



City of Oregon City

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

Staff Report

File Number: PC 17-097

Agenda Date: 9/11/2017

Status: Agenda Ready

To: Planning Commission

Agenda #: 3b.

From: Community Development Director Laura Terway

File Type: Land Use Item

SUBJECT:

Abernethy Place Hotel and Mixed Use Development - Planning Files CP-17-0002, DP-17-0003, and NR-17-0004 (Continuance).

RECOMMENDED ACTION (Motion):

Accept and consider the supplemental Findings, take further testimony and continue the public hearing to the date certain of September 25, 2017.

BACKGROUND:

The Planning Commission continued this item from August 14, 2017.

The hearing on September 11 should be limited to the introduction of supplemental findings for two additional adjustment requests to the design standards in OCMC 17.62.055 for the Phase I hotel, to take further public testimony including written comments received since the August 14 hearing, and to discuss the applicant's requests for revisions to the recommended Conditions of Approval.

A full revised staff report will not be presented on September 11, and will be presented at the continued public hearing on September 25, 2017. The findings presented on September 25 will include staff's recommendations regarding the applicant's submitted requests for revisions to the current recommended Conditions of Approval.

The applicant requests approval of a General Development Plan and Detailed Development Plan in two phases located close to the intersection of 17th Street and Washington Street directly across from the End of the Oregon Trail Interpretive Center.

Phase 1 which is the subject of the Detailed Development Plan consists of a 5-story hotel with approximately 99 rooms with associated parking lot, site improvements and street frontage improvements.

Phase 2 consists of 181 apartment units, 9,500 square-feet of retail space, a 2,500 coffee shop and associated parking and site improvements.

The project proposal includes preservation and retention of the Hackett House, a designated historic landmark which is currently used for offices.

The applicant seeks approval for two additional adjustments from development standards in addition to the previous four adjustments discussed in the original staff report through the General Development Plan adjustment process in OCMC 17.65.070.



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A full revised staff report will not be presented on September 11, and will be presented at the continued public hearing on September 25, 2017. The findings presented on September 25 will include staff's recommendations regarding the applicant's submitted requests for revisions to the current recommended Conditions of Approval.

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Phase 2 consists of 181 apartment units, 9,500 square-feet of retail space, a 2,500 coffee shop and associated parking and site improvements.

The project proposal includes preservation and retention of the Hackett House, a designated historic landmark which is currently used for offices.

The applicant seeks approval for two additional adjustments from development standards in addition to the previous four adjustments discussed in the original staff report through the General Development Plan adjustment process in OCMC 17.65.070.

17.65.070 Adjustments to Development Standards.**Adjustment #6**

Code: 17.62.055.H.2 - Institutional and commercial building standards. Minimum Wall Articulation. Facades greater than one hundred feet in length, measured horizontally, shall incorporate wall plane projections or recesses having a depth of at least three percent of the length of the facade and extending at least twenty percent of the length of the facade. No uninterrupted length of any facade shall exceed one hundred horizontal feet.

Requested adjustment:

Adjust the Minimum Wall Articulation in 17.62.055.H.2 to reduce the depth of required wall plane projections or recesses from three percent to 2.8 percent.

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

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

Applicant's Response:

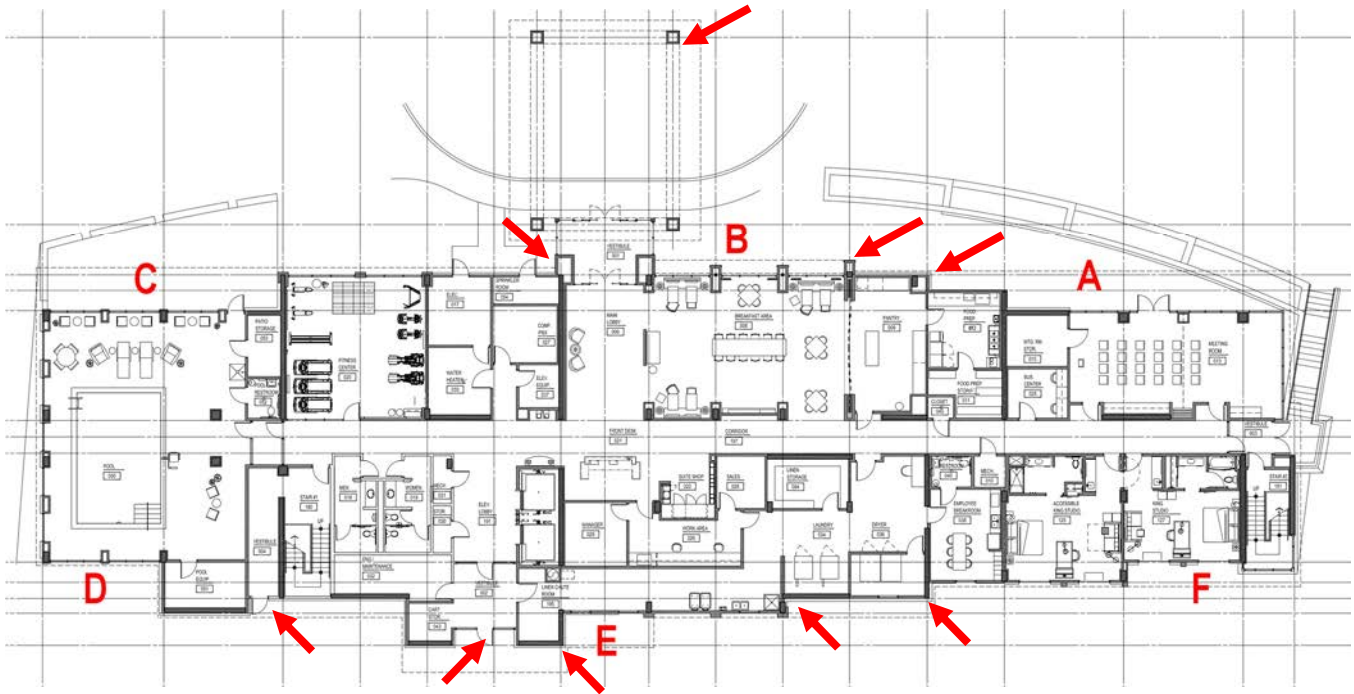
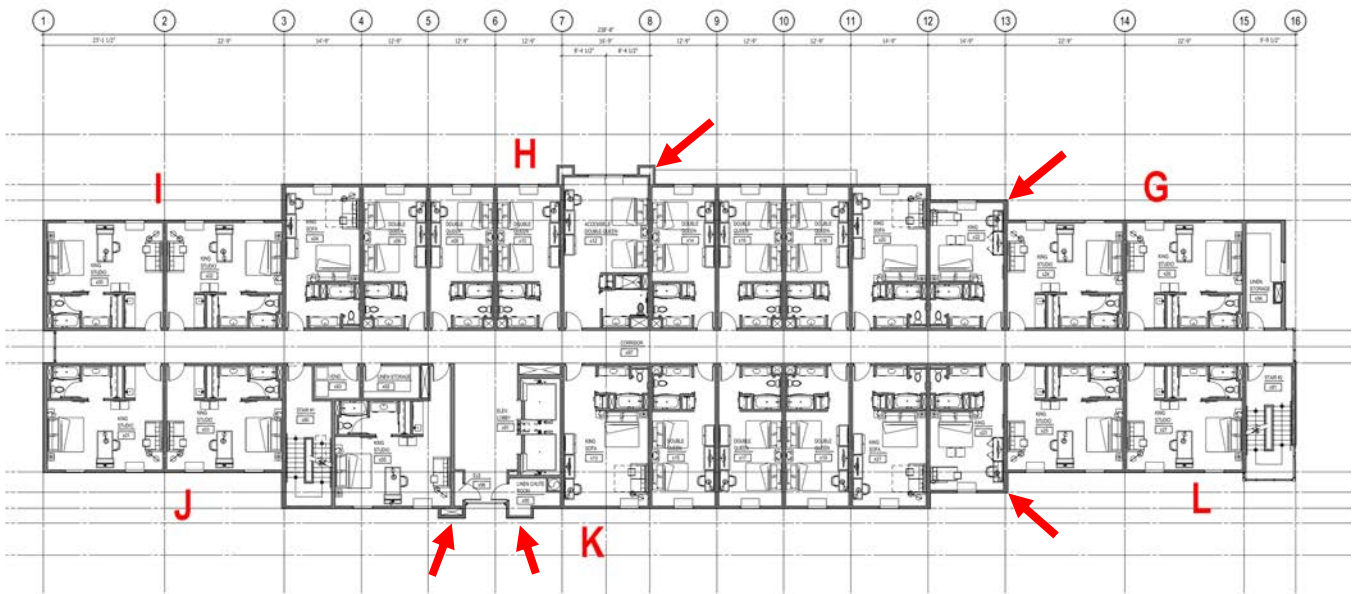
The stated purpose of 17.62.55 is:

Purpose. The primary objective of the regulations contained in this section is to provide a range of design choices that promote creative, functional, and cohesive development that is compatible with surrounding areas. Buildings approved through this process are intended to serve multiple tenants over the life of the building, and are not intended for a one-time occupant. The standards encourage people to spend time in the area, which also provides safety through informal surveillance. Finally, this section is intended to promote the design of an urban environment that is built to human scale by creating buildings and streets that are attractive to pedestrians, create a sense of enclosure, provide activity and interest at the intersection of the public and private spaces, while also accommodating vehicular movement.

The North and South facades are both approximately 238 feet long. The standard requires a projection or recess of 3% of 238 feet or 7.14' for a minimum length of 20% of the length of the façade, or 47.6 feet.

North Facade: At the lobby level, the large windows located at 'A' and 'C' are recessed approximately 7.23 feet back from the wall plane located at 'B' meeting the depth standard. The recessed wall at 'A' is approximately 55 feet long, and 'C' is approximately 45 feet long. At the top of the building the face of the wall and parapet are recessed between 7.7 feet and 11.5 feet back from the face of the parapet at the center of the building, a distance of approximately 68 feet, which meets the standard. At floors 2 thru 5 the wall planes located at 'G' and 'I' are recessed approximately 6.8 feet back from the wall plane at 'H' [a recess of 2.8%] for a length of 56 feet and 45.5 feet respectively. Additional recesses also occur at several locations [see arrows], further adding to visual relief of the facade.

South Façade: At the ground level, the wall planes located at 'D' and 'F' are recessed approximately 9.5 feet back from the wall plane located at 'E', meeting the depth standard. The recessed wall at 'D' is approximately 23 feet long, and 'F' is approximately 33 feet for a total of approximately 56 feet, which meets the standard. At the top of the building the face of the wall and parapet are recessed between 7.7 feet and 11.5 feet back from the face of the parapet at the center of the building, a distance of approximately 68 feet, which meets the standard. At floors 2 thru 5 the wall planes located at 'L' and 'J' are recessed approximately 6.8 feet back from the wall plane at 'K' [a recess of 2.8%] for a length of 56 feet and 45.5 feet respectively. Additional recesses also occur at several locations [see arrows], further adding to visual relief of the facade.

**LOBBY FLOOR****FLOORS 2 thru 5**

The proposed design provides building articulation at the parapet which exceeds the requirements of the code. This parapet articulation will be the most visible when the building is viewed either from a distance or from pedestrians in close proximity to the building. The proposed design also provides building articulation at the ground level which exceeds the requirements of the code. This ground level articulation will be most visible to pedestrians when they are in close proximity to the building. Finally the proposed design provides articulation at floors 2 through 5 which is within a few inches of

complying with the standard. The articulation at floors 2 through 5 will be difficult for people viewing the building to perceive since it cannot be judged at either the ground level or at the parapet, and it is difficult to assess the depth of the articulation of these floors when viewed either from a distance or from close proximity to the building. Furthermore the design includes additional architectural features which, although they do not technically comply with the design standard, add depth and interest to floors 2 through 5.

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

Applicant's Response:

The cumulative effect of the requested adjustments results in a project consistent with the overall purpose of the MUD zone. The adjustments enhance security, increase buildability, and promote project feasibility, allowing for a mixed use project including lodging and retail/service with residential uses on upper floors appropriate to the MUD zone per 17.34.010.

As proposed the design provides an attractive, well articulated, response to difficult site conditions including; shape of site, flood zone and; existing historic residence.

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

Applicant's Response:

City designated goal 5 resources include the historic Hackett House, Abernethy Creek, and a wetland adjacent to the I-205 freeway . These resources are protected to the extent otherwise required by Title 17 in compliance with the following sections:

17.40 – Historic Overlay District. The Hackett House is a locally designated historic structure and landmark. The Historic Review Board reviewed and approved the project. The historic Hackett House will remain in its original site location without modification. Development of a hotel serving the needs of visitors to the End of the Oregon Trail Interpretive Center across the street supports economic development in the area. Redevelopment of underutilized property within the MUD zone relieves development pressure on existing open space, while protecting natural resources, conserving scenic and historic areas.

17.49 – Natural Resources Overlay District [NROD]: Abernethy Creek is located across 17th Street to the southwest of the project site. A wetland adjacent to I-205 is located across the railroad right-of-way to the northwest of the project site. The attached "NROD Boundary Verification Report" describes these resources and concurrence has been requested that no wetlands, waterways, or other protected features exist on the subject properties and that the NROD buffers do not project onto the subject properties.

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

Applicant's Response:

At the lobby floor and parapet where the articulation will be most visible, the wall articulation standard is met or exceeded. At floors 2-5 the length of required articulation exceeds the minimum, while the recess is approximately 4" less than required. Additional articulation is provided at all floors providing cumulative façade articulation exceeding the requirements. Variation between articulation at lobby, roof, and upper floors adds additional variation, further mitigating façade articulation.

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

Applicant's Response:

There are no officially inventoried resources or resource values present on the subject property. Property is located within the Natural Resources Overlay District [NROD] per City maps. See Exhibit E, "NROD Boundary Verification Report" for background data and information supporting the following requested actions:

1. Concurrence that no wetlands, waterways, other protected features exist on the subject properties.
2. Concurrence that NROD buffers do not project onto the subject properties. In the case of Abernethy Creek, 17th Street constitutes a physical barrier. In the case of the wetland area to the North, the wetland buffers per table 17.49.110 fall about 150FT from the project.

Erosion and sediment control measures required by section 17.47, including an erosion control plan are provided. 17th Street separates Abernethy Creek from the project site and surface drainage from approximately the street centerline flows away from Abernethy Creek, further minimizing detrimental environmental impacts on the resource. The wetland adjacent to I-205 is on the opposite side and is separated from the project site by the existing railroad tracks. The railroad tracks are elevated above the wetland and form a physical barrier between the wetland and the project site.

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

Applicant's Response:

The proposed adjustment is consistent with the Oregon City Comprehensive Plan and ancillary documents by meeting the following comprehensive plan goals & supporting the following policies:

Goal 1.1 Citizen Involvement Program

Policy 1.1.1 - Utilize neighborhood associations as the vehicle for neighborhood-based input to meet the requirements of the Land Conservation and Development Commission (LCDC) Statewide Planning Goal 1, Citizen Involvement.

The project design team has received input from the neighborhood association, resulting in review and approval of the project as submitted.

Goal 1.4 Community Involvement

Policy 1.4.1 - Notify citizens about community involvement opportunities when they occur.

Public notice for community involvement in the land use process, including requested adjustments has been issued.

Policy 2.1.3 - Encourage sub-area master planning for larger developments or parcels, including re-development, where it may be feasible to develop more mixed uses, or campus-style industrial parks, with shared parking and landscaping areas. Allow developments to vary from prescriptive standards if planned and approved under this provision.

The proposed project supports policy 2.1.3 by being designed and submitted under the Master Plans provisions of Section 17.65, with adjustments as provided by Section 17.65.070.

Goal 2.2 Downtown Oregon City

Develop the Downtown area, which includes the Historic Downtown Area, the "north end" of the Downtown, Clackamette Cove, and the End of the Oregon Trail area, as a quality place for shopping, living, working, cultural and recreational activities, and social interaction. Provide walkways for pedestrian and bicycle traffic, preserve views of Willamette Falls and the Willamette River, and preserve the natural amenities of the area.

The proposed adjustment enables the proposed hotel entrance to be connected by walkway and drive aisle to Washington Street and future development. The proposed development will provide shopping, living, working activities, and walkways for pedestrian traffic.

Policy 2.2.3 - Develop and promote a vision for the economic development and redevelopment of the Downtown area that solidifies the Oregon City Downtown Community Plan and Oregon City Waterfront Master Plan.

The proposed adjustment enables the proposed hotel project to be oriented to complement the End of the Oregon Trail, providing convenient access, while preserving views. The proposed development provides an example vision for redevelopment of the Downtown area within the flood plain, supporting tourism and The End of the Oregon Trail in accordance with the Oregon City Downtown Community Plan.

Policy 2.2.8 - Implement the Oregon City Downtown Community Plan and Oregon City Waterfront Master Plan with regulations and programs that support compatible and complementary mixed uses, including housing, hospitality services, restaurants, civic and institutional, offices, some types of industrial and retail uses in the Regional Center, all at a relatively concentrated density.

The proposed adjustment enables the proposed hotel project to be situated as a complementary housing and hospitality use to the End of the Oregon Trail, the historic Hackett House, and proposed mixed-use housing and retail in accordance with the Oregon City Downtown Community Plan.

Policy 2.2.9 - Improve connectivity for vehicles, bicycles, and pedestrians within the Oregon City Downtown community and waterfront master plan areas and improve links between residential areas and the community beyond.

The proposed adjustment enables the proposed hotel project to have vehicular bicycle, and pedestrian access to the front entry at an elevation above the flood elevation. The proposed development will include public street and onsite improvements designed to improve connectivity for vehicles, bicycles, and pedestrians.

Goal 5.3 Historic Resources

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

Policy 5.3.7 - Encourage property owners to preserve historic structures in a state as close to their original construction as possible while allowing the structure to be used in an economically viable manner.

The proposed adjustment enables the proposed hotel project to be situated to allow the continued preservation of the historic Hackett House. By orienting the hotel as proposed the historic Hackett House can remain in place as is, with an adjacent use that is economically complementary. Preservation of the Hackett House, while providing an economically viable development has been a major part of the proposed master plan.

Policy 5.3.8 - Preserve and accentuate historic resources as part of an urban environment that is being reshaped by new development projects.

The proposed adjustment enables the proposed hotel project to form a visual backdrop for the historic Hackett House, while complimenting the End of the Oregon Trail. The proposed hotel orientation accentuates both these historic resources, while providing needed redevelopment of the urban environment.

Goal 9.2 Cooperative Partnerships

Create and maintain cooperative partnerships with other public agencies and business groups interested in promoting economic development.

Policy 9.2.1 - Seek input from local businesses when making decisions that will have a significant economic impact on them.

The project as proposed, was reviewed by the Board of Directors of the Clackamas Heritage Partners, operators and stewards of the End of the Oregon Trail development, located directly across the street from the project site. The Board has provided a unanimous letter recommending approval. The proposed building heights, site orientation, and building design were discussed.

Goal 9.6 Tourism

Promote Oregon City as a destination for tourism.

Policy 9.6.2- Ensure land uses and transportation connections that support tourism as an important aspect of the City's economic development strategy. This could include connections to the End of the Oregon Trail Interpretive Center and the train depot.

The proposed adjustment enables the proposed hotel project to support tourism at the End of the Oregon Trail, providing lodging and transportation connections to Washington Street and the End of the Oregon Trail Interpretive Center and through the phase 2 site development to the train depot.

Policy 9.6.3 - Provide land uses in the Downtown Historic Area, 7th Street corridor, and the End of the Oregon Trail Interpretive Center that support tourism and visitor services.

The proposed adjustment enables the proposed hotel project, directly providing land uses supporting tourism and visitor services.

Policy 9.6.6 - Encourage private development of hotel, bed and breakfast, restaurant facilities and other visitor services.

The proposed adjustment enables the development of a hotel project, supporting policy 9.9.6 encouraging private hotel, bed and breakfast, restaurant facilities and other visitor services.

Adjustment #7

Code: 17.62.055.D - Relationship of Buildings to Streets and Parking

1. Buildings shall be placed no farther than five feet from the front property line. A larger front yard setback may be approved through site plan and design review if the setback area incorporates at least one element from the following list for every five feet of increased setback requested:

2. The front most architecturally significant facade shall be oriented toward the street and shall be accessed from a public sidewalk. Primary building entrances shall be clearly defined and recessed or framed by a sheltering element such as an awning, arcade or portico in order to provide shelter from the summer sun and winter weather.

3 -Entryways. The primary entranceway for each commercial or retail establishment shall face the major street. The entrance may be recessed behind the property line a maximum of five feet unless a larger setback is approved pursuant to Section 17.62.055.D.1 and shall be accessed from a public sidewalk. Primary building entrances shall be clearly defined, highly visible and recessed or framed by a sheltering element including at least four of the following elements, listed below.

Requested adjustment:

The hotel's most architecturally significant facade is the one facing Washington Street and the two main entranceways include the entranceway on that facade and the lobby entranceway at the porte cochere. However, the primary entranceway is the porte cochere and it will not face the major street, Washington Street, and it will be set back more than 5' from the major street. The applicant seeks an adjustment to the standard requiring that the primary entranceway to face the major street and allowing it to be set back more than 5' from the major street.

The project faces Washington Street and 17th Street. In comparison, Washington Street is the major street as shown in the table below :

Street	Washington	17 th
Classification	Minor Arterial	Local
Width	Wider	Narrower
Transit	Yes	No
Type	Through	Dead-End

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

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

Applicant's Response:

The stated purpose of 17.62.55 is:

Purpose. The primary objective of the regulations contained in this section is to provide a range of design choices that promote creative, functional, and cohesive development that is compatible with surrounding areas. Buildings approved through this process are intended to serve multiple tenants over the life of the building, and are not intended for a one-time occupant. The standards encourage people to spend time in the area, which also provides safety through informal surveillance. Finally, this section is intended to promote the design of an urban environment that is built to human scale by creating buildings and streets that are attractive to pedestrians, create a sense of enclosure, provide activity and interest at the intersection of the public and private spaces, while also accommodating vehicular movement.

The proposed project is a hotel requiring passenger vehicle loading at the lobby entry with weather protection provided by a porte cochere. Washington Street is the major street, providing direct vehicular access to the porte cochere entry. Functionally, this is the primary hotel entry. The entry drive rises up from the street which is in the 100 year flood plain, to the porte cochere, which is located to provide at grade access to the lobby floor, above the flood elevation.

As designed the hotel provides a creative, functional, and cohesive development that is compatible with surrounding areas. The required vehicular loading and porte cochere function properly when setback sufficiently from the street to allowing gradual grade change, minimizing pedestrian / vehicle conflicts, and accommodating vehicular movement and stacking. The building orientation with long axis perpendicular to Washington Street provides a view corridor to the End of the Oregon Trail, compatible with that use.

The exterior patio outside the hotel meeting room encourages people to spend time in the area, while providing safety through informal surveillance. An additional building entry with exterior stairs connecting to the public sidewalk provides activity at the intersection of public and private spaces, while planters and a wall mural provide interest.

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

Applicant's Response:

The cumulative effect of the requested adjustments results in a project consistent with the overall purpose of the MUD zone. The adjustments enhance security, increase buildability, and promote project feasibility, allowing for a mixed use project including lodging and retail/service with residential uses on upper floors appropriate to the MUD zone per 17.34.010.

As proposed the design provides an attractive, well articulated, response to difficult site conditions including; shape of site, flood zone and; existing historic residence.

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

Applicant's Response:

City designated goal 5 resources include the historic Hackett House, Abernethy Creek, and a wetland adjacent to the I-205 freeway . These resources are protected to the extent otherwise required by Title 17 in compliance with the following sections:

17.40 – Historic Overlay District. The Hackett House is a locally designated historic structure and landmark. The Historic Review Board reviewed and approved the project. The historic Hackett House will remain in its original site location without modification. Development of a hotel serving the needs of visitors to the End of the Oregon Trail Interpretive Center across the street supports economic development in the area. Redevelopment of underutilized property within the MUD zone relieves development pressure on existing open space, while protecting natural resources, conserving scenic and historic areas.

17.49 – Natural Resources Overlay District [NROD]: Abernethy Creek is located across 17th Street to the southwest of the project site. A wetland adjacent to I-205 is located across the railroad right-of-way to the northwest of the project site. The attached "NROD Boundary Verification Report" describes these resources and concurrence has been requested that no wetlands, waterways, or other protected features exist on the subject properties and that the NROD buffers do not project onto the subject properties.

Applicant's Response:

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

Applicant's Response:

The main porte cochere entry is a highly visible, clearly defined, prominent feature. An second pedestrian entry directly facing Washington Street, has been provided to provide additional pedestrian access to the street. This entry has been enhanced with detailing to increase visibility, providing a second sheltered, recessed entry.

Wall mounted artwork compatible with the End of the Oregon Trail is proposed along the sidewalk, providing additional pedestrian level interest. The artwork is planned to be themed to complement the End of the Oregon Trail across Washington Street. Artwork to be approved by the Community Development Director without additional review by the Planning Commission.

If located within five feet of the property line the primary entry would not be able to accommodate a porte cochere and would either require a building entry below the flood elevation which is not allowed by the building codes, or an entry to the lobby accessible only by stairs, elevator, or long ramps which is either not practical, and/or not allowed by the Americans With Disabilities Act.

If the primary building entry is recessed from the primary street, Washington Street, sufficiently to allow the port cochere to be located between the sidewalk and the building entry, the vehicular circulation will conflict with the pedestrian circulation on the sidewalk, and the stated purpose of promoting an urban environment including "streets that are attractive to pedestrians".

The adjustment will reduce impacts by providing a creative, functional development built to human scale, with buildings and streets that are attractive to pedestrians, providing activity and interest at the intersection of the public and private spaces, while also accommodating vehicular movement that would not be possible if designed in strict compliance with the code.

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

Applicant's Response:

There are no officially inventoried resources or resource values present on the subject property. Property is located within the Natural Resources Overlay District [NROD] per City maps. See Exhibit E, "NROD Boundary Verification Report" for background data and information supporting the following requested actions:

1. Concurrence that no wetlands, waterways, other protected features exist on the subject properties.
2. Concurrence that NROD buffers do not project onto the subject properties. In the case of Abernethy Creek, 17th Street constitutes a physical barrier. In the case of the wetland area to the North, the wetland buffers per table 17.49.110 fall about 150FT from the project.

Erosion and sediment control measures required by section 17.47, including an erosion control plan are provided. 17th Street separates Abernethy Creek from the project site and surface drainage from approximately the street centerline flows away from Abernethy Creek, further minimizing detrimental environmental impacts on the resource. The wetland adjacent to I-205 is on the opposite side and is separated from the project site by the existing railroad tracks. The railroad tracks are elevated above the wetland and form a physical barrier between the wetland and the project site.

Applicant's Response:

There are no officially inventoried resources or resource values present on the subject property. Property is located within the NROD per City maps. See Exhibit E, "NROD Boundary Verification Report" for background data and information supporting the following requested actions:

1. Concurrence that no wetlands, waterways, other protected features exist on the subject properties.
2. Concurrence that NROD buffers do not project onto the subject properties. In the case of Abernethy Creek, 17th Street constitutes a physical barrier. In the case of the wetland area to the North, the wetland buffers per table 17.49.110 fall about 150FT from the project.

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

Applicant's Response:

The proposed adjustment is consistent with the Oregon City Comprehensive Plan and ancillary documents by meeting the following comprehensive plan goals & supporting the following policies:

Goal 1.1 Citizen Involvement Program

Policy 1.1.1 - Utilize neighborhood associations as the vehicle for neighborhood-based input to meet the requirements of the Land Conservation and Development Commission (LCDC) Statewide Planning Goal 1, Citizen Involvement.

The project design team has received input from the neighborhood association, resulting in review and approval of the project as submitted.

Goal 1.4 Community Involvement

Policy 1.4.1 - Notify citizens about community involvement opportunities when they occur.

Public notice for community involvement in the land use process, including requested adjustments has been issued.

Goal 2.1 Efficient Use of Land

Policy 2.1.1 - Create incentives for new development to use land more efficiently, such as by having minimum floor area ratios and maximums for parking and setbacks.

The proposed adjustment enables the proposed project to efficiently use the land. The proposed hotel site orientation allows for an efficient arrangement of building and parking.

Policy 2.1.3 - Encourage sub-area master planning for larger developments or parcels, including re-development, where it may be feasible to develop more mixed uses, or campus-style industrial parks, with shared parking and landscaping areas. Allow developments to vary from prescriptive standards if planned and approved under this provision.

The proposed project supports policy 2.1.3 by being designed and submitted under the Master Plans provisions of Section 17.65, with adjustments as provided by Section 17.65.070.

Goal 2.2 Downtown Oregon City

Develop the Downtown area, which includes the Historic Downtown Area, the “north end” of the Downtown, Clackamette Cove, and the End of the Oregon Trail area, as a quality place for shopping, living, working, cultural and recreational activities, and social interaction. Provide walkways for pedestrian and bicycle traffic, preserve views of Willamette Falls and the Willamette River, and preserve the natural amenities of the area.

The proposed adjustment enables the proposed hotel entrance to be connected by walkway and drive aisle to Washington Street and future development. The proposed development will provide shopping, living, working activities, and walkways for pedestrian traffic.

Policy 2.2.3 - Develop and promote a vision for the economic development and redevelopment of the Downtown area that solidifies the Oregon City Downtown Community Plan and Oregon City Waterfront Master Plan.

The proposed adjustment enables the proposed hotel project to be oriented to complement the End of the Oregon Trail, providing convenient access, while preserving views. The proposed development provides an example vision for redevelopment of the Downtown area within the flood plain, supporting tourism and The End of the Oregon Trail in accordance with the Oregon City Downtown Community Plan.

Policy 2.2.8 - Implement the Oregon City Downtown Community Plan and Oregon City Waterfront Master Plan with regulations and programs that support compatible and complementary mixed uses, including housing, hospitality services, restaurants, civic and institutional, offices, some types of industrial and retail uses in the Regional Center, all at a relatively concentrated density.

The proposed adjustment enables the proposed hotel project to be situated as a complementary housing and hospitality use to the End of the Oregon Trail, the historic Hackett House, and proposed mixed-use housing and retail in accordance with the Oregon City Downtown Community Plan.

Policy 2.2.9 - Improve connectivity for vehicles, bicycles, and pedestrians within the Oregon City Downtown community and waterfront master plan areas and improve links between residential areas and the community beyond.

The proposed adjustment enables the proposed hotel project to have vehicular bicycle, and pedestrian access to the front entry at an elevation above the flood elevation. The proposed development will include public street and onsite improvements designed to improve connectivity for vehicles, bicycles, and pedestrians.

Goal 5.3 Historic Resources

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

Policy 5.3.7 - Encourage property owners to preserve historic structures in a state as close to their original construction as possible while allowing the structure to be used in an economically viable manner.

The proposed adjustment enables the proposed hotel project to be situated to allow the continued preservation of the historic Hackett House. By orienting the hotel as proposed the historic Hackett House can remain in place as is, with an adjacent use that is economically complementary. Preservation of the Hackett House, while providing an economically viable development has been a major part of the proposed master plan.

Policy 5.3.8 - Preserve and accentuate historic resources as part of an urban environment that is being reshaped by new development projects.

The proposed adjustment enables the proposed hotel project to form a visual backdrop for the historic Hackett House, while complimenting the End of the Oregon Trail. The proposed hotel orientation accentuates both these historic resources, while providing needed redevelopment of the urban environment.

Goal 9.2 Cooperative Partnerships

Create and maintain cooperative partnerships with other public agencies and business groups interested in promoting economic development.

Policy 9.2.1 - Seek input from local businesses when making decisions that will have a significant economic impact on them.

The project as proposed, was reviewed by the Board of Directors of the Clackamas Heritage Partners, operators and stewards of the End of the Oregon Trail development, located directly across the street from the project site. The Board has provided a unanimous letter recommending approval. The proposed building heights, site orientation, and building design were discussed.

Goal 9.6 Tourism

Promote Oregon City as a destination for tourism.

Policy 9.6.2- Ensure land uses and transportation connections that support tourism as an important aspect of the City's economic development strategy. This could include connections to the End of the Oregon Trail Interpretive Center and the train depot.

The proposed adjustment enables the proposed hotel project to support tourism at the End of the Oregon Trail, providing lodging and transportation connections to Washington Street and the End of the Oregon Trail Interpretive Center and through the phase 2 site development to the train depot.

Policy 9.6.3 - Provide land uses in the Downtown Historic Area, 7th Street corridor, and the End of the Oregon Trail Interpretive Center that support tourism and visitor services.

The proposed adjustment enables the proposed hotel project, directly providing land uses supporting tourism and visitor services.

Policy 9.6.6 - Encourage private development of hotel, bed and breakfast, restaurant facilities and other visitor services.

The proposed adjustment enables the development of a hotel project, supporting policy 9.9.6 encouraging private hotel, bed and breakfast, restaurant facilities and other visitor services.

**TYPE III –Master Plan and Detailed Development Plan
SUPPLEMENTAL FINDINGS FOR ADDITIONAL ADJUSTMENTS
STAFF REPORT AND RECOMMENDATION**

September 1, 2017

FILE NUMBER: CP-17-0002: General Development (Concept) Plan
DP-17-0003: Detailed Development Plan for Phase 1
NR-17-0004: Natural Resource Overlay District Verification

APPLICANT: 1750 Blankenship Rd, Ste. 400
West Linn, OR 97068

OWNER: Hackett Hospitality Group, LLC
1419 W. Main Street
Battleground, WA 98604

REQUEST: The applicant has proposed two additional adjustments to the Development Approval Criteria which are explained in this report and recommendation. This report supplements the original staff report dated 08.07.2017.

Approval for General Development Plan for Abernethy Place, a mixed-use project including Hotel, Multi-Family, Retail/Commercial and Office Use to be constructed in two phases over 10-years as well as a Detailed Development Plan for Phase 1 which includes construction of a Hotel and parking lots.

LOCATION: 415 17th Street + no address on Washington Street
Clackamas Assessor Map 2-2E-29CA, Tax Lots 601, 900, 1000, 1100, 1200, 1300, 1301

REVIEWERS: Pete Walter, AICP, Planner

RECOMMENDATION: Approval with Conditions.

PROCESS: Type III Quasi-Judicial Public Hearing. Pursuant to OCMC 17.50. C. Type III decisions involve the greatest amount of discretion and evaluation of subjective approval standards, yet are not required to be heard by the city commission, except upon appeal. In the event that any decision is not classified, it shall be treated as a Type III decision. The process for these land use decisions is controlled by ORS 197.763. Notice of the application and the planning commission or the historic review board hearing is published and mailed to the applicant, recognized neighborhood association(s) and property owners within three hundred feet. Notice must be issued at least twenty days pre-hearing, and the staff report must be available at least seven days pre-hearing. At the evidentiary hearing held before the planning commission or the historic review board, all issues are addressed. The decision of the planning commission is appealable to the city commission, on the record. The city commission decision on appeal from the planning commission is the city's final decision and is appealable to LUBA within twenty-one days of when it becomes final.

17.65.070 Adjustments to Development Standards.

The applicant has requested two additional adjustment requests pursuant to this section. These include:

- Adjustment #5. Adjust the Minimum Wall Articulation in 17.62.055.H.2 to reduce the depth of required wall plane projections or recesses from 3 percent to 2.8 percent.
- Adjustment #6. Adjust the requirement in 17.62.055.D.3 to allow an enhanced façade and pedestrian entry facing Washington Street with a primary vehicular entry Porte Cochere on the side of the building for Phase 1.

Findings for approval of the additional requested adjustments are provided below.

Adjustment #5

Applicant's Response:

Code: 17.62.055.H.2 - Institutional and commercial building standards. Minimum Wall Articulation. Facades greater than one hundred feet in length, measured horizontally, shall incorporate wall plane projections or recesses having a depth of at least three percent of the length of the facade and extending at least twenty percent of the length of the facade. No uninterrupted length of any facade shall exceed one hundred horizontal feet.

Requested adjustment:

Adjust the Minimum Wall Articulation in 17.62.055.H.2 to reduce the depth of required wall plane projections or recesses from 3 percent to 2.8 percent for Floors 2 through 5 on the north and south facades.

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

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

Applicant's Response:

The stated purpose of 17.62.55 is:

Purpose. The primary objective of the regulations contained in this section is to provide a range of design choices that promote creative, functional, and cohesive development that is compatible with surrounding areas. Buildings approved through this process are intended to serve multiple tenants over the life of the building, and are not intended for a one-time occupant. The standards encourage people to spend time in the area, which also provides safety through informal surveillance. Finally, this section is intended to promote the design of an urban environment that is built to human scale by creating buildings and streets that are attractive to pedestrians, create a sense of enclosure, provide activity and interest at the intersection of the public and private spaces, while also accommodating vehicular movement.

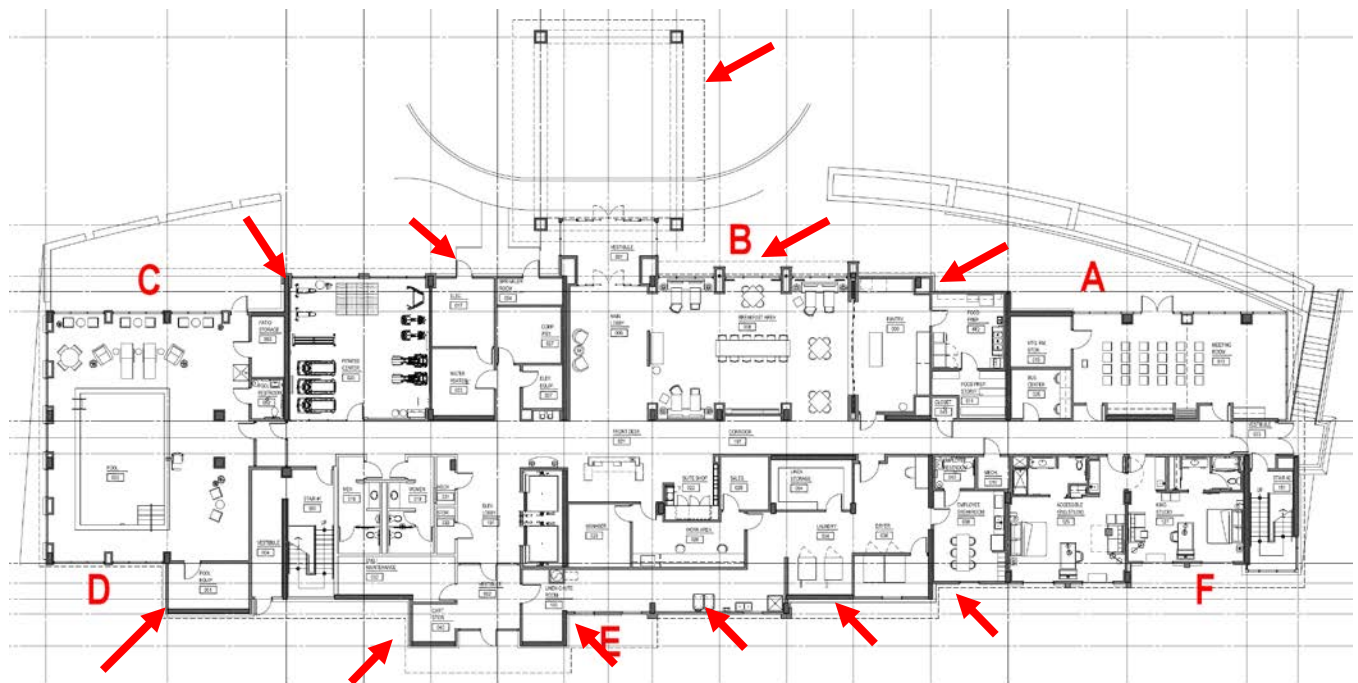
The North and South facades are both approximately 238 feet long. The east and west facades are less than 100 feet in length. The standard applies to the North and South facades and requires a projection or recess of 3% of 238 feet or 7.14' for a minimum length of 20% of the length of the façade, or 47.6 feet.

North Facade: At the lobby level, the large windows located at 'A' and 'C' are recessed approximately 7.23 feet back from the wall plane located at 'B' meeting the depth standard. The recessed wall at 'A' is approximately 55

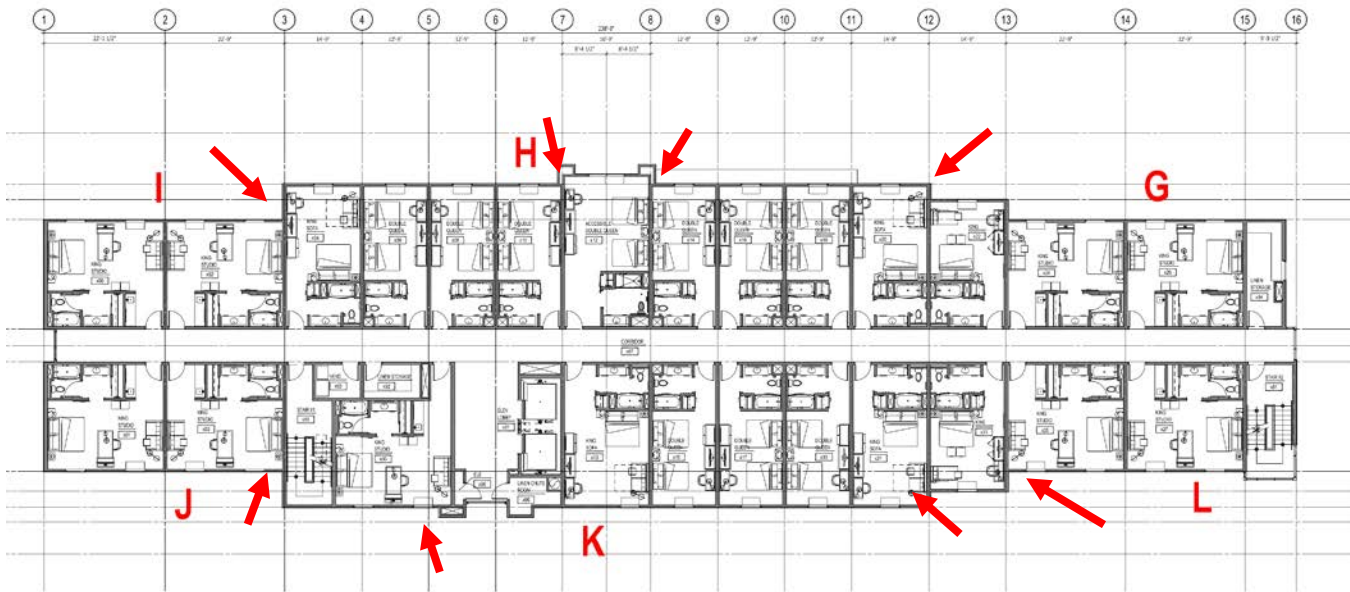
feet long, and 'C' is approximately 45 feet long. At the top of the building the face of the wall and parapet are recessed between 7.7 feet and 11.5 feet back from the face of the parapet at the center of the building, a distance of approximately 68 feet, which meets the standard. At floors 2 thru 5 the wall planes located at 'G' and 'I' are recessed approximately 6.8 feet back from the wall plane at 'H' [a recess of 2.8%] for a length of 56 feet and 45.5 feet respectively. Additional recesses also occur at several locations [see arrows], further adding to visual relief of the facade.

South Façade: At the ground level, the wall planes located at 'D' and 'F' are recessed approximately 9.5 feet back from the wall plane located at 'E', meeting the depth standard. The recessed wall at 'D' is approximately 23 feet long, and 'F' is approximately 33 feet for a total of approximately 56 feet, which meets the standard. At the top of the building the face of the wall and parapet are recessed between 7.7 feet and 11.5 feet back from the face of the parapet at the center of the building, a distance of approximately 68 feet, which meets the standard.

At floors 2 thru 5 the wall planes located at 'L' and 'J' are recessed approximately 6.8 feet back from the wall plane at 'K' [a recess of 2.8%] for a length of 56 feet and 45.5 feet respectively. Additional recesses also occur at several locations [see arrows], further adding to visual relief of the facade.



LOBBY FLOOR



FLOORS 2 thru 5

The proposed design provides building articulation at the parapet which exceeds the requirements of the code. This parapet articulation will be the most visible when the building is viewed either from a distance or from pedestrians in close proximity to the building. The proposed design also provides building articulation at the ground level which exceeds the requirements of the code. This ground level articulation will be most visible to pedestrians when they are in close proximity to the building. Finally the proposed design provides articulation at floors 2 through 5 which is within a few inches of complying with the standard. The articulation at floors 2 through 5 will be difficult for people viewing the building to perceive since it cannot be judged at either the ground level or at the parapet, and it is difficult to assess the depth of the articulation of these floors when viewed either from a distance or from close proximity to the building. Furthermore the design includes additional architectural features which, although they do not technically comply with the design standard, add depth and interest to floors 2 through 5.

Finding: Complies as proposed. In addition to the purpose of the MUD District, the purpose of the requirement is to allow for visual interest and provide visual relief by breaking up the massing of a large wall into smaller segments. As described by the applicant, the adjustment is proposed for floors 2 thru 5. The applicant has met the intent of the standard by providing more than the minimum length of the articulation and by offsetting the articulation. In addition, the proposed design includes a variety of building materials, windows, and landscaping which create the same overall effect of providing visual relief and deconstructing a large building into smaller segments. The applicant's description of the proposed adjustment #5 to reduce the depth of required wall plane projections or recesses from three percent to 2.8 percent, and further clarify that multiple projections or recesses have been added to achieve the required percentage overall on the various facades has adequately addressed the purposes of the MUD zone.

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

Applicant's Response:

The cumulative effect of the requested adjustments results in a project consistent with the overall purpose of the MUD zone. The adjustments enhance security, increase buildability, and promote project feasibility, allowing for a mixed use project including lodging and retail/service with residential uses on upper floors appropriate to the MUD zone per 17.34.010. As proposed the design provides an attractive, well-articulated, response to difficult site conditions including; shape of site, flood zone and; existing historic residence.

Finding: Complies as proposed. Staff finds that cumulative effect of the adjustments #5-6, as described in the applicant's responses, results in a project that is still consistent with the overall purpose of the zone.

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

Applicant's Response:

City designated goal 5 resources include the historic Hackett House, Abernethy Creek, and a wetland adjacent to the I-205 freeway . These resources are protected to the extent otherwise required by Title 17 in compliance with the following sections:

17.40 – Historic Overlay District. The Hackett House is a locally designated historic structure and landmark. The Historic Review Board reviewed and approved . The historic Hackett House will remain in its original site location without modification. Development of a hotel serving the needs of visitors to the End of the Oregon Trail Interpretive Center across the street supports economic development in the area. Redevelopment of underutilized property within the MUD zone relieves development pressure on existing open space, while protecting natural resources, conserving scenic and historic areas.

17.49 – Natural Resources Overlay District [NROD]: Abernethy Creek is located across 17th Street to the southwest of the project site. A wetland adjacent to I-205 is located across the railroad right-of-way to the northwest of the project site. The attached "NROD Boundary Verification Report" describes these resources and concurrence has been requested that no wetlands, waterways, or other protected features exist on the subject properties and that the NROD buffers do not project onto the subject properties.

Finding: Complies as proposed. Staff finds that proposal has adequately addressed the relevant City-designated Goal 5 resources for adjustment #5. Staff finds that an adjustment to the wall articulation will have no greater impact on these identified Goal 5 resources.

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

Applicant's Response:

At the lobby floor and parapet where the articulation will be most visible, the wall articulation standard is met or exceeded. At floors 2-5 the length of required articulation exceeds the minimum, while the recess is approximately 4" less than required. Additional articulation is provided at all floors providing cumulative façade articulation exceeding the requirements. Variation between articulation at lobby, roof, and upper floors adds additional variation, further mitigating façade articulation.

Finding: Complies as Proposed. The standard requires a projection or recess of 3% of 238 feet or 7.14' for a minimum length of 20% of the length of the façade, or 47.6 feet. This standard could met by providing a single recess of the required depth and length on all building walls. Instead, the applicant's proposal for floors 2 thru 5 the wall planes located at 'L' and 'J' are recessed approximately 6.8 feet back from the wall plane at 'K' [a recess of 2.8%] for a length of 56 feet and 45.5 feet respectively. Additional recesses also occur at several locations [see arrows], further adding to visual relief of the facade.

There are in total 7 changes in plane varying in length from 14' long to 52' long on floors 2 through 5. Therefore, while the depth of any single articulation does not meet the full 3% depth for 20% of the length in all cases, the cumulative effect of these additional articulations is provided at all floors. Furthermore, the applicant has proposed to exceed the minimum 30% transparency requirement on the North side façade at the pedestrian level with 42% transparency. Multiple building material texture changes consisting of wood texture, fiber cement panels, smooth plaster, and architectural metal have been proposed. Four rows of 18 windows per floor are proposed on floors 2 through 5 on both the North and South facades. Cumulatively, these design aspects adequately mitigate for the adjustment.

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

Applicant's Response:

There are no officially inventoried resources or resource values present on the subject property. Property is located within the Natural Resources Overlay District [NROD] per City maps. See Exhibit E, "NROD Boundary Verification Report" for background data and information supporting the following requested actions:

1. Concurrence that no wetlands, waterways, other protected features exist on the subject properties.
2. Concurrence that NROD buffers do not project onto the subject properties. In the case of Abernethy Creek, 17th Street constitutes a physical barrier. In the case of the wetland area to the North, the wetland buffers per table 17.49.110 fall about 150FT from the project.

Erosion and sediment control measures required by section 17.47, including an erosion control plan are provided. 17th Street separates Abernethy Creek from the project site and surface drainage from approximately the street centerline flows away from Abernethy Creek, further minimizing detrimental environmental impacts on the resource. The wetland adjacent to I-205 is on the opposite side and is separated from the project site by the existing railroad tracks. The railroad tracks are elevated above the wetland and form a physical barrier between the wetland and the project site.

Finding: Not applicable. The applicant has already addressed the relevant overlay districts that apply to the building and its location, however, staff finds that adjustment #5 has no effect on environmental resource values since these are architectural features located above the ground that do not impact the NROD or the floodplain.

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

Applicant's Response:

The proposed adjustment is consistent with the Oregon City Comprehensive Plan and ancillary documents by meeting the following comprehensive plan goals & supporting the following policies:

Goal 1.1 Citizen Involvement Program

Policy 1.1.1 - Utilize neighborhood associations as the vehicle for neighborhood-based input to meet the requirements of the Land Conservation and Development Commission (LCDC) Statewide Planning Goal 1, Citizen Involvement.

The project design team has received input from the neighborhood association, resulting in review and approval of the project as submitted.

Goal 1.4 Community Involvement

Policy 1.4.1 - Notify citizens about community involvement opportunities when they occur.

Public notice for community involvement in the land use process, including requested adjustments has been issued.

Policy 2.1.3 - Encourage sub-area master planning for larger developments or parcels, including re-development, where it may be feasible to develop more mixed uses, or campus-style industrial parks, with shared parking and landscaping areas. Allow developments to vary from prescriptive standards if planned and approved under this provision.

The proposed project supports policy 2.1.3 by being designed and submitted under the Master Plans provisions of Section 17.65, with adjustments as provided by Section 17.65.070.

Goal 2.2 Downtown Oregon City

Develop the Downtown area, which includes the Historic Downtown Area, the “north end” of the Downtown, Clackamette Cove, and the End of the Oregon Trail area, as a quality place for shopping, living, working, cultural and recreational activities, and social interaction. Provide walkways for pedestrian and bicycle traffic, preserve views of Willamette Falls and the Willamette River, and preserve the natural amenities of the area.

The proposed adjustment enables the proposed hotel entrance to be connected by walkway and drive aisle to Washington Street and future development. The proposed development will provide shopping, living, working activities, and walkways for pedestrian traffic.

Policy 2.2.3 - Develop and promote a vision for the economic development and redevelopment of the Downtown area that solidifies the Oregon City Downtown Community Plan and Oregon City Waterfront Master Plan.

The proposed adjustment enables the proposed hotel project to be oriented to complement the End of the Oregon Trail, providing convenient access, while preserving views. The proposed development provides an example vision for redevelopment of the Downtown area within the flood plain, supporting tourism and The End of the Oregon Trail in accordance with the Oregon City Downtown Community Plan.

Policy 2.2.8 - Implement the Oregon City Downtown Community Plan and Oregon City Waterfront Master Plan with regulations and programs that support compatible and complementary mixed uses, including housing, hospitality services, restaurants, civic and institutional, offices, some types of industrial and retail uses in the Regional Center, all at a relatively concentrated density.

The proposed adjustment enables the proposed hotel project to be situated as a complementary housing and hospitality use to the End of the Oregon Trail, the historic Hackett House, and proposed mixed-use housing and retail in accordance with the Oregon City Downtown Community Plan.

Policy 2.2.9 - Improve connectivity for vehicles, bicycles, and pedestrians within the Oregon City Downtown community and waterfront master plan areas and improve links between residential areas and the community beyond.

The proposed adjustment enables the proposed hotel project to have vehicular bicycle, and pedestrian access to the front entry at an elevation above the flood elevation. The proposed development will include public street and onsite improvements designed to improve connectivity for vehicles, bicycles, and pedestrians.

Goal 5.3 Historic Resources

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

Policy 5.3.7 - Encourage property owners to preserve historic structures in a state as close to their original construction as possible while allowing the structure to be used in an economically viable manner.

The proposed adjustment enables the proposed hotel project to be situated to allow the continued preservation of the historic Hackett House. By orienting the hotel as proposed the historic Hackett House can remain in place as is, with an adjacent use that is economically complementary. Preservation of the Hackett House, while providing an economically viable development has been a major part of the proposed master plan.

Policy 5.3.8 - Preserve and accentuate historic resources as part of an urban environment that is being reshaped by new development projects.

The proposed adjustment enables the proposed hotel project to form a visual backdrop for the historic Hackett House, while complimenting the End of the Oregon Trail. The proposed hotel orientation accentuates both these historic resources, while providing needed redevelopment of the urban environment.

Goal 9.2 Cooperative Partnerships

Create and maintain cooperative partnerships with other public agencies and business groups interested in promoting economic development.

Policy 9.2.1 - Seek input from local businesses when making decisions that will have a significant economic impact on them.

The project as proposed, was reviewed by the Board of Directors of the Clackamas Heritage Partners, operators and stewards of the End of the Oregon Trail development, located directly across the street from the project site. The Board has provided a unanimous letter recommending approval. The proposed building heights, site orientation, and building design were discussed.

Goal 9.6 Tourism

Promote Oregon City as a destination for tourism.

Policy 9.6.2- Ensure land uses and transportation connections that support tourism as an important aspect of the City's economic development strategy. This could include connections to the End of the Oregon Trail Interpretive Center and the train depot.

The proposed adjustment enables the proposed hotel project to support tourism at the End of the Oregon Trail, providing lodging and transportation connections to Washington Street and the End of the Oregon Trail Interpretive Center and through the phase 2 site development to the train depot.

Policy 9.6.3 - Provide land uses in the Downtown Historic Area, 7th Street corridor, and the End of the Oregon Trail Interpretive Center that support tourism and visitor services.

The proposed adjustment enables the proposed hotel project, directly providing land uses supporting tourism and visitor services.

Policy 9.6.6 - Encourage private development of hotel, bed and breakfast, restaurant facilities and other visitor services.

The proposed adjustment enables the development of a hotel project, supporting policy 9.9.6 encouraging private hotel, bed and breakfast, restaurant facilities and other visitor services.

Finding: Complies as proposed. The applicant has adequately addressed the applicable Comprehensive Plan Goals and Policies for Adjustment #5.

Adjustment #6

Code: 17.62.055.D - Relationship of Buildings to Streets and Parking

1. Buildings shall be placed no farther than five feet from the front property line. A larger front yard setback may be approved through site plan and design review if the setback area incorporates at least one element from the following list for every five feet of increased setback requested:

2. The front most architecturally significant facade shall be oriented toward the street and shall be accessed from a public sidewalk. Primary building entrances shall be clearly defined and recessed or framed by a sheltering element such as an awning, arcade or portico in order to provide shelter from the summer sun and winter weather.

3 -Entryways. The primary entranceway for each commercial or retail establishment shall face the major street. The entrance may be recessed behind the property line a maximum of five feet unless a larger setback is approved pursuant to Section 17.62.055.D.1 and shall be accessed from a public sidewalk. Primary building entrances shall be clearly defined, highly visible and recessed or framed by a sheltering element including at least four of the following elements, listed below.

Requested adjustment:

The hotel's most architecturally significant facade is the one facing Washington Street and the two main entranceways include the entranceway on that facade and the lobby entranceway at the Porte Cochere. However, the primary entranceway is the Porte Cochere and it will not face the major street, Washington Street, and it will be set back more than 5' from the major street. The applicant seeks an adjustment to the standard requiring that the primary entranceway to face the major street and allowing it to be set back more than 5' from the major street.

The project faces Washington Street and 17th Street. In comparison, Washington Street is the major street as shown in the table below :

Street	Washington	17 th
Classification	Minor Arterial	Local
Width	Wider	Narrower
Transit	Yes	No
Type	Through	Dead-End

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

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

Applicant's Response:

The stated purpose of 17.62.55 is:

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

promote the design of an urban environment that is built to human scale by creating buildings and streets that are attractive to pedestrians, create a sense of enclosure, provide activity and interest at the intersection of the public and private spaces, while also accommodating vehicular movement.

The proposed project is a hotel requiring passenger vehicle loading at the lobby entry with weather protection provided by a Porte Cochere. Washington Street is the major street, providing direct vehicular access to the Porte Cochere entry. Functionally, this is the primary hotel entry. The entry drive rises up from the street which is in the 100 year flood plain, to the Porte Cochere, which is located to provide at grade access to the lobby floor, above the flood elevation.

As designed the hotel provides a creative, functional, and cohesive development that is compatible with surrounding areas. The required vehicular loading and Porte Cochere function properly when setback sufficiently from the street to allowing gradual grade change, minimizing pedestrian / vehicle conflicts, and accommodating vehicular movement and stacking. The building orientation with long axis perpendicular to Washington Street provides a view corridor to the End of the Oregon Trail, compatible with that use.

The exterior patio outside the hotel meeting room encourages people to spend time in the area, while providing safety through informal surveillance. An additional building entry with exterior stairs connecting to the public sidewalk provides activity at the intersection of public and private spaces, while planters and a wall mural provide interest.

Finding: Complies with Condition. Proposed adjustment #6, as mitigated through the modifications that the applicant has made to the lobby floor plan and the entire Washington Street façade, meets the stated purpose of 17.62.55. As described in the applicant responses and as discussed in the original staff report regarding this standard, staff finds that applicant has adequately addressed the standard. Staff only recommends a condition to add additional pedestrian amenity features on the wall adjacent to the sidewalk. The overall effect of the Washington Street façade for the hotel will invite pedestrians to spend time in the area. Pedestrian activity in this area will depend not solely on this project but also will depend on the future infill and redevelopment of similarly zoned land on both sides of Washington Street. Obviously, hotels rely on a vehicle pick up and drop off area, since the majority of their customer drive or ride in vehicles. The application has proposed that the Porte Cochere which will serve as the main entry for this purpose, however, the proposed Washington Street entry will comply with the overall design intent of this zone to provide for a significant main entry for pedestrians on the Washington Street elevation. The primary entrance shall not be required to face the major street, Washington Street, and shall be recessed behind the property line approximately 145 feet. Pedestrian access to the primary entrance shall be by a sidewalk that connects to the public sidewalk. **It is reasonable, practicable, and likely that the applicant can meet this standard through the Conditions of Approval.**

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

Applicant's Response:

The cumulative effect of the requested adjustments results in a project consistent with the overall purpose of the MUD zone. The adjustments enhance security, increase buildability, and promote project feasibility, allowing for a mixed use project including lodging and retail/service with residential uses on upper floors appropriate to the MUD zone per 17.34.010. As proposed the design provides an attractive, well-articulated, response to difficult site conditions including; shape of site, flood zone and; existing historic residence.

Finding: Complies as proposed. Staff finds that cumulative effect of the adjustments #5-6, as described in the applicant's responses, results in a project that is still consistent with the overall purpose of the zone.

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

Applicant's Response:

City designated goal 5 resources include the historic Hackett House, Abernethy Creek, and a wetland adjacent to the I-205 freeway . These resources are protected to the extent otherwise required by Title 17 in compliance with the following sections:

17.40 – Historic Overlay District. The Hackett House is a locally designated historic structure and landmark. The Historic Review Board reviewed and approved . The historic Hackett House will remain in its original site location without modification. Development of a hotel serving the needs of visitors to the End of the Oregon Trail Interpretive Center across the street supports economic development in the area. Redevelopment of underutilized property within the MUD zone relieves development pressure on existing open space, while protecting natural resources, conserving scenic and historic areas.

17.49 – Natural Resources Overlay District [NROD]: Abernethy Creek is located across 17th Street to the southwest of the project site. A wetland adjacent to I-205 is located across the railroad right-of-way to the northwest of the project site. The attached "NROD Boundary Verification Report" describes these resources and concurrence has been requested that no wetlands, waterways, or other protected features exist on the subject properties and that the NROD buffers do not project onto the subject properties.

Finding: Complies as proposed. Staff finds that applicant's response has adequately addressed the relevant City-designated Goal 5 resources for adjustment #6. The location of the primary entranceway will not have any impact on these identified Goal 5 resources.

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

Applicant's Response:

The main Porte Cochere entry is a highly visible, clearly defined, prominent feature. An second pedestrian entry directly facing Washington Street, has been provided to provide additional pedestrian access to the street. This entry has been enhanced with detailing to increase visibility, providing a second sheltered, recessed entry.

Wall mounted artwork compatible with the End of the Oregon Trail is proposed along the sidewalk, providing additional pedestrian level interest. The artwork is planned to be themed to complement the End of the Oregon Trail across Washington Street. Artwork to be approved by the Community Development Director without additional review by the Planning Commission.

If located within five feet of the property line the primary entry would not be able to accommodate a Porte Cochere and would either require a building entry below the flood elevation which is not allowed by the building codes, or an entry to the lobby accessible only by stairs, elevator, or long ramps which is either not practical, and/or not allowed by the Americans With Disabilities Act.

If the primary building entry is recessed from the primary street, Washington Street, sufficiently to allow the Porte Cochere to be located between the sidewalk and the building entry, the vehicular circulation will conflict with the pedestrian circulation on the sidewalk, and the stated purpose of promoting an urban environment including "streets that are attractive to pedestrians".

The adjustment will reduce impacts by providing a creative, functional development built to human scale, with buildings and streets that are attractive to pedestrians, providing activity and interest at the intersection of the public and private spaces, while also accommodating vehicular movement that would not be possible if designed in strict compliance with the code.

Finding: Complies as proposed. Staff finds that applicant has adequately mitigated the impact of adjustment #6 through the features described.

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

Applicant's Response:

There are no officially inventoried resources or resource values present on the subject property. Property is located within the Natural Resources Overlay District [NROD] per City maps. See Exhibit E, "NROD Boundary Verification Report" for background data and information supporting the following requested actions:

1. Concurrence that no wetlands, waterways, other protected features exist on the subject properties.
2. Concurrence that NROD buffers do not project onto the subject properties. In the case of Abernethy Creek, 17th Street constitutes a physical barrier. In the case of the wetland area to the North, the wetland buffers per table 17.49.110 fall about 150FT from the project.

Erosion and sediment control measures required by section 17.47, including an erosion control plan are provided. 17th Street separates Abernethy Creek from the project site and surface drainage from approximately the street centerline flows away from Abernethy Creek, further minimizing detrimental environmental impacts on the resource. The wetland adjacent to I-205 is on the opposite side and is separated from the project site by the existing railroad tracks. The railroad tracks are elevated above the wetland and form a physical barrier between the wetland and the project site.

Finding: Complies with conditions. Staff finds that adjustment #6 has been adequately addressed through the verification of the NROD in compliance with OCMC 17.49. As the applicant has discussed, erosion control measures required by Chapter 17.49 and the floodplain overlay district requirements of OCMC Chapter 17.42 will be imposed to fully protect water resources and assure development will meet floodplain construction and development standards. **It is reasonable, practicable and likely that the applicant can meet this standard through the Conditions of Approval.**

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

Applicant's Response:

The proposed adjustment is consistent with the Oregon City Comprehensive Plan and ancillary documents by meeting the following comprehensive plan goals & supporting the following policies:

Goal 1.1 Citizen Involvement Program

Policy 1.1.1 - Utilize neighborhood associations as the vehicle for neighborhood-based input to meet the requirements of the Land Conservation and Development Commission (LCDC) Statewide Planning Goal 1, Citizen Involvement.

The project design team has received input from the neighborhood association, resulting in review and approval of the project as submitted.

Goal 1.4 Community Involvement

Policy 1.4.1 - Notify citizens about community involvement opportunities when they occur.

Public notice for community involvement in the land use process, including requested adjustments has been issued.

Goal 2.1 Efficient Use of Land

Policy 2.1.1 - Create incentives for new development to use land more efficiently, such as by having minimum floor area ratios and maximums for parking and setbacks.

The proposed adjustment enables the proposed project efficiently use the land. The proposed hotel site orientation allows for an efficient arrangement of building and parking.

Policy 2.1.3 - Encourage sub-area master planning for larger developments or parcels, including re-development, where it may be feasible to develop more mixed uses, or campus-style industrial parks, with shared parking and landscaping areas. Allow developments to vary from prescriptive standards if planned and approved under this provision.

The proposed project supports policy 2.1.3 by being designed and submitted under the Master Plans provisions of Section 17.65, with adjustments as provided by Section 17.65.070.

Goal 2.2 Downtown Oregon City

Develop the Downtown area, which includes the Historic Downtown Area, the “north end” of the Downtown, Clackamette Cove, and the End of the Oregon Trail area, as a quality place for shopping, living, working, cultural and recreational activities, and social interaction. Provide walkways for pedestrian and bicycle traffic, preserve views of Willamette Falls and the Willamette River, and preserve the natural amenities of the area.

To the extent the proposed adjustments enable the proposed project to be realized, the proposed development will provide shopping, living, working activities, and walkways for pedestrian traffic.

Policy 2.2.3 - Develop and promote a vision for the economic development and redevelopment of the Downtown area that solidifies the Oregon City Downtown Community Plan and Oregon City Waterfront Master Plan.

To the extent the proposed adjustments enable the proposed project to be realized, the proposed development provides an example vision for redevelopment of the Downtown area within the flood plain, supporting tourism and The End of the Oregon Trail in accordance with the Oregon City Downtown Community Plan.

Policy 2.2.8 - Implement the Oregon City Downtown Community Plan and Oregon City Waterfront Master Plan with regulations and programs that support compatible and complementary mixed uses, including housing, hospitality services, restaurants, civic and institutional, offices, some types of industrial and retail uses in the Regional Center, all at a relatively concentrated density.

To the extent the proposed adjustments enable the proposed project to be realized, the proposed development provides compatible and complementary mixed uses, including housing and hospitality in accordance with the Oregon City Downtown Community Plan.

Policy 2.2.9 - Improve connectivity for vehicles, bicycles, and pedestrians within the Oregon City Downtown community and waterfront master plan areas and improve links between residential areas and the community beyond.

To the extent the proposed adjustments enable the proposed project to be realized, the proposed development will include public street and onsite improvements designed to improve connectivity for vehicles, bicycles, and pedestrians.

Goal 5.3 Historic Resources

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

Policy 5.3.7 - Encourage property owners to preserve historic structures in a state as close to their original construction as possible while allowing the structure to be used in an economically viable manner.

The proposed adjustment enables the proposed hotel project to be situated to allow the continued preservation of the historic Hackett House. By orienting the hotel as proposed the historic Hackett House can remain in place as is, with an adjacent use that is economically complementary. Preservation of the Hackett House, while providing an economically viable development has been a major part of the proposed master plan.

Policy 5.3.8 - Preserve and accentuate historic resources as part of an urban environment that is being reshaped by new development projects.

The proposed adjustment enables the proposed hotel project to form a visual backdrop for the historic Hackett House, while complimenting the End of the Oregon Trail. The proposed hotel orientation accentuates both these historic resources, while providing needed redevelopment of the urban environment.

Goal 9.2 Cooperative Partnerships

Create and maintain cooperative partnerships with other public agencies and business groups interested in promoting economic development.

Policy 9.2.1 - Seek input from local businesses when making decisions that will have a significant economic impact on them.

The project as proposed, was reviewed by the Board of Directors of the Clackamas Heritage Partners, operators and stewards of the End of the Oregon Trail development, located directly across the street from the project site. The Board has provided a unanimous letter recommending approval. The proposed building heights, site orientation, and building design were discussed.

Goal 9.6 Tourism

Promote Oregon City as a destination for tourism.

Policy 9.6.2- Ensure land uses and transportation connections that support tourism as an important aspect of the City's economic development strategy. This could include connections to the End of the Oregon Trail Interpretive Center and the train depot.

The proposed adjustment enables the proposed hotel project to support tourism at the End of the Oregon Trail, providing lodging and transportation connections to Washington Street and the End of the Oregon Trail Interpretive Center and through the phase 2 site development to the train depot.

Policy 9.6.3 - Provide land uses in the Downtown Historic Area, 7th Street corridor, and the End of the Oregon Trail Interpretive Center that support tourism and visitor services.

The proposed adjustment enables the proposed hotel project to support tourism at the End of the Oregon Trail, providing lodging and transportation connections to Washington Street and the End of the Oregon Trail Interpretive Center and through the phase 2 site development to the train depot.

Policy 9.6.6 - Encourage private development of hotel, bed and breakfast, restaurant facilities and other visitor services.

The proposed adjustment enables the development of a hotel project, supporting policy 9.9.6 encouraging private hotel, bed and breakfast, restaurant facilities and other visitor services.

Finding: Complies as proposed. The applicant has adequately addressed the applicable Comprehensive Plan Goals and Policies for Adjustment #6.

APPLICANT'S REQUESTS FOR REVISIONS TO THE RECOMMENDED CONDITIONS OF APPROVAL

Planning Files: CP-17-0002, DP-17-0003, NR-17-0004

(P) = Verify that condition of approval has been met with the Planning Division.

(DS) = Verify that condition of approval has been met with the Development Services Division.

(B) = Verify that condition of approval has been met with the Building Division.

(F) = Verify that condition of approval has been met with Clackamas Fire Department.

The applicant shall include the following information with submittal of a public improvement and/or grading permit associated with the proposed development. The information shall be approved prior to issuance.

1. Existing service connection to the 48-inch sewer pipe on site shall be usable and meet the minimum inside diameter requirement of 6" for serving commercial buildings. Any new connection to the Tri-City Service District (TCSD) main will require permission from TCSD with all approved permits provided to the City. (DS)
2. Extension of the 8-inch sanitary sewer main within Washington Street, to and through the site frontage will be required. (DS)
3. The applicant shall confirm that no buildings have sewer service running within the subject site. If other buildings have a sewer service running through the subject site, the applicant shall provide a new service line from the required 8-inch sanitary sewer main extension within its frontage. (DS)
4. The existing 6-inch water main in 17TH Street shall be upsized to the City's standard 8-inch diameter ductile iron water main. A fee-in-lieu of construction of the new 8-inch water main will be considered if upsizing of 6-inch pipe is shown to not be feasible. An adequate easement shall be provided for the water main along the frontage of 17th Street. (DS)
5. Overhead utilities along the site frontage shall be relocated underground. (DS)
6. The applicant will need to submit a photometric plan with the construction plan submittal to facilitate design of the streetlights by PGE. Streetlights shall be decorative and match the style of existing decorative streetlights found along Washington Street. (DS)
7. The applicant shall perform all cuts and restoration to pavement within the right-of-way in accordance with the City's Pavement Cut Standards. (DS)
8. All development shall be in conformance with the policies and design standards established by the Oregon City Municipal Code and with applicable standards in the city's public facility master plans and city design standards and specifications. (DS)
9. The applicant shall dedicate sufficient right-of-way (ROW) to provide, at minimum, a ROW width 43 feet north of the centerline for Washington Street. Improvements required north of the centerline along the frontage of Washington Street are: a 6-foot-wide half center lane, a 12-foot-wide travel lane, a 6-foot-wide bike lane, 8-foot-wide on-street parking, 0.5-wide curb, 4-foot-wide furnishing zone/planter strip, 6-foot-wide sidewalk and 0.5-foot public access. (DS)
10. 17th Street shall have a 24-foot wide street section, as can be accommodated without extending street pavement towards Abernethy Creek. The improvements required along 17th Street are 0.5-wide curb with gutter, 5-foot-wide curb-tight sidewalk and 0.5-foot public access. Portions of the sidewalk will be allowed to meander around the existing tree but shall be provided a public sidewalk easement. (DS)
11. The project shall meet water quality standards of Oregon City Stormwater and Grading Design Standards but is not required to meet flow control standards. (DS)

12. Applicant shall submit engineering calculation of cut and fill for the development for review and approval based on criteria outlined in Section 17.42.160.D of Oregon City Municipal Code. (DS)
13. Regarding construction standards within flood management areas, applicant shall adhere to Section 17.42.160.E of Oregon City Municipal Code. (DS)
14. Applicant shall obtain Erosion Control permit from the City and a 1200-C permit from Oregon Department of Environmental Services prior to commencing construction activities. (DS)
15. The applicant shall submit an engineered grading plan and geotechnical report for review and approval prior to approval of public improvement plans.(DS)
16. The applicant shall provide a memo or exhibit to demonstrate exemption from OCMC chapter 17.44, for excavation or fill within the Geologic Hazard overlay zone. However, should the applicant propose any work which is not exempt, requiring excavation or fill which is more than two feet in depth, or which involves more than twenty-five cubic yards of volume within the Geologic Hazard overlay Zone the project will be subject to Geologic Hazard review as outlined in OCMC Chapter 17.44. (DS)
17. The applicant shall construct Washington Street along the site frontage including a center turn lane to provide for left turns into the site. Applicant shall provide additional traffic engineering analysis relating to the location of the site access that shows the location of proposed access will not interfere with queuing or traffic operations at adjacent traffic signals through the TSP planning horizon. (DS)
18. With the exception of recommendations that conflict with Oregon City emergency egress requirements, the applicant shall comply with the Oregon Department of Transportation's comments and recommendations in the memorandum provided on July 14, 2017. (P)
19. The applicant shall submit documentation demonstrating compliance with one or more of the options for Tree Removal and Mitigation in Chapter 17.41. Compliance with these standards shall be demonstrated in a tree mitigation plan report prepared by a certified arborist, horticulturalist or forester or other environmental professional with experience and academic credentials in forestry or arboriculture. The project arborist preparing the tree mitigation plan shall coordinate with the project landscape architect to ensure that any trees to be preserved are indicated on the revised landscaping plans for the site and that all protective measures are properly installed pursuant to OCMC 17.41.130 - Regulated tree protection procedures during construction. The applicant shall provide a revised arborist report indicating recommendations for tree protection procedures during construction or as a minimum show compliance with protective measures in OCMC 17.41.130 B(1-9). (P)
20. The applicant shall provide a clear schedule for timing of all public improvements related to mitigation thresholds, including transportation, sewer, water, stormwater facilities for approval by the Public Works Department prior to issuance of a grading or construction permit for public improvements.(DS)

The applicant shall include the following information prior to issuance of the grading permit associated with the proposed development.

21. The applicant shall coordinate with the Confederated Tribes of the Grande Ronde as needed to confirm the measures that will be taken to address the Tribes concerns regarding disturbance of possible archaeological sites.(P)

The applicant shall include the following information with submittal of a Building Permit associated with the proposed development. The information shall be approved prior to issuance.

22. For any multi-family building which would be subject to OCM 17.52.057 multi-family design standards, when the Detailed Development Plan for Phase II of the development is proposed the applicant shall provide additional mitigation for adjustment #4 (window design) such as increased minimum transparency, trim details, higher quality materials, greater articulation or modulation, or landscaping. (P)
23. The applicant shall provide revised plans that include signs at the north main entrance to the hotel that indicate the location of the covered bicycle parking at the south entrance. (P)
24. The applicant shall comply with conditions of the Historic Review Board approval for file HR-17-002. (P)
25. The applicant shall demonstrate compliance with the minimum of 10% landscaping for phase 1 on all revised landscaping plans. The applicant shall provide landscaping percentage calculations for the parking lot interior and all other landscaped areas on the site prior to issuance of a building permit. (P)
26. The applicant shall provide a revised landscaping plan indicating that within three years the landscaping will cover one hundred percent of the Landscaped areas including landscaping within the parking lot, and that no mulch, bark chips, or similar materials shall be allowed at the time of landscape installation except under the canopy of shrubs and within two feet of the base of trees. (P)
27. The applicant shall provide a revised landscaping plan in conformance with OCMC 17.52.060.B with an evergreen hedge or shrubs at the parking lot entryway on 17th Street. (P)
28. The applicant shall provide revised plans that indicate the use of a change in textural material or height of the pedestrian accessway within the parking lot drive aisle adjacent to the hotel to alert the driver of the pedestrian crossing area. (P)
29. The applicant's photometric engineer shall provide revised lighting plans in compliance with OCMC 17.62.065.D.2., which indicate the use of full-cut-off style lighting fixtures or approved alternatives. The revised lighting plans shall include the min./max. Foot-candle ratio required to be shown in Table 1-17.62.065. (P)
30. No lighting pole taller than 20 feet shall be permitted for Phase 2 without an adjustment through the Type III Master Plan or a Variance.(P)
31. The applicant shall provide revised landscaping plans to show a seven-foot sidewalk with shade trees spaced a maximum of thirty-five feet apart in three-foot by five-foot tree wells at the sidewalk between the Hackett House and the adjacent parking lot. (P)
32. The applicant shall provide revised landscaping plans that add a tree at the landscape island between the trash enclosure and the adjacent parking space at the rear of the hotel. (P)
33. Street trees will be selected from the Oregon City Street Tree List or otherwise approved as appropriate for use along the street frontages. Street trees along Washington Street will be in tree wells, trees along 17th Street will be planted behind the curb tight sidewalk. (P)
34. If street trees are planted within an easement along 17th Street the applicant shall provide a protective covenant that allows the city to enforce the public street tree requirements in this area. (P)
35. The applicant shall submit adequate documentation to the Building Official to demonstrate compliance with the Flood Management Overlay District in OCMC 17.42.110, 17.42.160, and 17.42.190. (P)
36. The applicant shall submit a revised Traffic Impact Study when the Detailed Development Plan for Phase II of the development is proposed. (P)

37. Except as outlined below, any fence proposal for the property shall comply with the applicable provisions of OCMC 17.54.100 – Fences and OCMC 17.62.050.A.21 Building Materials and shall be reviewed through a Type I or Type II Site Plan Review process, as applicable. The applicant is permitted a combined fence/retaining wall height of 15 feet. The applicant is permitted to install an eight foot tall fence consistent with ODOT standards along the railroad ROW (P)
38. Adjustment #1 to building height for Phase 1 is approved.
39. Adjustment #5 to building height for Phase 2 is approved.
40. Adjustment #6 to Section 17.62.055.H.2 – Minimum Wall Articulation, is approved. This adjustment applies to Phase 1.
41. Adjustment #7 to Section 17.62.055.D.3 – Relationship of Buildings to Streets and Parking, is approved. This adjustment applies to Phase 1.

The applicant shall submit the information confirming the following prior to issuance of a Building Permit associated with the proposed development.

42. The applicant shall have completed any Lot Line Abandonments or Adjustments necessary to comply with applicable building code requirements pursuant to OCMC 16.20 – Property Line Adjustments and Abandonment Process and Standards. (P)

The applicant shall include the following information prior to issuance of an occupancy permit associated with the proposed development. The information shall be approved prior to issuance.

43. The applicant shall participate in the funding of improvements for the I-205/OR-99E ramp terminal projects (TSP Projects D75 and D76) in proportion to the development's traffic volumes as a percentage of total year 2035 intersection volumes from the TSP. Based on this methodology, the developer is responsible for 0.42% of the \$3 million cost for Project D75 and for 0.49% of the project cost for Project D76, resulting in a contribution from the applicant of \$12,600 + \$14,700 prorated between Phase 1 and Phase 2 based on projected traffic impact. (DS)
44. The applicant shall participate in the funding of improvements for the Main Street/14th Street improvements (TSP Projects D7 and D8) in proportion to the development's traffic volume as a percentage of the predicted 2035 traffic volume at the intersection calculated in the TSP. Based on the applicant's predicted site traffic, the applicant's responsibility is 1.66% of the project's cost. The higher cost option in the TSP is listed at \$670,000, resulting in a contribution from the applicant of \$11,122. Prorated between Phase 1 and Phase 2 based on projected traffic impact (DS).
45. The Applicant shall install Artwork related to the end of the Oregon Trail with a minimum of eight square feet in surface area at the stone wall adjacent to the sidewalk at the landing for the building entrance facing Washington Street.(P)
46. The Applicant shall provide a public cross-access easement between the parcels to ensure pedestrian and vehicle access is maintained. The easement shall provide mutual access between all of the properties onsite as well as with the adjacent train station.(P)
47. The duration of approval of this General Development Plan is five years unless amended prior to expiration. (P)

48. Per OCMC 17.41, if tree mitigation option #1 is chosen, the applicant shall recorded a protective covenant for all trees to be preserved and planted on-site prior to issuance of a certificate of occupancy for phase 1 or 2.(P)

From: [Laura Terway](#)
To: [Pete Walter](#)
Subject: FW: Hotel project
Date: Thursday, August 17, 2017 1:49:09 PM

From: Denyse MCGRUFF [mailto:guttmcg@msn.com]
Sent: Wednesday, August 16, 2017 1:42 AM
To: Laura Terway
Subject: FW: Hotel project

FYI

Sent from [Mail](#) for Windows 10

From: [Mark J. Matheson](#)
Sent: Tuesday, August 15, 2017 4:58 PM
To: [Jim Nicita](#); [Gary Avery](#); [Miranda Sierra](#); [John Williams](#); [Tom O'Brien](#); [Gordon Wilson](#); [Mike Simon](#); [Al Snell](#); [Debbie Kasnias](#); [Ed Lindquist](#); [Denyse McGriff](#)
Subject: Hotel project

I spent a little time on verifying the "no room at the Inn" as the justification for building the hotel. Well that was a lie and was promoted by the Director for the downtown business alliance, and others.

Best Western and Holiday Express are only 80% occupied for 2 and sometimes 3 months out of the year. December and January are dead, so the taxes they tout being collected is not backed by any financial certification. On average, they are only 70 to 73 percent of the rooms are occupied, not 100, and the Director should be immediately for providing a false narrative.

Hotel Stats says hotel industry is on a downward trend. Hillton Express dropped 5 points this year (hotel language). Steve, the regional director for Hilton says that new hotels need to open before summer... and unless the project is a home run, he wouldn't recommend building a hotel... the last hotel downturn was in 2008 and the smart guys are telling Steve that they're due to start another dip in the industry. Which seems to be happening now.

This project is scheduled to break ground this fall, they have their construction drawings done, and they already submitted public improvements plans to the City. The pace Fowler is getting his approvals is suspicious and possibly unlawfull. I believe that a letter should be written on the behalf community and sent to the Planing Commission.

Mark

Sent from my BlackBerry 10 smartphone on the Verizon Wireless 4G LTE network.

From: [Laura Terway](#)
To: [Pete Walter](#)
Subject: FW: Hotel project
Date: Thursday, August 17, 2017 1:49:19 PM

From: Denyse MCGRUFF [mailto:guttmcg@msn.com]
Sent: Wednesday, August 16, 2017 8:10 AM
To: Laura Terway
Subject: FW: Hotel project

More

Sent from [Mail](#) for Windows 10

From: [Mark J. Matheson](#)
Sent: Wednesday, August 16, 2017 6:29 AM
To: [Jim Nicita](#); [Gary Avery](#); [Miranda Sierra](#); [John Williams](#); [Tom O'Brien](#); [Gordon Wilson](#); [Mike Simon](#); [Al Snell](#); [Debbie Kasnias](#); [Ed Lindquist](#); [Denyse MCGRUFF](#)
Subject: Re: Hotel project

I noticed that I forgot to add the word "fired". The Director of the downtown business alliance should be immediately fired for testifying at the planning commission that the local hotels are 100% full and its why they support the hotel being built. The feasibility study they used is suspicious.

On 2017-08-15 16:58, Mark J. Matheson wrote:

I spent a little time on verifying the "no room at the Inn" as the justification for building the hotel. Well that was a lie and was promoted by the Director for the downtown business alliance, and others.

Best Western and Holiday Express are only 80% occupied for 2 and sometimes 3 months out of the year. December and January are dead, so the taxes they tout being collected is not backed by any financial certification. On average, they are only 70 to 73 percent of the rooms are occupied, not 100, and the Director should be immediately for providing a false narrative.

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Mark

Sent from my BlackBerry 10 smartphone on the Verizon Wireless 4G LTE network.

From: [Laura Terway](#)
To: [Pete Walter](#)
Subject: FW: Re: Oregon City Planning Commission August 28, 2017 Cancelled
Date: Sunday, August 20, 2017 8:43:01 PM
Attachments: [image001.png](#)

Pete,
Please add the attached to the record.

From: Denyse MCGRUFF [mailto:guttmcg@msn.com]
Sent: Saturday, August 19, 2017 9:54 AM
To: Laura Terway <lterway@orccity.org>
Subject: FW: Re: Oregon City Planning Commission August 28, 2017 Cancelled

Moore...

Sent from [Mail](#) for Windows 10

From: [Mark J. Matheson](#)
Sent: Saturday, August 19, 2017 7:41 AM
To: [Denyse McGriff](#)
Subject: Fwd: Re: Oregon City Planning Commission August 28, 2017 Cancelled

Good morning, I forgot to add you to the list..

I can't emphasize the need to have open discussions.

Regards,

Mark

----- Original Message -----

Subject: Re: Oregon City Planning Commission August 28, 2017 Cancelled
Date: 2017-08-18 11:45
From: "Mark J. Matheson" <mark.matheson@drteamsint.com>
To: Laura Terway <lterway@orccity.org>
Cc: Pete Walter <pwalter@orccity.org>, Miranda Sierra <sierra318@gmail.com>, Gary Avery <gavery@gavery.net>, Gordon Wilson <gordon@gkwphoto.com>, guttmcg@msn.com

Thank you for the reply

Isn't the Hotel open for public comments? That took 90% of the agenda at the last meeting, and a pivot point to ask the public for more comments.

Just saying its a good opportunity for more public input.

Mark

On 2017-08-18 11:37, Laura Terway wrote:

Morning,

The meeting is cancelled because there are no items scheduled for the agenda. The next few months of hearings will be quite busy though.

Laura Terway, AICP, Community Development Director
City of Oregon City
503.496.1553

From: Mark J. Matheson [<mailto:mark.matheson@drteamsint.com>]
Sent: Friday, August 18, 2017 11:28 AM
To: Pete Walter; Laura Terway
Cc: Miranda Sierra; Gary Avery; Gordon Wilson; guttmcg@msn.com
Subject: Re: Oregon City Planning Commission August 28, 2017 Cancelled

Pete,

What is the reason for the cancellation.

On 2017-08-18 11:13, Pete Walter wrote:

Good afternoon,

The August 28, 2017 meeting of the [Oregon City Planning Commission](#) is cancelled.

All Oregon City Board and Commission agendas, packets, minutes and videos are available on line at <https://oregon-city.legistar.com/Calendar.aspx>

Planning Commission regular meetings are held on the second and fourth Monday of each month unless cancelled.

Please forward and post as required.



Pete Walter, AICP, Planner
pwalter@orc.org
Community Development Department
Planning Division
221 Molalla Avenue, Ste. 200
Oregon City, Oregon 97045
503-496-1568 Direct
503-722-3789 Front Desk
503-722-3880 Fax
Website: www.orcity.org



New Hours(Sept 2): 8:30 AM – 3:30 PM, M-F

Need Zoning and other Tax Lot Information? - [Generate a Property Report](#)

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Please consider the environment before printing

PUBLIC RECORDS LAW DISCLOSURE: This e-mail is subject to the State Retention Schedule and may be made available to the public.

From: [James Nicita](#)
To: [Pete Walter](#)
Subject: Follow up to comments submitted at August 14th Planning Commission hearing on CP 17-02, DP 17-03, and NR 17- 04
Date: Thursday, August 17, 2017 12:48:43 PM
Attachments: [Goal 1_2016045.pdf](#)
[CRW1.pdf](#)

Hi Pete,

I write with some follow-up to the written comments I submitted into the record at the Planning Commission hearing this past Monday, August 14th on the above-referenced file.

The comments concerned my request that “the acknowledged Oregon City Goal 5 inventory and resource list, as well as the acknowledgment order by the Land Conservation & Development Commission and/or the Department of Land Conservation and Development, into the record of this file, with sufficient time for review by all parties, particularly as it applies to Abernethy Creek, Clackamette Cove, into which the storm water of this development will be discharged, the Clackamas River, and the Willamette River at its confluence with both Abernethy Creek and the Clackamas River.”

After reviewing LUBA’s opinion in case no. 2016-045, pertinent excerpts of which are attached, I would like to refine my request of August 14th. First, LUBA “assumed without deciding” that Oregon City Comprehensive Plan (OCCP) Goal 1.4 applies to a request such as this. Therefore, I would like to raise OCCP Goal 1.4 as additional authority in support of my request.

Second, LUBA found in its opinion that my request in that case was insufficiently specific. In this case, I think my specific reference to the case file satisfies LUBA’s concerns. Similarly, I believe my limited request for the Goal 5 inventory and resource list as it pertains to the above-referenced water bodies is sufficiently specific – it does not request Goal 5 information for the whole city.

However, as to timing, I would like to refine the request to specify that the request should be fulfilled no later than the issuance of the staff report for the continued hearing on this file, so that both the applicant and citizens commenting on the application can have adequate time to review the material and apply the information to applicable approval criteria in their public comments.

Finally, I would like to submit the attached July 23, 2015 letter from Clackamas River Water regarding temperature issues leading to fish kills at the mouth of the Clackamas River, a short distance away from Clackamette Cove, into which the applicant in this matter proposes to discharge waste storm water from the development at issue.

I respectfully request that this email and its attachment be placed into the record of this file.

Thanks, Pete.

James Nicita

Oregon City

Clackamas River Water

P.O. Box 2439
Clackamas, Oregon 97015-2439

(503) 722-9220
Fax (503) 656-7086

16770 SE 82nd Drive, Clackamas
customerservice@crwwater.com



To: Board of Commissioners of Clackamas County

From: Clackamas River Water

Date: July 23, 2015

Re: Water Use on the Clackamas River

On July 21, 2015 Clackamas River Water received a memorandum, *Re: Water Use on the Clackamas* written by Ernest Hayes of Clackamas County Administration. The policy question proposed was "Is the Clackamas River impacted by water shortage?" The memo ultimately concluded that, "After receiving feedback from several of the managers of local water districts, including Clackamas River Water Providers, there does not seem to be a present risk of a water shortage on the lower Clackamas River. Further, should a shortage occur, human consumption would not be limited until truly dire circumstances were met. There is no fear of this transpiring in the foreseeable future. "Clackamas River Water disagrees with Mr. Hayes' conclusion.

The state of Oregon is facing its worst drought in decades. Governor Brown has declared drought emergencies in 23 of 36 counties. Although Clackamas County eluded a drought declaration to date, it is not immune to the environmental pressures exerted upon it by low snowpack and hot, dry days. The Clackamas River, a vital resource for Clackamas County's urban centers, serves as a source of high quality drinking water for over 200,000 people and is no exception.

It is true that despite record low snowpack on Mt. Hood in the Upper Clackamas River Basin, the precipitation rate remained stable. Precipitation fell as rain, rather than snow. This is due to above average temperatures in the region. The elevation of the Upper Clackamas Basin is located near the current mid-winter snowline, as a result even minor deviations toward greater than normal temperatures can limit snow accumulation. While the Clackamas River is influenced by groundwater from large aquifers in the Upper Clackamas River Basin, the River will likely experience greater loss of streamflow and continued strain is put on the aquifer system. Trends toward warmer winters with more rain than snowpack will result in low flows on the River occurring earlier and increased stream temperatures. 2015 may very well be a preview of years to come.

Abnormally warm temperatures and record low snowpack in the Clackamas River Basin should be of great concern to water providers as the dense network of streams in the Upper Basin are strongly influenced by melting snow during the spring and summer, which in turn helps to maintain river flow and temperature. As early as May the effects could be observed on the river. Streamflows were at their

Providing high quality, safe drinking water to our customers.

ENTERED INTO THE RECORD

DATE RECEIVED: JUL 23 2015

SUBMITTED BY: HANLEY OF BOLD

SUBJECT: LE-15-0003

LUBA RECORD PAGE 743

EXHIBIT J

lowest in over a decade (Figure 1), and temperature was elevated (Figure 2). By mid-June fish kills were observed at the confluence of the Clackamas and Willamette Rivers, due primarily to elevated water temperatures (Figure 2), prompting the Oregon Department of Fish and Wildlife to restrict fishing on the Clackamas River below the I-205 bridge.

Currently the streamflow of the Clackamas River is well below average, at levels not seen in more than a decade, and dropping. Water providers, as good stewards of the watershed, are subject to minimum allowable flows for fish persistence and passage. The State of Oregon requires each drinking water provider to develop a Water Management Conservation plan with a clearly defined curtailment plan that would maintain fish flows while allowing for sustainable water consumption. On the Clackamas River after September 15th that flow is 640 CFS. For Clackamas River Water and one other member of the Clackamas River Water Providers, as per our adopted Water Management Conservation Plans, Stage 3 Water Curtailment (mandated water conservation) would be implemented at streamflows less than 730 CFS after September 15th. While this is not the first time water providers have seen low streamflows in July, it is important to note that currently the streamflow of the Clackamas River is below 750 CFS with prolonged periods of hot dry weather predicted in combination with the development of an El Niño event (Figure 1). The likelihood of water providers having to implement curtailment practices come September is strong.

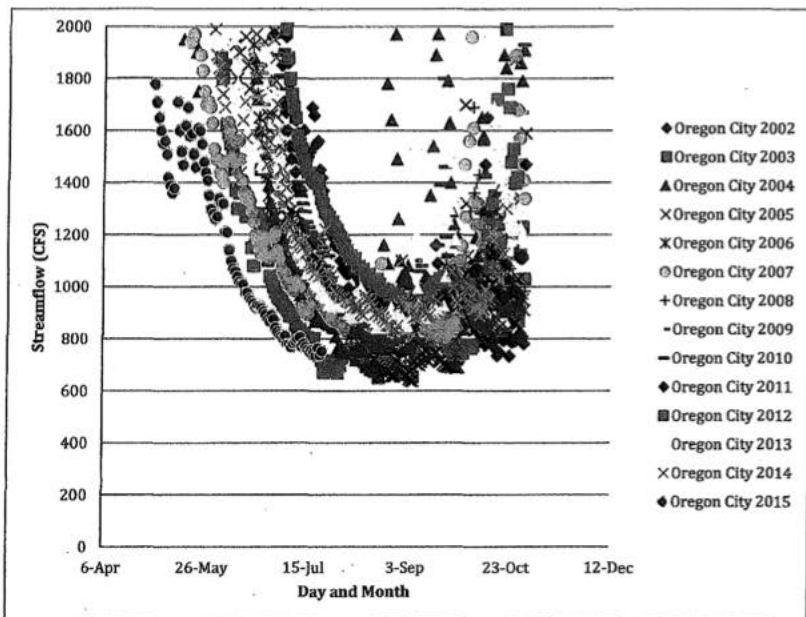


Figure 1. Streamflow (CFS) recorded at USGS Oregon City gauge from 2002-2015

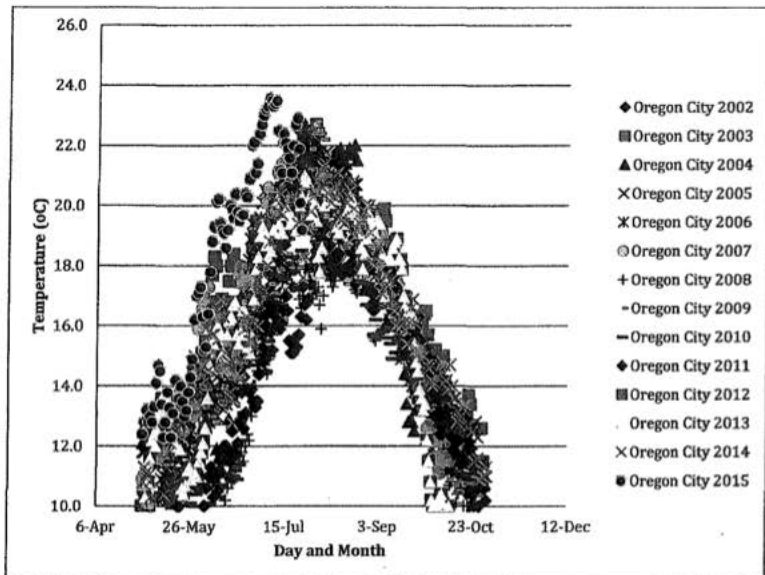


Figure 2. Water temperature (°C) recorded at the USGS Oregon City gauge from 2002-2015

Clackamas River Water issued a Stage 1 Water Advisory encouraging its customers to conduct voluntary water conservation measures in early June as dictated by our Water Management Conservation Plan upon observation of below average streamflows. Continued low flows, or a declaration of drought, will soon prompt CRW to issue a Stage 2 Water Advisory with more stringent conservation measures.

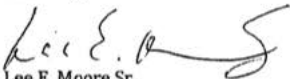
While there may not be an immediate water shortage on the Clackamas River, elevated temperatures and low streamflow suggest that mandated conservation measures for water providers may be on the horizon. It is our belief that as water providers on the Clackamas River we must begin to view the river less as an exclusive source of revenue and more as a valuable, finite resource that must be protected. To ignore the current river conditions and push off streamflow and temperature concerns would be irresponsible. While we do not discredit our collective utility's need to be financially stable, we believe that the long-term sustainability of the Clackamas River as a source of drinking water should trump the immediate needs of greener lawns and greater revenue. Responsible management of a water source does not mean simply navigating into maximum withdrawals allowed by the State of Oregon. It means preserving a drinking water source for a

larger portion of Clackamas County, preserving fish habitat and recreation, and ensuring our water source for the future.

Clackamas River Water is a special district that serves over 50,000 people in unincorporated Clackamas County, which includes Clackamas, and parts of Oregon City, Beavercreek, Milwaukie, and Portland.

We would like to offer our thanks to the Board of Commissioners for affording the water providers the opportunity to comment on this critical issue. As you are aware it is the County's role to notify the Governor when more extreme action is warranted.

Sincerely,

A handwritten signature in dark ink, appearing to read 'Lee E. Moore Sr.', with a stylized flourish at the end.

Lee E. Moore Sr.
General Manager
Clackamas River Water District

On behalf of the Board of Commissioners and Staff:

Ken Humberston; President
Hugh Kalani; Secretary
Naomi Angier; Treasurer
Larry Sowa; Commissioner
David McNeel; Commissioner

BEFORE THE LAND USE BOARD OF APPEALS
OF THE STATE OF OREGON

JAMES J. NICITA,
Petitioner,

and

ELIZABETH GRASER-LINDSEY,
CHRISTINE KOSINSKI,
and PAUL EDGAR,
Intervenors-Petitioners,

vs.

CITY OF OREGON CITY,
Respondent,

and

HISTORIC PROPERTIES, LLC,
Intervenor-Respondent.

LUBA No. 2016-045

FINAL OPINION
AND ORDER

Appeal from City of Oregon City.

James J. Nicita, Oregon City, filed a petition for review and argued on his own behalf.

Elizabeth Graser-Lindsey, Beavercreek, Christine Kosinski, Oregon City and Paul Edgar, Oregon City, filed a petition for review. Elizabeth Graser-Lindsey argued on her own behalf.

Carrie A. Richter, Portland, filed the response brief and argued on behalf



MASTER PLAN FOR THE END OF THE OREGON TRAIL • OREGON CITY, OREGON

MASTER PLAN FOR THE END OF THE
Oregon Trail
Oregon City, Oregon

Prepared for:
OREGON TRAIL FOUNDATION, INC.
P.O. Box 511
Oregon City, Oregon 97045

Prepared by:
SMH ARCHITECTURE, PC
320 SW Sixth Avenue, Suite 300
Portland, Oregon 97204

Amended May 1996

Funding for this study to amend the 1990 End of the National Historic Oregon Trail Master Plan
is provided by Regional Strategies through Mt. Hood Economic Alliance and Oregon Trail Coordinating Council

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FAMILY HISTORY SOCIETY, INC

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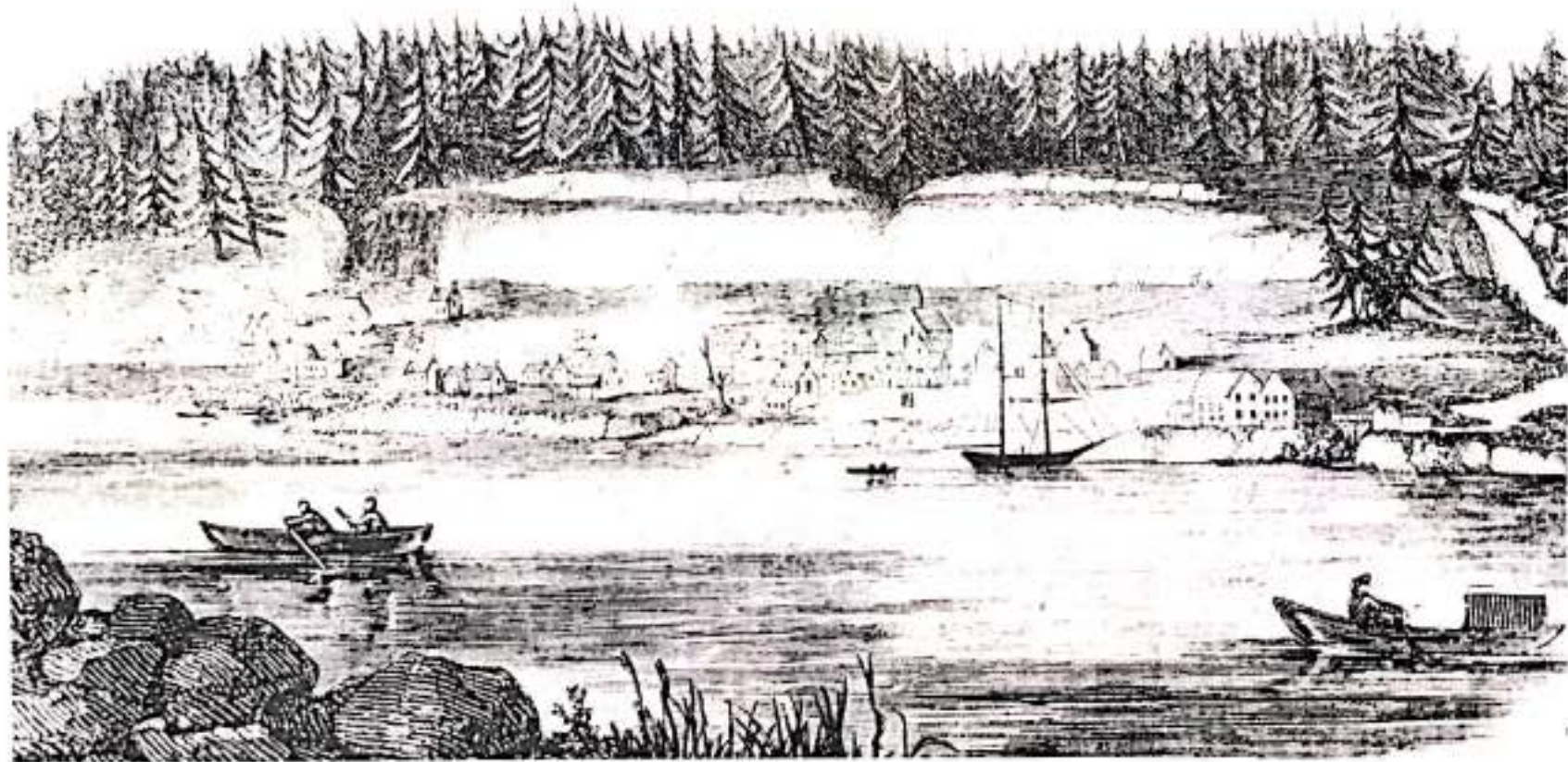
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TABLE OF CONTENTS

I.	FOREWORD.....	1
II.	SUMMARY	5
III.	INTRODUCTION	13
	- Planning Mandate	15
	- Planning Process	17
	- Mission Statement.....	19
	- Goals and Objectives.....	19
IV.	PLANNING CONTEXT.....	21
	- The Oregon Trail in Oregon.....	23
	- Metropolitan and Oregon City Context.....	24
	- Site Area: End of the Oregon Trail.....	27
	- General Site Plan	28
V.	MASTER PLAN.....	29
	- The Oregon Trail: Interpretive Potential.....	31
	- Interpretive Approach and Organization.....	37
	- Design Framework.....	43
	- Proposed Site Plan.....	48
	- Design Components.....	49
VI.	IMPLEMENTATION	67
	- Development Sequence.....	69
	- Development Budget	70
	- Funding Resources and Considerations	71
	- Keys to Success	72
VII.	APPENDIX	75
	- Appendix A: Facility Program.....	76
	- Appendix B: Project Budget Breakdown.....	78
	- Appendix C: Comparable Attractions.....	79
	- Appendix D: Photo Credits.....	80

I. FOREWORD



Oregon City from west bank of Willamette River.

FOREWORD

The National Historic Oregon Trail (and its most western segment, the Barlow Road) is a 2,000 mile monument to the human spirit. In the 60 odd years of its use, thousands of Americans headed west, first for fur, then as missionaries, and finally for land. Between 1841 and the turn of the century, over 300,000 Americans of all ages and walks of life sold most of their worldly possessions, piled what was left in a wagon and set off on an epic journey.

The odyssey would take five to six months across some of the harshest and most hostile territory in the world. One of ten would fall victim to disease or injury along the way. Many were buried in the Trail itself to protect their grave from scavenging animals.

The Trail, at least in part, followed existing Native American trails and was first traveled by Robert Stewart following the fur trade on behalf of John Jacob Astor. Travel was limited until 1834, when Jason Lee, and then Marcus Whitman, came west to bring Christianity to the American Indians. Reports from these missionaries greatly stimulated eastern America's interest in the rich land awaiting them in Oregon, especially the Willamette Valley.

The first organized party of emigrants set out in 1841 under the leadership of John Bidwell. They were the first in a trickle of emigrants that would swell to a flood in the years to come. The generally recognized start of significant movement west has been established as 1843.

The Oregon Trail directed the flow of westward expansion and was of paramount importance to the Euro-American settlement and development of the Pacific Northwest. In Oregon, its overland route (generally Interstate 84 and Hwy 26) has remained a principal course of east-west travel to the present day and provides a diverse range of terrain and historic interest, e.g., the rugged Blue Mountains crossover in northeastern Oregon; the dry plateau area between Pendleton and The Dalles, the perilous Cascade Mountains/Columbia Gorge section; and the geographic end of the Oregon Trail in Oregon City where Euro-American settlement of the Willamette Valley began.

The U.S. congress memorialized the vital role the Oregon Trail played in our nation's history in 1978, when the Trail was designated a National Historic Trail (National Trail System Act, P.L. 95-625, as amended). The intent of the public law was to designate the primary route of the Oregon Trail, extending full length between Independence, Missouri and Oregon City, Oregon. This route is based upon travel which occurred during the period 1841-1848, and included the 110-mile Barlow Road, developed in 1846 between The Dalles and Oregon City.

In August 1981 the National Park Service, an agency of the U.S. Department of Interior issued its three-volume document, *Comprehensive Management and Use Plan: Oregon National Historic Trail*, identified Oregon City in Clackamas County as the true

and correct End of the National Historic Oregon Trail.

The purpose of the Master Plan Revisions for the End of the Oregon Trail Center is to review and modify the theme and interpretive content, overall design concepts, capital construction costs, and schedule for implementation of the 1990 End of the Oregon Trail Center Master Plan. The revised master plan was prepared by SMH Architecture, PC and a multi-disciplinary consultant team in collaboration with the Oregon Trail Foundation, Inc., the County of Clackamas, and the City of Oregon City.

As a unique heritage visitor attraction, the End of the Oregon Trail Interpretive Center and Outdoor Living History Museum will further bring to life the vivid stories of the first people in the area - the Native Americans, of the Hudson's Bay Company, and of the hardy emigrant pioneers who struggled over the Oregon Trail to reach Oregon City, the end of the Trail, the place of promise and new beginnings.

Following publication of the End of the Oregon Trail Center Master Plan the City of Oregon City and Clackamas County approved and accepted the document in December 1990 as a policy guide and basis for further development.

Subsequently, design guidelines for the End of the Oregon Trail Historic District have been prepared and are awaiting adoption. In June 1995, Phase one of the End of the Oregon Trail was completed and dedicated featuring a multi-media educational experience, history exhibits, and museum store.

II. SUMMARY



Oregon City in 1845 painted by J. W. Warr.

SUMMARY

Between 1841 and the turn of the century over 300,000 Americans of all ages loaded their belongings in wagons to begin the five to six month epic journey over the Oregon Trail.

In 1977, nearly 140 years later, Congress designated the Oregon Trail as a National Historic Site and National Historic Trail with its beginning in Independence, Missouri and its terminus at Oregon City, Oregon. In 1988, the Governor's Oregon Trail Advisory Council prepared a report which recommended the End of the Oregon Trail at Oregon City in Clackamas County as a national historic site and the anchor of a four-center system across Oregon.

A unique national heritage attraction, the End of the Oregon Trail Interpretive Center and Outdoor Living History Museum will bring to life the vivid stories of the first people in the area and the role played by Oregon City and its Falls. The planning mandate of *The End of the Oregon Trail Center Master Plan* was to revise and amend the program for establishing a significant presence in Oregon City in recognition of the world's largest overland migration that began 150 years ago.

Primary planning objectives were to avoid oversimplifying, romanticizing, or trivializing the story of the emigrants experience. Historical accuracy and responsibility was determined to be imperative. In responding, the Master Plan presents the End of the Oregon Trail's theme, interpretive content,

site plan and components, schedules, and development costs.

An interdisciplinary Master Plan Team led by SMH Architecture, PC in cooperation with the Oregon Trail Foundation, Oregon City, and Clackamas County provided a two-phased work plan: Phase I - Program Review and public comment, and Phase II - Planning and Implementation. Public involvement and consensus was also seen as critical. Public participation sessions were held during each planning phase to gain public review, comments, and support.

Oregon City, with its downtown business district just south of the site, has over 20,000 residents and is 12 miles south of Portland which has a metropolitan population of over 1.5 million. Physically, the site is located near the confluence of the Willamette and Clackamas Rivers. Wooded bluffs provide the eastern and southern edges. The southern boundary is established by Abernethy Creek located at the foot of the southern bluff. Interstate 205 passes west of the site. A closed landfill occupies a majority of the site's eastern area and is available for reclamation. The site's primary significance lies with its historic association as the western terminus of the Oregon Trail, the main arrival area for emigrants and the homestead of Oregon's first provisional governor, George Abernethy.

Prior to settlement of Oregon City, the general area of the project site was bottomland or marsh and experienced periodic flooding. During the history of Oregon City and most recently in 1964 and 1996, the project area has been inundated with flood waters of

the Willamette and Clackamas Rivers and Abernethy Creek. The flood plain is a major design constraint for future project phases. Phase One was constructed one foot above the 100-year flood event, but in the 1996 flood still experienced 18 inches of flooding within the building.

In the 1990 master plan, economic analysis indicated that the existing residential and non-tourist market potential was strong for a well-executed heritage facility. In comparing local and national attractions, the steady state attendance for the completed End of the Oregon Trail Interpretive Center is projected at 350,000 to 400,000 visitors.

In the planning of interpretive centers, the highest imperatives are visitor needs, expectations and enjoyment. Towards these goals and in the interest of producing a self-sufficient complex, several functions or components as areas of visitor interest were recommended (as follows).

MASTER PLAN COMPONENTS

The project components listed below are necessary to create the sense of historic place, provide a positive visitor experience, and attempt to establish a self-sustaining heritage institution. The combination or mix of these elements would create a heritage center that is unique in the United States.

In order to achieve the Master Plan goals and to create a truly unique education-recreation experience, the following plan elements are recommended

for the End of the National Historic Oregon Trail Center:

1. *EOT Interpretive Center:*
A visitor facility, center, or museum which employs an array of educational "delivery" devices or media to interpret the history of early Oregon and the Oregon Trail era. This is a "gated" operation with an admission fee.
2. *EOT Center, Phase I:*
Existing 10,000 s.f. interpretive center that presents the history of the Oregon Trail and its terminus in Oregon City. The story is presented through a combination of mixed-media, audio-visual productions, minor static exhibits, and a museum store. Phase I was conceived as a transitional use until more substantial facilities are designed and constructed in future phases.
3. *Living History:*
An outdoor and indoor educational experience in which interpreters or role players dressed in period clothing and performed typical daily activities, simulate this period of Oregon history. This operation is "gated", working in conjunction with the Interpretive Center education program.

4. *Outdoor Amphitheatre:*

A highly functional outdoor arena which is reserved for a range of historical outdoor dramas, pageants, concerts, performances, lectures, and other programs. This is a seasonal operation with a "gated" program.

5. *EOT Administration/ Education Facility:*

The eventual popularity and success of the End of the Oregon Trail Center and its educational programs will allow school groups, teachers, and adults to participate in heritage-related, hands-on activities as part of the educational mission of the Center. Conversion of existing facilities within the area could potentially provide an administrative headquarters, education center, and maintenance center for the End of the Oregon Trail Center. Another option is co-location with the Regional Visitor Center.

6. *Historic and Open Spaces:*

Landscape Restoration of a historic landscape that is representative of the period and the natural environment that was known to local Native people. Restoration would be accomplished through re-introduction of native plant communities and elimination of non-native plant species where appropriate. This provision supports the preceding plan

element and encourages preservation and development of public open areas and greenways along the water edges and surrounding bluffs, to ensure continuity of public passage and enjoyment. Specific provision is made for restored wetlands and bottomlands that are integrated within the overall setting, most directly with the outdoor living history elements. Ethno-botany interpretive programs could examine the diverse array of food and medicinal plants used by the local tribes. Re-introduced plants would include native species such as the wapato that was a basic food source.

7. *Group Cookout:*

Area(s) for group rentals set aside for catering parties; reserved for activities such as company picnics. Cookout areas would be unique settings and seem remote or secluded. They could be accessible by covered wagon shuttles. This operation is also a revenue source.

8. *Emigrant Park:*

A community open space with historical markers that designate the End of the Oregon Trail as a national historic site. The open space could also commemorate the journey of overland emigrants with areas designated for quiet contemplation, relaxation, public ceremonial events, and civic gatherings.

9. *Pedestrian Environment:*
Appropriate scale of pedestrian spaces and the use of materials and street furniture in support the overall design theme of historic period.
10. *Regional Visitor Center:*
Visitors would receive information on area attractions and services in Oregon City, Clackamas County, and the State of Oregon.
11. *Programming and Special Events:*
A range of educational programs, workshops, seminars, and hands-on activities about Oregon frontier life along the Oregon Trail and in Oregon and the Pacific Northwest. The Education Department of the Center would create and direct these programs. Special programs would be developed for schools and tour groups. The space needs for this master plan element are not related to one specific building, but are distributed throughout the Center's complex.
12. *Trail Encampment:*
An educational program set in a more rugged remote area. Visitors would experience aspects of frontier life on the trail or at one of the remote historic homesteads in the area. The camp would allow a diverse group of individuals (with an emphasis on youths) to enlist for a journey back in time.

Research on comparable attractions (see Appendix B) suggests that facilities which have a good mix of these components, the commitment of the community, and which operate in a business-like manner can perform very well financially and not have a great dependence, if any, on public subsidy. Using the low-end projections of 350,000 visitors per year scenario for revenue structure, it is likely that 80% of the revenue structure could be provided by visitor spending, 15% by non-governmental support, and the remaining 5% from endowments, services in-kind, investment revenues and other like sources.

The preliminary estimate of the capital cost of the End of the Oregon Trail Center is \$11,769,982. The Center can and should be designed so that an operating surplus would be generated to allow for new exhibits and to create an investment fund. The Trail Encampment, and Group Cookout components are expected to provide additional funds to support the Interpretive Center/Outdoor Living History. Thus, the facility and its components, set up wisely, could operate financially on very solid footing.

The community economic impact of the next phases of the project would include significant one-time construction-related jobs, visitor expenditures on-site and off-site, facility operation jobs, and the consequent ripple effect for the first round of spending.

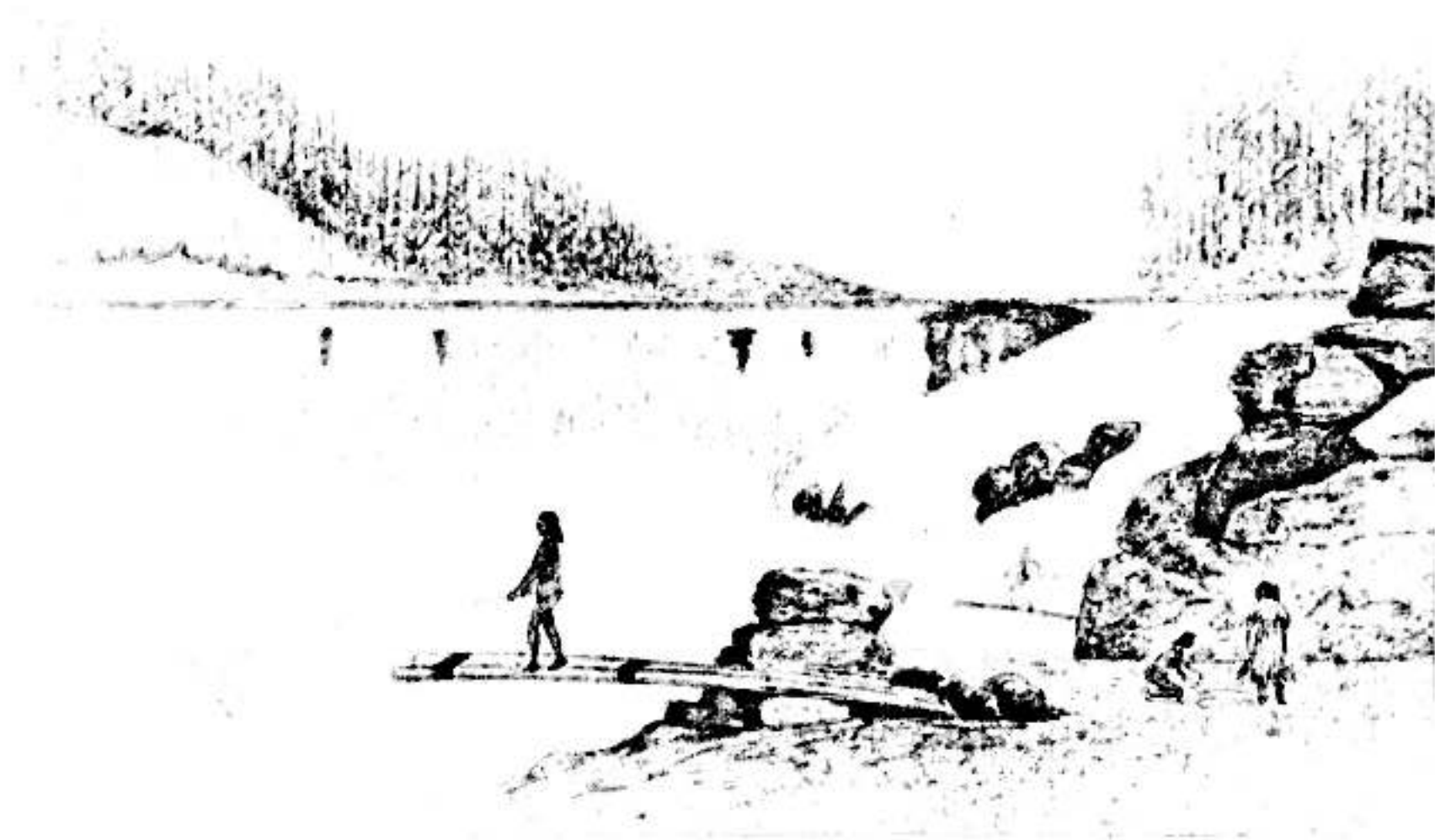
The Oregon Tourism Commission states that in 1995, direct visitor spending reached \$4.1 billion as people enjoyed the state's cultural and natural history sites

and facilities. Employment within the tourism has risen 33% since 1990 to 65,000 people in 1995. The visitor industry payroll now totals \$831,200,000. Oregon welcomed more than 10.2 million out-of-state visitors in 1995 with in-state visitors totally 16.3 million. The End of the Oregon Trail Phase One opened in mid-1995, to realize 60,000 visitors and \$600,000 in earned income.

Capital facility funding is expected to come from governmental sources including federal grants, federal sponsorship, state grants, and local/regional governmental funding; and private sources including private foundations, private grants, and donated services.

In summary, a rare opportunity exists in Oregon City to create an historical interpretive center and outdoor living history museum of national significance. The End of the Oregon Trail Center has the potential to not only teach resident Oregonians and visitors alike, but with the mix of components recommended, has the potential to be a self-sufficient entity that would provide substantial one-time and recurring economic benefits to the Oregon City greater community and the State of Oregon.

III. INTRODUCTION



Indians fishing on springboards with dip nets at Willamette Falls in Oregon City, 1841.

PLANNING MANDATE

The cultural heritage of Oregon City and Oregon predates the arrival of Euro-Americans. Native American activity at the "great falls" of the Willamette River at Oregon City has been traced back more than 3,000 years. In recent history, the Native American culture that developed and thrived in this area and throughout the Pacific Northwest, was forever altered with the arrival, occupation, and settlement by Euro-Americans. Today, Native people are still active at the Falls in gathering of eels.

Oregon City has played a central role in the more recent historical development of Oregon and the Pacific Northwest beginning with the early fur trading days of the Hudson's Bay Company and Chief Factor Dr. John McLoughlin, to Oregon's territorial status and eventual statehood in 1859. Oregon City was founded by McLoughlin in 1829.

The reports of "Eden" in the Willamette Valley along with McLoughlin's efforts at settlement and commerce ultimately focused national attention on Oregon City as a destination and a place of free land and new beginnings.

Beginning in the early 1840's, waves of optimistic emigrants endured hardship for five months over 2,000 miles of the Oregon Trail to reach Oregon City in pursuit their dreams. Approximately 300,000 emigrants began the trek, the largest overland migration in history. Ten percent did not survive the journey. Those who did settled in Oregon City and throughout the West.

As the original capitol of the Oregon Territory, Oregon City became the early focus of trade and commerce. In 1845, Oregon City became the first incorporated city west of the Missouri River. Oregon City, at the head of the Willamette Valley became a place of rapid change and historical consequence.

The End of the Oregon Trail Center will tell the dramatic story of emigrant experiences on the Oregon Trail and of frontier life in the Oregon Territory beginning in the 1840's. The Center will also interpret the story of the first people, the Native Americans, in the area of the Willamette River and their relationship with trappers, missionaries, and arriving emigrants, as well as the subsequent treaty and reservation period.

A rare opportunity exists in Oregon City to create an historical interpretive center and outdoor living history museum of national significance in the public consciousness. Mention of the Oregon Trail evokes a diversity of images in the public mind of restlessness, perseverance, tragedy, and opportunity.

The National Trail with its terminus at historic Oregon City is a singularly unique event in the settlement of the American West. As Oregon Trail historian Stephen Dow Beckham has aptly written, "The slender trace of its route, which traversed the continent served as a conduit for thousands of pioneers and a testing place for their ideas, institutions, and commitments."

The current planning mandate required revision and amendment of the 1990 *End of the*

Oregon Trail Master Plan as a refinement of the original facility program for establishing a significant presence in Oregon City in recognition of the world's largest overland migration that began more than 150 years ago. To that end, the Master Plan Consultant Team in collaboration with the Oregon Trail Foundation, Clackamas County, and the City of Oregon City was directed to develop a master plan update for the End of the Oregon Trail Center that would provide the theme, program, design, and implementation program for a world-class interpretive center and outdoor living history museum.

In relating the power and drama of the Oregon Trail story, historical accuracy and responsibility was identified as critical, if not mandatory. An agreed upon objective was not to over-simplify, romanticize or trivialize the story of the experience of the emigrants. These pioneers and events surrounding them should be portrayed accurately, depicting heroes as well as scoundrels, achievements as well as failures, with a clear eye to accuracy. The interpretive mandate calls for historical integrity, for an engaging, provocative presentation of the drama of Oregon history at the end of the Oregon Trail.

The overall thematic approach recognizes a conceptual duality: the final *Arrival* and the *New Beginning* for emigrants in Oregon City and the Oregon Territory. The End of the Oregon Trail Center should celebrate the national fervor of westward expansion, the adventure along the Oregon Trail, the long-awaited arrival at Oregon City on the Willamette River, and the eventual dispersal

for many into the Willamette Valley. The focus and emphasis would center on the 18 year period of 1841-1859, i.e. from the recognized start of the mass movement of emigrants and to eventual Oregon statehood. Consideration will be given to succeeding decades with the impact of the transcontinental railroad era for expanded storyline opportunities.

An important story that should also be accurately and honestly represented is that of the first people to inhabit this region, the Native Americans, whose presence predated the arrival of white explorers by several thousand years. Additional thematic opportunities such as the early fur trade activities of the Hudson's Bay Company are more fully detailed in the body of this document.

PLANNING PROCESS

In response to the planning revisions mandate issued by Oregon Trail Foundation the inter-disciplinary Master Plan Consultant Team embarked upon a two-phased work plan: Phase I - Program Review; Phase II - Planning and Implementation.

PHASE I - PROGRAM REVIEW

Phase I planning work proceeded with a one-day Concept Review Workshop during which the 1990 project's goals, objectives, theme, story organization and preliminary program content were reviewed and analyzed, in view of events that have transpired in the past five years.

Workshop participants represented a diversity of disciplines, including historians, business leaders, local government representatives, among other interested people, thereby ensuring breadth and balance in viewpoints. The resultant workshop proceedings provided the basis for subsequent programming, planning, and design endeavors in Phase II.

Concurrent with concept review work were public opinion review, facility program analysis, site suitability analyses, and discussions of land ownership and consolidation within the End of the Oregon Trail district. Public involvement and consensus in the planning process was perceived as critical in developing a range of perspectives and a comprehensive

understanding of the End of the Oregon Trail Center and its potential.

Public input was elicited from a variety of groups and utilized a range of techniques that included several focus groups, exit interviews, surveys, and public meetings. The master plan draft was circulated within the greater Oregon City community at numerous strategic locations to further encourage citizen involvement through review and comment. Public notices in local media were provided to alert citizens of times and locations for master plan draft review. The findings were incorporated in the body of this report as appropriate.

Public participation sessions were held for public review and comment on the Master Plan as it progressed and before it was completed. The planning process and work was also publicized frequently in the local and regional press.

PHASE II - PLANNING AND IMPLEMENTATION

The second phase work consisted of synthesizing conceptual solutions for physical facilities and operations from Phase I review and public comment. The End of the Oregon Trail steering committee input and physical design planning efforts were carried on concurrently to produce conceptual solutions for site and facilities design, with probable exhibit and construction cost, and an implementation program and schedule. A new planning and design boundary was established

that more clearly delineated the project study area than in the 1990 plan.

Conceptual design studies addressed transportation systems, access and parking, pedestrian circulation along with street amenities, landscape systems, visitor services, and accessibility for disabled visitors. Preliminary design guidelines were reviewed for the overall historic resource district of the End of the Oregon Trail Center. Specialized needs for performances of historic pageants, lectures, and concerts in an outdoor amphitheatre were also discussed.

Group activities for cookouts or trail encampments were also addressed in on-site and off-site locations. The Implementation Chapter of the report sets forth project phases and project budget.

MISSION STATEMENT

To preserve culture and educate the public about the people at the End of the Oregon Trail – their history, heritage and spirit.

GOALS & OBJECTIVES

In recognition of the Oregon Trail as a designated national historic resource and significant heritage tourism draw, the following major planning goals and objectives were identified as paramount for an historical education center at the End of the Oregon Trail.

GOALS:

- To establish national significance and presence.
- To realize historical responsibility, accuracy and authenticity.
- To create an engaging environment that is conducive to learning.
- To create and operate a self-sustaining cultural heritage facility.

OBJECTIVES:

- Optimize financial relationship between the public and private sectors for development and management.
- Coordinate programs with other interpretive centers along the entire Trail and within Oregon.

- Enhance the image and promote the revitalization of historic Oregon City.
- Consider a 10-15 year, implementation program to achieve a comprehensive development and critical mass.
- Mandate historical responsibility and accuracy in the overall historic center, its exhibits, and its programs.
- Create an interpretive center that engages the mind and the senses.
- Capitalize on outdoor living history as a compelling education medium.
- Create an appropriate physical design aesthetic that responds to the site and Oregon's architectural heritage.
- Develop site relationships with the Willamette River, Clackamas River, and Abernethy Creek and develop connections that unify the whole site.
- Dramatize the visitors' sense of arrival to a unique place of national importance.
- Promote and market the End of the Oregon Trail Center as a national historic resource and a heritage tourism destination.
- Establish national historic site designation.



Oregon City at Willamette Falls, 1867.

THE OREGON TRAIL IN OREGON

The National Park Service has designated the Oregon Trail as one of four national historic trails in the United States. In 1981, the Park Service identified two staffed visitor interpretive centers for the Oregon Trail - one in Independence, Missouri, the beginning of the Oregon Trail; the second in Oregon City, the terminus of the Trail and the place of new beginnings in Oregon history.

In 1988 the Governor's Oregon Trail Advisory Council prepared a report entitled, "Our Oregon Trail - A Report to the Governor." Within the report, the Council recommended the Oregon City terminus, a National Historic Site, as one of four interpretive centers along the Oregon Trail in Oregon. Each would tell a story that is unique to its location on and significance to the Oregon Trail. The Oregon Trail story would be coordinated among all four. The four centers would be sited along the Oregon Trail at Baker City, Pendleton, The Dalles, and Oregon City - the official end of the Oregon Trail. In June 1995, Phase One of the Oregon Trail opened its doors to a 10,000 sf facility that presents the End of the Oregon Trail story via multi-media presentations, interpretive exhibits, and living history.

Ultimately, the Oregon City facility will provide expanded facilities and exhibits that provide a comprehensive overview of the entire Oregon Trail for visitors, but will most importantly concentrate on people and events unique to Oregon City, the Oregon Trail's terminus.

The End of the Oregon Trail Center celebrates and interprets the overall adventure of the Oregon Trail, the alternative routes of the Columbia river and the last 110 miles of the Barlow Road, the emigrants' long-awaited arrival at Oregon City on the Willamette River, and their eventual dispersal into the Willamette Valley and points beyond. The interpretive approach in the Master Plan thus recognizes the conceptual duality of the final arrival and new beginning for emigrants in Oregon City and the Oregon Territory.

METROPOLITAN AND OREGON CITY CONTEXT

Oregon City, central to Oregon and Pacific Northwest history, is today a growing community of over 19,000 people. With its origin at the Falls of the Willamette River, Oregon City is approximately 12 miles upriver from Portland, the cultural and economic center of Oregon. Portland is the second most populated metropolitan region in the Pacific Northwest with over 1.5 million metro residents.

Oregon City along with neighboring cities of Gladstone and West Linn comprise the "Tri-Cities area" in southeast metropolitan Portland with a combined population of over 50,000 people. Oregon City is the county seat for Clackamas County, one of the most populous and rapidly growing counties in Oregon.

In the west coast context, Portland and Oregon City are located on Interstate 5 and Interstate 205 respectively, the major north-south freeway system reaching from southern California to Vancouver, B.C. Eastern sections of the Pacific Northwest region are connected to the metro area by Interstate 84. Portland International Airport serves the volume of visitors from Pacific Rim countries and the United States.

The End of the Oregon Trail site in Oregon City is highly accessible by private automobile, bus, public rail transit, bicycle, and to a limited extent, water transit. Interstate 205, which abuts the project area, is one of the most heavily traveled segments of

the Interstate freeway system in Oregon with over 100,000 vehicles daily passing downtown Oregon City. State highway 99E, historically a major north-south transportation link, passes through downtown Oregon City. From the south, OR 213 connects with I-205 and defines the eastern edge to the site of the End of the Oregon Trail.

Flowing north, the Willamette River connects Oregon City and Portland. Instrumental in the economic development of Oregon, the Willamette River flows past numerous historic sites upriver and downriver from Oregon City. Water transit between Downtown Portland and Oregon City by steam-powered sternwheelers is a nostalgic means of transportation that is untapped and worth promoting.

Historically, the Willamette River and the Falls had been an attraction for Native Americans and Euro-Americans. The river with its abundance of salmon played a major role in Native American life and folklore. The potential power of the Falls for manufacturing was not lost to early settlers. Dr. John McLoughlin, Chief Factor of the British Hudson's Bay Company and others following, harnessed the Fall's water power to drive mill machinery. The Willamette River continued to play an important role in the developing commerce of early Oregon City and the Willamette Valley. River transportation by steamboat marked an important chapter in the economic development of Oregon.

In 1842, the area known today as Oregon City was platted and founded by Dr.

McLoughlin. Oregon City was first called Willamette Falls and renamed Oregon City by Dr. McLoughlin. With the creation of a new provisional government in 1843, Oregon City became the first seat of government and the first incorporated city west of the Missouri in 1845. Oregon City was also the continuous seat of government for Clackamas County since 1843. McLoughlin became an American citizen and was elected Mayor of Oregon City in 1851.

Oregon City is inherently rich in historical sites such as the McLoughlin House (National Historic Site), Oregon City Locks (National Historic Site), historic districts, and countless National Register properties. Oregon City is also associated with the Barlow Road, the final leg of the Oregon Trail and one of the best-preserved segments. The federal section of the Barlow Road, 40 miles east of Oregon City, is recognized as a unique cultural resource because it is well-preserved, and has designation on the National Register of Historic Places. It is administered by the Mt. Hood National Forest, U.S. Forest Service.

Oregon City is characterized geologically by three distinct basalt terraces or benches. The basalt terraces along the Willamette shaped the eventual development patterns of the emerging city as it grew to the north and onto the upper terraces. The lower terrace is the site of the original Oregon City plat by McLoughlin and the present downtown business district. This area abuts George Abernethy's donation land claim that contains the probable emigrant arrival site

and the last hundred yards of the Oregon Trail.

As the early city prospered, the central business district grew to the limits of its natural physical boundaries. Today, the downtown business district remains constricted by the basalt terrace and the river. Downtown Oregon City is largely intact with a number of historic structures still remaining.

The north-end business district lies between the historic downtown core and the End of the Oregon Trail site. North-end Oregon City remains under-developed and has been identified by city officials as an area in need of restoration and economic revitalization. At this time, the City is embarking upon a regional center master plan that will address a range of planning issues affecting the north-end as well as the greater downtown Oregon City context.

Due to its industrial suburban nature and former use as a regional landfill, the End of the Oregon Trail project site is undistinguished. However, the site remains a relatively open and valuable expanse of former river bottom-land, cradled by wooded bluffs. Mt. Hood provides a distant backdrop. The site is also evocative of the earlier frontier landscape.

The site's primary significance lies in its historic association as the western terminus of the Oregon Trail, the main arrival area for emigrants and the homestead of Oregon's first provisional Governor, George Abernethy.

Today the site's extensive usage and largely reclaimed landfill space enables the capture of this historic association. The area

also contains End of the Oregon Trail Phase One, Clackamas County office and public works facilities, and a number of private business enterprises and residences. A few residences are of national register quality. The site is also in proximity of historic Oregon City's north-end business district, which has potential heritage tourism related businesses and visitor services.

SITE AREA: END OF THE OREGON TRAIL

Physically, the greater site area is demarcated by the confluence of the Willamette and Clackamas Rivers and more immediately by the surrounding densely wooded bluffs at the eastern and southern edges. The southern boundary is established by Abernethy Creek located at the foot of the southern bluff slope. From its elevated location I-205 offers views of the End of the Oregon Trail Center site and Phase One facilities. However, the freeway also presents an undesirable acoustic side-effect from vehicular travel. The freeway also is one of the most heavily traveled interstate sections in western Oregon and provides an excellent opportunity for convenient access by both resident and tourist populations.

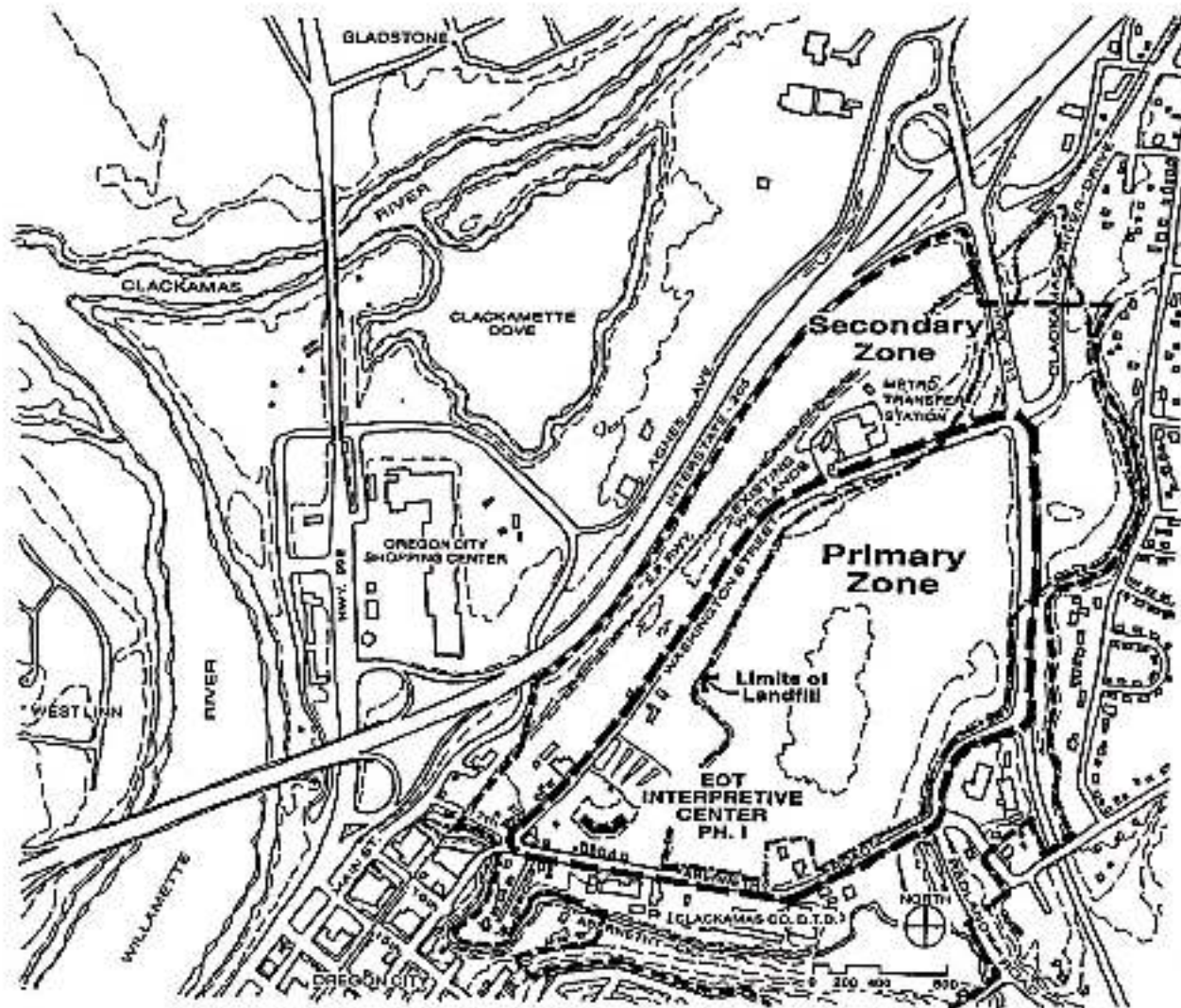
Clackamette Cove, a 30-acre inlet of quiet water off the Clackamas River and west of I-205, is also a significant project amenity. Referred to in 1990 Master Plan as Parker's Lagoon, the cove is a result of excavation/dredging work that provided an aggregate base for the adjacent Oregon City Shopping Center above the flood plain. A large portion of the cove site lies below the 100-year flood elevation. The flood of February 1996 inundated the section of Oregon City as well. Private interests are exploring development options for mixed-use facilities around the cove. If developed, the mixed-use complex should provide valuable visitor services for the End of the Oregon Trail Center.

Significant public open space and greenways are found along the edges of the

Willamette and Clackamas Rivers, at Clackamette Park, and at the wooded bluffs, adjacent to Abernethy Creek.

The development of the greater site area for the End of the Oregon Trail is complicated by a patchwork of public and private ownership and scattered industrial and commercial uses. Those uses that remain in operation long term should be encouraged to upgrade their facilities and integrate into the heritage theme and program for the End of the Oregon Trail Center. Major existing uses likely to remain within the greater project area are the Oregon City Shopping Center, Val-U Inn Motel, Tri-Cities Sewage Treatment Plant, and the Metro Transfer Station.

Prior to settlement of Oregon City, the general area of the project site was bottom-land or marsh and experienced periodic flooding. During the history of Oregon City and most recently in 1964 and 1996, the project area has been inundated with flood waters of the Willamette and Clackamas Rivers and Abernethy Creek. The flood plain is a major design constraint for future project phases. Phase One was constructed one foot above the 100-year flood event, but in the 1996 flood still experienced 18 inches of flooding within the building.



END OF THE OREGON TRAIL CENTER - GENERAL SITE PLAN

V. MASTER PLAN



Oregon City as seen from west bank of Willamette River, 1867.

THE OREGON TRAIL: INTERPRETIVE POTENTIAL

The transit of the Oregon Trail was an epic moment in human history. No one had ever seen anything quite like it before. Tens of thousands sold out, packed up, and headed to the "sundown diggings" of the West. Between the 1840's and the 1880's, the Oregon Trail pulsed as a great artery of travel across North America.

Those who traversed its 1,924 miles sensed they were engaged in something special. Hundreds who had never before put pen or pencil to paper kept daily journals of their travels and experiences. Several hundreds more sensed the experience was a watershed in their lives and subsequently wrote or dictated their memories of life on the trail.

ON THE EVE OF MANIFEST DESTINY

The United States was restless in the 1840's. In the preceding 60 years the young nation had handily expanded across the Appalachians and Alleghenies, reached the Mississippi, and moved right on toward the Great Plains. Americans had settled in Mexican Texas, shoved far up the Missouri in the Rocky Mountain fur trade, and explored the sources of the Great Lakes.

Persons of genius had "invented" the means of permitting further expansion. Fulton's steamboats, multiplied by the dozens, plied the western waters and enabled farmers to get their crops to market. The Erie Canal tied the Atlantic Coast to the Great Lakes

interior. A burgeoning system of railroads promised to link the farthest frontier to eastern cities. Samuel F. B. Morse's telegraph confirmed that instantaneous communication was at hand.

The Panic of 1837 and subsequent economic dislocation fixed in the minds of thousands a determination to go somewhere else and start over. The lure of the Oregon Country caught the interest of many. They turned to the journals of Lewis and Clark, the report of William Slacum (who visited Oregon in 1837), the travel narratives of Samuel Parker (1836) and John Kirk Townsend (1839), and Washington Irving's *Astoria* (1836) and *The Adventures of Captain Bonneville* (1837).

Congress published in 1840 Robert Greenhow's *Memoir...on the Northwest Coast of North America* and in 1845 the exploration accounts of John C. Fremont and the U.S. Exploring Expedition. The latter reports contained scientific evidence of the fertility of the soil, mild climate, and bounty of the Pacific Northwest. Fremont's journal included detailed, strip maps showing the route of what was to become the Oregon Trail.

In short order the United States transacted its destiny. In 1845 it annexed Texas. In 1846 President James K. Polk forced resolution of the "Oregon Question." Great Britain withdrew to the 49th Parallel, leaving the Pacific Northwest open to American sovereignty and settlement. The United States then made war on Mexico and in the Treaty of Guadalupe-Hidalgo (1848) seized one-third of that nation's territory.

National designs and actions mirrored individual restlessness. America's pent-up energies to expand from sea to sea gained fulfillment. The stage was set for the great emigration.

STARTING OUT

The starting place was at the pioneer's doorstep. The "jumping-off" towns, however, gained fame as the places of beginning for the great journey. Starting in 1841, but more significantly in 1843, overland emigrants collected at Independence, St. Joseph, Kaneshville, and other frontier communities.

They assembled in May, chafing for the end of spring rains and the chance to get moving. They formed wagon trains, elected officers, imposed military discipline, hired guides, and set out. Within days they split up, changed officers, hunkered up with like-minded individuals, and confronted the realities of a difficult, tedious journey of four to six months across the continent.

The Oregon Trail traversed some of North America's most diverse geography: Great Plains, Rocky Mountains, Snake Plateau, Blue Mountains, Columbia Plateau, and the Cascade Range. The route extended 1,924 miles across prairies, rivers, deserts, rocky ascents, sagebrush plains, forested mountains, and rolling tablelands.

The voices of the pioneers speak of the land, its beauties, and its dangers. Some viewed the "picturesque and sublime" aspects of nature through the eyes of Romanticism; others took a more common approach and

fixed names of places and things from home on rocks, rivers, and passes.

Many carried a heavy load of "intellectual" baggage: they brought their prejudices about Indians, blacks, and ethnic minorities with them to Oregon. They engaged in heroic actions but were an imperfect people, sometimes selfish, quarrelsome, and bigoted.

So why did they risk their lives, families, and fortunes to make the journey to Oregon? The answer lies in the complex matters of "push" and "pull" factors. The promise of free land legislation in Congress, difficult economic conditions, and seeming population pressure persuaded many to get moving. The glowing accounts of Oregon, preaching of missionaries returned from duty in the region, letters from friends, and the prospects of adventure fed the "Oregon Fever."

Then came word of the discovery of gold in California and successive rushes to new places in the Pacific Northwest. Complex factors and simple decisions contributed to the movement of thousands over the Oregon Trail into the Oregon Territory, a place not yet a part of the United State until 1859.

THE BARLOW ROAD: THE LAST LEG

When emigrants reached the crest of the Blue Mountains they often glimpsed, far to the west, the final challenge of their long journey. The snow-capped peaks of the Cascades loomed on the far horizon. Bone-weary, their cattle jaded and wagons shaken almost to pieces, the pioneers pressed on across the Columbia Plateau.

As they neared The Dalles, they faced a momentous decision. Should they risk the dangerous water transit of the Columbia Gorge? Or should they follow the wilderness trace opened in 1845 by Samuel K. Barlow and Joel Palmer across the southern slopes of Mount Hood? Many had no choice—they lacked the financial resources to hire Indians or others to assist them in descending the river. Thousands headed toward Tygh Valley and began the ascent of the Cascades.

The Barlow Road proved a major test. After paying their toll, emigrants entered the forest for an arduous ascent to Barlow Pass. Their route led via the watershed of White River to Summit Meadows. They found mud, rocks, dark stands of timber, and chill nights. Sometimes the rains had begun and in the higher elevations they were beset with snow. The livestock bellowed for fodder and found none. The emigrants cut willow and other "brouse," threw away possessions and even their wagons, and coped with steep descents, swift rivers, and despair.

Some did not survive and died just short of their goal. Thousands more, however, endured and came down the western slopes of the Cascades to the end of the trail. They liked what they saw. Oregon was a place of promise.

ARRIVAL IN OREGON CITY

Founded as a milling site by Dr. John McLoughlin of the Hudson's Bay Company, Oregon City was both the end of the Oregon Trail and central to Oregon's history. It was,

for a time, the metropolis of the Pacific Northwest. Oregon City was the site where emigrants secured needed supplies, searched for winter shelter, and fanned out across western Oregon to secure lands. The growing city became a point of commerce, industry, government, culture, and testing of old ways in a new land.

Oregon City served as the seat of the Oregon Country Provisional Government (1843-48), the seat of the Oregon Territorial Government (1848-52), the first seat of American Government in the Old Pacific Northwest, the site of the first Oregon Territory Legislative Assembly (1847), and the informal first capitol of the State of Oregon. Oregon City also was the publication site of the first newspaper on the West Coast (1846), initial location of the U.S. Army's Mounted Riflemen (1849), and location of churches, schools, lodges, and other cultural developments. Its mills produced flour, lumber, and jobs.

Oregon City possessed a unique location. It was the crossroads of pioneer Oregon. Those who entered the Willamette Valley passed through the town. Farmers who wanted to sell their crops and livestock came down the river or over the roads which converged on the community. Shippers pressed their vessels up the Willamette to provide a flow of manufactured goods from the East and the Orient to the retail shops. Oregon City craftsmen made tables, chairs, cupboards, tinware, and countless other essential articles and implements for everyday life. Seamstresses designed and sewed clothing, hats,

and bonnets. Women labored over hot stoves to produce meals in the community's boarding houses and hotels. The small community served as a hub of new settlement and institutional development.

THE FIRST OREGONIANS

The Oregon Trail pioneers found a land already tested and used by humans. For more than 12,000 years American Indians had resided in the Pacific Northwest. In quiet, gentle ways, they had used the land. Living with a subsistence economy, they hunted, fished, and gathered nature's free samples. Occasionally they left traces of their presence - an inscribed boulder, a midden of shells, bone, and fire-cracked rock, a stone cairn where a lonely adolescent had gone on a "spirit quest." They lived in harmony with nature and sought to understand her rhythms and ways.

The Willamette Falls served as a major meeting place for the Indians west of the Cascades. The fishery served as the primary attraction. The Clackamas and Clowewalla, bands of Chinookan-speakers, held the river below the Falls, while the Tualatin and Ahantchuyuk, bands of Takelman-Kalapuyan-speakers, resided above.

These Indians, residing in cedar and bark lodges, gathered along the river to catch salmon, sturgeon, and eels. They bartered hides, shells, foodstuffs, furs, and slaves. Their voices, recorded on wax cylinders early in the twentieth century, tell the old tales of the beginning of things and sing songs from

times which changed, forever, with the advent of Euro-American settlement. The arrival of the Euro-American immigrants, following preceding European exploration and fur trading periods, resulted in appropriation of Indian ancestral lands, treaty-signing, relocation to reservations, and in some cases termination of Federal recognition status.

FANNING OUT

Almost as soon as they arrived, many pioneers resumed their journey. For some, Oregon City was the end of the trail. For tens of thousands more, it was the stopping point only until they found work, located a land claim, or found kinfolk or old neighbors.

As early as 1843 the emigrants had pressed up the Willamette to the southern margins of French Prairie. By 1845 they were taking claims in the mid-valley on the Santiam and Mary's rivers. By 1847 they had reached the head of the valley and filed for lands on the coast and middle forks of the Willamette and the Long Tom Rivers. In 1849 some spilled over the divide into the Umpqua Valley and in 1850 settlement commenced at the mouth of the Umpqua River.

The fanning out was a natural process. The Oregon Donation Land Act drove the process and dispersed the population. Congress promised in 1850 a half section (320) acres to each settler, including women. Married couples thus obtained a square mile if they had arrived in Oregon by the end of the year.

An amendment in 1853 extended the law, under less generous terms, to 1855. The Donation Land Act both served as a magnet to draw settlers in a period prior to the Homestead Act (1862) and a means of scattering settlement. The size of the claim was far more than any individual or couple could possibly work. The land law drove the dispersal. So did opportunity.

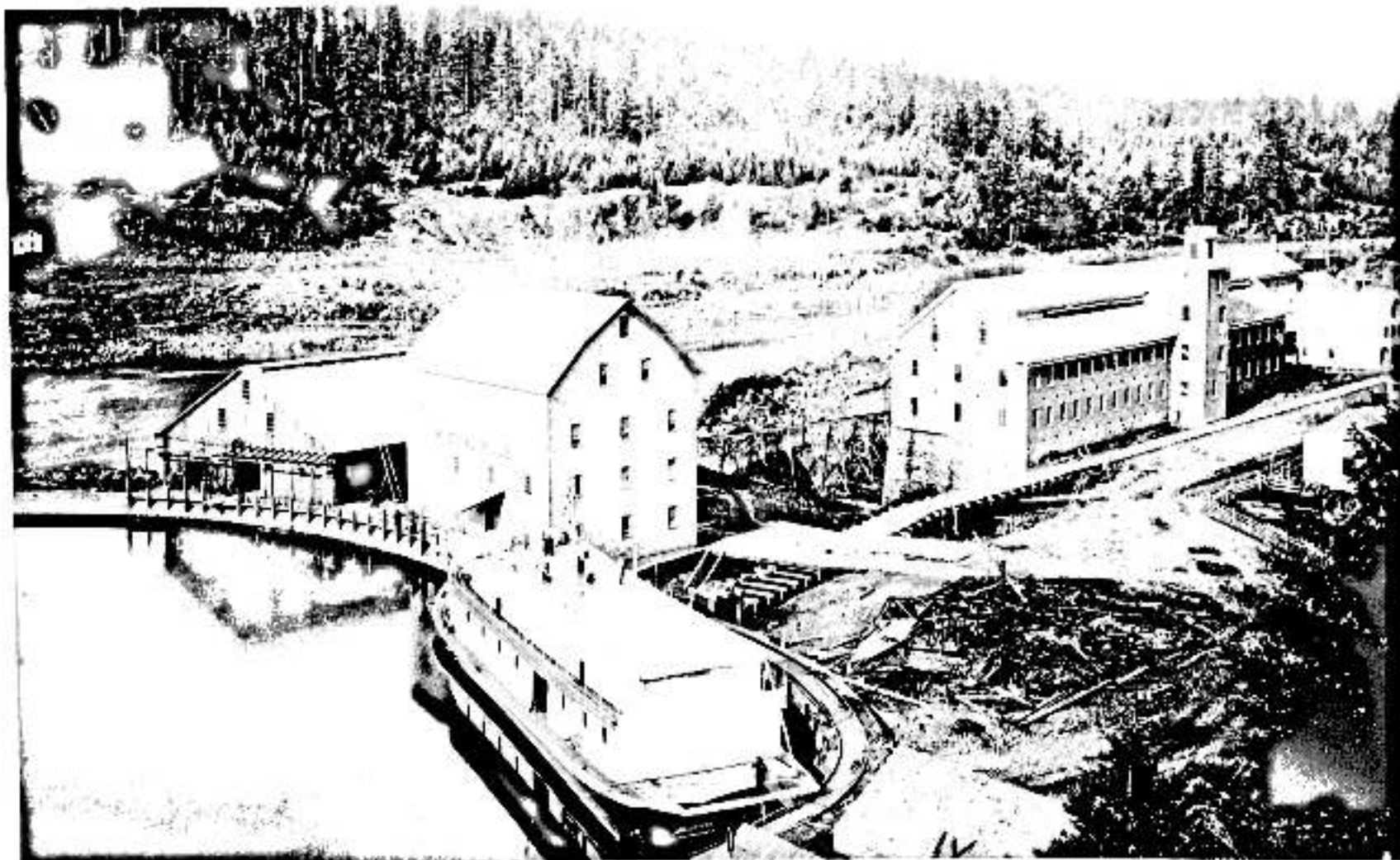
Overland pioneers grasped the potentials of Oregon. Some turned to logging and lumbering. They established water-powered mills, then steam sawmills, on the rivers. Those who knew the skills of shipbuilding established yards on the estuaries where they laid the hulls of a new generation of schooners and barkentines.

Some turned to mining, first in California, then in the new gold fields of the Pacific Northwest in the 1850's and the 1860's. Doctors, lawyers, and "drummers" gathered in the new towns, offering services and charging fees for their professional advice. Teachers taught school during the short summer term between planting and harvest.

OREGON: LAND OF PROMISE

The pioneers seemed driven. Lord Tennyson summed up that kind of motivation with his words "To strive, to seek, and not to yield." That determination moved a generation. Oregon gave freely and kept its promise. The Oregon Trail was a great "rite of passage," a measure of endurance and accomplishment. The end of the trail was a time of beginning. For many it was resuming

that which was familiar. For others it was starting on a new endeavor. Few left, and those who did often came back. No place else looked quite so good. Oregon, somehow, had gotten into their blood.



Oregon City Flour and Woolen Mills, below the falls, 1867.

INTERPRETIVE APPROACH AND ORGANIZATION

The Master Plan for the End of the Oregon Trail is intended to address issues such as interpretive content, facility siting and design, and to further provide an appropriate design and operational context.

The heart of the End of the Oregon Trail is the powerful and compelling storyline - the lure of the Oregon country, how the pioneers traversed 2,000 miles of the western American continent in the mid-1800's, what it was like to arrive in Oregon City at the end of the Oregon Trail, how and where the pioneers settled and farmed in the Willamette country, and their relationship with the Native Americans of the region.

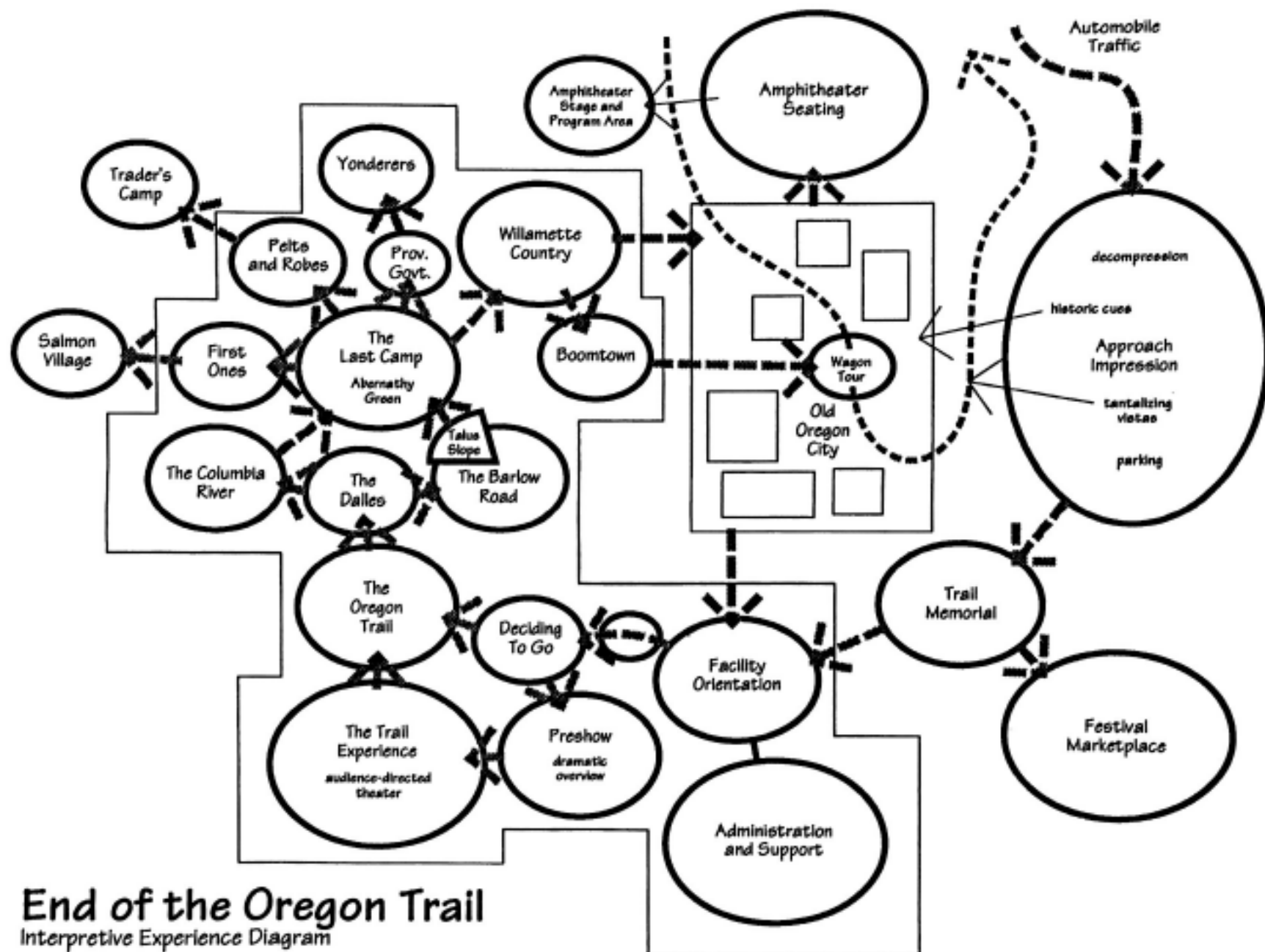
One of the highest imperatives in interpretive planning is to consider visitor needs, expectations, and enjoyment. The following narrative, an amalgam of experiences which visitors might encounter is based on that imperative, the established goals and objectives, and the wealth of ideas which have emerged through the master plan process.

Subsequent design phases and budget considerations will determine more concrete realization of the interpretive details. For now, this conceptual walk-through serves as an effort to express the historic significance of the Oregon Trail, early Oregon City, and the Willamette Valley through an engaging interpretive experience.

VISITOR APPROACH IMPRESSION

The End of the Oregon Trail interpretive experience begins off-site, on the major highways. Visitor anticipation will increase as glimpses of white-topped wagons and livestock trundling across the meadow are seen from adjacent highways. Visual experiences like the sight of campfire smoke from the outdoor living history area or the movement of wagon wheels will also add to the impression. The alluring landscape of the existing site already holds an immense attraction. This landscape will be enhanced by careful screening of intrusive contemporary buildings, slowly erasing cues of our contemporary world and replacing them with those of an earlier time.

After parking, visitors will find a feast of themed options within comfortable walking distance. They might explore the centrally located Emigrant Park, a commemorative community space dedicated to memory of the sturdy travelers who left their homes for new beginnings in the valley 150 years ago. Within the Park, commemorative plaques or markers engraved with emigrants' names will stir the imagination as visitors look for, and sometimes find, their own family name. From there, they can visit the Performance Amphitheatre, or the Interpretive Center with its indoor and outdoor program elements. All the facilities will evoke a delightful and realistic impression of mid-19th century vernacular architecture on an intimate human scale.



INDOOR ELEMENTS

Entering the Interpretive Center, a structure at once reminiscent of early Northwest vernacular wood architecture such as mills, barns, or homesteads, visitors orient themselves to the facility and the interpretive theme in the lobby. Thematic elements here might include sculptures, live interpreters, busking musicians, models, and trail and wagon scenes, as well as glimpses of Early Oregon City. Moving on to a smaller gathering area, visitors begin to immerse themselves in the story of the Oregon Trail with interpretation about the national context of mid-1800's and *Starting Out*.

Starting Out will give visitors two main keys to the exhibit: the Oregon Trail as a cultural conduit; and the importance of decision-making about and on the Oregon Trail, especially at trail's end. Like a "Venturi" phenomenon, thousands of people converged at "jumping off" towns, flowed along the trail compressing their lives, culture and dreams into a thin line of covered wagons, and poured it all out again into the Willamette Valley and points beyond.

As they considered individually the big step of emigration, they consulted with family members, neighbors, and others. When they arrived at a Missouri frontier town, they became a part of a larger company or wagon train where decision-making grew in complexity. Then, all along the trail, the emigrants faced tough choices which put in jeopardy their tight schedules, few possessions, and even their lives.

At the end of the trail the large groups broke up again, scattering into families and individuals who had to decide the larger question: What do we do now? Concepts such as tracing the flow of decision-making and allowing visitors to discover what happened when emigrants became settlers, will guide the interpretive set-up in *Starting Out*. Leaving this area, visitors might move to the central exhibits or opt to take in other educational offerings through a range of multi-media presentations.

Visitors might encounter an intriguing three-dimensional theme element running through the center of the exhibit area. A topographic scale model of the Oregon Trail, broken into physiographic sections, illustrates in three dimensions the length and hardships of the journey. Miniature wagons or light animation trace the emigrants' route from Missouri to Oregon City. By activating video touch screens visitors tune into wagon trains in that section and learn about life along the trail, such as creative wagon repair, loss of livestock, Indian encounters, and sudden death.

Quotes from emigrant journals provide an ample supply of harsh, humorous, and historic facts. Overhead banners might indicate miles passed and days out. The Oregon Trail overview provided by this topographic element will complement the theatre experience, and lead naturally to an exploration of another major decision point near the end of the Trail: *The Dalles Decision*.

Here visitors, much like their emigrant counterparts, choose to take either the *Barlow Road* or the *Columbia River* adventure. One idea for this area involves dynamic kinesthetics. In the *Columbia River* area, they see real water combined with a painted backdrop to represent an inlet along the bank. As the water slaps and sloshes, it might toss about a crumbling raft with a worn wagon on top. A riverboat scene could be depicted using real water, or perhaps a portage railroad diorama dominates the area.

As an alternative, budget and space permitting, a "dark ride" could be built to carry visitors along on rafts or in canoes. They would float past islands of light which illuminate Indians looking down from the bluffs of the Columbia Gorge or terrified emigrant travelers descending the rapids of the jagged rock outcrops.

If visitors choose the *Barlow Road*, they enter the Cascades Range, the world of treacherous hills, early snows, narrow tracks, and the heartstopping talus slope of Laurel Hill. Dimly lit and shadowy with dense forest, figures at the top of a talus slope appear to lower a wagon down a steep and rocky incline. With tree branches tied to the rear axle as a brake, the wagon, nearly empty and stripped down to the essentials, slowly descends the hill. As in the river exhibit, a "dark ride" could be established behind the slope. A combination of full-scale dioramas, dynamic interpretation rich in content would create an unforgettable experience.

The next, and largest section of the exhibit, is devoted to the prehistory and

history of *Willamette Country*. Beginning with *Abernethy Green*, *The Last Camp* represents the End of the Oregon Trail in Oregon City. This entire exhibit area should exude a sense of arrival – and of new beginnings. A broad space flooded with green to symbolize the lush river bottomland, *The Last Camp* might also exhibit parked wagons, grazing livestock, and camp scenes.

Other interpretive elements might express the weariness, confusion and stubborn determination of the emigrants at the end of the trail. The idea of choosing and making hard decisions could be reinforced here, with focus more on family and individuals.

Through computer graphics, visitors would be invited to choose between a series of options and learn about the consequences of their choices. "Should we stay here in the Valley and start all over? Or should we move on to California? Go north above the Columbia? Follow the gold rumors back East?" "We've only got \$3. What should we buy in town?" Having survived a 2,000 mile ordeal, the emigrants had to keep on moving – to found a homesite, build a home, find a job, or move on again. Computer graphic representations of early plat books might allow visitors to select a parcel of land and actually see what the area is like.

The physical exhibit flow from *The Last Camp* could emulate the historic dispersal from Oregon City. Topic areas called *Back on the Road* and *Stake Your Claim* form inviting cul-de-sacs in the Center for further exploration. Visitors can go further back in time and enter the world of *The First Ones*, the

American Indian tribes who lived near the sacred falls of the Willamette River. *Pelts and Robes* would look at the early days of fur trade and missionaries. Then in *Willamette Country*, exhibits would focus on the growth and settlement, including provisional government of the region.

The last exhibit area could become one of the primary elements of the entire End of the Oregon Trail Center: *Early Oregon*. Here visitors are transported to a 19th century Oregon City or a fictitious Willamette Valley town where streets of stores, churches, boarding houses, and other structures are represented. Part of the magic of *Early Oregon* would come from the way it physically dissolves into the streets of reconstructed exterior buildings behind it, the outdoor living history area, perhaps called *Oregon Town*, or other descriptive title.

OUTDOOR ELEMENTS

Articulated exterior walls in the Center would create indoor "pockets" for *Early Oregon* exhibits. These pockets would gradually extend the visitor experience into Old Town, as would carefully positioned window openings. This concept would apply to the other outdoor living history sites. Blending inside with outside creates a magical three-dimensional effect of depth as well as an impression of realism. The barrier between inside and outside would appear to dissolve. Visitors could enter a shop front, move out the back door, and find themselves "in another part of town" in an early Native

American encampment, or on the Barlow Road.

By providing sheltered routes as a protection against inclement weather, these exterior areas can be integrated into the entire experience at any time. All the outdoor living history subject areas would come alive with historically dressed role players or interpreters, period accouterments, and activities to add to the historic flavor.

By weaving other interior and exterior elements together into an interlocking strand of exhibitry, the flow of sensory input and learning experience can be maintained. For instance *Salmon Village*, a Native American village as an exterior outdoor living history component with several cedar plank long houses, could complement the *First Ones'* indoor full-scale lodge and create an even larger, more embracing interpretation. *Pelts and Robes* would also work well as an indoor/outdoor experience with outdoor living history. An exterior setting with brigade trappers' lean-tos and tents would enliven and deepen the experience of the interior exhibits. The outdoor living history subject areas are more fully detailed in the section on Outdoor Living History.

The performance amphitheatre, interpretive center, indoor and outdoor elements, and surrounding historical landscape could all work together to create a seamless, integrated experience. The rear wall of the stage could be scaled and articulated to blend into the Center's articulated form and *Oregon Town* structures. A backdrop treated to depict an Oregon City scene could be lowered between

performances. As a programming area, the natural stage would not only provide a special sense of historic place, but also might serve as a "village green" or "town center" with daily programs and demonstrations.

A simple water element, engineered to flow through *Salmon Village* and along the trappers' camp, might wind its way around or along the stage. The open grass meadow rolling down toward the amphitheatre could also play a part in the performances by expanding the stage dimensions. After nightfall at auspicious moments, dramatic lighting might reveal wagons rolling down the slope, splashing through the creek, as well as highlight significant buildings in *Oregon Town*, symbolizing a goal attained.

DESIGN FRAMEWORK

The Oregon Trail experience with its terminus in Oregon City has been recognized as a unique event in U.S. History. The mandate of the Master Plan is to establish at the end of the Oregon Trail in Oregon City a national heritage center that would accurately interpret for the public this epic event. The Master Plan Project Area has historical significance as the arrival area for overland emigrants and as the terminus of the overland route of the Oregon Trail. Today, even with Phase One of the Center complete, the area is characterized by its discordant usage and lack of remaining, in-place, historical elements or features.

In response to the nature of the site and the mandate for historical interpretation, the Master Plan solution would attempt to immerse visitors into a very unique physical environment. The intent is to re-create a strong sense of historical place that is consistent with the importance of the End of the Oregon Trail. The sense of historical place would be achieved by developing a separate historic precinct into which visitors enter and become immersed in the world of the history of mid-1800's.

The sense of historic place would be realized through: judicious use of landscape species indigenous to the time and place; accurate re-creation or representation of building structures of the vernacular architecture of the original early Oregon City townsites; dynamic interpretive exhibits; and development of accurate outdoor living

history programs. It would be reinforced by complementary standards of land use, protection, and design for the greater Master Plan site area.

OVERALL SITE DIRECTIVE

The Master Plan project area is demarcated by I-205, a major freeway, creating the west boundary of the site. In evaluation of the site attributes of the project area it was determined that the eastern district which is largely landfill should be allocated for open space and light-weight living history structures and the western portion be designated for major interpretive center architectural elements.

The Barlow Road, the most western segment of the Oregon Trail, terminated in the area known today as Abernethy Green, part of the original homesite of George Abernethy, the first provisional Governor of the Oregon Territory. Currently, the site is occupied by Phase One of the Center. Oregon City and Clackamas County development over time has radically altered the general site area. However, the area remains largely open space and could be restored in a manner reminiscent of an early Oregon landscape. The project site's major attribute resides in its historic locational integrity as the End of the National Historic Oregon Trail.

Site development for the End of the Oregon Trail Center should be concentrated at the southern corner of the historic resources district. In 1990, the Kelly Field was chosen for facility development primarily because of

its historical significance. Existing public ownership, close proximity to north-end Oregon City, and significant acreage outside the landfill zone were other factors.

Future design phases must respond to the site within the 100-year flood plain. As of this writing, the flood plain is established at 45.0 feet. Given the events of the February 1996 flooding, it is crucial that the protection of future facilities from flooding become paramount. It is not unlikely that the flood plain will be adjusted significantly upward.

A major planning and design criterion has been to create "a sense of historic place," a historic enclave buffered from surrounding contemporary uses. Arriving tourists and residents should become aware of a very unique environment, significantly different from the one they have just left. This would be accomplished through visitor immersion into a significant "rural" landscape development, strategic siting of buildings, appropriately themed structures, and streetscape alterations and other site improvements.

INTERPRETIVE CENTER DESIGN CONSIDERATIONS

Facility design considerations for further development of outdoor and indoor project elements should be:

- Create an authentic sense of place. Create anticipation by allowing hints of what lies ahead. Allow glimpses or filtered views during the approach

to give visitors a chance to slowing absorb the experience.

- Screen intrusive elements. Using existing trees and the Center's architectural mass and surface articulation, discordant features such as the industrial, residential and office buildings, and highway noise can be mitigated.
- Respond to the area's historicity by integrating project elements into a consistent and appropriate style. Explore ways of developing a strong, stylistic relationship between the Center, Amphitheatre, and Outdoor Living History sites. Forming such a physical and visual relationship will enfold visitors in a continuous experience.
- Consider all-weather pedestrian routes integrated into the historic fabric between interior and exterior elements.
- Make interpretive elements accessible to those handicapped by age, impairment, or development.
- Consider one-stop parking. Allowing easy access to all the site opportunities would obviously increase visitation to other area resources and help revitalize the area. School group and

tour bus drop-off points could have separate area for entry and processing.

- The open meadow and creek areas present recreational opportunities for tours, authentic wagon rides, cook-outs, and encampment scenes. Although visitors in the meadow should be screened from off-site elements, those approaching on the highway should be able to glimpse exciting fragments of many of the activities.
- Oxen- or mule-drawn wagons might provide an easy ride from parking areas, between remote sites, as well as a historic prelude for approaching visitors.

A primary objective of the End of the Oregon Trail Center is to create a positive educational-recreational experience for visitors, both tourists and residents, also inducing people to return. To ensure a positive visitor experience, it is imperative that one's visit be sequential, controlled and designed from the I-205 "gateway" exit to the Center's front door, and to the Center's interpretive exhibits and outdoor living history areas. Visitors should have an opportunity to decompress, i.e. to make the transition from the accelerated pace of freeway travel to a slower, more leisurely paced approach into the setting of the Center.

The most significant gateway or entrance experience would occur at the north end of

Washington Street, as visitors leave OR 213. As visitors enter the historic district, they become immersed in the "historic landscape" through a variety of controlled glimpses into the site of covered wagons and oxen in the open meadow and of reconstructed outdoor living history areas or perhaps a territorial farm with its pioneer orchard, grain fields, and pastures.

To enhance the arrival experience, Washington Street would be realigned and redesigned to create a change to smaller scale and slower movement. The image and feel would be more rural and pastoral, as visitors move from contemporary freeway along a divided "rural" roadway within a woodland environment. Landscape species for the main historic enclave would be representative trees, shrubs, and grasses that would have originally been present in the mid 1800's. Landscape massing would be used to frame desirable views, screen unwanted views, and create an appropriate scale and texture.

Vehicular circulation and parking would be sited and designed for convenience and safety, thereby minimizing conflicts between movement of vehicles and pedestrians. A tree-lined surface parking lot would be sited in close proximity to the building entrance with surge or overflow parking on a grass "meadow" to the north. Parking would be provided for standard and compact automobiles, RV's, school buses and tour coaches. The physical components or functions of the all-season End of the Oregon Trail Center are situated within an enclave of indigenous vegetation simulating an

indigenous landscape. Pedestrian linkages are envisioned that connect the Center with historic downtown Oregon City, the Clackamette Cove precinct, and the rivers. Pedestrian movement would be encouraged among all the elements by means of appropriately landscaped walkways and path systems.

Opportunities for additional heritage facilities and programs at branch locations and along the Barlow Road corridor, at Clackamette Cove, and along the Clackamas and Willamette Rivers should be considered.

In the broad view, enhancement of public open space and greenway areas along river edges also needs to occur. Incompatible commercial operations should be relocated, additional public green space and parks should be introduced, and pedestrian pathway system should be expanded.

DESIGN IMPLICATIONS OF ATTENDANCE

Attendance was estimated in 1990 to potentially build to the level of 350,000-400,000 annual visitors level. It is reasonable to assume those visitation projections are achievable. The physical planning implications of this level of attendance are influenced by seasonality of attendance, design-day attendance levels and length of stay at the facility.

The peak monthly attendance at the End of the Oregon Trail was estimated to be approximately 20 percent of annual attendance and occur in July. Utilizing the 400,000

annual attendance value, the expected peak monthly attendance was estimated to be 80,000 visitors. The peak weekly attendance during this month was estimated to be approximately 18,000 visitors. It is judged that the peak daily attendance during a typical week in July would occur on a weekend day and was estimated to be approximately 4,000 visitors.

Not all of the design-day visitor population would be at the center at one time. The proportion of the day's attendance which would be there at one time depends on the arrival pattern throughout the day and the average length of stay at the Center. It is judged that the length of stay would be approximately two to three hours and that the peak in-grounds crowd would occur around 2 p.m. and represent approximately 40 percent of the day's attendance. Thus, some 1,600 visitors would be expected to be at the facility at one time. It is important to note this is the key design parameter and can be controlled by controlling the length of stay and the arrival pattern.

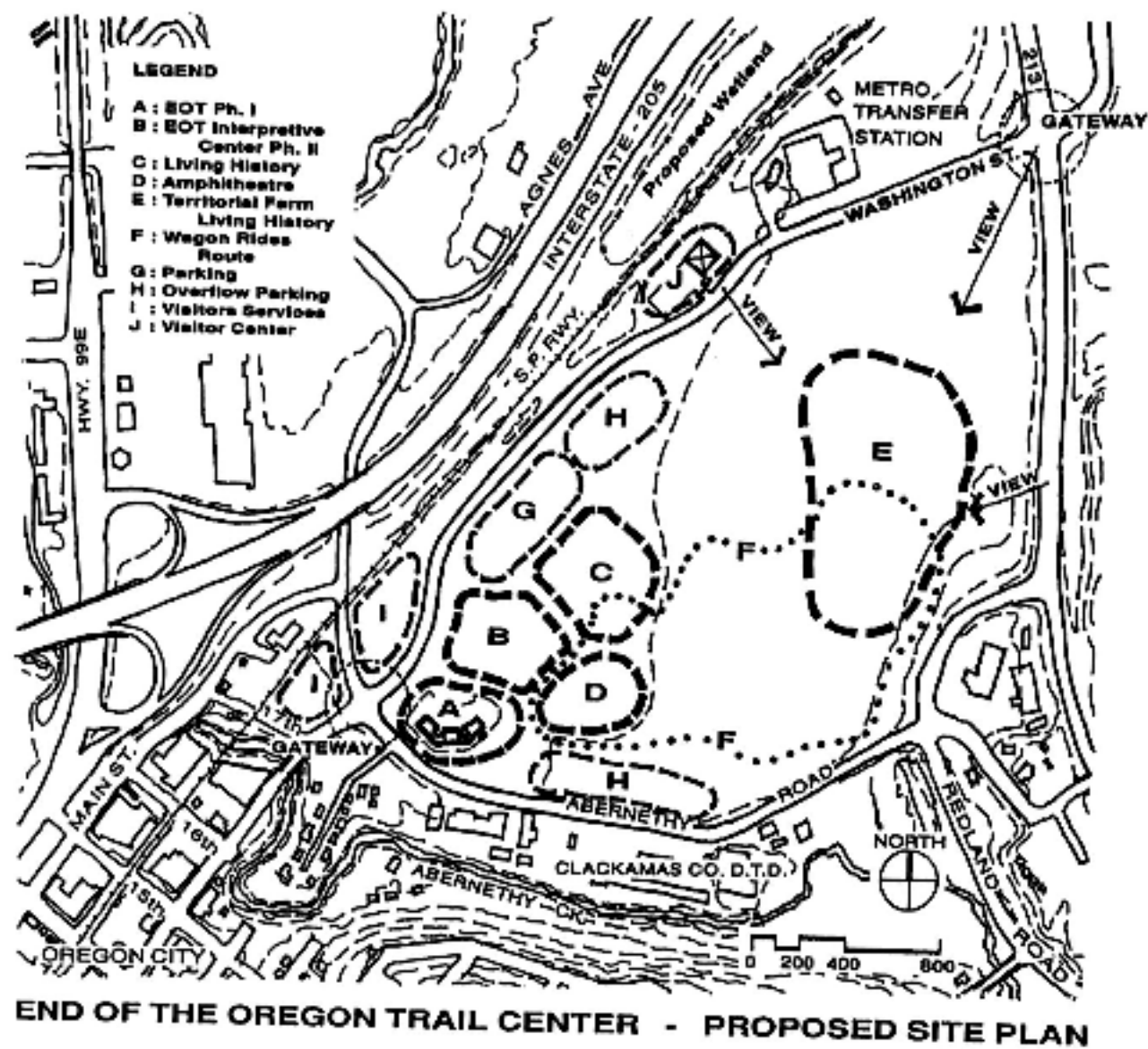
The minimum area required for the Center is a function of the indoor/outdoor presentation. Fortunately, peak crowds are expected to occur when the weather is favorable, thus permitting considerable outdoor activity, especially as concerns the outdoor living history aspect of the Center. Assuming a two-thirds/one-third split between indoor and outdoor occupancy, then on the order of 1,000 people or 30-40,000 s.f. of indoor space would be required and 600 people or 55,000 s.f. of outdoor space would be required. Based upon

comparable facilities these represent minimal space requirements for the nature and quality of the experience. Its presentation will control the actual space requirements. For example, the presentation of pastures or fields, wagon train trails and areas for special performances are large consumers of land. Thus, while the project might be designed to fit into 3-4 acres (excluding parking), the actual land area for all project elements required might be upwards of 15-20 acres. Parking will be required to accommodate on the order of 450 cars or roughly 4-4.5 acres of land.

The other project components such as Group Cookout areas (in reasonably close proximity to the Trail site) and Trail Encampment (at a remote location) can require upwards of 7 acres of land, excluding parking. The parking requirement will be a function of the scheduling of these events and activities.

One of the highest imperatives in interpretive planning is to consider visitor needs, expectations, and enjoyment. The following narrative and design considerations are based on that imperative as well as established goals and objectives, and the wealth of ideas which have emerged throughout the planning process. The educational facilities and programs of the End of the Oregon Trail Center, coupled with the vast array of historical offerings in Oregon City can produce the necessary "critical mass" that would enhance historic Oregon City's image, re-establish its national heritage and significance, and contribute to local economic revitalization.

The End of the Oregon Trail Center and Oregon City can provide visitors with a rich, rewarding educational and recreational experience that would encourage them to stay for extended periods and to return at another time.



DESIGN COMPONENTS:

The Master Plan components listed below would create the necessary sense of historic place, provide for a positive visitor experience, and attempt to establish a self-sustaining institution. The combination or mix of these components would create a heritage center that is unique in the United States. In order to achieve the Master Plan goals and to create a truly unique education-recreation experience, the following components are recommended for the End of the Oregon Trail Center:

MASTER PLAN COMPONENTS

1. *EOT Interpretive Center:*

A visitor facility, center, or museum which employs an array of educational "delivery" devices or media to interpret the history of early Oregon and the Oregon Trail era. This is a "gated" operation with an admission fee. This facility is sized at approximately 36,000 s.f., excluding Phase I below.

2. *EOT Center, Phase I:*

Existing 10,000 s.f. interpretive center that presents the history of the Oregon Trail and its terminus in Oregon City. The story is presented through a combination of mixed-media, audio-visual productions, minor static exhibits, and a museum store. Phase I was conceived as a

transitional use until more substantial facilities are designed and constructed in future phases.

3. *Living History:*

An outdoor and indoor educational experience in which interpreters or role players dressed in period clothing and performed typical daily activities, simulate this period of Oregon history. This operation is "gated", working in conjunction with the Interpretive Center education program.

4. *Outdoor Amphitheatre:*

A highly functional outdoor arena which is reserved for a range of historical outdoor dramas, pageants, concerts, performances, lectures, and other programs. This is a seasonal operation with a "gated" program.

5. *EOT Administration/ Education Facility:*

The eventual popularity and success of the End of the Oregon Trail Center and its educational programs will allow school groups, teachers, and adults to participate in heritage-related, hands-on activities as part of the educational mission of the Center. Conversion of existing facilities within the area could potentially provide an administrative headquarters, education center, and maintenance center for the End of the

Oregon Trail Center. Administrative facilities might co-locate with the Regional Visitor Center.

6. *Historic Landscape and Open Spaces:*
Restoration of a historic landscape that is representative of the period and the natural environment. Restoration would be accomplished through introduction of native plant communities and elimination of non-native plant species where appropriate. This provision supports the preceding plan element and encourages preservation and development of public open areas and greenways along the water edges and surrounding bluffs, to ensure continuity of public passage and enjoyment. Specific provision is made for restored wetlands and bottomlands that are integrated within the overall setting, most directly with the outdoor living history elements. The area should be analyzed and engineered to address threat from future flooding.
7. *Group Cookout:*
Area(s) for group rentals set aside for catering parties; reserved for activities such as company picnics. Cookout areas would be unique settings and seem remote or secluded. They could be accessible by covered wagon shuttles. This operation is also a revenue source.

8. *Emigrant Park:*

The open space could commemorate the journey of overland emigrants with areas designated for quiet contemplation, relaxation, public ceremonial events, and civic gatherings. The open space will contain historical markers that designate the End of the Oregon Trail as a national historic site.

9. *Pedestrian Environment:*

Appropriate scale of pedestrian spaces and the use of materials and street furniture in support the overall design theme of historic period.

10. *Regional Visitor Center:*

Visitors would receive information on area attractions and services in Oregon City, Clackamas County, and the State of Oregon.

11. *Programming and Special Events:*

A range of educational programs, workshops, seminars, and hands-on activities about Oregon frontier life along the Oregon Trail and in Oregon and the Pacific Northwest. The Education Department of the Center would create and direct these programs. Special programs would be developed for schools and tour groups. The space needs for this master plan element are not related to one specific building, but are distributed throughout the Center's complex.

12. *Trail Encampment:*

An educational program set in a more rugged remote area. Visitors would experience aspects of frontier life on the trail or at one of the remote historic homesteads in the area. The camp would allow a diverse group of individuals (with an emphasis on youths) to enlist for a journey back in time.



Dr. John McLoughlin, (1784-1857) Founder of Oregon City.

INTERPRETIVE CENTER

As the "flagship" and central component of the End of the Oregon Trail complex, the Interpretive Center will have the overall responsibility to interpret events surrounding the emigrants' experience along the Oregon Trail, over the Barlow Road, their arrival in Oregon City, and their dispersal into other areas of the Oregon Territory. The Interpretive Center will also have the responsibility to collect, preserve, interpret, and exhibit historic artifacts necessary for the overall program.

The Interpretive Center would receive and welcome visitors, orient them to the historical facilities and programs on-site, and in addition, direct them to the network of historical resources within the immediate community, the region, and the State. Information would be available for visitors to organize their stay whether for the day or for the week.

The core of the Interpretive Center will be the "shows and exhibit areas" that will rely upon an array of media to interpret the subject areas, deliver the story's message, and ultimately educate the visitor. The success of educational experience will be influenced by creating compelling exhibits that invite, provoke, or motivate visitors to learn more.

Dynamic interpretive exhibits would employ a variety of two-dimensional and three-dimensional media. A range of interactive exhibits would invite the visitor to participate in learning about the lifeways of the indigenous Native Americans, the

Oregon Trail experience, or life in early Oregon City. Multi-sensory exhibits would enhance the learning experience and make that experience an enjoyable and memorable one. Interpretive exhibit areas and outdoor living history areas will be mutually supportive and reinforce each area's "delivery."

The Interpretive Center would be created within the design idiom of Pacific Northwest regional architecture with extensive use of natural materials, i.e. wood and stone. The building structure itself would be educational as an expression of Oregon's architectural heritage in wood. The building structure would capitalize on the Northwest's rich tradition of heavy timber construction expressing traditional materials, structural systems, and manufacturing joinery techniques. The broad expanse of wood-shingled, steeply pitched roofs and exposed timber construction would recall the vernacular architecture of early Oregon City buildings and Willamette Valley barns, homesteads, and mill structures.

Other design considerations restricted to the Interpretive Center include the following:

- The use of a 19th century early Oregon City vernacular architecture fits the historic setting; also, larger interior spaces offers a larger visitor capacity.
- Although in some places window and door details might allude to historic architecture; in others sheer glass panes would make exterior views and transition to *Old Oregon Town* more convincing.

- Exhibitory should combine dramatic full-scale scenes with rich, historic content.
- High-tech media should be used carefully and should reinforce the visitor experience of history, not weaken it.
- Exhbitry should be interactive, multi-sensory, and appeal to visitors of all ages and abilities. Individuals as well as groups should be accommodated. Visitor requirements for a safe, comfortable, accessible experience should be addressed.
- Small programming and gathering areas should be provided throughout the Center.
- Pacing – the orchestration of the experience of interactive and contemplative exhibits – is a primary consideration. A mix of open, "high road" routes and smaller cul-de-sacs with more detailed interpretation should be maintained.

The Interpretive Center facilities are sited at the existing Phase One site on an elevated ground plane of structural fill above the 100-yr. flood level. Visitors arrive at a highly visible and protected building entrance. Visitors would reach or depart the entrance via a gently sloping foot path.

From the entrance/orientation area, internal circulation for visitors is primarily circular and sequential. General visitors would enter and leave the Interpretive Center at the same arrival point. A separate

entrance/orientation would be provided for handling school and tour groups.

Visitors move through orientation, previewing and theatre spaces to extensive indoor exhibits and outdoor living history areas back to the point of beginning. At this location, the museum store will provide opportunities for purchasing gifts and souvenir items from a vast selection of quality merchandise before departure.

INTERPRETIVE CENTER SPACE ALLOCATION

The following major use categories summarize the area and space requirements for the Interpretive Center. A more detailed presentation of functions and associated space requirements is presented in the appendix.

1. Public Spaces	9,940 S.F.
2. Exhibit Galleries	15,000 S.F.
3. Administrative Services	1,964 S.F.
4. Technical Services	7,452 S.F.
5. Support Spaces	1,612 S.F.
Total Gross Area	35,968 S.F.

LIVING HISTORY PROGRAM

In conjunction with the Interpretive Center and in support of its overall theme and exhibitry, excellent living history opportunities exist for the End of the Oregon Trail Center. Living history is an outstanding medium for educating because of the immediacy of the experience and the opportunity for extended dialogue with interpreters. Living history has the potential to bring people in touch with the texture of life in the past, i.e. how the past actually looked, smelled, sounded, felt, and tasted.

In general, living history programs simulate life in another time. In living history interpretation, live performers or interpreters, dressed in historically accurate clothing and employing reproductions of historical implements, play out the daily and seasonal activities of life in a certain historical period.

Living history as it is presented at historical museums can be either first person (i.e. "I shear my sheep in this manner") or third person (i.e. "The pioneers would shear their sheep in this manner") interpretation.

However, living history programs are a serious undertaking for an institution and can be expensive to sustain and improve. Most credible and viable outdoor living history museum programs are developed over a long period and are continually monitored, evaluated, and modified as serious educational endeavors. Outdoor living history programs invariably require financial support or subsidies from other funding sources.

Most obvious advantages of living history program for the End of the Oregon Trail:

- generally very appealing to the visitor
- technique not duplicated nearby
- great way to learn/teach history
- artifacts can be reproductions
- interpreters provide security

Perceived disadvantages:

- demands constant staff training and evaluation
- expensive payroll
- high site maintenance costs
- weather sensitive (if out of doors)
- limiting in scope of interpreted time in history
- takes support staff, e.g. food, costumes, laundry, scheduler, researcher
- takes constant research: must be accurate and authentic
- little control of the final product
- local residents will come once, maybe twice, then tire of it
- some visitors don't "catch on" and are uncomfortable with it

Cautions in developing living history include:

- presentation must emphasize end of the Oregon trail.
- must choose a specific year or period to interpret

- interpreters are not closely scripted so they must be adept at improvisation as well as historic accuracy.
- accuracy is of the essence because this is real history
- living history is a major undertaking, not to be entered into lightly
- needs up-front capital and adequate preparation/construction time
- prepare a realistic pro-forma to avoid income/expenditure surprises
- needs critical mass to create ambiance and allow visitor immersion
- need to identify two or three, maximum, messages you want the visitor to leave with: they will only absorb so much and concentrate so long without becoming confused.

The actual education and research program for the living history areas would be directed by the Center's administration and shaped by the center's education /research department. The program's content must be historically accurate utilizing re-created or authentic artifacts and structures and authentic techniques.

Undoubtedly, part of a living history education program would entail the need for diligent curation of historical artifacts and facilities, but would also require extensive initial and sustained research and scholarship into the history of the Oregon Trail and early Oregon. An effective living history education program would require monitoring and renewal or re-adjustment for accuracy of interpretation for the visiting public. The

living history program would provide excellent opportunities for co-operative programs with other heritage and educational institutions.

The commitment to a living history program also creates "behind-the-scenes" demands. Staff and facilities are needed for production, maintenance, and storage of authentic or recreated buildings, furnishings, clothing, tools, etc. For the End of the Oregon Trail Center, potential primary subject areas for historical simulation and interpretation would be: Salmon Village (Native American village), Fur Trappers Brigade Encampment, The Barlow Road, Oregon Town (early Oregon City), Pioneer Territorial Farm(s). These would be extensions of primary indoor interpretive elements, but would also function independently as well.

Other activity subjects such as sawmills and related timber harvesting activities or steamboat construction and operations on the Willamette River would undoubtedly be introduced as the Center develops and matures.

SALMON VILLAGE (NATIVE AMERICAN VILLAGE)

Both visual and textual materials document the long-vanished traditional villages of the Clackamas, Clowewalla, Tualatin, and Ahanchuyuk peoples who resided in the vicinity of Willamette Falls in the mid-nineteenth century. Samuel Parker provides a useful account on November 30,

1835, of a village on the west bank of the Willamette River below the Falls.

These diary entries and other narrative, archaeological data, and contemporary visuals would make feasible the design and reconstruction of a traditional village.

Simulation of an American Indian village would be set along a gravel bar or terrace of a large re-created stream. Interiors of cedar dwelling might simulate a typical living condition along with accurate re-creations of furnishing, tools, clothing, etc. Through dialogue with Indian "informants" visitors could learn of life in pre-contact times with Euro-Americans. Visitors could learn about the physical and spiritual existence of these first people, their relationships, and in response to their environment in making shelter, tools, and clothing, and gathering food. The values and beliefs would be expressed through story-telling, explanations of myths, social structure, and family, among countless other subjects.

Potential structures could include:

- Plank-slab dwelling(s) - 4 or 5 structures.
- Canoe-way with several beached canoes and some under various stages of construction.
- Fish-drying racks and berry-drying areas.
- Re-created stream and riparian vegetation with re-circulated water system stocked with live fish.

- Ethnobotanical landscape of plants used for food, medicine, and shelter.

FUR TRAPPERS' BRIGADE ENCAMPMENT

Commencing in 1812 with the explorations and labors of Alexander Henry, the fur trappers and traders entered the Willamette Valley. Over the next 30 years the Pacific Fur Company (U.S.), the North West Company (Canada), and the Hudson's Bay company (Great Britain) sent employees to the area. These companies utilized the "brigade system" whereby expeditions of men with Indian wives, children, horses, trade goods, and supplies, would venture out for months or even a year or two to work in the wilderness.

It is feasible to consider simulating and interpreting a fur trappers' brigade encampment near the Indian village. Such a development would not duplicate structures or major elements of the storyline and exhibitry at Fort Vancouver. Rather, interpreters would provide a new perspective on the field operations of the fur trade and its important interface with the Indians of the Oregon country, 1810-50.

Potential structures could include:

- Three-sided (Adirondack) lean-to of small logs, tree bark and branches.
- Canvas tents.
- Temporary corral for horses and mules.

- Re-created beaver dam and pond, re-circulated water system, stocked with fish and perhaps beaver and river otters.

BARLOW ROAD

Barlow Road was the last overland segment of the Oregon Trail opened in the fall of 1846. Developed as an alternate route to the perilous water passage down the Columbia River, the Barlow Road became the choice of thousands of emigrants in the subsequent years. The Barlow road route had been carved out of the dense forests of the Cascades range by Samuel Barlow, his family, and others in the fall of 1845 and the spring and summer of 1846. For the next seventy-three years this route served travelers in Oregon. The Barlow Road, Oregon's first toll road, operated longer than any other route under private ownership.

In the fall of 1846 one of Barlow's sons-in-law began collecting fares at Barlow's Gate on Gate Creek at the foot of the eastern slope of the Cascades. An estimated 145 wagons and nearly 1,000 emigrants used the route that year. Barlow stated that 1,559 head of horses, mules, and cattle and 13 sheep had also used the route. The fare was \$5 per wagon and 10 cents a head for livestock.

Re-creation of the overland route to Abernethy's homestead would be an added outdoor living history dimension. Following along simulated wagon wheel ruts, "families" of interpreters with their oxen and wagons, and livestock might re-enact the arrival and

trail-life encampment scene of weary emigrants. Role players or interpreters would bring to life their experiences of the 5-6 month journey.

OREGON TOWN (EARLY OREGON CITY)

Overland emigrants found a bustling, muddy village hemmed in by basalt cliffs at the base of Willamette Falls in the 1840's and 1850's. Oregon Town might emulate the format Conner Prairie's "Prairie Town" as a fictional Oregon town that would accurately represent early life in the Oregon Territory.

Opportunity for historical simulation of local activities, structures, and goods include:

- Furniture makers (chairs, tables, bureaus).
- Pottery works (documented at Peoria and Buena Vista farther up the river in the 1850's).
- Printing shop (opened in 1846 by William G. Tvaalt to publish the *Oregon Spectator*).
- Sawmill (established by McLoughlin).
- Gristmill (established by George Abernethy).
- Mercantile store (established by Archibald McKinley).
- Tinsmithing.
- Blacksmithing.
- Weaving.
- Dressmaking/millinery shop.

- Cooper (barrels to basket-making).
- Land Claims office.
- Pharmacist, doctor, barber, etc.
- Homelife for women, children.

Research can confirm these and other enterprises, their original proprietor, and the range of wares, products, or services. The list will grow. The cast of early pioneer residents such as George Abernethy, Hiram Straight, Joe Meek, and Archibald McKinley should be researched for interpretive roles in Old Town.

PIONEER TERRITORIAL FARM

Commencing in 1829 retiring employees of the Hudson's Bay Company ascended the Willamette to establish subsistence farming on French Prairie. This settlement became the nucleus of agricultural development in the Pacific Northwest. By the mid-1840's a number of farmers had settled in the watershed of the Clackamas and Tualatin Rivers.

The prospects for developing a "territorial" farm, as it would have looked through the proclamation of territorial status in March, 1849, are strong. Early pioneers such as Hiram Straight and George Abernethy established farmsteads on their donation land claims. Straight and Abernethy held claims in the Project Area, just north of McLoughlin's claim for Oregon City.

Potential structures might include:

- Land Claim cabin (constructed of hewn logs).

- Clapboard house (constructed of milled lumber).
- Weaving house with hand loom and spinning wheels.
- Barn (constructed of logs).
- Stock buildings (for oxen, milk cows, hogs, sheep, goats, poultry, and other livestock).
- Smokehouse (for processing meat).
- Granary (double-walled grain storage facility).
- Blacksmith shed.
- Cooler (double-walled, semi-subterranean storage building).
- Corral and split-rail fences.

Special mid-1800 farm features might include:

- Pioneer orchard with grafted fruit stock from 1840's.
- Vegetable garden of the period.
- Grain fields.
- Pastures with representative livestock.

EMIGRANT PARK

Emigrant Park is conceived as an ungated public square or community greenspace that would acknowledge and commemorate the ordeal of those emigrants who attempted the epic journey, those who arrived in Oregon City, and those who perished during the trip. It would include and maintain the last few hundred yards of the original Oregon Trail corridor.

As a central element in the overall system of public space for the project area, Emigrant Park is programmed as a multi-use open space of undetermined size. It would serve not only as part of the approach/departure experience for visitors, but it also would serve as a quiet place for contemplation, relaxation, or programmed public events. The space would be landscaped in an informal manner incorporating native plant species of trees and shrubs that emigrants might have encountered on the western side of the Cascades range, and along Abernethy Creek.

Participation in the planning and funding of this park by descendants of pioneer families should be encouraged. Opportunities for interpretive sculpture and registry of emigrants might also be included.

REGIONAL VISITOR CENTER

Visitors to Oregon City and the region would receive information on area attractions and services. The visitor center would be conveniently accessible to both residents and tourists. Co-location with the End of the Oregon Trail Center contributes to the notion of a heritage complex and information "hub" for visitors. Since the proposed 10,000 s.f. center would most likely be built before Phase Two, it could provide space for the End of the Oregon Trail administrative staff as an interim condition in close proximity to the project site. Additional primary tenants for the Visitor Center are Chamber of Commerce and Clackamas County Tourism Development Council.

PROGRAMMING AND SPECIAL EVENTS

Although the activities addressed below would be accommodated in other components of the master plan, the information is included in support and explanation of the overall functioning and operation of the Center.

The End of the Oregon Trail Center and its future Education Department would have responsibility for creating and directing the educational agenda and its content. The Center might offer a wide range of educational programs, workshops, hands-on educational/recreational activities throughout the year. These programs and events might also be tied to the seasonal cycles of emigrant life.

The Education Department would very likely target education program activities to school curricula with in-depth tours, activities, and teacher workshops. Adults would be able to enroll in special programs and workshops. Special needs of tour groups would also be considered and programmed accordingly. The Education Department would be responsible for the content and implementation of the Trail Encampment program as well as the outdoor living history elements.

Programs should be tailored to needs of school groups. Students could participate in field study at the Center with program themes and content perhaps centered around "Family", "Work", and "Community Life" of the emigrants and Native Americans.

Program duration and content would be structured according to school grade levels. Special teacher workshops could also be available.

Special events throughout the year should be scheduled to sustain interest and attendance at the Center. These special events and activities would allow visitors to experience the daily life, work and community celebrations of emigrants. A special events calendar for the Center might be tied to seasonal cycles. Events and activities could vary in duration and could include craft demonstrations and hands-on activities.

Events or celebrations could include Dr. John McLoughlin's and Governor George Abernethy's birthdays, Independence Day festivities, and Women's History Day. A Pioneer Fun & Games Weekend might focus on historical games and play, story-telling, music and dance. Pioneer Foods Day might offer dishes and meals of the period, showing food preparation and preservation techniques. Ox and Wagon days could give visitors intimate experiences of the harsh realities of travel on the Oregon Trail through discussion and live demonstrations. A Pioneer Gardens program could talk about gardening techniques, flowers and shrubs of the mid-1800's. Emigrant Homes seminars and restoration workshops might discuss historic decoration styles, period paint colors, wallpaper designs, floor coverings, and interior furnishings.

The First People program could expand visitor awareness of the contributions of

Native American culture. Programs might be offered about food preparation and preservation, canoe construction, clothing and decoration, along with religion, folklore, dance, songs, and story-telling.

Frontier Farmlife might offer seasonal demonstrations of plowing, planting and harvesting crops, and preserving foods. Learning techniques in barn construction could also prove to be fun and educational. Farmlife activities might include opportunities for cow-milking, cream separation, butter-churning as well as apple harvesting and cider-making.

General workshops and demonstrations might be offered in trades and crafts such as wool dyeing, weaving, blacksmithing, coopering, tinsmithing, or pottery-making.

Historically-oriented performances would be programmed either in the Amphitheatre or at selected sites in the outdoor living history areas. Performances could include outdoor historical dramas and musicals, period music, song, and dance by groups or individuals, historic recitations and orations, lectures by noted historians and educators, and staff talks by interpreters and education employees.

EOT ADMINISTRATION AND EDUCATION CENTERS

As an educational resource for the local community and residents of Oregon, the End of the Oregon Trail Center's administration and education operation would be positioned to provide an invaluable educational service in Oregon Trail history. With its eventual

success and popularity, the End of the Oregon Trail Center will undoubtedly continue to develop and improve its education programs and content as part of the Center's educational mission.

As the institution matures and develops enhanced programs and staffing, the Center's functional needs will require additional space to provide high quality Oregon Trail history-based education programs. Additional staff in the administration and education-research areas will become necessary within the long-term organizational structure for the overall Center. An adequately staffed and equipped educational department will continue to develop and direct education programs for public enjoyment and enlightenment.

The education-research operation would continue to monitor and improve Oregon Trail specialized research and education, provide out-reach education programs to area schools, and to provide "on-site" workshop spaces for school groups, teachers, and adults to participate in hands-on, heritage-related activities. These on-site programs conducted by the education department staff would be linked with educational-interpretive content at the main End of the Oregon Trail Center. Education programs and activities could be conceived and implemented in association with other heritage institutions in the county and region.

The education department in delivering programs and special events would use a range of classrooms, workshops or labs, appropriately furnished and equipped to teach specialized subject areas of frontier life.

For example, school groups from Oregon or Washington would arrive by bus fully prepared by teachers for an entire day's journey into the past. After a morning of orientation and hands-on activities in historic crafts and trades, students could, in the afternoon, experience outdoor living history areas and visit with costumed interpreters for further reinforcement of the morning's activities; or students might have the option to tour the Interpretive Center to gather factual data on the Oregon Trail and emigrants as a special follow-up assignment before returning to the Education Department and departing on their bus.

With the site of the End of the Oregon Trail in Oregon City, the education department might logically become a special research and repository facility for information and artifacts unique to the Oregon Trail. As an Oregon Trail research center, and extensive concentration of computer data as well as memorabilia would attract scholars, writers, and interested lay people to probe specific subject areas, events, or individuals associated with the overland migration, dispersal and settlement of the Pacific Northwest.

The education center would also contain spaces for maintaining and improving outdoor living history programs with specialized spaces for Oregon Trail research, living history interpreter instruction and debriefing, as well as costumes and replicated artifacts construction, maintenance and storage.

PERFORMANCE AMPHITHEATRE

The outdoor amphitheatre would accommodate a range of historically-based programs and performances throughout the day and into the evening during the summer season. Potential activities would include historical drama, historical music and dance of the period, as well as lectures and educational programs linked directly to the Interpretive Center.

A notable event at the Center will be the Oregon Trail Pageant and its popular musical drama productions. The popular Pageant has been relocated to the Phase One, End of the Oregon Trail Center mini-amphitheatre.

The outdoor performance amphitheatre would operate in conjunction with the other Center education programs and facilities. The amphitheatre would be gated, operating within the boundaries of the Center. An admission charge for daytime amphitheatre programs could possibly be either a one-time, separate fee or included as part of an overall admission ticket package. Evening events could be ticketed separately after the main Center has closed.

The amphitheatre as an uncovered, outdoor facility should be designed to seat 1,500-2,000 visitors. However, the market and capacity should be analyzed further through a separate research study. It would be sited in close proximity to the Interpretive Center/Outdoor Living History areas to accommodate ease of visitor movement to and from programs during daytime hours. Evening performances would be gated separately.

The audience seating area would be sited on a sloping, landscaped earth embankment that is screened visually and acoustically from Abernethy Road and I-205 Freeway. For optimum sight-lines, spectator seating would be arranged roughly in a semi-circular geometry with structured concrete slab terrace stepping down the slope. Maximum distance from performer to spectator should be 135 feet for seeing the actor's facial expressions. Orientation of visitor seating should be due north. Consideration should be given to covered performance and seating areas during warm, but rainy days. The audience area should be furnished with seats with backs for visitor comfort.

From the seating area, vistas for spectators are framed to the east for select views of wagon trains approaching on the Barlow Road and the wagon encampment that could be incorporated into historical programs or performances. Vistas to the north and west would frame the re-created early Oregon City structures.

The stage house might be designed to resemble the vernacular architecture of early Oregon and to be visually and physically integral with the outdoor living history area of early Oregon City. The stage platform would be designed into the landform to allow oxen and covered wagon access from the re-created Barlow Road and the emigrant encampment areas for certain performances.

The stage configuration could be a thrust platform that would be removable for flexibility in productions of a variety of programs. Side stage and backstage spaces

would be programmed and sized to accommodate performers, live animals, scenery props, and other special requirements. Visitor services such as rest rooms and concessions would be conveniently located for patrons. Given the complexity of a specialized program with highly technical requirements, it is recommended that outdoor drama and lighting consultants be included for future facility design.

GROUP COOKOUT AREA

As an inconspicuous or low-profile component of the Center's program, the Group Cookout function would be part of the overall operation and an important source of additional revenue. A market exists for paid group functions or outings that are staged in unique or highly unusual settings such as the End of the Oregon Trail Center.

The Group Cookout operation would book group activities that might be accommodated within the interpretive center, outdoor living history areas or at secluded areas within the grounds of the greater End of the Oregon Trail Center area. The cook-out areas could be accessible by oxen and covered wagons or other historically-themed modes of travel.

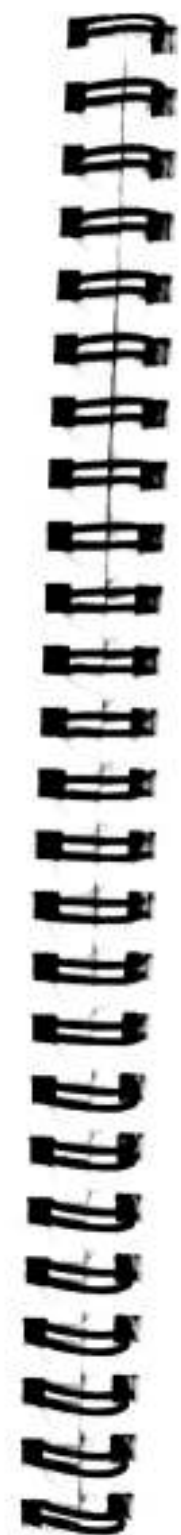
Remote rural sites perhaps along the Barlow Road or at one of the historic homesteads are also alternative site possibilities. Opportunities of off-site location for group bookings should be investigated for acquisition and operation or as lease arrangements.

Group bookings also would have the added benefit of exposure and promotion of the Center and its programs to Group Cookout participants who would become future or repeat interpretive center visitors. The timing and extent of development for this function would be dependent upon future operational priorities of the Center.

TRAIL ENCAMPMENT

The Trail Encampment is an extended outdoor education-recreation program for visitors and is another source of revenue for the End of the Oregon Trail Center. As an added dimension to the historical education mission of the Center, the Trail Encampment program would be marketed to all age groups with primary focus on the school-age groups. The program would offer structured outdoor educational experiences lasting a few days to perhaps a week. Participants would be exposed to program content directed at recreation with an emphasis on historical education of possibly the mid- to late-1800's. Emphasis would be placed on experiencing pioneer life and times through representative activities of the period.

Participants might retrace the Barlow Road over the course of several days, or become involved in songs, dances, and games of this period, or learn techniques for making baskets and other goods. An expanded program might provide daily experiences at the Territorial Farm of shearing sheep, carding and spinning wool, or crafting wood for barrels, buckets, or other implements.



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Opportunities also abound in learning Native American folkways and folklore, how the first people's daily lives were entwined with the natural forces of this particular region. Who were the first people in the valley? What were their daily activities? What games did they play? What were their beliefs? What did they wear? Participants might learn about netting and drying techniques for salmon, or about gathering and preserving other foods.

The Trail Encampment concept would be integral to other education programs and activities that would be developed and coordinated by the Center's education department. The Trail Encampment program should occur at remote historically-based sites (e.g. Foster's place at Eagle Creek or Rock Corral at Marmot on the Sandy River) that provide unique settings for this enjoyable, educational experience. This program could be implemented in partnership with those institutions.

HISTORIC LANDSCAPE, OPEN SPACE, AND GREENWAYS

Public park space and greenbelts are invaluable community amenities and are important elements in the design of the End of the Oregon Trail Center and for the project area's overall development. Preservation, protection, and enhancement of public greenways along all water edges and other site locations is a major objective. Public greenspace plays a silent but important role,

and provides for a wide range of community activities and experiences.

In keeping with the objectives of the Willamette River Greenway Program, the maximization of greenways along water edges will provide valuable continuity of public use and enjoyment.

Parks and greenbelt improvements should be implemented and enhanced along the Willamette and Clackamas Rivers, Clackamette Cove and Abernethy Creek. The wetlands area west of the Metro Transfer Station should be restored and expanded.

Historic landscape, community open space, and greenbelts are also important design components in the Master Plan. Extensive landscaped areas at the perimeter of the End of the Oregon Trail Center provide necessary enclosure. This historic landscaped buffer would set the Center apart from incompatible off-site uses, and provide the necessary enclosure and isolation to re-create an historic place or enclave. Newly created woodlands and wetlands of indigenous vegetation within the Center's grounds and at its perimeter help heighten the sense of historical immersion by screening objectionable sights, framing and enhancing vistas, and enveloping visitors.

The backdrop of the wooded hillsides of the bluffs that cradle the End of the Oregon Trail Center site are very important and should be protected by a scenic or conservation easement and other controls. The woodlands are important visually and offer a setting for future hiking trails.

A system of greenways, restored historic landscapes, and water bodies would also attract a spectrum of interesting wildlife, thereby providing an added dimension to the visitor experience. This component should be integrated with the Oregon City Regional Center Master Plan process.

VI. IMPLEMENTATION



Oregon City downriver from Willamette Falls, 1857.

DEVELOPMENT SEQUENCE

The Master Plan for the End of the Oregon Trail provides for an overall directive in restoring/managing the greater site, defining content of the interpretive program (show and visitor experience), and establishing the feasibility and long term benefit to the community.

It is intended as the beginning of a program that should evolve as needs and priorities change. With consensus on what ought to happen, the focus of the Master Plan can shift to timing, funding, and how to best organize and marshal resources to put the project together.

TIMING

Subsequent project phases are entirely dependent on having necessary funds available for a design consultant team to proceed. In the best case funding scenario the project could be designed and built in approximately four years. It is possible to separately fund and phase the major project tasks identified below which would obviously extend the overall timeline. Phase I would operate concurrently with future construction. Obviously, coordination will be required to mitigate negative or undesirable effects of construction activity upon on-going activities of the Phase I facility.

A broad outline of the timeline, based on development of other, comparable facilities, is as follows:

- Architectural, programming history content research: 6 Months
- Design, construction documents (architecture, engineering, exhibits): 14 Months
- Construction, exhibit fabrication/show production, preliminary staffing: 24 Months

DEVELOPMENT BUDGET

The fundamental areas of expense over the next three to five years will be:

- Project Development and Management.
- Assembly, Preparation of the Site.
- Capital Facility Development.

The centerpiece of the facility development program will be the Interpretive Center. Given the nature and space requirements of the interpretive package, along with initial phasing priorities, an overall project budget is outlined below:

INTERPRETIVE CENTER SUMMARY PROJECT BUDGET

(Note: Costs are exclusive of land costs)

1. Interpretive Center (See Appendix B)	\$11,769,982
2. Amphitheatre (1,500 seats)	\$2,500,000
3. Living History Farm (allowance)	\$200,000
4. Living History Town (replicated 10 bldgs. @ 3,000 s.f. average)	\$500,000
5. Living History Sites (allowance)	\$300,000
- Native American Village	
- Fur Trappers Brigade Encampment	
6. General Site Development (allowance)	\$250,000
Total	\$15,519,982

FUNDING RESOURCES AND CONSIDERATIONS

The sources for project funding generally are not new. From time to time certain programs (mostly federal) are withdrawn and others created. The sources of capital improvement funding may be divided into governmental and private.

Governmental Sources:

- Federal Grants – grants from one or more programs of federal agencies; these grants can be related to the facility or its contents.
- Federal Sponsorship – the development of an exhibit (e.g., the National Park Service).
- State Grants – moneys from a state program (e.g., the state lottery program).
- Local Governmental Funding – through general obligation bonds, revenue bonds, special tax districts, in-kind services, and the like (e.g., use of the newly formed State of Oregon Housing, Educational and Cultural Facilities Authority).

Private Sources:

- Private Donation – from individuals, clubs, private non-profit organizations (e.g., an environmental organization), and for-profit companies.

- Private Grants – from private organizations such as corporations and private non-profit foundations, often in the form of “challenge” grants.
- Services – in lieu of cash, individuals and organizations may provide services and/or materials for the development of the attraction.

Operational assistance may be provided by many of the same sources as stated above. Corporate sponsorships have been effective means of involving the local business community and enabling a business to be identified as providing the support to maintain a given exhibit or educational program, for example. Further assistance should be possible as there are a myriad of means of developing support - these include, operating/research grants from foundations, corporate sponsorship of individual elements of the attraction, volunteer services, annual membership fees to a Friends group, in-kind services from governmental bodies and private organizations, and the like. Another excellent operating subsidy source might be to get a combination of a publishing or communications company to play a major role in the advertising and promotional responsibilities of the End of the Oregon Trail Center.

In most historical attractions, science centers, aquariums, museums and other non-profit attractions, there is a “mindset” that such attractions cannot, and even, should not generate operating surpluses. Thus, these facilities are generally operated in that

manner and there is neither an ability to retire any debt nor finance new capital improvement projects. The typical scenario is for a facility to be totally funded initially by "found" money (donations, grants, in-kind spending, sponsorships, etc.), for its operating expenses to be partially subsidized, and for any capital improvements to be funded through new found moneys. Often operating endowments are formed to uphold the operations of such projects.

Voter-approved bond levies for capital construction are another possible packaging of funds. It may be advantageous to pursue a regional bond measure through Metro, similar to the recently successful measures. It is possible that up to 75% of the total project cost might be raised by the region, matched by a 25% Federal share. This strategy might expedite the schedule of development, since funding might be acquired fairly quickly.

A combined funding approach that keeps several options open may make the most sense, at least for the time being, but this would require a broad coordination effort, if not an early pledge of local resources (e.g., hotel/motel moneys) to demonstrate the seriousness of the community toward the project. The obvious primary sources are Federal, State, Regional (Metro), and local corporate and individual giving.

KEYS TO SUCCESS

The history of the Oregon Trail is part of the epic of the development of the American West. Traversing the continent, its route served as a conduit for thousands of pioneers and a testing place for their institutions, ideas, and commitments. An End of the Oregon Trail Center at Oregon City has unique appeal and represents an opportunity of great potential value.

To distinguish the End of the Oregon Trail as a center which fully engages the visitor, receives the commitment of the community, and is ultimately successful, a number of conditions should be present and/or on-going:

- **Maintaining a Strong Theme and Authenticity:** The theme and its purity should be maintained as far as is practicable; thematic continuity throughout the End of the Oregon Trail Center should be offered, even though sub-themes may be employed. Emphasis should continue to be placed on providing visitor with authentic experiences to the extent possible.
- **Delivering a Memorable Experience to the Visitor:** Every exhibit should be visitor focused and challenged by asking "Is this going to yield a memorable experience?" Or, "How can we best deliver the message of this exhibit to the visitor?"
- **Maintaining a Marketing Plan:** A well-conceived, budgeted, and executed marketing plan should be sustained; this includes public relations, press relations, brochure creation and distribution, media buys (especially well-placed billboards), promotions (with local commercial outlets a chain of fast food stores, market chain, etc.), group sales (schools, companies, agencies, etc.), directional signage, and other marketing devices.
- **Achieving National Historic Landmark Status:** The End of the Oregon Trail is deserving of recognition as a national site in view of its uniqueness and significance in the settlement of the American West. A process should be established for investigating the potential for national status in view of its historic significance, but also for added stature and revenues that come with that stature and designation. At a minimum, consideration should be given to incorporation of the word "national" within the facility name in an appropriate manner.
- **Developing Financial Strategies:** Attractions such as the End of the Oregon Trail Center have difficulty in repaying significant debt from surplus operation revenue. Ideally, the funds for the initial capital improvements

should be "found" money, without a payback requirement. In so doing, any operating surplus can be utilized to provide new capital improvements from time to time.

- **Making a Unique Statement:** The Center should offer some feature or means of delivering a meaningful experience that stands above the competition.
- **Strengthening Identity:** Contributing to the uniqueness and distinctiveness of the End of the Trail by identifying a unique street address.
- **Developing a Signature Exhibit:** The Center, ideally, should have a signature exhibit (greatly assisting the marketing effort).
- **Focusing on a Large Number of "Moderate" Size and Impact Exhibits:** Aside from the "signature" exhibit (which need not necessarily be large), the Center should focus on moderate size exhibits rather than one or two mammoth exhibits and a multitude of small ones.
- **Offering Interface:** By developing "hands on" exhibits and outdoor living history programs, the visitor can interact with knowledgeable staff, thereby receiving interesting episodes and aspects of the Oregon Trail and settlement life that would

be virtually impossible to communicate otherwise.

- **Providing Space for Evening Events:** The design should view the facility as a reception venue, including sit-down dining for multiple groups in an evening for revenue enhancement.
- **Providing Space(s) Which are Highly Programmatic:** Areas should be reserved for rotating exhibits, possibly including exhibits that might be created at the Center and then sent on "tour" to other museums for a fee; programmatic exhibits can provide new entertainment content to be marketed to the public. Again, these exhibits and programs would feature lifeways of immigrant and Native people.
- **Implementing Design Guidelines:** Institute design guidelines, standards, and technical review procedures for all development proposals (private as well as public); to provide quality control and monitoring of performance, especially within the "primary historic resource district" and greater project area. Since the quality of the physical environment will greatly impact the visitors experience and, in turn, the success of the Center, it is imperative that credible, consistent design guidelines be implemented. Adoption by Oregon City and Clackamas County is essential.



VII. APPENDIX

APPENDIX A. PROPOSED FACILITY PROGRAM

1. INTERPRETIVE CENTER SPACE ALLOCATION

a. SUMMARY

1) PUBLIC SPACES	9,940	SF.
2) EXHIBIT GALLERIES	15,000	SF.
3) ADMINISTRATIVE SERVICES	1,964	SF.
4) TECHNICAL SERVICES	7,452	SF.
5) SUPPORT SPACES	1,612	SF.
TOTAL GROSS AREA	35,968	SF.

b. PRELIMINARY SPACE ALLOCATION

1) PUBLIC SPACES

• Lobby: Reception, Orientation, Ticketing	800	SF.
• Coats, Lockers, Telephones	200	SF.
• Museum Store, Office, Stockroom	1,500	SF.
• Public Restrooms	500	SF.
• Assembly Area	200	SF.
• Multi-Use Auditorium (120 seats)	2,800	SF.
• Classroom/Discovery Room	1,000	SF.
• First-Aid Room	100	SF.

Sub Total Net Area 7,100 SF.

Circulation/Services @ 40% 2,840 SF.

Gross Area 9,940 SF.

2) EXHIBIT GALLERIES

• Permanent Exhibits	10,000	SF.
• Traveling/Photographic Exhibits	2,500	SF.

Sub Total Net Area 12,500 SF.

Circulation/Services @ 20% 2,500 SF.

Gross Area 15,000 SF.

3) ADMINISTRATIVE SERVICES

• Reception/Secretarial	200	SF.
• Director	175	SF.
• Public Relations Director	100	SF.
• Development Director	100	SF.
• Accounting/Bookkeeping	100	SF.
• Vault	50	SF.
• Cash Room	80	SF.
• Conference/Board Room	250	SF.
• Meeting Rooms (2 @ 100 sf)	200	SF.
• Workroom, Supply Storage	200	SF.

Sub Total Net Area 1,435 SF.

Circulation/Services @ 35% 509 SF.

Gross Area 1,964 SF.

4)	TECHNICAL SERVICES		
	• Curator of Collections	120	SF.
	• Curatorial Workspace	200	SF.
	• Collections Storage	1,000	SF.
	• Registrar/Archivist	100	SF.
	• Research Library/Archival Storage	500	SF.
	• Artifact Freezer Room	50	SF.
	• Exhibit Maintenance	100	SF.
	• Exhibit Preparation, Shop	1,000	SF.
	• Education Director	100	SF.
	• Education Offices	300	SF.
	• Costume Shop and Storage (Living History)	500	SF.
	• Laundry (Living History)	100	SF.
	• Food Storage (Living History)	100	SF.
	• Womens Dressing/Lockers (Living History)	400	SF.
	• Mens Dressing/Lockers (Living History)	300	SF.
	• Photo and AV Technician	100	SF.
	• AV Equipment Room	150	SF.
	• Volunteers Coordinator	100	SF.
	• Volunteers Workroom	300	SF.
	• Meeting Rooms	200	SF.
	Sub Total Net Area	5,520	SF.
	Circulation/Services @ 35%	1,932	SF.
	Gross Area	7,452	SF.
5)	SUPPORT SERVICES		
	• Staff Breakroom	200	SF.
	• Staff Restrooms	120	SF.
	• Janitorial	120	SF.
	• Crate Storage/Holding	500	SF.
	• Shipping, Receiving Vestibule	300	SF.
	Sub Total Net Area	1,240	SF.
	Circulation/Services @ 30%	372	SF.
	Gross Area	1,612	SF.
	TOTAL INTERPRETIVE CENTER GROSS AREA	35,968	SF.
2.	REGIONAL VISITOR CENTER SPACE ALLOCATION (CONCEPTUAL)		
	1) PUBLIC SERVICE AREA	3,000	SF.
	2) VISITOR CENTER STAFF	450	SF.
	3) EOT CENTER STAFF	900	SF.
	4) CHAMBER OF COMMERCE	600	SF.
	5) MEETING ROOM (50 People)	1,000	SF.
	6) FOOD PREPARATION	200	SF.
	7) SUPPORT AREAS	1,300	SF.
	SUBTOTAL NET AREA	7,450	SF.
	CIRCULATION @ 35%	2,608	SF.
	TOTAL GROSS AREA	10,058	SF.

APPENDIX B. PROJECT BUDGET BREAKDOWN

END OF THE OREGON TRAIL INTERPRETIVE CENTER

A.	Interpretive Center	35,968 sf @ \$145 sf =	\$5,215,360	
B.	Indoor Exhibit	10,000 sf @ \$275 sf =	\$2,750,000	
C.	Fixed Equipment (3% of Line A)		\$156,461	
D.	Movable Equipment, Furnishings (4% of Line A)		\$208,614	
E.	Site Improvements, Parking (8% of Line A)		\$417,229	
F.	Sub-Total Costs *		\$8,747,664	
G.	Design & Construction Contingency (15% of Line F)		\$1,312,150	
H.	Total Construction Budget			\$10,059,814
I.	Design Consultants (16% of Line H)		\$1,609,570	
J.	Client Administrative Costs (1% of Line H)		\$100,598	
K.	TOTAL PROJECT BUDGET **			\$11,769,982

- * Includes General Contractor Overhead & Profit
- ** January 1996 Dollars

APPENDIX C. COMPARABLE ATTRACTIONS

Comparable attractions, both regional and national, were reviewed in order to illustrate current activity levels and to demonstrate the potential for an End of the Oregon Trail heritage attraction.

Regional facilities were selected primarily because of their focus on historical themes and, in some cases, because Outdoor Living History is part of the attraction's historical interpretation approach. The six regional historic attractions are:

- Fort Vancouver, Vancouver, WA
- Champoeg State Park, St. Paul, OR
- Aurora Colony Museum, Aurora, OR
- High Desert Museum, Bend, OR
- Oregon Historical Society, Portland, OR
- Museum at Warm Springs, OR

Additional perspective on regional demand patterns is provided by examining attractions which do not have a direct link to historical interpretation. The eight include:

- Multnomah Falls, Cascade Locks, OR
- World Forestry Center, Portland, OR
- Oregon Museum of Science and Industry (OMSI), Portland, OR
- Washington Park Zoo, Portland, OR
- Bonneville Dam, Cascade Locks, OR
- Oregon Shakespeare Festival, Ashland, OR

- Mt. St. Helens Visitor Center, Castle Rock, WA
- Oregon Maritime Museum, Astoria, OR

Historical sites or monuments, outdoor living history museums and other facilities that are considered to be of interest to the End of the Oregon Trail Center include:

- Barkerville Historic Provincial Park, Prince George, B.C.
- Bent's Old Fort National Historic Site, La Junta, CO
- Cahokia Mounds, Collinsville, IL
- Conner Prairie, Noblesville, IN
- Fort Clatsop, Astoria, OR
- Fort Markley and Indian Village, Seneca, KS
- Homestead National Monument of America, Beatrice, NE
- Jefferson National Expansion Memorial, St. Louis, MO
- Jorvik Viking Center, York, England
- Mission Mill Museum, Salem, OR
- Old Aurora Colony Museum, Aurora, OR
- Old Sturbridge Village, Sturbridge, MA
- Plimouth Plantation, Plymouth, MA
- Sutter's Fort State Historic Park, Sacramento, CA
- Wyoming Pioneer Memorial Museum, Douglas WY

SECTION D: PHOTO CREDITS

Cover Photo:	Oregon State Capitol Rotunda Mural Painted by Frank Schwarz
Page 2	Clackamas Historical Society, Oregon City, Oregon
Page 6	Oregon Historical Society, Portland, Oregon ORHI 59756
Page 14	Oregon Historical Society, Portland, Oregon ORHI 46193
Page 22	Oregon Historical Society, Portland, Oregon ORHI 21591
Page 30	Oregon Historical Society, Portland, Oregon ORHI 21598
Page 36	Oregon Historical Society, Portland, Oregon ORHI 21602
Page 52	Oregon Historical Society, Portland, Oregon ORHI 248
Page 68	Oregon Historical Society, Portland, Oregon ORHI 21079

From: [James Nicita](#)
To: [Pete Walter](#)
Subject: Planning Commission hearing on CP 17-02, DP 17-03, and NR 17- 04
Date: Friday, September 01, 2017 8:28:33 AM
Attachments: [1996_EOTIC_SitePlan.pdf](#)
[Sketch2.pdf](#)
[MapsOfTheBarlowRoad.pdf](#)
[PaloAltoStockFarmHorseBarn.pdf](#)

Hi Pete,

Please enter the below email and its attachments into the record of the above-referenced file.

Thanks,

Jim

----- Forwarded message -----

From: James Nicita <james.nicita@gmail.com>
Date: Thu, Aug 31, 2017 at 8:47 AM
Subject: Abernethy Place Hotel
To: Lloyd.Hill@hillarchitects.com
Cc: "Robinson, Michael C. (Perkins Coie)" <mrobinson@perkinscoie.com>

Mr. Hill:

Thank you for getting in touch. I appreciate the kindness. I am cc'ing this email to Mr. Robinson.

It is gratifying to know that a hotel is being planned for Oregon City on the particular site in question. Your client Evergreen Hospitality is to be commended for wanting to join the Oregon City community and make such a significant investment.

If done consistently with the applicable comprehensive plan and code provisions, the hotel could be a significant boost and impetus for the long-term and remarkable vision embodied by the Master Plan for End of the Oregon Trail Interpretive Center. The attached site plan excerpted from the 1996 Amendment, which I have entered into the Planning Commission record, shows the subject property as designated "Visitors Services," an appropriate location for a hotel.

Here are some ideas I hope you and your client might consider. I am including a very crude drawing as illustration. I don't have graphic skills, but I wanted to convey the basic concept. Perhaps you have already considered something similar in your various scenarios; since I am

not privy to those, apologies in advance if I am treading over old ground.

Regarding my comments from the first Planning Commission hearing, in order to meet OCMC 17.62.055.D.3, the building could be horizontal along Washington Street. This would allow the primary entrance to face Washington Street.

The Hackett House could serve as the focus of the primary entrance. It could be moved around the corner to front on Washington Street, elevated above flood level to protect it and give it prominence, and have it face the EOTIC to allow all the visitors to view it in its full grandeur. As you probably are aware, Oregon City moves houses like it's a sport. Some of the most significant houses in the city – the McLoughlin House, the Ermatinger House, the Barclay House, the Judge Cross House, to name a few – have been moved from their original sites.

Moving the Hackett House to face Washington Street and the EOTIC would allow it to become an element of the hotel's port-cochere, with a circular driveway surrounding the house, adding to its prominence. The rain roof of the port-cochere could connect the Hackett House to the hotel. Perhaps a walkway could run over it from the Hackett House to the hotel.

The attached excerpt from "Maps of the Barlow Road" illustrates the historic significance of the Hackett House. Facing Abernethy Green, it would become, from an urban design standpoint, the visual endpoint monument of the longest urban design axis in history, the Barlow Road.

The form of the hotel might respond to the design constraints imposed by the irregular angle of 17th St. and by the sanitary sewer easement. As I mentioned at the first Planning Commission hearing, the body of the hotel would be put in the rear as much as possible to take advantage of the part of the site that is above the floodplain. This would allow an architectural treatment where the hotel would form a frame providing focus on the central design element of the Hackett House. There would be a gradual climb of one story (or a brick and iron wall) on Washington Street, then two-story wings, and then a three-storey tower in the middle directly behind the Hackett House. The effect would ideally be the same as the new public library expansion framing but not overwhelming the historic Carnegie Library.

From this base concept variations might be possible. For example, perhaps the two wings could swing forward slightly, giving the three segments of the hotel a "wagon circle" effect evoking the wagons across the street in the EOTIC. This would also add to the framing of the Hackett House.

Another possibility: the two wings could have extensions reaching further back towards the railroad tracks, which would likely be necessary to reach the target 100 rooms. One option might be to have the north and south wings in the form of blocks surrounding an inner courtyard, with only a wall on the side of the railroad tracks to block noise. Or, the railroad could have rooms looking into the courtyard on only one side of a corridor, with the corridor and a sound wall buffering train noise.

ODOT seems to suggest a 15-foot open space from the railroad ROW, which seems to provide for some room to maneuver. As far as noise, it doesn't seem that rooms closer to the tracks will really differ that much as far as noise exposure than those nearer to Washington Street, since the latter is just not that far from the tracks. In all seriousness, as one who lives directly above the same rail line and who has slept with ear plugs for 30 years, one simple solution to the train noise problem might be to provide ribbon-wrapped packages of pairs of earplugs to guests in the same manner as soap or shampoo is provided.

Regarding the sanitary sewer easement, I don't know the degree to which a floor of rooms could be constructed over the easement after one storey; I doubt it, because Tri Cities or WES maintenance trucks would likely have features that would require greater height. But above two stories I would hope they might allow a rain cover from the roof of the north wing to the central tower, or even a turret echoing the Hackett House turret off of the third storey of the central tower.

Another advantage of a horizontal design is the possibility for linkages. Horizontally, the north wing would likely reach closest to the furthest southern tip of the Amtrak platform. Passengers should be able to walk right off the platform over a footbridge into the hotel. The significant opportunity would be for the hotel to be the architectural linkage between the train station on the north and Abernethy Creek on the south; the south end of the hotel should really provide guests with a direct access to Abernethy Creek and the trail corridors planned just across the bridge, as demonstrated in the excerpt I am attaching from Oregon City's Trails Master Plan. I am not sure I understand Odor's pre-app comments requiring dedicated Amtrak parking in exchange for access to the platform; one would think that the purpose of rail transit is precisely to reduce dependence on the automobile. Nevertheless, hopefully there is still room for discussion with ODOT on the question of access directly from the hotel to the platform.

I wonder if one floor of podium parking beneath the hotel could both a) add to flood storage capacity, and b) provided added elevation above the base flood level for an extra level of safety.

Regarding OCMC 17.62.050.A(3)(a), "Eastlake" style as referenced in the National Register nomination for the Hackett House holds some real opportunity for a hotel design theme that would well-complement the Hackett House. Within Eastlake style there seems to be a

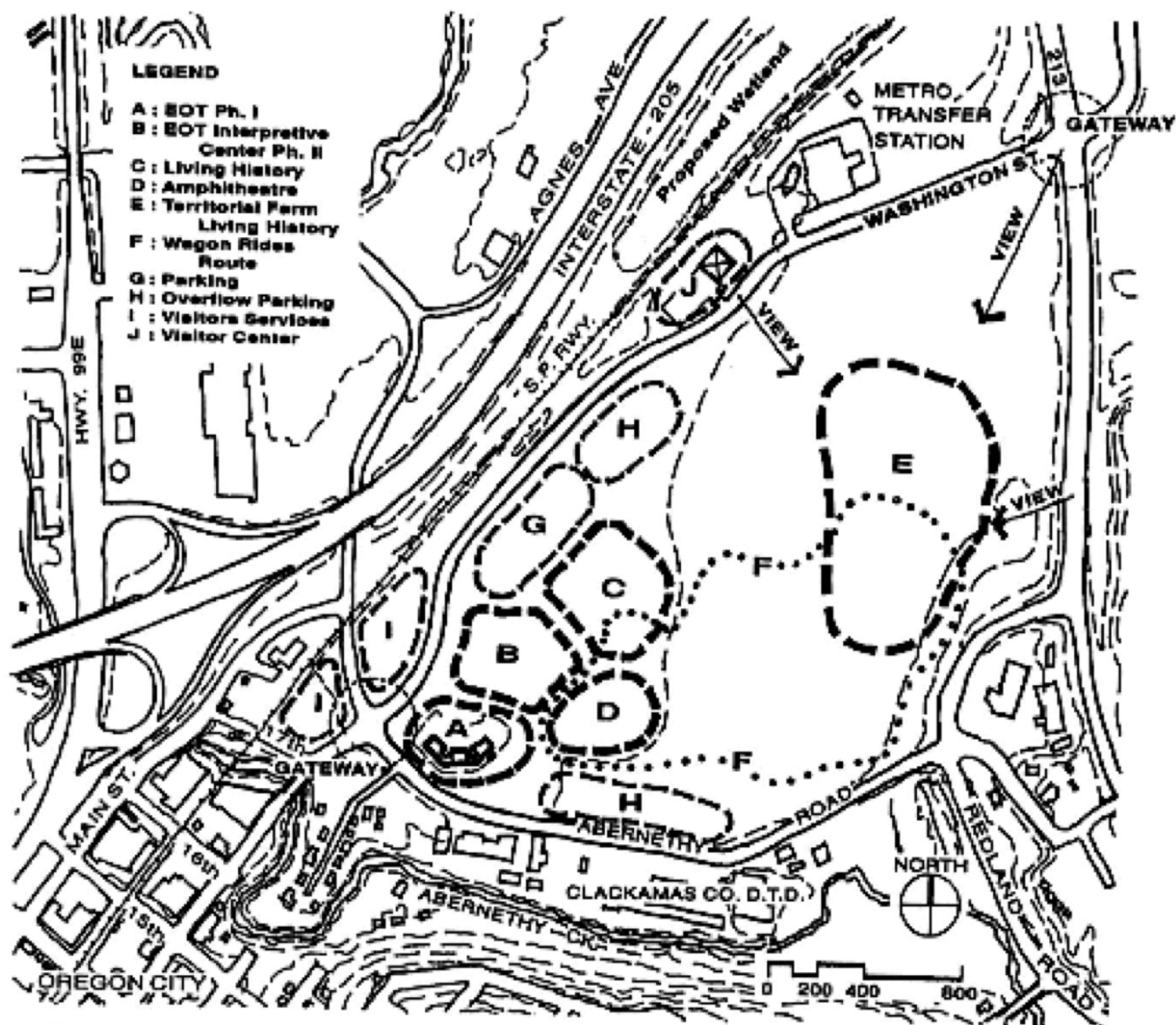
spectrum from the simplicity of the Palo Alto Stock Farm Horse Barn on the Stanford Campus to the perhaps excessively-ornate Carson House in Eureka, CA.(See attached.)

For the proposed hotel, tending far towards the simplicity side of the spectrum is probably appropriate, so as to not dominate or overwhelm the Hackett House, and so as to be affordable. Even with simplicity, some authentic craftsmanship could be achieved. As to a wood exterior, Bob's Red Mill along OR 224 might be an example of the "vibe" or "feel" that a simple wood Eastlake exterior could provide the hotel project, and be very consistent and complementary with the Hackett House, the EOTIC, and the EOTIC master plan.

Thank you very much for considering these ideas. Please pass along my thanks and regards to Mr. Patel.

James Nicita

Oregon City



END OF THE OREGON TRAIL CENTER - PROPOSED SITE PLAN

Victorian House Styles

During the 19th century there were many distinct styles of actual Victorian homes, ranging from seaside cottages to Italianate villas, Queen Anne cottages to romantic stone castles, brownstones, octagon houses, and mansard-roofed mansions. Victorian house styles were the product of an era rather than a specific idea about house design, resulting in a variety of both interior and exterior layouts and uses of material.



THE CARSON MANSION IN EUREKA, CA FEATURES SEVERAL ARCHITETURAL STYLES INCLUDING QUEEN ANNE, EASTLAKE, ITALIANATE, AND STICK ATTRIBUTES. [PHOTO CREDIT: PHOTOGRAPHS IN THE CAROL M. HIGHSMITH ARCHIVE, LIBRARY OF CONGRESS, PRINTS AND PHOTOGRAPHS DIVISION] (ARCHITECTURAL DRAWING)



SAMUEL KIMBROUGH BARLOW
1845

MAPS OF THE
**BARLOW
ROAD**

MT. HOOD
TO OREGON CITY
CLACKAMAS COUNTY
OREGON

Westernmost Link
of the
Oregon National Historic Trail

NOVEMBER 1988

Clackamas County Planning &
Economic Development Division
902 Abernethy Road
Oregon City, Oregon 97045
503/655-8521

SPECIAL THANKS AND ACKNOWLEDGEMENTS

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Lamont Rungay
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**CLACKAMAS COUNTY
BOARD OF COUNTY COMMISSIONERS**
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PROJECT TEAM
Ken Dauble, Jim Spillman, Hue Van, Dave Weisel

END OF THE OREGON TRAIL TASK FORCE
Dr. John Hakanson, Convener

GOVERNOR'S ADVISORY COUNCIL ON THE OREGON TRAIL
Steve Corey, Chairman

STATE OF OREGON HISTORIC PRESERVATION OFFICE
David Powers, III, Deputy Director

**NATIONAL PARK SERVICE
U.S. DEPARTMENT OF INTERIOR**
(Partial Funding Assistance)

FOREWARD

The Oregon Trail (and its westernmost segment, the Barlow Road) is a 2,000 mile monument to the human spirit. In the 60 odd years of its use, thousands of Americans headed west, first for fur, then as missionaries, and finally for land. Between 1841 and the turn of the century, over 300,000 Americans of all ages and walks of life sold most of their worldly possessions, piled what was left in a wagon and set off on an epic journey. The odyssey would take five months across some of the harshest and most hostile territory in the world. One in ten would fall victim to disease or injury along the way. Many were buried in the Trail itself to protect their graves from scavenging animals.

The Trail was first traveled by Robert Stewart following the fur trade on behalf of John Jacob Astor. Travel was limited until 1834, when Jason Lee, and then Marcus Whitman, came west to bring Christianity to the Indians. Reports from these missionaries greatly stimulated Eastern America's interest in the rich land awaiting them in Oregon, especially the Willamette Valley. The first organized party of emigrants set out in 1841 under the leadership of John Bidwell. They were the first in a trickle of emigrants that would swell to a flood in the years to come.

The Oregon Trail was of paramount importance to the settlement and development of the Pacific Northwest. The Trail directed the flow of westward expansion. In Oregon, its route (generally Interstate 84) has remained a principal course of east-west travel to the present day and provides a diverse range of terrain and historic interest, e.g., the rugged Blue Mountain crossover in northeastern Oregon; the dry plateau area between Pendleton and The Dalles, the perilous Cascade Mountains / Columbia Gorge section; and the geographic end of the Trail in Oregon City where settlement of the Willamette Valley began.

The U.S. Congress memorialized the vital part the Oregon Trail played in our Nation's history in 1978, when the trail was designated a National Historic Trail (National Trail System Act, P.L. 95-625, as amended). The intent of the public law was to designate the primary route of the Oregon Trail, extending full length between Independence, Missouri, and Oregon City, Oregon. This route is based upon travel which occurred during the period 1841-1848, and includes the 110-mile Barlow Road, developed in 1846 between The Dalles and Oregon City.

The purpose of this report is to accurately identify the sites and original alignment of Clackamas County's section of the Barlow Road. Following a brief narrative on the location and historical significance of the Barlow Road are maps illustrating the last 50 miles of this westernmost link of the Oregon Trail; from Oregon City eastward to Mt. Hood.

SAM BARLOW'S DREAM

Back in 1845, on the final stretch of an arduous trek across the Continent on the Oregon Trail, an impetuous dreamer lay awake in The Dalles mission one night, considering his prospects. So close to the end of his journey, Sam Barlow awaited a boat, now down-river on the Columbia with no scheduled return. With little money, less food, and no patience, Barlow and his party determined to bypass the river and forge a route by land to Oregon City. This they did, following an Indian trail around the southern slope of Mt. Hood — narrow, rough, hilly, treacherous, and for posterity's sake, unprecedented. After clearing trails, navigating hills of boulders, surviving the cold with precious little food, and with a touch of ingenuity, crossing a river by pole-vaulting over it, the party reached their journey's end. Barlow is reputed to have said, "God never made a mountain but what He provided a place for man to go over or around it."

As the party settled in their new home for the winter of 1845, the imminent approach of future neighbors, now on their way to Oregon, fueled Sam Barlow's dream anew. The next year he set to work improving the rough, barely passable Mt. Hood trail into a road over which emigrants could take their wagons. He would provide them, at a toll of \$5 per wagon, an overland alternative to the unreliable, hazardous, and expensive boat passage down the Columbia River. Given the enormity of the task, Barlow kept the road improvements to a minimum, without adherence to standards of comfort or safety. In spite of this, 152 wagons used the road in that same year, 1846. Steep, slippery and muddy paths strewn with boulders were navigable enough for Sam Barlow to call it a road, though many of his customers thought otherwise. Although emigrants used it in droves, Barlow lost money on the scheme through the continual refusal of travelers to pay for the privilege of belaying their wagons down the steeper grades with stout rope. Toll keeper Philip Foster recounts one man who "ran like a turkey" when asked to pay, and emigrant Philander Chase Davis remembers "Sam Barlow was the most unpopular man in Oregon as far as the emigrants of 1846 were concerned."

Though Barlow may have come to regret his efforts, history restores his road to honor and importance. The road was chartered by the provisional government in 1846, and turned over to the territory by Barlow in 1848, to be made into a free road. It soon fell into disrepair and became almost impassable, to be rechartered by Foster and Young and made a thriving enterprise by later owners. Thousands of settlers traveled the road for over 70 years. The railroad along the Columbia River was finished in 1882, and other alternative routes opening up the frontier, inevitably rendered the Barlow Road obsolete, but not forgotten. . . .

Most emigrants to Oregon, after 1845 and for the next 30 years or so, chose the Barlow Road over the treacherous river route of the Columbia Gorge. The tough going and actual geography of Sam Barlow's original route, has been recently described by Gregory Franzwa:

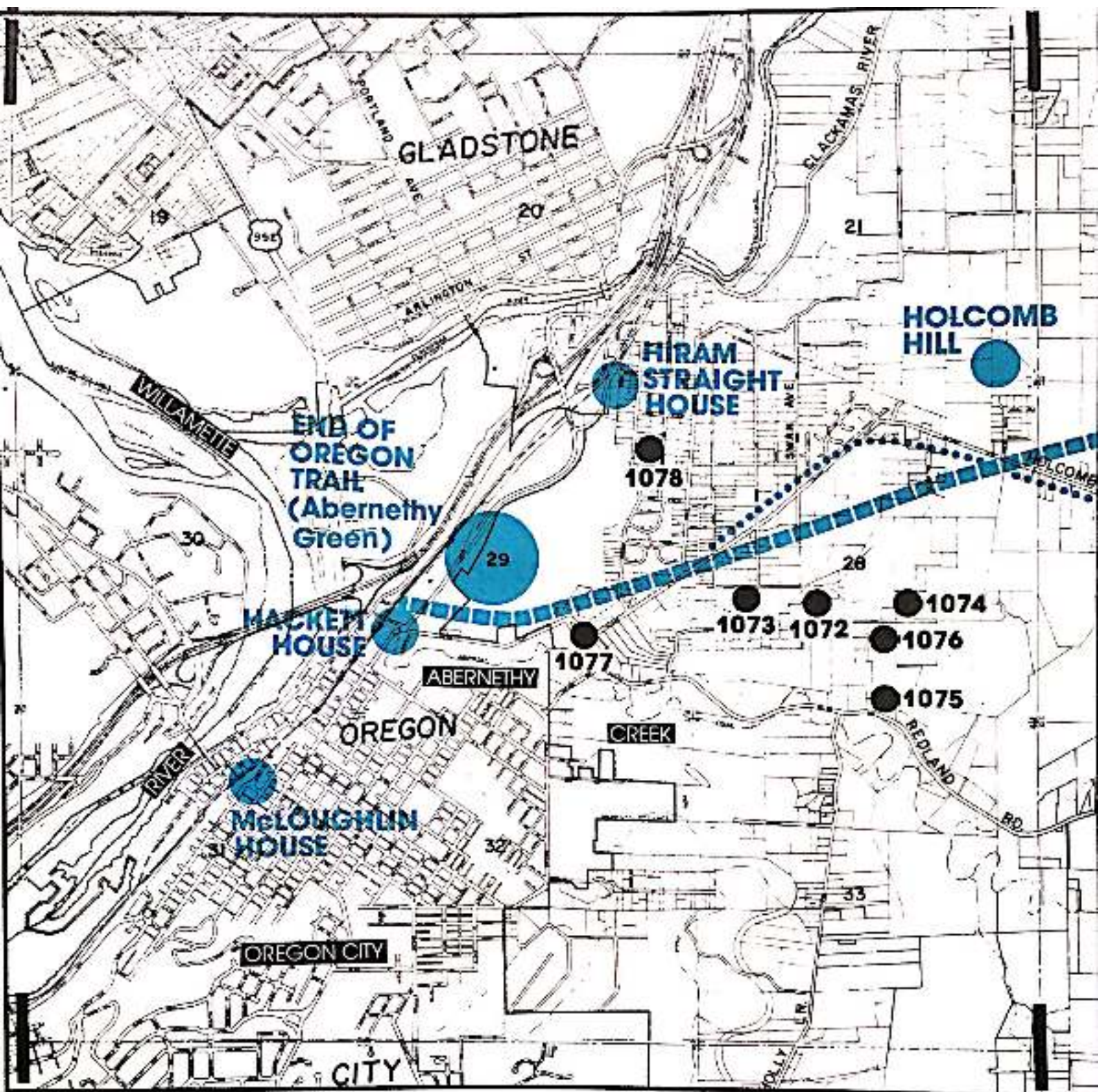
"... From The Dalles they had to negotiate the Tygh Grade, which was bad enough. But there was something worse, the towering cone of Mt. Hood was before them and rarely out of their vision. They knew the road went through, but it was hard to imagine how it could circumnavigate that immense snow-capped peak.

They were well into the south of the cone, however, before they hit the toll gate and turned to the west. They now could see the solution, but it still didn't seem easy. Sure enough, it wasn't. Barlow Pass was a grind but those who read the trail guides knew the worst was yet to come. That was Laurel Hill. Here was a declivity the like of which they had never seen before... down at the bottom of the first leg lay the wreckage of wagons which had slipped their restraints and had come crashing to the ledge in splinters. There were the remains of a few animals mixed in. But again, most made it safely with locked wheels, trailing a motley array of travelers trying to pull back on the ropes, digging in their heels, and sliding out of control down the chute.

They came to the Zig Zag River — no one wondered how it got its name — after passing the western tollgate, and then the Sandy. There was one last nasty stretch, known as the Devil's Backbone, but the excitement at nearing the destination was such that no one particularly noticed it.

They crossed the Clackamas River and were a half-day away. If it was late in the season they would have been met a few days earlier by the relief parties sent out from the settlements to help the newcomers. Most didn't need it. They needed tranquilizers. They rolled into little Oregon City in utter jubilation. The beasts which had survived the trek, and many did, were almost members of the family. Reunions with friends, neighbors and relatives who had come out in prior years were commonplace every fall, but always occasions of intense joy. Hospitality was extended to total strangers. The established citizens were almost as pleased to see the newcomers as the newcomers were to see them. Additional populations meant additional safety and added leverage too, in their demands on Congress for statehood and military assistance. . . ."

From its earliest vision and inception, its usage by westbound Oregon Trail emigrants of the mid-1800s, the Barlow Road is a remarkable vestige of the frontier. It is an asset for Clackamas County and the State of Oregon, and an endowment of history that we can either begin to learn about and take care of, or waste.



BARLOW ROAD

ORIGINAL PRIMARY ROUTE
ALTERNATE ROUTE
HISTORIC INTEREST



 1078
 **END OF OREGON TRAIL**

N

 FEET
 0 500 1000
SCALE

INDEX SHEET # 1

NoeHill Travels in California

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National Register of Historic Places in Santa Clara County



8 February 2011
(Click Photo to Zoom)

National Register #85003325
Palo Alto Stock Farm Horse Barn
AKA Stanford Red Barn
AKA Stanford Stables
Fremont Road
Stanford University
Built c.1878–1880

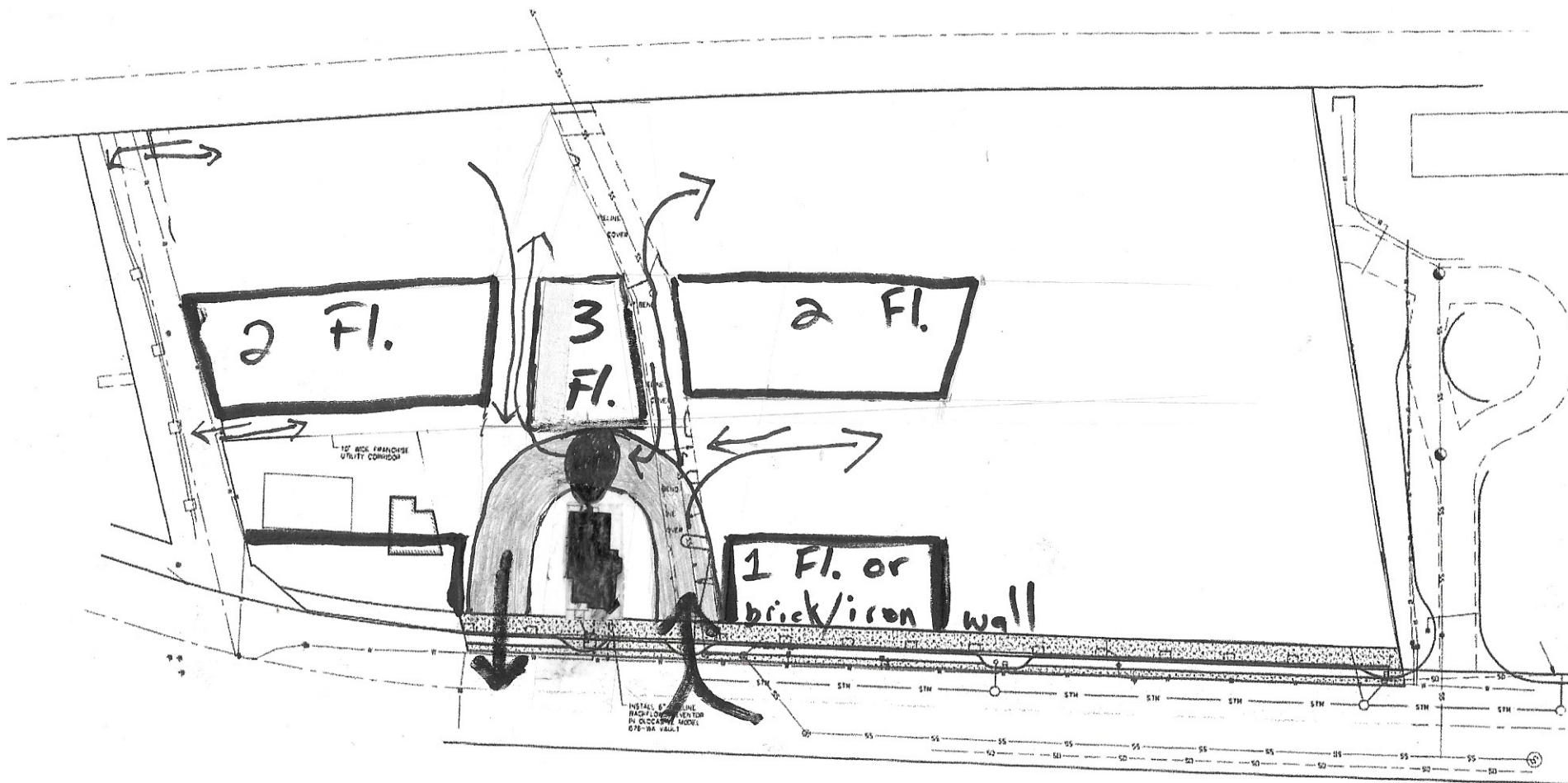
Stanford University's Red Barn is the most significant building remaining from the once world-famous Palo Alto Stock Farm, founded by Leland Stanford and operated from approximately 1878 until 1903.

The Red Barn was the Stock Farm's training stable. It is an excellent example of [Stick-Eastlake](#) styling of the period applied to a utilitarian structure.

The Red Barn is agriculturally and scientifically significant because it was at the functional center of the Stock Farm, a large scale biological laboratory in which Leland Stanford studied the anatomy and locomotion of horses and experimented with his progressive and controversial theories about breeding and training. Together with a carriage house and a similar, but slightly smaller colt barn nearby, the training stable was at the hub of the Stock Farm's activity.

Only the Red Barn training stable still stands.

Excerpted from the NRHP nomination form.





From: [James Nicita](#)
To: [Pete Walter](#)
Cc: [Jaime Reed](#); [Kattie Riggs](#); [Laura Terway](#)
Subject: Public Records Act Request -- Planning Commission hearing on CP 17-02, DP 17-03, and NR 17- 04
Date: Thursday, August 31, 2017 3:15:31 PM
Attachments: [image001.png](#)
[OC PRA Request 2017-08-31 at 2.42.08 PM.pdf](#)
[OC PRA Request 2017-08-31 at 2.42.29 PM.pdf](#)

Pete,

Thank you for your email below. I would like to schedule an appointment for 8 am tomorrow, September 1, 2017, to review the Goal 5 material you reference below.

I have made an online PRA request per your request below. Attached please find the screen shots.

The End of the Trail Master Plan of 1990 is different from the End of the Oregon Trail District Guidelines, 1991. They are different documents published in different years

I don't believe I "indicated" that the fact that I "produced" the 1990 End of the Oregon Trail Master Plan was in any way "responsive" to my request for The End of the Oregon Trail District Guidelines, 1991.

My request for the End of the Oregon Trail District Guidelines, 1991 stands. I have repeated the request in my online request filed moments ago. Needless to say, I will certainly accept a paper copy of these guidelines. The PRA request just filed make no distinction between paper and digital.

Thanks, Pete. Please confirm via response my appointment time of 8 am tomorrow for the Goal 5 documents. Also, please add this email exchange between you and me, including the attachments, into the record of this proceeding.

James Nicita
Oregon City

On Fri, Aug 25, 2017 at 2:03 PM, Pete Walter <pwalter@orccity.org> wrote:

Jim:

This email responds to your requests of August 14 and 17 to include certain documents into the record for the Abernethy Place Hotel and Mixed Use Development Project – Planning Files CP-17-0002, DP-17-0003, and NR-17-0004.

A request to include documents in the record is insufficient to place the documents before the decision-maker, a prerequisite for their inclusion in the record under OAR 661-010-0025(1)(b). Rhinert v. Umatilla County, 53 Or LUBA 601 (2006). In other words, you will need to submit the necessary documents for inclusion in the record, either by submitting

copies of the documents directly to staff for distribution to the decision-makers or directly to the Planning Commission during these proceedings.

Just to be clear, in addition to the letter and emails submitted, the following attachments are included in the record:

- A complete copy of the 2004 Comprehensive Plan
- Oregon City Downtown Community Plan, 1999
- Excerpts from Nicita v. City of Oregon City LUBA decision attached to August 14, 2017 letter plus the title page from the same case attached to August 17 email
- July 23, 2015 memo to the Clackamas County Board of County Commissioners from Clackamas River Water

The items that you have requested for inclusion that have not be added to the record include:

- A digital copy of The End of the Oregon Trail District Guidelines, 1991, as referenced in the Downtown Community Plan
- The Oregon City Goal 5 inventory and resource list as it applies to Abernethy Creek, Clackamette Cove, Clackamas River and the Willamette River as well as the acknowledgement order for the same.

We are treating your requests contained in the emails and letters as requests for public records under ORS 192.437 and provide the following response:

- At the hearing, you produced the 1990 Master Plan for the End of the Oregon National Historic Trail and indicated that it was responsive to your request for The End of the Oregon Trail District Guidelines, 1991. As a result, it is our understanding that your request has been resolved.
- The City has compiled a number of documents that comprise the City's Goal 5 inventory and resource list as it applies to Abernethy Creek, Clackamette Cove, Clackamas River and the Willamette River and the related acknowledgment orders that it has been able to locate with reasonable effort. You are invited to inspect and copy these records at the Planning Department any time after August 28, 2017 during regular business hours as required by ORS

192.430 and .440.

Should you need anything further or should you wish the City to provide copies of these documents, we would ask that you respond by filing a formal public records request, a copy of which can be downloaded at the following link: <https://www.orcity.org/cityrecorder/public-records-request-policy-and-form> . Pursuant to City policy, the City provides ½ hour of staff time for research and record collection for free. This ½ hour has been expended responding to this request. Should you need anything further, the City will provide you with an estimate of staff time associated with producing additional documents before responding to your request.

Sincerely,

Pete Walter



Pete Walter, AICP, Planner

pwalter@orcity.org

Community Development Department



Planning Division

221 Molalla Avenue, Ste. 200
Oregon City, Oregon 97045
[503-496-1568](tel:503-496-1568) Direct
[503-722-3789](tel:503-722-3789) Front Desk
[503-722-3880](tel:503-722-3880) Fax

Website: www.orcity.org

**New Hours(Sept 2): 8:30 AM – 3:30 PM,
M-F**

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PUBLIC RECORDS LAW DISCLOSURE: This e-mail is subject to the State Retention Schedule and may be made available to the public.



Oregon City, OR

info@orcity.org

625 Center Street, Oregon City, OR,
97045, US

Public Records Request

City of Oregon City
625 Center St.
Oregon City, OR 97045
503-657-0891
https://orcity.seamlessdocs.com/f/PublicRecords



Name:	James Nicita	Phone:	e.g. (123) 456-7890
Address:	302 Bluff Street	E-mail:	james.nicita@gmail.com
City/State/Zip	Oregon City, Oregon 97045		

Provide detailed description of documents requested:

The End of the Oregon Trail District Guidelines, 1991.

The City's compiled documents that comprise the City's Goal 5 inventory and resource list as it applies to Abernethy Creek, Clackamette Cove, Clackamas River and the Willamette River and the related acknowledgment orders that it has been able to locate with reasonable effort.

REQUESTOR TO READ AND SIGN UPON SUBMITTING REQUEST

I understand that every person has a right to inspect any public record of a public body in this state, except as

Create Your Signature

Please fill in your name and email and then either draw or type your signature below.

Full Legal Name	Your Initials	Email
James John Nicita	JJN	james.nicita@gmail.com

Signature Type ☒ Type ☐ Draw ☐ Upload Custom



Signature will be applied to the page. You will have a chance to review after signing.

Apply Signature

☒ I agree to electronically sign and to create a legally binding contract between the other party and myself, or the entity I am authorized to represent.

Document Signers

1 Requestor

2 Jaime Reed

3 Kattie Riggs



Oregon City, OR

info@orc.city.oregon.or.us

625 Center Street, Oregon City, OR,
97045, US

Public Records Request

City of Oregon City
625 Center St.
Oregon City, OR 97045
503-657-0891
https://orc.city.seamlessdocs.com/f/PublicRecords



Name:	James Nicita	Phone:	e.g. (123) 456-7890
Address:	302 Bluff Street	E-mail:	james.nicita@gmail.com
City/State/Zip	Oregon City, Oregon 97045		

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REQUESTOR TO READ AND SIGN UPON SUBMITTING REQUEST

I understand that every person has a right to inspect any public record of a public body in this state, except as otherwise provided by ORS 192.496 to 192.505. I understand that the documents or records requested may not be immediately available for my review and that I may need to make an appointment to review the documents or records. I acknowledge that there may be a cost for the research time to retrieve the requested records and costs for duplication of requested documents. If research time is required, I understand I will be notified of the estimated cost prior to retrieving the documents or records. I also understand that prepayment for research time and copies may be required. I acknowledge that any documents or records made available to review must not be disassembled and must be left intact, and that I cannot make copies myself.

	08/31/2017
Signature of Requestor	Date
Business Name (if applicable):	



Finalize & Submit

You will be able to save a copy
after your submission.

Document Signers

1 Requestor

2 Jaime Reed

3 Kattie Riggs

