of Oregon City, to assist with the acquisition of necessary funding, and to provide a framework for implementation of identified projects; and

WHEREAS, the Waterfront Master Plan complies and is consistent with Statewide Planning Goals, the Oregon City Comprehensive Plan, the Downtown Community Plan, the Metro Regional Framework Plan, the Oregon City Transportation System Plan, and the Oregon City Park and Recreation Master Plan; and

WHEREAS, the Waterfront Master Plan does not identify specific changes to the Comprehensive Plan Map or to existing Zoning Districts within the study area, but instead proposes concepts for the various uses and functions within the Study Area, with recommendations for additional planning work in future phases; and

WHEREAS, notice was mailed and published in local newspapers and public meetings and workshops were held where the objectives and concepts in the Waterfront Master Plan were presented and discussed; and

WHEREAS, the Planning Commission and the City Commission both held publicly noticed work sessions on the proposed Waterfront Master Plan; and

WHEREAS, the Planning Commission held two public hearings on the proposed Waterfront Master Plan; and

WHEREAS, the Oregon City Park and Recreation Advisory Committee formally supported the Waterfront Master Plan at the October 22, 2001 Planning Commission hearing; and

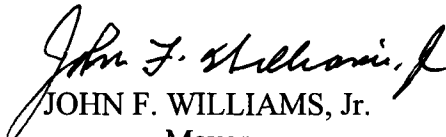
WHEREAS, the Planning Commission, based on the oral and written testimony they received at the public hearings, adopted minor revisions to the Plan and unanimously recommended it be adopted; and

WHEREAS, adopting the Waterfront Park Master Plan is in the best interest of Oregon City to ensure an appropriate balance of mixed uses, open space, active recreation, housing and commercial/retail opportunities in the area covered by the Waterfront Master Plan;

NOW, THEREFORE, OREGON CITY ORDAINS AS FOLLOWS:

Section 1. The Oregon City Waterfront Master Plan, attached as Exhibit 1, is hereby adopted as an Ancillary Document to the Oregon City Comprehensive Plan based on the findings contained in the Staff Report.

Read for the first time at a regular meeting of the City Commission held on the 20th day of November 2001, and the foregoing ordinance was finally enacted by the Commission on this 5th day of December 2001.


JOHN F. WILLIAMS, Jr.
Mayor

ATTESTED to this 5th day of December, 2001


LEILANI BRONSON-CRELLY
City Recorder

ORDINANCE NO. 01-1033
Effective Date: January 4, 2001



OREGON CITY WATERFRONT MASTER PLAN

ADOPTED DECEMBER __, 2001

Draft 10/08/01

Prepared for:
City of Oregon City
Public Works Department and
Parks and Recreation Department

WALKER·MACY

OREGON CITY WATERFRONT MASTER PLAN

City Of Oregon City
Prepared for
Public Works Department
Parks and Recreation Department
320 Warner Milne Road
Oregon City, Oregon 97405

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Doug Neeley
Gary Hewitt
J. Derrick Beneville

CITY OF OREGON CITY PLANNING COMMISSION

Linda Carter, Chairperson
Robert Bailey
Laura Surratt
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Bill Woods, Vice-Chair
William Daniels
Carolyn Orlando
Michael Mason
Paula Oerter
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CITY OF OREGON CITY STAFF

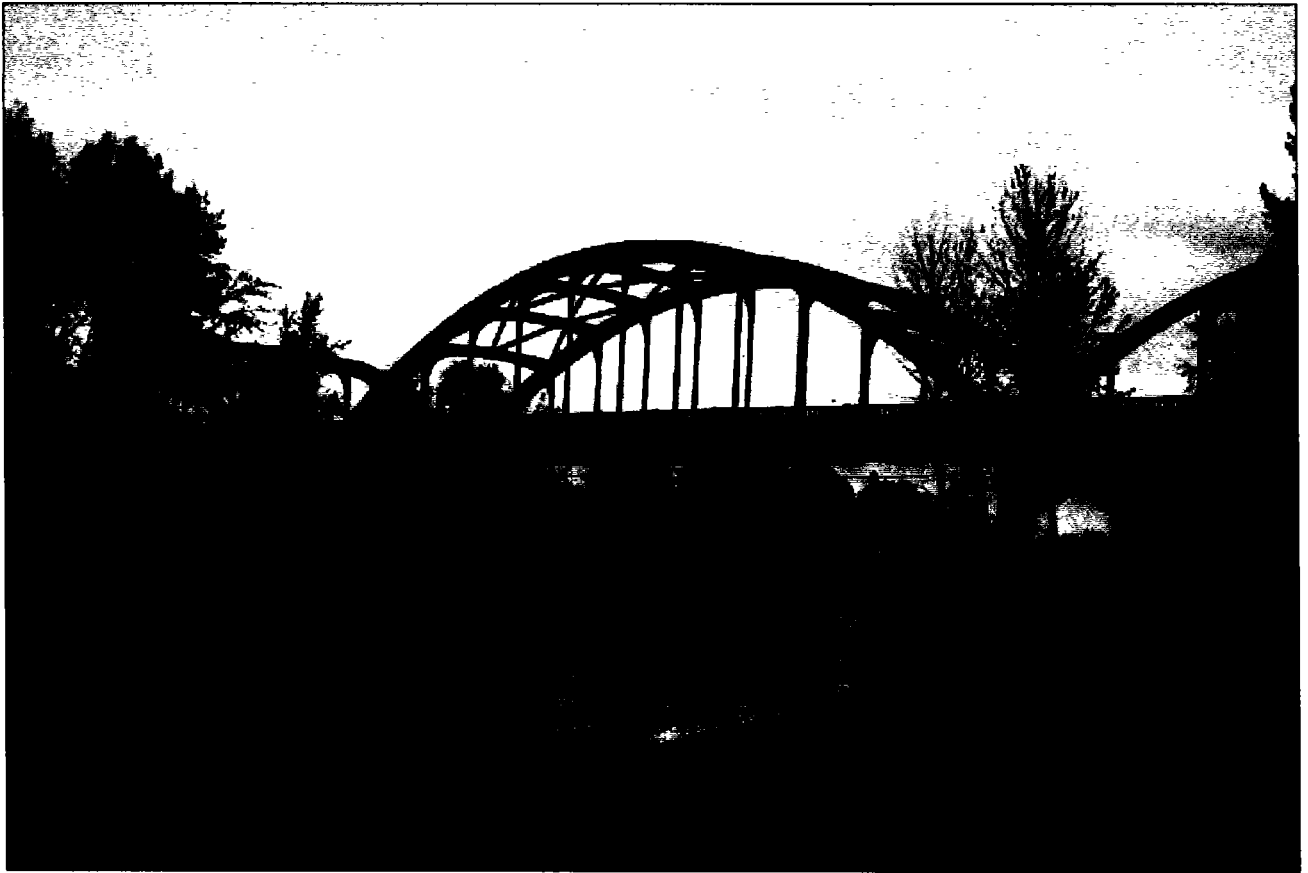
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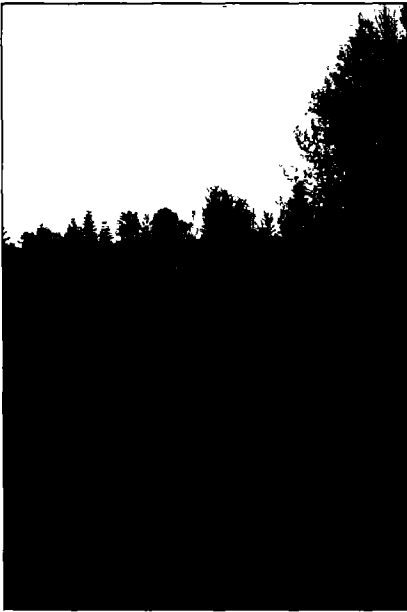
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Introduction



"Make no little plans, they have no magic to stir men's blood."

Daniel H. Burnham

In the year 1650, the salmon and steelhead moved in uncountable numbers up the mighty Willamette and Clackamas Rivers towards spawning areas higher in the watersheds. Native American villages were located adjacent to the Clackamas near High Rocks. From here residents had easy access to some of the best fishing locations in the Willamette Valley. By means of canoe routes and overland trails, the Native Americans were connected to other parts of Oregon and the northwest.

In 1850, pioneers of the Oregon Trail were wearily completing their cross-country trek to the Abernethy Plain near the confluence of the two major rivers. Here, they rested themselves and their livestock prior to moving to homesites across the fertile Willamette Valley. This key location -the End of the Oregon Trail-is a very special place in the history of our state.

By the year 2000, the area near the confluence of the Clackamas and Willamette Rivers was still important as a fishing site-both for Native Americans and later arriving Oregonians. The area also remained well connected to other parts of Oregon and the northwest-although more via interstate freeways and railroads rather than canoes and wagon trains.

However, one who was here in 1650 or 1850 would not recognize the area-except for the two rivers. Like the riverfront areas of most cities, this area has been extensively used for many purposes, and much of the area is degraded. The Oregon City riverfront area has been crisscrossed by major highways and an interstate railroad used for gravel extraction and extensive landfills, and is currently used for a variety of public and private purposes (Clackamette Park, Tri-City Water Pollution Control Plant (Tri-City WPCP), concrete batch plant, warehouse and storage, and retail stores and restaurants). Figure 1 illustrates the location of the study area with respect to Oregon City and nearby communities.

The Oregon City City Commission, realizing the importance of the riverfront area, commenced a master planning study near the end of 2000. The consultants were asked to meet with City residents, talk to property owners, evaluate existing conditions, review City goals, and then to propose an innovative plan to reconnect the community to its historic waterfront.

It is neither possible nor appropriate to truly return the area to its historic past. It is possible, however, to create a framework that respects the past, recreates an environment that is friendly to fish and wildlife, provides for many recreational activities, and encourages public and private development that is compatible with the community's goals.

The plan described in this report sets forth an approach designed to achieve the City's vision for its waterfront. It is a plan that is flexible, and one that can be developed incrementally over a number of years. To accomplish the plan will require good will, hard work, and unselfish commitment and cooperation on the part of all of those involved.

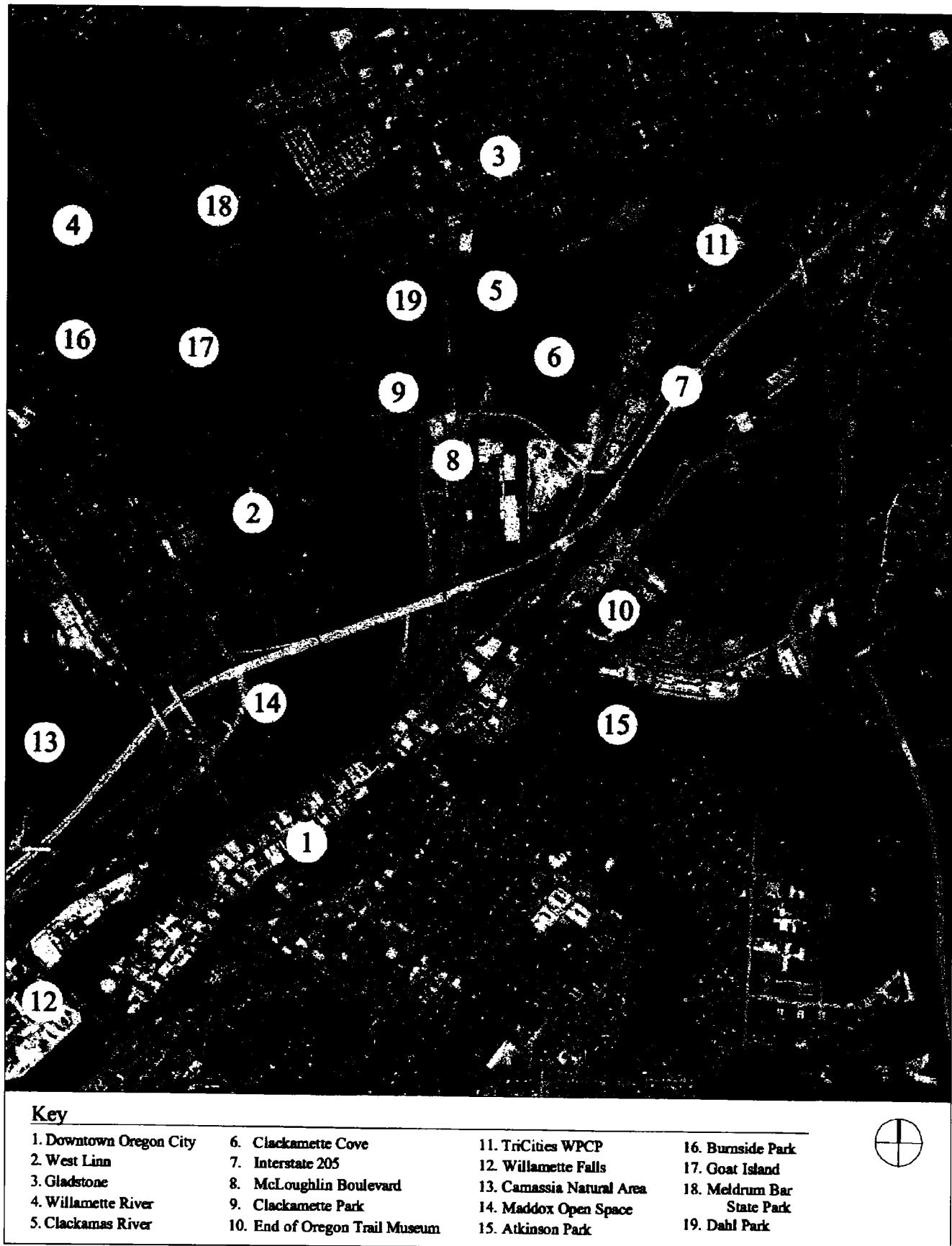
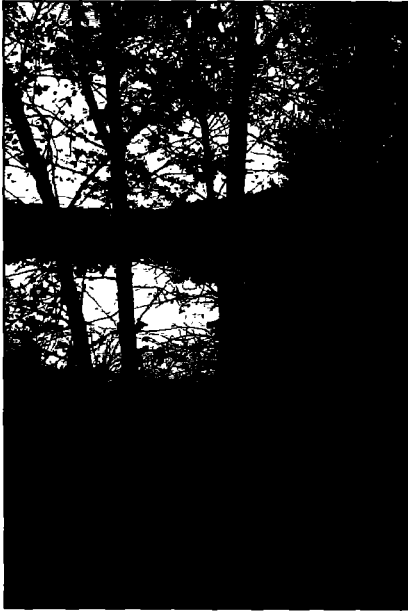


Figure 1: Regional Context



Executive Summary



Located adjacent to the confluence of the Willamette and Clackamas Rivers, Oregon City's waterfront area includes some of the region's most spectacular natural environments. The rich history and valuable natural assets of the waterfront district contribute to its extraordinary environmental, recreational, and economic opportunities. Given the site's unique characteristics and proximity to the heart of downtown Oregon City, revitalization of this area is key to shaping the future of the community.

The 1999 Downtown Community Plan refers to Oregon City's waterfront as "one of the great landscape alliances of Oregon: a historic city next to a beautiful river surrounded by a spectacular natural setting." The Community Plan calls for re-establishment of viable connections for all modes of transportation to the waterfront site as well as measures to open up the waterfront and recapture the resource for the entire community to enjoy. In response to this vision, the City of Oregon City set forth the following goals for the Waterfront Master Plan Study:

Goals

- **Enhance habitat and riparian areas**
- **Integrate open spaces**
- **Create development themes**
- **Increase employment opportunities**
- **Increase the tax base**
- **Identify public projects**

Based on these goals the Oregon City Waterfront Master Plan was developed through an interactive and ongoing public process. Feedback from open public workshops and stakeholder interviews, as well as continued work with City staff and a Technical Advisory Committee, contributed to the creation of the overall vision, goals and physical plan for the revitalization of Oregon City's waterfront.

The primary focus of the resulting Master Plan is to balance the interplay of the natural environment with the economic potential of public and private development within the area. The plan highlights openspace improvements and mixed use redevelopment within the waterfront district. Partnerships, such as collaboration with an expanding Tri-City WPCP, are encouraged to reach community goals. In addition, the plan emphasizes the need to build connections within the waterfront area as well as to extend these connections to adjacent community interests including the downtown core and the End of the Oregon Trail Museum.

Open space improvements for the waterfront will build on the existing natural environment while enhancing recreational opportunities for the community. Habitat restoration at Clackamette Cove and along the banks of the Willamette River at Clackamette Park will restore these once rich environmental resources and habitat. The establishment of no-wake boating in Clackamette Cove and the creation of a pedestrian trail tracing the shoreline will allow visitors to be submersed in the natural environment only moments from downtown. Visitors crossing the Clackamas south on

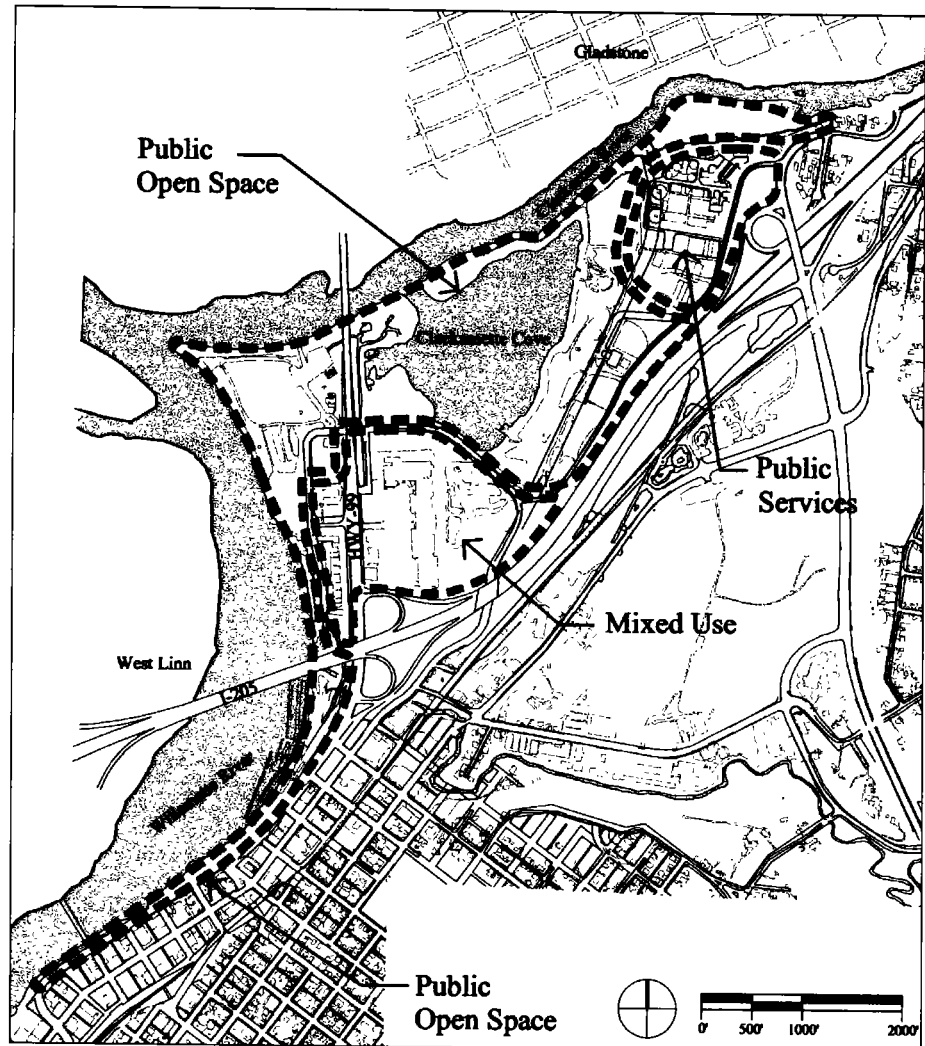


Figure 2: Land Use Plan

the renovated McLoughlin Boulevard Bridge will be greeted by a lush, forested entry to the city including a new gateway building complex on McLoughlin Boulevard announcing the presence of Clackamette Park. Improved circulation will enhance connections to the river. New group picnic facilities will replace the existing RV Park and additional boat trailer parking will ease parking congestion for fishing and boating enthusiasts. A waterfront trail system will link Clackamette Park to downtown to the south and the restored habitats of Clackamette Cove to the east.

Within the green framework created by these openspace improvements, a mixed use zone integrating the existing Oregon City Shopping Center will create a re-energized urban area along McLoughlin Boulevard (Figure 2). Combining housing with commercial/retail and potential office space as markets develop, this district will serve as a pedestrian-oriented community related to the waterfront area as well as providing additional retail opportunities for the residents of Oregon City at large. Retail bordering McLoughlin will be reconfigured to create an active urban streetscape while

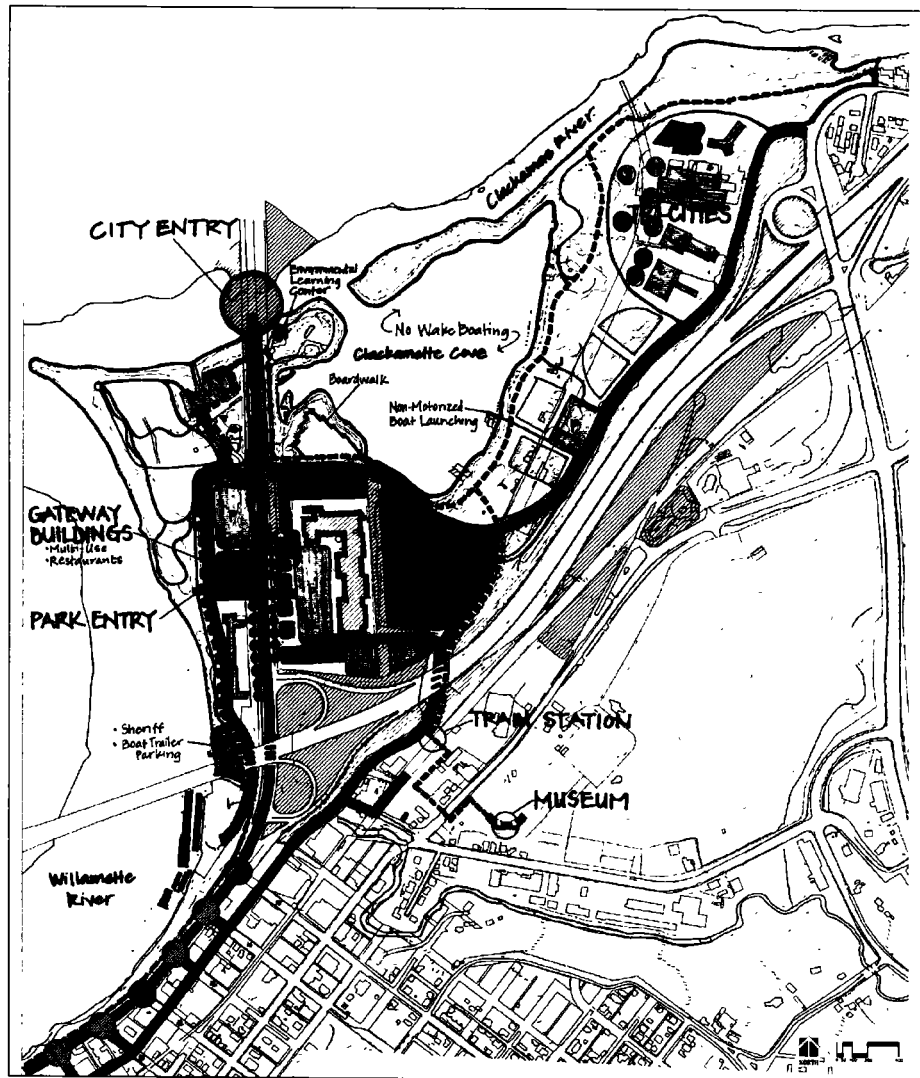


Figure 3: Master Plan Diagram

new housing will be oriented toward Clackamette Cove to capitalize on the waterfront housing market and provide a community presence on the Cove. Multiple connections throughout the mixed use district will facilitate easy pedestrian and vehicular circulation (Figure 3).

Connecting the revitalized waterfront district to the larger community of Oregon City is paramount for the long-term success of the project. The Waterfront Master Plan envisions the redevelopment of McLoughlin as a regional boulevard enhanced with street trees, widened pedestrian walks and traversed by pedestrian crossings linking the waterfront to the downtown city grid. A pedestrian promenade will border the river along McLoughlin Boulevard's western edge, at times cantilevering over the riverbank to provide views of the Willamette River and Willamette Falls. The promenade will serve as a multi-modal connection from the newly enhanced waterfront to downtown Oregon City. Other primary connections noted by the plan include the enhancement of 17th Street to promote

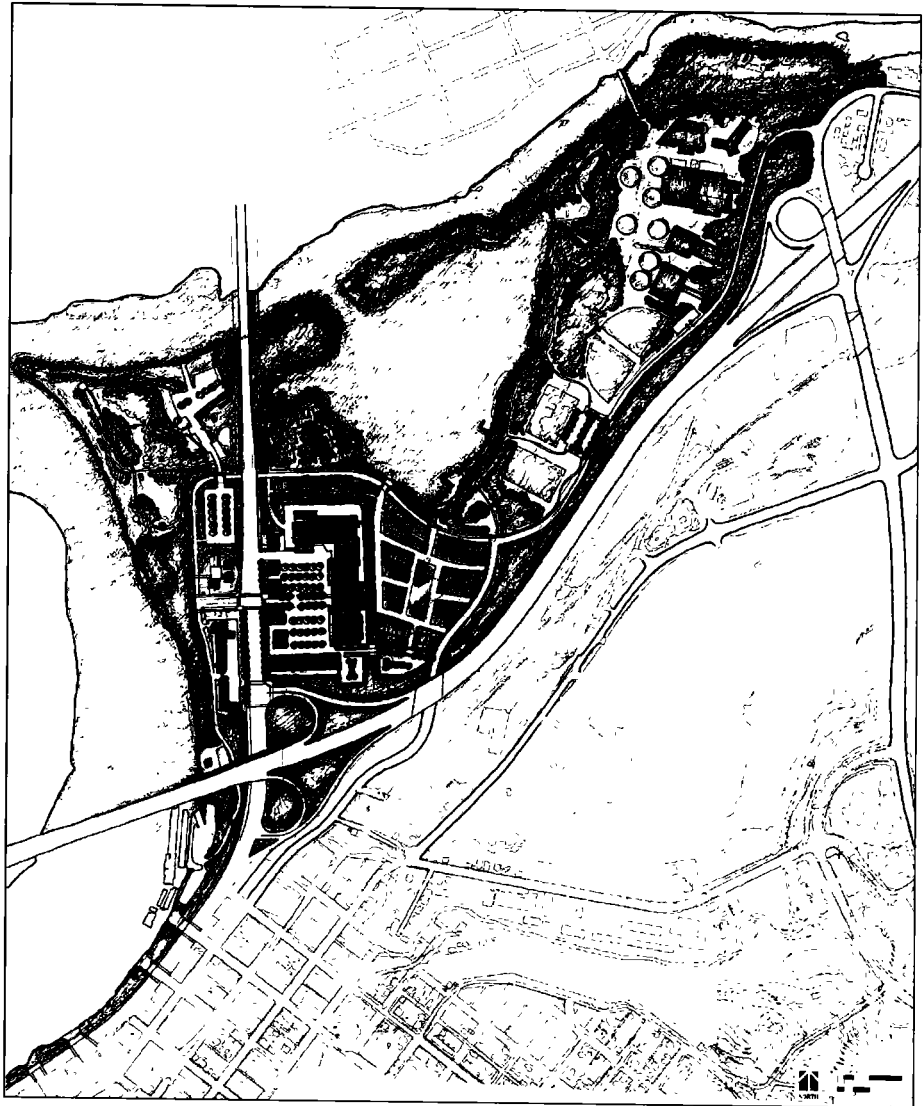


Figure 4: Demonstration Plan

Figure 4 is a graphic representation of one possible development scenario. The actual mix of uses and final configurations will be determined based on market forces and public/private partnerships.

circulation of tourists and visitors, and exploration of opportunities for pedestrian connections at the new passenger rail depot. In addition, the extension of a trail system north from the restored Clackamette Cove would complete pedestrian connections to the openspaces of Gladstone via the pedestrian river crossing on the Clackamas.

In order to achieve the ambitious goals set forth in the plan, the development of partnerships with public and private entities is essential. As restoration of Clackamette Cove and redevelopment of a mixed use district move forward, current opportunities exist to collaborate with Tri-City WPCP in their expansion of facilities adjacent to the waterfront area. Current expansion plans open the door for the creation of public ballfields

south of the existing Tri-City WPCP as well as the construction of a demonstration wetland system near the Cove that may also be made accessible to the public. The Tri-City WPCP expansion will encourage visitors to the area which, in turn, should bring customers to local businesses. Such partnerships will maximize the benefits for both private enterprise and the residents of Oregon City.

To achieve the vision developed by the Oregon City community and presented in the Waterfront Master Plan, a strategy that seeks to capitalize on existing resources and emphasizes attainable goals is necessary. The plan proposes the following elements as a strategy for success:

Strategy for Success

- **Make a 'Great Plan', i.e. a comprehensive plan that will serve as a motivating vision that captures the imagination of stakeholders**
- **Define a series of attainable projects within the plan**
- **Solicit stakeholder input and encourage ownership**
- **Support committed ongoing city and private sector leadership**
- **Determine development standards for the area**
- **Enhance communication and develop partnerships**

Through continued discussion and collaboration between the City and its residents, the Oregon City waterfront can become a truly unique and captivating gateway to downtown as well as a valuable community resource for generations to come.



Goals & Study Process



At the outset of the study, the Oregon City City Commission identified the following goals to guide the undertaking:

Goals

- **Enhance habitat and riparian areas**
- **Integrate open spaces**
- **Create development themes**
- **Increase employment opportunities**
- **Increase the tax base**
- **Identify public projects**

This plan for Oregon City's waterfront is a part of the overall planning effort that has been underway for many years. The guiding or master document is the City's Comprehensive Plan, which has been acknowledged by the state as being in compliance with state goals. Other adopted plans which relate to the work described in this report include the recently completed Downtown Community Plan (1999), the Parks and Recreation Master Plan (1999), and the Downtown/North End Urban Renewal Plan (1990). All of these documents were reviewed and considered in the development of the Waterfront plan.

The study process included incremental steps to ensure that Oregon City residents and businesses had ample opportunity to voice opinions and suggest improvements to the plan. The process commenced with stakeholder interviews to obtain a wide variety of opinions. The City staff developed a list of stakeholders who represented a broad range of interests to ensure that as many viewpoints as possible were presented. Stakeholders are persons with a known or anticipated interest in the study area and include City Commissioners, Planning Commission members, Park Advisory Board members, property owners, business owners, recreationists, environmentalists, and public facility managers.

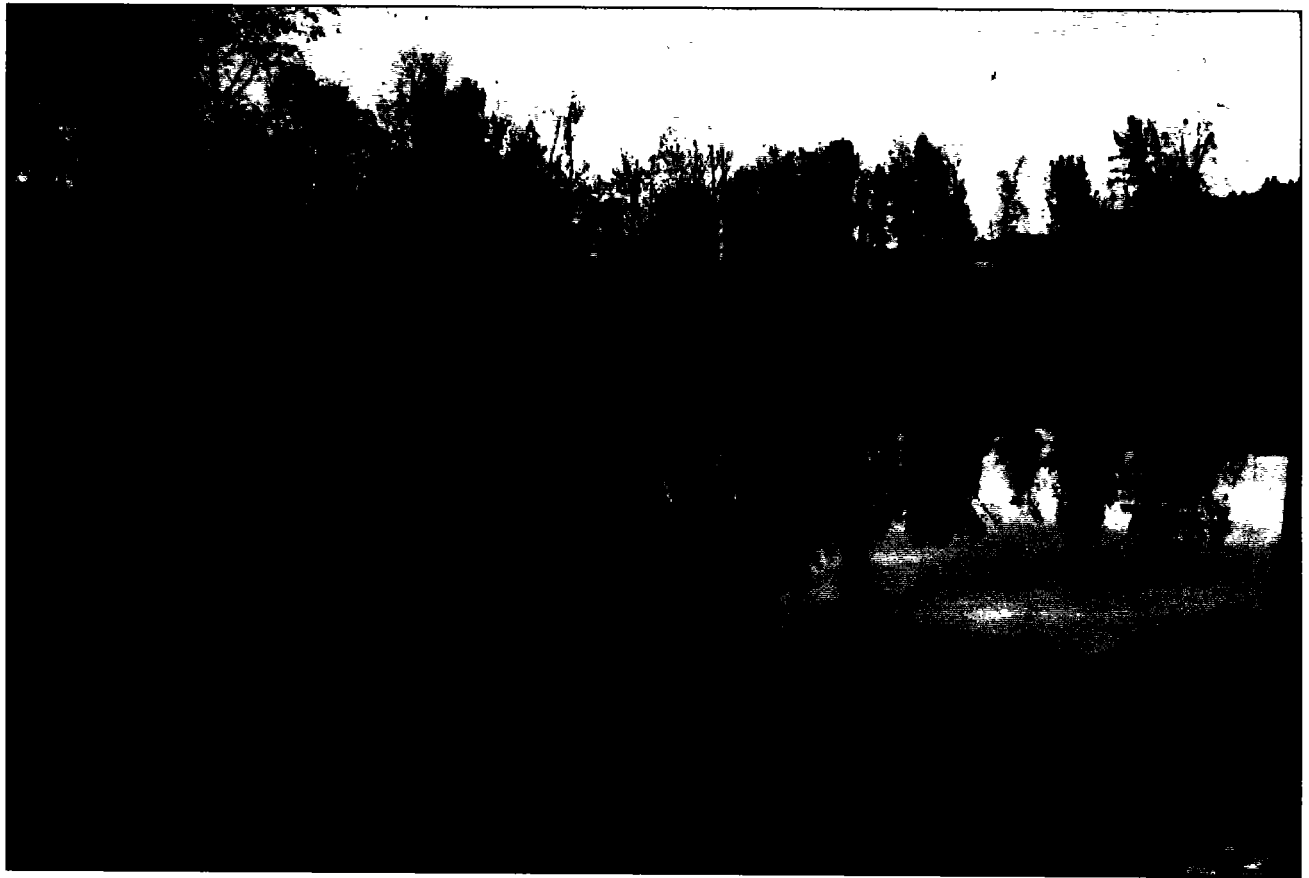
Following this step, the consultants conducted a series of site studies and reviewed available background information related to the study area. This work helped to identify opportunities and issues, to consider the comments and ideas provided by the stakeholders, and to review existing land use and natural resource regulations. A real estate review was also conducted to gauge the desirability of this area for urban uses, such as retail operations, housing, and office space. From this work, a series of display boards were prepared illustrating findings and alternative concept plans for the study area.

Next, two public open houses and meetings with a Technical Advisory Committee, Planning Commission and City Commission were conducted to give interested citizens opportunities to express their views. Comments provided by participants were then used to refine the concept plan ideas discussed at the open houses.

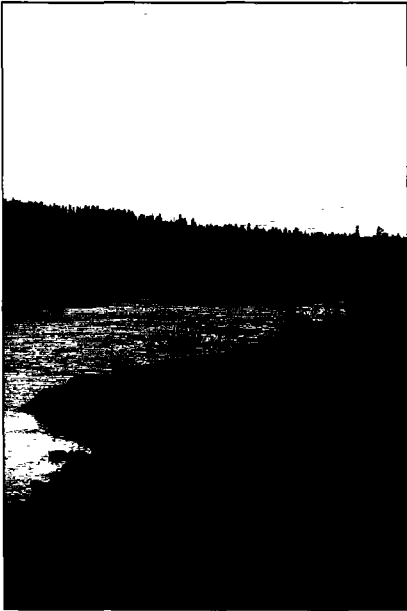
Key concepts gathered from public participation include:

Key Concepts

- **Return Oregon City to its riverfront heritage.**
- **Emphasize history: Abernethy Green, environmental, cultural.**
- **Help revitalize downtown.**
- **Acquire remaining private waterfront parcels.**
- **Encourage appropriate economic development.**
- **Develop at a human scale that blends with the environment.**
- **Encourage mixed use redevelopment in suitable locations.**
- **Enhance natural resource areas.**
- **Be proactive about water resource setbacks.**
- **Improve connectivity (pedestrians, bikes, autos).**
- **Develop a "Heritage Trail" linking community resources**
- **Accommodate regional recreation.**
- **Establish areas for habitat and passive recreation at the Cove.**
- **Develop a "Promenade" along the Willamette River.**
- **Provide Willamette Falls viewing locations.**
- **Accommodate fishing and watercraft activities.**
- **Accommodate tour boats and water taxis.**
- **Partner with other public entities.**
- **Leverage available funds.**



Existing Conditions



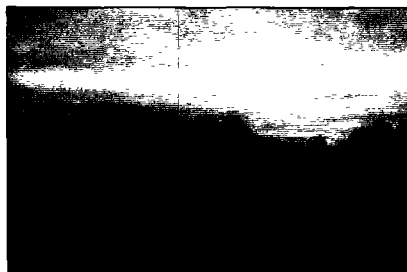
General

The study area includes approximately 328 acres and extends 7300 feet along the Willamette River and 8100 feet along the Clackamas River. I-205 generally forms the land side boundary of the study area with the exception of the southern portion of the site, which abuts downtown Oregon City to 5th Street (Figure 1).

The key natural features of the study area are the shorelines of two of Oregon's most significant rivers - the Willamette and the Clackamas, Clackamette Park, and Clackamette Cove. The majority of the study area lies within the 100-year flood plain (Figure 5). Key constructed facilities include I-205, McLoughlin Boulevard, the Tri-City WPCP, and the Oregon City Shopping Center.

The land near the confluence of the two rivers was a low-lying river influenced area underlain with river gravel until sometime after 1900. Since then, major changes have occurred, including filling large portions of the site to above the 100-year flood elevation, excavating the area now known as Clackamette Cove for its aggregate, refilling gravel pits with trash and construction debris, constructing a regional wastewater treatment plant, and constructing facilities to accommodate commercial and industrial activities. Major transportation links including an interstate railway, an interstate freeway, a major arterial and local streets have been built. In short, neither an early Native American nor a pioneer would recognize any part of the study area - - except, of course, the two rivers.

Sub-Area Descriptions



1. Clackamette Cove

Clackamette Cove, the result of an earlier aggregate removal operation, contains approximately 37 acres of water surface, with water depths ranging up to approximately 15 feet. Remnants of earlier industrial operations can be seen in and around the edges of the cove. These remnants include a sunken barge, a crumbling loading dock and concrete structures of various types. Presumably, some industrial artifacts are also located on the bottom of the cove. The edges of the cove are generally over-steep, and are slowly eroding into the shallows at the edges of the water surface. Some portions of the cove shoreline are vegetated with native trees and shrubs as well as invasive plants such as blackberries and ivy. Other portions of the shoreline are of compacted granular material and not conducive to revegetation.

The cove has a dredged connection to the Clackamas River, which was formerly used by tugs pushing aggregate barges. This connection allows for exchange of water when the tide changes (the Willamette River is influenced by ocean tides as far upstream as Willamette Falls). The connection to the river is no longer being dredged and a gravel bar is building across the mouth of the opening to the cove. It is not clear whether

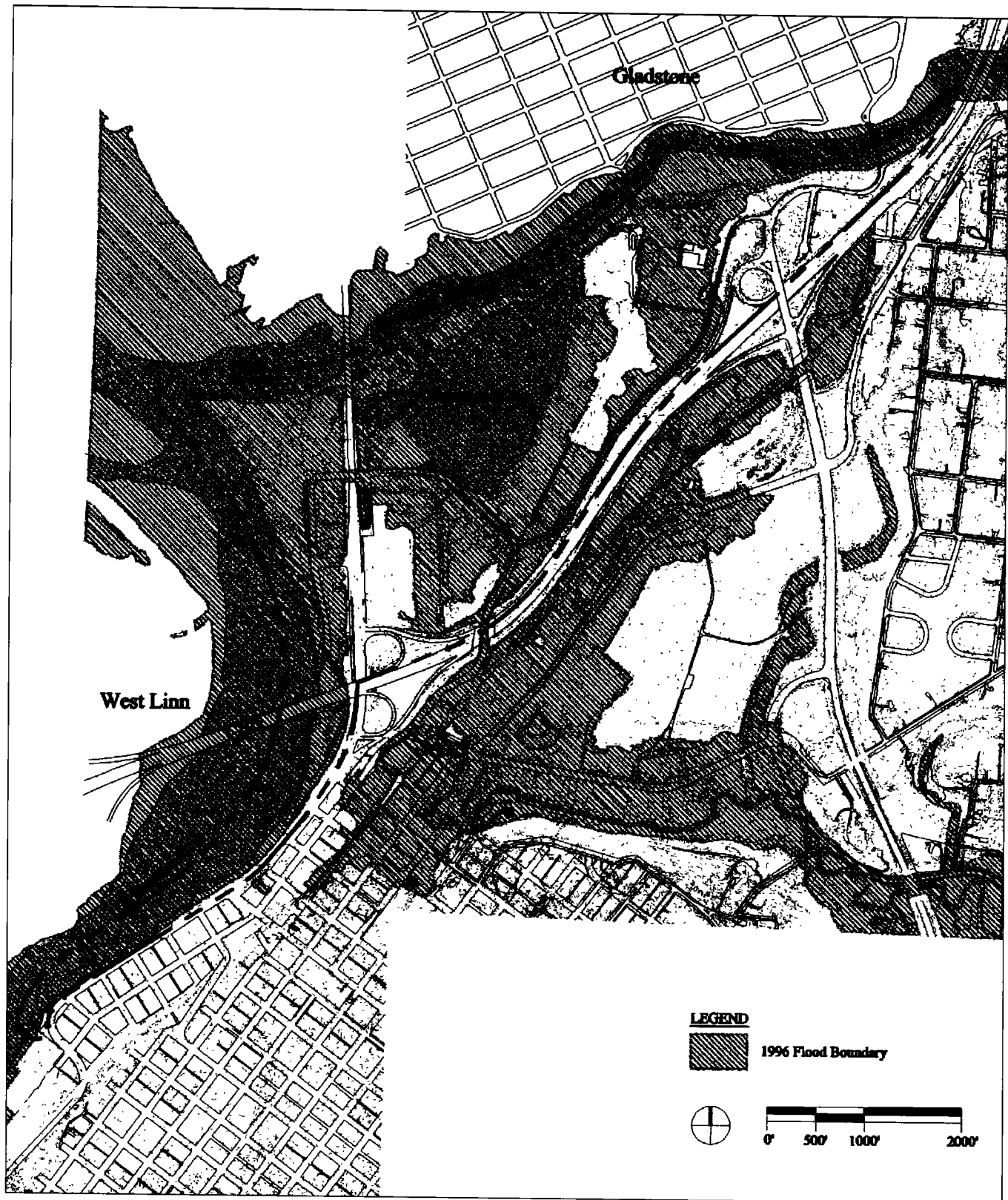


Figure 5: Flood Plain

the tidal or river action will continue to keep the cove entrance open, or whether the gravel bar will eventually occlude the opening.

The Clackamas County Sheriff maintains a marine operation in the cove. This facility includes an upland parking and storage area, a floating office, and boat docks. To date, the Sheriff's boats have been able to exit the cove when needed. However, crossing the building gravel bar is becoming more difficult, especially during low water periods.

An environmental education center is located near the northwest corner of the cove. This privately run facility holds classes, leads tours, encourages natural resources stewardship and highlights the culture of Native American communities formerly located in the area.



2. Tri-City Water Pollution Control Plant

The wastewater treatment plant that serves Oregon City, Gladstone, and West Linn is located in the northeast corner of the study area adjacent to the I-205/Hwy 213 interchange. The facility is operated by Clackamas County and is large enough to serve the area's present population. In the near future, the plant will need to be substantially enlarged to serve the expected increase in area population.

The County does not have sufficient land to accommodate future expansion. The County and City are discussing the transfer of some City-owned land to the Tri-Cities plant to accommodate future expansion needs.

Agnes Avenue, a private street, parallels I-205 between the Main Street extension and the Hwy 213 interchange. This road is located on top of a closed landfill and has settled significantly in some locations. Fearing accidents on this inadequate road, the Tri-City staff has barricaded the road to prevent motor vehicles from traversing the length of the road. Pedestrians and bicyclists, however, continue to use it.



3. Oregon City Shopping Center / Glacier Concrete Batch Plant Area

A large portion of the site, between I-205 and the cove, has been developed to accommodate commercial and industrial uses.

The shopping center contains approximately 238,000 square feet of space and includes retail operations, food service, small offices, and stand alone "pad" buildings fronting McLoughlin Boulevard. The entire shopping center site was filled at some earlier time to the 100-year flood elevation. The owner of the center, Pan Pacific Corporation has recently expended a substantial sum of money to upgrade the appearance of the main buildings. The "pad" buildings near McLoughlin are being worked on at present and should further enhance the appearance of the center.

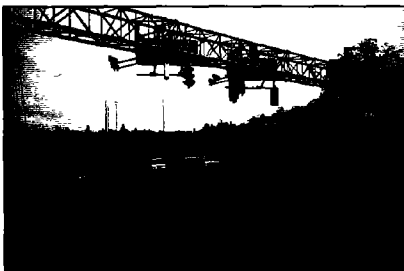
The Glacier Concrete Batch Plant is located to the east of the shopping center. Raw materials (e.g., sand, gravel, and cement) are brought to the site by truck. These raw materials are mixed to specifications and then sent out to construction sites in mixer trucks.

The operation is fairly extensive with the batch plant operations and materials stockpiles located south of Main Street extension. Truck and employee parking is located on the north side of Main Street extension between Agnes Avenue and the Cove.

The southern portion of the site, near I-205, has been filled over the years to above the 100-year flood plain. That portion of the site closer to Main street extension is at a much lower elevation and is subject to flooding.

Several small industrial activities are located near an existing warehouse at the intersection of Agnes Avenue and Main Street extension. The warehouse appears to be in very poor condition and the site is used for the storage of old vehicles, equipment, materials, etc.

Two vacant parcels exist to the north of the shopping center, one on each side of the Main Street extension. These parcels are 50 percent owned by a private individual and 50 percent owned by the City. Because of the ownership (exactly 50-50), neither party can move forward with any activities without the approval of the other. Representatives of both parties are attempting to resolve this impasse in a manner that benefits each owner.



4. McLoughlin Boulevard

McLoughlin Boulevard (US 99E) traverses the study area from the Clackamas River on the north to the Willamette Falls viewpoint at 5th Street. This important regional arterial both provides access to the area and acts as a barrier separating the Willamette River edge from the rest of the study area and from downtown.

At the north end, the McLoughlin Boulevard Bridge visually announces the importance of the river. This handsome bridge was designed by the noted Oregon Bridge designer Conde B. McCullough and creates a "gateway" into Oregon City.

South of the bridge, McLoughlin is on a road fill which extends as far south as approximately 16th Street. The Main Street extension passes under McLoughlin providing an easy grade separated connection between Clackamette Park to the west and the cove to the east. The section of road on the fill is quite wide and discourages pedestrians from crossing the boulevard. This section of road is too wide to be viewed as an urban street, and is clearly part of the highway system.

The intersection of I-205 is very large and imposing. Drivers need to make early decisions about which lane to be in to ensure that they can follow their desired route.

South of I-205, McLoughlin becomes more narrow and takes on the appearance of an urban arterial street. However, due to heavy traffic volumes and relatively high speeds, the corridor is not appealing to pedestrians. Further, there are few secure pedestrian crossings along the stretch of highway between 16th and 5th Streets. This severely limits the ability of downtown visitors to access the waterfront.



5. Clackamette Park

This City park, at the confluence of the Willamette and Clackamas Rivers, is a favorite of many city and metro area residents. During fishing season the park is very heavily used by both boat and bank anglers. Parking is frequently in short supply, especially for vehicles pulling trailers.

During the summer months, the park is used by individuals and groups for picnics, special events and water sports. The recreational vehicle park also draws many people who enjoy a location on the river.

Park facilities include a boat ramp, floats, public restrooms, horseshoe pits, skateboard park, RV park, RV dump station, picnic shelters, and trails. Paved parking is available along the park entrance road. The RV park is gravel surfaced, and can be used to accommodate vehicle parking if desired. A City-owned lot to the north of McDonalds is used to accommodate overflow parking during fishing season and during special events.

The park is relatively low in elevation and therefore, subject to periodic flooding. Facilities developed in the park must either be constructed to withstand flooding or to be elevated above the flood plain.

The park contains a pleasant mix of trees, grassy open spaces, and shrub/tree borders. Of the 21 acres contained in the park, only the southern four acres are undeveloped. This undeveloped area contains some fill material placed amid the scattered trees.

The park entrance can be reached from McLoughlin via Dunes Drive or from the east via the Main Street extension. At the entrance, a motorist is presented with a confusing geometric layout. The main road leads to the boat launch area, but an adjacent paved area leads to the RV dump station. An additional road heads west to serve the RV parking area. There are simply too many choices to be considered in the very confined entrance area.

Vehicles are allowed to drive to, and park at, the edge of the Willamette River in an uncontrolled manner. This indiscriminate use has completely eliminated riparian vegetation and has the potential to accelerate the erosion of the gravel-covered riverbank. Whether there are any problems caused by hydrocarbon leaks from vehicles is not known.



6. Willamette River Shoreline

The shoreline of the Willamette changes in character, from being constrained within basalt cliffs near downtown to a more open, gravelly riverbank condition near the Clackamas River confluence. The Oregon City/West Linn Bridge spans the river between the basalt cliffs providing a connecting link to the core area of West Linn.

Sportscraft Marina is located just south of the I-205 bridge. The marina has access to a narrow strip of land that is used to store boats and other marine-oriented equipment. Most of the marina facilities are located on piers over the river. The marina is in poor condition with unappealing storage and site development. Access is via a public roadway that also leads to the public boat launch at the mouth of Abernethy Creek.

A former log unloading operation is located immediately north of the I-205 bridge. This vacant site has been purchased by the City and is available for reuse under public ownership.

The shoreline north of I-205 is in public ownership. That portion of the shoreline opposite the Rivershore Motel is undeveloped at present. The developed portion of Clackamette Park starts approximately due west of McDonalds restaurant and extends to the confluence of the Clackamas River.



Infrastructure

The study area is well served by regional roads, including McLoughlin Boulevard (US 99E), Interstate 205, and Hwy 213. Interchange between these regional routes is available at two interchanges within the study area - one near the Tri-City WPCP, and the other near the southwest corner of the Oregon City Shopping Center (Figure 6).

The local street network, however, is very limited. The Main Street extension connects between Clackamette Park and the downtown area. Dunes Drive provides property access on the west side of the study area and is connected to McLoughlin at a signalized intersection opposite the shopping center. Agnes Avenue, a private road which links Main Street to the I-205/Hwy 213 interchange, has been barricaded due to excessive settlement.

Railroad passenger service is potentially available via AMTRAK, which uses the Southern Pacific railroad tracks located just to the east I-205. The City and AMTRAK are discussing the potential for a stop located on Washington Street across from the museum.

Utility services (water, sanitary sewer, electric power, telephone, and natural gas) are available to the general site area. Storm drainage is accommodated on a parcel by parcel basis, with discharge into nearby waterways. While these utility services are available to individual buildings in the area, much of the site area is currently undeveloped. As new development is proposed, utility services capacity should be evaluated to ensure sufficient service.

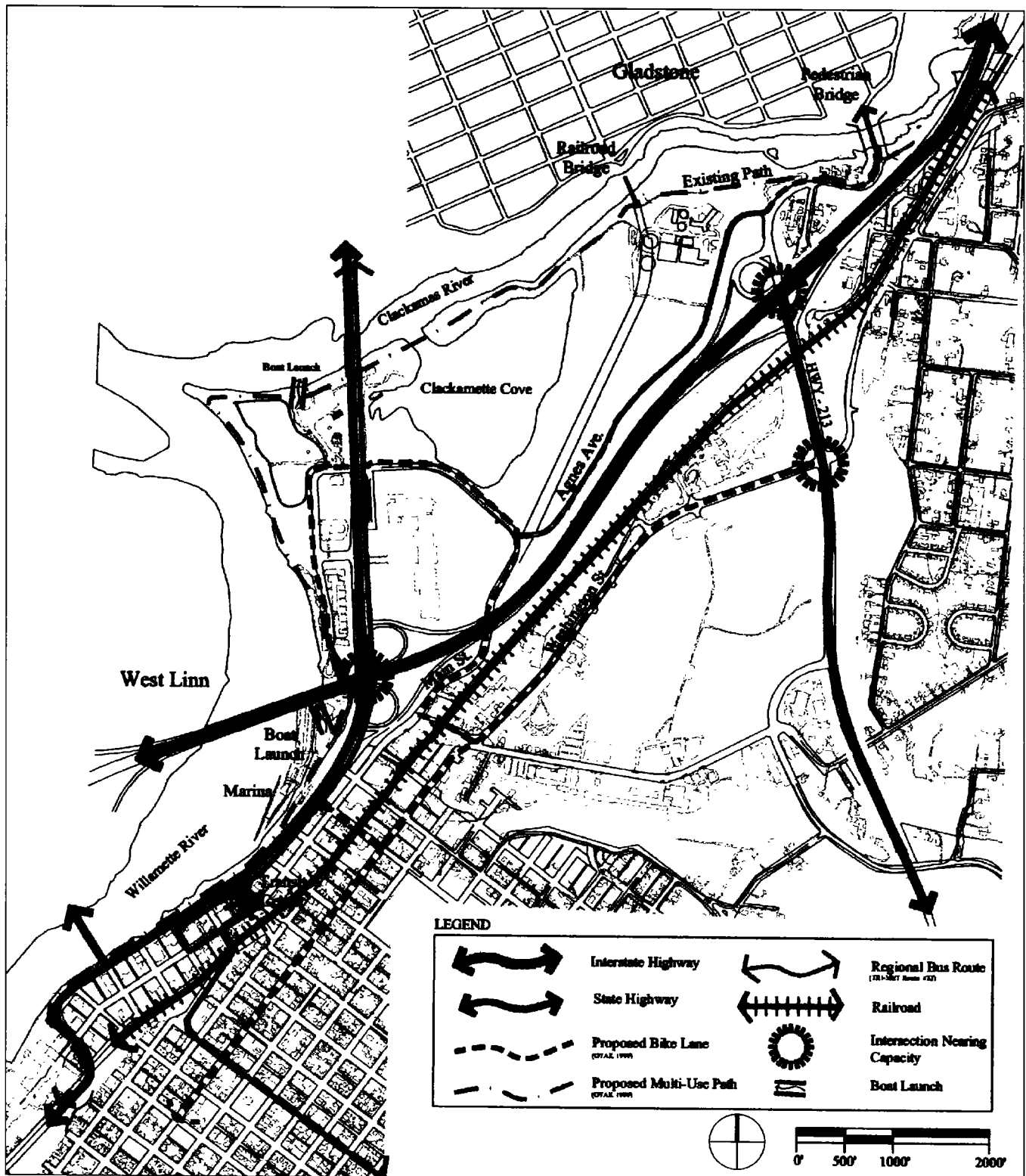


Figure 6: Existing Circulation

The Tri-City WPCP is located in the northeast corner of the study area. This plant treats sewage from Oregon City, Gladstone, and West Linn. Major interceptor sewers bring wastewater to the plant from the sewer line that runs along the Willamette River to Clackamette Park, then east along the south side of Clackamette Cove, and then north into the treatment plant. Another sewer main enters the plant from the north via the old 82nd Avenue Bridge across the Clackamas River. A major outfall discharges treated effluent into the Willamette River. The plant has adequate capacity to serve existing users, and the plant operators have developed plans for expansion paced to population growth in the service area.

There is an existing PGE aerial power line located to the west of Agnes Road following an unused railroad right-of-way. This power line runs generally north-south across the study area from Main Street extension to the Clackamas River.



Riparian Conditions

A preliminary review of resource issues, including the confluence of the Willamette and Clackamas Rivers was conducted, which focused on riparian vegetation with consideration of associated instream and upland habitat issues. A field survey of the riparian edges of the two rivers and Clackamette Cove was conducted to identify resources within Oregon City's 200 foot water resource setback zone (Figure 7).

The confluence of the two rivers is a critical habitat feature of the Willamette and Clackamas River systems. Confluence areas, generally, are higher in species diversity and productivity than linear riverine or upland reaches. Because of its location, flat terrain, and numerous nearby habitat features (small creeks, wetlands, fast and deep waters, rock outcrops, diverse forest types and accessible stream edges) the Willamette-Clackamas confluence zone represents an important regional habitat.

From a fisheries perspective, the confluence provides a critical stream habitat because of the high quality of Clackamas River water, variable and annually reworked river sediments, pools and resting zones on both rivers, and the accumulation of food supplies where the two powerful rivers meet. The area provides important resting and migration staging areas for salmon as well as supporting significant salmonid, shad, sturgeon, and warm water fisheries.

Development has changed significant aspects of this confluence zone, particularly regarding larger wildlife forms. Human activities have displaced larger and more sensitive species such as bear, elk, eagles and cougar, in favor of species that can tolerate significant human presence. Much of this former upland habitat diversity cannot be recreated. However, nearby environmental resources (Goat Island, Dahl, Atkinson, Maddox, Wilderness, and Meldrum Bar) still provide remnants of that former diversity and natural beauty. Portions of the study area may be protected and enhanced to compliment these regional resources.

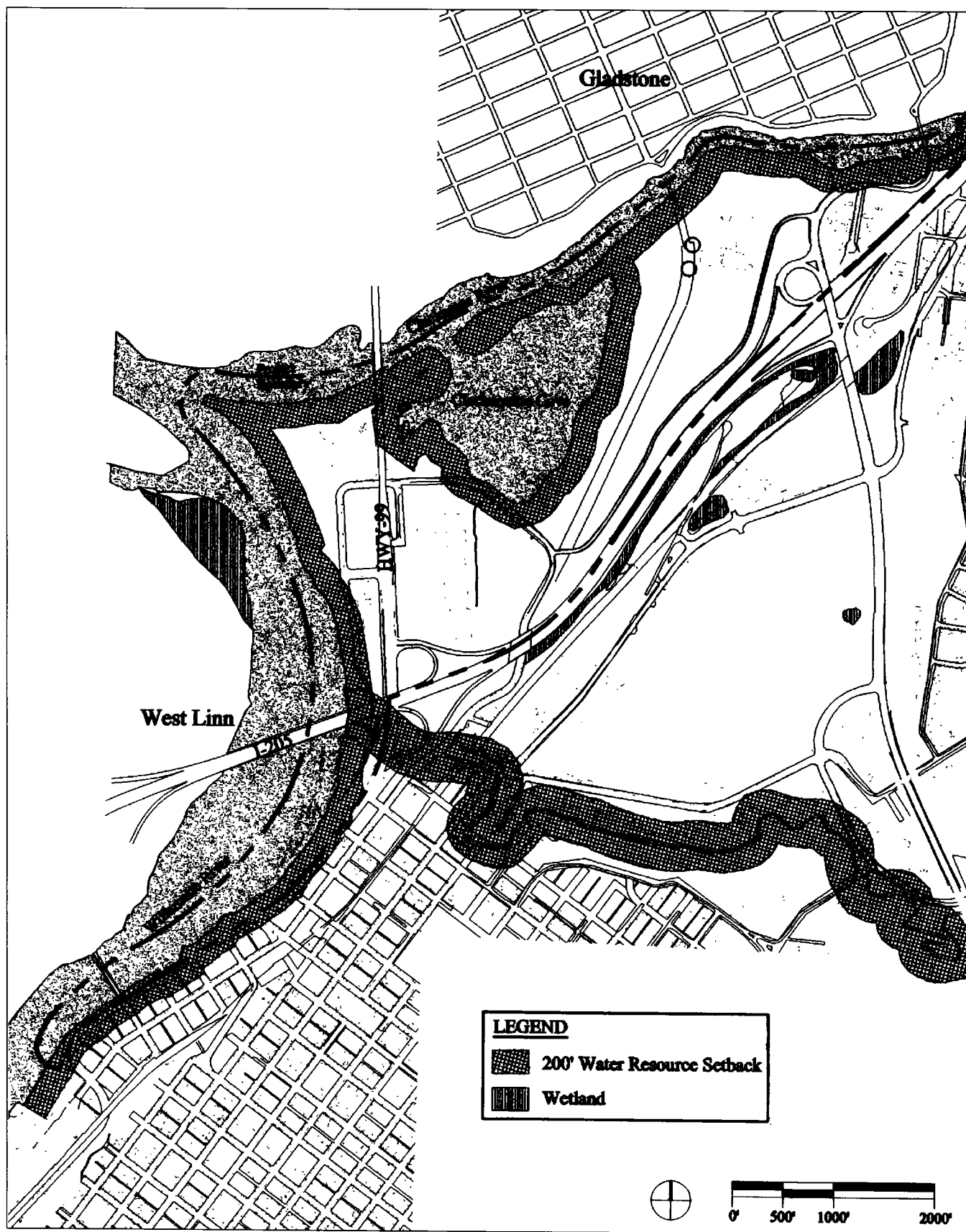


Figure 7: Setback Zone

For the most part, the shoreline edges have been degraded over the years by the impact of industrial activities, urban development, and recreational use. The following brief comments identify significant issues or considerations associated with each distinct segment or "reach" as identified by topography, ownership, hydrologic conditions, or current land use (Figure 8).

Reach 1 - Willamette River - 5th Street to Sportsraft Marina

- Bank composition: basalt bedrock
- Riparian vegetation: limited pockets of trees
- Limited habitat potential due to bedrock

Reach 2 - Willamette River - Sportsraft Marina to I-205 Bridge

- Bank composition: alluvium (river deposited gravel)
- Riparian vegetation: limited
- Limited habitat potential

Reach 3 - Willamette River - I-205 Bridge to the Clackamas River

- Bank composition: gravel/cobble with some rip-rap and boulders. Obvious bank degradation and erosion
- Riparian vegetation: some cottonwood and willow trees
- Good re-vegetation potential
- Appears to have a diversity of in-stream habitats

Reach 4 - Clackamas River - Willamette River to Cove Entrance

- Bank composition: sand/gravel, with extensive rip-rap in two areas (obvious bank degradation near the boat launch)
- Riparian vegetation: mature cottonwood trees and blackberry vines
- Some re-vegetation potential (limited by heavy human use)

Reach 5 - Clackamas River - Cove Entrance to Railroad Bridge

- Bank composition: cobbles/boulders
- Riparian vegetation: cottonwood, alder, some Douglas fir, blackberry vines
- Heavily eroded bank, may breach into the cove
- In-stream habitat dominated by riffles
- Good habitat value, vegetation can be enhanced.

Reach 6 - Clackamas River - Railroad Bridge to River Access Parking

- Bank composition: gravel/cobble with a large gravel bar
- Riparian vegetation: cottonwood and red-osier dogwood
- In-stream habitat dominated by riffles and shallow water
- Good habitat value

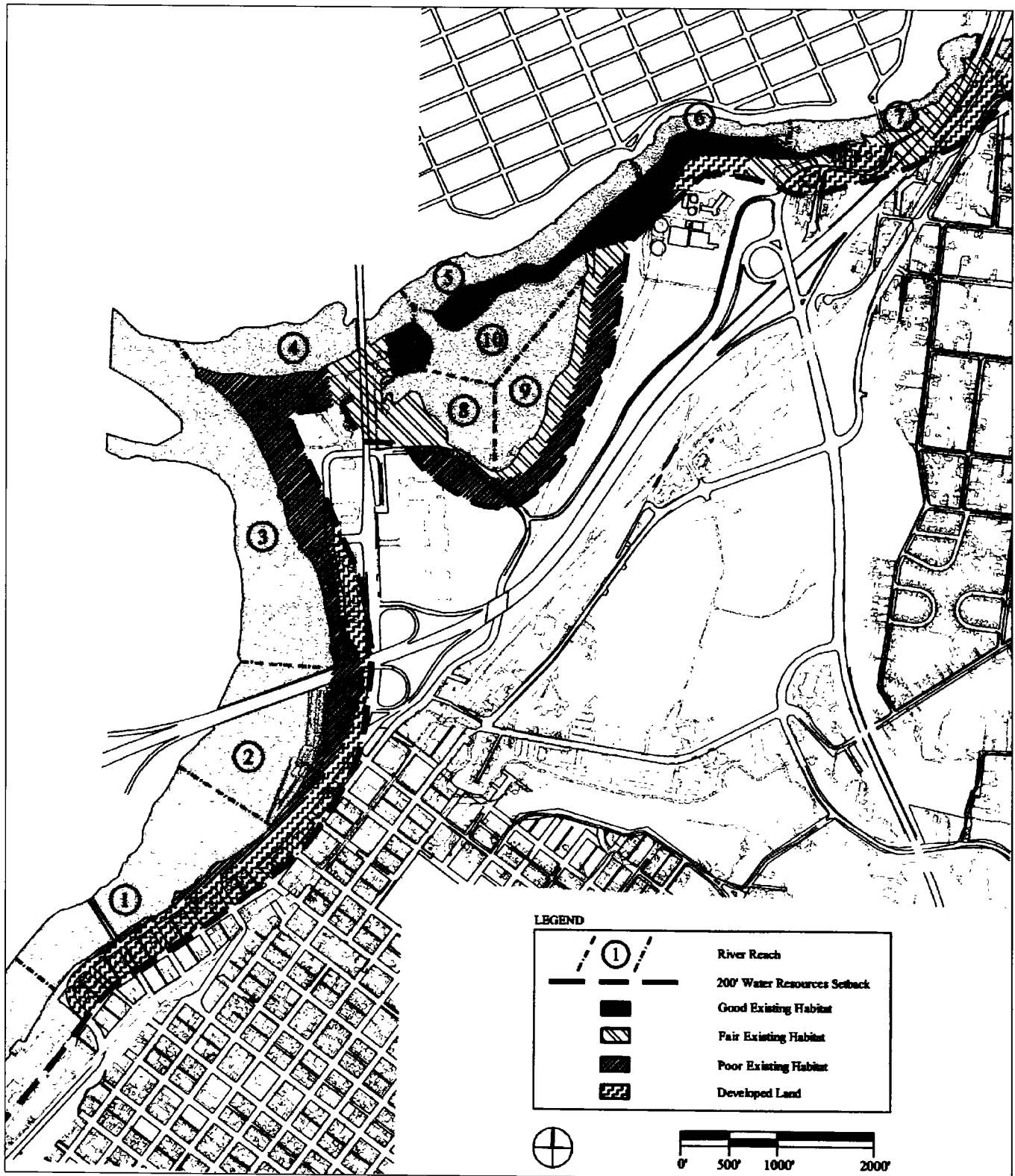


Figure 8: Habitat

Reach 7 - Clackamas River - River Access Parking to I-205 Bridge

- Bank composition: basalt bedrock
- Riparian vegetation: cottonwood, Douglas fir, blackberry
- In-stream habitat includes deep pools and basalt shelves
- Reasonable habitat value

Reach 8 - Clackamette Cove - Southwest Portion

- Bank composition: gravel/cobble with muddy areas around shallow bay
- Riparian vegetation: cottonwood, some alder, some willow
- Slack-water fish habitat, small sheltered bay, mud bottom supports clam habitat
- Good restoration and enhancement potential

Reach 9 - Clackamette Cove - Southern and Eastern Portions

- Bank composition: gravel/cobble
- Riparian vegetation: narrow strip of cottonwood trees and blackberry vines
- Significant beaver signs
- Slack-water fish habitat
- Good restoration and enhancement potential

Reach 10 - Clackamette Cove - Northern Portion

- Bank composition: gravel/cobble
- Riparian vegetation: cottonwood, some Douglas fir, blackberry vines
- Good habitat structure, vegetation can be enhanced
- River otter and beaver signs

Zoning - Primary Districts

Land uses within the study area currently are controlled by four underlying zoning districts: General Commercial District (C), Central Business District (CBD), Tourist Commercial District (TC) and Single-Family Dwelling District (R-10).

The **General Commercial District** in Oregon City allows a wide range of commercial and transportation uses outright. This is Oregon City's auto-oriented commercial zoning district. All uses allowed in the RA-2 Multi-Family Dwelling District are also allowed outright. Retail feed, fuel, lumber and building yards are also allowed behind a site-obscuring fence. (OCZO 17.32.020) Conditional uses include public recycling facilities, boat repair facilities, communication facilities, nursing homes, and the wide range of public and semi-public uses allowed by Chapter 17.56, Conditional uses. (OCZO 17.32.030) Front, rear and street-side property line setbacks of 10' are required. The maximum building height is 35'. (OCZO 17.32.040)



Existing Development Photo

The **Tourist Commercial District** is intended to serve Oregon City tourists. Tourist-related uses include amphitheaters, auditoriums, biking and hiking facilities, hotels and motels, marinas, museums, parks, restaurants and "retail and services uses directly related to tourist attraction." (OCZO 17.30.020) Conditional uses include entertainment centers, golf courses and driving ranges, mixed use developments (residential cannot exceed 25% of total floor area), offices, overnight camping, fire and police facilities, RV Parks, service stations, and "transitional uses" (i.e., pre-existing non-conforming uses). Public recycling facilities, boat repair facilities, communication facilities, nursing homes, and the wide range of public and semi-public uses allowed by Chapter 17.56, Conditional Uses. (OCZO 17.30.030) Property line setbacks of 10' are required. The maximum building height is 35'. (OCZO 17.30.040)

The **Central Business District** allows outright all uses permitted in the General Commercial District and all uses allowed in the RA-2 Multi-Family Dwelling District. Retail feed, fuel, lumber and building yards are also allowed behind a site-obscuring fence. In addition to General Commercial uses, the CBD also allows the "Downtown Association outdoor craft/farmer's market. (OCZO 17.34.020) Conditional uses include public recycling facilities, boat repair facilities, communication facilities, nursing homes, and the wide range of public and semi-public uses allowed by Chapter 17.56, Conditional Uses. (OCZO 17.32.030) No property line setbacks are required. The maximum building height is 75'. All development within the CBD is subject to the design requirements of the Downtown Oregon City Building Improvement Handbook (OCZO 17.34.040)

The R-10 District is a low-density residential district that allows single-family dwellings, public-owned parks and community centers, and farming outright. (OCZO 17.08.020) Golf courses and uses listed in OCZO 17.56, Conditional Uses (see discussion under General Commercial District, above), may be permitted through the conditional use process. (OCZO 17.08.030) Property line setbacks of 10-25' are required. The maximum building height is 35'. (OCZO 17.08.040)

Zoning - Overlay Districts

Land uses within the study area are also controlled by four overlay districts: Willamette River Greenway (WRG); Water Resources (WR); Flood Management; and the Historic (H) District. The effects of the overlay district regulations are cumulative. The more restrictive set of regulations controls. Where there are overlapping overlay districts (e.g., WR and WRG), compliance with the standard of one overlay district is a necessary, but not sufficient, condition for code compliance.

The **Willamette River Greenway Overlay District** applies to "any development, change of use, or intensification of use" within the "Greenway compatibility boundary", defined as 150' from the ordinary low-water line of the Willamette River (OCZO 17.48.040 and 100). Generally, development

must be "directed away from the river" and "protect and enhance the vegetative fringe to the greatest extent practicable". Landscaped area, open space or vegetation between the river and the activity" and public access to the river must be "maximized". (OCZO 17.48.070-100) Except for "water dependent and water related uses", "greenway setbacks" (within the compatibility boundary) must be established on a case-by-case basis consistent with WRG standards. Note that "prohibited uses" within the WRG boundary (which extends beyond the 150' compatibility boundary) include residential structures over 35', "structural bank protection", and subsurface sewage disposal drainfields. (OCZO 17.48.110)

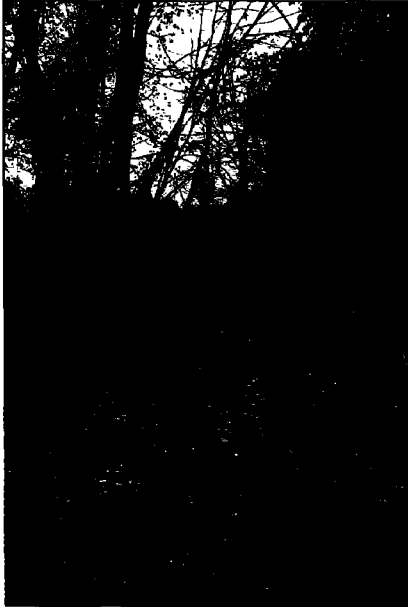
The **Water Resources Overlay District** was modeled after Metro's Title 3 and is intended to protect water quality. For "anadromous fish-bearing streams", such as the Willamette and Clackamas Rivers, the required width of the "vegetation corridor" is 200'. Riparian enhancement, redevelopment that does not increase the "structural footprint", and public facilities are allowed uses within this corridor. However, other uses allowed in the "base zones" are subject to review standards. As part of the application, a detailed inventory, avoidance and alternatives analysis, and mitigation plan must be prepared. If the quality of vegetated corridor is "marginal" or "degraded", enhancement is required. The width of the corridor may be reduced if the corridor is "primarily developed with commercial, industrial or residential uses or is significantly degraded with less than 25% vegetative cover." The Planning Commission must also find "decreasing the width of the corridor will not adversely affect the water resource functional values". In no case may the vegetated corridor be reduced below 50' (the minimum for a non-anadromous fish-bearing stream). (OCZO 17.49.060) Density transfer is permitted through the Chapter 17.64 Planned Unit Development process. Variances are allowed to ensure against "unreasonable hardship". If the Planning Commission determines that strict variance requirements are met, the vegetative corridor may be reduced to 15', provided that the average width does not decrease below 30'.

The **Flood Management Overlay District** was recently amended in conformance with Metro Title 3 requirements. Chapter 17.42 applies to land within the 100-year floodplain and to land with "physical or documented evidence of flooding" based on aerial photographs of the 1996 flood and/or Metro water quality and flood management area maps. (OCZO 17.42.030 and 090) Uses allowed in the base zones are also allowed within the Flood Management Overlay District, subject to standards. In addition to constructing habitable flood area one foot above the 100-year flood elevation and related engineering requirements, the City has adopted a "balanced cut and fill" policy: "No net fill in any floodplain is allowed...any excavation below bankfull stage shall not count toward compensating for fill." (OCZO 17.42.170)

The **Historic Overlay District** does not appear to apply to any land within the Oregon City Waterfront study area.



Master Plan



The Waterfront Master Plan is developed around the concept of connecting Oregon City to its historic waterfront.

This waterfront area is incredibly rich - both in terms of natural resources and history. Unfortunately, much of the area has been severely degraded over the past 100 years. The goal of this plan is to restore the study area to its former grandeur and create an area that serves the citizens of Oregon City and the metropolitan area.

Objectives

During the course of the study, the following objectives evolved to guide the preparation of the Waterfront Master Plan.

1. Return Oregon City to its riverfront heritage.
2. Enhance the northern entrance to Oregon City to assist in downtown revitalization.
3. Encourage mixed-use development in appropriate locations.
4. Enhance natural resource areas and provide habitat for fish and wildlife.
5. Improve connectivity within the study area and improve linkages to the community beyond. (vehicles, bicycles, and pedestrians).
6. Accommodate a range of active and passive recreation activities.
7. Develop the cove area to accommodate a balance of wildlife habitat and family recreation.
8. Develop a riverfront promenade along the Willamette River from the viewpoint at 5th Street to Clackamette Park.
9. Develop an interpretive scheme which incorporates the End of the Oregon Trail Museum, the waterfront, and downtown. Describe environmental, social, and historic aspects including the concept of the Abernethy Green.
10. Seek both public and private partnerships to leverage maximum benefits from the expenditure of available funds.

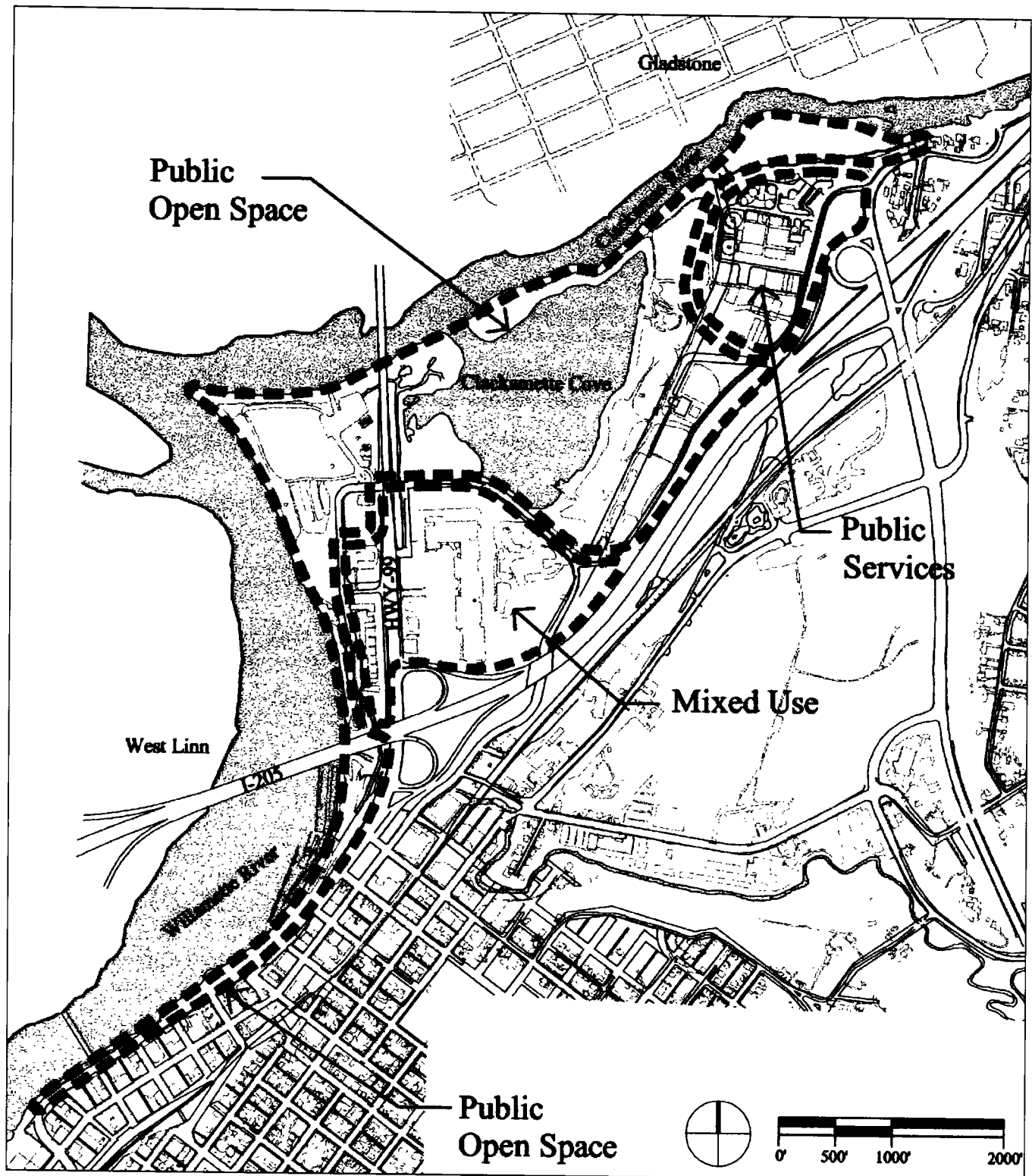


Figure 9: Land Use Plan

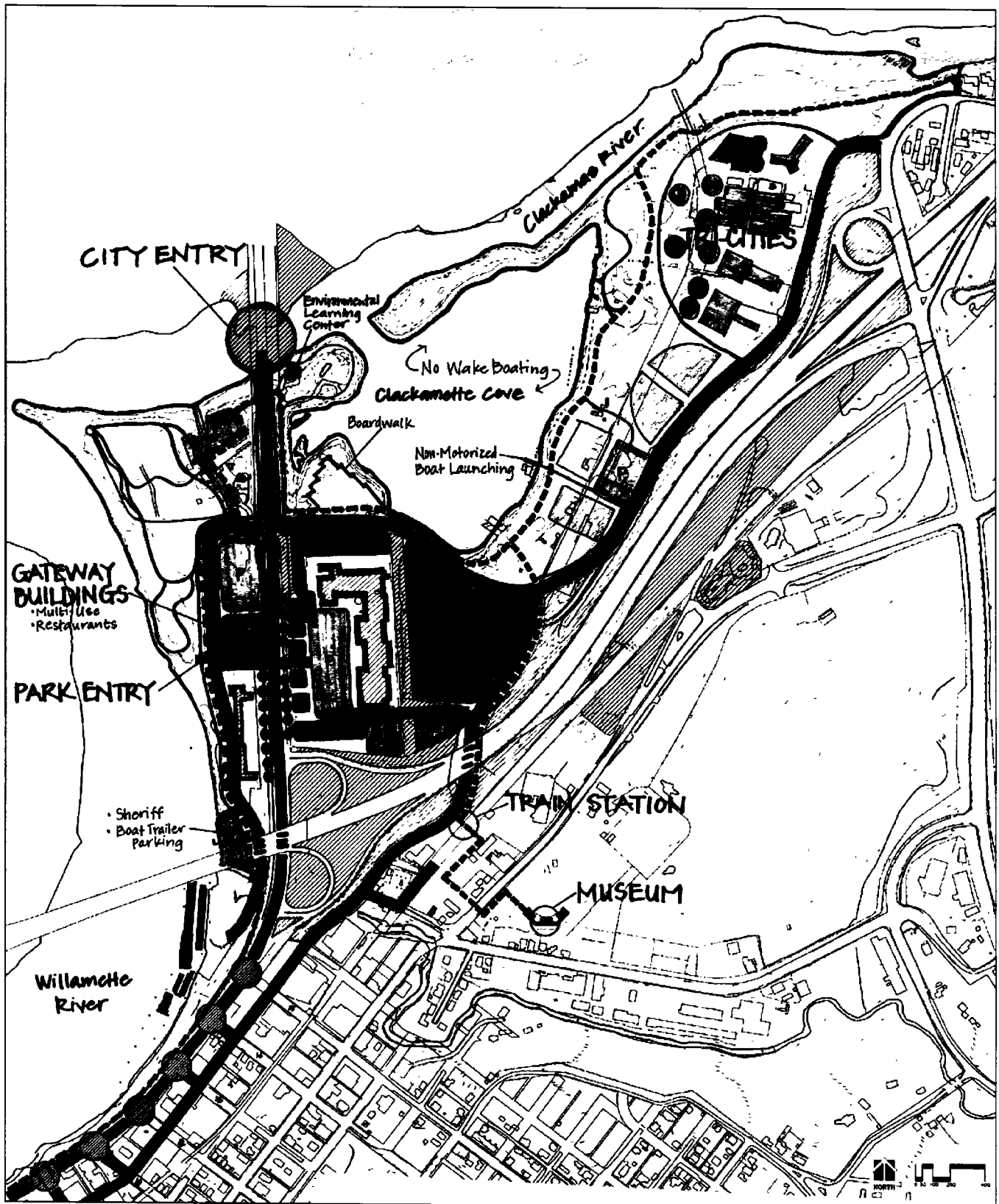


Figure 10: Master Plan Diagram

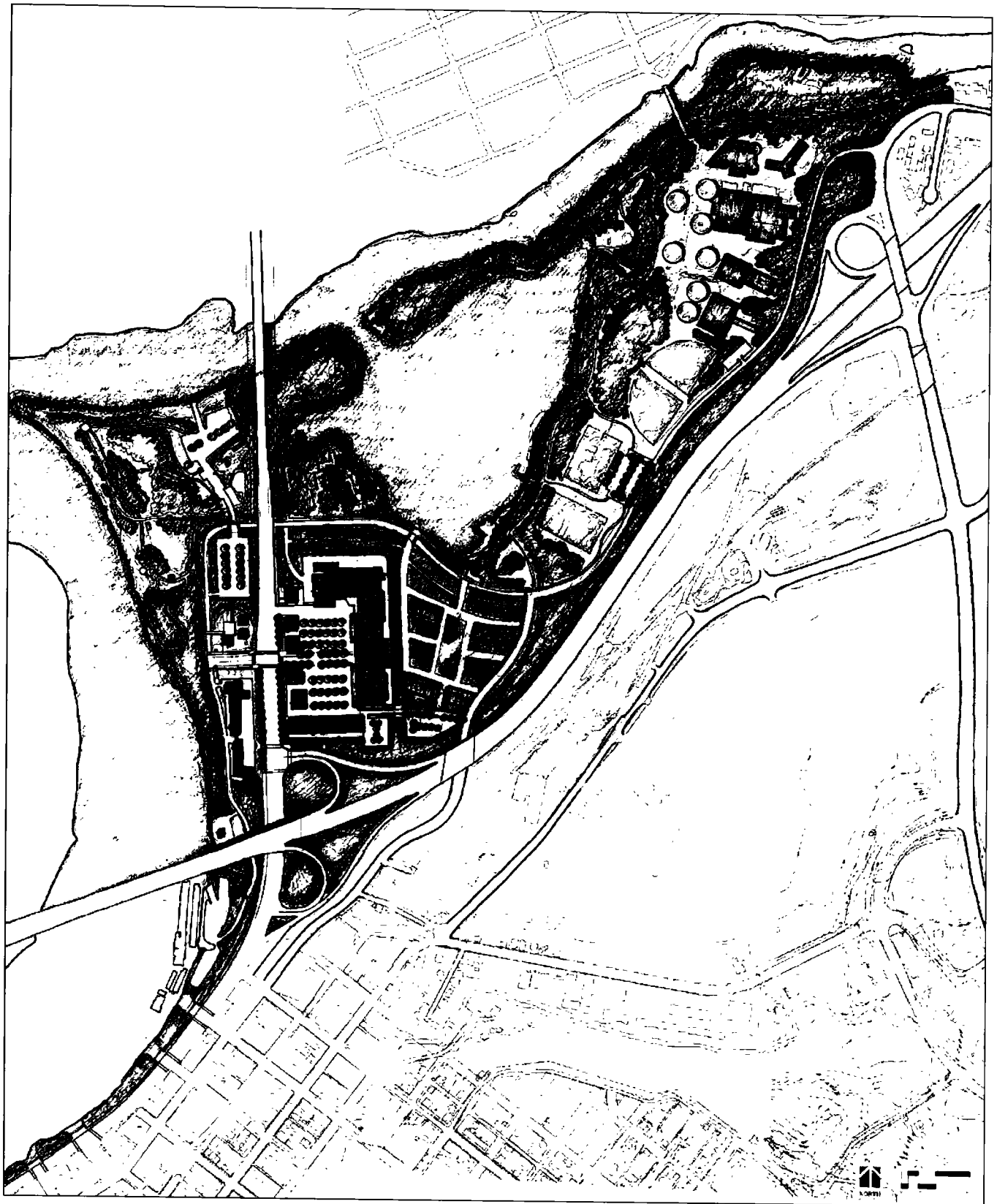


Figure 11: Demonstration Plan

Concept

Based on the objectives, a master plan concept was developed for the study area. Figures 9, 10 and 11 illustrate the proposed concept. The concept shows the entire waterfront, from 5th Street (Willamette River) to Washington Drive (Clackamas River), retained in public ownership. Portions of the 15,400 feet of riverfront are proposed to be retained in a natural condition and/or enhanced to provide habitat for fish and wildlife. Other portions of the riverfront are planned to support public recreation.

Clackamette Cove is completely within the study area and is proposed to be developed to support family recreation activities such as no-wake boating, fishing, walking, and environmental education. Portions of the cove area are proposed for enhanced wildlife habitat. The area between the cove and I-205 is recommended as an appropriate area to support regional recreational needs such as softball and soccer fields.

The plan integrates the expansion of the Tri-City WPCP in the northeast corner of the study area. While operation of the plant is generally benign, there are a few times a year when upsets may cause unpleasant odors. As a consequence, it is best to surround the plant with open space. This presents an ideal opportunity for two public entities to cooperate in a manner that accomplishes the goals of both and provides substantial public benefits at the same time. The area north and west of the treatment plant is envisioned to be used to enhance wildlife habitat, and accommodate walking trails. The area south of the treatment plant is envisioned as an area for athletic fields, parking, and trail access to the cove.

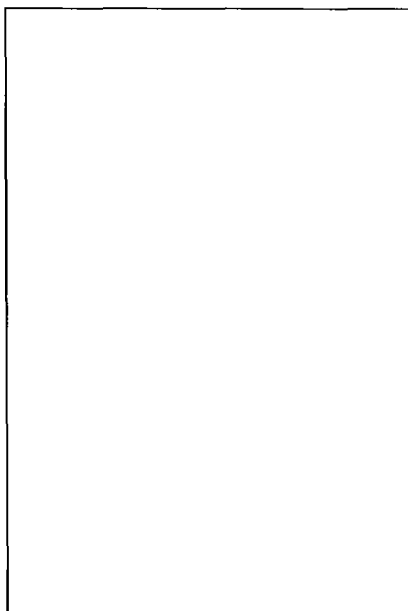
That portion of the study area in the vicinity of the Oregon City Shopping Center including the motel and fast food restaurant on the west side of McLoughlin Boulevard and the concrete ready mix plant east of the shopping center is proposed as a mixed use area accommodating such uses as shopping, restaurants, housing, and offices. Over time, this area is envisioned to increase in density and take on a more urban character, creating an inviting entrance to Oregon City from the north.

Plan Elements

1. Willamette River Waterfront

The southern boundary of the study area is the recently completed Falls viewpoint at 5th Street and McLoughlin Boulevard. An enhanced pedestrian walkway (Promenade) is proposed to extend along McLoughlin from the viewpoint to the vicinity of 15th-16th. From here, the walkway will depart from McLoughlin and follow Clackamette Drive into Clackamette Park.

Sufficient space exists along the blocks to the north and south of the Oregon City/West Linn Bridge to allow for development of a widened plaza area. This area should be developed to support viewing of the bridge and river,



Willamette River Photo

fishing, and as a pleasant location to stop and rest. The Oregon City/West Linn Bridge was designed by Conde B. McCullough, a well-respected bridge engineer, in 1922. When constructed, this arch bridge was considered to be one of the finest examples of its type. The owner of the bridge, the Oregon Department of Transportation, should be strongly encouraged to restore and maintain this important bridge true to its original design.

At 8th Street, an existing stairway exists leading toward the water's edge. Construction of a boat dock is proposed by the State Marine Board at this location to provide for short-term tie-up. This dock would be an ideal location to serve private boaters, tour boat operators, water taxi service (if developed), and allow downtown visitors and employees to reach the water's edge.

North of 8th Street, the promenade is proposed to be widened at each street intersection to provide a place for pedestrians to step out of the flow of traffic, rest, and view the river. The widened areas, or "nodes", should contain common design elements to provide visual continuity and, in addition, can contain unique elements to differentiate the nodes and add interest to the promenade.

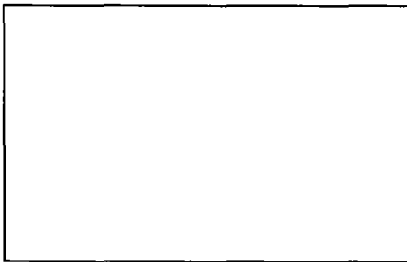
To encourage greater use of the promenade, pedestrians must feel that they are comfortably and safely separated from traffic. A variety of techniques, including the use of parallel parking, placing street trees and street lights near the curb, widening walks, and installing curb-side barriers, can be used to enhance the pedestrian experience. Pedestrian crosswalks should be provided at all intersections of City streets with McLoughlin to encourage downtown users to walk down any street to reach the promenade and river views.

North of about 16th Street, the pedestrian route is proposed to leave McLoughlin and generally parallel a narrowed Clackamette Drive. The character of this portion of the pedestrian route can change from an "urban promenade" to a more casual "park walkway". This walkway can meander somewhat as there is sufficient width of relatively level public land between the river and the road all the way from Sportsraft Marina to Clackamette Park. To reassure users that the more formal promenade and the more casual walkway are part of the same pedestrian system, some design elements should be carried consistently throughout the length of the system. Elements such as lighting, signage, seating and markers can be used to provide such reassurance.

When viewed from the Willamette River, the shoreline varies from near vertical basalt cliffs towards the south to eroding gravel banks towards the north. The scenic quality of the shoreline has been compromised over the years by the construction of a variety of structures including industrial facilities, McLoughlin Boulevard, a marina, a sewer interceptor line, a number of outfall structures, and a recreational vehicle park. In addition to enhancing the land side of the study area, serious consideration should be given to improving the visual quality of the Willamette River shoreline.

Structures that are no longer being used should be removed. When the sewer interceptor is rebuilt, it should be relocated away from the river's edge as feasible and the existing sewer pipe should be removed. The marina operator should be encouraged, or required, to clean up the banks of the river and relocate stored boats and materials to a more appropriate landside storage area. The old, corrugated sewer outfall pipe, which appears to be abandoned, should be removed from the river.

The shoreline could also benefit from the addition of riparian vegetation in locations where plants can reasonably be established. Trees and shrubs should be planted in selected areas underlain with gravelly soils, (which are generally downstream of about 12th Street). Soil pockets within the basalt cliff area may also support some vegetation and should be planted if growing conditions are thought to be acceptable.

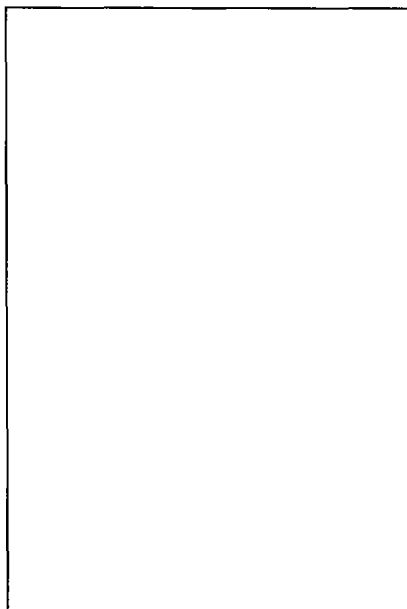


Clackamas River Photo

2. Clackamas River Waterfront

The northeastern boundary of the study area extends to the High Rocks area of the Clackamas River. Unlike the Willamette River, the Clackamas River shoreline has survived development pressures and maintains a more natural character. Perhaps the periodic floods and shifting of the river channel has discouraged excessive human change to the shoreline. At any rate, the riparian edges of the river have survived and provide reasonable wildlife habitat. These vegetated riparian areas also provide a "softer" visual image of the river and encourage recreationists to walk and bike along the existing riverside trails north of the wastewater treatment plant.

The peninsula separating the Clackamas River and Clackamette Cove provides high quality wildlife habitat. The plan strongly recommends that this area be set aside as a natural area and that the trail network not intrude into this area.



Clackamette Park Diagram

The site of the Gladstone water intake tower has been redeveloped as an environmental education operation. This is an appropriate use and will help educate area residents about the history of the area, Native American communities, wildlife habitat, and environmental stewardship.

Downstream of the McLoughlin Boulevard Bridge is Clackamette Park, which extends along the Clackamas River to the confluence with the Willamette River.

3. Clackamette Park

Located at the confluence of the two rivers, Clackamette Park serves both as a regional park and as a community park. Recreationists from the metropolitan area are attracted to the boating and fishing access and for group picnic facilities. Oregon City residents are attracted for the same reasons and, in addition, use Clackamette Park for passive recreation, skateboarding, weddings, and horseshoes. An RV park is located along the

Willamette side of the park and attracts tourists and others who enjoy camping adjacent to the river.

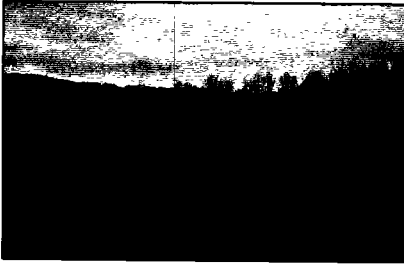
The Master Plan calls for making changes to the park to better serve local and regional recreationists. The RV park occupies a prime section of riverfront and allows a small group of users to control a significant portion of the limited park land. The plan calls for the RV park to be removed, as funds are available to restore the area for general park use, wildlife habitat and picnicking. The RV park area and the park area to the south, should be improved to accommodate some revenue generating park uses such as group picnic areas and an outdoor wedding location. A limited amount of parking and trails should also be added in this area.

The Main street Extension entrance to the park is a confusing area that contains an RV sewage dump station, an access road to the boat ramp, and an access road to the RV park. This intersection should be simplified and narrowed and the RV sewage dump station relocated to the Tri-City WCPC. The plan proposes to develop a new park entrance feature at the intersection of Clackamette Drive and Dunes Drive. This will provide a visual marker for arriving recreationists, and assist in the redevelopment of the city's northern entry.

A gateway complex of relocated historic buildings is suggested between Dunes Drive and the current northern edge of the McDonalds restaurant to help create a theme for the area and to establish a strong visual presence when approached from McLoughlin Boulevard. The buildings can serve a number of purposes including: a park office; a setting for weddings; food service; and possibly a small retail operation oriented to park users. McDonalds should be encouraged to relocate to the east side of McLoughlin.

The City-owned area to the north of McDonalds is proposed to be developed to accommodate overflow parking for boating activities and to accommodate parking for weddings, group picnics and other larger park gatherings. This area should be designed to efficiently accommodate vehicles with trailers during the boating/fishing season and cars during other times.

The shoreline along both the Willamette and Clackamas Rivers show signs of the heavy use the area receives. Some re-vegetation is occurring along the Clackamas where fishing and recreation use is somewhat less intense. The master plan proposes extending the paved trail system near the waterfront but away from the water edge. Between the trail and the river's edge, "islands" or "pockets" of riparian vegetation are proposed to be installed to provide shade and to provide refuges for wildlife. Vehicles should be allowed seasonally in only designated areas.

*Clackamette Cove*

4. Clackamette Cove

Clackamette Cove was created by a former gravel mining operation that removed much of the rock of commercial value from the area. Remnants of this and other industrial operation are evident as one views the shoreline of the cove. In addition, it has been reported that there are a number of industrial artifacts on the bottom of the cove. Some of the cove site was refilled with construction debris after commercial deposits of gravel were removed. It has been reported that a substantial portion of the site between the eastern edge of the cove and the I-205 embankment is underlain by a closed landfill.

The Cove area has been neglected for many years. However, it also has great potential to become a valuable recreational and environmental asset for Oregon City. It will take time, and of course money, to clean up both the ponded area and the surrounding dry land areas. This Master Plan proposes to undertake cleanup and restoration of the Cove to create a truly significant asset for the City.

The ponded area is proposed to be developed into a warm water fishery and recreational no-wake boating zone. The concept is to restore and revegetate within an average of 200' of the perimeter of the ponded area to provide shade, a source of woody debris, and enhanced habitat for fish and wildlife. The bottom of the pond needs to be searched and, if necessary, cleared of industrial and urban debris that may be a hazard to recreationists or wildlife. A trail is proposed to follow the edge of the ponded area to provide access for anglers and other recreationists. Like the trails in Clackamette Park, these trails are to be set back from the water's edge allowing sufficient area for riparian vegetation.

The Clackamas County Sheriff's marine facility is proposed to be relocated from the Cove to a location on the Willamette River just north of the I-205 bridge. The proposed location is City-owned, is protected by an existing sheet piling bulkhead, and is close to the existing public boat ramp adjacent to Sports Craft Marina.

The peninsula just east of the McLoughlin Boulevard Bridge supports a water intake structure owned by the City of Gladstone and a privately developed environmental learning center. The environmental learning center serves to educate citizens about environmental problems, encourages stewardship, and provides hands-on land restoration experience for youth and adults. This operation fits well with the uses proposed in the master planning effort. The plan encourages the retention and expansion of the environmental center.

That portion of the Cove area located east of the ponded area and south of the Tri-City WPCP is proposed to be developed with sports fields. These fields should accommodate softball and soccer and potentially other field activities. Parking is proposed to be provided nearby to accommodate team use and tournament play. A non-motorized boat launch into the cove is proposed to be located near the sports field parking area.

Development of the sports fields will require commitments from both the City and Clackamas County (Tri-City WPCP). The treatment plant needs some of the City property to allow for future expansion. Further, the operators of the treatment plant desire open space around the plant perimeter to minimize the number of people impacted on those rare occasions when odors emanate from the plant. The City should evaluate providing an open space buffer zone that will be primarily on City-owned land, in return for financial assistance in developing and operating the sports fields.

That portion of the Cove area located northeast of the intersection of McLoughlin and Main Street is reported to have been excavated and then refilled with construction debris. The Master Plan proposes that this area be partially excavated, and developed as an educational wetland, complete with a boardwalk to let visitors closely observe the workings the plant communities. This wetland should assist in providing habitat that supports the warm water fishery in the Cove.

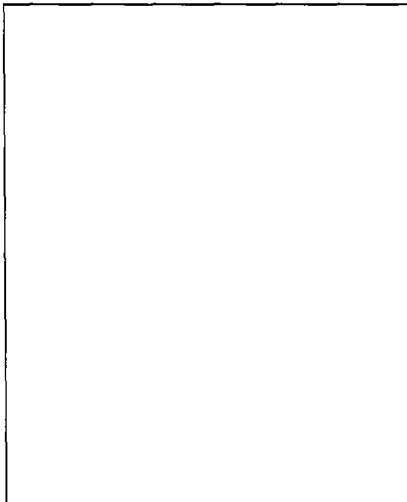


Diagram Crossection

5. McLoughlin Boulevard

As a major arterial that traverses Oregon City from north to south, McLoughlin Boulevard has a major impact on the City's form and effectively separates the downtown area from the Willamette River. The highway is wide, accommodates traffic at a relatively high rate of speed, and intimidates pedestrians.

If Oregon City is to regain a reconnection to the Willamette River frontage, McLoughlin Boulevard will have to be reinvented as an urban street that acknowledges the rights of pedestrians as well as the desires of motorists. ODOT is encouraged to work with the City to modify the physical configuration of the highway and to modify operational characteristics to provide for the needs and safety of pedestrians.

When approaching Oregon City from the north, the well-proportioned McLoughlin Boulevard Bridge provides a positive entry statement for the City. This bridge signifies the importance of the Clackamas River by making a visual statement that cannot be missed by those crossing it.

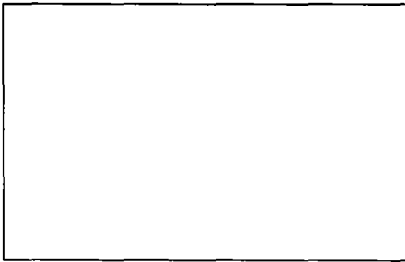
Unfortunately, once south of the bridge, a motorist is currently confronted with a wide highway that lacks any urban design features. Perhaps the roadway can be narrowed or a landscaped median strip added to reduce the visual width of the facility. Widened sidewalks should be constructed with street trees installed to provide a safety barrier between cars and pedestrians.

The I-205 interchange should be planted in a mixed tree species to visually buffer the area and soften the interchange's appearance.

South of the I-205 intersection, McLoughlin Boulevard should take on more of an urban street character with pedestrian crossings at each block. Again,

sidewalks should be widened and street trees installed. If necessary, more traffic signals should be installed to provide gaps in traffic to accommodate pedestrians.

From an operational standpoint, traffic speeds can and should be slowed through the downtown area to reduce the intimidation factor between moving vehicles and pedestrians. It is well known that the number of vehicles that can pass a given point within a specific period of time is about the same at 18 miles per hour as at 30-35 miles per hour. The reason for this is that as speeds increase, motorists leave more space between vehicles to allow for reaction time and braking distance. Therefore, in an urban setting, it makes sense to slow traffic speeds. This action does not reduce the number of vehicles per hour that can pass a point, but does reduce pedestrian intimidation, increases pedestrian safety, reduces the severity of accidents, and creates a friendlier urban environment.



Mixed Use Example

6. Mixed Use Zone

The plan calls for the expansion and enhancement of the urbanized portion of the site that includes the Oregon City Shopping Center, Rivershore Motel, McDonalds, and the Glacier concrete batch plant. Some portions of these sites are near or above the 100-year flood elevation and have been actively used for commercial purposes for many years. Other areas are within the flood zone.

This mixed use area is proposed to be further developed and intensified to create an urban community at the north entrance to the city. In addition to commercial activities, housing is proposed. A neighborhood of 150 to 200 dwelling units is proposed to be located to the east and north of the shopping center. A development of this size should be large enough to create a sense of community, and can be oriented to take advantage of its proximity to the Cove.

Other uses, including offices and restaurants, may also be appropriate in this area. If there is market support for these uses, they should be encouraged.

Redevelopment and intensification of the mixed use area will take many years to accomplish. In addition, cooperation will be essential between the owners of private parcels of land and the City.

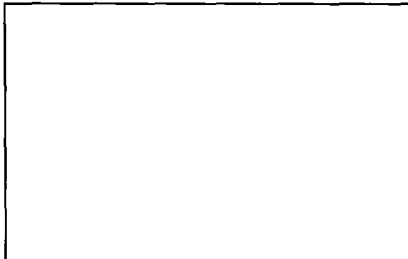
Actions

The City can help achieve the vision for the area through a number of actions including:

- Promote the concept of an urban mixed use community at the entrance to Oregon City.
- Ensure that public services are available to support an increased density of development.
- Create a mixed use zone to guide and encourage future development and to assure property owners of compliance.

- **Enhance the area to provide an appropriate setting for housing development.**
- **Assist developers and property owners in moving through the permitting process. This may include acting as an ombudsman to help acquire City, State and Federal permits.**

Note: Implementation is discussed in more detail in the following chapter.



Multi-modal trail

7. Transportation Linkages

The northern portion of the study area is an isolated "island", separated from other areas by the two rivers and by I-205. Connections or linkages to other areas are limited to the following:

- McLoughlin Boulevard, providing a link to Gladstone, a link to downtown, and a connection to that portion of the study area located west of McLoughlin Boulevard.
- Main Street extension, providing a link south to downtown.
- Agnes Avenue, providing a link northeast to Oregon 213 and to I-205.

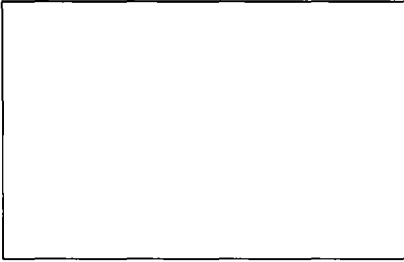
Given the constraints posed by the two rivers and the freeway, the number of linkages available is very limited. It is, therefore, extremely important to maintain and enhance all existing linkages.

The Agnes Avenue connection between the Main Street extension and Oregon 213 at I-205 is important to provide reasonable circulation within the area. This link also provides emergency access to the Tri-City WPCP from two directions and access to the proposed active recreation area in the eastern portion of the site.

The Main Street extension is the only undercrossing of I-205 between McLoughlin and Oregon 213. This link connects to downtown and, via 17th Street, to the eastern portion of the City. 17th Street is an important portion of the area's circulation system and should remain open to multi-modal transportation.

The Master Plan also proposes an internal link through the shopping center and concrete batch plant site. This will provide an additional connection to support the proposed higher density development. It crosses two private properties and might be best developed as a private road. The connection shown on the plan is located across the southern portion of the two private properties. The actual location, of course, is dependent on specific development plans.

In summary, the increased urban density proposed for the site will be best served by an interconnected street system that provides as many alternative links as practical, given the inherent constraints of the site. Motorists, bicyclists, and pedestrians will then have alternatives from which to choose depending on preferred travel direction, traffic congestion, and other implementation details.

*Environmental Photo*

8. Environmental Opportunities

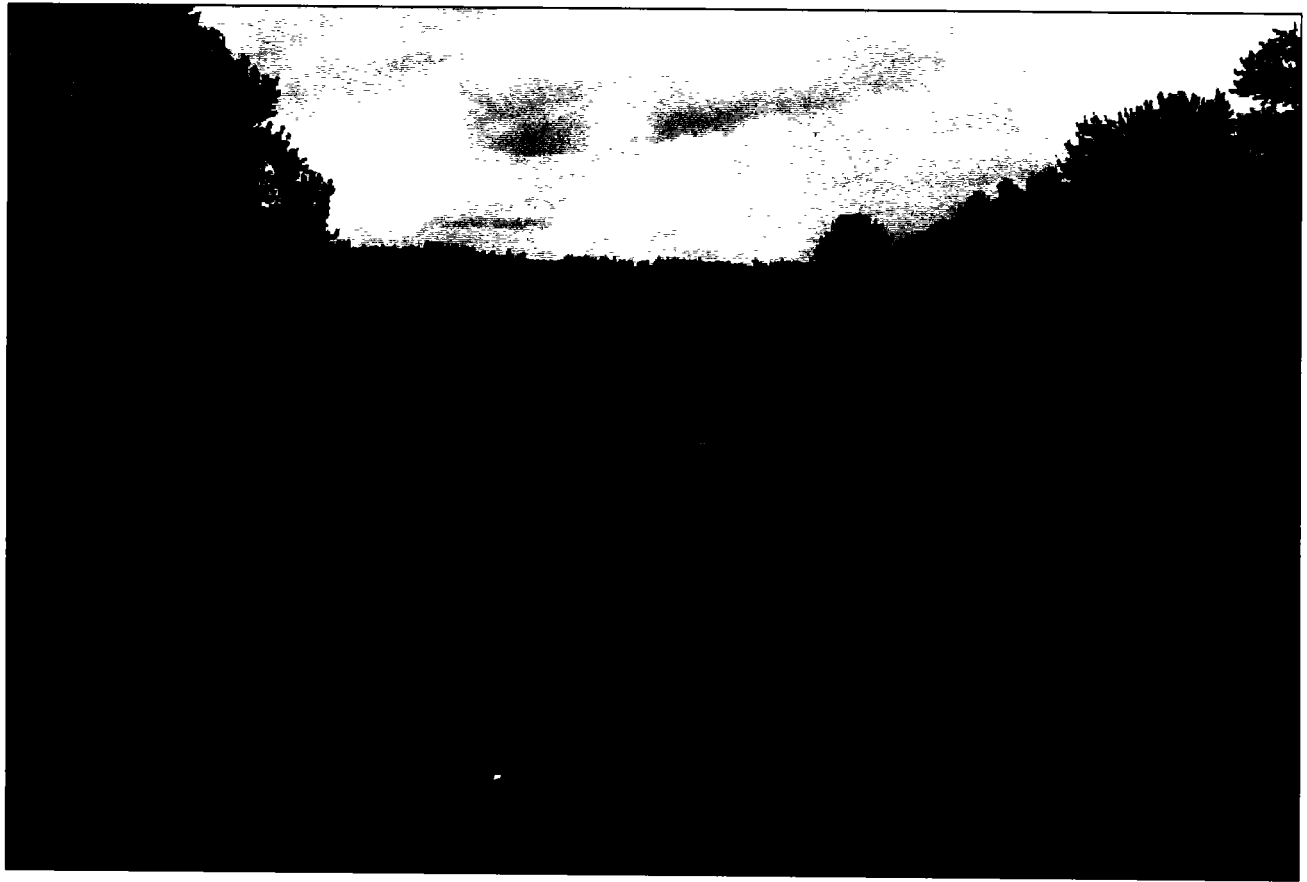
The project area presents environmental opportunities primarily focused on shoreline zone areas. The Willamette-Clackamas confluence zone and Clackamette Cove are the most significant of these areas.

For each shoreline reach, opportunities exist for enhancement of riparian buffers, focused recreational access, preservation of habitats, and improving combined aesthetic, recreational, and habitat values. Opportunities and challenges for each reach are outlined in Appendix X.

Along the Willamette River shore (Reach 1 - see Figure 8), improvements in access by means of a promenade will encourage aesthetic appreciation and community identification with the environment. Currently undeveloped shoreline (Reach 2) in public ownership support riparian enhancements that will enhance both aesthetics and benefit fish and wildlife. Portions of the Willamette shoreline within the park (Reach 3) present both opportunities and challenges to protect recreational resources, reduce erosion, revegetate, remove abandoned structures, and protect habitat values for fish, particularly salmonids.

The Clackamas River shoreline (Reaches 4,8,9 and 10) presents opportunities for a balance of recreation, environmental education, and protection of significant high quality habitat. Because these values are contiguous and not overlapping, relatively minor efforts will be necessary to protect key values. Specific opportunities include access control to the peninsula, support and expansion of the environmental education center, riparian vegetation enhancements below the boat ramp (for habitat and erosion control), and invasive vegetation control.

Clackamette Cove (reaches 5,6 and 7) presents the broadest range of opportunities and a variety of challenges. Although man-made, the Cove (and lands around it) provides opportunities for potentially high quality aesthetic, recreational, educational, and salmonid rearing/riparian habitat values. Development of public recreation and sports uses on adjacent lands will increase the value of this resource. Opportunities exist to improve open water and riparian habitats for fish, develop managed wetlands, provide high quality low impact recreation, support community environmental education, and create a "magnet" water feature for nearby residential and commercial developments. The challenges are also significant and include the needs for bank modifications, invasive vegetation control, removal of undesirable fill materials and decrepit structures, and possible adjustments to the Cove bottom.



Implementation Strategy



The Oregon City Waterfront should be realized as a true asset and a key element in strengthening Downtown Oregon City and the community as a whole. The following implementation strategy identifies key actions that a community should take in order to carry out the plan and realize their goals. A successful strategy is inherently common sense, an inclusive approach to developing or redeveloping an area. Oregon City has the opportunity to create a truly remarkable waterfront. It can be bold, innovative and exciting or it can be a process of repair and fix up. It is a choice and a matter of perspective followed by policy. Bold and innovative plans and projects cost more than piecemeal repairs, but are also more likely to be funded. The property involved is large enough that any significant redevelopment effort will be costly and very likely outside the funding capacity of Oregon City. Implementation will depend upon a variety of public and private capital sources.

The following provides a general outline and the key elements of a successful strategy for revitalization of the Oregon City waterfront.

1. Make a Great Plan

A comprehensive plan that will recognize many projects, potential and existing, involve many stakeholders and mobilize them with a motivating vision that captures their imagination.

The Plan should:

- Combine market potential with community vision.
- Go far beyond patching problems or reacting to specific issues.
- Present a strong vision to motivate and enliven people to take action.

2. Many Projects

- Promote multiple projects, large and small, moving them forward together.
- Defined projects broadly to include policies, development projects, and programs.
- Organize, catalog, and communicate all of the public and private projects.

3. Many Stakeholders

The key to successful implementation of the Oregon City waterfront plan is mechanisms for marrying the identified stakeholders, current and potential, with projects, both existing and proposed. Implementation requires collaboration with stakeholders for positive results.

Many projects bring many stakeholders-people who are invested in one or more projects must pull together to make and implement the plan.

- Promote project implementation through a broad base of involvement.
- Include stakeholders-a representative cross-section of government, non-profits, businesses, individuals and community groups.

- Form the basis of political support for the implementation of the plan through working with stakeholders.

4. Committed, Ongoing City and Private Sector Leadership

- Seek success for the entire community.
- Utilize strong leadership skills; respect the community's aspirations.
- Motivate and organize stakeholders through definitive leadership.
- Move forward and communicate the vision of the plan.
- Provide ongoing support for the implementation through communication and coordination.
- Provide long-term continuity and unify divergent interests.
- Provide local government support and assist project development.
- Communicate success and opportunities.

5. Development Standards

- Develop clear and consistent guidelines that communicate the vision of the plan.
- Encourage that which is desired and strongly prohibit that which is not wanted.
- Utilize tools that are dynamic and flexible-pragmatic standards for change.
- Set standards high, but achievable.

6. Communications and Marketing

- Leadership must communicate successful implementation.
- Market the plan through continual news and outreach
- Act as a liaison between stakeholders, projects, and the wider community.

7. Supportive Government

- Provide support for achieving standards-consultation, code enforcement, and ongoing assistance.
- Review practices and identify and change policies.
- Set clear goals.
- Expedite projects that meet or exceed plan expectations.

8. Ongoing Review

- Review plans on an ongoing basis to respond to changing conditions.
- Evaluation of the plan, projects, and communications-make periodic adjustments to the plan.

As outlined above, the redevelopment of the Oregon City Waterfront relies heavily on leadership. The history of successful large-scale urban, mixed-use public-private projects is that they require both community-based

leadership as well as strong support from both elected officials and the media. To be successful, the Oregon City Waterfront project will require strong and continuing support from the:

- City Commission
- Planning Commission
- Parks and Recreation Advisory Committee
- Private Developers
- Chamber of Commerce
- Media
- Environmental and Special Interest Groups
- Clackamas County Commission

The history of successful public-private partnerships shows that this alliance of support is essential to attract the necessary capital to carry out the plan. The planning process must be elevated to the highest administrative level within the City, with direct support and involvement from all department heads.

Vision

Gaining support or capital contribution for mediocrity is very challenging. A bold, innovative and exciting plan not only makes a great place-it is easier to fund. Individuals, organizations and agencies that contribute financially to public development want to be associated with "winners," namely high quality, well thought out, cohesive plans. Many projects compete for the same public dollars, however comparatively few are funded. With a great plan, funding becomes more likely and achievable given that the plan is designed to produce a vital place that includes:

- A vibrant urban waterfront
- Thoughtfully designed and restored wetlands, habitats and shorelines
- Highly attractive public open spaces
- Access for the full community
- Exciting mixed-use development

Private Properties

The privately owned portion of the study area is comprised of industrial and highway-oriented commercial uses. Major property owners include Pan Pacific Corporation, a national retail commercial company and owner of the Oregon City Shopping Center; and Parker Industries, owner of the industrial property immediately behind and east of the Shopping Center. The Parker industrial site is leased to Glacier Northwest, which operates a cement batch plant on the property. In addition, several other smaller sites are currently occupied by older industrial buildings and used as equipment storage yards. Much of the private land, as well as a good portion of the public land, is below the 100-year flood plain.

Left to only market forces and without public intervention, the private property along McLoughlin can be expected to continue in highway-commercial retail and service use. Vacant, commercially zoned frontage on the highway can also be expected to be acquired by commercial developers for additional highway-oriented development. Restaurant operators are looking in this area because of high visibility and traffic volumes. The area encompassing these privately held lands has the highest potential to be redeveloped into a mixed use vital community. Potential development of housing, commercial, and in time, office uses can be realized here. This redevelopment will directly meet the goals for the project.

The smaller industrial properties near the core are in poor condition and most are currently available for purchase. These sites should be acquired, checked for environmental conditions, restored, and put to use as public open space. The Tri-City WPCP, Oregon City or another governmental agency should be encouraged to acquire the smaller industrial sites near Clackamette Cove.

Market

The primary ingredients are in place to support a redevelopment effort in the mixed use zone (Figure 9). Location continues to be a prime consideration in real estate investment and the study area has the benefits of high traffic volumes, freeway access, adjacent waterfront, and public open space. Although a significant percentage of the property benefits from these elements, flood plain designation and internal access issues present challenges. Substantial fill will be needed to bring portions of the area above the 100-year flood plain and make them developable. Since fill in a flood plain must be balanced with equal or greater excavation, it will be necessary to remove sufficient material from somewhere in the study area to balance fills needed to elevate development parcels.

With a comprehensive approach, the City, supported by a variety of funding mechanisms local, regional, state, and federal, can transform the study area, encouraging private investment to come forward. That transformation is discussed throughout this report. The strategy is to enhance Clackamette Cove and adjacent environmentally sensitive areas, as well as other components of the Oregon City waterfront, to a very high standard. It is believed that the strategy of a high quality plan is the easiest way to attract the capital necessary to make it happen. Experience shows that "private capital follows public commitment."

In the context of this bolder approach to designing, building and managing the very best of waterfront parks, environmental restoration, and other public space elements, the private sector is encouraged to become investors in the process-over time and as the market and site improvement costs support transformation.

Using the powerful public financing tool of tax increment, properties east of McLoughlin Boulevard have the opportunity to produce a quality mixed-use community. The primary land uses to be considered for this area include:

1. Retail commercial
2. Service commercial
3. Restaurants and food service
4. Urban housing, both owner and rental
5. Multi-story general-purpose offices

The exact quantity and mix of these land uses within this property should remain flexible, allowing the City and developers to creatively respond to market opportunities at the time of development. While maintaining the desire to preserve flexibility, some indication of an appropriate development mix is provided for planning consideration. Locking down the development program precisely at this point in time becomes an inhibition to development, being too restrictive to attract the best developers.

Redevelopment

The strategy centers on the following six, short-term elements:

1. Proceed with redevelopment of the Oregon City waterfront, initiating improvements in conjunction with the Tri-City WPCP to the natural environs and recreational facilities along Clackamette Cove and the Willamette and Clackamas Rivers.
2. Eliminate industrial uses and remove the recreational vehicle park.
3. Develop multifamily housing on five to nine acres of land-preferably overlooking Clackamette Cove.
4. Renovate existing retail.
5. Initiate streetscape improvements.
6. Maximize connections to larger community.

As outlined earlier, it is critical to get many projects, regardless of size, underway at the same time.

Regulatory Analysis and Recommendations

A complex set of base and overlay zones applies within to land within the study area. Height and use limitations in the four base zones constrain master planning efforts. Conflicts exist among the overlay zones. For example, the setback and development requirements of the WRG and WR overlay districts differ substantially - yet both apply to development along the Willamette River.

Review standards are discretionary, making long-term planning problematical. Any development application within the study area will require a lengthy and complicated development application - with an uncertain outcome. It will be very difficult to prepare a master plan that anticipates all of the issues that must be addressed under Oregon City's existing regulatory scheme for this area. Unless the code is amended, even minor changes in the master plan will likely require complicated and uncertain review.

We recommend that the City consider a single "waterfront plan district" for the study area. Such a plan district would have the following characteristics:

1. The plan district would clearly state waterfront development and resource conservation objectives agreed upon by the City Council as a result of a public planning process. The plan district would replace the existing set of base and overlay zones, or specifically reference which portions of the overlay zones continue to apply.
2. The plan district could include special review procedures that allow for a more streamlined process - because development versus conservation issues have been resolved in advance, and adequate public facilities standards have been incorporated into the plan district itself.
3. High quality natural resources and their "vegetated corridors" would be mapped based on district-wide inventories that consider both the quantity and quality of water and riparian resources in relation to one another. The standards of the WRG and WR overlay districts would be reconciled systematically - rather than on a parcel by parcel basis. Variable resource setbacks would be applied to specific areas based on actual conditions. Resource mitigation and enhancement projects would be determined in advance and incorporated as standards in the plan district. (For example, in a degraded area, a setback of 50' might be established, provided that pre-defined enhancement measures occur with a future development proposal.)
4. Development areas would be clearly mapped after considering tradeoffs among riverfront development, transportation and resource protection objectives. Once development areas are delineated, however, permitted development projects would not be subjected to an additional discretionary review process.
5. A mix of uses would be allowed under clear and objective standards within the plan district. Artificial distinctions between "tourist" and "general commercial" would be eliminated. However, the plan district could include sub-districts that emphasize different types or intensities of uses (e.g., natural areas, active recreational areas, high intensity mixed use areas, lower intensity mixed use areas, transportation facilities, Tri-City WPCP, etc.) or different design objectives consistent with a planned waterfront community.

6. The plan district would include a map of the basic transportation system that connects various sub-districts. The plan district would address multi-modal transportation and parking needs based on a range of development intensities. Transportation mitigation measures would be determined in advance and triggered by pre-assigned numbers of vehicle trips resulting from actual development. Adequate public facilities requirements would be included in the plan district based on anticipated demand for services.
7. Development standards in the plan district would be clear and objective - and would be designed to achieve the stated goals of the plan district, as articulated through a public review process. For example, height, setback and floor area standards might vary among subdistricts in order to provide river views or reduce shade to common areas.

Design standards would be developed for the plan district (and possibly for each sub-district). To comply with state rule requirements for clear and objective standards (for both "needed housing" under Goal 10 and resource protection programs under Goal 5), two sets of design review standards could be provided. The first set would be "clear and objective" (i.e., measurable); and the second set would be more subjective, but allow for greater flexibility. The choice of which set to use would be the applicant's.

Financing Tools

A list of potential financing tools is shown in the Appendix. This list includes local, state and federal programs. As new programs are discovered or identified, the list should be modified.

Findings and Recommendations

This section describes a strategy for implementation-a philosophy of development that says that quality, innovation and superior projects are rewarded while mediocrity gains little attention and even less financial support.

Dollars must be used wisely. The primary short-term focus, recommended in this report, is to vigorously pursue development of the public realm. The waterfront park, environmental mitigation areas, acquisition of key sites for public use, closure of the RV Park and similar tasks are high priority. It will require a focused effort-more detailed planning, fundraising activities, writing grant requests, presentations to potential funding agencies and organizations, enlisting the support of special interest groups, and related tasks.

No more land should be sold by the City on the west side of McLoughlin Boulevard across from the Oregon City Shopping Center. This land is critical to the image building of the Oregon City northern gateway and entry. As such, its highest and best use is to support overall waterfront and environmental revitalization; not provide a pad for another fast food restaurant.

With regard to the private sector properties, management of the Oregon City Shopping Center, Pan Pacific Corporation, has expressed an interest and a willingness to work with the City and its consultants to explore ways to strengthen both the center and the entry to Oregon City. This dialogue will continue in the months ahead. With regard to the industrial property on the east side of McLoughlin, the following is recommended:

1. Rezone the property to accommodate the mixed uses described in this report. This will insure that additional industrial activity is not put onto these sites.
2. Establish rigorous design controls that go with the zoning in order to control the quality of new development and its compatibility with the significant investment the public will be making to the adjacent Clackamette Cove and surrounding area.
3. Work with the property owners to achieve a smooth transition from the current industrial uses to more intensive uses, when the owners are ready. Planning between the City and the property owners should begin soon. Filling all or portions of the industrial site will impact both the industrial property and its relationship to the public lands to the north.

Oregon City has the opportunity to considerably enhance its waterfront, create a new and exciting entry to the City and strengthen the relationship of Downtown to the waterfront. Market forces support the redevelopment, but are dependent on public leadership and commitment to creating a great place.

Development Projects Timeline

Project Description	Year 1	Year 2-3	Year 4-10	Year 11-15
Negotiate plan with Pan Pacific	**			
Hire Economic Development Director (City position)	**			
Develop and implement zoning regulations		**		
Develop and implement design guidelines		**		
Begin initial discussions with property owners:		**		
Implement Acquisition/Development Strategies:				*
Sell City property to Tri-City WPCP			*	
Remove listings on City-owned commercial land	*			
Seek Funding:				
Regional	*			
State	*			
Federal	*			
Design waterfront park and entry		*		
Develop restoration plan for cove and riverbanks			*	
Plant riverbank at north end of McLoughlin Bridge (in conjunction with Gladstone)				*
Relocate sheriff department			*	
Park improvements:				
Remove dump station at park entry		*		
Remove old central roadway/restore			*	
Add planting/trees at boat parking			*	
Remove and restore RV park area		*		
North bank - restoration/improvement				*
West bank - restoration/improvement				*
McLoughlin improvements (work with ODOT):				
Upgrade bridges (McLoughlin, Oregon City)			*	
Plan streets and crossings			*	
Construct new streetscape and crossings			*	
Develop promenade			*	
Underground power			*	
Transportation Growth Management projects	*			
Metropolitan Transportation Improv. Program			*	
I- 205 - (Work with ODOT)				
Plant intersection with McLoughlin Boulevard				*
Plant side banks along Interstate freeway				*
Public Projects:				
Realign Main Street			*	
Reconstruct Agnes Avenue			*	

**Priority Action Item



Appendices

MEMORANDUM

DATE: September 27, 2001

FROM: Gerritt Rosenthal



Environmental Solutions

REACH OPPORTUNITIES AND CONSIDERATIONS

Reach 1: Willamette River - 5th St. to Sportcraft Marina

Due to the bedrock geology, this area presents a very specific habitat situation that is not easily modified. The river in this area provides quality pool habitat for salmonids. Opportunities exist for control of invasive vegetation and limited tree planting in soil pockets. Aesthetic opportunities (views) of the confluence zone and falls from a promenade will encourage passive recreation and do not conflict with habitat values.

Reach 2: Willamette River - Sportcraft Marina to I-205 Bridge

Current development limits habitat potential on this reach. Some opportunities exist for reestablishment of riparian vegetation. The importance of the Marina structures in creating salmon predator zones is unknown. If land use in this reach changes or upstream enhancements occur on Abernethy Creek, reevaluation may identify additional opportunities.

Reach 3: Willamette River - I-205 Bridge to Clackamas River

This reach contains two key zones, one extending from just north of the bridge to the RV Park area, and the other extending to the confluence point of land. Along the former, some riparian vegetation currently exists and streambank usage is dispersed and of low intensity. This area is subject to some erosion, but at a lower rate than the point of land. Opportunities for reestablishing riparian vegetation and a protective riparian buffer zone (200 feet) are high in this area and have the potential to improve both habitat and aesthetic values. Improvements will require removal of rubble and old structures (e.g. the old outfall line) and invasive vegetation. There appears to be a diversity of in-stream habitats in this zone that would be protected by such enhancements. Focused developments (such as a Police boat launch) may be accommodated near the I-205 Bridge.

In the northern portion of this zone, recreational uses are well established. Improvements in aesthetic qualities, reduction of erosion, and better protection of in-stream habitats may be accomplished by protecting existing riparian vegetation islands, particularly on the adjacent bank tops and near the end of the confluence point. This may be accomplished

with modest alterations in recreational use patterns. A major consideration in this reach is annual and flood period erosion, which makes creation of stable vegetative communities difficult. Stabilization of banks in this reach poses significant challenges.

Reach 4: Clackamas River – Willamette River to Cove Entrance

Boat launch and transportation (bridge) uses are well established in this area. Educational use dominates the upper portion. Opportunities exist for stabilizing bank erosion, in part through establishing more diverse riparian vegetation below the boat launch. Recreation uses are in partial conflict with habitat enhancement in this reach, and it may be necessary to identify zones critical to each function. The environmental center on the eastern edge of this zone is currently managed to restore riparian vegetation and has significant educational potential.

Reach 5: Clackamas River - Cove Entrance to Railroad Bridge

This area currently has good upland habitat value. Because the current peninsula and the Cove are subject to potential impacts during flood events, preservation of existing habitat values would appear most appropriate on this reach. Opportunities exist for removal of invasive vegetation and additional plantings. The reach may be best left to natural evolution. Because of the natural soil instability, active recreational development in this reach is not recommended.

Reach 6: Clackamas River – Railroad Bridge to River Access Parking

Protection of riparian vegetation along this reach is recommended. Because of the high habitat value, additions to public lands may be appropriate. This reach is suitable for passive recreation, however, high intensity recreational uses in this reach should be set back from the active stream corridor.

Reach 7: Clackamas River – River Access Parking to I-205 Bridge

The geologic nature of this area does not lend itself to development. Existing riparian and high quality instream habitat values should be preserved in this area. Removal of invasive plants is desirable. Because of high fish habitat values, low intensity recreation is preferable in this reach.

Reach 8: Clackamette Cove – Southwest Portion

This reach presents significant in-water and riparian enhancement potentials. Although limited in size, there is also some potential for upland habitat protection. Opportunities may be created by removal of old fill for the creation of wetland and/or streamside forest conditions. A better understanding of Cove hydrology may be desirable before final plans are completed. Opportunities may also exist for improvements to the cove bottom by removal of industrial debris and fill. Opportunities exist for enhancing educational opportunities in this reach.

Reach 9: Clackamette Cove - Southern and Eastern Portions

Opportunities exist in this reach for both riparian enhancements and recreational and aesthetic developments. Pathway, walkways, recreation areas, and cove access may be interspersed with patches of wilder habitat and shore plantings to provide multiple uses while retaining quality aesthetic conditions. Recreation activities located on adjacent uplands will complement Cove recreation activities and mixed use development on uplands. Riparian enhancement will help protect cove water quality and shield cove use from transportation noise and visual impacts. Removal of old structures from the Cove presents challenges but will improve aesthetic, recreational, and habitat values. Realignment of Main Street may allow creation of enhanced riparian and pedestrian conditions.

Reach 10: Clackamette Cove – Northern Portion

Because of proximity to the POTW, opportunities for active recreation are limited in this area. Opportunities exist for riparian buffer and managed wetland development. Opportunities may also exist for wetland or shallow water fish habitat creation in the northwest corner of the Cove and along the south shore of the peninsula. Some existing structures may be removed to provide better access and/or habitat conditions, however, limited structures may be left for historic reference. This reach may undergo major alteration if the Clackamas River breaches the peninsula.



*Real Estate Strategists
implementing creative
visions for public and
private development.*

CITY OF OREGON CITY

OREGON CITY WATERFRONT *Report of Findings*

Prepared for:

*Oregon City, Oregon
Walker Macy*

LELAND CONSULTING GROUP

Portland, Oregon
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San Diego, California

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July 2001



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WATERFRONT REVITALIZATION A PUBLIC-PRIVATE PARTNERSHIP

Oregon City's waterfront redevelopment effort is a long-term, complex, public-private partnership process. The current condition of the study area, located at the confluence of the Willamette and Clackamas Rivers, is characterized by a degraded natural environment, a mix of public and private ownership, and remnant industrial uses. Despite the challenging conditions, the waterfront study area represents the opportunity to redefine the gateway to Oregon City and to redevelop a vibrant extension of Downtown.

Waterfront redevelopment is a key phenomenon of the 1990's. Many, if not most cities near water, had turned their backs to their waterfronts over the past 50 years, even though those cities began because of their waterfront location. With the changes in waterborne commerce, containerization, shipbuilding, the demise of break-bulk cargo, and other transitions, most waterfronts have deteriorated over time or simply became industrial areas. In the past decade, many cities throughout America began rediscovering their waterfronts, recognizing the value of these long neglected assets. Oregon City is right on time.

PROCESS

In order to arrive at the conclusions and recommendations described in this report, the project team followed a process. That process involved a number of steps including a thorough site review, interviews with the property owners, local and national developers, real estate brokers, review of demographic information, participation in numerous planning studies and workshops, public meetings, and related matters.

This report outlines an implementation strategy or strategic framework for guiding Oregon City through the waterfront study area revitalization process. In addition, the report contains a review of current conditions, discussion of private and public properties, a brief overview of market conditions, revitalization options, and suggested redevelopment steps—specific actions intended to implement the overall project.

IMPLEMENTATION STRATEGY

Implementation strategies are established to realize a great plan. A strategy should emphasize key actions that a community will take in order to carry out the plan. A successful implementation strategy is inherently common sense, an inclusive approach to



developing or redeveloping an area. The following steps provide a general outline and the key elements of a successful strategy for waterfront revitalization.

1 Make a Great Plan

A comprehensive plan that will recognize many, many projects, potential and existing, involve many stakeholders and mobilize them with a motivating vision that captures their imagination.

- Combines market potential with community vision.
- Goes far beyond patching problems or reacting to specific issues.
- Presents a strong enough vision to motivate and enliven people to take action.

2 Many, Many Projects

- A great plan moves many projects forward at the same time.
- Projects are broadly defined to include policies, development projects, and programs.
- Organizes, catalogs, and communicates all the public and private projects.
- The great plan always promotes multiple projects, large and small, moving them forward together.

3 Many, Many Stakeholders

Many, many projects bring many stakeholders—people who are invested in one or more projects must pull together to make and implement the great plan.

- A broad base of involvement promotes project implementation.
- Stakeholders—a representative cross-section of government, non-profits, businesses, individuals and community groups.
- Stakeholders form the basis of political support for the implementation of the great plan.

The key to successful implementation of the plan is mechanisms for marrying the identified stakeholders, current and potential, with projects, both existing and proposed. Implementation requires collaboration with stakeholders for positive results.

4 Committed, Ongoing City and Private Sector Leadership

- Seek success for the entire community.
- Strong leadership skills; respect by the community.
- Leadership able to motivate and organize stakeholders.
- Leaders move forward and communicate the vision of the great plan.
- Provide ongoing support for the implementation through communication and coordination.



- Provide long-term continuity and unify divergent interests.
- Provide support for local government and support to project development.
- Communicate success and opportunities.

5 Development Standards

- Clear and consistent guidelines that communicate the vision of the plan.
- Encourage that which is desired and strongly prohibit that which is not wanted.
- Tools should be dynamic and flexible—pragmatic standards for change.
- Set standards high, but achievable.

6 Communications and Marketing

- Leadership must communicate successful implementation.
- Marketing the great plan means making continual news out of the projects.
- Communication means acting as a liaison between stakeholders, projects, and the wider community.

7 Supportive Government

- Provide support for achieving standards—consultation, code enforcement, and ongoing assistance.
- Able to review practices and identify and change policies.
- Set clear goals.
- Expedite projects that meet or exceed plan expectations.

8 Ongoing Review

- Dynamic plans require ongoing review that responds to changing conditions.
- Evaluation of the plan, projects, and communications—make periodic adjustments to the plan.

THE IMPLEMENTATION STRATEGY FOR OREGON CITY

To achieve a successful project, implementation should begin at the same time as the planning process—not at the end. In this way, planning and implementation become integrated. This is particularly important when the project is this large and complicated.

Oregon City has the opportunity to create a truly remarkable waterfront. It can be bold, innovative and exciting or it can be a process of repair and fix up. It is a choice and a matter of perspective followed by policy. Bold and innovative plans and projects cost more than piece meal repairs, but are also more likely to be funded. The property involved is large enough that any significant redevelopment effort will be costly and very



likely outside the funding capacity of Oregon City. Implementation will depend upon a variety of public and private capital sources.

The Oregon City Waterfront should be a very special place—a true asset and a key element in strengthening Downtown Oregon City and the community as a whole. Few cities have waterfronts and the opportunities they represent.

As outlined in the preceding implementation strategy, the redevelopment of the Oregon City Waterfront relies heavily on leadership. The history of successful large-scale urban, mixed-use public-private projects is that they require both community-based leadership as well as strong support from both elected officials and the media. To be successful, the Oregon City Waterfront project will require strong and continuing support from the:

- City Commission;
- Planning Commission;
- Private Developers;
- Chamber of Commerce;
- Media; and
- Environmental and Special Interest Groups.

The history of successful public-private partnerships shows that this alliance of support is essential to attract the necessary capital to carry out the plan. The planning process must be elevated to the highest administrative level within the City, namely to the City Manager with direct support and involvement from all department heads.

Vision

Gaining support or capital contribution for mediocrity is very challenging. A bold, innovative and exciting plan not only makes a great place—it is easier to fund. Individuals, organizations and agencies that contribute financially to public development want to be associated with “winners,” namely high quality, well thought out, cohesive plans. Many projects compete for the same public dollars, however comparatively few are funded. With a great plan, funding becomes more likely and achievable by the sheer fact that the plan is designed to produce a great place that includes:

- A vibrant urban waterfront;
- Thoughtfully designed and restored wetlands, habitats and shorelines;
- Highly attractive public open spaces;
- Access for the full community;
- Exciting mixed-use development.



CURRENT CONDITIONS

The study area is a subdistrict in the recently adopted Oregon City Downtown Community Plan and includes:

- Clackamette Cove;
- The shoreline along the Clackamas River from the Tri-Cities Services District Wastewater Treatment Plant to the confluence with the Willamette River;
- The Willamette shore from the confluence past Sportscraft Marina;
- The uplands north of Highway I-205 occupied by the Oregon City Shopping Center, the Rivershore Hotel, and Glacier Northwest;
- The community park and various recreational facilities.

Current uses include highway commercial, lodging facilities, fast food, a cement batch plant, a wastewater treatment plant with expansion plans, an R.V. park, a marina, two boat ramps, truck and equipment storage yards, and public open space. Pedestrian access to the area is limited and the site is divided by the high-volume traffic on McLoughlin Boulevard (Highway 99).

The site represents a tremendous opportunity to look at these diverse uses, planned and developed over a significant period of time, as part of a unified Waterfront Master Plan. The initial conceptual groundwork for the waterfront is found in the Downtown Community Plan, emphasizing the key objective of reconnecting the City to the river. The City has proposed a mixed-use district with tourist commercial, office, and residential uses bordered by improved public open spaces and recreation amenities.

The goals and proposed objectives for the waterfront should be expanded and grounded by the implementation strategy. That strategy should capture the best of what is currently built, target key elements for development and redevelopment, and elevate the process from a piece-meal, band-aid approach to a unified plan that articulates a powerful vision for a great place.

PRIVATE PROPERTIES

The privately owned portion of the study area is comprised of industrial and highway-oriented commercial uses. Major property owners include Pan Pacific Corporation, a national retail commercial company and owner of the Oregon City Shopping Center; and Mr. Jack Parker, owner of the industrial property immediately behind and east of the Shopping Center. The Parker industrial site is leased to Glacier Northwest, which operates a cement batch plant on the property. In addition, several other smaller sites are currently occupied by older industrial buildings and used as equipment storage yards. Much of the private land, as well as a good portion of the public land, is below the 100-year flood plain—as much as ten feet in some cases.



Left to market forces and without public intervention, the property along Highway 99 can be expected to continue in highway-commercial retail and service use. Vacant, commercially zoned frontage on Highway 99 can also be expected to be acquired by commercial developers for additional highway-oriented development. Restaurant operators are looking in this area because of high visibility and traffic volumes. The study area contains no office or housing uses at this time.

This northern and key entry to Oregon City is visually weak. Pan Pacific Corporation acquired the older, existing Oregon City Shopping Center several years ago and has since invested additional funds into the center to improve its appearance. Demolition of older buildings in front of the center nearest Highway 99 is currently underway and new buildings are contemplated. Pan Pacific also reports that some tenant changes are expected in the near term. The center, 268,000 square feet of gross leaseable area, is underparked by traditional standards for centers of this size (4 spaces per 1,000 square feet of gross leaseable area as compared with a desired 5 spaces per 1,000 square feet).

The Parker property located east and behind the Oregon City Shopping Center lacks visibility to the highway. Other adjacent industrial properties are in poor condition and most are available for purchase. These sites can be expected to be acquired for environmental cleanup, restoration and use as either public open space or as part of the environmental mitigation process. The Tri-Cities facility, Oregon City or another governmental agency should acquire these industrial sites along Clackamette Cove.

PUBLIC PROPERTIES

As stated, the City of Oregon City and Tri-Cities own a significant percentage of the property within the study area. This real estate is divided equally between public open space and public facility uses.

The overall strategy for the Oregon City Waterfront, as discussed elsewhere in this report, is one of high quality transformation. Only through thoughtful and focused public intervention and investment will the vision of the plan be realized. Without focused public involvement, the existing less than optional land uses can be expected to continue and intensify.

This area serves as a key gateway to Oregon City. The site has historically been used for public access to the river, diverse waterfront and recreation activities, and a popular boat launch adjacent to abundant fishing grounds. Discussion with elected officials and community leaders reinforce the desire to maintain these elements, but to do so in a highly improved manner and environment. The development and implementation strategy incorporates this desire for a quality recreational environment and mixed-use redevelopment at the core of the study area.



MARKET DETAILS

The primary ingredients are in place to support a redevelopment effort. Location continues to be a prime consideration in real estate investment and the study area has the benefits of high traffic volumes, freeway access, adjacent waterfront, and public open space. Although a significant percentage of the property benefits from these elements, flood plain designation and internal access issues present challenges. Substantial fill will be needed to bring portions of the area above the 100-year flood plain and make them developable. In some cases the cost of filling sites may be greater than the value of the actual property.

Current market conditions indicate:

- High office vacancy rates in the Clackamas County market area (over 17%).
- Relatively strong retail market.
- Potentially weak mix of tenants at the shopping center.
- Slowing economy.
- Strong multifamily residential market.

If the property was marketed today, \$3 to \$4 per square foot or \$130,000 to \$174,000 per acre for land costs for multifamily development could be expected. Prices for retail land are currently \$9 to \$15 per square foot or \$392,000 or \$650,000 per acre. Land for office construction at this site could be expected to range from \$9 to \$11 per square foot or \$392,000 to \$479,000 per acre. Land prices are contingent upon market conditions and overall quality of the development.

As stated, the portion of the property in private ownership and suitable for development or redevelopment is currently either in highway-oriented commercial retail use or various forms of industrial use. The study area properties do not benefit from an existing residential population that will generate pedestrian activity.

Attached to this report in Appendix A is a Demographic Profile. This profile summarizes key aspects of the population, showing the pattern of growth between 1990, 2000 and 2005 (forecasted). The Demographic Profile will need to be updated after the full release of the Census 2000 data. Highlights at this time include:

- A population growth of 2.02 percent compared with 1.17 and 1.33 percent for the State of Oregon and Clackamas County respectively;
- Household growth of 2.28 percent, from 5,479 households in 1990 to a projected 8,907 households in 2005;



- A population is characterized by a relatively high percentage of 3 to 5 person households and a relatively low percentage of 1 to 2 person households compared to the Portland Metro Area.

OPTIONS

The research, review of market conditions, discussions with public officials and the community at large result in three fundamentally distinct options for redeveloping this area. They include:

- 1 Make no significant changes;
- 2 Create/invite a special attraction or attractions to draw more people to the waterfront; or
- 3 Significantly redevelop the entire area, increasing the quality of the open space, the existing commercial development, ending industrial uses, and incorporating housing, pedestrian areas, and office uses.

While the location of some of the private sector holdings could support retail, office, and/or housing development, costs associated with developing the properties (mainly the necessity to fill the land) make development economically challenging. There is, however, a correlation between water, open space, and/or views and land prices, and all other things being equal, the market will often pay more for such properties. However, in this case the private properties are mainly zoned industrial, located next to an environmentally sensitive area and subject to substantial land filling.

Housing adjacent to the Cove, north of the Oregon City Shopping Center has been considered as a development alternative. The apartment market would support such development, but faces the challenge of fill costs. Office space might also work, however the Oregon City office market is small and currently overbuilt as evidenced by high vacancy rates. Why would an investor be inclined to risk capital on a major housing project adjacent to an industrial area and behind the Oregon City Shopping Center? Investors are not likely to take such actions as the situation exists today.

With a comprehensive approach, the City, supported by a variety of funding mechanisms (local, regional, state, and federal), can transform the area, encouraging private investment to come forward. That transformation is discussed throughout this report. The strategy is to enhance Clackamette Cove and adjacent environmentally sensitive areas, as well as other components of the Oregon City Waterfront, to a very high standard. It is believed that the strategy of a high quality plan is the easiest way to attract the capital necessary to make it happen. Experience shows that “private capital follows public commitment.”



In the context of this bolder approach to designing, building and managing the very best of waterfront parks, environmental restoration, and other public space elements, the private sector is encouraged to become investors in the process—over time and as the market and site improvement costs support transformation.

Using the powerful public financing tool of tax increment, development and redevelopment in the private properties east of Highway 99 have the long-term opportunity for a quality mixed-use enclave. The primary land uses to be considered for this area include:

- 1 Retail commercial.
- 2 Service commercial.
- 3 Restaurants and food service.
- 4 Urban housing, both owner and rental.
- 5 Multi-story general-purpose offices.

The exact quantity and mix of these land uses within this property should remain flexible, allowing the City and developers to creatively respond to market opportunities at the time of development. While maintaining the desire to preserve flexibility, some indication of an appropriate development mix is provided for planning consideration. Again, locking down the development program precisely at this point in time becomes an inhibition to development—being too restrictive to attract the best developers.

Based on the land available through reclamation of a portion of the southern bank of the Cove, relocation of the road, acquisition and redevelopment of the industrial site behind the Oregon City Shopping Center, and renovation of the Shopping Center properties, there are long-term opportunities for the following development program alternatives¹.

Table 1
POTENTIAL LAND USE MIX, SHOWN IN ACRES
Oregon City Waterfront Redevelopment

Alternative	Housing	Retail	Office/Service
1	9.9	0.7	4.8
2	10.5	3.7	0.0
3	8.3	5.2	5.2

Using these alternatives, the effect by land use can be considered. Table 2 shows the potential development of multifamily residential units based on each alternative, followed by an analysis of potential land prices in Table 3.

¹ These tables are examples expressing design in concept only.



Table 2
POTENTIAL MULTIFAMILY DEVELOPMENT (UNITS)
Oregon City Waterfront Redevelopment

Alternative	Land Area (Acres)	Units Per Acre			Total Units		
		Low	High	Avg	Low	High	Avg
1	9.9	18	24	22	180	240	220
2	10.5	18	24	22	190	250	230
3	8.3	18	24	22	150	200	180

Table 3
POTENTIAL LAND PRICE OF MULTIFAMILY DEVELOPMENT
Oregon City Waterfront Redevelopment

Alternative	Land Area (Acres)	Total SF	Land Value ²	
			Low	High
1	9.9	431,200	\$1,293,600	\$1,724,800
2	10.5	457,400	\$1,372,200	\$1,829,600
3	8.3	361,500	\$1,084,500	\$1,446,000

Retail and office values are shown in a similar manner in Tables 4 and 5. Although these tables are strictly conceptual, they serve to test the plan against current market conditions.

Table 4
POTENTIAL LAND PRICE OF RETAIL DEVELOPMENT
Oregon City Waterfront Redevelopment

Alternative	Land Area (Acres)	Total SF	Land Value ³	
			Low	High
1	.7	30,100	\$ 270,900	\$ 451,500
2	3.7	159,900	\$1,439,100	\$2,398,500
3	5.2	226,500	\$2,038,500	\$3,397,500

Table 5
POTENTIAL LAND PRICE OF OFFICE DEVELOPMENT
Oregon City Waterfront Redevelopment

Alternative	Land Area (Acres)	Total SF	Land Value ⁴	
			Low	High
1	4.8	209,100	\$1,881,900	\$2,300,100
2	0.0	0	0	0
3	5.2	226,500	\$2,038,500	\$2,491,500

² Calculated using a land sales estimate of \$3.00 to \$4.00 per square foot.

³ Calculated using a land sales estimate of \$9.00 to \$15.00 per square foot.

⁴ Calculated using a land sales estimate of \$9.00 to \$11.00 per square foot.



REDEVELOPMENT

A partial list of projects, activities and related activities are listed in the “Development Projects Timeline” found in the Implementation Section of the Main Body of the report. The strategy centers on the following six, short-term elements:

- 1 Proceed with redevelopment of the Oregon City Waterfront, initiating improvements in conjunction with Tri-Cities to the natural environs and recreational facilities along Clackamette Cove and the Willamette and Clackamas Rivers.
- 2 Eliminate industrial uses and remove overnight trailer park with consideration of the managing agency’s revenue stream.
- 3 Develop multifamily housing on five to nine acres of the East site—preferably overlooking Clackamette Cove.
- 4 Renovate existing retail.
- 5 Initiate improvements in streetscape.
- 6 Maximize connections to larger community.

As outlined early in the report, it is critical to get many projects, regardless of size, underway at the same time.

FINANCING TOOLS

A list of potential financing tools is shown in the Appendix. This list includes local, state and federal programs. As new programs are discovered or identified, the list should be modified.

FINDINGS AND RECOMMENDATIONS

This report describes a strategy for implementation—a philosophy of development that says that quality, innovation and superior projects are rewarded while mediocrity gains little attention and even less financial support.

Dollars must be used wisely. The primary short-term focus, recommended in this report, is to vigorously pursue development of the public realm. The waterfront park, environmental mitigation areas, acquisition of key sites for public use, closure of the RV Park and similar tasks are high priority. It will require a focused effort—more detailed planning in Phase II, fundraising activities, writing grant requests, presentations to potential funding agencies and organizations, enlisting the support of special interest



groups, and related tasks. A dedicated new City staff member directly responsible for economic development issues is crucial to this process.

No more land should be sold by the City on the south side of Highway 99 across from the Oregon City Shopping Center. This land is critical to the image building of the Oregon City northern gateway and entry. As such, its highest and best use is to support the overall waterfront and environmental revitalization; not provide a pad for another fast food restaurant. Such uses are wholly incompatible.

With regard to the private sector properties, management of the Oregon City Shopping Center (Pan Pacific Corporation) has expressed an interest and a willingness to work with the City and its consultants to explore ways to strengthen both the center and the entry to Oregon City. This dialogue will continue in the months ahead. With regard to the industrial property on the east side of Highway 99, the following is recommended:

- 1 Rezone the property to accommodate the mixed uses described in this report. This will insure that additional industrial activity is not put onto these sites.
- 2 Establish rigorous design controls that go with the zoning in order to control the quality of new development and its compatibility with the significant investment the public will be making to the adjacent Clackamette Cove and surrounding area.
- 3 Work with the property owners to achieve a smooth transition from the current industrial uses to more intensive uses, when the owners are ready. Planning between the City and the property owners should begin soon. Filling all or portions of the industrial site will impact both the industrial property and its relationship to the public lands to the north.

Oregon City has the opportunity to considerably enhance its waterfront, create a new and exciting entry to the City and strengthen the relationship of Downtown to the waterfront. Market forces support the redevelopment, but are dependant on public leadership and commitment to creating a great place.



APPENDIX A DEMOGRAPHICS

OREGON CITY

Overview

- Population is characterized by a relatively high percentage of 3 to 5 person households, and a relatively low percentage of 1 to 2 person households compared to the Portland Metro Area.
- Approximately 12% of the population holds a bachelor or advanced college degree.
- Oregon City's population is expected to grow faster than surrounding Clackamas County and the State of Oregon.

Population and Households

Population	1990	2000	2005	Annual Population Growth Rate 2000-2005
Oregon City	14,698	20,857	22,964	2.02%
Clackamas County	278,850	342,786	365,541	1.33%
State of Oregon	2,842,321	3,356,108	3,552,515	1.17%

Households	1990	2000	2005	Annual Growth Rate 2000-2005
Oregon City	5,479	7,994	8,907	2.28%
Clackamas County	103,530	130,328	140,532	1.57%
State of Oregon	1,103,313	1,320,956	1,406,531	1.30%

Average

Household Size	1990	2000	2005
Oregon City	2.62	2.56	2.53
Clackamas County	2.67	2.61	2.58
State of Oregon	2.52	2.49	2.48

Household Size (1990)

	One	Two	Three to Five	Six or More
City of Oregon City	24.1%	32.0%	40.5%	3.4%
Clackamas County	20.5%	35.1%	40.9%	3.5%
State of Oregon	25.3%	35.8%	35.7%	3.3%

Sources:
CACI
US Census Bureau
Leland Consulting Group

Education, Age, Income & Ethnicity

Educational Attainment (1990)	Oregon City	Clackamas County	State of Oregon
% Elementary School (0-8 Years)	6.1%	4.3%	6.2%
% Some High School (9-12 Years)	13.0%	10.0%	12.3%
% High School Graduate only (12 Years)	31.6%	27.2%	28.9%
% Some College (13-15 Years)	36.5%	34.9%	32.0%
% Bachelor Degree	8.8%	16.1%	13.6%
% Graduate degree	3.9%	7.5%	7.0%
Total	100%	100%	100%

Population by Age (2000)	Oregon City	Clackamas County
0 to 19	6,120	93,808
20 to 34	4,580	61,346
35 to 64	7,518	146,557
65 to 74	1,164	21,151
75 and up	1,475	19,924
Total	100%	100%

Population by Ethnicity (2000)	Oregon City	Clackamas County
White (non-Hispanic)	96.0%	95.1%
Black (non-Hispanic)	0.4%	0.4%
Asian	1.6%	2.4%
Other	2.0%	2.1%
Hispanic	3.9%	4.5%
Total	100%	100%

2000 Householder

Age by HH Income (Oregon City)	Under 35	35 to 54	Over 55	Total
Below \$15,000	2.5%	1.8%	6.0%	10.3%
\$15,000-\$24,999	3.3%	1.8%	4.1%	9.1%
\$25,000-\$34,999	6.4%	4.4%	5.5%	16.3%
\$35,000-\$49,999	8.5%	10.9%	6.7%	26.2%
\$50,000 +	9.2%	19.3%	9.7%	38.1%
Total				100%

FINANCING TOOLS: PROGRAMS FOR PUBLIC-PRIVATE DEVELOPMENT

FINANCING PROGRAM	JURISDICTION	DESCRIPTION	ADVANTAGE(S)	DISADVANTAGE(S)
Bond Local Improvement Districts	Local	A Local Improvement District, or LID, is a type of special assessment district frequently used by communities to pay for capital improvements that benefit a defined area. A specific area is determined based on the type of improvement and who will benefit from the improvement. The assessment is generally based on the increased property values that result from the improvement and is used to pay off all or a portion of the costs of the project. The assessment can be paid off all at one time or over a 10 or 20-year period through the issuance of a bond. A LID can be initiated by the local government or by citizens in the affected area and requires approval from both community and affected property owners.	Benefiting property owners pay for improvements.	Cost of improvements may be greater than districts ability to pay.
Tax Increment Financing (Urban Renewal Districts)	Local/Regional	Tax increment financing is a mechanism where public projects are financed by debt borrowed against the future growth of property taxes in an urban renewal district. The assessed value of all properties within the district is set at the time the district is first established (the base). As public and private projects enhance property values within the district, the increase in property taxes over the base (the increment) is set aside. Debt is issued, up to a set maximum amount, to carry out the urban renewal plan and is repaid through the incremental taxes generated within the district. Urban Renewal Districts usually are in effect for 15 to 20 years. When the district is retired, the base is removed and all property taxes in the district return to normal distribution.	Can pay for upfront costs associated with redevelopment. Benefiting property owners pay for improvements. Does not create any "new" taxes or special assessments.	Cost of improvements may be greater than district's ability to pay. Other taxing authorities do not receive higher tax revenue from the district until the district is retired.
Grant HOME Investment Partnership Program	HOME - Federal	HOME is a federally funded block grant program that provides funds to states and localities on an annual basis. The funds may be used for a variety of affordable housing activities, including acquisition, rehabilitation, or construction of new rental housing; demolition of dilapidated housing; closing cost assistance or down payment assistance to new home buyers; direct rental assistance for up to two years; relocation assistance to displaced residents; housing counseling; and home repair. There are income restrictions, as well as rent restrictions and housing price limits.		



FINANCING PROGRAM	JURISDICTION	DESCRIPTION	ADVANTAGE(S)	DISADVANTAGE(S)
Community Development Block Grants (CDBG funds)	HUD - Federal	The CDBG program is a federally funded block grant that provides funds to eligible metropolitan cities and urban counties (entitlement communities) on an annual basis. The money must be used to benefit low- and moderate-income families, prevent or eliminate slums or blight, or meet other urgent community development needs. The State Community Development Block Grant (SCDBG) program provides states with direct grants, which they in turn award to smaller, nonentitlement communities. Eligible uses are the same as for the entitlement communities. Funds usually are distributed through a competitive process. Administered by the Department of Housing and Urban Development (HUD), the Small Cities CDBG Program provides grants to nonentitlement communities in Hawaii and New York. Eligible activities include the acquisition of land and buildings; demolition and clearing of land; housing rehabilitation; homebuyer assistance; subsidized mortgage interest rates; and closing cost assistance for first-time homebuyers. CDBG also may fund infrastructure such as streets, sidewalks, sewers, water systems, and playgrounds. CDBG funds can be used for new construction of housing only under certain circumstances.	Grant funds that do not have to be repaid.	Can only be used in blighted or low-income areas and are competing against other projects seeking funds.
Mortgage Revenue Bond Program	HFA	State and local HFAs issue mortgage revenue bonds (MRBs) to provide a source of low interest rate mortgages for first-time homebuyers to finance the purchase, rehabilitation, or improvement of owner-occupied homes. Investors who purchase MRBs accept a lower interest on the bonds because the income from the interest is tax-exempt. The state passes on the interest savings to income-eligible, first-time homebuyers. States may provide the mortgages directly, or they may buy loans made by private lenders to qualified buyers. There are limits on the price of the homes that may be purchased using these mortgages. Congress imposes a limit on the annual volume of tax-exempt bonds that may be issued to provide mortgages. Each state is allocated \$50 per capita. In October 1998, Congress increased the volume cap by \$5 a year for five years beginning in the year 2003.		



FINANCING PROGRAM

PROGRAM	JURISDICTION	DESCRIPTION	ADVANTAGE(S)	DISADVANTAGE(S)
<i>Loan</i> American Communities Fund	Fannie Mae	American Communities Fund was created in 1996 as a community development venture capital fund with an initial capitalization of \$100 million. It is dedicated to making equity investments in neighborhoods that lack adequate access to traditional equity capital for the development of affordable housing and related facilities. The ACF's mission is to make high-impact investments that will have a substantial, catalytic effect on the vitality of the neighborhood in which the investment is located. Eligible transactions include rental housing and homeownership opportunities, as well as mixed-use projects, commercial, retail, and other facilities that directly support residential communities. Investments made by the fund generally range in size from \$1 million to \$5 million. The locations sought by the American Communities Fund are primarily areas in which Fannie Mae is already working with the community to implement a local housing strategy. These include cities or states where Fannie Mae has a Regional or Partnership Office or has formed a Community Partnership.	Provides needed equity for long-term financing.	Fannie Mae expects a market rate of return on equity and wants to exit project within 7 to 10 years. Therefore, project has to be financially sound from a market (private) investment perspective. Community has to be actively working with Fannie Mae and have a housing strategy.
Community Development Financial Institutions (CDFIs)	Fannie Mae	Community Development Financial Institutions (CDFIs) are important partners for Fannie Mae. The goals of the CDFI investments include stimulating economic development and increasing affordable housing opportunities in low-income areas; promoting fair lending and increasing the participation of minority- and women-owned lenders; serving as a catalyst that attracts the financing of other potential investors; and forging new relationships that will enable Fannie Mae to be more effective in servicing unmet housing needs. Funding is based on recommendations from Fannie Mae's regional office and completion of due diligence leading to the conclusion that the investment is a prudent economic decision based on Fannie Mae's CDFI investment guidelines.	Benefits low-income households and minority and women-owned lenders.	CDFI investment guidelines may be prohibitive to project funding.



FINANCING PROGRAM	JURISDICTION	DESCRIPTION	ADVANTAGE(S)	DISADVANTAGE(S)
Housing Impact Fund	Fannie Mae	Housing Impact Fund was created by Fannie Mae as a short-term loan fund to invest in ventures that have significant housing impact value but that cannot be easily accommodated within their standard lines of business. HIF's lending authority currently is \$200 million. Its primary goals are (1) to support unique development or financing opportunities for rental or ownership housing primarily for lower-income households and (2) to encourage the development of innovative housing finance products and services. The financing provided through the HIF may take many forms, including direct loans, loan participations, loan guarantees, and lines of credit. Any credit worthy borrower, whether nonprofit or for-profit, may apply for assistance through the fund. Funding decisions are based on demonstrated financial and organization viability and on proposals that meet HIF's investment guidelines.	Source of short-term financing.	Financially marginal projects may not be able to meet HIF investment guidelines.
Federal Housing Administration (FHA) Mortgage Insurance For One- to Four-Family Homes (Section 203(B))	FHA	FHA insures mortgages made by qualified lenders to borrowers purchasing or refinancing a home. The program helps low- and moderate-income households become homeowners by lowering some of the loan costs. Borrowers apply to a FHA-approved lender (most lenders use the Direct Endorsement provisions, which allows them to consider applications without submitting paperwork to HUD). The down payment requirement is low and closing costs may be financed. There are limits on the maximum loan amount.		
FHA Mortgage Insurance for Low- and Moderate-Income Buyers (Section 221(d)(2))	FHA	The Section 221(d)(2) program insures mortgage loans made by private lenders to finance the purchase, construction, or rehabilitation of low-cost, single family homes for low- and moderate-income households.		



FINANCING PROGRAM	JURISDICTION	DESCRIPTION	ADVANTAGE(S)	DISADVANTAGE(S)
FHA Graduated Payment Mortgage Insurance (Section 245)	FHA	This program permits households with incomes expected to rise a graduated payment plan that increases over time. The program is tailored to first-time homebuyers who expect their income to rise but can't handle the upfront and monthly costs of purchasing a home. Households apply to FHA-approved lending institutions (including banks, savings and loan associations, and mortgage companies) for the mortgage plan.		
FHA Rehabilitation Mortgage Insurance (Section 203(k))	FHA	This insurance program permits homebuyers and homeowners to finance both the purchase (or refinancing) of a home and the cost of its rehabilitation in one loan or to finance the rehabilitation of the home. These loans save borrowers time and money and protect lenders by insuring the loan prior to completion of the rehabilitation work.		
Federal Home Loan Bank	FHL	The Community Reinvestment Act (CRA) requires Federal Home Loan (FHL) banks to help meet the credit needs of low- and moderate-income households in the communities in which its member banks operate. The 12 FHL banks are required to use up to 10 percent of net earnings to provide funds to its member banks to make favorably priced loans for affordable housing and community development. The funds are provided through two programs. The Affordable Housing Program offers grants and below-market-rate loans to finance the purchase, construction, and/or rehabilitation of owner-occupied or rental housing for low- and moderate-income households (up to 80 percent of the area median). The Community Investment Program (CIP) provides loans to finance commercial and economic development projects that benefit low- and moderate-income households or activities located in neighborhoods that have a majority (51 percent) of residents earning 80 percent or less of the area median income. CIP funds also may be used to finance housing that benefits families or individuals with incomes up to 115 percent of the area median.		



FINANCING PROGRAM	JURISDICTION	DESCRIPTION	ADVANTAGE(S)	DISADVANTAGE(S)
FHA Energy Efficient Mortgages Program (EEM)	FHA	This program helps finance the cost of adding energy efficient features to new or existing housing as part of the homeowner's FHA-insured home purchase or refinancing. The savings realized by the homeowner because of the reduced energy costs are taken into consideration by the lender when qualifying the household for a mortgage. Borrowers apply through an FHA-approved lender.		
<i>Tax Credit / Increments</i> 10 percent Historic Rehabilitation Tax Credit	National Park Service/State Historic Preservation Office	Tax credit if for rehabilitation of non-historic non-residential structures built before 1936. Tax credit equals 10 percent of the amount spent in rehabilitation. Credit reduces the amount of income tax owed dollar for dollar. Rehabilitation must be substantial, greater than \$5,000. At least 50 percent of existing walls must remain in place as external walls, 75 percent of existing external walls must remain, and 75 percent of building internal structural framework must remain.	Building does not have to be a certified historic plane. Reduction of income taxes owed.	Building has to be pre-1936 construction. Rehabilitation of building may be substantially more expensive than new construction and tax credit may not be enough of a benefit.
20 percent Historic Rehabilitation Tax Credit	National Park Service/State Historic Preservation Office	Tax credit if for certified rehabilitation of certified historic structures. Tax credit equals 20 percent of the amount spent in a certified rehabilitation. Credit reduces the amount of income tax owed dollar for dollar. Credit is available for commercial, industrial, agricultural, or rental residential. Long-term lessees may apply if lease for residential is 27.5 years or 39 years for non-residential. Preliminary fee is \$250. Final fee, charge to accepted projects, ranges from \$0 to \$2,500 depending on cost of rehabilitation. Owner must hold the building for 5 full years, or repay whole or partial tax credit (repay reduced by 20 percent for each full year building remains in original ownership).	Reduction of income taxes owed.	Rehabilitation of building may be substantially more expensive than new construction and tax credit may not be enough of a benefit.



FINANCING

PROGRAM	JURISDICTION	DESCRIPTION	ADVANTAGE(S)	DISADVANTAGE(S)
Low-Income Housing Tax Credit Program (LIHTC)	IRS	The Low-Income Housing Tax Credit Program LIHTC was created by the Tax Reform Act of 1986 and is administered by the Treasury Department and state HFAs. The objective of the program is to provide investor equity capital to reduce debt service on multifamily rental housing and thereby lower rents to service low-income households. The credit provides a dollar-for-dollar reduction in tax liability for owners and is allowable over a 10-year period. Although the tax credit program is used most often for rental developments, it is possible to use the program for lease-purchase programs. Every year, each state is allocated tax credits equal to \$1.25 times its population. (A bill was introduced to Congress in February 1999 to increase the \$1.25 to \$1.75. The bill was pending as this publication went to press.) Of the allocation, 10 percent must be set aside for qualified nonprofit organizations that provide affordable housing. State HFAs conduct a competitive process to allocate the credits.	Guaranteed maximum 10 percent developer fee or ROI in a market producing lower returns.	Cannot exceed 15 percent developer fees or ROI in markets producing higher returns; demonstrate housing need; and project has to provide low-income rental housing for a minimum of 30 years.
Brownfields Redevelopment Initiative	HUD / EPA	The Brownfields initiative is a joint effort being undertaken by 15 federal agencies, including HUD and the Environmental Protection Agency (EPA), to provide funds for remediation of environmentally contaminated sites in both urban and rural areas. Funds may be provided from different programs within each agency. HUD programs include the Community Development Block Grant (CDBG), the Section 108 CDBG Loan Guarantee program, HOME, Lead-Based Paint Hazard Control, and the Economic Development Initiative (EDI) program. The EPA provides a tax incentive to developers who undertake the clean up and redevelopment of a Brownfields site. The costs for cleaning up a contaminated site are fully deductible in the year in which they are incurred, rather than having to be capitalized and then, if the property is depreciable, depreciated over time. This program sunsets January 1, 2001. Under the EPA tax incentive program, a site must meet specific geographic, land use, and contamination requirements. The site must be in one of the following areas:		



FINANCING PROGRAM	JURISDICTION	DESCRIPTION	ADVANTAGE(S)	DISADVANTAGE(S)
Brownfields Redevelopment Initiative <i>Continued</i>		▪ An EPA Brownfields Pilot area; ▪ A census tract where 20 percent or more of the population is below poverty; ▪ A census tract that has a population under 2,000 and has 75 percent of its land zoned industrial or commercial and is adjacent to a census tract with a poverty rate of 20 percent or more; ▪ An Empowerment Zone or Enterprise Community. An owner using HUD programs for environmental clean-up must meet the specific requirements of the program. Generally, Brownfields Initiative activities benefit low-income residents in and around the site. Grantees must use at least 70 percent of the funds for activities in which the majority of the people who benefit or the majority of the residents in the neighborhood have low or moderate incomes.		

WPS Memorandum

WINTEROWD PLANNING SERVICES, INC.

TO: Wayne Stewart
FROM: Greg Winterowd
DATE: January 15, 2001
RE: **Oregon City Waterfront Regulatory Issues**

This memorandum (a) describes and analyzes existing Oregon City zoning regulations that control land uses within Oregon City Waterfront planning area; and (2) recommends consolidating and simplifying existing regulations in a comprehensive "plan district" for the entire Waterfront planning area.

Existing Regulatory Framework

The Oregon City Waterfront planning area is defined by:

- the Clackamas River to the north;
- the Willamette River to the west;
- 6th Street to the south;
- McLoughlin Boulevard (Highway 99E) to the southeast (south of I-205); and
- Interstate 205 to the southeast (north of McLoughlin Boulevard).

Within this planning area, there are four primary or "base" zoning districts and at least six overlay districts:

Existing Waterfront Zoning Districts	
Zoning District	Area of Applicability
Base Zoning Districts	
C – Commercial	Central area along Highway 99E, south of Main Street to 10 th Street
CBD – Central Business District	Southern area along Highway 99E, south of 10 th Street to 6 th Street
TC – Tourist Commercial	Northeast area , south of the Waste Water Treatment Plant and east of Clackamette Park
R-10 – Single Family Dwelling District	North and northwest area , along the Clackamas River and at the confluence of the Clackamas and Willamette Rivers

Overlay Districts	
WRG – Willamette River Greenway Overlay District	Western area along Willamette River (west of Highway 99E north of 14 th Street and west of Main south of 14 th Street) is within the WRG boundary. Compatibility review occurs within 150' of the "ordinary low-water line" of the Willamette River. The "Willamette River Greenway Design Map" (Comp Plan) shows a "proposed walkway" from 5 th Street to the Clackamas River.
WR – Water Resources Overlay District	Northern and western areas – the "water quality resource areas" or "vegetated corridors" 200' inland from both the Willamette and Clackamas Rivers
Flood Management Overlay District	Entire planning area within 100-year floodplain , as defined on FEMA and Metro maps, or the 1996 flood. The Comp Plan shows two areas outside the floodplain: northeast of Hwy 99E/I-205 cloverleaf and southwest of WWTP.
Site Plan and Design Review	Central, southern and northeastern areas (site and design review requirements apply to all underlying zones except R-10)
Downtown Oregon City Building Improvement Handbook	Southern area – the "guidelines" found in this document apply to all land zoned Central Business District (CBD)
H - Historic Overlay District	The Comp Plan shows a "proposed downtown area historic district" east of the Willamette River, from 9 th Street to south of 5 th Street; no other historic sites or structures are identified within the study area.

Primary Districts

As noted above, land uses within the study area currently are controlled by four underlying zoning districts: General Commercial District (C), Central Business District (CBD), Tourist Commercial District (TC) and Single-Family Dwelling District (R-10).

The General Commercial District in Oregon City allows a wide range of commercial and transportation uses outright. This is Oregon City's auto-oriented commercial zoning district. All uses allowed in the RA-2 Multi-Family Dwelling District are also allowed outright. Retail feed, fuel, lumber and building yards are also allowed behind a site-obscuring fence. (OCZO 17.32.020) Conditional uses include public recycling facilities, boat repair facilities, communication facilities, nursing homes, and the wide range of public and semi-public uses allowed by Chapter 17.56, Conditional uses. (OCZO 17.32.030) Front, rear and street-side property line setbacks of 10' are required. The maximum building height is 35'. (OCZO 17.32.040)

The Tourist Commercial District is intended to serve Oregon City tourists. Tourist-related uses include amphitheaters, auditoriums, biking and hiking facilities, hotels and motels, marinas, museums, parks, restaurants and "retail and services uses directly related to tourist attraction." (OCZO 17.30.020) Conditional uses include entertainment centers, golf courses and driving ranges, mixed use developments (residential cannot exceed 25% of total floor area), offices, overnight camping, fire and police facilities, RV Parks, service stations, and "transitional uses" (i.e., pre-existing non-conforming uses). Public recycling facilities, boat repair facilities, communication facilities, nursing homes, and the wide range of public and semi-public uses allowed by Chapter 17.56, Conditional Uses. (OCZO 17.30.030) Property line setbacks of 10' are required. The maximum building height is 35'. (OCZO 17.30.040)

The Central Business District allows outright all uses permitted in the General Commercial District and all uses allowed in the RA-2 Multi-Family Dwelling District. Retail feed, fuel, lumber and building yards are also allowed behind a site-obscuring fence. In addition to General Commercial uses, the CBD also allows the "Downtown Association outdoor craft/farmer's market. (OCZO 17.34.020) Conditional uses include public recycling facilities, boat repair facilities, communication facilities, nursing homes, and the wide range of public and semi-public uses allowed by Chapter 17.56, Conditional Uses. (OCZO 17.32.030) No property line setbacks are required. The maximum building height is 75'. All development within the CBD is subject to the design requirements of the *Downtown Oregon City Building Improvement Handbook* (OCZO 17.34.040)

The R-10 District is a low-density residential district that allows single-family dwellings, public-owned parks and community centers, and farming outright. (OCZO 17.08.020) Golf courses and uses listed in OCZO 17.56, Conditional Uses (see discussion under General Commercial District, above), may be permitted through the conditional use process. (OCZO 17.08.030) Property line setbacks of 10-25' are required. The maximum building height is 35'. (OCZO 17.08.040)

Overlay Districts

As noted above, land uses within the study area currently are controlled by six overlay districts: Willamette River Greenway (WRG); Water Resources (WR); Flood Management; Site Plan and Design Review; Historic (H); and the guidelines of the *Downtown Oregon City Building Improvement Handbook*. The effects of the overlay district regulations are cumulative. The more restrictive set of regulations controls. Where there are overlapping overlay districts (e.g., WR and WRG), compliance with the standard of one overlay district is a necessary, but not sufficient, condition for code compliance.¹

The Willamette River Greenway Overlay District applies to "any development, change of use, or intensification of use" within the "Greenway compatibility boundary", defined as 150' from the ordinary low-water line of the Willamette River.² (OCZO 17.48.040 and 100) Generally, development must be "directed away from the river" and "protect and enhance the vegetative fringe to the greatest extent practicable". Landscaped area, open space or vegetation between the river and the activity" and public access to the river must be "maximized". (OCZO 17.48.070-100) Except for "water dependent and water related uses", "greenway setbacks" (within the compatibility boundary) must be established on a case-by-case basis consistent with WRG standards. Note that "prohibited uses" within the WRG boundary (which extends beyond the

¹ OCZO 17.49.100, "Consistency", reads as follows:

Where the provisions of this chapter are less restrictive or conflict with comparable provisions of the zoning ordinance, regional, state or federal law, the provisions that are more restrictive shall govern. Where this document imposes restrictions that are more stringent than regional, state and federal law, the provisions of this document shall govern.

² Exceptions to this rule include: timber harvesting outside the "vegetative fringe" area, gravel removal and dredging permitted by the state, "activities to protect, conserve, and enhance public recreation, scenic, historical and natural uses on public lands", limited erosion and flood control measures, and expansion of communication or energy distribution facilities. (OCZO 17.48.050)

150' compatibility boundary) include residential structures over 35', "structural bank protection", and subsurface sewage disposal drainfields. (OCZO 17.48.110)

The Water Resources Overlay District was modeled after Metro's Title 3 and is intended to protect water quality. For "anadromous fish-bearing streams", such as the Willamette and Clackamas Rivers, the required width of the "vegetation corridor" is 200'. Riparian enhancement, redevelopment that does not increase the "structural footprint", and public facilities are allowed uses within this corridor. However, other uses allowed in the "base zones" are subject to review standards. As part of the application, a detailed inventory, avoidance and alternatives analysis, and mitigation plan must be prepared. If the quality of vegetated corridor is "marginal" or "degraded", enhancement is required. The width of the corridor may be reduced if the corridor is "primarily developed with commercial, industrial or residential uses or is significantly degraded with less than 25% vegetative cover." The Planning Commission must also find "decreasing the width of the corridor will not adversely affect the water resource functional values". In no case may the vegetated corridor be reduced below 50' (the minimum for a non-anadromous fish-bearing stream). (OCZO 17.49.060) Density transfer is permitted through the Chapter 17.64 Planned Unit Development process. Variances are allowed to ensure against "unreasonable hardship". If the Planning Commission determines that strict variance requirements are met, the vegetative corridor may be reduced to 15', provided that the average width does not decrease below 30'.

The Flood Management Overlay District was recently amended in conformance with Metro Title 3 requirements. Chapter 17.42 applies to land within the 100-year floodplain and to land with "physical or documented evidence of flooding" based on aerial photographs of the 1996 flood and/or Metro water quality and flood management area maps. (OCZO 17.42.030 and 090) Uses allowed in the base zones are also allowed within the Flood Management Overlay District, subject to standards. In addition to constructing habitable flood area one foot above the 100-year flood elevation and related engineering requirements, the City has adopted a "balanced cut and fill" policy: "No net fill in any floodplain is allowed...any excavation below bankfull stage³ shall not count toward compensating for fill." (OCZO 17.42.170)

Chapter 17.62, Site Plan and Design Review, applies to development within the General Commercial District (C), Central Business District (CBD), and Tourist Commercial District (TC) and to parking lot design within the entire study area. (OCZO 17.62.030) Detailed site, landscaping, lighting, grading, drainage, parking, access, tree protection, natural resource protection, public facilities, and materials plans are required, in addition to other plans that may be required by the Planning Director. (OCZO 17.62.040) Development review standards include: 15% landscaping and plans that ensure "compatibility" with surrounding uses, adequate public facilities, "direct, safe and convenient bicycle and pedestrian travel", and (for multiple family housing) "outdoor play space suitable for children" and "private and semi-private outdoor

³ As defined in OCZO 17.42.020, "Bankfull stage" means:

...the stage or elevation at which water overflows the natural banks of streams or other waters of this state. The bankfull stage may be approximated by using either the two-year recurrence flood interval elevation or one foot measured vertically above the ordinary mean high water line.

space for each unit". (OCZO 17.62.050 and 070) Special development standards apply along transit streets. (OCZ) 17.62.080)

The *Downtown Oregon City Building Improvement Handbook* design review guidelines apply only to development within the Central Business District. We have not yet reviewed these guidelines.

The Historic Overlay District does not appear to apply to any land within the Oregon City Waterfront study area. However, a Comprehensive Plan map shows a "proposed" Downtown Area Historic District south of 9th Street; this map includes properties within the study area.

Analysis

A complex set of base and overlay zones applies within to land within the study area. Height and use limitations in the four base zones constrain master planning efforts. Conflicts exist among the overlay zones. For example, the setback and development requirements of the WRG and WR overlay districts differ substantially – yet both apply to development along the Willamette River.

Review standards are discretionary, making long-term planning problematical. Any development application within the study area will require a lengthy and complicated development application – with an uncertain outcome. It will be very difficult to prepare a master plan that anticipates all of the issues that must be addressed under Oregon City's existing regulatory scheme for this area. Unless the code is amended, even minor changes in the master plan will likely require complicated and uncertain review.

Recommendation

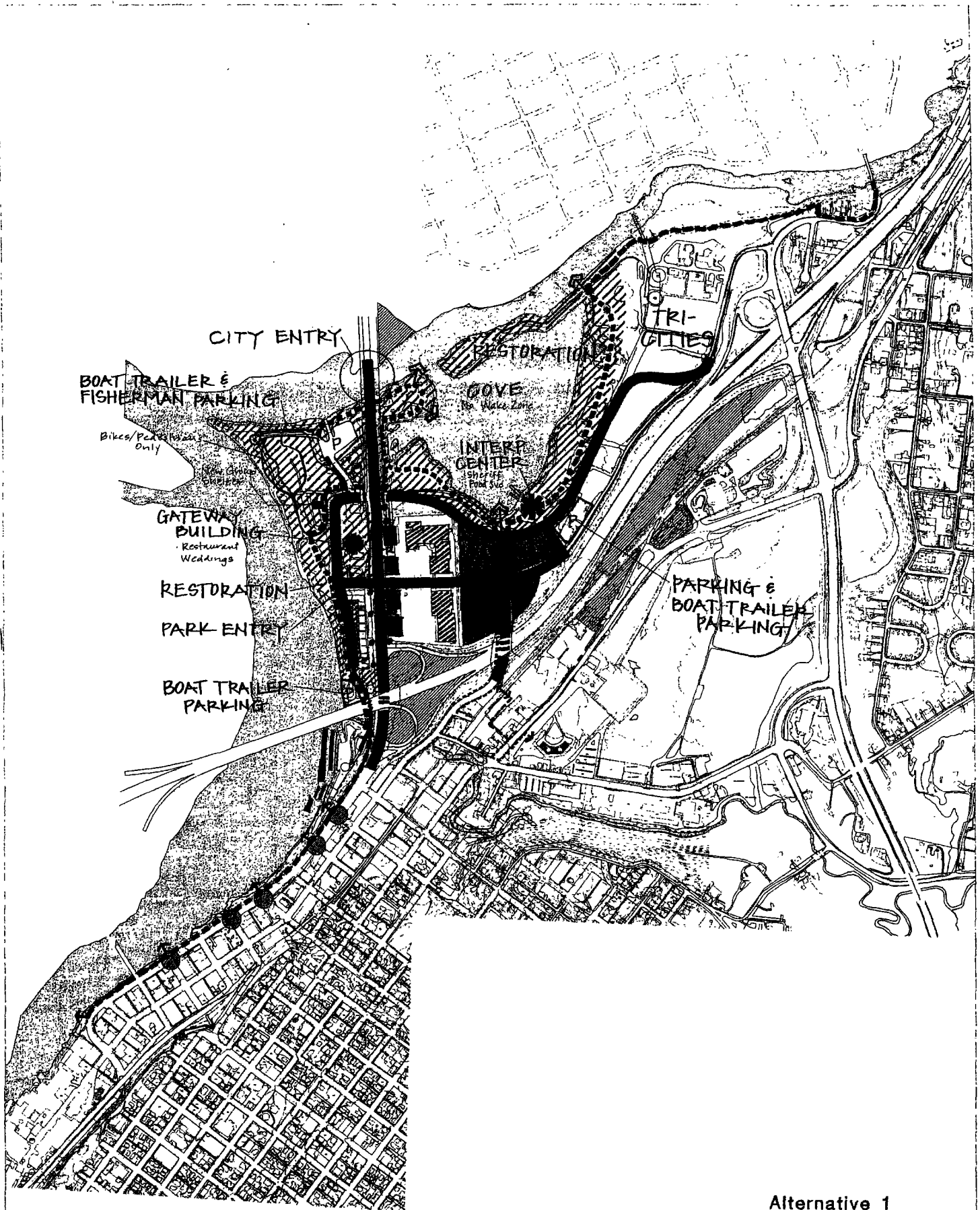
We recommend that the project team consider a single "waterfront plan district" for the study area.⁴ Such a plan district would have the following characteristics:

1. The plan district would clearly state waterfront development and resource conservation objectives agreed upon by the City Council as a result of a public planning process. The plan district would replace the existing set of base and overlay zones, or specifically reference which portions of the overlay zones continue to apply.
2. The plan district could include special review procedures that allow for a more streamlined process – because development *versus* conservation issues have been resolved in advance, and adequate public facilities standards have been incorporated into the plan district itself.
3. High quality natural resources and their "vegetated corridors" would be mapped based on district-wide inventories that consider both the quantity and quality of water and riparian resources in relation to one another. The standards of the WRG and WR overlay districts would be reconciled systematically – rather than on a parcel by parcel basis. Variable resource setbacks would be applied to specific areas based on actual conditions. Resource

⁴ The City of Portland has used the "plan district" approach for several complex, inter-related development areas in the city. Hillsboro and Washington County have used "station area plans" to provide for transit-oriented development. The City of Hood River is considering adoption of a similar approach for its waterfront area.

mitigation and enhancement projects would be determined in advance and incorporated as standards in the plan district. (For example, in a degraded area, a setback of 50' might be established, provided that pre-defined enhancement measures occur with a future development proposal.)

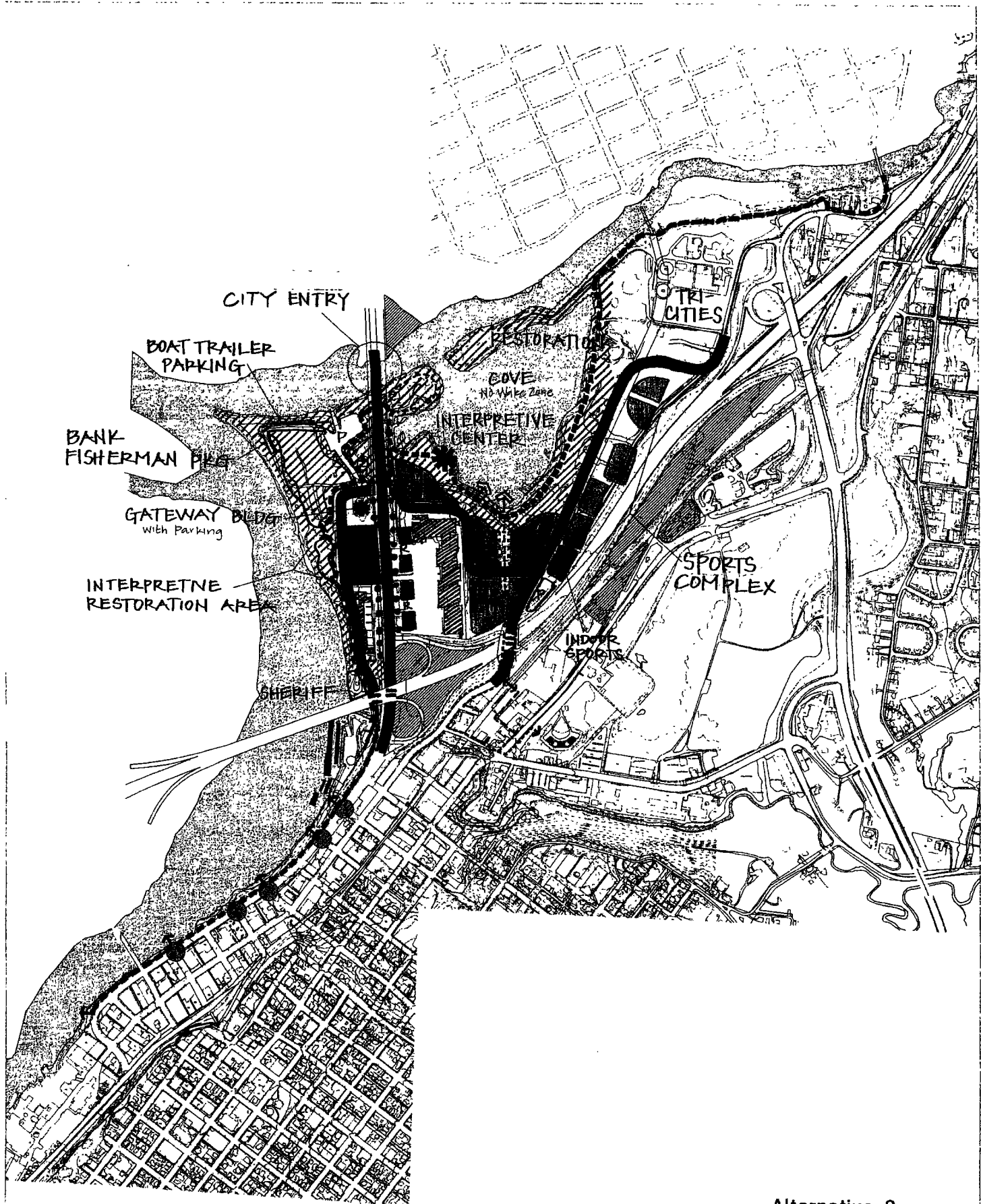
4. Development areas would be clearly mapped after considering tradeoffs among riverfront development, transportation and resource protection objectives. Once development areas are delineated, however, permitted development projects would not be subjected to an additional discretionary review process.
5. A mix of uses would be allowed under clear and objective standards within the plan district. Artificial distinctions between "tourist" and "general commercial" would be eliminated. However, the plan district could include sub-districts that emphasize different types or intensities of uses (*e.g.*, natural areas, active recreational areas, high intensity mixed use areas, lower intensity mixed use areas, transportation facilities, WWTP, etc.) or different design objectives consistent with a planned waterfront community.
6. The plan district would include a map of the basic transportation system that connects various sub-districts. The plan district would address multi-modal transportation and parking needs based on a range of development intensities. Transportation mitigation measures would be determined in advance and triggered by pre-assigned numbers of vehicle trips resulting from actual development. Adequate public facilities requirements would be included in the plan district based on anticipated demand for services.
7. Development standards in the plan district would be clear and objective – and would be designed to achieve the stated goals of the plan district, as articulated through a public review process. For example, height, setback and floor area standards might vary among subdistricts in order to provide river views or reduce shade to common areas.
8. Design standards would be developed for the plan district (and possibly for each sub-district). To comply with state rule requirements for clear and objective standards (for both "needed housing" under Goal 10 and resource protection programs under Goal 5), two sets of design review standards could be provided. The first set would be "clear and objective" (*i.e.*, measurable); and the second set would be more subjective, but allow for greater flexibility. The choice of which set to use would be the applicant's.



Alternative 1



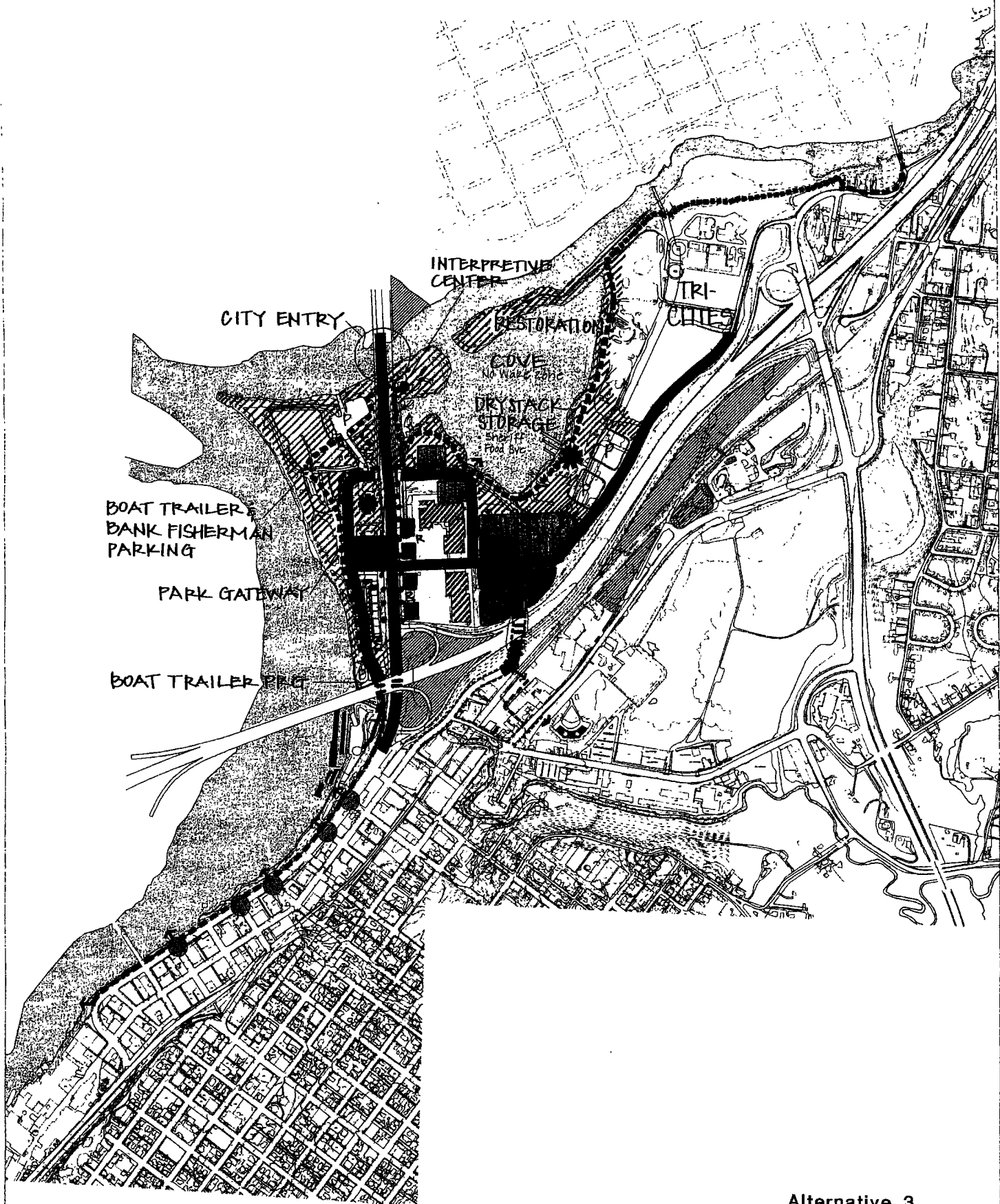
WALKER-MACV



Alternative 2



WALKER-MACY
1000 Broadway, New York, NY 10018



Alternative 3



WALKER-MACV
111 Franklin Street, Suite 100, Portland, ME 04101-2000

Oregon City Waterfront Master Plan Stakeholder Response Summary

Contact was made with 29 individuals selected for their interest in Oregon City in general and the study area in particular. Of these, 27 individuals took the time to respond to a telephone survey. Respondents included all City Commission members, and representatives of the Park and Recreation Advisory Committee, Planning Commission, interested public agencies, community leaders, property owners, and business managers.

Each respondent was asked a series of seven open-ended questions. These responses were then summarized by question and tabulated on the following pages. Those comments which were made most frequently appear near the top of the summary sheets. However, it needs to be stressed that this was not meant to be a popularity contest. In some cases very important issues were identified by one individual. These issues should be considered carefully as the plan for the area is developed.

[illegible]

2.	What problems exist in the study area?	
	No. of Responses	Comments
	9	• Flooding
	5	• Stability/condition of old landfill
	5	• Poor aesthetic experience
	4	• Poor connectivity (vehicles, bikes, pedestrians)
	4	• Traffic noise
	4	• Erosion of the Clackamas River bank at the cove
	4	• Traffic volumes (intersections nearing capacity)
	3	• Fragmented land use patterns
	3	• STP expansion should be controlled, and buffered so it is “in the background”
	2	• Degraded landscape
	2	• Riparian habitat is not being protected
	2	• Poor access around the cove for fishing and walking
	2	• Boating access to the cove is difficult (gravel bar is building)
	2	• Unknown sediments in the cove (possible contamination)
	2	• Pollution
	2	• Unsightly RV park on the waterfront
	1	• Isolated from the city core
	1	• No entry statement/signage to Clackamette Park
	1	• Safety issues in the cove (e.g., steep banks, pilings, sunken materials)
	1	• Stormwater management will become more important in the future (fish management)
	1	• Downtown needs revitalization
	1	• Lack of transportation alternatives
	1	• Sewage treatment plant odors
	1	• Leachate from Rossman Landfill is leaking through the liner
	1	• Poor visibility
	1	• Lack of choice for boaters (only one Marina)
	1	• Limited access to the two rivers (pedestrians)
	1	• Limited revenue generation from city owned lands
	1	• Filling of lowland areas along the Willamette River
	1	• Shortage of parking for major events at Clackamette Park
	1	• Shortage of camping facilities
	1	• McDonalds is in the wrong location

[illegible]

[illegible]

[illegible]

[illegible]

7.	Other comments	
	No. of Responses	Comments
	3	• A good quality RV Park would help the area
	3	• Retain the sewage treatment plant within the area; buffer appropriately
	2	• Limited local dollars available for area improvements
	2	• Encourage positive high quality development (public and private)
	2	• Sometimes difficult to make decisions and move forward
	2	• Clean up the area around the cove (industrial leftovers, underutilized facilities)
	1	• Strengthen Clackamas River as a salmon stream
	1	• Sometimes difficult to get Commission to agree to additional public land purchases
	1	• Preserve and expand public ownership in the area
	1	• Access to the Clackamas River is difficult
	1	• Don't encourage a new RV park
	1	• Improve sidewalks, soften roadside edges
	1	• Add amenities along US99E (streetscape)
	1	• Retain a site for the Sheriff's marine patrol
	1	• Development must be phased over time, and divided into "bite sized" pieces to stay within Urban Renewal Agency financial capacity
	1	• Recognize Native American influences
	1	• Preserve open space close to downtown
	1	• Expand width of environmental buffers near the cove to allow for narrower Willamette River buffers (possible mitigation action)
	1	• Capacity of the I-205/OR213 interchange may limit development
	1	• Recognize and work with the 200 foot setback requirement (be proactive)
	1	• Open space/recreation is very important, but some economic development is needed
	1	• No large scale development desired
	1	• Consider how this study area integrates with other nearby recreation facilities (West Linn, Gladstone, Clackamas County)
	1	• Elm under the I-205 bridge was planted by George Abernethy
	1	• If practical, relocate the ready mix plant
	1	• Can't go to Oregon City citizens for tax money
	1	• Obtain input from the public (may obtain some good ideas)
	1	• Develop realistic plans
	1	• Seek out partners to assist with implementation
	1	• I-205 traffic congestion is becoming severe
	1	• Salvage and redevelop the cove

OREGON CITY WATERFRONT MASTER PLAN
PUBLIC OPEN HOUSE #1 – June 07, 2001
GENERAL COMMENTS AND QUESTIONS SUMMARY

**The following are unedited comments received verbally and in written form during the Open House.*

On Urban Development/Redevelopment:

- No boat storage. Park improvements are good. Housing and Mixed Use are also good ideas.
- The area has incredible potential for re-development, especially with an emphasis on open space and river access.
- Keep the cove natural.
- Is it recommended that Agnes always continues through?
- Earthwork cutting can happen anywhere in the Oregon City floodplain, not just immediately adjacent to fill; as long as it is a balance of cut and fill.
- Do not put a main road through the Oregon City Shopping Center.
- Has the consultant team talked to Pan Pacific regarding new roadways and potential development?
- Is housing next to the garbage dump a problem?
- New housing; it is good to have more people in the area for safety reasons. I think the market for housing will be there sooner than you think.
- Improve 17th Street? What about the railroad wanting to close it?
- Mixed-use is a good idea.
- I am nervous to see residential so near the river with floodplain waters all around...isn't there also an earthquake fault line here?
- I would advise that the office development occur before you develop your residential sections to minimize development/construction conflicts.
- I prefer the roads in Alt. #1. It could enhance the importance of the place. My vision is for Oregon City to be a Garden City!
- Put a road through the center of Alt. #1 and #3.
- Realign 18th street RR crossing.
- Redesign traffic so that we may still be able to get through even if railroad cuts off 17th.
- Redevelop the entire shopping center.
- Shopping center folks clearly have investment in the center recently but we should be looking at the long-term impacts...redevelop entire site!
- Has the team approached Pan Pacific about mixed use?
- Don't put housing next to the railroad line.
- Speaking for developers (hotel owner) putting housing near the water is economically good.
- We feel strongly that the Oregon City Shopping Center needs significant upgrade or total replacement with multiple use structures similar to new development in Hillsboro (Orenco Station) with commercial space on the ground floor and housing above.
- Would you start with residential or commercial? I would suggest commercial first before there are neighbors to complain.
- It is OK to have residential near water because there is plenty of notice before floodwaters threaten.
- We need to contain the river to prevent flooding

On Public Open Space:

- In the low-lying areas near the rivers and the cove, the emphasis should be on providing open space, not developed uses.
- Capitalize on adding parking along the road fronting the hotel; use piles to support walkway and parking.
- Create a visual link and factual link between the elevator and the river wall (that would also serve to link the historic area above). Clean up the bridge!
- First step might be to clean up and "shape" the area so spaces are clean, safe, and inviting. As development happens, the positive public attitude will be in place.

- The green framework idea is fantastic; this needs to happen regardless of other development.
- The historic elm is dead and being cut down.
- If someone walks from the park to fifth, how do they get back to their car (or vice versa)?
- If this riverfront could be a park like the one in Salem, which is called "Carousel Park", it would be superb.
- Important historical houses are located down 17th.
- Incorporate art into the plan and construction.
- Add landscaping for overlook of the Willamette Falls. Below road grade there is no traffic noise.
- One inexpensive way to begin would be to just "clean up" the area and do some preliminary landscaping. Shape the entire space so that it looks like a unified entity, even while under development. This would give our citizens and visitors a positive image of Oregon City.
- Phase in pedestrian uses.
- Is the proposed Promenade below grade or above?
- Provide gardens to enhance the new Visitor Center. These gardens could be designed, planted, and maintained by Clackamas County Master Gardeners. (Master Gardeners need to volunteer 20 hours per year on approved projects.)
- Re-evaluate possibility of boardwalk or pipe; fisherman would use it; weekend vending! (*several participants in agreement*)
- Reno Truckee River: The City of Reno used FEMA money to re-develop their waterfront riverwalk, with commercial below and residence above. Great transition from city to residential areas.
- We favor the boardwalk/promenade at a lower-than-street-level location along the Willamette River. This should be connected to the bluff-top promenade (via elevator or walkway) and continue south to the Canemah historic district.

On Restoration and Recreation Areas:

- "No dry storage" (implies a large marina) on the Cove.
- Alt. # 2: includes sports facilities like those that are needed.
- Avid sports fisherman are very supportive of wildlife enhancements.
- Beautiful views of the rivers at Clackamette Park from the existing road.
- Clackamette Cove should not be a launch site for power boats, except possibly for law enforcement activities.
- Considerations should be made for the displaced, perhaps a community service welcomes center.
- Considerations should be made for the Native peoples.
- Cove: no motor boats. 99E:below grade boardwalk.
- Describe "gatehouse complex".
- How about a Native American Center with connection to the wagons-after all they met McLoughlin.
- If the Cove is lower how will boats get into the River? (especially if water is low)
- In Alt #1, take the boat trailer parking off the point of the river.
- Move the RV Park, don't eliminate it. It could go in a low area susceptible to occasional flooding (except maybe the rest rooms and other buildings could be on higher ground).
- No big boats in the Cove-small family oriented craft only.
- There should be plans for fish pools or other passive recreation of activities at the Cove. Boat ramp does not seem like appropriate use there.
- Sports complex/indoor facility, yes!
- Sports fields are a good use of areas susceptible to flooding (as shown on one of the plans).
- The view from the south side of the Clackamas River where it goes into the Willamette River is spectacular, but the road is nothing but potholes. Please consider upgrading it and clearing out the weeds bordering the river!
- We support providing lots of hiking and bike trails, especially along the rivers and the Cove, that would connect Gladstone, Oregon City and the Canemah historic district.
- What about having a Horse Car along 99E with Belgians or Clydesdales for sight seeing purpose?
- What is the potential value of habitat rearing for salmon? Related to number and speed of boats on the Cove. Reduce and try to work to gain Federal money to improve Cove.
- Will we have a train depot operating here? How about short trips to the Canby/Aurora museum?
- Yes, remove the RVpark...put RVs elsewhere?

OREGON CITY WATERFRONT MASTER PLAN
PUBLIC OPEN HOUSE #2 - July 26, 2001
GENERAL COMMENTS AND QUESTIONS SUMMARY

**The following are unedited comments received verbally and in written form during the Open House.*

On Connectivity and Access (Trails, Roads, Railroad)

- Keep 17th Street open – public safety and transportation options are needed!
- Are trails open to bicycles?
- What is the trail width?
- The key to the plan is the 17th Street connection – presumably you feel it is an important connection.
- The roads look good for helping reduce cut-through traffic.
- Connection to Highway 213–TriCity expansion is designing Agnes as closed. ODOT issues?
- If lighted, the ball fields will need more than one access point. Keep Agnes open. Shared opportunities for parking, also.
- Need to link (vehicular also) waterfront to Trails End; also Clackamas Historical Society: create an entire system.
- Need to promote transportation connections for success of area as a national draw.
- A lot of people enter through I-205: how is this treated as a gateway?
- If Agnes is left open ; traffic volume, alignment issues and issues of connection to I-205 intersection may become issues.
- What would the rail crossing be for pedestrians?
- Use RR r.o.w. to provide access to restoration areas inland up Abernethy Creek.
- McLoughlin and 12th....for now: a tunnel / longterm: on grade
- Access to water? Tunnel at 14th.
- Important to keep 17th Street open as well as open Agnes again.
- Pedestrian and bicycle access is essential.
- Agnes is a good connection through.
- Establish a river pedestrian access point from viewpoint at 5th – to elevator – to museum
- I like the main road going around the mall better than cutting through it.
- Tramway? Linking falls, waterfront, end-of-trail exhibit
- Concerned about reforestation blocking the view to the interpretive center from I-205.

On Development

- How does this plan mesh with the Downtown Plan?
- Is this new development going to hurt downtown?
- End of Oregon Trail: Does the plan expect to adopt new zoning also?
- Access to river equates with economic development of downtown
- The addition of more housing to replace the office proposed in earlier schemes is good (no economic base for office).
- Gateway buildings as a restaurant are ok but build them; don't move old houses in (too many problems; not nice)

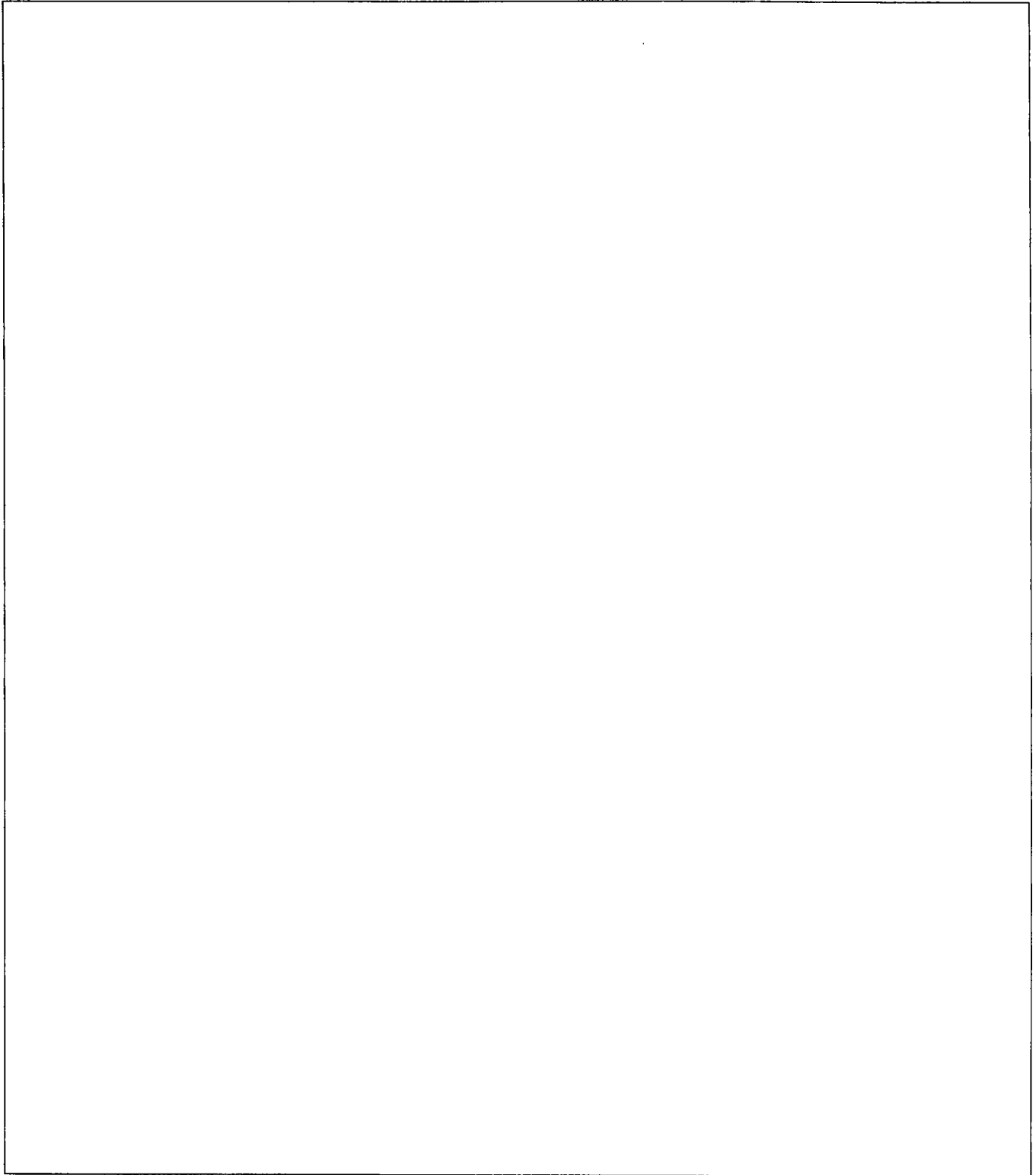
- Existing RV park is in the wrong location. What is the potential for relocation versus eliminating it?
- Willamette River frontage – particularly at Sportsraft/Boom landing and frontage, should be fixed up.
- Not much discussed about the Sportsraft boat dock. The improvement of this is crucial.
- Keeping the boat ramp open at Sportsraft is crucial.

On the Cove

- In order to plan on implementing projects on the Clackamas component of the W.F.M.P. a somewhat predictable/stable riverbank situation is better than chaos. Don't give up on implementing a bioengineered solution to cove breach – the alternative is chaos.
- Keep cove open....dredge opening
- There is an opportunity in the cove area to introduce mixed use (restaurant like Harborside).

On the Promenade

- Restore Abernethy Creek and do Promenade on pipe to get people to river.
- Cantilevered walk is good.
- A boardwalk on the existing sewer pipe could be a component of an at-grade cantilever



Interpretive Opportunities Diagram

**COMMISSION REPORT: CITY OF OREGON CITY
TO THE HONORABLE MAYOR AND COMMISSIONERS**

320 Warner Milne Road----(503) 657-0891

 INCORPORATED 1844	Agenda Item No.: 4.1	Topic: Second Reading Of Proposed Ordinance No. 01-1033 Adoption Of The Waterfront Master Plan As An Ancillary Document To The Oregon City Comprehensive Plan (File L01-04) Public Hearing: ☐ Yes ☒ No Attachments: ☒ Yes ☐ No
	Report No.: 01-229	
	Agenda Type: DISCUSSION/ACTION	
	Meeting Date: December 5, 2001	
Prepared By: Maggie Collins	Reviewed By: B. Nakamura	Approved By: B. Nakamura

RECOMMENDATION:

Staff recommends City Commission approve and adopt second reading of Proposed Ordinance No. 01-1033 (Exhibit 1). At its November 20, 2001, meeting the City Commission approved first reading of this ordinance by a 4:1 vote.

REASON FOR RECOMMENDATION:

The Waterfront Master Plan carries out the broad direction of the Oregon City Downtown Community Plan, Phase I, by recommending more specific direction and key actions for the Clackamette Cove portion of the Downtown Community Plan land area.

BACKGROUND:

See Exhibit 2

ATTACHMENTS

Exhibit 1: Amended Proposed Ordinance No. 01-1033

Exhibit 2: L01-04 Staff Report to the Planning Commission dated 11/14/01

Exhibit 3: Proposed Minor Corrections to Proposed Master plan dated 11/14/01 and 11/08/01

Exhibit 4: Bob Short, Glacier Northwest, Letter dated November 20, 2001

BUDGET IMPACT: FY(s): NA Funding Source: NA

*Approved
2nd Rdg*

ORDINANCE NO. 01-1033

AN ORDINANCE ADOPTING THE OREGON CITY WATERFRONT MASTER PLAN

WHEREAS, as an outgrowth of the adoption of the Oregon City Downtown Community Plan, January 2000, the Waterfront Master Plan was developed through working with Oregon City residents and public groups to develop overall vision, goals, and proposed development for the Waterfront Study Area; and

WHEREAS, the Waterfront Master Plan is intended to guide the management of the natural assets in the waterfront district, to support recreational and economic benefits for the community of Oregon City, to assist with the acquisition of necessary funding, and to provide a framework for implementation of identified projects; and

WHEREAS, the Waterfront Master Plan complies and is consistent with Statewide Planning Goals, the Oregon City Comprehensive Plan, the Downtown Community Plan, the Metro Regional Framework Plan, the Oregon City Transportation System Plan, and the Oregon City Park and Recreation Master Plan; and

WHEREAS, the Waterfront Master Plan does not identify specific changes to the Comprehensive Plan Map or to existing Zoning Districts within the study area, but instead proposes concepts for the various uses and functions within the Study Area, with recommendations for additional planning work in future phases; and

WHEREAS, notice was mailed and published in local newspapers and public meetings and workshops were held where the objectives and concepts in the Waterfront Master Plan were presented and discussed; and

WHEREAS, the Planning Commission and the City Commission both held publicly noticed work sessions on the proposed Waterfront Master Plan; and

WHEREAS, the Planning Commission held two public hearings on the proposed Waterfront Master Plan; and

WHEREAS, the Oregon City Park and Recreation Advisory Committee formally supported the Waterfront Master Plan at the October 22, 2001 Planning Commission hearing; and

WHEREAS, the Planning Commission, based on the oral and written testimony they received at the public hearings, adopted minor revisions to the Plan and unanimously recommended it be adopted; and

WHEREAS, adopting the Waterfront Park Master Plan is in the best interest of Oregon City to ensure an appropriate balance of mixed uses, open space, active recreation, housing and commercial/retail opportunities in the area covered by the Waterfront Master Plan;

NOW, THEREFORE, OREGON CITY ORDAINS AS FOLLOWS:

Section 1. The Oregon City Waterfront Master Plan, attached as Exhibit 1, is hereby adopted as an Ancillary Document to the Oregon City Comprehensive Plan based on the findings contained in the Staff Report.

Read for the first time at a regular meeting of the City Commission held on the 20th day of November 2001, and the foregoing ordinance was finally enacted by the Commission on this 5th day of December 2001.

JOHN F. WILLIAMS, Jr.
Mayor

ATTESTED to this 5th day of December, 2001

LEILANI BRONSON-CRELLY
City Recorder

ORDINANCE NO. 01-1033
Effective Date: January 4, 2001

NOTICE

NOTICE IS HEREBY GIVEN that **a second reading of**
an ORDINANCE No. 01-1033, of the City of Oregon City, Clackamas County,
Oregon, three copies of which are available for inspection at the Office of the City
Recorder, 320 Warner-Milne Road, Oregon City, Oregon.

Said Ordinance will be considered by the City Commission at its meeting on
December 5, 2001, at 7:00 o'clock p.m.

The title of said Ordinance is as follows:

**AN ORDINANCE ADOPTING THE OREGON CITY WATERFRONT
MASTER PLAN.**

All interested persons are invited to attend and provide input.

POSTED this 28th day of November 2001, by direction of the City
Recorder.

Places of posting are as follows:

1. City Hall, 320 Warner-Milne Road, Oregon City, Oregon.
2. Municipal Elevator, 300 Seventh Street, Oregon City, Oregon.
3. Pioneer Community Center, 615 Fifth Street, Oregon City, Oregon.
4. Oregon City Library, 362 Warner-Milne Road, Oregon City.

For special assistance due to disability, please call City Hall at
503-657-0891, 48-hours prior to meeting date.

LEILANI BRONSON-CRELLY
City Recorder

PLEASE DO NOT REMOVE PRIOR TO December 6, 2001

PLANNING DIVISION MEMORANDUM

TO: MAYOR AND CITY COMMISSION
BRIAN NAKMURA, CITY MANAGER
FROM: CHRISTINA ROBERTSON, ASSISTANT PLANNER
SUBJECT: PLANNING FILE L 01-04
DATE: 11/14/01

REPORT TO THE COMMISSION

At the Public Hearing on November 7, 2001, material was presented by Walker Macy and Leland Consulting. Testimony was taken from Paul Jeske of the American Heritage Rivers Initiative, Bob Bailey on behalf of the Oregon City Planning Commission, Bob Short of Glacier Northwest, and the Park Place Neighborhood Association.

The Commission may wish to note the proposed changes to pages 5,33,36 and 42. Staff has incorporated comments made by the Commission at the November 7, 2001 hearing into Exhibit 3.

The proposed Ordinance has also been amended. First, "as an Ancillary Document to the Oregon City Comprehensive Plan based on the findings contained in the Staff Report." has been added to the first sentence in Section 1. Second, the dates of the first and second reading were updated to reflect the fact that the Ordinance was not read into the record at the November 7, 2001 hearing. The first reading will occur on November 20, 2001 and the second reading will occur on December 5, 2001.

CC: Bryan Cosgrove, Assistant City Manager
Bill Kabeisman, City Attorney
Nancy Kraushaar, City Engineer
Dee Craig, Parks and Recreation Director
Sharon Zimmerman, Project Manager
Maggie Collins, Planning Manager

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Page Number	Proposed Change
2	Add Cross Park in Gladstone demarcation to Figure 1.
2	Fig 1, Change <i>TriCities</i> to <i>Tri-City</i> in legend.
2	Fig 1, Add title for area outlined southeast of area 16 which is currently not titled.
5	Edit last sentence on page as follows: "Primary connections noted by the plan include the enhancement of 17 th Street or other viable connections crossing the railroad tracks to promote circulation of tourists and visitors, and exploration of opportunities for pedestrian connections at the new passenger rail depot."
13	Item 2, second paragraph, change title from <i>Tri-Cities</i> to <i>Tri-City</i> .
33	At the end of the 4 th paragraph, add a sentence as follows: "This location also can provide good views of the Willamette river and the falls for the public travelling along the promenade."
36	At the top of the page, add to the bulleted list of Mixed Use Zone Actions the following: • "Continue to support industrial uses within the City. Work with the operator of the Batch Plant in evaluating long term relocation to viable City sites. "
36	Edit the 4 th paragraph as follows: "The Main Street extension is the only undercrossing of I-205 between McLoughlin and Oregon 213. This link connects to downtown and, via 17 th Street, to the eastern portion of the City. 17 th Street is currently an important element of the area's circulation system. The City should evaluate this or other possible crossings of the railroad tracks for vehicles, bicycles and pedestrians. "
42	After the first paragraph, which ends with "...redevelopment will directly meet the goals of the project.", insert a paragraph as follows: "Currently the Batch Plant is providing much-needed industrial jobs to the community. The City should work with the operator in evaluating long term relocation."
47	Modify the timeline as follows: For the line item entitled "Sell City property to Tri-City WPCP", move the asterisk from the Year 11-15 column to the Year 1 column.
Appendix	In the <i>Report of Findings</i> from Leland Consulting Group, on the first page of its Appendix A, which is the 13 th page of the report, update the statistics given to the most current available from Portland State University's Population Research Center.

Oregon City Waterfront Master Plan Report			
Draft of October 08, 2001			
Proposed Edits			
Page Number	Existing Item	Proposed Change	Comments
Table of Contents	Heading "Appendices"	Change to "Appendix"	change to singular: only one appendix
18	last line: "compliment"	complement	incorrect word
22	blank photo box	insert Existing Development photo	
25	No. 5: "beyond. (vehicles..."	"beyond (vehicles..."	eliminate punctuation; grammatical typo
29	blank photo box	insert Willamette River photo	
31	blank photo box	insert Clackamas River photo	
31	blank diagram box	insert Clackamas Park diagram	diagram under development
34	blank diagram box	insert Cross Section diagram	diagram under development
35	blank photo box	insert Mixed Use photo	
36	blank photo box	insert Multi-Modal Trail photo	
37	blank photo box	insert Environmental photo	
37	end of 2nd paragraph: "...and outlined in Appendix X."	change to "...and outlined in the Appendix."	
40	2nd sentence under #6: "...and outreach"	change to "...and outreach."	add punctuation
44	2nd line under Item #1: "...by the City Council"	change to "...by the City Commission"	
47	Asterisk next to item "Implement Acquisition / Development Strategies:"	move asterisk to the "Year 1" column	correct typographical error
Appendix last page	blank diagram box	insert Interpretive Opportunities Diagram	diagram under development

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Exhibit 3, continued

Supplemental Proposed Edits – to be entered into the 11/20/01 record

<u>Page</u> <u>Number</u>	<u>Proposed Change</u>
------------------------------	------------------------

33	At the end of a the 2 nd paragraph, add a sentence as follows: "During development and construction activities in the Cove area, the Prospective Purchaser Agreement between the City and the Department of Environmental Quality (DEQ), dated December 1998, will be used to coordinate environmental requirements presented therein."
----	---

EXHIBIT

3

* add as page 3.

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Entered into the record
Nov. 20, 2001; provided by
Nancy J. Kraushaar, City Eng.
JBC.



1050 North River Street
Portland, OR 97227

Telephone: (503) 335-2600
Facsimile: (503) 331-3700

November 20, 2001

Mayor John F. Williams, Jr.
Oregon City City Council
P.O. Box 3040
Oregon City, Oregon 97045

Dear Mayor Williams and Council,

Thank you for the opportunity to participate in the debate on the proposed Oregon City Waterfront Master Plan. On behalf of the 30 or so employees at Glacier Northwest's Oregon City batch plant, I am gratified that the Council, the Planning Commission and the Planning Director have taken the time to consider my testimony.

I would like to take this opportunity to touch on some additional points which bear on the subject, and which may provide additional clarity as part of the record.

As proposed, the Waterfront Master Plan proposes that ultimately, the "highest and best use" of the property on the south side of Clackamette Cove, where Glacier Northwest's batch plant now sits, is Mixed Use Commercial, with a required housing overlay. The "Mixed Use Commercial" district is intended to provide a range of commercial, office and residential uses with on-site parking, yet be pedestrian-oriented and provide a connection to Clackamette Cove. The "required housing overlay" provides for the redevelopment of the property to include a residential component with an average residential density of 30-units/net acre. Motor-vehicle sales, service and repair uses and drive-through facilities would be prohibited in this area. In short, the District would not permit the industrial use currently employed by Glacier, and would thus render it a nonconforming use. The Waterfront Master Plan appears to refine and provide more detail to the broad vision for the area previously proposed in the Downtown Community Plan planning process. Glacier Northwest also participated in that process with respect to its operations in Oregon City.

In their testimony before the City Council on November 7, 2001, representatives from Walker-Macy, the consultant who developed the Waterfront Master Plan, noted that the batch plant represented a "viable" use on the current site, and one that should be continued in the short to medium term, which I take to mean for the next 10-15 years. Indeed, the current industrial use speaks to a number of issues which the Waterfront Master Plan does not, including the following:

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EXHIBIT

4

Entered into the record
Nov. 26, 2001 - provided by
Glacier Northwest

1. Floodplains and Flood Ways.

A. *Flood Management Overlay Zone and Comprehensive Plan Policies.*

The City appears to be advocating a policy in these new master plans that is contrary to a preexisting policy in the Comprehensive Plan and in the Flood Management Overlay zone.

Oregon City's Comprehensive Plan ("OCCP") provides that the floodplain "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." (OCCP F-29). Further, the plan directs that "[n]ew development and construction within the * * * flood plain should be restricted to uses which do not endanger life or property in the event of a flood." (*Id.*). The plan therefore distinguishes between flood-proofing existing development, such as the existing batch plant, and avoidance of increased future losses by prohibiting significant new development, such as residences, in the flood plain that would place human health and property at risk. Similarly, the purpose of the City's Flood Management Overlay zone is to minimize losses. That is accomplished through the goals of: 1) minimizing the expenditure of public money and costly flood control; 2) protecting human life and health; and 3) protecting the flood management area's function of flood storage. (Oregon City Zoning Ordinance, "OCZO," 17.42.010)

As I stated in my November 7 testimony, the batch plant is not only an allowed use in the flood plain overlay zone, but has been extensively modified since the 1996 flood to minimize damage by a subsequent flood. As we all know, the return of high water is a matter of "when," not "if."

The City's policy choice of designating the area MUC with a "required housing overlay" encourages significant new residential and commercial development in the flood plain. It also: 1) requires the expenditure of a great deal of public money for infill and the installation of costly flood control for flood proofing structures; 2) jeopardizes human life and health by locating *residences* in the flood way; and 3) reduces the area's function for flood storage.

In effect, the City is making a policy choice to focus and increase *new* residential and commercial investment in an area subject to severe flood loss. Indeed, the area is in a flood way, which is "an extremely hazardous area due to the velocity of floodwaters which carry debris, potential projectiles and erosion potential." Accordingly, the City's Waterfront Plan policy permits and encourages new uses which endanger life and property in the event of a flood and is therefore facially inconsistent with the City's Comprehensive Plan and Flood Management Overlay zone.

B. *Metro's Flood Hazard Mitigation Measures.*

The 1997 Metro Regional Framework Plan ("MRFP"), Flood Hazard Mitigation Measures establishes a clear policy of flood hazard avoidance: "[t]he surest and safest flood hazard mitigation measure is to build outside areas that can be flooded." (MRFP § 5.2). Further, the plan states that "[a]voidance of floodplain development and other non-structure

flood mitigation measures shall be favored over * * * other structural flood mitigation techniques." (MRFP § 5.2.3). This is accomplished in part by "allowing cluster or planned unit development that keep buildings out of floodplains." (MRFP § 5.2.2).

The City is obligated to maintain policies that are consistent with Metro's Regional Framework Plan policies such as the flood plain policies. [See ORS 268.380(2); ORS 268.390(4)]. However, in contrast to Metro's direction, the City is promoting cluster development *in* the flood way. The City's Waterfront Master Plan policy is therefore facially inconsistent with Metro's policies.

C. Metro's Goal 5 Riparian Zone Planning.

Another consideration is whether the City's goals will align with the Metro Riparian Corridor policies under development through its Goal 5 analysis. The entire Clackamette Cove area is designated as high value riparian areas. Such areas are likely to be considered of "regional significance" and will be included in a Metro regulatory program. That program could target these areas with regulations, development incentives, or acquisition. Accordingly, Metro's policies may ultimately limit or prohibit development in these areas.

D. Other Considerations.

Not only does the policy shift appear facially inconsistent with local and regional policy, the City's decision appears unsupported by relevant data. For example, the City has not investigated whether MUC development is even logistically feasible in the flood plain. The City's Flood Management Overlay provisions prohibit net filling in any floodplain, (OCZO 17.42.170.D.2), and providing safe and adequate sewerage in the floodplain can be a challenge. In addition, the City has not addressed the potential human health consequences of locating residential development in close proximity to a sewerage facility in the event of a flood. Further, given the significant investment necessary to permit commercial and residential development in compliance with the code, it is unclear whether it is possible to provide lower-income housing, or housing that would be desirable to any income level. Last, there is no indication whether elevated or store-top residential development is a marketable design for the area.

2. Housing.

The Waterfront Master Plan calls for the development of 150 to 200 dwelling units at the north entrance of the City oriented toward Clackamette Cove. These dwelling units are described as being a mixture of multi-family and single family units. The plan contains no economic or housing analysis to support whether these housing units and types of units are needed. The Comprehensive Plan, which is based on 1977 figures, indicates a need for lower income housing and upper income housing. (OCCP Chapter C). To the extent this is still valid, there is no indication whether development in the floodplain area is economically feasible to provide lower income housing, nor whether more expensive housing in this area would be attractive to upper income buyers.

In addition, there is no analysis as to whether these homes will be marketable in a location which is oriented toward McLoughlin Boulevard and Clackamette Cove (which periodically drains in low water years). Although the City identifies some street improvements, there is no indication that these improvements will address the livability aspects regarding heavy traffic and associated noise and air emissions from the Boulevard. Nor has the City identified that placing housing units in close proximity to a sewerage treatment plant (that may expand) is feasible from a marketing perspective.

3. Industrial Land and Economic Diversity.

The Clackamas County Industrial Land Supply Update (OTAK 4/2000) demonstrates the County's need for industrial land and recommends the retention of the existing industrial base. Indeed, the Metro Policy Advisory Committee ("MPAC") Regional Industrial Land Study for the Portland-Vancouver Metropolitan Area concluded that Clackamas County has minimal "Tier A," most developable, industrial land available, and inadequate vacant and redevelopable industrial land to meet the current 20-year job growth forecasts. Indeed, region-wide, the available Tier A land falls far below the projected need (2,387 acres supply for projected need of 6,310 acres).

Removing the Glacier property from the industrial land base is inconsistent with this need. In addition, the City has not identified the effect of eliminating industrial sector jobs with respect to maintaining a strong and diversified economy for the City and the region.

The City's designation of the batch plant property as MUC with a required residential housing overlay is facially inconsistent with the City's Comprehensive Plan and zoning ordinance provisions and with Metro policies. In addition, the City's plans for the Clackamette Park area are unsupported by sufficient economic and market analyses or by significant consideration of the logistics of commercial residential development in the flood plain.

4. Request

The Waterfront Master Plan concept provides a broad framework to guide the implementation of policies with respect to the land subject to its analysis. In developing policies pursuant to this outline, the City should consider the following as well:

- 1) Comply with applicable policies in the flood plains and with identified industrial land needs;
- 2) Address its policies with Metro's Riparian Corridor requirements;
- 3) Identify potential health hazards and project potential economic loss from flood events in the area;
- 4) Identify the technical requirements for development in the flood plain area, costs for completion, and identify funding sources;

- 5) Conduct a housing stock analysis to determine housing needs and whether redevelopment of this area is required or beneficial to meet these needs;
- 6) Conduct a market analysis to identify whether the housing types to be built in this area are marketable given their a) likely cost; b) configuration as multi-family and single family; c) orientation toward McLoughlin Boulevard; d) orientation in close proximity to the sewerage treatment plant; and e) orientation to Clackamette Cove.
- 7) Conduct an economic analysis to determine whether the development can provide lower-cost housing and other appropriately affordable housing given the development costs of the site; and
- 8) Identify the economic effect of removing the Glacier property as part of the industrial land base, and the comparative economic advantages of retaining industrial jobs versus replacing them with commercial, retail and service sector jobs.

Again, I thank the Mayor and the Council, the Planning Commission and the Planning Director for taking Glacier's testimony into account. We look forward to continued participation in the future of the Waterfront, and of the City.

Very truly yours,

Bob Short
Public Affairs Manager
Glacier Northwest, Inc.

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1050 North River Street
Portland, OR 97227

Telephone: (503) 335-2600
Facsimile: (503) 331-3700

November 20, 2001

Mayor John F. Williams, Jr.
Oregon City City Council
P.O. Box 3040
Oregon City, Oregon 97045

Dear Mayor Williams and Council,

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In their testimony before the City Council on November 7, 2001, representatives from Walker-Macy, the consultant who developed the Waterfront Master Plan, noted that the batch plant represented a "viable" use on the current site, and one that should be continued in the short to medium term, which I take to mean for the next 10-15 years. Indeed, the current industrial use speaks to a number of issues which the Waterfront Master Plan does not, including the following:

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EXHIBIT

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[Signature]

1. Floodplains and Flood Ways.

A. *Flood Management Overlay Zone and Comprehensive Plan Policies.*

The City appears to be advocating a policy in these new master plans that is contrary to a preexisting policy in the Comprehensive Plan and in the Flood Management Overlay zone.

Oregon City's Comprehensive Plan ("OCCP") provides that the floodplain "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." (OCCP F-29). Further, the plan directs that "[n]ew development and construction within the * * * flood plain should be restricted to uses which do not endanger life or property in the event of a flood." (*Id.*). The plan therefore distinguishes between flood-proofing existing development, such as the existing batch plant, and avoidance of increased future losses by prohibiting significant new development, such as residences, in the flood plain that would place human health and property at risk. Similarly, the purpose of the City's Flood Management Overlay zone is to minimize losses. That is accomplished through the goals of: 1) minimizing the expenditure of public money and costly flood control; 2) protecting human life and health; and 3) protecting the flood management area's function of flood storage. (Oregon City Zoning Ordinance, "OCZO," 17.42.010)

As I stated in my November 7 testimony, the batch plant is not only an allowed use in the flood plain overlay zone, but has been extensively modified since the 1996 flood to minimize damage by a subsequent flood. As we all know, the return of high water is a matter of "when," not "if."

The City's policy choice of designating the area MUC with a "required housing overlay" encourages significant new residential and commercial development in the flood plain. It also: 1) requires the expenditure of a great deal of public money for infill and the installation of costly flood control for flood proofing structures; 2) jeopardizes human life and health by locating *residences* in the flood way; and 3) reduces the area's function for flood storage.

In effect, the City is making a policy choice to focus and increase *new* residential and commercial investment in an area subject to severe flood loss. Indeed, the area is in a flood way, which is "an extremely hazardous area due to the velocity of floodwaters which carry debris, potential projectiles and erosion potential." Accordingly, the City's Waterfront Plan policy permits and encourages new uses which endanger life and property in the event of a flood and is therefore facially inconsistent with the City's Comprehensive Plan and Flood Management Overlay zone.

B. *Metro's Flood Hazard Mitigation Measures.*

The 1997 Metro Regional Framework Plan ("MRFP"), Flood Hazard Mitigation Measures establishes a clear policy of flood hazard avoidance: "[t]he surest and safest flood hazard mitigation measure is to build outside areas that can be flooded." (MRFP § 5.2). Further, the plan states that "[a]voidance of floodplain development and other non-structure

flood mitigation measures shall be favored over * * * other structural flood mitigation techniques.” (MRFP § 5.2.3). This is accomplished in part by “allowing cluster or planned unit development that keep buildings out of floodplains.” (MRFP § 5.2.2).

The City is obligated to maintain policies that are consistent with Metro’s Regional Framework Plan policies such as the flood plain policies. [See ORS 268.380(2); ORS 268.390(4)]. However, in contrast to Metro’s direction, the City is promoting cluster development *in* the flood way. The City’s Waterfront Master Plan policy is therefore facially inconsistent with Metro’s policies.

C. Metro’s Goal 5 Riparian Zone Planning.

Another consideration is whether the City’s goals will align with the Metro Riparian Corridor policies under development through its Goal 5 analysis. The entire Clackamette Cove area is designated as high value riparian areas. Such areas are likely to be considered of “regional significance” and will be included in a Metro regulatory program. That program could target these areas with regulations, development incentives, or acquisition. Accordingly, Metro’s policies may ultimately limit or prohibit development in these areas.

D. Other Considerations.

Not only does the policy shift appear facially inconsistent with local and regional policy, the City’s decision appears unsupported by relevant data. For example, the City has not investigated whether MUC development is even logistically feasible in the flood plain. The City’s Flood Management Overlay provisions prohibit net filling in any floodplain, (OCZO 17.42.170.D.2), and providing safe and adequate sewerage in the floodplain can be a challenge. In addition, the City has not addressed the potential human health consequences of locating residential development in close proximity to a sewerage facility in the event of a flood. Further, given the significant investment necessary to permit commercial and residential development in compliance with the code, it is unclear whether it is possible to provide lower-income housing, or housing that would be desirable to any income level. Last, there is no indication whether elevated or store-top residential development is a marketable design for the area.

2. Housing.

The Waterfront Master Plan calls for the development of 150 to 200 dwelling units at the north entrance of the City oriented toward Clackamette Cove. These dwelling units are described as being a mixture of multi-family and single family units. The plan contains no economic or housing analysis to support whether these housing units and types of units are needed. The Comprehensive Plan, which is based on 1977 figures, indicates a need for lower income housing and upper income housing. (OCCP Chapter C). To the extent this is still valid, there is no indication whether development in the floodplain area is economically feasible to provide lower income housing, nor whether more expensive housing in this area would be attractive to upper income buyers.

In addition, there is no analysis as to whether these homes will be marketable in a location which is oriented toward McLoughlin Boulevard and Clackamette Cove (which periodically drains in low water years). Although the City identifies some street improvements, there is no indication that these improvements will address the livability aspects regarding heavy traffic and associated noise and air emissions from the Boulevard. Nor has the City identified that placing housing units in close proximity to a sewerage treatment plant (that may expand) is feasible from a marketing perspective.

3. Industrial Land and Economic Diversity.

The Clackamas County Industrial Land Supply Update (OTAK 4/2000) demonstrates the County's need for industrial land and recommends the retention of the existing industrial base. Indeed, the Metro Policy Advisory Committee ("MPAC") Regional Industrial Land Study for the Portland-Vancouver Metropolitan Area concluded that Clackamas County has minimal "Tier A," most developable, industrial land available, and inadequate vacant and redevelopable industrial land to meet the current 20-year job growth forecasts. Indeed, region-wide, the available Tier A land falls far below the projected need (2,387 acres supply for projected need of 6,310 acres).

Removing the Glacier property from the industrial land base is inconsistent with this need. In addition, the City has not identified the effect of eliminating industrial sector jobs with respect to maintaining a strong and diversified economy for the City and the region.

The City's designation of the batch plant property as MUC with a required residential housing overlay is facially inconsistent with the City's Comprehensive Plan and zoning ordinance provisions and with Metro policies. In addition, the City's plans for the Clackamette Park area are unsupported by sufficient economic and market analyses or by significant consideration of the logistics of commercial residential development in the flood plain.

4. Request

The Waterfront Master Plan concept provides a broad framework to guide the implementation of policies with respect to the land subject to its analysis. In developing policies pursuant to this outline, the City should consider the following as well:

- 1) Comply with applicable policies in the flood plains and with identified industrial land needs;
- 2) Address its policies with Metro's Riparian Corridor requirements;
- 3) Identify potential health hazards and project potential economic loss from flood events in the area;
- 4) Identify the technical requirements for development in the flood plain area, costs for completion, and identify funding sources;

- 5) Conduct a housing stock analysis to determine housing needs and whether redevelopment of this area is required or beneficial to meet these needs;
- 6) Conduct a market analysis to identify whether the housing types to be built in this area are marketable given their a) likely cost; b) configuration as multi-family and single family; c) orientation toward McLoughlin Boulevard; d) orientation in close proximity to the sewerage treatment plant; and e) orientation to Clackamette Cove.
- 7) Conduct an economic analysis to determine whether the development can provide lower-cost housing and other appropriately affordable housing given the development costs of the site; and
- 8) Identify the economic effect of removing the Glacier property as part of the industrial land base, and the comparative economic advantages of retaining industrial jobs versus replacing them with commercial, retail and service sector jobs.

Again, I thank the Mayor and the Council, the Planning Commission and the Planning Director for taking Glacier's testimony into account. We look forward to continued participation in the future of the Waterfront, and of the City.

Very truly yours,

Bob Short
Public Affairs Manager
Glacier Northwest, Inc.

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November 20, 2001

Mayor John F. Williams, Jr.
Oregon City City Council
P.O. Box 3040
Oregon City, Oregon 97045

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