Oregon City Waterfront Master Plan

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

WALKER·MACY

OREGON CITY WATERFRONT MASTER PLAN
City Of Oregon City
Prepared for
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Parks and Recreation Department
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Introduction

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

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

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

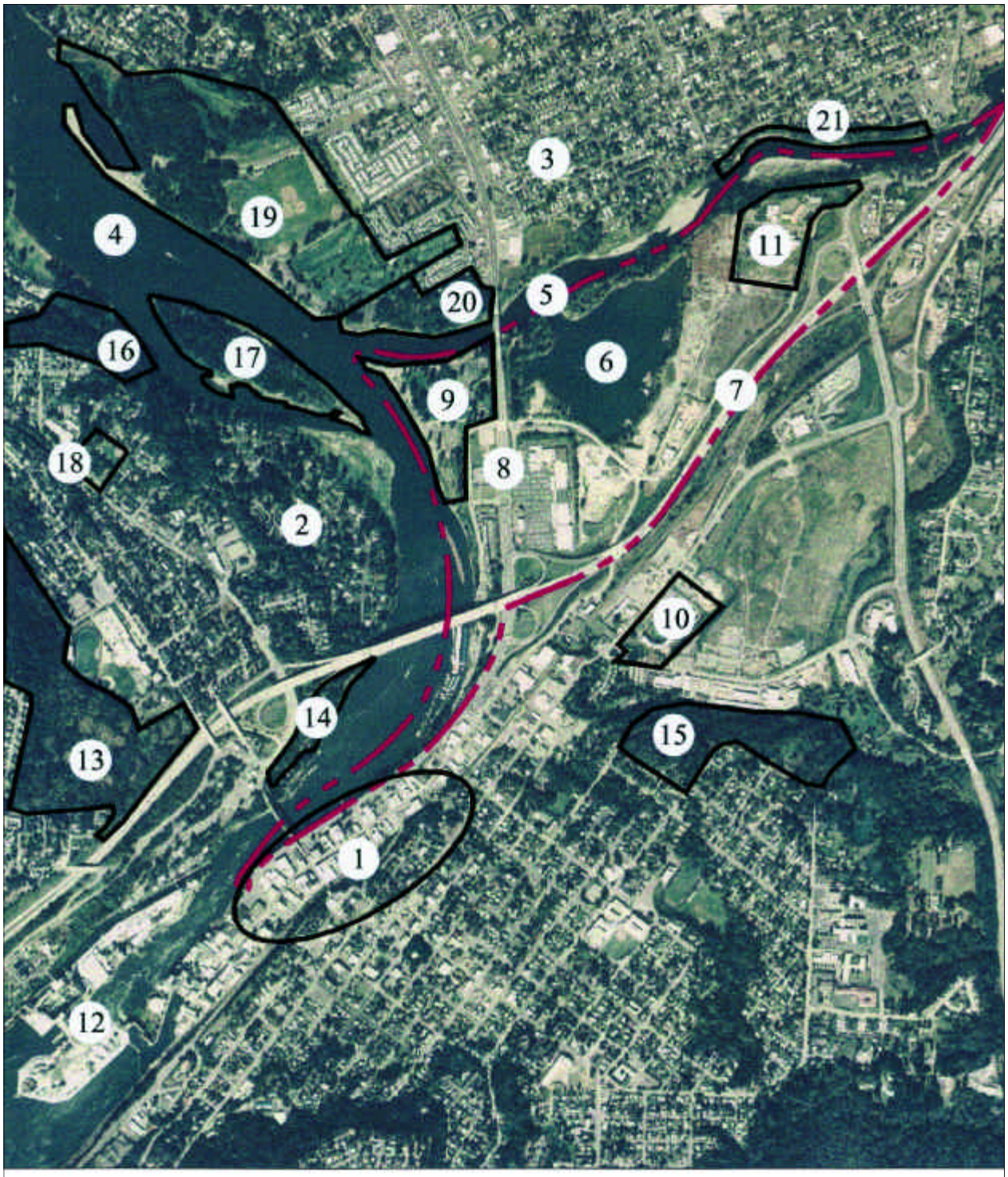
By the year 2000, the area near the confluence of the Clackamas and Willamette Rivers was still important as a fishing site-both for Native Americans and later arriving Oregonians. The area also remained well connected to other parts of Oregon and the northwest, although more via interstate freeways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

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

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

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

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



Key

1. Downtown Oregon City
2. West Linn
3. Gladstone
4. Willamette River
5. Clackamas River
6. Clackamette Cove
7. Interstate 205
8. McLoughlin Boulevard
9. Clackamette Park
10. End of Oregon Trail Museum
11. Tri-City WPCP
12. Willamette Falls
13. Camassia Natural Area
14. Maddox Open Space
15. Atkinson Park
16. Burnside Park
17. Goat Island
18. Hammerle Park
19. Meldrum Bar State Park
20. Dahl Park
21. Cross Park

Figure 1: Regional Context

Executive Summary

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

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

Goals

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

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

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

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

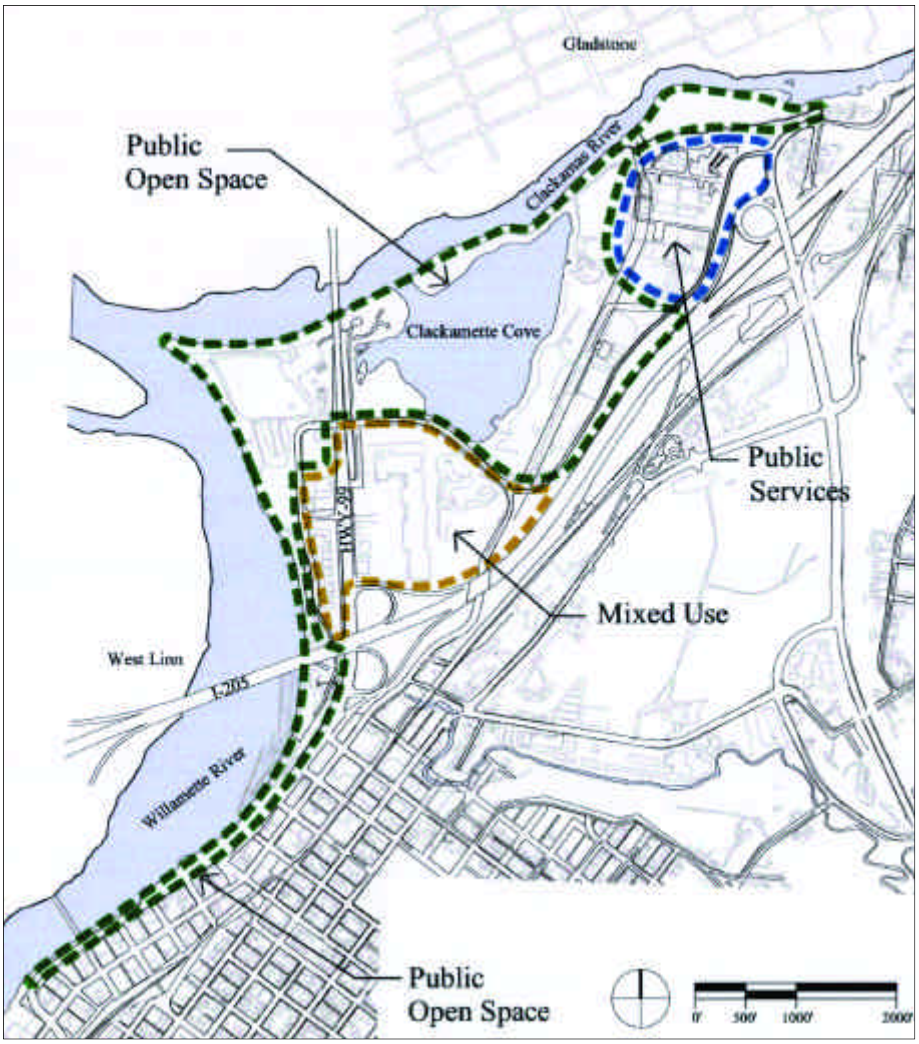


Figure 2: Land Use Plan

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

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

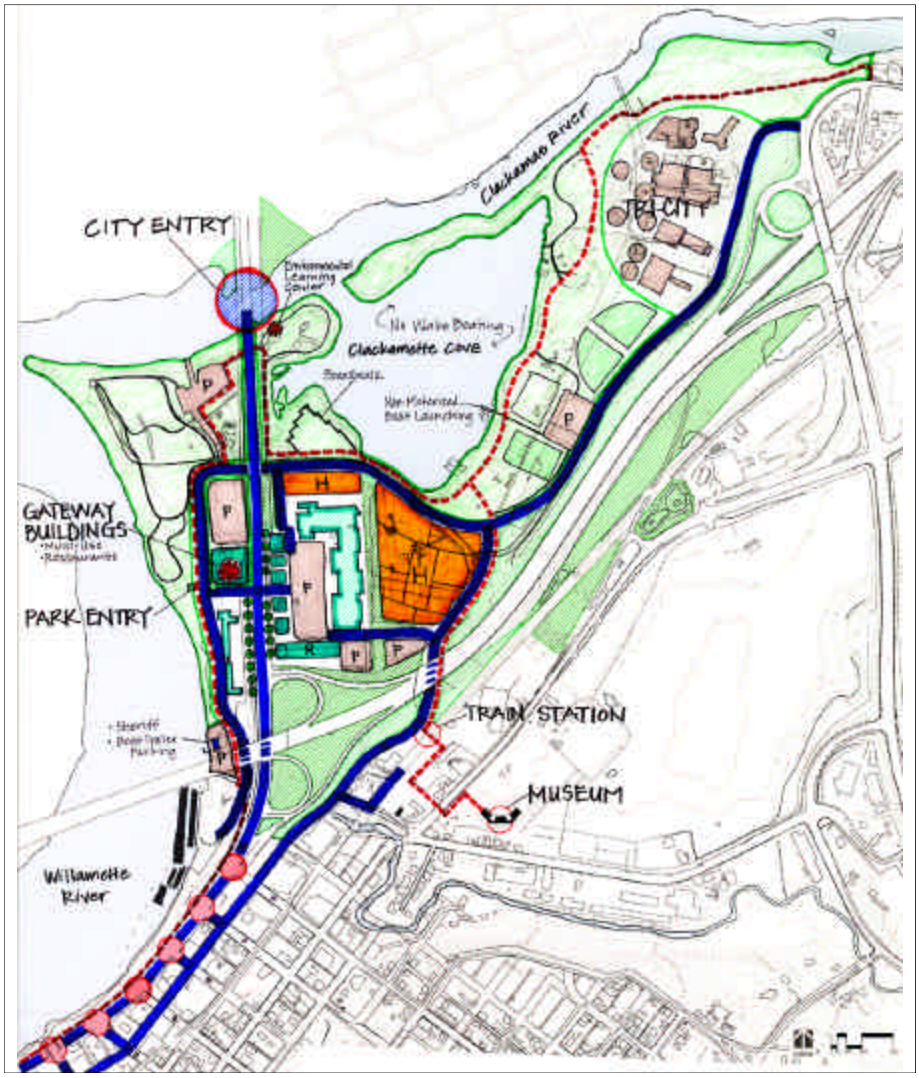


Figure 3: Master Plan Diagram

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

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

Figure 4: Demonstration Plan

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

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

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

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

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

Strategy for Success

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

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

Goals & Study Process

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

Goals

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

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

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

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

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

Key concepts gathered from public participation included:

Key Concepts

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

Existing Conditions

General

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

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

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

Sub-Area Descriptions

1. Clackamette Cove

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

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

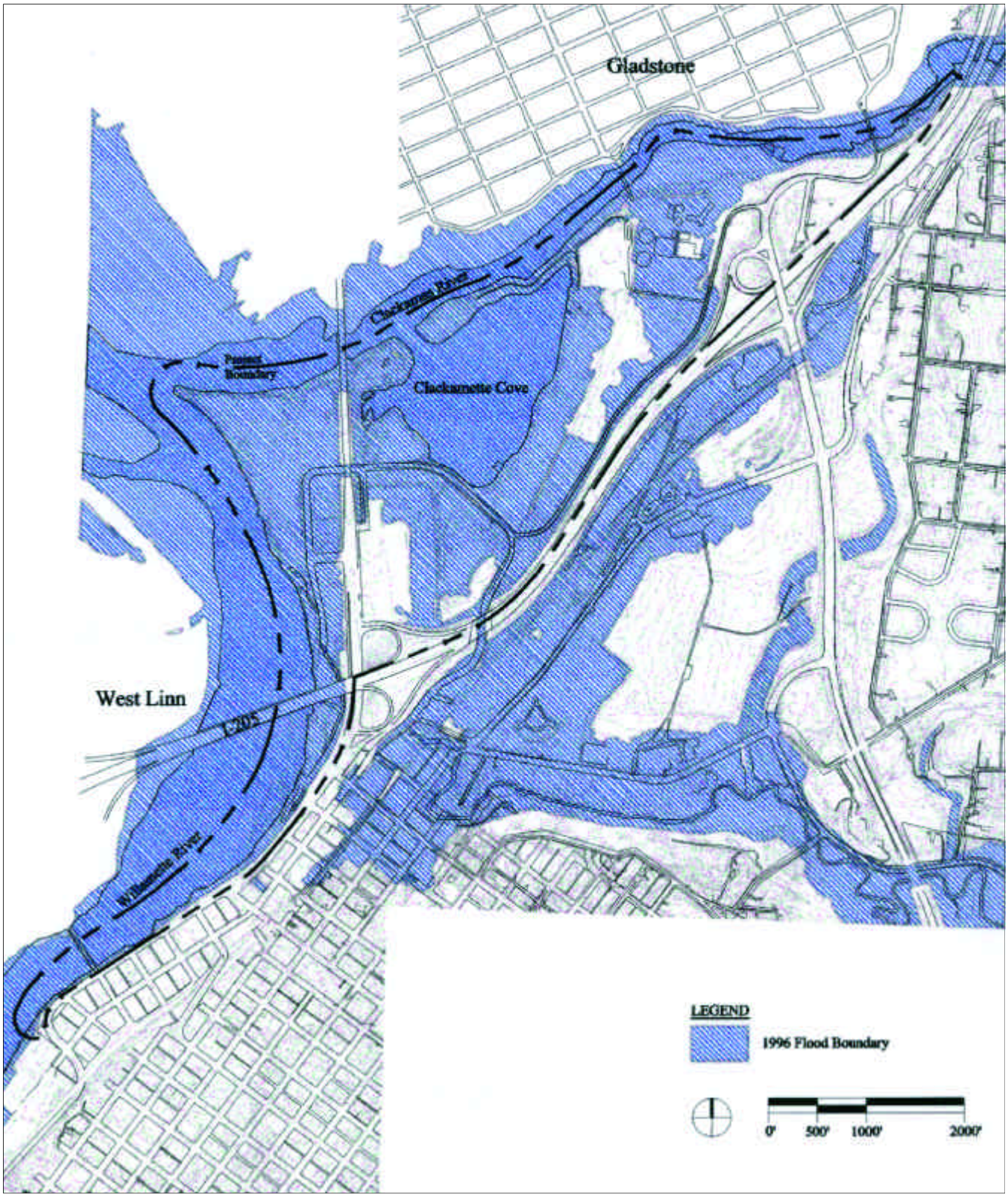


Figure 5: Flood Plain

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

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

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

2. Tri-City Water Pollution Control Plant

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

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

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

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

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

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

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

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

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

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

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

4. McLoughlin Boulevard

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

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

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

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

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

5. Clackamette Park

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

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

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

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

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

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

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

6. Willamette River Shoreline

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

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

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

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

Infrastructure

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

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

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

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

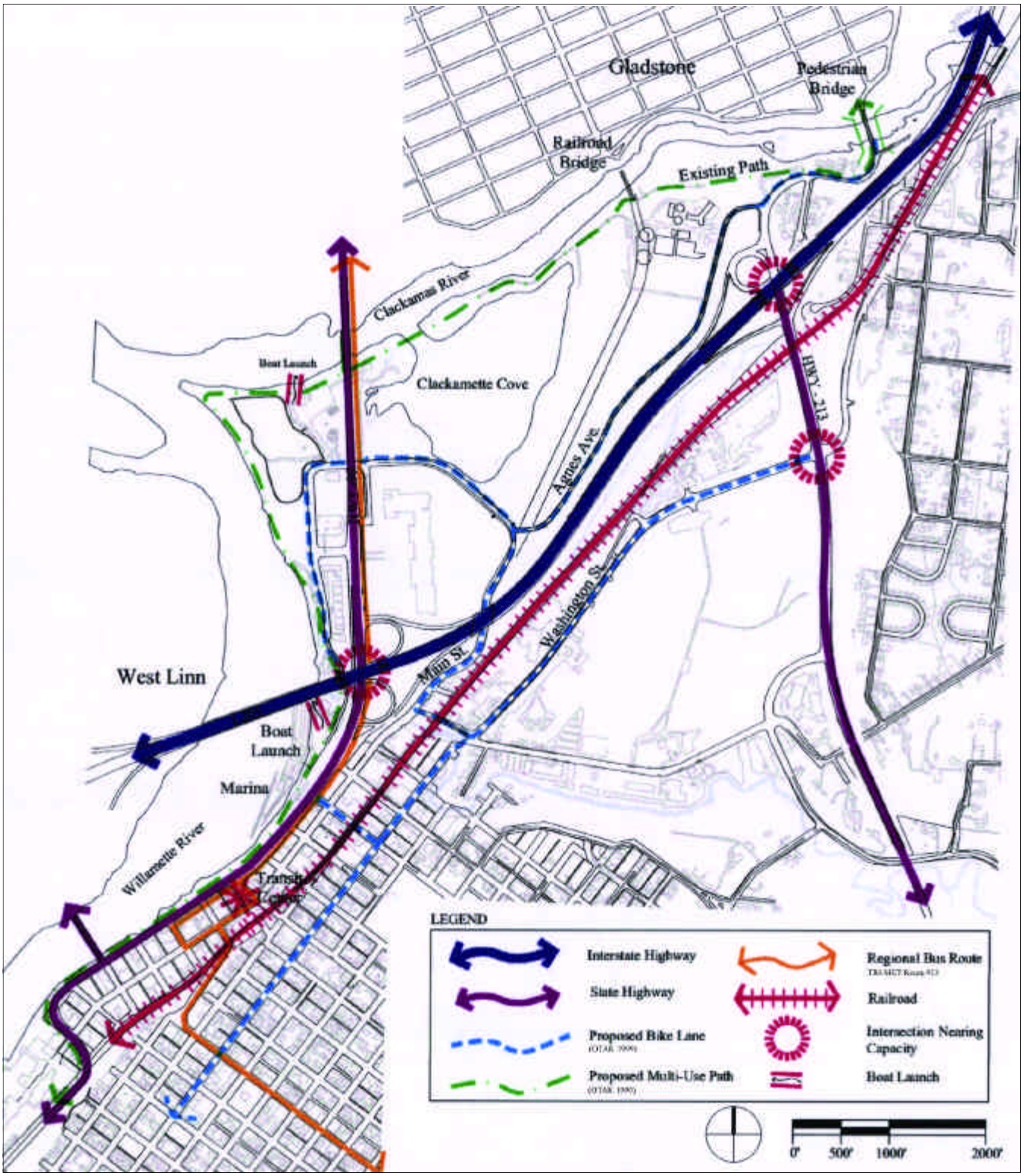


Figure 6: Existing Circulation

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

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

Riparian Conditions

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

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

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

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

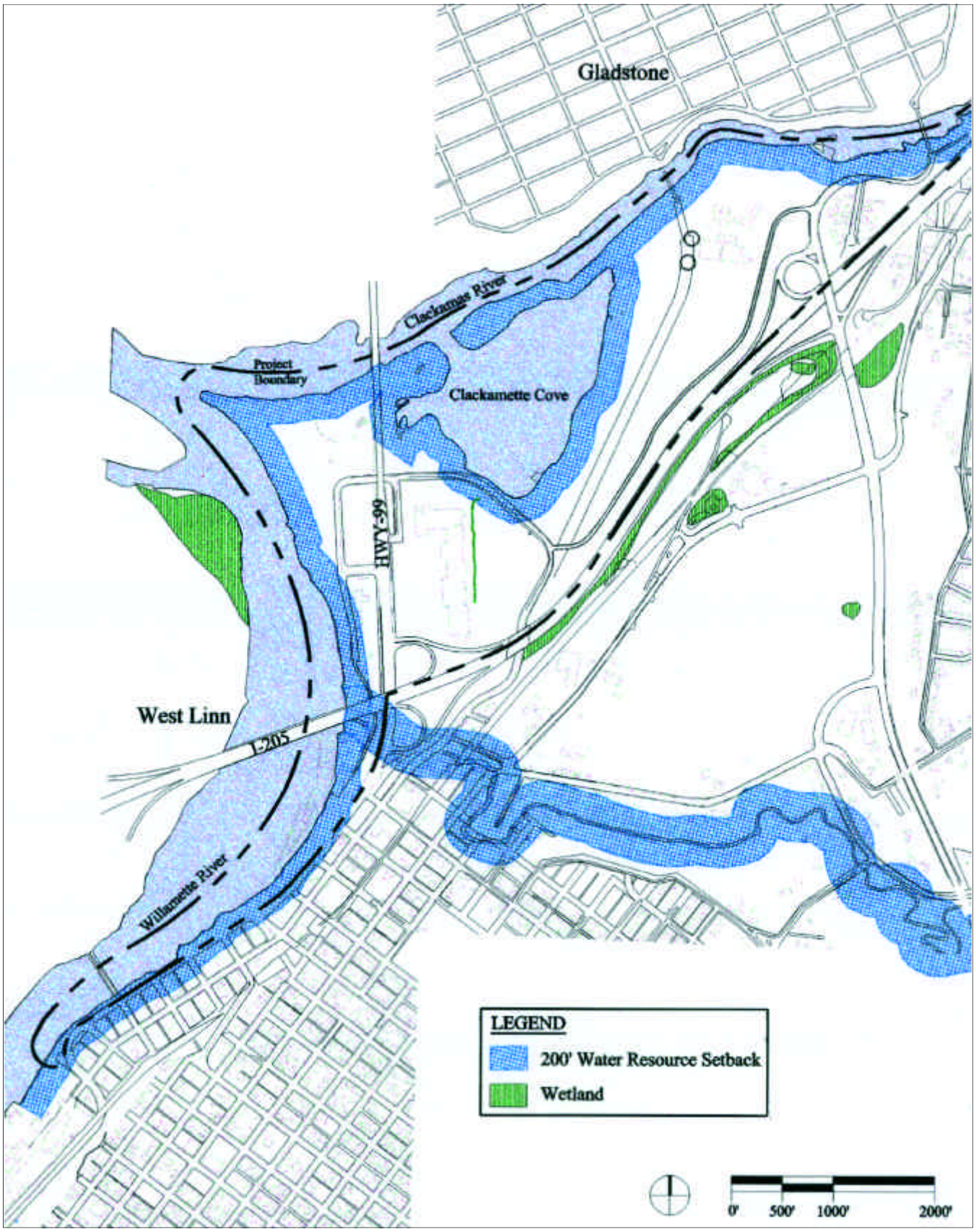


Figure 7: Setback Zone

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

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

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

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

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

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

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

Reach 4 - Clackamas River - Willamette River to Cove Entrance

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

Reach 5 - Clackamas River - Cove Entrance to Railroad Bridge

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

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

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

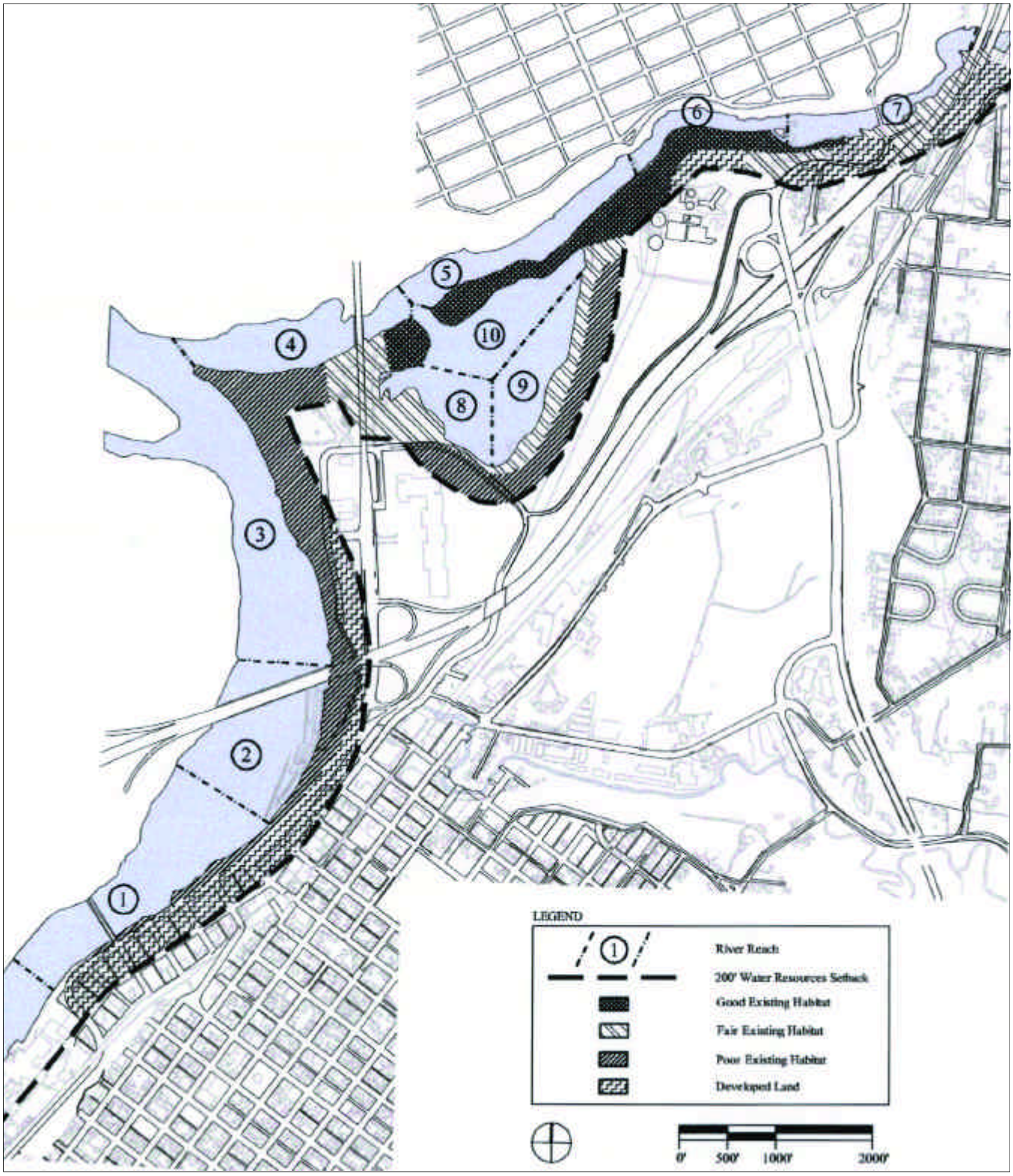


Figure 8: Habitat

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

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

Reach 8 - Clackamette Cove - Southwest Portion

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

Reach 9 - Clackamette Cove - Southern and Eastern Portions

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

Reach 10 - Clackamette Cove - Northern Portion

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

Zoning - Primary Districts

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

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

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

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

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

Zoning - Overlay Districts

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

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

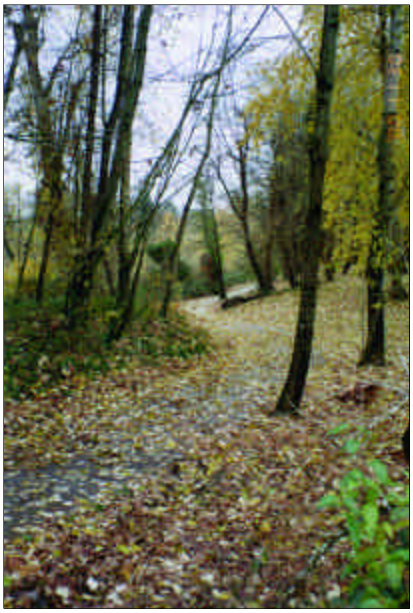
must be "directed away from the river" and "protect and enhance the vegetative fringe to the greatest extent practicable". Landscaped area, open space or vegetation between the river and the activity" and public access to the river must be "maximized" (OCZO 17.48.070-100). Except for "water dependent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

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

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

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

Master Plan



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

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

Objectives

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

1. Return Oregon City to its riverfront heritage.

2. Enhance the northern entrance to Oregon City to assist in downtown revitalization.

3. Encourage mixed-use development in appropriate locations.

4. Enhance natural resource areas and provide habitat for fish and wildlife.

5. Improve connectivity within the study area and improve linkages to the community beyond (vehicles, bicycles, and pedestrians).

6. Accommodate a range of active and passive recreation activities.

7. Develop the cove area to accommodate a balance of wildlife habitat and family recreation.

8. Develop a riverfront promenade along the Willamette River from the viewpoint at 5th Street to Clackamette Park.

9. Develop an interpretive scheme which incorporates the End of the Oregon Trail Museum, the waterfront, and downtown. Describe environmental, social, and historic aspects including the concept of the Abernethy Green.

10. Seek both public and private partnerships to leverage maximum benefits from the expenditure of available funds.

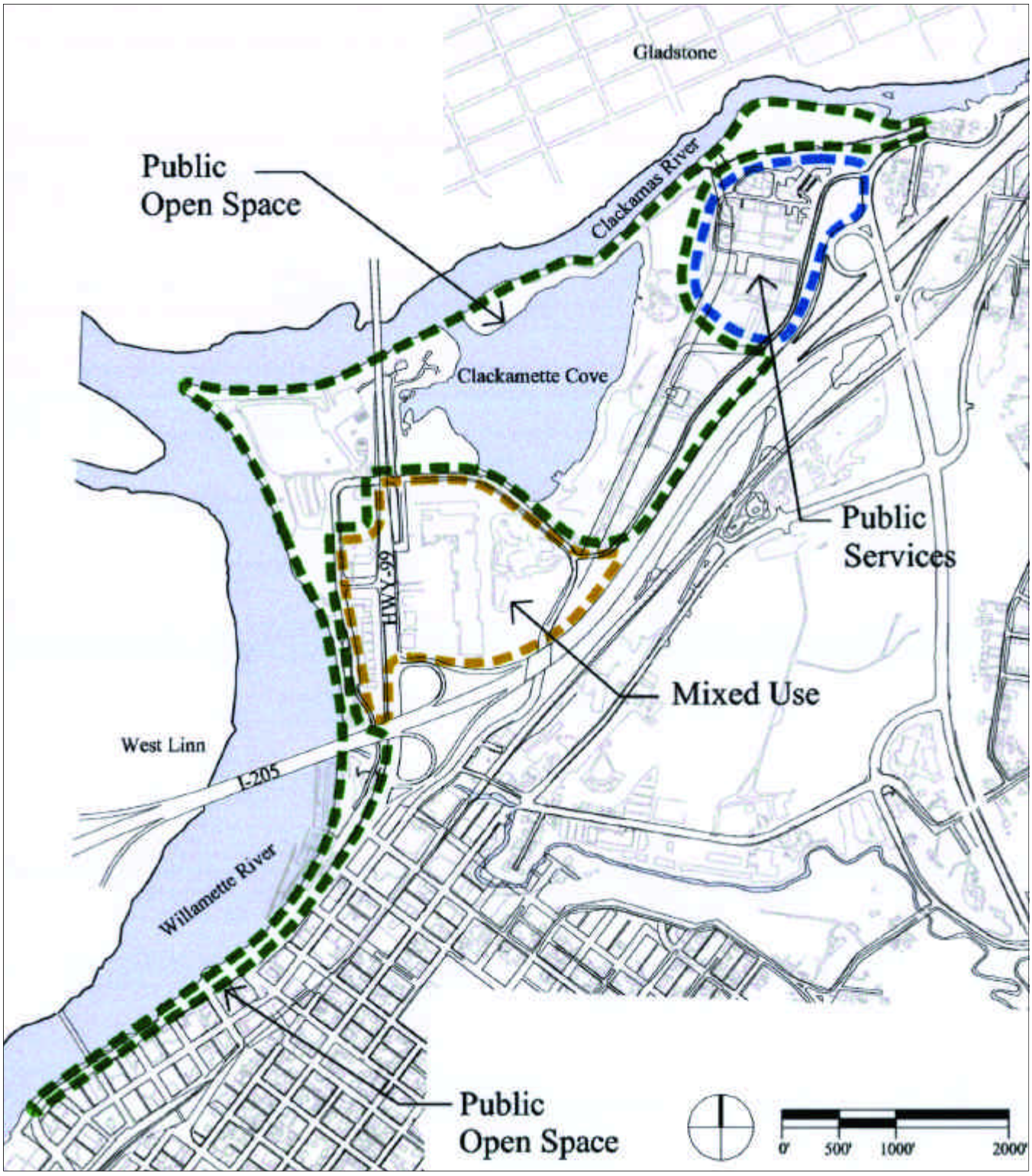


Figure 9: Land Use Plan

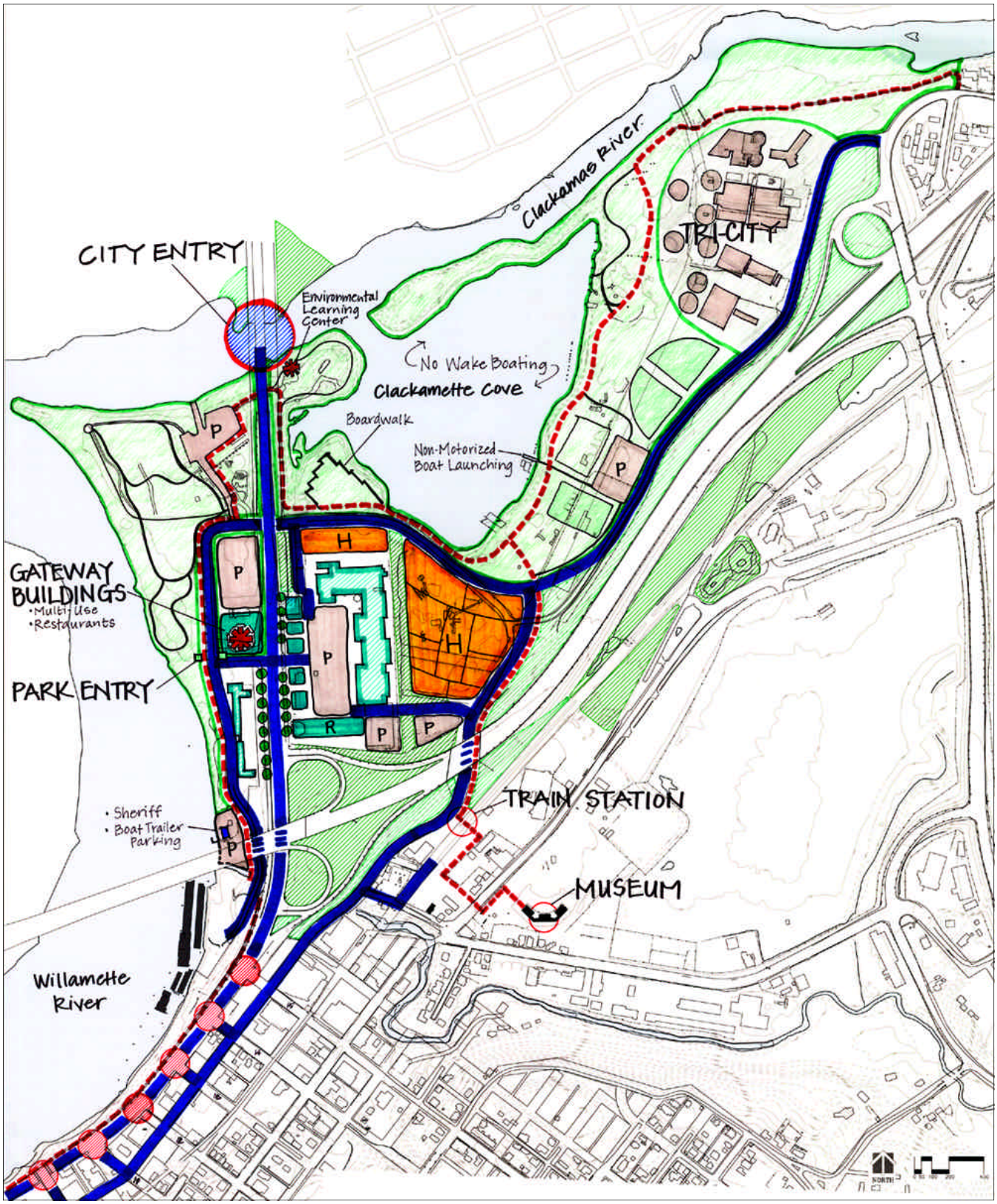


Figure 10: Master Plan Diagram

Figure 11: Demonstration Plan

Concept

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

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

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

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

Plan Elements

1. Willamette River Waterfront

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

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

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

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

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

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

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

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

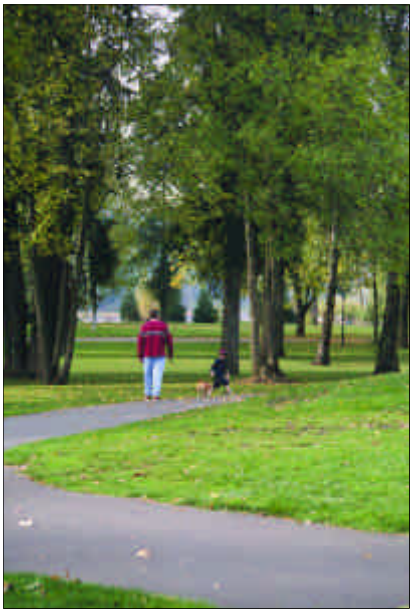
Structures that are no longer being used should be removed. When the sewer interceptor is rebuilt, it should be relocated away from the river's edge as feasible and the existing sewer pipe should be removed. The marina operator should be encouraged, or required, to clean up the banks of the river and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

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

2. Clackamas River Waterfront

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

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



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

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

3. Clackamette Park

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

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

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

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

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

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

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

4. Clackamette Cove

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

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

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

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

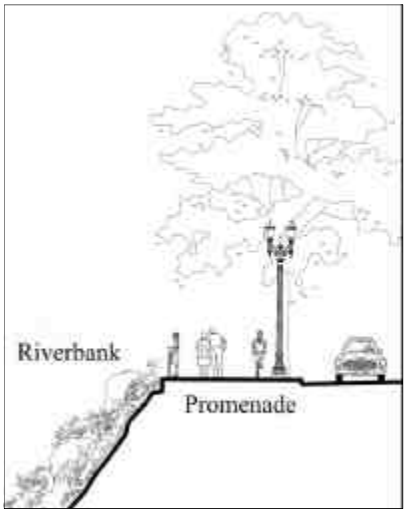
The peninsula just east of the McLoughlin Boulevard Bridge supports a water intake structure owned by the City of Gladstone and a privately developed environmental learning center. The environmental learning center serves to educate citizens about environmental problems, encourages stewardship, and provides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

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

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

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

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



5. McLoughlin Boulevard

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

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

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

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

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

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

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

6. Mixed Use Zone

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

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

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

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

Actions

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

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

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

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

7. Transportation Linkages

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

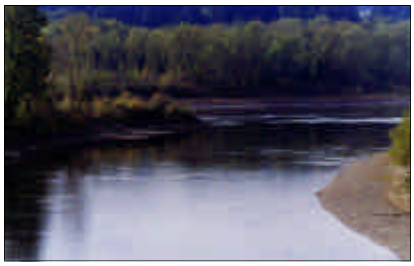
- McLoughlin Boulevard, providing a link to Gladstone, a link to downtown, and a connection to that portion of the study area located west of McLoughlin Boulevard.
- Main Street extension, providing a link south to downtown.
- Agnes Avenue, providing a link northeast to Oregon 213 and to I-205.

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

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

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

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



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

8. Environmental Opportunities

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

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

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

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

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

Implementation Strategy

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

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

1. Make a Great Plan

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

The Plan should:

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

2. Many Projects

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

3. Many Stakeholders

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

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

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

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

4. Committed, Ongoing City and Private Sector Leadership

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

5. Development Standards

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

6. Communications and Marketing

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

7. Supportive Government

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

8. Ongoing Review

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

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

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

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

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

Vision

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

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

Private Properties

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

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

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

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

Market

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

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

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

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

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

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

Redevelopment

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

1. Proceed with redevelopment of the Oregon City waterfront, initiating improvements in conjunction with the Tri-City WPCP to the natural environs and recreational facilities along Clackamette Cove and the Willamette and Clackamas Rivers.

2. Eliminate industrial uses and remove the recreational vehicle park.

3. Develop multifamily housing on five to nine acres of land-preferably overlooking Clackamette Cove.

4. Renovate existing retail.

5. Initiate streetscape improvements.

6. Maximize connections to larger community.

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

Regulatory Analysis and Recommendations

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

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

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

1. The plan district would clearly state waterfront development and resource conservation objectives agreed upon by the City Commission as a result of a public planning process. The plan district would replace the existing set of base and overlay zones, or specifically reference which portions of the overlay zones continue to apply.

2. The plan district could include special review procedures that allow for a more streamlined process - because development versus conservation issues have been resolved in advance, and adequate public facilities standards have been incorporated into the plan district itself.

3. High quality natural resources and their "vegetated corridors" would be mapped based on district-wide inventories that consider both the quantity and quality of water and riparian resources in relation to one another. The standards of the WRG and WR overlay districts would be reconciled systematically - rather than on a parcel by parcel basis. Variable resource setbacks would be applied to specific areas based on actual conditions. Resource mitigation and enhancement projects would be determined in advance and incorporated as standards in the plan district. (For example, in a degraded area, a setback of 50' might be established, provided that pre-defined enhancement measures occur with a future development proposal.)

4. Development areas would be clearly mapped after considering tradeoffs among riverfront development, transportation and resource protection objectives. Once development areas are delineated, however, permitted development projects would not be subjected to an additional discretionary review process.

5. A mix of uses would be allowed under clear and objective standards within the plan district. Artificial distinctions between "tourist" and "general commercial" would be eliminated. However, the plan district could include sub-districts that emphasize different types or intensities of uses (e.g., natural areas, active recreational areas, high intensity mixed use areas, lower intensity mixed use areas, transportation facilities, Tri-City WPCP, etc.) or different design objectives consistent with a planned waterfront community.
6. The plan district would include a map of the basic transportation system

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

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

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

Financing Tools

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

Findings and Recommendations

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

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

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

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

1. Rezone the property to accommodate the mixed uses described in this report. This will insure that additional industrial activity is not put onto these sites.

2. Establish rigorous design controls that go with the zoning in order to control the quality of new development and its compatibility with the significant investment the public will be making to the adjacent Clackamette Cove and surrounding area.

3. Work with the property owners to achieve a smooth transition from the current industrial uses to more intensive uses, when the owners are ready. Planning between the City and the property owners should begin soon. Filling all or portions of the industrial site will impact both the industrial property and its relationship to the public lands to the north.

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

Development Projects Timeline

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

**Priority Action Item