



CITY OF OREGON CITY

CITY COMMISSION REGULAR MEETING

AGENDA

Commission Chambers, Libke Public Safety Facility, 1234 Linn Ave, Oregon City
Wednesday, November 03, 2021 at 7:00 PM

REGULAR MEETING OF THE CITY COMMISSION

Ways to participate in this public meeting:

- *Attend in person, location listed above*
- *Register to provide electronic testimony (email recorderteam@orc.gov or call 503-496-1509 by 3:00 PM on the day of the meeting to register)*
- *Email recorderteam@orc.gov (deadline to submit written testimony via email is 3:00 PM on the day of the meeting)*
- *Mail to City of Oregon City, Attn: City Recorder, P.O. Box 3040, Oregon City, OR 97045*

1. CONVENE MEETING AND ROLL CALL

2. FLAG SALUTE

3. CEREMONIES AND PROCLAMATIONS

[3a.](#) Proclamation Honoring Oregon City's Fallen Officers Robert Libke and George Hanlon

[3b.](#) Swearing in Ceremony for Amy Lindgren as Municipal Judge

4. CITIZEN COMMENTS

Citizens are allowed up to 3 minutes to present information relevant to the City but not listed as an item on the agenda. Prior to speaking, citizens shall complete a comment form and deliver it to the City Recorder. The City Commission does not generally engage in dialog with those making comments but may refer the issue to the City Manager. Complaints shall first be addressed at the department level prior to addressing the City Commission.

5. PRESENTATIONS

[5a.](#) Update on Temporary Shower Trailer at Milner Veterinary Hospital

6. ADOPTION OF THE AGENDA

7. CONSENT AGENDA

This section allows the City Commission to consider routine items that require no discussion and can be approved in one comprehensive motion. An item may only be discussed if it is pulled from the consent agenda.

- [7a.](#) Resolution No. 21-48, Night Time Construction on Washington Street (at OC Brewing)
- [7b.](#) Resolution No. 21-50, ODOT I-205 Phase 1A Night Work Exemption
- [7c.](#) Personal Services Agreement with 3J Consulting, Inc. for the 2022 Water and Sanitary Utility Replacement Project (CI 21-014)
- [7d.](#) Personal Services Agreement with Murraysmith for the Henrici Reservoir Rehabilitation Project (CI 21-017)
- [7e.](#) OLCC: Liquor License Application – Chinese Cafe Restaurant Inc., 904 Molalla Avenue, Oregon City
- [7f.](#) Minutes of the September 15, 2021 Regular Meeting

8. PUBLIC HEARINGS

- [8a.](#) First Reading of Ordinance 21-1014 - An Ordinance Approving GLUA 21-00057 and LEG 21-00004, Adopting the Housing Needs Analysis
- [8b.](#) First Reading of Ordinance 21-1016 – An Approval of LEG-21-00003, an Adoption of the Park Place Urbanization Plan and an Amendment to the Transportation System Plan

9. GENERAL BUSINESS

- [9a.](#) Second Reading of Ordinance No. 21-1015 - An Ordinance Approving GLUA-21-00005, an Emergency Annexation, AN-21-00001, and Zone Change, ZC-21-00002, to R-6 for Approximately 1.05 Acres Located at 19630 S. McCord Road

10. COMMUNICATIONS

City Manager

- [a.](#) Planning Division Draft Policy: Utilization of the Friends of Trees Planting Program for Limited Street Tree Replacements
- [b.](#) Implementation of House Bill 2006

Commissioners

Mayor

11. ADJOURNMENT

Complete a Comment Card prior to the meeting and submit it to the City Recorder. When the Mayor/Chair calls your name, proceed to the speaker table, and state your name and city of residence into the microphone. Each speaker is given three (3) minutes to speak. To assist in tracking your speaking time, refer to the timer on the table.

As a general practice, the City Commission does not engage in discussion with those making comments.

Electronic presentations are permitted but shall be delivered to the City Recorder 48 hours in advance of the meeting.

ADA NOTICE

The location is ADA accessible. Hearing devices may be requested from the City Recorder prior to the meeting. Individuals requiring other assistance must make their request known 48 hours preceding the meeting by contacting the City Recorder's Office at 503-657-0891.

Agenda Posted at City Hall, Pioneer Community Center, Library, City Website.

Video Streaming & Broadcasts: The meeting is streamed live on the Oregon City's website at www.orcity.org and available on demand following the meeting. The meeting can be viewed on Willamette Falls Television channel 28 for Oregon City area residents as a rebroadcast. Please contact WFMC at 503-650-0275 for a programming schedule.

PROCLAMATION

TO RECOGNIZE AND HONOR THE SERVICE AND SACRIFICE OF THOSE LAW ENFORCEMENT OFFICERS KILLED IN THE LINE OF DUTY WHILE PROTECTING THE OREGON CITY COMMUNITY

Whereas, Law Enforcement is an honorable, hard-working profession that diligently seeks to make our community more livable and safe; and

Whereas, there is no greater sacrifice an Officer can make for their community than to give their life; and

Whereas, the death of a Police Officer shocks the very soul of a community, our Government, and the very freedoms the Officers have sworn to protect; and

Whereas, the impact of this tragedy upon the Officer's family, friends, department and community is immeasurable; and

Whereas, our hearts and thoughts go out to the many killed in action while serving to protect our community.

Now, Therefore, I, Rachel Lyles Smith, Mayor of the City of Oregon City, along with the City Commission, and the Citizens of Oregon City, Oregon extends heartfelt condolences to the families of the following Officers:

Reserve Police Officer, Robert Libke, lost on November 3, 2013
Police Officer, George J. Hanlon, lost on April 23, 1906

These officers have been lost but will never be forgotten. This community will be forever grateful. We ask for a moment of silence as we remember Oregon City's valuable public servants and pray for healing and hope into the future.

In Witness Whereof, I have hereunto set my hand this 3rd day of November 2021.

RACHEL LYLES SMITH, Mayor

CITY OF OREGON CITY
OATH OF OFFICE

City of Oregon City)
)
 County of Clackamas)

I, **Amy B. Lindgren**, do solemnly swear (or affirm) that I will support
 The Constitution of the United States and the State of Oregon, and that I
 will to the best of my ability, faithfully perform the duties of the office of the
 Municipal Presiding Judge of Oregon City during my incumbency thereof.

 Amy B. Lindgren

 Rachel Lyle Smith
 Mayor

Dated this 3rd day of November 2021.

Oath of Office-Municipal Presiding Judge



CITY OF OREGON CITY

Staff Report

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

To: City Commission
From: City Manager Tony Konkol

Agenda Date: 11/3/2021

SUBJECT:

Update on Temporary Shower Trailer at Milner Veterinary Hospital

STAFF RECOMMENDATION:

Staff recommends that LoveOne provide an update to the Commission at the May 4, 2022 meeting.

BACKGROUND:

At the September 16, 2020 City Commission meeting the Commission approved the continued use of the Milner Veterinary Hospital property as a temporary shower location through the end of the COVID pandemic and when social service providers are capable of providing pre-COVID shower resources to the homeless community. The Commission also requested that LoveOne provide an update to the Commission on May 19, 2021 on the activities that have occurred. At the May 19, 2021 meeting, the City Commission approved the request to come back with a six month update in November 2021. Please find attached LoveOne's update, which includes the monthly breakdown of shower use from June 2021 to October 2021.

At this time, the COVID pandemic has not subsided and LoveOne continues to provide temporary shower services. Staff recommends that LoveOne provide an update to the Commission in six months at the May 4, 2022 meeting.

OPTIONS:

1. Approve the continued use of temporary shower trailers at the site and an update from LoveOne to the Commission at the May 4, 2022 meeting.
2. Approve the use of temporary shower trailers at the site with revisions.
3. Rescind the approval for the use of the site for temporary shower trailers.

LOVE ONE

Updated 10/26/2021



Offering love, respect, and dignity one shower at a time.

Oregon City: Milner Veterinary Hospital

500+ SHOWERS PROVIDED

511 showers provided at Milner Vet since we began in August 2020. In addition to showers, we are building our wraparound support network to supply neighbors with hygiene supplies, basic first aid, foot care, haircuts, food, laundry kits, HIV and STD testing, COVID vaccines, and mental health supports. More than 160 individuals came to receive resources without taking a shower. **Every connection we make cultivates trust and community for some of our most marginalized Oregon City neighbors.**

1100+ VOLUNTEER HOURS

Each event is run by a team of at least four volunteers and two event coordinators. Volunteers invest hours upon hours planning and organizing events and coordinating volunteers. **WE ♥ OUR VOLUNTEERS!**



Shower Report Monthly Breakdown

Item 5a.

We switched from weekly events to bi-monthly:

June

19 showers provided

24 individuals came for resources only

10 volunteers, 40 volunteer hours

July:

27 showers provided

5 individuals came for resources only

9 volunteers, 36 volunteer hours

August:

21 showers provided

5 individuals came for resources only

8 volunteers, 32 volunteer hours

September:

23 showers provided

10 individuals came for resources only

12 volunteers, 48 volunteer hours

October:

21 showers provided

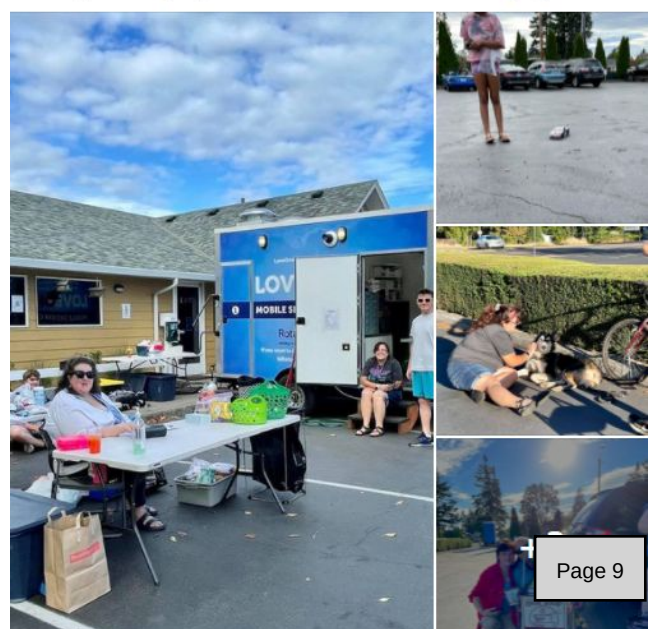
5 individuals came for resources only

10 volunteers, 40 volunteer hours

Social Media: Event Recaps

Item 5a.

We communicate with the community through Facebook and Instagram.
FB: @LoveOneOC IG: @loveonecommunity



Community Engagement

- LoveOne has received no concerns or complaints from surrounding property owners, neighbors, BHNA leaders or others during this most recent reporting period.
- We were invited to attend the July 13, 2021 BHNA meeting where we provided a shower cart update, introduced the owners of Brax Laundry, and talked about our plans to resume laundry events in Oregon City.
- Neighboring residents continue to stop by shower events to donate supplies, volunteer their time, receive resources, and even put on an RC car show and toss around a football.
- Our community has become a family; individuals who recently transitioned into housing have returned to volunteer!





CITY OF OREGON CITY

Staff Report

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

To: City Commission
From: Public Works Director John M. Lewis, PE

Agenda Date: 11/03/2021

SUBJECT:

Temporarily Exempting Construction Activities from the Prohibition Against Unlawful Noises for the OC Brewing Patio Development Project and Declaring and Emergency

STAFF RECOMMENDATION:

Approve Resolution No. 21-48, authorizing the night work related to the construction of the water and sewer lines for the OC Brewing Patio Development Project that impacts through travel on Washington Street.

EXECUTIVE SUMMARY:

The City has permitted and is overseeing construction of the OC Brewing Patio Development. The project anticipates the work in Washington Street to occur between November 15 to November 20, 2021. As the water line and sewer main trenching will impact two-way traffic, the project is requesting an exemption from OCMC 9.12.023, prohibition against unlawful noises so work may occur from 8:00 PM to 5:00 AM which is outside typical high-traffic hours.

The project requires night work for construction of the sanitary sewer and water service within Washington Street. Work outside of specified allowed work hours is prohibited without City Commission approval in residentially-zoned neighborhoods per Oregon City Municipal Code Section (OCMC) 9.12.023. The zoning on the south side of the project is R-3.5 residential.

OCMC Section 2.52.020 defines "emergencies" to include "utility or transportation emergencies." Resolution No. 21-48 will allow White Dog Construction to complete the offsite utility work on a temporary emergency basis. The resolution will allow for up to one week of night work to occur from November 15 to November 20, 2021, to facilitate the safe construction of the water and sewer service lines, and to support the safety of construction staff and safe public travel along Washington Street.

BACKGROUND:

An expansion of the patio connected to OC Brewing (located at 1401 Washington Street) was approved under land use file GLUA-20-00043. The project involves upgrading sanitary sewer and water services to support food carts on the property. The construction of new sanitary sewer and water services is entirely within the public right-of-way of Washington Street. The design has been reviewed by the Public Works Department and is approved.

The development requires night work on Washington Street because day construction would cause excessive traffic delays on Washington Street which is a heavily traveled street. Upon evaluation of the proposed traffic control plan provided by the contractor, City staff concluded that due to the traffic counts on Washington Street, it was appropriate to require night work.

The requirement is for one week of work at night to be able to successfully complete the offsite water and sewer utility improvements. The development desires the working hours to be 8:00 PM to 5:00 AM, Monday night through Friday night. The request has been made for the dates of November 15 to November 20, 2021.

The work will occur on Washington Street between 14th Street and 15th Street. The increased noise and disruption to regular traffic patterns from the construction activities will indirectly impact residentially-zoned areas south of 14th Street.

Per Oregon City Municipal Code (OCMC) 2.52.020, “emergencies” include “utility or transportation emergencies.” OCMC 2.52.040 (L) authorizes the City, in cases of emergency, to “order such other measures as are necessary for the protection of life or property, or for the recovery from the emergency.” Adoption of Resolution No. 21-48 provides City Commission approval for temporary emergency night work.

OPTIONS:

1. Approve Resolution No. 21-48 as requested.
2. Approve Resolution No. 21-48, with specific modifications.
3. Deny Resolution No. 21-48. If the Commission chooses to deny the Resolution, staff requests direction on how to proceed.

RESOLUTION NO. 21-48**A RESOLUTION DECLARING AN EMERGENCY AND TEMPORARILY EXEMPTING THE WATER AND SEWER CONSTRUCTION ACTIVITIES IN WASHINGTON STREET RIGHT-OF-WAY ASSOCIATED WITH THE OC BREWING PATIO DEVELOPMENT PROJECTS FROM THE PROHIBITION AGAINST UNLAWFUL NOISES**

WHEREAS, Oregon City Municipal Code (OCMC) 2.52.020 defines “emergencies” to include “utility or transportation emergencies”; and

WHEREAS, OCMC 2.52.040(L) authorizes the City, in cases of emergency, to “order such other measures as are necessary for the protection of life or property, or for the recovery from the emergency”; and

WHEREAS, the City would be acting in the best public interest by facilitating the completion of the water and sewer utilities serving the OC Brewing Patio Development (“Project”) and within the Washington Street right-of-way; and

WHEREAS, transportation in the vicinity of the Project is vital to the community, and completing the needed work at night is vital to the economic and mobility interests of the City; and

WHEREAS, OCMC 9.12.023(E) declares the construction, demolition, alteration, or repair of any building or the excavation of any streets and highways in a residentially-zoned neighborhood between the hours of ten p.m. and seven a.m., Monday through Saturday; and between eight p.m. and nine a.m. on Sunday to be a violation.

NOW, THEREFORE, OREGON CITY RESOLVES AS FOLLOWS:

Section 1. The City Commission declares an emergency, limited to the water and sewer utility construction within the Washington Street right-of-way associated with the OC Brewing Patio Development (“Project”) as shown in the map attached as Exhibit A to this resolution. Consistent with OCMC 2.52.070 and, by this resolution, the Commission declares an emergency from November 15, 2021, at 8:00 PM to November 20, 2021, at 5:00 AM.

Section 2. Based on the emergency identified above, the City Commission grants the construction activities in the Washington Street rights-of way-exemption from Section 9.12.020 of the Oregon City Municipal Code for construction activities associated with constructing the water and sewer utility lines in the project area and affecting the Washington Street traffic during the period identified above in Section 1 of this resolution.

Section 3. This resolution shall take effect immediately upon its adoption by the City Commission.

Section 4. The City Commission hereby directs the City Manager and City staff to undertake all appropriate and practical measures to lessen the impacts of night-time work on City residents and businesses as authorized by this resolution.

Section 5. The City Commission adopts these procedures to prevent, minimize, respond to, or recover from the emergency consistent with OCMC 2.52.040.

Approved and adopted at a regular meeting of the City Commission held on the 3rd day of November 2021.

Item 7a.

Rachel Lyles Smith, Mayor

Attested to this 3rd Day of November 2021

Approved as to legal sufficiency:

Jakob Wiley, Assistant City Recorder

City Attorney

Exhibit A – Traffic Control Plans

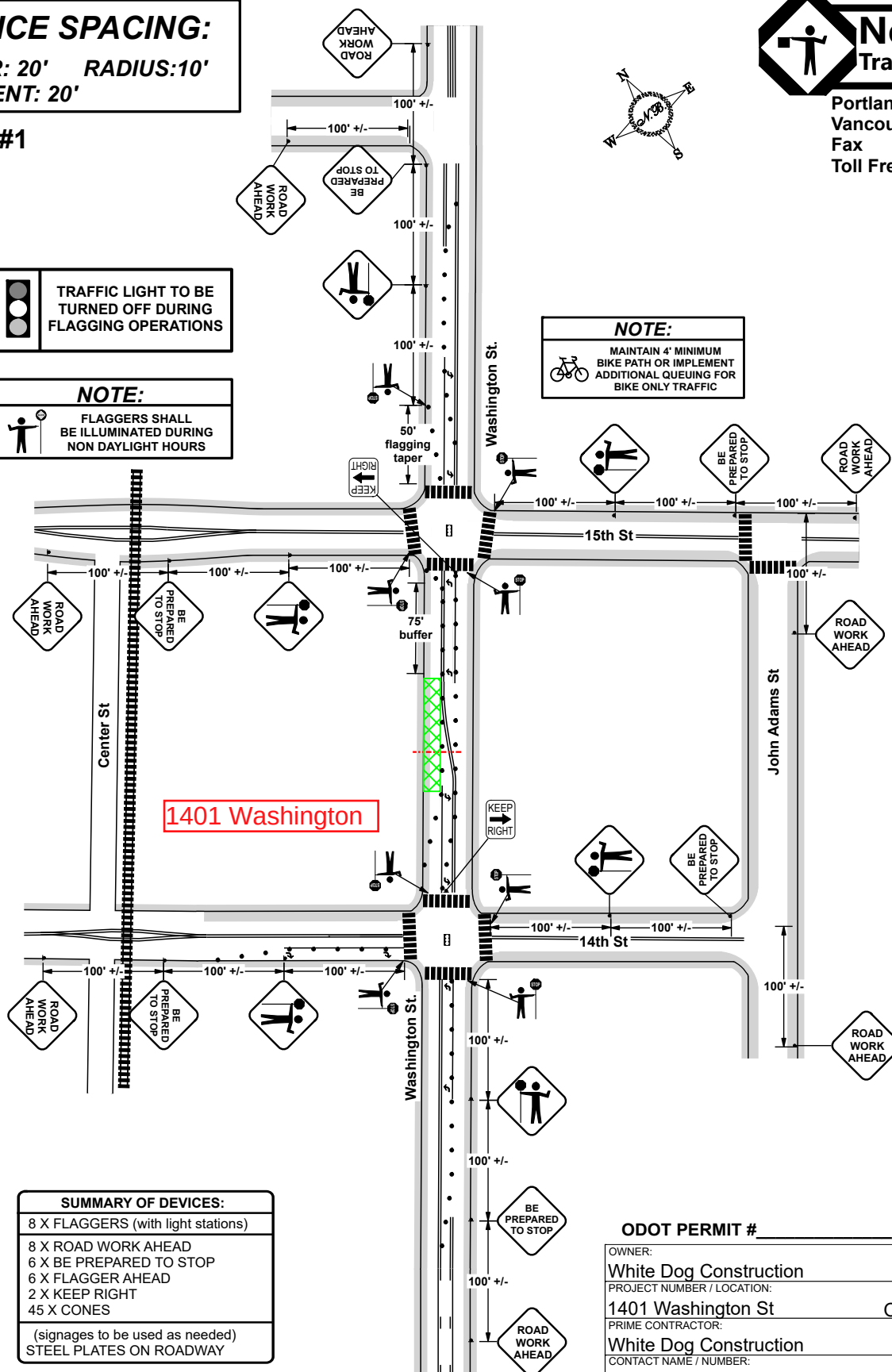
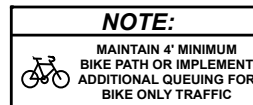
DEVICE SPACING:

TAPER: 20' RADIUS: 10'
TANGENT: 20'

Page #1



Northwest
Traffic Control
 Portland (503) 262-6500
 Vancouver (360) 604-5655
 Fax (503) 262-0357
 Toll Free (800) 783-9733



SUMMARY OF DEVICES:
8 X FLAGGERS (with light stations)
8 X ROAD WORK AHEAD
6 X BE PREPARED TO STOP
6 X FLAGGER AHEAD
2 X KEEP RIGHT
45 X CONES
(signages to be used as needed)
STEEL PLATES ON ROADWAY

ODOT PERMIT #

OWNER:	PROJECT / JOB NUMBER:
White Dog Construction	
PROJECT NUMBER / LOCATION:	CITY / STATE:
1401 Washington St	Oregon City, Oregon
PRIME CONTRACTOR:	
White Dog Construction	
CONTACT NAME / NUMBER:	E-MAIL:
Scott / 503-320-2962	scott@whitedogconstruction.com
PREPARED BY:	TRAFFIC CONTROL CONTRACTOR:
Nathan Burris 503-262-6500	Northwest Traffic Control Inc.
OR Cert # Exp: 11/30/2022	WA Cert # Exp: 04/30/2025
07634	012780
	Nathan@nwtci.com

FILE DATE: 08/17/2021

REVISED: 09/10/2021

All signs and devices SHALL conform to the MUTCD / OTTCH.
 Will adjust to fit field conditions.
 Plan NOT to scale.

DEVICE SPACING:

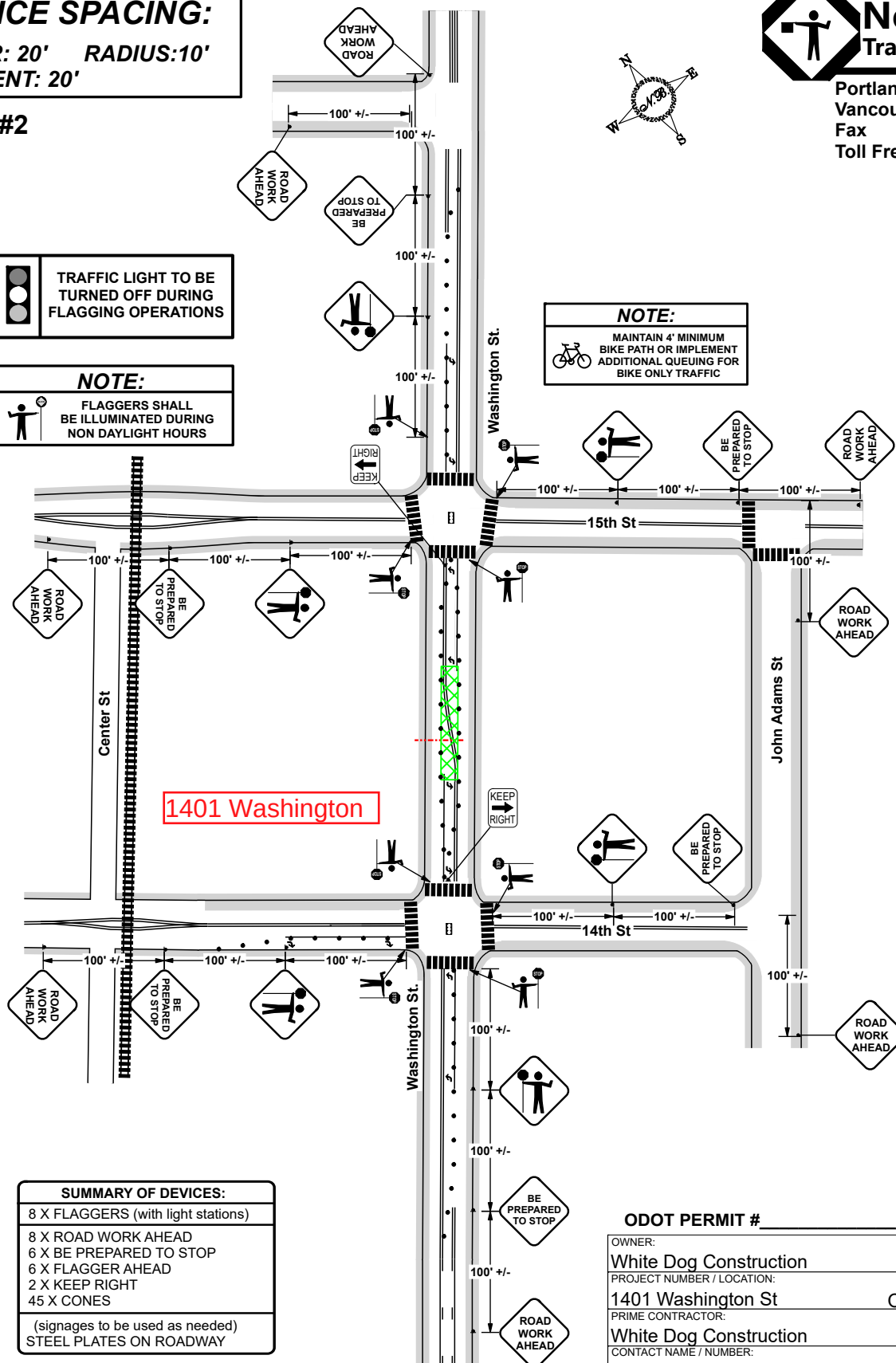
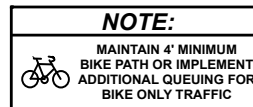
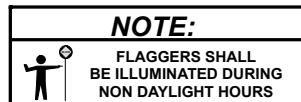
TAPER: 20' RADIUS: 10'

TANGENT: 20'

Page #2



Portland (503) 262-6500
 Vancouver (360) 604-5655
 Fax (503) 262-0357
 Toll Free (800) 783-9733



SUMMARY OF DEVICES:
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(signages to be used as needed)
STEEL PLATES ON ROADWAY

ODOT PERMIT #

OWNER:	PROJECT / JOB NUMBER:
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PROJECT NUMBER / LOCATION:	CITY / STATE:
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PRIME CONTRACTOR:	
White Dog Construction	
CONTACT NAME / NUMBER:	E-MAIL:
Scott / 503-320-2962	scott@whitedogconstruction.com
PREPARED BY:	TRAFFIC CONTROL CONTRACTOR:
Nathan Burris 503-262-6500	Northwest Traffic Control Inc.
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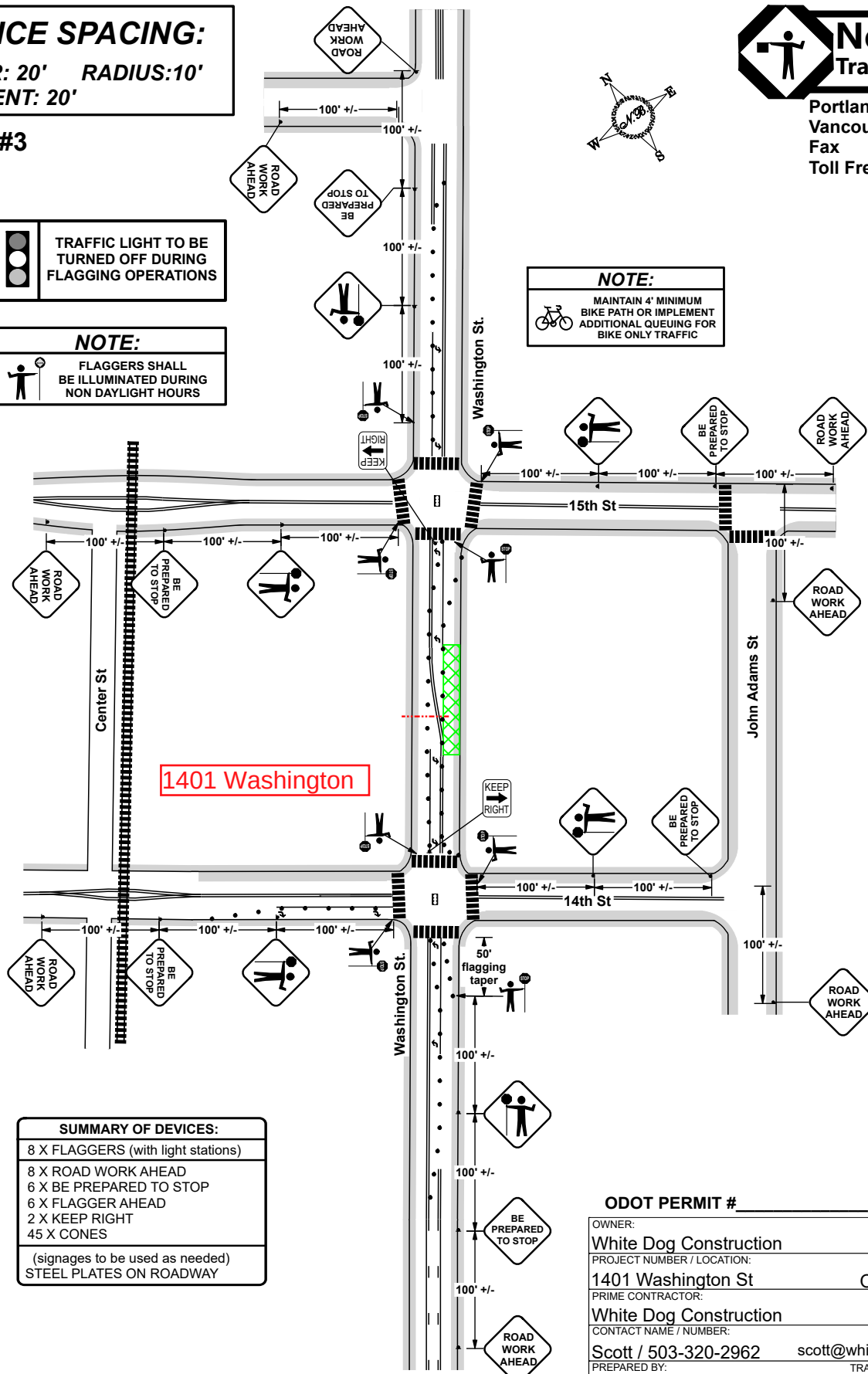
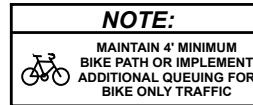
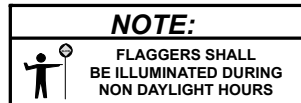
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 Will adjust to fit field conditions.
 Plan NOT to scale.

DEVICE SPACING:

TAPER: 20' RADIUS: 10'

TANGENT: 20'

Page #3



SUMMARY OF DEVICES:
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6 X BE PREPARED TO STOP
6 X FLAGGER AHEAD
2 X KEEP RIGHT
45 X CONES
(signages to be used as needed)
STEEL PLATES ON ROADWAY

ODOT PERMIT # _____

OWNER:	PROJECT / JOB NUMBER:
White Dog Construction	
PROJECT NUMBER / LOCATION:	CITY / STATE:
1401 Washington St	Oregon City, Oregon
PRIME CONTRACTOR:	
White Dog Construction	
CONTACT NAME / NUMBER:	E-MAIL:
Scott / 503-320-2962	scott@whitedogconstruction.com
PREPARED BY:	TRAFFIC CONTROL CONTRACTOR:
Nathan Burris 503-262-6500	Northwest Traffic Control Inc.
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07634	012780 Nathan@nwtci.com

FILE DATE: 08/17/2021

REVISED: 09/10/2021

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Plan NOT to scale.



CITY OF OREGON CITY

Staff Report

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

To: City Commission
From: Public Works Director John M. Lewis, PE

Agenda Date: 11/03/2021

SUBJECT:

Temporarily Exempting Construction Activities from the Prohibition Against Unlawful Noises for the Oregon Department of Transportation I-205 Improvements Phase 1A (OR 43 to OR 213)

STAFF RECOMMENDATION:

Approve Resolution No. 21-50, authorizing the night work related to the construction of the ODOT I-205 Improvements Phase 1A Project.

EXECUTIVE SUMMARY:

The Oregon Department of Transportation (ODOT) is requesting a noise exemption for construction related to the I-205 Improvements Phase 1A (OR 43 to OR 213) Project. The portion of the project within Oregon City's jurisdiction would widen and seismically retrofit the Abernethy Bridge, repave portions of I-205 north of the bridge, seismically retrofit the I-205 bridge over Main Street, and install a sound wall near the Edgewater at the Cove apartment complex. The proposed construction will happen during night hours and will fall in conflict with Oregon City Municipal Code (OCMC).

OCMC Section 2.52.020 defines "emergencies" to include "utility or transportation emergencies." Resolution No. 21-50 will allow ODOT to complete the vital interstate I-205 Improvements Phase 1A Project. The resolution will allow for nighttime construction work from May 1, 2022, to December 31, 2025, to facilitate the safe construction, and to support the safety of construction staff and the traveling public. The emergency will exempt ODOT from OCMC 9.12.20 provisions prohibiting unreasonable night noise for the duration of construction of the I-205 Improvements Phase 1A Project.

BACKGROUND:

ODOT is requesting the night noise exemption to ensure the safety of the traveling public and ensure the bridge construction can be safe. The noise exemption request covers the portion of the project located within the City jurisdiction, specifically the Abernethy Bridge, on/off ramps between I-205 and OR 99E, and along the portion of

OR 99E at the interchange with I-205. Nighttime construction is expected to produce the highest noise levels including demolition work, shaft installation, transverse slide, joint seal replacements, and concrete work along the Abernethy Bridge as well as substructure work and exit ramp reconstruction. Additionally, asphalt and concrete paving will occur along I-205, OR 99E, and associated ramps. Major equipment is expected to be used to complete the work and includes excavators, hoe rams, dump trucks, cranes, generators, welders, concrete mixer/pump trucks, asphalt paver, concrete paver, oscillators for shaft construction, and vibratory rollers. The loudest equipment includes the oscillators, dump trucks while dumping their loads (i.e., not just driving by), and paving machines, each of which have maximum noise levels (Lmax) of 101 decibels (dBA), 92 dBA, and 88 dBA at 50 feet.

Should the Commission approve the exemption, ODOT shall abide by the below parameters:

- Any construction work noise decibel levels within 250 ft of a residential use or recorded by City staff outside of the ones noted in the exemption request shall be mitigated by ODOT contractor as described below:
 1. Use of moving sound barriers to minimize the active work noise.
 2. Sawcut, grinding, pile driving, and other excessively noisy activities should have a notification to the City and all properties within 300 ft of the work a minimum of a week prior to starting work; with description of work and sound levels.
 3. Activities that will have direct effect (closure, detours, Arch Bridge, 7th signal) on Main Street/Downtown Oregon City businesses or traffic shall be notified to the City a minimum of a week prior to starting work. Advanced notifications of traffic control parameters should be deployed 7 days in advance of any closures.
 4. In the event Oregon City receives an excessive amount of noise level complaints, the City will revisit the noise exemption to include other mitigation solutions.

A complete review of construction activities and noise levels including Oregon Revised Statutes can be found in ODOT noise request package, attached to the Resolution as Exhibit A.

Per Oregon City Municipal Code (OCMC) 2.52.020, “emergencies” include “utility or transportation emergencies.” OCMC 2.52.040 (L) authorizes the City, in cases of emergency, to “order such other measures as are necessary for the protection of life or property, or for the recovery from the emergency.” Adoption of Resolution No. 21-50 provides City Commission approval for temporary emergency night work.

OPTIONS:

1. Approve Resolution No. 21-50 as proposed.
2. Approve Resolution No. 21-50, with specific modifications.
3. Deny Resolution No. 21-50. If the Commission chooses to deny the Resolution, staff requests direction on how to proceed.

BUDGET IMPACT:

Amount: \$0

FY(s): N/A

Funding Source(s): N/A

RESOLUTION NO. 21-50

**A RESOLUTION DECLARING AN EMERGENCY AND TEMPORARILY EXEMPTING
THE OREGON DEPARTMENT OF TRANSPORTATION I-205 IMPROVEMENTS
PHASE 1A (OR 43 TO OR 213) PROJECT**

WHEREAS, Oregon City Municipal Code (OCMC) 9.12.020 declares the unreasonable making of any unreasonable loud, boisterous or unusual noise, disturbance, commotion, or vibration in a boarding facility dwelling, place of business or other structure, or upon any public street, park, or building to be in violation of the City's ordinances; and

WHEREAS, OCMC 9.12.020(E) specifically addressed construction noise and prohibits "the construction, demolition, alteration or repair of any building or the excavation of any streets and highways in a residentially zoned neighborhood between the hours of ten p.m. and seven a.m., Monday through Saturday; and between eight p.m. and nine a.m. on Sunday;" and

WHEREAS, OCMC 2.52.020 defines "emergencies" to include "utility or transportation emergencies"; and

WHEREAS, OCMC 2.52.040(L) authorizes the City, in cases of emergency, to "order such other measures as are necessary for the protection of life or property, or for the recovery from the emergency"; and

WHEREAS, The Oregon Department of Transportation (ODOT), as part of the I-205 Improvements Phase 1A (OR 43 to OR 213) Project, will be widening and seismically retrofitting the Abernethy Bridge, repaving, and restriping I-205 north of the bridge, seismically retrofitting the I-205 Bridge over Main Street, and installing a sound barrier wall near the Edgewater at the Cove apartments complex as outlined in the request package attached to this resolution as Exhibit A (collectively, the "Project"); and

WHEREAS, The City would be acting in the best public interest by facilitating the completion of construction of the Project during the night hours to minimize the impact on the traveling public; and

WHEREAS, Transportation in the vicinity of the Project is vital to the community, and completing the needed work at night is vital to the economic and mobility interests of the City; and

WHEREAS, ODOT can take certain measures to lessen the impacts of the noise of the Project on nearby residential uses, including proper notification and use of other sound mitigation techniques, as outlined in the conditions in Appendix A and the staff report.

NOW, THEREFORE, OREGON CITY RESOLVES AS FOLLOWS:

Section 1. The City Commission declares an emergency, limited to the construction within Oregon City, for the ODOT I-205 Improvements Project Phase 1A (OR 43 to OR 213) as outlined in the request packet attached to this resolution. Consistent with OCMC 2.52.070 and, by this resolution, the Commission declares an emergency from May 1, 2022, to December 31, 2025.

Section 2. Based on the emergency identified above, the City Commission grants an exemption from the requirements of OCMC 9.12.020 for the construction of ODOT I-205 Improvements Phase 1A (OR43 to OR 213) Project, as outlined in the request packet attached to this resolution during the period identified above in Section 1, subject to conditions outlined in Appendix A and the staff report.

Section 3. This resolution shall take effect immediately upon its adoption by the City Commission.

Section 4. The City Commission hereby directs the City Manager and City staff to undertake all appropriate and practical measures to lessen the impacts of night-time work on City residents and businesses as authorized by this resolution.

Section 5. The City Commission adopts these procedures to prevent, minimize, respond to, or recover from the emergency consistent with OCMC 2.52.040.

Approved and adopted at a regular meeting of the City Commission held on the 3rd day of November 2021.

Rachel Lyles Smith, Mayor

Attested to this 3rd Day of November 2021

Approved as to legal sufficiency:

Jakob Wiley, Assistant City Recorder

City Attorney

Exhibit A – ODOT Noise Request



9/9/2021

Mr. Dante Posadas
625 Center Street
Oregon City, OR 97405

Mr. Posadas

The Oregon Department of Transportation is requesting a noise variance from Oregon City for construction related to the I-205 Improvements 1A – OR 43 to OR 213 project. The portion of the project within Oregon City's jurisdiction would widen and seismically retrofit the Abernethy Bridge, repave and restripe portions of I-205 north of the bridge, seismically retrofit the I-205 bridge over Main Street, and install a sound wall near the Edgewater at the Cove apartment complex.

This variance request covers the portion of the project located within the City jurisdiction, specifically the Abernethy Bridge, on/offramps between I-205 and OR 99E, and along the portion of OR 99E at the interchange with I-205. The location of the project and land use zoning designations with 300 feet of the project can be seen in Figure 1 and Figure 2. To ensure safety of the traveling public and the construction workers and ensure the bridge shafts can be constructed, it is expected that some of this work will need to occur during nighttime hours, outside of typical Oregon City construction work hours.

Nighttime construction expected to produce the highest noise levels including demolition work, shaft installation, transverse slide, joint seal replacements and concrete work along the Abernethy Bridge as well as substructure work and exit ramp reconstruction. Additionally, asphalt and concrete paving will occur along I-205, OR 99E, and associated ramps.

Major equipment expected to be used to complete the work include excavators, hoe rams, dump trucks, cranes, generators, welders, concrete mixer/pump trucks, asphalt paver, concrete paver, oscillators for shaft construction and vibratory rollers. The loudest equipment includes the oscillators, dump trucks while dumping their loads (i.e., not just driving by), and paving machines, each of which have maximum noise levels (Lmax) of 101 dBA, 92 dBA, and 88 dBA at 50 feet, respectively.

Construction noise levels for each activity were predicted at various distances and at the nearest noise sensitive properties. Land use with Oregon City located along the project corridor consists of mixed used development and recreation. The nearest land uses that would be considered sensitive to noise during nighttime hours includes residences within the Edgewater at the Cove community and a floating home south of the Abernethy Bridge. Noise levels experienced at nearby properties are dependent on the distance and the amount of shielding from the work, such as intervening buildings. The table below summarizes construction noise levels at distances between 50 and 300 feet and at the nearest noise sensitive properties.

Predicted Construction Noise Levels

Activity	Receiver	Distance, ft	Noise Level Range, dBA	Noise Level Range, dBA	Overall Leq Noise Level, dBA	
			Lmax	Leq	Lmax	Leq
Permanent Sign Bridges	--	50	74-76	68-70	76	79
	--	100	68-70	62-64	70	73
	--	200	62-64	56-58	64	67
	--	300	59-60	52-55	60	64
	Floating Home South of Bridge	340	58-59	51-54	59	63
	Edgewater at the Cove	900	49-51	43-45	51	54
Temp Sign Bridge	--	50	74-76	68-70	76	79
	--	100	68-70	62-64	70	73
	--	200	62-64	56-58	64	67
	--	300	59-60	52-55	60	64
	Floating Home South of Bridge	340	58-59	51-54	59	63
	Edgewater at the Cove	900	49-51	43-45	51	54
I-205 Sign Bridges Between O43 and OR213	--	50	74-76	68-70	76	79
	--	100	68-70	62-64	70	73
	--	200	62-64	56-58	64	67
	--	300	59-60	52-55	60	64
	Next closest home	1000	48-50	42-44	50	53
	Edgewater at the Cove	520	54-56	48-50	56	59
OR99E @ Abernethy Bridge	--	50	74-76	68-70	76	83
	--	100	68-70	62-64	70	77
	--	200	62-64	56-58	64	71
	--	300	59-60	52-55	60	67
	Floating Home South of Bridge	760	51-52	44-47	52	59
	Edgewater at the Cove	1040	48-50	42-44	50	56
I-205 At Abernethy Bridge (Directional Closures)	--	50	72-95	69-92	95	97
	--	100	66-89	63-86	89	91
	--	200	60-83	57-80	83	85
	--	300	57-80	54-77	80	81
	Floating Home South of Bridge	340	56-79	53-76	79	80
	Edgewater at the Cove	900	47-70	44-67	70	72
Remove Joint seals and install temp plates on Abernethy bridge at Pier 3 and Pier 6 ALL Within ROW	--	50	72-87	68-83	87	83
	--	100	66-81	62-77	81	77
	--	200	60-75	56-71	75	71
	--	300	57-71	53-67	71	68

	Floating Home South of Bridge	340	55-70	51-66	70	67
	Edgewater at the Cove	900	47-62	43-58	62	58
Casing Oscillation	--	50	67-76	63-70	76	74
	--	100	61-70	57-64	70	68
	--	200	55-64	51-58	64	62
	--	300	51-60	47-54	60	58
	Floating Home South of Bridge	340	50-59	46-53	59	57
	Edgewater at the Cove	900	42-51	38-45	51	49
I-205 Paving	--	50	73-92	69-88	92	93
	--	100	67-86	63-82	86	87
	--	200	61-80	57-76	80	81
	--	300	58-76	54-72	76	77
	Floating Home South of Bridge	340	56-75	52-71	75	76
	Edgewater at the Cove	170	62-81	58-77	81	82
Sound Wall	--	50	76-101	68-94	101	95
	--	100	70-95	62-88	95	89
	--	200	64-89	56-82	89	83
	--	300	60-85	52-78	85	79
	Edgewater at the Cove	170	65-90	57-83	90	84

*Overall L_{max} noise levels represent loudest piece of equipment.

Public Outreach

Prior to construction, ODOT will send a mailer to everyone within a wide radius (wider than would hear construction noise) with more details about what they may hear during the nighttime work and a 24-hour noise hotline number to call with questions/concerns. ODOT will address any noise complaints promptly and work with our contractor to mitigate the offending noise as much as possible. Mailing will be sent out to residents within a 750-foot radius of project activities. A project website has also been created to inform residents of project activities and will be active for the duration of the project to keep people informed.

Noise Mitigation

To avoid, minimize, and abate temporary adverse noise impacts, ODOT includes standard project specifications (290.32) for all projects to abate construction noise impacts. The following construction measures reflect current ODOT standard specifications:

00290.32 Noise Control - Comply with ORS 467, OAR 340-035, all other applicable Laws, and the following construction noise abatement measures:

- Do not perform construction within 1,000 feet of an occupied dwelling on Sundays or legal holidays, or between the hours of 10:00 p.m. and 6:00 a.m. on other days, without the approval of the Engineer.
- Use Equipment with sound control devices no less effective than those provided on the original Equipment. Equipment with un-muffled exhausts is prohibited.

- Use Equipment complying with pertinent equipment noise standards of the Environmental Protection Agency (EPA).
- Do not drive piling or perform blasting operations within 3,000 feet of an occupied dwelling on Sundays or legal holidays, or between the hours of 8:00 p.m. and 8:00 a.m. on other days, without the approval of the Engineer.
- Mitigate the noise from rock crushing or screening operations performed within 3,000 feet of all occupied dwellings by placing material stockpiles between the operation and the affected dwellings, or by other means approved by the Engineer.

If a specific noise impact complaint occurs during the construction of the project, one or more of the following noise mitigation measures may be required, at no additional cost to the Agency, as directed by the Engineer:

- Locate stationary construction equipment as far from nearby noise sensitive properties as feasible.
- Shut off idling equipment.
- Reschedule construction operations to avoid periods of noise annoyance identified in the complaint.
- Notify nearby residents whenever extremely noisy work will be occurring.
- Install temporary or portable acoustic barriers around stationary construction noise sources.
- Operate electric-powered equipment using line voltage power or solar power.

Although efforts will be made to perform work during regular construction hours, some activities may continue outside of these hours on a periodic basis over the course of the project to maintain project schedule. The below table summarizes the period when work is anticipated to occur and the estimated duration for each construction activity.

Zoning

Properties near the project area are zoned as mixed-use downtown, general industrial, and parks. There are some residential uses near the construction effort including a floating home on the Willamette River south of the Abernethy Bridge and the Edgewater at the Cove apartment complex. Figures 1 and 2 are zoning map and a highlighted project study area within approximately 300 feet.

Figure 1---Oregon City Zoning Map

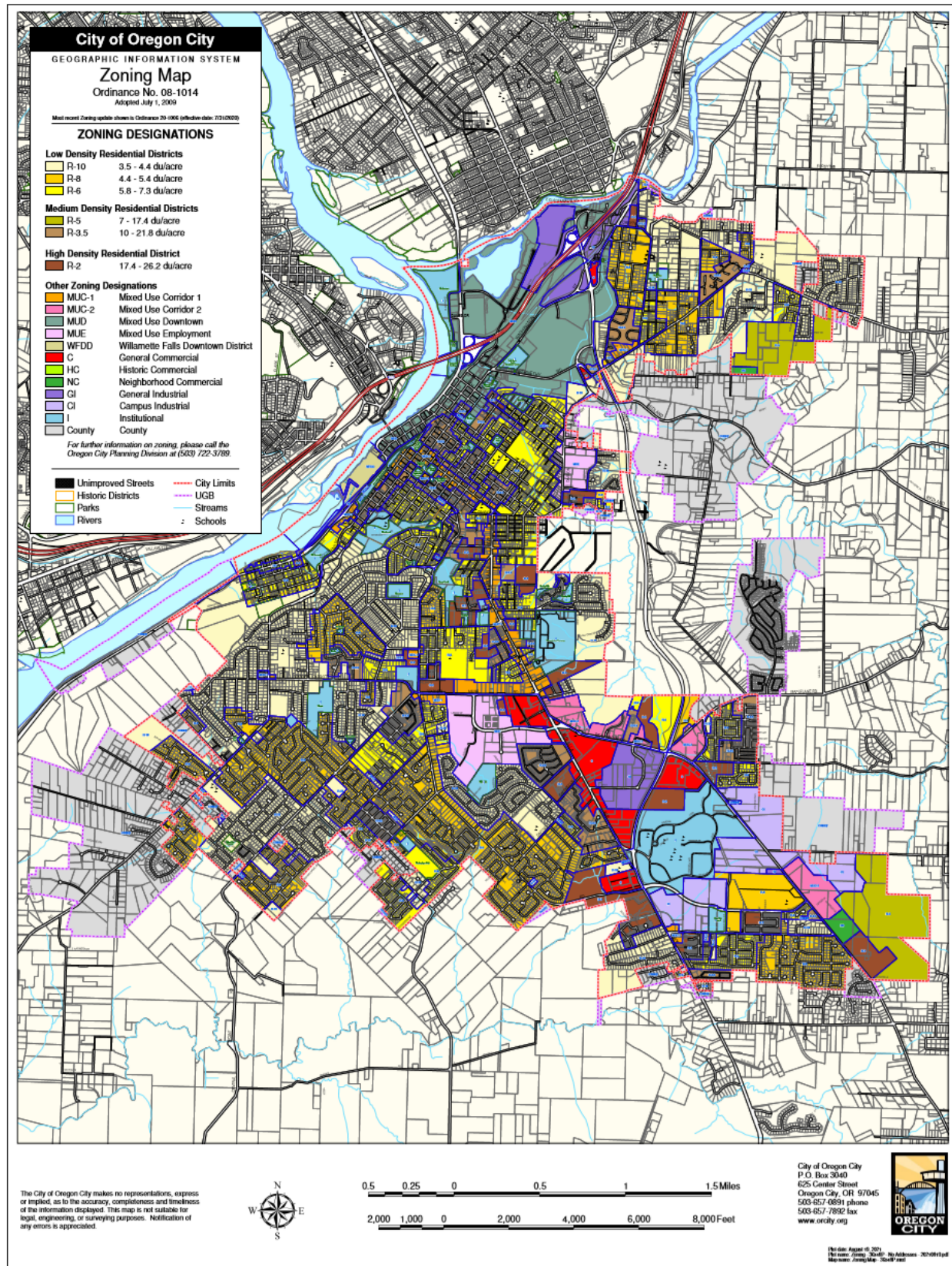
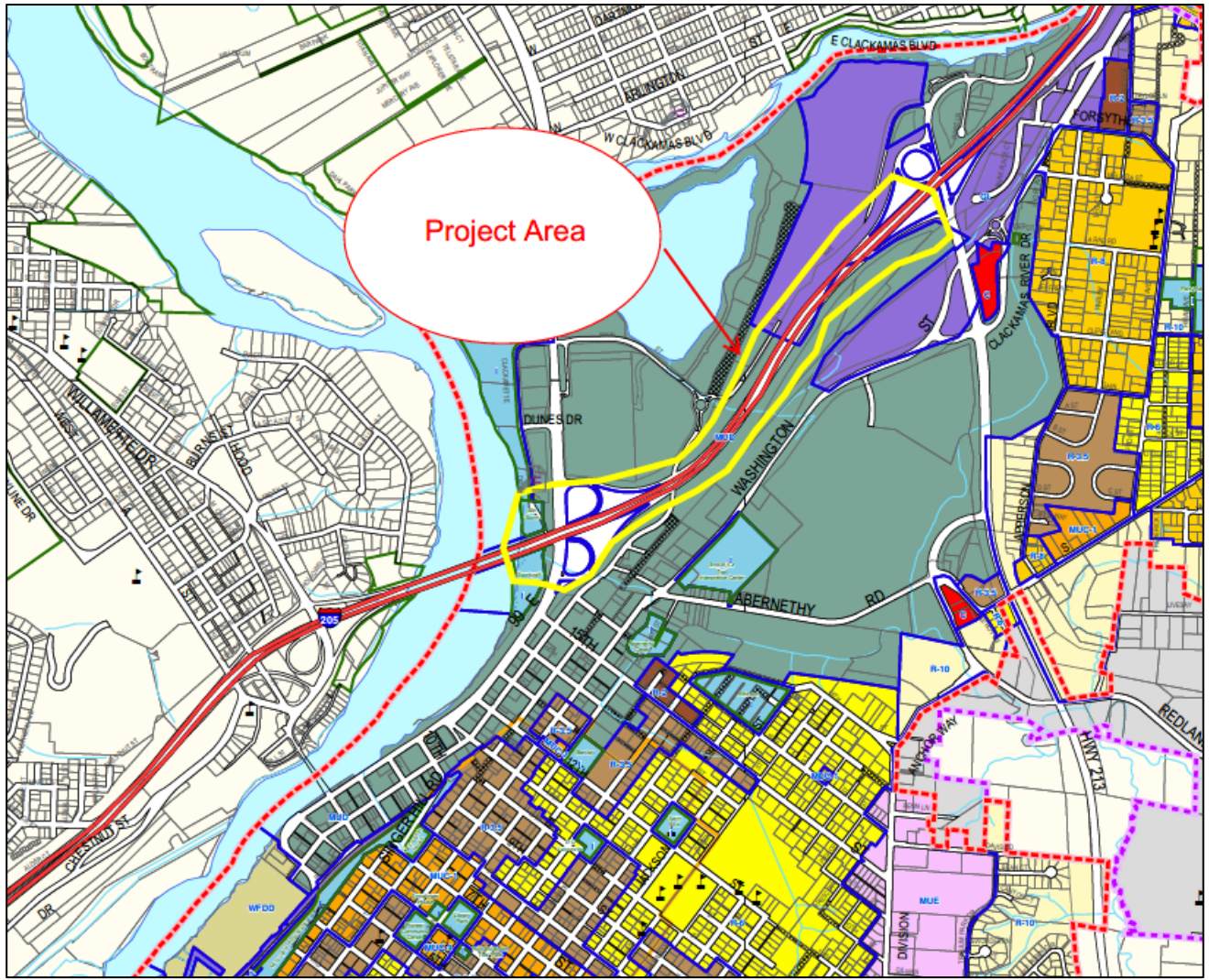


Figure 2--- Project Area with Zoning



Anticipated Construction Schedule

Activity	Period
Permanent Sign Bridges	First quarter of 2025
Temp Sign Bridge	First quarter of 2023
I-205 Sign Bridges Between OR43 and OR213	First quarter 2025
OR99E@ Abernethy Bridge	Fall/winter 2023 & Summer 2024
I-205 @ Abernethy Bridge (Directional Closures)	November/December 2024
Remove Joint seals and install temp plates on Abernethy Bridge at Pier 3 and Pier 6	Fourth quarter 2024 to removal and install in first quarter 2025
Casing Oscillation	Summer 2022 & Summer 2023
I-205 Paving	Late Summer/Fall of 2023, 2024, and 2025
Sound Wall	Summer of 2024

The Oregon Department of Transportation Region 1 requests approval from Oregon City to perform the construction activities discussed within 250 feet of residences during the hours where the City restricts construction in its ordinance. Specifically, the construction effort will be within 250 feet of the Edgewater at the Cove apartments for the I-205 Paving and Sound Walls construction activities listed in the schedule above. All other construction activities will be further than 250 feet from residences. The requested nighttime periods would include weekdays between the hours of 6 PM and 7 AM and Saturdays between 6 PM and 9 AM for the I-205 Paving and Sound Wall construction activities.

Sincerely,

Allen Hendy

Allen Hendy

Oregon Department of Transportation, Urban Mobility Unit



CITY OF OREGON CITY

Staff Report

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

To: City Commission
From: Public Works Director John M. Lewis, PE

Agenda Date: 11/3/2021

SUBJECT:

Personal Services Agreement with 3J Consulting, Inc. for the 2022 Water and Sanitary Utility Replacement Project (CI 21-014)

STAFF RECOMMENDATION:

Award the contract and authorize the City Manager to execute the Contract Agreement with 3J Consulting, Inc. in the amount of \$236,416.00 for design services, preparation of bid documents, and construction services for the 2022 Water and Sanitary Utility Replacement Project (CI 21-014).

EXECUTIVE SUMMARY:

The 2021 Water and Sanitary Utility Replacement Project includes various waterline improvement components as well as some sanitary sewer improvements located adjacent to a waterline being replaced.

BACKGROUND:

The 2022 Water and Sanitary Utility Replacement Project will include the following components:

- Pressure Reducing Valve (PRV) Replacement: Four existing PRVs in the City have reached the end of their useful life. PRVs are necessary to regulate the pressure of water within the City's distribution system. The PRVs are located in the following locations:
 - Apperson Boulevard and La Rae Road, built in 1999
 - Abernethy Road and Redland Road, built in 1963
 - 18th Street and Anchor Way, built in 1992
 - 11th Street and Washington Street, built in 1993
- Randall Street: Replacement of approximately 670 lineal feet of waterline and replacement of approximately 440 lineal feet of new 8" sewer line to address concerns with the existing lines.

- Latourette Street: Replacement of approximately 875 lineal feet of waterline and replacement of approximately 285 lineal feet of sewer line to address concerns with the existing lines.

The waterlines being replaced have had numerous leaks that the City's Public Works Water Crew has had to address. The replacement of these pipes will improve water quality and fire flows in the neighborhoods. The PRVs being replaced were identified in the 2019 Water System Analysis as past their useful age and in need of replacement.

The sanitary sewer lines being replaced were identified in the 2014 Sanitary Master Plan as needing replacement and are being combined with the waterline work to minimize impacts to the adjacent properties.

The Scope of Work (Exhibit A) outlines the detail by which the project will move forward through the design process, solicitation of bids, and the construction phase.

The project will be designed this fall and advertised for bid in January/February 2022. Construction will occur in the Spring of 2022 and is anticipated to be completed by July 2022.

3J Consulting, Inc is a consultant on the City's utility infrastructure shortlist to prepare bid documents for capital improvement projects.

OPTIONS:

1. Authorize the City Manager to execute the Agreement.
2. Authorize the City Manager to execute the Agreement with specific modifications.
3. Deny the Agreement. If the Commission chooses to deny the Agreement, staff requests direction on how to proceed.

BUDGET IMPACT:

Amount: \$236,416.00

FY(s): 2021/22

Funding Source(s): Water Fund & Sanitary Fund

**CITY OF OREGON CITY
PERSONAL SERVICES AGREEMENT**

2022 WATER AND SANITARY UTILITY REPLACEMENT PROJECT (CI 21-014)

This PERSONAL SERVICES AGREEMENT ("Agreement") is entered into between the CITY OF OREGON CITY ("City") and **3J CONSULTING, INC.** ("Consultant").

RECITALS

A. City requires services that Consultant is capable of providing under the terms and conditions hereinafter described.

B. Consultant is able and prepared to provide such services as City requires under the terms and conditions hereinafter described.

The parties agree as follows:

AGREEMENT

1. Term. The term of this Agreement shall be from the date the contract is fully executed until **July 29, 2022**, unless sooner terminated pursuant to provisions set forth below. However, such expiration shall not extinguish or prejudice City's right to enforce this Agreement with respect to (i) breach of any warranty; or (ii) any default or defect in Consultant's performance that has not been cured.

2. Compensation. City agrees to pay Consultant on a time-and-materials basis for the services required. Total compensation, including reimbursement for expenses incurred, shall not exceed **two hundred thirty-six thousand, four hundred and sixteen dollars and no cents (\$236,416.00)**.

3. Scope of Services. Consultant's services under this Agreement shall consist of services as detailed in Exhibit A, attached hereto and by this reference incorporated herein.

4. Standard Conditions. This Agreement shall include all of the standard conditions as detailed in Exhibit B, attached hereto and by this reference incorporated herein.

5. Schedule. The components of the project described in the Scope of Services shall be completed according to Term, above.

6. Integration. This Agreement, along with the description of services to be performed attached as Exhibit A and the Standard Conditions to Oregon City Personal Services Agreement attached as Exhibit B, contain the entire agreement between and among the parties, integrate all the terms and conditions mentioned herein or incidental hereto, and supersede all prior written or oral discussions or agreements between the parties or their predecessors-in-interest with respect to all or any part of the subject matter hereof.

7. Notices. Any notices, bills, invoices, reports or other documents required by this Agreement shall be sent by the parties by United States mail, by hand delivery or by electronic means. All notices shall be in writing and shall be effective when delivered. If mailed, notices shall be deemed effective forty-eight (48) hours after mailing, unless sooner received.

To the City:

City of Oregon City
 PO Box 3040
 625 Center Street
 Oregon City, OR 97045
 Attention: John M. Lewis

To Consultant:

3J Consulting, Inc.
9600 SW Nimbus Avenue, Suite 100
Beaverton, OR 97008
Attention: Brian K. Feeney, PE

Consultant shall be responsible for providing the City with a current address. Either party may change the address set forth in this Agreement by providing notice to the other party in the manner set forth above.

8. Governing Law. This Agreement shall be governed and construed in accordance with the laws of the state of Oregon without resort to any jurisdiction's conflicts of law, rules or doctrines.

IN WITNESS WHEREOF, the parties have caused this Agreement to be executed by their duly appointed officers on this _____ day of _____, 20____.

CITY OF OREGON CITY

3J CONSULTING, INC.

By: _____
 John M. Lewis, P.E.
 Title: Public Works Director

By: _____

Name: _____

DATED: _____, 20____.

Title: _____

By: _____
 Anthony J. Konkol III
 Title: City Manager

DATED: _____, 20____.

DATED: _____, 20____.

ORIGINAL CITY COMMISSION APPROVAL (IF
 APPLICABLE):

DATE: _____

APPROVED AS TO LEGAL SUFFICIENCY:

By: _____
 City Attorney

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ATTACHMENT A

Contract Statement of Work Delivery Schedule and Summary of Estimate for Services

2022 Water and Sanitary Utility Replacement Projects

City of Oregon City

Project Manager: John Burrell
625 Center Street
Oregon City, Oregon 97045
503-496-1556
jburrell@orc.city.oregon.or.us

3J Consulting, Inc.

Project Manager: Brian K. Feeney, PE
9600 SW Nimbus Avenue; Suite 100
Beaverton, Oregon 97008
503-946-9365, Ext 205
brian.feeney@3j-consulting.com

PROJECT UNDERSTANDING AND WORK SCOPE FOR COMPLETE PROJECT

The City of Oregon City is contracting with 3J Consulting, Inc. for services with the following project (the "Project"):

The City of Oregon City plans to undertake the following eight (8) improvement projects:

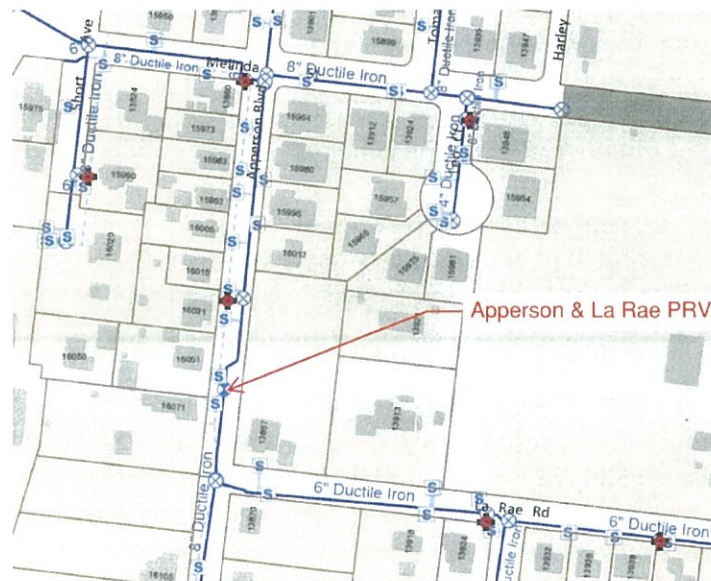
1. Apperson Blvd and La Rae Road - PRV Replacement
 - o The City would like to replace PRV & vault located within Apperson Blvd. approximately between 16071 & 16051 Apperson Blvd. The project will consist of the replacement of 1 existing PRV systems and vaults with a new package system similar to the one recently installed in the city.
2. Abernethy Road and Redland Road - PRV Replacement
 - o The City would like to replace PRV & vault located behind the curb along Abernethy Road approximately 250-ft from the SW Abernethy/Redland intersection. The project will consist of the replacement of 1 existing PRV systems and vaults with a new package system similar to the one recently installed in the city.
3. 18th Street and Anchor Way - PRV Replacement
 - o The City would like to replace PRV & vault located behind the curb along 18th Street approximately between 1412 & 1514 18th Street. The project will consist of the replacement of 1 existing PRV systems and vaults with a new package system similar to the one recently installed in the city.
4. 11th Street and Washington Street - PRV Replacement
 - o The City would like to replace PRV & vault located within 11th Street just east of the Washington/11th St intersection. The project will consist of the replacement of 1 existing PRV systems and vaults with a new package system similar to the one recently installed in the city.
5. Randall Street - Waterline Replacement
 - o The City would like to replace the existing waterline located within Randall Street between Hartke Loop and Canemah Road. The project will consist of approximately 670 lineal feet of new 8-inch waterline.
6. Randall Street – Sewer Replacement

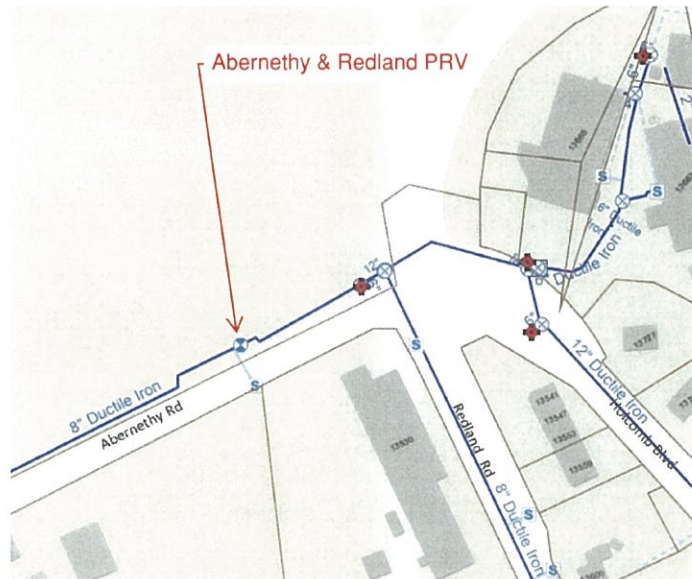


- The City would like to replace the existing sewer located within Randall Street between MH11232 & MH10858. The project will consist of approximately 440 lineal feet of new 8-inch sewer line.
- 7. Latourette Street - Waterline Replacement
 - The City would like to replace the existing waterline located within Latourette Street & the western portion of Canfield Street between Dimick Street and the southern end of Latourette Street. The project will consist of approximately 875 lineal feet of new 6-inch waterline.
- 8. Latourette Street - Sewer Replacement
 - The City would like to replace the existing sewer located within Latourette Street between MH 11840 & MH11480. The project will consist of approximately 285 lineal feet of new 8-inch sewer line.

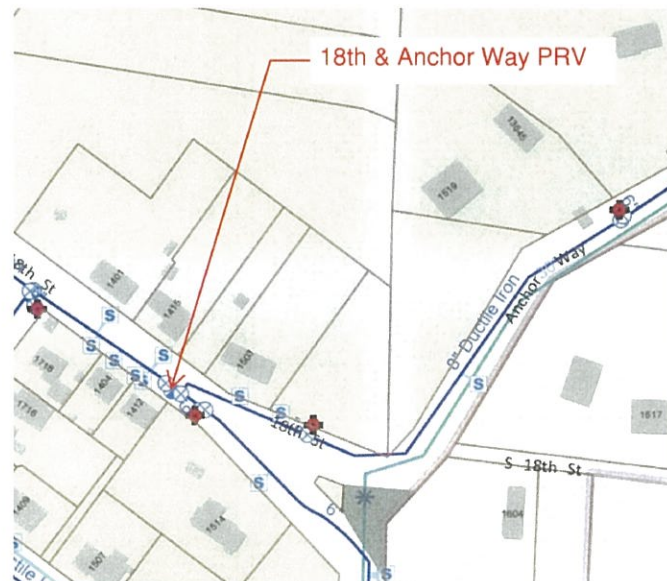
Project Area:

The project areas are shown in the figures below:

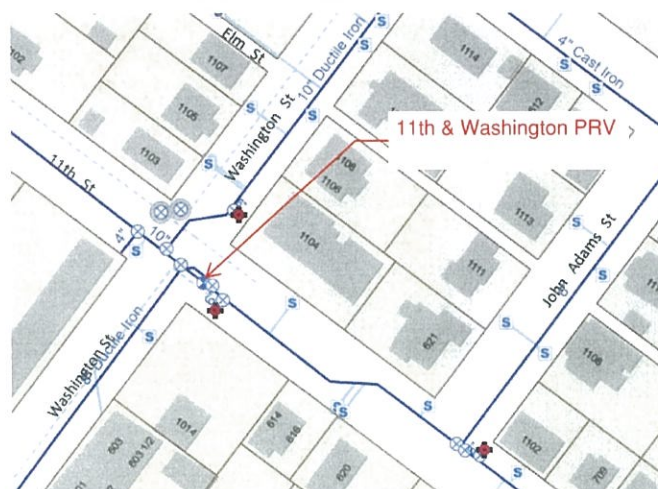




2. Abernethy Road and Redland Road - PRV Replacement



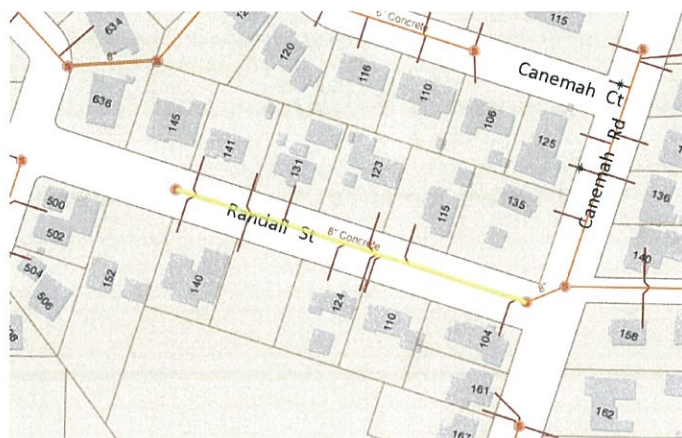
3. 18th Street and Anchor Way - PRV Replacement



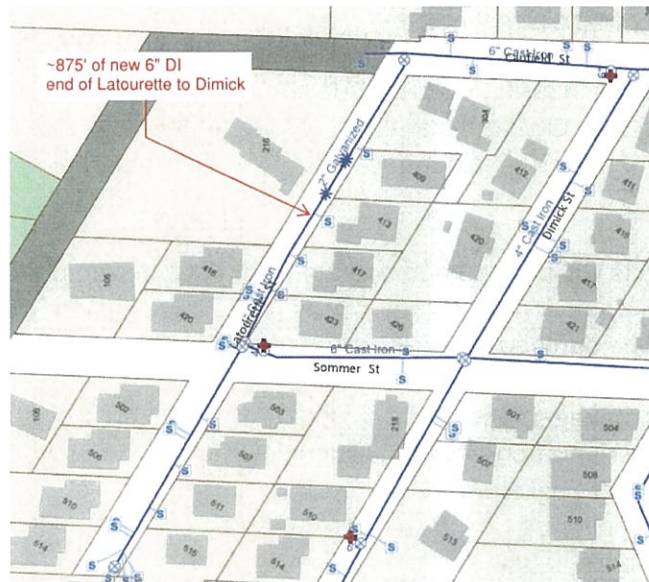
4. 11th Street and Washington Street - PRV Replacement



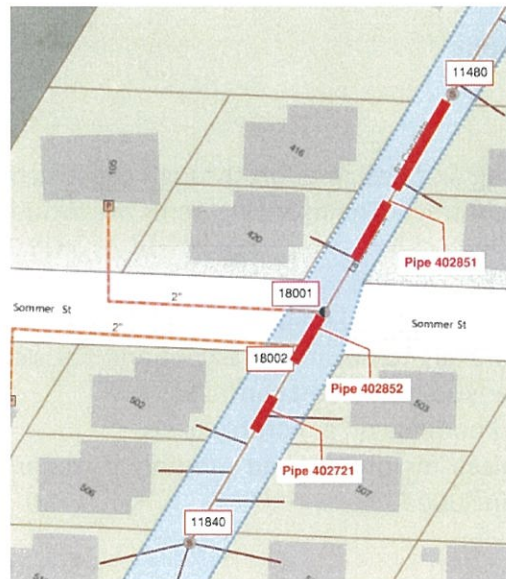
5. Randall Street - Waterline Replacement



6. Randall Street - Sewer Replacement



7. Latourette Street - Waterline Replacement



8. Latourette Street - Sewer Replacement

SPECIFIC SCOPE OF SERVICES

The following services are for the entire project which is to be completed by 3J staff and sub-consultants. The deliverables are listed for each task. Tasks include surveying and engineering design. The tasks below are the result of our meeting with City staff and efforts as we understand them to be at this time. All work performed under this scope of work will be done so in accordance with all applicable federal, state, and local design standards.

3J assumes all eight (8) projects will be designed and bid within one design package.

The design services work scope outlined below is anticipated to complete the project through construction.

Task 1.0	Project Management
Task 2.0	Project Orientation/Data Collection
Task 3.0	Preliminary Engineering
Task 4.0	Final Engineering
Task 5.0	Bid Support
Task 6.0	Construction Services
Task 7.0	Extra Work as Authorized

TASK 1.0 Project Management

Project Administration

The duration of the project planning and design effort through construction bidding is assumed to be nine (9) months from execution of the contract. The following items are included:

- Provide management, coordination and direction to the project team and sub-consultants for completing the project on time and on budget.
- Provide assistance in the day-to-day management and decision making for the project.
- Prepare and administer sub-consultant contracts.
- Track project costs and budgets on a monthly basis.
- Prepare monthly invoices for project and monthly summary reports. Nine (9) invoices and summary reports are included.

Project Scheduling

- Prepare and submit an activities list and schedule to the City following the notice-to-proceed. The schedule will show appropriate milestones for the project including intermediate and final submittal dates for design documents and key decision points.
- Revise project schedule to reflect changes in the project. Schedule updates will be completed monthly, or as requested by the City of Oregon City.

Project Meetings

The proposed approach to project coordination during design is to hold project meetings with key project team members and representatives from City of Oregon City and others as defined below. These will be scheduled and attended by the City's Project Manager. These meetings will have a specific agenda

addressing and resolving project issues as they are encountered. These meetings may be either in-person or virtual depending on the status of any stay-at-home orders due to COVID 19.

- Schedule and attend a one-hour Project Kickoff Meeting with the City, 3J PM and Designer, and sub-consultants (if needed). Prepare and distribute project information including team member list, copies of the contract, deliverable expectations list, draft project schedule, and electronic file structure information. Prepare meeting agenda and summary notes.
- Conduct periodic technical team meetings with the City of Oregon City and design staff to review comments received during the 30%, 90% and final project submittal for the project. These meetings will include the design engineer or project manager depending on the agenda. Assume up to three (3) meetings, up to two hours each in duration, attended by 3J, either in-person or virtual depending on the status of any stay-at-home orders due to COVID 19. Prepare the meeting agendas and summary notes for the meetings.

Task 1 Deliverables:

The following deliverables are part of this task:

- Monthly Summary Reports
- Up to one (1) Draft schedule to be presented at the Kickoff Meeting
- Up to six (6) schedule updates
- Meeting Agenda and materials distributed prior to meetings.
- Attendance and participation at meetings as described herein.
- Draft summary notes

TASK 2.0 Project Orientation/Data Collection

Consultant shall provide labor, equipment, and materials to complete the surveying and perform a site visit to confirm the site elements for the project.

Data Collection

- Consultant to obtain and review available existing data prior to finalizing the site survey requirements.
 - As-built records from the City.
 - GIS base map (shapefiles) for tax lots, utilities, environmental overlays, and recent aerial photo
 - City's preliminary project development information
 - Perform one (1) site visit

Surveying

Consultant shall provide labor, equipment, and materials to complete the surveying needs for the project. Surveying on this project includes establishing a control network and performing topographical mapping within the defined topographical limits. All deliverables must be reviewed and stamped by Consultant's Professional Surveyor (PLS) registered in the State of Oregon.

1. Apperson Blvd and La Rae Road - PRV Replacement
 - Full topographic Survey from right-of-way to right-of-way and between mid-lot of 16071 Apperson Blvd. and north of lot 16051 Apperson Blvd.

- Underground utilities per one-call locate request
- Drafting of planimetrics, surfaces and features.
- Boundary and right-of-way mapping adjacent to the project area.
- 2. Abernethy Road and Redland Road - PRV Replacement
 - Full topographic Survey from north fog line to right-of-way and from 25-ft in each direction from existing PRV.
 - Underground utilities per one-call locate request
 - Drafting of planimetrics, surfaces and features.
 - Boundary and right-of-way mapping adjacent to the project area.
- 3. 18th Street and Anchor Way - PRV Replacement
 - Full topographic Survey from right-of-way to right-of-way and between 1404 18th Street and mid-lot of 1514 18th Street.
 - Underground utilities per one-call locate request
 - Drafting of planimetrics, surfaces and features.
 - Boundary and right-of-way mapping adjacent to the project area.
- 4. 11th Street and Washington Street - PRV Replacement
 - Full topographic Survey from right-of-way to right-of-way and the centerline of Washington Street to 40-ft southeast along 11th Street.
 - Underground utilities per one-call locate request
 - Drafting of planimetrics, surfaces and features.
 - Boundary and right-of-way mapping adjacent to the project area.
- 5. Randall Street - Waterline Replacement
 - Full topographic Survey from right-of-way to right-of-way between Hartke Loop and Canemah Road.
 - Underground utilities per one-call locate request
 - Drafting of planimetrics, surfaces and features.
 - Boundary and right-of-way mapping adjacent to the project area.
- 6. Randall Street - Sewer Replacement
 - Included with the Latourette Street waterline survey
- 7. Latourette Street - Waterline Replacement
 - Full topographic Survey from right-of-way to right-of-way and between Dimick Street and the south end of Latourette Street.
 - Underground utilities per one-call locate request
 - Drafting of planimetrics, surfaces and features.
 - Boundary and right-of-way mapping adjacent to the project area.
- 8. Latourette Street - Sewer Replacement
 - Included with the Latourette Street waterline survey

Deliverables:

- Survey basemap in AutoCAD Civil 3D

TASK 3.0 Preliminary Engineering

The Consultant team will utilize the survey base mapping to prepare a 30% Preliminary Design for the project limits. Preliminary design and plans to include:

- Utility conflicts
- Typical sections and locations of waterline within existing right-of-way and easements
- Preliminary waterline alignment (plan view only)

- Preliminary water meter and connection locations
- Preliminary sewer alignment (plan view only)
- Preliminary sewer laterals (plan view only)
- Preliminary Construction cost estimate

Task 3 Deliverables:

- One (1) electronic copy (.pdf) and three (3) hard copies of
 - Preliminary Engineering Plans, at 1"=20' scale, 22"x34" sheets
 - Preliminary Cost Estimate
 - Spreadsheet with review comments and responses.

TASK 4.0 Final Engineering

90% Submittal

Prepare 90% Construction plans based on comments received from the City's from the preliminary plans

- Prepare plan and profile sheets to the 90% level of completion based on the horizontal and vertical alignment.
- Prepare pavement restoration limits for 90% design including limits for sidewalk restorations.
- Illustrate locations of proposed easements and temporary construction easements.
- Prepare preliminary water meter service reconnection details
- Prepare preliminary project details
- Prepare updated construction cost estimate based on 90% design.
- Address City review comments from 30% review in writing and within 90% design.

Deliverables:

The following deliverables are part of this task:

- One (1) electronic copy (.pdf) and hard copies of
 - 90% Construction Plans
 - Updated Engineer's Opinion of Construction Cost based on the 90% design
 - Spreadsheet with review comments and responses.

100% Submittal

Prepare 100% Construction plans based on the City's comments to the 90% submittal.

- Prepare plan and profile sheets to the 100% level of completion based on the horizontal and vertical alignment.
- Prepare pavement restoration limits for final design including limits for sidewalk restorations.
- Illustrate final locations of easements and temporary construction easements.
- Finalize water meter service reconnection details
- Finalize project details
- Prepare updated construction cost estimate based on final design.
- Address City review comments from 90% review in writing and within final design.

Prepare Technical Specifications

This task includes the following for the bid specification package:

- Identify appropriate technical sections from joint 2018 ODOT/APWA specifications to be included in project specifications.
- Prepare final technical specifications including special provisions based on the 90% design.
- Prepare City of Oregon City front end specifications.
- Address City comments to the special provisions
- Complete measurement and payment section for each project pay element.
- Finalize special provisions based on project constraints, property owner input, and identified construction impacts.

Deliverables:

The following deliverables are part of this task:

- One (1) electronic copy (.pdf) and hard copies of
 - Construction Plans
 - Updated Engineer's Opinion of Construction Cost based on the Final design
 - Spreadsheet with review comments and responses.
 - Technical Specification
 - Full set of Bid Ready Documents (plans and specifications)

TASK 5.0 Bid Support

Bid Support

- Provide design engineer for reviewing and answering questions via City interface with bidders.
- Support City in preparation of addenda's if required.
- Review Bids received
- Prepare Bid Tabulation Spreadsheet
- Prepare "Recommendation of Award Letter"

Deliverables:

The following deliverables are part of this task:

- Engineer available to answer technical questions during bid process
- Addenda preparation
- Bid Tabulation summary
- Recommendation of Award Letter

TASK 6.0 Construction Services

All construction assistance will be accomplished under the budget provided. Additional efforts during construction may require additional budget.

Technical Review of RFIs and Submittals

- Provide technical review of contractor requests for information (RFI) and Submittals.

Field Meetings

- Conduct periodic field meetings during construction at the request of the City Project Manager. Budget includes four (4) meetings.

Site Observations/Inspections

- Waterline/Sewer Project (assumed 20 hours/week for 16/weeks)
 - Provide Site observations to inspect critical installations and connections and provide writing observations reports
 - Maintain as-constructed drawings/documentation for final as-built

Punch List and Final Walk Through

- Conduct final walk through with the City Project Manager prior to City acceptance of the project.

As-built Documents

- Prepare as-built documents based on contractor mark-ups, design modifications during construction, and site observations.

Deliverables:

The following deliverables are part of this task:

- Preparation of RFI's if required
- Review of contractor submittals
- Field reports
- As-built documents

TASK 7.0 Extra Work as Authorized (Contingency Task)

Contingency budget is available only upon City authorization in writing.

S U M M A R Y O F F E E S

Estimated Fees		Scope	
TASK 1.0	Project Management	\$	22,364.00
TASK 2.0	Project Orientation/Data Collection	\$	45,732.00
TASK 3.0	Preliminary Engineering	\$	26,160.00
TASK 4.0	Final Engineering	\$	55,880.00
TASK 5.0	Bid Support	\$	10,040.00
TASK 6.0	Construction Services	\$	56,240.00
TASK 7.0	Extra Work as Authorized	\$	20,000.00
Total Estimated Fees by Project		\$	216,416.00
<i>Un-Allocated Contingency</i>		\$	20,000.00
Total Project Budget		\$	236,416.00

STANDARD CONDITIONS TO OREGON CITY PERSONAL SERVICES AGREEMENT

Item 7c.

1. Consultant Identification. Consultant shall furnish to City its taxpayer identification number, as designated by the Internal Revenue Service, or Consultant's social security number, as City deems applicable.

2. Payment.

(a) Invoices submitted in connection with this Agreement shall be properly documented and shall identify the pertinent agreement and/or purchase order numbers.

(b) City agrees to pay Consultant within thirty (30) days after receipt of Consultant's itemized statement. Amounts disputed by City may be withheld pending settlement.

(c) City certifies that sufficient funds are available and authorized for expenditure to finance the cost of the services to be provided pursuant to this Agreement.

(d) City shall not pay any amount in excess of the compensation amounts set forth in this Agreement, nor shall City pay Consultant any fees or costs that City reasonably disputes.

3. Independent Consultant Status.

(a) Consultant is an independent consultant and is free from direction and control over the means and manner of providing labor or services, subject only to the specifications of the desired results.

(b) Consultant represents that it is customarily engaged in an independently established business and is licensed under ORS chapter 671 or 701, if the services provided require such a license. Consultant maintains a business location that is separate from the offices of the City and bears the risk of loss related to the business as demonstrated by the fixed price nature of the contract, requirement to fix defective work, warranties provided and indemnification and insurance provisions of this Agreement. Consultant provides services for two or more persons within a 12-month period or routinely engages in advertising, solicitation or other marketing efforts. Consultant makes a significant investment in the business by purchasing tools or equipment, premises or licenses, certificates or specialized training and

Consultant has the authority to hire or fire persons to provide or assist in providing the services required under this Agreement.

(c) Consultant is responsible for obtaining all assumed business registrations or professional occupation licenses required by state or local law (including applicable City or Metro business licenses as per Oregon City Municipal Code Chapter 5.04). Consultant shall furnish the tools or equipment necessary for the contracted labor or services. Consultant agrees and certifies that:

(d) Consultant is not eligible for any federal social security or unemployment insurance payments. Consultant is not eligible for any PERS or workers' compensation benefits from compensation or payments made to Consultant under this Agreement.

(e) Consultant agrees and certifies that it is licensed to do business in the State of Oregon and that, if Consultant is a corporation, it is in good standing within the State of Oregon.

4. Early Termination.

(a) This Agreement may be terminated without cause prior to the expiration of the agreed-upon term by mutual written consent of the parties or by the City upon ten (10) days written notice to the Consultant, delivered by certified mail, email, or in person.

(b) Upon receipt of notice of early termination, Consultant shall immediately cease work and submit a final statement of services for all services performed and expenses incurred since the date of the last statement of services.

(c) Any early termination of this Agreement shall be without prejudice to any obligation or liabilities of either party already accrued prior to such termination.

(d) The rights and remedies of the City provided in this Agreement and relating to defaults by Consultant shall not be exclusive and are in addition to any other rights and remedies provided by law or under this Agreement.

5. No Third-Party Beneficiaries. City and

STANDARD CONDITIONS TO OREGON CITY PERSONAL SERVICES AGREEMENT

Item 7c.

Consultant are the only parties to this Agreement and are the only parties entitled to enforce its terms. Nothing in this Agreement gives, is intended to give, or shall be construed to give or provide, any benefit or right, whether directly or indirectly or otherwise, to third persons unless such third persons are individually identified by name herein and expressly described as intended beneficiaries of the terms of this Agreement.

6. Payment of Laborers; Payment of Taxes.

(a) Consultant shall:

(i) Make payment promptly, as due, to all persons supplying to Consultant labor and materials for the prosecution of the services to be provided pursuant to this Agreement.

(ii) Pay all contributions or amounts due to the State Accident Insurance Fund incurred in the performance of this Agreement.

(iii) Not permit any lien or claim to be filed or prosecuted against the City on account of any labor or materials furnished.

(iv) Be responsible for all federal, state, and local taxes applicable to any compensation or payments paid to the Consultant under this Agreement and, unless Consultant is subject to back-up withholding, the City will not withhold from such compensation or payments any amount(s) to cover Consultant's federal or state tax obligation.

(v) Pay all employees at least time and one-half for all overtime worked in excess of forty (40) hours in any one week, except for individuals excluded under ORS 653.100 to 653.261 or under 29 U.S.C. §§ 201 to 209 from receiving overtime.

(b) If the Consultant fails, neglects or refuses to make prompt payment of any claim for labor or services furnished by any person in connection with this Agreement as such claim becomes due, the City may pay such claim to the person furnishing the labor or services and shall charge the amount of the payment against funds due or to become due to the Consultant by reason of this Agreement.

(c) The payment of a claim in this manner shall not relieve Consultant or Consultant's surety from obligation with respect to any unpaid claims.

(d) Consultant and subconsultants, if any, are subject employers under the Oregon workers' compensation law and shall comply with ORS 656.017, which requires provision of workers' compensation coverage for all workers.

7. Subconsultants and Assignment.

Consultant shall neither subcontract any of the work, nor assign any rights acquired hereunder, without obtaining prior written approval from the City. The City, by this Agreement, incurs no liability to third persons for payment of any compensation provided herein to the Consultant.

8. Access to Records. City shall have access to all books, documents, papers and records of Consultant that are pertinent to this Agreement for the purpose of making audits, examinations, excerpts and transcripts.

9. Ownership of Work Product; License. All work products of Consultant that result from this Agreement (the "Work Products") are the exclusive property of City. In addition, if any of the Work Products contain intellectual property of Consultant that is or could be protected by federal copyright, patent, or trademark laws, or state trade secret laws, Consultant hereby grants City a perpetual, royalty-free, fully paid, nonexclusive and irrevocable license to copy, reproduce, deliver, publish, perform, dispose of, use and re-use, in whole or in part (and to authorize others to do so), all such Work Products and any other information, designs, plans, or works provided or delivered to City or produced by Consultant under this Agreement. The parties expressly agree that all works produced (including, but not limited to, any taped or recorded items) pursuant to this Agreement are works specially commissioned by City, and that any and all such works shall be works made for hire in which all rights and copyrights belong exclusively to City. Consultant shall not publish, republish, display or otherwise use any work or Work Products resulting from this Agreement without the prior written agreement of City.

10. Compliance With Applicable Law.

STANDARD CONDITIONS TO OREGON CITY PERSONAL SERVICES AGREEMENT (4/2017)

Page 2 of 5

STANDARD CONDITIONS TO OREGON CITY PERSONAL SERVICES AGREEMENT

Item 7c.

Consultant shall comply with all federal, state, and local laws and ordinances applicable to the services to be performed pursuant to this Agreement, including, without limitation, the provisions of ORS 279B.220, 279C.515, 279B.235, 279B.230 and 279B.270. Without limiting the generality of the foregoing, Consultant expressly agrees to comply with (i) Title VI of the Civil Rights Act of 1964; (ii) Section V of the Rehabilitation Act of 1973; (iii) the Americans With Disabilities Act of 1990 (Pub. L No. 101-336), ORS 659.425, and all regulations and administrative rules established pursuant to those laws; and (iv) all other applicable requirements of federal and state civil rights and rehabilitation and other applicable statutes, rules and regulations.

11. Professional Standards. Consultant shall be responsible, to the level of competency presently maintained by others practicing in the same type of services in City's community, for the professional and technical soundness, accuracy and adequacy of all services and materials furnished under this authorization.

12. Modification, Supplements or Amendments. No modification, change, supplement or amendment of the provisions of this Agreement shall be valid unless it is in writing and signed by the parties hereto.

13. Indemnity and Insurance.

(a) Indemnity. Consultant acknowledges responsibility for liability arising out of Consultant's negligent performance of this Agreement and shall hold City, its officers, agents, Consultants, and employees harmless from, and indemnify them for, any and all liability, settlements, loss, costs, and expenses, including attorney fees, in connection with any action, suit, or claim caused or alleged to be caused by the negligent acts, omissions, activities or services by Consultant, or the agents, Consultants or employees of Consultant provided pursuant to this Agreement.

(b) Workers' Compensation Coverage. Consultant certifies that Consultant has qualified for workers' compensation as required by the State of Oregon. Consultant shall provide the Owner, within ten (10) days after execution of this Agreement, a certificate of insurance evidencing

coverage of all subject workers under Oregon's workers' compensation statutes. The insurance certificate and policy shall indicate that the policy shall not be terminated by the insurance carrier without thirty (30) days' advance written notice to City. All agents or Consultants of Consultant shall maintain such insurance.

(c) Comprehensive, General, and Automobile Insurance. Consultant shall maintain comprehensive general and automobile liability insurance for protection of Consultant and City and for their directors, officers, agents, and employees, insuring against liability for damages because of personal injury, bodily injury, death, and broad-form property damage, including loss of use, and occurring as a result of, or in any way related to, Consultant's operation, each in an amount not less than \$2,000,000 combined, single-limit, per-occurrence/\$4,000,000 annual aggregate. Such insurance shall name City as an additional insured, with the stipulation that this insurance, as to the interest of City, shall not be invalidated by any act or neglect or breach of this Agreement by Consultant.

(d) Errors and Omissions Insurance Consultant shall provide City with evidence of professional errors and omissions liability insurance for the protection of Consultant and its employees, insuring against bodily injury and property damage arising out of Consultant's negligent acts, omissions, activities or services in an amount not less than \$500,000 combined, single limit. Consultant shall maintain in force such coverage for not less than three (3) years following completion of the project. Such insurance shall include contractual liability.

Within ten (10) days after the execution of this Agreement, Consultant shall furnish City a certificate evidencing the dates, amounts, and types of insurance that have been procured pursuant to this Agreement. Consultant will provide for not less than thirty (30) days' written notice to City before the policies may be revised, canceled, or allowed to expire. Consultant shall not alter the terms of any policy without prior written authorization from City. The provisions of this subsection apply fully to Consultant and its Consultants and agents.

**STANDARD CONDITIONS TO OREGON CITY
PERSONAL SERVICES AGREEMENT**

Item 7c.

14. Legal Expenses. In the event legal action is brought by City or Consultant against the other to enforce any of the obligations hereunder or arising out of any dispute concerning the terms and conditions hereby created, the losing party shall pay the prevailing party such reasonable amounts for attorney fees, costs, and expenses as may be set by a court. "Legal action" shall include matters subject to arbitration and appeals.

15. Severability. The parties agree that, if any term or provision of this Agreement is declared by a court to be illegal or in conflict with any law, the validity of the remaining terms and provisions shall not be affected.

16. Number and Gender. In this Agreement, the masculine, feminine or neuter gender, and the singular or plural number, shall be deemed to include the others or other whenever the context so requires.

17. Captions and Headings. The captions and headings of this Agreement are for convenience only and shall not be construed or referred to in resolving questions of interpretation or construction.

18. Hierarchy. The conditions contained in this document are applicable to every Personal Services Agreement entered into by the City of Oregon City in the absence of contrary provisions. To the extent there is a conflict, the terms of the Personal Services Agreement will control over the terms of the standard conditions. To the extent there is a conflict between the terms of the standard conditions and any other document, including the scope of services, the terms of the standard conditions shall control those other terms.

19. Calculation of Time. All periods of time referred to herein shall include Saturdays, Sundays and legal holidays in the State of Oregon, except that, if the last day of any period falls on any Saturday, Sunday or legal holiday, the period shall be extended to include the next day that is not a Saturday, Sunday or legal holiday.

20. Notices. Any notices, bills, invoices, reports or other documents required by this Agreement shall be sent by the parties by United

States mail, postage prepaid, or personally delivered to the addresses listed in the Agreement attached hereto. All notices shall be in writing and shall be effective when delivered. If mailed, notices shall be deemed effective forty-eight (48) hours after mailing, unless sooner received.

21. Nonwaiver. The failure of City to insist upon or enforce strict performance by Consultant of any of the terms of this Agreement or to exercise any rights hereunder shall not be construed as a waiver or relinquishment to any extent of its rights to assert or rely upon such terms or rights of any future occasion.

22. Information and Reports. Consultant shall, at such time and in such form as City may require, furnish such periodic reports concerning the status of the project, such statements, certificates, approvals, and copies of proposed and executed plans and claims, and other information relative to the project as may be requested by City. Consultant shall furnish City, upon request, with copies of all documents and other materials prepared or developed in relation with or as a part of the project. Working papers prepared in conjunction with the project are the property of City, but shall remain with Consultant. Copies as requested shall be provided free of cost to City.

23. City's Responsibilities. City shall furnish Consultant with all available necessary information, data, and materials pertinent to the execution of this Agreement. City shall cooperate with Consultant in carrying out the work herein and shall provide adequate staff for liaison with Consultant.

24. Arbitration.

All disputes arising out of or under this Agreement shall be timely submitted to nonbinding mediation prior to commencement of any other legal proceedings. The subsequent measures apply if disputes cannot be settled in this manner.

(a) Any dispute arising out of or under this Agreement shall be determined by binding arbitration.

(b) The party desiring such arbitration shall give written notice to that effect to the other party

**STANDARD CONDITIONS TO OREGON CITY
PERSONAL SERVICES AGREEMENT**

Item 7c.

and shall in such notice appoint a disinterested person of recognized competence in the field as arbitrator on its behalf. Within fifteen (15) days thereafter, the other party may, by written notice to the original party, appoint a second disinterested person of recognized competence as arbitrator on its behalf. The arbitrators thus appointed shall appoint a third disinterested person of recognized competence, and the three arbitrators shall, as promptly as possible, determine such matter, provided, however, that:

(i) If the second arbitrator is not appointed as described above, then the first arbitrator shall proceed to determine such matter; and

(ii) If the two arbitrators appointed by the parties are unable to agree, within fifteen (15) days after the second arbitrator is appointed, on the appointment of a third arbitrator, they shall give written notice of such failure to agree to the parties and, if the parties fail to agree on the selection of the third arbitrator within fifteen (15) days after the arbitrators appointed by the parties give notice, then, within ten (10) days thereafter, either of the parties, on written notice to the other party, may request such appointment by the presiding judge of the Clackamas County Circuit Court.

(c) Each party shall each be entitled to present evidence and argument to the arbitrators. The determination of the majority of the arbitrators or the sole arbitrator, as the case may be, shall be conclusive on the parties, and judgment on the same may be entered in any court having jurisdiction over the parties. The arbitrators or the sole arbitrator, as the case may be, shall give written notice to the parties, stating the arbitration determination, and shall furnish to each party a

signed copy of such determination. Arbitration proceedings shall be conducted pursuant to ORS 33.210 et seq. and the rules of the American Arbitration Association, except as provided otherwise.

(d) Each party shall pay the fees and expenses of the arbitrator appointed by such party and one-half of the fees and expenses of the third arbitrator, if any.

25. Governing Law. This Agreement shall be governed and construed in accordance with the laws of the state of Oregon without resort to any jurisdiction's conflicts of law, rules or doctrines.



CITY OF OREGON CITY

Staff Report

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

To: City Commission
From: Public Works Director John M. Lewis, PE

Agenda Date: 11/3/2021

SUBJECT:

Personal Services Agreement with Murraysmith for the Henrici Reservoir Rehabilitation Project (CI 21-017)

STAFF RECOMMENDATION:

Award the contract and authorize the City Manager to execute the Contract Agreement with Murraysmith in the amount of \$297,398.00 for design and construction services for the Henrici Reservoir Rehabilitation Project (CI 21-017).

EXECUTIVE SUMMARY:

Henrici Reservoir was constructed in 1992 and has not had any work other than general maintenance done to it to date. This project will provide needed interior and exterior coating replacement, piping reconfigurations for better circulation, and seismic improvements.

BACKGROUND:

In April 2020, the City contracted with Murraysmith to conduct the Henrici Reservoir Condition Assessment & Seismic Evaluation. The 2019 Water Distribution System Capital Improvement Program Update identified Henrici Reservoir as needing to be looked at for seismic and safety upgrades as well as coating needs. Henrici Reservoir is a 2 million gallon water reservoir which was constructed in 1992 and has had no major maintenance work done to date. The Condition Assessment & Seismic Evaluation looked at all aspects of the tank to identify needed improvements to ensure the tank would serve the city's needs for at least another 25 years. The rehabilitation project is moving forward to design and construction and will include the following improvements:

- Exterior Coating Overcoat
- Interior Coating Removal and Recoat
- Roof Reinforcement & Repairs
- Interior Passive Mixing System

- Safety Upgrades (Interior and Exterior Ladders, Handrail, Tie-offs & Davit Crane Base)
- Cathodic Protection Upgrades
- Miscellaneous Upgrades (Vents and Screens, Hatches, Flexible Couplings & Seismic Isolation Valves, New Outlet for Future Thimble Creek Pump Station/Reservoir)

The attached Scope of Work (Exhibit A) outlines the detail by which the project will move forward through the design process, solicitation of bids, and construction phase.

The design will begin in December 2021, the project is scheduled to be advertised for bid in June 2022, and construction will occur between October 2022 – April 2023. The construction can only occur during the low-water demand season as the tank must be taken offline to do the work.

On September 22 and 24, 2021, a request for proposals for professional engineering and construction management services for the Henrici Reservoir Rehabilitation Project was advertised in the Daily Journal of Commerce and on the City bid site in accordance with City and State contracting procedures for Formal Selection Procedures. Proposals were due October 14, 2021, and one (1) proposal was received. Staff reviewed the proposal and determined that Murraysmith was a qualified proposer.

OPTIONS:

1. Authorize the City Manager to execute the Agreement.
2. Authorize the City Manager to execute the Agreement with specific modifications.
3. Deny the Agreement. If the Commission chooses to deny the Agreement, staff requests direction on how to proceed.

BUDGET IMPACT:

Amount: \$297,398.00
 FY(s): 2021/2022/2023
 Funding Source(s): Water Fund

**CITY OF OREGON CITY
PERSONAL SERVICES AGREEMENT**

HENRICI RESERVOIR REHABILITATION PROJECT (CI 21-017)

This PERSONAL SERVICES AGREEMENT ("Agreement") is entered into between the CITY OF OREGON CITY ("City") and **MURRAYSMITH** ("Consultant").

RECITALS

A. City requires services that Consultant is capable of providing under the terms and conditions hereinafter described.

B. Consultant is able and prepared to provide such services as City requires under the terms and conditions hereinafter described.

The parties agree as follows:

AGREEMENT

1. Term. The term of this Agreement shall be from the date the contract is fully executed until **April 30, 2023**, unless sooner terminated pursuant to provisions set forth below. However, such expiration shall not extinguish or prejudice City's right to enforce this Agreement with respect to (i) breach of any warranty; or (ii) any default or defect in Consultant's performance that has not been cured.

2. Compensation. City agrees to pay Consultant on a time-and-materials basis for the services required. Total compensation, including reimbursement for expenses incurred, shall not exceed **two hundred ninety-seven thousand, three hundred ninety-eight dollars and no cents (\$297,398.00)**.

3. Scope of Services. Consultant's services under this Agreement shall consist of services as detailed in Exhibit A, attached hereto and by this reference incorporated herein.

4. Standard Conditions. This Agreement shall include all of the standard conditions as detailed in Exhibit B, attached hereto and by this reference incorporated herein.

5. Schedule. The components of the project described in the Scope of Services shall be completed according to Term, above.

6. Integration. This Agreement, along with the description of services to be performed attached as Exhibit A and the Standard Conditions to Oregon City Personal Services Agreement attached as Exhibit B, contain the entire agreement between and among the parties, integrate all the terms and conditions mentioned herein or incidental hereto, and supersede all prior written or oral discussions or agreements between the parties or their predecessors-in-interest with respect to all or any part of the subject matter hereof.

7. Notices. Any notices, bills, invoices, reports or other documents required by this Agreement shall be sent by the parties by United States mail, by hand delivery or by electronic means. All notices shall be in writing and shall be effective when delivered. If mailed, notices shall be deemed effective forty-eight (48) hours after mailing, unless sooner received.

To the City:

City of Oregon City
PO Box 3040
625 Center Street
Oregon City, OR 97045
Attention: John M. Lewis

To Consultant:

MURRAYSMITH
888 SW Fifth Avenue, Suite 1170
Portland, OR 970204
Attention: Tom Boland

Consultant shall be responsible for providing the City with a current address. Either party may change the address set forth in this Agreement by providing notice to the other party in the manner set forth above.

8. Governing Law. This Agreement shall be governed and construed in accordance with the laws of the state of Oregon without resort to any jurisdiction's conflicts of law, rules or doctrines.

IN WITNESS WHEREOF, the parties have caused this Agreement to be executed by their duly appointed officers on this _____ day of _____, 20____.

CITY OF OREGON CITY

MURRAYSMITH

By: _____
John M. Lewis, P.E.
Title: Public Works Director

By: _____

Name: _____

DATED: _____, 20____.

Title: _____

By: _____
Anthony J. Konkol III
Title: City Manager

DATED: _____, 20____.

DATED: _____, 20____.

ORIGINAL CITY COMMISSION APPROVAL (IF APPLICABLE):

DATE: _____

APPROVED AS TO LEGAL SUFFICIENCY:

By: _____
City Attorney

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SCOPE OF WORK ENGINEERING SERVICES FOR HENRICI RESERVOIR REHABILITATION PROJECT CITY OF OREGON CITY

Background

The City of Oregon City (City) owns and operates the 2.0 million gallon (MG) Henrici Reservoir, which is a ground level, welded steel water storage tank located near Henrici Road, east of Beavercreek Road. The tank was constructed in 1992 and, in combination with the Boynton Reservoir, serves the Upper Pressure Zone by gravity and provides suction supply for the Fairway Downs Pump Station. In the future the tank will provide suction for a proposed booster pump station at the same site that will feed the proposed Thimble Creek Reservoir. The City's 2019 Water Distribution System CIP Update identifies coating, safety, and seismic upgrade improvements to the Henrici reservoir, and in 2021 Murraysmith (Consultant) assisted the City with conducting a condition assessment and seismic evaluation of the reservoir to further identify rehabilitation improvements. The City intends to execute these proposed improvements at this time.

The City has requested that Consultant prepare the following Scope of Work and accompanying fee estimate to provide engineering services for the design, permitting, bidding, and construction administration of the Henrici Reservoir Rehabilitation project. The objectives of this project are to perform structural roof reinforcement, miscellaneous appurtenance upgrades and comprehensive maintenance painting of the reservoir based on the findings of the condition assessment and seismic evaluation. The design of the upgrades will include items such as coatings, safety and sanitary features, roof reinforcement, and other appurtenance upgrades, will consider water quality, and will be carried out in accordance with applicable design standards/manuals/guidelines such as AWWA D100, AWWA D110, AWWA M42, ACI, OSHA, and current industry best practices. At the completion of the improvements the reservoir will have an extended service life and will conform to current seismic standards and codes.

The Tasks outlined in this Scope of Work are as follows.

- Task 1 – Project Management
- Task 2 – Design
 - Subtask 2.1 – Preliminary 50% Design
 - Subtask 2.2 – 90% Design
 - Subtask 2.3 – 100% Design
 - Subtask 2.4 – Permitting Assistance
- Task 3 – Bidding and Award Services

- Task 4 – Construction Phase Services

City Responsibilities

The City will be responsible for the following.

- Provide a project manager who is responsible for overall project management and will provide coordination between the Consultant and the City.
- Provide the Consultant copies of all available, relevant City utility "as-built" plans, topographical maps, reports, and studies pertinent to the project.
- Provide timely review and comment on all reports, submittals, and other information submitted by Consultant to City for review and approval.
- Maintain records and process Consultant invoices.
- Provide access to reservoir site for project team visits as required.
- Respond to questions from project team.

Scope of Services

The proposed Scope of Work for the project is divided into the following work tasks.

Task 1 - Project Management

This task includes the administration and coordination of the Consultant's staff, subconsultants, and coordination with the City's project manager and other City staff. Consultant will actively manage all project work to meet the project budget and schedule. The following subtasks are included.

Subtask 1.1 Project Administration

1. Perform general administration and project management throughout Design, Bidding, Permitting, and Construction phases for successful completion of all tasks and elements of the Project within the established scope, schedule, and budget. Proactively track progress of project work completed against schedule & budget.
2. Develop and maintain an overall project schedule, including adding staff, subconsultants, and other resources as needed to meet scheduled milestones.
3. Inform the City of any anticipated challenges during the project phases as they arise, and develop solutions together.

4. Process and submit monthly billings with a summary of project status by task and subtask, including a summary of invoicing from subconsultants retained for this project.
5. Provide progress reporting with monthly billings including review of work efforts completed, forecasted work for the next monthly period, percent completion, and any encountered or projected challenges or issues.
6. Prepare a Health and Safety Plan to address staff safety for work in Consultant offices as well as site work on project sites (active construction).

Subtask 1.1 Assumptions

1. Project duration will be approximately 22 months; but there will be reduced work activity between bidding and construction, therefore, it is assumed that there will be up to 13 progress payments/status reports.

Subtask 1.1 Deliverables

1. Consultant shall deliver to the City a monthly invoice and status report covering:
 - Work on the project performed during the previous month.
 - Meetings attended.
 - Issues encountered, and actions taken for their resolution.
 - Potential impacts to submittal dates, budget shortfalls or optional services.
 - Budget Analysis.
 - Issues requiring project team action.
2. Project Design Schedule and updated project schedules, as requested by the City.

Subtask 1.2 Key Project Meetings

1. Work under this subtask includes coordinating schedules, developing agendas, and preparing presentation materials for key project meetings during the project, and includes the following meetings.
 - Project Kick-off
 - Preliminary project progress meeting
 - Review of 50% design submittal
 - Review of 90% design submittal
2. Agendas and supporting information to be distributed through the City's project manager in advance of any meeting.
3. Meeting summary to be distributed to meeting attendees and other interested parties within five (5) business days of the subject meeting date.

Subtask 1.2 Assumptions

1. Meetings will include the Consultant PM and the design lead. Meetings will have an approximate duration of one (1) to two (2) hours each.
2. Meetings will be remote via videoconference.

Subtask 1.2 Deliverables

1. Meeting agendas and summaries.

Subtask 1.3 Quality Assurance/Quality Control (QA/QC)

1. Perform in-house QA/QC reviews of all deliverables prior to submitting to the City.

Task 2 - Design

Work under this task includes engineering efforts required to complete the final contract documents including plans, specifications, and detailed engineer's estimate for the project. With City input on preliminary designs, the Consultant will proceed with the completion of final designs and prepare complete construction drawings and technical specifications for the project in accordance with City standards, policies, and procedures. This includes preparing front end Contract documents using the City's most recent standard forms based on ODOT/APWA contract format. Due to the technical complexity of this project, it is assumed the technical specifications will be based on standard Construction Standards Institute (CSI) formats, using the Consultants most recent version of 48 Division standard technical specifications. The engineer's estimate of probable construction costs will be updated at each design submittal stage.

Subtask 2.1 - Preliminary 50% Design

Consultant will review previously provided project information and evaluation findings, and develop engineering plans that depict recommended improvements including general, civil, structural, mechanical, and electrical information necessary for the construction of the new facilities and modification of existing facilities. Specific work under this task includes:

1. Prepare 50% construction drawings and details as needed to clearly describe the work to be constructed.
2. Prepare 50% Contract documents, technical specifications and bid schedule to cover conditions specific to the work.
3. Prepare a 50% level cost estimate.

Subtask 2.2 - 90% Design

Under this task, the 90% design submittal shall be advanced from the 50% design submittal, incorporating City review comments. Specific work under this task include:

1. Prepare 90% construction drawings and details as needed to clearly describe the work to be constructed.
2. Prepare 90% contract documents. This includes preparing front end contract documents using the City's most recent standard forms, and technical specifications in CSI format. Special specifications will cover conditions specific to the work.
3. Prepare an updated 90% level cost estimate.

Subtask 2.3 - 100% Design

The final 100% design submittal shall be advanced from the 90% submittal, incorporating City review comments. Work under this subtask includes preparing final contract documents, technical specifications and drawings required for bidding the project. Provide necessary forms in the bid package to identify list of prequalified metalwork and painting contractors.

Subtask 2.4 - Permitting Assistance

Under this task, assist City with obtaining a Clackamas County (County) Building Permit approval.

1. Schedule and facilitate pre-submittal meeting with County permitting service.
2. Submit final structural designs & calculations for County Building Permit for the reservoir structural upgrades.
3. Address County permit review comments and requested drawing and/or calculations to provide for building permit approvals.

Task 2 Deliverables

4. Electronic scalable set of plans (11"x17" PDF format).
5. Contract documents including technical specifications (PDF and/or Word format).
6. Cost estimate (PDF and Excel formats, if desired).
7. Completed Clackamas County Building Permit Application

Task 2 Assumptions

1. It is assumed that the City will provide review comments at all design iterations.
2. At each completion level, electronic copies of draft plans and specifications will be submitted to the City for review and comment.

3. The City will pay all permit fees as may be necessary.
4. The design will provide solutions for the following reservoir elements.
 - a. Piping and Appurtenance Upgrades
 - i. Interior and exterior ladders
 - ii. Vent and screens
 - iii. Hatches
 - iv. Interior piping and valving, including passive mixing system addition
 - v. Determination of where flexible couplings and seismic isolation valve installation may be applicable
 - vi. New pipe penetration into tank for dedicated outlet to serve as future Thimble Creek Pump Station suction line
 - vii. Safety equipment (handrail upgrades, tie-offs, and davit crane base)
 - viii. Cathodic Protection
 - b. Reservoir roof reinforcement (structural) upgrades and miscellaneous metal upgrades
 - c. Interior coatings, including full removal and replacement
 - d. Exterior coatings, including spot repair and overcoat system

Task 3 - Bidding Services

Under this task, the Consultant team will provide limited services in support of the City bidding process. Services include the following.

- Respond to questions from prospective bidders and suppliers and maintain a written record of those communications.
- Prepare for and attend on-site pre-bid meeting with prospective bidders.
- Prepare bid addenda to address contractor questions and/or to identify contractors, suppliers, etc., that are qualified to submit bids or furnish equipment. It is assumed up to two (2) addenda may be needed.
- Assist City staff with the bid openings. Consultant will review specialty contractor prequalification applications as part of the bid review process. Consultant will also consult

with and advise the City as to the acceptability of subcontractors, suppliers and others proposed by the prime contractor if required by the bidding documents.

- Consultant will tabulate bids, review bid tabulation and make a recommendation for award to the City.

Task 3 Assumptions

- The City will advertise for bids, print and bind bid packages, distribute bid documents, maintain a plan holder's list, distribute addenda, if any, conduct a pre-bid meeting, hold a bid opening, check bids and bid bonds, issue the Notice of Intent to award, administer any protests and disputes related to the bidding, award and process the construction contract, and issue the Notice to Proceed to the contractor. .

Task 4 - Construction Phase Services

The Consultant will provide construction contract administration and inspection with support from the City for public notifications and other coordination related items as needed.

Subtask 4.1 - Conduct Pre-Construction Meeting

Prepare an agenda and invitation list for a preconstruction conference and coordinate with City regarding the conference details. Conduct the preconstruction conference, prepare a written conference summary and distribute the summary to all conference attendees.

Subtask 4.2 - Review Shop Drawings and Submittals

Receive and review shop drawings and other technical submittals such as equipment, materials of construction, performance data and certifications, laboratory test results, and technical manuals submitted by the contractor which are required by the contract documents. Provide all submittal documents and information to City for concurrence review/approval. Maintain a submittal log and file. Submit complete submittal files to City upon completion of the project. Consider and evaluate any alternatives or substitutions proposed by the contractor. Such reviews will be completed within 14 calendar days of receipt of submittals. Receive and review other submittals of the contractor including construction schedules, shop drawing/submittal schedules, lump sum price breakdowns, and other submittals required by the contract documents. For budgeting purposes, it is assumed that up to 20 submittals and resubmittals will be reviewed by the Consultant team.

Subtask 4.3 - Review Requests For Information

Provide clarification of the contract documents to the contractor based upon the contractor's written requests for information (RFIs), verbal requests or as the need otherwise arises. Prepare written responses and drawings or sketches as necessary to the contractor to clarify the contract documents. Such written responses to RFIs will be completed within two (2) to three (3) calendar days of receipt, but more time may be necessary depending on the complexity of the required

clarification. For budgeting purposes, it is assumed that up to five (5) RFIs will need to be reviewed and processed.

Subtask 4.4 - Monthly Pay Requests

Review the contractor's monthly requests for progress payments and recommend the appropriate amount to City for payment to the contractor. Payment recommendations will be based upon the approved breakdown of the contractor's lump sum contract amount and the percentage complete of unit price items. Such reviews will be completed within five (5) calendar days of receipt of the contractor's monthly pay requests.

Subtask 4.5 - Process Change Orders

Provide services related to change orders. These include preparation of change order proposal description and justification documentation, assistance with negotiation of the change with the contractor, and making recommendations to the City regarding any change orders in order for the City to process the formal change order documents. For budgeting purposes, 20 hours are budgeted to process change orders.

Subtask 4.6 - On-site Construction Observation

Provide on-site construction observation services. For budgeting purposes, it is assumed that project construction will require a total of 12 months, approximately six (6) months of which will be active construction and that construction observation will be provided periodically during construction activities. Approximately 90 hours of field observation time (assumed up to 15 site visits during construction, at approximately six (6) hours each) are being budgeted by Consultant, including the preparation of construction observation logs and other documentation. Additionally, a subconsultant will provide periodic coatings inspection services by a NACE-certified inspector, with 25 visits budgeted for coatings related inspections. The representatives will prepare written reports on the construction activities at the site, maintain a diary of activities, decisions, discussions with the contractor and other observations, coordinate the delivery of any materials or equipment to be delivered to the City, and other work as assigned by the Engineer. Construction observation reports will be submitted to the City at the end of construction. Consultant will coordinate on-site representation field activities weekly with the City staff to apprise the City of current and upcoming activities and work schedules.

Work under this subtask also includes preparing for and conducting periodic meetings on the project site with the contractor. The meetings will be as-needed when significant construction work is underway, and will be coordinated in conjunction with observational requirements. The purpose of these meetings is to identify potential issues, discuss work status, and review project progress. Typically, Consultant's on-site construction representative will conduct these meetings. It is assumed the City will have staff available for quick check-ins on-site if Consultant presence is not deemed necessary.

Periodic site visits by Consultant's project manager or project engineer will be conducted when significant construction is occurring, as important issues may need to be addressed, or as otherwise requested by the City. The purpose of these visits will be to address questions regarding the contract documents, assist with resolving project difficulties, review the progress of the work and review the construction work to confirm that it is proceeding in accordance with the requirements of the contract documents.

Subtask 4.7 -Record Drawings

Prepare record drawings of the project based upon the construction records of the contractor and Consultant's on-site representative. Submit electronic AutoCAD and pdf copies to the City as needed.

Subtask 4.8 - Warranty Inspection

Assist the City with the facilitation of a one-year anniversary inspection and the administration of potential corrective actions by the construction contractor. Report to the City and the contractor on findings and corrections. City and the Engineer will provide a final Release from Warranty letter once all corrections are made to the satisfaction of the City.

Task 4 Deliverables

1. As described above, but generally including the following:
 - a. Meeting agendas and summaries
 - b. RFI and Submittal reviews
 - c. Pay application recommendations
 - d. Change orders
 - e. Construction observation reports
 - f. Record Drawings

Task 4 Assumptions

It is assumed that there will be approximately six (6) months of active construction.

Proposed Fee Estimate

The proposed fee estimate is attached to this scope of work as Attachment B. Consultant proposes to perform the work tasks on a time and expense basis with a total not-to-exceed amount of \$297,398 accordance with the attached fee estimate.

Proposed Subconsultants

1. Aegion/Corrpro – Reservoir Cathodic Protection
2. Peterson Structural Engineering, Inc. (PSE) – Structural Engineering
3. Quality Coatings Inspection and Consulting, Inc. (QCIC) – Coating Inspection

Proposed Project Schedule

Consultant shall begin work immediately upon receipt of Notice to Proceed from the City and proceed according to the proposed schedule presented below.

Design Phase:

- | | |
|---|-------------------|
| ▪ Notice to Proceed | November 15, 2021 |
| ▪ 50% Design Submitted | February 16, 2022 |
| ▪ Receive 50% Comments and Conduct Review Meeting | February 23, 2022 |
| ▪ 90% Design Submitted | April 29, 2022 |
| ▪ Receive 90% Comments and Conduct Review Meeting | May 11, 2022 |
| ▪ 100% Design Submitted | June 15, 2022 |

Bidding and Award Phase:

- | | |
|---------------------------------------|-------------------|
| ▪ Bid Advertisement | June 17, 2022 |
| ▪ Bid Opening | July 19, 2022 |
| ▪ Construction Contract Award and NTP | September 1, 2022 |

Construction Phase:

- | | |
|--|-----------------------------|
| ▪ Shop Drawings, Approvals, and Material Procurement | September – November 2022 |
| ▪ Metalwork and Appurtenance Upgrades | October 2022– February 2023 |
| ▪ Maintenance Painting | January 2023– April 2023 |

EXHIBIT B
HENRICI RESERVOIR REHABILITATION
DESIGN, BIDDING, AND CONSTRUCTION SERVICES
CITY OF OREGON CITY, OR
PROPOSED FEE ESTIMATE - 10/18/2021

LABOR CLASSIFICATION (HOURS)																	
	Principal Engineer IV	Principal Engineer V	Professional Engineer VII	Engineering Designer II	Technician IV	Administrative II	Administrative III	Hours	Labor				Subcontractor Multiplier % Markup	Subcontractor Total with Markup	Expenses	CUOD Units \$18/hr	Total
	\$250 Boland	\$260 Hickey	\$191 Ford	\$148 Ungewies	\$155 Ennep	\$101 Steinberg	\$110 Schirbeck		PSE Structural	Corpro Cathodic Protection	QC Coatings Inspection						
Task 1 - Project Management																	
Task 1.1 - Project Administration	20		68	12		10	3	113	\$ 22,289	\$ 2,960		1.1	\$ 3,256	\$ -	\$ -	\$ 25,545	
Task 1.1.1 - Key Project Meetings	8		8	8				24	\$ 4,548			1.1	\$ -	\$ 179	\$ -	\$ 5,128	
Task 1.1.2 - Quality Assurance / Quality Control (QA/QC)		16						16	\$ 4,066			1.1	\$ -	\$ -	\$ -	\$ 4,066	
Task 1 Subtotal	28	16	76	20	0	10	3	153	\$ 31,644	\$ 2,960	\$ -	\$ -	\$ 3,256	\$ 179	\$ -	\$ 35,079	
Task 2 - Design																	
Task 2.1 - Preliminary 50% Design	10		48	104	40	4		206	\$ 35,105	\$ 6,680		1.1	\$ 7,348	\$ -	\$ 720	\$ 43,173	
Task 2.2 - 90% Design	6		56	120	80	4		266	\$ 44,655	\$ 8,900	\$ 2,500	1.1	\$ 13,540	\$ -	\$ 1,440	\$ 58,635	
Task 2.3 - 100% Design	4		32	60	60	4		160	\$ 26,899	\$ 3,460		1.1	\$ 3,806	\$ -	\$ 1,080	\$ 31,785	
Task 2.4 - Permitting Assistance			16	24				40	\$ 6,872			1.1	\$ -	\$ -	\$ -	\$ 6,872	
Task 2 Subtotal	20	0	152	308	180	12	0	672	\$ 113,531	\$ 19,040	\$ 2,500	\$ -	\$ 23,694	\$ -	\$ 3,240	\$ 140,465	
Task 3 - Bidding Services																	
Task 3.1 - Bidding Services			20	32	16			68	\$ 11,520	\$ 1,110		1.1	\$ 1,221	\$ 22	\$ 288	\$ 13,051	
Task 3 Subtotal	0	0	20	32	16	0	0	68	\$ 11,520	\$ 1,110	\$ -	\$ -	\$ 1,221	\$ 22	\$ 288	\$ 13,051	
Task 4 - Construction Phase Services																	
Task 4.1 - Conduct Pre-Construction Meeting			4	8				12	\$ 2,021			1.1	\$ -	\$ -	\$ -	\$ 2,021	
Task 4.2 - Review Shop Drawings and Submittals (20 Submittals)			20	50				70	\$ 11,619	\$ 2,100		1.1	\$ 2,310	\$ -	\$ -	\$ 13,929	
Task 4.3 - Review Requests For Information (5 RFIs)	4		10	30				44	\$ 7,616	\$ 2,100		1.1	\$ 2,310	\$ -	\$ -	\$ 9,536	
Task 4.4 - Monthly Pay Requests			8	48				56	\$ 8,889			1.1	\$ -	\$ -	\$ -	\$ 8,889	
Task 4.5 - Process Change Orders			4	16				20	\$ 3,333			1.1	\$ -	\$ -	\$ -	\$ 3,333	
Task 4.6 - On-site Construction Observation			30	60				90	\$ 15,157	\$ 4,840		1.1	\$ 35,981	\$ 224	\$ -	\$ 51,362	
Task 4.7 - Record Drawings			8	24	40			72	\$ 11,820	\$ 1,450		1.1	\$ 1,595	\$ -	\$ 720	\$ 14,135	
Task 4.8 - Warranty Inspection			8	24				32	\$ 5,364			1.1	\$ -	\$ 45	\$ -	\$ 5,298	
Task 4 Subtotal	4	0	92	260	40	0	0	596	\$ 65,618	\$ 10,490	\$ -	\$ 27,870	\$ 42,066	\$ 269	\$ 720	\$ 108,803	
TOTAL - ALL TASKS	52	16	840	620	296	22	3	1289	\$ 222,312	\$ 33,670	\$ 2,500	\$ 27,870	\$ 70,967	\$ 470	\$ 4,248	\$ 297,398	

Manayemath

Henrici Reservoir Rehabilitation

Item 7d.

STANDARD CONDITIONS TO OREGON CITY PERSONAL SERVICES AGREEMENT

Item 7d.

1. Consultant Identification. Consultant shall furnish to City its taxpayer identification number, as designated by the Internal Revenue Service, or Consultant's social security number, as City deems applicable.

2. Payment.

(a) Invoices submitted in connection with this Agreement shall be properly documented and shall identify the pertinent agreement and/or purchase order numbers.

(b) City agrees to pay Consultant within thirty (30) days after receipt of Consultant's itemized statement. Amounts disputed by City may be withheld pending settlement.

(c) City certifies that sufficient funds are available and authorized for expenditure to finance the cost of the services to be provided pursuant to this Agreement.

(d) City shall not pay any amount in excess of the compensation amounts set forth in this Agreement, nor shall City pay Consultant any fees or costs that City reasonably disputes.

3. Independent Consultant Status.

(a) Consultant is an independent consultant and is free from direction and control over the means and manner of providing labor or services, subject only to the specifications of the desired results.

(b) Consultant represents that it is customarily engaged in an independently established business and is licensed under ORS chapter 671 or 701, if the services provided require such a license. Consultant maintains a business location that is separate from the offices of the City and bears the risk of loss related to the business as demonstrated by the fixed price nature of the contract, requirement to fix defective work, warranties provided and indemnification and insurance provisions of this Agreement. Consultant provides services for two or more persons within a 12-month period or routinely engages in advertising, solicitation or other marketing efforts. Consultant makes a significant investment in the business by purchasing tools or equipment, premises or licenses, certificates or specialized training and

Consultant has the authority to hire or fire persons to provide or assist in providing the services required under this Agreement.

(c) Consultant is responsible for obtaining all assumed business registrations or professional occupation licenses required by state or local law (including applicable City or Metro business licenses as per Oregon City Municipal Code Chapter 5.04). Consultant shall furnish the tools or equipment necessary for the contracted labor or services. Consultant agrees and certifies that:

(d) Consultant is not eligible for any federal social security or unemployment insurance payments. Consultant is not eligible for any PERS or workers' compensation benefits from compensation or payments made to Consultant under this Agreement.

(e) Consultant agrees and certifies that it is licensed to do business in the State of Oregon and that, if Consultant is a corporation, it is in good standing within the State of Oregon.

4. Early Termination.

(a) This Agreement may be terminated without cause prior to the expiration of the agreed-upon term by mutual written consent of the parties or by the City upon ten (10) days written notice to the Consultant, delivered by certified mail, email, or in person.

(b) Upon receipt of notice of early termination, Consultant shall immediately cease work and submit a final statement of services for all services performed and expenses incurred since the date of the last statement of services.

(c) Any early termination of this Agreement shall be without prejudice to any obligation or liabilities of either party already accrued prior to such termination.

(d) The rights and remedies of the City provided in this Agreement and relating to defaults by Consultant shall not be exclusive and are in addition to any other rights and remedies provided by law or under this Agreement.

5. No Third-Party Beneficiaries. City and

STANDARD CONDITIONS TO OREGON CITY PERSONAL SERVICES AGREEMENT

Item 7d.

Consultant are the only parties to this Agreement and are the only parties entitled to enforce its terms. Nothing in this Agreement gives, is intended to give, or shall be construed to give or provide, any benefit or right, whether directly or indirectly or otherwise, to third persons unless such third persons are individually identified by name herein and expressly described as intended beneficiaries of the terms of this Agreement.

6. Payment of Laborers; Payment of Taxes.

(a) Consultant shall:

(i) Make payment promptly, as due, to all persons supplying to Consultant labor and materials for the prosecution of the services to be provided pursuant to this Agreement.

(ii) Pay all contributions or amounts due to the State Accident Insurance Fund incurred in the performance of this Agreement.

(iii) Not permit any lien or claim to be filed or prosecuted against the City on account of any labor or materials furnished.

(iv) Be responsible for all federal, state, and local taxes applicable to any compensation or payments paid to the Consultant under this Agreement and, unless Consultant is subject to back-up withholding, the City will not withhold from such compensation or payments any amount(s) to cover Consultant's federal or state tax obligation.

(v) Pay all employees at least time and one-half for all overtime worked in excess of forty (40) hours in any one week, except for individuals excluded under ORS 653.100 to 653.261 or under 29 U.S.C. §§ 201 to 209 from receiving overtime.

(b) If the Consultant fails, neglects or refuses to make prompt payment of any claim for labor or services furnished by any person in connection with this Agreement as such claim becomes due, the City may pay such claim to the person furnishing the labor or services and shall charge the amount of the payment against funds due or to become due to the Consultant by reason of this Agreement.

(c) The payment of a claim in this manner shall not relieve Consultant or Consultant's surety from obligation with respect to any unpaid claims.

(d) Consultant and subconsultants, if any, are subject employers under the Oregon workers' compensation law and shall comply with ORS 656.017, which requires provision of workers' compensation coverage for all workers.

7. Subconsultants and Assignment.

Consultant shall neither subcontract any of the work, nor assign any rights acquired hereunder, without obtaining prior written approval from the City. The City, by this Agreement, incurs no liability to third persons for payment of any compensation provided herein to the Consultant.

8. Access to Records. City shall have access to all books, documents, papers and records of Consultant that are pertinent to this Agreement for the purpose of making audits, examinations, excerpts and transcripts.

9. Ownership of Work Product; License. All work products of Consultant that result from this Agreement (the "Work Products") are the exclusive property of City. In addition, if any of the Work Products contain intellectual property of Consultant that is or could be protected by federal copyright, patent, or trademark laws, or state trade secret laws, Consultant hereby grants City a perpetual, royalty-free, fully paid, nonexclusive and irrevocable license to copy, reproduce, deliver, publish, perform, dispose of, use and re-use, in whole or in part (and to authorize others to do so), all such Work Products and any other information, designs, plans, or works provided or delivered to City or produced by Consultant under this Agreement. The parties expressly agree that all works produced (including, but not limited to, any taped or recorded items) pursuant to this Agreement are works specially commissioned by City, and that any and all such works shall be works made for hire in which all rights and copyrights belong exclusively to City. Consultant shall not publish, republish, display or otherwise use any work or Work Products resulting from this Agreement without the prior written agreement of City. **Any reuse of such Work Products outside the scope of work for which they were developed, or**

**STANDARD CONDITIONS TO OREGON CITY
PERSONAL SERVICES AGREEMENT**

Item 7d.

any alteration of them whatsoever, without Consultant's review and approval shall be at the City's sole risk with no liability to Consultant.

10. Compliance With Applicable Law.

Consultant shall comply with all federal, state, and local laws and ordinances applicable to the services to be performed pursuant to this Agreement, including, without limitation, the provisions of ORS 279B.220, 279C.515, 279B.235, 279B.230 and 279B.270. Without limiting the generality of the foregoing, Consultant expressly agrees to comply with (i) Title VI of the Civil Rights Act of 1964; (ii) Section V of the Rehabilitation Act of 1973; (iii) the Americans With Disabilities Act of 1990 (Pub. L No. 101-336), ORS 659.425, and all regulations and administrative rules established pursuant to those laws; and (iv) all other applicable requirements of federal and state civil rights and rehabilitation and other applicable statutes, rules and regulations.

11. Professional Standards. Consultant shall be responsible, to the level of competency presently maintained by others practicing in the same type of services in City's community, for the professional and technical soundness, accuracy and adequacy of all services and materials furnished under this authorization.

12. Modification, Supplements or Amendments. No modification, change, supplement or amendment of the provisions of this Agreement shall be valid unless it is in writing and signed by the parties hereto.

13. Indemnity and Insurance.

(a) **Indemnity.** Consultant acknowledges responsibility for liability arising out of Consultant's negligent performance of this Agreement and shall hold City, its officers, agents, Consultants, and employees harmless from, and indemnify them for, any and all liability, settlements, loss, costs, and expenses, including attorney fees, in connection with any action, suit, or claim caused or alleged to be caused by the negligent acts, omissions, activities or services by Consultant, or the agents, Consultants or employees of Consultant provided pursuant to this Agreement.

(b) **Workers' Compensation Coverage.**

Consultant certifies that Consultant has qualified for workers' compensation as required by the State of Oregon. Consultant shall provide the Owner, within ten (10) days after execution of this Agreement, a certificate of insurance evidencing coverage of all subject workers under Oregon's workers' compensation statutes. The insurance certificate and policy shall indicate that the policy shall not be terminated by the insurance carrier without thirty (30) days' advance written notice to City. All agents or Consultants of Consultant shall maintain such insurance.

(c) **Comprehensive, General, and Automobile Insurance.**

Consultant shall maintain comprehensive general and automobile liability insurance for protection of Consultant and City and for their directors, officers, agents, and employees, insuring against liability for damages because of personal injury, bodily injury, death, and broad-form property damage, including loss of use, and occurring as a result of, or in any way related to, Consultant's operation, each in an amount not less than \$2,000,000 combined, single-limit, per-occurrence/\$4,000,000 annual aggregate. Such insurance shall name City as an additional insured, with the stipulation that this insurance, as to the interest of City, shall not be invalidated by any act or neglect or breach of this Agreement by Consultant.

(d) **Errors and Omissions Insurance**

Consultant shall provide City with evidence of professional errors and omissions liability insurance for the protection of Consultant and its employees, insuring against bodily injury and property damage arising out of Consultant's negligent acts, omissions, activities or services in an amount not less than \$500,000 combined, single limit. Consultant shall maintain in force such coverage for not less than three (3) years following completion of the project. Such insurance shall include contractual liability.

Within ten (10) days after the execution of this Agreement, Consultant shall furnish City a certificate evidencing the dates, amounts, and types of insurance that have been procured pursuant to this Agreement. Consultant will provide for not less than thirty (30) days' written notice to City before the policies may be revised,

**STANDARD CONDITIONS TO OREGON CITY
PERSONAL SERVICES AGREEMENT**

Item 7d.

canceled, or allowed to expire. Consultant shall not alter the terms of any policy without prior written authorization from City. The provisions of this subsection apply fully to Consultant and its Consultants and agents.

14. Legal Expenses. In the event legal action is brought by City or Consultant against the other to enforce any of the obligations hereunder or arising out of any dispute concerning the terms and conditions hereby created, the losing party shall pay the prevailing party such reasonable amounts for attorney fees, costs, and expenses as may be set by a court. "Legal action" shall include matters subject to arbitration and appeals.

15. Severability. The parties agree that, if any term or provision of this Agreement is declared by a court to be illegal or in conflict with any law, the validity of the remaining terms and provisions shall not be affected.

16. Number and Gender. In this Agreement, the masculine, feminine or neuter gender, and the singular or plural number, shall be deemed to include the others or other whenever the context so requires.

17. Captions and Headings. The captions and headings of this Agreement are for convenience only and shall not be construed or referred to in resolving questions of interpretation or construction.

18. Hierarchy. The conditions contained in this document are applicable to every Personal Services Agreement entered into by the City of Oregon City in the absence of contrary provisions. To the extent there is a conflict, the terms of the Personal Services Agreement will control over the terms of the standard conditions. To the extent there is a conflict between the terms of the standard conditions and any other document, including the scope of services, the terms of the standard conditions shall control those other terms.

19. Calculation of Time. All periods of time referred to herein shall include Saturdays, Sundays and legal holidays in the State of Oregon, except that, if the last day of any period falls on any Saturday, Sunday or legal holiday, the period shall

be extended to include the next day that is not a Saturday, Sunday or legal holiday.

20. Notices. Any notices, bills, invoices, reports or other documents required by this Agreement shall be sent by the parties by United States mail, postage prepaid, or personally delivered to the addresses listed in the Agreement attached hereto. All notices shall be in writing and shall be effective when delivered. If mailed, notices shall be deemed effective forty-eight (48) hours after mailing, unless sooner received.

21. Nonwaiver. The failure of City to insist upon or enforce strict performance by Consultant of any of the terms of this Agreement or to exercise any rights hereunder shall not be construed as a waiver or relinquishment to any extent of its rights to assert or rely upon such terms or rights of any future occasion.

22. Information and Reports. Consultant shall, at such time and in such form as City may require, furnish such periodic reports concerning the status of the project, such statements, certificates, approvals, and copies of proposed and executed plans and claims, and other information relative to the project as may be requested by City. Consultant shall furnish City, upon request, with copies of all documents and other materials prepared or developed in relation with or as a part of the project. Working papers prepared in conjunction with the project are the property of City, but shall remain with Consultant. Copies as requested shall be provided free of cost to City.

23. City's Responsibilities. City shall furnish Consultant with all available necessary information, data, and materials pertinent to the execution of this Agreement. City shall cooperate with Consultant in carrying out the work herein and shall provide adequate staff for liaison with Consultant.

24. Arbitration.

All disputes arising out of or under this Agreement shall be timely submitted to nonbinding mediation prior to commencement of any other legal proceedings. The subsequent measures apply if disputes cannot be settled in this manner.

**STANDARD CONDITIONS TO OREGON CITY
PERSONAL SERVICES AGREEMENT**

Item 7d.

(a) Any dispute arising out of or under this Agreement shall be determined by binding arbitration.

(b) The party desiring such arbitration shall give written notice to that effect to the other party and shall in such notice appoint a disinterested person of recognized competence in the field as arbitrator on its behalf. Within fifteen (15) days thereafter, the other party may, by written notice to the original party, appoint a second disinterested person of recognized competence as arbitrator on its behalf. The arbitrators thus appointed shall appoint a third disinterested person of recognized competence, and the three arbitrators shall, as promptly as possible, determine such matter, provided, however, that:

(i) If the second arbitrator is not appointed as described above, then the first arbitrator shall proceed to determine such matter; and

(ii) If the two arbitrators appointed by the parties are unable to agree, within fifteen (15) days after the second arbitrator is appointed, on the appointment of a third arbitrator, they shall give written notice of such failure to agree to the parties and, if the parties fail to agree on the selection of the third arbitrator within fifteen (15) days after the arbitrators appointed by the parties give notice, then, within ten (10) days thereafter, either of the parties, on written notice to the other party, may request such appointment by the presiding judge of the Clackamas County Circuit Court.

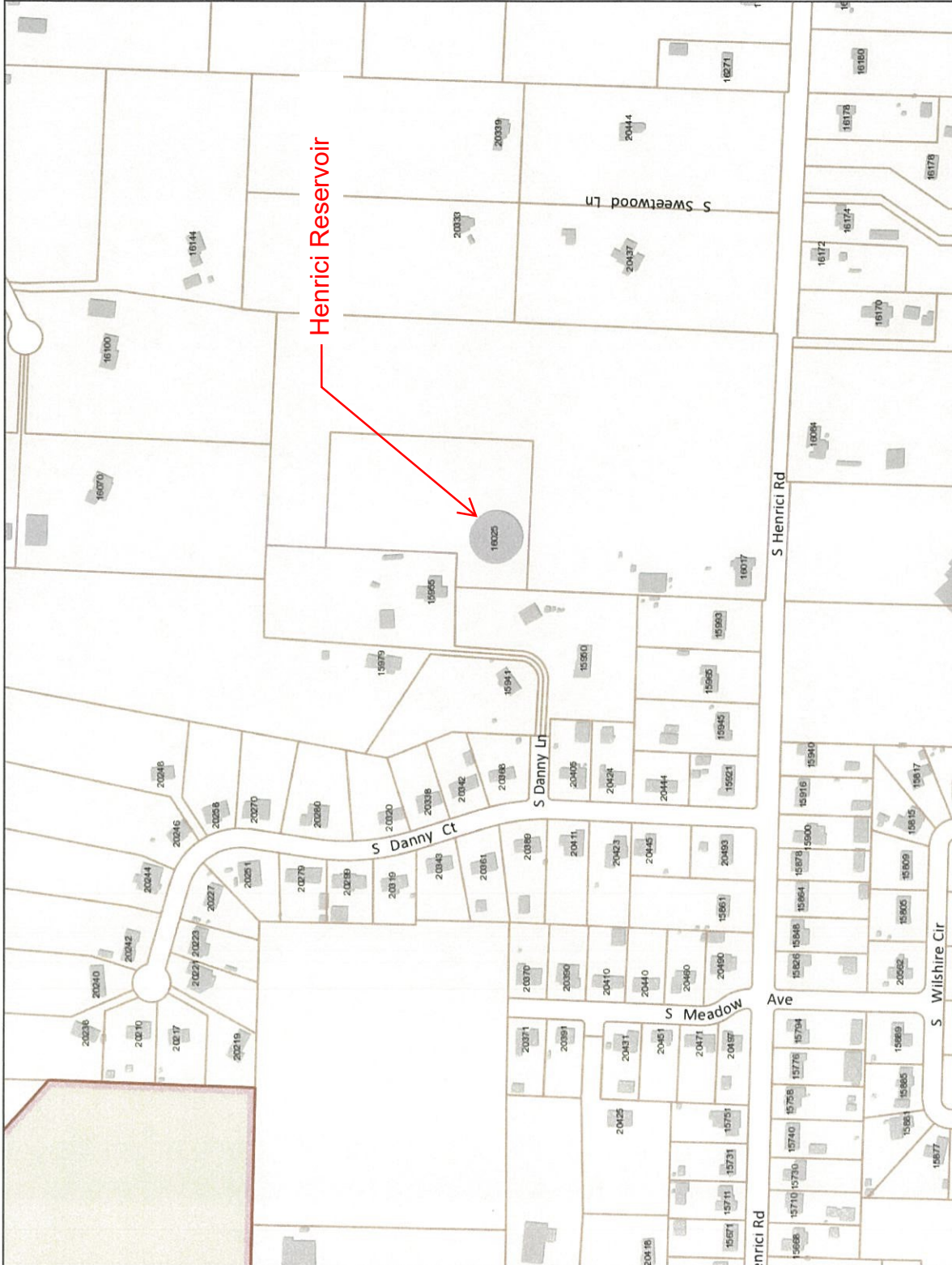
(c) Each party shall each be entitled to present evidence and argument to the arbitrators. The determination of the majority of the arbitrators or the sole arbitrator, as the case may be, shall be conclusive on the parties, and judgment on the same may be entered in any court having jurisdiction over the parties. The arbitrators or the

sole arbitrator, as the case may be, shall give written notice to the parties, stating the arbitration determination, and shall furnish to each party a signed copy of such determination. Arbitration proceedings shall be conducted pursuant to ORS 33.210 et seq. and the rules of the American Arbitration Association, except as provided otherwise.

(d) Each party shall pay the fees and expenses of the arbitrator appointed by such party and one-half of the fees and expenses of the third arbitrator, if any.

25. Governing Law. This Agreement shall be governed and construed in accordance with the laws of the state of Oregon without resort to any jurisdiction's conflicts of law, rules or doctrines.

Oregon City GIS Map



Legend

- Street Names
- Taxlots
- Taxlots Outside UGB
- Unimproved ROW
- City Limits
- UGB
- Basemap

Notes



City of Oregon City
 PO Box 3040
 625 Center St
 Oregon City
 OR 97045
 (503) 657-0891
 www.oregcity.org

Item 7d.



1: 4,800



Henrici Reservoir

The City of Oregon City makes no representations, express or implied, as to the accuracy, completeness and timeliness of the information displayed. This map is not suitable for legal, engineering, surveying or navigation purposes. Notification of any errors is appreciated.

created 7/13/2021



CITY OF OREGON CITY

Staff Report

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

To: City Commission
From: Chief of Police Jim Band

Agenda Date: 11/03/2021

SUBJECT:

OLCC: Liquor License Application – Chinese Cafe Restaurant Inc., 904 Molalla Avenue, Oregon City

STAFF RECOMMENDATION:

Staff recommends the City Commission approve the OLCC Application for Chinese Cafe Restaurant Inc., 904 Molalla Avenue, Oregon City

EXECUTIVE SUMMARY:

The attached application is for an OLCC Full On-Premises, Commercial license for Chinese Cafe Restaurant Inc.

BACKGROUND:

The Oregon City Police Department ran background checks on Cyrus Chen and Zhijin Zhen, and they are eligible to hold a liquor license. All applicants must obtain an Oregon City business license before submitting their application for an OLCC liquor license. The Oregon City business license application process includes routing of the application for review through various City departments.

OPTIONS:

1. Approve the OLCC Application for Chinese Cafe Restaurant, Inc.
2. Deny the OLCC Application for Chinese Cafe Restaurant, Inc.

BUDGET IMPACT:

Amount:

FY(s):

Funding Source(s):



OREGON LIQUOR CONTROL COMMISSION

LIQUOR LICENSE APPLICATION**PRINT FORM****RESET FORM**

Item 7e.

1. Application. **Do not include** any OLCC fees with your application packet (the license fee will be collected at a later time). Application is being made for:

License Applied For:	CITY AND COUNTY USE ONLY
☐ Brewery 1 st Location	Date application received and/or date stamp:
Brewery Additional location (2 nd) ☐ (3 rd) ☐	Name of City or County:
☐ Brewery-Public House (BPH) 1 st location	Recommends this license be:
BPH Additional location (2 nd) ☐ (3 rd) ☐	☐ Granted ☐ Denied
☐ Distillery	By: _____
☒ Full On-Premises, Commercial	Date: _____
☐ Full On-Premises, Caterer	
☐ Full On-Premises, Passenger Carrier	
☐ Full On-Premises, Other Public Location	
☐ Full On-Premises, For Profit Private Club	
☐ Full On-Premises, Nonprofit Private Club	
☐ Grower Sales Privilege (GSP) 1 st location	
GSP Additional location (2 nd) ☐ (3 rd) ☐	OLCC USE ONLY
☐ Limited On-Premises	Date application received: <u>10/6/21</u>
☐ Off-Premises	Date application accepted: <u>10/6/21</u>
☐ Warehouse	
☐ Wholesale Malt Beverage & Wine	
☐ Winery 1 st Location	License Action(s): <u>C/O; C/TN</u>
Winery Additional location (2 nd) ☐ (3 rd) ☐	
(4 th) ☐ (5 th) ☐	

2. Identify the applicant(s) applying for the license(s). **ENTITY (example: corporation or LLC) or INDIVIDUAL(S)**¹ applying for the license(s):

Chinese Cafe Restaurant Inc

App #1: NAME OF ENTITY OR INDIVIDUAL APPLICANT

App #2: NAME OF ENTITY OR INDIVIDUAL APPLICANT

App #3: NAME OF ENTITY OR INDIVIDUAL APPLICANT

App #4: NAME OF ENTITY OR INDIVIDUAL APPLICANT

3. Trade Name of the Business (Name Customers Will See) Chinese Cafe Restaurant		
4. Business Address (Number and Street Address of the Location that will have the liquor license) 904 Molalla Ave		
City Oregon City	County Clackamas	Zip Code 97045

¹ Read the instructions on page 1 carefully. If an entity is applying for the license, list the name of the entity as an applicant. If an individual is applying as a sole proprietor (no entity), list the individual as an applicant.

**LIQUOR LICENSE APPLICATION**

5. Trade Name of the Business (Name Customers Will See) Chinese Cafe Restaurant			
6. Does the business address currently have an OLCC liquor license? ☒ YES ☐ NO			
7. Does the business address currently have an OLCC marijuana license? ☐ YES ☒ NO			
8. Mailing Address/PO Box, Number, Street, Rural Route (where the OLCC will send your license certificate, renewal application and other mailings as described in <u>OAR 845-004-0065[1]</u>.) 904 Molalla Ave			
City Oregon City	State OR	Zip Code 97045	
9. Phone Number of the Business Location 503-655-0077		10. Email Contact for this Application and for the Business wei.zhong@goldenbellmgmt.com	
11. Contact Person for this Application Wei Zhong		Phone Number 503-888-9391	
Contact Person's Mailing Address (if different)	City	State	Zip Code

Please note that liquor license applications are public records. A copy of the application will be posted on the OLCC website for a period of several weeks.

ATTESTATION: **READ CAREFULLY AND MAKE SURE YOU UNDERSTAND BEFORE SIGNING THIS FORM**

I understand that marijuana is **prohibited** on the licensed premises. This includes marijuana use, consumption, ingestion, inhalation, samples, give-away, sale, etc. I attest that all answers on all forms and documents, and all information provided to the OLCC as a part of this application are true and complete.

I affirm that I have read OAR 845-005-0311 and all individuals (sole proprietors) or entities with an ownership interest (other than waivable ownership interest per OAR 845-005-0311[6]) are listed as license applicants in #2 above. I understand that failure to list an individual or entity who has an unwaivable ownership interest in the business may result in denial of my license or the OLCC taking action against my license in the event that an undisclosed ownership interest is discovered after license issuance.

Applicant(s) Signature

- Each individual (sole proprietor) listed as an applicant must sign the application below.
- If an applicant is an entity, such as a corporation or LLC, at least one **INDIVIDUAL who is authorized to sign for the entity** must sign the application.
- An individual with the authority to sign on behalf of the applicant (such as the applicant's attorney or an individual with power of attorney) may sign the application. If an individual other than an applicant signs the application, please provide written proof of signature authority. Attorneys signing on behalf of applicants may list the state of bar licensure and bar number in lieu of written proof of authority from an applicant. **Applicants are still responsible for all information on this form.**

Chinese Cafe Restaurant Inc

App. #1: (PRINT NAME)

App. #1: (SIGNATURE)

App #1: Signature Date

Atty. Bar Information (if applicable)

App. #2: (PRINT NAME)

App #2: (SIGNATURE)

App #2: Signature Date

Atty. Bar Information (if applicable)

App. #3: (PRINT NAME)

App #3: (SIGNATURE)

App #3: Signature Date

Atty. Bar Information (if applicable)

App. #4: (PRINT NAME)

App #4: (SIGNATURE)

App #4: Signature Date

Atty. Bar Information (if applicable)



CITY OF OREGON CITY

CITY COMMISSION REGULAR MEETING - 2ND REVISED DRAFT MINUTES

Commission Chambers, Libke Public Safety Facility, 1234 Linn Ave, Oregon City
Wednesday, September 15, 2021 at 7:00 PM

6:00 PM - EXECUTIVE SESSION OF THE CITY COMMISSION

The Executive Session began at 6:05 PM immediately prior to the City Commission Regular Meeting.

- a. *PURSUANT TO ORS 192.660(2)(a): To consider the employment of a public officer, employee, staff member or individual agent.*
- b. *PURSUANT TO ORS 192.660(2)(b): To consider the dismissal or disciplining of, or to hear complaints or charges brought against, a public officer, employee, staff member or individual agent who does not request an open hearing.*

7:00 PM - REGULAR MEETING OF THE CITY COMMISSION

1. CONVENE MEETING AND ROLL CALL

Mayor Lyles Smith called the meeting to order at 7:37 PM.

PRESENT: 5 - Mayor Rachel Lyles Smith, Commissioner Adam Marl, Commissioner Denyse McGriff, Commissioner Frank O'Donnell, and Commissioner Rocky Smith, Jr.

STAFFERS: 12 - City Manager Tony Konkol, Asst. City Recorder Jakob Wiley, Community Development Director Laura Terway, Asst. City Engineer Josh Wheeler, Police Chief Jim Band, Library Director Greg Williams, Finance Director Matt Zook, Parks & Rec. Director Kendall Reid, Deputy City Attorney Carrie Richter, Human Resources Director Patrick Foiles, Asst. to the City Manager Lisa Oreskovich, and Public Works Director John Lewis

2. FLAG SALUTE

3. CEREMONIES AND PROCLAMATIONS

3a. Proclamation for Constitution Week

Mayor Lyles Smith read the proclamation declaring September 17-23, 2021 as Constitution Week.

3b. Arts Commission Appointments

Commissioner Smith discussed the process for selecting the Arts Commission candidates.

Mayor Lyles Smith appointed nine members to the new Arts Commission. These appointments were:

- Emma Lugo 1 year
- Mary Andrus 1 year
- Josh Planton 1 year (citizen representative)

- Jenn Woodward 2 year
- Selena Jones 2 year
- Tammy Jo Wilson 2 year
- Karen Buerhig 3 year (citizen representative)
- Tima Carlson 3 year
- Triest Andrews 3 year

4. CITIZEN COMMENTS

Catherine Pieslewicz, resident of Oregon City, discussed the behavior of staff at the last Commission meeting which she thought was disruptive and disrespectful. Everyone had the right to be heard and treated with respect.

5. PRESENTATIONS

5a. Parks and Recreation Advisory Committee Annual Report

Troy Bolinger, Parks and Recreation Advisory Committee Chair, and Shawn Dachtler, Parks and Recreation Advisory Committee Vice Chair, presented the annual report. They discussed the Cost Recovery Project and construction of City parks. They also listed the members of PRAC.

6. ADOPTION OF THE AGENDA

Item 7b was pulled from the consent agenda. The agenda was adopted as amended.

7. CONSENT AGENDA

Motion made by Commissioner McGriff, seconded by Commissioner Marl, to adopt the consent agenda except Item 7b. The motion carried by the following vote:

Yea: 5 - Mayor Lyles Smith, Commissioner Marl, Commissioner McGriff, Commissioner O'Donnell, and Commissioner Smith

7a. Grant of Easements and Rights of Way to ODOT for I-205 Project, I-5 – OR 213, Phase 1

7b. Resolution No. 21-38, Final Updates to the Policy for Cross Street Banners and Banners on Street Light Poles

Amy Willhite, Gaffney Lane Neighborhood Association Chair, said the neighborhood wanted to discuss the cross-street banners, but had not been responded to. This led to frustration regarding the process and not being heard.

Amy Willhite, resident of Oregon City, asked the Commission not to approve the resolution even though the poles had already been put up. She also asked that public comment be taken or a committee be formed to decide where the banners should go. She thought the current location was a safety hazard.

Mr. Lewis explained the process for the project and that currently only one location had been established for the cross-street banners. An analysis had been done on the location and staff thought it was in the best location.

There was discussion regarding the process that had been done, safety of the proposed location, and installment of the art on the poles going through the Arts Commission.

Motion made by Commissioner Smith, seconded by Commissioner McGriff, to approve Resolution No. 21-38. The motion passed by the following vote:

Yea: 4 - Mayor Lyles Smith, Commissioner McGriff, Commissioner O'Donnell, and Commissioner Smith

Nay: 1 - Commissioner Marl

8. PUBLIC HEARINGS

- 8a. AP 21-00004 and AP-21-00005, Two appeals of Planning Files GLUA-21-00002: SP-21-00001 / LL-21-00002 for a Lot Line Adjustment and Site Plan and Design Review for a 60-Unit Residential Condominium Project on Holmes Lane - Neighborhood Association Fee Waiver Request Associated with One Appeal

Mayor Lyles Smith opened the public hearing.

Carrie Richter, Deputy City Attorney, read the hearing statement. She asked if the Commission had ex parte contacts, conflicts of interest, bias, or any other statements to declare including a visit to the site since the last meeting.

Commissioner Marl drove past the site often. He saw Ms. Laws at the last School Board meeting where he said this would be an interesting night.

Commissioner McGriff drove the street regularly. Her involvement with the Rose Farm Management Committee did not disqualify her from being fair in this matter. She received the letter from Ms. Forbes late in the day, but did not advise the parent organization that they should testify against the project. She was asked if they should express their concerns and she had told them to make their comments in writing prior to the deadline. She was not part of their decision. She could make a decision based solely on the criteria and standards in the staff report.

Commissioner Smith had driven the street.

Commissioner O'Donnell was not present at the last meeting, but he had watched the meeting in its entirety. He visited the site and did not read letters from those that did not have standing. However, he had reviewed the rest of the documents in the record.

Mayor Lyles Smith acknowledged that formal complaints were sent to the Commission about the process.

Michael Robinson, attorney, asked if the complaints were part of the record.

Mayor Lyles Smith said they were an HR complaint against staff. They were not submitted into the record as part of this proceeding.

Mr. Robinson clarified the complaints had no bearing on the outcome of this hearing. Mayor Lyles Smith said that was correct.

Public Testimony:

Nancy Nelson, resident of Oregon City, discussed the historical significance of the site. She suggested that the area be tested before construction began. Also this was the headwaters for Singer Creek and the stormwater and design should be analyzed. The traffic study showed people only using Molalla instead of Lynn. She thought it should include the impacts on Lynn.

Timothy Keen, resident of Oregon City, was concerned about the traffic and safety on Mt. View which had

no planned improvements. He thought it should be included in the traffic study.

Mark Beals, resident of Oregon City, spoke about the impact of the development on the existing sewer and water lines. Rates were increasing to replace old lines which were starting to fail under current usage. He was also concerned about the increased traffic, potential for flooding, stormwater conveyance, and R-2 zoning. He requested two more conditions of approval be added for pedestrian safety.

Deanne Beals, resident of Oregon City, discussed the traffic study which was too old and did not reflect what was currently happening. Speeding and traffic were issues on Holmes Lane and they already had to deal with many issues from the next door apartment complex. She was concerned about safety, adequate infrastructure, and R-2 zoning that was not right for this neighborhood.

Terry Lingman, resident of Oregon City, said based on grounds of public safety, destruction of the Rose Farm historic appeal, and creation of a parking nightmare on the Holmes Lane community, he thought the Commission should deny the application.

Appellant Rebuttal: Karla Laws, Barclay Hills Neighborhood Association Chair, thought the neighborhood association's due process was belittled by the developer's and city's attorney. Singer Creek was a unique body of water and needed to be protected.

James Donnelly said that this would be a condominium project, not an apartment project. He discussed issues with the nearby apartment complex and how Mt. View was too small to accommodate more traffic and parking. There were line of site and blind spots on Mt. View and Holmes Lane as well as speeding.

Applicant Rebuttal: Mr. Robinson noted Mr. Beal's handouts and some of Mr. Donnelly's testimony were new evidence and outside of the record. Whether these were called condominiums or apartments, the City regulated multi-family units and those were the approval criteria the applicant was subject to and addressed through substantial evidence. The applicant waived final written argument and the Commission could deliberate tonight. They did not think the neighborhood association appeal was jurisdictionally valid. He asked that the Commission reject the appeal. The Director found that all of the relevant criteria were satisfied, including the traffic analysis. He asked that the application be approved with the proposed conditions except for Condition #3, improvements to the lot that remained single family. It would continue to be used as a single family lot and there would be no impact that justified the condition. The decision was to be based on the approval criteria and he thought the application should be approved.

Mayor Lyles Smith closed the public hearing.

Commissioner McGriff asked where they were in the 120-day timeline. Laura Terway, Community Development Director, said it expired on October 11, 2021.

There was discussion regarding the specificity in the findings, parking concerns, and putting no parking signs on Mt. View Road.

John Replinger, Traffic Engineer, discussed the analysis in the traffic study which assigned the traffic on Holmes Lane. He clarified the site distance analysis was only from the entry and exit points from the development.

Ms. Terway stated all the parking for the development was accommodated on site, there was no on-street parking proposed.

Commissioner McGriff said a portion of the property was abutting Mt. View and she thought improvements should be required.

John Lewis, Public Works Director, said there would be improvements along the frontage on Mt. View.

Ms. Terway clarified Rilance would be a public street, all the others would be drive aisles. Parking would be allowed on Rilance, but it would not be counted towards the parking standard. They met the parking standard without counting the cars that would use Rilance.

Commissioner O'Donnell asked about access to fire vehicles and parking on the street. Ms. Terway said there was a condition for Fire Department review in order to exclude areas for parking to accommodate public safety.

Mayor Lyles Smith asked about sewer line replacement. Mr. Lewis said the work to be done in this area was for the Inflow & Infiltration program. The developer would develop on site systems for stormwater and if there were any problems downstream the developer would have to fix them.

Commissioner McGriff said items were missing on the site plan. She thought the condition should be modified to include those items.

Commissioner McGriff asked about tree removal, especially near the property line of the park. Ms. Terway said there was a condition of approval to redo the tree survey to display where the trees were located.

Commissioner O'Donnell was concerned about stormwater runoff and the impact on Singer Creek and the deficiencies in the traffic study, especially not considering Mt. View or Lynn Avenue.

There was discussion regarding the deficiencies in the traffic study.

Mr. Lewis thought Rilance would provide new solutions for existing residents.

Mr. Replinger discussed the guidelines for traffic impact studies. It was his opinion that the applicant had performed a traffic study consistent with the guidelines. The criteria had been satisfied for intersection operation and site distance.

Commissioner McGriff and O'Donnell thought the assumptions in the traffic study were faulty. They should have evaluated Mt. View and Lynn.

There was consensus for the meeting to continue past 10:00 PM.

Commissioner McGriff said regarding Condition #3, she thought the right-of-way improvements for both pieces of property was a valid condition.

Motion made by Commissioner McGriff, seconded by Commissioner O'Donnell, to reject the testimony submitted by those who did not have standing and new evidence, both oral and written, submitted after the record was closed and to deny the appeal regarding the lot line adjustment. The motion carried by the following vote:

Yea: 5 - Mayor Lyles Smith, Commissioner Marl, Commissioner McGriff, Commissioner O'Donnell, and Commissioner Smith

Commissioner McGriff thought the findings for the traffic study should be modified regarding Mt. View. She suggested revising Condition #23 regarding site plan submittals.

Ms. Richter noted the August 23, 2021 staff report included amendments to five conditions to make them clear and objective.

Commissioner McGriff also suggested modifying the findings to strongly encourage preservation of trees in the buffer area.

Motion made by Commissioner McGriff, seconded by Commissioner O'Donnell, to continue the

hearing to September 29, 2021 to review the revised findings and conditions. The motion carried by the following vote:

Yea: 5 - Mayor Lyles Smith, Commissioner Marl, Commissioner McGriff, Commissioner O'Donnell, and Commissioner Smith

- 8b. GLUA-21-00019/CU-21-00002, The Father's Heart Street Ministry Conditional Use Permit for Warming Shelter

Mayor Lyles Smith said this was approval of the final findings for the tentative decision made previously on this application.

Ms. Richter asked if the Commission had ex parte contacts, conflicts of interest, bias, or any other statements to declare since the last meeting on this item in August. Commissioner McGriff had been contacted to find out the date for this final adoption of findings. She also drove by this street frequently.

Ms. Richter noted a letter had been received from Pamela Cromer that needed to be rejected from the record.

Motion made by Commissioner O'Donnell, seconded by Commissioner Marl, to reject the letter from Pamela Cromer and to adopt the final findings for denial of GLUA-21-00019/CU-21-00002, The Father's Heart Street Ministry Conditional Use Permit for Warming Shelter. The motion carried by the following vote:

Yea: 5 - Mayor Lyles Smith, Commissioner Marl, Commissioner McGriff, Commissioner O'Donnell, and Commissioner Smith

9. GENERAL BUSINESS

Resolution No. 21-38, Final Updates to the Policy for Cross Street Banners and Banners on Street Light Poles

Amy Willhite, Gaffney Lane Neighborhood Association Chair, said the neighborhood wanted to discuss the cross street banners, but had not been responded to. This led to frustration regarding the process and not being heard.

Amy Willhite, resident of Oregon City, asked the Commission not to approve the resolution even though the poles had already been put up. She also asked that public comment be taken or a committee be formed to decide where the banners should go. She thought the current location was a safety hazard.

Mr. Lewis explained the process for the project and that currently only one location had been established for the cross street banners. An analysis had been done on the location and staff thought it was in the best location.

There was discussion regarding the process that had been done, safety of the proposed location, and installment of the art on the poles going through the Arts Commission.

Motion made by Commissioner Smith, seconded by Commissioner McGriff, to approve Resolution No. 21-38. The motion passed by the following vote:

Yea: 4 - Mayor Lyles Smith, Commissioner McGriff, Commissioner O'Donnell, and Commissioner Smith

Nay: 1 - Commissioner Marl

- 9a. Resolution No. 21-46, Revisions to Extend the Parklet & Private Property Restaurant/Retail from November 30, 2021 to November 30, 2022

This item was postponed to the next meeting.

- 9b. Routine Pavement Maintenance of Promenade Street / Bluff Street

Jim Nicita, resident of Oregon City, was concerned about delaying this item to another meeting and the work getting postponed until next summer due to the rainy season.

Mr. Lewis confirmed that this was needed pavement maintenance.

Motion made by Commissioner McGriff, seconded by Commissioner Smith, to approve the routine pavement maintenance of Promenade Street/Bluff Street. The motion carried by the following vote:

Yea: 5 - Mayor Lyles Smith, Commissioner Marl, Commissioner McGriff, Commissioner O'Donnell, and Commissioner Smith

- 9c. Personal Services Agreement with Wallis Engineering for the Design and Bidding Services for the Confederated Tribes of the Umatilla Indian Reservation, Cayuse Five Tribute (CI 21-011)

Jon George, Confederated Tribes of the Grand Ronde Tribal Council, had concerns about the lack of transparency. There had been no discussion about this project with the tribes and they would like the opportunity to consult on this project before it was approved.

This item was postponed to the next meeting.

10. COMMUNICATIONS

There were no communications.

- 10a. City Manager

Invitation to OC 2040 Summit Series

Water Ballot Measures – Update and Outreach

- 10b. Commissioners

- 10c. Mayor

11. ADJOURNMENT

Mayor Lyles Smith adjourned the meeting at 10:59 PM.

Respectfully submitted,

Jakob Wiley, Assistant City Recorder



CITY OF OREGON CITY

Staff Report

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

To: City Commission **Agenda Date:** 11/3/2021
From: Community Development Director Laura Terway

SUBJECT:

First Reading of Ordinance 21-1014 - An Ordinance Approving GLUA 21-00057 and LEG 21-00004, Adopting the Housing Needs Analysis

STAFF RECOMMENDATION:

Staff recommends the City Commission approve the first reading of Ordinance 21-1014, GLUA 21-00057, and LEG 21-00004.

EXECUTIVE SUMMARY:

The City is working on a Housing Needs Analysis (HNA) which includes maps, housing data, and forecasts on demographic and socioeconomic trends to understand how much housing will be need in the future and if we have enough available land to accommodate the community's needs. The study estimates the number and needs of new households as well as the amount of new housing units that could be potentially constructed. This technical analysis will help the community understand whether Oregon City has enough land to accommodate growth over the next 20 years and if any housing policy changes are needed.

The draft study found that Oregon City should plan for the growth of 7,435 new dwelling units over the next 20 years. Much of the growth in housing will be driven by growth in households. The City will meet Metro's requirements for net density and housing mix but has a slight shortage of land for high-density housing and an unmet need for affordable housing. The City may address the unmet needs through policies though should continue to monitor housing over time.

The Planning Commission recommended the City Commission unanimously recommended the City Commission approve the proposal on October 25, 2021.

BACKGROUND:

The City is working on a Housing Needs Analysis (HNA) which includes maps, housing data, and forecasts on demographic and socioeconomic trends to understand how

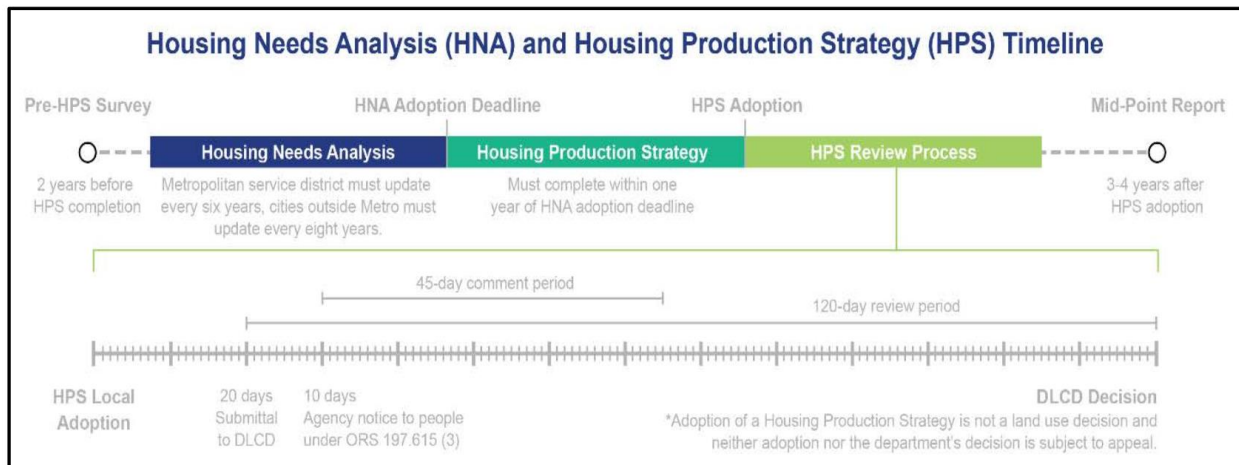
much housing will be need in the future and if we have enough available land to accommodate the community's needs. The study estimates the number and needs of new households as well as the amount of new housing units that could be potentially constructed. This technical analysis will help the community understand whether Oregon City has enough land to accommodate growth over the next 20 years and if any housing policy changes are needed.

The HNA includes a map identifying land with minimal constraints that could be developed with a residential use if the property owner chooses to do so. The map is not intended to show where development will occur or the specific type or density of development, but to inform a reasonably accurate estimate of the amount of future housing opportunities citywide.

The draft study found that Oregon City should plan for the growth of 7,435 new dwelling units over the next 20 years. Much of the growth in housing will be driven by growth in households. The City will meet Metro's requirements for net density and housing mix but has a slight shortage of land for high-density housing and an unmet need for affordable housing. The City may address the unmet needs through policies though should continue to monitor housing over time. The study will be used to inform housing policy and projects in the future.

The Housing Needs Analysis will be used to inform future housing policies, such as the Oregon City Comprehensive Plan (OC 2040). The Planning Commission recommended the City Commission unanimously recommended the City Commission approve the proposal on October 25, 2021.

In 2020, the Land Conservation and Development Commission (LCDC) adopted Oregon Administrative Rules implementing a Housing Capacity Analysis Schedule. These Oregon Administrative Rules requires Oregon City update our Housing Needs Analysis every six years, effective 2022. If the proposed HNA is not adopted prior to December 31, 2021, the City will be required to revise the HNA in compliance with HB 2003 prior to December 31, 2022 and complete a Housing Production Strategy by December 31, 2023. If the City adopts the proposed HNA prior to the end of 2021, the next HNA update is not required for 6 years.



The City Commission recognized a need to support housing options in the City. The Commission identified the following goals within the 2021-2023 biennium goals related to housing:

- Prepare a plan to identify and implement housing strategies, tools and opportunities that work best for Oregon City
- Update our code to provide additional housing opportunities in Oregon City

OPTIONS:

1. Approve the first reading of Ordinance 21-1014 and GLUA 21-00057 and LEG 21-00004.
2. Continue Ordinance 21-1014 and GLUA 21-00057 and LEG 21-00004 to the November 17, 2021 City Commission hearing with instructions for additional information or changes.

BUDGET IMPACT:

Amount: N/A

FY(s):

Funding Source(s):

ORDINANCE NO. 21-1014

AN ORDINANCE OF THE CITY OF OREGON CITY AMENDING THE OREGON CITY COMPREHENSIVE PLAN BY REPEALING A 2002 HOUSING STUDY AND REPLACING IT WITH A 2021 HOUSING NEEDS ANALYSIS AS AN ANCILLARY DOCUMENT

WHEREAS, Oregon Revised Statutes (ORS) 197.175 requires cities to prepare, adopt, and implement comprehensive plans consistent with statewide planning goals adopted by the Land Conservation and Development Commission (LCDC); and

WHEREAS, Oregon Statewide Planning Goal 10 "Housing" is to provide for the housing needs of citizens of the state; and

WHEREAS, ORS 197.295-314 & 197.475-490 and Oregon Administrative Rules (OAR) division 660-008 implement Goal 10, and the administrative rule requires that cities have housing needs analyses to ensure opportunity for the provision of adequate numbers of needed housing units, the efficient use of buildable land within urban growth boundaries (UGBs), and to provide greater certainty in the development process so as to reduce housing costs.; and

WHEREAS, ORS 197.296 requires cities to establish a buildable lands inventory (BLI) as part of a housing needs analysis (HNA); and

WHEREAS, the the City's currently effective Comprehensive Plan includes an HNA that was completed in 2002 and adopted in 2004;

WHEREAS, the proposed HNA was subject to extensive public review, including being presented or noticed to a number of public advisory groups including the OC 2040 Project Advisory Team, an OC 2040 Summit, the OC 2040 website, a project website, a public notice, the Development Stakeholders Committee, Neighborhood Associations, the Citizen Involvement Committee, and a joint work session between the City Commission and the Planning Commission; and

WHEREAS, the Planning Commission held a public hearing on October 25, 2021 and recommended adoption of the proposed HNA to the City Commission; and

WHEREAS, the City Commission held a public hearing on November 3, 2021 and found that the proposed HNA complies with the applicable criteria for Legislative approval as discussed in the Staff Report and Recommended Findings for File LEG-21-00001.

NOW, THEREFORE, OREGON CITY ORDAINS AS FOLLOWS:

Section 1. The City of Oregon City Comprehensive Plan is amended to repeal and replace the 2002 Housing Study (adopted in 2004), and adopt a new Housing Needs Analysis as provided in attached Exhibit A.

Section 2. The Commission adopts the Analysis and Findings for GLUA 21-00057 and LEG 21-00004 to explain how the HNA complies with applicable law and to justify the policy choices within the HNA.

Read for the first time at a regular meeting of the City Commission held on the 3rd Day of November, 2021, and the City Commission finally enacted the foregoing ordinance this _____ day of _____, 2021.

RACHEL LYLES SMITH, Mayor

Attested to this _____ day of _____,

Approved as to legal sufficiency:

Jakob S. Wiley, Assistant City Recorder

City Attorney

Exhibit A – Housing Needs Analysis

City of Oregon City

2021–2041 Housing Needs Analysis

August 2021

Prepared for: City of Oregon City

Final Report

ECONorthwest
ECONOMICS • FINANCE • PLANNING

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Table of Contents

EXECUTIVE SUMMARY	I
1. INTRODUCTION	
FRAMEWORK FOR A HOUSING NEEDS ANALYSIS	1
ORGANIZATION OF THIS REPORT	5
2. BUILDABLE LANDS INVENTORY.....	
DEFINITIONS	6
DEVELOPMENT CONSTRAINTS.....	7
BUILDABLE LANDS INVENTORY RESULTS.....	8
3. HISTORICAL AND RECENT DEVELOPMENT TRENDS	14
DATA USED IN THIS ANALYSIS.....	15
TRENDS IN HOUSING MIX	17
TRENDS IN HOUSING DENSITY	18
TRENDS IN TENURE.....	19
VACANCY RATES	21
PUBLICLY SUPPORTED HOUSING	22
MANUFACTURED HOMES	23
4. DEMOGRAPHIC AND OTHER FACTORS AFFECTING RESIDENTIAL DEVELOPMENT IN OREGON CITY.....	
DEMOGRAPHIC AND SOCIOECONOMIC FACTORS AFFECTING HOUSING CHOICE	25
REGIONAL AND LOCAL DEMOGRAPHIC TRENDS THAT MAY AFFECT HOUSING NEED IN OREGON CITY	36
REGIONAL AND LOCAL TRENDS AFFECTING HOUSING AFFORDABILITY	49
5. HOUSING NEED IN OREGON CITY.....	64
PROJECT NEW HOUSING UNITS NEEDED IN THE NEXT 20 YEARS	64
6. OREGON CITY'S RESIDENTIAL LAND SUFFICIENCY	75
CAPACITY ANALYSIS	75
RESIDENTIAL LAND SUFFICIENCY	77
FINDINGS AND RECOMMENDATIONS	78
APPENDIX A: BUILDABLE LANDS INVENTORY METHODOLOGY	
METHODOLOGY	81

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Executive Summary

This report presents Oregon City's Housing Needs Analysis (HNA) for the 2021 to 2041 period. It is intended to comply with statewide planning policies that govern planning for housing and residential development, including Goal 10 (Housing), OAR 660 Division 7, and OAR 660 Division 8. The methods used for this study generally follow the *Planning for Residential Growth* guidebook, published by the Oregon Transportation and Growth Management Program (1996).

Oregon City is currently in the process of updating the city's Comprehensive Plan as part of the OC2040 Comprehensive Plan Update. Part of this process includes updating the Housing Element with recent information about Oregon City's housing market and forecasted housing needs, along with data on Oregon City's demographic and socioeconomic trends. In 2019, Oregon City participated in a preliminary housing needs analysis process through the development of the Clackamas County HNA. This report builds on the information presented for Oregon City in that project and provides updated data where necessary.

Oregon City grew from 14,968 people in 1990 to 35,570 people in 2019. This is an addition of 19,242 people or 131% growth. During the 2015 to 2020 period, median housing prices in Oregon City increased from about \$350,000 in 2015 to \$545,000 in 2021, a 55% increase consistent with sales price growth in Clackamas County. Rates of cost burden in Oregon City varied from 28% for homeowners and 50% for renters (35% of overall) in the 2012-2016 American Community Survey (ACS) 5-year estimate period.

This report provides Oregon City with a factual basis to update the City's Comprehensive Plan and zoning code, and to support future planning efforts related to housing as well as options for addressing unmet housing needs in Oregon City. This report provides information to inform future planning efforts, including development and redevelopment. This report provides the City with information about the housing market in Oregon City and describes the factors that will affect future housing demand in Oregon City, such as changing demographics. This analysis will help decision makers understand whether Oregon City has enough land to accommodate growth over the next 20 years.

What are the key housing needs in Oregon City?

- **Demographic and economic trends will drive demand for affordable and diverse housing in Oregon City.** Key demographic and economic trends affecting Oregon City's future housing needs are the aging of the baby boomers, the aging of the Millennials and Generation Z, the continued growth in the Latinx population, and access to a range of housing types for people of color.
- **Housing affordability is a growing challenge in Oregon City.** Housing affordability is a challenge in most of the Portland Metro region in general, and Oregon City is affected by these regional trends. Housing prices are increasing faster than incomes in Oregon City and Multnomah County, which is consistent with state and national challenges. Oregon City has a modest supply of multifamily housing with 5 or more units (about 13% of the city's housing stock), but half of renter households are cost burdened (50%). The households who are most likely to be cost burdened¹ are those with an income below 50% of Clackamas County's median family income (MFI) for a family of four (\$92,000).
 - Oregon City's key challenge over the next 20 years is providing opportunities for the development of relatively affordable housing (both for households with an income below 60% of MFI (\$55,200), who will need income-restricted housing, and for households with incomes of 60% to 120% of MFI (\$55,200 to \$110,000), who can afford some market-rate housing) of all types, such as lower-cost single-family housing, cottage, townhouses and duplexes, tri- and quadplexes, market-rate multifamily housing, and government-subsidized affordable multifamily housing.
- **Oregon City lacks enough housing that is affordable, both for renter and homeowners.** About 35% of Oregon City's households are cost burdened (paying 30% or more of their household income on housing costs). About 50% of Oregon City's **renters** are cost burdened and about 28% of Oregon City's **homeowners** are cost burdened. Oregon City's level of cost burden is similar to other communities in Clackamas County. Oregon City is one of the less affordable cities for homeownership in the Portland region, households at middle and high incomes (between \$74,000 to \$110,000) are less able to afford housing in Oregon City.
- **About 33% of Oregon City's households are renters, 58% of whom live in multifamily housing.** Median rents in Oregon City in 2021 are \$1,350 per month, compared to the \$1,426 median rent for Clackamas County as a whole.
 - A household earning 50% of Clackamas County's median family income (\$46,000) could afford about \$1,150 per month in rent, compared with the average effective rent of \$1,350. However, about 20% of Oregon City's housing stock is multifamily

¹ The Department of Housing and Urban Development's guidelines indicate that households paying more than 30% of their income on housing experience "cost burden," and households paying more than 50% of their income on housing experience "severe cost burden."

(including duplexes, triplexes and quadplexes), compared to 32% of the housing in the Portland Region. The comparatively small share of multifamily units may constrain opportunities to rent in Oregon City.

- **Housing sales prices increased in Oregon City over the last five years at a slightly faster rate than entire County.** A household earning 100% of Clackamas County's median family income could afford a home valued between about \$322,000 to \$368,000, which is less than the median home sales price of about \$545,000 in Oregon City. A household can start to afford median home sale prices at about 148% of Oregon City's median household income.

How much household growth is Oregon City planning for?

Oregon City's number of households within its city limits and UGB area (i.e., Planning Area) is projected to grow by over 7,435 households between 2021 and 2041, at an annual growth rate of 372 units per year.

Exhibit 1. Forecast of Household Growth, Oregon City Planning Area, 2021 to 2041

Source: Metro's 2050 Household Distributed Forecast, 2021.



How much housing will Oregon City need?

The housing types used in this analysis are consistent with needed housing types as defined in ORS 197.303:

- **Single-family detached** includes single-family detached units, manufactured homes on lots and in mobile home parks, cottage clusters, and accessory dwelling units.
- **Single-family attached** is all structures with a common wall where each dwelling unit occupies a separate lot, such as row houses or townhouses.
- **Duplexes, Triplexes, and Quadplexes** are a subset of multifamily attached structures that contain two, three or four living units generally on the same lot.
- **Multifamily** is all other attached structures with five or more units, other than single-family detached units, manufactured units, duplexes, triplexes, quadplexes, or single-family attached units.

To accommodate the city's forecasted household growth, Oregon City needs to plan for 7,435 new dwelling units between 2021 and 2041. About 3,717 units of new housing will be single-family detached (50%) 1,487 units of new housing will be single-family attached (20%); 744 units of new housing will be duplexes, triplexes, or quadplexes (10%); and about 1,487 units will be multifamily housing with five or more units per structure (30%)

How much land will be required for housing?

In total, Oregon City is forecast to grow by 7,435 dwelling units and has capacity for 7,266 dwelling units. Exhibit 2 shows a comparison of Oregon City's land capacity within the planning area with demand for new units by plan designation. It shows that Oregon City has no surplus or deficit of capacity in the low and medium density residential and mixed-use plan designations, and a deficit of 169 dwelling units (or 8 acres) of high density residential land.

Exhibit 2. Comparison of Capacity of Existing Residential and Selected Commercial Land with Demand for New Dwelling Units and Land Surplus or Deficit, Oregon City Planning Area, 2021 to 2041

Source: Buildable Lands Inventory; Calculations by ECONorthwest.

Plan Designation	Capacity (Dwelling Units)	Demand (Dwelling Units)	Comparison (Capacity minus Demand)	Land Surplus or Deficit (Gross Acres)
Low Density Residential	2,116	2,116	0	0
Medium Density Residential	3,159	3,159	0	0
High Density Residential	1,108	1,277	(169)	(8)
Mixed Use	883	883	0	0
Total	7,266	7,435		

What are the key findings of the Housing Needs Analysis?

The key findings of the Oregon City Housing Needs Analysis are that:

- **Finding: Growth in housing will be driven by growth in households.** The number of households in Oregon City's Planning Area is forecast to grow from 14,778 households to 22,213 households, an increase of 7,435 households between 2021 and 2041.
- **Finding: Oregon City is planning for growth of 7,435 new dwelling units.** To accommodate the 7,435 dwelling units over the 20-year planning period, Oregon City will average 372 new dwelling units annually, and will plan for more single-family attached and multifamily dwelling units in the future to meet the city's housing needs. Historically, about 73% of Oregon City's housing was single-family detached. New housing in Oregon City is forecast to be 50% single-family detached, 20% single-family attached, 10% duplexes, triplexes, and quadplexes, and 20% multifamily. This housing mix both meets the requirements for housing mix for cities in Metro (OAC 660-007) and is supported by the changes in the housing market described below.

The factors driving the shift in types of housing needed in Oregon City include changes in demographics and decreases in housing affordability. The aging of senior populations and the household formation of young adults will drive demand for renter and owner-occupied housing, such as small single-family detached housing, townhouses, duplexes, and apartments/condominiums. Both groups may prefer housing in walkable neighborhoods, with access to services.

- **Recommendation:** Oregon City should monitor land available in all plan designations, as there is no surplus (or deficit) of land in the low and medium density residential plan designations. Additionally, the City may look for opportunities for redevelopment on underutilized land to address the deficit of high density residential land and limited capacity of mixed use land.
- **Oregon City is meeting Metro's requirements for net density and housing mix.** OAR 660-007-0035 sets specific density targets for cities in the Metro UGB. Oregon City's average density target is eight dwelling units per net buildable acre. Based on the findings in Chapter 6, Oregon City is exceeding this average density target at an average net density of 9.5 dwelling units per net acre.

OAR 660-007 also requires that cities within the Metro UGB "provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing." Chapter 5 shows that for the 2021-2041 planning period Oregon City is assuming that 20% of new dwelling units will be single-family attached, 10% of new units will be duplexes, triplexes, or quadplexes, and 20% of new units will be multifamily.

- **Recommendation:** Oregon City should continue to monitor future development to evaluate resulting densities and housing mix in comparison to the planned units described in this report.

- **Finding: Oregon City has unmet need for affordable housing.** About 34% of Oregon City's households are cost burdened, with 50% of renters cost burdened and 28% of owners cost burdened. Oregon City's level of cost burden is similar to other communities in Clackamas County. Oregon City's unmet housing needs include:

Renter housing. The average asking rent for multifamily housing in Oregon City in 2021 was about \$1,350, which is affordable to households earning about 60% of the median family income (about \$55,200). About one-third of Oregon City's households have incomes below this level and cannot afford the average rent. As shown in the rates of cost burden, many of these renter households are cost burdened. Oregon City will continue to have unmet renter housing needs, both for existing households and for new households.

Owner-occupied housing. The median home sales price in April 2021 was about \$545,000, which is affordable to households earning about 148% of the median family income (about \$136,300). Oregon City is one of the less affordable cities for homeownership in the Portland region, households at middle and high incomes (between \$74,000 to \$110,000) are less able to afford housing in Oregon City. One way to increase the supply of affordable owner-occupied housing is to increase opportunities for development of the middle-income housing described above.

- **Recommendation:** Without diversification of housing types, lack of affordability will continue to be a problem, possibly growing in the future if incomes continue to grow at a slower rate than housing costs. Under the current conditions, 1,545 of the forecasted new households will have incomes of \$46,000 (in 2020 dollars) or less (50% of MFI income or less). These households cannot afford market-rate housing without government subsidy. Another 1,228 new households will have incomes between \$46,000 and \$74,000 (50% to 80% of MFI).

Oregon City will need to provide opportunities for affordable housing development for both rental and ownership over the 20-year period, and the City should look for opportunities for affordable housing development for all housing types.

- **Finding: Oregon City will need to meet the requirements of House Bill 2001.** The legislature passed House Bill 2001 in the 2019 Legislative Session. The bill requires cities within the Metro UGB to allow "middle" housing types in low-density residential zones. The bill defines middle housing types as duplexes, triplexes, quadplexes, cottage clusters, and townhouses.
- **Recommendation:** The City should continue the process of developing and adopting zoning code to comply with these requirements.
- **Finding: Oregon City is currently in the process of a Comprehensive Plan Update.** This 2021 HNA report presents updated information related to Oregon City's Housing

Element of the Comprehensive Plan. Additionally, changes in Oregon City's demographics have presented a need for a greater variety of housing types. In 2019, Oregon City participated in a preliminary housing needs analysis process through the development of the Clackamas County Housing Needs Analysis. This report builds on the information presented for Oregon City in that project and provides updated data where necessary.

- **Recommendation:** Oregon City should adopt this HNA report as an appendix to the Comprehensive Plan. HB 2003 requires that Oregon City update its HNA every six years to analyze what housing is needed for current and future residents for a 20-year period.

Oregon City has identified a project to start within a year to look at non-zoning strategies to support the development of housing (including affordable housing). This initial study will allow the consideration of additional tools and partnerships in advance of a Housing Production Strategy (HPS) according to the guidance in HB 2003. An HPS includes consideration of additional information about the housing needs of underserved communities and engagement with underserved communities about potential approaches to meeting their needs.

1. Introduction

This report presents Oregon City's Housing Needs Analysis (HNA) for the 2021 to 2041 period. It is intended to comply with statewide planning policies that govern planning for housing and residential development, including Goal 10 (Housing), OAR 660 Division 7, and OAR 660 Division 8. The methods used for this study generally follow the *Planning for Residential Growth* guidebook, published by the Oregon Transportation and Growth Management Program (1996).

Oregon City is currently in the process of updating the city's Comprehensive Plan as part of the OC2040 Comprehensive Plan Update. Part of this process includes updating the Housing Element with recent information about Oregon City's housing market and forecasted housing needs, along with data on Oregon City's demographic and socioeconomic trends. In 2019, Oregon City participated in a preliminary housing needs analysis process through the development of the Clackamas County HNA. This report builds on the information presented for Oregon City in that project and provides updated data where necessary.

This report provides Oregon City with a factual basis to update the Housing Element of the City's Comprehensive Plan and Development Code and support future planning efforts related to housing and options for addressing unmet housing needs in Oregon City. This report provides information that informs future planning efforts, including development and redevelopment. It provides the City with information about the housing market in Oregon City and describes the factors that will affect future housing demand in Oregon City, such as changing demographics. This analysis will help decision makers understand whether Oregon City has enough land to accommodate growth over the next 20 years.

Framework for a Housing Needs Analysis

Economists view housing as a bundle of services for which people are willing to pay, including shelter, proximity to other attractions (job, shopping, parks and recreation), amenities (type and quality of fixtures and appliances, landscaping, views), prestige, and access to a range of services (i.e., public, medical, transportation). Because it is impossible to maximize all these services and simultaneously minimize costs, households must, and do, make trade-offs. What they can get for their money is influenced both by economic forces and government policy. Moreover, different households will value what they can get differently. They will have different preferences, which in turn are a function of many factors like income, age of head of household, number of people and children in the household, number of workers and job locations, number of transportation vehicles, and so on.

Thus, housing choices of individual households are influenced in complex ways by dozens of factors. The housing markets in Clackamas County and Oregon City are the result of the individual decisions of thousands of households. These points help to underscore the complexity of projecting what types of housing will be built in Oregon City between 2021 and 2041. These housing types include single-family detached, single-family attached, and multifamily (including duplexes, triplexes, and quadplexes, in addition to buildings with more

than five units). This report discusses these housing types in detail, as well as the range of affordability issues that will affect Oregon City households in the 202 to 2041 period.

The complex nature of the housing market, demonstrated by the unprecedented boom-and-bust during the past decade, does not eliminate the need for some type of forecast of future housing demand and need. This includes resulting implications for land demand and consumption. Such forecasts are inherently uncertain. Their usefulness for public policy often derives more from the explanation of their underlying assumptions about the dynamics of markets and policies than from the specific estimates of future demand and need. Thus, we start our housing analysis with a framework for thinking about housing and residential markets and how public policy affects those markets.

Statewide Planning Goal 10

The passage of the Oregon Land Use Planning Act of 1974 (ORS Chapter 197) established the Land Conservation and Development Commission (LCDC) and the Department of Land Conservation and Development (DLCD). The Act required the Commission to develop and adopt a set of statewide planning goals. Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies.

At a minimum, local housing policies must meet the requirements of Goal 10 and the statutes and administrative rules that implement it (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008).² Goal 10 requires incorporated cities to complete an inventory of buildable residential lands. Goal 10 also requires cities to encourage the numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households. Jurisdictions located in the Metro Urban Growth Boundary (UGB) are also required to comply with Metropolitan Housing in OAR 660-007 and Title 7 of Metro's Urban Growth Management Functional Plan in the Metro Code (3.07 Title 7).

Goal 10, through ORS 197.303, defines needed housing types as "all housing on land zoned for residential use or mixed residential and commercial use that is determined to meet the need shown for housing within an urban growth boundary at price ranges and rent levels that are affordable to households within the city with a variety of incomes, including but not limited to households with low incomes, very low incomes and extremely low incomes." ORS 197.303 defines needed housing types:

- (a) Housing that includes, but is not limited to, attached and detached single-family housing and multiple family housing for both owner and renter occupancy.
- (b) Government-assisted housing.³
- (c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490.

² ORS 197.296 only applies to cities with populations over 25,000.

³ Government assisted housing can be any housing type listed in ORS 197.303 (a), (c), or (d).

- (d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions.
- (e) Housing for farmworkers.

Oregon City must identify needs for all of the housing types listed above as well as adopt policies that increase the likelihood that needed housing types will be developed. This housing needs analysis was developed to meet the requirements of Goal 10 and its implementing administrative rules and statutes.

The Metropolitan Housing Rule

OAR 660-007 (the Metropolitan Housing rule) is designed to “assure opportunity for the provision of adequate numbers of needed housing units and the efficient use of land within the Metropolitan Portland (Metro) urban growth boundary.” OAR 660-0070-005 provides a Metro-specific definition of needed housing:

"Needed Housing" defined. Until the beginning of the first periodic review of a local government's acknowledged comprehensive plan, "needed housing" means housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels.

The Metropolitan Housing Rule also requires cities to develop residential plan designations:

(1) Plan designations that allow or require residential uses shall be assigned to all buildable land. Such designations may allow nonresidential uses as well as residential uses. Such designations may be considered to be "residential plan designations" for the purposes of this division. The plan designations assigned to buildable land shall be specific so as to accommodate the varying housing types and densities identified in OAR 660-007-0030 through 660-007-0037.

OAR 660-007 also specifies the mix and density of new residential construction for cities within the Metro UGB:

“Provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing or justify an alternative percentage based on changing circumstances” (OAR 660-007-0030 (1)).

OAR 660-007-0035 sets specific density targets for cities in the Metro UGB. Oregon City’s average density target is eight dwelling units per net buildable acre.⁴

⁴ OAR 660-024-0010 defines net buildable acres as “43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads.”

Metro Urban Growth Management Functional Plan

The Metro Urban Growth Management Functional Plan describes the policies that guide development for cities within the Metro UGB to implement the goals in the Metro 2040 Plan.

Title 1: Housing Capacity

Title 1 of Metro's Urban Growth Management Functional Plan is intended to promote efficient land use within the Metro UGB by increasing the capacity to accommodate housing capacity. Each city is required to determine its housing capacity based on the minimum number of dwelling units allowed in each zoning district that allows residential development and maintain this capacity.

Title 1 requires that a city adopt minimum residential development density standards by March 2011. If the jurisdiction did not adopt a minimum density by March 2011, the jurisdiction must adopt a minimum density that is at least 80% of the maximum density.

Title 1 provides measures to decrease development capacity in selected areas by transferring the capacity to other areas of the community. This may be approved as long as the community's overall capacity is not reduced.

Metro's 2017 *Compliance Report* concludes that Oregon City is in compliance for the City's Title 1 responsibilities.

Title 7: Housing Choice

Title 7 of Metro's Urban Growth Management Functional Plan is designed to ensure the production of affordable housing in the Metro UGB. Each city and county within the Metro region is encouraged to voluntarily adopt an affordable housing production goal.

Each jurisdiction within the Metro region is required to ensure that their comprehensive plans and implementing ordinances include strategies to:

- Ensure the production of a diverse range of housing types;
- Maintain the existing supply of affordable housing, increase opportunities for new affordable housing dispersed throughout their boundaries; and
- Increase opportunities for households of all income levels to live in affordable housing (3.07.730).

Metro's 2017 *Compliance Report* concludes that Oregon City is in compliance for the City's Title 7 responsibilities.

Title 11: Planning for New Urban Areas

Title 11 of Metro's Urban Growth Management Functional Plan provides guidance on the conversion of land from rural to urban uses. Land brought into the Metro UGB is subject to the

provisions of section 3.07.1130 of the Metro Code, which requires lands to be maintained at rural densities until the completion of a concept plan and annexation into the municipal boundary.

The concept plan requirements directly related to residential development are to prepare a plan that includes:

- (1) A mix and intensity of uses that make efficient use of public systems and facilities;
- (2) A range of housing for different types, tenure, and prices that addresses the housing needs of the governing city; and
- (3) Identify goals and strategies to meet the housing needs for the governing city in the expansion area.

Organization of This Report

The rest of this document is organized as follows:

- **Chapter 2. Residential Buildable Lands Inventory** presents the methodology and results of Oregon City's inventory of residential land.
- **Chapter 3. Historical and Recent Development Trends** summarizes the state, regional, and local housing market trends affecting Oregon City's housing market.
- **Chapter 4. Demographic and Other Factors Affecting Residential Development in Oregon City** presents factors that affect housing need in Oregon City, focusing on the key determinants of housing need: age, income, and household composition. This chapter also describes housing affordability in Oregon City relative to the larger region.
- **Chapter 5. Housing Need in Oregon City** presents the forecast for housing growth in Oregon City, describing housing need by density ranges and income levels.
- **Chapter 6. Oregon City's Residential Land Sufficiency** estimates Oregon City's residential land sufficiency needed to accommodate expected growth over the planning period.

2. Buildable Lands Inventory

This chapter provides a summary of the residential buildable lands inventory (BLI) for Oregon City. This buildable lands inventory analysis complies with statewide planning Goal 10 policies that govern planning for residential uses. The detailed methodology used to complete the buildable lands inventory is presented in Appendix A.

Oregon Administrative Rules provide guidance on conducting residential BLIs:

OAR 660-008-0005(

“Buildable Land” means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available and necessary for residential uses. Publicly owned land is generally not considered available for residential uses. Land is generally considered “suitable and available” unless it:

- (a) Is severely constrained by natural hazards as determined under Statewide Planning Goal 7;*
- (b) Is subject to natural resource protection measures determined under Statewide Planning Goals 5, 6, 15, 16, 17 or 18;*
- (c) Has slopes of 25 percent or greater;*
- (d) Is within the 100-year flood plain; or*
- (e) Cannot be provided with public facilities.*

First, the analysis established the residential land base (parcels or portion of parcels with appropriate zoning), then it classified parcels by buildable status, identified/deducted environmental constraints, and lastly summarized total buildable area by plan designation. The results of the BLI presented in this chapter reflect updates since the 2019 analysis completed for Oregon City as part of the Clackamas County Regional Housing Need Analysis.

Definitions

ECONorthwest completed the BLI for Oregon City and relied on the following key definitions. Detailed descriptions of these definitions are included in the methodology for each study area but are based on the general definitions below.

- **Vacant land.** Tax lots that have no structures or have buildings with very little improvement value are considered vacant. The status of vacant lots was verified in aerial imagery and City and County staff review.
- **Partially vacant land.** Partially vacant tax lots are those occupied by a use, but which contain enough land to be developed further. Generally, these are lots that have more

than a half-acre of buildable land, after removing constraints and developed land from the total acreage. This was refined through visual inspection of recent aerial photos.

- **Public land.** Lands in public ownership are considered unavailable for residential development.⁵ This includes lands in federal, state, county, or city ownership. These lands are identified using Metro's definitions and categories.
- **Developed land.** Lands not classified as vacant, partially vacant, or public are considered developed. Developed land includes lots with redevelopment capacity, which are also included in BLI. The unit capacity of redevelopable lots is based on Metro's estimates.
- **Buildable land.** As described in the statute definition above, buildable residential land is the portions of vacant or partially vacant lots that have development capacity, less development constraints.

Development Constraints

Consistent with state guidance on buildable lands inventories, ECONorthwest deducted the following constraints from the buildable lands inventory and classified those portions of tax lots that fall within the following areas as constrained, unbuildable land:

- *Lands within floodplains and floodways.* Flood Insurance Rate Maps from the Federal Emergency Management Agency (FEMA) were used to identify lands in floodways and 100-year floodplains, as well as lands identified in Metro's Title 3 Stream and Floodplain Protection Plan.
- *Land within natural resource protection areas.* The combined regional and national wetlands shapefile, available from Metro RLIS, was used to identify areas within wetlands. Riparian corridors and other natural resource areas identified in Oregon City's Natural Resource Overlay District were considered undevelopable for the purposes of this inventory.
- *Land with slopes over 25%.* Lands with slopes over 25% were considered unsuitable for residential development.
- *Land in geologic hazard areas.* Lands in areas designated within Oregon City's Geologic Hazards Overlay were considered undevelopable for the purposes of this inventory.

⁵ Other exempt lands owned by semi-public entities, such as churches, private schools, and other non-profit organizations, were not included in the Public land classification. These lands were classified using the same method as other residential lands and were classified as vacant, partially vacant, developed, or unbuildable. Lands with a cemetery use and owned by a semi-public entity (e.g., church) were classified as developed.

Buildable Lands Inventory Results

Land Base

The land base for the Oregon City residential BLI includes all tax lots in the city limits and the city's UGB areas in residential plan designations. Per Goal 10, this includes all lots (or portions of lots) with residential and other nonemployment plan designations where residential uses are planned for and allowed by the implementing zones. This BLI includes lands in the following generalized plan designations:

- Residential – Low Density
- Residential – Medium Density
- Residential – High Density
- Mixed Use – Corridor
- Mixed Use – Downtown
- General Commercial

Exhibit 3 shows the land base by generalized plan designation in city limits and UGB areas. There are 12,350 tax lots in the land base, accounting for 5,206 acres.

Exhibit 3. Residential Tax Lots and Acres by Plan Designation, Oregon City, City Limits and UGB Areas, 2020

Source: Metro BLI; ECONorthwest analysis.

Generalized Plan Designation	Number of taxlots	Percent	Total taxlot acreage	Percent
Residential				
Residential - Low Density	9,528	77%	3,206	62%
Residential - Medium Density	1,379	11%	1,006	19%
Residential - High Density	606	5%	294	6%
Mixed Use/Commercial				
Mixed Use - Corridor	501	4%	267	5%
Mixed Use - Downtown	265	2%	300	6%
General Commercial	71	1%	133	3%
Total	12,350	100%	5,206	100%

Development Status

This analysis relied on Metro BLI's classifications (defined in the methods and definitions above) to define an initial development status. ECONorthwest then used a rapid visual assessment method to confirm this development status using aerial imagery. After city staff reviewed the classifications, ECONorthwest applied the development constraints to calculate unconstrained buildable land. Exhibit 4 shows development status with constraints applied and resulting in buildable acres. Of the 5,206 total acres in the land base, 2,710 are committed acres, 1,563 are constrained acres, and 933 are buildable acres.

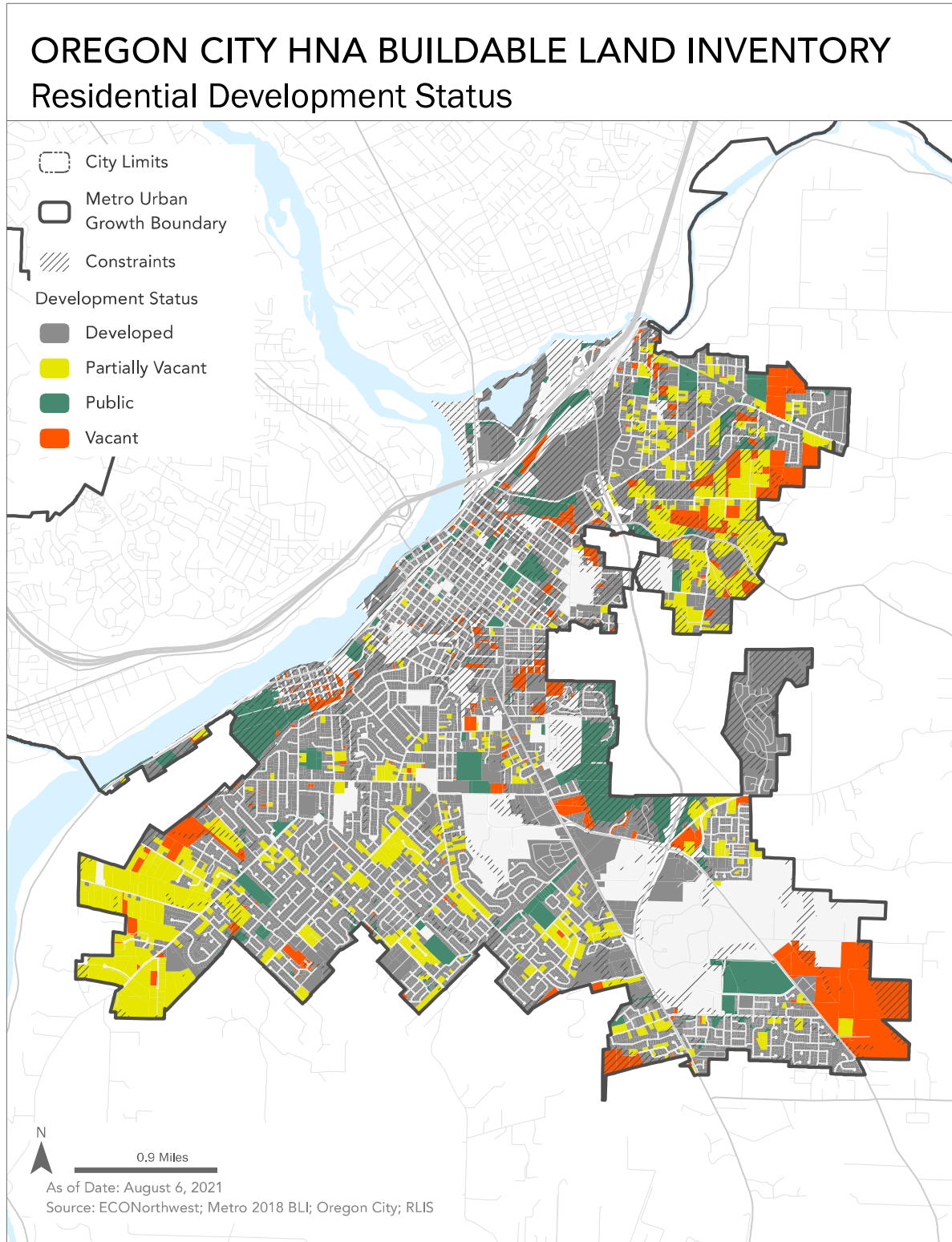
Exhibit 4. Development Status with Constraints by Plan Designation, Oregon City, City Limits and UGB Areas, 2020

Source: Metro BLI; ECONorthwest analysis.

Generalized Plan Designation	Total Acres	Committed Acres	Constrained Acres	Buildable Acres
Residential				
Residential - Low Density	3,206	1,876	877	453
Residential - Medium Density	1,006	388	276	42
Residential - High Density	294	151	81	62
Mixed Use				
Mixed Use - Corridor	267	137	55	75
Mixed Use - Downtown	300	37	262	1
General Commercial	133	121	12	-
Total	5,206	2,710	1,563	933

Exhibit 5 shows residential land by development status with constraints overlaid.

Exhibit 5. Residential Land by Development Status, Oregon City, City Limits and UGB Areas, 2020



Vacant Buildable Land

Exhibit 6 shows buildable acres (i.e., acres in tax lots after constraints are deducted) for vacant and partially vacant land by plan designation. Of Oregon City's 933 unconstrained buildable residential acres, about 36% are in tax lots classified as vacant and 64% are in tax lots classified as partially vacant.

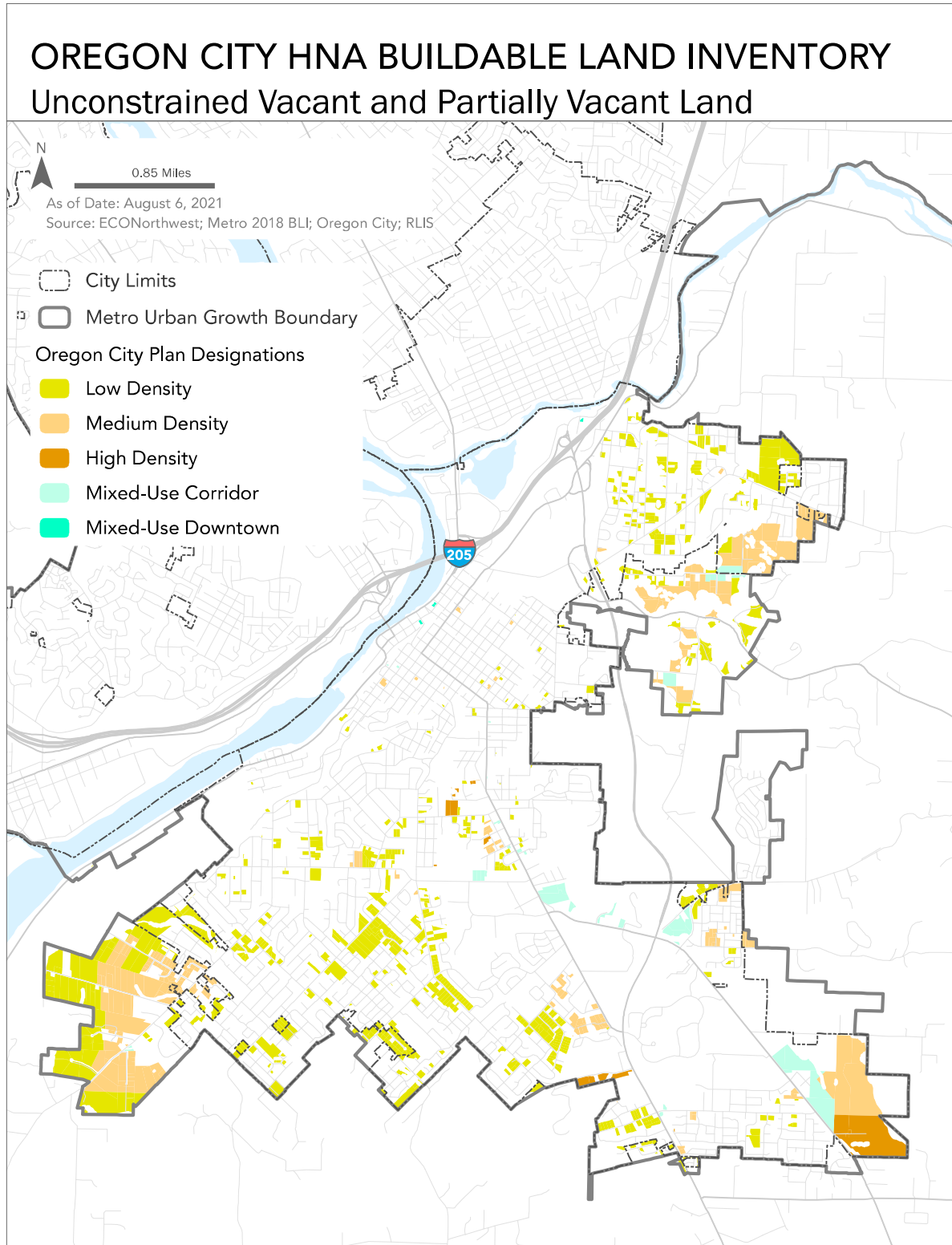
Exhibit 6. Buildable Acres in Vacant and Partially Vacant Tax Lots by Plan Designation, Oregon City, City Limits and UGB Areas, 2020

Source: Metro; ECONorthwest analysis.

Generalized Plan Designation	Buildable Acres on Vacant Lots	Buildable Acres on Partially Vacant Lots	Total Buildable Acres
Residential			
Residential - Low Density	97	356	453
Residential - Medium Density	120	222	342
Residential - High Density	52	10	2
Mixed Use			
Mixed Use - Corridor	63	12	75
Mixed Use - Downtown	1	-	1
Total	333	600	33

Exhibit 7 shows Oregon City's buildable vacant and partially vacant residential land.

Exhibit 7. Unconstrained Vacant and Partially Vacant Residential Land, Oregon City, City Limits and UGB Areas, 2020



Redevelopment Potential

Over the 20-year study period a share of developed lots is likely to redevelop within new buildings. To account for the development capacity on these developed lots, Metro identifies a subset of developed lots as “redevelopable.” Metro has created two “filters” to identify lots with the potential to redevelop—a threshold method and historic probability method. For the Oregon City BLI, ECONorthwest used the estimate of redevelopable units on developed lots, as identified based on the threshold method,⁶ which is based on discussion with Metro staff.⁷

The result of this analysis for Oregon City is presented in Exhibit 8.

Exhibit 8. Estimate of housing units on potentially redevelopable lots by plan designation, Oregon City, City Limits and UGB Areas, 2019

Source: Metro BLI, using 2016 data to calculate redevelopment potential.

Plan Designation	Estimated Redevelopment Units
Residential	
Low Density Residential	660
Medium Density Residential	233
High Density Residential	733
Commercial	
Central Commercial	1,496
General Commercial	2,604
Total	5,726

⁶ Threshold Method. This method identifies lots where redevelopment would result in a net increase of 50% more than the current number of units on the site. The method uses property value thresholds where it is economically viable to for a lot to redevelop at this intensity. For suburban areas in the regional UGB the threshold is \$10 per square foot of property value for multifamily structures and \$12 per square foot for mixed use structures. If a lot's current property value is below these thresholds, it is assumed to have the potential to redevelop.

⁷ The capacity of partially vacant lots (where the lot could be further developed under current development standards without demolishing existing structures) is accounted for in the unconstrained buildable acres.

3. Historical and Recent Development Trends

Analysis of historical development trends in Oregon City provides insight into the functioning of the local housing market. The mix of housing types and densities, in particular, are key variables in forecasting the capacity of residential land to accommodate new housing and to forecast future land need. The specific steps are described in Task 2 of the *DLCD Planning for Residential Growth: A Workbook for Oregon's Urban Areas* as:

1. Determine the time period for which the data will be analyzed.
2. Identify types of housing to address (all needed housing types).
3. Evaluate permit/subdivision data to calculate the actual mix, average actual gross density, and average actual net density of all housing types.

This Housing Needs Analysis examines changes in Oregon City's housing market from 2000 to 2017, as well as residential development from 2000 to 2018. We selected this time period because (1) the period provides information about Oregon City's housing market before and after the national housing market bubble's growth and deflation, as well as the more recent increase in housing costs and (2) data about Oregon City's housing market during this period was readily available from sources such as the Census and RLIS.

The Housing Needs Analysis presents information about residential development by housing type. There are multiple ways that housing types can be grouped. For example, they can be grouped by:

1. Structure type (e.g., single-family detached, apartments, etc.).
2. Tenure (e.g., distinguishing unit type by owner or renter units).
3. Housing affordability (e.g., subsidized housing or units affordable at given income levels).
4. Some combination of these categories.

For the purposes of this study, we grouped housing types based on (1) whether the structure is stand-alone or attached to another structure and (2) the number of dwelling units in each structure. The housing types used in this analysis are consistent with needed housing types as defined in ORS 197.303:

- **Single-family detached** includes single-family detached units, manufactured homes on lots and in mobile home parks, and accessory dwelling units.
- **Single-family attached** is all structures with a common wall where each dwelling unit occupies a separate lot, such as row houses or townhouses.
- **Multifamily** is separated into two subgroups of attached structures other than single-family detached units, manufactured units, or single-family attached units. The two

subgroups are defined as: (1) duplexes, triplexes, and quadplexes and (2) multifamily buildings with five or more units.

In Oregon City, government-assisted housing (ORS 197.303[b] and housing for farmworkers (ORS 197.303[e]) can be any of the housing types listed above, as these housing types are regulated in the Oregon City Development Code in the same manner as any other housing type.

Data Used in This Analysis

Throughout this report, we used data from multiple well-recognized and reliable data sources. One of the key sources for housing and household data is the U.S. Census. This report primarily uses data from two Census sources:

- The **Decennial Census**, which is completed every ten years and is a survey of *all* households in the U.S. The Decennial Census is considered the best available data for information such as demographics (e.g., number of people, age distribution, or ethnic or racial composition), household characteristics (e.g., household size and composition), and housing occupancy characteristics. As of 2010, the Decennial Census does not collect more detailed household information, such as income, housing costs, housing characteristics, and other important household information. Decennial Census data is available for 2000 and 2010.
- The **American Community Survey (ACS)**, which is completed every year and is a *sample* of households in the U.S. From 2012 to 2016, the ACS sampled an average of 3.5 million households per year, or about 3% of the households in the nation. The ACS collects detailed information about households, such as: demographics (e.g., number of people, age distribution, ethnic or racial composition, country of origin, language spoken at home, and educational attainment), household characteristics (e.g., household size and composition), housing characteristics (e.g., type of housing unit, year unit built, or number of bedrooms), housing costs (e.g., rent, mortgage, utility, and insurance), housing value, income, and other characteristics.
- Metro's **RLIS** database, which provides tax lot data for jurisdictions within the three-county Metro Area (including Clackamas County). We use RLIS data tax lot data for as a proxy for building permit data for Oregon City.
- Metro's **2050 Distributed Forecast** for household and population growth was updated in March 2021 for Oregon City. We used this information to report projected population growth and as the basis for the household forecast in Chapter 5.
- **Property Radar and Redfin** databases, which are online platforms providing real estate and property owner data. We use these sources to collect housing sale price data in aggregate and by property.

In general, this report uses data from the 2012-2016 and 2014-2018 ACS 5-year estimates.⁸ Where information is available and relevant, we report information from the 2000 and 2010 Decennial Census. Among other data points, this report includes population, income, and housing price data from the Oregon Office of Economic Analysis, the Oregon Bureau of Labor and Industries, the United States Department of Housing and Urban Development, RLIS, Costar, Redfin, and Property Radar. It also uses the Oregon Department of Housing and Community Services affordable housing inventory and Oregon's Manufactured Dwelling Park inventory.

It is worth commenting on the methods used for the American Community Survey.⁹ The American Community Survey (ACS) is a national survey that uses continuous measurement methods. It uses a sample of about 3.54 million households to produce annually updated estimates for the same small areas (census tracts and block groups) formerly surveyed via the decennial census long-form sample. It is also important to keep in mind that all ACS data are estimates that are subject to sample variability. This variability is referred to as "sampling error" and is expressed as a band or "margin of error" (MOE) around the estimate.

This report uses Census and ACS data because, despite the inherent methodological limits, they represent the most thorough and accurate data available to assess housing needs. We consider these limitations in making interpretations of the data and have strived not to draw conclusions beyond the quality of the data.

⁸ For safe harbor assumptions, such as housing mix in Chapter 5, we use the most recent ACS 5-year estimates (2015-2019).

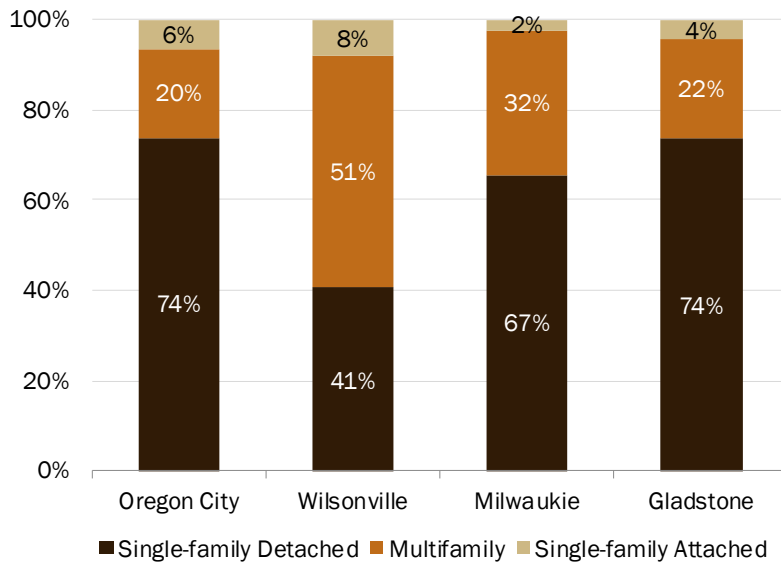
⁹ A thorough description of the ACS can be found in the Census Bureau's publication "What Local Governments Need to Know." <https://www.census.gov/library/publications/2009/acs/state-and-local.html>

Trends in Housing Mix

About 74% of Oregon City's housing stock was single-family detached.

Exhibit 9. Housing Mix, Oregon City, Wilsonville, Milwaukie, Gladstone 2013-2017

Source: U.S. Census Bureau, 2013-2017 ACS Table B25024.



Seventy-five percent of Clackamas County's housing stock was single-family detached.

Clackamas County had a smaller share of multifamily housing than the Portland Region and Oregon, but a similar share of multifamily housing compared to Oregon City.

Exhibit 10. Housing Mix, Clackamas County, Portland Region, Oregon, 2013-2017

Source: U.S. Census Bureau, 2013-2017 ACS Table B25024.

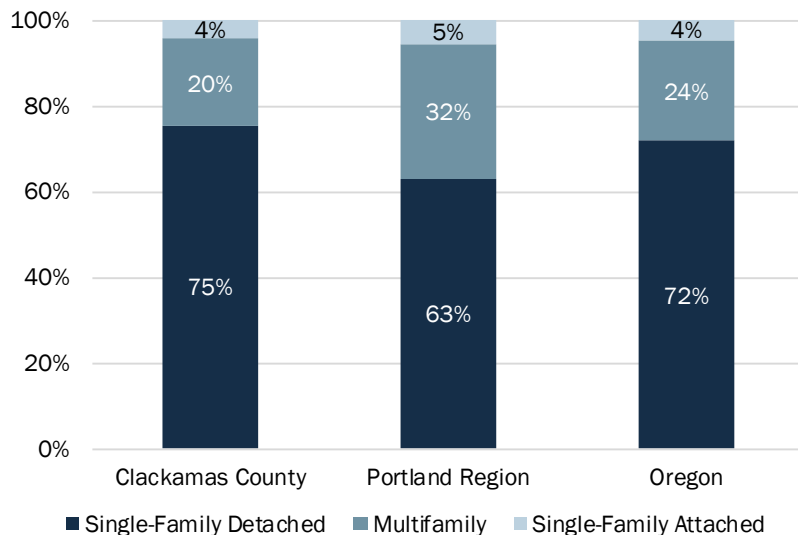
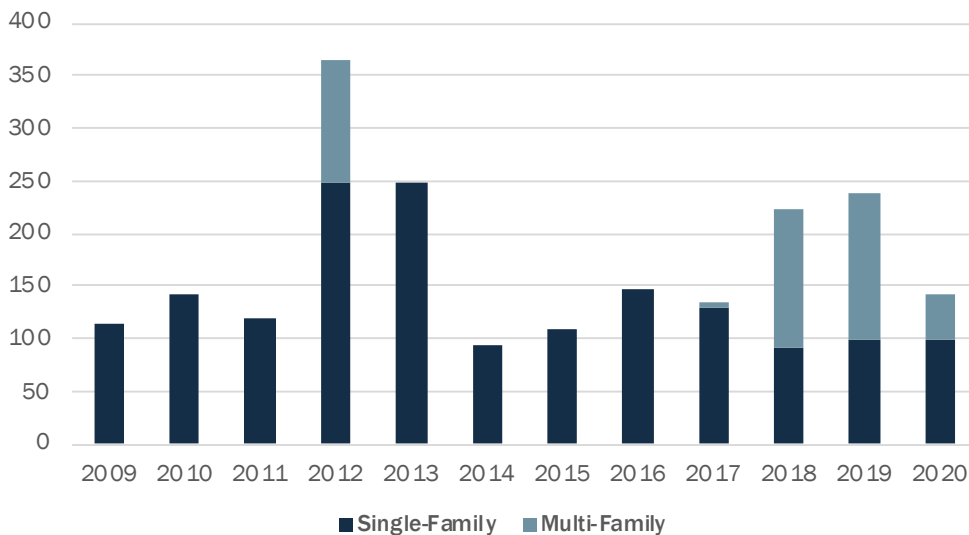


Exhibit 11 shows that over the 2009 to 2020 period, Oregon City had construction of 2,073 dwelling units, with an average of 173 units built per year. Of these units, about 79% were for single-family dwelling units.

Exhibit 11. New Residential Dwelling Units Built by Housing Type, Oregon City, 2009 through 2020
Source: Oregon City.



Trends in Housing Density

This section shows historic densities for new residential construction by housing type and by Plan Designation. To conduct the analysis, we used the RLIS database (a proxy for building permit data). Exhibit 12 shows that Oregon City's average housing density, of units built between 2000 to 2020, was 6.6 dwelling units per net acre. In this period, the average density for multifamily housing was 17.4 units per net acre with an average lot size of 0.77 acres; the average density for single family housing was 6.3 units per net acre with an average lot size of 0.16 acres.

Exhibit 12. Average Density of New Residential Construction Permitted by Type of Unit and Plan Designation, Oregon City, 2000 through 2020
Source: RLIS. Note: DU is dwelling unit.

Plan Designations	Single Family Dwelling Units			Multifamily Dwelling Units			Total, Combined		
	Units	Acres	Net Density	Units	Acres	Net Density	Units	Acres	Net Density
Residential	3,540	565	6.3	230	14	16.9	3,770	578	6.5
Low Density	2,628	495	5.3	14	7	2.1	2,642	502	5.3
Medium Density	500	47	10.6	20	2	12.5	520	49	10.7
High Density	412	23	18.2	196	5	.0	608	28	21.8
Commercial	23	1	21.1	64	3	19.3	87	4	19.8
Commercial	-	-	-	15	1	19.5	15	1	19.5
Mixed Use Corridor	23	1	21.1	49	3	19.3	72	4	19.8
Total	3,563	566	6.3	294	17	17.4	3,857	583	6.6

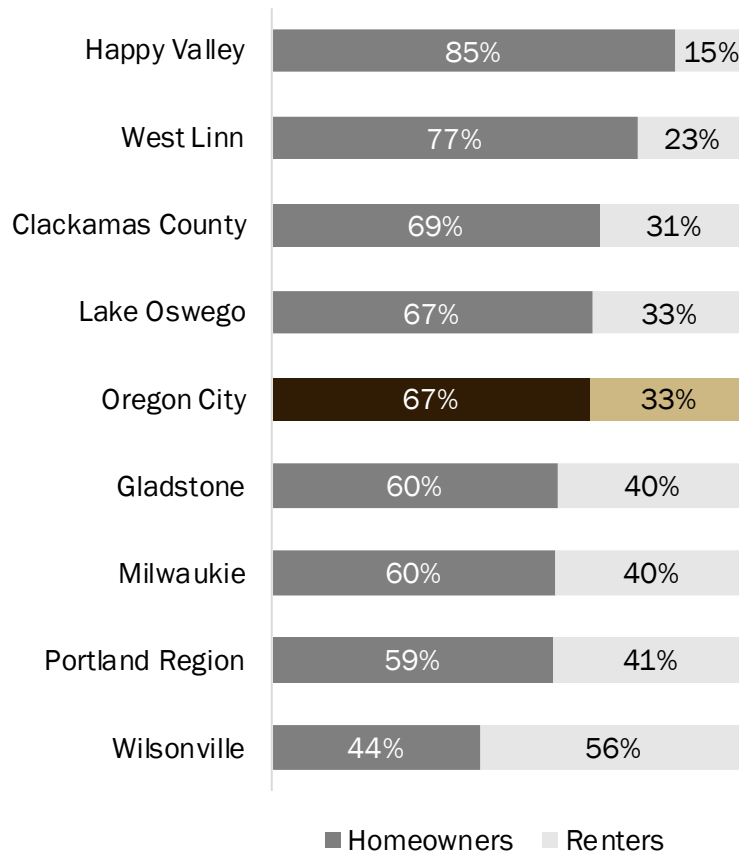
Trends in Tenure

Housing tenure describes whether a dwelling is owner- or renter-occupied.

In the 2012-2016 period, Oregon City had a homeownership rate of 67%, which was slightly below Clackamas County's homeownership rate of 69%.

Exhibit 13. Housing Tenure, Oregon City and Comparison Areas, 2012-2016

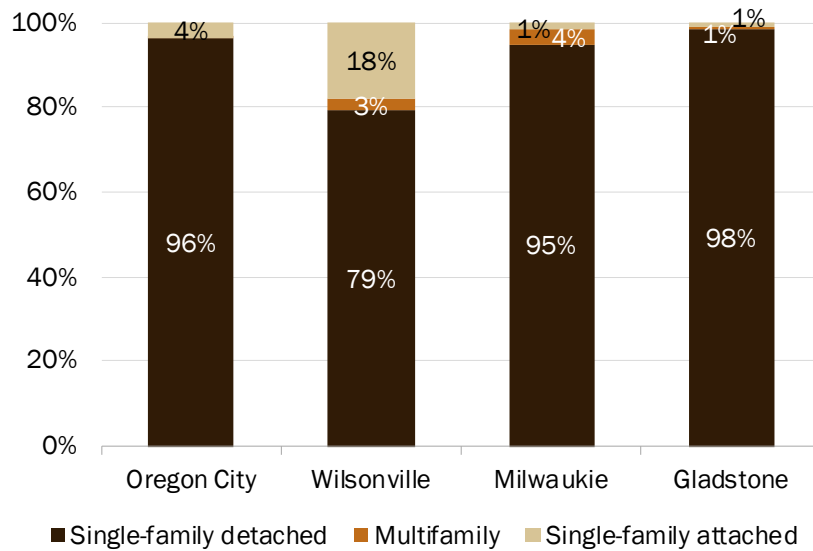
Source: U.S. Census Bureau, 2012-2016 ACS Table B25032.



Nearly all homeowners in Oregon City (96%) lived in single-family detached housing.

Exhibit 14. Types of units occupied by Homeowners, Oregon City, Wilsonville, Milwaukie, Gladstone, 2012-2016

Source: U.S. Census Bureau, 2012-2016 ACS Table B25032.

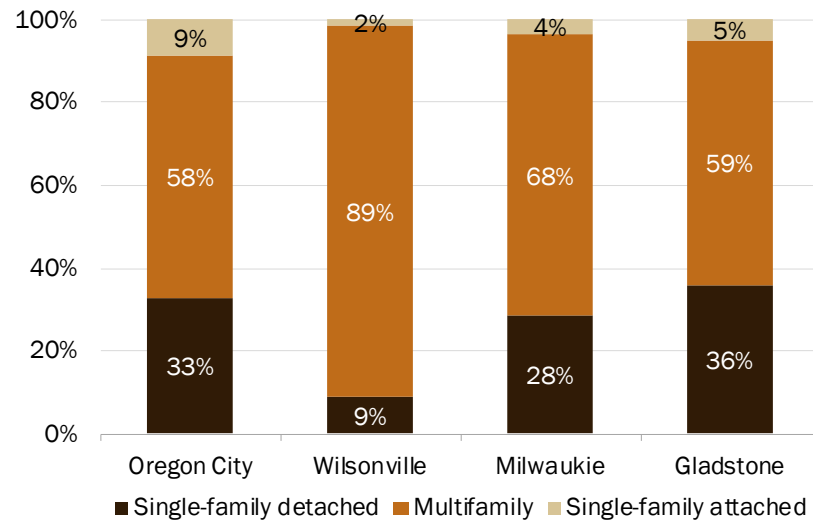


Nearly 60% of renters in Oregon City lived in multifamily housing.

In Oregon City, a third of renters lived in single-family detached housing.

Exhibit 15. Types of Units Occupied by Renters, Oregon City, Wilsonville, Milwaukie, Gladstone, 2012-2016

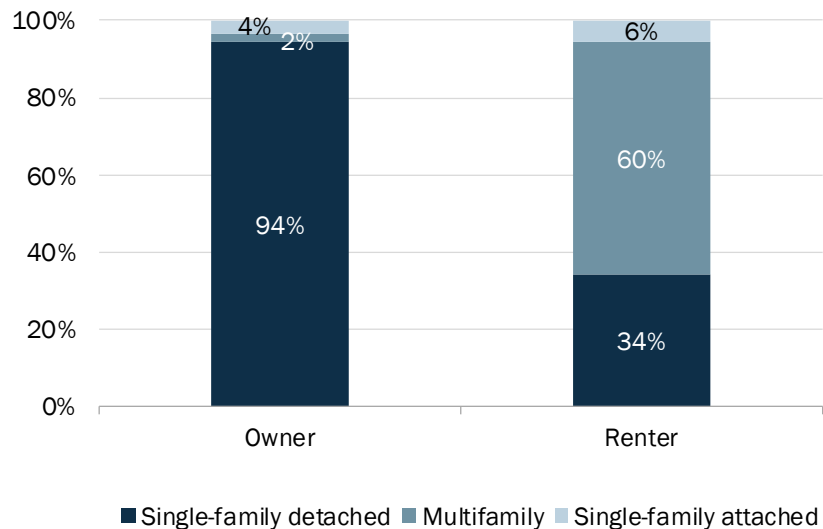
Source: U.S. Census Bureau, 2012-2016 ACS Table B25032.



Like Oregon City, most of Clackamas County's homeowners (94%) lived in single-family detached housing.

Exhibit 16. Types of Units Occupied by Homeowners and Renters, Clackamas County, 2012-2016

Source: U.S. Census Bureau, 2012-2016 ACS Table B25032.



Vacancy Rates

The Census defines vacancy as: "Unoccupied housing units... determined by the terms under which the unit may be occupied, e.g., for rent, for sale, or for seasonal use only." The 2010 Census identified vacancy through an enumeration, separate from (but related to) the survey of households. Enumerators are obtained using information from property owners and managers, neighbors, rental agents, and others.

According to the 2013-2017 Census, vacancy rates by jurisdiction were:¹⁰

- Oregon: 9.3%
- Portland Region 5.5%
- Clackamas County: 6.0%
- **Oregon City: 3.6%**

¹⁰ Source: U.S. Census Bureau, 2013-2017 ACS, Table B25032.

Publicly Supported Housing

Oregon City had 634 publicly supported, affordable units. Most of these units were available for families.

Exhibit 17. Publicly Supported Housing, Oregon City, June 2020
Source: Oregon Housing and Community Services.

Development Name	Total Units	Restricted Units	Population Served
Birchwood Dr	6	6	Family
Hughes St	1	1	Family
Forest Ridge Ln	1	1	Family
Salmonberry Dr	1	1	Family
6th St	4	4	Family
Clairmont Way	1	1	Family
Molalla Ave	6	6	Family
S Redland Rd	1	1	Family
Lafayette Ave	2	2	Family
Whitney Ln	1	1	Family
Latourette St	1	1	Family
Hilda St	1	1	Family
Buchanan St	2	2	Family
Prospect St	1	1	Family
Clackamas Heights	100	99	Family
Fisher Ridge	19	18	Family
Kingsberry Heights	260	260	Family
Meadowlark	15	15	Family
Oregon City Terrace	47	47	Family
Oregon City View Manor	100	100	Family
Our Apartment	4	4	Family
Pleasant Avenue Veteran Housing	24	24	Veterans
Rosewood Terrace	38	38	Family
Totals	636	634	-

Manufactured Homes

Manufactured homes provide a source of affordable housing. They also provide a form of homeownership that can be made available to low- and moderate-income households. Cities are required to plan for manufactured homes—both on lots and in parks (ORS 197.475-492

Generally, manufactured homes in parks (communities) are owned by the occupants who pay rent for the space. Monthly housing costs are typically lower for a homeowner in a manufactured home community for several reasons, including the fact that property taxes levied on the value of the land are paid by the property owner, rather than the manufactured homeowner. The value of the manufactured home generally does not appreciate in the way a conventional home would, however. Manufactured homeowners in communities are also subject to the mercy of the property owner in terms of rent rates and increases. It is generally not within the means of a manufactured homeowner to relocate to another manufactured home to escape rent increases. Homeowners living in a park is desirable to some because it can provide a more secure community with on-site managers and amenities, such as laundry and recreation facilities.

OAR 197.480(4) requires cities to inventory mobile home or manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial, or high-density residential development. In 2006, Oregon City adopted regulations related to manufactured home park closures.¹¹ This section presents the inventory of mobile and manufactured home communities for Oregon City as of May 2020.

Oregon City had four manufactured home communities within its UGB.

Within these parks, there were a total of 885 spaces, 9 of which were vacant as of May 2020.

Exhibit 18. Inventory of Mobile/Manufactured Home Communities, Oregon City, May 2020

Source: Oregon Manufactured Dwelling Park Directory.

Name	Location	Type	Total Spaces	Vacant Spaces	Zone
Char-Diaz Estates	13678 Char-Diaz r	55+	22	0	R 3.5
Cherry Lane	20248 Highway 213	55+	66	0	R 3.5
Clairmont Mtg Housing Park	13531 Clairmont Way	Family	189	0	R .5
Mount Pleasant Mobile Home Park	18780 Central Point Rd	Family	68	2	R 3.5
Country Village Estates	14630 South Village Court	Family	499	7	County
Forest Park Mobile Village	18830 S Hwy 9 E	Family	41	0	County
Totals			885	9	

¹¹ OCMC 15.52.

4. Demographic and Other Factors Affecting Residential Development in Oregon City

Demographic trends are important for a thorough understanding of the dynamics of the Oregon City housing market. Oregon City exists in a regional economy; trends in the region impact the local housing market. This chapter documents demographic, socioeconomic, and other trends relevant to Oregon City at the national, state, and regional levels.

Demographic trends provide a context for growth in a region; factors such as age, income, migration, and other trends show how communities have grown and how they will shape future growth. To provide context, we compare Oregon City to Clackamas County, the Portland region (defined as Clackamas, Multnomah, and Washington Counties), and Oregon. We also compare Oregon City to nearby cities where appropriate. Characteristics such as age and ethnicity are indicators of how the population has grown in the past and provide insight into factors that may affect future growth.

A recommended approach to conducting a housing needs analysis is described in *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, the Department of Land Conservation and Development's guidebook on local housing needs studies. As described in the guidebook, the specific steps in the Housing Needs Analysis are:

1. Project the number of new housing units needed in the next 20 years.
2. Identify relevant national, state, and local demographic and economic trends and factors that may affect the 20-year projection of structure type mix.
3. Describe the demographic characteristics of the population and, if possible, the housing trends that relate to demand for different types of housing.
4. Determine the types of housing that are likely to be affordable to the projected households based on household income.
5. Determine the needed housing mix and density ranges for each plan designation and the average needed net density for all structure types.
6. Estimate the number of additional needed units by structure type.

This chapter presents data to address steps 2, 3, and 4 in this list. Chapter 5 presents data to address steps 1, 5, and 6 in this list.

Demographic and Socioeconomic Factors Affecting Housing Choice¹²

Analysts typically describe housing demand as the *preferences* for different types of housing (e.g., single-family detached or apartment) and the *ability to pay* for that housing (the ability to exercise those preferences in a housing market by purchasing or renting housing; in other words, income or wealth).

Many demographic and socioeconomic variables affect housing choice. However, the literature about housing markets finds that age of the householder, size of the household, and income are most strongly correlated with housing choice.

- **Age of householder** is the age of the person identified (in the Census) as the head of household. Households make different housing choices at different stages of life. This chapter discusses generational trends, such as housing preferences of Baby Boomers, people born from about 1946 to 1964, Millennials, people born from about 1980 to 2000, and Generation Z, people born between 1997 and 2012¹³ (Generation X, the generation between Baby Boomers and Millennials, is a smaller age group and does not generally drive housing demand.)
- **Size of household** is the number of people living in the household. Younger and older people are more likely to live in single-person households. People in their middle years are more likely to live in multi-person households (often with children).
- **Household income** is probably the most important determinant of housing choice. Income is strongly related to the type of housing a household chooses (e.g., single-family detached, duplex, or a building with more than five units) and to household tenure (e.g., rent or own).

¹² The research in this chapter is based on numerous articles and sources of information about housing, including:

Davis, Hibbits & Midghal Research, “Metro Residential Preference Survey,” May 2014.

D. Myers and S. Ryu, *Aging Baby Boomers and the Generational Housing Bubble*, Journal of the American Planning Association, Winter 2008.

George Galster. People Versus Place, People and Place, or More? New Directions for Housing Policy, Housing Policy Debate, 2017.

Herbert, Christopher and Hrabchak Molinsky. “Meeting the Housing Needs of an Aging Population,” 2015.

J. McIlwain, *Housing in America: The New Decade*, Urban Land Institute, 2010.

L. Lachman and D. Brett, *Generation Y: America’s New Housing Wave*, Urban Land Institute, 2010.

Schuetz, Jenny. Who is the new face of American homeownership? Brookings, 2017.

The American Planning Association, “Investing in Place; Two generations’ view on the future of communities,” 2014.

Transportation for America, “Access to Public Transportation a Top Criterion for Millennials When Deciding Where to Live, New Survey Shows,” 2014.

¹³ The range of years that define generations vary across sources. We have referenced the general age range for Millennials and Generation Z, and some years may overlap depending on the definition.

This chapter focuses on these factors, presenting data that suggests how changes to these factors may affect housing need in Oregon City over the next 20 years.

National Trends¹⁴

This brief summary on national housing trends builds on previous work by ECONorthwest as well as Urban Land Institute (ULI) reports and conclusions from *The State of the Nation's Housing* report from the Joint Center for Housing Studies of Harvard University. The Harvard report (2020) summarizes the national housing outlook as follows:

Given the profound impact of the pandemic on how US households live and work, there is plenty of reason to believe that it could bring meaningful changes to housing markets. With millions of people forced to work remotely, employers and employees alike may find this an attractive option even after the pandemic ends. If so, demand would likely increase for homes large enough to provide office space, as well as easy access to outdoor spaces to exercise and socialize. And if long commutes are no longer everyday requirements, many households may move to lower-density areas where housing is less expensive. However, a major shift in residential development patterns is far from certain. What is certain is that the need for more housing of all types, locations, and price points will persist. In the near term, the outlook for housing markets is bright, fueled by very low interest rates as well as unabated demand from more affluent households. If the pandemic persists, however, it will remain a serious drag on the labor market and wage growth, and ultimately on household formations. Still, the pandemic's negative impact on markets should be relatively muted given historically tight conditions on the supply side.

However, challenges to a strong domestic housing market remain. Rising mortgage rates, the tight credit market, and limited inventory of entry-level homes make housing unaffordable for many Americans, especially younger Americans. In addition to rising housing costs, wages have also failed to keep pace, worsening affordability pressures. Single-family and multifamily housing supplies remain tight, which compound affordability issues. *The State of the Nation's Housing* report emphasizes the importance of government assistance and intervention to keep housing affordable moving forward. Several challenges and trends shaping the housing market are summarized below:

- **Bounce back in residential construction led by single-family starts.** New construction made a sharp comeback in summer 2020 led by single-family construction. Single-family starts in 2020 began at about a 900,000-unit annual rate (the fastest pace since the Great Recession), before dipping to a below 700,000-unit annual rate in April due to the COVID-19 pandemic. Then, single-family starts hit a 1.1-million-unit annual rate in September 2020—marking it as the strongest month for single-family homebuilding in

¹⁴ These trends are based on information from (1) the Joint Center for Housing Studies of Harvard University's publication "The State of the Nation's Housing 2020," (2) Urban Land Institute, "2021 Emerging Trends in Real Estate," and (3) the U.S. Census.

over 13 years. Multifamily unit starts also continued to climb, increasing by 7.5% from about 374,000 units in 2018 to about 402,000 units in 2019. Notably, 2019 marked the first year since 1988 that multifamily starts topped 400,000. In 2019, home sales averaged 3.9 months which is below what is considered balanced (six months), with lower-cost and moderate-cost homes experiencing the tightest inventories. *The State of the Nation's Housing* report cited lack of skilled labor, rising construction costs, land use regulations (particularly density restrictions), and development fees as constraints on new construction.

- **Demand shift from renting to owning.** After years of decline, the national homeownership rate increased slightly from 64.4% in 2018 to 64.6% in 2019. Trends suggest the recent homeownership increases are among householders of all age groups; however, new growth in homeownership since the post-Great Recession low of 2013 resulted from households with higher incomes. About 88% of net new growth (2013 to 2019) was among households with incomes of \$150,000 or more.
- **Housing affordability.** Despite a recent downward trend, 37.1 million American households spent more than 30% of their income on housing in 2019 which is 5.6 million more households than in 2001. Renter households experienced cost-burden at more than double the rate of homeowners (46% versus 21%) with the number of cost-burdened renters exceeding cost-burdened homeowners by 3.7 million in 2019. Affordability challenges continued to move up the income ladder, with the share of cost-burdened middle-income households increasing slightly from 2018 to 2019 even as the share of low-income households experiencing cost-burden declined slightly over the same period. Households under the age of 25 and over the age of 85 had the highest rates of housing cost-burden.
- **Long-term growth and housing demand.** The Joint Center for Housing Studies forecasts that, nationally, demand for new homes could total as many as 12 million units between 2018 and 2028¹⁵. Much of the demand will come from Baby Boomers, Millennials,¹⁶ and immigrants. The Urban Land Institute cites the trouble of overbuilding in the luxury sector while demand is in mid-priced single-family houses affordable to a larger buyer pool.
- **Growth in rehabilitation market.**¹⁷ Aging housing stock and poor housing conditions are growing concerns for jurisdictions across the United States. With almost 80% of the nation's housing stock at least 20 years old (and 40% at least 50 years old), Americans are spending in excess of \$400 billion per year on residential renovations and repairs. As

¹⁵ The Joint Center for Housing Studies of Harvard University. *The State of the Nation's Housing* 2019.

¹⁶ According to the Pew Research Center, Millennials were born between the years of 1981 to 1996 and Generation Z were born between 1997 to 2012 (inclusive). Read more about generations and their definitions here: <http://www.pewresearch.org/fact-tank/2018/03/01/defining-generations-where-millennials-end-and-post-millennials-begin/>.

¹⁷ These findings are copied from: Joint Center for Housing Studies. (2019). *Improving America's Housing*, Harvard University. Retrieved from: https://www.jchs.harvard.edu/sites/default/files/Harvard_JCHS_Improving_Americas_Housing_2019.pdf

housing rehabilitation becomes the go-to solution to address housing conditions, the home remodeling market has grown more than 50% since the recession ended — generating 2.2% of national economic activity (in 2017).

Despite trends suggesting growth in the rehabilitation market, rising construction costs and complex regulatory requirements pose barriers to rehabilitation. Lower-income households or households on fixed incomes may defer maintenance for years due to limited financial means, escalating rehabilitation costs. At a certain point, the cost of improvements may outweigh the value of the structure, which may necessitate new responses such as demolition or redevelopment.

- **Declining residential mobility.**¹⁸ Residential mobility rates have declined steadily since 1980. Nearly one in five Americans moved every year in the 1980s, compared to one in ten Americans between 2018 and 2019. While reasons for decline in residential mobility are uncertain, contributing factors include demographic, housing affordability, and labor-related changes. For instance, as Baby Boomers and Millennials age, mobility rates are expected to fall as people typically move less as they age. Harvard University's Research Brief (2020) also suggests that increasing housing costs could be preventing people from moving if they are priced out of desired neighborhoods or if they prefer to stay in current housing as prices rise around them. Other factors that may impact mobility include: the rise in dual-income households (which complicates job-related moves), the rise in work-from-home options, and the decline in company-funded relocations. While decline in mobility rates span all generations, they are greatest among young adults and renters, two of the more traditionally mobile groups.
- **Changes in housing preference.** Housing preference will be affected by changes in demographics, most notably: the aging of Baby Boomers, housing demand from Millennials and Generation Z, and growth of immigrants.
 - *Baby Boomers.* In 2020, the oldest members of this generation were in their seventies and the youngest were in their fifties. The continued aging of the Baby Boomer generation may affect the housing market. In particular, Baby Boomers' may influence housing preference and homeownership trends. Preferences (and needs) may vary for Boomers' moving through their 60s, 70s, and 80s (and beyond). They will require a range of housing opportunities. For example, "aging baby boomers are increasingly renters-by-choice, [preferring] walkable, high-energy, culturally evolved communities."¹⁹ Many seniors are also moving to planned retirement destinations earlier than expected as they experience the benefits of work-from-home trends (accelerated by COVID-19). Additionally, the supply of caregivers is decreasing as people in this cohort move from giving care to needing care, making more inclusive, community-based, congregate settings more important. Senior households earning different incomes may make distinct housing choices. For

¹⁸ Frost, R. (2020). "Are Americans stuck in place? Declining residential mobility in the US." Joint Center for Housing Studies of Harvard University's Research Brief.

¹⁹ Urban Land Institute. Emerging Trends in Real Estate, United States and Canada. 2019.

instance, low-income seniors may not have the financial resources to live out their years in a nursing home and may instead choose to downsize to smaller, more affordable units. Seniors living in proximity to relatives may also choose to live in multigenerational households.

Research shows that “older people in western countries prefer to live in their own familiar environment as long as possible,” but aging in place does not only mean growing old in their own homes.²⁰ A broader definition exists which defines aging in place as “remaining in the current community and living in the residence of one’s choice.”²¹ Some Baby Boomers are likely to stay in their home as long as they are able, and some will prefer to move into other housing products, such as multifamily housing or age-restricted housing developments, before they move into to a dependent living facility or into a familial home. Moreover, “the aging of the U.S. population, [including] the continued growth in the percentage of single-person households, and the demand for a wider range of housing choices in communities across the country is fueling interest in new forms of residential development, including tiny houses.”²²

- *Millennials.* Over the last several decades, young adults have increasingly lived in multigenerational housing—more so than older demographics.²³ However, as Millennials move into their early- to mid-thirties, postponement of family formation is ending and millennials are likely to prefer a wide range of housing types in urban or suburban areas, including detached, single family homes and multifamily housing types in walkable neighborhoods.

At the beginning of the 2007–2009 recession, Millennials only began to form their own households. Today, Millennials are driving much of the growth in new households, albeit at slower rates than previous generations. As this generation continues to progress into their homebuying years, they may seek out affordable, modest-sized homes. This will prove challenging as the market for entry-level, single-family homes has remained stagnant. Although construction of smaller homes (< 1,800 sq. ft.) increased in 2019, they only represented 24% of single-family units.

Millennials’ average wealth may remain far below Boomers and Gen Xers, and student loan debt will continue to hinder consumer behavior and affect retirement savings. As of 2020, Millennials comprised 38% of home buyers, while Gen Xers

²⁰ Vanleerberghe, Patricia, et al. (2017). The quality of life of older people aging in place: a literature review.

²¹ *Ibid.*

²² American Planning Association. Making Space for Tiny Houses, Quick Notes.

²³ According to the Pew Research Center, in 1980, just 11% of adults aged 25 to 34 lived in a multigenerational family household, and by 2008, 20% did (82% change). Comparatively, 17% of adults aged 65 and older lived in a multigenerational family household, and by 2008, 20% did (18% change).

comprised 23% and Boomers 33%.²⁴ “By the year 2061, it is estimated that \$59 trillion will be passed down from boomers to their beneficiaries,” presenting new opportunities for Millennials (as well as Gen X and Gen Z).²⁵

- *Generation Z.* In 2020, the oldest members of Generation Z were in their early 20s and the youngest in their early childhood years. By 2040, Generation Z will be between 25 and 40 years old. While they are more racially and ethnically diverse than previous generations, when it comes to key social and policy issues they look very much like Millennials. Generation Z was set to inherit a strong economy and record-low unemployment.²⁶ However, because the long-term economic impacts of COVID 19 are unknown, Generation Z may now be looking at an uncertain future.

While researchers do not yet know how Generation Z will behave in adulthood, many expect they will follow patterns of previous generations. A segment is expected to move to urban areas for reasons similar to previous cohorts (namely, the benefits that employment, housing, and entertainment options bring when they are in close proximity). However, this cohort is smaller than Millennials (67 million vs. 72 million) which may lead to slowing real estate demand, including in city centers.

- *Immigrants.* Research on foreign-born populations shows that immigrants, more than native-born populations, live in multigenerational housing for a variety of reasons. Still, immigration and increased homeownership among minorities could also play a key role in accelerating household growth over the next 10 years. Current Population Survey estimates indicate that the number of foreign-born households rose by nearly 400,000 annually between 2001 and 2007, and they accounted for nearly 30% of overall household growth. Beginning in 2008, the influx of immigrants was staunchly by the effects of the Great Recession. After a period of declines, the foreign-born population again began contributing to household growth, despite a decline in immigration rates in 2019. The Census Bureau’s estimates of net immigration in 2019 indicate that 595,000 immigrants moved to the United States from abroad, down from 1.2 million immigrants in 2017–2018. However, as noted in *The State of the Nation’s Housing* (2020) report, “because the majority of immigrants do not immediately form their own households upon arrival in the country, the drag on household growth from lower immigration only becomes apparent over time.”
- *Diversity.* The growing diversity of American households will have a large impact on the domestic housing markets. Over the coming decade, minorities will make up a

²⁴ National Association of Realtors. (2020). 2020 Home Buyers and Sellers Generational Trends Report, March 2020. Retrieved from: <https://www.nar.realtor/research-and-statistics/research-reports/home-buyer-and-seller-generational-trends>

²⁵ PNC. (n.d.). Ready or Not, Here Comes the Great Wealth Transfer. Retrieved from: <https://www.pnc.com/en/about-pnc/topics/pnc-pov/economy/wealth-transfer.html>

²⁶ Parker, K. & Igielnik, R. (2020). On the cusp of adulthood and facing an uncertain future: what we know about gen Z so far. Pew Research Center. Retrieved from: <https://www.pewsocialtrends.org/essay/on-the-cusp-of-adulthood-and-facing-an-uncertain-future-what-we-know-about-gen-z-so-far/>

larger share of young households and constitute an important source of demand for both rental housing and small homes. The growing gap in homeownership rates between White and Black households as well as the larger share of minority households that are cost burdened warrant consideration. White households had a 73% homeownership rate in 2019 compared to a 43% rate for Black households. This 30 percentage point gap is the largest disparity since 1983. Although homeownership rates are increasing for some minorities, Black and Latinx households are more likely to have suffered disproportionate impacts of the pandemic and forced sales could negatively impact homeownership rates. This, combined with systemic discrimination in the housing and mortgage markets and lower incomes relative to White households, leads to higher rates of cost burden for minorities —43% for Black, 40% for Latinx, 32% for Asian and 25% for White in 2019. As noted in *The State of the Nation's Housing* (2020) report, “the impacts of the pandemic have shed light on the growing racial and income disparities in the nation between the nation’s haves and have-nots are the legacy of decades of discriminatory practices in the housing market and in the broader economy.”

- **Changes in housing characteristics.** The U.S. Census Bureau’s Characteristics of New Housing Report (2019) presents data that show trends in the characteristics of new housing for the nation, state, and local areas. Several long-term trends in the characteristics of housing are evident from the New Housing Report:²⁷
 - *Larger single-family units on smaller lots.* Between 1999 and 2019, the median size of new single-family dwellings increased by 13% nationally, from 2,028 sq. ft. to 2,301 sq. ft., and 14% in the western region from 2,001 sq. ft. in 1999 to 2,279 sq. ft. in 2019. Moreover, the percentage of new units smaller than 1,400 sq. ft. nationally decreased by more than half, from 16% in 1999 to 7% in 2019. The percentage of units greater than 3,000 sq. ft. increased from 17% in 1999 to 25% of new one-family homes completed in 2019. In addition to larger homes, a move toward smaller lot sizes was seen nationally. Between 2009 and 2019, the percentage of lots less than 7,000 sq. ft. increased from 25% to 33%.
 - *Larger multifamily units.* Between 1999 and 2019, the median size of new multifamily dwelling units increased by 3.4% nationally. In the western region, the median size decreased by 1.9%. Nationally, the percentage of new multifamily units with more than 1,200 sq. ft. increased from 28% in 1999 to 35% in 2019 and increased from 25% to 27% in the western region.
 - *Household amenities.* Across the United States since 2013, an increasing number of new units had air-conditioning (fluctuating year by year at over 90% for both new single-family and multifamily units). In 2000, 93% of new single-family houses had two or more bathrooms, compared to 96% in 2019. The share of new multifamily units with two or more bathrooms decreased from 55% of new multifamily units to

²⁷ U.S. Census Bureau, Highlights of Annual 2019 Characteristics of New Housing. Retrieved from: <https://www.census.gov/construction/chars/highlights.html>

45%. As of 2019, 92% of new single-family houses in the United States had garages for one or more vehicles (from 89% in 2000). Additionally, if work from home dynamics become a more permanent option, then there may be rising demand for different housing amenities such as more space for home offices or larger yards for recreation.

- *Shared amenities.* Housing with shared amenities grew in popularity, as it may improve space efficiencies and reduce per-unit costs and/or maintenance costs. Single-room occupancies (SROs), cottage clusters, cohousing developments, and multifamily products are common housing types that take advantage of this trend.²⁸ Shared amenities may take many forms and include shared bathrooms, kitchens, other home appliances (e.g., laundry facilities, outdoor grills), security systems, outdoor areas (e.g., green spaces, pathways, gardens, rooftop lounges), fitness rooms, swimming pools, tennis courts, and free parking.²⁹

State Trends

In August 2019, the State of Oregon passed statewide legislation -- Oregon House Bill 2001 and 2003. **House Bill 2001 (HB2001)** required many Oregon communities to accommodate middle housing within single-family neighborhoods. “Medium Cities” — those with 10,000 to 25,000 residents outside the Portland metro area — are required to allow duplexes on each lot or parcel where a single-family home is allowed. “Large Cities” — those with over 25,000 residents and nearly all jurisdictions in the Portland metro urban growth boundary (UGB) — must meet the same duplex requirement as well as allow triplexes, fourplexes, townhomes, and cottage clusters in all areas that are zoned for residential use and allow single-family homes. Oregon City has recently made a variety of amendments to the development code to allow more housing types and is currently working through the process of making adjustment to comply with HB 2001 which will be implemented by July 2022.

Middle housing is generally built at a similar scale as single-family homes but at higher residential densities. It provides a range of housing choices at different price points within a community.

House Bill 2003 (HB2003) envisions Oregon’s housing planning system is reformed from a singular focus (on ensuring adequate available land) to a more comprehensive approach that also achieves these critical goals: (1) support and enable the construction of sufficient units to accommodate current populations and projected household growth and (2) reduce geographic

²⁸ Single-room occupancies are residential properties with multiple single-room dwelling units occupied by a single individual. From: U.S. Department of Housing and Urban Development. (2001). *Understanding SRO*. Retrieved from: <https://www.hudexchange.info/resources/documents/Understanding-SRO.pdf>

²⁹ Urbsworks. (n.d.). Housing Choices Guidebook: A Visual Guide to Compact Housing Types in Northwest Oregon. Retrieved from: <https://www.oregon.gov/lcd/Publications/Housing-Choices-Booklet-DIGITAL.pdf>

Saiz, Albert and Salazar, Arianna. (n.d.). Real Trends: The Future of Real Estate in the United States. Center for Real Estate, Urban Economics Lab.

disparities in access to housing (especially affordable and publicly supported housing). In that, HB 2003 required the development of a methodology for projecting *regional* housing need and allocate that need to local jurisdictions. It also expanded local government responsibilities for planning to meet housing need by requiring cities to develop and adopt Housing Production Strategies.³⁰

Prior to the passage of these bills, Oregon developed its *2016–2020 Consolidated Plan* which includes a detailed housing needs analysis as well as strategies for addressing housing needs statewide. The plan concluded that “a growing gap between the number of Oregonians who need affordable housing, and the availability of affordable homes has given rise to destabilizing rent increases, an alarming number of evictions of low- and fixed- income people, increasing homelessness, and serious housing instability throughout Oregon.” It identified the following issues that describe housing need statewide:³¹

- For housing to be considered affordable, a household should pay up to one-third of their income toward rent, leaving money left over for food, utilities, transportation, medicine, and other basic necessities. Today, one in two Oregon households pays more than one-third of their income toward rent, and one in three pays more than half of their income toward rent.
- More school children are experiencing housing instability and homelessness. The rate of K–12 homeless children increased by 12% from the 2013–2014 school year to the 2014–2015 school year.
- Oregon has 28,500 rental units that are affordable and available to renters with extremely low incomes. There are about 131,000 households that need those apartments, leaving a gap of 102,500 units.
- Housing instability is fueled by an unsteady, low-opportunity employment market. Over 400,000 Oregonians are employed in low-wage work. Low-wage work is a growing share of Oregon’s economy. When wages are set far below the cost needed to raise a family, the demand for public services grows to record heights.
- Women are more likely than men to end up in low-wage jobs. Low wages, irregular hours, and part-time work compound issues.
- People of color historically constitute a disproportionate share of the low-wage work force. About 45% of Latinx, and 50% of African Americans, are employed in low-wage industries.
- The majority of low-wage workers are adults over the age of 20, many of whom have earned a college degree, or some level of higher education.

³⁰ This Housing Needs Analysis is not required to comply with HB 2003 because it will be adopted prior to January, 2022. The City is expected to comply with HB 2003 at the next HNA which is anticipated in six years.

³¹ These conclusions are copied directly from the report: Oregon’s 2016–2020 Consolidated Plan. Retrieved from: <http://www.oregon.gov/ohcs/docs/Consolidated-Plan/2016-2020-Consolidated-Plan-Amendment.pdf>.

- In 2019, minimum wage in Oregon³² was \$11.2 compared to \$12.50 in the Portland Metro, and \$11.00 for nonurban counties.

Oregon developed its *Statewide Housing Plan* in 2018. The Plan identified six housing priorities to address in communities across the State over the 2019 to 2023 period (summarized below). In August 2020, Oregon Housing and Community Services (OHCS) released a summary of their progress.³³ The following section includes summaries and excerpts from their status report:

- **Equity and Racial Justice.** *Advance equity and racial justice by identifying and addressing institutional and systemic barriers that have created and perpetuated patterns of disparity in housing and economic prosperity.*

OHCS built internal organizational capacity through staff trainings on Equity and Racial Justice (ERJ) and hired an Equity, Diversity and Inclusion Manager. OHCS established a workgroup to support equity in their data system and approved an internal organizational structure to advance and support ERJ within all areas of OHCS. Now, OHCS is developing funding mechanisms to encourage culturally specific organizations to increase services to underserved communities and to increase the number and dollar amounts of contracts awarded to minority, women, and emerging small businesses (MWESBs).

- **Homelessness.** *Build a coordinated and concerted statewide effort to prevent and end homelessness, with a focus on ending unsheltered homelessness of Oregon's children and veterans.*

The Homeless Services Section (HSS) made progress in building a foundation for planning and engagement across intersecting economic, social, and health systems. The OHCS Veteran Leadership team established recurring information-sharing sessions with federal, state, and local partners. HSS convened Oregon Homeless Management Information System (HMIS) stakeholders to build recommendations and co-construct a path toward a new HMIS implementation and data warehouse. HSS established successful workflows to analyze demographic data of people entering/exiting the homeless service system.

- **Permanent Supportive Housing.** *Invest in permanent supportive housing (PSH), a proven strategy to reduce chronic homelessness and reduce barriers to housing stability.*

OHCS funded 405 of their 1,000 PSH-unit targets. Almost half of these units were the result of the NOFA tied to the first PSH Institute cohort.

³² The 2016 Oregon Legislature, Senate Bill 1532, established a series of annual minimum wage rate increases beginning July 1, 2016, through July 1, 2022. Retrieved from: <https://www.oregon.gov/boli/whd/omw/pages/minimum-wage-rate-summary.aspx>

³³ This section uses many direct excerpts from the OHCS Statewide Housing Plan Year One Summary August 2020 Report to HSC. Oregon Statewide Housing Plan, Status Reports. <https://www.oregon.gov/ohcs/Documents/swhp/SWHP-Report-Y1-Summary.pdf>

- **Affordable Rental Housing.** *Work to close the affordable rental housing gap and reduce housing cost burden for low-income Oregonians.*

OHCS implemented a new electronic application and widespread adoption of system work modules. They also established a capacity building team to assess and recommend opportunities for growth in their development priorities and began training and technical assistance to potential PSH and rural developers. OHCS increased their units by 8,408 representing 22.8% of their 25,000 unit 5-year target.

- **Homeownership.** *Provide more low- and moderate-income Oregonians with the tools to successfully achieve and maintain homeownership, particularly in communities of color.*

OHCS pursued a strategy to align programs with the needs of communities of color, improved their Homeownership Center framework and Down Payment Assistance product, began developing their TBA program and focused on low-cost homeownership through manufactured housing. Additionally, they began developing the Restore Health and Safety program and re-opening the Oregon Homeownership Stabilization Initiative (OHSI) program. OHCS also supported the Joint Task Force on Racial Equity in Homeownership and advocating for additional funds to support communities of color. OHCS provided 678 mortgage lending products of their 6,500 5-year goal with 170 going to households of color.

- **Rural Communities.** *Change the way OHCS does business in small towns and rural communities to be responsive to the unique housing and service needs and unlock the opportunities for housing development.*

OHCS focused on developing a better understanding of rural community needs and increasing rural capacity to build more affordable housing. OHCS hired a full-time capacity building analyst who has conducted outreach to key stakeholders across the state representing rural communities and developed a strategy to address those needs. OHCS has funded 532 units in rural communities, out of a total of 2,543 units in the 5-year goal (21% of target).

Regional and Local Demographic Trends that May Affect Housing Need in Oregon City

Demographic trends that might affect the key assumptions used in the analysis of housing need is (1) the aging population, (2) changes in household size and composition, and (3) increases in diversity.

An individual's housing needs change throughout their life, with changes in income, family composition, and age. The types of housing needed by a 20-year-old college student differ from the needs of a 40-year-old parent with children, or an 80-year-old single adult. As Oregon City's population ages, different types of housing will be needed to accommodate older residents. The housing characteristics by age data below reveal this cycle in action in Oregon City.

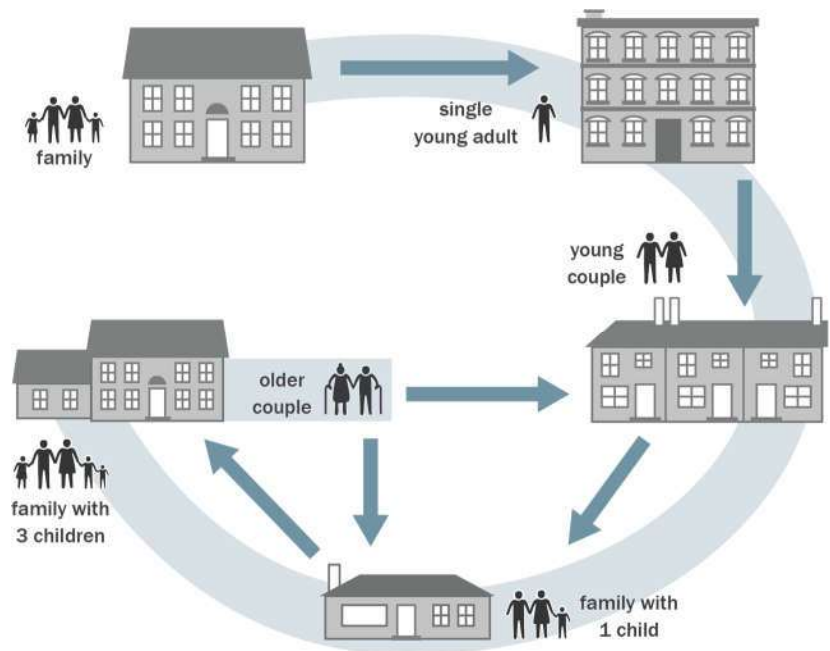
Housing needs and preferences may change over time, such as with changes in marital status and size of family. Changes in income, which may change over a person's life with age, strongly influence the types of housing selected.

Families of different sizes need different types of housing. Changes in income is also a key factor in housing demand.

This graphic illustrates an example of changes in housing needs across a person's life

Exhibit 19. Effect of Demographic Changes on Housing Need

Source: ECONorthwest, adapted from Clark, William A.V. and Frans M. Dieleman. 1996. Households and Housing. New Brunswick, NJ: Center for Urban Policy Research.



Growing Population

Oregon City, like Wilsonville, has grown quickly over the last 30 years with its population more than doubling from 1990 to 2019.

Exhibit 20. Population, Oregon City, Gladstone, Wilsonville, Milwaukie, 1990-2019

Source: U.S. Decennial Census 1990, and Portland State University, Population Research Center.

	1990	2019	Change 1990 to 2019		
			Number	Percent	AAGR
Oregon City	14,698	35,570	19,242	131%	3.4%
Gladstone	10,152	11,905	1,353	13%	0.5%
Wilsonville	7,106	25,635	15,764	222%	4.8%
Milwaukie	18,692	20,535	1,813	10%	0.4%

Oregon City's population within the urban growth boundary is projected to grow by 6,410 people between 2019 and 2039, at an average annual growth rate of 0.8%.

Exhibit 21. Forecast of Population Growth, Oregon City, 2021–2041

Source: 2020-2050 Distributed Forecast (March 2021) Oregon Metro Research Center.

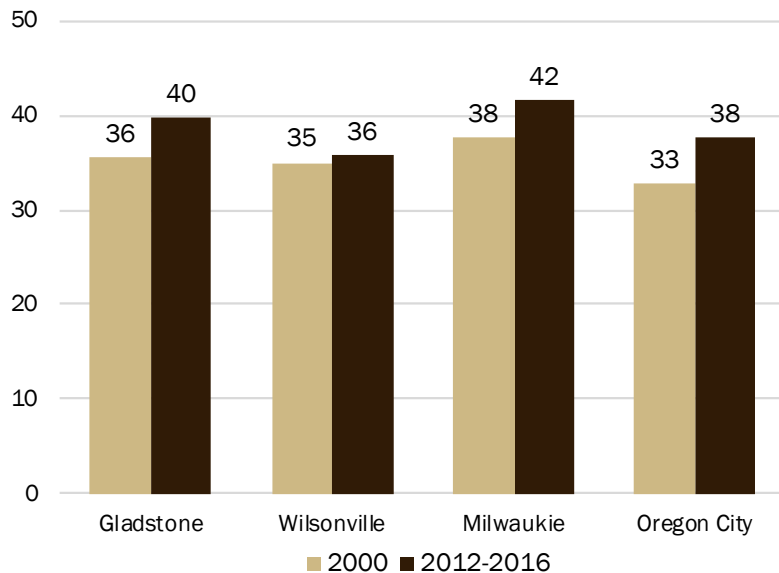
36,891	46,743	9,852	27%
Residents in 2021	Residents in 2041	New residents 2021-2041	increase
			1.19% AAGR

Aging Population

From 2000 to 2012-2016, Oregon City's median age increased by five years from 33 to 38.

Exhibit 22. Median Age, Years, Oregon City, Gladstone, Wilsonville, Milwaukie, 2000 to 2012-2016

Source: U.S. Census Bureau, 2000 Decennial Census Table B01002, 2012-2016 ACS, Table B01002.

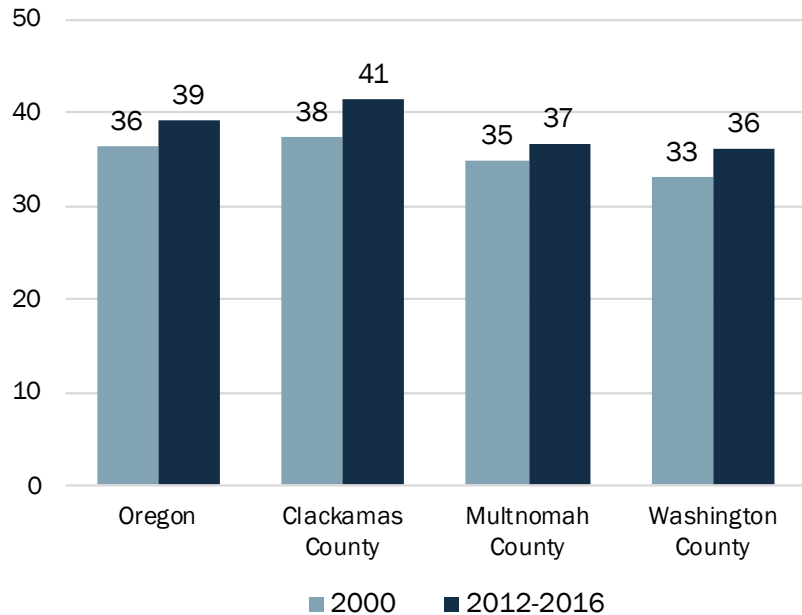


From 2000 to 2012-2016, Clackamas County's median age increased by three years.

The median age of Clackamas County residents is slightly higher than the media age of nearby regions (Clackamas and Washington County).

Exhibit 23. Median Age, Years, Oregon, Clackamas County, Multnomah County, Washington County, 2000 to 2012-2016

Source: U.S. Census Bureau, 2000 Decennial Census Table B01002, 2012-2016 ACS, Table B01002.

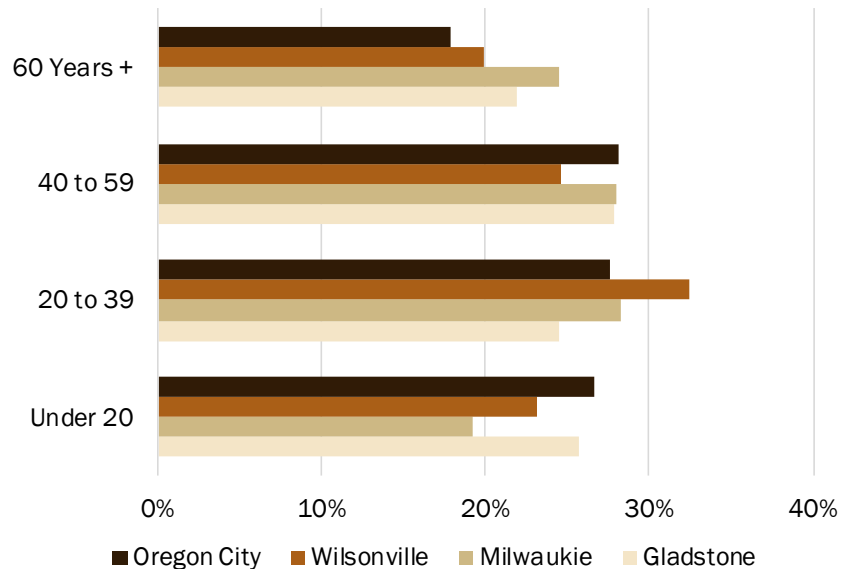


The majority of residents in Oregon City were between 20 to 59 years old.

Oregon City had a lower share (18%) of residents over 60 years of age than other comparator cities.

Exhibit 24. Population Distribution by Age, Oregon City, Gladstone, Wilsonville, Milwaukie, 2012-2016

Source: U.S. Census Bureau, 2012-2016 ACS, Table B01001.

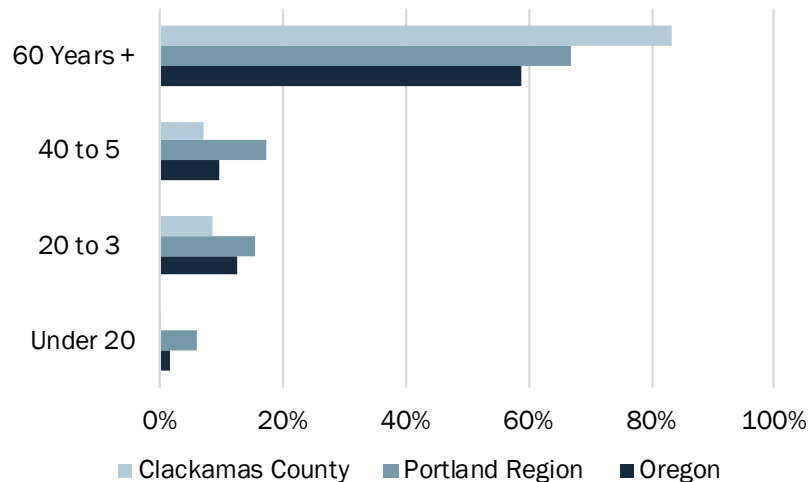


The senior population in Clackamas County (those aged 60 and older) grew faster than any other age cohort. From 2000 to the 2012-2016 period, the population aged 60 and older grew by 83% in Clackamas County, compared to 67% in the Portland Region, and 59% in Oregon. By 2040, people over 60 in Clackamas County will account for 27% of the population.

Between 2000 and 2012-2016, all age groups in Clackamas County grew in size. The most substantial change was growth in residents aged 60 and older.

Exhibit 25. Population Growth by Age, Clackamas County, Portland Region, Oregon, 2000 to 2012-2016

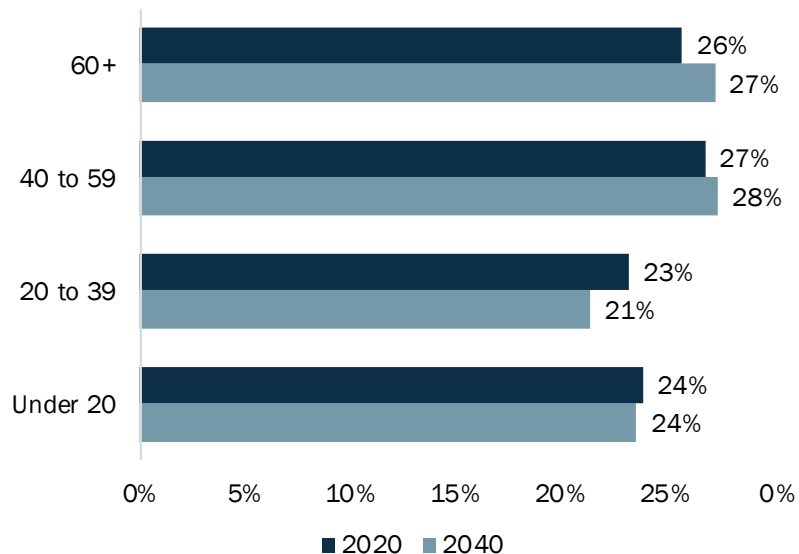
Source: U.S. Census Bureau, 2000 Decennial Census Table P012 and 2012-2016 ACS, Table B01001.



By 2040, Clackamas County residents over the age of 40 will make up 55% of the County's total population.

Exhibit 26. Population Growth by Age Group, Clackamas County, 2020 to 2040

Source: Portland State University, Population Research Center, Clackamas County Forecast, June 2017.



Growth in Latinx Population

The U.S. Census Bureau forecasts that at the national level, the Latinx (e.g., Latino/a and Hispanic) population will continue growing faster than most other non-Latinx population over the planning period. The Latinx population will increase 93% from 2016 to 2060 and foreign-born Latinx population will increase by about 40% in that same time.³⁴

Continued growth in the Latinx population will affect Oregon City's housing needs in a variety of ways. Growth in first and, to a lesser extent, second and third generation Latinx immigrants, will increase demand for larger dwelling units to accommodate the, on average, larger household sizes for these households. In that, Latinx households are twice likely to include multiple generations households than the general populace.³⁵ In third and later generations of Hispanic or Latino immigrant households, size typically decreases and housing needs become similar to overall housing needs for households within the community.

According to the *State of Hispanic Homeownership* report from the National Association of Hispanic Real Estate Professionals,³⁶ the Latinx population accounted for 31.4% of the nation's net new household formations in 2019, up 2.8 percentage points from 2017. The rate of homeownership for Latinx households increased from 45.6% in 2015 to 47.5% in 2019. In that time (2015 to 2019), Latinx households were the only demographic that increased their rate of homeownership.

³⁴ U.S. Census Bureau, *Demographic Turning Points for the United States: Population Projections for 2020 to 2060*, pg. 7, https://www.census.gov/content/dam/Census/library/publications/2018/demo/P25_1144.pdf

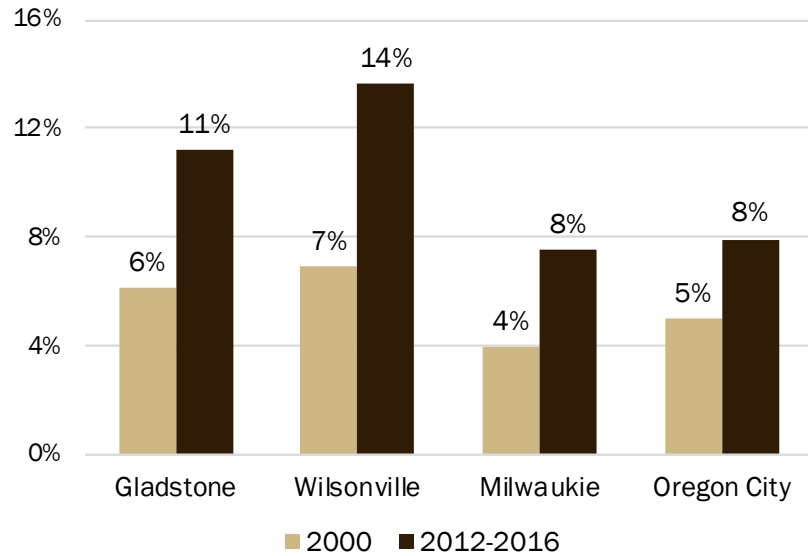
³⁵ Pew Research Center. *Second-Generation Americans: A Portrait of the Adult Children of Immigrants*, February 7, 2013, Appendix 8. Retrieved from: <http://www.pewsocialtrends.org/2013/02/07/appendix-1-detailed-demographic-tables/>.

National Association of Hispanic Real Estate Professionals (2019). *2019 State of Hispanic Homeownership Report*. Retrieved from: <https://nahrep.org/shhr/>

³⁶ National Association of Hispanic Real Estate Professionals (2019). *2019 State of Hispanic Homeownership Report*. Retrieved from: <https://nahrep.org/downloads/2018-state-of-hispanic-homeownership-report.pdf>

Between 2000 and 2012-2016, the share of the population that identified as Latinx increased by 3% in Oregon City.

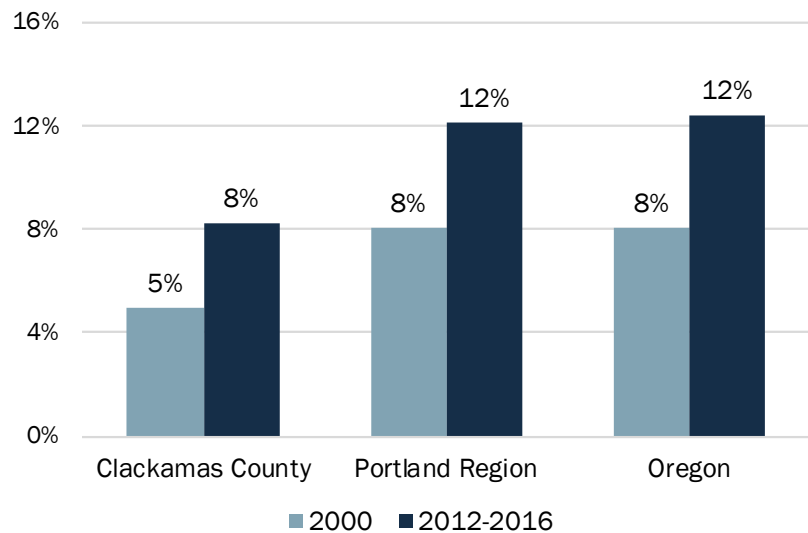
Exhibit 27. Latinx Population as a Percent of the Total Population, Oregon City, Gladstone, Wilsonville, Milwaukie, 2000 to 2012-2016
Source: U.S. Census Bureau, 2000 Decennial Census Table P008, 2012-2016 ACS Table B03002.



The share of Clackamas County's population that was Latinx increased by 3% between 2000 and 2012-2016.

Comparatively, the share of Latinx increased by 4% in the Portland Region and in Oregon.

Exhibit 28. Latinx Population as a Percent of the Total Population, Clackamas County, Portland Region, Oregon, 2000 to 2012-2016
Source: U.S. Census Bureau, 2000 Decennial Census Table P008, 2012-2016 ACS Table B03002.



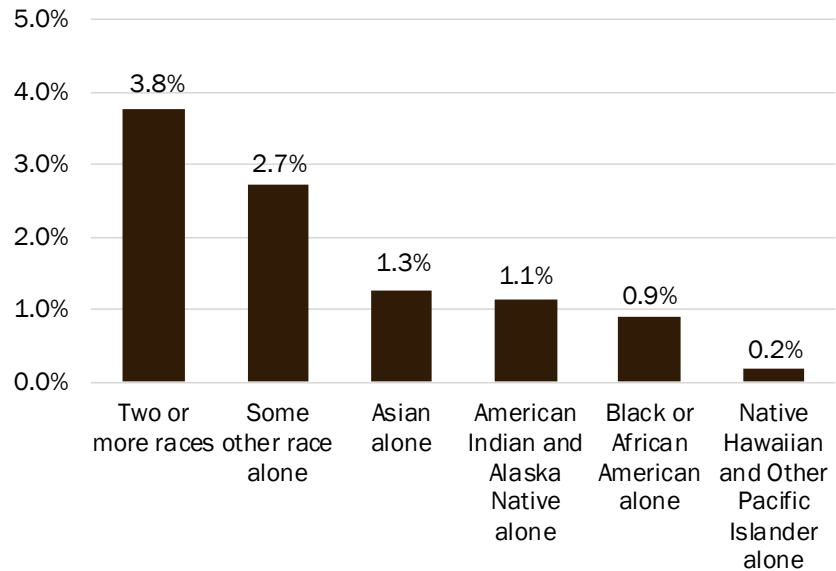
Racial Diversity

About 90% of Oregon City's population identified as White-alone.

The next largest population group identified as Two or More Races (3.8%).

Exhibit 29. Population by Race (excluding White Alone) as a Percent of Total Population, Oregon City, 2012-2016

Source: U.S. Census Bureau, 2012-2016 ACS Table B02001.

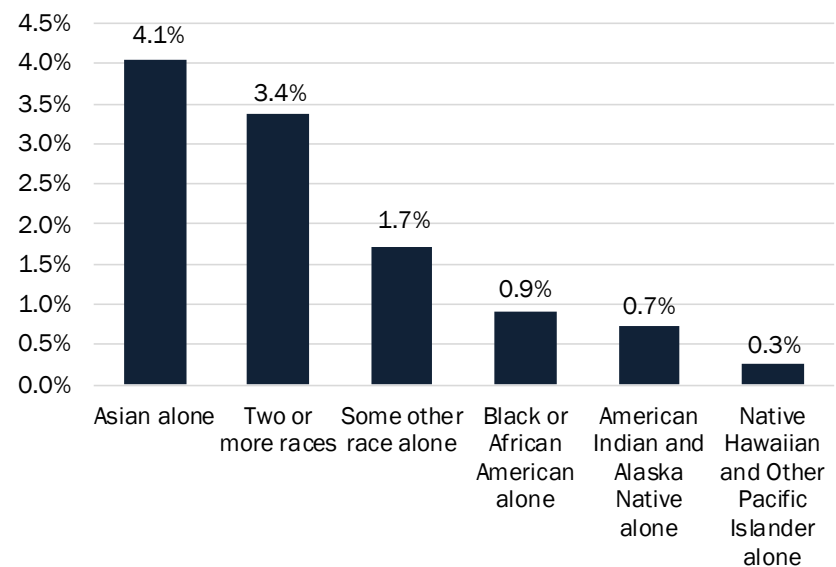


About 89% of Clackamas County's population identified as White-alone.

The next largest population group identified as Asian-alone (4.1%).

Exhibit 30. Population by Race (excluding White Alone) as a Percent of Total Population, Clackamas County, 2012-2016

Source: U.S. Census Bureau, 2012-2016 ACS Table B02001.

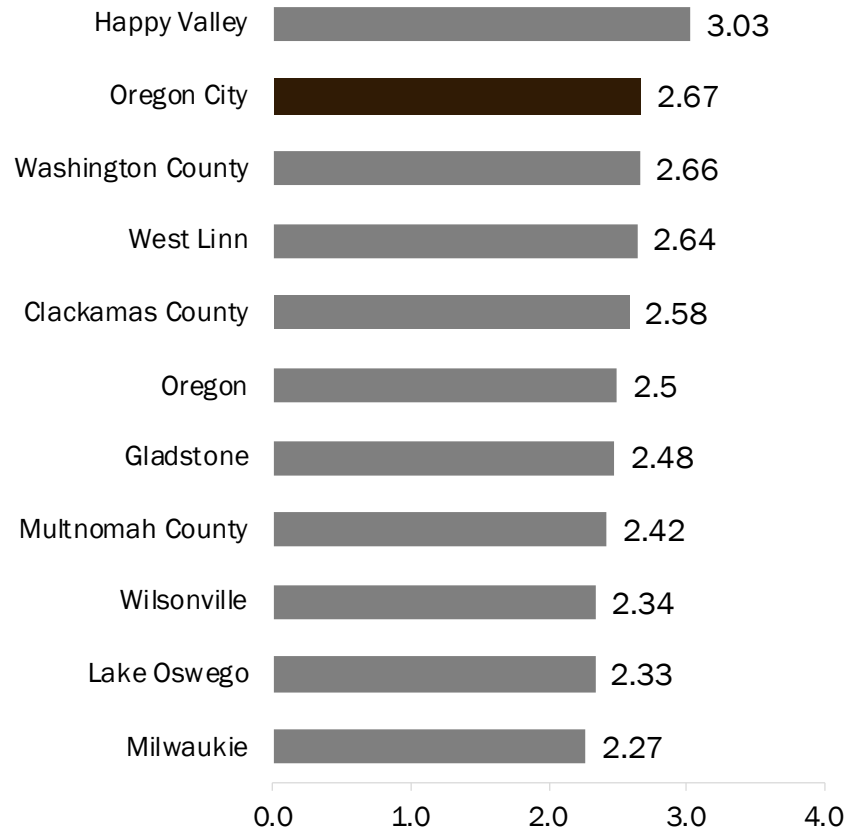


Household Size and Composition

In the 2013-2017 period, Oregon City's average household size was 2.67 persons per household.

Exhibit 31. Average Household Size, 2013-2017

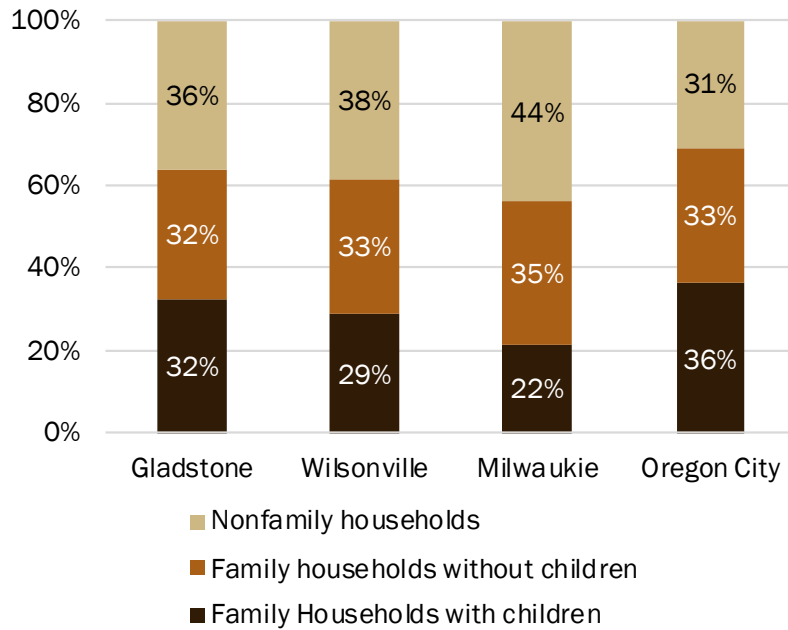
Source: U.S. Census Bureau, 2013-2017 ACS 5-year estimate, Table B25010.



In the 2012-2016 period, 36% of Oregon City households were non-family households (e.g., single-person households or households composed of roommates).

Exhibit 32. Household Composition, Oregon City, Wilsonville, Milwaukie, Oregon City, 2012-2016

Source: U.S. Census Bureau, 2012-2016 ACS 5-year estimate, Table DP02.



Income of Residents

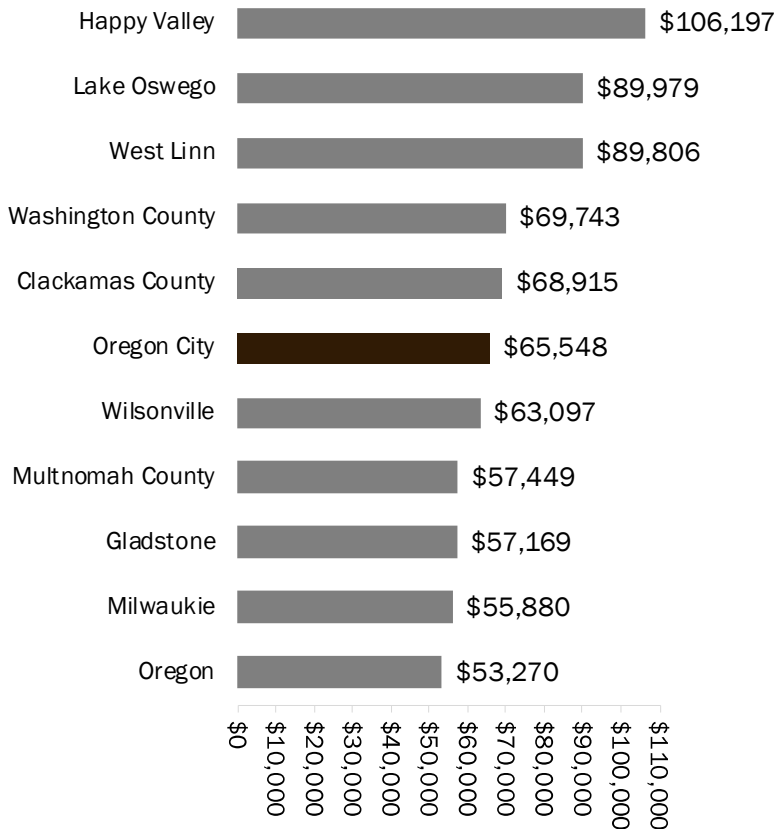
Income is a key determinant in housing choice and households' ability to afford housing.

In the 2012-2016 period, Oregon City's median household income (MHI) was \$65,548.

Oregon City's MHI was slightly below Clackamas County's MHI of \$68,915.

Exhibit 33. Median Household Income, 2012-2016

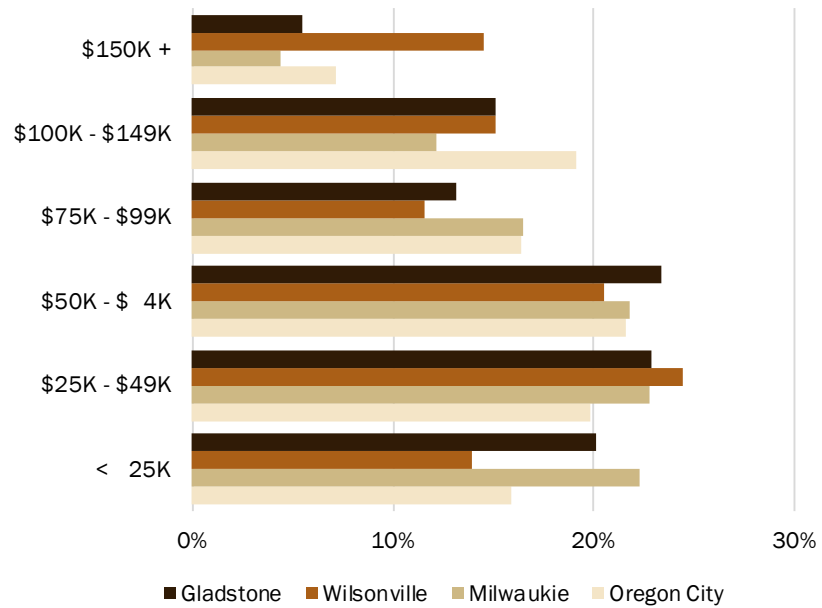
Source: U.S. Census Bureau, 2012-2016 ACS 5-year estimate, Table B25119.



In Oregon City, 26% of households earned \$100,000 or more.

Exhibit 34. Household Income, Oregon City, Gladstone, Wilsonville, Milwaukie, 2012-2016

Source: U.S. Census Bureau, 2012-2016 ACS 5-year estimate, Table B19001.



Commuting Trends

Oregon City is part of the complex, interconnected economy of Clackamas County and the greater Portland region.

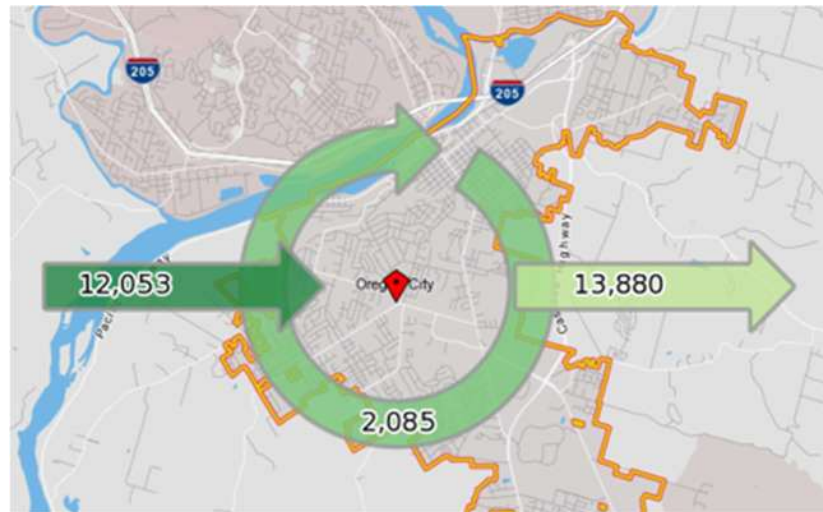
Oregon City is part of an interconnected regional economy.

More than 12,000 people commute into Oregon City for work, and almost 14,000 people living in Oregon City commute out of the city for work.

About 2,000 people both live and work in the City.

Exhibit 35. Commuting Flows, Oregon City, 2015

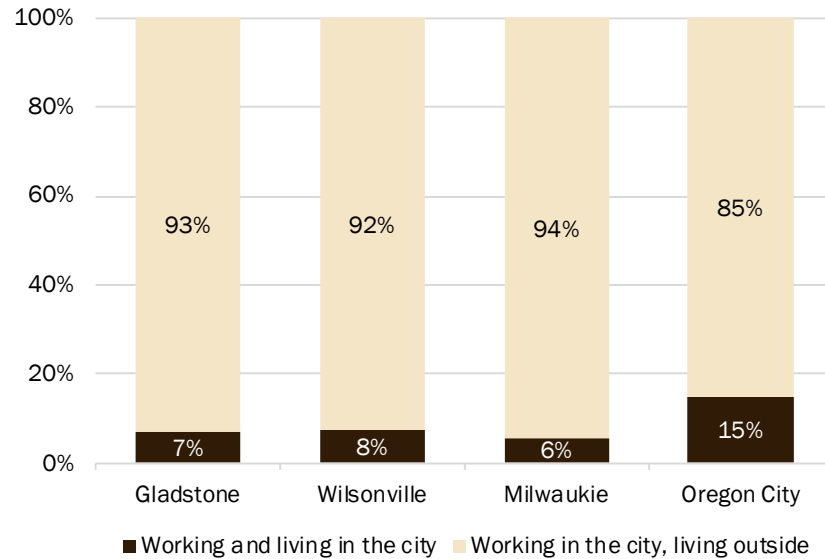
Source: U.S. Census Bureau, Census On the Map.



Of the people who work in Oregon City, 85% live outside of the city.

Exhibit 36. Commuting Flows of People Who Work in Oregon City, Gladstone, Wilsonville, Milwaukie, 2015

Source: U.S. Census Bureau, Census On the Map.

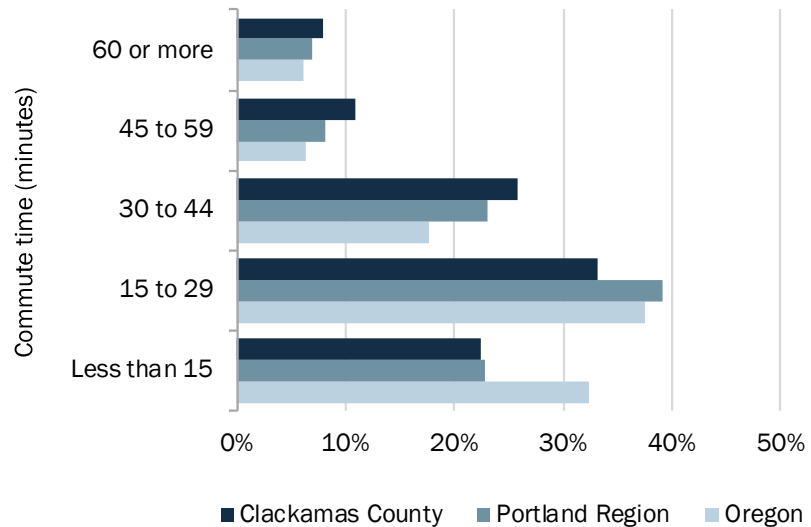


The majority of residents in Clackamas County, the Portland Region, and Oregon had a commute time that took less than 30 minutes.

In Clackamas County, 56% of residents had a commute time of less than 30 minutes, compared to 62% for the Portland Region and 70% for Oregon.

Exhibit 37. Commute Time by Place of Residence, Clackamas County, Portland Region, Oregon, 2012-2016

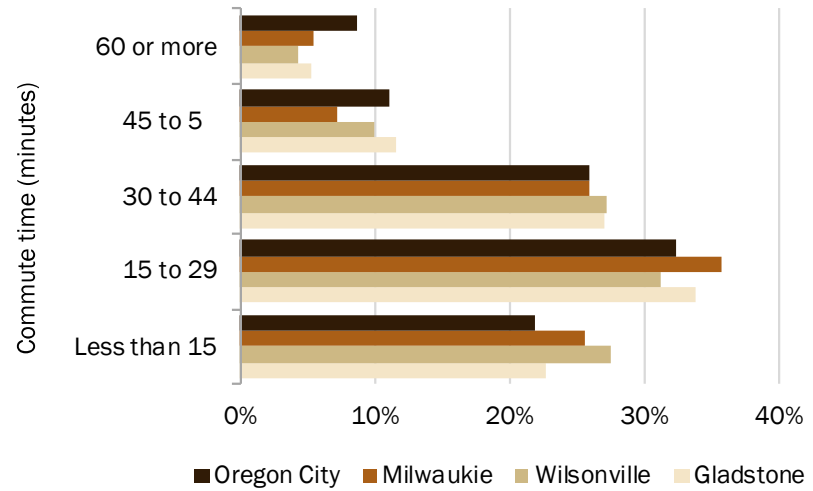
Source: U.S. Census Bureau, 2012-2016 ACS 5-year estimate, Table B08303.



The majority of residents in Oregon City had commute times of less than 30 minutes.

Exhibit 38. Commute Time by Place of Residence, Oregon City, Gladstone, Wilsonville, Milwaukie, 2012-2016

Source: U.S. Census Bureau, 2012-2016 ACS 5-year estimate, Table B08303.



Regional and Local Trends Affecting Housing Affordability

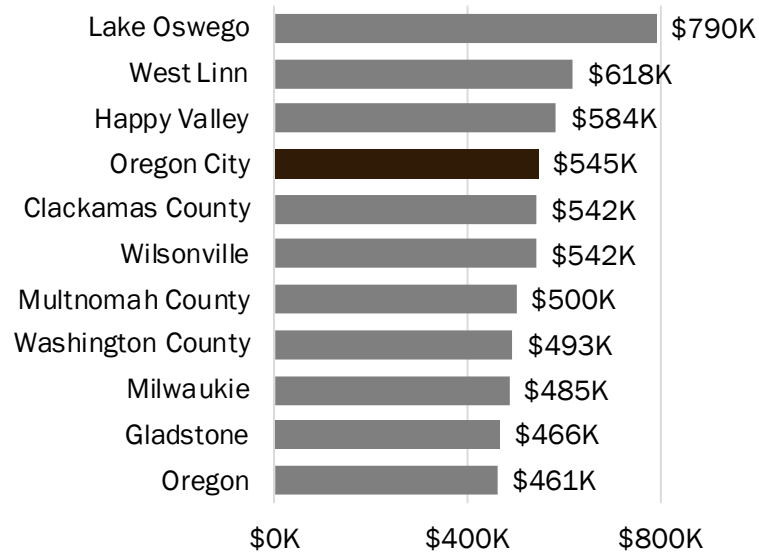
This section describes changes in sales prices, rents, and housing affordability by jurisdiction.

Changes in Housing Costs

In April 2021, Oregon City had a median home sales price of \$545k, which was below that of some other city comparators and similar to Clackamas County (\$542k), but well above the state's median of \$461k.

Exhibit 39. Median Home Sale Price, April 2021

Source: Redfin.

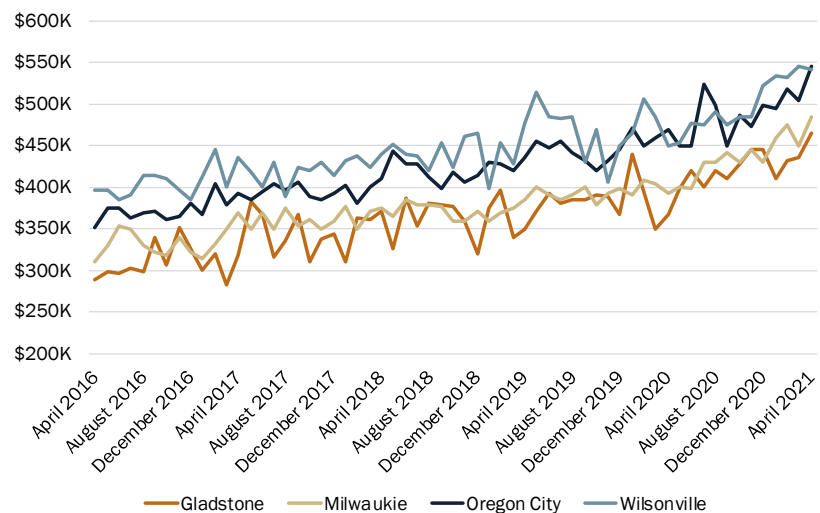


Median home sales prices in Oregon City have increased since April 2016.

In April of 2021, Oregon City had a median home sales price of \$545k.

Exhibit 40. Median Sales Price, Gladstone, Wilsonville, Milwaukie, Oregon City, April 2016 – April 2021

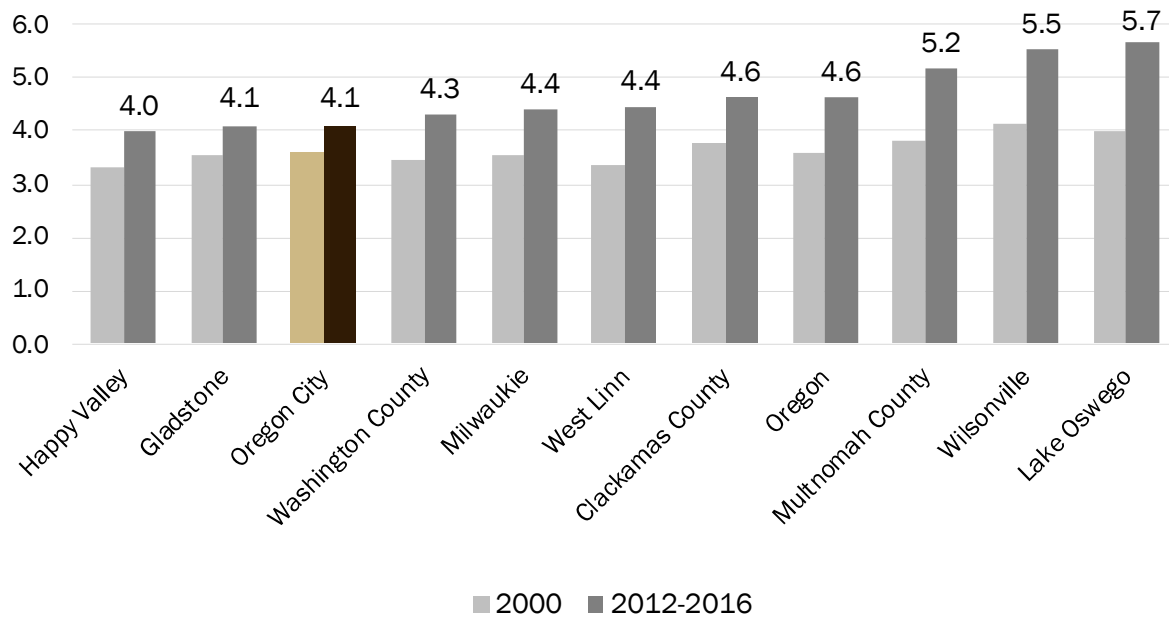
Source: Redfin.



Since 2000, housing costs in nearly all Clackamas County geographies increased faster than incomes. Oregon City's median housing value to household income increased from 3.6 to 4.1.

Exhibit 41. Ratio of Median Housing Value to Median Household Income, 2000 to 2012-2016³⁷

Source: U.S. Census Bureau, 2000 Decennial Census, Tables HCT012 and H085, and 2012-2016 ACS, Tables B19013 and B25077.



³⁷ This ratio compares the median value of housing in Clackamas County (and other places) to the median household income.

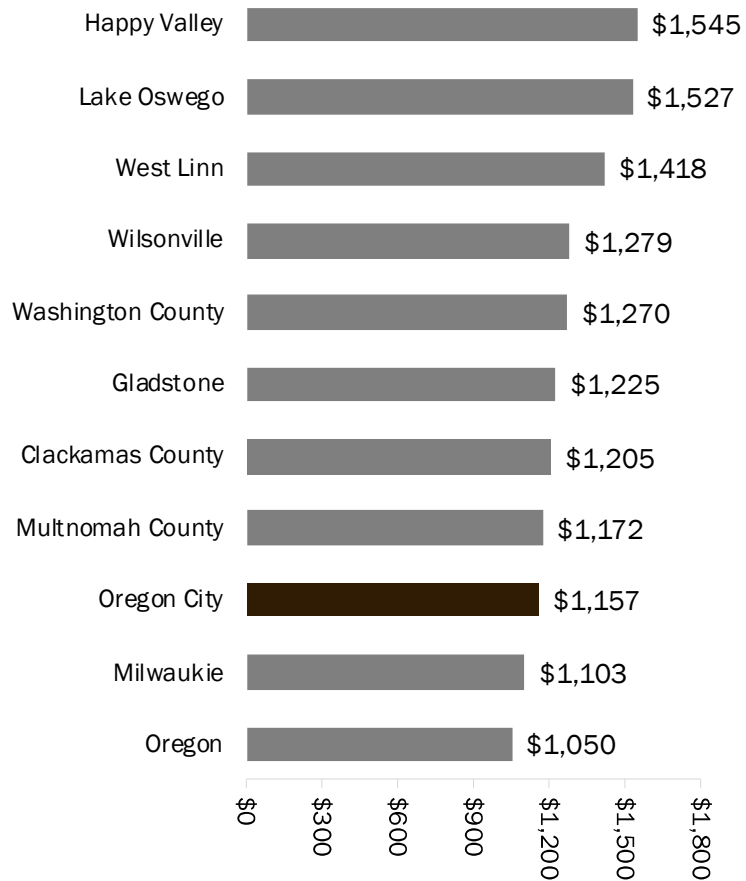
Rental Costs

The median gross rent in Oregon City was \$1,157.

In the 2014-2018 period, rent in Oregon City was comparable to the median rent for Clackamas County as a whole.

Exhibit 42. Median Gross Rent, Oregon City and Comparison Areas, 2014-2018

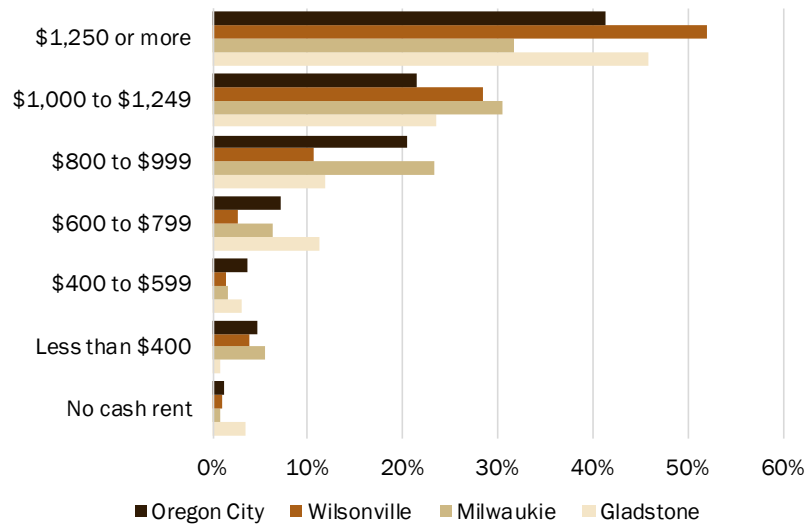
Source: U.S. Census Bureau, 2014-2018 ACS 5-year estimate, Table B25064.



In Oregon City, nearly two-thirds of renters paid more than \$1,000 a month in rent.

Exhibit 43. Gross Rent, Oregon City, Gladstone, Wilsonville, Milwaukie, 2014-2018

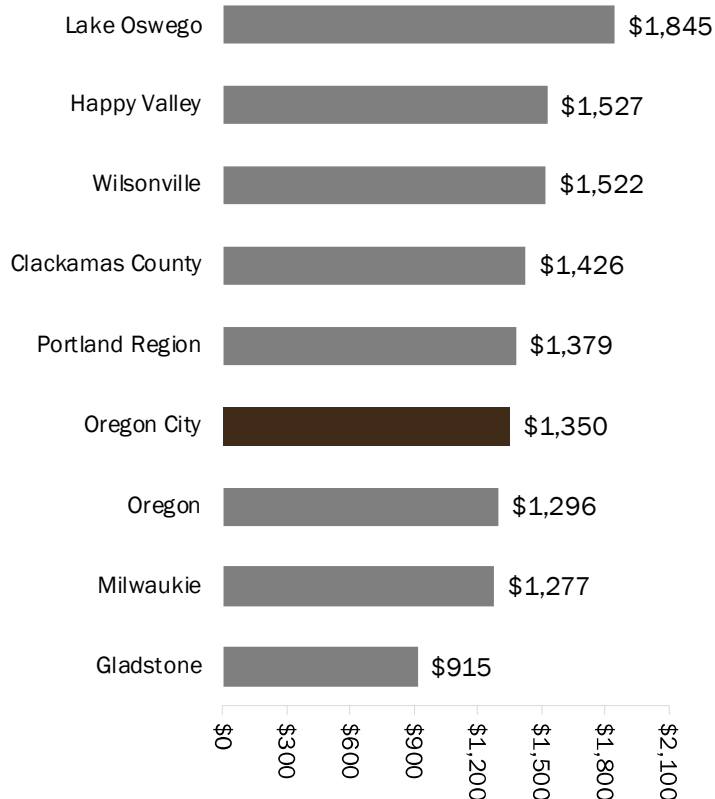
Source: U.S. Census Bureau, 2014-2018 ACS Table B25063.



Oregon City's average multifamily rent was slightly lower than Clackamas County's average rent.

Exhibit 44. Average Effective Multifamily Rent, Oregon City and Comparison Areas, June 2021

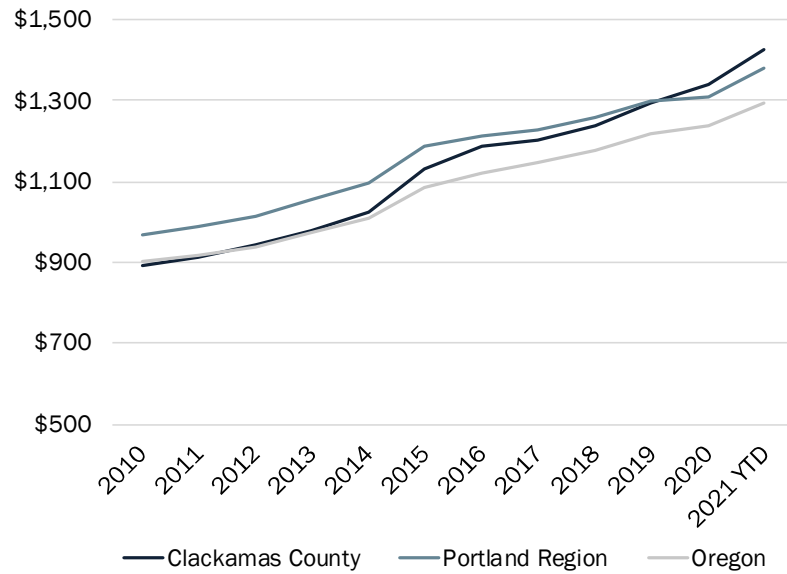
Source: Costar.



From 2010 to June 2021, average effective rents per unit increased from \$894 to \$1,436 in Clackamas County, \$970 to \$1,379 in the Portland Region, and \$903 to \$1,296 in Oregon.

Exhibit 45. Average Effective Multifamily Rent, Clackamas County, Portland Region, Oregon, 2010 through June 2021

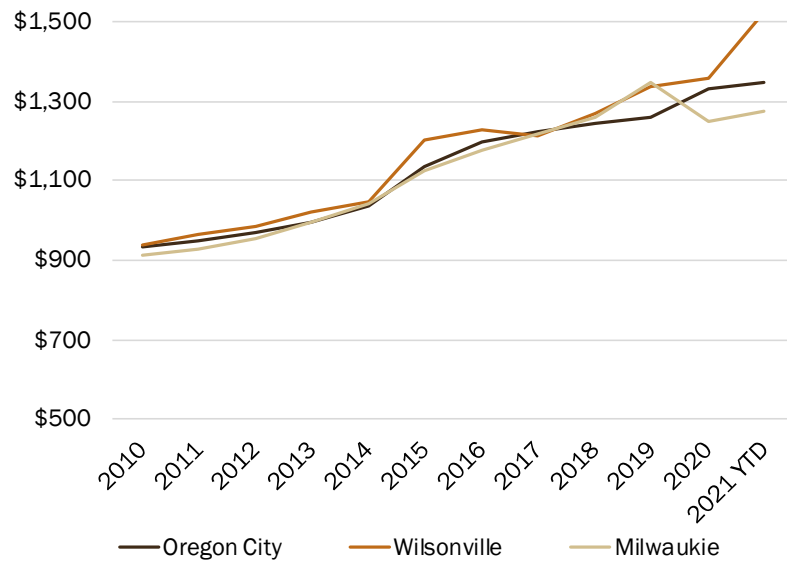
Source: Costar.



From 2010 to 2021, average effective rent per unit increased from \$933 to \$1,350 in Oregon City, \$940 to \$1,522 in Wilsonville, and \$914 to \$1,277 in Milwaukie

Exhibit 46. Average Effective Multifamily Rent, Oregon City, Wilsonville, Milwaukie, 2010 through June 2021

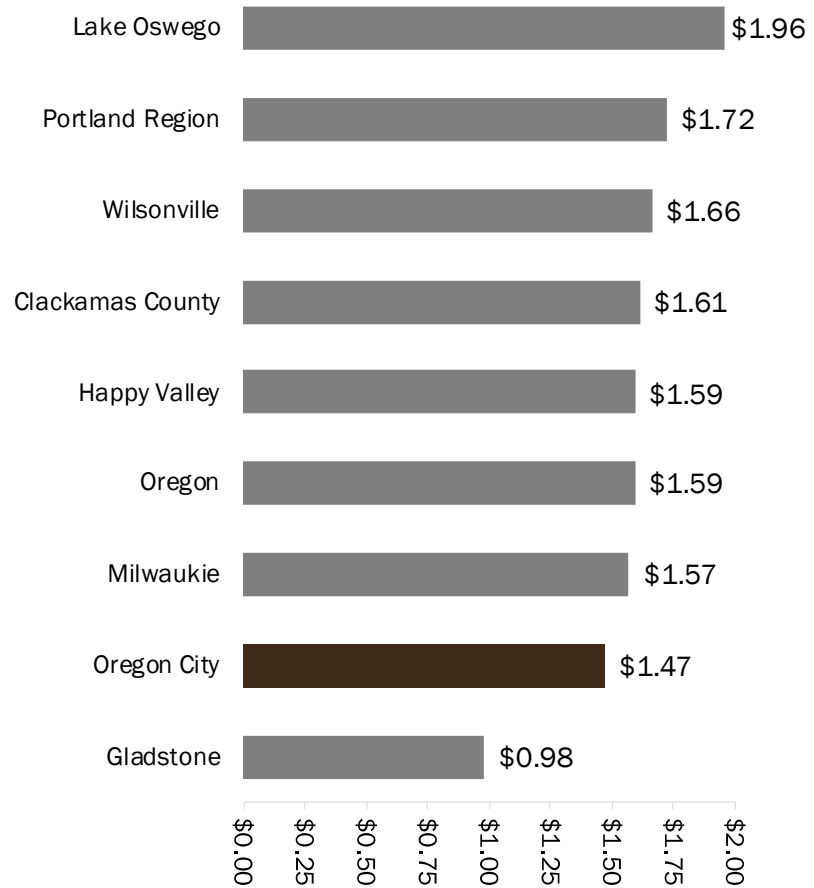
Source: Costar.



In June 2021, Oregon City's average effective multifamily rent per sq. ft. was \$1.47.

Exhibit 47. Average Effective Multifamily Rent per Square Foot, Oregon City and Comparison Areas, June 2021

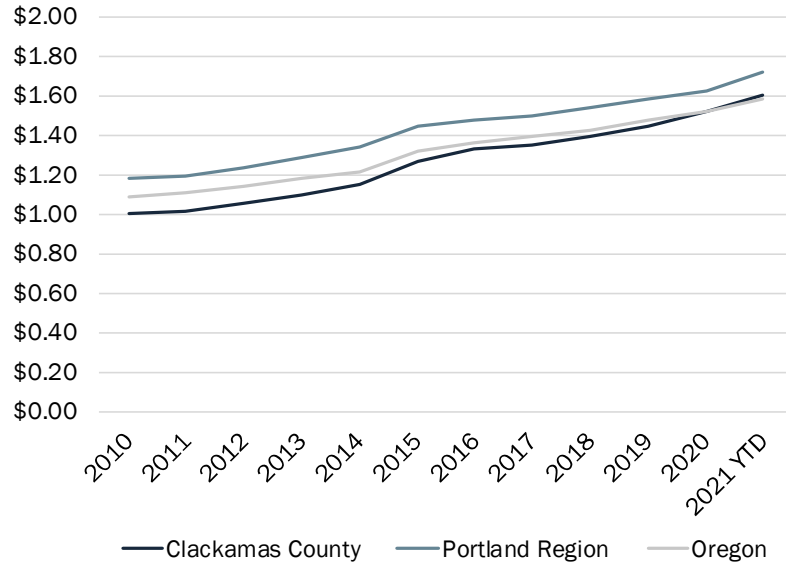
Source: Costar.



From 2010 to June 2021, average effective rent per square foot increased from \$1.00 to \$1.61 in Clackamas County, \$1.18 to \$1.72 in the Portland Region, and \$1.09 to \$1.59 in Oregon.

Exhibit 48. Average Effective Multifamily Rent per Square Foot, Clackamas County, Portland Region, Oregon, 2010 through June 2021

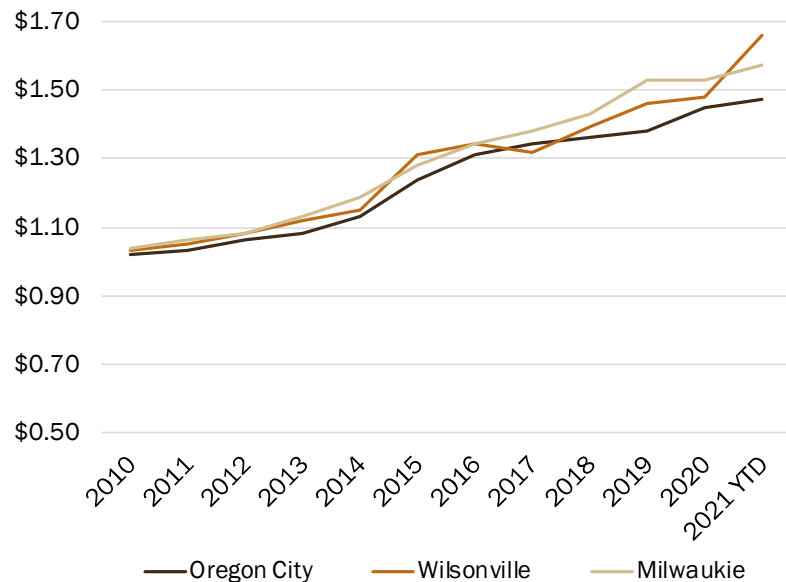
Source: Costar.



From 2010 to June 2021, average effective rent per square foot increased from \$1.02 to \$1.47 in Oregon City, \$1.03 to \$1.66 in Wilsonville, and \$1.04 to \$1.57 in Milwaukie.

Exhibit 49. Average Effective Multifamily Rent per Square Foot, Oregon City, Wilsonville, Milwaukie, 2010 through June 2021

Source: Costar.



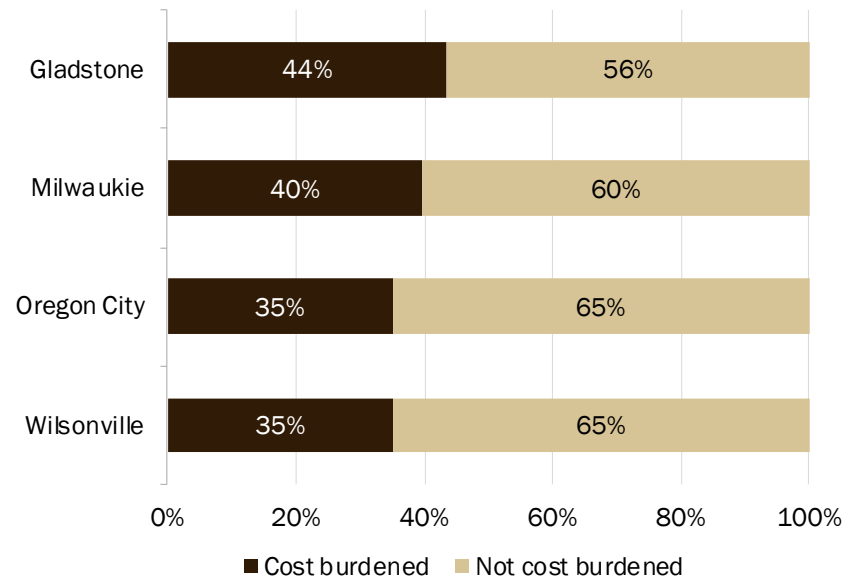
Housing Affordability

A typical standard used to determine housing affordability is that a household should pay no more than a certain percentage of household income for housing, including payments and interest or rent, utilities, and insurance. The Department of Housing and Urban Development's guidelines indicate that households paying more than 30% of their income on housing experience "cost burden," and households paying more than 50% of their income on housing experience "severe cost burden." Using cost burden as an indicator for housing affordability is consistent with the Goal 10 requirement to provide housing that is affordable to all households in a community.

Over a third of Oregon City's residents were cost burdened in the 2012-2016 period.

Exhibit 50. Housing Cost Burden by Tenure, Oregon City, Gladstone, Wilsonville, and Milwaukie, 2012-2016

Source: U.S. Census Bureau, 2012-2016 ACS Tables B25091 and B25070.

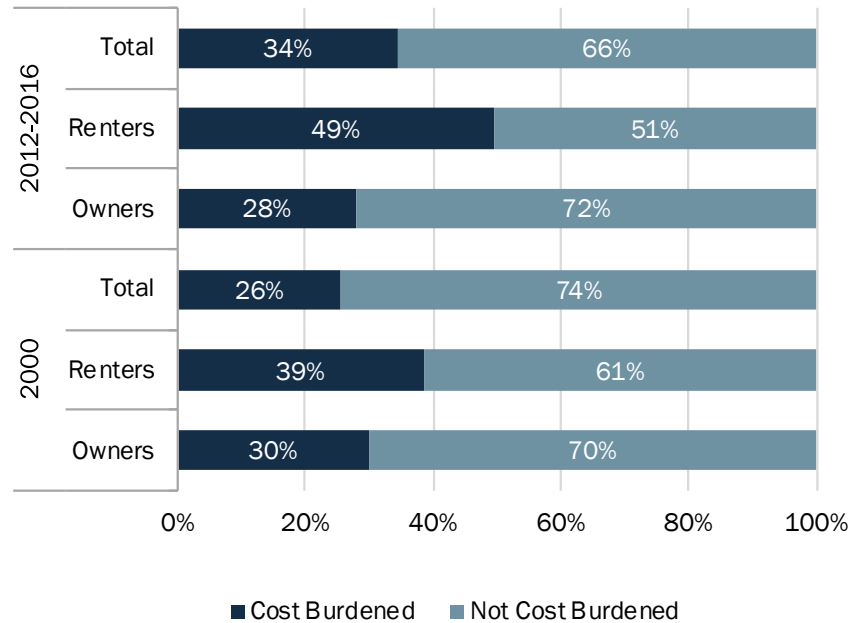


Across Clackamas County, renters were more likely to be cost burdened than homeowners.

Between the 2000 and 2012-2016 time period, the share of total cost-burdened households rose from 26% in 2000 to 34% in 2012-2016.

Exhibit 51. Housing Cost Burden by Tenure, Clackamas County, 2000, 2012-2016

Source: U.S. Census Bureau, 2000 Census Table H069, 2012-2016 ACS Tables B25091 and B25070.

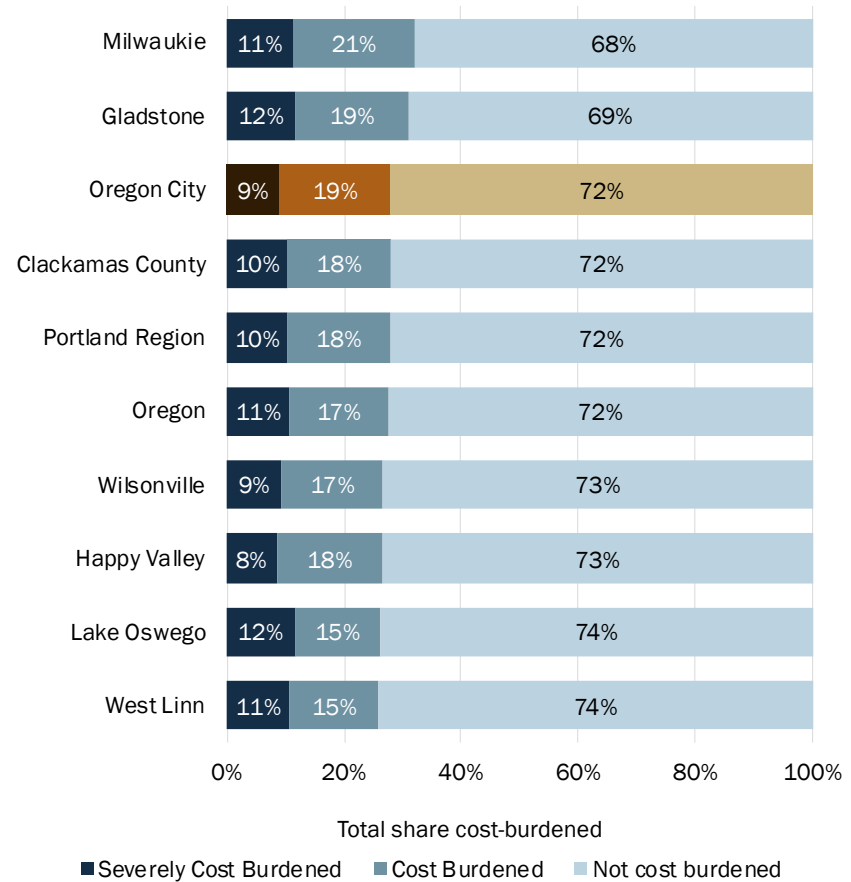


Nearly 30% of Oregon City's cost burdened homeowner households were cost burdened, spending more than 30% or more of their income on housing costs.

Nine percent of the city's homeowner households were *severely* cost burdened, spending 50% or more of their income on housing costs.

Exhibit 52. Cost Burden Rates for Homeowner Households, 2012-2016

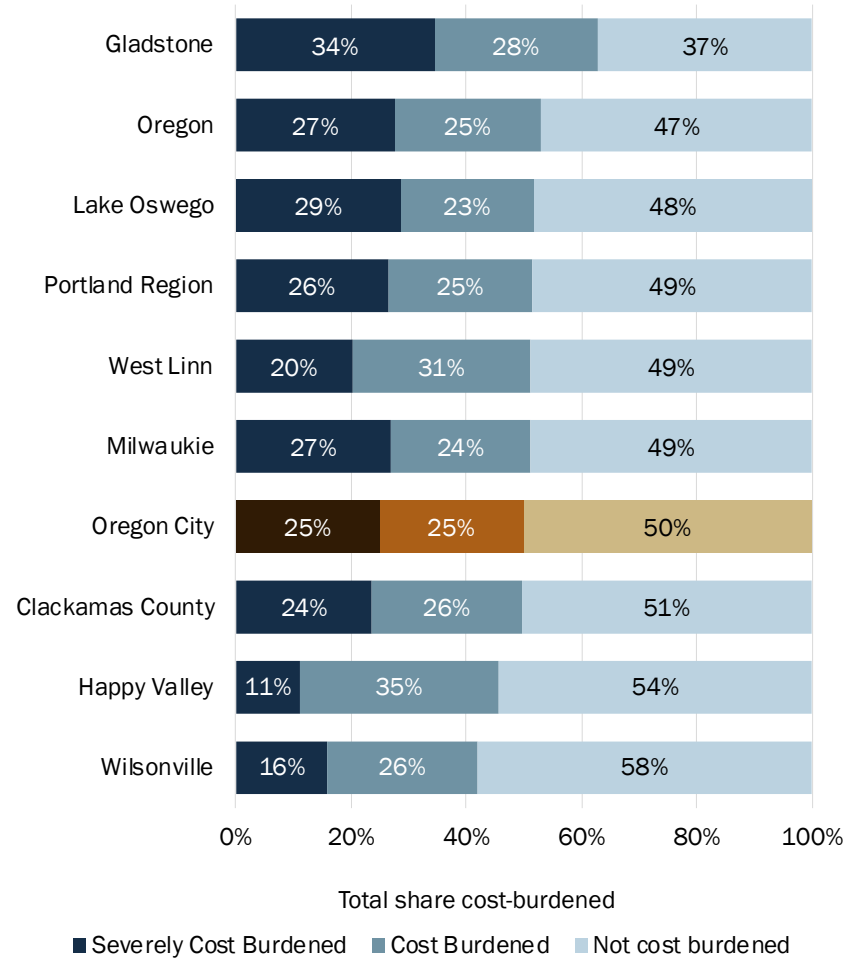
Source: U.S. Census Bureau, 2012-2016 ACS Table B25091.



Half of Oregon City's renter households were cost burdened, spending 30% of their income on housing costs.

Twenty-five percent of the city's renter households were *severely* cost burdened, spending 50% or more of their income on housing costs.

Exhibit 53. Cost Burden Rates for Renter Households, 2012-2016
Source: U.S. Census Bureau, 2012-2016 ACS Table B25070.



While cost burden is a common measure of housing affordability, it does have some limitations. Two important limitations are:

- A household is defined as cost burdened if the household's housing costs exceed 30% of the household's income. The remaining 70% of income is expected to be spent on non-discretionary expenses, such as food or medical care, and on discretionary expenses. Households with higher incomes may be able to pay more than 30% of their income on housing without impacting the household's ability to pay for necessary non-discretionary expenses.
- Cost burden compares income to housing costs and does not account for accumulated wealth. As a result, the estimate of how much a household can afford to pay for housing does not include the impact of a household's accumulated wealth. For example, a household of retired people may have relatively low income but may have accumulated assets (such as profits from selling another house) that allow them to purchase a house that would be considered unaffordable to them based on the cost burden indicator.

Another way of exploring the issue of financial need is to review housing affordability at varying levels of household income.

Fair Market Rent for a 2-bedroom apartment in Clackamas County is \$1,495.

Exhibit 54. HUD Fair Market Rent (FMR) by Unit Type, Clackamas County,³⁸ 2020

Source: U.S. Department of Housing and Urban Development.

\$1,192	\$1,289	\$1,495	\$2,157	\$2,625
Studio	1-Bedroom	2-Bedroom	3-Bedroom	4-Bedroom

A household must earn at least \$28.75 per hour to afford a two-bedroom unit in Clackamas County.

Before taxes, a full-time job at \$28.75 per hour is an annual salary of \$59,800.

Exhibit 55. Affordable Housing Wage, Clackamas County, 2020

Source: U.S. Department of Housing and Urban Development. Oregon Bureau of Labor and Industries.

\$28.75 per hour

Affordable Housing Wage for two-bedroom Unit in Clackamas County

³⁸ HUD reports 2020 fair market rents and median family income from the Portland-Vancouver-Beaverton MSA for Clackamas County.

Exhibit 56 shows housing affordability based on incomes for Clackamas County. The regional Median Family Income (MFI) is used by HUD as a way to understand the differences in housing affordability in different places across the nation. In Clackamas County (and the rest of the Portland region), the MFI for a family of four is \$92,000. A household earning the median family income (\$92,000) can afford a monthly rent of about \$2,300 or a home roughly valued between \$322,000 and \$368,000.

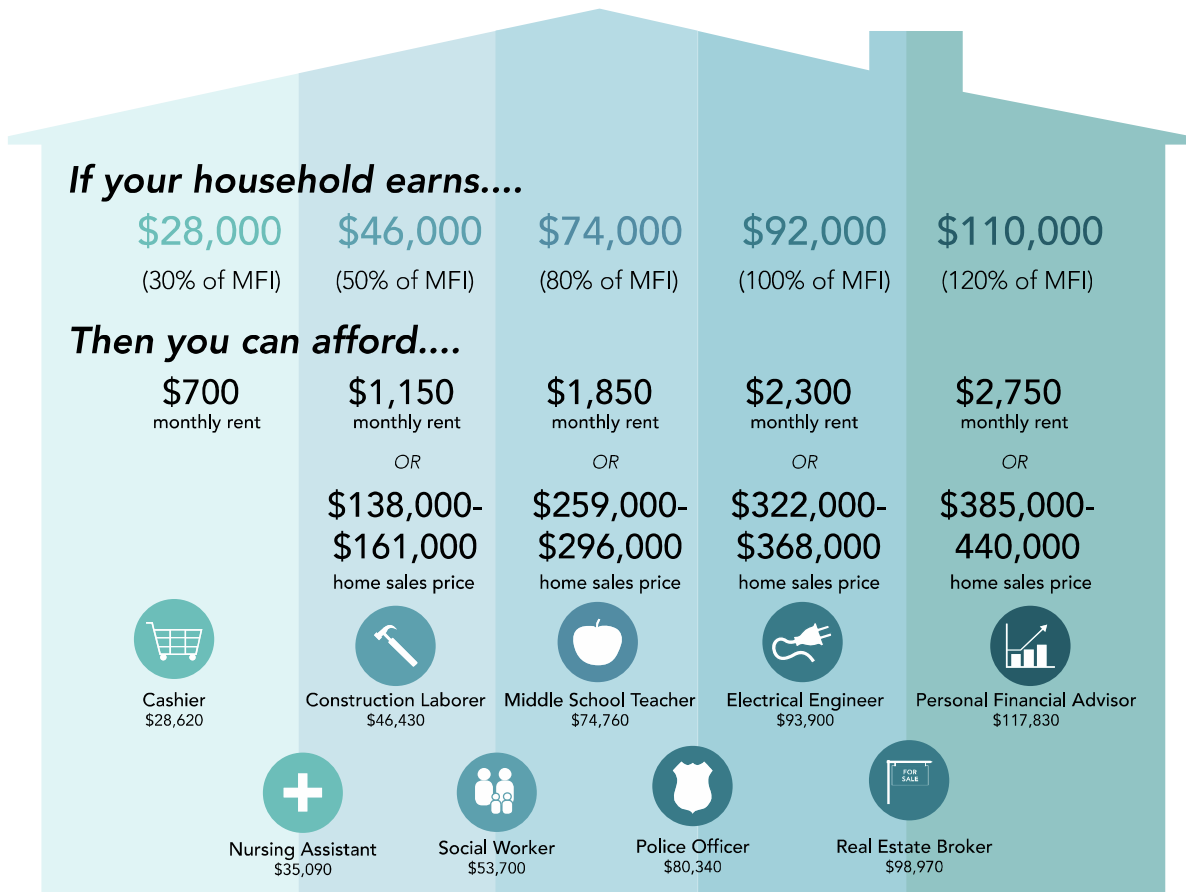
A household would need to have income of about \$136,000, or 148% of MFI for Clackamas County to afford a house at the Oregon City's median home sale price of \$545,000. About 18% of households in Oregon City can afford housing at this cost.

A household would need to have income of about \$60,000 (about 65% of MFI) to afford the average asking rent for multifamily housing of nearly \$1,350, plus basic utilities like power, heat, and water. About 64% of households in Oregon City can afford housing at this cost.

Exhibit 56. Financially Attainable Housing, by Median Family Income (MFI) for Clackamas County (\$92,100), Clackamas County, 2020

Source: U.S. Department of Housing and Urban Development 2020. U.S. Census Bureau, 2014-2018 ACS Table 19001.

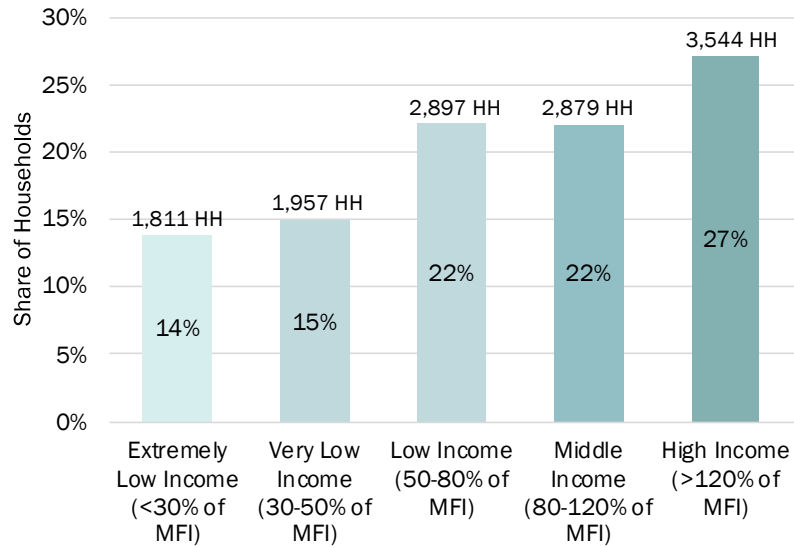
Note: MFI is Median Family Income; Clackamas County MFI is determined by HUD for the Portland MSA.



In Oregon City, about half (51%) of all households in Oregon City earned 80% or more of Clackamas County's median family income.

Exhibit 57. Share of Households, by Median Family Income (MFI) for Clackamas County (\$92,100), Oregon City, 2020

Source: U.S. Department of Housing and Urban Development, Clackamas County, 2020. U.S. Census Bureau, 2014-2018 ACS Table 19001.



Nearly a third (32%) of Clackamas County households earned 120% or more of median family income of \$92,100.

Exhibit 58. Share of Households, by Median Family Income (MFI) for Clackamas County (\$92,100), 2020

Source: U.S. Department of Housing and Urban Development, Clackamas County, 2020. U.S. Census Bureau, 2014-2018 ACS Table 19001.

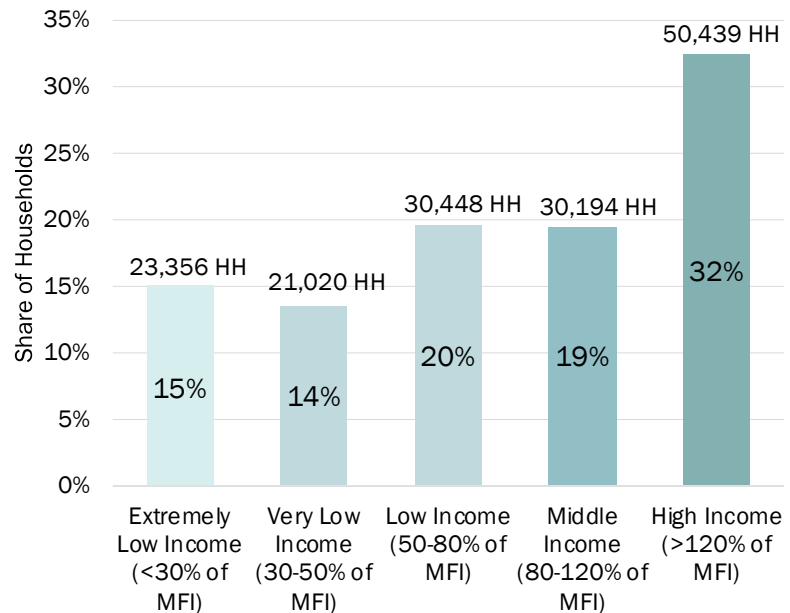
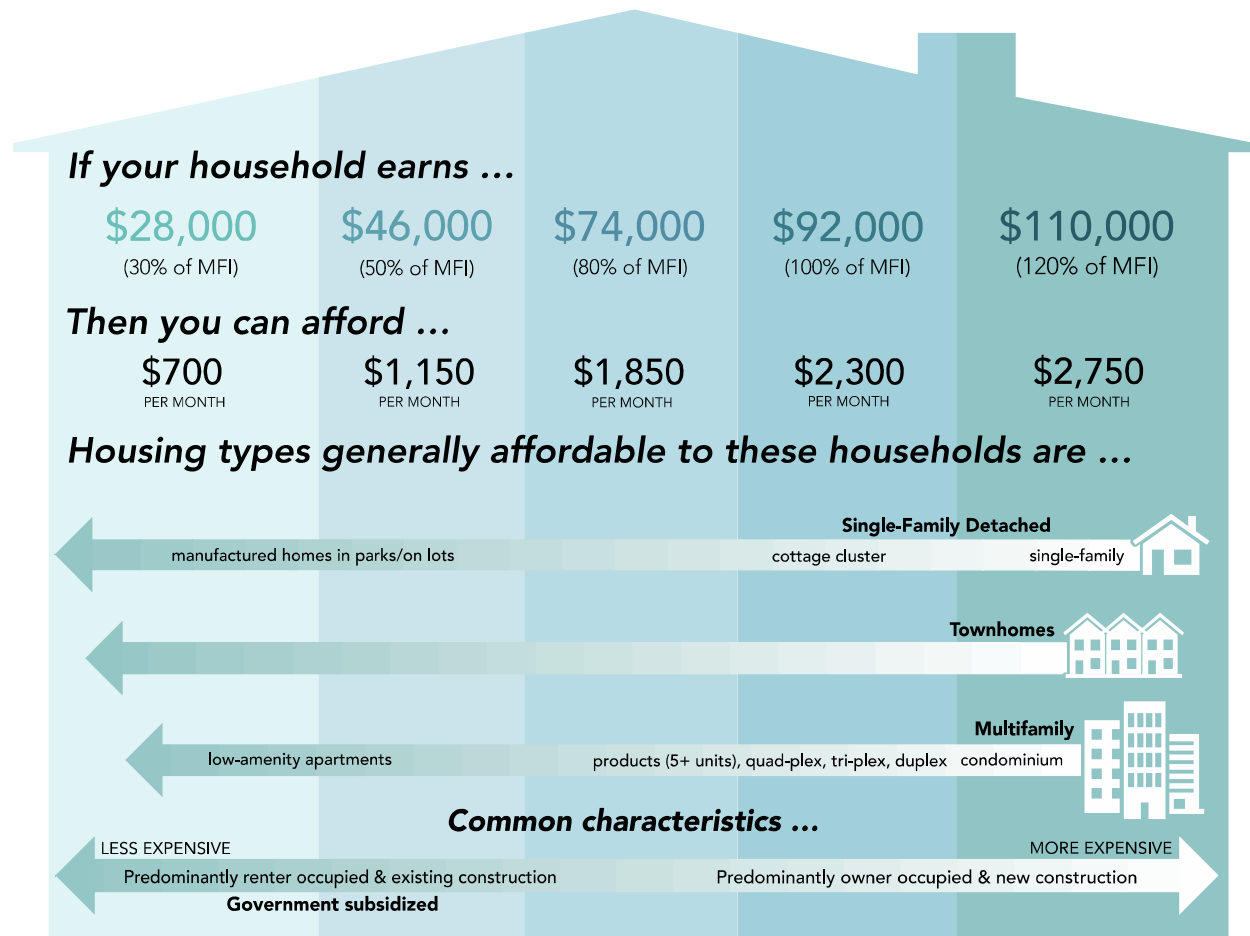


Exhibit 59 illustrates the types of financially attainable housing by income level. Generally speaking, lower-income households will be renters occupying existing housing. Newly built housing will be a combination of renters (most likely in multifamily housing) and homeowners. The types of housing affordable for the lowest-income households are limited to government-subsidized housing, manufactured housing, lower-cost single-family housing, and multifamily housing. The range of financially attainable housing increases with increased income.

Exhibit 59. Types of Financially Attainable Housing by Median Family Income (MFI) for Clackamas County (\$92,100), Oregon City, 2020

Source: U.S. Department of Housing and Urban Development, Clackamas County, 2020. Note: MFI is Median Family Income; Clackamas County MFI is determined by HUD for the Portland MSA.



5. Housing Need in Oregon City

Project New Housing Units Needed in the Next 20 Years

The results of the Housing Needs Analysis are based on (1) Metro's official household forecast for growth in Oregon City over the 20-year planning period, (2) information about Oregon City's housing market relative to Clackamas County and the Portland region, and (3) the demographic composition of Oregon City's existing population and expected long-term changes in the demographics of Clackamas County.

Forecast for Housing Growth

A 20-year household forecast (in this instance for 2021 to 2041) is the foundation for estimating the number of new dwelling units needed. The forecast for Oregon City is based on Metro's 2050 Household Distributed Forecast, 2021. Oregon City's city limits and UGB areas³⁹ will grow from 14,778 households in 2021⁴⁰ to 22,211 households in 2041, an increase of 7,435 households.⁴¹

Oregon City will have demand for 7,435 new dwelling units over the 20-year period, with an annual average growth of 372 dwelling units.

Exhibit 60. Forecast of Demand for New Dwelling Units, Oregon City Planning Area, 2021 to 2041

Source: Metro's 2050 Household Distributed Forecast, March 2021.
Calculations by ECONorthwest.

Variable	New Dwelling Units (2021-2041)		
	City Limits	UGB Areas	Oregon City Planning Area (Total)
Household Forecast 2021	13,796	2	14,778
Household Forecast 2041	19,588	2,625	22,213
Total New Dwelling Units (2021-2041)	5,792	1,643	7,435
Annual Average of New Dwelling Units	290	82	372

³⁹ The UGB areas include the forecasted household growth in TAZs 726, 733, and 740.

⁴⁰ Metro's 2050 Household Distributed Forecast shows that in 2020 the Oregon City city limits and UGB areas had 14,49 households. The Metro forecast shows these areas growing to 24,20 households in 2045, an average annual growth rate of 2.1% for the 25-year period. Using this growth rate, ECONorthwest extrapolated the forecast to 2021 (14,7 households) and 2041 (22,2 households).

⁴¹ This forecast is based on Oregon City city limits' and UGB areas' official household forecast from Metro for the 2021 to 2041 period.

Housing Units Needed

Exhibit 60 and Exhibit 61 presents a forecast of new housing in Oregon City's Planning Area for the 2021 to 2041 period. This section determines the mix and density needed to meet State requirements (OAR 660-007) and meet the housing needs of Oregon City residents.

The preliminary conclusion for Oregon City is that, over the next 20-years, the need for new housing developed in Oregon City will generally include a wider range of housing types and housing that is more affordable. This conclusion is based on the following findings:

- **Oregon City's housing mix, like Clackamas County's, is predominately single-family detached.** In the 2015-2019 period, 73% of Oregon City's housing was single-family detached, 7% was single-family attached, 6% was duplexes, triplexes, and quadplexes, and 13% was multifamily.
- **Demographic changes across the Portland Region (and in Oregon City) suggest increases in demand for single-family attached housing and multifamily housing.** The key demographic trends that will affect Oregon City's future housing needs are:
 - *The Baby Boomer's population is continuing to age.* The changes that affect Oregon City's housing demand as the population ages are that household sizes and homeownership rates decrease. The majority of Baby Boomers are expected to remain in their homes as long as possible, downsizing or moving when illness or other issues cause them to move. Demand for specialized senior housing, such as age-restricted housing or housing in a Continuum of Care from independent living to nursing home care, may grow in Oregon City.
 - *Millennials and Generation Z will continue to form households and make a variety of housing choices.* As Millennials and Generation Z age, generally speaking, their household sizes will increase, and their homeownership rates will peak by about age 55. Between 2020 and 2040, Millennials and Generation Z will be a key driver in demand for housing for families with children. The ability to attract these younger households will depend on the City's availability of affordable renter and ownership housing. It will also depend on the location of new housing in Oregon City as many Millennials prefer to live in more walkable neighborhoods.⁴² The decline in homeownership among the Millennial generation has more to do with financial barriers rather than the preference to rent.⁴³ Housing preferences for Generation Z are not yet known but it is reasonable that they will also need affordable housing, both for rental and later in life for ownership.
 - *Latinx population will continue to grow.* Latinx population growth will be an important driver in growth of housing demand, both for owner- and renter-occupied housing.

⁴² Choi, Hyun June; Zhu, Jun; Goodman, Laurie; Ganesh, Bhargavi; Storchak, Sarah. (2018). Millennial Homeownership, Why is it So Low, and How Can We Increase It? Urban Institute. https://www.urban.org/research/publication/millennial-homeownership/view/full_report

⁴³ Ibid.

Growth in the Latinx population will drive demand for housing for families with children. Latinx households are disproportionately cost burdened when compared to the statewide average, in part because of lower household incomes. Growth in Latinx households will also drive demand for affordable housing, both for ownership and renting, both for smaller units for one- and two-person households but also for larger family households, including multigenerational households.

- **About 35% of Oregon City’s households are cost burdened (paying 30% or more of their household income on housing costs).**⁴⁴ About 50% of Oregon City’s **renters** are cost burdened and about 28% of Oregon City’s **homeowners** are cost burdened. Cost burden rates in Oregon City are very similar to those in the Portland Region.
- **About 33% of Oregon City’s households are renters, 58% of whom live in multifamily housing.** Median rents in Oregon City are \$1,053 per month, compared to the \$1,091 median rent for Clackamas County as a whole.
 - A household earning 50% of Clackamas County’s median family income (\$46,000) could afford about \$1,150 per month in rent, compared with the average effective rent of \$1,350. However, about 19% of Oregon City’s housing stock is multifamily (2+ units), compared to 32% of the housing in the Portland Region. The comparatively small share of multifamily units may constrain opportunities to rent in Oregon City.
- **Housing sales prices increased in Oregon City over the last three years at a slightly faster rate than entire County.** From April 2016 to April 2021, the median housing sale price increased by \$194,600 (65%) from \$352,000 to \$545,000.⁴⁵ At the same time, the median housing home sale price in Clackamas County increased by \$171,700 (56%), from \$371,000 to \$542,000.⁴⁶ Oregon City has a lower average rent than other nearby jurisdictions, but the city’s home prices are higher than most jurisdictions, Clackamas County, and the Portland Region overall.
 - A household earning 100% of Clackamas County’s median family income could afford a home valued between about \$322,000 to \$368,000, which is less than the median home sales price of about \$545,000 in Oregon City. A household can start to afford median home sale prices at about 148% of Oregon City’s median household income.

These factors suggest that Oregon City needs a broader range of housing types with a wider range of price points than are currently available in Oregon City’s housing stock. This includes providing opportunity for development of housing types such as: smaller single-family

⁴⁴ The Department of Housing and Urban Development’s guidelines indicate that households paying more than 30% of their income on housing experience “cost burden,” and households paying more than 50% of their income on housing experience “severe cost burden.”

⁴⁵ Redfin

⁴⁶ Redfin.

detached housing (e.g., cottages or small ot single-family detached units), townhouses, duplexes and quad-plexes, small apartment buildings, and larger apartment buildings.

Exhibit 61 presents a forecast for housing growth in the Oregon City's city limits during the 2021 to 2041 period. The projection is based on the following assumptions:

- Metro's growth forecast show that Oregon City will need 7,435 new dwelling units over the 20-year period.
- The assumptions about the mix of housing in Exhibit 61 are consistent with the requirements of OAR 660-007⁴⁷:
 - **About 50% of new housing will be single-family detached, in medium and low-density areas**, a category which includes manufactured housing and cottage clusters. In 2015-2019, 73% of Oregon City's housing was single-family detached. Single-family detached housing includes traditional single-family detached units, manufactured homes (on individual lots and in parks), accessory dwelling units, and other detached housing types such as cottage housing.
 - **Nearly 20% of new housing will be single-family attached units in low, medium, and high-density areas.** In 2015-2019, 7% of Oregon City's housing was single-family attached. Single-family attached housing includes townhouses and row houses.
 - **About 10% of new housing will be duplexes, triplexes, and quadplexes in low, medium, and high-density areas.** In 2015-2019, 6% of Oregon City's housing was duplexes, triplexes, and quadplexes.
 - **About 30% of new housing will be in multifamily buildings with five or more units in high density and mixed-use areas.** In 2015-2019, 13% of Oregon City's housing was multifamily in structures with five or more units.

The City recently updated its zoning code to allow for a greater variety of housing types and remove and reduce barriers within the development regulations for missing middle housing. Corner duplexes, internal conversions, accessory dwelling units, and cottage clusters are allowed outright in low density areas. Duplexes, tri-plexes, quad-plexes, and single-family attached units are also permitted outright in medium density areas. Duplexes, tri-plexes, quad-plexes, attached housing, and internal conversions are processed with clear and objective standards in the same manner as a detached single-family home. In addition, the code redefined multifamily housing from structures with three or more units, to structures with five or more units per lot. The City is currently going through a process to review the zoning code for compliance with HB 2001, which will result in additional opportunities for housing types.

⁴⁷ OAR 660-007-0030(1) requires that most Metro cities "...provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing..."

Oregon City will have demand for 7,435 new dwelling units over the 20-year period, 50% of which are forecast to be single-family detached housing.

Exhibit 61. Forecast of Demand for New Dwelling Units, Oregon City Planning Area, 2021 to 2041

Source: Calculations by ECONorthwest. DU = Dwelling Unit

Variable	Mix of New Housing Units (2021-2041)
Needed new dwelling units (2021-2041)	7,435
Single-family detached	
Percent single-family detached DU	50%
<i>equals</i> Total new single-family detached DU	3,717
Single-family attached	
Percent single-family attached DU	20%
<i>equals</i> Total new single-family attached DU	1,487
Duplex, Triplex, Quadplex	
Percent duplex, triplex, quadplex	10%
<i>equals</i> Total new duplex, triplex, quadplex DU	744
Multifamily (5 or more units)	
Percent multifamily	20%
Total new multifamily DU	1,487
<i>equals</i> Total new dwelling units (2021-2041)	7,435

The forecast of new units does not include dwellings that will be demolished and replaced. This analysis does not factor those units in; it assumes they will be replaced at the same site and will not create additional demand for residential land.

Exhibit 62 allocates housing to plan designations in Oregon City. The allocation is based, in part, on the types of housing allowed in the zones of each plan designation.

Exhibit 62 shows:

- **Low Density Residential (R-10, R-8, R-6)** land will accommodate new single-family detached housing, accessory dwelling units, internal conversions, corner duplexes, and cluster housing. Single-family attached are allowed with a Master Plan. The City will review allowing duplexes, triplexes, and quadplexes in these zones, as part of complying with HB 2001.
- **Medium Density Residential (R-3.5, R-5)** land will accommodate new single-family detached housing, accessory dwelling units, internal conversions, duplexes, corner duplexes, single-family attached, triplexes, quadplexes, and cluster housing. Multifamily is allowed in a Master Plan.
- **High Density Residential (R-2)** land will accommodate accessory dwelling units for existing single-family detached units, internal conversions, duplexes, corner duplexes, single-family attached units, triplexes, quadplexes, cluster housing, and multifamily housing.

- **Mixed Use (MUD, MUC 1, MUC 2, NC, HC, WFDD)** land, depending on the zone, will accommodate townhouses, duplexes, triplexes, quadplexes, multifamily with five or more units, and live/work units.

Exhibit 62. Allocation of Housing by Housing Type and Plan Designation, Oregon City Planning Area, 2021 to 2041

Source: ECONorthwest.

Housing Type Allocations	Plan Designations				Total
	Low Density	Medium Density	High Density	Mixed Use	
Dwelling Units					
Single-family detached	2,007	1,710	-	-	3,717
Single-family attached	74		446	-	1,487
Duplex, Triplex, Quadplex	35	333	153	223	744
Multifamily (5+ units)	-	149	67	660	1,487
Total	2,116	3,159	1,277	883	7,435
Percent of Units					
Single-family detached	27%	23%	0%	0%	50%
Single-family attached	1%	13%	6%	0%	20%
Duplex, Triplex, Quadplex	0%	4%	2%	3%	10%
Multifamily (5+ units)	0%	2%	9%	9%	20%
Total	28%	42%	17%	12%	100%

Exhibit 63 converts between net acres and gross acres⁴⁸ to account for land needed for rights-of-way by plan designation in Oregon City, based on Metro's methodology of existing rights-of-way.⁴⁹

- **Low Density Residential:** Average density in this plan designation was historically 5.3 dwelling units per net acre. The density shown for low density residential in Exhibit 63 includes a 3% increase (5.4 dwelling units per net acre) from the historic density, consistent with the density changes allowed for complying with HB 2001.⁵⁰ This results in assuming a 5.4 future density in tax lots smaller than 0.38 acres, as no land is needed for rights-of-ways based on Metro's assumptions. For lots between 0.38 and 1.0 acres the

⁴⁸ OAR 660-024-0010 uses the following definition of net buildable acre. "Net Buildable Acre" "...consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads." While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads. Areas used for rights-of-way are considered unbuildable.

⁴⁹ Metro's methodology about net-to-gross assumptions are that: (1) tax lots under 3/8 acre assume 0% set aside for future streets; (2) tax lots between 3/8 acre and 1 acre assume a 10% set aside for future streets; and (3) tax lots greater than an acre assumes an 18.5% set aside for future streets. The analysis assumes an 18.5% assumption for future streets.

⁵⁰ Oregon City plans to comply with HB2001 and has recently made a variety of amendments to the development code to allow more housing types. The City is currently working through the process of making adjustment to comply with HB 2001 which will be implemented by July 2022.

future density will be 4.9 dwelling units per gross acre and for lots larger than 1.0 acres the future density will be 4.4 dwelling units per gross acre.

- **Medium Density Residential:** Average density in this plan designation was historically 10.7 dwelling units per net acre. The density shown for medium density residential in Exhibit 63 includes a 3% increase (11.0 dwelling units per net acre) from the historic density, consistent with the density changes allowed for complying with HB 2001.⁵¹ This results in assuming a 11.0 future density in tax lots smaller than 0.38 acres, as no land is needed for rights-of-ways based on Metro's assumptions. For lots between 0.38 and 1.0 acres the future density will be 9.9 dwelling units per gross acre and for lots larger than 1.0 acres the future density will be 9.0 dwelling units per gross acre.
- **High Density Residential:** Average density in this plan designation was historically 21.8 per net acre. For lots smaller than 0.38 acres, the future density will be 21.8 dwelling units per gross acre. For lots between 0.38 and 1.0 acres the future density will be 19.6 dwelling units per gross acre and for lots larger than 1.0 acres the future density will be 17.8 dwelling units per gross acre.
- **Mixed Use:** Average density in this plan designation was historically 19.8 dwelling units per net acre in tax lots smaller than 0.38 acres and no land is needed for rights-of-ways based on Metro's assumptions. For lots between 0.38 and 1.0 acres the future density will be 17.9 dwelling units per gross acre and for lots larger than 1.0 acres the future density will be 16.2 dwelling units per gross acre.

Exhibit 63. Future Housing Densities and Land for Rights-of-Way, Oregon City Planning Area

Source: ECONorthwest. Note: DU is dwelling unit.

Plan Designation	Tax Lots Smaller than 0.38 acre			Tax Lots ≥ 0.38 and ≤ 1.0 acre			Tax Lots larger than 1.0 acre		
	Net Density (DU/net acre)	% for Rights-of-Way	Gross Density (DU/gross acre)	Net Density (DU/net acre)	% for Rights-of-Way	Gross Density (DU/gross acre)	Net Density (DU/net acre)	% for Rights-of-Way	Gross Density (DU/gross acre)
Low Density Residential	5.4	0%	5.4	5.4	10%	4.9	5.4	18.5%	4.4
Medium Density Residential	11.0	0%	11.0	11.0	10%	9.9	11.0	18.5%	9.0
High Density Residential	21.8	0%	21.8	21.8	10%	19.6	21.8	18.5%	17.8
Mixed Use	19.8	0%	19.8	19.8	10%	17.9	19.8	18.5%	16.2

⁵¹ Oregon City plans to comply with HB2001 and has recently made a variety of amendments to the development code to allow more housing types. The City is currently working through the process of making adjustment to comply with HB 2001 which will be implemented by July 2022.

Housing Need by Income Level

The next step in the housing needs analysis is to develop an estimate of need for housing by income and housing type. This analysis requires an estimate of the income distribution of current and future households in the community. Estimates presented in this section are based on (1) secondary data from the Census, and (2) analysis by ECONorthwest.

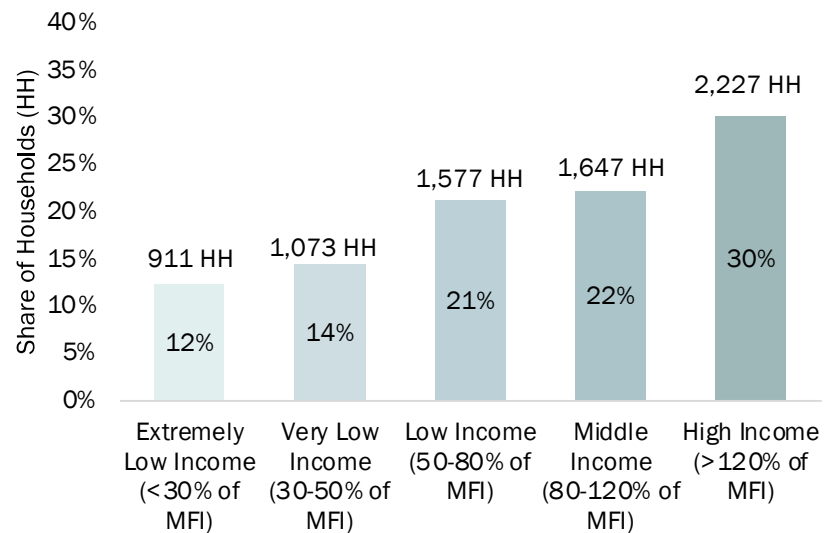
Exhibit 64 based on American Community Survey data about income levels for existing households in Oregon City. Income is categorized into market segments consistent with HUD income level categories, using Clackamas County's 2020 Median Family Income (MFI) of \$92,100. Exhibit 64 is based on current household income distribution, assuming that approximately the same percentage of households will be in each market segment in the future.

52

About 26% of Oregon City's future households will have income below 50% of Clackamas County's median family income (less than \$46,000 in 2020 dollars) and about 43% will have incomes between 50% and 120% of the county's MFI (between \$46,000 and \$110,000).

Exhibit 64. Future (New) Households, by Median Family Income (MFI) for Clackamas County (\$92,100), Oregon City Planning Area, 2021 to 2041

Source: U.S. Department of Housing and Urban Development. U.S. Census Bureau, 2015-2019 ACS Table 19001.



⁵² For example, 30% of Oregon City's households had income above 120% of the Clackamas County Median Family Income in 2015-2019. This analysis assumes that 30% of the 7,435 new households that grow in Oregon City 2021-2041 will have incomes over 120% of the Clackamas County Median Family Income.

Need for Government Assisted, Farmworker, and Manufactured Housing

ORS 197.303, 197.307, 197.312, and 197.314 requires cities to plan for government-assisted housing, farmworker housing, manufactured housing on lots, and manufactured housing in parks (communities).

- **Government-subsidized housing.** Government subsidies can apply to all housing types (e.g., single family detached, apartments, etc.). Oregon City allows development of government-assisted housing in all residential plan designations, with the same development standards for market-rate housing. This analysis assumes that Oregon City will continue to allow government housing in all of its residential plan designations. Because government assisted housing is similar in character to other housing (with the exception being the subsidies), it is not necessary to develop separate forecasts for government-subsidized housing.
- **Farmworker housing.** Farmworker housing can also apply to all housing types and the City allows development of farmworker housing in all residential plan designations, with the same development standards as market-rate housing. This analysis assumes that Oregon City will continue to allow this housing in all of its residential plan designations. Because it is similar in character to other housing (with the possible exception of government subsidies, if population restricted), it is not necessary to develop separate forecasts for farmworker housing.
- **Manufactured housing on lots.** Oregon City allows manufactured homes on lots in the zones which single-family detached housing is allowed. Oregon City does not have special siting requirements for manufactured homes. Since manufactured homes are subject to the same siting requirements as site-built homes, it is not necessary to develop separate forecasts for manufactured housing on lots.
- **Manufactured housing in communities.** OAR 197.480(4) requires cities to inventory the mobile home or manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial, or high-density residential development. According to the Oregon Housing and Community Services' Manufactured Dwelling Park Directory,⁵³ Oregon City has four manufactured home parks within city limits,⁵⁴ with 345 spaces. Oregon City has two manufactured home parks within the UGB,⁵⁵ with 540 spaces.⁵⁶ The proposed code amendments will allow an opportunity for new manufactured housing parks to be created as well as expansion of existing facilities.

⁵³ Oregon Housing and Community Services, Oregon Manufactured Dwelling Park Directory, <http://o.hcs.state.or.us/MDPCRParcs/ParkDirQuery.jsp>

⁵⁴ Clairmont, Mt. Pleasant, Cherry Lane, and Char Diaz Estate

⁵⁵ Forest Park, Country Village

⁵⁶ City of Oregon City, with space count from Oregon Housing and Community Services, Oregon Manufactured Dwelling Park Directory, <http://o.hcs.state.or.us/MDPCRParcs/ParkDirQuery.jsp>

ORS 197.480(2) requires Oregon City to project need for manufactured dwelling communities based on: (1) population projections, (2) household income levels, (3) housing market trends, and (4) an inventory of manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial, or high density residential.

- Exhibit 60 shows that Oregon City will need 7,435 dwelling units over the 2021 to 2041 period.
- Analysis of housing affordability shows that about 27% of Oregon City's new households will be extremely- or very-low income, earning 50% or less of the region's median family income. One type of housing affordable to these households is manufactured housing.
- Manufactured housing in communities accounts for about 2.5% (about 345 dwelling units) of Oregon City's current housing stock.
- National, state, and regional trends since 2000 showed that manufactured housing parks are closing, rather than being created. For example, between 2000 and 2015, Oregon had 68 manufactured parks close, with more than 2,700 spaces.
- The households most likely to live in manufactured homes in parks are those with incomes between \$27,600 and \$46,050 (between 30% to 50% of MFI), which include 14% of Oregon City's households. However, households in other income categories may live in manufactured homes in parks
- The national and state trends of the closure of manufactured home parks, and the fact that no new manufactured home parks have opened in Oregon in over the last 15 years, demonstrate that development of new manufactured home parks in Oregon City is unlikely. However, some existing parks in Oregon City have expanded to increase the number of spaces in the park.
- If the City does have need for a new manufactured home park, that would be for about 145 new units (2.5% of new units), which at about 10 to 12 dwelling units per acre (based on standards for single-family dwellings in the R-3.5 zone) will need 12 to 15 acres of land. Oregon City can accommodate this in their existing vacant buildable land base in the Medium Density Residential plan designation.
- Our conclusion from this analysis is that development of new manufactured home parks in Oregon City (and most of the Portland Region) over the planning period is unlikely. It is, however, likely that manufactured homes will continue to locate on individual lots in Oregon City, and existing parks may reconfigure to accommodate more units. The forecast of housing assumes that no new manufactured home parks will be opened in Oregon City over the 2021 to 2041 period. The forecast includes new manufactured homes on lots in the category of single-family detached housing.
- Over the next 20 years (or longer) one or more manufactured home parks may close in Oregon City. This may be a result of manufactured home park landowners selling

or redeveloping their land for uses with higher rates of return, rather than lack of demand for spaces in manufactured home parks. Manufactured home parks contribute to the supply of low-cost affordable housing options, especially for affordable homeownership.

- In addition to statewide regulation of the closure of manufactured home parks designed to lessen the financial difficulties of this closure for park residents, Oregon City also has locally adopted manufactured home park closure regulations. In the case of manufactured home park closures, the City has a role to play in ensuring that there are opportunities for housing for the displaced residents. The City's primary roles are to ensure that there is sufficient land zoned for new multifamily housing and to reduce barriers to residential development to allow for development of new, relatively affordable housing. The City may use a range of policies to encourage development of relatively affordable housing, such as allowing a wider range of moderate density housing (e.g., duplexes or 3-plexes) in the Low-density and Medium-Density zones, designating more land for multifamily housing, removing barriers to multifamily housing development, using tax credits to support affordable housing production, developing an inclusionary zoning policy, or partnering with a developer of government-subsidized affordable housing.

6. Oregon City's Residential Land Sufficiency

This section presents an evaluation of the sufficiency of vacant residential land in Oregon City to accommodate expected residential growth over the 2021 to 2041 period. This section includes an estimate of residential development capacity (measured in new dwelling units) and an estimate of Oregon City's ability to accommodate needed new housing units for the 2021 to 2041 period, based on the analysis in the housing needs analysis.

Capacity Analysis

The comparison of supply (buildable land) and demand (population and growth leading to demand for more residential development) allows the determination of land sufficiency.

There are two ways to calculate estimates of supply and demand into common units of measurement to allow their comparison: (1) housing demand can be converted into acres, or (2) residential land supply can be converted into dwelling units. A complication of either approach is that all land has different characteristics – factors such as zone, slope, parcel size, and shape can affect the land's ability to accommodate housing. Methods that recognize this fact are more robust and produce more realistic results. This analysis uses the second approach: it estimates the ability of vacant residential lands within the city limits to accommodate new housing. This analysis, sometimes called a "capacity analysis,"⁵⁷ can be used to evaluate different ways that vacant residential land may build out by applying different assumptions.

Oregon City Capacity Analysis Results for Vacant and Partially Vacant Land

The capacity analysis estimates the development potential of vacant residential land to accommodate new housing, based on the needed densities by the housing type categories shown in Exhibit 63

Exhibit 65 shows that **vacant land in Oregon City's Planning Area has capacity to accommodate approximately 7,266 new dwelling units**, based on the following assumptions:

- **Vacant and partially vacant buildable residential land.** The capacity estimates start with the number of buildable acres in residential plan designations and zones that allow residential uses.

⁵⁷ There is ambiguity in the term *capacity analysis*. It would not be unreasonable for one to say that the "capacity" of vacant land is the maximum number of dwellings that could be built based on density limits defined legally by plan designation or zoning, and that development usually occurs—for physical and market reasons—at something less than full capacity. For that reason, we have used the longer phrase to describe our analysis: "estimating how many new dwelling units the vacant residential land in the city limits is likely to accommodate." That phrase is, however, cumbersome, and it is common in Oregon and elsewhere to refer to that type of analysis as "capacity analysis," so we use that shorthand occasionally in this memorandum.

- **Residential densities.** The capacity analysis assumes development will occur at historical densities. Those densities were derived from the densities shown in Exhibit 63.
- **Average net density.** Exhibit 65 shows capacity and densities in gross acres. OAR 660-007 requires that Oregon City provide opportunity for development of housing at an overall average density of eight dwelling units per net acre. The average net density of buildable residential land in Exhibit 65 is 9.5 dwelling units per net acres and 8.0 dwelling units per gross acre.
- **Capacity on mixed use land.** The estimate of capacity includes land in the mixed use plan designations (including zones that allow residential uses). Because not all mixed use land will develop as a residential use, we assumed that 70% of the buildable land in the mixed use plan designation will develop as residential.

Exhibit 65. Estimate of Residential Capacity on Unconstrained Vacant and Partially Vacant Buildable Land, Oregon City Planning Area, 2021 to 2041

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: DU is dwelling unit.

Plan Designation	Tax Lots Smaller than 0.38 acre			Tax Lots ≥ 0.38 and ≤ 1.0 acre			Tax Lots larger than 1.0 acre			Total, combined	
	Buildable Acres	Density Assumption (DU/gross acre)	Capacity (Dwelling Units)	Buildable Acres	Density Assumption (DU/gross acre)	Capacity (Dwelling Units)	Buildable Acres	Density Assumption (DU/gross acre)	Capacity (Dwelling Units)	Buildable Acres	Capacity (Dwelling Units)
Low Density Residential	77	5.4	415	95	4.9	465	281	4.4	1,236	453	2,116
Medium Density Residential	23	11.0	253	39	.9	386	280	9.0	2,520	42	3,159
High Density Residential	1	21.8	21	1	19.6	19	0	17.8	1,068	62	1,108
Mixed Use	3	19.8	55	7	17.9	125	43	16.2	703	53	883
Total	104	-	744	142	-	995	64	-	5,527	910	7,266

Residential Land Sufficiency

The next step in the analysis of the sufficiency of residential land within Oregon City is to compare the demand for housing by plan designation (Exhibit 62) with the capacity of land by plan designation (Exhibit 65).

Exhibit 66 shows that Oregon City has sufficient land to accommodate development all plan designations.

- Low density residential and medium density residential plan designations have enough land to accommodate growth, with no surplus or deficit of capacity.
- High density residential does not enough land to accommodate growth, with a deficit of 169 dwelling units of capacity, or 8 acres.
- Mixed use has enough land to accommodate growth, assuming that 70% of the buildable land in this plan designation will develop with residential uses.

Exhibit 66. Comparison of Capacity of Existing Residential Land with Demand for New Dwelling Units and Land Surplus or Deficit, Oregon City, City Limits, 2021 to 2041

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: DU is dwelling unit.

Plan Designation	Capacity (Dwelling Units)	Demand (Dwelling Units)	Comparison (Capacity minus Demand)	Land Surplus or Deficit (Gross Acres)
Low Density Residential	2,116	2,116	0	0
Medium Density Residential	3,159	3,159	0	0
High Density Residential	1,108	1,277	(169)	(8)
Mixed Use	883	883	0	0
Total	7,266	7,435		

Findings and Recommendations

The key findings of the Oregon City Housing Needs Analysis are that:

- **Finding: Growth in housing will be driven by growth in households.** The number of households in Oregon City’s Planning Area is forecast to grow from 14,771 households to 22,211 households, an increase of 7,435 households between 2021 and 2041.
- **Finding: Oregon City is planning for growth of 7,435 new dwelling units.** To accommodate the 7,435 dwelling units over the 20-year planning period, Oregon City will average 372 new dwelling units annually, and will plan for more single-family attached and multifamily dwelling units in the future to meet the city’s housing needs. Historically, about 73% of Oregon City’s housing was single-family detached. New housing in Oregon City is forecast to be 50% single-family detached, 20% single-family attached, 10% duplexes, triplexes, and quadplexes, and 20% multifamily. This housing mix both meets the requirements for housing mix for cities in Metro (OAC 660-007) and is supported by the changes in the housing market described below.

The factors driving the shift in types of housing needed in Oregon City include changes in demographics and decreases in housing affordability. The aging of senior populations and the household formation of young adults will drive demand for renter and owner-occupied housing, such as small single-family detached housing, townhouses, duplexes, and apartments/condominiums. Both groups may prefer housing in walkable neighborhoods, with access to services.

- **Recommendation:** Oregon City should monitor land available in all plan designations, as there is no surplus (or deficit) of land in the low and medium density residential plan designations. Additionally, the City may look for opportunities for redevelopment on underutilized land to address the deficit of high density residential land and limited capacity of mixed use land.
- **Oregon City is meeting Metro’s requirements for net density and housing mix.** OAR 660-007-0035 sets specific density targets for cities in the Metro UGB. Oregon City’s average density target is eight dwelling units per net buildable acre. Based on the findings in Chapter 6, Oregon City is exceeding this average density target at an average net density of 9.5 dwelling units per net acre.

OAR 660-007 also requires that cities within the Metro UGB “provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing.” Chapter 5 shows that for the 2021-2041 planning period Oregon City is assuming that 20% of new dwelling units will be single-family attached, 10% of new units will be duplexes, triplexes, or quadplexes, and 20% of new units will be multifamily.

- **Recommendation:** Oregon City should continue to monitor future development to evaluate resulting densities and housing mix in comparison to the planned units described in this report.

- **Finding: Oregon City has unmet need for affordable housing.** About 34% of Oregon City's households are cost burdened, with 50% of renters cost burdened and 28 of owners cost burdened. Oregon City's level of cost burden is similar to other communities in Clackamas County. Oregon City's unmet housing needs include:

Renter housing. The average asking rent for multifamily housing in Oregon City in 2021 was about \$1,350, which is affordable to households earning about 60% of the median family income (about \$55,200). About one-third of Oregon City's households have incomes below this level and cannot afford the average rent. As shown in the rates of cost burden, many of these renter households are cost burdened. Oregon City will continue to have unmet renter housing needs, both for existing households and for new households.

Owner-occupied housing. The median home sales price in April 2021 was about \$545,000, which is affordable to households earning about 148% of the median family income (about \$136,300). Oregon City is one of the less affordable cities for homeownership in the Portland region, households at middle and high incomes (between \$74,000 to \$110,000) are less able to afford housing in Oregon City. One way to increase the supply of affordable owner-occupied housing is to increase opportunities for development of the middle-income housing described above.

- **Recommendation:** Without diversification of housing types, lack of affordability will continue to be a problem, possibly growing in the future if incomes continue to grow at a slower rate than housing costs. Under the current conditions, 1,545 of the forecasted new households will have incomes of \$46,000 (in 2020 dollars) or less (50% of MFI income or less). These households cannot afford market-rate housing without government subsidy. Another 1,228 new households will have incomes between \$46,000 and \$74,000 (50% to 80% of MFI).

Oregon City will need to provide opportunities for affordable housing development for both rental and ownership over the 20-year period, and the City should look for opportunities for affordable housing development for all housing types.

- **Finding: Oregon City will need to meet the requirements of House Bill 2001.** The legislature passed House Bill 2001 in the 2019 Legislative Session. The bill requires cities within the Metro UGB to allow "middle" housing types in low-density residential zones. The bill defines middle housing types as duplexes, triplexes, quadplexes, cottage clusters, and townhouses.
- **Recommendation:** The City should continue the process of developing and adopting zoning code to comply with these requirements.
- **Finding: Oregon City is currently in the process of a Comprehensive Plan Update.** This 2021 HNA report presents updated information related to Oregon City's Housing

Element of the Comprehensive Plan. Additionally, changes in Oregon City's demographics have presented a need for a greater variety of housing types. In 2019, Oregon City participated in a preliminary housing needs analysis process through the development of the Clackamas County Housing Needs Analysis. This report builds on the information presented for Oregon City in that project and provides updated data where necessary.

- **Recommendation:** Oregon City should adopt this HNA report as an appendix to the Comprehensive Plan. HB 2003 requires that Oregon City update its HNA every six years to analyze what housing is needed for current and future residents for a 20-year period.

Oregon City has identified a project to start within a year to look at non-zoning strategies to support the development of housing (including affordable housing). This initial study will allow the consideration of additional tools and partnerships in advance of a Housing Production Strategy (HPS) according to the guidance in HB 2003. An HPS includes consideration of additional information about the housing needs of underserved communities and engagement with underserved communities about potential approaches to meeting their needs.

Overall, Oregon City has worked to increase the supply of housing over the past few years by removing and reducing barriers in the zoning code and allowing a wider variety of housing types throughout the City. Though there is no need to rezone land for housing based on this analysis, the City should continue to watch the supply of housing and look for opportunities to increase types of housing and affordability. Affordability of housing will continue to be challenging for many in Oregon City over the long-run.

Appendix A: Buildable Lands Inventory Methodology

A key initial component of the Housing Needs Analysis is conducting a buildable lands inventory (BLI). This appendix summarizes the methods ECONorthwest used to conduct the residential BLI for Oregon City.

Oregon Administrative Rules provide guidance on conducting residential BLIs:

OAR 660-008-0005

“Buildable Land” means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available and necessary for residential uses. Publicly owned land is generally not considered available for residential uses. Land is generally considered “suitable and available” unless it:

- (a) Is severely constrained by natural hazards as determined under Statewide Planning Goal 7;*
- (b) Is subject to natural resource protection measures determined under Statewide Planning Goals 5, 6, 15, 16, 17 or 18;*
- (c) Has slopes of 25 percent or greater;*
- (d) Is within the 100- year flood plain; or*
- (e) Cannot be provided with public facilities.*

The methods used for conducting the Oregon City BLI are consistent with Oregon statutes. The Oregon City BLI presented in this analysis aligns with the methods and definitions in the 2019 Clackamas County Regional Housing Needs Analysis, with updated classifications to reflect development since 2019.

Methodology

The BLI is based on the data and methods used by Metro. Metro is required to complete a BLI for land within the regional UGB every six years. The agency finished an updated BLI (based on 2016 data) in November 2018 for the 2018 Urban Growth Report (UGR). The methods used for inventorying lands in Oregon City attempt to be consistent with Metro’s results while also updating the results to account for new development since the 2019 BLI was completed for the Clackamas County Regional Housing Needs Analysis and other local conditions, such as unique environmental constraints.

Study Area

The BLI for the Oregon City (city limits and UGB areas) includes all residential land designated in the Comprehensive Plan.⁵⁸ ECONorthwest used the tax lot shapefile from Metro's 2018 BLI (2016 tax lot base data), with attention to lots that subdivided since 2016 based on local staff identification. City staff then reviewed these areas and identified lots that should be excluded or included for their jurisdiction based on future planning or errors in GIS data.

Inventory Steps

The BLI consists of several steps:

1. Generating UGB "land base"
2. Classifying land by development status
3. Identify constraints
4. Verify inventory results
5. Tabulate and map results

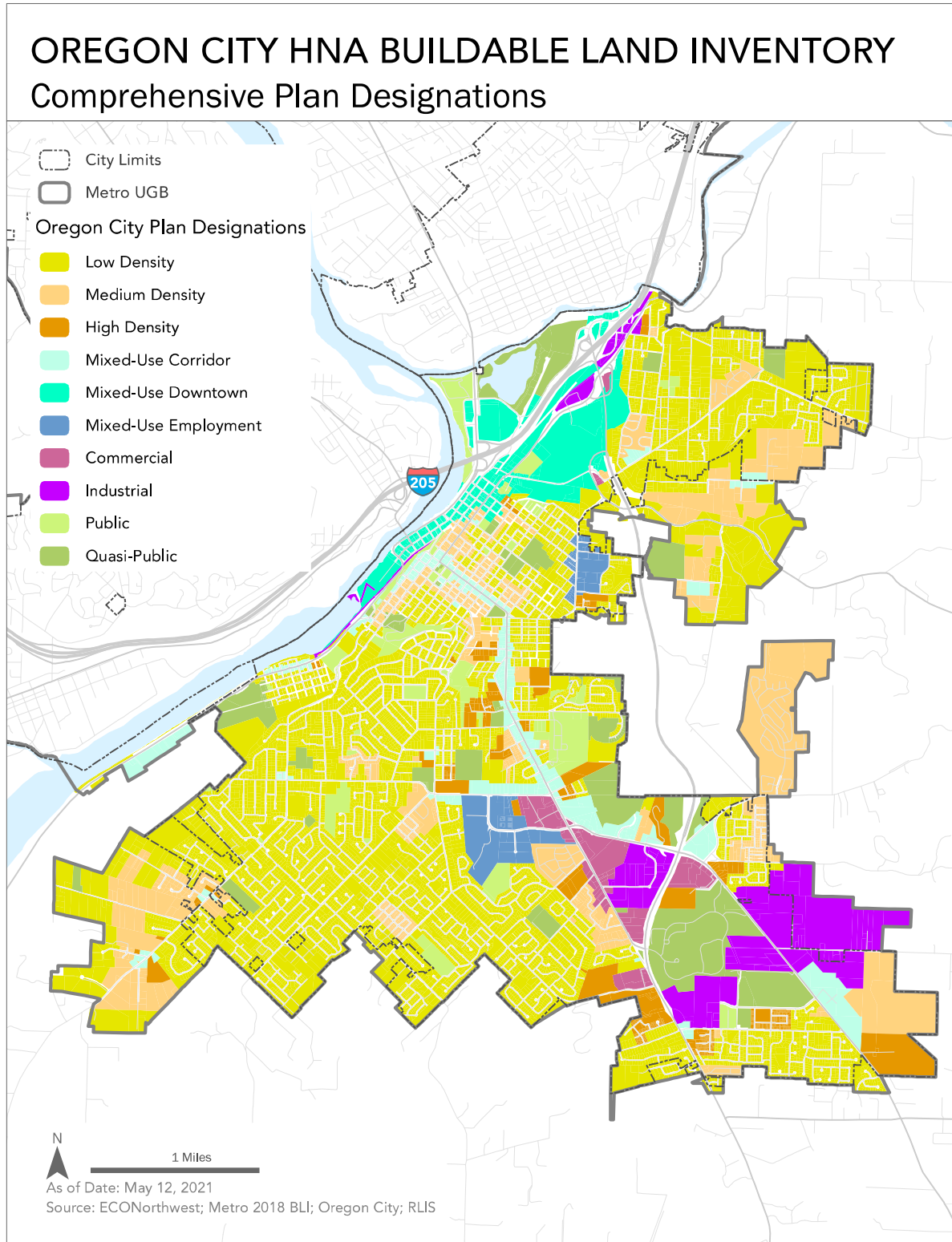
Step 1: Generate "Land Base"

Per Goal 10 this involves selecting all of the tax lots with residential and other nonemployment plan designations where residential uses are planned for and allowed by the implementing zones.

Exhibit 67 shows the residential plan designations included in the BLI.

⁵⁸ ECONorthwest reviewed local plan information for Oregon City based on 2020 RLIS data. Residential comprehensive plan designations remained the same since the 2019 BLI.

Exhibit 67. Residential Land Base by Plan Designation, Oregon City, City Limits and UGB Areas, 2020
Source: ECONorthwest.



Step 2: Classify Lands

In this step, ECONorthwest classified each tax lot with a plan designation that allow residential uses into one of four mutually exclusive categories based on development status:

- Vacant
- Partially vacant
- Public
- Developed

ECONorthwest used the classifications determined through Metro's model, as outlined below.

Development Status	Definition	Statutory Authority
Vacant	Tax lots designated as vacant by Metro based on the following criteria: 1) Fully vacant based on Metro aerial photo 2) Tax lots with less than 2,000 square feet developed AND developed area is less than 10% of lot 3) Lots 95% or more vacant from GIS vacant land inventory	OAR 660-008-0006(2) (2) "Buildable Land" means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available, and necessary for residential uses.
Partially Vacant	Single-family tax lots that are 2.5 times larger than the minimum lot size and a building value less than \$300,000 or lots that are 5 times larger than the minimum lots size (no threshold for building value). These lots are considered to still have residential capacity. For this analysis, we are classifying these lots as partially vacant. We assume that 0.25 acres of the lot is developed, and the remaining land is available for development, less constraints.	OAR 660-008-0006(2)
Public	Lands in public ownership are considered unavailable for residential development. This includes lands in federal, state, county, or city ownership. These lands are identified using Metro's definitions and categories.	OAR 660-008-0005(2) - Publicly owned land is generally not considered available for residential uses.
Developed	Lands not classified as vacant, partially vacant, or public are considered developed.	OAR 660-008-0006(2) (2) "Buildable Land" means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available, and necessary for residential uses.

Step 3: Identify Constraints

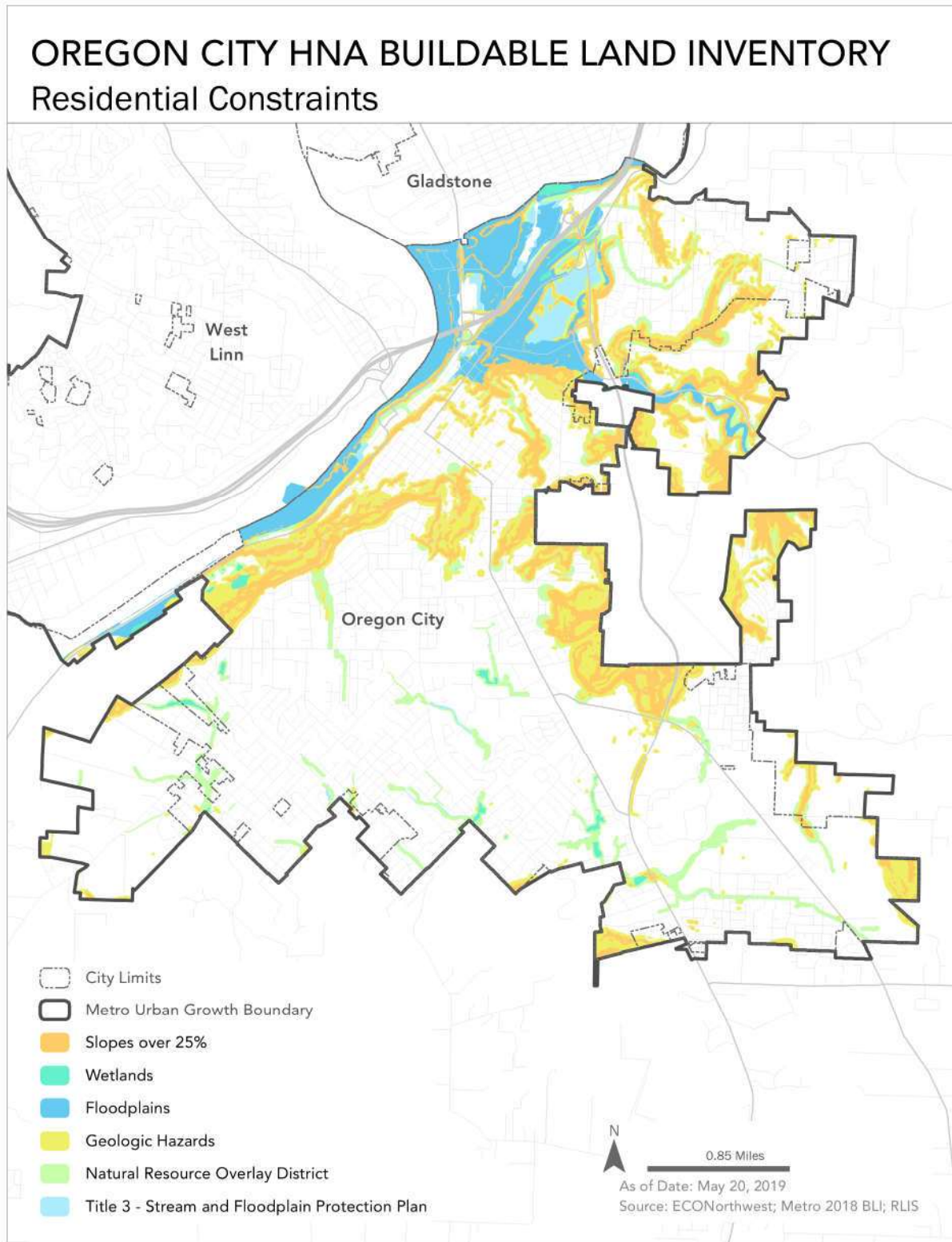
Consistent with OAR 660-008-0005 guidance on residential buildable lands inventories, ECONorthwest deducted certain lands with development constraints from vacant lands. Unless cities identified alternative constraints (as identified below), the constraints we used are summarized in the table below.

Constraint	Statutory Authority	Threshold	File name
Goal 5 Natural Resource Constraints			
Regulated wetlands	OAR 660-008-0005(2)	Regulated wetlands	RLIS Wetlands layer
Natural Resources Overlay District	OAR 660-008-0005(2)	Areas in the natural resource overlay district	Overlay district layer
Landslide Hazards	OAR 660-008-0005(2)	Areas in the geologic hazards overlay	Overlay zone layer
Natural Hazard Constraints			
Floodways	OAR 660-008-0005(2)	Lands within FEMA FIRM identified floodway	Title 3 floodplain/floodway layer
100-Year Floodplain	OAR 660-008-0005(2)	Lands within FEMA FIRM 100-year floodplain	Title 3 floodplain/floodway layer
Steep Slopes	OAR 660-008-0005(2)	Slopes greater than 25%	slopes25_Area

These areas are considered as prohibitive constraints (unbuildable) as shown in Exhibit 68. These areas are deducted from lands that are identified as vacant to determine the buildable portion of vacant lots. In addition, we applied any local specific environmental constraints identified by cities that also prohibit the development of vacant lots. These local constraints should clearly limit development potential in the local development code.

The lack of access to water, sewer, power, road or other key infrastructure cannot be considered a prohibitive constraint unless it is an extreme condition. These tax lots are currently unserved but could potentially become serviced over the twenty-year planning period.

Exhibit 68. Residential Development Constraints, Oregon City, City Limits and UGB Areas, 2020



Step 4: Verification

ECONorthwest used a multistep verification process to review development status in Oregon City. The first verification step included a “rapid visual assessment” of land classifications using GIS and recent aerial photos. The rapid visual assessment involved reviewing classifications overlaid on recent aerial photographs to verify uses on the ground. We reviewed all tax lots included in the inventory using the rapid visual assessment methodology. The second round of verification involved City staff verifying the rapid visual assessment output. We amended the BLI based on City staff review and comments, and the 2020 BLI update (since the 2019 BLI) considered areas developed in the past year based on permit information and local confirmation from City staff.

Step 5: Tabulation and Mapping

The results are presented in tabular and map format in Chapter 2.



Planning Division

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LEGISLATIVE STAFF REPORT AND RECOMMENDATION

A preliminary analysis of the applicable approval criteria for a legislative proposal is enclosed within the following report.

October 15, 2021

HEARING DATE: October 25, 2021 - Planning Commission (First Hearing Date)

FILE NUMBER: GLUA 21-00057 and LEG 21-00004: Legislative Application for Housing Needs Analysis

APPLICANT: City of Oregon City, PO Box 3040, Oregon City, OR 97045

REQUEST: The City of Oregon City is proposing to adopt a 2021 Housing Needs Analysis as an ancillary document to the Comprehensive Plan and repeal a previous 2002 housing study.

LOCATION: Citywide and within Urban Growth Boundary

This legislative application is subject to the Administration and Procedures section of the Oregon City Code set forth in Chapter 17.50. The application and all supporting documents submitted by or on behalf of the applicant are available for inspection at no cost at the Oregon City Planning Division, 695 Warner Parrott Road, during regular business days, 9am- 4pm Monday thru Friday. Copies of these materials may be obtained for a reasonable cost. The staff report, with all the applicable approval criteria, will also be available for inspection seven days prior to the hearing. Any interested party may testify at the public hearing and/or submit written testimony at or prior to the close. Notice of the decision shall be sent to all persons submitting comments and providing a return address. The procedures that govern the hearing will be posted at the hearing and are found in OCMC Chapter 17.50 the City Commission's Rules of Procedure.

I. BACKGROUND:

The enclosed Housing Needs Analysis (HNA) includes housing data and forecasts on demographic and socioeconomic trends to understand how much housing will be need in the future and if we have enough available land to accommodate the community's needs. This technical analysis will help the community understand whether Oregon City has enough land to accommodate growth over the next 20 years and if any housing policy changes are needed.

The housing forecast will repeal and replace the Housing Technical Report (2002), which was adopted in 2004 as an ancillary document to the Comprehensive Plan.

The *Oregon City 2021-2041 Housing Needs Analysis* presents a forecast of future housing growth in Oregon City for the 2021-2041 period. It includes an inventory of buildable residential land within Oregon City and in areas of future expansion for the City (only including areas within the Metro urban growth boundary). The *Housing Needs Analysis* presents information about residential development trends and housing affordability within Oregon City.¹ It provides a foundation for future housing policy decisions.

The draft study found that Oregon City should plan for the growth of 7,435 new dwelling units over the next 20 years. Much of the growth in housing will be driven by growth in households. The City will meet Metro's requirements for net density and housing mix but has a slight shortage of land for high-density housing and an unmet need for affordable housing. The City may address the unmet needs through policies though should continue to monitor housing over time. The study will be used to inform housing policy and projects in the future.

The City Commission recognized a need to support housing options in the City. The study will be used to inform housing policies and actions in the upcoming Comprehensive Plan Update process (OC 2040). OC 2040 will develop policies to respond to the unmet housing needs identified in the Housing Needs Analysis. In addition, the City Commission identified the following goals within the 2021-2023 biennium goals related to housing which the draft HNA will help to inform:

- Prepare a plan to identify and implement housing strategies, tools and opportunities that work best for Oregon City
- Update our code to provide additional housing opportunities in Oregon City

In 2020, the Land Conservation and Development Commission (LCDC) adopted Oregon Administrative Rules implementing a Housing Capacity Analysis Schedule. These Oregon Administrative Rules requires Oregon City update our Housing Needs Analysis every six years, effective 2022. If the proposed HNA is not adopted prior to December 31, 2021, the City will be required to revise the HNA in compliance with HB 2003 prior to December 31, 2022 and complete a Housing Production Strategy by December 31, 2023. If the City adopts the proposed HNA prior to the end of 2021, the next HNA update is not required for 6 years.

II. DECISION-MAKING CRITERIA

¹ The UGB areas include the buildable lands inventory and forecasted household growth in TAZs 726, 733, and 740.

Chapter 17.68 - Zoning Changes and Comprehensive Plan Amendments

17.68.010 - Initiation of the amendment.

A text amendment to the comprehensive plan, or an amendment to the zoning code or map or the Comprehensive Plan map, may be initiated by:

- A. A resolution request by the City Commission;*
- B. An official proposal by the Planning Commission;*
- C. An application to the Planning Division; or.*
- D. A Legislative request by the Planning Division.*

All requests for amendment or change in this title shall be referred to the Planning Commission.

Finding: Complies as Proposed. The proposal qualifies as initiated as a legislative request by the Planning Division at the direction of the City Commission.

17.68.015 –Procedures.

Applications shall be reviewed pursuant to the procedures set forth in Chapter 17.50.

17.50.170 - Legislative hearing process.

A. Purpose. Legislative actions involve the adoption or amendment of the city's land use regulations, comprehensive plan, maps, inventories and other policy documents that affect the entire city or large portions of it. Legislative actions which affect land use shall begin with a public hearing before the planning commission.

B. Planning Commission Review.

1. Hearing Required. The planning commission shall hold at least one public hearing before recommending action on a legislative proposal. Any interested person may appear and provide written or oral testimony on the proposal at or prior to the hearing. The community development director shall notify the Oregon Department of Land Conservation and Development (DLCD) as required by the post-acknowledgment procedures of ORS 197.610 to 197.625, as applicable.

C. City Commission Review.

1. City Commission Action. Upon a recommendation from the planning commission on a legislative action, the city commission shall hold at least one public hearing on the proposal. Any interested person may provide written or oral testimony on the proposal at or prior to the hearing. At the conclusion of the hearing, the city commission may adopt, modify or reject the legislative proposal, or it may remand the matter to the planning commission for further consideration. If the decision is to adopt at least some form of the proposal, and thereby amend the city's land use regulations, comprehensive plan, official zoning maps or some component of any of these documents, the city commission decision shall be enacted as an ordinance.

2. Notice of Final Decision. Not later than five days following the city commission final decision, the community development director shall mail notice of the decision to DLCD in accordance with ORS 197.615(2).

Finding: Complies as Proposed. This legislative action has followed the procedures found in OCMC 17.50.170 including meetings with the Citizen Involvement Committee and anticipated meetings with the Planning Commission and City Commission.

17.68.020 - Criteria.

The criteria for comprehensive plan amendment or text or map amendment in the zoning code are set forth as follows:

A. The proposal shall be consistent with the applicable goals and policies of the comprehensive plan;

Finding: Complies as Proposed. This legislative action is consistent with the applicable goals and policies of the comprehensive plan, as detailed in the responses below. Therefore, the proposed amendments are consistent with Criterion (A).

Conformity of the proposal with the city's comprehensive plan;

Goal 1: Citizen Involvement

Goal 1.1 – Citizen Involvement Program

Policy 1.1.1 *Utilize neighborhood associations as the vehicle for neighborhood-based input to meet the requirements of the Land Conservation and Development Commission (LCDC) Statewide Planning Goal 1, Citizen Involvement. The Citizen Involvement Committee (CIC) shall serve as the officially recognized citizen committee needed to meet LCDC Statewide Planning Goal 1.*

Finding: Complies as Proposed. Neighborhood Associations were sent an invitation to comment on the draft HNA as well as an excerpt of the vacant and partially vacant unconstrained map for land within their neighborhood association boundaries for comment on September 15. Notice of this Legislative application was emailed to neighborhood associations and a presentation was given to the Citizen Involvement Committee at their October 4, 2021 meeting.

Goal 1.2 *Community and Comprehensive Planning Ensure that citizens, neighborhood groups, and affected property owners are involved in all phases of the comprehensive planning program.*

Finding: Complies as Proposed. The City of Oregon City held public meetings presenting the results of the *Housing Needs Analysis* report on July 28, 2021, with the OC 2040 Project Advisory Team (PAT) , and on September 7, 2021, with the Oregon City Planning Commission and City Commission. Both meetings provided an opportunity to learn about the analysis, ask questions, and provide input into the outcomes of the analysis. A project website was established, and emailed notice of the draft HNA was sent to the Development Stakeholders Group, neighborhood associations, and Citizen Involvement Committee on September 15. Notice of the application was provided in the October citywide utility bill. In addition, the HNA was presented to the Citizen Involvement Committee at their October 4th meeting, and notice of the HNA was emailed to neighborhood associations and the Citizen Involvement Committee on October 4.

Policy 1.2.1 *Encourage citizens to participate in appropriate government functions and land-use planning.*

Finding: Complies as Proposed. The City of Oregon City held public meetings presenting the results of the *Housing Needs Analysis* report on July 28, 2021, with the OC 2040 Project Advisory Team (PAT) , and on September 7, 2021, with the Oregon City Planning Commission and City Commission. Both meetings provided an opportunity to learn about the analysis, ask questions, and provide input into the outcomes of the analysis. A project website was established and emailed notice of the draft HNA was sent to the Development Stakeholders Group, neighborhood associations, and Citizen Involvement Committee on September 15. Notice of the application was provided in the October citywide utility bill. In addition, the HNA was presented to the Citizen Involvement Committee at their October 4th meeting, and notice of

the HNA was emailed to the Development Stakeholder Group in October. Notice of this Legislative application was emailed to a variety of agencies, the neighborhood associations, and the Citizen Involvement Committee on October 4.

Goal 1.4 – Community Involvement

Provide complete information for individuals, groups, and communities to participate in public policy planning and implementation of policies.

Finding: Complies as Proposed. The City of Oregon City held public meetings presenting the results of the *Housing Needs Analysis* report on July 28, 2021, with the OC 2040 Project Advisory Team (PAT), and on September 7, 2021, with the Oregon City Planning Commission and City Commission. Both meetings provided an opportunity to learn about the analysis, ask questions, and provide input into the outcomes of the analysis. The draft *Housing Needs Analysis* was made available on the OC 2040 PAT web page and again in the joint Oregon City Planning Commission and City Commission packet. A project website was established, and emailed notice of the draft HNA was sent to the Development Stakeholders Group, neighborhood associations, and Citizen Involvement Committee on September 15. Notice of the application was provided in the October citywide utility bill. In addition, the HNA was presented to the Citizen Involvement Committee at their October 4th meeting and notice of the HNA was emailed to the Development Stakeholder Group in October. Notice of this Legislative application was emailed to a variety of agencies, the neighborhood associations, and the Citizen Involvement Committee on October 4.

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

Finding: Complies as Proposed. Opportunities to become involved in the PAT meeting were noticed a week in advance of the meeting and the joint Oregon City Planning Commission and City Commission was also noticed. A project website was established and emailed notice of the draft HNA was sent to the Development Stakeholders Group, neighborhood associations, and Citizen Involvement Committee on September 15. Notice of the application was provided in the October citywide utility bill. Notice of this Legislative application was emailed to a variety of agencies, the neighborhood associations, and the Citizen Involvement Committee on October 4.

Comprehensive Plan Section 2 Land Use

Goal 2.1 Efficient Use of Land

Ensure that property planned for residential, commercial, office, and industrial uses is used efficiently and that land is developed following principles of sustainable development.

Finding: Complies as Proposed. The *Housing Needs Analysis* developed an inventory of buildable land where housing is allowed with clear and objective standards. The inventory included all land in residential plan designations, as well as land in the Mixed-Use Corridor, Mixed-Use Downtown, and General Commercial designations. The inventory identified vacant and partially vacant land, excluding land with development constraints that prohibit development. These development constraints included: land within floodplains and floodways, land within natural resource protection areas, land with slopes over 25%, and land in geologic hazards.

The *Housing Needs Analysis* forecast the future of Oregon City's housing mix in accordance with the requirements of OAR 660-007-0030 (1), which says that Oregon City must "...provide the opportunity for

at least 50 percent of new residential units to be attached single-family housing or multiple family housing..." The *Housing Needs Analysis* assumes that 50% of new housing in Oregon City will be single-family detached, 20% will be single-family attached, 10% will be duplex/triplex/quadplex, and 20% will be multi-family with five or more units per structure. In 2015-2019, 73% of Oregon City's housing was single-family detached, 7% was single-family attached, 6% was duplex/triplex/quadplex, and 13% was multi-family with five or more units per structure

The *Housing Needs Analysis* analyzed development densities for development occurring over the 2000 to 2020 period. The *Housing Needs Analysis* analyzed assumed new development would occur at the same densities as it had in the past, with an increase of 3% in densities in residential plan designations to account for the implementation of House Bill 2001, as allowed by ORS 197.296 (6) (b).

The overall average density for development that occurred between 2000 and 2020 was 6.6 dwelling units per acre. Given the existing base of buildable residential land in Oregon City and the assumptions above about housing mix and density, the *Housing Needs Analysis* shows that Oregon City is planning for an overall average of 9.5 dwelling units per net acre.

Through these measures, residential land is used efficiently and developed sustainably.

Goal 2.4 Neighborhood Livability

Provide a sense of place and identity for residents and visitors by protecting and maintaining neighborhoods as the basic unit of community life in Oregon City while implementing the goals and policies of the other sections of the Comprehensive Plan.

Finding: Complies as Proposed. The *Housing Needs Analysis* builds from existing master plans, such as the Park Place, Thimble Creek, and South End master plans. These plans determined the facilities, connectivity, land uses, and commercial centers in Oregon City. The *Housing Needs Analysis* uses densities from historical development and the densities currently allowed within these master plans and the City's Comprehensive Plan and zoning code.

The *Housing Needs Analysis* accounts for environmental constraints, which reduce the amount of buildable land. These constraints include Goal 5 Natural Resources Constraints (such as regulated wetlands, natural resources overlay district, and landslide hazards) and Natural Hazard Constraints (such as floodways, 100-year floodplain, and steep slopes).

This criterion is met through use of historical development policies, current densities allowed within the master plans and the City's Comprehensive Plan and zoning code, and with exclusion of environmental constraints from the inventory of buildable land. The HNA will not result in any change to the development code or automatic zoning changes.

Goal 2.5 Retail and Neighborhood Commercial

Policy 2.5.4 *Encourage the development of successful commercial areas organized as centers surrounded by higher density housing and office uses, rather than as commercial strips adjacent to low-density housing.*

Finding: Complies as Proposed. The *Housing Needs Analysis* assumes that residential development will occur on 70% of vacant unconstrained buildable land in the Mixed-Use Plan Designation at a density of 19.8 dwelling units per net acre, consistent with historical development densities in Mixed-Use over the 2000 to 2020 period. The *Housing Needs Analysis* assumes that Mixed Use areas will develop with a

mixture of residential and commercial uses, both in vertical mixed-use buildings and as a mixed-use district.

Goal 2.7 Oregon City Comprehensive Plan Land-Use Map

Maintain the Oregon City Comprehensive Plan Land-Use Map as the official long-range planning guide for land-use development of the City by type, density and location.

Finding: Complies as Proposed. The *Housing Needs Analysis* uses information about housing mix and density-based both on historical development patterns for the 2000 to 2020 period and the uses currently allowed in the *Oregon City Comprehensive Plan*. The buildable lands inventory identifies vacant, unconstrained buildable land based on the *Oregon City Comprehensive Plan Land-Use Map*.

Policy 2.7.1 *Maintain a sufficient land supply within the city limits and the Urban Growth Boundary to meet local, regional, and state requirements for accommodating growth.*

Finding: Complies as Proposed. The *Housing Needs Analysis* finds that Oregon City² has sufficient residential capacity vacant, unconstrained buildable land in the following designations: Low-Density Residential, Medium Density Residential, and Mixed-Use. The *Housing Needs Analysis* finds that Oregon City has a deficit for about 169 dwelling units or 8 acres of land in the High-Density Residential designation.

The *Housing Needs Analysis* recommends that Oregon City monitor land available in all plan designation and may look for opportunities for redevelopment on underutilized land to address the minor deficit of high-density residential land. Through the OC 2040 project, the City will identify opportunities to meet the identified land deficit in the High-Density Residential designation.

Goal 3: Agricultural Lands

Finding: Not Applicable. Goal 3 is not applicable.

Goal 4: Forest Lands

Finding: Not Applicable. Goal 4 is not applicable.

Goal 5: Open Spaces, Scenic and Historic Areas, and Natural Resources

Finding: Complies as Proposed. Goal 5 requires the City to inventory, protect and conserve natural, scenic, and historic resources within the City. The buildable land inventory conducted as part of the *Housing Needs Analysis* addresses areas that the City has identified as natural resources through its Goal 5 inventory, regional inventories of natural resources, and associated development code requirements intended to protect, conserve or minimize impacts to these resources. The BLI identifies these areas as "constrained" consistent with City development code standards and policies and assumes no for future housing in these areas. Through this analysis process and continued implementation of the City's policies and standards associated with natural resource protection, City staff find the requirements of Goal 5 have been met.

Goal 6: Quality of Air, Water, and Land Resources

² Oregon City includes land within the city limits and UGB areas adjacent to Oregon City that are expected to annex into Oregon City in the future. The UGB areas include the buildable lands inventory and forecasted household growth in TAZs 726, 733, and 740.

Finding: Not Applicable. Goal 6 requires local comprehensive plans and implementing measures to be consistent with state and federal regulations. By complying with applicable air, water, and land resource quality policies in the Oregon City Comprehensive Plan, City staff find the requirements of Goal 6 have been properly addressed.

Goal 7: Natural Hazards

Finding: Complies as Proposed. Goal 7 requires that jurisdictions apply appropriate safeguards when planning development in areas that are subject to natural hazards such as flood hazards.

The identified natural hazards in Oregon City are flooding and landslide hazards. Land within the floodway is considered unsuitable for urban development. The alternatives analysis considered lands within the 100-year floodplain, steep slopes, and areas with landslide hazards to be unbuildable and excluded from the inventory of vacant, unconstrained buildable land. The requirements of Goal 7 have been properly addressed.

Goal 8: Parks and Recreation

Finding: Not Applicable. Goal 8 is not applicable.

Goal 9: Economic Development

Finding: Not Applicable. Goal 9 is not applicable.

Goal 10: Housing

Policy 10.1.1 Maintain the existing residential housing stock in established older neighborhoods by maintaining existing Comprehensive Plan and zoning designations where appropriate.

Finding: Complies as Proposed. The *Housing Needs Analysis* assumes that vacant, unconstrained buildable land in existing residential Comprehensive Plan Designations will develop at densities consistent with historical development in each designation and the densities currently allowed within these master plans and the City's Comprehensive Plan and zoning code. The *Housing Needs Analysis* does not pose changes to the existing Comprehensive Plan or zoning maps. This criterion is met.

Policy 10.1.3 Designate residential land for a balanced variety of densities and types of housing, such as single-family attached and detached, and a range of multi-family densities and types, including mixed-use development.

Finding: Not Applicable. The Oregon City *Comprehensive Plan Land-Use Map* has designated land for a balanced variety of densities and housing types. No changes to the map are proposed. This criterion is met.

Policy 10.1.4 Aim to reduce the isolation of income groups within communities by encouraging diversity in housing types within neighborhoods consistent with the Clackamas County Consolidated Plan, while ensuring that needed affordable housing is provided.

Finding: Complies as Proposed. The *Housing Needs Analysis* forecasts increases in housing diversity of housing types in Oregon City as follows: 50% of new housing will be single-family detached (compared with 73% of existing housing stock); 20% of new housing will be single-family attached (compared with 7% of existing housing stock); 10% of new housing will be duplex/triplex/quadplex (compared with 6% of existing housing stock); and 20% of new housing will be multi-family with five or more units per structure (compared with 13% of existing housing stock).

The *Housing Needs Analysis* finds that Oregon City has an unmet need for affordable housing. About 34% of households in Oregon City are cost burdened (i.e., spending 30% or more of their income on housing costs), with 50% of renter households cost-burdened. As the City grows through 2041, the need for affordable housing will grow with population, with about 26% of new households needing housing affordable to households earning less than 50% of Clackamas County's Median Family Income (\$46,000) and 21% of new households needing housing affordable to households earning between 50% and 80% of Clackamas County's Median Family Income (\$46,000 to \$74,000).

The lack of affordability will continue to be a problem, possibly growing in the future if incomes continue to grow at a slower rate than housing costs. The *Housing Needs Analysis* recommends that Oregon City should provide opportunities for affordable housing development for both rental and ownership over the 20-year period, and the City should look for opportunities for affordable housing development for all housing types.

Through the OC 2040 project, Oregon City will develop policies to respond to the unmet need for affordable housing to respond to needs identified in the *Housing Needs Analysis*. This criterion is met.

Goal 10.2 Supply of Affordable Housing Provide and maintain an adequate supply of affordable housing.

Finding: Complies as Proposed. The *Housing Needs Analysis* identifies need for additional affordable housing and recommends the City should develop policies to support production of affordable housing. Through the OC 2040 project, Oregon City will develop policies to respond to the unmet need for affordable housing to respond to the needs identified in the *Housing Needs Analysis*.

Policy 10.2.1 Retain affordable housing potential by evaluating and restricting the loss of land reserved or committed to residential use. When considering amendments to the Comprehensive Plan Land-Use Map, ensure that potential loss of affordable housing is replaced.

Finding: Complies as Proposed. The *Housing Needs Analysis* does not propose actions that will result in loss of land for residential uses or changes to the *Comprehensive Plan Land-Use Map*. This criterion is not applicable.

Goal 11: Public Facilities

Finding: Not Applicable. Goal 11 is not applicable as no changes are proposed to the *Comprehensive Plan Land-Use Map* or zoning map and future development densities are consistent with historical or currently allowed development densities.

Goal 12: Transportation

Finding: Not Applicable. Goal 12 is not applicable as no changes are proposed to the *Comprehensive Plan Land-Use Map* or zoning map and future development densities are consistent with historical or currently allowed development densities.

Goal 13 – Energy

Finding: Not Applicable. Goal 13 is not applicable.

Section 14 Urbanization

Finding: Not Applicable. Goal 14 is not applicable as no change is proposed to the Metro Urban Growth Boundary.

Goal 14.1 Urban Growth Boundary Establish, and amend when appropriate, the Urban Growth Boundary in the unincorporated area around the City that contains sufficient land to accommodate growth during the planning period for a full range of city land uses, including residential, commercial, industrial, and institutional.

Policy 14.1.1 The Urban Growth Boundary shall conform to Title 11 of the Code of the Metropolitan Service District and will provide sufficient land to accommodate 20-year urban land needs, resulting in efficient urban growth and a distinction between urban uses and surrounding rural lands, and promoting appropriate infill and redevelopment in the City

Section 15 Willamette River Greenway

Finding: Not Applicable. Goal 15 is not applicable as no changes are proposed to the *Comprehensive Plan Land-Use Map* or zoning map and future development densities are consistent with historical or currently allowed development densities.

Statewide Planning Goals

Goal 1 Citizen Involvement

Finding: Complies as Proposed. Goal 1 calls for the opportunity for citizens to be involved in all phases of the planning process. The public was provided the opportunity to be involved in the decision-making process regarding the *Housing Needs Analysis* through public meetings (in-person and by video conference), including: (1) the OC 2040 Project Advisory Team (PAT) on July 28, 2021 and (2) a joint work session with the Oregon City Planning Commission and City Commission September 7, 2021. Notice of the project was sent to the neighborhood associations, Citizen Involvement Committee, and the Development Stakeholders Group. The Citizen Involvement Committee will heard a presentation on October 4 and the CIC and neighborhood associations were emailed the legislative notice later the same day.

A project website was established and emailed notice of the draft HNA was sent to the Development Stakeholders Group, neighborhood associations, and Citizen Involvement Committee on September 15. Notice of the application was provided in the October citywide utility bill.

Goal 2 Land Use Planning

Finding: Complies as Proposed. Goal 2 outlines the basic procedures of Oregon's statewide planning program, stating that land use decisions must be made in accordance with comprehensive plans and that effective implementation ordinances must be adopted.

In the process of developing the housing needs analysis, the City inventoried existing residential land uses, projected suitable land needs by land use classifications, and compared these needs with buildable land within Oregon City. The *Housing Needs Analysis* finds that Oregon City has sufficient residential capacity vacant, unconstrained buildable land in the following designations: Low Density Residential, Medium Density Residential, and Mixed Use. The *Housing Needs Analysis* finds that Oregon City has a deficit for about 169 dwelling units or 8 acres of land in the High Density Residential designation. The requirements of Goal 2 are met.

Goal 3: Agricultural Lands

Finding: Not Applicable. Goal 3 is not applicable.

Goal 4: Forest Lands

Finding: Not Applicable. Goal 4 is not applicable.

Goal 5: Open Spaces, Scenic and Historic Areas, and Natural Resources

Finding: Complies as Proposed. Goal 5 requires the City to inventory, protect and conserve natural, scenic and historic resources within the City. The buildable land inventory conducted as part of the *Housing Needs Analysis* addresses areas that the City has identified as natural resources through its Goal 5 inventory, regional inventories of natural resources, and associated development code requirements intended to protect, conserve or minimize impacts to these resources. The BLI identifies these areas as "constrained" consistent with City development code standards and policies and assumes no for future housing in these areas. Through this analysis process and continued implementation of the City's policies and standards associated with natural resource protection, the requirements of Goal 5 have been met.

Goal 6: Quality of Air, Water, and Land Resources

Finding: Not Applicable. Goal 6 requires local comprehensive plans and implementing measures to be consistent with state and federal regulations. By complying with applicable air, water, and land resource quality policies in the Oregon City Comprehensive Plan, the requirements of Goal 6 have been properly addressed.

Goal 7: Natural Hazards

Finding: Complies as Proposed. Goal 7 requires that jurisdictions apply appropriate safeguards when planning development in areas that are subject to natural hazards such as flood hazards.

The identified natural hazards in Oregon City are flooding and landslide hazards. Land within the floodway is considered unsuitable for urban development. The alternatives analysis considered lands within the 100-year floodplain, steep slopes, and areas with landslide hazards to be unbuildable and excluded from the inventory of vacant, unconstrained buildable land. The requirements of Goal 7 have been properly addressed.

Goal 8 Recreational Needs

Finding: Not Applicable. Goal 8 is not applicable.

Goal 9 Economic Development

Finding: Not Applicable. Goal 9 is not applicable.

Goal 10 Housing

Finding: Complies as Proposed. Goal 10 requires the City to maintain and plan for an adequate supply of land to accommodate 20 years of future growth, providing flexibility in housing location, type, and density to ensure the availability and prices of housing units are commensurate with the needs and financial capabilities of Oregon households. Comprehensive plans are required to include an analysis of local housing needs by type and affordability, an assessment of housing development potential, and an inventory of residential land; contain policies for residential development and supportive services based on that analysis that increase the likelihood that needed housing types will be developed; and provide

for an adequate supply of a variety of housing types consistent with identified policies and meeting minimum density and housing mix requirements (established by OAR 660, Division 007).

The *Housing Needs Analysis*, which is proposed to be adopted as an ancillary document to the Comprehensive Plan, provides information about the factors that could affect housing development, including demographics, affordability trends, workforce housing availability, market health, and regulatory structure. The *Housing Needs Analysis* includes the City's buildable lands inventory for residential within Oregon City and UGB areas outside of the city limits but within the UGB.³

The *Housing Needs Analysis* finds that Oregon City has sufficient residential capacity vacant, unconstrained buildable land in the following designations: Low-Density Residential, Medium Density Residential, and Mixed-Use. The *Housing Needs Analysis* finds that Oregon City has a deficit for about 169 dwelling units or 8 acres of land in the High-Density Residential designation.

The *Housing Needs Analysis* is intended to identify unmet housing needs. Future policy work in the OC 2040 project, will identify remedies to the unmet housing needs. The *Housing Needs Analysis* recommends that Oregon City monitor land available in all plan designation and may look for opportunities for redevelopment on underutilized land to address the minor deficit of high-density residential land. Through the OC 2040 project, Oregon City will develop policies to respond to the unmet need for affordable housing to respond to the needs identified in the *Housing Needs Analysis* and the identified land deficit in the High-Density Residential designation.

The proposed HNA will repeal and replace the 2002 housing analysis which was adopted in 2004 as an ancillary document to the Comprehensive Plan. This criterion is met.

Consistency with the Metropolitan Planning Rule

Cities within the Portland Metropolitan region must comply with two requirements related to the capacity of buildable land. Both requirements are found in Oregon Administrative Rule (OAR) 660-007. The two rules state that:

- *Jurisdictions other than small developed cities must either designate sufficient buildable land to provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing or justify an alternative percentage based on changing circumstances. (OAR 660-007-0030 (1))*
- *Clackamas and Washington Counties, and the cities of Forest Grove, Gladstone, Milwaukie, Oregon City, Troutdale, Tualatin, West Linn and Wilsonville must provide for an overall density of eight or more dwelling units per net buildable acre. (OAR 660-007-0035 (2))*

Oregon City is in compliance with both these requirements.

- The *Housing Needs Analysis* forecasts increases in housing diversity of housing types in Oregon City as follows: 50% of new housing will be single-family detached (compared with 73% of existing housing stock); 20% of new housing will be single-family attached (compared with 7% of existing housing stock); 10% of new housing will be duplex/triplex/quadplex (compared with 6%

³ The UGB areas include the forecasted household growth in TAZs 726, 733, and 740.

of existing housing stock); and 20% of new housing will be multi-family with five or more units per structure (compared with 13% of existing housing stock).

- The *Housing Needs Analysis* shows that Oregon City is planning for an overall average of 9.5 dwelling units per net acre, as a result of the existing base of buildable residential land in Oregon City and the assumptions above about housing mix and density.

This criterion is met.

Goal 11 Public Facilities and Services

Finding: Not Applicable. Goal 11 is not applicable as no changes are proposed to the *Comprehensive Plan Land-Use Map* or zoning map and future development densities are consistent with historical or currently allowed development densities.

Goal 12 Transportation

Finding: Not Applicable. Goal 12 is not applicable as no changes are proposed to the *Comprehensive Plan Land-Use Map* or zoning map and future development densities are consistent with historical or currently allowed development densities.

Goal 13 Energy Conservation

Finding: Not Applicable. Goal 13 is not applicable.

Goal 14 Urbanization

Finding: Not Applicable. Goal 14 is not applicable as no change is proposed to the Metro Urban Growth Boundary, which Oregon City is within.

Goal 15 Willamette River Greenway

Finding: Not Applicable. Goal 15 is not applicable as no changes are proposed to the *Comprehensive Plan Land-Use Map* or zoning map and future development densities are consistent with historical or currently allowed development densities.

Goal 16 Estuarine Resources

Finding: Not Applicable. Goal 16 is not applicable.

Goal 17 Coastal Shorelands

Finding: Not Applicable. Goal 17 is not applicable.

Goal 18 Beaches and Dunes

Finding: Not Applicable. Goal 18 is not applicable.

Goal 19 Ocean Resources

Finding: Not Applicable. Goal 19 is not applicable.

Chapter 17.50 Administration and Procedures

17.50.050 – Pre-application conference.

- A. *Pre-application Conference. Prior to a Type II – IV or Legislative application, excluding Historic Review, being deemed complete, the applicant shall schedule and attend a pre-application conference with City staff to discuss the proposal, unless waived by the Community Development Director. The purpose of the pre-application conference is to provide an*

opportunity for staff to provide the applicant with information on the likely impacts, limitations, requirements, approval standards, fees and other information that may affect the proposal.

1. To schedule a pre-application conference, the applicant shall contact the Planning Division, submit the required materials, and pay the appropriate conference fee.
 2. At a minimum, an applicant should submit a short narrative describing the proposal and a proposed site plan, drawn to a scale acceptable to the City, which identifies the proposed land uses, traffic circulation, and public rights-of-way and all other required plans.
 3. The Planning Division shall provide the applicant(s) with the identity and contact persons for all affected neighborhood associations as well as a written summary of the pre-application conference.
- B. A pre-application conference shall be valid for a period of six months from the date it is held. If no application is filed within six months of the conference or meeting, the applicant shall schedule and attend another conference before the City will accept a permit application. The Community Development Director may waive the pre-application requirement if, in the Director's opinion, the development has not changed significantly and the applicable municipal code or standards have not been significantly amended. In no case shall a pre-application conference be valid for more than one year.
- C. Notwithstanding any representations by City staff at a pre-application conference, staff is not authorized to waive any requirements of this code, and any omission or failure by staff to recite to an applicant all relevant applicable land use requirements shall not constitute a waiver by the City of any standard or requirement.

Finding: Complies as Proposed. The proposed Legislative application held a pre-application conference (PA 21-36) on September 1 including discussion of the review process and applicable criteria.

17.50.055 - Neighborhood association meeting.

Neighborhood Association Meeting. The purpose of the meeting with the recognized neighborhood association is to inform the affected neighborhood association about the proposed development and to receive the preliminary responses and suggestions from the neighborhood association and the member residents.

- A. Applicants applying for annexations, zone change, comprehensive plan amendments, conditional use, Planning Commission variances, subdivision, or site plan and design review (excluding minor site plan and design review), general development master plans or detailed development plans applications shall schedule and attend a meeting with the City-recognized neighborhood association in whose territory the application is proposed no earlier than one year prior to the date of application. Although not required for other projects than those identified above, a meeting with the neighborhood association is highly recommended.
- B. The applicant shall request via email or regular mail a request to meet with the neighborhood association chair where the proposed development is located. The notice shall describe the proposed project. A copy of this notice shall also be provided to the chair of the Citizen Involvement Committee.
- C. A meeting shall be scheduled within thirty days of the date that the notice is sent. A meeting may be scheduled later than thirty days if by mutual agreement of the applicant and the neighborhood association. If the neighborhood association does not want to, or cannot meet within thirty days, the applicant shall host a meeting inviting the neighborhood association, Citizen Involvement Committee, and all property owners within three hundred

feet to attend. This meeting shall not begin before six p.m. on a weekday or may be held on a weekend and shall occur within the neighborhood association boundaries or at a City facility.

- D. If the neighborhood association is not currently recognized by the City, is inactive, or does not exist, the applicant shall request a meeting with the Citizen Involvement Committee.*
- E. To show compliance with this section, the applicant shall submit a copy of the email or mail notice to the neighborhood association and CIC chair, a sign-in sheet of meeting attendees, and a summary of issues discussed at the meeting. If the applicant held a separately noticed meeting, the applicant shall submit a copy of the meeting flyer, postcard or other correspondence used, and a summary of issues discussed at the meeting and submittal of these materials shall be required for a complete application.*

Finding: Complies as Proposed. The criterion is not applicable to the Legislative application proposed, however, the Citizen Involvement Committee heard a presentation of the Housing Needs Analysis on October 4.

Metro Requirements

The Metro UGMFP provides tools to meet regional goals and objectives adopted by Metro Council, including the 2040 Growth Concept and the Regional Framework Plan. Under the Metro Charter, the City of Oregon City's Comprehensive Plan and implementing ordinances are required to comply and be consistent with the UGMFP. The UGMFP consists of 11 code titles with policies and compliance procedures for the following topics:

- Title 1: Housing Capacity
- Title 3: Water Quality and Flood Management (not applicable)
- Title 4: Industrial and Other Employment Areas (not applicable)
- Title 6: Centers, Corridors, Station Communities and Main Streets (not applicable)
- Title 7: Housing Choice
- Title 8: Compliance Procedures
- Title 10: Definitions (not applicable)
- Title 11: Planning for New Urban Areas (not applicable)
- Title 12: Protection of Residential Neighborhoods (not applicable)
- Title 13: Nature in Neighborhoods (not applicable)
- Title 14: Urban Growth Boundary (not applicable)

Metro requires "substantial compliance" with requirements in the UGMFP. Per the definition in Title 10, "substantial compliance" means that the City's Comprehensive Plan conforms with the purposes of the performance standards in the functional plan "on the whole." Any failure to meet individual performance standard requirements is considered technical or minor in nature.

The findings below address applicable Titles of the UGMFP. Based on the findings described below, the proposed Comprehensive Plan Amendment substantially complies with all applicable titles of the UGMFP.

Title 1: Housing Capacity

Finding: Complies as Proposed. Title 1 of the UGMFP is intended to promote efficient land use within the Metro urban growth boundary (UGB) by increasing the capacity to accommodate housing. Title 1 requires the City to adopt minimum residential development density standards by March 2011. If the City did not adopt a minimum density by March 2011, the City must adopt a minimum density that is at least 80 percent of the maximum density. Title 1 also provides measures to decrease development capacity in selected areas by transferring the capacity to other areas of the community. This may be approved as long as the community's overall capacity is not reduced.

Oregon City has established minimum densities in its Zoning Code (Title 17: Zoning of the Oregon City Municipal Code) for each residential base zone. These minimum and maximum densities comply with Title 1 for all zones where residential dwelling units are authorized.

The *Housing Needs Analysis* replaces the existing factual basis in the Oregon City Comprehensive Plan and does not reduce densities or make any changes to land use designations or zoning. The *Housing Needs Analysis* assumes increases in housing diversity, with an increase in the share of new housing that will be attached or multi-family housing types. The *Housing Needs Analysis* assumes no decrease in densities and an overall increase in average density resulting from the increase in the future share of attached and multi-family housing types. Further, Metro's 2019 Compliance Report (the most recent report available) concludes that Oregon City is in compliance for the City's Title 1 responsibilities.

Based on the findings above, the *Housing Needs Analysis* is consistent with Title 1.

Title 7: Housing Choice

Finding: Complies as Proposed. Title 7 of Metro's Urban Growth Management Functional Plan is designed to ensure the production of affordable housing in the Metro UGB. Each City and county within the Metro region is encouraged to voluntarily adopt an affordable housing production goal. Each jurisdiction within the Metro region is required to ensure that their comprehensive plans and implementing ordinances include strategies to:

- Ensure the production of a diverse range of housing types;
- Maintain the existing supply of affordable housing, increase opportunities for new affordable housing dispersed throughout their boundaries; and
- Increase opportunities for households of all income levels to live in affordable housing (3.07.730).

The *Housing Needs Analysis* assumes that the diversity of housing types will increase in Oregon City. The *Housing Needs Analysis* shows that Oregon City has sufficient residential capacity vacant, unconstrained buildable land in the following designations: Low-Density Residential, Medium Density Residential, and Mixed Use. The *Housing Needs Analysis* finds that Oregon City has a deficit for about 169 dwelling units or 8 acres of land in the High Density Residential designation. The *Housing Needs Analysis* recommends that Oregon City monitor land available in all plan designation and may look for opportunities for redevelopment on underutilized land to address the minor deficit of high-density residential land.

The *Housing Needs Analysis* finds that Oregon City has an unmet need for affordable housing. About 34% of households in Oregon City are cost burdened (i.e., spending 30% or more of their income on housing costs), with 50% of renter households cost-burdened. As the City grows through 2041, the need

for affordable housing will grow with population, with about 26% of new households needing housing affordable to households earning less than 50% of Clackamas County's Median Family Income (\$46,000) and 21% of new households needing housing affordable to households earning between 50% and 80% of Clackamas County's Median Family Income (\$46,000 to \$74,000).

The *Housing Needs Analysis* is intended to identify unmet housing needs. Future policy work, in the OC 2040 project, will identify remedies to the unmet housing needs. The *Housing Needs Analysis* recommends that Oregon City should provide opportunities for affordable housing development for both rental and ownership over the 20-year period, and the City should look for opportunities for affordable housing development for all housing types. Through the OC 2040 project, Oregon City will develop policies to respond to the unmet need for affordable housing. In addition, Metro's 2019 *Compliance Report* concludes that Oregon City is in compliance for the City's Title 7 responsibilities.

Based on the findings above, the *Housing Needs Analysis* is consistent with Title 7.

Title 8: Compliance Procedures

Finding: Complies as Proposed. Title 8 establishes a process for ensuring compliance with the requirements of the UGMFP. An amendment to the City comprehensive plan or land use regulations is deemed to comply with the UGMFP only if the City provided notice to Metro as required by section 3.07.820(a). The City of Oregon City will provide Metro with a copy of the draft *Housing Needs Analysis* via Oregon Department of Land Conservation and Development's Plan Amendments (PAPA) website at least 35 days prior to the first evidentiary hearing.

Based on the findings above, the Comprehensive Plan Amendment is consistent with Title 8.

III. RECOMMENDATION

Based on the findings in this report, staff recommends approval of files GLUA 21-00057 and LEG 21-00004. If the Planning Commission recommends approval to the City Commission, the recommendation will be accompanied by Ordinance 21-1014.

IV. EXHIBITS

- 1a. Draft Housing Needs Analysis, dated August 30, 2021
- 1b. Application Materials
2. Public Comments
3. 2002 Housing Resource Document for the City of Oregon City Comprehensive Plan

City of Oregon City

2021–2041 Housing Needs Analysis

August 2021

Prepared for: City of Oregon City

Draft Report

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Table of Contents

EXECUTIVE SUMMARY	I
1. INTRODUCTION	1
FRAMEWORK FOR A HOUSING NEEDS ANALYSIS	1
ORGANIZATION OF THIS REPORT	5
2. BUILDABLE LANDS INVENTORY	6
DEFINITIONS	6
DEVELOPMENT CONSTRAINTS	7
BUILDABLE LANDS INVENTORY RESULTS	8
3. HISTORICAL AND RECENT DEVELOPMENT TRENDS	14
DATA USED IN THIS ANALYSIS	15
TRENDS IN HOUSING MIX	17
TRENDS IN HOUSING DENSITY	18
TRENDS IN TENURE	19
VACANCY RATES	21
PUBLICLY SUPPORTED HOUSING	22
MANUFACTURED HOMES	23
4. DEMOGRAPHIC AND OTHER FACTORS AFFECTING RESIDENTIAL DEVELOPMENT IN OREGON CITY	24
DEMOGRAPHIC AND SOCIOECONOMIC FACTORS AFFECTING HOUSING CHOICE	25
REGIONAL AND LOCAL DEMOGRAPHIC TRENDS THAT MAY AFFECT HOUSING NEED IN OREGON CITY	36
REGIONAL AND LOCAL TRENDS AFFECTING HOUSING AFFORDABILITY	49
5. HOUSING NEED IN OREGON CITY	64
PROJECT NEW HOUSING UNITS NEEDED IN THE NEXT 20 YEARS	64
6. OREGON CITY'S RESIDENTIAL LAND SUFFICIENCY	75
CAPACITY ANALYSIS	75
RESIDENTIAL LAND SUFFICIENCY	77
FINDINGS AND RECOMMENDATIONS	78
APPENDIX A: BUILDABLE LANDS INVENTORY METHODOLOGY	81
METHODOLOGY	81

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Executive Summary

This report presents Oregon City's Housing Needs Analysis (HNA) for the 2021 to 2041 period. It is intended to comply with statewide planning policies that govern planning for housing and residential development, including Goal 10 (Housing), OAR 660 Division 7, and OAR 660 Division 8. The methods used for this study generally follow the *Planning for Residential Growth* guidebook, published by the Oregon Transportation and Growth Management Program (1996).

Oregon City is currently in the process of updating the city's Comprehensive Plan as part of the OC2040 Comprehensive Plan Update. Part of this process includes updating the Housing Element with recent information about Oregon City's housing market and forecasted housing needs, along with data on Oregon City's demographic and socioeconomic trends. In 2019, Oregon City participated in a preliminary housing needs analysis process through the development of the Clackamas County HNA. This report builds on the information presented for Oregon City in that project and provides updated data where necessary.

Oregon City grew from 14,968 people in 1990 to 35,570 people in 2019. This is an addition of 19,242 people or 131% growth. During the 2015 to 2020 period, median housing prices in Oregon City increased from about \$350,000 in 2015 to \$545,000 in 2021, a 55% increase consistent with sales price growth in Clackamas County. Rates of cost burden in Oregon City varied from 28% for homeowners and 50% for renters (35% of overall) in the 2012-2016 American Community Survey (ACS) 5-year estimate period.

This report provides Oregon City with a factual basis to update the City's Comprehensive Plan and zoning code, and to support future planning efforts related to housing as well as options for addressing unmet housing needs in Oregon City. This report provides information to inform future planning efforts, including development and redevelopment. This report provides the City with information about the housing market in Oregon City and describes the factors that will affect future housing demand in Oregon City, such as changing demographics. This analysis will help decision makers understand whether Oregon City has enough land to accommodate growth over the next 20 years.

What are the key housing needs in Oregon City?

- **Demographic and economic trends will drive demand for affordable and diverse housing in Oregon City.** Key demographic and economic trends affecting Oregon City's future housing needs are the aging of the baby boomers, the aging of the Millennials and Generation Z, the continued growth in the Latinx population, and access to a range of housing types for people of color.
- **Housing affordability is a growing challenge in Oregon City.** Housing affordability is a challenge in most of the Portland Metro region in general, and Oregon City is affected by these regional trends. Housing prices are increasing faster than incomes in Oregon City and Multnomah County, which is consistent with state and national challenges. Oregon City has a modest supply of multifamily housing with 5 or more units (about 13% of the city's housing stock), but half of renter households are cost burdened (50%). The households who are most likely to be cost burdened¹ are those with an income below 50% of Clackamas County's median family income (MFI) for a family of four (\$92,000).
 - Oregon City's key challenge over the next 20 years is providing opportunities for the development of relatively affordable housing (both for households with an income below 60% of MFI (\$55,200), who will need income-restricted housing, and for households with incomes of 60% to 120% of MFI (\$55,200 to \$110,000), who can afford some market-rate housing) of all types, such as lower-cost single-family housing, cottage, townhouses and duplexes, tri- and quadplexes, market-rate multifamily housing, and government-subsidized affordable multifamily housing.
- **Oregon City lacks enough housing that is affordable, both for renter and homeowners.** About 35% of Oregon City's households are cost burdened (paying 30% or more of their household income on housing costs). About 50% of Oregon City's **renters** are cost burdened and about 28% of Oregon City's **homeowners** are cost burdened. Oregon City's level of cost burden is similar to other communities in Clackamas County. Oregon City is one of the less affordable cities for homeownership in the Portland region, households at middle and high incomes (between \$74,000 to \$110,000) are less able to afford housing in Oregon City.
- **About 33% of Oregon City's households are renters, 58% of whom live in multifamily housing.** Median rents in Oregon City in 2021 are \$1,350 per month, compared to the \$1,426 median rent for Clackamas County as a whole.
 - A household earning 50% of Clackamas County's median family income (\$46,000) could afford about \$1,150 per month in rent, compared with the average effective rent of \$1,350. However, about 20% of Oregon City's housing stock is multifamily

¹ The Department of Housing and Urban Development's guidelines indicate that households paying more than 30% of their income on housing experience "cost burden," and households paying more than 50% of their income on housing experience "severe cost burden."

(including duplexes, triplexes and quadplexes), compared to 32% of the housing in the Portland Region. The comparatively small share of multifamily units may constrain opportunities to rent in Oregon City.

- **Housing sales prices increased in Oregon City over the last five years at a slightly faster rate than entire County.** A household earning 100% of Clackamas County's median family income could afford a home valued between about \$322,000 to \$368,000, which is less than the median home sales price of about \$545,000 in Oregon City. A household can start to afford median home sale prices at about 148% of Oregon City's median household income.

How much household growth is Oregon City planning for?

Oregon City's number of households within its city limits and UGB area (i.e., Planning Area) is projected to grow by over 7,435 households between 2021 and 2041, at an annual growth rate of 372 units per year.

Exhibit 1. Forecast of Household Growth, Oregon City Planning Area, 2021 to 2041

Source: Metro's 2050 Household Distributed Forecast, 2021.



How much housing will Oregon City need?

The housing types used in this analysis are consistent with needed housing types as defined in ORS 197.303:

- **Single-family detached** includes single-family detached units, manufactured homes on lots and in mobile home parks, cottage clusters, and accessory dwelling units.
- **Single-family attached** is all structures with a common wall where each dwelling unit occupies a separate lot, such as row houses or townhouses.
- **Duplexes, Triplexes, and Quadplexes** are a subset of multifamily attached structures that contain two, three or four living units generally on the same lot.
- **Multifamily** is all other attached structures with five or more units, other than single-family detached units, manufactured units, duplexes, triplexes, quadplexes, or single-family attached units.

To accommodate the city's forecasted household growth, Oregon City needs to plan for 7,435 new dwelling units between 2021 and 2041. About 3,717 units of new housing will be single-family detached (50%); 1,487 units of new housing will be single-family attached (20%); 744 units of new housing will be duplexes, triplexes, or quadplexes (10%); and about 1,487 units will be multifamily housing with five or more units per structure (30%).

How much land will be required for housing?

In total, Oregon City is forecast to grow by 7,435 dwelling units and has capacity for 7,266 dwelling units. Exhibit 2 shows a comparison of Oregon City's land capacity within the planning area with demand for new units by plan designation. It shows that Oregon City has no surplus or deficit of capacity in the low and medium density residential and mixed-use plan designations, and a deficit of 169 dwelling units (or 8 acres) of high density residential land.

Exhibit 2. Comparison of Capacity of Existing Residential and Selected Commercial Land with Demand for New Dwelling Units and Land Surplus or Deficit, Oregon City Planning Area, 2021 to 2041

Source: Buildable Lands Inventory; Calculations by ECONorthwest.

Plan Designation	Capacity (Dwelling Units)	Demand (Dwelling Units)	Comparison (Capacity minus Demand)	Land Surplus or Deficit (Gross Acres)
Low Density Residential	2,116	2,116	0	0
Medium Density Residential	3,159	3,159	0	0
High Density Residential	1,108	1,277	(169)	(8)
Mixed Use	883	883	0	0
Total	7,266	7,435		

What are the key findings of the Housing Needs Analysis?

The key findings of the Oregon City Housing Needs Analysis are that:

- **Finding: Growth in housing will be driven by growth in households.** The number of households in Oregon City's Planning Area is forecast to grow from 14,778 households to 22,213 households, an increase of 7,435 households between 2021 and 2041.
- **Finding: Oregon City is planning for growth of 7,435 new dwelling units.** To accommodate the 7,435 dwelling units over the 20-year planning period, Oregon City will average 372 new dwelling units annually, and will plan for more single-family attached and multifamily dwelling units in the future to meet the city's housing needs. Historically, about 73% of Oregon City's housing was single-family detached. New housing in Oregon City is forecast to be 50% single-family detached, 20% single-family attached, 10% duplexes, triplexes, and quadplexes, and 20% multifamily. This housing mix both meets the requirements for housing mix for cities in Metro (OAC 660-007) and is supported by the changes in the housing market described below.

The factors driving the shift in types of housing needed in Oregon City include changes in demographics and decreases in housing affordability. The aging of senior populations and the household formation of young adults will drive demand for renter and owner-occupied housing, such as small single-family detached housing, townhouses, duplexes, and apartments/condominiums. Both groups may prefer housing in walkable neighborhoods, with access to services.

- **Recommendation:** Oregon City should monitor land available in all plan designations, as there is no surplus (or deficit) of land in the low and medium density residential plan designations. Additionally, the City may look for opportunities for redevelopment on underutilized land to address the deficit of high density residential land and limited capacity of mixed use land.
- **Oregon City is meeting Metro's requirements for net density and housing mix.** OAR 660-007-0035 sets specific density targets for cities in the Metro UGB. Oregon City's average density target is eight dwelling units per net buildable acre. Based on the findings in Chapter 6, Oregon City is exceeding this average density target at an average net density of 9.5 dwelling units per net acre.

OAR 660-007 also requires that cities within the Metro UGB "provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing." Chapter 5 shows that for the 2021-2041 planning period Oregon City is assuming that 20% of new dwelling units will be single-family attached, 10% of new units will be duplexes, triplexes, or quadplexes, and 20% of new units will be multifamily.

- **Recommendation:** Oregon City should continue to monitor future development to evaluate resulting densities and housing mix in comparison to the planned units described in this report.
- **Finding: Oregon City has unmet need for affordable housing.** About 34% of Oregon City's households are cost burdened, with 50% of renters cost burdened and 28% of owners cost burdened. Oregon City's level of cost burden is similar to other communities in Clackamas County. Oregon City's unmet housing needs include:

Renter housing. The average asking rent for multifamily housing in Oregon City in 2021 was about \$1,350, which is affordable to households earning about 60% of the median family income (about \$55,200). About one-third of Oregon City's households have incomes below this level and cannot afford the average rent. As shown in the rates of cost burden, many of these renter households are cost burdened. Oregon City will continue to have unmet renter housing needs, both for existing households and for new households.

Owner-occupied housing. The median home sales price in April 2021 was about \$545,000, which is affordable to households earning about 148% of the median family income (about \$136,300). Oregon City is one of the less affordable cities for homeownership in the Portland region, households at middle and high incomes (between \$74,000 to \$110,000) are less able to afford housing in Oregon City. One way to increase the supply of affordable owner-occupied housing is to increase opportunities for development of the middle-income housing described above.

- **Recommendation:** Without diversification of housing types, lack of affordability will continue to be a problem, possibly growing in the future if incomes continue to grow at a slower rate than housing costs. Under the current conditions, 1,545 of the forecasted new households will have incomes of \$46,000 (in 2020 dollars) or less (50% of MFI income or less). These households cannot afford market-rate housing without government subsidy. Another 1,228 new households will have incomes between \$46,000 and \$74,000 (50% to 80% of MFI).
- Oregon City will need to provide opportunities for affordable housing development for both rental and ownership over the 20-year period, and the City should look for opportunities for affordable housing development for all housing types.
- **Finding: Oregon City will need to meet the requirements of House Bill 2001.** The legislature passed House Bill 2001 in the 2019 Legislative Session. The bill requires cities within the Metro UGB to allow "middle" housing types in low-density residential zones. The bill defines middle housing types as duplexes, triplexes, quadplexes, cottage clusters, and townhouses.
 - **Recommendation:** The City should continue the process of developing and adopting zoning code to comply with these requirements.
 - **Finding: Oregon City is currently in the process of a Comprehensive Plan Update.** This 2021 HNA report presents updated information related to Oregon City's Housing

Element of the Comprehensive Plan. Additionally, changes in Oregon City's demographics have presented a need for a greater variety of housing types. In 2019, Oregon City participated in a preliminary housing needs analysis process through the development of the Clackamas County Housing Needs Analysis. This report builds on the information presented for Oregon City in that project and provides updated data where necessary.

- **Recommendation:** Oregon City should adopt this HNA report as an appendix to the Comprehensive Plan. HB 2003 requires that Oregon City update its HNA every six years to analyze what housing is needed for current and future residents for a 20-year period.

Oregon City has identified a project to start within a year to look at non-zoning strategies to support the development of housing (including affordable housing). This initial study will allow the consideration of additional tools and partnerships in advance of a Housing Production Strategy (HPS) according to the guidance in HB 2003. An HPS includes consideration of additional information about the housing needs of underserved communities and engagement with underserved communities about potential approaches to meeting their needs.

1. Introduction

This report presents Oregon City's Housing Needs Analysis (HNA) for the 2021 to 2041 period. It is intended to comply with statewide planning policies that govern planning for housing and residential development, including Goal 10 (Housing), OAR 660 Division 7, and OAR 660 Division 8. The methods used for this study generally follow the *Planning for Residential Growth* guidebook, published by the Oregon Transportation and Growth Management Program (1996).

Oregon City is currently in the process of updating the city's Comprehensive Plan as part of the OC2040 Comprehensive Plan Update. Part of this process includes updating the Housing Element with recent information about Oregon City's housing market and forecasted housing needs, along with data on Oregon City's demographic and socioeconomic trends. In 2019, Oregon City participated in a preliminary housing needs analysis process through the development of the Clackamas County HNA. This report builds on the information presented for Oregon City in that project and provides updated data where necessary.

This report provides Oregon City with a factual basis to update the Housing Element of the City's Comprehensive Plan and Development Code and support future planning efforts related to housing and options for addressing unmet housing needs in Oregon City. This report provides information that informs future planning efforts, including development and redevelopment. It provides the City with information about the housing market in Oregon City and describes the factors that will affect future housing demand in Oregon City, such as changing demographics. This analysis will help decision makers understand whether Oregon City has enough land to accommodate growth over the next 20 years.

Framework for a Housing Needs Analysis

Economists view housing as a bundle of services for which people are willing to pay, including shelter, proximity to other attractions (job, shopping, parks and recreation), amenities (type and quality of fixtures and appliances, landscaping, views), prestige, and access to a range of services (i.e., public, medical, transportation). Because it is impossible to maximize all these services and simultaneously minimize costs, households must, and do, make trade-offs. What they can get for their money is influenced both by economic forces and government policy. Moreover, different households will value what they can get differently. They will have different preferences, which in turn are a function of many factors like income, age of head of household, number of people and children in the household, number of workers and job locations, number of transportation vehicles, and so on.

Thus, housing choices of individual households are influenced in complex ways by dozens of factors. The housing markets in Clackamas County and Oregon City are the result of the individual decisions of thousands of households. These points help to underscore the complexity of projecting what types of housing will be built in Oregon City between 2021 and 2041. These housing types include single-family detached, single-family attached, and multifamily (including duplexes, triplexes, and quadplexes, in addition to buildings with more

than five units). This report discusses these housing types in detail, as well as the range of affordability issues that will affect Oregon City households in the 2021 to 2041 period.

The complex nature of the housing market, demonstrated by the unprecedented boom-and-bust during the past decade, does not eliminate the need for some type of forecast of future housing demand and need. This includes resulting implications for land demand and consumption. Such forecasts are inherently uncertain. Their usefulness for public policy often derives more from the explanation of their underlying assumptions about the dynamics of markets and policies than from the specific estimates of future demand and need. Thus, we start our housing analysis with a framework for thinking about housing and residential markets and how public policy affects those markets.

Statewide Planning Goal 10

The passage of the Oregon Land Use Planning Act of 1974 (ORS Chapter 197) established the Land Conservation and Development Commission (LCDC) and the Department of Land Conservation and Development (DLCD). The Act required the Commission to develop and adopt a set of statewide planning goals. Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies.

At a minimum, local housing policies must meet the requirements of Goal 10 and the statutes and administrative rules that implement it (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008).² Goal 10 requires incorporated cities to complete an inventory of buildable residential lands. Goal 10 also requires cities to encourage the numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households. Jurisdictions located in the Metro Urban Growth Boundary (UGB) are also required to comply with Metropolitan Housing in OAR 660-007 and Title 7 of Metro's Urban Growth Management Functional Plan in the Metro Code (3.07 Title 7).

Goal 10, through ORS 197.303, defines needed housing types as "all housing on land zoned for residential use or mixed residential and commercial use that is determined to meet the need shown for housing within an urban growth boundary at price ranges and rent levels that are affordable to households within the city with a variety of incomes, including but not limited to households with low incomes, very low incomes and extremely low incomes." ORS 197.303 defines needed housing types:

- (a) Housing that includes, but is not limited to, attached and detached single-family housing and multiple family housing for both owner and renter occupancy.
- (b) Government-assisted housing.³
- (c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490.

² ORS 197.296 only applies to cities with populations over 25,000.

³ Government assisted housing can be any housing type listed in ORS 197.303 (a), (c), or (d).

- (d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions.
- (e) Housing for farmworkers.

Oregon City must identify needs for all of the housing types listed above as well as adopt policies that increase the likelihood that needed housing types will be developed. This housing needs analysis was developed to meet the requirements of Goal 10 and its implementing administrative rules and statutes.

The Metropolitan Housing Rule

OAR 660-007 (the Metropolitan Housing rule) is designed to “assure opportunity for the provision of adequate numbers of needed housing units and the efficient use of land within the Metropolitan Portland (Metro) urban growth boundary.” OAR 660-0070-005(12) provides a Metro-specific definition of needed housing:

“Needed Housing” defined. Until the beginning of the first periodic review of a local government’s acknowledged comprehensive plan, “needed housing” means housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels.

The Metropolitan Housing Rule also requires cities to develop residential plan designations:

(1) Plan designations that allow or require residential uses shall be assigned to all buildable land. Such designations may allow nonresidential uses as well as residential uses. Such designations may be considered to be “residential plan designations” for the purposes of this division. The plan designations assigned to buildable land shall be specific so as to accommodate the varying housing types and densities identified in OAR 660-007-0030 through 660-007-0037.

OAR 660-007 also specifies the mix and density of new residential construction for cities within the Metro UGB:

“Provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing or justify an alternative percentage based on changing circumstances” (OAR 660-007-0030 (1).

OAR 660-007-0035 sets specific density targets for cities in the Metro UGB. Oregon City’s average density target is eight dwelling units per net buildable acre.⁴

⁴ OAR 660-024-0010(6) defines net buildable acres as “43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads.”

Metro Urban Growth Management Functional Plan

The Metro Urban Growth Management Functional Plan describes the policies that guide development for cities within the Metro UGB to implement the goals in the Metro 2040 Plan.

Title 1: Housing Capacity

Title 1 of Metro's Urban Growth Management Functional Plan is intended to promote efficient land use within the Metro UGB by increasing the capacity to accommodate housing capacity. Each city is required to determine its housing capacity based on the minimum number of dwelling units allowed in each zoning district that allows residential development and maintain this capacity.

Title 1 requires that a city adopt minimum residential development density standards by March 2011. If the jurisdiction did not adopt a minimum density by March 2011, the jurisdiction must adopt a minimum density that is at least 80% of the maximum density.

Title 1 provides measures to decrease development capacity in selected areas by transferring the capacity to other areas of the community. This may be approved as long as the community's overall capacity is not reduced.

Metro's 2017 *Compliance Report* concludes that Oregon City is in compliance for the City's Title 1 responsibilities.

Title 7: Housing Choice

Title 7 of Metro's Urban Growth Management Functional Plan is designed to ensure the production of affordable housing in the Metro UGB. Each city and county within the Metro region is encouraged to voluntarily adopt an affordable housing production goal.

Each jurisdiction within the Metro region is required to ensure that their comprehensive plans and implementing ordinances include strategies to:

- Ensure the production of a diverse range of housing types;
- Maintain the existing supply of affordable housing, increase opportunities for new affordable housing dispersed throughout their boundaries; and
- Increase opportunities for households of all income levels to live in affordable housing (3.07.730).

Metro's 2017 *Compliance Report* concludes that Oregon City is in compliance for the City's Title 7 responsibilities.

Title 11: Planning for New Urban Areas

Title 11 of Metro's Urban Growth Management Functional Plan provides guidance on the conversion of land from rural to urban uses. Land brought into the Metro UGB is subject to the

provisions of section 3.07.1130 of the Metro Code, which requires lands to be maintained at rural densities until the completion of a concept plan and annexation into the municipal boundary.

The concept plan requirements directly related to residential development are to prepare a plan that includes:

- (1) A mix and intensity of uses that make efficient use of public systems and facilities;
- (2) A range of housing for different types, tenure, and prices that addresses the housing needs of the governing city; and
- (3) Identify goals and strategies to meet the housing needs for the governing city in the expansion area.

Organization of This Report

The rest of this document is organized as follows:

- **Chapter 2. Residential Buildable Lands Inventory** presents the methodology and results of Oregon City's inventory of residential land.
- **Chapter 3. Historical and Recent Development Trends** summarizes the state, regional, and local housing market trends affecting Oregon City's housing market.
- **Chapter 4. Demographic and Other Factors Affecting Residential Development in Oregon City** presents factors that affect housing need in Oregon City, focusing on the key determinants of housing need: age, income, and household composition. This chapter also describes housing affordability in Oregon City relative to the larger region.
- **Chapter 5. Housing Need in Oregon City** presents the forecast for housing growth in Oregon City, describing housing need by density ranges and income levels.
- **Chapter 6. Oregon City's Residential Land Sufficiency** estimates Oregon City's residential land sufficiency needed to accommodate expected growth over the planning period.

2. Buildable Lands Inventory

This chapter provides a summary of the residential buildable lands inventory (BLI) for Oregon City. This buildable lands inventory analysis complies with statewide planning Goal 10 policies that govern planning for residential uses. The detailed methodology used to complete the buildable lands inventory is presented in Appendix A.

Oregon Administrative Rules provide guidance on conducting residential BLIs:

OAR 660-008-0005(2):

“Buildable Land” means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available and necessary for residential uses. Publicly owned land is generally not considered available for residential uses. Land is generally considered “suitable and available” unless it:

- (a) Is severely constrained by natural hazards as determined under Statewide Planning Goal 7;*
- (b) Is subject to natural resource protection measures determined under Statewide Planning Goals 5, 6, 15, 16, 17 or 18;*
- (c) Has slopes of 25 percent or greater;*
- (d) Is within the 100-year flood plain; or*
- (e) Cannot be provided with public facilities.*

First, the analysis established the residential land base (parcels or portion of parcels with appropriate zoning), then it classified parcels by buildable status, identified/deducted environmental constraints, and lastly summarized total buildable area by plan designation. The results of the BLI presented in this chapter reflect updates since the 2019 analysis completed for Oregon City as part of the Clackamas County Regional Housing Need Analysis.

Definitions

ECONorthwest completed the BLI for Oregon City and relied on the following key definitions. Detailed descriptions of these definitions are included in the methodology for each study area but are based on the general definitions below.

- **Vacant land.** Tax lots that have no structures or have buildings with very little improvement value are considered vacant. The status of vacant lots was verified in aerial imagery and City and County staff review.
- **Partially vacant land.** Partially vacant tax lots are those occupied by a use, but which contain enough land to be developed further. Generally, these are lots that have more

than a half-acre of buildable land, after removing constraints and developed land from the total acreage. This was refined through visual inspection of recent aerial photos.

- **Public land.** Lands in public ownership are considered unavailable for residential development.⁵ This includes lands in federal, state, county, or city ownership. These lands are identified using Metro's definitions and categories.
- **Developed land.** Lands not classified as vacant, partially vacant, or public are considered developed. Developed land includes lots with redevelopment capacity, which are also included in BLI. The unit capacity of redevelopable lots is based on Metro's estimates.
- **Buildable land.** As described in the statute definition above, buildable residential land is the portions of vacant or partially vacant lots that have development capacity, less development constraints.

Development Constraints

Consistent with state guidance on buildable lands inventories, ECONorthwest deducted the following constraints from the buildable lands inventory and classified those portions of tax lots that fall within the following areas as constrained, unbuildable land:

- *Lands within floodplains and floodways.* Flood Insurance Rate Maps from the Federal Emergency Management Agency (FEMA) were used to identify lands in floodways and 100-year floodplains, as well as lands identified in Metro's Title 3 Stream and Floodplain Protection Plan.
- *Land within natural resource protection areas.* The combined regional and national wetlands shapefile, available from Metro RLIS, was used to identify areas within wetlands. Riparian corridors and other natural resource areas identified in Oregon City's Natural Resource Overlay District were considered undevelopable for the purposes of this inventory.
- *Land with slopes over 25%.* Lands with slopes over 25% were considered unsuitable for residential development.
- *Land in geologic hazard areas.* Lands in areas designated within Oregon City's Geologic Hazards Overlay were considered undevelopable for the purposes of this inventory.

⁵ Other exempt lands owned by semi-public entities, such as churches, private schools, and other non-profit organizations, were not included in the Public land classification. These lands were classified using the same method as other residential lands and were classified as vacant, partially vacant, developed, or unbuildable. Lands with a cemetery use and owned by a semi-public entity (e.g., church) were classified as developed.

Buildable Lands Inventory Results

Land Base

The land base for the Oregon City residential BLI includes all tax lots in the city limits and the city's UGB areas in residential plan designations. Per Goal 10, this includes all lots (or portions of lots) with residential and other nonemployment plan designations where residential uses are planned for and allowed by the implementing zones. This BLI includes lands in the following generalized plan designations:

- Residential – Low Density
- Residential – Medium Density
- Residential – High Density
- Mixed Use – Corridor
- Mixed Use – Downtown
- General Commercial

Exhibit 3 shows the land base by generalized plan designation in city limits and UGB areas. There are 12,350 tax lots in the land base, accounting for 5,206 acres.

Exhibit 3. Residential Tax Lots and Acres by Plan Designation, Oregon City, City Limits and UGB Areas, 2020

Source: Metro BLI; ECONorthwest analysis.

Generalized Plan Designation	Number of taxlots	Percent	Total taxlot acreage	Percent
Residential				
Residential - Low Density	9,528	77%	3,206	62%
Residential - Medium Density	1,379	11%	1,006	19%
Residential - High Density	606	5%	294	6%
Mixed Use/Commercial				
Mixed Use - Corridor	501	4%	267	5%
Mixed Use - Downtown	265	2%	300	6%
General Commercial	71	1%	133	3%
Total	12,350	100%	5,206	100%

Development Status

This analysis relied on Metro BLI's classifications (defined in the methods and definitions above) to define an initial development status. ECONorthwest then used a rapid visual assessment method to confirm this development status using aerial imagery. After city staff reviewed the classifications, ECONorthwest applied the development constraints to calculate unconstrained buildable land. Exhibit 4 shows development status with constraints applied and resulting in buildable acres. Of the 5,206 total acres in the land base, 2,710 are committed acres, 1,563 are constrained acres, and 933 are buildable acres.

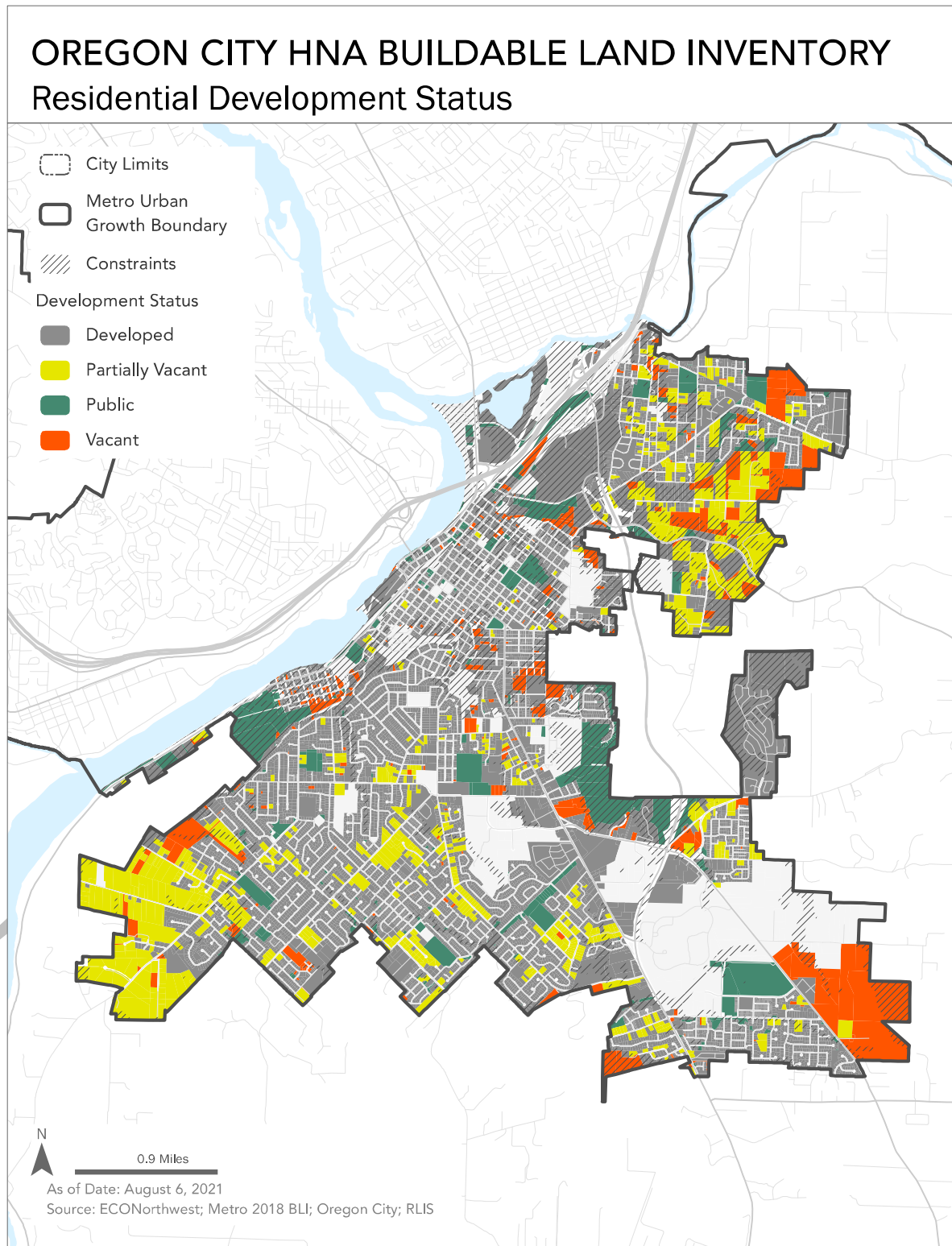
Exhibit 4. Development Status with Constraints by Plan Designation, Oregon City, City Limits and UGB Areas, 2020

Source: Metro BLI; ECONorthwest analysis.

Generalized Plan Designation	Total Acres	Committed Acres	Constrained Acres	Buildable Acres
Residential				
Residential - Low Density	3,206	1,876	877	453
Residential - Medium Density	1,006	388	276	342
Residential - High Density	294	151	81	62
Mixed Use				
Mixed Use - Corridor	267	137	55	75
Mixed Use - Downtown	300	37	262	1
General Commercial	133	121	12	-
Total	5,206	2,710	1,563	933

Exhibit 5 shows residential land by development status with constraints overlaid.

Exhibit 5. Residential Land by Development Status, Oregon City, City Limits and UGB Areas, 2020



Vacant Buildable Land

Exhibit 6 shows buildable acres (i.e., acres in tax lots after constraints are deducted) for vacant and partially vacant land by plan designation. Of Oregon City's 933 unconstrained buildable residential acres, about 36% are in tax lots classified as vacant and 64% are in tax lots classified as partially vacant.

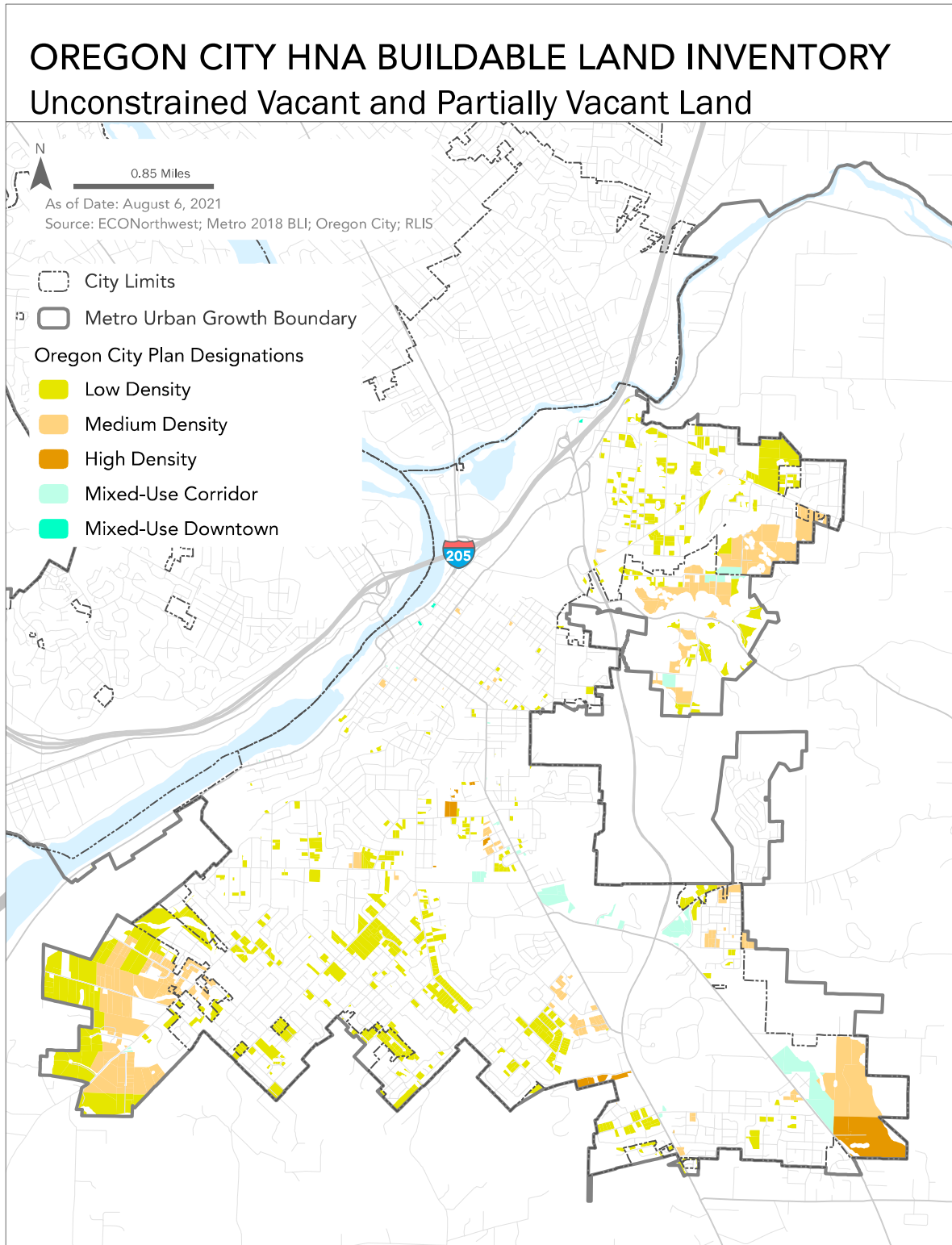
Exhibit 6. Buildable Acres in Vacant and Partially Vacant Tax Lots by Plan Designation, Oregon City, City Limits and UGB Areas, 2020

Source: Metro; ECONorthwest analysis.

Generalized Plan Designation	Buildable Acres on Vacant Lots	Buildable Acres on Partially Vacant Lots	Total Buildable Acres
Residential			
Residential - Low Density	97	356	453
Residential - Medium Density	120	222	342
Residential - High Density	52	10	62
Mixed Use			
Mixed Use - Corridor	63	12	75
Mixed Use - Downtown	1	-	1
Total	333	600	933

Exhibit 7 shows Oregon City's buildable vacant and partially vacant residential land.

Exhibit 7. Unconstrained Vacant and Partially Vacant Residential Land, Oregon City, City Limits and UGB Areas, 2020



Redevelopment Potential

Over the 20-year study period a share of developed lots is likely to redevelop within new buildings. To account for the development capacity on these developed lots, Metro identifies a subset of developed lots as “redevelopable.” Metro has created two “filters” to identify lots with the potential to redevelop—a threshold method and historic probability method. For the Oregon City BLI, ECONorthwest used the estimate of redevelopable units on developed lots, as identified based on the threshold method,⁶ which is based on discussion with Metro staff.⁷

The result of this analysis for Oregon City is presented in Exhibit 8.

Exhibit 8. Estimate of housing units on potentially redevelopable lots by plan designation, Oregon City, City Limits and UGB Areas, 2019

Source: Metro BLI, using 2016 data to calculate redevelopment potential.

Plan Designation	Estimated Redevelopment Units
Residential	
Low Density Residential	660
Medium Density Residential	233
High Density Residential	733
Commercial	
Central Commercial	1,496
General Commercial	2,604
Total	5,726

⁶ Threshold Method. This method identifies lots where redevelopment would result in a net increase of 50% more than the current number of units on the site. The method uses property value thresholds where it is economically viable to for a lot to redevelop at this intensity. For suburban areas in the regional UGB the threshold is \$10 per square foot of property value for multifamily structures and \$12 per square foot for mixed use structures. If a lot's current property value is below these thresholds, it is assumed to have the potential to redevelop.

⁷ The capacity of partially vacant lots (where the lot could be further developed under current development standards without demolishing existing structures) is accounted for in the unconstrained buildable acres.

3. Historical and Recent Development Trends

Analysis of historical development trends in Oregon City provides insight into the functioning of the local housing market. The mix of housing types and densities, in particular, are key variables in forecasting the capacity of residential land to accommodate new housing and to forecast future land need. The specific steps are described in Task 2 of the DLCD *Planning for Residential Growth: A Workbook for Oregon's Urban Areas* as:

1. Determine the time period for which the data will be analyzed.
2. Identify types of housing to address (all needed housing types).
3. Evaluate permit/subdivision data to calculate the actual mix, average actual gross density, and average actual net density of all housing types.

This Housing Needs Analysis examines changes in Oregon City's housing market from 2000 to 2017, as well as residential development from 2000 to 2018. We selected this time period because (1) the period provides information about Oregon City's housing market before and after the national housing market bubble's growth and deflation, as well as the more recent increase in housing costs and (2) data about Oregon City's housing market during this period was readily available from sources such as the Census and RLIS.

The Housing Needs Analysis presents information about residential development by housing type. There are multiple ways that housing types can be grouped. For example, they can be grouped by:

1. Structure type (e.g., single-family detached, apartments, etc.).
2. Tenure (e.g., distinguishing unit type by owner or renter units).
3. Housing affordability (e.g., subsidized housing or units affordable at given income levels).
4. Some combination of these categories.

For the purposes of this study, we grouped housing types based on (1) whether the structure is stand-alone or attached to another structure and (2) the number of dwelling units in each structure. The housing types used in this analysis are consistent with needed housing types as defined in ORS 197.303:

- **Single-family detached** includes single-family detached units, manufactured homes on lots and in mobile home parks, and accessory dwelling units.
- **Single-family attached** is all structures with a common wall where each dwelling unit occupies a separate lot, such as row houses or townhouses.
- **Multifamily** is separated into two subgroups of attached structures other than single-family detached units, manufactured units, or single-family attached units. The two

subgroups are defined as: (1) duplexes, triplexes, and quadplexes and (2) multifamily buildings with five or more units.

In Oregon City, government-assisted housing (ORS 197.303[b]) and housing for farmworkers (ORS 197.303[e]) can be any of the housing types listed above, as these housing types are regulated in the Oregon City Development Code in the same manner as any other housing type.

Data Used in This Analysis

Throughout this report, we used data from multiple well-recognized and reliable data sources. One of the key sources for housing and household data is the U.S. Census. This report primarily uses data from two Census sources:

- The **Decennial Census**, which is completed every ten years and is a survey of *all* households in the U.S. The Decennial Census is considered the best available data for information such as demographics (e.g., number of people, age distribution, or ethnic or racial composition), household characteristics (e.g., household size and composition), and housing occupancy characteristics. As of 2010, the Decennial Census does not collect more detailed household information, such as income, housing costs, housing characteristics, and other important household information. Decennial Census data is available for 2000 and 2010.
- The **American Community Survey (ACS)**, which is completed every year and is a *sample* of households in the U.S. From 2012 to 2016, the ACS sampled an average of 3.5 million households per year, or about 3% of the households in the nation. The ACS collects detailed information about households, such as: demographics (e.g., number of people, age distribution, ethnic or racial composition, country of origin, language spoken at home, and educational attainment), household characteristics (e.g., household size and composition), housing characteristics (e.g., type of housing unit, year unit built, or number of bedrooms), housing costs (e.g., rent, mortgage, utility, and insurance), housing value, income, and other characteristics.
- Metro's **RLIS** database, which provides tax lot data for jurisdictions within the three-county Metro Area (including Clackamas County). We use RLIS data tax lot data for as a proxy for building permit data for Oregon City.
- Metro's **2050 Distributed Forecast** for household and population growth was updated in March 2021 for Oregon City. We used this information to report projected population growth and as the basis for the household forecast in Chapter 5.
- **Property Radar and Redfin** databases, which are online platforms providing real estate and property owner data. We use these sources to collect housing sale price data in aggregate and by property.

In general, this report uses data from the 2012-2016 and 2014-2018 ACS 5-year estimates.⁸ Where information is available and relevant, we report information from the 2000 and 2010 Decennial Census. Among other data points, this report includes population, income, and housing price data from the Oregon Office of Economic Analysis, the Oregon Bureau of Labor and Industries, the United States Department of Housing and Urban Development, RLIS, Costar, Redfin, and Property Radar. It also uses the Oregon Department of Housing and Community Services affordable housing inventory and Oregon's Manufactured Dwelling Park inventory.

It is worth commenting on the methods used for the American Community Survey.⁹ The American Community Survey (ACS) is a national survey that uses continuous measurement methods. It uses a sample of about 3.54 million households to produce annually updated estimates for the same small areas (census tracts and block groups) formerly surveyed via the decennial census long-form sample. It is also important to keep in mind that all ACS data are estimates that are subject to sample variability. This variability is referred to as "sampling error" and is expressed as a band or "margin of error" (MOE) around the estimate.

This report uses Census and ACS data because, despite the inherent methodological limits, they represent the most thorough and accurate data available to assess housing needs. We consider these limitations in making interpretations of the data and have strived not to draw conclusions beyond the quality of the data.

⁸ For safe harbor assumptions, such as housing mix in Chapter 5, we use the most recent ACS 5-year estimates (2015-2019).

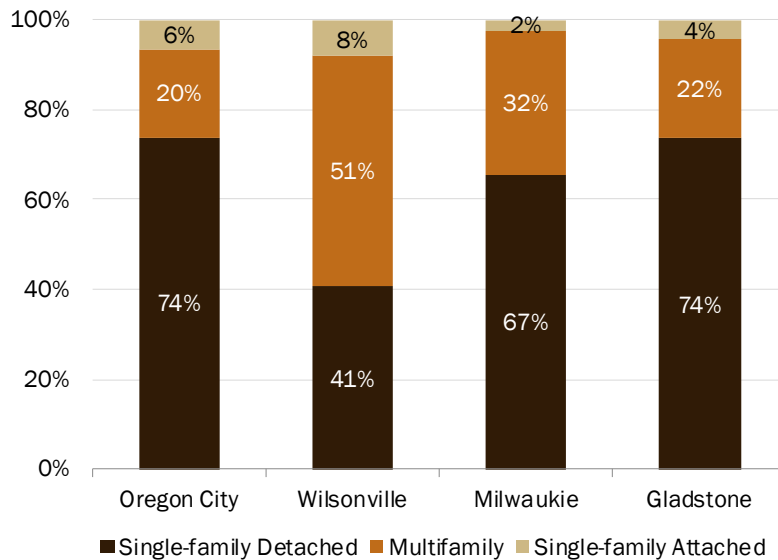
⁹ A thorough description of the ACS can be found in the Census Bureau's publication "What Local Governments Need to Know." <https://www.census.gov/library/publications/2009/acs/state-and-local.html>

Trends in Housing Mix

About 74% of Oregon City's housing stock was single-family detached.

Exhibit 9. Housing Mix, Oregon City, Wilsonville, Milwaukie, Gladstone 2013-2017

Source: U.S. Census Bureau, 2013-2017 ACS Table B25024.



Seventy-five percent of Clackamas County's housing stock was single-family detached.

Clackamas County had a smaller share of multifamily housing than the Portland Region and Oregon, but a similar share of multifamily housing compared to Oregon City.

Exhibit 10. Housing Mix, Clackamas County, Portland Region, Oregon, 2013-2017

Source: U.S. Census Bureau, 2013-2017 ACS Table B25024.

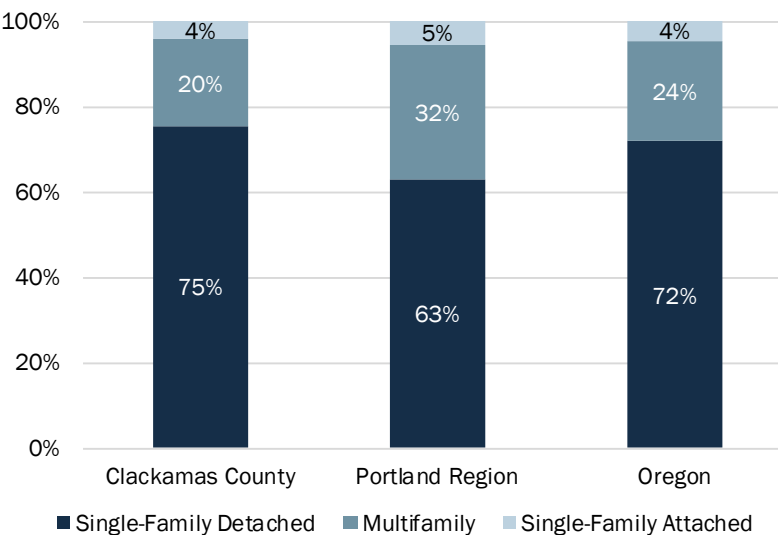
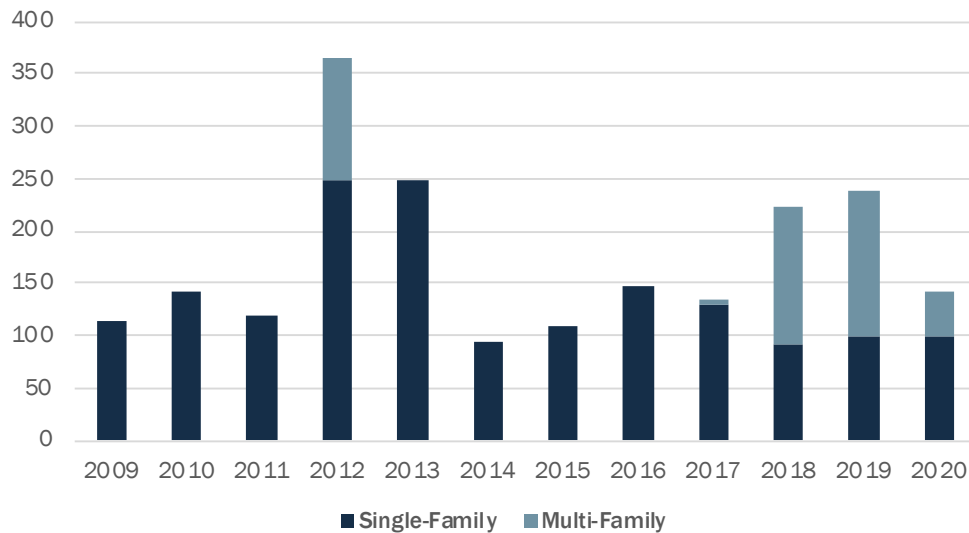


Exhibit 11 shows that over the 2009 to 2020 period, Oregon City had construction of 2,073 dwelling units, with an average of 173 units built per year. Of these units, about 79% were for single-family dwelling units.

Exhibit 11. New Residential Dwelling Units Built by Housing Type, Oregon City, 2009 through 2020
Source: Oregon City.



Trends in Housing Density

This section shows historic densities for new residential construction by housing type and by Plan Designation. To conduct the analysis, we used the RLIS database (a proxy for building permit data). Exhibit 12 shows that Oregon City's average housing density, of units built between 2000 to 2020, was 6.6 dwelling units per net acre. In this period, the average density for multifamily housing was 17.4 units per net acre with an average lot size of 0.77 acres; the average density for single family housing was 6.3 units per net acre with an average lot size of 0.16 acres.

Exhibit 12. Average Density of New Residential Construction Permitted by Type of Unit and Plan Designation, Oregon City, 2000 through 2020

Source: RLIS. Note: DU is dwelling unit.

Plan Designations	Single Family Dwelling Units			Multifamily Dwelling Units			Total, Combined		
	Units	Acres	Net Density	Units	Acres	Net Density	Units	Acres	Net Density
Residential	3,540	565	6.3	230	14	16.9	3,770	578	6.5
Low Density	2,628	495	5.3	14	7	2.1	2,642	502	5.3
Medium Density	500	47	10.6	20	2	12.5	520	49	10.7
High Density	412	23	18.2	196	5	37.0	608	28	21.8
Commercial	23	1	21.1	64	3	19.3	87	4	19.8
Commercial	-	-	-	15	1	19.5	15	1	19.5
Mixed Use Corridor	23	1	21.1	49	3	19.3	72	4	19.8
Total	3,563	566	6.3	294	17	17.4	3,857	583	6.6

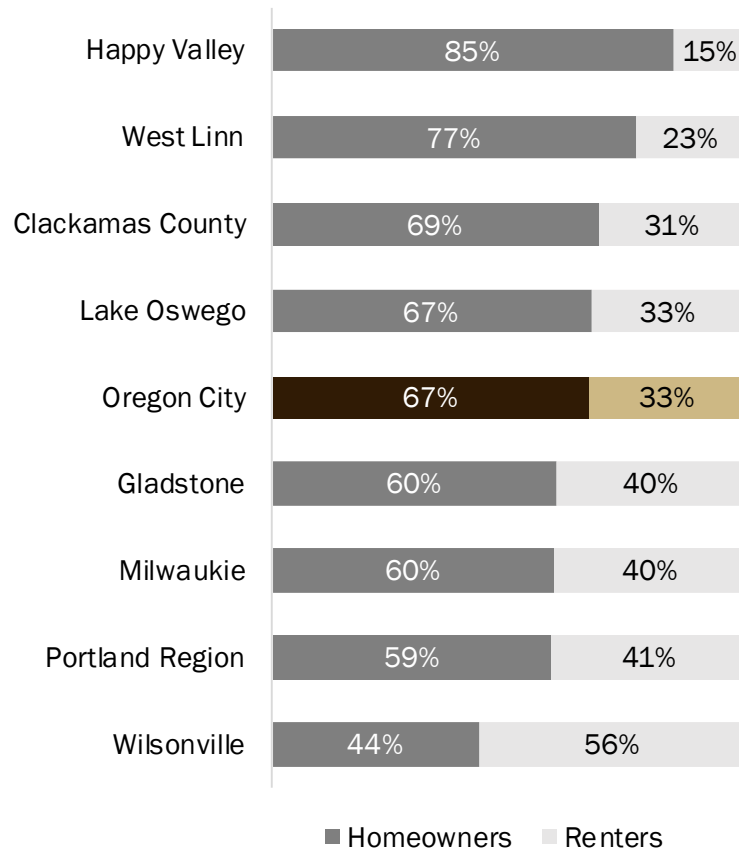
Trends in Tenure

Housing tenure describes whether a dwelling is owner- or renter-occupied.

In the 2012-2016 period, Oregon City had a homeownership rate of 67%, which was slightly below Clackamas County's homeownership rate of 69%.

Exhibit 13. Housing Tenure, Oregon City and Comparison Areas, 2012-2016

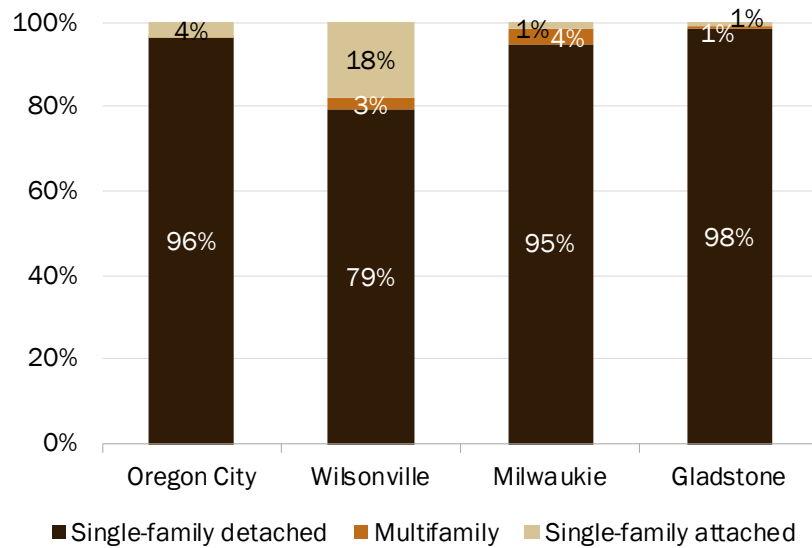
Source: U.S. Census Bureau, 2012-2016 ACS Table B25032.



Nearly all homeowners in Oregon City (96%) lived in single-family detached housing.

Exhibit 14. Types of units occupied by Homeowners, Oregon City, Wilsonville, Milwaukie, Gladstone, 2012-2016

Source: U.S. Census Bureau, 2012-2016 ACS Table B25032.

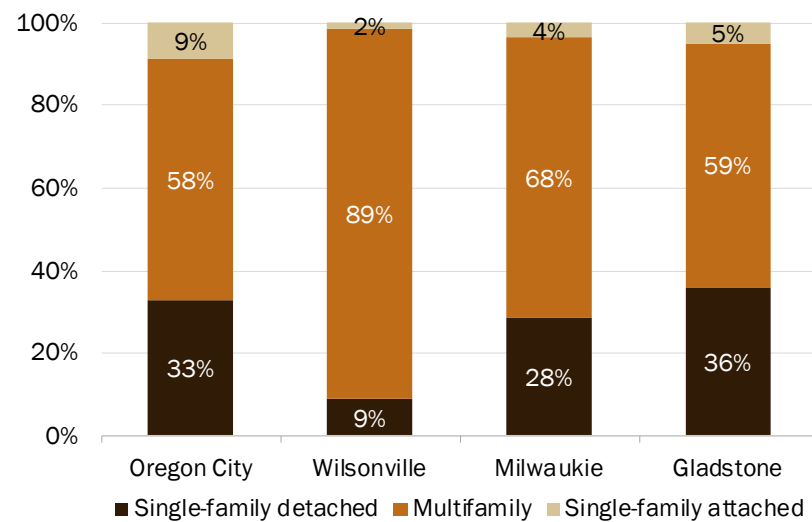


Nearly 60% of renters in Oregon City lived in multifamily housing.

In Oregon City, a third of renters lived in single-family detached housing.

Exhibit 15. Types of Units Occupied by Renters, Oregon City, Wilsonville, Milwaukie, Gladstone, 2012-2016

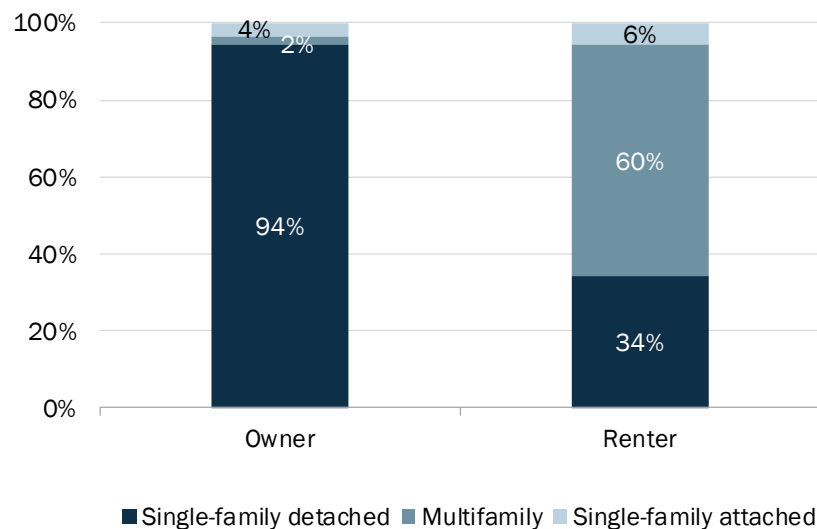
Source: U.S. Census Bureau, 2012-2016 ACS Table B25032.



Like Oregon City, most of Clackamas County's homeowners (94%) lived in single-family detached housing.

Exhibit 16. Types of Units Occupied by Homeowners and Renters, Clackamas County, 2012-2016

Source: U.S. Census Bureau, 2012-2016 ACS Table B25032.



Vacancy Rates

The Census defines vacancy as: "Unoccupied housing units... determined by the terms under which the unit may be occupied, e.g., for rent, for sale, or for seasonal use only." The 2010 Census identified vacancy through an enumeration, separate from (but related to) the survey of households. Enumerators are obtained using information from property owners and managers, neighbors, rental agents, and others.

According to the 2013-2017 Census, vacancy rates by jurisdiction were:¹⁰

- Oregon: 9.3%
- Portland Region 5.5%
- Clackamas County: 6.0%
- **Oregon City: 3.6%**

¹⁰ Source: U.S. Census Bureau, 2013-2017 ACS, Table B25032.

Publicly Supported Housing

Oregon City had 634 publicly supported, affordable units. Most of these units were available for families.

Exhibit 17. Publicly Supported Housing, Oregon City, June 2020
Source: Oregon Housing and Community Services.

Development Name	Total Units	Restricted Units	Population Served
Birchwood Dr	6	6	Family
Hughes St	1	1	Family
Forest Ridge Ln	1	1	Family
Salmonberry Dr	1	1	Family
6th St	4	4	Family
Clairmont Way	1	1	Family
Molalla Ave	6	6	Family
S Redland Rd	1	1	Family
Lafayette Ave	2	2	Family
Whitney Ln	1	1	Family
Latourette St	1	1	Family
Hilda St	1	1	Family
Buchanan St	2	2	Family
Prospect St	1	1	Family
Clackamas Heights	100	99	Family
Fisher Ridge	19	18	Family
Kingsberry Heights	260	260	Family
Meadowlark	15	15	Family
Oregon City Terrace	47	47	Family
Oregon City View Manor	100	100	Family
Our Apartment	4	4	Family
Pleasant Avenue Veteran Housing	24	24	Veterans
Rosewood Terrace	38	38	Family
Totals	636	634	-

Manufactured Homes

Manufactured homes provide a source of affordable housing. They also provide a form of homeownership that can be made available to low- and moderate-income households. Cities are required to plan for manufactured homes—both on lots and in parks (ORS 197.475-492).

Generally, manufactured homes in parks (communities) are owned by the occupants who pay rent for the space. Monthly housing costs are typically lower for a homeowner in a manufactured home community for several reasons, including the fact that property taxes levied on the value of the land are paid by the property owner, rather than the manufactured homeowner. The value of the manufactured home generally does not appreciate in the way a conventional home would, however. Manufactured homeowners in communities are also subject to the mercy of the property owner in terms of rent rates and increases. It is generally not within the means of a manufactured homeowner to relocate to another manufactured home to escape rent increases. Homeowners living in a park is desirable to some because it can provide a more secure community with on-site managers and amenities, such as laundry and recreation facilities.

OAR 197.480(4) requires cities to inventory mobile home or manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial, or high-density residential development. In 2006, Oregon City adopted regulations related to manufactured home park closures.¹¹ This section presents the inventory of mobile and manufactured home communities for Oregon City as of May 2020.

Oregon City had four manufactured home communities within its UGB.

Within these parks, there were a total of 885 spaces, 9 of which were vacant as of May 2020.

Exhibit 18. Inventory of Mobile/Manufactured Home Communities, Oregon City, May 2020

Source: Oregon Manufactured Dwelling Park Directory.

Name	Location	Type	Total Spaces	Vacant Spaces	Zone
Char-Diaz Estates	13678 Char-Diaz Dr	55+	22	0	R 3.5
Cherry Lane	20248 Highway 213	55+	66	0	R 3.5
Clairmont Mtg Housing Park	13531 Clairmont Way	Family	189	0	R 3.5
Mount Pleasant Mobile Home Park	18780 Central Point Rd	Family	68	2	R 3.5
Country Village Estates	14630 South Village Court	Family	499	7	County
Forest Park Mobile Village	18830 S Hwy 99E	Family	41	0	County
Totals			885	9	

¹¹ OCMC 15.52.

4. Demographic and Other Factors Affecting Residential Development in Oregon City

Demographic trends are important for a thorough understanding of the dynamics of the Oregon City housing market. Oregon City exists in a regional economy; trends in the region impact the local housing market. This chapter documents demographic, socioeconomic, and other trends relevant to Oregon City at the national, state, and regional levels.

Demographic trends provide a context for growth in a region; factors such as age, income, migration, and other trends show how communities have grown and how they will shape future growth. To provide context, we compare Oregon City to Clackamas County, the Portland region (defined as Clackamas, Multnomah, and Washington Counties), and Oregon. We also compare Oregon City to nearby cities where appropriate. Characteristics such as age and ethnicity are indicators of how the population has grown in the past and provide insight into factors that may affect future growth.

A recommended approach to conducting a housing needs analysis is described in *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, the Department of Land Conservation and Development's guidebook on local housing needs studies. As described in the guidebook, the specific steps in the Housing Needs Analysis are:

1. Project the number of new housing units needed in the next 20 years.
2. Identify relevant national, state, and local demographic and economic trends and factors that may affect the 20-year projection of structure type mix.
3. Describe the demographic characteristics of the population and, if possible, the housing trends that relate to demand for different types of housing.
4. Determine the types of housing that are likely to be affordable to the projected households based on household income.
5. Determine the needed housing mix and density ranges for each plan designation and the average needed net density for all structure types.
6. Estimate the number of additional needed units by structure type.

This chapter presents data to address steps 2, 3, and 4 in this list. Chapter 5 presents data to address steps 1, 5, and 6 in this list.

Demographic and Socioeconomic Factors Affecting Housing Choice¹²

Analysts typically describe housing demand as the *preferences* for different types of housing (e.g., single-family detached or apartment) and the *ability to pay* for that housing (the ability to exercise those preferences in a housing market by purchasing or renting housing; in other words, income or wealth).

Many demographic and socioeconomic variables affect housing choice. However, the literature about housing markets finds that age of the householder, size of the household, and income are most strongly correlated with housing choice.

- **Age of householder** is the age of the person identified (in the Census) as the head of household. Households make different housing choices at different stages of life. This chapter discusses generational trends, such as housing preferences of Baby Boomers, people born from about 1946 to 1964, Millennials, people born from about 1980 to 2000, and Generation Z, people born between 1997 and 2012.¹³ (Generation X, the generation between Baby Boomers and Millennials, is a smaller age group and does not generally drive housing demand.)
- **Size of household** is the number of people living in the household. Younger and older people are more likely to live in single-person households. People in their middle years are more likely to live in multi-person households (often with children).
- **Household income** is probably the most important determinant of housing choice. Income is strongly related to the type of housing a household chooses (e.g., single-family detached, duplex, or a building with more than five units) and to household tenure (e.g., rent or own).

¹² The research in this chapter is based on numerous articles and sources of information about housing, including:

Davis, Hibbits & Midghal Research, "Metro Residential Preference Survey," May 2014.

D. Myers and S. Ryu, *Aging Baby Boomers and the Generational Housing Bubble*, Journal of the American Planning Association, Winter 2008.

George Galster. People Versus Place, People and Place, or More? New Directions for Housing Policy, Housing Policy Debate, 2017.

Herbert, Christopher and Hrabchak Molinsky. "Meeting the Housing Needs of an Aging Population," 2015.

J. McIlwain, *Housing in America: The New Decade*, Urban Land Institute, 2010.

L. Lachman and D. Brett, *Generation Y: America's New Housing Wave*, Urban Land Institute, 2010.

Schuetz, Jenny. Who is the new face of American homeownership? Brookings, 2017.

The American Planning Association, "Investing in Place; Two generations' view on the future of communities," 2014.

Transportation for America, "Access to Public Transportation a Top Criterion for Millennials When Deciding Where to Live, New Survey Shows," 2014.

¹³ The range of years that define generations vary across sources. We have referenced the general age range for Millennials and Generation Z, and some years may overlap depending on the definition.

This chapter focuses on these factors, presenting data that suggests how changes to these factors may affect housing need in Oregon City over the next 20 years.

National Trends¹⁴

This brief summary on national housing trends builds on previous work by ECONorthwest as well as Urban Land Institute (ULI) reports and conclusions from *The State of the Nation's Housing* report from the Joint Center for Housing Studies of Harvard University. The Harvard report (2020) summarizes the national housing outlook as follows:

Given the profound impact of the pandemic on how US households live and work, there is plenty of reason to believe that it could bring meaningful changes to housing markets. With millions of people forced to work remotely, employers and employees alike may find this an attractive option even after the pandemic ends. If so, demand would likely increase for homes large enough to provide office space, as well as easy access to outdoor spaces to exercise and socialize. And if long commutes are no longer everyday requirements, many households may move to lower-density areas where housing is less expensive. However, a major shift in residential development patterns is far from certain. What is certain is that the need for more housing of all types, locations, and price points will persist. In the near term, the outlook for housing markets is bright, fueled by very low interest rates as well as unabated demand from more affluent households. If the pandemic persists, however, it will remain a serious drag on the labor market and wage growth, and ultimately on household formations. Still, the pandemic's negative impact on markets should be relatively muted given historically tight conditions on the supply side.

However, challenges to a strong domestic housing market remain. Rising mortgage rates, the tight credit market, and limited inventory of entry-level homes make housing unaffordable for many Americans, especially younger Americans. In addition to rising housing costs, wages have also failed to keep pace, worsening affordability pressures. Single-family and multifamily housing supplies remain tight, which compound affordability issues. *The State of the Nation's Housing* report emphasizes the importance of government assistance and intervention to keep housing affordable moving forward. Several challenges and trends shaping the housing market are summarized below:

- **Bounce back in residential construction led by single-family starts.** New construction made a sharp comeback in summer 2020 led by single-family construction. Single-family starts in 2020 began at about a 900,000-unit annual rate (the fastest pace since the Great Recession), before dipping to a below 700,000-unit annual rate in April due to the COVID-19 pandemic. Then, single-family starts hit a 1.1-million-unit annual rate in September 2020—marking it as the strongest month for single-family homebuilding in

¹⁴ These trends are based on information from (1) the Joint Center for Housing Studies of Harvard University's publication "The State of the Nation's Housing 2020," (2) Urban Land Institute, "2021 Emerging Trends in Real Estate," and (3) the U.S. Census.

over 13 years. Multifamily unit starts also continued to climb, increasing by 7.5% from about 374,000 units in 2018 to about 402,000 units in 2019. Notably, 2019 marked the first year since 1988 that multifamily starts topped 400,000. In 2019, home sales averaged 3.9 months which is below what is considered balanced (six months), with lower-cost and moderate-cost homes experiencing the tightest inventories. *The State of the Nation's Housing* report cited lack of skilled labor, rising construction costs, land use regulations (particularly density restrictions), and development fees as constraints on new construction.

- **Demand shift from renting to owning.** After years of decline, the national homeownership rate increased slightly from 64.4% in 2018 to 64.6% in 2019. Trends suggest the recent homeownership increases are among householders of all age groups; however, new growth in homeownership since the post-Great Recession low of 2013 resulted from households with higher incomes. About 88% of net new growth (2013 to 2019) was among households with incomes of \$150,000 or more.
- **Housing affordability.** Despite a recent downward trend, 37.1 million American households spent more than 30% of their income on housing in 2019 which is 5.6 million more households than in 2001. Renter households experienced cost-burden at more than double the rate of homeowners (46% versus 21%) with the number of cost-burdened renters exceeding cost-burdened homeowners by 3.7 million in 2019. Affordability challenges continued to move up the income ladder, with the share of cost-burdened middle-income households increasing slightly from 2018 to 2019 even as the share of low-income households experiencing cost-burden declined slightly over the same period. Households under the age of 25 and over the age of 85 had the highest rates of housing cost-burden.
- **Long-term growth and housing demand.** The Joint Center for Housing Studies forecasts that, nationally, demand for new homes could total as many as 12 million units between 2018 and 2028¹⁵. Much of the demand will come from Baby Boomers, Millennials,¹⁶ and immigrants. The Urban Land Institute cites the trouble of overbuilding in the luxury sector while demand is in mid-priced single-family houses affordable to a larger buyer pool.
- **Growth in rehabilitation market.**¹⁷ Aging housing stock and poor housing conditions are growing concerns for jurisdictions across the United States. With almost 80% of the nation's housing stock at least 20 years old (and 40% at least 50 years old), Americans are spending in excess of \$400 billion per year on residential renovations and repairs. As

¹⁵ The Joint Center for Housing Studies of Harvard University. *The State of the Nation's Housing 2019*.

¹⁶ According to the Pew Research Center, Millennials were born between the years of 1981 to 1996 and Generation Z were born between 1997 to 2012 (inclusive). Read more about generations and their definitions here: <http://www.pewresearch.org/fact-tank/2018/03/01/defining-generations-where-millennials-end-and-post-millennials-begin/>.

¹⁷ These findings are copied from: Joint Center for Housing Studies. (2019). *Improving America's Housing*, Harvard University. Retrieved from: https://www.jchs.harvard.edu/sites/default/files/Harvard_JCHS_Improving_Americas_Housing_2019.pdf

housing rehabilitation becomes the go-to solution to address housing conditions, the home remodeling market has grown more than 50% since the recession ended — generating 2.2% of national economic activity (in 2017).

Despite trends suggesting growth in the rehabilitation market, rising construction costs and complex regulatory requirements pose barriers to rehabilitation. Lower-income households or households on fixed incomes may defer maintenance for years due to limited financial means, escalating rehabilitation costs. At a certain point, the cost of improvements may outweigh the value of the structure, which may necessitate new responses such as demolition or redevelopment.

- **Declining residential mobility.**¹⁸ Residential mobility rates have declined steadily since 1980. Nearly one in five Americans moved every year in the 1980s, compared to one in ten Americans between 2018 and 2019. While reasons for decline in residential mobility are uncertain, contributing factors include demographic, housing affordability, and labor-related changes. For instance, as Baby Boomers and Millennials age, mobility rates are expected to fall as people typically move less as they age. Harvard University's Research Brief (2020) also suggests that increasing housing costs could be preventing people from moving if they are priced out of desired neighborhoods or if they prefer to stay in current housing as prices rise around them. Other factors that may impact mobility include: the rise in dual-income households (which complicates job-related moves), the rise in work-from-home options, and the decline in company-funded relocations. While decline in mobility rates span all generations, they are greatest among young adults and renters, two of the more traditionally mobile groups.
- **Changes in housing preference.** Housing preference will be affected by changes in demographics, most notably: the aging of Baby Boomers, housing demand from Millennials and Generation Z, and growth of immigrants.
 - *Baby Boomers.* In 2020, the oldest members of this generation were in their seventies and the youngest were in their fifties. The continued aging of the Baby Boomer generation may affect the housing market. In particular, Baby Boomers' may influence housing preference and homeownership trends. Preferences (and needs) may vary for Boomers' moving through their 60s, 70s, and 80s (and beyond). They will require a range of housing opportunities. For example, "aging baby boomers are increasingly renters-by-choice, [preferring] walkable, high-energy, culturally evolved communities."¹⁹ Many seniors are also moving to planned retirement destinations earlier than expected as they experience the benefits of work-from-home trends (accelerated by COVID-19). Additionally, the supply of caregivers is decreasing as people in this cohort move from giving care to needing care, making more inclusive, community-based, congregate settings more important. Senior households earning different incomes may make distinct housing choices. For

¹⁸ Frost, R. (2020). "Are Americans stuck in place? Declining residential mobility in the US." Joint Center for Housing Studies of Harvard University's Research Brief.

¹⁹ Urban Land Institute. Emerging Trends in Real Estate, United States and Canada. 2019.

instance, low-income seniors may not have the financial resources to live out their years in a nursing home and may instead choose to downsize to smaller, more affordable units. Seniors living in proximity to relatives may also choose to live in multigenerational households.

Research shows that “older people in western countries prefer to live in their own familiar environment as long as possible,” but aging in place does not only mean growing old in their own homes.²⁰ A broader definition exists which defines aging in place as “remaining in the current community and living in the residence of one’s choice.”²¹ Some Baby Boomers are likely to stay in their home as long as they are able, and some will prefer to move into other housing products, such as multifamily housing or age-restricted housing developments, before they move into to a dependent living facility or into a familial home. Moreover, “the aging of the U.S. population, [including] the continued growth in the percentage of single-person households, and the demand for a wider range of housing choices in communities across the country is fueling interest in new forms of residential development, including tiny houses.”²²

- *Millennials.* Over the last several decades, young adults have increasingly lived in multigenerational housing — more so than older demographics.²³ However, as Millennials move into their early- to mid-thirties, postponement of family formation is ending and millennials are likely to prefer a wide range of housing types in urban or suburban areas, including detached, single family homes and multifamily housing types in walkable neighborhoods.

At the beginning of the 2007–2009 recession, Millennials only began to form their own households. Today, Millennials are driving much of the growth in new households, albeit at slower rates than previous generations. As this generation continues to progress into their homebuying years, they may seek out affordable, modest-sized homes. This will prove challenging as the market for entry-level, single-family homes has remained stagnant. Although construction of smaller homes (< 1,800 sq. ft.) increased in 2019, they only represented 24% of single-family units.

Millennials’ average wealth may remain far below Boomers and Gen Xers, and student loan debt will continue to hinder consumer behavior and affect retirement savings. As of 2020, Millennials comprised 38% of home buyers, while Gen Xers

²⁰ Vanleerberghe, Patricia, et al. (2017). The quality of life of older people aging in place: a literature review.

²¹ *Ibid.*

²² American Planning Association. Making Space for Tiny Houses, Quick Notes.

²³ According to the Pew Research Center, in 1980, just 11% of adults aged 25 to 34 lived in a multigenerational family household, and by 2008, 20% did (82% change). Comparatively, 17% of adults aged 65 and older lived in a multigenerational family household, and by 2008, 20% did (18% change).

comprised 23% and Boomers 33%.²⁴ “By the year 2061, it is estimated that \$59 trillion will be passed down from boomers to their beneficiaries,” presenting new opportunities for Millennials (as well as Gen X and Gen Z).²⁵

- *Generation Z.* In 2020, the oldest members of Generation Z were in their early 20s and the youngest in their early childhood years. By 2040, Generation Z will be between 25 and 40 years old. While they are more racially and ethnically diverse than previous generations, when it comes to key social and policy issues they look very much like Millennials. Generation Z was set to inherit a strong economy and record-low unemployment.²⁶ However, because the long-term economic impacts of COVID-19 are unknown, Generation Z may now be looking at an uncertain future.

While researchers do not yet know how Generation Z will behave in adulthood, many expect they will follow patterns of previous generations. A segment is expected to move to urban areas for reasons similar to previous cohorts (namely, the benefits that employment, housing, and entertainment options bring when they are in close proximity). However, this cohort is smaller than Millennials (67 million vs. 72 million) which may lead to slowing real estate demand, including in city centers.

- *Immigrants.* Research on foreign-born populations shows that immigrants, more than native-born populations, live in multigenerational housing for a variety of reasons. Still, immigration and increased homeownership among minorities could also play a key role in accelerating household growth over the next 10 years. Current Population Survey estimates indicate that the number of foreign-born households rose by nearly 400,000 annually between 2001 and 2007, and they accounted for nearly 30% of overall household growth. Beginning in 2008, the influx of immigrants was staunch by the effects of the Great Recession. After a period of declines, the foreign-born population again began contributing to household growth, despite a decline in immigration rates in 2019. The Census Bureau’s estimates of net immigration in 2019 indicate that 595,000 immigrants moved to the United States from abroad, down from 1.2 million immigrants in 2017–2018. However, as noted in *The State of the Nation’s Housing* (2020) report, “because the majority of immigrants do not immediately form their own households upon arrival in the country, the drag on household growth from lower immigration only becomes apparent over time.”
- *Diversity.* The growing diversity of American households will have a large impact on the domestic housing markets. Over the coming decade, minorities will make up a

²⁴ National Association of Realtors. (2020). 2020 Home Buyers and Sellers Generational Trends Report, March 2020. Retrieved from: <https://www.nar.realtor/research-and-statistics/research-reports/home-buyer-and-seller-generational-trends>

²⁵ PNC. (n.d.). Ready or Not, Here Comes the Great Wealth Transfer. Retrieved from: <https://www.pnc.com/en/about-pnc/topics/pnc-pov/economy/wealth-transfer.html>

²⁶ Parker, K. & Igielnik, R. (2020). On the cusp if adulthood and facing an uncertain future: what we know about gen Z so far. Pew Research Center. Retrieved from: <https://www.pewsocialtrends.org/essay/on-the-cusp-of-adulthood-and-facing-an-uncertain-future-what-we-know-about-gen-z-so-far/>

larger share of young households and constitute an important source of demand for both rental housing and small homes. The growing gap in homeownership rates between White and Black households as well as the larger share of minority households that are cost burdened warrant consideration. White households had a 73% homeownership rate in 2019 compared to a 43% rate for Black households. This 30-percentage point gap is the largest disparity since 1983. Although homeownership rates are increasing for some minorities, Black and Latinx households are more likely to have suffered disproportionate impacts of the pandemic and forced sales could negatively impact homeownership rates. This, combined with systemic discrimination in the housing and mortgage markets and lower incomes relative to White households, leads to higher rates of cost burden for minorities —43% for Black, 40% for Latinx, 32% for Asian and 25% for White in 2019. As noted in *The State of the Nation's Housing* (2020) report, “the impacts of the pandemic have shed light on the growing racial and income disparities in the nation between the nation’s haves and have-nots are the legacy of decades of discriminatory practices in the housing market and in the broader economy.”

- **Changes in housing characteristics.** The U.S. Census Bureau’s Characteristics of New Housing Report (2019) presents data that show trends in the characteristics of new housing for the nation, state, and local areas. Several long-term trends in the characteristics of housing are evident from the New Housing Report:²⁷
 - *Larger single-family units on smaller lots.* Between 1999 and 2019, the median size of new single-family dwellings increased by 13% nationally, from 2,028 sq. ft. to 2,301 sq. ft., and 14% in the western region from 2,001 sq. ft. in 1999 to 2,279 sq. ft. in 2019. Moreover, the percentage of new units smaller than 1,400 sq. ft. nationally decreased by more than half, from 16% in 1999 to 7% in 2019. The percentage of units greater than 3,000 sq. ft. increased from 17% in 1999 to 25% of new one-family homes completed in 2019. In addition to larger homes, a move toward smaller lot sizes was seen nationally. Between 2009 and 2019, the percentage of lots less than 7,000 sq. ft. increased from 25% to 33%.
 - *Larger multifamily units.* Between 1999 and 2019, the median size of new multifamily dwelling units increased by 3.4% nationally. In the western region, the median size decreased by 1.9%. Nationally, the percentage of new multifamily units with more than 1,200 sq. ft. increased from 28% in 1999 to 35% in 2019 and increased from 25% to 27% in the western region.
 - *Household amenities.* Across the United States since 2013, an increasing number of new units had air-conditioning (fluctuating year by year at over 90% for both new single-family and multifamily units). In 2000, 93% of new single-family houses had two or more bathrooms, compared to 96% in 2019. The share of new multifamily units with two or more bathrooms decreased from 55% of new multifamily units to

²⁷ U.S. Census Bureau, Highlights of Annual 2019 Characteristics of New Housing. Retrieved from: <https://www.census.gov/construction/chars/highlights.html>

45%. As of 2019, 92% of new single-family houses in the United States had garages for one or more vehicles (from 89% in 2000). Additionally, if work from home dynamics become a more permanent option, then there may be rising demand for different housing amenities such as more space for home offices or larger yards for recreation.

- *Shared amenities.* Housing with shared amenities grew in popularity, as it may improve space efficiencies and reduce per-unit costs and/or maintenance costs. Single-room occupancies (SROs), cottage clusters, cohousing developments, and multifamily products are common housing types that take advantage of this trend.²⁸ Shared amenities may take many forms and include shared bathrooms, kitchens, other home appliances (e.g., laundry facilities, outdoor grills), security systems, outdoor areas (e.g., green spaces, pathways, gardens, rooftop lounges), fitness rooms, swimming pools, tennis courts, and free parking.²⁹

State Trends

In August 2019, the State of Oregon passed statewide legislation – Oregon House Bill 2001 and 2003. **House Bill 2001 (HB2001)** required many Oregon communities to accommodate middle housing within single-family neighborhoods. “Medium Cities” – those with 10,000 to 25,000 residents outside the Portland metro area – are required to allow duplexes on each lot or parcel where a single-family home is allowed. “Large Cities” – those with over 25,000 residents and nearly all jurisdictions in the Portland metro urban growth boundary (UGB) – must meet the same duplex requirement as well as allow triplexes, fourplexes, townhomes, and cottage clusters in all areas that are zoned for residential use and allow single-family homes. Oregon City has recently made a variety of amendments to the development code to allow more housing types and is currently working through the process of making adjustment to comply with HB 2001 which will be implemented by July 2022.

Middle housing is generally built at a similar scale as single-family homes but at higher residential densities. It provides a range of housing choices at different price points within a community.

House Bill 2003 (HB2003) envisions Oregon’s housing planning system is reformed from a singular focus (on ensuring adequate available land) to a more comprehensive approach that also achieves these critical goals: (1) support and enable the construction of sufficient units to accommodate current populations and projected household growth and (2) reduce geographic

²⁸ Single-room occupancies are residential properties with multiple single-room dwelling units occupied by a single individual. From: U.S. Department of Housing and Urban Development. (2001). *Understanding SRO*. Retrieved from: <https://www.hudexchange.info/resources/documents/Understanding-SRO.pdf>

²⁹ Urbsworks. (n.d.). Housing Choices Guidebook: A Visual Guide to Compact Housing Types in Northwest Oregon. Retrieved from: https://www.oregon.gov/lcd/Publications/Housing-Choices-Booklet_DIGITAL.pdf

Saiz, Albert and Salazar, Arianna. (n.d.). Real Trends: The Future of Real Estate in the United States. Center for Real Estate, Urban Economics Lab.

disparities in access to housing (especially affordable and publicly supported housing). In that, HB 2003 required the development of a methodology for projecting *regional* housing need and allocate that need to local jurisdictions. It also expanded local government responsibilities for planning to meet housing need by requiring cities to develop and adopt Housing Production Strategies.³⁰

Prior to the passage of these bills, Oregon developed its 2016–2020 *Consolidated Plan* which includes a detailed housing needs analysis as well as strategies for addressing housing needs statewide. The plan concluded that “a growing gap between the number of Oregonians who need affordable housing, and the availability of affordable homes has given rise to destabilizing rent increases, an alarming number of evictions of low- and fixed- income people, increasing homelessness, and serious housing instability throughout Oregon.” It identified the following issues that describe housing need statewide:³¹

- For housing to be considered affordable, a household should pay up to one-third of their income toward rent, leaving money left over for food, utilities, transportation, medicine, and other basic necessities. Today, one in two Oregon households pays more than one-third of their income toward rent, and one in three pays more than half of their income toward rent.
- More school children are experiencing housing instability and homelessness. The rate of K–12 homeless children increased by 12% from the 2013–2014 school year to the 2014–2015 school year.
- Oregon has 28,500 rental units that are affordable and available to renters with extremely low incomes. There are about 131,000 households that need those apartments, leaving a gap of 102,500 units.
- Housing instability is fueled by an unsteady, low-opportunity employment market. Over 400,000 Oregonians are employed in low-wage work. Low-wage work is a growing share of Oregon’s economy. When wages are set far below the cost needed to raise a family, the demand for public services grows to record heights.
- Women are more likely than men to end up in low-wage jobs. Low wages, irregular hours, and part-time work compound issues.
- People of color historically constitute a disproportionate share of the low-wage work force. About 45% of Latinx, and 50% of African Americans, are employed in low-wage industries.
- The majority of low-wage workers are adults over the age of 20, many of whom have earned a college degree, or some level of higher education.

³⁰ This Housing Needs Analysis is not required to comply with HB 2003 because it will be adopted prior to January, 2022. The City is expected to comply with HB 2003 at the next HNA which is anticipated in six years.

³¹ These conclusions are copied directly from the report: Oregon’s 2016–2020 Consolidated Plan. Retrieved from: <http://www.oregon.gov/ohcs/docs/Consolidated-Plan/2016-2020-Consolidated-Plan-Amendment.pdf>.

- In 2019, minimum wage in Oregon³² was \$11.25, compared to \$12.50 in the Portland Metro, and \$11.00 for nonurban counties.

Oregon developed its *Statewide Housing Plan* in 2018. The Plan identified six housing priorities to address in communities across the State over the 2019 to 2023 period (summarized below). In August 2020, Oregon Housing and Community Services (OHCS) released a summary of their progress.³³ The following section includes summaries and excerpts from their status report:

- **Equity and Racial Justice.** *Advance equity and racial justice by identifying and addressing institutional and systemic barriers that have created and perpetuated patterns of disparity in housing and economic prosperity.*

OHCS built internal organizational capacity through staff trainings on Equity and Racial Justice (ERJ) and hired an Equity, Diversity and Inclusion Manager. OHCS established a workgroup to support equity in their data system and approved an internal organizational structure to advance and support ERJ within all areas of OHCS. Now, OHCS is developing funding mechanisms to encourage culturally specific organizations to increase services to underserved communities and to increase the number and dollar amounts of contracts awarded to minority, women, and emerging small businesses (MWESBs).

- **Homelessness.** *Build a coordinated and concerted statewide effort to prevent and end homelessness, with a focus on ending unsheltered homelessness of Oregon's children and veterans.*

The Homeless Services Section (HSS) made progress in building a foundation for planning and engagement across intersecting economic, social, and health systems. The OHCS Veteran Leadership team established recurring information-sharing sessions with federal, state, and local partners. HSS convened Oregon Homeless Management Information System (HMIS) stakeholders to build recommendations and co-construct a path toward a new HMIS implementation and data warehouse. HSS established successful workflows to analyze demographic data of people entering/exiting the homeless service system.

- **Permanent Supportive Housing.** *Invest in permanent supportive housing (PSH), a proven strategy to reduce chronic homelessness and reduce barriers to housing stability.*

OHCS funded 405 of their 1,000 PSH-unit targets. Almost half of these units were the result of the NOFA tied to the first PSH Institute cohort.

³² The 2016 Oregon Legislature, Senate Bill 1532, established a series of annual minimum wage rate increases beginning July 1, 2016, through July 1, 2022. Retrieved from: <https://www.oregon.gov/boli/whd/omw/pages/minimum-wage-rate-summary.aspx>

³³ This section uses many direct excerpts from the OHCS Statewide Housing Plan Year One Summary August 2020 Report to HSC. Oregon Statewide Housing Plan, Status Reports. <https://www.oregon.gov/ohcs/Documents/swhp/SWHP-Report-Y1-Summary.pdf>

- **Affordable Rental Housing.** *Work to close the affordable rental housing gap and reduce housing cost burden for low-income Oregonians.*

OHCS implemented a new electronic application and widespread adoption of system work modules. They also established a capacity building team to assess and recommend opportunities for growth in their development priorities and began training and technical assistance to potential PSH and rural developers. OHCS increased their units by 8,408 representing 22.8% of their 25,000 unit 5-year target.

- **Homeownership.** *Provide more low- and moderate-income Oregonians with the tools to successfully achieve and maintain homeownership, particularly in communities of color.*

OHCS pursued a strategy to align programs with the needs of communities of color, improved their Homeownership Center framework and Down Payment Assistance product, began developing their TBA program and focused on low-cost homeownership through manufactured housing. Additionally, they began developing the Restore Health and Safety program and re-opening the Oregon Homeownership Stabilization Initiative (OHSI) program. OHCS also supported the Joint Task Force on Racial Equity in Homeownership and advocating for additional funds to support communities of color. OHCS provided 678 mortgage lending products of their 6,500 5-Year goal with 170 going to households of color.

- **Rural Communities.** *Change the way OHCS does business in small towns and rural communities to be responsive to the unique housing and service needs and unlock the opportunities for housing development.*

OHCS focused on developing a better understanding of rural community needs and increasing rural capacity to build more affordable housing. OHCS hired a full-time capacity building analyst who has conducted outreach to key stakeholders across the state representing rural communities and developed a strategy to address those needs. OHCS has funded 532 units in rural communities, out of a total of 2,543 units in the 5-year goal (21% of target).

Regional and Local Demographic Trends that May Affect Housing Need in Oregon City

Demographic trends that might affect the key assumptions used in the analysis of housing need is (1) the aging population, (2) changes in household size and composition, and (3) increases in diversity.

An individual's housing needs change throughout their life, with changes in income, family composition, and age. The types of housing needed by a 20-year-old college student differ from the needs of a 40-year-old parent with children, or an 80-year-old single adult. As Oregon City's population ages, different types of housing will be needed to accommodate older residents. The housing characteristics by age data below reveal this cycle in action in Oregon City.

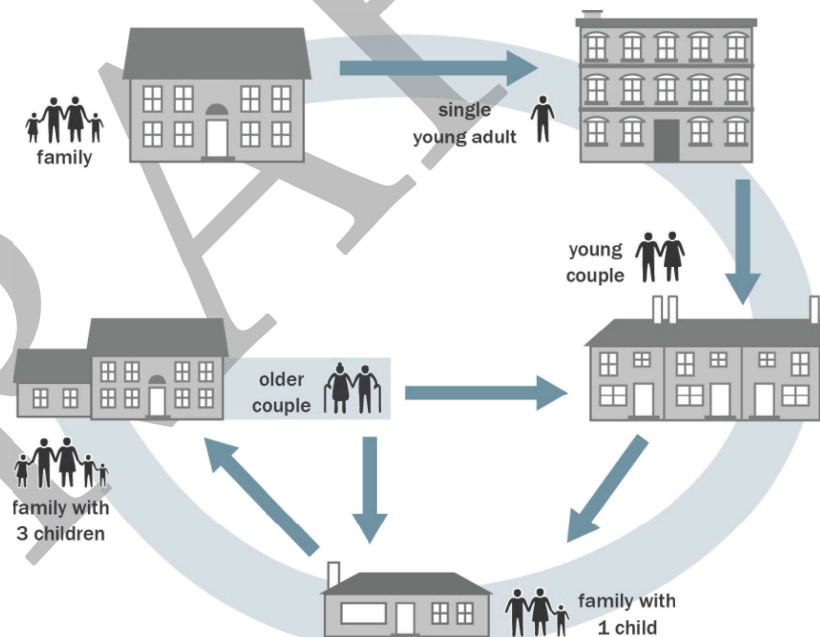
Housing needs and preferences may change over time, such as with changes in marital status and size of family. Changes in income, which may change over a person's life with age, strongly influence the types of housing selected.

Families of different sizes need different types of housing. Changes in income is also a key factor in housing demand.

This graphic illustrates an example of changes in housing needs across a person's life

Exhibit 19. Effect of Demographic Changes on Housing Need

Source: ECONorthwest, adapted from Clark, William A.V. and Frans M. Dieleman. 1996. Households and Housing. New Brunswick, NJ: Center for Urban Policy Research.



Growing Population

Oregon City, like Wilsonville, has grown quickly over the last 30 years with its population more than doubling from 1990 to 2019.

Exhibit 20. Population, Oregon City, Gladstone, Wilsonville, Milwaukie, 1990-2019

Source: U.S. Decennial Census 1990, and Portland State University, Population Research Center.

	1990	2019	Change 1990 to 2019		
			Number	Percent	AAGR
Oregon City	14,698	35,570	19,242	131%	3.4%
Gladstone	10,152	11,905	1,353	13%	0.5%
Wilsonville	7,106	25,635	15,764	222%	4.8%
Milwaukie	18,692	20,535	1,813	10%	0.4%

Oregon City's population within the urban growth boundary is projected to grow by 6,410 people between 2019 and 2039, at an average annual growth rate of 0.8%.

Exhibit 21. Forecast of Population Growth, Oregon City, 2021–2041

Source: 2020-2050 Distributed Forecast (March 2021) Oregon Metro Research Center.

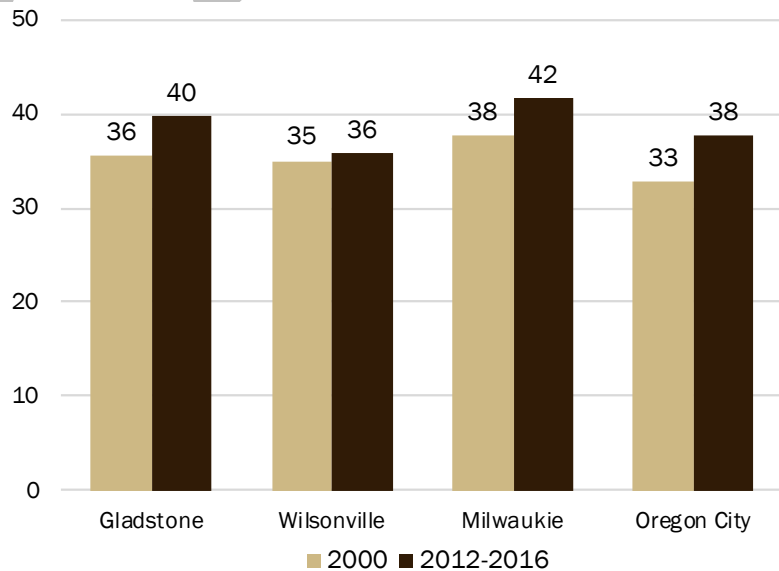


Aging Population

From 2000 to 2012-2016, Oregon City's median age increased by five years from 33 to 38.

Exhibit 22. Median Age, Years, Oregon City, Gladstone, Wilsonville, Milwaukie, 2000 to 2012-2016

Source: U.S. Census Bureau, 2000 Decennial Census Table B01002, 2012-2016 ACS, Table B01002.

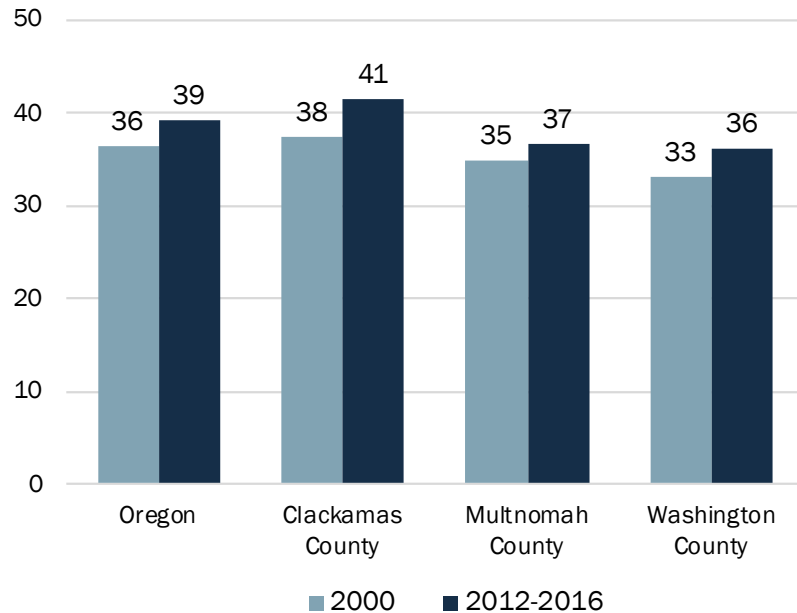


From 2000 to 2012-2016, Clackamas County's median age increased by three years.

The median age of Clackamas County residents is slightly higher than the media age of nearby regions (Clackamas and Washington County).

Exhibit 23. Median Age, Years, Oregon, Clackamas County, Multnomah County, Washington County, 2000 to 2012-2016

Source: U.S. Census Bureau, 2000 Decennial Census Table B01002, 2012-2016 ACS, Table B01002.

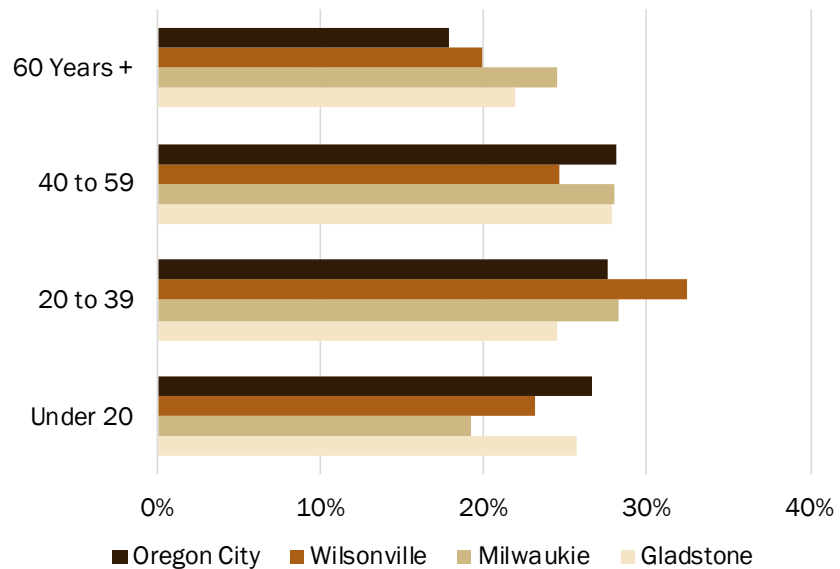


The majority of residents in Oregon City were between 20 to 59 years old.

Oregon City had a lower share (18%) of residents over 60 years of age than other comparator cities.

Exhibit 24. Population Distribution by Age, Oregon City, Gladstone, Wilsonville, Milwaukie, 2012-2016

Source: U.S. Census Bureau, 2012-2016 ACS, Table B01001.

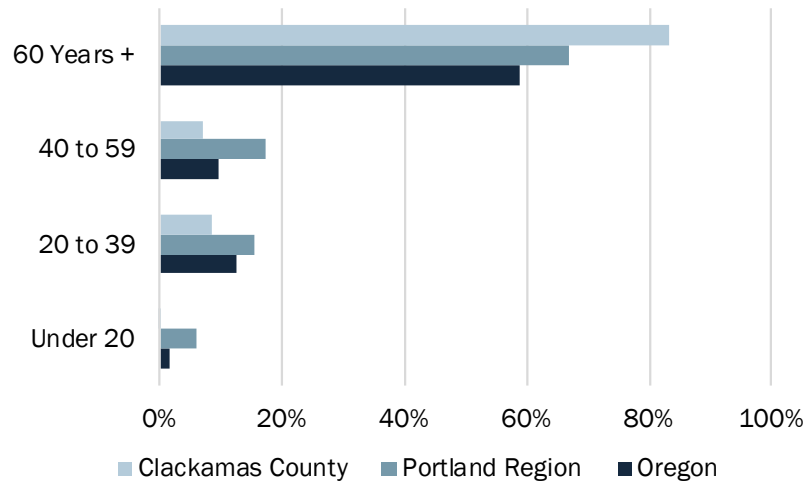


The senior population in Clackamas County (those aged 60 and older) grew faster than any other age cohort. From 2000 to the 2012-2016 period, the population aged 60 and older grew by 83% in Clackamas County, compared to 67% in the Portland Region, and 59% in Oregon. By 2040, people over 60 in Clackamas County will account for 27% of the population.

Between 2000 and 2012-2016, all age groups in Clackamas County grew in size. The most substantial change was growth in residents aged 60 and older.

Exhibit 25. Population Growth by Age, Clackamas County, Portland Region, Oregon, 2000 to 2012-2016

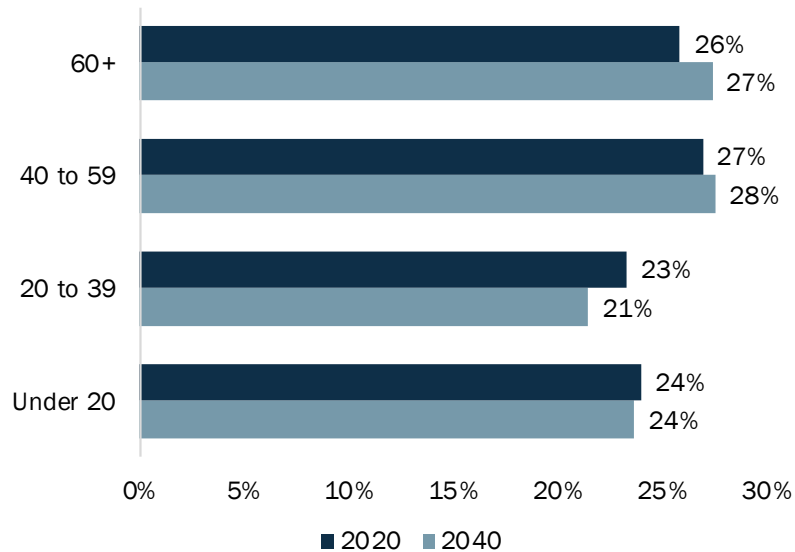
Source: U.S. Census Bureau, 2000 Decennial Census Table P012 and 2012-2016 ACS, Table B01001.



By 2040, Clackamas County residents over the age of 40 will make up 55% of the County's total population.

Exhibit 26. Population Growth by Age Group, Clackamas County, 2020 to 2040

Source: Portland State University, Population Research Center, Clackamas County Forecast, June 2017.



Growth in Latinx Population

The U.S. Census Bureau forecasts that at the national level, the Latinx (e.g., Latino/a and Hispanic) population will continue growing faster than most other non-Latinx population over the planning period. The Latinx population will increase 93% from 2016 to 2060 and foreign-born Latinx population will increase by about 40% in that same time.³⁴

Continued growth in the Latinx population will affect Oregon City's housing needs in a variety of ways. Growth in first and, to a lesser extent, second and third generation Latinx immigrants, will increase demand for larger dwelling units to accommodate the, on average, larger household sizes for these households. In that, Latinx households are twice likely to include multiple generations households than the general populace.³⁵ In third and later generations of Hispanic or Latino immigrant households, size typically decreases and housing needs become similar to overall housing needs for households within the community.

According to the *State of Hispanic Homeownership* report from the National Association of Hispanic Real Estate Professionals,³⁶ the Latinx population accounted for 31.4% of the nation's net new household formations in 2019, up 2.8 percentage points from 2017. The rate of homeownership for Latinx households increased from 45.6% in 2015 to 47.5% in 2019. In that time (2015 to 2019), Latinx households were the only demographic that increased their rate of homeownership.

³⁴ U.S. Census Bureau, *Demographic Turning Points for the United States: Population Projections for 2020 to 2060*, pg. 7, https://www.census.gov/content/dam/Census/library/publications/2018/demo/P25_1144.pdf

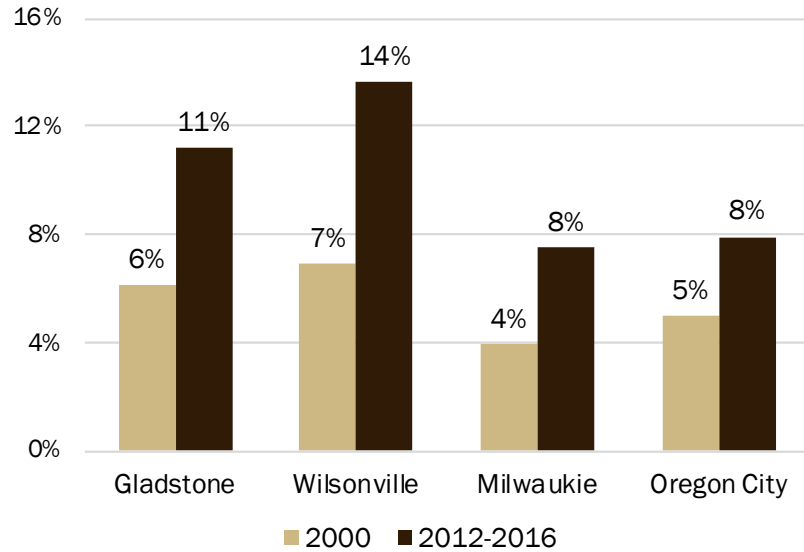
³⁵ Pew Research Center. *Second-Generation Americans: A Portrait of the Adult Children of Immigrants*, February 7, 2013, Appendix 8. Retrieved from: <http://www.pewsocialtrends.org/2013/02/07/appendix-1-detailed-demographic-tables/>.

National Association of Hispanic Real Estate Professionals (2019). *2019 State of Hispanic Homeownership Report*. Retrieved from: <https://nahrep.org/shhr/>

³⁶ National Association of Hispanic Real Estate Professionals (2019). *2019 State of Hispanic Homeownership Report*. Retrieved from: <https://nahrep.org/downloads/2018-state-of-hispanic-homeownership-report.pdf>

Between 2000 and 2012-2016, the share of the population that identified as Latinx increased by 3% in Oregon City.

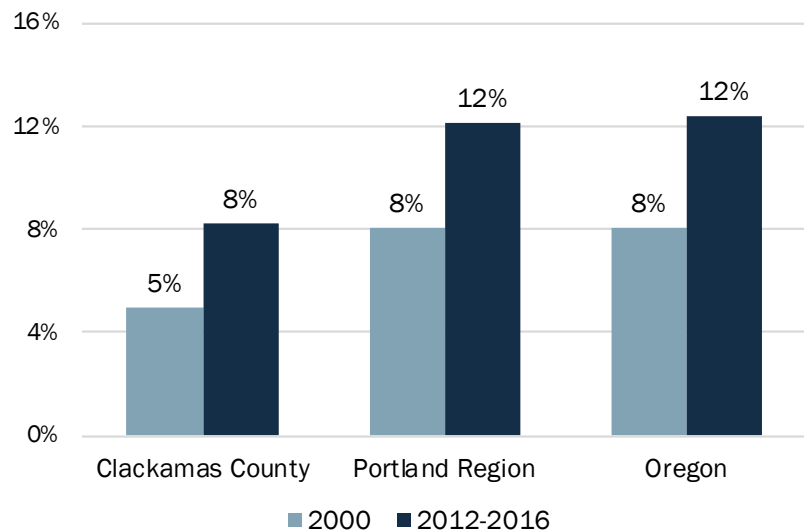
Exhibit 27. Latinx Population as a Percent of the Total Population, Oregon City, Gladstone, Wilsonville, Milwaukie, 2000 to 2012-2016
Source: U.S. Census Bureau, 2000 Decennial Census Table P008, 2012-2016 ACS Table B03002.



The share of Clackamas County's population that was Latinx increased by 3% between 2000 and 2012-2016.

Comparatively, the share of Latinx increased by 4% in the Portland Region and in Oregon.

Exhibit 28. Latinx Population as a Percent of the Total Population, Clackamas County, Portland Region, Oregon, 2000 to 2012-2016
Source: U.S. Census Bureau, 2000 Decennial Census Table P008, 2012-2016 ACS Table B03002.



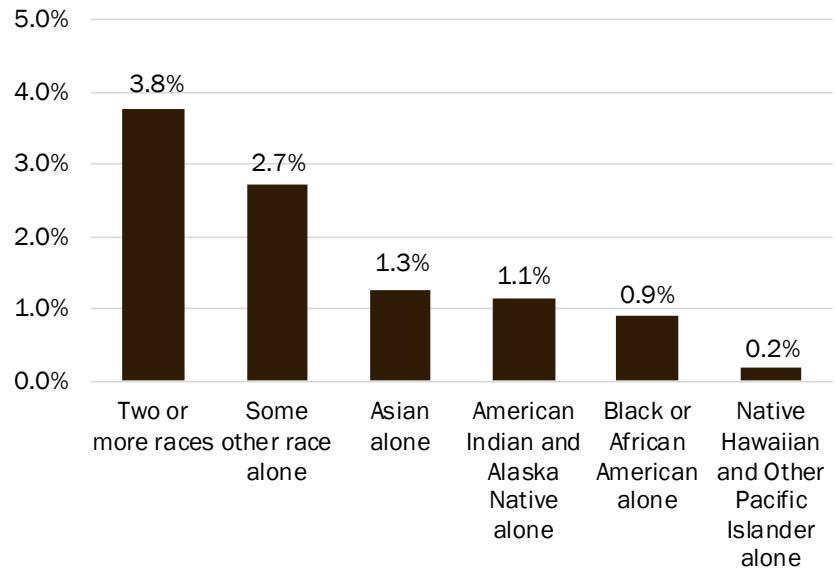
Racial Diversity

About 90% of Oregon City's population identified as White-alone.

The next largest population group identified as Two or More Races (3.8%).

Exhibit 29. Population by Race (excluding White Alone) as a Percent of Total Population, Oregon City, 2012-2016

Source: U.S. Census Bureau, 2012-2016 ACS Table B02001.

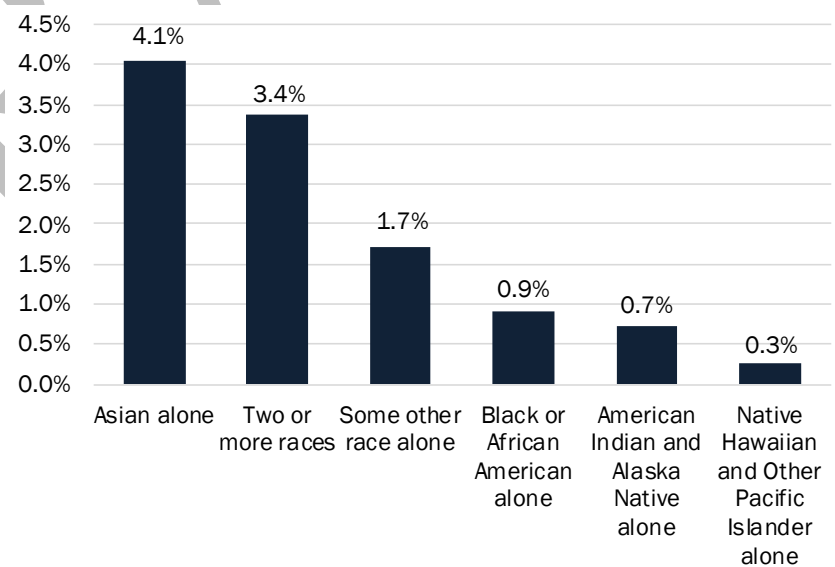


About 89% of Clackamas County's population identified as White-alone.

The next largest population group identified as Asian-alone (4.1%).

Exhibit 30. Population by Race (excluding White Alone) as a Percent of Total Population, Clackamas County, 2012-2016

Source: U.S. Census Bureau, 2012-2016 ACS Table B02001.

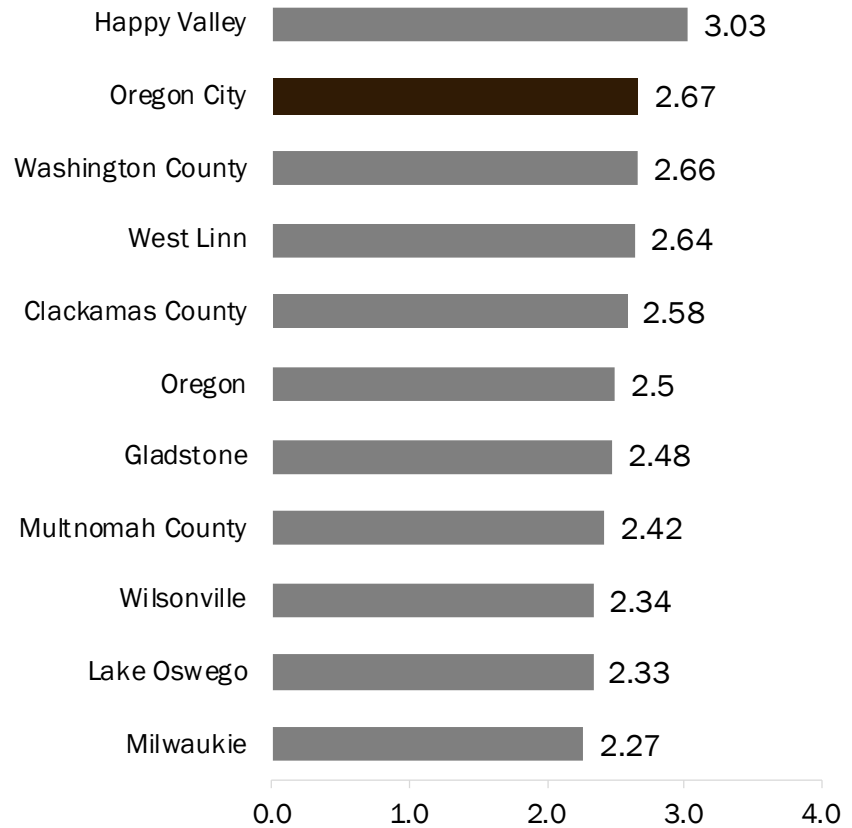


Household Size and Composition

In the 2013-2017 period, Oregon City's average household size was 2.67 persons per household.

Exhibit 31. Average Household Size, 2013-2017

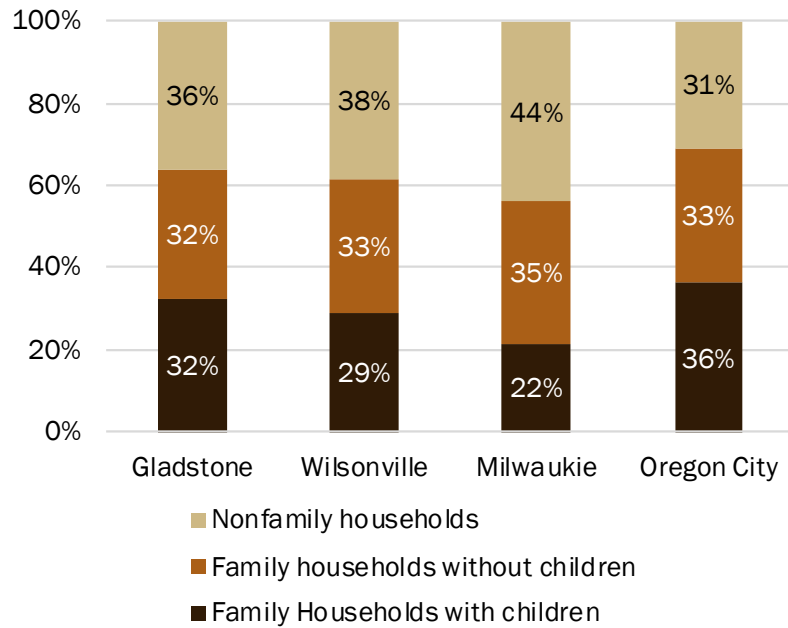
Source: U.S. Census Bureau, 2013-2017 ACS 5-year estimate, Table B25010.



In the 2012-2016 period, 36% of Oregon City households were non-family households (e.g., single-person households or households composed of roommates).

Exhibit 32. Household Composition, Oregon City, Wilsonville, Milwaukie, Oregon City, 2012-2016

Source: U.S. Census Bureau, 2012-2016 ACS 5-year estimate, Table DP02.



Income of Residents

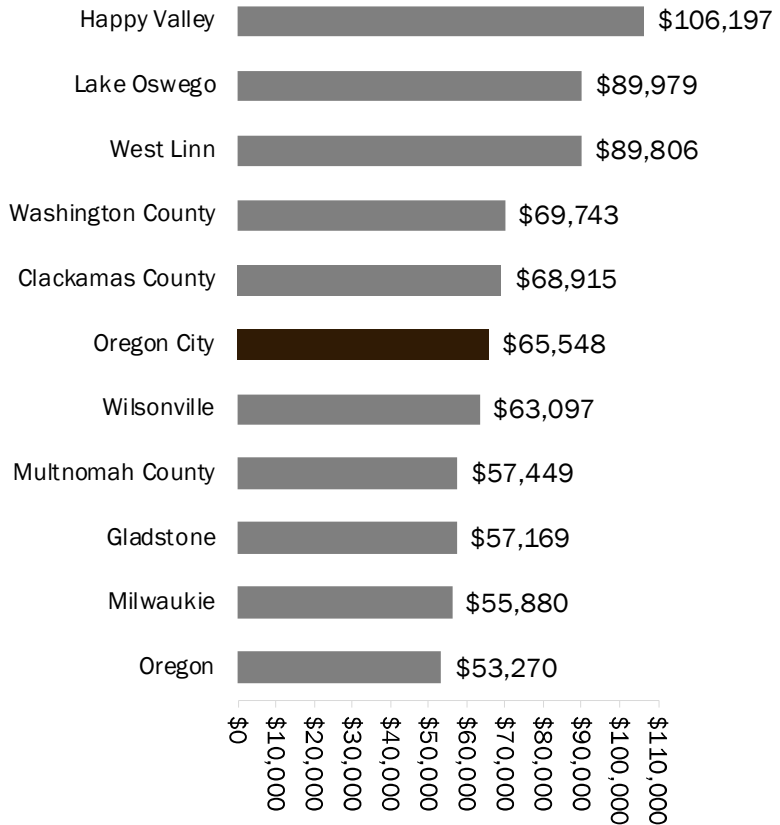
Income is a key determinant in housing choice and households' ability to afford housing.

In the 2012-2016 period, Oregon City's median household income (MHI) was \$65,548.

Oregon City's MHI was slightly below Clackamas County's MHI of \$68,915.

Exhibit 33. Median Household Income, 2012-2016

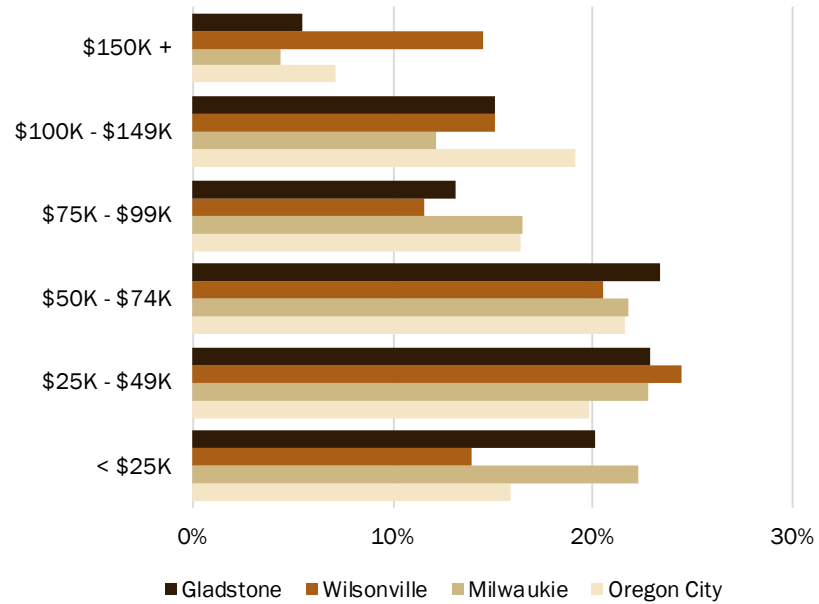
Source: U.S. Census Bureau, 2012-2016 ACS 5-year estimate, Table B25119.



In Oregon City, 26% of households earned \$100,000 or more.

Exhibit 34. Household Income, Oregon City, Gladstone, Wilsonville, Milwaukie, 2012-2016

Source: U.S. Census Bureau, 2012-2016 ACS 5-year estimate, Table B19001.



Commuting Trends

Oregon City is part of the complex, interconnected economy of Clackamas County and the greater Portland region.

Oregon City is part of an interconnected regional economy.

More than 12,000 people commute into Oregon City for work, and almost 14,000 people living in Oregon City commute out of the city for work.

About 2,000 people both live and work in the City.

Exhibit 35. Commuting Flows, Oregon City, 2015

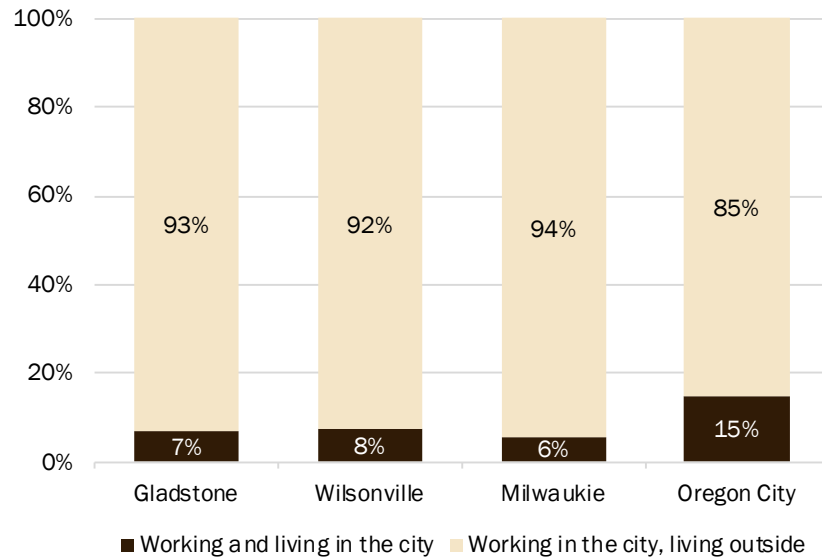
Source: U.S. Census Bureau, Census On the Map.



Of the people who work in Oregon City, 85% live outside of the city.

Exhibit 36. Commuting Flows of People Who Work in Oregon City, Gladstone, Wilsonville, Milwaukie, 2015

Source: U.S. Census Bureau, Census On the Map.

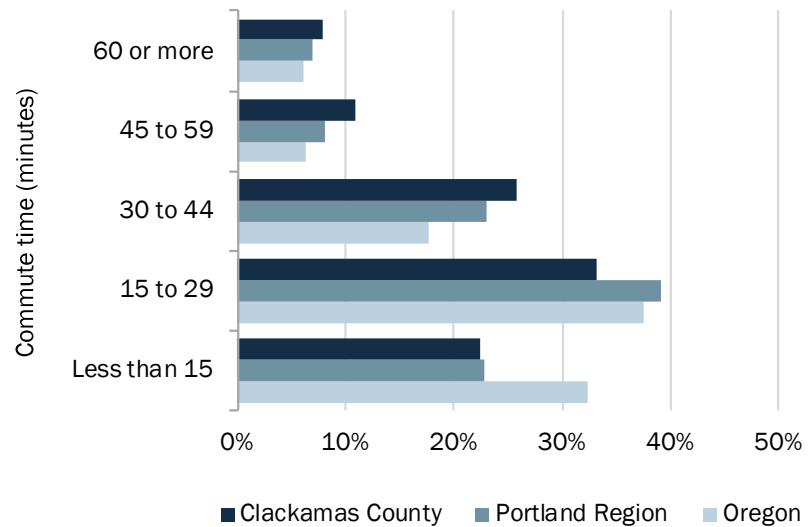


The majority of residents in Clackamas County, the Portland Region, and Oregon had a commute time that took less than 30 minutes.

In Clackamas County, 56% of residents had a commute time of less than 30 minutes, compared to 62% for the Portland Region and 70% for Oregon.

Exhibit 37. Commute Time by Place of Residence, Clackamas County, Portland Region, Oregon, 2012-2016

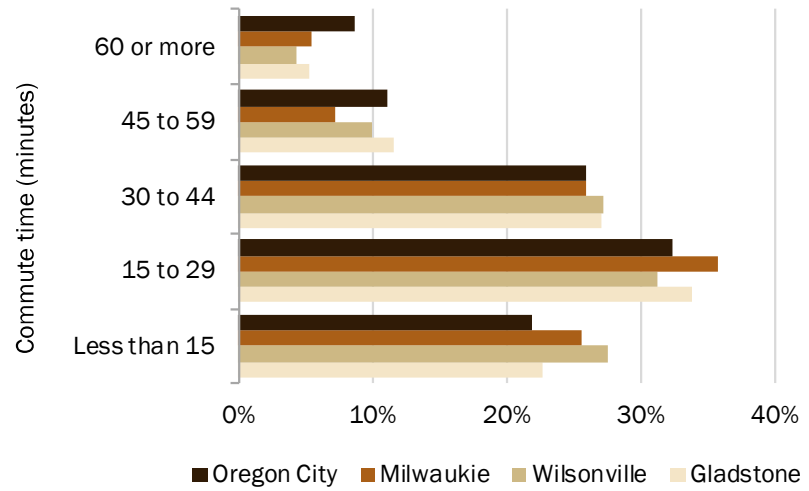
Source: U.S. Census Bureau, 2012-2016 ACS 5-year estimate, Table B08303.



The majority of residents in Oregon City had commute times of less than 30 minutes.

Exhibit 38. Commute Time by Place of Residence, Oregon City, Gladstone, Wilsonville, Milwaukie, 2012-2016

Source: U.S. Census Bureau, 2012-2016 ACS 5-year estimate, Table B08303.



Regional and Local Trends Affecting Housing Affordability

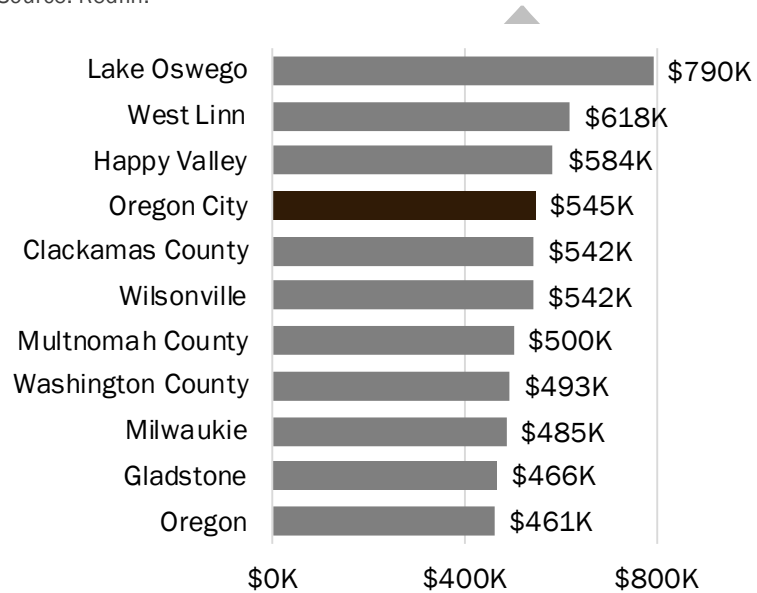
This section describes changes in sales prices, rents, and housing affordability by jurisdiction.

Changes in Housing Costs

In April 2021, Oregon City had a median home sales price of \$545k, which was below that of some other city comparators and similar to Clackamas County (\$542k), but well above the state's median of \$461k.

Exhibit 39. Median Home Sale Price, April 2021

Source: Redfin.

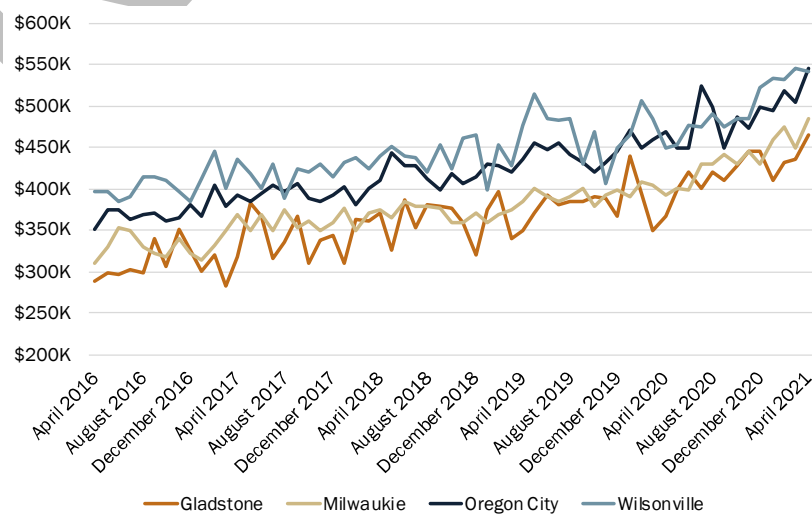


Median home sales prices in Oregon City have increased since April 2016.

In April of 2021, Oregon City had a median home sales price of \$545k.

Exhibit 40. Median Sales Price, Gladstone, Wilsonville, Milwaukie, Oregon City, April 2016 – April 2021

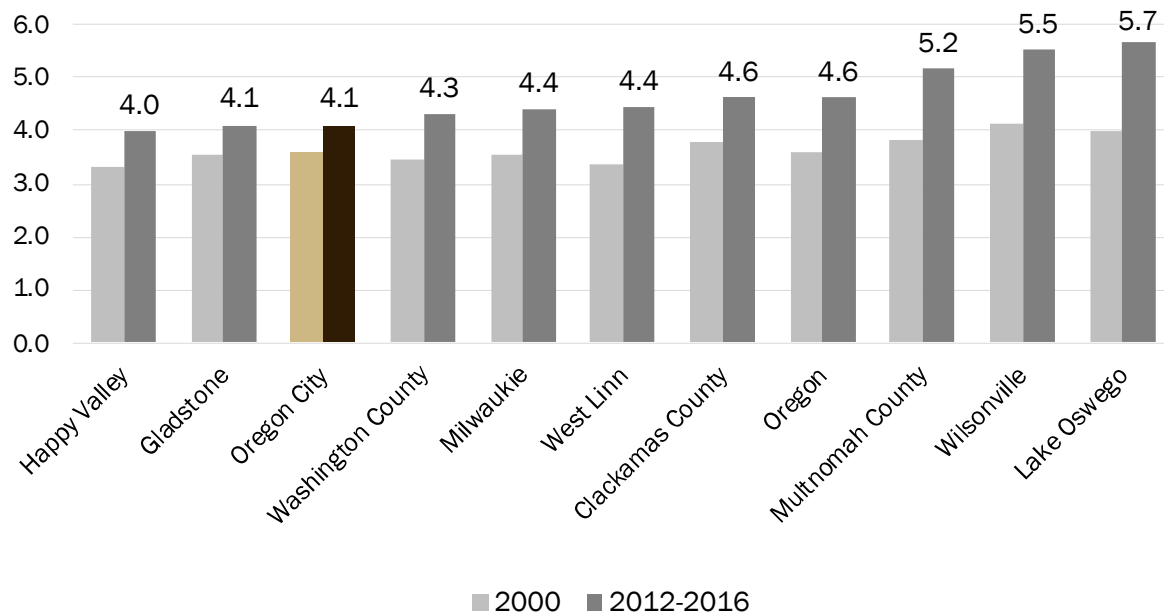
Source: Redfin.



Since 2000, housing costs in nearly all Clackamas County geographies increased faster than incomes. Oregon City's median housing value to household income increased from 3.6 to 4.1.

Exhibit 41. Ratio of Median Housing Value to Median Household Income, 2000 to 2012-2016³⁷

Source: U.S. Census Bureau, 2000 Decennial Census, Tables HCT012 and H085, and 2012-2016 ACS, Tables B19013 and B25077.



³⁷ This ratio compares the median value of housing in Clackamas County (and other places) to the median household income.

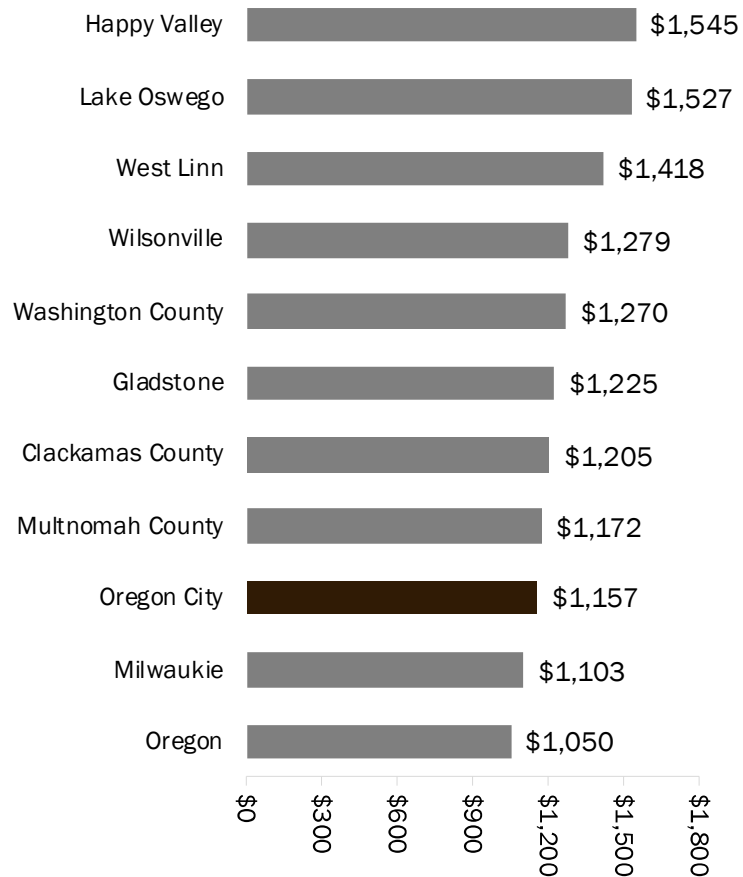
Rental Costs

The median gross rent in Oregon City was \$1,157.

In the 2014-2018 period, rent in Oregon City was comparable to the median rent for Clackamas County as a whole.

Exhibit 42. Median Gross Rent, Oregon City and Comparison Areas, 2014-2018

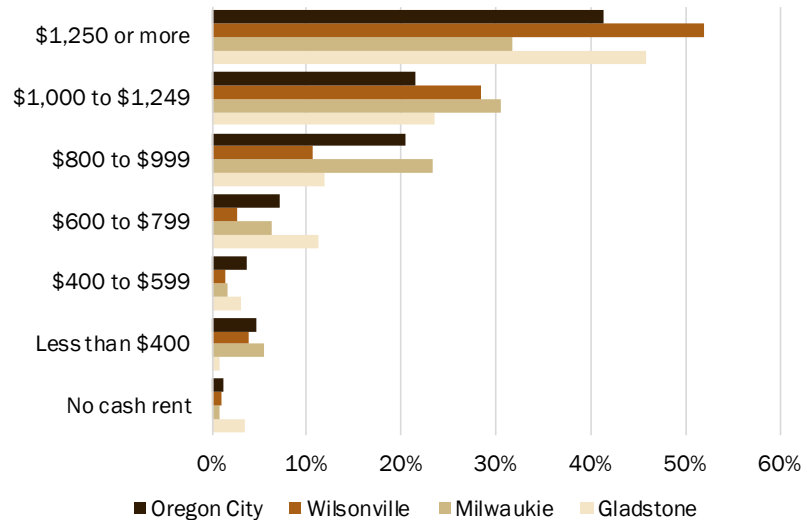
Source: U.S. Census Bureau, 2014-2018 ACS 5-year estimate, Table B25064.



In Oregon City, nearly two-thirds of renters paid more than \$1,000 a month in rent.

Exhibit 43. Gross Rent, Oregon City, Gladstone, Wilsonville, Milwaukie, 2014-2018

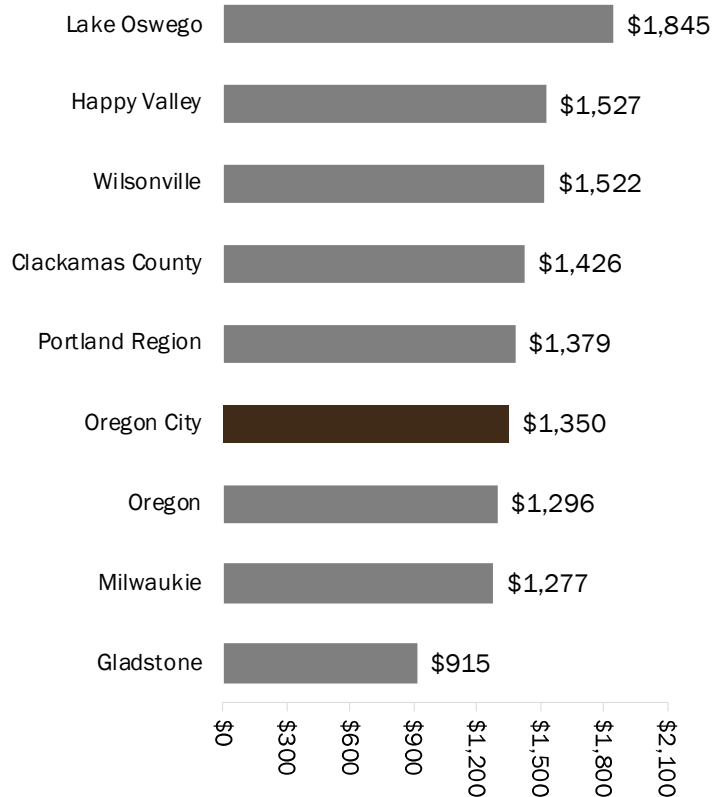
Source: U.S. Census Bureau, 2014-2018 ACS Table B25063.



Oregon City's average multifamily rent was slightly lower than Clackamas County's average rent.

Exhibit 44. Average Effective Multifamily Rent, Oregon City and Comparison Areas, June 2021

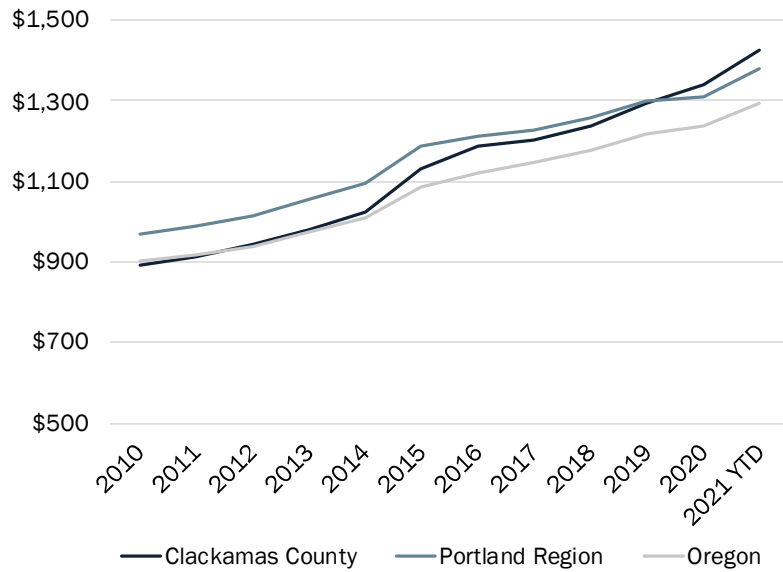
Source: Costar.



From 2010 to June 2021, average effective rents per unit increased from \$894 to \$1,436 in Clackamas County, \$970 to \$1,379 in the Portland Region, and \$903 to \$1,296 in Oregon.

Exhibit 45. Average Effective Multifamily Rent, Clackamas County, Portland Region, Oregon, 2010 through June 2021

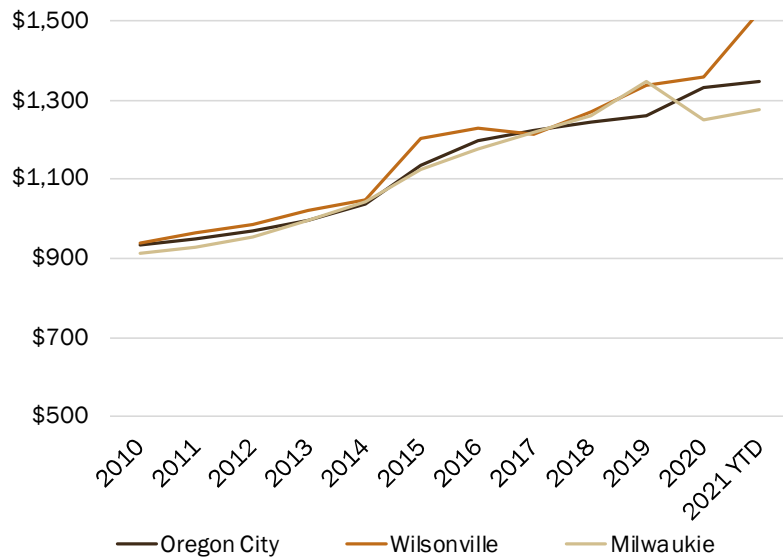
Source: Costar.



From 2010 to 2021, average effective rent per unit increased from \$933 to \$1,350 in Oregon City, \$940 to \$1,522 in Wilsonville, and \$914 to \$1,277 in Milwaukie.

Exhibit 46. Average Effective Multifamily Rent, Oregon City, Wilsonville, Milwaukie, 2010 through June 2021

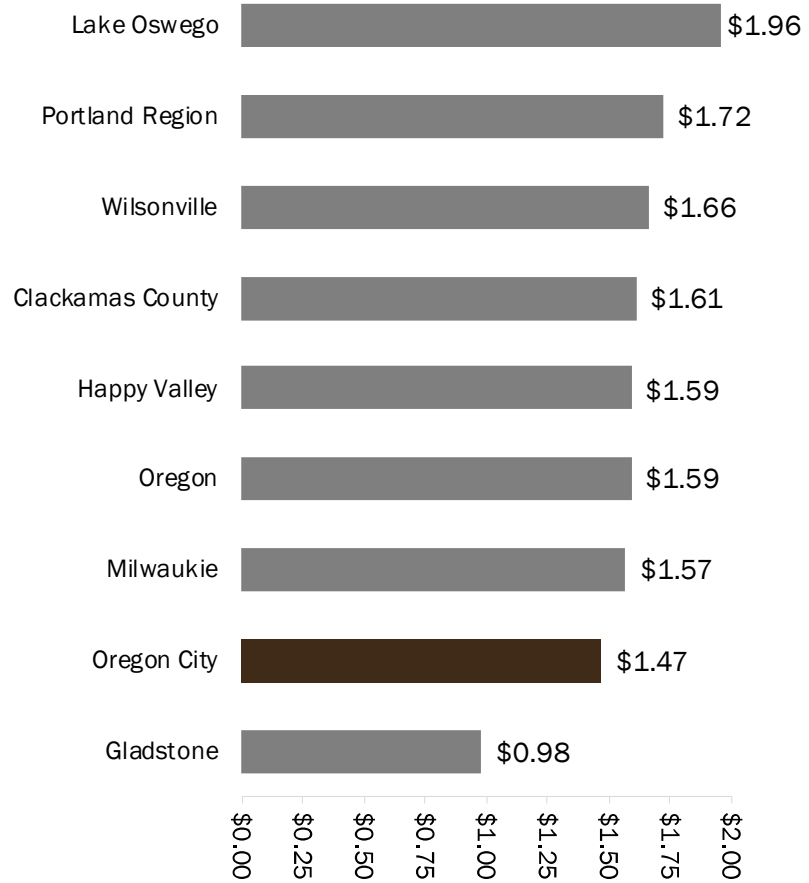
Source: Costar.



In June 2021, Oregon City's average effective multifamily rent per sq. ft. was \$1.47.

Exhibit 47. Average Effective Multifamily Rent per Square Foot, Oregon City and Comparison Areas, June 2021

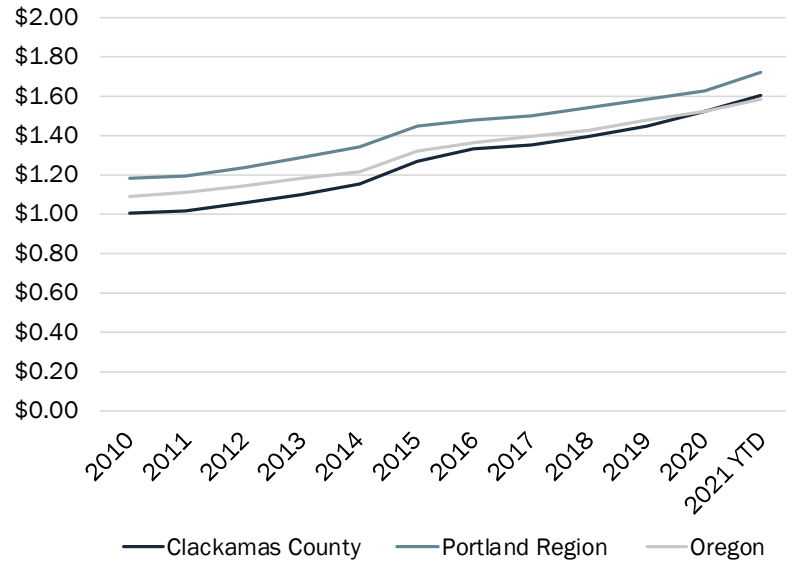
Source: Costar.



From 2010 to June 2021, average effective rent per square foot increased from \$1.00 to \$1.61 in Clackamas County, \$1.18 to \$1.72 in the Portland Region, and \$1.09 to \$1.59 in Oregon.

Exhibit 48. Average Effective Multifamily Rent per Square Foot, Clackamas County, Portland Region, Oregon, 2010 through June 2021

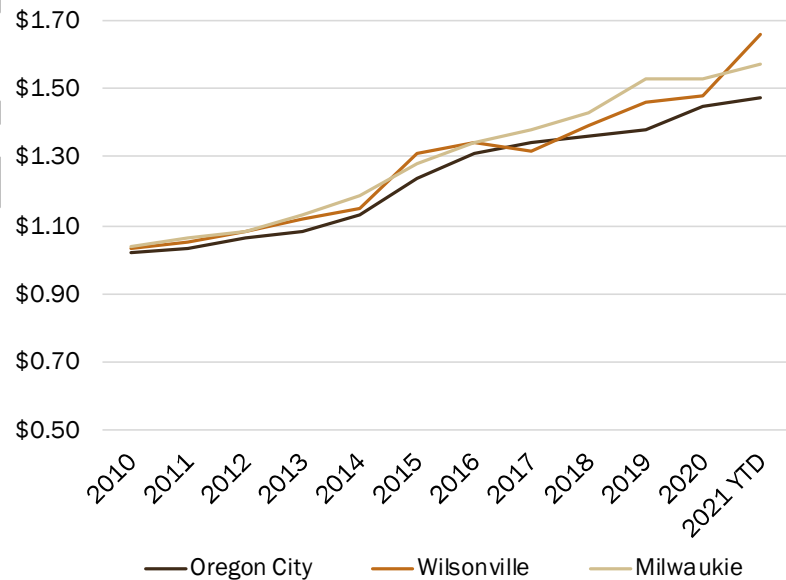
Source: Costar.



From 2010 to June 2021 average effective rent per square foot increased from \$1.02 to \$1.47 in Oregon City, \$1.03 to \$1.66 in Wilsonville, and \$1.04 to \$1.57 in Milwaukie.

Exhibit 49. Average Effective Multifamily Rent per Square Foot, Oregon City, Wilsonville, Milwaukie, 2010 through June 2021

Source: Costar.



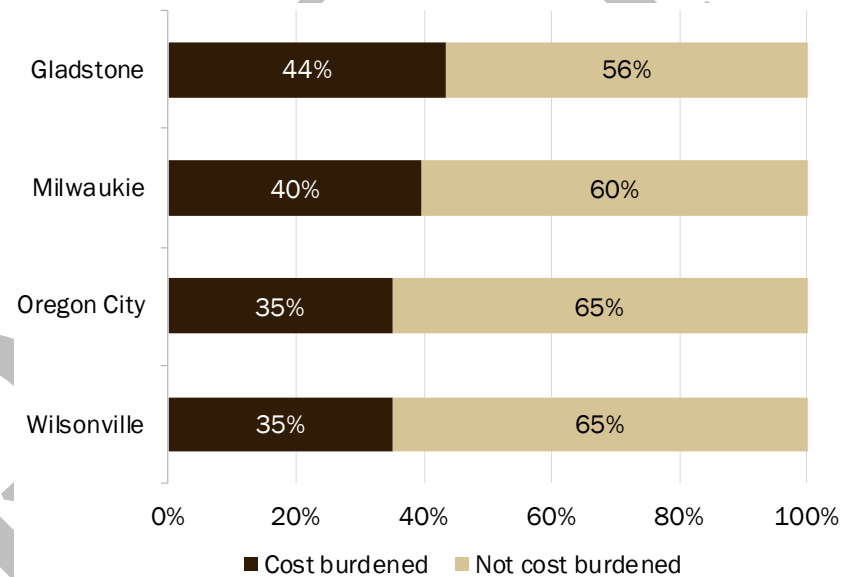
Housing Affordability

A typical standard used to determine housing affordability is that a household should pay no more than a certain percentage of household income for housing, including payments and interest or rent, utilities, and insurance. The Department of Housing and Urban Development's guidelines indicate that households paying more than 30% of their income on housing experience "cost burden," and households paying more than 50% of their income on housing experience "severe cost burden." Using cost burden as an indicator for housing affordability is consistent with the Goal 10 requirement to provide housing that is affordable to all households in a community.

Over a third of Oregon City's residents were cost burdened in the 2012-2016 period.

Exhibit 50. Housing Cost Burden by Tenure, Oregon City, Gladstone, Wilsonville, and Milwaukie, 2012-2016

Source: U.S. Census Bureau, 2012-2016 ACS Tables B25091 and B25070.

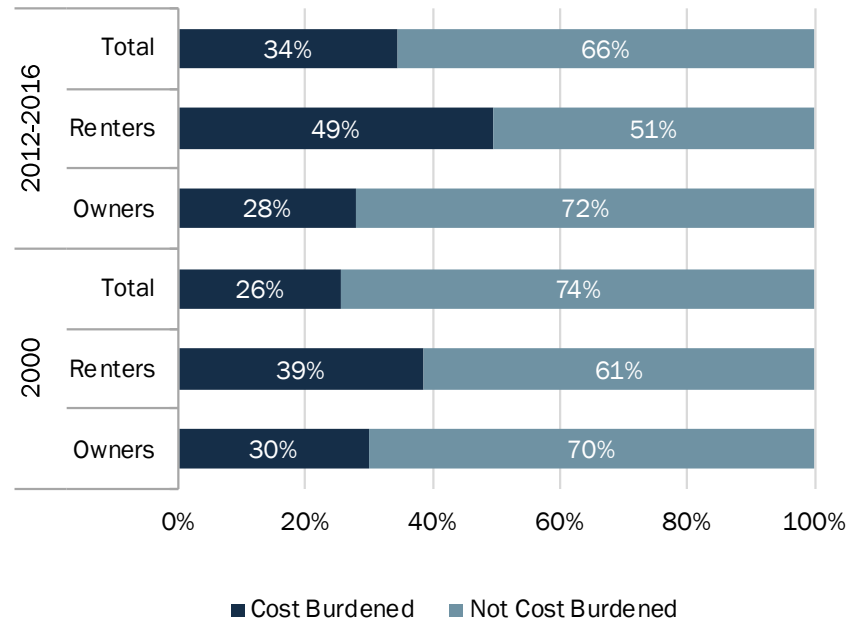


Across Clackamas County, renters were more likely to be cost burdened than homeowners.

Between the 2000 and 2012-2016 time period, the share of total cost-burdened households rose from 26% in 2000 to 34% in 2012-2016.

Exhibit 51. Housing Cost Burden by Tenure, Clackamas County, 2000, 2012-2016

Source: U.S. Census Bureau, 2000 Census Table H069, 2012-2016 ACS Tables B25091 and B25070.

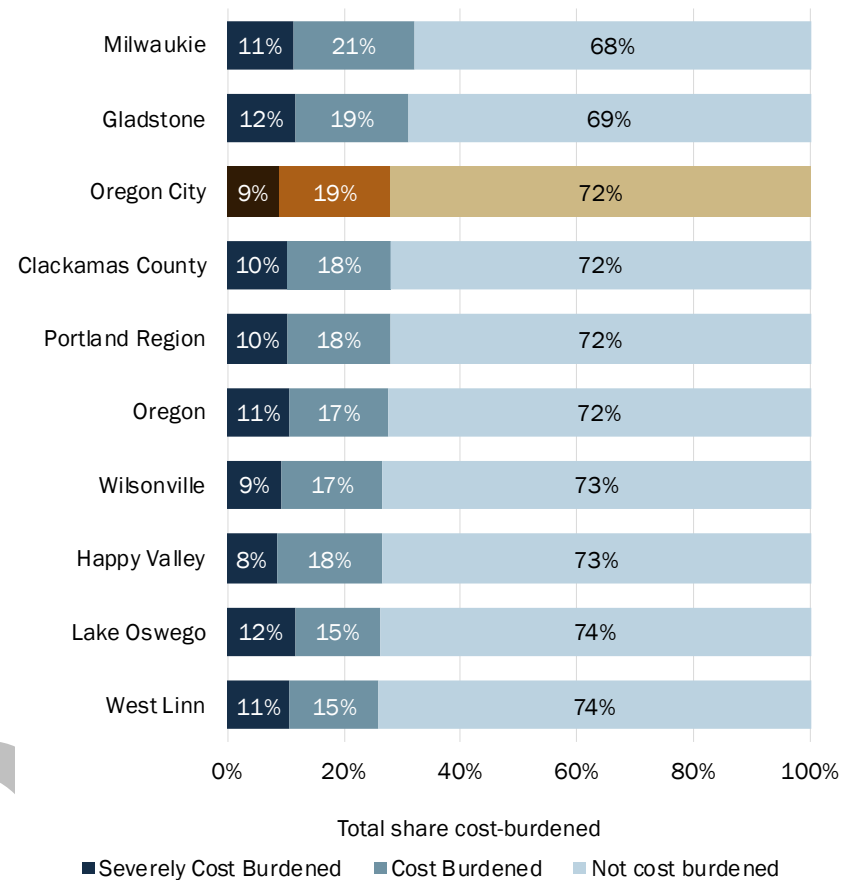


Nearly 30% of Oregon City's cost burdened homeowner households were cost burdened, spending more than 30% or more of their income on housing costs.

Nine percent of the city's homeowner households were severely cost burdened, spending 50% or more of their income on housing costs.

Exhibit 52. Cost Burden Rates for Homeowner Households, 2012-2016

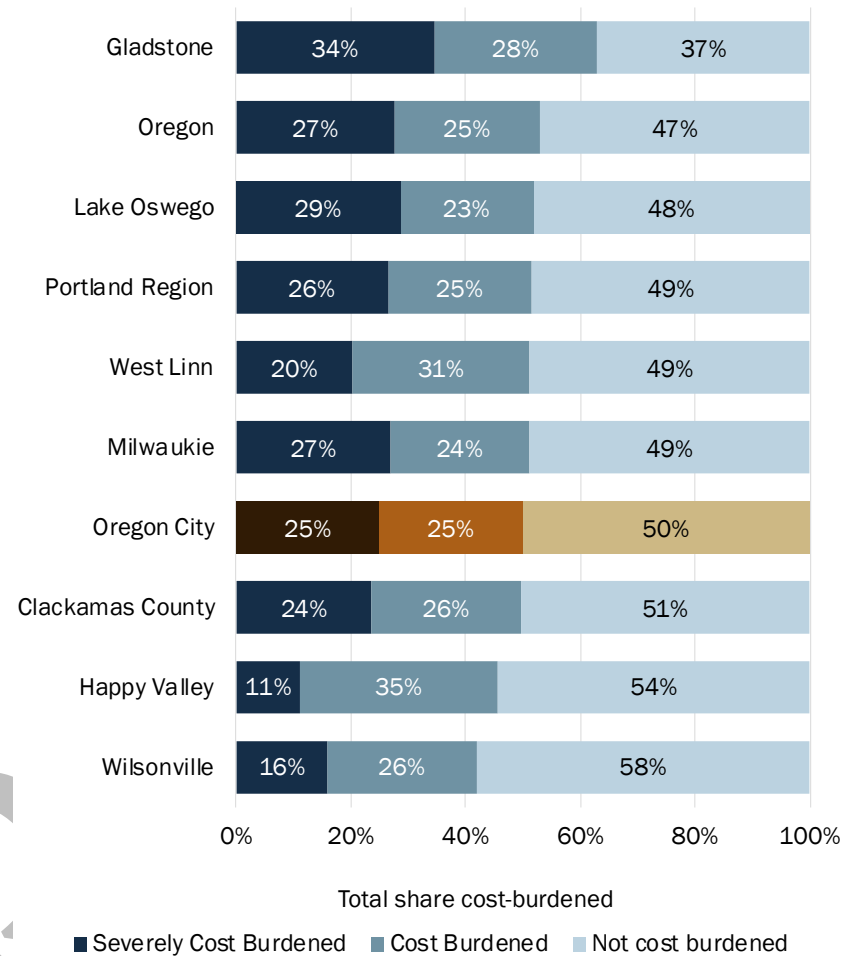
Source: U.S. Census Bureau, 2012-2016 ACS Table B25091.



Half of Oregon City's renter households were cost burdened, spending 30% of their income on housing costs.

Twenty-five percent of the city's renter households were severely cost burdened, spending 50% or more of their income on housing costs.

Exhibit 53. Cost Burden Rates for Renter Households, 2012-2016
Source: U.S. Census Bureau, 2012-2016 ACS Table B25070.



While cost burden is a common measure of housing affordability, it does have some limitations. Two important limitations are:

- A household is defined as cost burdened if the household's housing costs exceed 30% of the household's income. The remaining 70% of income is expected to be spent on non-discretionary expenses, such as food or medical care, and on discretionary expenses. Households with higher incomes may be able to pay more than 30% of their income on housing without impacting the household's ability to pay for necessary non-discretionary expenses.
- Cost burden compares income to housing costs and does not account for accumulated wealth. As a result, the estimate of how much a household can afford to pay for housing does not include the impact of a household's accumulated wealth. For example, a household of retired people may have relatively low income but may have accumulated assets (such as profits from selling another house) that allow them to purchase a house that would be considered unaffordable to them based on the cost burden indicator.

Another way of exploring the issue of financial need is to review housing affordability at varying levels of household income.

Fair Market Rent for a 2-bedroom apartment in Clackamas County is \$1,495.

Exhibit 54. HUD Fair Market Rent (FMR) by Unit Type, Clackamas County,³⁸ 2020

Source: U.S. Department of Housing and Urban Development.

\$1,192	\$1,289	\$1,495	\$2,157	\$2,625
Studio	1-Bedroom	2-Bedroom	3-Bedroom	4-Bedroom

A household must earn at least \$28.75 per hour to afford a two-bedroom unit in Clackamas County.

Exhibit 55. Affordable Housing Wage, Clackamas County, 2020

Source: U.S. Department of Housing and Urban Development. Oregon Bureau of Labor and Industries.

\$28.75 per hour

Affordable Housing Wage for two-bedroom Unit in Clackamas County

Before taxes, a full-time job at \$28.75 per hour is an annual salary of \$59,800.

³⁸ HUD reports 2020 fair market rents and median family income from the Portland-Vancouver-Beaverton MSA for Clackamas County.

Exhibit 56 shows housing affordability based on incomes for Clackamas County. The regional Median Family Income (MFI) is used by HUD as a way to understand the differences in housing affordability in different places across the nation. In Clackamas County (and the rest of the Portland region), the MFI for a family of four is \$92,000. A household earning the median family income (\$92,000) can afford a monthly rent of about \$2,300 or a home roughly valued between \$322,000 and \$368,000.

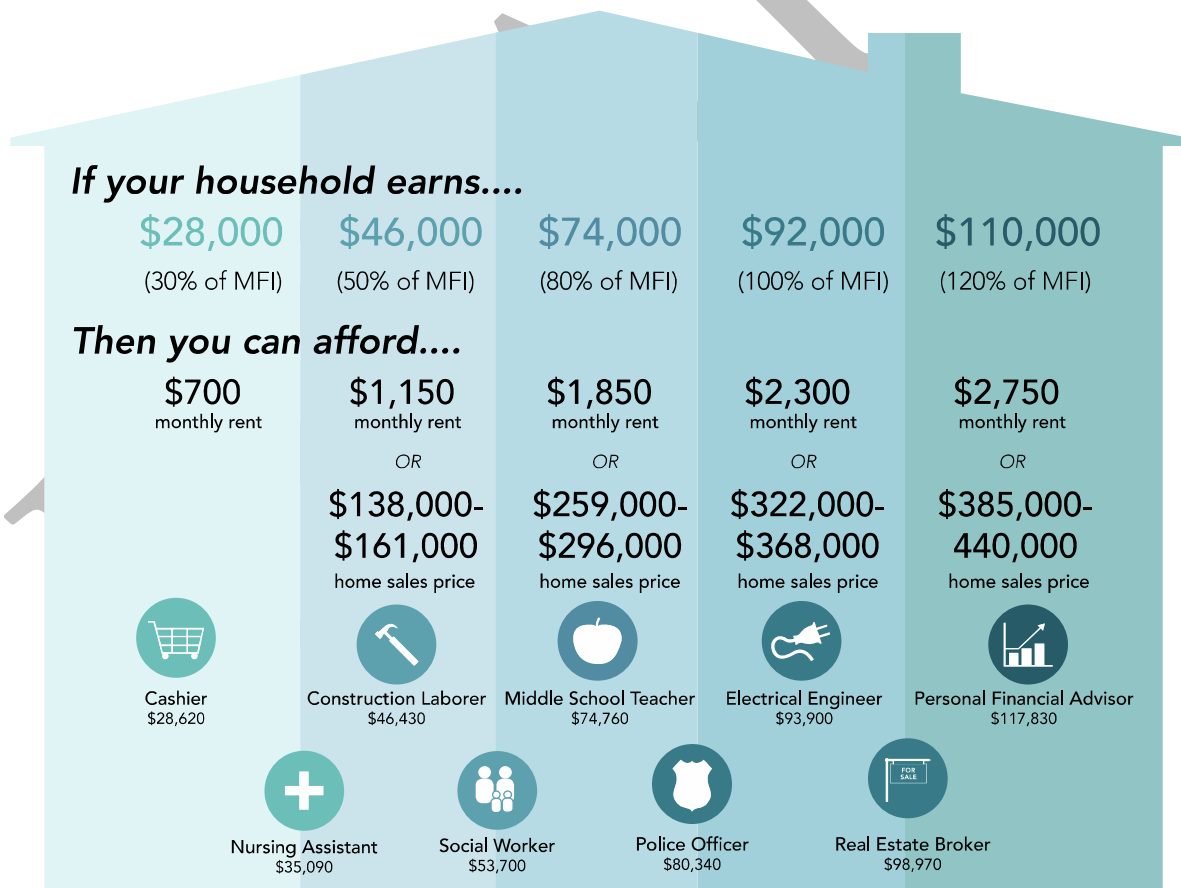
A household would need to have income of about \$136,000, or 148% of MFI for Clackamas County to afford a house at the Oregon City's median home sale price of \$545,000. About 18% of households in Oregon City can afford housing at this cost.

A household would need to have income of about \$60,000 (about 65% of MFI) to afford the average asking rent for multifamily housing of nearly \$1,350, plus basic utilities like power, heat, and water. About 64% of households in Oregon City can afford housing at this cost.

Exhibit 56. Financially Attainable Housing, by Median Family Income (MFI) for Clackamas County (\$92,100), Clackamas County, 2020

Source: U.S. Department of Housing and Urban Development 2020. U.S. Census Bureau, 2014-2018 ACS Table 19001.

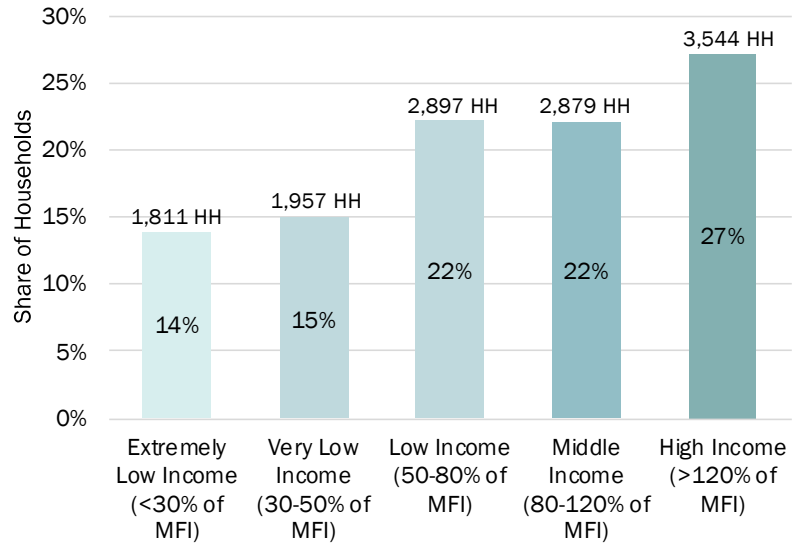
Note: MFI is Median Family Income; Clackamas County MFI is determined by HUD for the Portland MSA.



In Oregon City, about half (51%) of all households in Oregon City earned 80% or more of Clackamas County's median family income.

Exhibit 57. Share of Households, by Median Family Income (MFI) for Clackamas County (\$92,100), Oregon City, 2020

Source: U.S. Department of Housing and Urban Development, Clackamas County, 2020. U.S. Census Bureau, 2014-2018 ACS Table 19001.



Nearly a third (32%) of Clackamas County households earned 120% or more of median family income of \$92,100.

Exhibit 58. Share of Households, by Median Family Income (MFI) for Clackamas County (\$92,100), 2020

Source: U.S. Department of Housing and Urban Development, Clackamas County, 2020. U.S. Census Bureau, 2014-2018 ACS Table 19001.

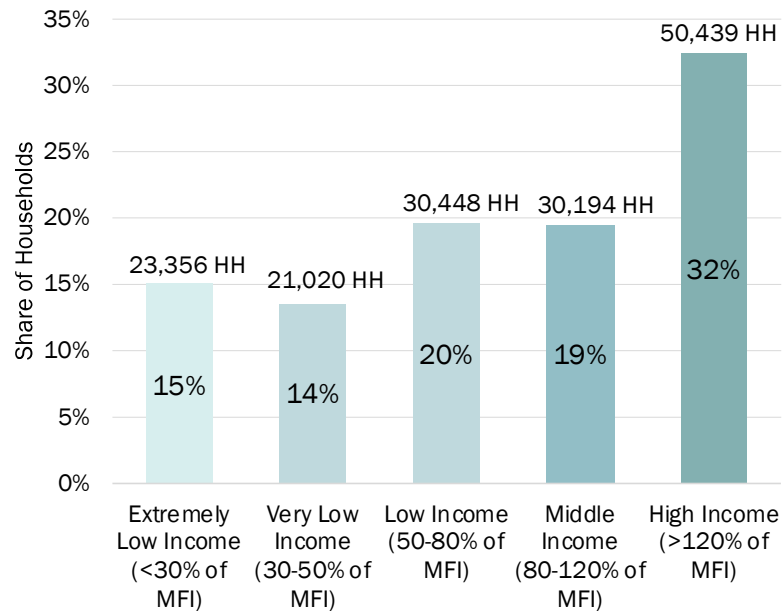
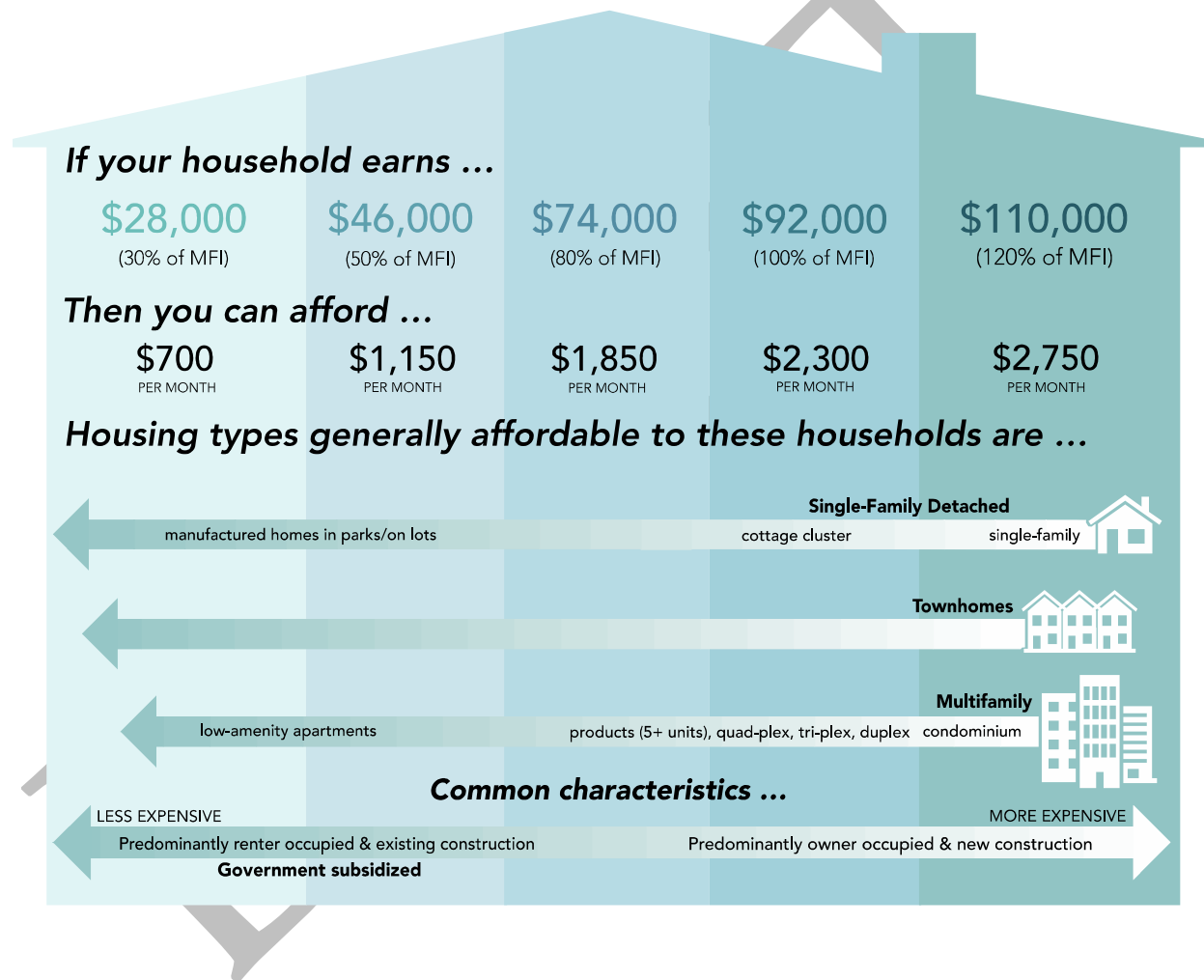


Exhibit 59 illustrates the types of financially attainable housing by income level. Generally speaking, lower-income households will be renters occupying existing housing. Newly built housing will be a combination of renters (most likely in multifamily housing) and homeowners. The types of housing affordable for the lowest-income households are limited to government-subsidized housing, manufactured housing, lower-cost single-family housing, and multifamily housing. The range of financially attainable housing increases with increased income.

Exhibit 59. Types of Financially Attainable Housing by Median Family Income (MFI) for Clackamas County (\$92,100), Oregon City, 2020

Source: U.S. Department of Housing and Urban Development, Clackamas County, 2020. Note: MFI is Median Family Income; Clackamas County MFI is determined by HUD for the Portland MSA.



5. Housing Need in Oregon City

Project New Housing Units Needed in the Next 20 Years

The results of the Housing Needs Analysis are based on (1) Metro's official household forecast for growth in Oregon City over the 20-year planning period, (2) information about Oregon City's housing market relative to Clackamas County and the Portland region, and (3) the demographic composition of Oregon City's existing population and expected long-term changes in the demographics of Clackamas County.

Forecast for Housing Growth

A 20-year household forecast (in this instance for 2021 to 2041) is the foundation for estimating the number of new dwelling units needed. The forecast for Oregon City is based on Metro's 2050 Household Distributed Forecast, 2021. Oregon City's city limits and UGB areas³⁹ will grow from 14,778 households in 2021⁴⁰ to 22,213 households in 2041, an increase of 7,435 households.⁴¹

Oregon City will have demand for 7,435 new dwelling units over the 20-year period, with an annual average growth of 372 dwelling units.

Exhibit 60. Forecast of Demand for New Dwelling Units, Oregon City Planning Area, 2021 to 2041

Source: Metro's 2050 Household Distributed Forecast, March 2021.
Calculations by ECONorthwest.

Variable	New Dwelling Units (2021-2041)		
	City Limits	UGB Areas	Oregon City Planning Area (Total)
Household Forecast 2021	13,796	982	14,778
Household Forecast 2041	19,588	2,625	22,213
Total New Dwelling Units (2021-2041)	5,792	1,643	7,435
Annual Average of New Dwelling Units	290	82	372

³⁹ The UGB areas include the forecasted household growth in TAZs 726, 733, and 740.

⁴⁰ Metro's 2050 Household Distributed Forecast shows that in 2020 the Oregon City city limits and UGB areas had 14,492 households. The Metro forecast shows these areas growing to 24,207 households in 2045, an average annual growth rate of 2.1% for the 25-year period. Using this growth rate, ECONorthwest extrapolated the forecast to 2021 (14,778 households) and 2041 (22,213 households).

⁴¹ This forecast is based on Oregon City city limits' and UGB areas' official household forecast from Metro for the 2021 to 2041 period.

Housing Units Needed

Exhibit 60 and Exhibit 61 presents a forecast of new housing in Oregon City's Planning Area for the 2021 to 2041 period. This section determines the mix and density needed to meet State requirements (OAR 660-007) and meet the housing needs of Oregon City residents.

The preliminary conclusion for Oregon City is that, over the next 20-years, the need for new housing developed in Oregon City will generally include a wider range of housing types and housing that is more affordable. This conclusion is based on the following findings:

- **Oregon City's housing mix, like Clackamas County's, is predominately single-family detached.** In the 2015-2019 period, 73% of Oregon City's housing was single-family detached, 7% was single-family attached, 6% was duplexes, triplexes, and quadplexes, and 13% was multifamily.
- **Demographic changes across the Portland Region (and in Oregon City) suggest increases in demand for single-family attached housing and multifamily housing.** The key demographic trends that will affect Oregon City's future housing needs are:
 - *The Baby Boomer's population is continuing to age.* The changes that affect Oregon City's housing demand as the population ages are that household sizes and homeownership rates decrease. The majority of Baby Boomers are expected to remain in their homes as long as possible, downsizing or moving when illness or other issues cause them to move. Demand for specialized senior housing, such as age-restricted housing or housing in a Continuum of Care from independent living to nursing home care, may grow in Oregon City.
 - *Millennials and Generation Z will continue to form households and make a variety of housing choices.* As Millennials and Generation Z age, generally speaking, their household sizes will increase, and their homeownership rates will peak by about age 55. Between 2020 and 2040, Millennials and Generation Z will be a key driver in demand for housing for families with children. The ability to attract these younger households will depend on the City's availability of affordable renter and ownership housing. It will also depend on the location of new housing in Oregon City as many Millennials prefer to live in more walkable neighborhoods.⁴² The decline in homeownership among the Millennial generation has more to do with financial barriers rather than the preference to rent.⁴³ Housing preferences for Generation Z are not yet known but it is reasonable that they will also need affordable housing, both for rental and later in life for ownership.
 - *Latinx population will continue to grow.* Latinx population growth will be an important driver in growth of housing demand, both for owner- and renter-occupied housing.

⁴² Choi, Hyun June; Zhu, Jun; Goodman, Laurie; Ganesh, Bhargavi; Stochak, Sarah. (2018). Millennial Homeownership, Why is it So Low, and How Can We Increase It? Urban Institute. https://www.urban.org/research/publication/millennial-homeownership/view/full_report

⁴³ Ibid.

Growth in the Latinx population will drive demand for housing for families with children. Latinx households are disproportionately cost burdened when compared to the statewide average, in part because of lower household incomes. Growth in Latinx households will also drive demand for affordable housing, both for ownership and renting, both for smaller units for one- and two-person households but also for larger family households, including multigenerational households.

- **About 35% of Oregon City’s households are cost burdened (paying 30% or more of their household income on housing costs).**⁴⁴ About 50% of Oregon City’s **renters** are cost burdened and about 28% of Oregon City’s **homeowners** are cost burdened. Cost burden rates in Oregon City are very similar to those in the Portland Region.
- **About 33% of Oregon City’s households are renters, 58% of whom live in multifamily housing.** Median rents in Oregon City are \$1,053 per month, compared to the \$1,091 median rent for Clackamas County as a whole.
 - A household earning 50% of Clackamas County’s median family income (\$46,000) could afford about \$1,150 per month in rent, compared with the average effective rent of \$1,350. However, about 19% of Oregon City’s housing stock is multifamily (2+ units), compared to 32% of the housing in the Portland Region. The comparatively small share of multifamily units may constrain opportunities to rent in Oregon City.
- **Housing sales prices increased in Oregon City over the last three years at a slightly faster rate than entire County.** From April 2016 to April 2021, the median housing sale price increased by \$194,600 (65%), from \$352,000 to \$545,000.⁴⁵ At the same time, the median housing home sale price in Clackamas County increased by \$171,700 (56%), from \$371,000 to \$542,000.⁴⁶ Oregon City has a lower average rent than other nearby jurisdictions, but the city’s home prices are higher than most jurisdictions, Clackamas County, and the Portland Region overall.
 - A household earning 100% of Clackamas County’s median family income could afford a home valued between about \$322,000 to \$368,000, which is less than the median home sales price of about \$545,000 in Oregon City. A household can start to afford median home sale prices at about 148% of Oregon City’s median household income.

These factors suggest that Oregon City needs a broader range of housing types with a wider range of price points than are currently available in Oregon City’s housing stock. This includes providing opportunity for development of housing types such as: smaller single-family

⁴⁴ The Department of Housing and Urban Development’s guidelines indicate that households paying more than 30% of their income on housing experience “cost burden,” and households paying more than 50% of their income on housing experience “severe cost burden.”

⁴⁵ Redfin

⁴⁶ Redfin.

detached housing (e.g., cottages or small-lot single-family detached units), townhouses, duplexes and quad-plexes, small apartment buildings, and larger apartment buildings.

Exhibit 61 presents a forecast for housing growth in the Oregon City's city limits during the 2021 to 2041 period. The projection is based on the following assumptions:

- Metro's growth forecast show that Oregon City will need 7,435 new dwelling units over the 20-year period.
- The assumptions about the mix of housing in Exhibit 61 are consistent with the requirements of OAR 660-007⁴⁷:
 - **About 50% of new housing will be single-family detached, in medium and low-density areas**, a category which includes manufactured housing and cottage clusters. In 2015-2019, 73% of Oregon City's housing was single-family detached. Single-family detached housing includes traditional single-family detached units, manufactured homes (on individual lots and in parks), accessory dwelling units, and other detached housing types such as cottage housing.
 - **Nearly 20% of new housing will be single-family attached units in low, medium, and high-density areas.** In 2015-2019, 7% of Oregon City's housing was single-family attached. Single-family attached housing includes townhouses and row houses.
 - **About 10% of new housing will be duplexes, triplexes, and quadplexes in low, medium, and high-density areas.** In 2015-2019, 6% of Oregon City's housing was duplexes, triplexes, and quadplexes.
 - **About 30% of new housing will be in multifamily buildings with five or more units in high density and mixed-use areas.** In 2015-2019, 13% of Oregon City's housing was multifamily in structures with five or more units.

The City recently updated its zoning code to allow for a greater variety of housing types and remove and reduce barriers within the development regulations for missing middle housing. Corner duplexes, internal conversions, accessory dwelling units, and cottage clusters are allowed outright in low density areas. Duplexes, tri-plexes, quad-plexes, and single-family attached units are also permitted outright in medium density areas. Duplexes, tri-plexes, quad-plexes, attached housing, and internal conversions are processed with clear and objective standards in the same manner as a detached single-family home. In addition, the code redefined multifamily housing from structures with three or more units, to structures with five or more units per lot. The City is currently going through a process to review the zoning code for compliance with HB 2001, which will result in additional opportunities for housing types.

⁴⁷ OAR 660-007-0030(1) requires that most Metro cities "...provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing..."

Oregon City will have demand for 7,435 new dwelling units over the 20-year period, 50% of which are forecast to be single-family detached housing.

Exhibit 61. Forecast of Demand for New Dwelling Units, Oregon City Planning Area, 2021 to 2041

Source: Calculations by ECONorthwest. DU = Dwelling Unit

Variable	Mix of New Housing Units (2021-2041)
Needed new dwelling units (2021-2041)	7,435
Single-family detached	
Percent single-family detached DU	50%
<i>equals</i> Total new single-family detached DU	3,717
Single-family attached	
Percent single-family attached DU	20%
<i>equals</i> Total new single-family attached DU	1,487
Duplex, Triplex, Quadplex	
Percent duplex, triplex, quadplex	10%
<i>equals</i> Total new duplex, triplex, quadplex DU	744
Multifamily (5 or more units)	
Percent multifamily	20%
Total new multifamily DU	1,487
<i>equals</i> Total new dwelling units (2021-2041)	7,435

The forecast of new units does not include dwellings that will be demolished and replaced. This analysis does not factor those units in; it assumes they will be replaced at the same site and will not create additional demand for residential land.

Exhibit 62 allocates housing to plan designations in Oregon City. The allocation is based, in part, on the types of housing allowed in the zones of each plan designation.

Exhibit 62 shows:

- **Low Density Residential (R-10, R-8, R-6)** land will accommodate new single-family detached housing, accessory dwelling units, internal conversions, corner duplexes, and cluster housing. Single-family attached are allowed with a Master Plan. The City will review allowing duplexes, triplexes, and quadplexes in these zones, as part of complying with HB 2001.
- **Medium Density Residential (R-3.5, R-5)** land will accommodate new single-family detached housing, accessory dwelling units, internal conversions, duplexes, corner duplexes, single-family attached, tri-plexes, quad-plexes, and cluster housing. Multifamily is allowed in a Master Plan.
- **High Density Residential (R-2)** land will accommodate accessory dwelling units for existing single-family detached units, internal conversions, duplexes, corner duplexes, single-family attached units, triplexes, quadplexes, cluster housing, and multifamily housing.

- **Mixed Use (MUD, MUC 1, MUC 2, NC, HC, WFDD)** land, depending on the zone, will accommodate townhouses, duplexes, triplexes, quadplexes, multifamily with five or more units, and live/work units.

Exhibit 62. Allocation of Housing by Housing Type and Plan Designation, Oregon City Planning Area, 2021 to 2041

Source: ECONorthwest.

Housing Type Allocations	Plan Designations				Total
	Low Density	Medium Density	High Density	Mixed Use	
Dwelling Units					
Single-family detached	2,007	1,710	-	-	3,717
Single-family attached	74	967	446	-	1,487
Duplex, Triplex, Quadplex	35	333	153	223	744
Multifamily (5+ units)	-	149	678	660	1,487
Total	2,116	3,159	1,277	883	7,435
Percent of Units					
Single-family detached	27%	23%	0%	0%	50%
Single-family attached	1%	13%	6%	0%	20%
Duplex, Triplex, Quadplex	0%	4%	2%	3%	10%
Multifamily (5+ units)	0%	2%	9%	9%	20%
Total	28%	42%	17%	12%	100%

Exhibit 63 converts between net acres and gross acres⁴⁸ to account for land needed for rights-of-way by plan designation in Oregon City, based on Metro's methodology of existing rights-of-way.⁴⁹

- **Low Density Residential:** Average density in this plan designation was historically 5.3 dwelling units per net acre. The density shown for low density residential in Exhibit 63 includes a 3% increase (5.4 dwelling units per net acre) from the historic density, consistent with the density changes allowed for complying with HB 2001.⁵⁰ This results in assuming a 5.4 future density in tax lots smaller than 0.38 acres, as no land is needed for rights-of-ways based on Metro's assumptions. For lots between 0.38 and 1.0 acres the

⁴⁸ OAR 660-024-0010(6) uses the following definition of net buildable acre. "Net Buildable Acre" "...consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads." While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads. Areas used for rights-of-way are considered unbuildable.

⁴⁹ Metro's methodology about net-to-gross assumptions are that: (1) tax lots under 3/8 acre assume 0% set aside for future streets; (2) tax lots between 3/8 acre and 1 acre assume a 10% set aside for future streets; and (3) tax lots greater than an acre assumes an 18.5% set aside for future streets. The analysis assumes an 18.5% assumption for future streets.

⁵⁰ Oregon City plans to comply with HB2001 and has recently made a variety of amendments to the development code to allow more housing types. The City is currently working through the process of making adjustment to comply with HB 2001 which will be implemented by July 2022.

future density will be 4.9 dwelling units per gross acre and for lots larger than 1.0 acres the future density will be 4.4 dwelling units per gross acre.

- Medium Density Residential:** Average density in this plan designation was historically 10.7 dwelling units per net acre. The density shown for medium density residential in Exhibit 63 includes a 3% increase (11.0 dwelling units per net acre) from the historic density, consistent with the density changes allowed for complying with HB 2001.⁵¹ This results in assuming a 11.0 future density in tax lots smaller than 0.38 acres, as no land is needed for rights-of-ways based on Metro's assumptions. For lots between 0.38 and 1.0 acres the future density will be 9.9 dwelling units per gross acre and for lots larger than 1.0 acres the future density will be 9.0 dwelling units per gross acre.
- High Density Residential:** Average density in this plan designation was historically 21.8 per net acre. For lots smaller than 0.38 acres, the future density will be 21.8 dwelling units per gross acre. For lots between 0.38 and 1.0 acres the future density will be 19.6 dwelling units per gross acre and for lots larger than 1.0 acres the future density will be 17.8 dwelling units per gross acre.
- Mixed Use:** Average density in this plan designation was historically 19.8 dwelling units per net acre in tax lots smaller than 0.38 acres and no land is needed for rights-of-ways based on Metro's assumptions. For lots between 0.38 and 1.0 acres the future density will be 17.9 dwelling units per gross acre and for lots larger than 1.0 acres the future density will be 16.2 dwelling units per gross acre.

Exhibit 63. Future Housing Densities and Land for Rights-of-Way, Oregon City Planning Area

Source: ECONorthwest. Note: DU is dwelling unit.

Plan Designation	Tax Lots Smaller than 0.38 acre			Tax Lots ≥ 0.38 and ≤ 1.0 acre			Tax Lots larger than 1.0 acre		
	Net Density (DU/net acre)	% for Rights-of-Way	Gross Density (DU/gross acre)	Net Density (DU/net acre)	% for Rights-of-Way	Gross Density (DU/gross acre)	Net Density (DU/net acre)	% for Rights-of-Way	Gross Density (DU/gross acre)
Low Density Residential	5.4	0%	5.4	5.4	10%	4.9	5.4	18.5%	4.4
Medium Density Residential	11.0	0%	11.0	11.0	10%	9.9	11.0	18.5%	9.0
High Density Residential	21.8	0%	21.8	21.8	10%	19.6	21.8	18.5%	17.8
Mixed Use	19.8	0%	19.8	19.8	10%	17.9	19.8	18.5%	16.2

⁵¹ Oregon City plans to comply with HB2001 and has recently made a variety of amendments to the development code to allow more housing types. The City is currently working through the process of making adjustment to comply with HB 2001 which will be implemented by July 2022.

Housing Need by Income Level

The next step in the housing needs analysis is to develop an estimate of need for housing by income and housing type. This analysis requires an estimate of the income distribution of current and future households in the community. Estimates presented in this section are based on (1) secondary data from the Census, and (2) analysis by ECONorthwest.

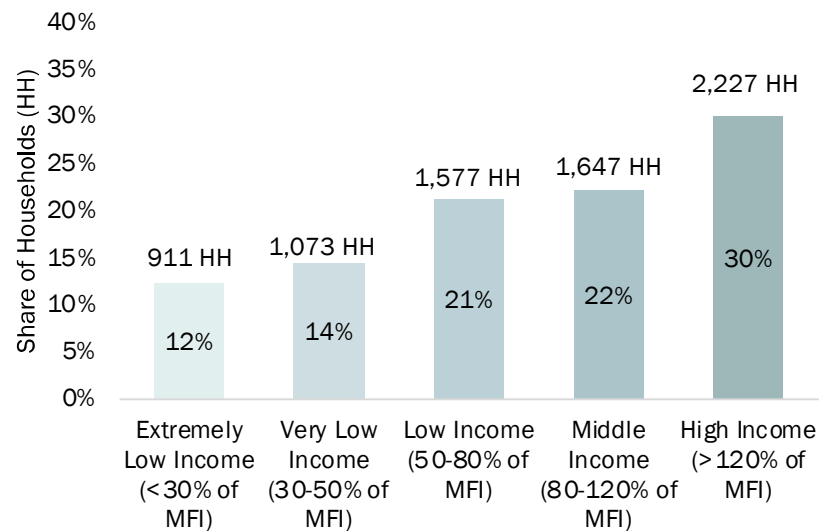
Exhibit 64 based on American Community Survey data about income levels for existing households in Oregon City. Income is categorized into market segments consistent with HUD income level categories, using Clackamas County's 2020 Median Family Income (MFI) of \$92,100. Exhibit 64 is based on current household income distribution, assuming that approximately the same percentage of households will be in each market segment in the future.

52

About 26% of Oregon City's future households will have income below 50% of Clackamas County's median family income (less than \$46,000 in 2020 dollars) and about 43% will have incomes between 50% and 120% of the county's MFI (between \$46,000 and \$110,000).

Exhibit 64. Future (New) Households, by Median Family Income (MFI) for Clackamas County (\$92,100), Oregon City Planning Area, 2021 to 2041

Source: U.S. Department of Housing and Urban Development. U.S. Census Bureau, 2015-2019 ACS Table 19001.



⁵² For example, 30% of Oregon City's households had income above 120% of the Clackamas County Median Family Income in 2015-2019. This analysis assumes that 30% of the 7,435 new households that grow in Oregon City 2021-2041 will have incomes over 120% of the Clackamas County Median Family Income.

Need for Government Assisted, Farmworker, and Manufactured Housing

ORS 197.303, 197.307, 197.312, and 197.314 requires cities to plan for government-assisted housing, farmworker housing, manufactured housing on lots, and manufactured housing in parks (communities).

- **Government-subsidized housing.** Government subsidies can apply to all housing types (e.g., single family detached, apartments, etc.). Oregon City allows development of government-assisted housing in all residential plan designations, with the same development standards for market-rate housing. This analysis assumes that Oregon City will continue to allow government housing in all of its residential plan designations. Because government assisted housing is similar in character to other housing (with the exception being the subsidies), it is not necessary to develop separate forecasts for government-subsidized housing.
- **Farmworker housing.** Farmworker housing can also apply to all housing types and the City allows development of farmworker housing in all residential plan designations, with the same development standards as market-rate housing. This analysis assumes that Oregon City will continue to allow this housing in all of its residential plan designations. Because it is similar in character to other housing (with the possible exception of government subsidies, if population restricted), it is not necessary to develop separate forecasts for farmworker housing.
- **Manufactured housing on lots.** Oregon City allows manufactured homes on lots in the zones which single-family detached housing is allowed. Oregon City does not have special siting requirements for manufactured homes. Since manufactured homes are subject to the same siting requirements as site-built homes, it is not necessary to develop separate forecasts for manufactured housing on lots.
- **Manufactured housing in communities.** OAR 197.480(4) requires cities to inventory the mobile home or manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial, or high-density residential development. According to the Oregon Housing and Community Services' Manufactured Dwelling Park Directory,⁵³ Oregon City has four manufactured home parks within city limits,⁵⁴ with 345 spaces. Oregon City has two manufactured home parks within the UGB,⁵⁵ with 540 spaces.⁵⁶ The proposed code amendments will allow an opportunity for new manufactured housing parks to be created as well as expansion of existing facilities.

⁵³ Oregon Housing and Community Services, Oregon Manufactured Dwelling Park Directory, <http://o.hcs.state.or.us/MDPCRParcs/ParkDirQuery.jsp>

⁵⁴ Clairmont, Mt. Pleasant, Cherry Lane, and Char Diaz Estate

⁵⁵ Forest Park, Country Village

⁵⁶ City of Oregon City, with space count from Oregon Housing and Community Services, Oregon Manufactured Dwelling Park Directory, <http://o.hcs.state.or.us/MDPCRParcs/ParkDirQuery.jsp>

ORS 197.480(2) requires Oregon City to project need for manufactured dwelling communities based on: (1) population projections, (2) household income levels, (3) housing market trends, and (4) an inventory of manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial, or high density residential.

- Exhibit 60 shows that Oregon City will need 7,435 dwelling units over the 2021 to 2041 period.
- Analysis of housing affordability shows that about 27% of Oregon City's new households will be extremely- or very-low income, earning 50% or less of the region's median family income. One type of housing affordable to these households is manufactured housing.
- Manufactured housing in communities accounts for about 2.5% (about 345 dwelling units) of Oregon City's current housing stock.
- National, state, and regional trends since 2000 showed that manufactured housing parks are closing, rather than being created. For example, between 2000 and 2015, Oregon had 68 manufactured parks close, with more than 2,700 spaces.
- The households most likely to live in manufactured homes in parks are those with incomes between \$27,630 and \$46,050 (between 30% to 50% of MFI), which include 14% of Oregon City's households. However, households in other income categories may live in manufactured homes in parks
- The national and state trends of the closure of manufactured home parks, and the fact that no new manufactured home parks have opened in Oregon in over the last 15 years, demonstrate that development of new manufactured home parks in Oregon City is unlikely. However, some existing parks in Oregon City have expanded to increase the number of spaces in the park.
- If the City does have need for a new manufactured home park, that would be for about 145 new units (2.5% of new units), which at about 10 to 12 dwelling units per acre (based on standards for single-family dwellings in the R-3.5 zone) will need 12 to 15 acres of land. Oregon City can accommodate this in their existing vacant buildable land base in the Medium Density Residential plan designation.
- Our conclusion from this analysis is that development of new manufactured home parks in Oregon City (and most of the Portland Region) over the planning period is unlikely. It is, however, likely that manufactured homes will continue to locate on individual lots in Oregon City, and existing parks may reconfigure to accommodate more units. The forecast of housing assumes that no new manufactured home parks will be opened in Oregon City over the 2021 to 2041 period. The forecast includes new manufactured homes on lots in the category of single-family detached housing.
- Over the next 20 years (or longer) one or more manufactured home parks may close in Oregon City. This may be a result of manufactured home park landowners selling

or redeveloping their land for uses with higher rates of return, rather than lack of demand for spaces in manufactured home parks. Manufactured home parks contribute to the supply of low-cost affordable housing options, especially for affordable homeownership.

- In addition to statewide regulation of the closure of manufactured home parks designed to lessen the financial difficulties of this closure for park residents, Oregon City also has locally adopted manufactured home park closure regulations. In the case of manufactured home park closures, the City has a role to play in ensuring that there are opportunities for housing for the displaced residents. The City's primary roles are to ensure that there is sufficient land zoned for new multifamily housing and to reduce barriers to residential development to allow for development of new, relatively affordable housing. The City may use a range of policies to encourage development of relatively affordable housing, such as allowing a wider range of moderate density housing (e.g., duplexes or 3-4 plexes) in the Low-Density and Medium-Density zones, designating more land for multifamily housing, removing barriers to multifamily housing development, using tax credits to support affordable housing production, developing an inclusionary zoning policy, or partnering with a developer of government-subsidized affordable housing.

6. Oregon City's Residential Land Sufficiency

This section presents an evaluation of the sufficiency of vacant residential land in Oregon City to accommodate expected residential growth over the 2021 to 2041 period. This section includes an estimate of residential development capacity (measured in new dwelling units) and an estimate of Oregon City's ability to accommodate needed new housing units for the 2021 to 2041 period, based on the analysis in the housing needs analysis.

Capacity Analysis

The comparison of supply (buildable land) and demand (population and growth leading to demand for more residential development) allows the determination of land sufficiency.

There are two ways to calculate estimates of supply and demand into common units of measurement to allow their comparison: (1) housing demand can be converted into acres, or (2) residential land supply can be converted into dwelling units. A complication of either approach is that all land has different characteristics – factors such as zone, slope, parcel size, and shape can affect the land's ability to accommodate housing. Methods that recognize this fact are more robust and produce more realistic results. This analysis uses the second approach: it estimates the ability of vacant residential lands within the city limits to accommodate new housing. This analysis, sometimes called a "capacity analysis,"⁵⁷ can be used to evaluate different ways that vacant residential land may build out by applying different assumptions.

Oregon City Capacity Analysis Results for Vacant and Partially Vacant Land

The capacity analysis estimates the development potential of vacant residential land to accommodate new housing, based on the needed densities by the housing type categories shown in Exhibit 63.

Exhibit 65 shows that **vacant land in Oregon City's Planning Area has capacity to accommodate approximately 7,266 new dwelling units**, based on the following assumptions:

- **Vacant and partially vacant buildable residential land.** The capacity estimates start with the number of buildable acres in residential plan designations and zones that allow residential uses.

⁵⁷ There is ambiguity in the term *capacity analysis*. It would not be unreasonable for one to say that the "capacity" of vacant land is the maximum number of dwellings that could be built based on density limits defined legally by plan designation or zoning, and that development usually occurs – for physical and market reasons – at something less than full capacity. For that reason, we have used the longer phrase to describe our analysis: "estimating how many new dwelling units the vacant residential land in the city limits is likely to accommodate." That phrase is, however, cumbersome, and it is common in Oregon and elsewhere to refer to that type of analysis as "capacity analysis," so we use that shorthand occasionally in this memorandum.

- **Residential densities.** The capacity analysis assumes development will occur at historical densities. Those densities were derived from the densities shown in Exhibit 63.
- **Average net density.** Exhibit 65 shows capacity and densities in gross acres. OAR 660-007 requires that Oregon City provide opportunity for development of housing at an overall average density of eight dwelling units per net acre. The average net density of buildable residential land in Exhibit 65 is 9.5 dwelling units per net acres and 8.0 dwelling units per gross acre.
- **Capacity on mixed use land.** The estimate of capacity includes land in the mixed use plan designations (including zones that allow residential uses). Because not all mixed use land will develop as a residential use, we assumed that 70% of the buildable land in the mixed use plan designation will develop as residential.

Exhibit 65. Estimate of Residential Capacity on Unconstrained Vacant and Partially Vacant Buildable Land, Oregon City Planning Area, 2021 to 2041

Source: Buildable Lands Inventory; Calculations by ECONorthwest. *Note: DU is dwelling unit.*

Plan Designation	Tax Lots Smaller than 0.38 acre			Tax Lots ≥ 0.38 and ≤ 1.0 acre			Tax Lots larger than 1.0 acre			Total, combined	
	Buildable Acres	Density Assumption (DU/gross acre)	Capacity (Dwelling Units)	Buildable Acres	Density Assumption (DU/gross acre)	Capacity (Dwelling Units)	Buildable Acres	Density Assumption (DU/gross acre)	Capacity (Dwelling Units)	Buildable Acres	Capacity (Dwelling Units)
Low Density Residential	77	5.4	415	95	4.9	465	281	4.4	1,236	453	2,116
Medium Density Residential	23	11.0	253	39	9.9	386	280	9.0	2,520	342	3,159
High Density Residential	1	21.8	21	1	19.6	19	60	17.8	1,068	62	1,108
Mixed Use	3	19.8	55	7	17.9	125	43	16.2	703	53	883
Total	104	-	744	142	-	995	664	-	5,527	910	7,266

Residential Land Sufficiency

The next step in the analysis of the sufficiency of residential land within Oregon City is to compare the demand for housing by plan designation (Exhibit 62) with the capacity of land by plan designation (Exhibit 65).

Exhibit 66 shows that Oregon City has sufficient land to accommodate development all plan designations.

- Low density residential and medium density residential plan designations have enough land to accommodate growth, with no surplus or deficit of capacity.
- High density residential does not enough land to accommodate growth, with a deficit of 169 dwelling units of capacity, or 8 acres.
- Mixed use has enough land to accommodate growth, assuming that 70% of the buildable land in this plan designation will develop with residential uses.

Exhibit 66. Comparison of Capacity of Existing Residential Land with Demand for New Dwelling Units and Land Surplus or Deficit, Oregon City, City Limits, 2021 to 2041

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: DU is dwelling unit.

Plan Designation	Capacity (Dwelling Units)	Demand (Dwelling Units)	Comparison (Capacity minus Demand)	Land Surplus or Deficit (Gross Acres)
Low Density Residential	2,116	2,116	0	0
Medium Density Residential	3,159	3,159	0	0
High Density Residential	1,108	1,277	(169)	(8)
Mixed Use	883	883	0	0
Total	7,266	7,435		

Findings and Recommendations

The key findings of the Oregon City Housing Needs Analysis are that:

- **Finding: Growth in housing will be driven by growth in households.** The number of households in Oregon City's Planning Area is forecast to grow from 14,778 households to 22,213 households, an increase of 7,435 households between 2021 and 2041.
- **Finding: Oregon City is planning for growth of 7,435 new dwelling units.** To accommodate the 7,435 dwelling units over the 20-year planning period, Oregon City will average 372 new dwelling units annually, and will plan for more single-family attached and multifamily dwelling units in the future to meet the city's housing needs. Historically, about 73% of Oregon City's housing was single-family detached. New housing in Oregon City is forecast to be 50% single-family detached, 20% single-family attached, 10% duplexes, triplexes, and quadplexes, and 20% multifamily. This housing mix both meets the requirements for housing mix for cities in Metro (OAC 660-007) and is supported by the changes in the housing market described below.

The factors driving the shift in types of housing needed in Oregon City include changes in demographics and decreases in housing affordability. The aging of senior populations and the household formation of young adults will drive demand for renter and owner-occupied housing, such as small single-family detached housing, townhouses, duplexes, and apartments/condominiums. Both groups may prefer housing in walkable neighborhoods, with access to services.

- **Recommendation:** Oregon City should monitor land available in all plan designations, as there is no surplus (or deficit) of land in the low and medium density residential plan designations. Additionally, the City may look for opportunities for redevelopment on underutilized land to address the deficit of high density residential land and limited capacity of mixed use land.
- **Oregon City is meeting Metro's requirements for net density and housing mix.** OAR 660-007-0035 sets specific density targets for cities in the Metro UGB. Oregon City's average density target is eight dwelling units per net buildable acre. Based on the findings in Chapter 6, Oregon City is exceeding this average density target at an average net density of 9.5 dwelling units per net acre.

OAR 660-007 also requires that cities within the Metro UGB "provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing." Chapter 5 shows that for the 2021-2041 planning period Oregon City is assuming that 20% of new dwelling units will be single-family attached, 10% of new units will be duplexes, triplexes, or quadplexes, and 20% of new units will be multifamily.

- **Recommendation:** Oregon City should continue to monitor future development to evaluate resulting densities and housing mix in comparison to the planned units described in this report.
- **Finding: Oregon City has unmet need for affordable housing.** About 34% of Oregon City's households are cost burdened, with 50% of renters cost burdened and 28% of owners cost burdened. Oregon City's level of cost burden is similar to other communities in Clackamas County. Oregon City's unmet housing needs include:

Renter housing. The average asking rent for multifamily housing in Oregon City in 2021 was about \$1,350, which is affordable to households earning about 60% of the median family income (about \$55,200). About one-third of Oregon City's households have incomes below this level and cannot afford the average rent. As shown in the rates of cost burden, many of these renter households are cost burdened. Oregon City will continue to have unmet renter housing needs, both for existing households and for new households.

Owner-occupied housing. The median home sales price in April 2021 was about \$545,000, which is affordable to households earning about 148% of the median family income (about \$136,300). Oregon City is one of the less affordable cities for homeownership in the Portland region, households at middle and high incomes (between \$74,000 to \$110,000) are less able to afford housing in Oregon City. One way to increase the supply of affordable owner-occupied housing is to increase opportunities for development of the middle-income housing described above.

- **Recommendation:** Without diversification of housing types, lack of affordability will continue to be a problem, possibly growing in the future if incomes continue to grow at a slower rate than housing costs. Under the current conditions, 1,545 of the forecasted new households will have incomes of \$46,000 (in 2020 dollars) or less (50% of MFI income or less). These households cannot afford market-rate housing without government subsidy. Another 1,228 new households will have incomes between \$46,000 and \$74,000 (50% to 80% of MFI).
- Oregon City will need to provide opportunities for affordable housing development for both rental and ownership over the 20-year period, and the City should look for opportunities for affordable housing development for all housing types.
- **Finding: Oregon City will need to meet the requirements of House Bill 2001.** The legislature passed House Bill 2001 in the 2019 Legislative Session. The bill requires cities within the Metro UGB to allow "middle" housing types in low-density residential zones. The bill defines middle housing types as duplexes, triplexes, quadplexes, cottage clusters, and townhouses.
 - **Recommendation:** The City should continue the process of developing and adopting zoning code to comply with these requirements.
 - **Finding: Oregon City is currently in the process of a Comprehensive Plan Update.** This 2021 HNA report presents updated information related to Oregon City's Housing

Element of the Comprehensive Plan. Additionally, changes in Oregon City's demographics have presented a need for a greater variety of housing types. In 2019, Oregon City participated in a preliminary housing needs analysis process through the development of the Clackamas County Housing Needs Analysis. This report builds on the information presented for Oregon City in that project and provides updated data where necessary.

- **Recommendation:** Oregon City should adopt this HNA report as an appendix to the Comprehensive Plan. HB 2003 requires that Oregon City update its HNA every six years to analyze what housing is needed for current and future residents for a 20-year period.

Oregon City has identified a project to start within a year to look at non-zoning strategies to support the development of housing (including affordable housing). This initial study will allow the consideration of additional tools and partnerships in advance of a Housing Production Strategy (HPS) according to the guidance in HB 2003. An HPS includes consideration of additional information about the housing needs of underserved communities and engagement with underserved communities about potential approaches to meeting their needs.

Overall, Oregon City has worked to increase the supply of housing over the past few years by removing and reducing barriers in the zoning code and allowing a wider variety of housing types throughout the City. Though there is no need to rezone land for housing based on this analysis, the City should continue to watch the supply of housing and look for opportunities to increase types of housing and affordability. Affordability of housing will continue to be challenging for many in Oregon City over the long-run.

Appendix A: Buildable Lands Inventory Methodology

A key initial component of the Housing Needs Analysis is conducting a buildable lands inventory (BLI). This appendix summarizes the methods ECONorthwest used to conduct the residential BLI for Oregon City.

Oregon Administrative Rules provide guidance on conducting residential BLIs:

OAR 660-008-0005(2):

“Buildable Land” means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available and necessary for residential uses. Publicly owned land is generally not considered available for residential uses. Land is generally considered “suitable and available” unless it:

- (a) Is severely constrained by natural hazards as determined under Statewide Planning Goal 7;*
- (b) Is subject to natural resource protection measures determined under Statewide Planning Goals 5, 6, 15, 16, 17 or 18;*
- (c) Has slopes of 25 percent or greater;*
- (d) Is within the 100-year flood plain; or*
- (e) Cannot be provided with public facilities.*

The methods used for conducting the Oregon City BLI are consistent with Oregon statutes. The Oregon City BLI presented in this analysis aligns with the methods and definitions in the 2019 Clackamas County Regional Housing Needs Analysis, with updated classifications to reflect development since 2019.

Methodology

The BLI is based on the data and methods used by Metro. Metro is required to complete a BLI for land within the regional UGB every six years. The agency finished an updated BLI (based on 2016 data) in November 2018 for the 2018 Urban Growth Report (UGR). The methods used for inventorying lands in Oregon City attempt to be consistent with Metro’s results while also updating the results to account for new development since the 2019 BLI was completed for the Clackamas County Regional Housing Needs Analysis and other local conditions, such as unique environmental constraints.

Study Area

The BLI for the Oregon City (city limits and UGB areas) includes all residential land designated in the Comprehensive Plan.⁵⁸ ECONorthwest used the tax lot shapefile from Metro's 2018 BLI (2016 tax lot base data), with attention to lots that subdivided since 2016 based on local staff identification. City staff then reviewed these areas and identified lots that should be excluded or included for their jurisdiction based on future planning or errors in GIS data.

Inventory Steps

The BLI consists of several steps:

1. Generating UGB "land base"
2. Classifying land by development status
3. Identify constraints
4. Verify inventory results
5. Tabulate and map results

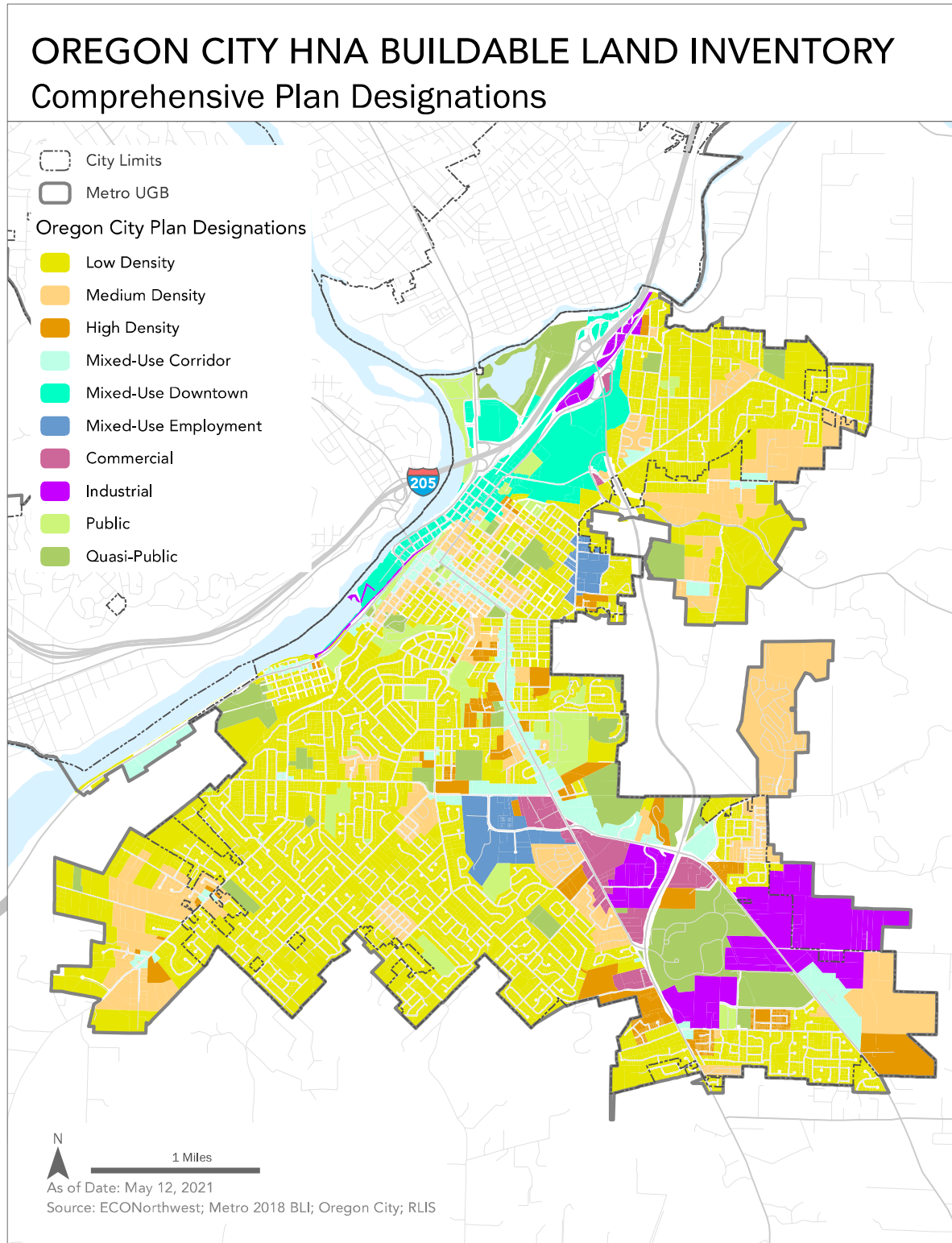
Step 1: Generate "Land Base"

Per Goal 10 this involves selecting all of the tax lots with residential and other nonemployment plan designations where residential uses are planned for and allowed by the implementing zones.

Exhibit 67 shows the residential plan designations included in the BLI.

⁵⁸ ECONorthwest reviewed local plan information for Oregon City based on 2020 RLIS data. Residential comprehensive plan designations remained the same since the 2019 BLI.

Exhibit 67. Residential Land Base by Plan Designation, Oregon City, City Limits and UGB Areas, 2020
Source: ECONorthwest.



Step 2: Classify Lands

In this step, ECONorthwest classified each tax lot with a plan designation that allow residential uses into one of four mutually exclusive categories based on development status:

- Vacant
- Partially vacant
- Public
- Developed

ECONorthwest used the classifications determined through Metro's model, as outlined below.

Development Status	Definition	Statutory Authority
Vacant	Tax lots designated as vacant by Metro based on the following criteria: 1) Fully vacant based on Metro aerial photo 2) Tax lots with less than 2,000 square feet developed AND developed area is less than 10% of lot 3) Lots 95% or more vacant from GIS vacant land inventory	OAR 660-008-0006(2) (2) "Buildable Land" means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available, and necessary for residential uses.
Partially Vacant	Single-family tax lots that are 2.5 times larger than the minimum lot size and a building value less than \$300,000 or lots that are 5 times larger than the minimum lots size (no threshold for building value). These lots are considered to still have residential capacity. For this analysis, we are classifying these lots as partially vacant. We assume that 0.25 acres of the lot is developed, and the remaining land is available for development, less constraints.	OAR 660-008-0006(2)
Public	Lands in public ownership are considered unavailable for residential development. This includes lands in federal, state, county, or city ownership. These lands are identified using Metro's definitions and categories.	OAR 660-008-0005(2) - Publicly owned land is generally not considered available for residential uses.
Developed	Lands not classified as vacant, partially vacant, or public are considered developed.	OAR 660-008-0006(2) (2) "Buildable Land" means residentially designated land within the urban growth boundary, including both vacant and developed land likely to be redeveloped, that is suitable, available, and necessary for residential uses.

Step 3: Identify Constraints

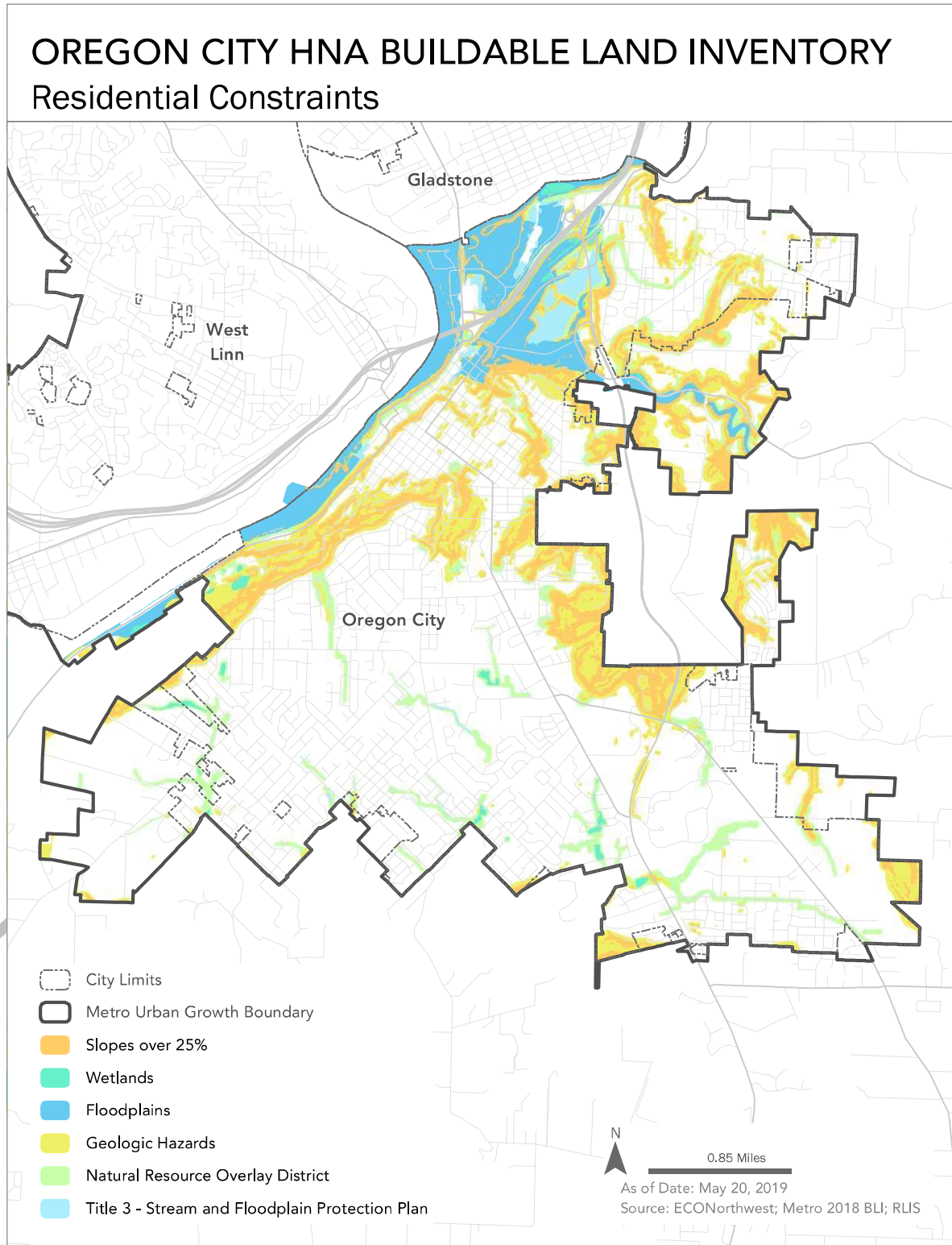
Consistent with OAR 660-008-0005(2) guidance on residential buildable lands inventories, ECONorthwest deducted certain lands with development constraints from vacant lands. Unless cities identified alternative constraints (as identified below), the constraints we used are summarized in the table below.

Constraint	Statutory Authority	Threshold	File name
Goal 5 Natural Resource Constraints			
Regulated wetlands	OAR 660-008-0005(2)	Regulated wetlands	RLIS Wetlands layer
Natural Resources Overlay District	OAR 660-008-0005(2)	Areas in the natural resource overlay district	Overlay district layer
Landslide Hazards	OAR 660-008-0005(2)	Areas in the geologic hazards overlay	Overlay zone layer
Natural Hazard Constraints			
Floodways	OAR 660-008-0005(2)	Lands within FEMA FIRM identified floodway	Title 3 floodplain/floodway layer
100-Year Floodplain	OAR 660-008-0005(2)	Lands within FEMA FIRM 100-year floodplain	Title 3 floodplain/floodway layer
Steep Slopes	OAR 660-008-0005(2)	Slopes greater than 25%	slopes25_Area

These areas are considered as prohibitive constraints (unbuildable) as shown in Exhibit 68. These areas are deducted from lands that are identified as vacant to determine the buildable portion of vacant lots. In addition, we applied any local specific environmental constraints identified by cities that also prohibit the development of vacant lots. These local constraints should clearly limit development potential in the local development code.

The lack of access to water, sewer, power, road or other key infrastructure cannot be considered a prohibitive constraint unless it is an extreme condition. These tax lots are currently unserved but could potentially become serviced over the twenty-year planning period.

Exhibit 68. Residential Development Constraints, Oregon City, City Limits and UGB Areas, 2020



Step 4: Verification

ECONorthwest used a multistep verification process to review development status in Oregon City. The first verification step included a “rapid visual assessment” of land classifications using GIS and recent aerial photos. The rapid visual assessment involved reviewing classifications overlaid on recent aerial photographs to verify uses on the ground. We reviewed all tax lots included in the inventory using the rapid visual assessment methodology. The second round of verification involved City staff verifying the rapid visual assessment output. We amended the BLI based on City staff review and comments, and the 2020 BLI update (since the 2019 BLI) considered areas developed in the past year based on permit information and local confirmation from City staff.

Step 5: Tabulation and Mapping

The results are presented in tabular and map format in Chapter 2.



LAND USE APPLICATION FORM

Type I (OCMC 17.50.030.A) ☐ Compatibility Review ☐ WRG ☐ Comm. Fac ☐ Lot Line Adjustment ☐ Non-Conforming Use Review ☐ Natural Resource (NROD) ☐ Verification ☐ Minor Site Plan & Design Review ☐ Extension of Approval ☐ Historic Review – Remodel ☐ Detailed Dev. Plan (DDP)	Type II (OCMC 17.50.030.B) ☐ Master Plan / PUD / GDP or Amendment ☐ Detailed Development Plan (DDP) ☐ Floodplain Review ☐ Geologic Hazard Overlay ☐ Minor Partition (<4 lots) ☐ Minor Site Plan & Design Review ☐ Non-Conforming Use Review ☐ Site Plan and Design Review / DDP ☐ Subdivision (4+ lots) ☐ Minor Variance ☐ Natural Resource (NROD) Review ☐ Public Improvement Modification ☐ Willamette Greenway ELD Process (OCMC 17.50.030.E) ☐ Expedited Land Division	Type III / IV (OCMC 17.50.030.C & D.) ☐ Annexation ☐ Code Interpretation / Similar Use ☐ Master Plan / PUD / GDP Amendment ☐ Conditional Use ☐ Comprehensive Plan / Legislative Amendment (Code /Map) ☐ Detailed Development Plan DDP ☐ Historic Review ☐ Municipal Code Amendment ☐ Parking Adjustment ☐ Variance ☐ Sign Variance ☐ Natural Resource (NROD) Review ☐ Zone Change (Text/Map) ☐ Willamette Greenway Legislative Action (OCMC 17.50.170) ☒ Legislative
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File Number(s):	Application Date:
Project Name: Oregon City Housing Needs Analysis	
Proposed Land Use or Activity: Adoption of a Housing Needs Analysis	# of Lots Proposed (If Applicable): N/A
Physical Address(es) of Site: citywide	
Clackamas County Map and Tax Lot Number(s): N/A	

Applicant(s)

Applicant(s) Signature:		
Applicant(s) Name Printed: City of Oregon City		Date:
Mailing Address: PO Box 3040, Oregon City, Oregon 97045		
Phone:	Fax:	Email:

Property Owner(s) – See reverse for more than two Owners

Property Owner #1 Same as Above

Property Owner#1 Signature: <i>A. Konkol</i>		
Property Owner#1 Name Printed: A. Konkol		Date: 9-16-21
Mailing Address: 625 Center St		
Ownership Address:		
Phone: 503 657 0891	Fax:	Email:

Property Owner #2

Property Owner#2 Signature:		
Property Owner#2 Name Printed:		Date:
Mailing Address:		
Ownership Address:		
Phone:	Fax:	Email:

Representative(s)

Representative(s) Signature:		
Representative(s) Name Printed:		Date:
Mailing Address:		
Phone:	Fax:	Email:

All signatures represented must have the full legal capacity and hereby authorize the filing of this application and certify that the information and exhibits herewith are correct and indicate the parties willingness to comply with all code requirements.

LEGISLATIVE APPLICATION FOR HOUSING NEEDS ANALYSIS UPDATED 2021

I. BACKGROUND:

Do we have enough opportunities to accommodate our future housing needs?

The enclosed Housing Needs Analysis (HNA) includes housing data and forecasts on demographic and socioeconomic trends to understand how much housing will be need in the future and if we have enough available land to accommodate the community's needs. This technical analysis will help the community understand whether Oregon City has enough land to accommodate growth over the next 20 years and if any housing policy changes are needed.

The housing forecast will repeal and replace the Housing Technical Report (2002) which was adopted in 2004 as an ancillary document to the Comprehensive Plan.

The *Oregon City 2021-2041 Housing Needs Analysis* presents a forecast of future housing growth in Oregon City for the 2021-2041 period. It includes an inventory of buildable residential land within Oregon City and in areas of future expansion for the city (only including areas within the Metro urban growth boundary). The *Housing Needs Analysis* presents information about residential development trends and housing affordability within Oregon City.¹ It provides a foundation for future housing policy decisions.

How will the information be Used?

The City anticipates using the study to inform housing policies and actions in the upcoming Comprehensive Plan Update process (OC 2040). OC 2040 will develop policies to respond to the unmet housing needs identified in the *Housing Needs Analysis*, which are primarily around need for affordable housing and meeting a small deficit (8 acres) of land in the High Density plan designation. In short, the *Housing Needs Analysis* provides the factual basis for understanding housing needs in Oregon City and the OC 2040 project will include development of polices to address these housing needs.

II. DECISION-MAKING CRITERIA

The remainder of this staff report provides additional findings to demonstrate that the proposed annexation code amendments are consistent with applicable approval criteria.

Chapter 17.68 - Zoning Changes and Comprehensive Plan Amendments

17.68.010 - Initiation of the amendment.

A text amendment to the comprehensive plan, or an amendment to the zoning code or map or the Comprehensive Plan map, may be initiated by:

- A. A resolution request by the City Commission;*
- B. An official proposal by the Planning Commission;*
- C. An application to the Planning Division; or.*
- D. A Legislative request by the Planning Division.*

All requests for amendment or change in this title shall be referred to the Planning Commission.

¹ The UGB areas include the buildable lands inventory and forecasted household growth in TAZs 726, 733, and 740.

Finding: The proposal qualifies as initiated as a legislative request by the Planning Division at the direction of the City Commission.

17.68.015 –Procedures.

Applications shall be reviewed pursuant to the procedures set forth in Chapter 17.50.

17.50.170 - Legislative hearing process.

A. Purpose. Legislative actions involve the adoption or amendment of the city's land use regulations, comprehensive plan, maps, inventories and other policy documents that affect the entire city or large portions of it. Legislative actions which affect land use shall begin with a public hearing before the planning commission.

B. Planning Commission Review.

1. Hearing Required. The planning commission shall hold at least one public hearing before recommending action on a legislative proposal. Any interested person may appear and provide written or oral testimony on the proposal at or prior to the hearing. The community development director shall notify the Oregon Department of Land Conservation and Development (DLCD) as required by the post-acknowledgment procedures of ORS 197.610 to 197.625, as applicable.

C. City Commission Review.

1. City Commission Action. Upon a recommendation from the planning commission on a legislative action, the city commission shall hold at least one public hearing on the proposal. Any interested person may provide written or oral testimony on the proposal at or prior to the hearing. At the conclusion of the hearing, the city commission may adopt, modify or reject the legislative proposal, or it may remand the matter to the planning commission for further consideration. If the decision is to adopt at least some form of the proposal, and thereby amend the city's land use regulations, comprehensive plan, official zoning maps or some component of any of these documents, the city commission decision shall be enacted as an ordinance.

2. Notice of Final Decision. Not later than five days following the city commission final decision, the community development director shall mail notice of the decision to DLCD in accordance with ORS 197.615(2).

Finding: This legislative action will follow the procedures found in OCMC 17.50.170 including meetings with the Citizen Involvement Committee, Planning Commission, and City Commission.

17.68.020 - Criteria.

The criteria for comprehensive plan amendment or text or map amendment in the zoning code are set forth as follows:

A. The proposal shall be consistent with the applicable goals and policies of the comprehensive plan;

Finding: This legislative action is consistent with the applicable goals and policies of the comprehensive plan as detailed in the responses below. Therefore, the proposed amendments are consistent with Criterion (A).

Conformity of the proposal with the city's comprehensive plan;

Goal 1: Citizen Involvement

Goal 1.1 – Citizen Involvement Program

Policy 1.1.1 *Utilize neighborhood associations as the vehicle for neighborhood-based input to meet the requirements of the Land Conservation and Development Commission (LCDC) Statewide Planning Goal 1, Citizen Involvement. The Citizen Involvement Committee (CIC) shall serve as the officially recognized citizen committee needed to meet LCDC Statewide Planning Goal 1.*

Finding: Neighborhood Associations were sent an invitation to comment on the draft HNA as well as an excerpt of the vacant and partially vacant unconstrained map for land within their neighborhood association boundaries for comment on September 15th. In addition, the Citizen Involvement Committee will be provided a presentation at their October 4th meeting.

Goal 1.2 *Community and Comprehensive Planning Ensure that citizens, neighborhood groups, and affected property owners are involved in all phases of the comprehensive planning program.*

Finding: The City of Oregon City held public meetings presenting the results of the *Housing Needs Analysis* report on July 28, 2021, with the OC 2040 Project Advisory Team (PAT) , and on September 7, 2021, with the Oregon City Planning Commission and City Commission. Both meetings provided opportunity to learn about the analysis, ask questions, and provide input into the outcomes of the analysis. A project website was established and emailed notice of the draft HNA was sent to the Development Stakeholders Group, neighborhood associations, and Citizen Involvement Committee on September 15th. Notice of the application was provided in the October citywide utility bill.

Policy 1.2.1 *Encourage citizens to participate in appropriate government functions and land-use planning.*

Finding: The City of Oregon City held public meetings presenting the results of the *Housing Needs Analysis* report on July 28, 2021, with the OC 2040 Project Advisory Team (PAT) , and on September 7, 2021, with the Oregon City Planning Commission and City Commission. Both meetings provided opportunity to learn about the analysis, ask questions, and provide input into the outcomes of the analysis. A project website was established and emailed notice of the draft HNA was sent to the Development Stakeholders Group, neighborhood associations, and Citizen Involvement Committee on September 15th. Notice of the application was provided in the October citywide utility bill.

Goal 1.4 – Community Involvement

Provide complete information for individuals, groups, and communities to participate in public policy planning and implementation of policies.

Finding: The City of Oregon City held public meetings presenting the results of the *Housing Needs Analysis* report on July 28, 2021, with the OC 2040 Project Advisory Team (PAT), and on September 7, 2021, with the Oregon City Planning Commission and City Commission. Both meetings provided opportunity to learn about the analysis, ask questions, and provide input into the outcomes of the analysis. The draft *Housing Needs Analysis* was made available on the OC 2040 PAT web page and again in the joint Oregon City Planning Commission and City Commission packet. A project website was established and emailed notice of the draft HNA was sent to the Development Stakeholders Group, neighborhood associations, and Citizen Involvement Committee on September 15th. Notice of the application was provided in the October citywide utility bill.

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

Finding: Opportunities to become involved in the PAT meeting was noticed a week in advance of the meeting and the joint Oregon City Planning Commission and City Commission was also noticed. A project website was established and emailed notice of the draft HNA was sent to the Development Stakeholders Group, neighborhood associations, and Citizen Involvement Committee on September 15th. Notice of the application was provided in the October citywide utility bill.

Comprehensive Plan Section 2 Land Use

Goal 2.1 Efficient Use of Land

Ensure that property planned for residential, commercial, office, and industrial uses is used efficiently and that land is developed following principles of sustainable development.

Finding: The *Housing Needs Analysis* developed an inventory of buildable land where housing is allowed with clear and objective standards. The inventory included all land in residential plan designations, as well as land in the Mixed Use Corridor, Mixed Use Downtown, and General Commercial designations. The inventory identified vacant and partially vacant land, excluding land with development constraints that prohibit development. These development constraints included: land within floodplains and flood ways, land within natural resource protection areas, land with slopes over 25%, and land in geologic hazards.

The *Housing Needs Analysis* forecast the future of Oregon City's housing mix in accordance with the requirements of OAR 660-007-0030 (1), which says that Oregon City must "...provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing..." The *Housing Needs Analysis* assumes that 50% of new housing in Oregon City will be single-family detached, 20% will be single-family attached, 10% will be duplex/triplex/quadplex, and 20% will be multifamily with 5 or more units per structure. In 2015-2019, 73% of Oregon City's housing was single-family detached, 7% was single-family attached, 6% was duplex/triplex/quadplex, and 13% was multifamily with 5 or more units per structure

The *Housing Needs Analysis* analyzed development densities for development occurring over the 2000 to 2020 period. The *Housing Needs Analysis* analyzed assumed new development would occur at the same densities as it had in the past, with an increase of 3% in densities in residential plan designations to account for implementation of House Bill 2001, as allowed by ORS 197.296 (6) (b). The overall average density for development that occurred between 2000 and 2020 was 6.6 dwelling units per acre. Given the existing base of buildable residential land in Oregon City and the assumptions above about housing mix and density, the *Housing Needs Analysis* shows that Oregon City is planning for an overall average of 9.5 dwelling units per net acre.

Through these measures residential land is used efficiently and developed sustainably.

Goal 2.4 Neighborhood Livability

Provide a sense of place and identity for residents and visitors by protecting and maintaining neighborhoods as the basic unit of community life in Oregon City while implementing the goals and policies of the other sections of the Comprehensive Plan.

Finding: The *Housing Needs Analysis* builds from existing master plans, such as the Park Place, Thimble Creek, and South End master plans. These plans determined the facilities, connectivity, land uses, and

commercial centers in Oregon City. The *Housing Needs Analysis* uses densities from historical development and the densities currently allowed within these master plans and the City's Comprehensive Plan and zoning code.

The *Housing Needs Analysis* accounts for environmental constraints, which reduce the amount of buildable land. These constraints include Goal 5 Natural Resources Constraints (such as regulated wetlands, natural resources overlay district, and landslide hazards) and Natural Hazard Constraints (such as floodways, 100-year floodplain, and steep slopes).

This criterion is met through use of historical development policies, current densities allowed within the master plans and the City's Comprehensive Plan and zoning code, and with exclusion of environmental constraints from the inventory of buildable land. The HNA will not result in any change to the development code or automatic zoning changes.

Goal 2.5 Retail and Neighborhood Commercial

Policy 2.5.4 *Encourage the development of successful commercial areas organized as centers surrounded by higher density housing and office uses, rather than as commercial strips adjacent to low-density housing.*

Finding: The *Housing Needs Analysis* assumes that residential development will occur on 70% of vacant unconstrained buildable land in the Mixed Use Plan Designation at a density of 19.8 dwelling unit per net acre, consistent with historical development densities in Mixed Use over the 2000 to 2020 period. The *Housing Needs Analysis* assumes that Mixed Use areas will develop with a mixture of residential and commercial uses, both in vertical mixed use buildings and as a mixed use district.

Goal 2.7 Oregon City Comprehensive Plan Land-Use Map

Maintain the Oregon City Comprehensive Plan Land-Use Map as the official long-range planning guide for land-use development of the city by type, density and location.

Finding: The *Housing Needs Analysis* uses information about housing mix and density based both on historical development patterns for the 2000 to 2020 period and the uses currently allowed in the *Oregon City Comprehensive Plan*. The buildable lands inventory identifies vacant, unconstrained buildable land based on the *Oregon City Comprehensive Plan Land-Use Map*.

Policy 2.7.1 *Maintain a sufficient land supply within the city limits and the Urban Growth Boundary to meet local, regional, and state requirements for accommodating growth.*

Finding: The *Housing Needs Analysis* finds that Oregon City² has sufficient residential capacity vacant, unconstrained buildable land in the following designations: Low Density Residential, Medium Density Residential, and Mixed Use. The *Housing Needs Analysis* finds that Oregon City has a deficit for about 169 dwelling units or 8 acres of land in the High Density Residential designation.

The *Housing Needs Analysis* recommends that Oregon City monitor land available in all plan designation and may look for opportunities for redevelopment on underutilized land to address the minor deficit of

² Oregon City includes land within the city limits and UGB areas adjacent to Oregon City that are expected to annex into Oregon City in the future. The UGB areas include the buildable lands inventory and forecasted household growth in TAZs 726, 733, and 740.

high density residential land. Through the OC 2040 project, the City will identify opportunities to meet the identified land deficit in the High Density Residential designation.

Goal 3: Agricultural Lands

Finding: Goal 3 is not applicable.

Goal 4: Forest Lands

Finding: Goal 4 is not applicable.

Goal 5: Open Spaces, Scenic and Historic Areas, and Natural Resources

Finding: Goal 5 requires the City to inventory, protect and conserve natural, scenic and historic resources within the City. The buildable land inventory conducted as part of the *Housing Needs Analysis* addresses areas that the City has identified as natural resources through its Goal 5 inventory, regional inventories of natural resources, and associated development code requirements intended to protect, conserve or minimize impacts to these resources. The BLI identifies these areas as “constrained” consistent with City development code standards and policies and assumes no for future housing in these areas. Through this analysis process and continued implementation of the City’s policies and standards associated with natural resource protection, City staff find the requirements of Goal 5 have been met.

Goal 6: Quality of Air, Water, and Land Resources

Finding: Goal 6 requires local comprehensive plans and implementing measures to be consistent with state and federal regulations. By complying with applicable air, water and land resource quality policies in the Oregon City Comprehensive Plan, City staff find the requirements of Goal 6 have been properly addressed.

Goal 7: Natural Hazards

Finding: Goal 7 requires that jurisdictions apply appropriate safeguards when planning development in areas that are subject to natural hazards such as flood hazards.

The identified natural hazards in Oregon City are flooding and landslide hazards. Land within the floodway is considered unsuitable for urban development. The alternatives analysis considered lands within the 100-year floodplain, steep slopes, and areas with landslide hazards to be unbuildable and excluded from the inventory of vacant, unconstrained buildable land. The requirements of Goal 7 have been properly addressed.

Goal 8: Parks and Recreation

Finding: Goal 8 is not applicable.

Goal 9: Economic Development

Finding: Goal 9 is not applicable.

Goal 10: Housing

Policy 10.1.1 Maintain the existing residential housing stock in established older neighborhoods by maintaining existing Comprehensive Plan and zoning designations where appropriate.

Finding: The *Housing Needs Analysis* assumes that vacant, unconstrained buildable land in existing residential Comprehensive Plan Designations will develop at densities consistent with historical development in each designation and the densities currently allowed within these master plans and the City's Comprehensive Plan and zoning code. The *Housing Needs Analysis* does not pose changes to the existing Comprehensive Plan or zoning maps. This criterion is met.

Policy 10.1.3 *Designate residential land for a balanced variety of densities and types of housing, such as single-family attached and detached, and a range of multi-family densities and types, including mixed-use development.*

Finding: The Oregon City *Comprehensive Plan Land-Use Map* has designated land for a balanced variety of densities and housing types. No changes to the map are proposed. This criterion is met.

Policy 10.1.4 *Aim to reduce the isolation of income groups within communities by encouraging diversity in housing types within neighborhoods consistent with the Clackamas County Consolidated Plan, while ensuring that needed affordable housing is provided.*

Finding: The *Housing Needs Analysis* forecasts increases in housing diversity of housing types in Oregon City as follows: 50% of new housing will be single-family detached (compared with 73% of existing housing stock); 20% of new housing will be single-family attached (compared with 7% of existing housing stock); 10% of new housing will be duplex/triplex/quadplex (compared with 6% of existing housing stock); and 20% of new housing will be multifamily with five or more units per structure (compared with 13% of existing housing stock).

The *Housing Needs Analysis* finds that Oregon City has unmet need for affordable housing. About 34% of households in Oregon City are cost burdened (i.e., spending 30% or more of their income on housing costs), with 50% of renter households cost burdened. As the City grows through 2041, the need for affordable housing will grow with population, with about 26% of new households needing housing affordable to households earning less than 50% of Clackamas County's Median Family Income (\$46,000) and 21% of new households needing housing affordable to households earning between 50% and 80% of Clackamas County's Median Family Income (\$46,000 to \$74,000).

The lack of affordability will continue to be a problem, possibly growing in the future if incomes continue to grow at a slower rate than housing costs. The *Housing Needs Analysis* recommends that Oregon City should provide opportunities for affordable housing development for both rental and ownership over the 20-year period, and the City should look for opportunities for affordable housing development for all housing types.

Through the OC 2040 project, Oregon City will develop policies to respond to the unmet need for affordable housing to respond to the needs identified in the *Housing Needs Analysis*. This criterion is met.

Goal 10.2 *Supply of Affordable Housing Provide and maintain an adequate supply of affordable housing.*

Finding: The *Housing Needs Analysis* identifies need for additional affordable housing and recommends the City should develop policies to support production of affordable housing. Through the OC 2040 project, Oregon City will develop policies to respond to the unmet need for affordable housing to respond to the needs identified in the *Housing Needs Analysis*.

Policy 10.2.1 Retain affordable housing potential by evaluating and restricting the loss of land reserved or committed to residential use. When considering amendments to the Comprehensive Plan Land-Use Map, ensure that potential loss of affordable housing is replaced.

Finding: The *Housing Needs Analysis* does not propose actions that will result in loss of land for residential uses or changes to the *Comprehensive Plan Land-Use Map*. This criterion is not applicable.

Goal 11: Public Facilities

Finding: Goal 11 is not applicable as no changes are proposed to the *Comprehensive Plan Land-Use Map* or zoning map and future development densities are consistent with historical or currently allowed development densities.

Goal 12: Transportation

Finding: Goal 12 is not applicable as no changes are proposed to the *Comprehensive Plan Land-Use Map* or zoning map and future development densities are consistent with historical or currently allowed development densities.

Goal 13 – Energy

Finding: Goal 13 is not applicable.

Section 14 Urbanization

Finding: Goal 14 is not applicable as no change is proposed to the Metro Urban Growth Boundary.

Goal 14.1 Urban Growth Boundary Establish, and amend when appropriate, the Urban Growth Boundary in the unincorporated area around the city that contains sufficient land to accommodate growth during the planning period for a full range of city land uses, including residential, commercial, industrial, and institutional.

Policy 14.1.1 The Urban Growth Boundary shall conform to Title 11 of the Code of the Metropolitan Service District and will provide sufficient land to accommodate 20-year urban land needs, resulting in efficient urban growth and a distinction between urban uses and surrounding rural lands, and promoting appropriate infill and redevelopment in the city

Section 15 Willamette River Greenway

Finding: Goal 15 is not applicable as no changes are proposed to the *Comprehensive Plan Land-Use Map* or zoning map and future development densities are consistent with historical or currently allowed development densities.

Statewide Planning Goals

Goal 1 Citizen Involvement

Finding: Goal 1 calls for the opportunity for citizens to be involved in all phases of the planning process. The public was provided the opportunity to be involved in the decision-making process regarding the *Housing Needs Analysis* through public meetings (in-person and by video conference), including: (1) the OC 2040 Project Advisory Team (PAT) on July 28, 2021 and (2) a joint work session with the Oregon City Planning Commission and City Commission September 7, 2021. Notice of the project was sent to the neighborhood associations, Citizen Involvement Committee, and the Development Stakeholders Group. The Citizen Involvement Committee will hear a presentation on October 4th.

A project website was established and emailed notice of the draft HNA was sent to the Development Stakeholders Group, neighborhood associations, and Citizen Involvement Committee on September 15th. Notice of the application was provided in the October citywide utility bill.

Goal 2 Land Use Planning

Finding: Goal 2 outlines the basic procedures of Oregon’s statewide planning program, stating that land use decisions must be made in accordance with comprehensive plans and that effective implementation ordinances must be adopted.

In the process of developing the housing needs analysis, the City inventoried existing residential land uses, projected suitable land needs by land use classifications, and compared these needs with buildable land within Oregon City. The *Housing Needs Analysis* finds that Oregon City has sufficient residential capacity vacant, unconstrained buildable land in the following designations: Low Density Residential, Medium Density Residential, and Mixed Use. The *Housing Needs Analysis* finds that Oregon City has a deficit for about 169 dwelling units or 8 acres of land in the High Density Residential designation. The requirements of Goal 2 are met.

Goal 3: Agricultural Lands

Finding: Goal 3 is not applicable.

Goal 4: Forest Lands

Finding: Goal 4 is not applicable.

Goal 5: Open Spaces, Scenic and Historic Areas, and Natural Resources

Finding: Goal 5 requires the City to inventory, protect and conserve natural, scenic and historic resources within the City. The buildable land inventory conducted as part of the *Housing Needs Analysis* addresses areas that the City has identified as natural resources through its Goal 5 inventory, regional inventories of natural resources, and associated development code requirements intended to protect, conserve or minimize impacts to these resources. The BLI identifies these areas as “constrained” consistent with City development code standards and policies and assumes no for future housing in these areas. Through this analysis process and continued implementation of the City’s policies and standards associated with natural resource protection, the requirements of Goal 5 have been met.

Goal 6: Quality of Air, Water, and Land Resources

Finding: Goal 6 requires local comprehensive plans and implementing measures to be consistent with state and federal regulations. By complying with applicable air, water and land resource quality policies in the Oregon City Comprehensive Plan, the requirements of Goal 6 have been properly addressed.

Goal 7: Natural Hazards

Finding: Goal 7 requires that jurisdictions apply appropriate safeguards when planning development in areas that are subject to natural hazards such as flood hazards.

The identified natural hazards in Oregon City are flooding and landslide hazards. Land within the floodway is considered unsuitable for urban development. The alternatives analysis considered lands within the 100-year floodplain, steep slopes, and areas with landslide hazards to be unbuildable and excluded from the inventory of vacant, unconstrained buildable land. The requirements of Goal 7 have been properly addressed.

Goal 8 Recreational Needs

Finding: Goal 8 is not applicable.

Goal 9 Economic Development

Finding: Goal 9 is not applicable.

Goal 10 Housing

Finding: Goal 10 requires the City to maintain and plan for an adequate supply of land to accommodate 20 years of future growth, providing flexibility in housing location, type, and density to ensure the availability and prices of housing units are commensurate with the needs and financial capabilities of Oregon households. Comprehensive plans are required to include an analysis of local housing needs by type and affordability, an assessment of housing development potential, and an inventory of residential land; contain policies for residential development and supportive services based on that analysis that increase the likelihood that needed housing types will be developed; and provide for an adequate supply of a variety of housing types consistent with identified policies and meeting minimum density and housing mix requirements (established by OAR 660, Division 007).

The *Housing Needs Analysis*, which is proposed to be adopted as an ancillary document to the Comprehensive Plan, provides information about the factors that could affect housing development, including demographics, affordability trends, workforce housing availability, market health, and regulatory structure. The *Housing Needs Analysis* includes the City's buildable lands inventory for residential within Oregon City and UGB areas outside of the city limits but within the UGB.³

The *Housing Needs Analysis* finds that Oregon City has sufficient residential capacity vacant, unconstrained buildable land in the following designations: Low Density Residential, Medium Density Residential, and Mixed Use. The *Housing Needs Analysis* finds that Oregon City has a deficit for about 169 dwelling units or 8 acres of land in the High Density Residential designation.

The *Housing Needs Analysis* is intended to identify unmet housing needs. Future policy work, in the OC 2040 project, will identify remedies to the unmet housing needs. The *Housing Needs Analysis* recommends that Oregon City monitor land available in all plan designation and may look for opportunities for redevelopment on underutilized land to address the minor deficit of high density residential land. Through the OC 2040 project, Oregon City will develop policies to respond to the unmet need for affordable housing to respond to the needs identified in the *Housing Needs Analysis* and the identified land deficit in the High Density Residential designation.

The proposed HNA will repeal and replace the 2002 housing analysis which was adopted in 2004 as an ancillary document to the Comprehensive Plan. This criterion is met.

Consistency with the Metropolitan Planning Rule

Cities within the Portland Metropolitan region must comply with two requirements related to the capacity of buildable land. Both requirements are found in Oregon Administrative Rule (OAR) 660-007. The two rules state that:

³ The UGB areas include the forecasted household growth in TAZs 726, 733, and 740.

- *Jurisdictions other than small developed cities must either designate sufficient buildable land to provide the opportunity for at least 50 percent of new residential units to be attached single family housing or multiple family housing or justify an alternative percentage based on changing circumstances. (OAR 660-007-0030 (1))*
- *Clackamas and Washington Counties, and the cities of Forest Grove, Gladstone, Milwaukie, Oregon City, Troutdale, Tualatin, West Linn and Wilsonville must provide for an overall density of eight or more dwelling units per net buildable acre. (OAR 660-007-0035 (2))*

Oregon City is in compliance with both these requirements.

- The *Housing Needs Analysis* forecasts increases in housing diversity of housing types in Oregon City as follows: 50% of new housing will be single-family detached (compared with 73% of existing housing stock); 20% of new housing will be single-family attached (compared with 7% of existing housing stock); 10% of new housing will be duplex/triplex/quadplex (compared with 6% of existing housing stock); and 20% of new housing will be multifamily with five or more units per structure (compared with 13% of existing housing stock).
- The *Housing Needs Analysis* shows that Oregon City is planning for an overall average of 9.5 dwelling units per net acre, as a result of the existing base of buildable residential land in Oregon City and the assumptions above about housing mix and density.

This criterion is met.

Goal 11 Public Facilities and Services

Finding: Goal 11 is not applicable as no changes are proposed to the *Comprehensive Plan Land-Use Map* or zoning map and future development densities are consistent with historical or currently allowed development densities.

Goal 12 Transportation

Finding: Goal 12 is not applicable as no changes are proposed to the *Comprehensive Plan Land-Use Map* or zoning map and future development densities are consistent with historical or currently allowed development densities.

Goal 13 Energy Conservation

Finding: Goal 13 is not applicable.

Goal 14 Urbanization

Finding: Goal 14 is not applicable as no change is proposed to the Metro Urban Growth Boundary, which Oregon City is within.

Goal 15 Willamette River Greenway

Finding: Goal 15 is not applicable as no changes are proposed to the *Comprehensive Plan Land-Use Map* or zoning map and future development densities are consistent with historical or currently allowed development densities.

Goal 16 Estuarine Resources

Finding: Goal 16 is not applicable.

Goal 17 Coastal Shorelands

Finding: Goal 17 is not applicable.

Goal 18 Beaches and Dunes

Finding: Goal 18 is not applicable.

Goal 19 Ocean Resources

Finding: Goal 19 is not applicable.

Chapter 17.50 Administration and Procedures**17.50.050 – Pre-application conference.**

- A. *Pre-application Conference. Prior to a Type II – IV or Legislative application, excluding Historic Review, being deemed complete, the applicant shall schedule and attend a pre-application conference with City staff to discuss the proposal, unless waived by the Community Development Director. The purpose of the pre-application conference is to provide an opportunity for staff to provide the applicant with information on the likely impacts, limitations, requirements, approval standards, fees and other information that may affect the proposal.*
- 1. To schedule a pre-application conference, the applicant shall contact the Planning Division, submit the required materials, and pay the appropriate conference fee.*
 - 2. At a minimum, an applicant should submit a short narrative describing the proposal and a proposed site plan, drawn to a scale acceptable to the City, which identifies the proposed land uses, traffic circulation, and public rights-of-way and all other required plans.*
 - 3. The Planning Division shall provide the applicant(s) with the identity and contact persons for all affected neighborhood associations as well as a written summary of the pre-application conference.*
- B. *A pre-application conference shall be valid for a period of six months from the date it is held. If no application is filed within six months of the conference or meeting, the applicant shall schedule and attend another conference before the City will accept a permit application. The Community Development Director may waive the pre-application requirement if, in the Director's opinion, the development has not changed significantly and the applicable municipal code or standards have not been significantly amended. In no case shall a pre-application conference be valid for more than one year.*
- C. *Notwithstanding any representations by City staff at a pre-application conference, staff is not authorized to waive any requirements of this code, and any omission or failure by staff to recite to an applicant all relevant applicable land use requirements shall not constitute a waiver by the City of any standard or requirement.*

Finding: The proposed Legislative application held a pre-application conference (PA 21-36) on September 1st including discussion of the review process and applicable criteria.

17.50.055 - Neighborhood association meeting.

Neighborhood Association Meeting. The purpose of the meeting with the recognized neighborhood association is to inform the affected neighborhood association about the proposed development and to receive the preliminary responses and suggestions from the neighborhood association and the member residents.

- A. *Applicants applying for annexations, zone change, comprehensive plan amendments, conditional use, Planning Commission variances, subdivision, or site plan and design review (excluding minor site plan and design review), general development master plans or detailed development plans applications shall schedule and attend a meeting with the City-recognized neighborhood association in whose territory the application is proposed no earlier than one year prior to the date of application. Although not required for other projects than those identified above, a meeting with the neighborhood association is highly recommended.*
- B. *The applicant shall request via email or regular mail a request to meet with the neighborhood association chair where the proposed development is located. The notice shall describe the proposed project. A copy of this notice shall also be provided to the chair of the Citizen Involvement Committee.*
- C. *A meeting shall be scheduled within thirty days of the date that the notice is sent. A meeting may be scheduled later than thirty days if by mutual agreement of the applicant and the neighborhood association. If the neighborhood association does not want to, or cannot meet within thirty days, the applicant shall host a meeting inviting the neighborhood association, Citizen Involvement Committee, and all property owners within three hundred feet to attend. This meeting shall not begin before six p.m. on a weekday or may be held on a weekend and shall occur within the neighborhood association boundaries or at a City facility.*
- D. *If the neighborhood association is not currently recognized by the City, is inactive, or does not exist, the applicant shall request a meeting with the Citizen Involvement Committee.*
- E. *To show compliance with this section, the applicant shall submit a copy of the email or mail notice to the neighborhood association and CIC chair, a sign-in sheet of meeting attendees, and a summary of issues discussed at the meeting. If the applicant held a separately noticed meeting, the applicant shall submit a copy of the meeting flyer, postcard or other correspondence used, and a summary of issues discussed at the meeting and submittal of these materials shall be required for a complete application.*

Finding: The criterion is not applicable to the Legislative application proposed, however, the Citizen Involvement Committee will hear a presentation of the Housing Needs Analysis on October 4th.

Metro Requirements

The Metro UGMFP provides tools to meet regional goals and objectives adopted by Metro Council, including the 2040 Growth Concept and the Regional Framework Plan. Under the Metro Charter, the City of Oregon City's Comprehensive Plan and implementing ordinances are required to comply and be consistent with the UGMFP. The UGMFP consists of 11 code titles with policies and compliance procedures for the following topics:

- Title 1: Housing Capacity
- Title 3: Water Quality and Flood Management (not applicable)
- Title 4: Industrial and Other Employment Areas (not applicable)
- Title 6: Centers, Corridors, Station Communities and Main Streets (not applicable)
- Title 7: Housing Choice
- Title 8: Compliance Procedures
- Title 10: Definitions (not applicable)
- Title 11: Planning for New Urban Areas (not applicable)

- Title 12: Protection of Residential Neighborhoods (not applicable)
- Title 13: Nature in Neighborhoods (not applicable)
- Title 14: Urban Growth Boundary (not applicable)

Metro requires “substantial compliance” with requirements in the UGMFP. Per the definition in Title 10, “substantial compliance” means that the City’s Comprehensive Plan conforms with the purposes of the performance standards in the functional plan “on the whole.” Any failure to meet individual performance standard requirements is considered technical or minor in nature.

The findings below address applicable Titles of the UGMFP. Based on the findings described below, the proposed Comprehensive Plan Amendment substantially complies with all applicable titles of the UGMFP.

Title 1: Housing Capacity

Finding: Title 1 of the UGMFP is intended to promote efficient land use within the Metro urban growth boundary (UGB) by increasing the capacity to accommodate housing. Title 1 requires the City to adopt minimum residential development density standards by March 2011. If the City did not adopt a minimum density by March 2011, the City must adopt a minimum density that is at least 80 percent of the maximum density. Title 1 also provides measures to decrease development capacity in selected areas by transferring the capacity to other areas of the community. This may be approved as long as the community’s overall capacity is not reduced.

Oregon City has established minimum densities in its Zoning Code (Title 17: Zoning of the Oregon City Municipal Code) for each residential base zone. These minimum and maximum densities comply with Title 1 for all zones where residential dwelling units are authorized.

The *Housing Needs Analysis* replaces the existing factual basis in the Oregon City Comprehensive Plan and does not reduce densities or make any changes to land use designations or zoning. The *Housing Needs Analysis* assumes increases in housing diversity, with an increase in the share of new housing that will be attached or multifamily housing types. The *Housing Needs Analysis* assumes no decrease in densities and an overall increase in average density resulting from the increase in future share of attached and multifamily housing types. Further, Metro’s 2019 Compliance Report (the most recent report available) concludes that Oregon City is in compliance for the City’s Title 1 responsibilities.

Based on the findings above, the *Housing Needs Analysis* is consistent with Title 1.

Title 7: Housing Choice

Finding: Title 7 of Metro’s Urban Growth Management Functional Plan is designed to ensure the production of affordable housing in the Metro UGB. Each city and county within the Metro region is encouraged to voluntarily adopt an affordable housing production goal. Each jurisdiction within the Metro region is required to ensure that their comprehensive plans and implementing ordinances include strategies to:

- Ensure the production of a diverse range of housing types;
- Maintain the existing supply of affordable housing, increase opportunities for new affordable housing dispersed throughout their boundaries; and

- Increase opportunities for households of all income levels to live in affordable housing (3.07.730).

The *Housing Needs Analysis* assumes that diversity of housing types will increase in Oregon City. The *Housing Needs Analysis* shows that Oregon City has sufficient residential capacity vacant, unconstrained buildable land in the following designations: Low Density Residential, Medium Density Residential, and Mixed Use. The *Housing Needs Analysis* finds that Oregon City has a deficit for about 169 dwelling units or 8 acres of land in the High Density Residential designation. The *Housing Needs Analysis* recommends that Oregon City monitor land available in all plan designation and may look for opportunities for redevelopment on underutilized land to address the minor deficit of high density residential land.

The *Housing Needs Analysis* finds that Oregon City has unmet need for affordable housing. About 34% of households in Oregon City are cost burdened (i.e., spending 30% or more of their income on housing costs), with 50% of renter households cost burdened. As the City grows through 2041, the need for affordable housing will grow with population, with about 26% of new households needing housing affordable to households earning less than 50% of Clackamas County's Median Family Income (\$46,000) and 21% of new households needing housing affordable to households earning between 50% and 80% of Clackamas County's Median Family Income (\$46,000 to \$74,000).

The *Housing Needs Analysis* is intended to identify unmet housing needs. Future policy work, in the OC 2040 project, will identify remedies to the unmet housing needs. The *Housing Needs Analysis* recommends that Oregon City should provide opportunities for affordable housing development for both rental and ownership over the 20-year period, and the City should look for opportunities for affordable housing development for all housing types. Through the OC 2040 project, Oregon City will develop policies to respond to the unmet need for affordable housing. In addition, Metro's 2019 *Compliance Report* concludes that Oregon City is in compliance for the City's Title 7 responsibilities.

Based on the findings above, the *Housing Needs Analysis* is consistent with Title 7.

Title 8: Compliance Procedures

Finding: Title 8 establishes a process for ensuring compliance with requirements of the UGMFP. An amendment to the City comprehensive plan or land use regulations is deemed to comply with the UGMFP only if the City provided notice to Metro as required by section 3.07.820(a). The City of Oregon City will provide Metro with a copy of the draft *Housing Needs Analysis* via Oregon Department of Land Conservation and Development's Plan Amendments (PAPA) website at least 35 days prior to the first evidentiary hearing.

Based on the findings above, the Comprehensive Plan Amendment is consistent with Title 8.

Date/Name	Issue/Comment/Concern	Has this been addressed? How?
10/24/2021 Housing Land Advocates (HLA) and the Fair Housing Council of Oregon (FHCO)	Support for the proposal and thorough report containing detailed Goal 10 findings.	N/A
9/16/21 Amy Wilhite	Concern about properties ability to develop on the north side of Caulfield Road with a powerline easement as well as a question about how the study will be adjusted as the process progresses.	The powerlines were not included in the model assumptions of constraints, but the process included staff review of the model output and now the community as well to make sure the output looks right. A map showing the high voltage lines as a reference in the area did not include unreasonable assumptions of additional development in the powerlines except for the one lot which may have a challenge partitioning an additional lot. The powerlines also affected the land in the South End Concept Plan but the density assumptions resulting from the study were reasonable and similar to those anticipated in the South End Concept Plan. The purpose of the buildable lands inventory is to provide an estimate of potential capacity for accommodating new housing under current zoning and within the context of development trends over the last 10+ years. This is not an estimate of maximum capacity but capacity for development of new housing given the types of development that Oregon City has seen in the recent past and within current city policies. While the buildable lands inventory was completed on a lot-by-lot basis, the amount and type of development the City is likely to see is meant to be a city-wide estimate. The map will be reassessed after we receive more public input to determine if the Buildable Lands Inventory (BLI) needs to be recalculated. At this time staff does not recommend recalculating the BLI.
10/5/21 Mike Roberts	Identification that the proposal does not conflict with Building Department interests.	N/A



October 24, 2021

Oregon City Planning Commission
625 Center Street
Oregon City, OR 97045

RE: GLUA 21-00057 and LEG 21-00004

Amend the Oregon City Comprehensive Plan by repealing a 2002 housing study and adopting a 2021 Housing Needs Analysis as an ancillary document.

Dear Commissioners:

This letter is submitted jointly by Housing Land Advocates (HLA) and the Fair Housing Council of Oregon (FHCO). Both HLA and FHCO are non-profit organizations that advocate for land use policies and practices that ensure an adequate and appropriate supply of affordable housing for all Oregonians.

Both HLA and FHCO support GLUA 21-00057 and LEG 21-00004, and commend the staff for their thorough report containing detailed Goal 10 findings. This staff report will be used as a positive example to assist other cities and jurisdictions. Good luck with the continuation of this project!

Thank you for your consideration of our comments.

Sincerely,

A handwritten signature in black ink that reads "Allan Lazo". The signature is fluid and cursive.

Allan Lazo
Executive Director
Fair Housing Council of Oregon

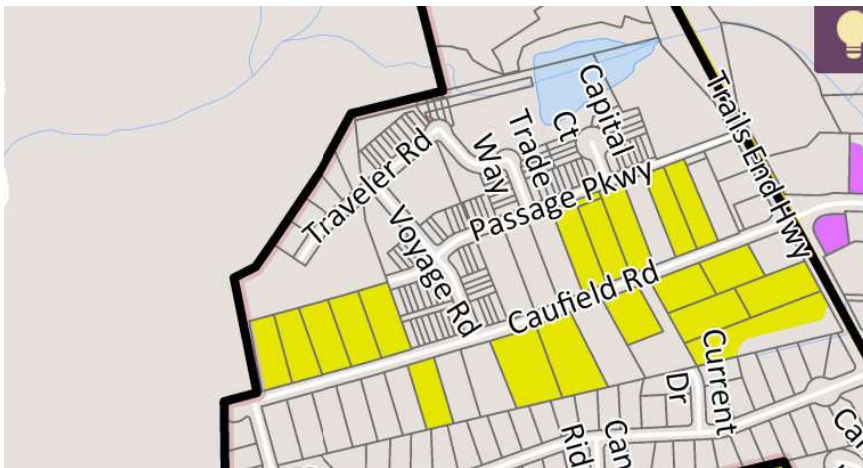
Cc: Gordon Howard, DLCD

Laura Terway

From: Laura Terway
Sent: Friday, September 24, 2021 4:01 PM
To: Amy
Subject: RE: Draft Oregon City Housing Needs Analysis
Attachments: Standard%20-%208.5x11%20Landscape[2].pdf

Amy,

Thanks for your question about the powerlines, it was a good one! The powerlines were not included in the model assumptions of constraints, but the process included staff reviewing the model output and now the community as well to make sure the output looks right. I have included a map showing the high voltage lines as a reference. For your neighborhood association, there were no unreasonable assumptions of additional development in the powerlines except for the lot at the very end of Caufield Road (furthest from the HWY 213) which I will communicate to the consultant with. In addition we will look at a few of the lots at the end of South End Road a little closer too. Thanks again!



From: Amy <awillhit@yahoo.com>
Sent: Friday, September 17, 2021 11:55 AM
To: Laura Terway <lterway@orccity.org>
Subject: Re: Draft Oregon City Housing Needs Analysis

Sounds great! Thanks for all you do.

Amy

On Friday, September 17, 2021, 9:43 AM, Laura Terway <lterway@orccity.org> wrote:

Amy,

Thanks for taking a look at the map! I have already starting looking into the matter and will get back to you next week.

The map will be revised after we receive more public input. The intention is to make all the map changes at once and recalculate the results at that time. We will generally know if the comments are significant enough to alter the results in advance. Thanks again and have a great weekend!

Laura Terway, AICP

Community Development Director

City of Oregon City

503.496.1553

From: Amy <awillhit@yahoo.com>
Sent: Thursday, September 16, 2021 1:30 PM
To: Laura Terway <lterway@orcity.org>
Subject: Re: Draft Oregon City Housing Needs Analysis

Hi Laura,

One thing I noticed from the map is that the big power lines run through many of the properties on the North side of Caufield Rd, so I don't believe they could be divided in to buildable lots. I dont remember if that was addressed at the Sept 7 meeting when I watched it. Are there other lots highlighted here that might not be buildable? If so, will those be looked at and the map adjusted as we move forward?

Thanks and Happy Thursday,

Amy

On Thursday, September 16, 2021, 11:47 AM, Laura Terway <lterway@orcity.org> wrote:

Good Afternoon Gaffney Lane Neighborhood Association,

Do we have enough opportunities to accommodate our future housing needs?

The City is working on a Housing Needs Analysis (HNA) which includes maps, housing data, and forecasts on demographic and socioeconomic trends to understand how much housing will be need in the future. This technical analysis will help us understand whether Oregon City has enough land to accommodate growth over the next 20 years and if any housing policy changes are needed.

A draft study found that Oregon City should plan for growth of 7,435 new dwelling units over the next 20 years. Much of the growth in housing will be driven by growth in households. The City will meet Metro's requirements for net density and housing mix, but has a slight shortage of land for high-density housing and an unmet need for affordable housing.

The HNA includes a map identifying land with minimal constraints, such as vacant or a portion of the land is vacant and could be residential use, if the property owner chooses to do so. The map is a tool to visualize and identify an approximation of future housing opportunities. The draft map for the land within your neighborhood association may be found [here](#).

You are invited to:

- Watch a presentation on the draft Housing Needs Analysis at the September 7, 2021 City Commission/Planning Commission Work Session [here](#) (starts about 14 minutes into video).
- Join or watch the presentation to the Citizen Involvement Committee 7 p.m., October 4, 2021. Details about the meeting will be posted a week in advance [here](#).
- Send your comments to me at terway@orc.org or chat more about the project by calling 503.496.1553.

The Planning Commission and City Commission will review the proposed Housing Needs Analysis prior to adoption. Please do not hesitate to reach out with any questions or concerns. Find more information on the project page [here](#).



What's your Vision for Oregon City?

Laura Terway, AICP

Community Development Director - Planning & Building Departments

She/Her/Hers

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Think **GREEN** before you print.

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COVID-19 (Coronavirus) Information

**LAND USE APPLICATION TRANSMITTAL – RESPONSE FORM**Date: 10/5/21Land Use Application File Number: GLUA-21-00057 & LEG-21-00004NAME: Michael G. RobertsAGENCY: City of Oregon CityEMAIL ADDRESS: mroberts@orcite.org

The land use application material is referred to you for your information, study and official comments. Your recommendations and suggestions will be used to guide the Planning staff when reviewing this proposal. If you wish to have your comments considered and incorporated into the staff report, please return a copy of this form to facilitate the processing of this application and to ensure prompt consideration of your recommendations.

Please check the appropriate spaces below.

The proposal does not conflict with our interests.



The proposal conflicts with our interests for the reasons attached. (Please attach additional information)



The proposal would not conflict our interests if the changes noted below or attached are addressed.

Please add any specific comments below or attach a separate document with more information.

CONTACT THE PLANNING DIVISION IF YOU HAVE ANY QUESTIONS ABOUT THIS APPLICATION

Housing Resource Document for the City of Oregon City Comprehensive Plan

Prepared For:

City of Oregon City
PO Box 3040
320 Warner Milne Road
Oregon City, OR 97045

Prepared By:

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October, 2002

Table of Contents

1	INTRODUCTION.....	1
2	EXISTING CONDITIONS	1
2.1	DEMOGRAPHICS	1
2.1.1	<i>Population Trends</i>	1
2.1.2	<i>Age</i>	2
2.1.3	<i>Race</i>	3
2.1.4	<i>Group Quarters</i>	4
2.1.5	<i>Poverty</i>	4
2.2	HOUSEHOLDS	5
2.2.1	<i>Household Size</i>	6
2.2.2	<i>Income</i>	6
2.3	HOUSING STOCK	7
2.3.1	<i>Housing Units (Census)</i>	8
2.3.2	<i>Housing Units (Housing survey)</i>	8
2.3.3	<i>Current Housing Mix and Density</i>	12
2.3.4	<i>Condition</i>	13
2.3.5	<i>Housing Availability</i>	14
2.3.6	<i>Cost</i>	14
2.3.7	<i>Owning Versus Renting</i>	17
3	FUTURE HOUSING NEED	18
3.1	PROJECTED LAND CAPACITY	18
3.1.1	<i>Existing Residential Land Supply</i>	18
3.2	METRO AND CLACKAMAS COUNTY CAPACITY ESTIMATES/LAND NEED THROUGH 2017	23
3.3	HOUSING MIX BASED ON DEMOGRAPHICS.....	25
3.4	LAND NEEDS/SURPLUS BY HOUSING TYPE	27

List of Tables

Table 1. Population Change of Oregon City and other Willamette Valley Jurisdictions	2
Table 2. Age.....	3
Table 3. Race as a Percentage of Population.....	3
Table 4. Number and Percentage of People in Group Quarters	4
Table 5. Poverty in Oregon City (2000)	5
Table 6. Household Type in Oregon City	5
Table 7. Average Household Size	6
Table 8. Household Income in Metropolitan Portland and Oregon City (2000).....	7
Table 9. Median Household Income (2000)	7
Table 10. Number of Units by Structure Type by Percentage of Total Housing Units	8
Table 11. Number of Existing Units by Type and Zone	10
Table 12. Number of Existing Units by Type and Neighborhood	11
Table 13. Mobile and Manufactured Home Parks.....	12
Table 14. Percentage of Housing Units by Structure Type within the City Limits (1996-2001)	12
Table 15. Development Density Compared to Maximum Allowable Density (1996-2001)	13
Table 16. Housing Condition in Oregon City.....	13
Table 17. Current Occupancy and Vacancy Rates in Oregon City	14
Table 18. Average Rent by Number of Bedrooms for Portland and Oregon City	14
Table 19. Median Home Price for Portland and Oregon City (Jan 2002-July 2002)	15
Table 20. Housing Affordability based on Household Income	16
Table 21. Monthly Affordable Housing Costs for Oregon City Residents	17
Table 22. Affordable Housing by Median Household Income.....	18
Table 23. Vacant Residential Land by Zoning in Oregon City.....	21
Table 24. Partially Vacant Residential Land by Zoning in Oregon City.....	22
Table 25. Potentially Redevelopable Residential Land by Zoning in Oregon City	23
Table 26. Capacity Analysis based on Metro and Clackamas County Capacity Estimates.....	24
Table 27: Actual and Projected Housing Mix	27
Table 28. Housing Need/Surplus with Rezoned Areas.....	28
Table 29. Potential Changes in Zoning to Meet Density Target.....	29

List of Figures

On or Follows Page

Figure 1. Oregon City Neighborhood Boundaries	11
Figure 2. Vacant and Partially Vacant Parcels.....	20
Figure 3. Improvement to Land Value Ratio for Residential Property.....	23
Figure 4. Percentage of New Housing Units Needed by housing Type for Oregon City.....	26
Figure 5. Changes to the Comprehensive Plan Map and Zoning Designations.....	28

1 Introduction

Adequate, affordable housing is one of the most important elements of any community. Housing provides our daily shelter as well as supplying a personal identity to a neighborhood and the community at large. An adequate supply of affordable housing and a variety of housing options to meet the needs of Oregon City residents are important components of a thriving community. Ensuring that all residents are able to secure housing and offering housing choices that attract new residents are ways to build a community's future.

We are largely a nation of homeowners. According to the 2000 Census, nationwide, approximately 66 percent of all households own their homes. In the Portland Metropolitan Area,¹ about 62 percent of all households are owner-occupied; Oregon City is very similar at 60 percent. For the homeowner and the renter, housing costs are a significant economic investment. Housing also plays a vital role in the national economy by generating jobs. For local government, housing is a primary source of income (property taxes) and the major recipient of expenditures to provide public facilities and services (water, sewer, transportation, police and fire).

Oregon City is unique in the region for its role in Oregon history and for the age and diversity of its housing stock. In Oregon City, housing has always been at the center of the community. Many older homes and buildings have historical significance. Therefore, housing planning in the city is aimed at both development of new housing units and preservation or careful redevelopment of older historic housing units. This requires a keen understanding of the current housing stock. Because Oregon City, like many other communities in the Willamette Valley, has grown quickly in the last decade, more units are needed to accommodate new residents, or residents wishing to move into another type of housing.

The Housing Element covers:

- Demographics that gives an overview of Oregon City residents compared to the region;
- Housing Stock that describes the current number of housing units
- Projected Land Capacity that describes the amount of vacant, partially vacant and potentially redevelopable residential land and its projected housing capacity; and
- Land Needs/Surplus that describes the needed housing mix and land needs be housing type.

2 Existing Conditions

2.1 Demographics

2.1.1 Population Trends

Oregon City has experienced population booms and busts over its long history. In the last twenty years Oregon City, like many communities in the Willamette Valley, has seen more accelerated

¹ The Portland Metropolitan Area includes the Multnomah, Clackamas, and Washington Counties, unless otherwise noted. The U.S. Census Bureau considers the three-county area a Primary Statistical Area.

growth, growing faster in the 1990's than in the 1980's. Table 1 illustrates the rate of growth for several communities in the Willamette Valley. Oregon City grew very little in the 1980's, when recession and lack of employment opportunities drew few new residents. In the 1990's, Oregon City began to grow at a much faster rate than it had in the 1980's, and along with other cities in the Willamette Valley, far surpassed the growth rates seen in the 1980's. In the 1990's, Oregon City was one of the fastest growing cities in the Willamette Valley, increasing its size by nearly 82 percent between 1990 and 2000. Clackamas County and the state also grew at much faster rates in the 1990's, increasing in population by approximately 24 percent and 22 percent, respectively.

Table 1. Population Change of Oregon City and other Willamette Valley Jurisdictions

Jurisdiction	1980	1990	% change (1980-1990)	AAGR (1980-1990)	2000	2001	% change (1990-2001)	AAGR (1990-2001)
Oregon	2,633,156	2,842,321	7.9%	0.8%	3,421,399	3,471,000	22.1%	1.8%
Clackamas Co.	241,919	278,850	15.3%	1.4%	338,391	345,150	23.8%	2.0%
Oregon City	14,673	14,698	0.2%	0.0%	25,754	26,680	81.5%	5.6%
Albany	26,511	29,540	11.4%	1.1%	40,852	41,650	41.0%	3.2%
Dallas	8,530	9,422	10.5%	1.0%	12,459	12,650	34.3%	2.7%
Forest Grove	11,499	13,559	17.9%	1.7%	17,708	18,380	35.6%	2.8%
Gladstone	9,500	10,152	6.9%	0.7%	11,450	11,438	12.7%	1.1%
Gresham	33,005	68,249	106.8%	7.5%	90,205	91,420	34.0%	2.7%
Lebanon	10,413	10,950	5.2%	0.5%	12,950	13,190	20.5%	1.7%
McMinnville	14,080	17,894	27.1%	2.4%	26,499	27,500	53.7%	4.0%
Milwaukie	17,931	18,670	4.1%	0.4%	20,550	20,490	9.7%	0.8%
Newberg	10,394	13,086	25.9%	2.3%	18,064	18,280	39.7%	3.1%
Salem	89,233	107,793	20.8%	1.9%	136,924	139,320	29.2%	2.4%
Tualatin	7,483	14,664	96.0%	7.0%	22,791	23,270	58.7%	4.3%
West Linn	11,358	16,389	44.3%	3.7%	22,261	23,090	40.9%	3.2%
Woodburn	11,196	13,404	19.7%	1.8%	20,100	20,410	52.3%	3.9%

Source: U.S. Census (1980, 1990, and 2000 Decennial Census); Portland State University Population Research Center, 2001

2.1.2 Age

The age of a population is a factor in determining what types of housing units are needed. Younger residents are likely to live with families or in apartments. When residents begin to have children, housing needs change from smaller units to single-family homes with rooms for the children to play. When residents no longer need the large house because their children have left, housing needs change again, often when the care of a larger home is burdensome or when more medical care is necessary. Currently, the highest percentage of residents in Oregon City and the Portland Metro area are between 25 and 54, the ages when residents are starting families or have older children still living at home (Table 2). Many residents in this age bracket earn more money as they become established in their careers and are able to afford more expensive housing. Oregon City has a slightly younger population than the Portland Metro area, with a median age of 32.7 compared to the Portland Metro area at 34.9. Oregon City has a higher percentage of residents under 10 than the Portland Metro area, indicating that many Oregon City residents have young families.

Table 2. Age

Age	Oregon City		Portland PMSA	
	Number	Percentage	Number	Percentage
Under 5	2,160	8.4%	108,004	6.9%
5 to 9	2,019	7.8%	109,949	7.0%
10 to 14	1,763	6.8%	108,194	6.9%
15 to 19	1,740	6.8%	105,762	6.7%
20 to 24	1,913	7.4%	107,383	6.8%
25 to 34	4,239	16.5%	249,314	15.9%
35 to 44	4,135	16.1%	259,557	16.5%
45 to 54	3,433	13.3%	233,748	14.9%
55 to 59	1,145	4.4%	74,198	4.7%
60 to 64	696	2.7%	51,236	3.3%
65 to 74	1,147	4.5%	80,269	5.1%
75 to 84	931	3.6%	62,108	3.9%
85 and older	433	1.7%	23,049	1.5%
Median Age	32.7		34.9	

Source: 2000 Decennial Census, Profile of Selected Economic Characteristics

2.1.3 Race

Oregon City is less diverse in its racial and ethnic composition than the state or the Portland Metro area; over 90 percent of Oregon City's population is white. Table 3 includes the percentage of residents by race for Oregon, Metropolitan Portland, and Oregon City. Oregon City's minority population is composed primarily of Hispanics or Latinos, with smaller numbers of residents identifying themselves as two or more races. Asian residents make up just over one percent of the city's population. This is less than the Portland Metro area where nearly five percent of the population is Asian. In Oregon City, as in the state and the Portland Metro area, the largest minority group is Hispanic or Latino.

Table 3. Race as a Percentage of Population

	Oregon	Oregon City	Portland MSA
White (%)	83.5%	90.8%	81.6%
Black/African Am.(%)	1.6%	0.6%	2.6%
Am. Indian, Eskimo, Aleut (%)	1.2%	0.9%	0.8%
Asian (%)	2.9%	1.1%	4.5%
Hawaiian/ other Pacific Islander (%)	0.2%	0.1%	0.3%
Some other race (%)	0.1%	0.0%	0.1%
Two or more races (%)	2.4%	2.2%	2.7%
Hispanic/Latino(%)	8.0%	5.0%	7.4%

Source: U.S. Census Bureau, 2000 (SF-1).

Note: The total percentage of Oregon City residents does not equal 100 percent due to rounding.

2.1.4 Group Quarters

Group quarters are not considered standard housing units because the units do not have individual kitchens, but this is still an important source of housing for certain populations. The population in group quarters is broken into institutionalized (prisons, nursing homes, hospitals, etc.) and non-institutionalized (college dormitories, halfway homes, etc.) populations. In Oregon City, about 91 percent of the population in group quarters is institutionalized, either in correctional institutions (61 percent), nursing homes, or assisted living facilities (39 percent). Table 4 shows the total number of people (institutionalized and non-institutionalized) living in group quarters. Oregon City has a higher percentage of its total population in group quarters (3.5 percent) than the Portland Metro Area (1.8 percent). The number of residents seeking housing in groups quarters (nursing or residential care facilities) is likely to increase as the population ages over the next 20 years.

Table 4. Number and Percentage of People in Group Quarters

Area	1990		2000		1990-2000 Change	
	Number	% of Total Population	Number	% of Total Population	Number	Percent Change
Oregon City						
Group Quarters	362	2.5%	903	3.5%	541	149.45%
Total Population	14,698	100.0%	25,754	100.0%	11,056	75.22%
Portland PMSA						
Group Quarters	23,080	1.9%	28,939	1.8%	5,859	25.39%
Total Population	1,239,842	100.0%	1,572,771	100.0%	332,929	26.85%

Source: U.S. Census Bureau, 1990 (STF 1); 2000 Decennial Census, Profile of Selected Economic Characteristics

2.1.5 Poverty

Oregon City residents who fall below the federal poverty level have a more difficult time securing adequate housing those with higher incomes. Table 5 shows the poverty rate for all residents in Oregon City by relationship. Overall, the percentage of individuals below the poverty level in Oregon City is lower than the Portland Metro area, although female householder families are having a harder time making ends meet. The percentage of all families in poverty in Oregon City (6.5 percent) is slightly higher than families in poverty in the Portland Metro area (6.2 percent).

Female-headed households are much more likely to live in poverty than other families. The percentage of female-headed households in Oregon City in poverty is significantly higher than the Portland Metro area, with nearly 25 percent of female-headed households in Oregon City living in poverty. This compares to just over 20 percent in the Portland Metro area as a whole. The biggest concern is female-headed households with children under five. Over 41 percent live below the poverty line in Oregon City compared to about 39 percent for the Portland Metro area.

Table 5. Poverty in Oregon City (2000)

Category	Oregon City	Percent of Population	Portland PMSA	Percent of Population
Individuals	2,173	8.9	147,501	9.5
Persons 18 years and older	1,404	7.8	103,152	8.9
Persons 65 years and older	167	7.5	11,877	7.4
All families	438	6.5	24,605	6.2
With related children under 18	368	10.1	19,860	9.6
With related children under 5	183	11.7	10,939	13
All female householder families	293	24.9	11,529	20.2
With related children under 18	271	32.5	10,569	26.8
With related children under 5	118	41.4	5,355	39.1

Source: 2000 Decennial Census, Profile of Selected Economic Characteristics

2.2 Households

While population characteristics are important, the characteristics of households define residential need. A household is all people living in a residential unit. A single person living alone in an apartment is considered a household, as is a family with children.

The U.S Census distinguishes between family and non-family households. Family households are made up of people related by blood or marriage. Non-family households are made up unrelated individuals (roommates). In 1990, Oregon City had 5,479 households with almost 70 percent in family households and about 30 percent in non-family households (Table 6). A comparison of the 2000 Decennial Census to the 1990 Census showed that there was very little change in the breakdown between family and non-family households, even though the 2000 Census reported a 73 percent increase in total households from 5,479 to 9,471 in 2000. Family households did grow slightly faster than non-family households, with single parent households showing the biggest increases.

Table 6. Household Type in Oregon City

	1990		2000		Percent Change 1990-2000
	Number	Percent	Number	Percent	
Total Households	5,479		9,471		72.9%
Family households	3,803	69.4%	6,669	70.4%	75.4%
With own children under 18	2,153	39.3%	3,469	36.6%	61.1%
Married Couples with family	2,946	53.8%	5,024	53.0%	70.5%
With own children under 18	1,565	28.6%	2,410	25.4%	54.0%
Female householder, no husband present	649	11.8%	1,166	12.3%	79.7%
With own children under 18	453	8.3%	769	8.1%	69.8%
Male householder, no wife present	208	3.8%	479	5.1%	130.3%
With own children under 18	135	2.5%	290	3.1%	114.8%
Non family households	1,676	30.6%	2,802	29.6%	67.2%

Source: U.S. Census, 1990 (STF-1); U.S. Census, 2000 (SF-1); 2000 Decennial Census, Profile of Selected Economic Characteristics

2.2.1 Household Size

Another characteristic that will affect the type of housing needed by a household is its size. Average household size has declined nationally and in Oregon over the past 50 years. Table 7 shows that in 1950, the average household size in Oregon was 3.10, but sharp declines in the 1970's dropped the average household size to 2.60 in 1980. The decline in average household size has slowed over the last 20 years, but has still fallen to 2.51 for Oregon.

Table 7. Average Household Size

	Oregon		Oregon City	
	Average	Percent Change	Average	Percent Change
1950	3.10		2.90	
1960	3.10	0.0%	2.90	0.0%
1970	2.90	-6.5%	2.90	0.0%
1980	2.60	-10.3%	2.66	-8.3%
1990	2.52	-3.1%	2.62	-1.5%
2000	2.51	-0.4%	2.62	0.0%

Source: 1950-1970: "1940-1970 Population and Housing Trends, Cities and Counties of Oregon," Bureau of Government Research and Service, University of Oregon; 1980 Census of Housing, , Bureau of the Census, August 1982; 1990 Census, (Summary of Population and Housing Characteristics); 2000 Census (SF-1)

The Portland Metro area mirrors the state average at 2.51 percent in 2000. Oregon City had a smaller average household size than the state in 1950 (2.90), and also saw sharp declines in the 1970's, but did not decrease as fast as the state. Oregon City has continued to maintain a 2.62 average household size through 2000, the same as in 1990. Smaller household size means more units are needed even if the population remains unchanged.

2.2.2 Income

The most important household characteristic for determining housing need is income. Household income in Oregon City is generally increasing, with the biggest increases at the higher income levels. Table 8 indicates that the majority of Oregon City households earned between \$25,000 and \$74,999 (about 57 percent), which is similar to the Portland Metro area, where the majority of households (about 52 percent) also earn between \$25,000 and \$74,999.

In general, household income distribution in Oregon City mirrors the Portland Metro area with differences all less than two percent for each income bracket. The only exception are households earning more than \$150,000; 4.6 percent of Portland Metro households earn more than \$150,000 but in Oregon City only 1.5 percent of households earn more than \$150,000.

Table 8. Household Income in Metropolitan Portland and Oregon City (2000)

	Oregon City	Percent of population	Portland PMSA	Percent of population
Less than \$10,000	728	7.7%	42,556	6.9%
\$10,000 to 14,999	395	4.2%	31,037	5.0%
\$15,000 to 24,999	1,028	10.8%	69,551	11.3%
\$25,000 to 34,999	1,322	13.9%	78,424	12.7%
\$35,000 to 49,999	1,816	19.1%	105,902	17.2%
\$50,000 to 74,999	2,245	23.6%	133,308	21.7%
\$75,000 to 99,999	1,217	12.8%	72,099	11.7%
\$100,000 to 149,000	599	6.3%	53,649	8.7%
More than \$150,000	143	1.5%	28,565	4.6%

Source: 2000 Decennial Census, Profile of Selected Economic Characteristics

Table 9 shows median household income (MHI) for the Portland Metro area and Oregon City. Median household income has increased faster in Oregon City than in the Portland Metro area, although the MHI in Oregon City is still lower than the Portland Metro area. In 2000, Oregon City's median household income was about \$46,000 compared to the Portland Metro area, which has a median household income of nearly \$47,000.

Table 9. Median Household Income (2000)

Area	Median Household Income
Oregon City	45,531
Portland PMSA	46,789

Source: 2000 Decennial Census, Profile of Selected Economic Characteristics

2.3 Housing Stock

Determining how much and what types of housing will be needed in the next 20 years requires an understanding of what the current housing stock offers. The Residential Housing and Land Inventory is used as the basis for determining the types and number of units that currently exist in Oregon City and the land available to accommodate housing in the future. Housing trends are based on building permit data since 1996.

The demographics section illustrated that Oregon City is a growing community and, if growth continues as expected, more housing units will be required than are now available. How will this growth affect the livability of Oregon City, and what housing options will new residents want? One single type of housing will not meet the needs of every current and future resident; people need different types of housing depending on income, family size, age, etc. To ensure current residents stay and new residents want to move to Oregon City, a range of housing options are necessary.

2.3.1 Housing Units (Census)

The previous sections discussed characteristics and housing needs of Oregon City residents. This section describes housing units available for them. Oregon City has a range of housing types. Table 10 shows the total number of units (both occupied and vacant) by structure type, based on the 2000 Census. The percentage of single-family homes in Oregon City (74 percent) is nearly the same as the Portland Metro area (73 percent). By far the majority of single-family homes are one-unit-detached structures. Other single-family housing types include one-unit-attached (townhouses), duplex (two-unit), and mobile homes. The percentage of the housing stock in each of these structure types is similar to that in the Portland Metro area as a whole.

Table 10. Number of Units by Structure Type by Percentage of Total Housing Units

	Oregon City		Portland PMSA	
	Units	Percentage of total housing units	Units	Percentage of total housing units
Single-family				
one unit-detached	6320	62.2	401,817	61.6
one unit-attached	283	2.8	21,994	3.4
Duplex	603	5.9	19,476	3.0
Mobile home	348	3.4	31,468	4.8
<i>Subtotal</i>	<i>7554</i>	<i>74.0</i>	<i>474,755</i>	<i>73.0</i>
Multi Family				
3-4	620	6.1	29,880	4.6
5-9	883	8.7	35,569	5.5
10-19	382	3.8	36,517	5.6
20 or more	726	7.1	73,713	11.3
<i>Subtotal</i>	<i>2611</i>	<i>26.0</i>	<i>175,679</i>	<i>27.0</i>
Boat, RV, van etc	0		1,836	
Total	10,165		652,270	

Source: 2000 Decennial Census, Profile of Selected Economic Characteristics Household Characteristics

According to the 2000 Census, multifamily housing (structures with three or more units) account for about 26 percent of all housing in Oregon City and about 27 percent of all housing in the Portland Metro area. Oregon City's multifamily housing is concentrated in smaller complexes with less than ten units, although some newer apartment complexes with more than 20 units also are found in the city. The Portland Metro area also has a number of smaller apartment complexes, but the majority of units are in larger complexes with 20 or more units.

2.3.2 Housing Units (Housing survey)

Additional housing data by structure type was gathered through a parcel level housing survey completed in May 2002. The survey was conducted by walking or driving the entire city within the Oregon City UGB. In areas where it was difficult to determine if there were housing units,

aerial photos were used to confirm the number and type of housing units. Section 2.3.2.1 compares Census housing counts with those gathered in the housing survey.

An inventory of Oregon City housing revealed that housing in the city is fairly well dispersed in the city's neighborhoods (Figure 1).² Table 11 shows the number of housing units by type and zone. Table 12 shows the number of housing units by type and area. While nearly all areas have a significant number of units, Hazel Grove/Westling Farm, Hillendale, McLoughlin, Mt. Pleasant and the South End have the highest concentration of residential units. Within these areas, R-10, R-8, and R-6 zones have the highest concentration of single-family detached homes; RA-2, RD-4 and R-6 zones have the highest concentration of multifamily units. Single-family detached residential units are the dominant housing type in Oregon City.³ A description of zoning districts is in Appendix A.

2.3.2.1 Within City Limits

There are 11,395 housing units within the city limits of Oregon City. Single-family units comprise approximately 76 percent of housing within the city limits, which is slightly higher than the 74 percent that the census data reported for total single-family units.^{4,5} The housing survey determined that approximately 19 percent of housing units are multifamily units in structures or complexes with three or more units, compared to the Census data that reported approximately 26 percent of Oregon City housing unit as multifamily. The Census does not count group quarters by unit (it only counts individuals living in group quarters), although the May 2002 housing survey did identify an additional 505 units within the city limits, or about four percent of housing units, as group quarters. These include complexes such as group homes, retirement homes, and congregate care facilities where residents do not have individual kitchens.

Overall, the May 2002 housing survey counted 11,395 housing units within the city limits compared to 10,165 housing units counted in the 2000 Census. If group quarters were removed from the housing survey, the total units would be 10,890. While this is still higher than the Census count, the housing survey includes residential construction after the 2000 Census information was collected.

2.3.2.2 Outside the City Limits but Inside the UGB.

There are 1,162 housing units outside of the Oregon City city limits, but within the urban growth boundary (UGB). All housing units in this area are single-family units. About 55 percent of these homes are more traditional single-family detached homes on larger lots, and about 44 percent of homes are manufactured housing units in parks.

² City staff used existing neighborhood association boundaries that were slightly modified to include all areas within the UGB.

³ Total accessory dwelling units were estimated using Metro's methodology (based on 2000 Census data) at 1.8 percent of total single-family detached residential units (not including manufactured or mobile homes in parks). Applied to Oregon City, this equals 142 units, which were included in the overall count of residential units within the UGB.

⁴ Single-family units include single-family detached, single-family attached, duplex, mobile homes in parks, and accessory dwelling units.

⁵ The 2000 Census counted housing units within the city limits. It does not include housing units outside the city limits, but within the UGB.

2.3.2.3 Overall Housing Units

According to housing survey, there are 12,557 housing units within the Oregon City UGB; about 81 percent are single-family homes. About seven percent of single-family homes are mobile or manufactured homes in parks, with the majority of those parks located outside the city limits but inside the UGB. Oregon City has a number of multifamily units (three or more units), comprising about 17 percent of all units within the UGB. Duplexes (just over five percent of housing units) and multifamily units are primarily located inside the city limits. Group quarters were found in five neighborhoods: Barclay Hills, Gaffney Lane, McLoughlin, New TBA, and Rivercrest. These were mainly nursing or retirement homes, although there were also some congregate homes for residents with physical and/or mental disabilities.

Table 11. Number of Existing Units by Type and Zone

ZONE	Single-Family Residential	Duplex	Manufactured Homes in Parks	Single-Family Residential Attached	Multifamily Residential	ADU	Group Quarters	Total
Inside City Limits								
C	38	4	0	0	17	1	108	168
CI	5	0	0	0	0	0	0	5
HC	17	0	0	0	0	0	0	17
LC	19	4	0	0	17	0	0	40
LO	21	6	0	6	174	0	101	308
LOC	26	4	0	0	28	0	0	58
M-1	25	4	0	0	0	0	0	29
NC	8	2	0	0	0	0	0	10
R-10	2,647	76	0	0	4	48	0	2,775
R-6	1,735	129	0	0	290	31	55	2,240
R-6/MH	125	0	0	0	0	2	0	127
R-8	2,220	6	0	0	0	40	5	2,271
RA-2	25	26	0	20	1,215	0	119	1,405
RC-4	324	80	0	0	110	6	63	583
RD-4	192	333	381	46	350	3	54	1,359
<i>Subtotal</i>	<i>7,427</i>	<i>674</i>	<i>381</i>	<i>72</i>	<i>2,205</i>	<i>131</i>	<i>505</i>	<i>11,395</i>
Outside City Limits								
County	637	2	512	0	0	11	0	1,162
<i>Subtotal</i>	<i>637</i>	<i>2</i>	<i>512</i>	<i>0</i>	<i>0</i>	<i>11</i>	<i>0</i>	<i>1,162</i>
Total	8,064	676	893	72	2,205	142	505	12,557

Source: Source: David Evans and Associates, May 2002 Housing Survey

ADU=Accessory dwelling unit

Table 12. Number of Existing Units by Type and Neighborhood

Area	Single-Family Residential	Duplex	Manufactured Homes in Parks	Single-Family Residential Attached	Multifamily Residential	Accessory Dwelling Units	Group Quarters	Total
Inside City Limits								
Barclay Hills	273	128	0	0	279	5	108	793
Canemah	111	0	0	0	18	2	0	131
Caufield	512	0	67	0	200	9	0	788
Gaffney Lane	747	4	0	66	434	13	159	1,423
Hazel Grove/Westling Farm	460	0	0	0	0	8	0	468
Hillendale	805	56	314	0	194	14	0	1,383
McLoughlin	800	140	0	0	207	14	63	1,224
Mt. Pleasant	608	68	0	6	452	11	0	1,145
New TBA	362	20	0	0	146	7	125	660
Park Place	604	144	0	0	100	11	0	859
Rivercrest	611	8	0	0	65	11	50	745
South End	979	102	0	0	0	18	0	1,099
Tower Vista	555	4	0	0	110	8	0	677
Subtotal	7,427	674	381	72	2,205	131	505	11,395
Outside of the City Limits								
Canemah	5	0	33	0	0	0	0	38
Caufield	99	0	479	0	0	2	0	580
Gaffney Lane	27	0	0	0	0	0	0	27
Hazel Grove/Westling Farm	118	0	0	0	0	2	0	120
Hillendale	94	0	0	0	0	2	0	96
New TBA	12	2	0	0	0	0	0	14
Park Place	104	0	0	0	0	2	0	106
South End	178	0	0	0	0	3	0	181
Subtotal	637	2	512	0	0	11	0	1,162
Total	8,064	676	893	72	2,205	142	505	12,557

Source: David Evans and Associates, May 2002 Housing Survey

2.3.2.4 Manufactured Housing

Oregon state law requires that manufactured homes be allowed anywhere traditional single-family detached homes are permitted, provided they meet specific building codes. The May 2002 housing survey counted manufactured homes on individual lots as single-family detached units. In these instances, the homeowner owns the structure and the land where the home is located.

Oregon City also has designated mobile home parks and manufactured home developments where the homeowner owns the structure, but rents or leases the land where the home is located. These housing developments were counted separately in the housing survey because there are different housing structure requirements for parks. For example, homes in parks are not always required to have a permanent foundation or permanent utilities connections. Table 13 shows designated mobile home and manufactured home parks within Oregon City.

Table 13. Mobile and Manufactured Home Parks

Park Name	Neighborhood	Capacity (units)	Existing Units	Vacant
Mt. Pleasant Mobile Home Park	Hillendale	125	125	0
Clairmont Mobile Home Park	Hillendale	189	189	0
Country Village Estates	Caufield	479	448	31
Cherry Lane Mobile Home Park	Caufield	67	60	7
Mobile Home Park	Canemah	33	33	0

Source: City of Oregon City; David Evans and Associates, Inc.; May 2002 Housing survey

2.3.3 Current Housing Mix and Density

Residential development since 1996 in Oregon City has consisted primarily of single-family detached residential development. Table 14 shows that 82.5 percent of units built since 1996 have been single-family detached, while about 14.5 percent were multifamily units.

Manufactured or mobile homes also accounted for about three percent of new units.

Table 14. Percentage of Housing Units by Structure Type within the City Limits (1996-2001)

	Percent of Units
Single-family detached	82.5%
Single-family attached	0.3%
Mobile or manufactured	2.7%
Multifamily	14.5%

Source: Metro, 2002

In order to make efficient use of urban land and infrastructure (water, sewer, streets), Metro urges cities to ensure that housing is built at densities of at least 80 percent, the maximum allowed by zoning. As a part of the Oregon City Functional Compliance Report (1999), the City determined that between 1990 and 1995, the number of households per net developed acre reached 82 percent of the maximum allowable densities for residential zones, which complies with the Metro target for built density.

Table 15. Development Density Compared to Maximum Allowable Density (1996-2001)

Zone	Total Units	Original Parcel Size	Developed Acres (residential)	ROW/ Unbuildable	Net Density	Maximum Density	Percent of Maximum Density (net)
ZONING DESIGNATIONS							
R-10	399	141.3	89.7	57.5%	4.4	4.4	100%
R-6	45	11.6	7.9	46.8%	5.7	7.3	78%
R-6/MH	46	12.7	9.5	33.7%	4.8	6.4	76%
R-8	725	200.8	149.5	34.3%	4.8	5.5	88%
RD-4	88	18.1	14.4	25.7%	6.1	10.9	56%
Total	1,303.0	384.5	271.0	41.9%	4.8		80%

Source: City of Oregon City (July 2002); David Evans and Associates

Table 15 shows residential development permitted through land use actions (subdivisions) since 1996. The majority of new development has occurred in the R-8 and R-10 zoning districts, largely on land annexed since 1996. Developments also appear to be occurring on parcels with more environmental constraints, as the amount of land not developed, especially in the R-10 and R-6 zones, is much higher than in other areas. Regardless of parcel size, the city is achieving 80 percent of maximum residential density citywide. Some zones are reaching closer to the maximum allowable density than others; the R-10 zone has reached 100 percent of the maximum density, where as the RD-4 zone has achieved just 56 percent.

2.3.4 Condition

No housing condition survey has been completed in recent years. Instead, the condition of the current housing stock in Oregon City has been estimated based on the age of the structures. Newer units, ones typically less than 30 years old, will require fewer major repairs (new roof, electrical upgrades, plumbing). Table 16 shows the age of Oregon City housing stock. Almost half of Oregon City homes are older than 30 years, with over a quarter of homes older than 50 years. These homes require more upkeep than the newer homes, costing the homeowner additional money if the home is repaired as needed. About a third of homes are less than ten years old, showing the boom in home construction over the last 10 years.

Table 16. Housing Condition in Oregon City

	Percent
Less than 10 Years old	32%
11 to 20 Years old	3%
21 to 30 Years old	25%
31 to 40 years old	8%
41 to 50 years old	5%
more than 50 years old	26%

Source: Clackamas County Tax Assessor's Office (May, 2002)

2.3.5 Housing Availability

Oregon City and the Portland Metro area are similar in the percentage of renters versus owners, as shown in Table 17. The majority of housing units in both Oregon City and the Portland Metro area are owner-occupied; about 60 percent of housing units in Oregon City are owner-occupied, compared to about 62 percent in the Portland Metro area. Oregon City also has a slightly higher rental vacancy rate at 7.7 percent compared to the Portland Metro area at 6.7 percent. The vacancy rate is a determining factor in the amount of rental units available. A vacancy rate over five percent is considered indicative of a rental market that is adequate to serve the needs of the community. A lower rate may signify a need for more units to meet demand. However, the vacancy rate does not take into account the types of housing that are vacant.

Table 17. Current Occupancy and Vacancy Rates in Oregon City

	Oregon City (percent)	Portland PMSA (percent)
Occupied housing units	93.7	94.2
Owner occupied	59.8	62.0
Renter occupied	40.2	38.0
Vacant housing units	6.3	5.8
Homeowner vacancy rate	3.4	2.3
Rental vacancy rate	7.7	6.7

Source: 2000 Decennial Census, Profile of Selected Economic Characteristics Household Characteristics

2.3.6 Cost

One factor for determining how affordable housing is in Oregon City is to compare average rental cost and cost of homes for sale to median household income. Table 18 and Table 19 show average rents and the median home prices by the number of bedrooms for Oregon City and the Portland Metro area.

Table 18. Average Rent by Number of Bedrooms for Portland and Oregon City

	Oregon City	Portland
Studio	\$373	\$492
One-bedroom	\$500	\$600
Two-bedroom	\$599	\$735
Three-bedroom	\$690	\$873
Four-bedroom	N/A	\$977

Source: Housing Authority of Portland (Portland rental rates); Rental Data.com (Oregon City rental information)

Rents are less expensive in Oregon City (20 to 30 percent lower) than in the Portland Metro area. While this does provide a general indication that renting an apartment in Oregon City is more affordable, it does not take into account the total number of units by price available or by location. Different rental rates and size of available units are not evaluated individually, but it is likely that lower priced rental units are more competitive than higher rents for larger units or units with more amenities.

Home prices in Oregon City are competitive with the Portland Metro area. According to the Regional Multiple Listing Service (RMLS), median home prices in Oregon City have increased as fast as the other parts of the Portland Metro area, especially for homes with three bedrooms. The RMLS reports that the median price for all home types in the Oregon City area is actually higher than the Portland Metro area, although this may be skewed slightly because RMLS includes some rural areas in Oregon City, where larger lots and potentially higher prices could drive the median cost higher. Nevertheless, the majority of homes sold in the last year within the RMLS zone that includes Oregon City reflect a housing market very similar to the Portland Metro area.

Although the median home price (for 2002) for all homes sold is higher in Oregon City, median home price by type and number of bedrooms is generally lower. The median home price for a home with four or more bedrooms is about eight percent lower in Oregon City than the Portland Metro area as a whole. Smaller homes are more comparable, with two and three bedroom homes selling for nearly the same as in the Portland Metro area. Condominiums in Oregon City are about 30 percent less expensive than the region.

Table 19. Median Home Price for Portland and Oregon City (Jan 2002-July 2002)

	Oregon City	Portland
Two-bedroom	\$132,000	\$135,000
Three-bedroom	\$178,000	\$169,950
Four-bedroom	\$227,031	\$245,000
Condominium	\$98,500	\$129,900
Median (all units)	\$184,000	\$176,500

Source: Regional Multiple Listing Service (Jan -July 2002)

Note: RMLS does not track Oregon City separately from other rural areas outside of the Portland metro area. Some rural areas outside of the Oregon City UGB are included in median home prices.

The market value for existing housing is only one facet for determining how much home Oregon City residents can afford, or if they can even afford to purchase a home. Income requirements from lenders and savings for a down payment are two stumbling blocks, but affording the monthly mortgage payment on a home can also be a burden. Table 20 compares household income to fair market rents in Clackamas County.⁶ Fair market rents are used to assess the average cost of rental housing within each county and are a better indicator of the entire rental housing stock in the region. While average rents in Oregon City are lower than fair market rents in Clackamas County, there is no assurance of availability of these lower rent units. The total number of units at a certain price point is also not accounted for in average rents in Oregon City, so some residents may be forced to live outside the city or pay higher prices more in line with fair market rents.

Housing affordability is based on the percentage of monthly income spent on housing. The Department of Housing and Urban Development (HUD) uses a standard formula to determine affordability, assuming no more than 30 percent of monthly household income is spent on rent or

⁶ HUD determines fair market rent based on annual phone survey and other data gathering techniques down to the county level, but does not collect data for smaller geographic units such as Oregon City.

mortgage. Using HUD's formula, over 12 of percent of Oregon City residents cannot afford even a studio apartment, and over 23 percent are not able to afford a two-bedroom apartment.

Table 20. Housing Affordability based on Household Income

	Oregon City	Percent of population	Affordable Housing Cost (30 percent)	HUD Fair Market Rent (2001)
Less than \$10,000	728	7.7%	0-\$250	Studio: \$492 One-bedroom: \$606
\$10,000 to 14,999	395	4.2%	\$250-\$375	
\$15,000 to 24,999	1,028	10.8%	\$375-\$625	
\$25,000 to 34,999	1,322	13.9%	\$625-\$875	Two-Bedroom: \$747 Three-bedroom: \$1,038 Four-Bedroom: \$1,127
\$35,000 to 49,999	1,816	19.1%	\$875-\$1,250	
\$50,000 to 74,999	2,245	23.6%	\$1,250-\$1,875	
\$75,000 to 99,999	1,217	12.8%	\$1,875-\$2,500	
\$100,000 to 149,000	599	6.3%	\$2,500-\$3,725	
More than \$150,000	143	1.5%	more than \$3,750	
	9,493	100.0%		

Source: 2000 Decennial Census, Profile of Selected Economic Characteristics Household Characteristics; HUD; Analysis by David Evans and Associates, Inc.

Although many residents cannot afford even the most basic housing, most Oregon City households can. Households with incomes between \$35,000 and \$75,000 account for about 43 percent of households and are generally able to afford at least a two-bedroom apartment if not more.

While many Oregon City households are able to afford larger and more expensive housing, households with lower incomes are in a more precarious situation. When rent accounts for more than 30 percent of income, HUD considers the household "cost burdened." Households spending more than 50 percent of monthly income on rent are considered "extremely cost burdened" and likely to be financially stressed by emergencies or even unable to afford basic needs such as food and transportation. HUD breaks low-income households into several categories: extremely low-income (earning 30 percent or less than the median household income); very low-income (earning 50 percent or less than the median household income); and low-income (households earning 80 percent or less than the median households income). Table 21 illustrates what different Oregon City household income levels can afford based on the median household income. Extremely low-income households (earning less than \$13,659 annually) cannot afford even a studio in Oregon City. Very low-income households earning less than \$22,765 annually and accounting for about one-quarter of Oregon City's population are able to afford only a one-bedroom apartment. In order to find housing, very-low income households may double up or accept substandard units. Low-income residents (earning less than \$36,425) can sometimes afford larger units.

Higher income households have a much better chance of securing adequate housing because they can afford to be choosy in both housing type and location. The high percentage of extremely low and very low incomes in Oregon City, in combination with high rental rates and housing costs, reveals an apparent lack of housing for low-income households.

Table 21. Monthly Affordable Housing Costs for Oregon City Residents

	Median Household Income	Affordable Monthly Housing Costs (30 percent of income)			
Percent of Median Household Income		30 percent of MHI	50 percent of MHI	80 percent of MHI	100 percent of MHI
Oregon City	\$45,531	\$341	\$569	\$911	\$1,138

Source: 2000 Decennial Census, Profile of Selected Economic Characteristics Household Characteristics; Analysis by David Evans and Associates, Inc

The National Low-Income Housing Coalition (NLIHC) estimates that, nationally, 55 percent of low-income households experience cost burden, live in substandard housing, and/or live in overcrowded units. For extremely low-income households (30 percent of MHI), the likelihood that a household experiences some type of housing problem is even higher, at 88 percent.

2.3.7 Owning Versus Renting

Owning a home is often the biggest investment an individual or family will undertake and can provide a level of financial independence for those that can afford it. According to the National Low Income Housing Coalition (NLIHC) and the U.S Census Bureau, home ownership nationwide is on the increase, undoubtedly due to currently very low mortgage interest rates. Those who have not been able to secure loans in the past are now buying homes with little or sometimes no down payment. But getting a loan for a house is only part of the problem, because with a house comes upkeep costs and a mortgage payment that is not easily adjusted. Homeowners with lower incomes are often deeper in debt and more susceptible to market fluctuations. Losing a house due to foreclosure can further complicate an individual or family's chance of securing credit in the future.⁷

According to the NLIHC, households earning less than the area's median income are most susceptible to losing their homes or face a cost burden to pay the mortgage, interest and insurance. For example, households earning 80 percent of the median income will often live in less expensive older homes. Older homes are more expensive to maintain and are often located in poorer neighborhoods where the financial return on a home sale is not as great as more desirable areas. While owning a home does have the potential to create wealth, it also has the potential to exacerbate financial problems. Table 22 shows a general breakdown of owners versus renters and how housing costs affect household stability.

Attempting to determine what a household can afford is difficult because interest rates fluctuate, loan types vary, and property taxes are not the same everywhere. Nevertheless, the National Association of Homebuilders (NAHB) roughly calculated how much income a household would need to buy a home without overburdening it financially. The NAHB estimated that a home costing \$150,000 (assuming 10 percent down payment, seven percent mortgage interest and insurance, and overall consuming about 30 percent of household income) would require a median household income of \$47, 678. Consider that \$150,000 is lower than the median home price in Oregon City and the Portland Metro area (Table 19), and the necessary household

⁷ National Low Income Housing Coalition. (2002). *Advocates Guide to Housing and Community Development Policy*.

income is higher than the median household income for both Oregon City and the Portland Metro area (Table 9). Households in Oregon City earning even the median household income may experience some cost burden when buying a home in today's market.

Table 22. Affordable Housing by Median Household Income

Income	Tenure	Owns.....	Rents.....
High income (more than 120 percent of MHI)	Own home		
Middle income (120 percent of MHI: \$54,637 annually)	Own home		
Median income (\$45,531 annually)	Likely own home, but may rent		
Low income (80 percent or less of MHI: \$36,425 annually)	Own home or rent. May have some cost burden		
Very low-income (50 percent or less of MHI: \$22,765 annually)	Likely rent but may own home. Probably are cost burdened. Eligible for subsidized housing		
Extremely low-income (30 percent or less of MHI: \$13,659 annually)	Rents. Eligible for subsidized housing		

Source: 2000 Decennial Census, Profile of Selected Economic Characteristics Household Characteristics; HUD (2002); NLIHC (2002); Clackamas County Housing Authority; Analysis by David Evans and Associates, Inc.

3 Future Housing Need

3.1 Projected land capacity

3.1.1 Existing Residential Land Supply

The City of Oregon City completed a land inventory in May 2002 to determine the existing vacant residential land supply within the City's UGB. The inventory was then integrated with the City's GIS system and Clackamas County's Assessor data, providing parcel level information, including ownership, zoning and comprehensive plan designations.

Oregon City allows residential development in all of its zoning districts; however, not all vacant land identified in the housing survey within the UGB will be available for new residential development. While housing units exist in most zoning districts, vacant, partially vacant, and redevelopable land was only counted in zoning designations where residential development is encouraged. These zoning designations include: LC, R-10, R-6, R-6/MH, R-8, RA-2, RD-4, RC-4, and County.

Within commercial and industrial zoning districts where residential development is not, and should not be, the dominant development type, it was assumed that vacant land identified in the land inventory would be dedicated to other uses. City staff identified which areas would be suitable for residential development and should be included. Land with existing residential designations or existing residential development was broken into the following categories:

1. Vacant land—Parcels with no structures, or parcels with structures with an assessed value less than \$10,000 and a parcel area over 4000 sq. ft.

2. Partially vacant—Partially vacant land includes parcels that have at least one residential structure already located on the tax lot, but there is room for more units. Parcels were considered partially vacant if the lot size was at least triple the allowable lot size for the zone. Lots three to five times the minimum lot size were estimated to have room for at least one more unit. Lots more than five or more times the minimum lot size were assumed to develop the same as a vacant parcel for the zone.
3. Undevelopable—Parcels that are already committed to other uses. This includes any parcels with non-residential development (since residential uses are currently allowed in all zones), and parcels that are smaller than 4,000 sq. ft. Undevelopable land also includes parcels that have no vehicular access.
4. Developed residential land—Parcels with residential development and where developed land meets the current zoning designation and where the assessed value of the improvements (all structures) is greater than the assessed value of the land itself.
5. Potentially redevelopable land—Any parcel with a structure(s) or uses (i.e., a storage area), but are either not as intensive as allowed, or the existing assessed value of the improvements is less than the value of the land itself.⁸

3.1.1.1 Vacant Land

Vacant land within the Oregon City UGB is shown in Table 23 and Figure 2. Within the city limits, vacant land is found primarily in five zoning districts: R-10, R-6, R-6/MH, R-8, and RD-4. Overall, Oregon City estimates that approximately 22 percent of vacant land will be dedicated to public or semipublic uses such as schools, parks, and churches, and 15 percent to new roads. In calculating development capacity, it was assumed that parcels smaller than three eighths of an acre are already platted, would not require dedication of new right-of-way, and would use existing public facilities. Parcels with public or semi-public ownership were removed from the vacant lands inventory because it was assumed these parcels would be developed as non-residential uses (i.e., parks, schools, churches, public facilities, etc.).

Many vacant areas within the city limits are constrained because they are within the floodplain, are steep (greater than 25 percent), and/or are within the vegetation corridor near a waterbody or stream. These constraints reduce their development potential, so they were removed from the inventory. For example, nearly all vacant land within the R-6 zoning district is constrained. Although some development could occur on constrained land, vacant R-6 land in the entire city is extremely limited.

Overall, there are approximately 209 vacant buildable acres within the city limits, concentrated in the R-10 (63 percent), R6/MH (13 percent), R-8 (nine percent), and RD-4 zoning districts (seven percent). Assuming new development reaches 80 percent of the current maximum density for each district, 1,215 new units could be constructed within the city limits on vacant land.

⁸ To avoid double counting vacant and partially vacant parcels as potentially redevelopable parcels (vacant parcels will have a low or zero ratio, bigger parcels will tend to have a lower ratio and could also be considered redevelopable), only parcels where the building value was greater than \$10,000, met the building to land value criteria (less than 1:1), and less than three times the allowable lot size were counted as potentially redevelopable. Parcels with building values less than \$10,000 were assumed to be vacant, and parcels greater than three times the allowable lot size were considered partially vacant.

Outside the city limits, but within the UGB, there are approximately 126 vacant buildable acres.⁹ These parcels still retain rural zoning densities and when brought into the city limits will be rezoned to more urban densities, likely a combination of R-10, R-8, and R-6 zones. Assuming an average density that is 80 percent of the maximum of a R-8 zone, about 571 additional units could be constructed. This equals 1,787 new units on vacant land within the UGB.

3.1.1.2 Partially Vacant Land

Oregon City has many parcels within the city limits that have one single-family home and are at least three times the minimum lot size, as shown in Table 24 and Figure 2. The majority of these partially vacant parcels are zoned R-10, the largest minimum lot size allowed within the city limits. There are 117 parcels zoned R-10 that are three to five times the minimum lot size and 99 parcels more than five times the minimum lot size. The R-8 and R-6 zones also have a significant number of parcels where locating new units is a possibility. Overall, potentially 223 new units could be constructed on these partially vacant lots within the city limits, assuming one unit is added on lots three to five times the minimum lot size. An additional 961 new units could potentially be built on lots larger than five times the minimum lot size, assuming these parcels are built to 80 percent of the maximum allowable density for the zone.

As with vacant lands between the city limits and UGB, estimating the total number of new housing units possible on under-utilized parcels will depend on the zoning assigned when annexed. Assuming a R-8 zoning density, there are 236 parcels that would be at least three times the minimum lot size. There would be 81 lots between three and five times the minimum lot size and 155 parcel more than five times the minimum lot size. There is the potential for additional 81 units on parcels between three and five times the allowable lot size and potentially another 1,541 units on parcels larger than five times the allowable lot size.¹⁰

Within the entire UGB, there is the potential for 2,806 new units on partially vacant lots within the UGB.

⁹ Vacant parcels that would be designated for non-residential uses (such as Mixed-Use Employment) are not included in total acreage.

¹⁰ Partially vacant parcels that would be designated for non-residential uses (such as Mixed-Use Employment) are not included in total acreage.

Table 23. Vacant Residential Land by Zoning in Oregon City

Classification	Number of tax lots	Gross unconstrained Acreage	total Acreage >3/8 acres (.83) ¹¹	Less environmental constraints	Park, Schools and Churches Deduction (x.22)	Right of way deduction (x.15)	Gross vacant buildable acres	Max. Units per acre	Development on Parcels less than 3/8 Acres	Potential Dwelling Units (80 percent density)
Within the UGB										
LC ¹²	13	1.5	1.2	0.7	0.1	0.1	0.6	7.3	11	14
R-10	146	264.8	219.8	89.4	28.7	15.3	131.5	4.4	72	535
R-6	122	72.6	60.3	58.9	0.3	0.2	13.2	7.3	80	157
R-6/MH	8	38.8	32.2	2.7	6.5	3.5	26.2	6.4	2	136
R-8	92	35.4	29.4	11.3	4.0	2.1	18.0	5.5	73	152
RA-2	10	6.5	5.4	0.4	1.1	0.6	4.4	19.8	3	72
RC-4	10	2.8	2.3	1.1	0.3	0.1	1.3	10.9	9	20
RD-4	15	22.9	19.0	4.0	3.3	1.8	13.9	10.9	7	128
Subtotal	416	445.3	369.6	168.5	44.2	23.5	209.0		257	1,215
Between the City Limits and the UGB										
County	91	226.6	188.1	55.8	29.1	15.5	100.4	5.5	16	571
Total	507	671.9	557.6	224.3	73.3	39.0	336.6		273	1,787

Source: Clackamas County Assessors Office; Analysis by David Evans and Associates, Inc.

¹¹ The Oregon City Functional Compliance Plan (1999) determined that 83 percent of parcels in Oregon City are over 3/8 acres. Total acres were multiplied by .83 to remove parcels less than 3/8 of an acre, which are already assumed to be platted.

¹² 50 percent of gross vacant unconstrained acres is dedicated to residential uses. There are 2.9 acres of vacant LC land.

Table 24. Partially Vacant Residential Land by Zoning in Oregon City

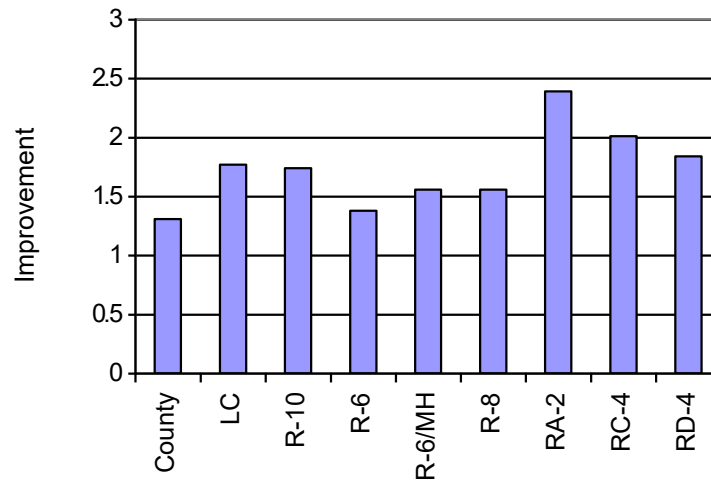
		For lots 5 times or larger the allowable size					Potential dwelling units (80 percent density) for all lots 5 times the lot size. One additional unit for lots 3-5 times the lot size
Classification	Tax lots 3 to 5 times minimum size	Total tax lots	Total Acres	Maximum Density	Constrained land	Right of way (15%)	
Within the UGB							
LC	0	0	0.0	7.3		0.0	0
R-10	117	99	238.7	4.4	53.1	27.8	672
R-6	60	25	33.2	7.3	19.7	2.0	127
R-6/MH	5	3	5.5	6.4	1.7	0.6	22
R-8	26	48	86.0	5.5	8.1	11.7	317
RA-2	0	1	2.3	19.8	0	0.3	31
RC-4	0	0	0.0	10.9	0	0.0	0
RD-4	15	0	0.0	10.9	0	0.0	15
Subtotal	223	176	365.7		82.6	42.5	1,184
Between the City Limits and the UGB							
County	81	155	470.3	5.5	58.4	61.8	1,622
Total	304	331	836.0		141.0	104.3	2,806

Source: Clackamas County Assessors Office, May 2002; Analysis by David Evans and Associates, Inc.

3.1.1.3 Potentially Redevelopable Land

Identification of parcels that could be redeveloped is based on the value of improvements compared to land value. The value of the structures and other improvements declines over the years if not properly maintained, and the potential for redeveloping the property increases. Figure 3 illustrates the average improvement values by residential zoning districts. Not surprisingly, improvement-to-land-value ratios are highest in zoning districts that allow denser development (RA-2, RC-4, and RD-4 zones). The RA-2 zone has the highest improvement-to-land-value ratio of any residential district. Conversely, less dense zones have lower improvement values, where one unit on a larger lot is the norm. Overall, average improvements in single-family residential zones are about 1.5 times the land value, with zones allowing higher density housing closer to two times the land value.

Parcels falling below the 1:1 building-to-land-value threshold could potentially be redeveloped with newer or higher density uses. However, just because the land is considered redevelopable does not ensure that change will actually occur. Table 25 shows the amount of potentially redevelopable land by zone. In Oregon City, there is less than one acre of land considered highly redevelopable and just over eight acres that have medium redevelopment potential. The majority of redevelopable parcels (about 90 percent) have a low potential and will likely stay in the same use as today. By far the majority of redevelopable parcels are within the R-6 zone, followed by the R-10 zone.

Figure 3. Improvement to Land Value Ratio for Residential Property

Source: Clackamas County Tax Assessor's Office (May 2002)

Table 25. Potentially Redevelopable Residential Land by Zoning in Oregon City

Redevelopment Potential Zoning District	Building to Land Value			Total Acres
	0-0.25 (High)	0.26-0.50 (Medium)	0.51-0.99 (Low)	
LC			0.8	0.8
R-10		1	23.5	24.5
R-6	0.8	6.9	48.7	56.4
R-6/MH			0.4	0.4
R-8				0
RA-2		0.3	0.3	0.6
RC-4		0.2	6.1	6.3
RD-4			3.0	3
Total	0.8	8.4	82.8	92

Source: Clackamas County Assessors Office; Analysis by David Evans and Associates, Inc.

3.2 Metro and Clackamas County Capacity Estimates/Land Need through 2017

Oregon City is required to determine its housing capacity within the city limits and outside of the city limits but within the UGB area that is still under Clackamas County jurisdiction. Table 26 shows the amount of expected growth in the region that Metro and Clackamas County believe Oregon City should accommodate and the projected housing capacity (using the current zoning) within the UGB to meet those targets. Within the city or UGB, Metro and Clackamas County estimated that Oregon City should expect to accommodate 9,940 additional units by 2017.

Oregon City has seen considerable growth since the projected capacity estimates were developed. Between 1994 and 1996, Oregon City determined by reviewing building permits that 1,446 units were built within the UGB. More recent permit data supplied by Metro showed an

additional 2,219 units constructed between 1996 and 2001. This development significantly reduces the dwelling units needed by 2017 to 6,075 units. However, there does not appear to be capacity to accommodate these units within the UGB. Full development of all vacant and partially vacant land would result in 4,593 new units, based on current zoning within the city and an overall R-8 density for county land within the UGB, missing the capacity target by 1,444 units.

Table 26. Capacity Analysis based on Metro and Clackamas County Capacity Estimates

Metro and Clackamas county dwelling unit target capacity	9,940
Credit for development (9/1/94-8/31/96)	(1,446)
Credit for development (8/31/96-Current)	(2,219)
Credit for projected accessory units	(142)
Credit for development on constrained land	(58)
Adjusted dwelling unit target	6,075
Estimated dwelling unit capacity on vacant land	(1,787)
Estimated dwelling unit capacity on partially vacant land	(2,806)
New welling units in manufactured home parks	(38)
Dwelling Unit Capacity Deficiency	1,444

These capacity estimates do not reflect plans to permit and encourage increased density in some areas (such as downtown), because the zoning to implement these higher densities is not yet in place. Currently, there is no housing within the downtown area and no land zoned specifically for housing, although the Oregon City Downtown Community Plan (1999) recommends several areas that could accommodate higher-density housing. If this plan is implemented, a considerable number of housing units could be accommodated in the core area of the city.

Oregon City's zoning for residential land within the city limits is primarily R-10 and R-8. This is larger than the average lot size recommended by Metro for urban areas (7,000 sq. ft). There is potential for more housing if zoning were changed and densities increased.

The number of units that could be developed on unincorporated land within the UGB depends on what zoning was assigned to each parcel when it was annexed into the city. Upon annexation, parcels are typically zoned R-10, the lowest density allowed within the city limits. For the purposes of these estimates, vacant county parcels were assumed to develop at an R-8 zoning density. However, some areas could be zoned at higher densities and accommodate additional units.

Underutilized land (or land that is not developed to the maximum allowed density by zoning) actually accounts for more acreage than vacant land in the unincorporated UGB. Underutilized land that is more than five times the allowable lot size was assumed to develop the same as vacant parcels, based on Oregon City's experience where new development on these larger lots is meeting at least 80 percent of the target density for the underlying zone. Redevelopable land is not included in the capacity analysis because of the limited amount of land considered to be highly redevelopable. The number of units that might be constructed would likely be negligible.

3.3 *Housing Mix Based on Demographics*

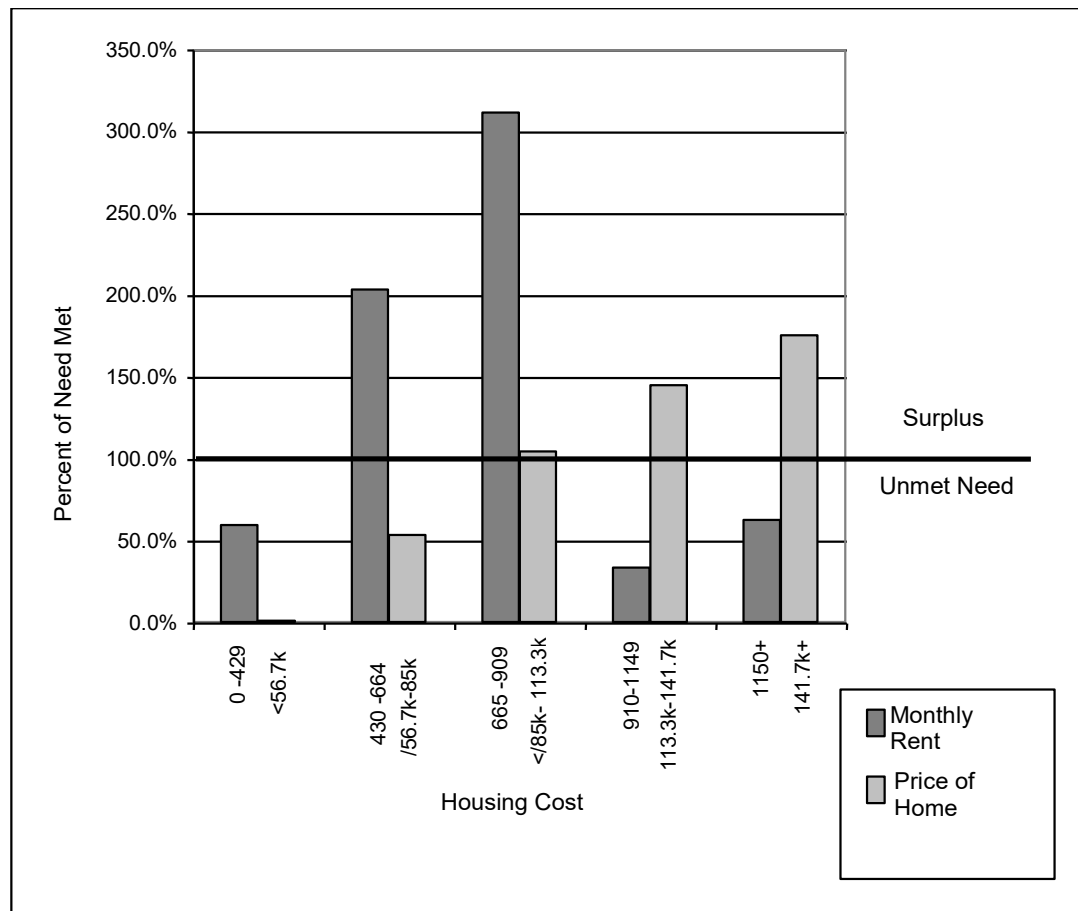
Metro and Clackamas County developed a dwelling unit target for Oregon City based on expected regional growth and the amount of vacant land available within the Oregon City UGB, shown in Table 26, not accounting for current and future socioeconomic conditions. While the target assumes that a variety of housing types will be required, it does not determine what the best housing mix would be and how much residents can afford to spend on housing.

The Oregon Department of Housing and Community Services (HCS) has developed a model that projects housing needs based on the existing housing stock, demographics and anticipated population growth. The model evaluates the existing housing units by structure type and cost, compares those units to local demographics, and estimates the current demand/supply by structure type and price point. The model requires knowledge of existing housing units, tenure, and cost. The existing housing inventory was used as the base for the model, while tenure and cost were extrapolated from the 2000 Census. The model assumes no more than 30 percent of household income is spent on rent or a mortgage.

Figure 4 shows the percentage of new housing units currently needed by price and tenure. According to the model, housing need is met for a particular price point if the existing housing stock meets 100 percent of the need. According to the model, Oregon City has a surplus of rental units in the mid price ranges with monthly rents between \$430 to \$909. The largest surplus is in the \$665 to \$909 rent ranges, where need is met by more than three times for that price range, creating a surplus of those units. Oregon City does not meet residents' needs for less expensive rental units or for units costing more than \$909 per month. The current housing stock meets just over 50 percent of the estimated need for units with rents less than \$429 per month and, for more expensive units, the existing rental stock meets approximately 50 percent of the estimated need.

In addition to rental needs, the model also estimates the need for owner-occupied units. The model shows a surplus of units costing more than \$113,300 with a greater surplus in units costing more than \$141,700. Oregon City's housing stock meets the city's needs for homes costing between \$85,000 and \$113,000, but only meets about 50 percent of housing needs for homes priced between \$56,700 and \$85,000.

Affordable housing is a concern for many Oregon City residents. The model shows just over one-percent of the need is currently met for homes costing less than \$56,700, which is not surprising considering a median sale price for homes in Oregon City of \$184,000. The number of homes in the low price range is extremely limited, and households that can only afford a home in this range would likely rent rather than buy. Households could afford to own a home only by spending a disproportionate amount on their mortgage payment. In this case, supplying more rental units than owner-occupied units is likely more realistic when comparing the current real estate market, high cost of land, and building materials.

Figure 4. Percentage of New Housing Units Needed by Housing Type for Oregon City

Source: Oregon Housing and Community Services 2002, David Evans and Associates, Inc. 2002

Assessing the current met/unmet needs is the first step in determining a future housing mix that will satisfy the projected population and demographic changes. Table 27 shows two housing mixes based on information gathered through the housing inventory and a projected housing density from the HCS model that would meet housing needs based on tenure and cost. Oregon City's current housing mix is about 80 percent single-family units and about 20 percent multifamily, although building permit data shows that the majority of new units (about 86 percent) are single-family detached homes. About 14 percent of the new units are multifamily dwellings.

The HCS model projects the density mix needed to meet Oregon City's housing needs, and has a higher percentage of units in multifamily than the current housing mix. The model projects a housing mix of about 75 percent single-family housing and about 25 percent multifamily units. The higher number of multifamily units is based on a current unmet need for low cost housing as well as higher priced units. There is a large unmet need for low cost housing for both owners and renters, but due to high housing prices, home ownership is not a realistic option. Most people who can only afford the most inexpensive housing are likely going to rent.

Table 27: Actual and Projected Housing Mix

Housing Type	Current Mix (Housing Inventory)	HCS Model (Projected Mix to Meet Housing Needs)
Single-family	81.4%	74.7%
Single-family	67.9%	63.9%
Duplex	5.9%	4.4%
Manufactured homes in parks	7.6%	6.4%
Multifamily	18.6%	25.3%
Total	100.0%	100.0%

The need for a higher percentage of multifamily units is illustrated in the demographic analysis completed in Section 2, Existing Conditions, the HCS projections showing a need for more affordable housing, and a Metro target capacity that supports higher density development. The majority of units will be single-family, but there is also a need for a higher percentage of units in multifamily uses.

3.4 Land Needs/Surplus by Housing Type

Table 28 shows the needed housing units by housing type and the need/surplus of existing vacant land within the Oregon City UGB. The target capacity for the Oregon City is 6,075 additional units (after reductions for units already constructed). Based on the adjusted target and housing mix recommended in the HCS model, Oregon City should accommodate 4,538 single-family units and 1,537 multifamily units (75 percent single-family and 25 percent multifamily).

The majority of these new units can be accommodated on vacant or partially vacant land within the UGB, but to meet the target capacity Oregon City would need to make some zone changes that increase density. Currently, vacant and partially vacant land zoned for single-family units can accommodate all single-family unit needs with room for over 4800 units, while existing multifamily zoned land could accommodate just 103 units. Therefore, some land should be rezoned to higher density uses to provide the necessary 1,434 units.

The need for higher density development within Oregon City, especially in the downtown area, has already been the focus of extensive planning efforts in an attempt to make downtown a more lively. Higher density developments can support businesses, including restaurants and entertainment businesses that cater to these new residents. The City has developed and adopted the “Oregon City Downtown Community Plan” that recommends mixed uses with 30 units per acre of housing. Other areas where higher density uses (than is currently permitted) may be appropriate are shown in Figure 5 and described in Table 29. Approximately 193 buildable acres would be rezoned; of that about 104 acres would be rezoned for multifamily uses, including a mixed-use area north of downtown.

Table 28. Housing Need/Surplus with Rezoned Areas

		Single-family, Manufactured in Parks, Duplexes	Multifamily	Total
Adjusted Metro Target (Table 26)	6,075			
Future Housing Mix (Table 27)		74.7%	25.3%	100.0%
<i>Metro Target using future housing mix</i>		<i>4,538</i>	<i>1,537</i>	<i>6,075</i>
		Single-family Zoning Districts ¹³	Multifamily Zoning District ¹⁴	Total
Potential New Units on Land within the UGB				
Vacant Land (Table 23)		1,715	72	1,787
Partially Vacant Land (Table 24)		2,775	31	2,806
New Units in Existing Manufactured Home Parks (Table 13)		38	0	38
Total New Units		4,528	103	4,631
Needed Units				
<i>(Need)/Surplus (New units-Metro Target Future Housing Mix)</i>		<i>(10)</i>	<i>(1,434)</i>	<i>(1,444)</i>
Potential New units on rezoned residential land (Table 29)		365	1,510	1,875
Total Units (needed)/surplus		355	76	431

Areas to be rezoned would accommodate primarily multifamily housing units, duplex townhomes and other higher density uses. Some rezoned areas would retain a single-family zoning but at a higher density (e.g. R-10 rezoned to R-8 or R-6). Multifamily housing would only be allowed in the RA-2 zone and in a future MUR zone recommended in the Downtown Plan. New multifamily uses are located in areas with existing multifamily uses or near activity centers, such as Clackamas Community College, and near major thoroughfares where more transportation options are available.

Oregon City meets nearly all land needs for single-family units, but needs more land for multifamily dwellings. Converting 107 acres of single-family land to multifamily uses would accommodate additional 1,510 units, or 76 units more than required. Other rezoned land (about 93 acres) would remain in single-family use but at a higher density. This would generate 365 additional units, or 355 units more than required. Together this would provide 1,875 units, which exceeds Metro's residential target capacity by 431 units.

¹³ Single-family zones include LC, R-10, R-8, R-6, R-6/MH, R-8, RC-4, RD-4, and County assumed with a density of R-8.

¹⁴ The only zone identified as multifamily is RA-2

Table 29. Potential Changes in Zoning to Meet Density Target

Area	Existing Zone	New Zone	New Comp. Plan Designation	Gross rezoned unconstrained Acreage	Total existing Units	Less env. constraints	PSC Deduction (x.22)	ROW deduction (x.15)	Total Deduction	Gross vacant buildable acres	Max. Units per acre for current zone	Max. Units per acre for new zone	Total new units
	M-1	MUOR											
1	M-2	MUOR	MUOR	11.7	0	0.0	0.0	1.8	1.8	9.9	0.0	30	239
	RC-4			0.2	3	0.0	0.0	0.0	0.1	0.1	0.0	30	3
	C			17.4	8	0.0	0.0	0.0	0.0	17.4	0.0	30	418
	R-10			51.4	13	20.3	6.8	3.6	30.8	20.6	4.4	10.9	107
2	R-6/MH	RD-4	MR	8.8	1	1.7	1.6	0.8	4.1	4.7	6.4	10.9	17
	County			35.0	0	0.4	7.6	4.0	12.1	22.9	5.5	10.9	99
	R-8			0.0	0	0.0	0.0	0.0	0.0	0.0	5.5	5.5	-
3	R-10	R-8	LR	30.3	13	17.2	2.9	1.5	21.6	8.7	4.4	5.5	8
4	R-10	R-6	LR	18.0	12	10.3	1.7	0.9	12.9	5.1	4.4	7.3	12
5	R-6	RD-4	MR	4.0	7	2.5	0.3	0.2	3.0	1.0	7.3	10.9	3
6	R-6	RA-2	HR	13.3	12	7.8	1.2	0.6	9.6	3.6	7.3	19.8	36
	R-10			6.4	0	4.3	0.5	0.2	5.0	1.4	4.4	19.8	17
7	RA-2	RA-2	HR	4.4	2	0.0	1.0	0.5	1.5	2.9	19.8	19.8	-
	R-6			12.6	15	0.2	2.7	1.5	4.4	8.2	7.3	19.8	82
	LO			2.0	41	0.0	0.0	0.3	0.3	1.7	19.8	19.8	-
8	R-10	RD-4	MR	6.1	0	1.0	1.1	0.6	2.7	3.4	4.4	10.9	17
9	R-10	RD-4	MR	4.4	2	0.0	1.0	0.5	1.5	2.9	4.4	10.9	15
10	R-10	R-8	LR	7.9	0	0.0	1.7	0.9	2.7	5.3	4.4	5.5	5
11	County	RA-2	HR	10.2	13	2.8	1.6	0.9	5.3	4.9	5.5	19.8	56
12	R-6	RD-4	MR	4.7	6	1.3	0.0	0.5	1.8	2.9	7.3	10.9	8
	R-10			5.7	7	0.4	1.2	0.6	2.1	3.5	4.4	10.9	18
13	R-10	RA-2	HR	10.4	5	1.1	2.0	1.1	4.2	6.2	4.4	19.8	76
14	R-10	RA-2	HR	19.8	3	0.0	4.4	2.3	6.7	13.1	4.4	19.8	162
15	R-10	RA-2	HR	20.1	6	3.3	3.7	2.0	8.9	11.2	4.4	19.8	138
16	LO	RA-2	HR	0.3	0	0.0	0.0	0.0	0.0	0.3	19.8	19.8	-
	R-10			14.5	9	1.6	2.8	1.5	5.9	8.6	4.4	19.8	105
	R-6/MH			4.1	3	0.0	0.9	0.5	1.4	2.7	6.4	19.8	29
	RD-4			19.9	69	0.0	4.4	2.3	6.7	13.2	10.9	19.8	94
17	County	MUE	MUE	84.9	No new residential units								
18	R-6	MUE	MUE	9.6									
19	R-10	RD-4	MR	6.1	1	0.1	1.3	0.7	2.1	4.0	4.4	10.9	21
20	R-6/MH	RD-4	MR	9.9	0	1.1	1.9	1.0	4.1	5.8	6.4	10.9	21
	R-10			3.9	1	0.0	0.9	0.5	1.3	2.6	4.4	10.9	13
	Total			460.8	252	77.3	55.3	32.4	165.1	201.2			1,875

Item 8a.



CITY OF OREGON CITY

Staff Report

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

To: City Commission **Agenda Date:** 11/3/2021
From: Community Development Director Laura Terway

SUBJECT:

First Reading of Ordinance 21-1016 – An Approval of LEG-21-00003, an Adoption of the Park Place Urbanization Plan and an Amendment to the Transportation System Plan

STAFF RECOMMENDATION:

Staff recommends the City Commission approve the first reading of Ordinance 21-1016 and LEG-21-00003.

EXECUTIVE SUMMARY:

The Park Place Urbanization Plan has been submitted by the Public Works Department for adoption. File No. LEG-21-00003 amends the Oregon City Transportation System Plan to add the ancillary plan for pedestrian, bicycle, and vehicular access within the Park Place neighborhood. The plan adds clarity for street designs within the project area, as well as a sidewalk prioritization plan.

An issues matrix summarizing and responding to issues brought up during the Planning Commission hearings is attached in the agenda packet. The Planning Commission recommended approval with conditions that they would like to see more bike lanes and more traffic calming measures in the neighborhood as the plan is implemented.

BACKGROUND:

The Park Place Urbanization Plan is a document that proposes street specific cross sections for various streets within the Park Place Neighborhood Association boundary. These street designs differ from the typical street cross sections within the Transportation System Plan. The differences in street design are a response to existing conditions in Park Place of narrow, semi-rural streets. The plan prioritizes certain streets for the inclusion of sidewalks as private development occurs or as capital improvement funding becomes available.

The Park Place Neighborhood was annexed into the City over 30 years ago. Most of the streets in the project area were not built to current roadway classification standards – with the exception of the recently-constructed roadways east of Swan Ave. In the older section of the neighborhood, there is considerable dimensional variation in right-of-way, travel lanes, stormwater conveyance, and widths and existence of both sidewalk and bike lanes.

The Urbanization Plan only focuses on the existing streets that currently lack sidewalks, curbs and bicycle facilities. The goal of the plan is to ensure future improvements to existing streets are consistent, feasible, and reflect desires of those living in the neighborhood.

The plan prioritizes sidewalk improvement locations near properties that were unlikely to develop in the near term. The plan includes specific street designs for the following street segments, concentrated in the area north of Holcomb Boulevard and west of Holcomb Elementary:

1. Apperson Street
2. Front Avenue
3. Hunter Avenue (north of Holcomb)
4. Swan Avenue
5. Local streets, which include the following:
 - Frederick Street
 - Gain Street
 - Harley Avenue
 - Hunter Ave (south of Holcomb)
 - Hiram Avenue
 - Rock Street
 - Clear Street
 - LaRae Road
 - Short Avenue
 - Jacobs Way

All other streets are considered standard local streets in the plan, and will utilize the typical street design for local streets found in the TSP and in the Municipal code.

An issues matrix summarizing and responding to issues brought up during the Planning Commissioner hearings is attached in the agenda packet. The Planning Commission recommended approval with conditions that they would like to see more bike lanes and more traffic calming measures in the neighborhood as the plan is implemented.

See full staff report and recommendation attached to the agenda.

OPTIONS:

1. Approve the first reading of Ordinance 21-1016 and LEG 21-00003.
2. Continue Ordinance 21-1016 and LEG 21-00003 to the November 17, 2021 City Commission hearing with instructions for additional information or changes.

BUDGET IMPACT:

No additional funding has been allocated or planned at this time. The plan identifies funding needs for sidewalk infill of:

Priority 1 sidewalks –\$2,115,000

Priority 2 sidewalks – \$1,765,000

ORDINANCE NO. 21-1016

**AN ORDINANCE OF THE CITY OF OREGON CITY AMENDING OREGON CITY
TRANSPORTATION SYSTEM PLAN BY ADOPTING THE PARK PLACE URBANIZATION
PLAN AS AN ANCILLARY DOCUMENT**

WHEREAS, the Transportation System Plan (TSP) is an ancillary document to the Oregon City Comprehensive Plan; and

WHEREAS, the Park Place Neighborhood is developed with numerous narrow streets that lack sidewalks, bike lanes, and curbs; and

WHEREAS, the City's Municipal code allows for modifications to street designs in Chapter 16.12.013; and

WHEREAS, the City has a need for specific street design guidance in Park Place for infill development that are tailored to fit the context of the neighborhood, as well as a prioritization plan for sidewalk infill in the neighborhood if capital funding becomes available;

WHEREAS, the planning process included two online surveys targeted to the Park Place neighborhood, outreach to the Park Place Neighborhood Association, the Transportation Advisory Committee, information posted on the city website, and a public notice; and

WHEREAS, the Planning Commission held a public hearing on October 11, 2021 and recommended approval of the proposed plan to the City Commission; and

WHEREAS, the City Commission held a public hearing on November 3, 2021 and found that the proposed plan complies with the applicable criteria for Legislative approval as discussed in the Staff Report and Recommended Findings for File LEG-21-00003.

NOW, THEREFORE, OREGON CITY ORDAINS AS FOLLOWS:

Section 1. The City of Oregon City Transportation System Plan is amended to adopt the Park Place Urbanization Study as provided in attached Exhibit A.

Section 2. The Legislative action taken by the Ordinance is explained and justified by the Analysis and Findings for LEG 21-00003.

Read for the first time at a regular meeting of the City Commission held on the 3rd Day of November, 2021, and the City Commission finally enacted the foregoing ordinance this _____ day of _____, 2021.

RACHEL LYLES SMITH, Mayor

Attested to this _____ day of _____

Approved as to legal sufficiency:

City Recorder

City Attorney

Exhibit A - Park Place Urbanization Plan and Appendices



PARK PLACE URBANIZATION STUDY FINAL STUDY

City of Oregon City Project #PS 20-027
October 2021



WE #1509A

wallis
*engineering

TABLE OF CONTENTS

SECTION 1: INTRODUCTION	1
1.1 Background	1
1.2 Purpose of Report	1
1.3 Planning Process	2
1.4 Study Organization	2
SECTION 2: EXISTING CONDITIONS ANALYSIS	4
2.1 Neighborhood Characteristics and Land Use	4
2.2 Existing Transportation Facilities	10
2.3 Existing Streetscape Elements	19
2.4 Planned Improvements	19
2.5 Public Utilities	22
2.6 Development Projects	23
SECTION 3: ALTERNATIVE DEVELOPMENT AND SELECTION	25
3.1 Public Engagement Process	25
3.2 Public Outreach #1	25
3.3 Alternatives Development	27
3.4 Speed Management	27
3.4.1 Sidewalk Prioritization Plan	27
3.4.2 Proposed Roadway Classification and Cross Sections	29
3.4.3 Trail Connectivity Plan	36
3.4.4 Mailbox Banking	38
3.4.5 Traffic Calming Measures	38
3.5 Public Outreach #2	39
SECTION 4: FINAL CONCEPT PLAN	43
4.1 Sidewalk Prioritization Plan	43
4.2 Proposed Roadway Classification	45
4.2.1 Proposed Roadway Classification and Cross Sections	45
4.3 Trail Connectivity Plan	50
4.4 Traffic Calming	52
4.5 Connectivity Needs	52
4.6 Bike Lanes	52
SECTION 5: IMPLEMENTATION PLAN	53
5.1 Plan Implementation	53
5.2 Cost Estimates	53
5.3 Potential Funding Sources	53

5.3.1 Local Funding	53
5.3.2 State Funding	53

List of Figures

Figure 1-1: Park Place Vicinity Map	1
Figure 2-1: Activity Generators.....	5
Figure 2-2: Zoning.....	7
Figure 2-3: Environmentally Sensitive Areas	9
Figure 2-4: Existing Narrow Roadways	12
Figure 2-5: Narrow Roadway (Hiram Ave).....	13
Figure 2-6: Variable Roadway Widths (Cleveland St.).....	13
Figure 2-7: Existing Bicycle and Pedestrian Facilities.....	15
Figure 2-8: Existing Sidewalk Gaps.....	16
Figure 2-9: End of Sidewalks Hunter Ave.....	17
Figure 2-10: No Transition S. Ames Street.....	17
Figure 2-11: Sidewalk Dead End Swan Ave.....	17
Figure 2-12: Existing Public Transit Facilities	18
Figure 2-13: Mailboxes on Apperson Blvd.....	19
Figure 2-14: City Planned Projects Within the Corridor	21
Figure 2-15: Development Projects	24
Figure 3-1: Public Survey #1 Results	26
Figure 3-2: Sidewalk Prioritization Plan.....	28
Figure 3-3: Roadway Classification Plan.....	30
Figure 3-4: Family Friendly Street Cross Section	31
Figure 3-5: Family Friendly at Stormwater Facilities	32
Figure 3-6: Apperson Street Existing Cross Section.....	32
Figure 3-7: Apperson Street Proposed Cross Section	33
Figure 3-8: Front Avenue Proposed Cross Section – Option 1	33
Figure 3-9: Front Avenue Proposed Cross Section – Option 2	34
Figure 3-10: Hunter Street Alternative Cross Section	35
Figure 3-11: Swan Avenue Alternative Cross Section	35
Figure 3-12: Local Roadway Cross Section	36
Figure 3-13: Conceptual Trail Connection Plan	37
Figure 3-14: Mailbox Banking.....	38
Figure 3-15: Speed Humps	38
Figure 3-16: Neck Downs.....	38
Figure 3-17: Traffic Circles	39
Figure 3-18: Speed Lumps.....	39
Figure 3-19: Curb Extensions.....	39

Figure 3-20: Public Survey #2 Results Apperson Blvd & Front St.....	40
Figure 3-21: Public Survey #2 Results Hunter Ave & Swan Ave	41
Figure 3-22: Public Survey #2 Results Family Friendly Street, Mailbox Options and Traffic Calming.....	42
Figure 4-1: Sidewalk Prioritization Plan.....	44
Figure 4-2: Approved Classification Plan.....	46
Figure 4-3: Apperson Street Cross Section	47
Figure 4-4: Front Avenue Cross Section	47
Figure 4-5: Hunter Street Cross Section.....	48
Figure 4-6: Swan Avenue Cross Section.....	48
Figure 4-7 : Family Friendly Street Cross Section	49
Figure 4-8 : Family Friendly at Stormwater Facilities	49
Figure 4-9: Trail Connection Plan.....	51

List of Tables

Table 2-1: Existing Roadway Variation.....	11
Table 2-2: Study Area Safety History – 2010 to 2019.....	14

Appendices

Appendix A: Survey #1 Results

Appendix B: Survey #2 Results

Appendix C: Sidewalk Prioritization Plan Cost Estimates

Appendix D: TSP Projects

SECTION 1: INTRODUCTION

1.1 BACKGROUND

The Park Place Neighborhood is located in the northeast corner of Oregon City. It was annexed into the City of Oregon City in 1989. The neighborhood is bounded approximately by Forsythe Road on the north, Highway 213 on the west, Livesay Creek on the south and Kitty Hawk Ave on the east. Holcomb Blvd remained under Clackamas County jurisdiction until 2012 when the responsibilities of Holcomb were transferred to the City of Oregon City. Over the years, it has developed in piecemeal fashion, creating a mix of urban and rural areas. As a result, the streets have developed over time to different Oregon City Transportation System Plan (TSP) standard street cross sections. The neighborhood currently lacks connectivity to surrounding neighborhoods and desired community destinations. Areas to the east of Swan Ave consist of more recent development and are, for the most part, fully-developed roadways. The focus area of this project are roadways to the west of Swan Ave within the Park Place Neighborhood.

A vicinity map of Park Place Neighborhood is included as **Figure 1-1**. Holcomb Blvd is not included in this study.

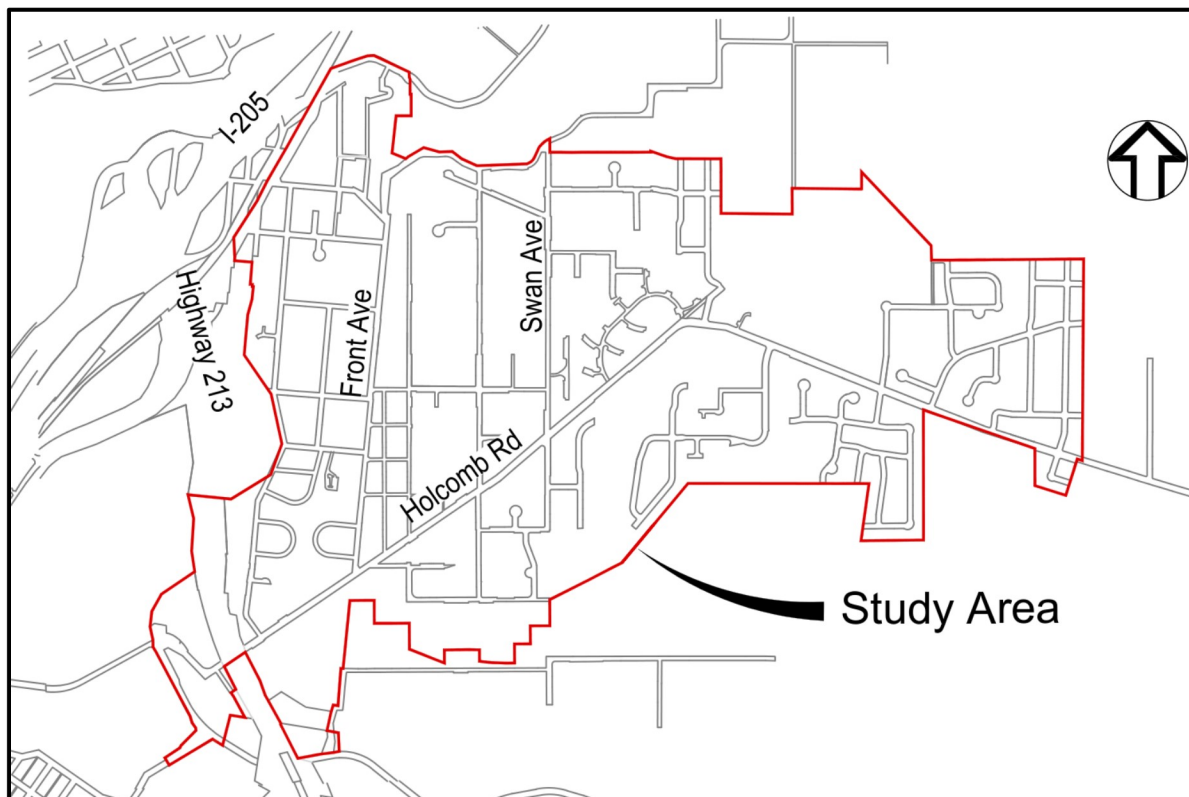


Figure 1-1: Park Place Vicinity Map

1.2 PURPOSE OF REPORT

The City of Oregon City contracted with Wallis Engineering (Wallis) to develop an urbanization study for this neighborhood. The goal of this study is to:

- Identify transportation problems within the neighborhood
- Understand where projects can be constructed to provide the greatest benefit
- Identify preferred roadway cross sections
- Prepare cost estimates for the various improvements
- Identify how public transportation improvements in the neighborhood should be prioritized

The Park Place Urbanization Study (Study) analyzed existing conditions and potential alternative improvements, and makes recommendations for improvements. It identifies a process by which to implement public works improvements within the existing network of streets to create a more connected transportation system for the community.

This Study will be used by the City to guide future projects to improve the transportation system within the Neighborhood. It does not stand alone but builds on several other City planning documents. In particular, it modifies, supplements, and clarifies some of the projects described in the City's *2013 Transportation System Plan (TSP)*. As referenced City planning documents and conditions change over time, this Urbanization Study should be updated accordingly.

As funding sources are limited at this time, it is anticipated that improvements described within will be mainly development driven. Should funding become available, improvements identified within this Study should be prioritized in coordination with project improvements identified in the TSP and other adopted area plans within the City. Holcomb Blvd is not considered within this Urbanization Study as it has its own plan called Holcomb Pedestrian Concept Plan. Other related plans are discussed in Section 2.4.

1.3 PLANNING PROCESS

This study followed a step-by-step planning process. This process was structured to include public involvement and participation throughout the Study development. The following steps were included in the planning process:

1. Defined the scope and focus of the study, including the overall goals and vision for the neighborhood.
2. Evaluated existing conditions and transportation infrastructure gaps throughout the neighborhood and its users.
3. Communicated project information to the community, identified community desires, and solicited feedback.
4. Identified alternative concept plans to provide adequate access to desired community locations.
5. Presented concept plans to the neighborhood for feedback and identification of preferred alternatives.
6. Prepared final concept plan and process to implement improvements.

1.4 STUDY ORGANIZATION

The Park Place Urbanization Study is divided into a total of six sections. A brief description of each section (except Section 1) follows:

Section 2: Existing Conditions Analysis

The existing conditions throughout the neighborhood are described in detail, including its character, transportation facilities, safety, streetscape elements, and public utilities.

Section 3: Alternative Development and Selection

The criteria used to develop concept alternatives are defined, as well as other criteria included in the scope of this Study. The process and results of public engagement are summarized. The alternatives and their expected implications for addressing future transportation needs are discussed.

Section 4: Final Concept Plan

The final concept plan is described in detail. Recommendations are made for roadway cross sections, sidewalk infill projects, and streetscape improvements.

Section 5: Implementation Plan

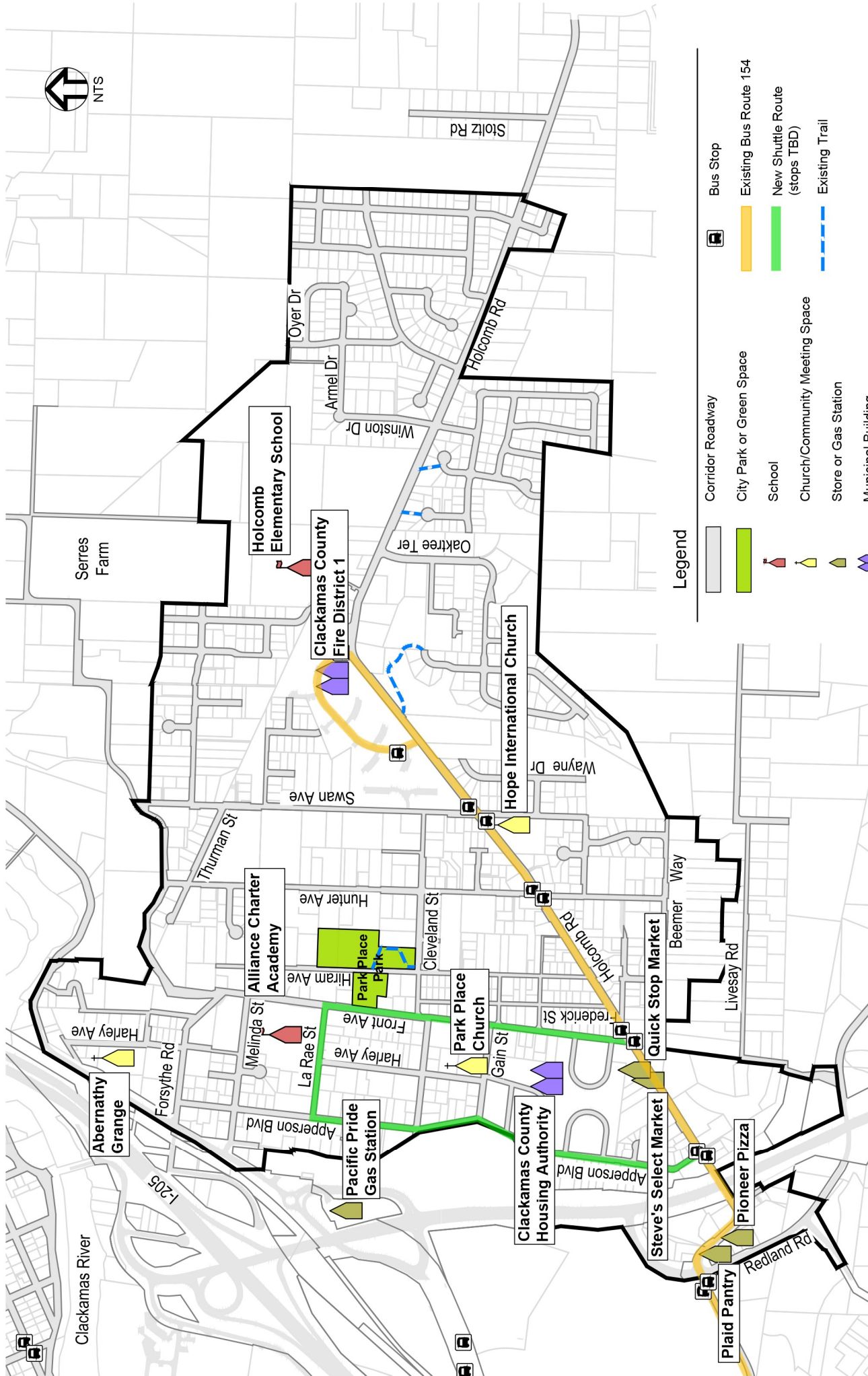
This section describes how the final concept plan will be implemented. Planning-level cost estimates for the proposed improvements and potential funding opportunities are also included here.

SECTION 2: EXISTING CONDITIONS ANALYSIS

The existing conditions of the neighborhood are analyzed in this chapter. A discussion of these conditions includes the character of the neighborhood and its designated land uses, transportation facilities for each mode of travel and existing streetscape elements. Holcomb Blvd is not included in this study.

2.1 NEIGHBORHOOD CHARACTERISTICS AND LAND USE

The Park Place Neighborhood contains multiple desired community destinations: City parks, schools, churches, stores or gas stations, municipal buildings, and bus stops. Gaps in existing sidewalks prevent convenient travel to these community locations. There are several public facilities and properties which generate activity through the study area, including public parks, schools, and churches. These are shown on **Figure 2-1**.



Legend

- | | | | |
|--|--------------------------------|--|-------------------------------|
| | Corridor Roadway | | Bus Stop |
| | City Park or Green Space | | Existing Bus Route 154 |
| | School | | New Shuttle Route (stops TBD) |
| | Church/Community Meeting Space | | Existing Trail |
| | Store or Gas Station | | |
| | Municipal Building | | |

Figure 2-1: Activity Generators

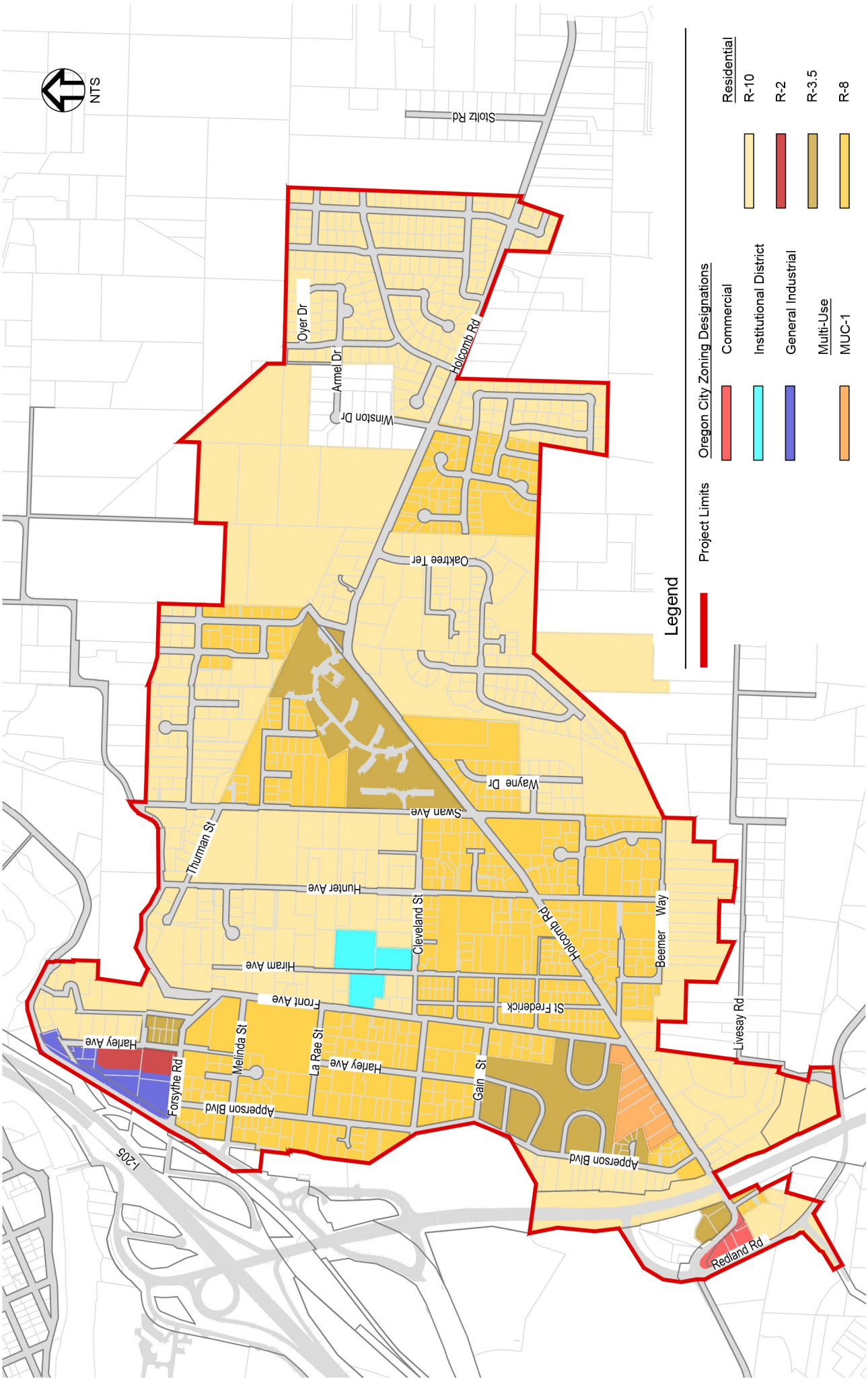
PARK PLACE URBANIZATION STUDY

September, 2021

Item 8b.

The City's TSP describes the Park Place Neighborhood as an area of significantly low-income households, with little projected change in employment growth between 2010 and 2035. The TSP also projects more than 300 households being added to the study area through additional lot development and densification between 2010 and 2035.

Land use through the Park Place Neighborhood includes a mix of urban and rural areas. The Neighborhood is largely zoned residential with some commercial properties, as shown in **Figure 2-2**. A small area of mixed-use commercial properties is located along Holcomb Blvd between Apperson Blvd and Front Ave.

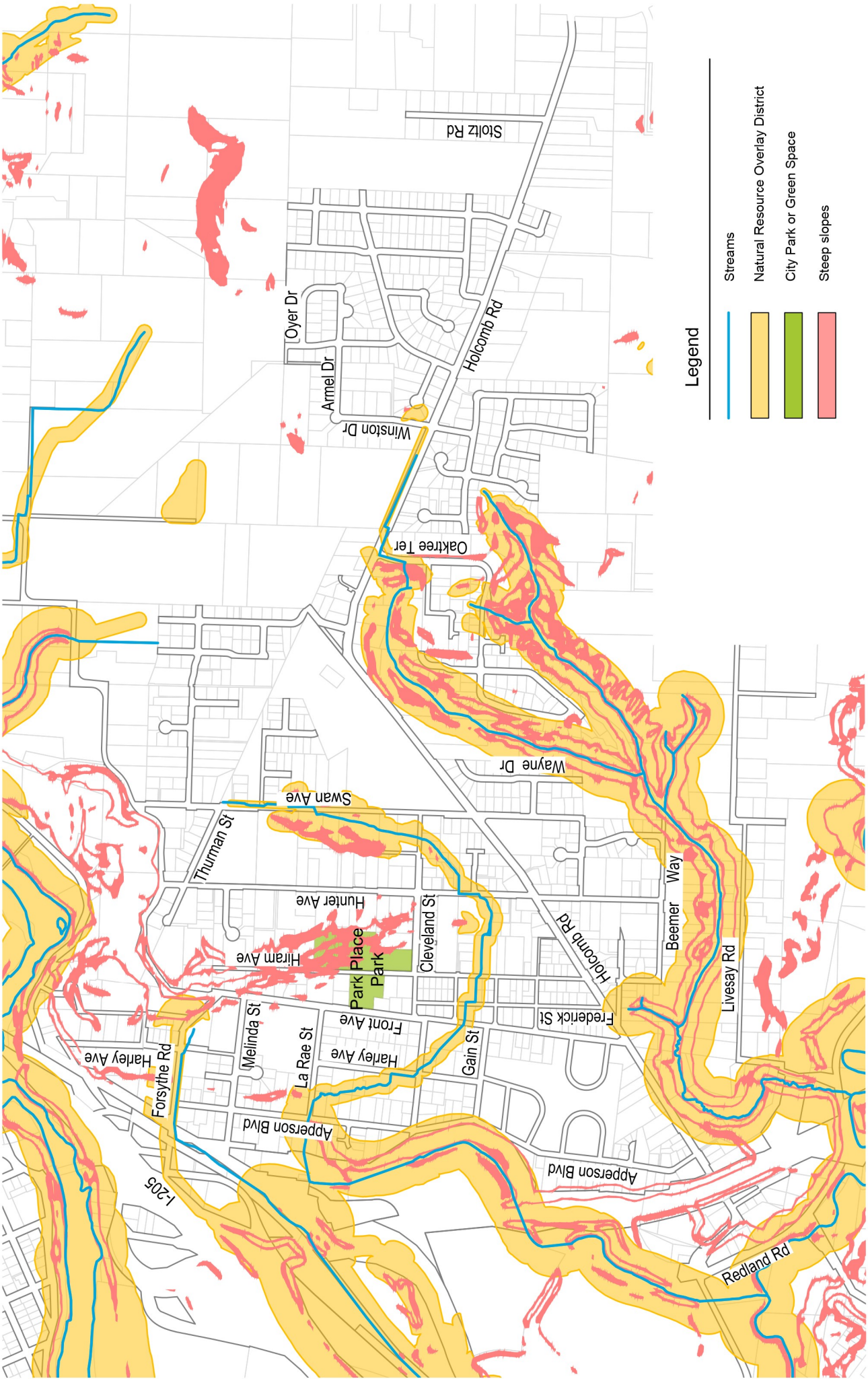


Legend

Project Limits	Oregon City Zoning Designations	
	Commercial	Residential
	Institutional District	R-10
	General Industrial	R-2
	Multi-Use	R-3.5
	MUC-1	R-8

Environmentally Sensitive Areas

The study area encompasses and is adjacent to environmentally-sensitive areas associated with streams and creeks. The City identifies a number of such areas, including wetlands and streams, steep slopes, and a Natural Resources Overlay District (NROD). These environmentally-sensitive areas are shown in more detail in **Figure 2-3**. Future streetscape improvement work within or impacting designated boundaries will require permit approval.



Legend

- Streams
- Natural Resource Overlay District
- City Park or Green Space
- Steep slopes

Steep Slopes

Steep slopes and landslide hazard areas exist within the study area. Steep topography includes areas steeper than 25%, located predominantly along Hiram Ave, Swan Ave, Hunter Ave and Cleveland St.

Streams and Wetlands

Two designated Title 3 streams cross through the neighborhood boundaries. These areas are mapped as part of the guidelines set out in Title 3 of *Metro's Urban Growth Management Functional Plan*. The Title 3 designation constitutes areas protected by the *Stream and Floodplain Protection Plan*, which aims to protect the region's health and public safety by reducing flood and landslide hazards, controlling soil erosion, and reducing pollution of the region's waterways. These areas are delineated as Title 3 for the following purposes: 1. protect against flooding, 2. enhance water quality in the region's streams, rivers, and wetlands, and 3. protect regionally significant fish and wildlife habitat areas. One stream corridor is contained within a canyon to the south of Holcomb Blvd. The other stream is a combination of piped conveyance, roadside ditches and formal stream corridors.

The *Oregon City Local Wetland Inventory* (prepared by Shapiro and associates, 1999) identified a number of wetlands within the study area. These designated wetlands are located adjacent to the streams within the project area and are included in **Figure 2-3**.

NROD

The Natural Resource Overlay District (NROD) protects the habitats and associated functions of the streams, riparian corridors, wetlands and the regulated wildlife habitat found in Oregon City. The NROD regulates water quality and ensures habitat protection through the enforcement of permanent vegetated corridors between sensitive resources and developed areas.

An NROD buffer area of varying widths follows the two stream corridors through the neighborhood. Future improvements constructed within the NROD or its buffer will be required to comply with City environmental standards.

2.2 EXISTING TRANSPORTATION FACILITIES

The Park Place Neighborhood offers transportation opportunities for vehicles, bicycles, pedestrians, and users of public transit. However, facilities for these users are incomplete and deficient throughout the study area. Description of current transportation infrastructure is described below.

Roadway Classification

Roadway classifications are typically assigned to streets according to their character, dimensions, and facilities for various users. The City's 2013 TSP includes several roadway classifications for the streets within the study area. Holcomb Blvd is classified as a minor arterial, one of the larger classifications. Swan Ave, Front Ave and Forsythe Rd are classified as collector roadways. Collector roads are the second most common and are used as a connection between local roads and arterial roads. They provide a balance between access and mobility. All other roadways within the project limits are designated as local roads.

Connectivity

The Neighborhood grid system within the focus of the study area consists of South to North connections from Holcomb Blvd to Forsythe Rd on Apperson Blvd, Front Ave, Hunter Ave, and Swan Ave. In the East West direction, there is limited connectivity. Cleveland Ave acts as the main East West roadway within the study area but terminates at Swan Ave and does not provide full access through to the East side of the neighborhood.

General Roadway Characteristics

The roadways within the Park Place Neighborhood vary greatly in their dimensions and facilities for roadway users, due to the variable nature of development over time. Most of the streets were not built to current roadway classification standards – with the exception of the recently-constructed roadways east of Swan Ave. In the older section of the neighborhood, there is considerable dimensional variation in right-of-way, travel lanes, stormwater conveyance, and widths and existence of both sidewalk and bike lanes. **Table 2-1** summarizes some of the variation in roadways within the Park Place Neighborhood.

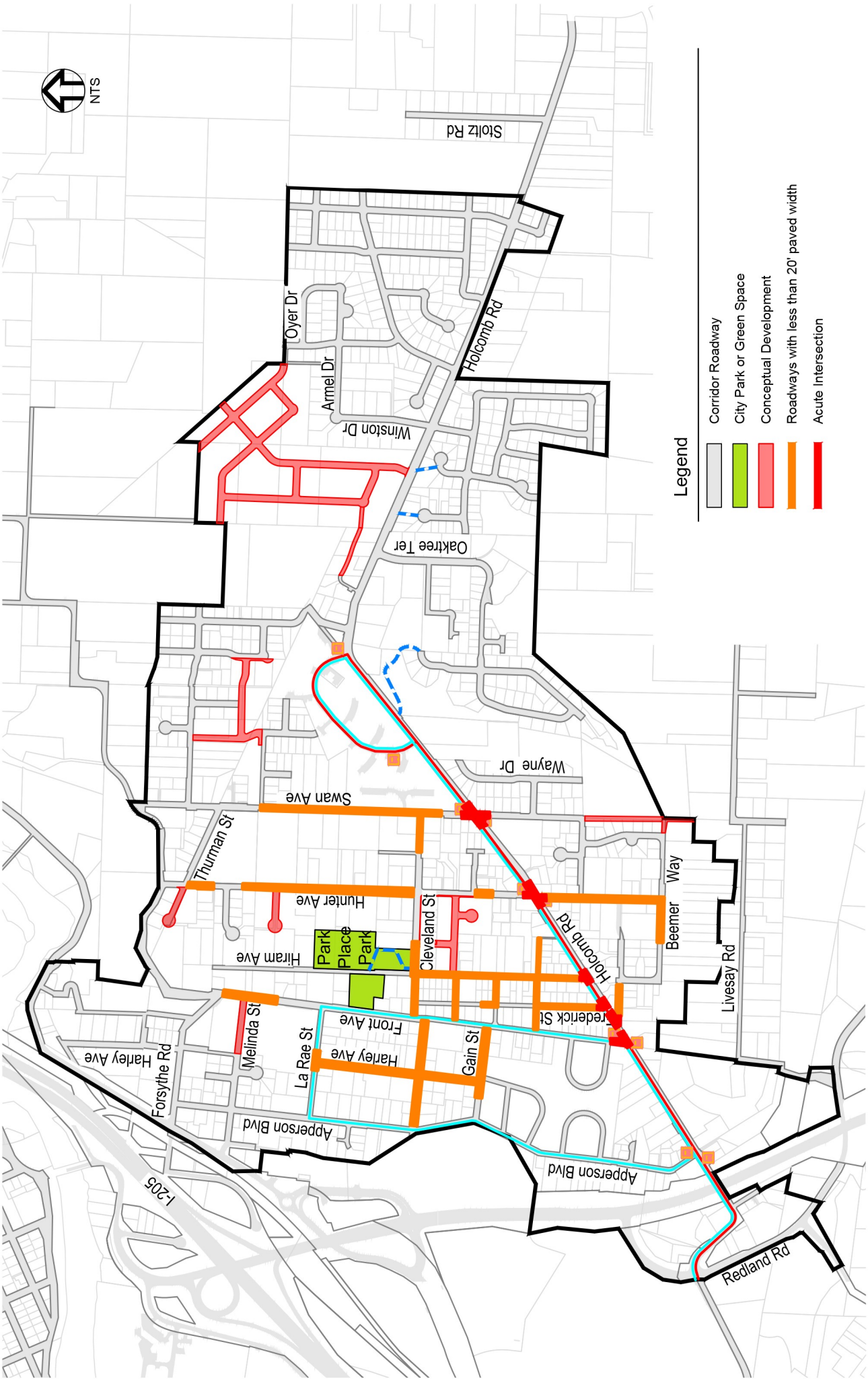
Table 2-1: Existing Roadway Variation

Street	ROW Width	Paved Width	Parking (Y/N)	Surface Drainage (Y/N)	Sidewalk Widths
Apperson Blvd	48'	27'	N	Y	6'
Harley Ave	50'	18'	Y	N	N/A ¹
Front Ave	45'	36'	Y	Y	5.5'
Hiram Ave	34'	15'	N	N	N/A ¹
Hunter Ave	45'	19'	N	Y	N/A ¹
Swan Ave	43'	19'	N	Y	6'
Oaktree Ter	60'	36'	Y	Y	N/A ¹
Forsythe Rd	50'	23'	N	N	N/A ¹
Thurman St	46'	26'	N	N	5'
Ames St	40'	23'	N	Y	5.5'
Cleveland St	35'	19'	N	N	N/A ¹
Gain St	50'	19'	N	N	4'
Beemer Way	45'	22'	Y	N	5'

1. Sidewalk width not provided because street currently lacks sidewalk.

Roadways shall have a minimum paved width of 20 feet to provide fire service (according to current City standards). Several sections of roadway have substandard paved width according to this fire service requirement. **Figure 2-4** shows the locations of roadway sections within the study area with substandard pavement width. **Figure 2-5** and **Figure 2-6** show examples of narrow and variable width roadways within the study area.

Figure 2-4: Existing Narrow Roadways
PARK PLACE URBANIZATION STUDY
September, 2021





**Figure 2-5: Narrow Roadway
(Hiram Ave)**



**Figure 2-6: Variable Roadway Widths
(Cleveland St.)**

Geometry

Neighborhood roadways are aligned in a rough grid pattern, with streets extending north and south from Holcomb Blvd. Because Holcomb Blvd passes through the neighborhood at a skewed angle, there are a number of acute roadway intersections in the study area. An acute roadway intersection is defined as an intersection where roadways enter the intersection at less than 90 degrees. Generally speaking, acute intersections make it more difficult to enter and exit an intersection. In the case of the study area, these acute angles at intersections create sightline difficulties for motorists attempting to enter Holcomb Blvd. The tighter corner radii also complicate motorist right turn movements into the neighborhood. Locations of acute angle intersections are shown on **Figure 2-4**.

Safety

To help identify safety issues and concerns, the crash history of the Park Place Neighborhood was reviewed. The Oregon Department of Transportation (ODOT) supplied historical information summarizing all reported collisions within the Park Place Neighborhood occurring in the nine-year period between 01/01/2010 and 12/31/2019 (more recent data is not available). Crash information was analyzed, and the results are summarized in **Table 2-2**. The majority of these crashes occurred on Holcomb Blvd and are outside the scope of this Urbanization Study. The remaining crashes were minor injury and property damage only, and were typically rear end and turning movement type incidents.

Table 2-2: Study Area Safety History – 2010 to 2019

Intersection/Area	Crash Severity			Collision Type							Total Crashes
	PDO	Injury	Fatal	Rear	Fix	Turn	Ped	Head	SS	Angle	
Forsythe Rd	7	4		1	4	4			2		11
"D" St		1		1							1
Oaktree Terrace		1								1	1
Holcomb School Rd		3		3							3

PDO: Property Damage Only Crash

Ped: Pedestrian

SS: Side Swipe

Fix: Fixed Object or Other Object

Head: Head-on

Speed data was not collected as part of this Study. However, high speeds have been anecdotally noted as a major concern among neighborhood residents.

Speed Control Measures

Some speed reduction measures have been implemented within the Park Place Neighborhood. Speed humps have been added along Apperson Blvd and Front Ave. Roadway narrowing was completed at the intersection of La Rae St and Harley Ave near the Alliance Academy.

Pedestrian Facilities

Pedestrian facilities throughout the neighborhood are not continuous. Sidewalks (where they exist) are typically five feet wide, and are a mixture of sidewalks directly adjacent to the roadway (curb tight) or positions behind a landscape strip (setback). It should be noted that this Study did not assess if existing sidewalks and curb ramps complied with the Americans with Disabilities (ADA) requirements for these facilities. A map of existing pedestrian and bicyclist facilities within the study area is included **Figure 2-7**. To highlight the gaps within the pedestrian network, a separate figure 'Existing Sidewalk Gaps' is included as **Figure 2-8**. Some illustrative examples of gaps within the network are included below as, **Figure 2-9, Figure 2-10, Figure 2-11**.

Figure 2-7: Existing Pedestrian And Bicycle Facilities
PARK PLACE URBANIZATION STUDY
September, 2021

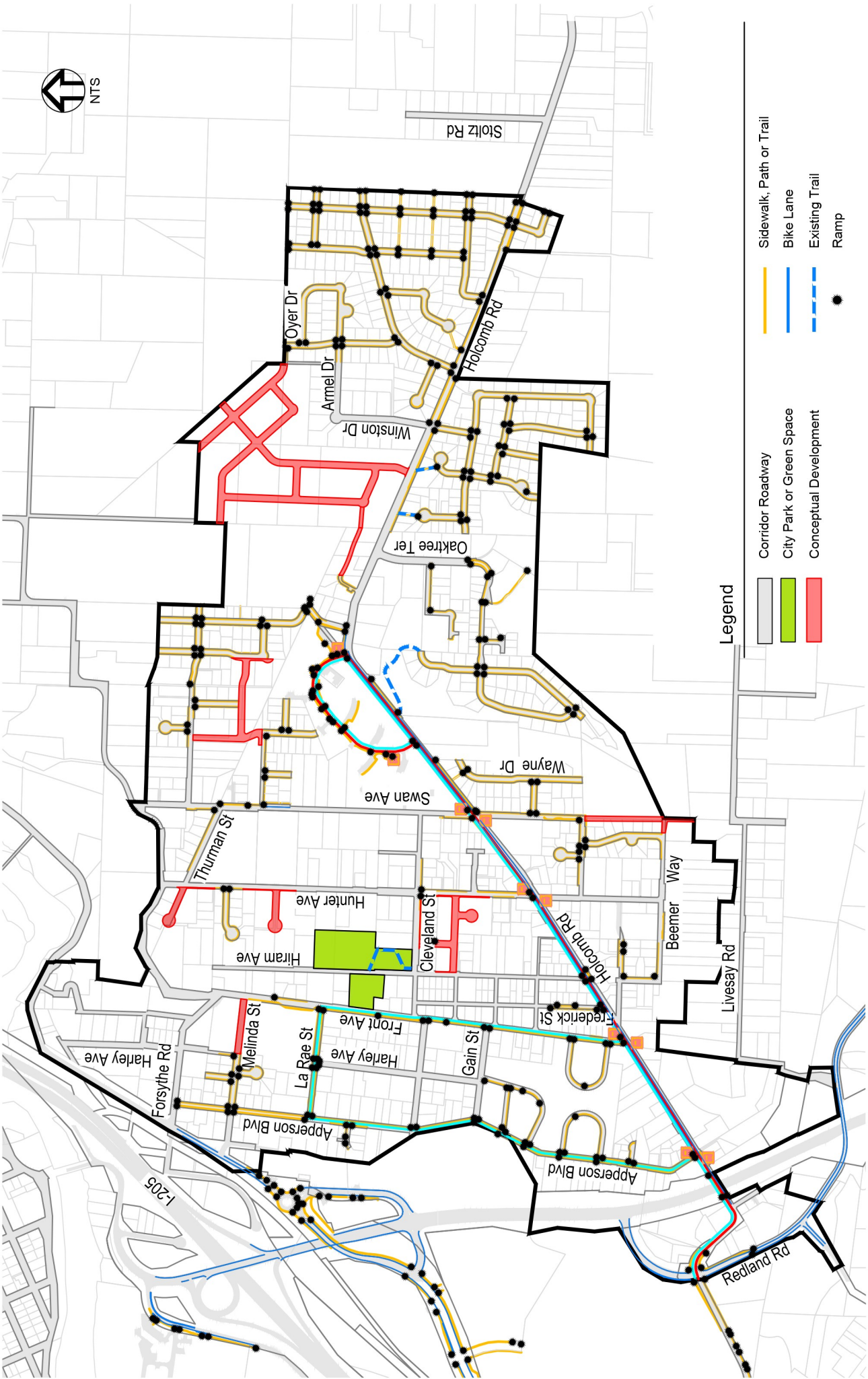
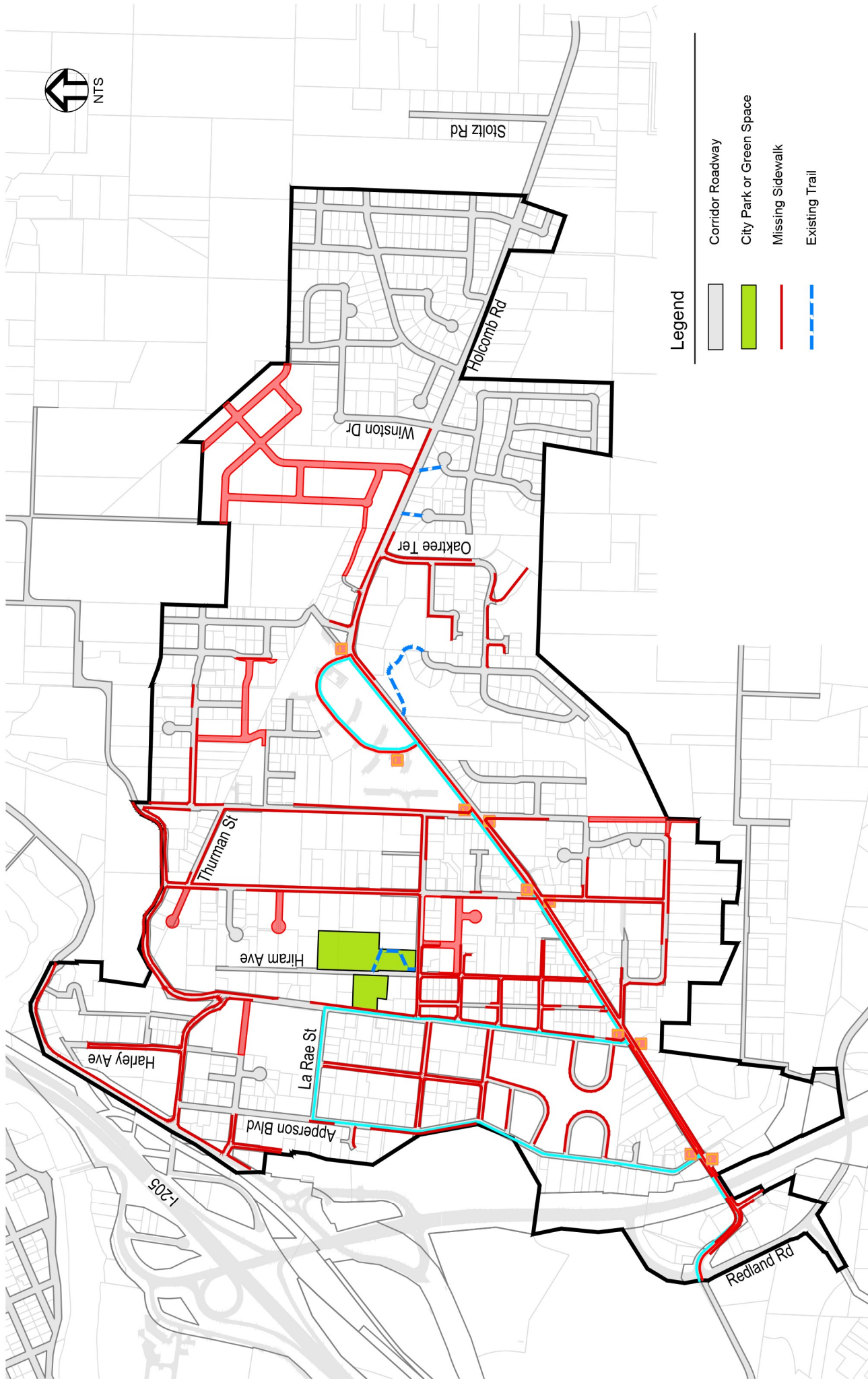


Figure 2-8: Existing Sidewalk Gaps
PARK PLACE URBANIZATION STUDY
September, 2021





**Figure 2-9: End of Sidewalks
Hunter Ave**



**Figure 2-10: No Transition
S. Ames Street**

Bicycle Facilities

The only bicycle lanes within the study area are along Holcomb Blvd, the minor arterial bisecting the neighborhood. There are a few small sections of shared use pathways that connect along the south side of Holcomb Blvd. Lack of painted bike lanes, narrow road widths, steep roadway slopes, and minimal connectivity between roadways in the neighborhood make it difficult for bikes to travel in the neighborhood.

Public Transit Facilities

TriMet provides public transit services along Holcomb Blvd and S. Longview Way as part of the Willamette/Clackamas Heights Route 154. There are a total of twelve bus stops along this section of Route 154 within the neighborhood. The majority of the bus stops are not equipped with benches or covered areas for pedestrians.

The City is in the process of finalizing a city shuttle service to provide access to various destinations within the city. The draft route map for the First Mile – Last Mile Shuttle service includes stops within the Park Place Neighborhood.

Bus stops and routes are shown on the Existing Public Transit Facilities **Figure 2-12**.



**Figure 2-11: Sidewalk Dead End
Swan Ave**

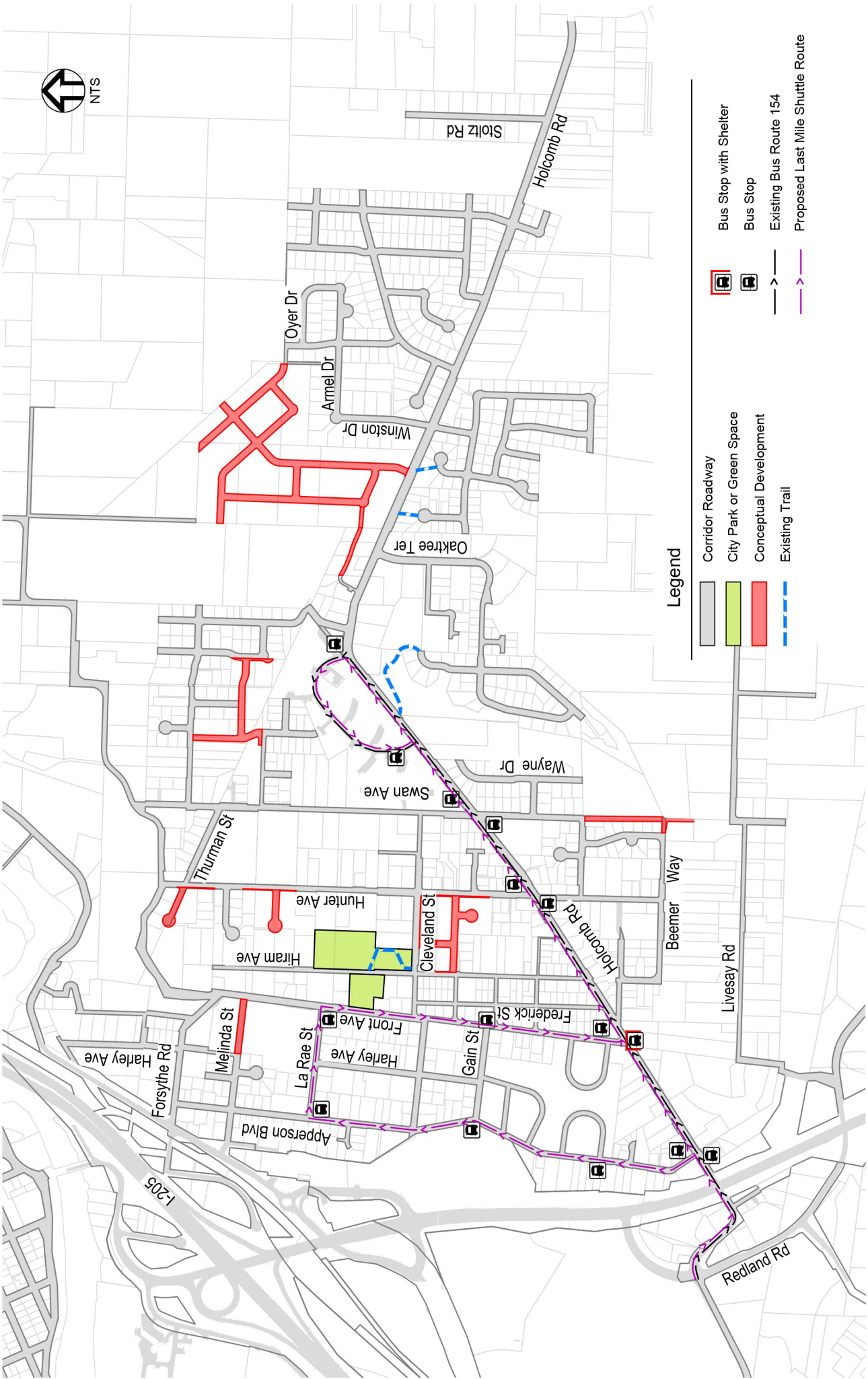


Figure 2-12: Existing Public Transit Facilities

PARK PLACE URBANIZATION STUDY

October, 2021

2.3 EXISTING STREETSCAPE ELEMENTS

Pavement Markings / Crossings

The majority of the roadways in the Park Place Neighborhood do not have pavement markings for pedestrian crosswalks, center lines, bike lanes, or street parking. Only a small number of roads connected to the main arterial, Holcomb Blvd, have pavement markings for center lines and speed bumps.

On-street Parking & Driveways

There is limited on-street parking within the neighborhood to accommodate all residents. Some areas of gravel parking exist in the shoulder of narrow roads.

Mailboxes

Mailboxes within the neighborhood are a mix of individual mailboxes and consolidated drop boxes. A large percentage of the individual mailboxes within the neighborhood are installed within the limits of existing sidewalks. As seen in **Figure 2-13**, these mailboxes can constitute an accessible barrier to some users, due to the limited remaining width of sidewalk around them.



Figure 2-13: Mailboxes on Apperson Blvd

Connectivity

Connectivity through the study area is limited, particularly for pedestrians and bicyclists. Swan Ave and Hunter Ave provide north-south connectivity through the neighborhood for motorists. However, there is no continuous east-west connection through the study area with the exception of Holcomb Blvd. Holcomb Blvd being an arterial roadway with high traffic volumes is a barrier to bicycle users due to the need to cross back and forth across Holcomb Blvd. Cleveland St has some east-west connectivity, but it terminates at Swan Ave on the east side and includes sections with steep elevation changes which make it less suitable for bicycle and pedestrian travel.

Speed Control

Concerns over speeding have been noted within the neighborhood. Speed humps are currently installed on both Apperson Blvd and Front Ave. La Rae St adjacent to the Alliance Academy narrows to accommodate crosswalks at S. Harley Ave, another traffic calming method implemented. Additional speed control measures may be necessary to control vehicle speeds throughout the study area.

2.4 PLANNED IMPROVEMENTS

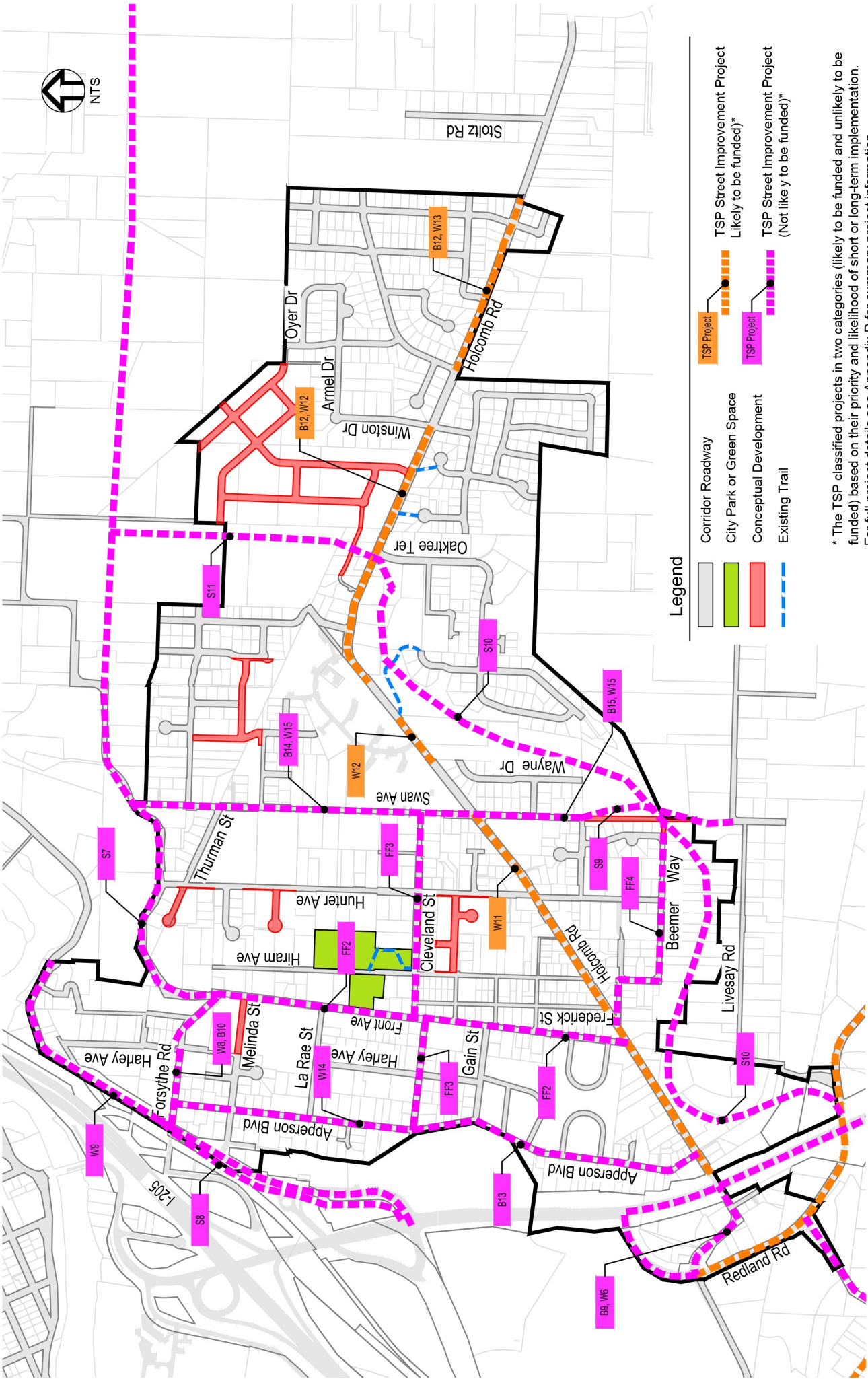
There are several planned improvements within the study area which are described in City planning documents outside of this Urbanization Study. The following paragraphs include a short description of each planning document, planned improvements within the study area, and relevance to the Urbanization Study.

Transportation System Plan (TSP)

The *2013 Transportation System Plan (TSP)* defines transportation systems within the City and provides a long-term guide to transportation investments within the City. The TSP describes proposed cross sections for the development of existing streets within the neighborhood. The TSP also prioritizes projects within the neighborhood, defining them as ‘likely to be funded’ and ‘not likely to be funded’. Projects anticipated as part of the TSP are included in **Figure 2-14**.

The TSP also identifies a regional trail network crossing through the neighborhood at Holcomb Elementary School, along Forsythe Rd and along the stream corridor south of Holcomb Blvd. The approximate routing for this network is shown on **Figure 2-14**.

The TSP also identifies three projects within the neighborhood designated as Family Friendly projects on Front Street (FF2), Cleveland Street (FF3) and Jacobs/Beemer Way (FF4). These projects are intended to fill gaps and provide wayfinding and shared use lane markings. The intent of these projects appears not to redefine the classification of the street upon which the improvements are denoted.



Legend

- Corridor Roadway
- City Park or Green Space
- Conceptual Development
- Existing Trail
- TSP Project
- TSP Street Improvement Project (Likely to be funded)*
- TSP Street Improvement Project (Not likely to be funded)*

* The TSP classified projects in two categories (likely to be funded and unlikely to be funded) based on their priority and likelihood of short or long-term implementation. For full project details see Appendix D for summary project information.

Holcomb Blvd Pedestrian Enhancement Concept Plan

The *Holcomb Blvd Pedestrian Enhancement Concept Plan (2005)* describes goals and objectives for Holcomb Blvd Improvements. This plan also describes improvements intended to increase safety along Holcomb for pedestrians, bicyclists, and drivers.

Park Place Concept Plan

The *Park Place Concept Plan (March 2008)* describes a planned development to the south of the study area. This plan includes planned roadway extensions and connectivity to Holcomb Blvd at Swan Ave, and near the eastern end of the Park Place Neighborhood near Jada Way and Barlow Dr. The plan defines a proposed roadway cross section for Swan Ave south of Holcomb Blvd.

Trails Master Plan

The *Oregon City Trails Master Plan (October 2004)* describes existing and planned trail networks within Oregon City and connection to existing and planned regional trails. The plan includes trail development standards applicable to any planned trails within the Park Place Neighborhood. The Plan includes several proposed trail segments within the neighborhood.

2.5 PUBLIC UTILITIES

Water, sewer, and storm utilities within the Park Place Neighborhood are owned, operated, and maintained by the City of Oregon City. The existing conditions of these facilities are briefly summarized in the paragraphs below. Planned improvements to the City's water, sewer, and stormwater systems are included in associated master plans and are summarized below. Improvements to transportation network elements should consult master planning documents to ensure street work is coordinated efficiently.

Water

Potable water throughout the neighborhood is conveyed through steel, cast iron, and ductile iron pipe. The South Fork Water Board operates a water treatment plant within the neighborhood at the corner of Hunter Ave and Thurman Way. One water pump station is located in the neighborhood at the intersection of Hillock Lane and Hunter Ave. A reservoir is located on Oyer Drive. The Clackamas River Water District services properties within the study area to the east of S Winston Drive.

The *Oregon City Water Distribution System Master Plan (February 2012)* gives recommendations for water needs based on future growth within Park Place. Projects include pipeline upsizing, replacing deficient pipes, and installing pressure reducing valve stations. A summary of proposed improvements is included below:

- Recommended storage reservoir in northeast corner of the study area next to existing storage reservoir
- Future 12", 8", 6" pipelines in northeast Park Place
- Future 14", 12", 8" pipelines in south Park Place and southeast Park Place
- Recommended pressure reducing valve station in southeast Park Place (existing system CIP)
- Recommended pipe replacement on Longview Way (existing system CIP)
- Recommended 8" pipe addition off Oaktree Terrace (existing system CIP)

Sewer

Sanitary sewer service is provided through gravity sewers for majority of the customers in the neighborhood.

The *Oregon City Sanitary Sewer Master Plan (2014)* includes sewer replacement projects within the Park Place Neighborhood limits. There are modeled sewer improvements throughout the Neighborhood that extend into the proposed South Park Place concept developments located south of the neighborhood. A summary of proposed improvements is included below.

- Sewer replacement project #6, within the neighborhood limits
- Sewer replacement project on Holcomb Blvd
- Park Place Concept Plan - South Park Place extension

Storm & Drainage

Stormwater throughout the Neighborhood is collected by catch basins and ditches and conveyed by underground storm mains and ditches. Open stormwater conveyance systems exist on Swan Ave, Hunter Ave, Hiram Ave, Cleveland St and small sections of Gain St and Ames St.

The *Oregon City Stormwater Master Plan (2020)* modeled two basins within the neighborhood. The park place basin and the Livesay/Holcomb Basin. The park place basin discharges to the stream running through the west side of the neighborhood north of Holcomb. This system is a combination of open channels and culverts modeled from Swan Ave to Apperson Blvd. The Livesay/Holcomb basin discharges to the stream on the south side of Holcomb. This system is also a combination of open channels and piped flow. This basin is modeled along Holcomb Blvd from Kittyhawk Ave to the outfall on Oak Tree Terrace.

The master plan summarizes stormwater capacity in these two basins as follows:

- Existing culverts in the Park Place basin may not have capacity for current flows, but the drainage system is likely to be modified with future development.
- The Holcomb Boulevard conveyance system is not large enough to accommodate current flows and expected to be further stressed by projected development in the Livesay basin.

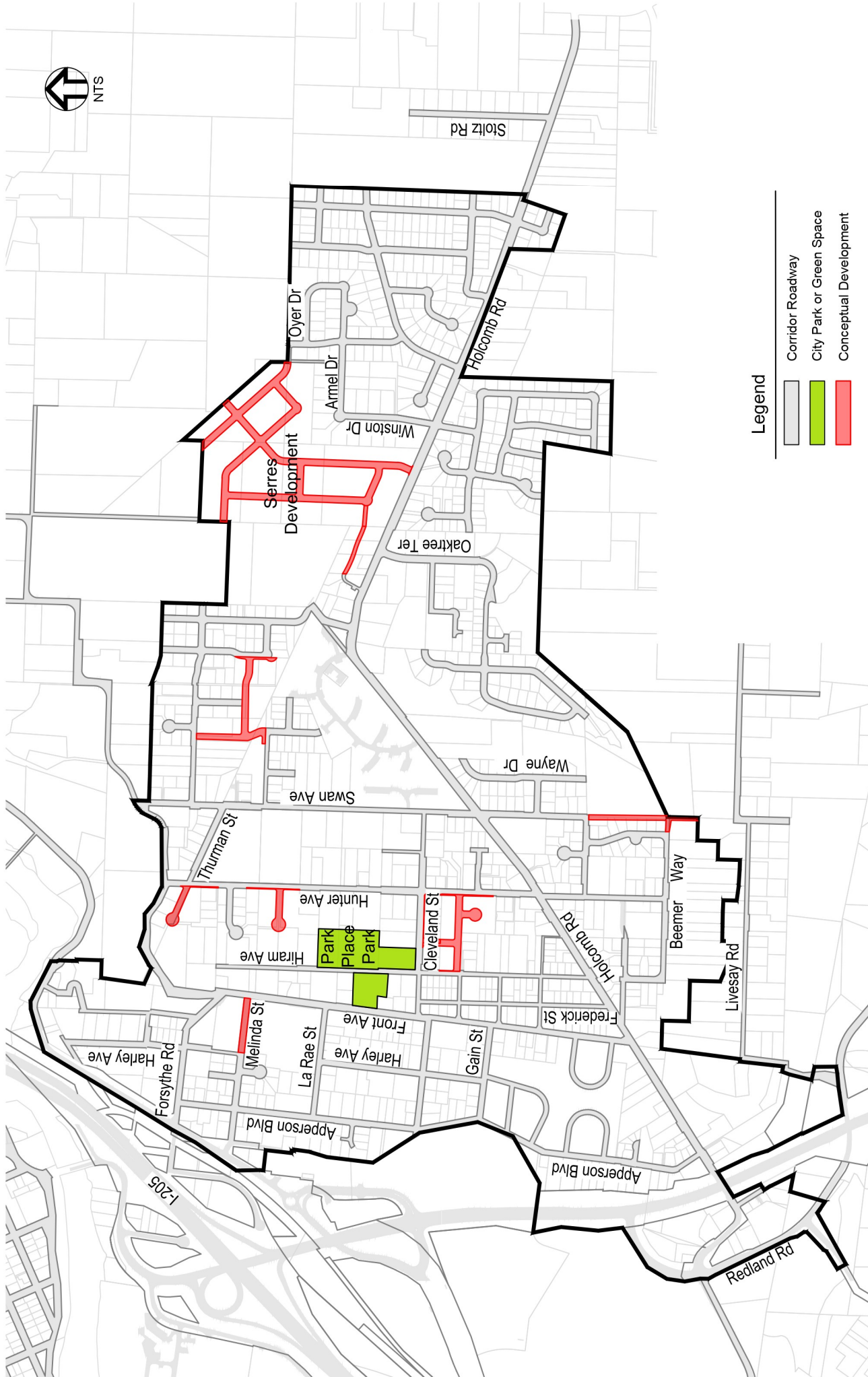
CIP #9, the Holcomb Boulevard Capacity Improvement project was the only stormwater project identified within the study area.

- Existing culverts in the Park Place basin may not have capacity for current flows, but the drainage system is likely to be modified with future development.

2.6 DEVELOPMENT PROJECTS

A number of development projects are in various planning stages within the neighborhood. These developments are shown in the following **Figure 2-15**. They include a large development anticipated east of Holcomb School, currently named the Serres Development. This development will provide additional connectivity to the Holcomb school for properties to the east. A trail project is anticipated to be a condition of development approval completing a link between Holcomb Blvd and Forsythe Road. This would likely be located along the western edge of the development as part of the regional trail network expansion.

Figure 2-15: Development Projects
PARK PLACE URBANIZATION STUDY
September, 2021



SECTION 3: ALTERNATIVE DEVELOPMENT AND SELECTION

This section describes the process by which proposed improvement alternatives were developed, including the objectives and public engagement efforts that informed alternative development. These alternatives are defined and their expected implications for transportation and safety are discussed in the following pages.

3.1 PUBLIC ENGAGEMENT PROCESS

The project team attended two Park Place Neighborhood Association meetings. After each meeting, the team administered a public outreach survey. The surveys were provided to community members within the Park Place Neighborhood to obtain feedback on transportation deficiencies and preferences on alternative designs. The first survey allowed community members to express their top safety concerns and describe their daily experiences travelling in the Park Place Neighborhood. The second survey provided visuals of proposed transportation improvements to the study area, and allowed participants to provide opinions on which improvements were most desirable. These results were used in determining final design improvements and alternatives to the Park Place Neighborhood.

3.2 PUBLIC OUTREACH #1

The intent of the first public outreach effort was to confirm the design teams' understanding of existing facilities, destinations, desired modes and transportation challenges within the study area. The first community survey had 200 responses. A summary of the results is included below in **Figure 3-1**.



Figure 3-1: Public Survey #1 Results

In summary, the results from the first survey show that most respondents travel by driving daily or every weekday within the study area, while a little over half of respondents travel by walking. The top safety concerns from respondents were the lack of sidewalks, and speeding. If there were safer sidewalks, a little over half of respondents say they would travel more often within the neighborhood. Over half of respondents stated they do not want the City to widen existing roadways, but do believe it is important to separate bicyclists from cars. Over half of respondents do not believe sharrows provide adequate protection when bicycling within the neighborhood.

Appendix A includes full results from Survey #1.

3.3 ALTERNATIVES DEVELOPMENT

Based upon the concerns expressed during the first public outreach effort, the design team developed a sidewalk prioritization plan, proposed roadway classification and cross sections, mailbox banking options, and a set of potential traffic calming measures.

The existing roadways provide important and continuous routes through the Park Place Neighborhood. However, there are discontinuous and incomplete facilities for pedestrians, bicyclists, and public transit users. This section discusses future needs for the study area as identified by the design team and previous City planning documents.

3.4 SPEED MANAGEMENT

Concerns over speeding have been noted within the neighborhood. Speed humps are currently installed on both Apperson Blvd and Front Ave. La Rae St adjacent to the Alliance Academy narrows to accommodate crosswalks at S. Harley Ave, another traffic calming method implemented. Additional speed control measures may be necessary to control vehicle speeds throughout the study area.

3.4.1 Sidewalk Prioritization Plan

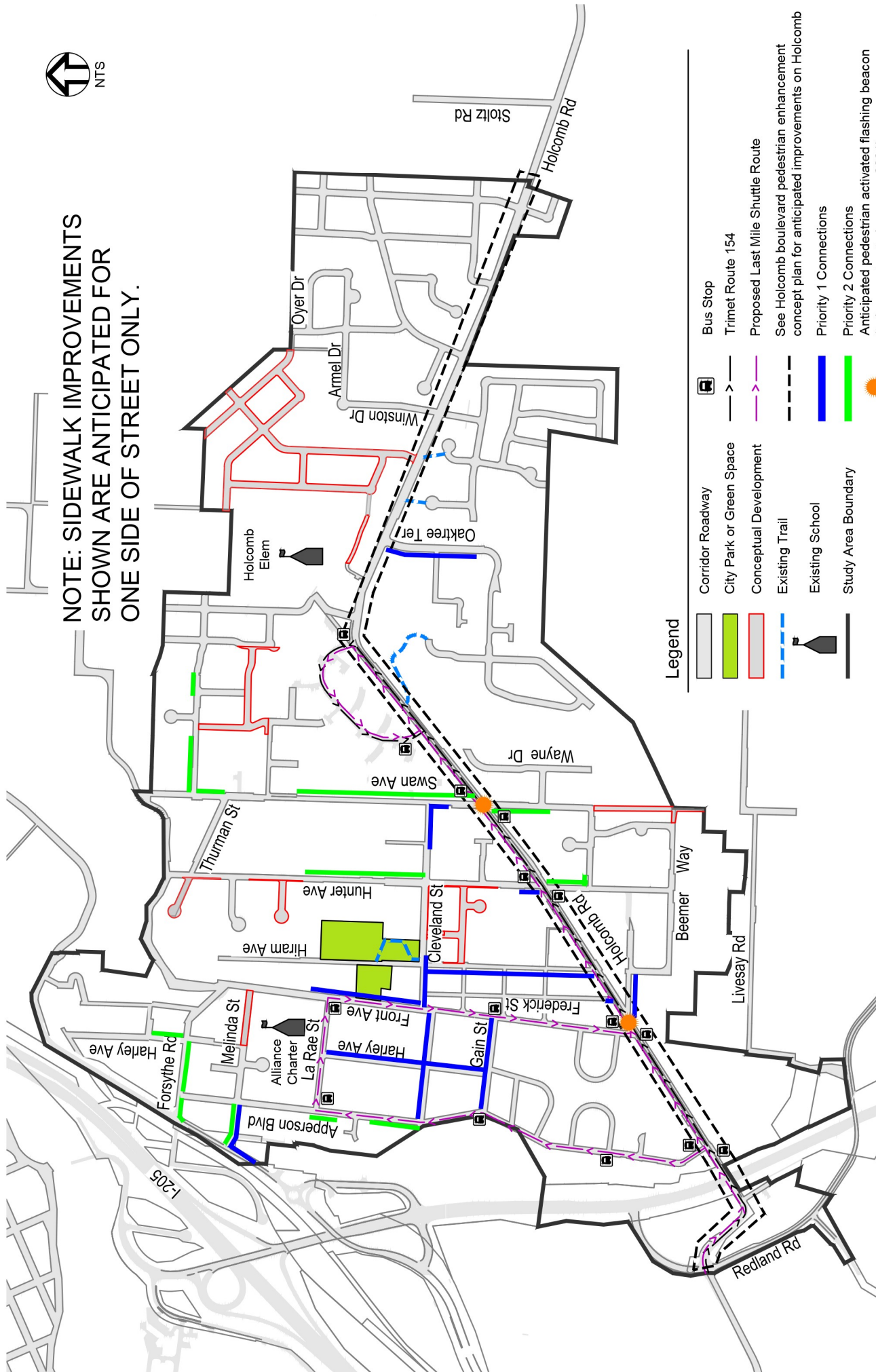
A clear outcome of the first public outreach effort was a large neighborhood desire to address gaps within the pedestrian network. The design team developed a sidewalk prioritization plan to address these gaps and prioritize pedestrian improvements. The intent of this plan is to provide continuous pedestrian routes within the neighborhood, with the primary goal of providing access to facilities along Holcomb Blvd, neighborhood schools and the Park Place Park. As discussed, the study area includes areas with potential for near-term development. Developers would be required to complete frontage improvements, which might include the addition of sidewalk and ADA-compliant curb ramps. Therefore, the plan prioritizes sidewalk improvement locations near properties that were unlikely to develop in the near term.

Pedestrian improvements were broken into two phases. The first phase would include those projects that accomplished the plan goals at the lowest cost, and with the lowest possible impact. Impacts were defined as requiring the purchase of Right-of-Way, proximity to NROD boundaries and challenges to construction. The second phase would include sidewalk segments that were further from Holcomb Blvd, served fewer residents, or were necessary to complete a continuous connected network but had development potential.

A graphic illustration of the plan is included below as **Figure 3-2**.



NOTE: SIDEWALK IMPROVEMENTS
SHOWN ARE ANTICIPATED FOR
ONE SIDE OF STREET ONLY.



Legend

- | | | | |
|--|--------------------------|--|---|
| | Corridor Roadway | | Bus Stop |
| | City Park or Green Space | | Trimet Route 154 |
| | Conceptual Development | | Proposed Last Mile Shuttle Route |
| | Existing Trail | | See Holcomb boulevard pedestrian enhancement concept plan for anticipated improvements on Holcomb |
| | Existing School | | Priority 1 Connections |
| | Study Area Boundary | | Priority 2 Connections |
| | | | Anticipated pedestrian activated flashing beacon (to be constructed summer 2021) |

3.4.2 Proposed Roadway Classification and Cross Sections

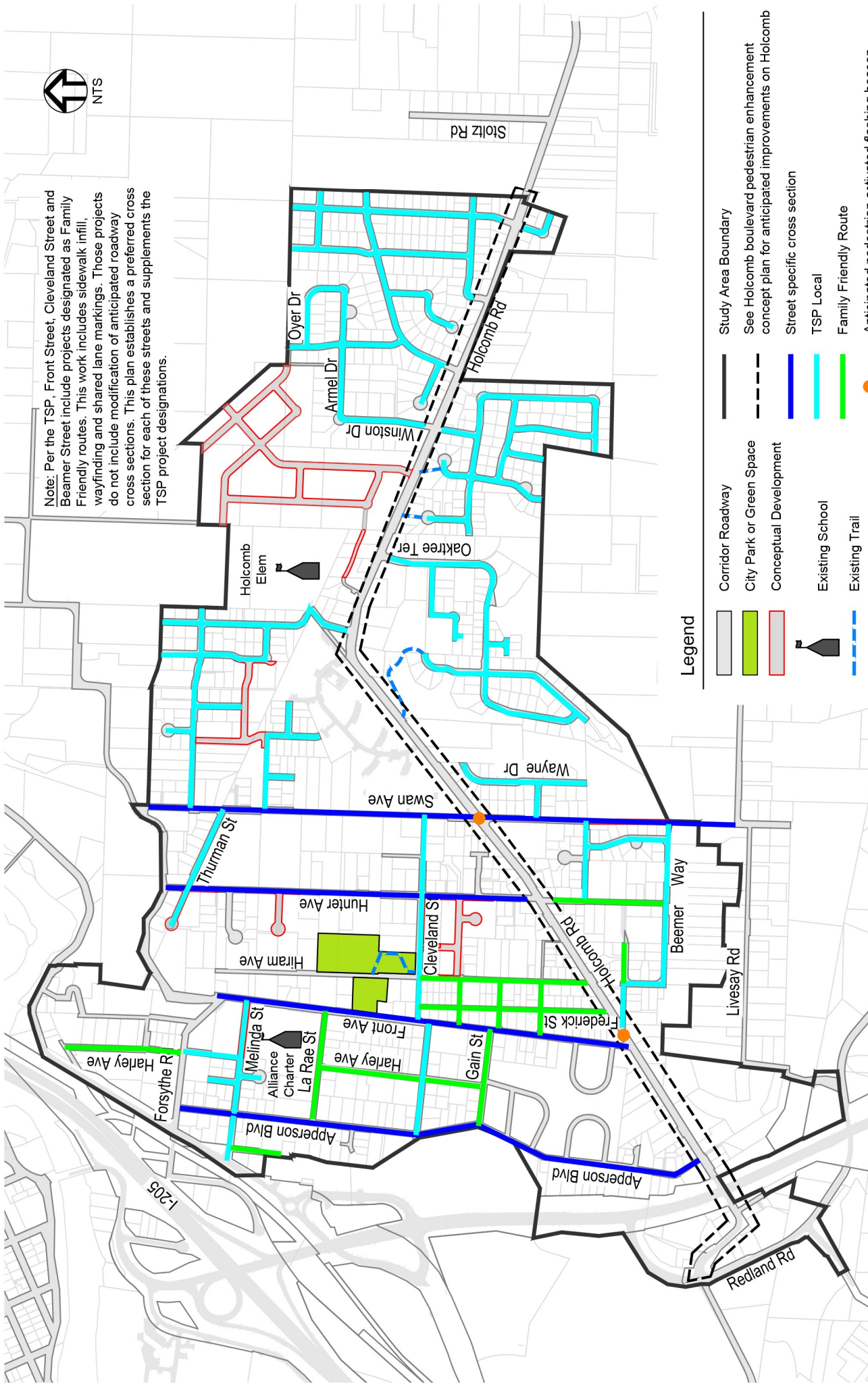
Due to the variable nature of the existing streets in the study area, the project team developed a menu of roadway cross sections for application over each individual street. The intent of these cross sections was to establish a roadway classification system unique to the study area that most closely matched the existing cross sections while providing space for pedestrians, bicycles and motor vehicles as needed. This plan is intended to guide development of street improvements associated with development within the Park Place Neighborhood.

Roadway Classification Plan

The following **Figure 3-3** represents a plan to classify roadways within the study area to a variety of standards discussed below:



Note: Per the TSP, Front Street, Cleveland Street and Beamer Street include projects designated as Family Friendly routes. This work includes sidewalk infill, wayfinding and shared lane markings. Those projects do not include modification of anticipated roadway cross sections. This plan establishes a preferred cross section for each of these streets and supplements the TSP project designations.



Legend

- | | | | |
|--|--------------------------|--|---|
| | Corridor Roadway | | Study Area Boundary |
| | City Park or Green Space | | See Holcomb boulevard pedestrian enhancement concept plan for anticipated improvements on Holcomb |
| | Conceptual Development | | Street specific cross section |
| | Existing School | | TSP Local |
| | Existing Trail | | Family Friendly Route |
| | | | Anticipated pedestrian activated flashing beacon |

This plan includes alternative cross sections for street classifications for Family Friendly Streets, Apperson Blvd, Front Ave, Hunter Ave, and Swan Ave.

Family Friendly Streets

Public outreach efforts indicated that widening of existing roadways was not a priority. A greater priority was to establish walkable areas with provisions for pedestrians and bicyclists. The design team prepared cross sections for Family Friendly Streets to accomplish this goal. This cross section was applied to those streets that were currently narrow, in areas of limited right-of-way and were anticipated to have lower traffic volumes. The proposed cross section for Family Friendly Streets included a reduced width section where stormwater management facilities could be required.

Figure 3-4 and **Figure 3-5** show draft cross sections for Family Friendly Streets, with and without stormwater facilities.

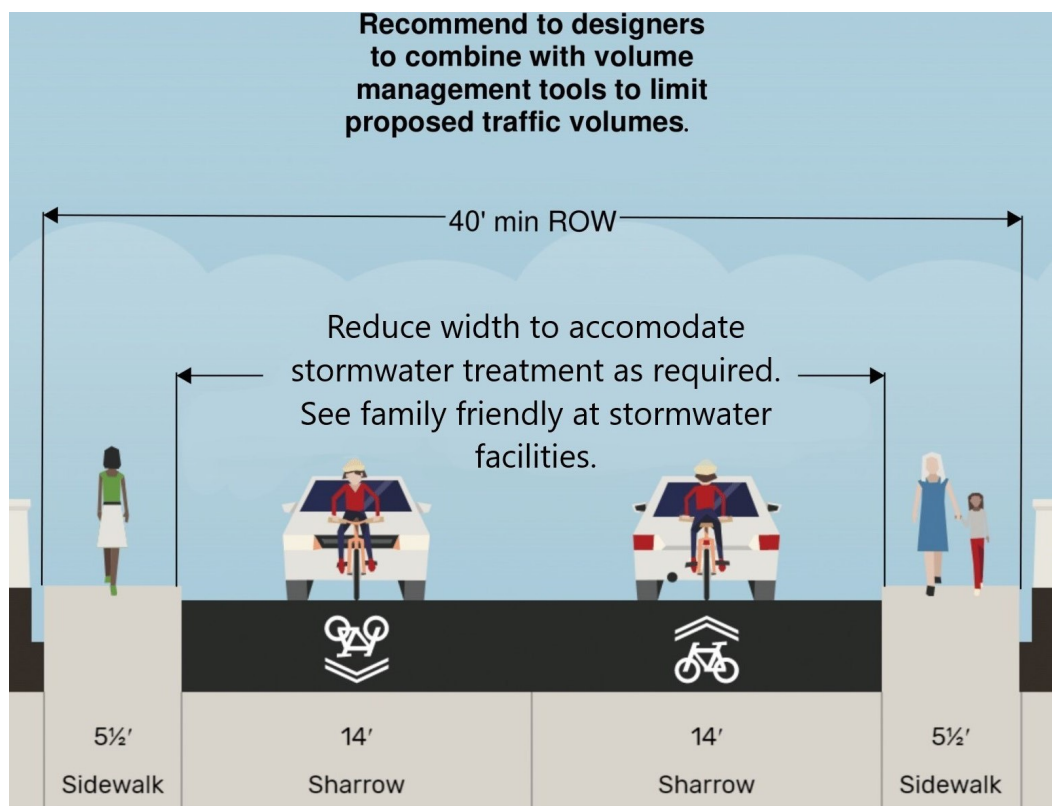


Figure 3-4: Family Friendly Street Cross Section

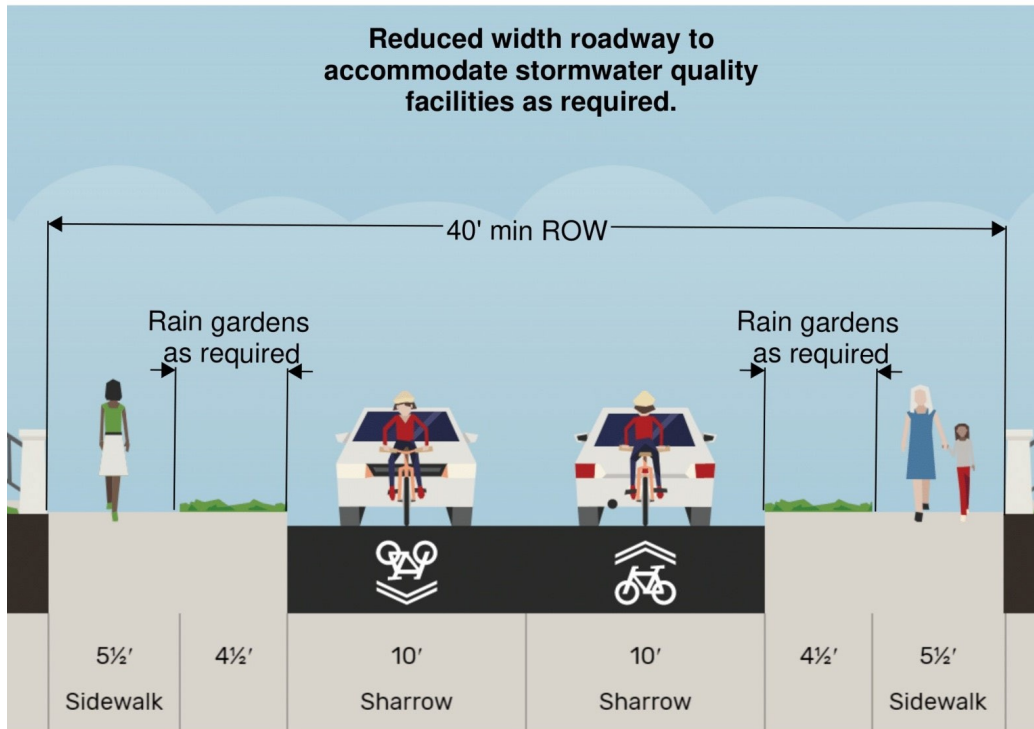


Figure 3-5: Family Friendly at Stormwater Facilities

Apperson Blvd

Apperson Blvd is essentially built out. The current configuration of Apperson includes two 14-foot wide lanes with sidewalks on both sides where they currently exist. This current configuration allows for limited parking, though most residents along this roadway appear to park off street. This existing configuration is shown in **Figure 3-6**.

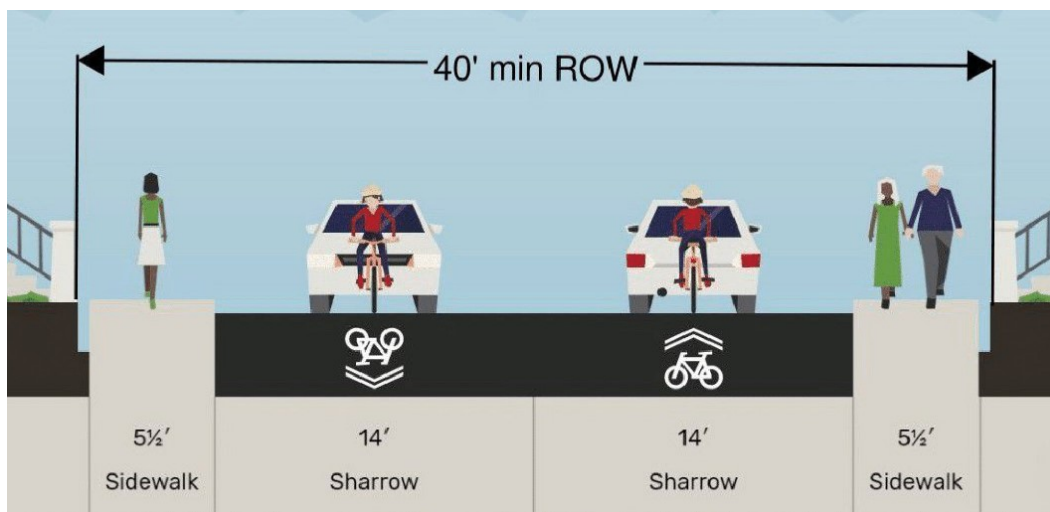


Figure 3-6: Apperson Street Existing Cross Section

The existing curb to curb width allows for an opportunity to narrow the vehicle lanes to include bike lanes on either side. The following proposed alternative was developed to provide the public with the opportunity to select which configuration would be preferred.

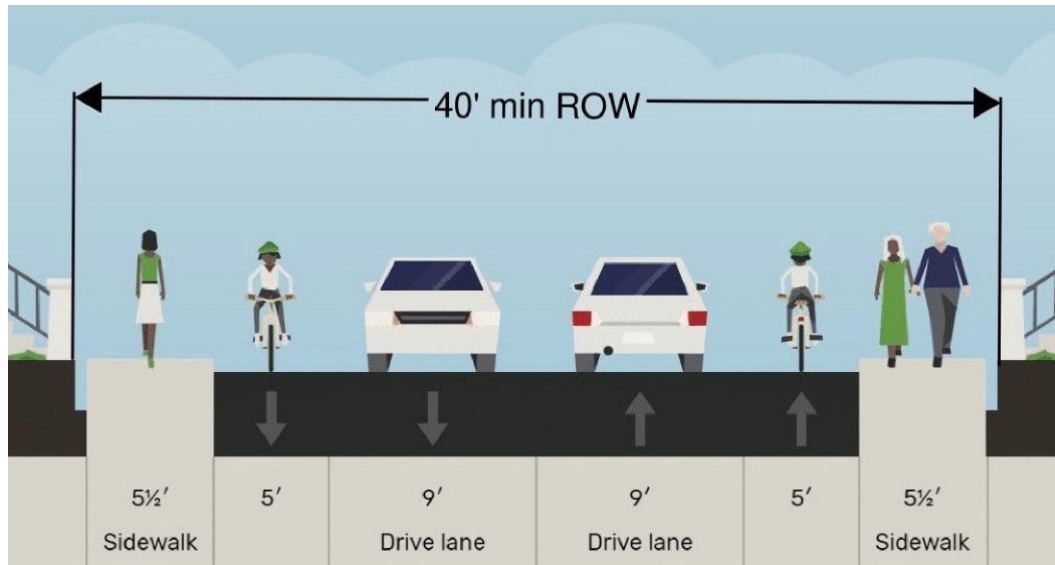


Figure 3-7: Apperson Street Proposed Cross Section

Front Avenue

Front Ave currently includes approximately 36 feet of paved width with sporadic curb tight sidewalks located mainly on the west side of the street. The current paved width allows for parking on either side of the roadway. The east side of the street is constrained in several locations by limited right-of-way and retaining walls. As Front Ave is a direct connection to Holcomb Blvd, Alliance Academy and Park Place Park, it would be a convenient location to provide biking facilities. The following two alternatives were prepared to allow the public an opportunity to choose a preference. Option 1 maintains the current road space allocation for on-street parking with bicycles and vehicles sharing the road.

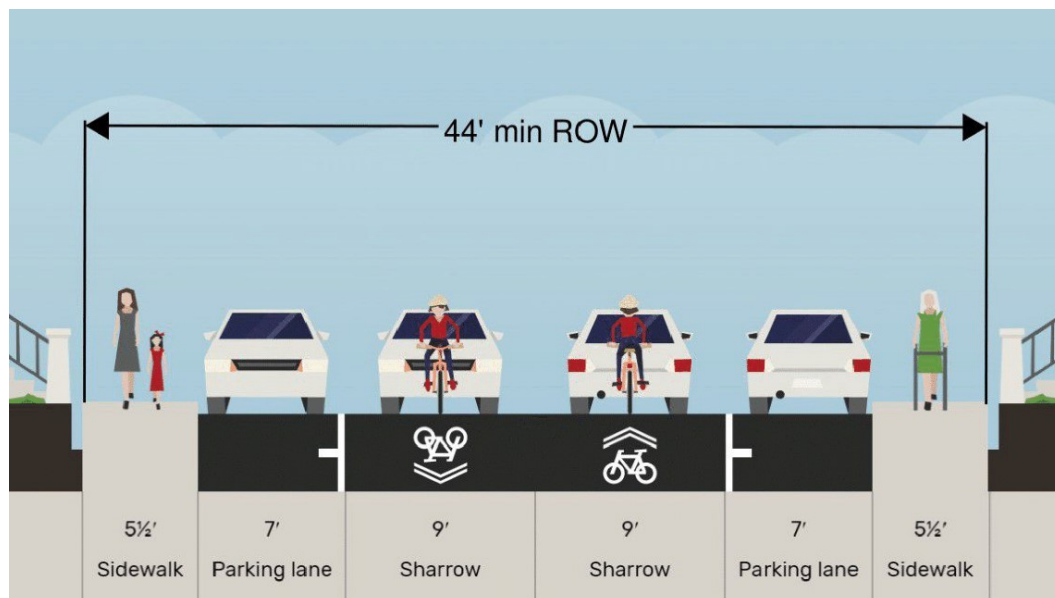


Figure 3-8: Front Avenue Proposed Cross Section – Option 1

Option 2 removes parking on one side of the roadway and reduces the vehicular lane width to allow for bike lanes on either side. The parking lane in this configuration could alternate sides of the roadway to create an effective chicane along the roadway to reduce vehicle speeds. A chicane is an artificial narrowing or turn on a road. The curving nature of the roadway has been found to reduce vehicle speeds.

Both options include sidewalk on both sides of the roadway.

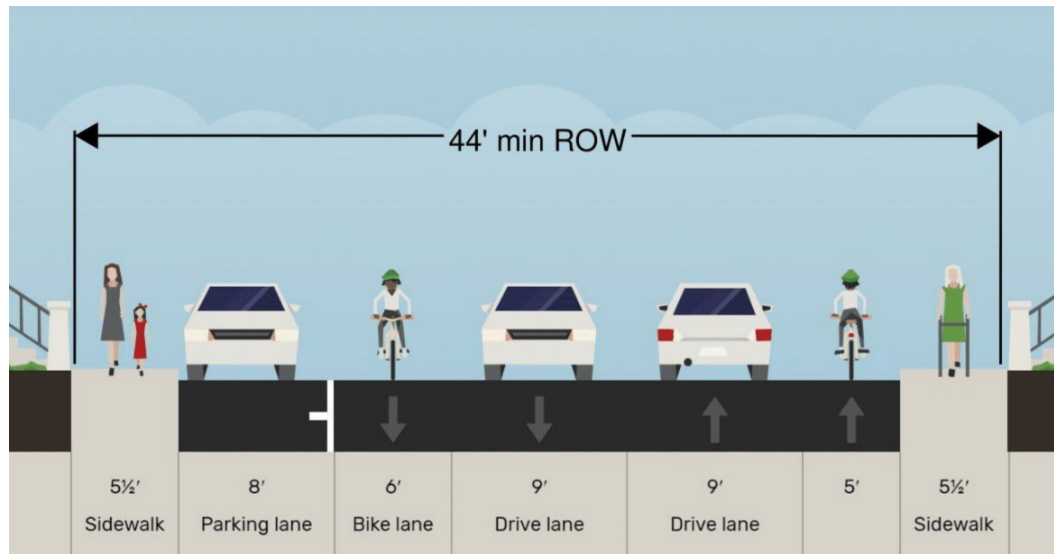


Figure 3-9: Front Avenue Proposed Cross Section – Option 2

Hunter Avenue

Hunter Ave is predominantly a narrow rural character roadway, with the exception of some recent development between Holcomb Blvd and Cleveland St. The recently-developed street segments include approximately 32 feet of paved width providing for on-street parking on either side of the roadway, a 5-foot landscape buffer and 5-foot sidewalks. Hunter Ave, as it goes north from Cleveland St, is constrained on either side by topographic and environmental boundaries. The following cross section was developed to match the existing improvements, and allow for flexibility to reduce the design width when confronted with topographic or environmental constraints.

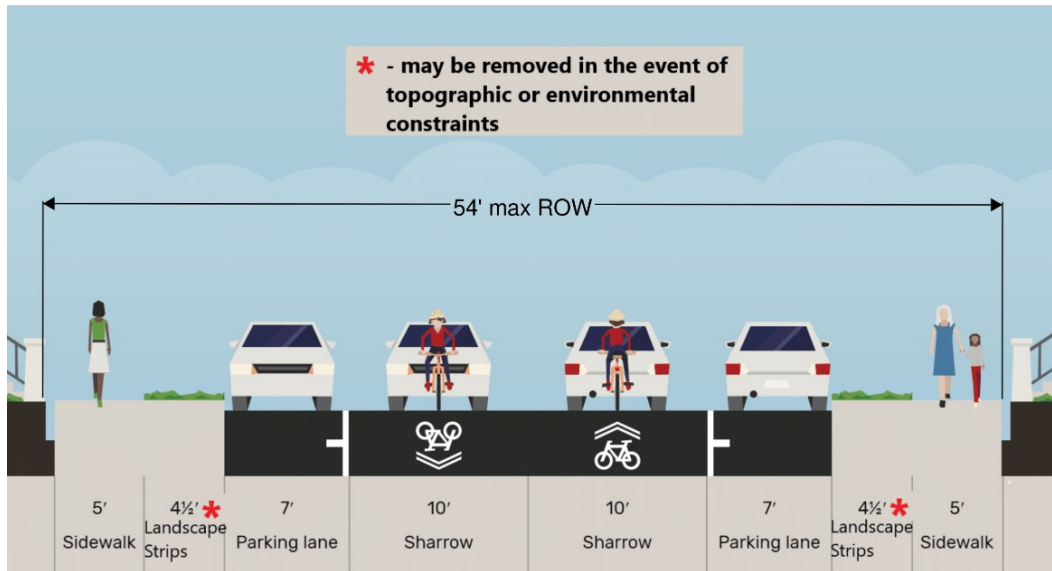


Figure 3-10: Hunter Street Alternative Cross Section

Swan Avenue

Swan Ave as it currently exists has a rural character throughout most of its length. As the roadway travels north from Cleveland St it is constrained by topographic and environmental boundaries. Swan Ave is designated as a collector roadway and will eventually connect to the Park Place Development planned for south of the study area. The following cross section was developed to conform to the future development section. It allows for flexibility to reduce the design width when confronted with topographic or environmental constraints.

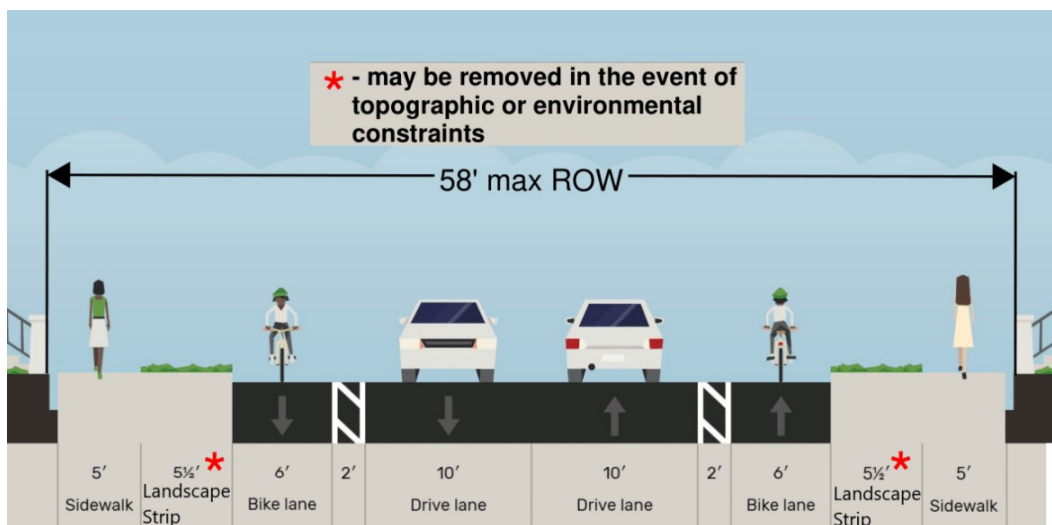


Figure 3-11: Swan Avenue Alternative Cross Section

Local Roadways

The bulk of roadways within the study area are currently designated as local roadways per the TSP. It was determined that several streets should remain in this local designation due to the current built out nature of those roadways primarily meeting this standard.

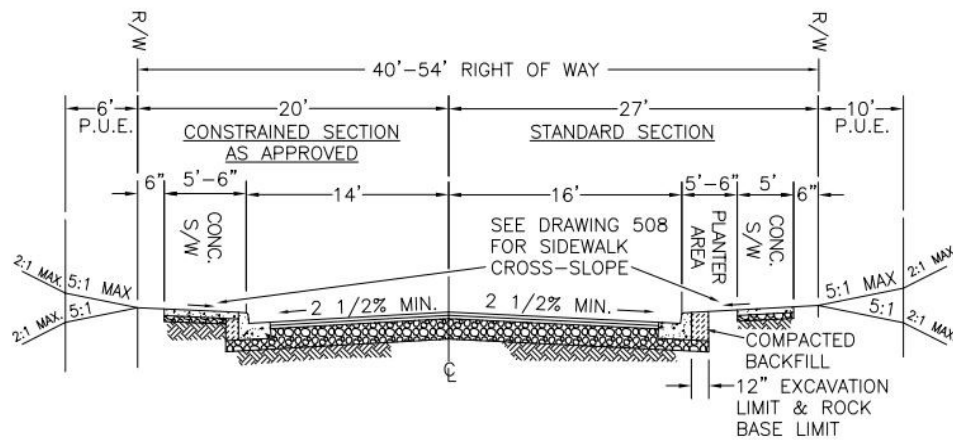
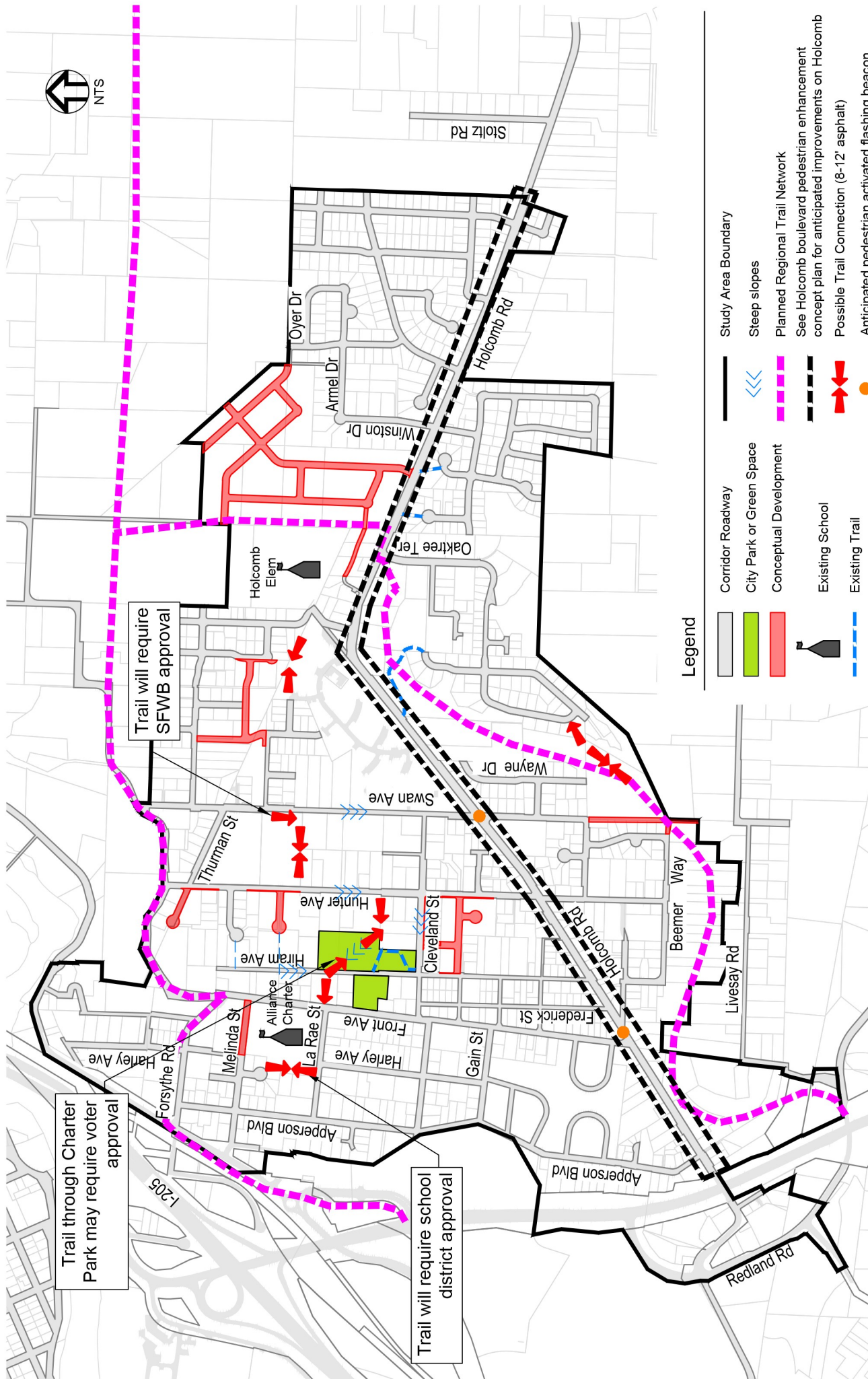


Figure 3-12: Local Roadway Cross Section

3.4.3 Trail Connectivity Plan

To address the lack of east-west connectivity within the Neighborhood, several trail routes were investigated to provide connections between Holcomb Elementary, Alliance Charter school and the Park Place Park. The locations shown on **Figure 3-13** on were identified as possible options to provide separated trail facilities. The development of these facilities will require approval and right-of-way acquisition from private entities.



Legend

- | | | | |
|--|--------------------------|--|---|
| | Corridor Roadway | | Study Area Boundary |
| | City Park or Green Space | | Steep slopes |
| | Conceptual Development | | Planned Regional Trail Network |
| | Existing School | | See Holcomb boulevard pedestrian enhancement concept plan for anticipated improvements on Holcomb |
| | Existing Trail | | Possible Trail Connection (8-12' asphalt) |
| | | | Anticipated pedestrian activated flashing beacon |

3.4.4 Mailbox Banking

The City received a number of citizen complaints regarding existing mailboxes obstructing sidewalks within the Park Place Neighborhood. As part of public outreach, the project team gauged resident willingness to invest resources into the consolidation of mailboxes and removal of private individual boxes along the roadway. Two options were presented to the public: keeping existing mailboxes (as shown in **Figure 2-13**), or mailbox banking, as shown in **Figure 3-14: Mailbox Banking**



Figure 3-14: Mailbox Banking

3.4.5 Traffic Calming Measures

The design team presented the public with a variety of speed management options to gauge which measures were preferred. These traffic calming measures were suggested to address speeding issues within the study area, and facilitate the development of family-friendly bike routes. Speed management tools described in the following paragraphs were obtained from the NACTO urban bikeway design guide.

The following options were presented:

Speed Humps – Speed humps are 3 to 4 inches high and 12 to 14 feet long, such that speeds are reduced to 15 to 20 mph. They are often referred to as “bumps” on signage and by the general public.



Figure 3-15: Speed Humps

Neck Downs - Neckdowns are pinchpoints at intersections; they are minor street crossing treatments that narrow at least one side of an intersection using curb extensions or edge islands on both sides of the street. They are often combined with parking bays on side streets off commercial main streets.



Figure 3-16: Neck Downs

Traffic Circles – Neighborhood traffic circles are minor street crossing treatments that also provide speed management. They are raised or delineated islands placed at intersections that reduce vehicle speeds by narrowing turning radii, narrowing the travel lane, and, if planted, obscure the visual corridor along the roadway. It should be noted that the City of Portland has found such circles to be less effective than frequently spaced speed humps, and many people on bicycles complain that motorists overtake them when approaching the circles, creating a hazardous condition.



Figure 3-17: Traffic Circles

Speed Lumps - Speed cushions or speed lumps are either speed humps or speed tables that include wheel cutouts to allow large vehicles and bicycles to pass unaffected, while reducing passenger car speeds. They can be offset to allow unimpeded passage by emergency vehicles and are typically used on key emergency response routes. They should be used with caution, however, as people driving sometimes seek out the space between the lumps, reducing the traffic calming effect and causing unpredictable driving.



Figure 3-18: Speed Lumps

Curb Extensions - Curb extensions or bulb-outs extend the sidewalk or curb face into the parking lane at an intersection. When placed on the bicycle boulevard, they visually narrow the roadway. Curb extensions on the cross street act as a minor street crossing. All curb extensions reduce the crossing distance for pedestrians, can increase the amount of space available for street furniture and trees, and can act as stormwater management features.



Figure 3-19: Curb Extensions

3.5 PUBLIC OUTREACH #2

The intent of the second public outreach effort was to solicit feedback from the Park Place Neighborhood on the alternatives developed by the project team. The team presented design alternatives to the neighborhood association on April 19, 2021, followed by an online link to a community survey. The second community survey had 103 responses. A summary of responses is included in the figures on the following pages. See **Appendix B** for full results from Survey #2.

CITY OF OREGON CITY

Park Place Neighborhoods

PUBLIC OUTREACH SUMMARY



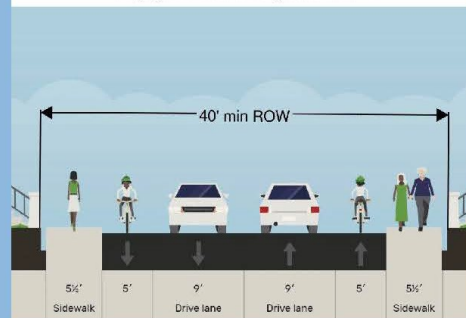
APPERSON OPTIONS

Apperson **Option 1**



60% of survey respondents prefer to keep existing conditions

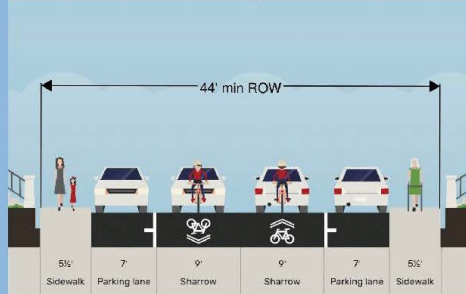
Apperson **Option 2**



40% of survey respondents prefer this alternative

FRONT STREET OPTIONS

Front St **Option 1**



53% of survey respondents prefer to keep existing conditions

Front St **Option 2**



47% of survey respondents prefer this alternative

Figure 3-20: Public Survey #2 Results
Apperson Blvd & Front St

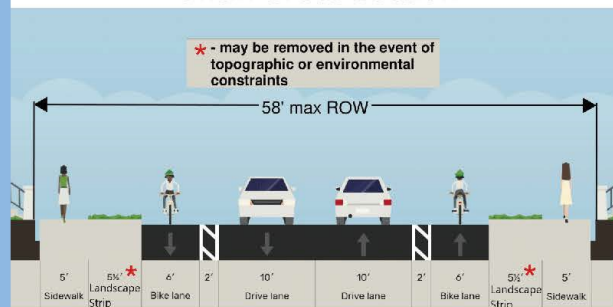
HUNTER AVENUE PROPOSED OPTION

Hunter Cross Section



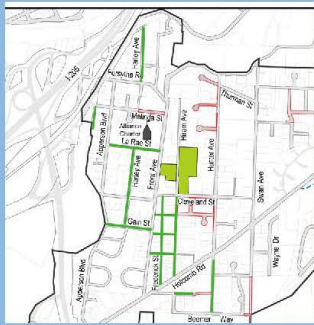
SWAN AVE PROPOSED OPTION

Swan Cross Section



**Figure 3-21: Public Survey #2 Results
Hunter Ave & Swan Ave**

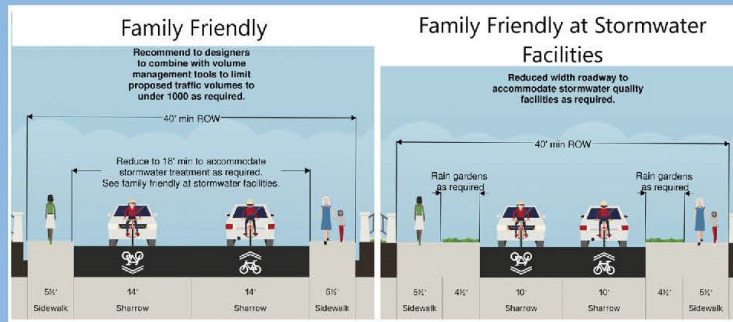
FAMILY FRIENDLY PROPOSED OPTION



Respondents were shown a map of highlighted family friendly streets and asked to vote on proposed cross sections:

82% of respondents say "Yes"

18% of respondents say "No"



MAILBOX OPTIONS



37% of survey respondents want to keep them where they are



63% of survey respondents want to invest in mailbox banking

TOP RANKED CALMING MEASURES



1. Traffic circles



2. Speed humps



3. Speed lumps

Figure 3-22: Public Survey #2 Results
Family Friendly Street, Mailbox Options and Traffic Calming

SECTION 4: FINAL CONCEPT PLAN

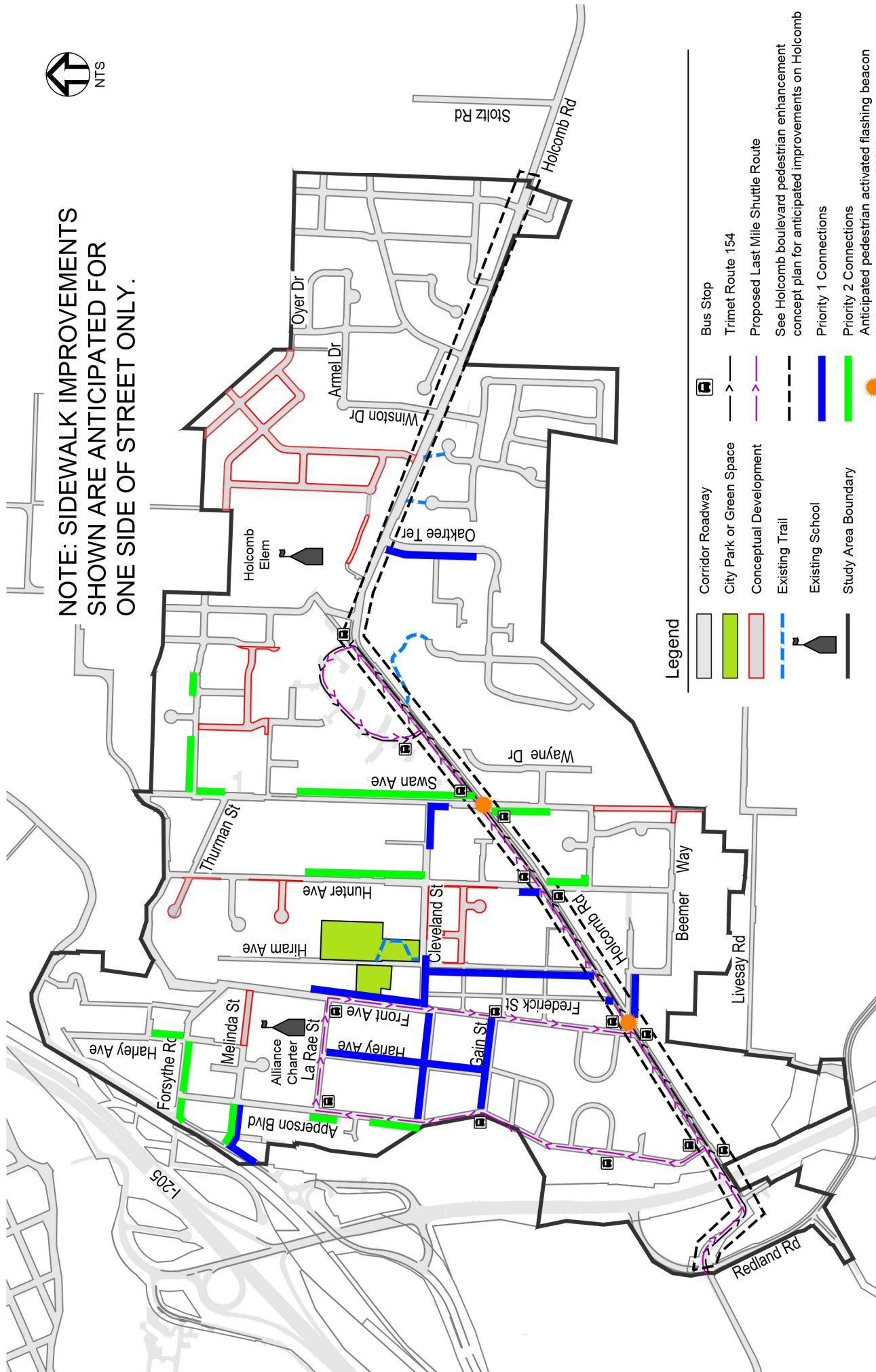
The final plan recommended for adoption by the City includes the following plan elements:

4.1 SIDEWALK PRIORITIZATION PLAN

The following sidewalk prioritization plan is recommended for adoption as shown in **Figure 4-1**.



NOTE: SIDEWALK IMPROVEMENTS SHOWN ARE ANTICIPATED FOR ONE SIDE OF STREET ONLY.



Legend

- | | | | |
|--|--------------------------|--|---|
| | Corridor Roadway | | Bus Stop |
| | City Park or Green Space | | Trimet Route 154 |
| | Conceptual Development | | Proposed Last Mile Shuttle Route |
| | Existing Trail | | See Holcomb boulevard pedestrian enhancement concept plan for anticipated improvements on Holcomb |
| | Existing School | | Priority 1 Connections |
| | Study Area Boundary | | Priority 2 Connections |
| | | | Anticipated pedestrian activated flashing beacon (to be constructed summer 2021) |

4.2 PROPOSED ROADWAY CLASSIFICATION

4.2.1 Proposed Roadway Classification and Cross Sections

The following roadway classification plan and associated cross sections are recommended for adoption as shown in **Figure 4-2**.

Constrained sections

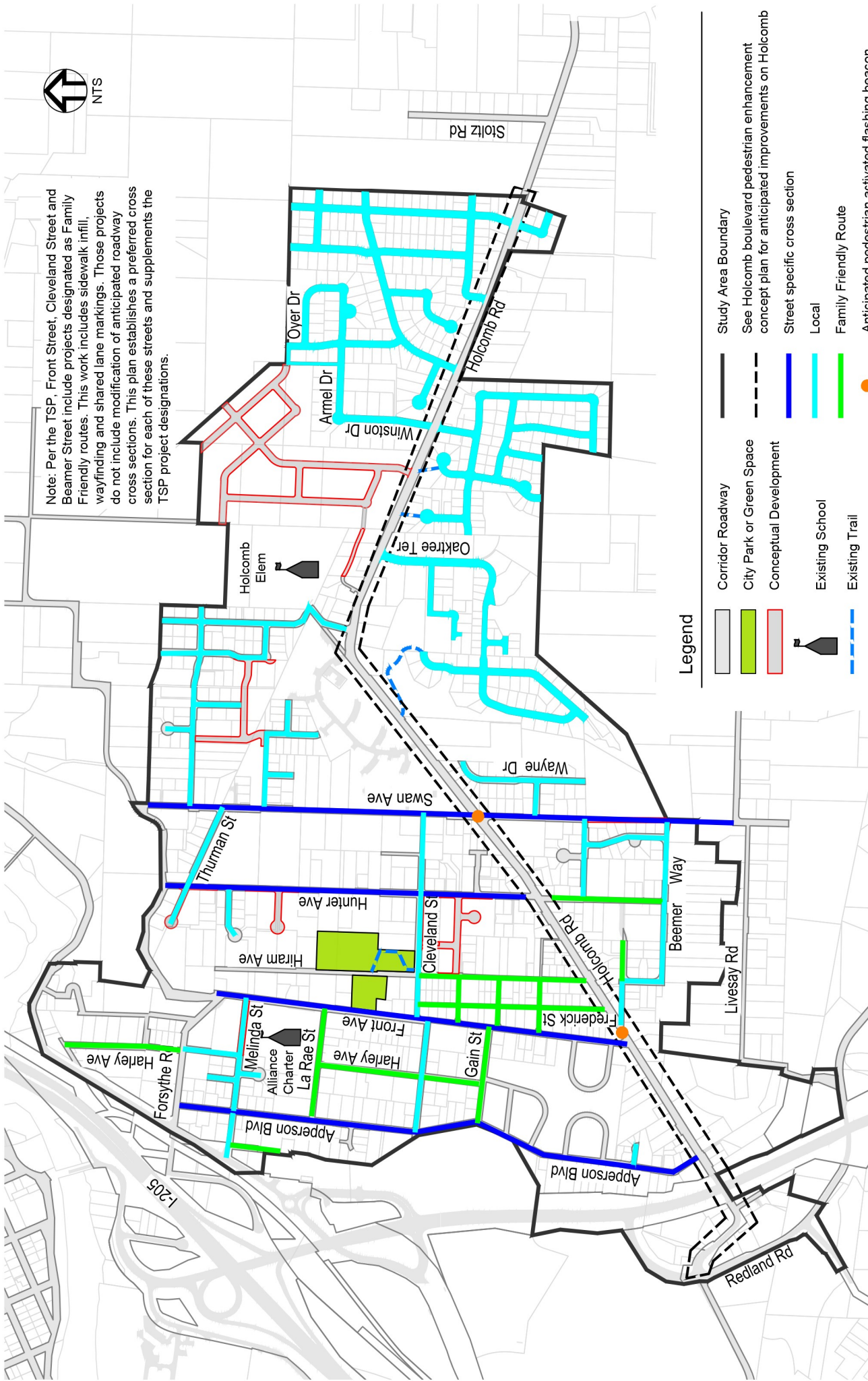
Several of the roadway cross sections below allow for deviation from the standard section when roadway corridors are constrained by topographic or environmental boundaries. Some roadway sections may be too narrow for landscaping within the ROW, but it is anticipated that planting (groundcover/ shrubs/ trees) will be incorporated behind the sidewalk. Approval of any reduced section will be at the sole discretion of the City Engineer.

TSP clarification

Within the current TSP, Front Street, Cleveland Street and Beamer Street include projects designated as Family Friendly routes. This work includes sidewalk infill, wayfinding and shared lane markings. Those projects do not include modification of anticipated roadway cross sections. This plan establishes a preferred cross section for each of these streets and supplements the TSP project designations.



Note: Per the TSP, Front Street, Cleveland Street and Beamer Street include projects designated as Family Friendly routes. This work includes sidewalk infill, wayfinding and shared lane markings. Those projects do not include modification of anticipated roadway cross sections. This plan establishes a preferred cross section for each of these streets and supplements the TSP project designations.



Legend

- | | | | |
|--|--------------------------|--|---|
| | Corridor Roadway | | Study Area Boundary |
| | City Park or Green Space | | See Holcomb boulevard pedestrian enhancement concept plan for anticipated improvements on Holcomb |
| | Conceptual Development | | Street specific cross section |
| | Existing School | | Local |
| | Existing Trail | | Family Friendly Route |
| | | | Anticipated pedestrian activated flashing beacon |

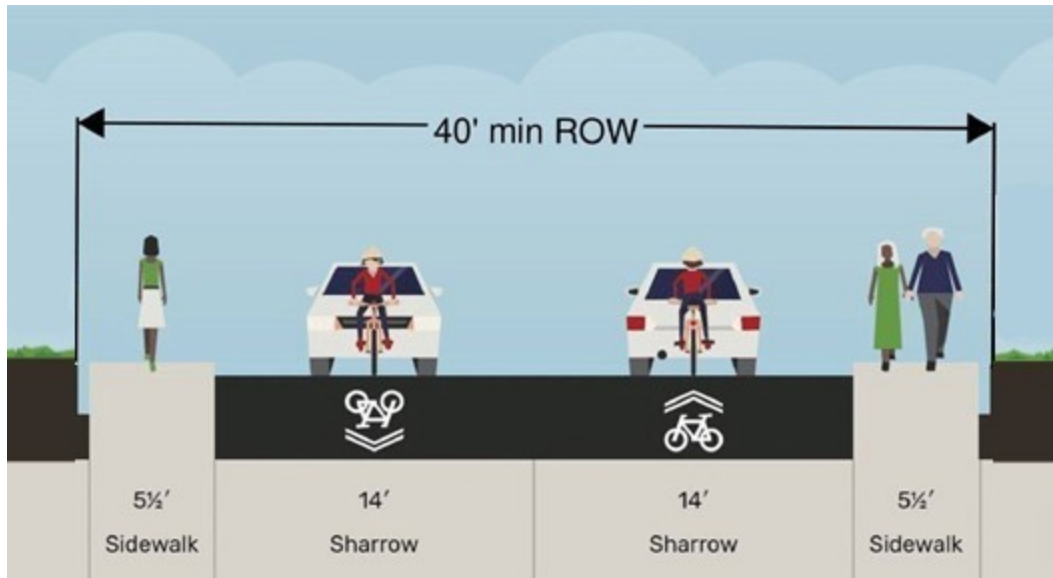


Figure 4-3: Apperson Street Cross Section

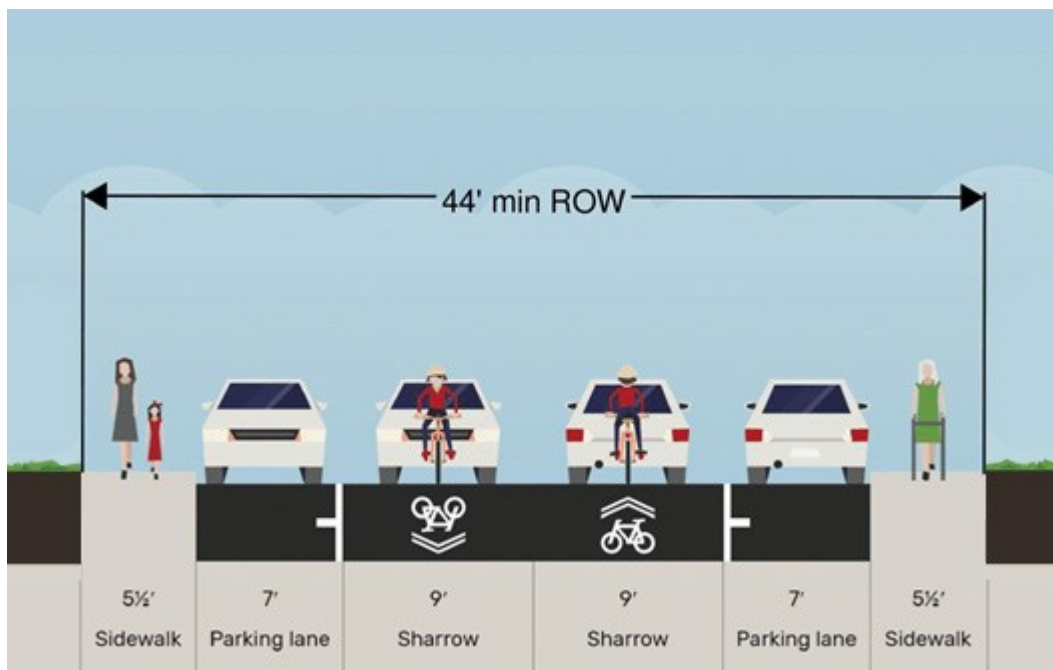


Figure 4-4: Front Avenue Cross Section

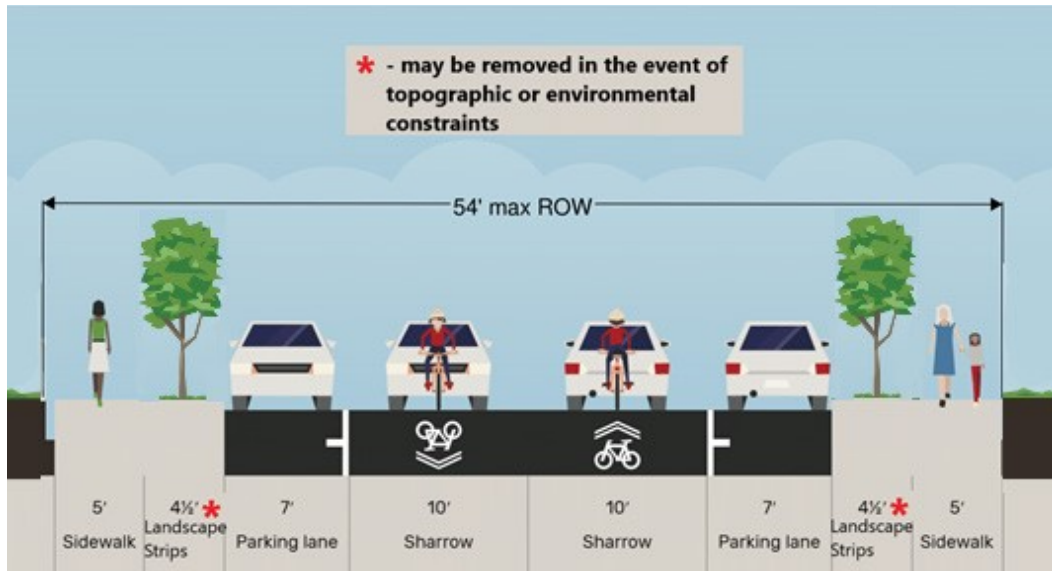


Figure 4-5: Hunter Street Cross Section

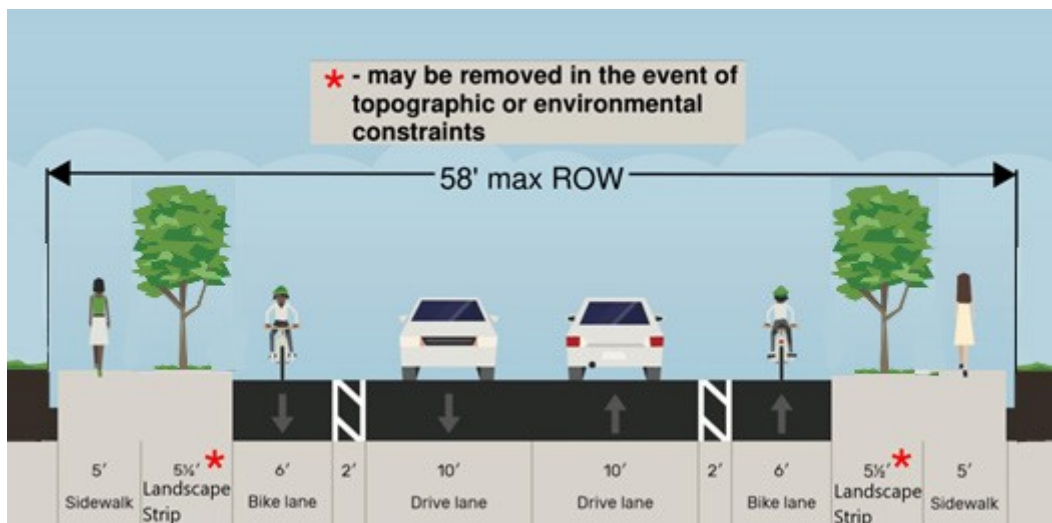


Figure 4-6: Swan Avenue Cross Section

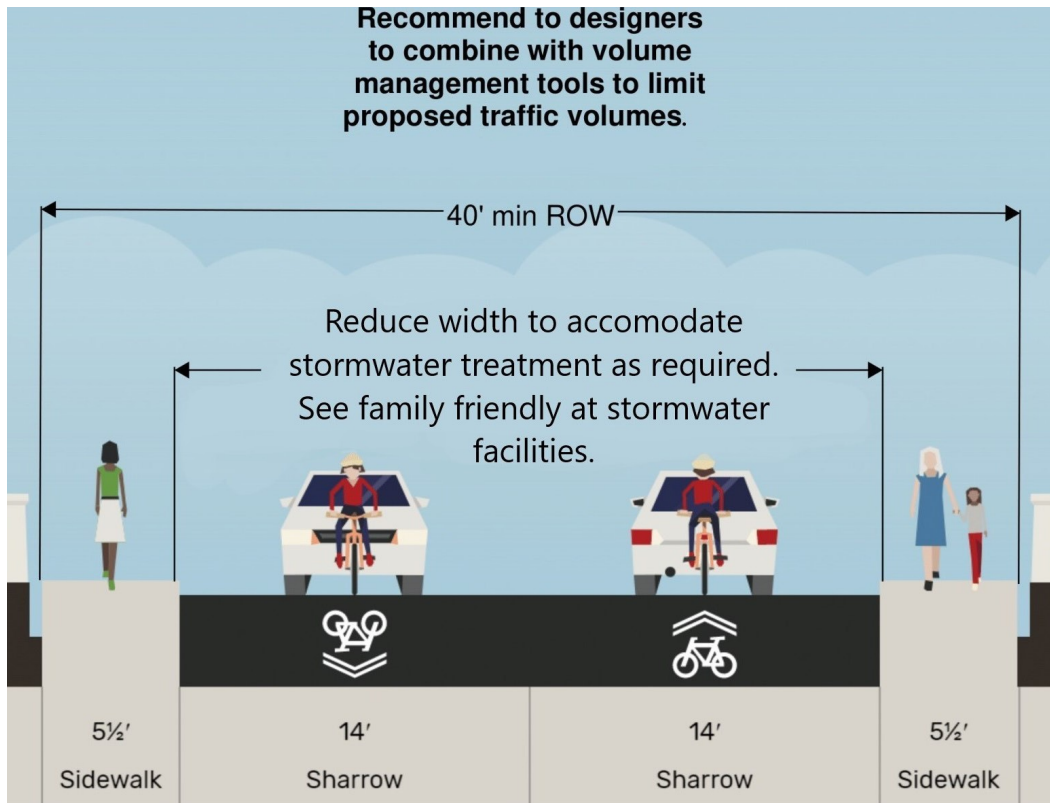


Figure 4-7 : Family Friendly Street Cross Section

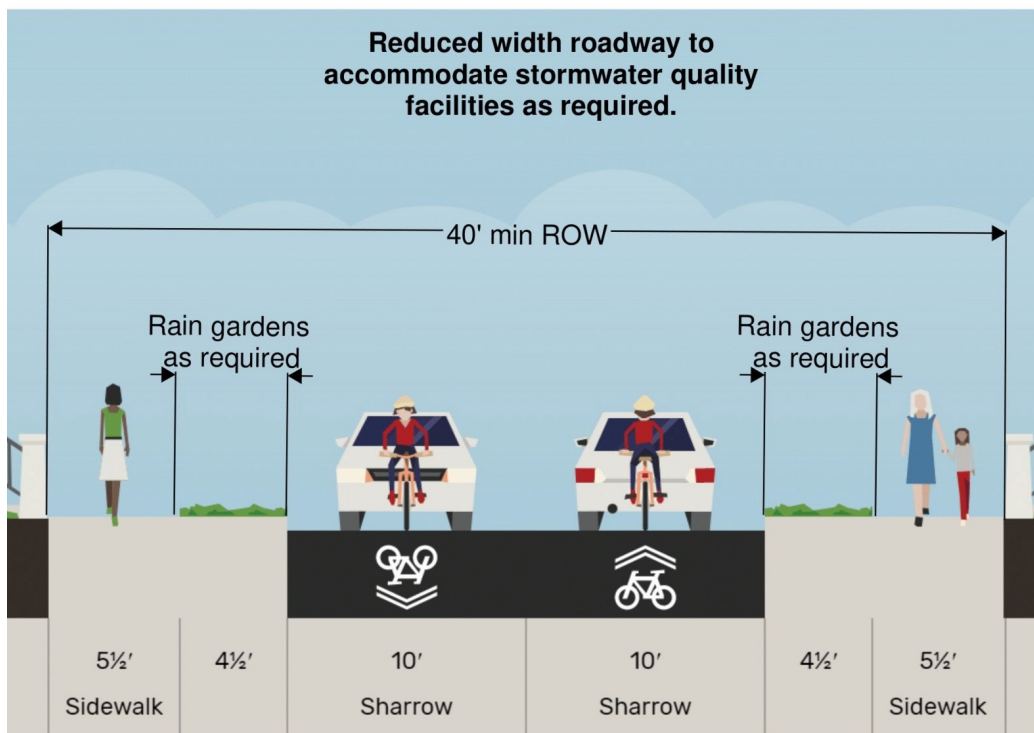
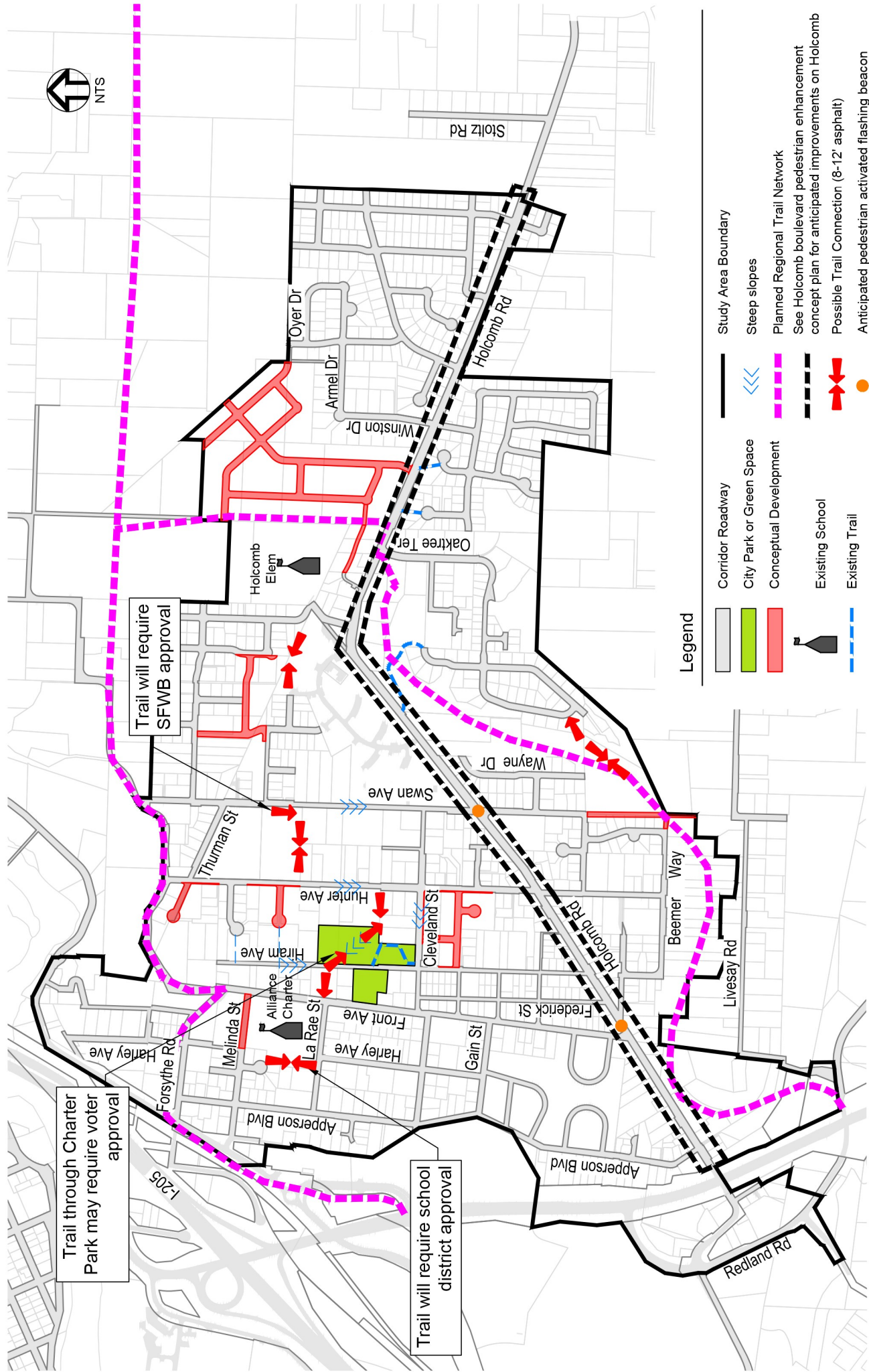


Figure 4-8 : Family Friendly at Stormwater Facilities

4.3 TRAIL CONNECTIVITY PLAN

Trail connectivity options should be considered as funding and/or development opportunities present themselves. The following plan is a guide for possible trail routes to be considered.



Trail through Charter
Park may require voter
approval

Trail will require
SFWB approval

Trail will require school
district approval

Legend

- | | | | |
|--|--------------------------|--|---|
| | Corridor Roadway | | Study Area Boundary |
| | City Park or Green Space | | Steep slopes |
| | Conceptual Development | | Planned Regional Trail Network |
| | Existing School | | See Holcomb boulevard pedestrian enhancement concept plan for anticipated improvements on Holcomb |
| | Existing Trail | | Possible Trail Connection (8-12' asphalt) |
| | | | Anticipated pedestrian activated flashing beacon |

4.4 TRAFFIC CALMING

As the neighborhood develops, it is recommended traffic calming measures are implemented to manage vehicle speeds. These improvements should be considered especially for all roadways designated as Family friendly. The outreach results should provide to future designers a hierarchy of speed management measures by neighborhood preference from which to choose. Designers should still assess traffic calming measures for safety and effectiveness on an individual use basis. City Staff should prioritize, consider, and provide traffic calming measures where possible based on a transportation impact analysis.

4.5 CONNECTIVITY NEEDS

The design team noted that connectivity through the study area is limited, particularly for pedestrians and bicyclists. Swan Ave and Hunter Ave provide north-south connectivity through the neighborhood for motorists. However, there is no continuous east-west connection through the study area with the exception of Holcomb Blvd. Holcomb Blvd being an arterial roadway with high traffic volumes is a barrier to bicycle users due to the need to cross back and forth across Holcomb Blvd. Cleveland St has some east-west connectivity, but it terminates at Swan Ave on the east side and includes sections with steep elevation changes which make it less suitable for bicycle and pedestrian travel. Development projects should be reviewed for opportunities to address East-West Connectivity within the study area.

4.6 BIKE LANES

City Staff should consider providing bike lanes where room is available. For example, Front Ave should add bike lanes beyond the chosen cross section if room allows. These bike lanes would not substitute for parking along these streets.

SECTION 5: IMPLEMENTATION PLAN

5.1 PLAN IMPLEMENTATION

As funding sources are limited at this time, it is anticipated that improvements will be mainly development driven. Should funding become available, improvements identified within this Study should be prioritized in coordination with project improvements identified in the TSP and other adopted area plans within the City.

5.2 COST ESTIMATES

Sidewalk Prioritization Improvements

The proposed prioritization plan had general support from the neighborhood. The project team developed cost estimates for each priority sidewalk group.

Priority 1 sidewalks –\$2,214,000

Priority 2 sidewalks – \$1,765,000

All estimates are at 2021 costs and should be adjusted for inflation as appropriate.

A breakdown of total costs and assumptions is included in **Appendix C**. These projects may be moved forward into capital projects as funding becomes available.

Roadway Classification Improvements

It is assumed that development of roadway elements to meet the preferred alternative cross sections will occur as part of private development efforts. No cost estimates were developed for these alternatives.

5.3 POTENTIAL FUNDING SOURCES

5.3.1 Local Funding

The City of Oregon City funds transportation projects through revenue collected from the Street fund, System Development Charge (SDC) fund and Transportation Utility Fee fund. More information on these local funding sources can be found on the City Transportation System Plan (TSP). As described in the TSP, these funding sources are currently inadequate to complete all described capital improvement projects and additional funding sources should be considered if the projects described above are prioritized.

5.3.2 State Funding

Statewide Transportation Improvement Program (STIP)

ODOT's main capital improvement program is the STIP, funded by various sources. The STIP is a three- or four-year document, but is amended often. The priority sidewalks identified within this plan may qualify for funding through the Non-highway or Local government categories. However, these categories can be highly competitive. Proposals can be made to the state through local regional offices.

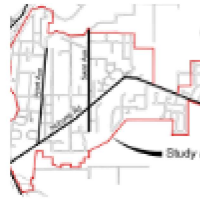
Safe Routes to School

ODOT manages competitive funding for Safe Routes infrastructure (\$10 million/year). This competitive grant program may not be eligible for all the priority sidewalk routes identified within this plan. Segments closer than 1/4 mile to the school and schools that have a majority of free or reduced lunches are prioritized as part of this program. Latest available data (2017) shows the Holcomb school having approximately 53% eligibility for free or reduced lunches. This level may or may not qualify sidewalk improvements for this grant program. If considered, applications for this grant should focus on those areas which act as a barrier to school access.

APPENDIX A: PARK PLACE NEIGHBORHOOD SURVEY #1

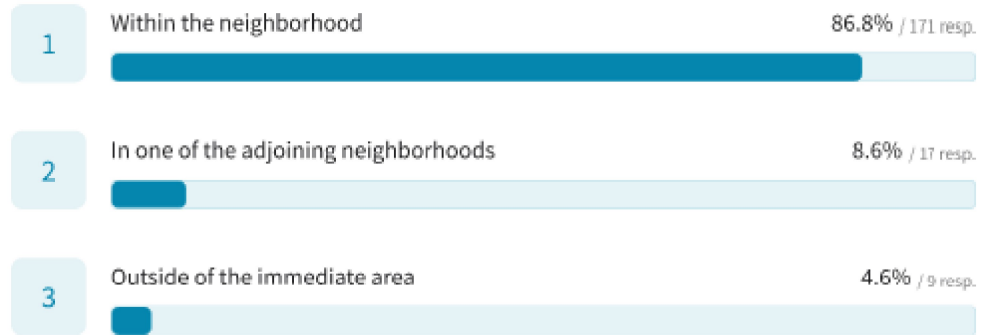
PARK PLACE URBANIZATION STUDY

Question 1



Do you live or work within the Park Place neighborhood?

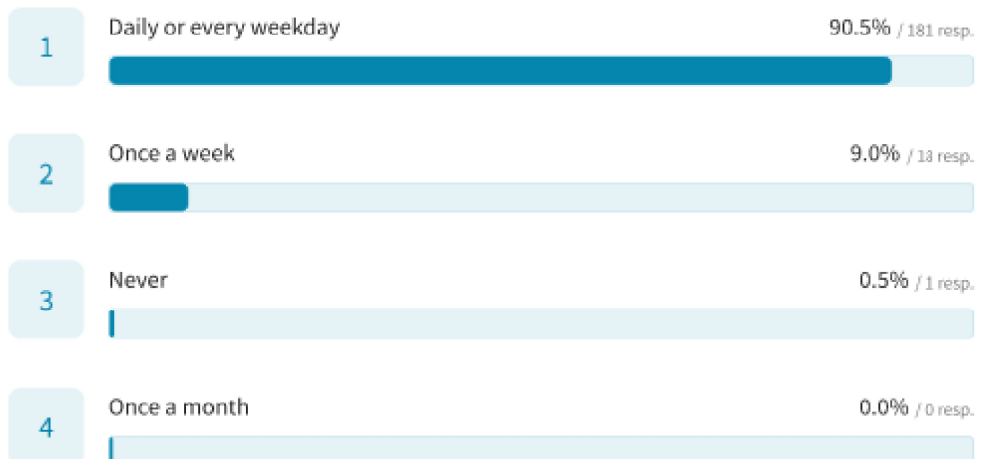
197 out of 200 answered



Question 2

How often do you travel by car in the neighborhood?

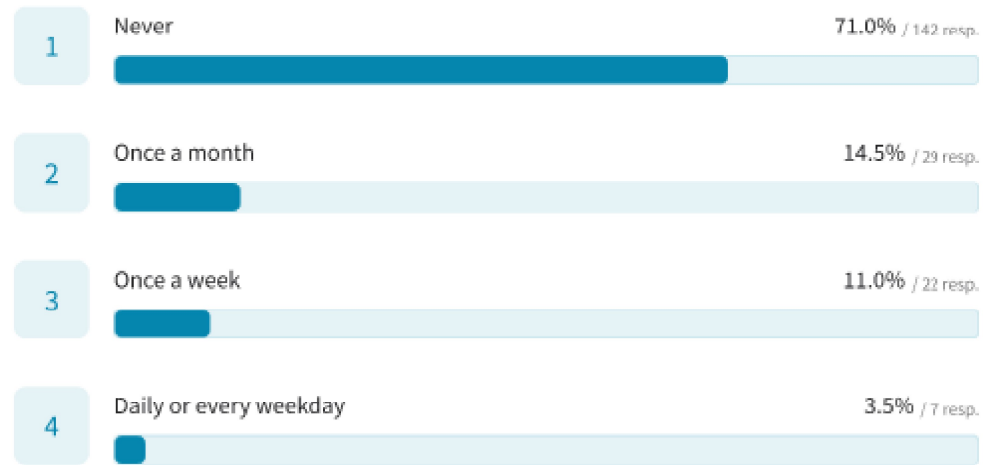
200 out of 200 answered



Question 3

How often do you travel by bike in the neighborhood?

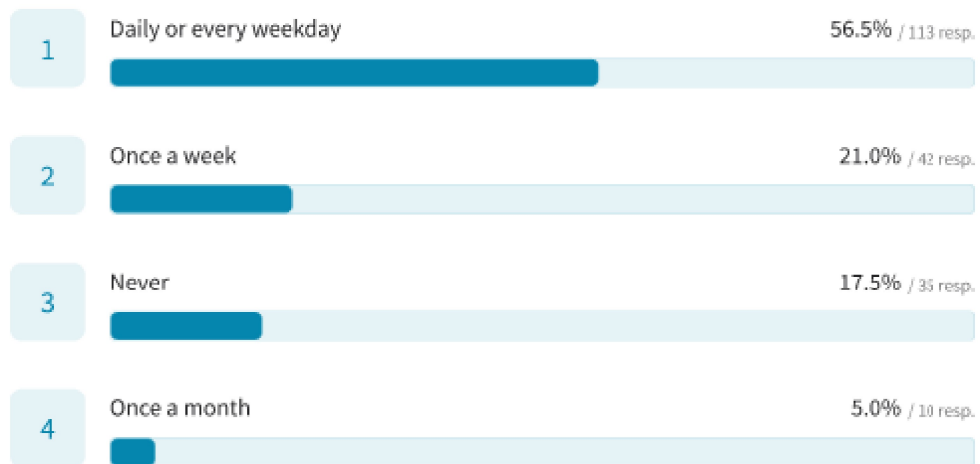
200 out of 200 answered



Question 4

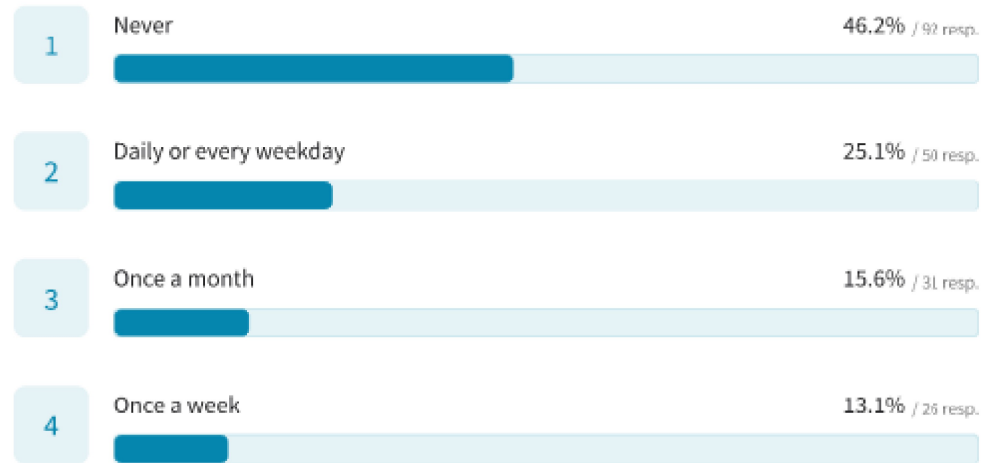
How often do you walk in the neighborhood?

200 out of 200 answered



Question 5How often do you travel to the *Park Place Park* in the neighborhood?

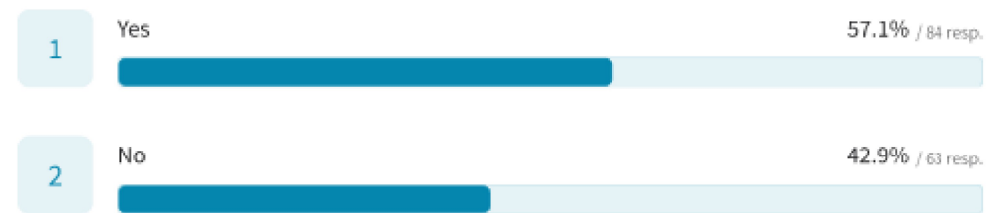
199 out of 200 answered



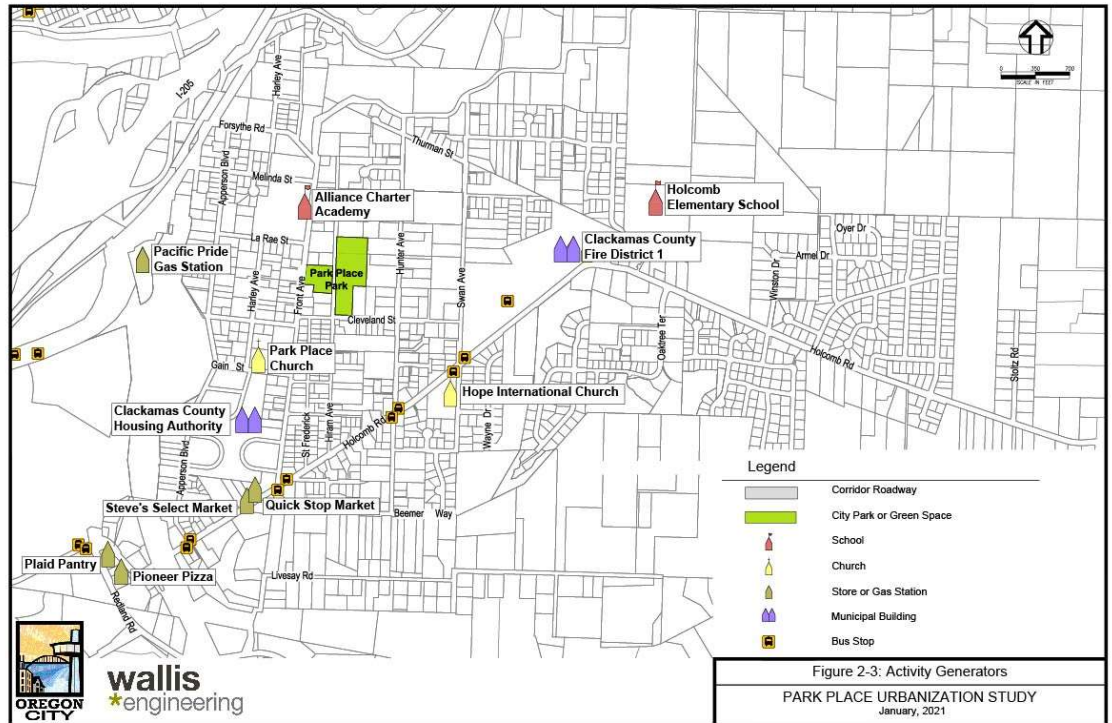
Question 6

Would you travel to the park more often if there were safer sidewalks?

147 out of 200 answered



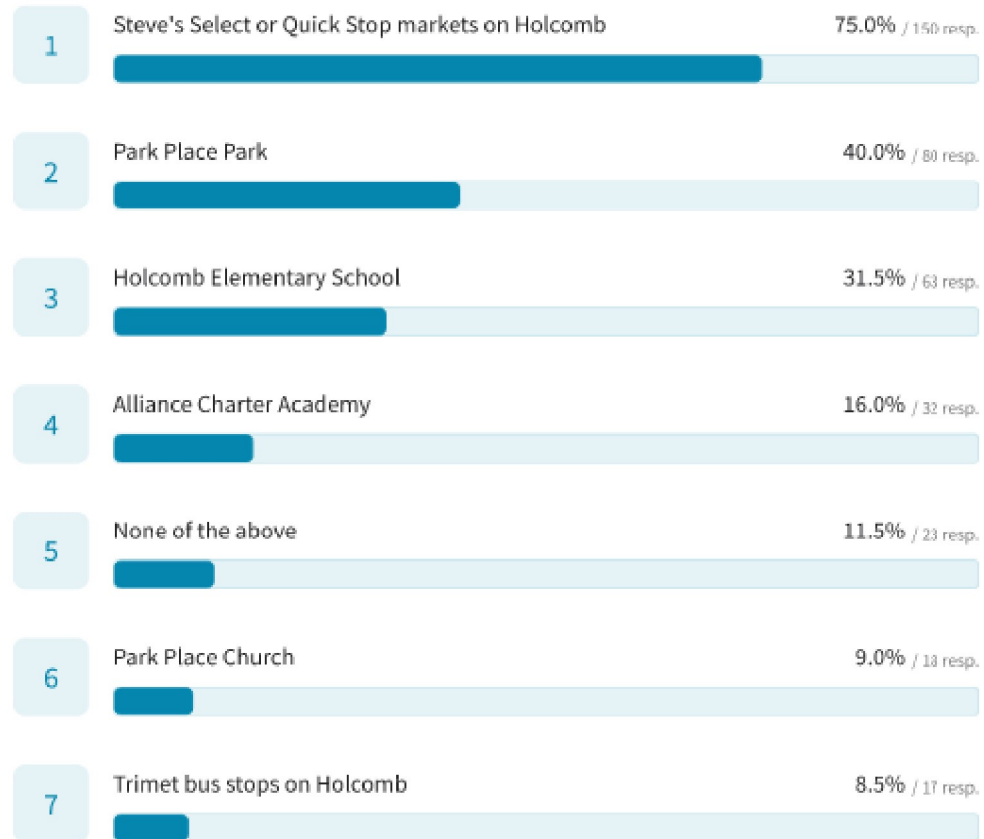
Question 7 The attached map shows the destinations we've identified within the neighborhood. Are there other locations within the neighborhood you want to go?



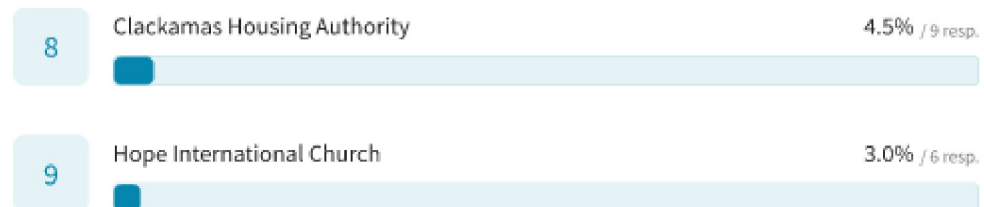
Question 8

Of the destinations we've identified, which ones do you frequent? Select all that apply.

200 out of 200 answered

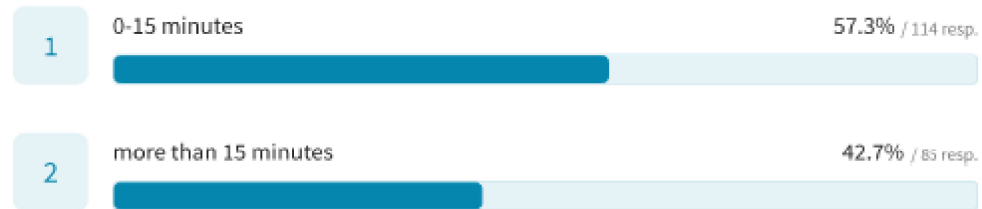
su8fgd59.typeform.com/report/FcbjrGI6/otlADailDWsa8zL0?view_mode=print

Park Place Survey



Question 9 How long would it take you to walk to your most frequent destination?

199 out of 200 answered



Question 10 What streets do you currently use to walk or bike? Enter '0' if none.

Street Name	# times mentioned
Holcomb Blvd	105
Swan Ave	46
Front Ave	38
Hunter Ave	35
Cleveland St	30
Apperson Blvd	25
Barlow Dr	18
Hiram Ave	15
Ames St	15
Thurman St	11
Kitty Hawk Ave	10
Forsythe Rd	10
Harley Ave	9
Beemer Way	8
Gain St	8
Winston Dr	8
Earhart Ave	7
Oaktree Ter	7
Pasture Way	7
La Rae St	5
Noble Dr	4
Cattle Dr	3
Frederick St	2
none	37

Question 11 **What streets would you most like to walk on if there were adequate facilities? Enter '0' if none.**

Street Name	# times mentioned
Holcomb Blvd	74
Swan Ave	26
Hunter Ave	20
Forsythe Rd	11
Apperson Blvd	10
Front Ave	9
Cleveland St	7
Hiram Ave	6
Ames St	4
Winston Dr	4
Beemer Way	4
Oaktree Ter	3
Harley Ave	2
Cattle Dr	2
Clackamas River Dr	3
Gain St	1
Thurman St	1
Frederick St	1
La Rae St	1
none	64

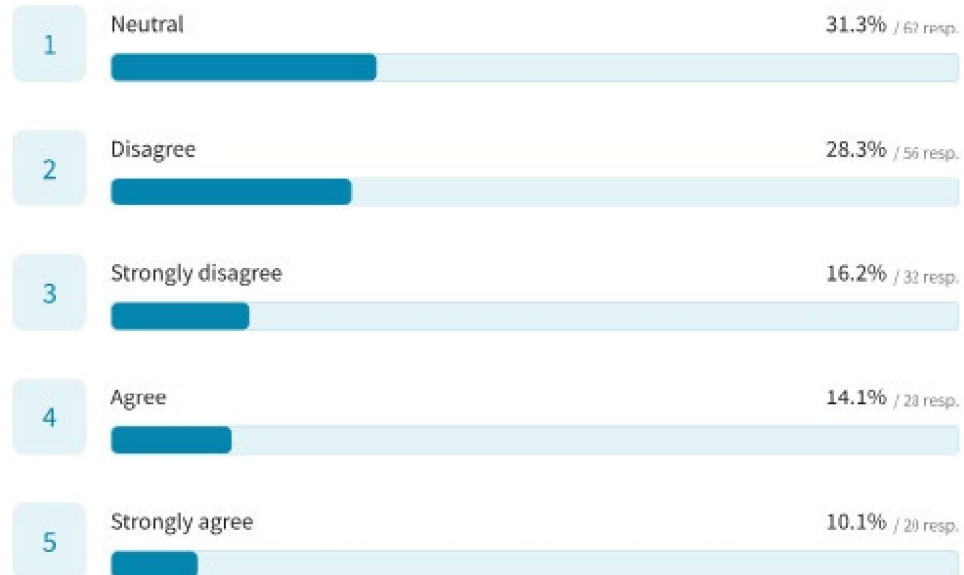
Question 12 **What streets would you most like to bike on if there were a dedicated space for bikes? Enter '0' if none.**

Street Name	# times mentioned
Holcomb Blvd	48
Swan Ave	13
Hunter Ave	10
Forsythe Rd	9
Front Ave	7
Apperson Blvd	4
Cleveland St	3
Hiram Ave	3
Ames St	2
Clackamas River Dr	2
Beemer Way	1
Oaktree Ter	1
Harley Ave	1
Barlow Dr	1
none	100

Question 13 Do you agree with the following statement?

“When I am **walking**, there are safe and convenient alternative routes within the neighborhoods that I can use to get where I want to go.”

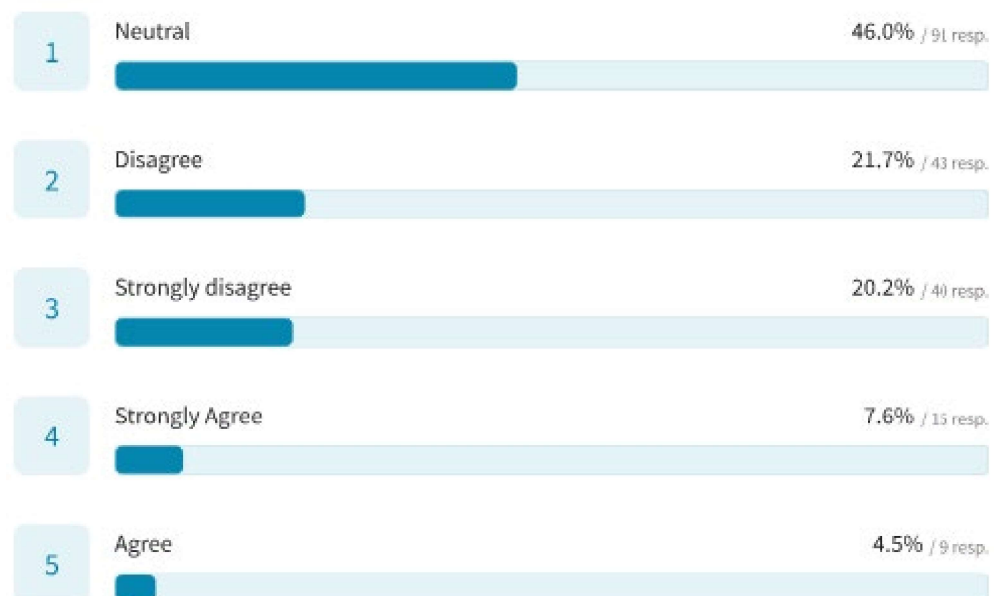
198 out of 200 answered



Question 14 Do you agree with the following statement?

“When I am **biking**, there are safe and convenient alternative routes within the neighborhoods that I can use to get where I want to go.”

198 out of 200 answered



Question 15



Current city plans anticipate the use of shared lane markings (or sharrows, as shown in the picture) within the neighborhood to indicate space for bikes. Would you feel more comfortable biking if sharrows were installed?

196 out of 200 answered

1

Yes

41.8% / 82 resp.

2

No

58.2% / 114 resp.

Question 16

Do you feel it is important to provide a space for bikes separated from cars within the neighborhood.

196 out of 200 answered

1

Yes

62.8% / 123 resp.

2

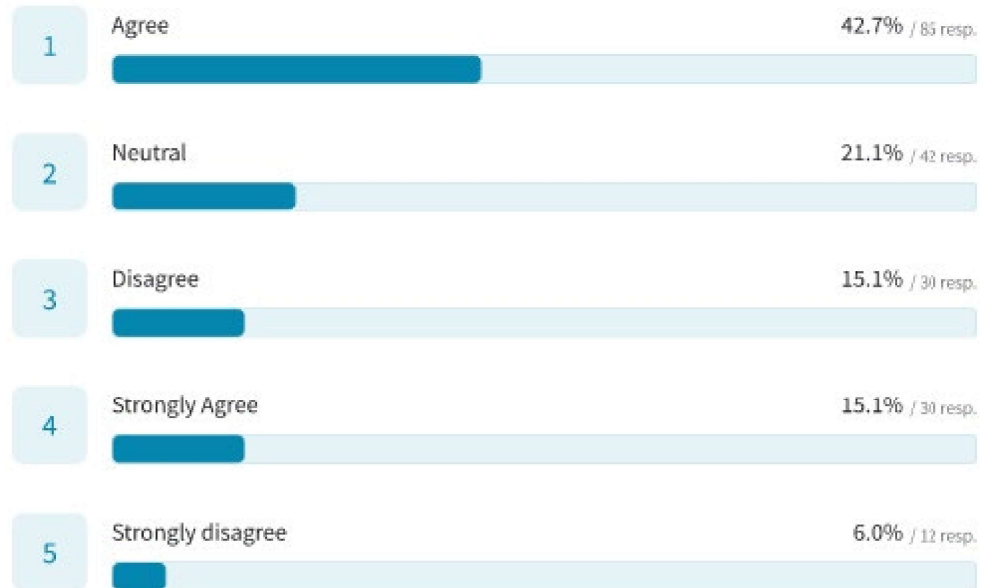
No

37.2% / 73 resp.

Question 17 Do you agree with the following statement?

“When I am driving, there are safe and convenient alternative routes within the neighborhood that I can use to get where I want to go.”

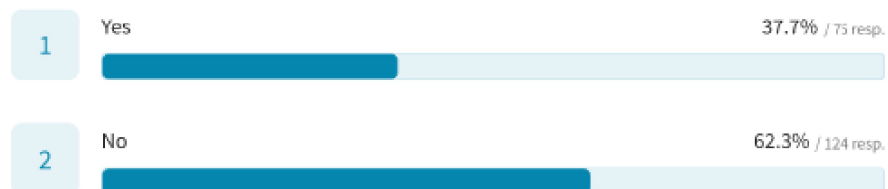
199 out of 200 answered



Question 18

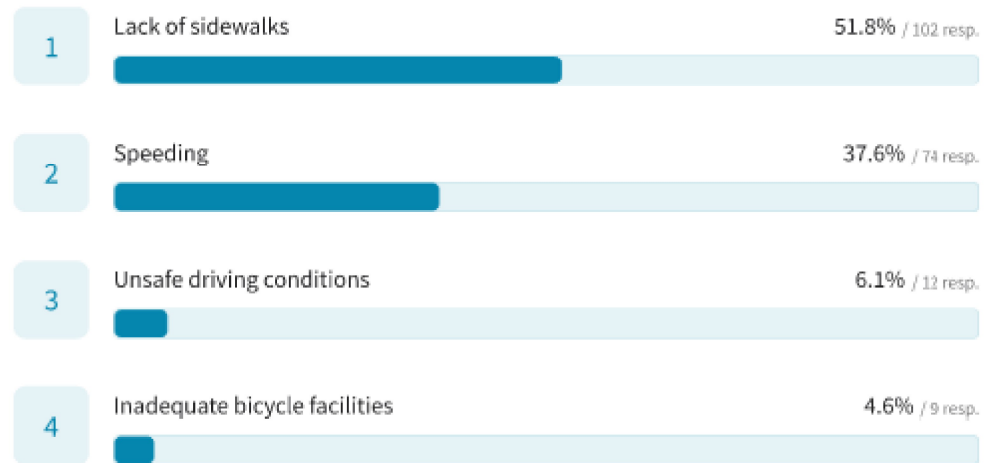
There are a number of roadways within the neighborhood that are less than 20' wide. This means cars often have to slow down to pass each other. Wider streets often result in higher vehicle speeds. In your opinion, is it important for the city to widen streets in the neighborhood?

199 out of 200 answered



Question 19 Which of the following is your greatest concern in the neighborhood?

197 out of 200 answered



APPENDIX B: SURVEY #2 RESULTS

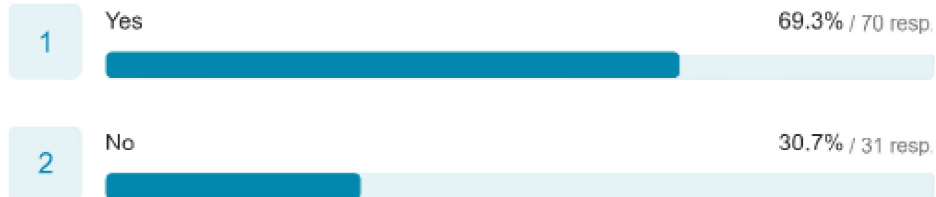
PARK PLACE URBANIZATION STUDY

Question 1



The Community would like to prioritize sidewalk infill segments to provide connectivity where it is missing and unlikely to be completed as part of future development. This graphic shows sidewalks the city intends to include as priority 1 (blue lines) and priority 2 (green lines). These lines represent sidewalks on only one side of the street. This work would be prioritized by the City when funds become available or as conditioned by development. Does this plan prioritize the correct streets?

101 out of 103 answered



Question 2
“no” answer
to Question 1

If no, what streets do you believe should be prioritized instead?

Priority 2 lines on Swan and Holcomb only for the upper project (as promised 50 years ago). Cleveland is rarely used by pedestrians and never by bicyclists.

Swan

Beemer way

Holcomb

Hunter and Swan are FAR more dangerous to walk than the streets in the Apperson to Hiram zone.

Lower Holcomb to Redland Rd. There is no route for walkers/bikers to get out of this neighborhood safely.

Holcomb

Swan from Blue Mountain Way to Thurman

Hunter and Swan

Holcomb Blvd from Swan to Winston

Hunter Ave south of Holcomb Blvd

Holcomb above the school to connect the sidewalks around the curve.

Hunter, Swan

Holcomb Blvd. still needs completed sidewalks!

Holcomb Blvd.

Before neighborhood sidewalks, work on Holcomb. Bus turnouts and turn lanes.

Hunter

All Streets, especially Holcomb near the markets to redland

Holcomb from the school up past Oak Tree

places where sidewalks do not exist on Holcomb Blvd first.

Need more infrastructure on Holcomb for traffic. Don't need bike lanes

Apperson is busier road & should be prioritized.

Beemer & south side of Hunter

On Holcomb to the Oaktree Trail

Question 3

Apperson Blvd currently includes shared lanes (for bicycles and automotive vehicles) (Option 1). This option allows for limited on-street parking. Alternatively, bike lanes could be installed as shown in the alternate cross section but would remove the opportunity for on-street parking (Option 2). Please select your preferred option.

96 out of 103 answered



Option 1

60.4% / 58 resp.



Option 2

39.6% / 38 resp.



Question 4

Front Street currently allows parking on both sides of the street and shared lanes (for bicycles and automotive vehicles) (Option 1). There is an opportunity to add bike lanes but would require removal of parking on one side of the street (Option 2). Which option would you prefer?

100 out of 103 answered



Option 1

53.0% / 53 resp.



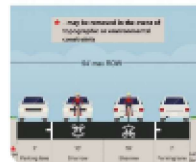
Option 2

47.0% / 47 resp.



Question 5

Hunter Cross Section



The plan would like to propose sidewalk/roadway improvements to Hunter Ave. Would you like to see the proposed improvements to Hunter Ave as shown below?

100 out of 103 answered

1

Yes

77.0% / 77 resp.



2

No

23.0% / 23 resp.



Question 6
“no” answer
to Question 5

If no, why not?

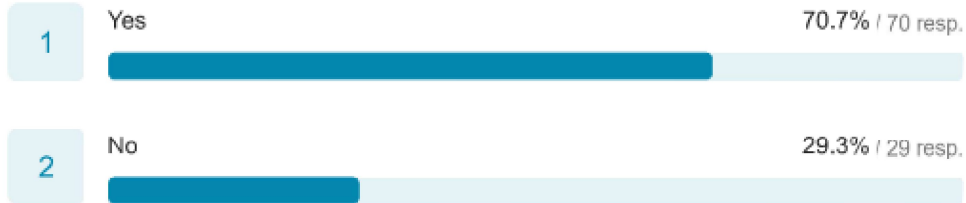
Have you done any studies to actually count how many people walk up on Hunter? At this moment, money should be used elsewhere.
Save money
It will just increase our taxes.
Remove parking. Hunter is narrow and busy
There is no need to invite parking on Hunter based on the location of the homes. However, sidewalks are definitely needed, and perhaps a bike lane. Hunter needs improvement, but the plan offered doesn't make sense.
Holcomb Blvd. is too dangerous and will only get worse with more development and traffic.
street is way too small for this
need more tree sections
I'm not in favor of making area more congested which I feel would happen
Hunter is a little used street and money's could be used elsewhere
Fix Holcomb first!
too much traffic
I don't live up that way
Bikes in vehicle lanes cause additional traffic

Question 7



The plan would like to propose sidewalk/roadway improvements to Swan Ave. Would you like to see the proposed improvements to Swan Ave as shown below?

99 out of 103 answered



Question 8
“no” answer
to Question 7

If no, why not?

50 years ago, the County changed (at least one) building plans forcing homes closer to the street. Now these older homes will have the sidewalk AT their porch--destroying any semblance of a front yard and taking away any private and/or driveway parking. It's not homeowners' faults that the County was faulty in their future planning.

no bike lane required

Take away parking with grass strip that will not be cared for

It will increase our taxes

I don't think we should be investing in bike lanes; they can share with cars. Also, why have parking strips? You just plant trees that destroy the sidewalks. Just move the sidewalk to the curb.

Not unless you widen the street first -- won't fit.

Swan is so hilly that we really don't ride bikes there. Sidewalks are desired, just not the bike lanes.

Holcomb is higher priority

Holcomb Blvd. needs sidewalks, road widening before these nice to have features.

street is way too small for this

Bike lanes are a foolish waste of resources when only 3 month a year is bike friendly. There is no sensible reason to spend money on a lane 1% of people will use for 1/4 of the year.

same as above

I rarely see use of bicycles

I don't think there is enough bike traffic, have wider car lanes

Fix Holcomb first!

We need as much street parking as possible

I do not like the Bike Lanes

Parking is more important

I don't live at that end of Holcomb

why not make 2 - 12' lanes, what is the 2' buffer for?

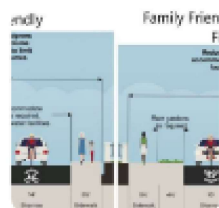
vehicle transportation should be prioritized. Bikes add danger to our roads and should stay on sidewalks, in my opinion. Also, there are not enough places for bikes to continue to ride in this area (there's nothing for them to connect to). In addition, our main road, Holcomb, is getting more and more congested. More lanes or turn outs are

Don't want road space to go to bike lane. Not needed.

Bike lanes take away from driving safety, parking and no one really bikes up Holcomb or side streets. Its a BIG hill.

You take property away from homeowners

Question 9



Do you feel that the proposed cross sections for Family friendly streets are acceptable?

99 out of 103 answered

1

Yes

81.8% / 81 resp.

2

No

18.2% / 18 resp.

Question 10
“no” answer
to Question 9

If no, why not?

Do not want taxes to increase
I don't see any on street parking indicated. People still need places to park and for their guests to park.
I don't think the neighborhood streets are as important as roads such as Apperson, Front, Hunter, and Swan
streets are way to small for this
The traffic lanes are too narrow to be useful.
I dont see the need when people generally dont and wont use the space as imagined
Some of these streets...Hiram...are not wide enough for this
Holcomb Blvd. should have priority for sidewalks!
neighborhood residents.
Please do not reduce the width of our roads.
Don't want streets narrowed. Traffic is bad enough
Too skinny for delivery trucks and traffic to move safe
as a bike path.
Many people need to be able to park on the street

Question 11

Do you believe it is important for the city to keep mail boxes where they are along sidewalks (Option 1) or invest in mail box banking (Option 2)? Select your preferred option.

98 out of 103 answered



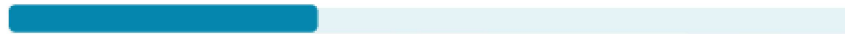
(Option 2) Consolidate mailboxes

63.3% / 62 resp.



(Option 1) Keep mailboxes as is

36.7% / 36 resp.



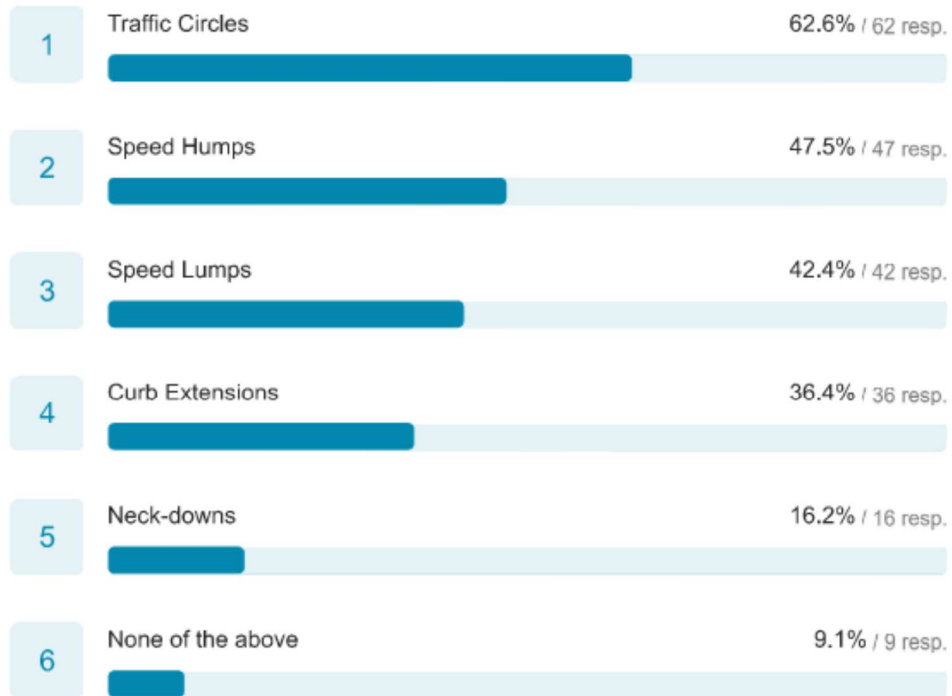
Question 12



The following pictures show traffic calming measures that the city might consider. Please select the options you feel are acceptable for use in the neighborhood. You may select as many as you like. Additional information on the use of these measures is available here:

<https://nacto.org/publication/urban-bikeway-design-guide/bicycle-boulevards/speed-management/>

99 out of 103 answered



Question 13
Additional
Comments

Traffic Calming additional fill in question - And finally, do you have any additional comments regarding traffic calming measures that the design team should consider?	
Listen to the recent podcast "Freakenomics" regarding roundabouts. We need more of them!	
Have traffic cops posted every few blocks every once in awhile. Raise the fines for speeding and reckless/DUI driving. The City will make a lot of money.	
Please ensure all ADA guidelines are followed	
No	
roundabouts and sidewalks are great. No need for other traffic items, usage is so low. I walk my dogs everyday and rarely if ever see a biker, no need for bike lanes.	
Lower speed on Holcomb to 30mph or less	
and heavy for a residential neighborhood. It is also extremely loud. Also have a police presence from time to time monitoring the speed.	
Consider one way roads where possible	
Existing speed humps on Apperson do not slow traffic coming down the hill, only going up the hill...is there another way to encourage people to slow down coming downhill on Apperson from South to North?	
complicated.	
Add a light on Holcomb somewhere between Kitty Hawk and Winston; traffic doesn't want to slow down when it enters the neighborhood.	
You should explain the difference between a speed hump and a speed lump. The graphic was not helpful. Current speed reminder signs have been helpful during the transition from 40mph to 35 mph.	
Increasing visibility, especially at night, will help avoid walker vs. car issues.	
As much green space as possible to make it still feel like small neighborhood	
sidewalks near the school on holcomb, add roundabouts, not bumps (tough on vehicles and passengers) not narrow intersections (difficult to see well, pinches bikes, hard to navigate full sized vehicles, delivery trucks). Swales are often trip hazards for peds, esp on heavy use sidewalks. Make better access into the neighborhood from Clack R drive (up forsyth for example). Make your survey addresses more user friendly, or add link to the (easier to type) orcity.org project page.	
Maybe making the speed limit on Holcomb 25 mph	
Holcomb Blvd. needs to be widened to allow bike lanes and sidewalks. Sidewalks need to be installed on both sides of Holcomb all the way to Winston Drive.	
and now growth is coming back, and no building and no one knows nothing when we ask. located off Holcomb & Livesay	
traffic is to get the cars moving along as smoothly as possible. Forcing obstructions into the flow is not moving traffic along.	
Nothing to add	
traffic lights	
You can put a speed bump in front of my house!!!	
It would be helpful to have sidewalks on Holcomb Blvd., because pedestrians have to walk on the shoulder of the road, which is very dangerous, especially at night.	
Increased surveillance for speeders on Holcomb.	
them	
We need to keep as much parking as possible.	
All streets in Park Place neighborhood should have a sidewalk on at least one side of the street	
Prefer no speed bumps for various reasons	
Speed bumps are horrible and hard on cars and trucks	
don't care for necking down intersections or hour glass	
Holcomb definitely needs more lighting especially coming up the sharp curve from Redland Rd.	
raised crosswalks?	

We desperately need turn out lanes at business turn-off spots on Holcomb. Especially at the Holcomb Elementary. There is a lot of danger at this corner, when people need to stop in the road for a turning car, but cars coming around the corner don't know that cars are stopped ahead. Any heavily used -cross road desperately needs a turn out lane. This is way more needed than bicycle traffic lanes.

Turn Lanes. We all get backed up coming up Holcomb because of increased residents in area. Many are needing to make a left hand turn, which backs everything up. Need to add turn lanes and stop throwing money at bike lanes.

Make it easier and safer to drive w/o adding bike lanes, make traffic flow in the most time efficient manner. Do not slow us down anymore. It already takes 15 min to get to the freeway because of traffic when it should only take 5min!

I don't think we will see a lot of bike use along the side streets, thus we feel street parking along Apperson and Front are important. I was hoping there would be more to address Holcomb Blvd. itself, and in the initial survey, that is what I was thinking about when proposing road improvements. I know this would likely cost a lot of money, so I am sure that is a consideration. The hair pin curve at Holcomb School Rd. is just asking for trouble. We feel like we take a risk every time we bike with our family on the sidewalk headed toward Holcomb School Road.

I am not in favor of the grass, tree areas, they only cause problems. As the trees age the sidewalk pops up causing expense for the home owner in purchasing the new tree and repairing the sidewalk. They also take up road space that could be used for parking; bike paths or sidewalks.

Not at this time. Thanks for the much-needed crosswalk considerations along Holcomb.

It would be nice if the bike lanes/ sidewalks would go up Holcomb and meet up to Winston Dr. Then continue onwards pass Kitty Hawk. Or at least make the road wider for runners/ bicycles to ride along from Kitty Hawk to Bradley. Its dangerous along that stretch of the road.

Please add sidewalk on Melinda from apperson to clack river dr, and on Holcomb from front to redland

APPENDIX C: SIDEWALK PRIORITIZATION PLAN COST ESTIMATES

PARK PLACE URBANIZATION STUDY

1509A Park Place Urbanization Study
Sidewalk Prioritization plan Cost Estimate

Wallis Engineering
 By: DB/DJ
 Date: 10/6/2021

Construction cost assumptions

Sidewalks:

Cost breakdown per LF roadway widening (for sidewalk)

	Quantity	Unit	Unit Price	Total
Concrete Walks	5	SF	\$13.00	\$65
Curb and Gutter	1	LF	\$40.00	\$40
Asphalt reconstruction	3	SF	\$15.00	\$45
Per LF Subtotal:				\$150

Assumptions:

Costs include mobilization, demolition, excavation and aggregate base

Improvements are assumed to be completed as part of larger construction packages. Small individual construction packages may have increased costs.

No stormwater treatment or detention required.

Stormwater:

Stormwater costs are included when sidewalks are constructed over existing open conveyances.

Cost breakdown per LF of stormwater conveyance construction

	Quantity	Unit	Unit Price	Total
12" dia. Conc pipe	1	LF	\$150.00	\$150
Per LF Subtotal:				\$150

Assumptions:

Costs include mobilization, clearing and grubbing, backfill and pipe installation. Surfacing not included.

Improvements are assumed to be completed as part of larger construction packages. Small individual construction packages may have increased costs.

1509A Park Place Urbanization Study
Sidewalk Prioritization plan Cost Estimate

Wallis Engineering
 By: DB/DJ
 Date: 10/6/2021

Priority 1 Sidewalks

Street	Starting Address	Ending Address	Total length of 5 ft wide sidewalk (LF)	Construction cost (\$/LF)	Stormwater conveyance required. (Y/N)	Stormwater cost/lf	ROW required (Y/N)	# of lots	Total ROW cost	Total cost (\$)	Difficulty	Justification
Melinda St	S. Clackamas River Dr.	13860 Melinda St	345	\$150	N	\$0	N	0	\$0	\$51,750	easy	
Clackamas River Dr	13032 Clackamas River Dr	13030 Clackamas River Dr	229	\$150	N	\$0	N	0	\$0	\$34,350	easy	
Harley Ave (La Rae to Cleveland)	13932 La Rae St	16130 Harley Ave	511	\$150	N	\$0	N	0	\$0	\$76,592	easy	
	16190 Harley Ave	13937 Cleveland St										
Harley Ave (La Rae to Cleveland)	16130 Harley Ave	16190 Harley Ave	299	\$150	Y	\$150	N	0	\$0	\$89,700	medium	storm water impacts
Harley Ave (Cleveland to Gain)	13934 Cleveland St	Park Place Church	470	\$150	N	\$0	N	0	\$0	\$70,500	easy	
Cleveland St (Apperson to Harley)	13801 Cleveland St	Intersection of Cleveland and Harley	411	\$150	N	\$0	N	0	\$0	\$61,644	easy	
Cleveland St (Harley to Front)	13937 Cleveland St	13970 Front Ave	422	\$150	N	\$0	N	0	\$0	\$63,300	easy	
Cleveland St (Front to Hiram)	16266 Front Ave	16263 Hiram Ave	318	\$150	N	\$0	N	0	\$0	\$47,700	easy	
Cleveland St (Gladys to Swan)	14260 Cleveland St	16251 Swan Ave	348	\$300	Y	\$150	N	0	\$0	\$156,717	medium	storm water impacts
Gain St (Apperson to Harley)	16322 Apperson Blvd	16331 Harley Ave	268	\$150	N	\$0	N	0	\$0	\$40,253	easy	
Gain St (Harley to Front)	Park Place Church	16333 Front Ave	420	\$150	N	\$0	N	0	\$0	\$62,976	easy	
Front Ave	16238 Front Ave	16058 Front Ave	752	\$300	Y	\$150	N	0	\$0	\$338,400	medium	storm water impacts
Hiram Ave	16263 Hiram Ave	14055 Holcomb Blvd	1313	\$150	N	\$0	N	0	\$0	\$196,890	easy	
Swan Ave	16251 Swan Ave	16275 Swan Ave	172	\$150	N	\$0	Y	2	\$10,000	\$45,824	hard	ROW
Hunter Ave	16381 Hunter Ave	16415 Hunter Ave	125	\$150	N	\$0	N	0	\$0	\$18,750	easy	
Fredrick Street	16535 Frederick St	16547 Frederick St	48	\$150	N	\$0	N	0	\$0	\$7,238	easy	
Beemer Way	Intersection of Holcomb and Beemer	Intersection of Beemer and S. Jacobs Way	342	\$150	N	\$0	Y	5	\$10,000	\$101,233	hard	ROW
Oaktree Terrace	Intersection of Holcomb Blvd and Oaktree Terrace	16267 Oaktree Ter	780	\$150	N	\$0	N	0	\$0	\$117,000	easy	assumed to be installed within existing street and not impact NROD
Total sidewalk length			7,573 lf									

Subtotal \$1,580,815
 Contingency (40%) \$632,326
Total \$2,213,141

Assumptions
 Stormwater conveyance relocation costs assumed at \$150/lf. Includes all areas where open conveyance would be impacted.
 Right of way costs assumed at \$10,000/impacted lot
 No stormwater treatment/detention required.
 No environmental impacts anticipated

1509A Park Place Urbanization Study
Sidewalk Prioritization Plan Cost Estimate

Wallis Engineering
By: DB/DJ
Date: 10/6/2021

Priority 2 Sidewalks

Street Section	Starting Address	Ending Address	Total length of 5 ft wide sidewalk (LF)	Appx. Cost/lf	Stormwater conveyance required. (Y/N)	storm length required.	stormwater cost/lf	ROW required (Y/N)	# of lots	Total ROW cost	Total cost	Difficulty	Justification
Melinda St	13864 Melinda St	13865 Melinda St	344	\$150	N	\$0	\$0	N			\$51,663	easy	
Forsythe Rd (Clackamas River Dr to Apperson)	13822 Forsythe Rd	Intersection of Forsythe and Apperson	140	\$150	Y	50	\$150	N			\$28,500	easy	
Forsythe Rd (Apperson to Harley)	15896 S Short Ave	Intersection of Forsythe and Harley	412	\$150	Y	167	\$150	N			\$86,850	easy	
Harley Ave	15824 Harley Ave	15872 Harley Ave	256	\$150	N	0	\$0	N			\$38,352	easy	
Apperson Blvd (Cleveland to John Jeffery)	16141 Apperson Blvd	Intersection of Apperson and Cleveland St.	297	\$150	N	0	\$0	N			\$44,583	easy	
Apperson Blvd (John Jeffery to La Rae)	16071 Apperson Blvd	Intersection of Apperson and La Rae St.	222	\$500	N	0	\$0	Y	1	\$10,000	\$121,070	hard	ROW+structural issues. Best fit may require reduction in road width'
Hunter Ave (Cleveland to Quail)	16140 Hunter Ave	16236 Hunter Ave	503	\$200	N	0	\$0	N			\$100,606	medium	slope
Hunter Ave (Cleveland to Quail)	16066 Hunter Ave	16140 Hunter Ave	361	\$150	N	0	\$0	Y	4	\$10,000	\$94,153	hard	ROW
Hunter Ave (S Bonn to Holcomb)	14214 Holcomb Blvd	16480 Hunter Ave	315	\$200	N	0	\$0	N			\$62,934	medium	slope and possible tree relocation
Swan Ave (Holcomb to S. Ann Dr.)	Intersection of Holcomb and Swan	Intersection of Swan and S Ann Dr.	476	\$150	N	0	\$0	N			\$71,361	easy	
Swan Ave (Holcomb to Thurman)	200 Longview Way	Intersection of Swan and Holcomb	973	\$200	N	0	\$0	N			\$194,550	medium	slope
Swan Ave (Holcomb to Thurman)	16022 Swan Ave	200 Longview Way	454	\$150	N	0	\$0	Y	4	\$10,000	\$108,051	Hard	sidewalk ends at side of building/ROW
Swan Ave (Thurman to Ames)	15910 Swan Ave	Intersection of Swan and Ames St.	236	\$150	Y	72	\$150	N			\$46,200	medium	storm water
S Bonn St (Hunter Ave to Swan Ave)	Intersection of Bonn St and Hunter	14263 Bonn St	78	\$150	N	0	\$0	Y	1	\$10,000	\$21,654	hard	sidewalk ends at side of building/ROW
Ames St (Swan to Cherabon)	Intersection of Swan and Ames	14375 Ames St	199	\$150	N	0	\$0	N			\$29,843	easy	
Ames St (Swan to Cherabon)	14375 Ames St	14415 Ames St	249	\$150	Y	249	\$150	Y	3	\$10,000	\$104,705	medium	storm water/ ROW
Ames St (Cherabon to Stables)	14491 Ames St	15842 Ames St	168	\$150	Y	0	\$0	Y	3	\$10,000	\$55,208	easy	ROW

Total Sidewalk Length 5,682 LF

Assumptions

Stormwater conveyance relocation costs assumed at \$150/LF. Includes all areas where open conveyance would be impacted.

Right of way costs assumed at \$10,000/lot

No stormwater treatment/detention required.

No environmental impacts anticipated

Subtotal \$1,260,281
Contingency (40%) \$504,112.20
Total \$1,764,392.70

APPENDIX D: TSP PROJECTS

PARK PLACE URBANIZATION STUDY

Table 2: Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
Further Study				
D0	OR 213/Beavercreek Road Refinement Plan	OR 213 from Redland Road to Molalla Avenue	Identify and evaluate circulation options to reduce motor vehicle congestion along the corridor. Explore alternative mobility targets.	Short-term
D00	I-205 Refinement Plan	I-205 at the OR 99E and OR 213 Ramp Terminals	Identify and evaluate circulation options to reduce motor vehicle congestion at the interchanges. Explore alternative mobility targets, and consider impacts related to a potential MMA Designation for the Oregon City Regional Center.	Short-term
Driving Solutions (Intersection and Street Management- see Figure 16)				
D1	Molalla Avenue/ Beavercreek Road Adaptive Signal Timing	Molalla Avenue from Washington Street to Gaffney Lane; Beavercreek Road from Molalla Avenue to Maple Lane Road	Deploy adaptive signal timing that adjusts signal timings to match real-time traffic conditions.	Short-term
D7	Option 1: 14 th Street Restriping	Option 1: OR 99E to John Adams Street	Option 1: Convert 14th Street to one-way eastbound between McLoughlin Boulevard and John Adams Street: - Convert the Main Street/14th Street intersection to all-way stop control (per project D13). - From McLoughlin Boulevard to Main Street, 14th Street would be restriped to include two 12-foot eastbound travel lanes, a six-foot eastbound bike lane, a six-foot westbound contra-flow bike lane, and an eight-foot landscaping buffer on the north side - From Main Street to Washington Street, 14th Street would be restriped to include two 11-foot eastbound travel lanes, a five-foot eastbound bike lane, a five-foot westbound contra-flow bike lane, and an eight-foot on-street parking lane on the north side - From Washington Street to John Adams Street, 14th Street would be restriped to include one 12-foot eastbound travel lane, a six-foot eastbound bike lane, a six-foot westbound contra-flow bike lane, and an eight-foot on-street parking lane on the north and south side - Add a bicycle signal, with detection at the McLoughlin Boulevard/14th Street intersection. Add bicycle detection to the traffic signal at the Washington Street/14th Street intersection.	Short-term

Item 8b.

Table 2: Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
	Option 2: Main Street/14 th Street Intersection Widening	Option 2: Main Street/14 th Street	Option 2: Convert the Main Street/14 th Street intersection to all-way stop control (per project D13). Widen 14 th Street to include shared through/left-turn and through/right-turn lanes in both directions	
D8	15 th Street Restriping	OR 99E to John Adams Street	Convert 15th Street to one-way westbound between Washington Street and McLoughlin Boulevard: - From John Adams Street to Washington Street, 15th Street would be striped as a shared-roadway (per project B6). - From Washington Street to Main Street, 15th Street would be restriped to include two 11-foot westbound travel lanes, a five-foot westbound bike lane, a five-foot eastbound contra-flow bike lane, and an eight-foot on-street parking lane on the south side. Complete the sidewalk gaps on the north side of 15th Street between Main Street and Center Street, and on the south side between Center Street and Washington Street (per project W75). - From Main Street to McLoughlin Boulevard, 15th Street would be restriped to include two 12-foot travel lanes, a six-foot westbound bike lane, and an eight-foot on-street parking lane on the south side. Add a 12-foot shared-use path with a two-foot buffer adjacent to the on-street parking lane. Add bicycle detection to the traffic signal at the Washington Street/15th Street intersection.	Included with project D7
D11	Optimize existing traffic signals	Citywide	Optimize the existing traffic signals by updating the existing coordinated signal timing plans, upgrading traffic signal controllers or communication infrastructure or cabinets.	Short-term
D12	Protected/permitted signal phasing	Citywide	Incorporate protected/permitted phasing for left turn movements at traffic signals.	Short-term
D13	Main Street/14 th Street Safety Enhancement	Main Street/14 th Street	Convert to all-way stop control to be consistent with the traffic control at surrounding intersections on Main Street.	Included with project D7
D14	Southbound OR 213 Advanced Warning System	Southbound OR 213, north of the Beavercreek Road intersection	Install a queue warning system for southbound drivers on OR 213 to automatically detect queues and warn motorists in advance via a Variable Message Sign	Short-term
D27	OR 213/Beavercreek Road Operational Enhancement	OR 213/Beavercreek Road	Lengthen the dual left-turn lanes along Beavercreek Road to provide an additional 200 feet of storage for the eastbound	Short-term

Item 8b.

Table 2: Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
D28	Washington Street/12th Street Safety Enhancement	Washington Street/12th Street	Install a traffic signal with dedicated left turn lanes for the 12 th Street approaches to Washington Street.	Medium-term
D30	Molalla Avenue/Division Street-Taylor Street Safety Enhancement	Molalla Avenue/Division Street-Taylor Street	Install a single-lane roundabout	Medium-term
D32	South End Road/Warner Parrott Road Operational Enhancement	South End Road/Warner Parrott Road	Install a traffic signal with dedicated left turn lanes for the South End Road approaches to Warner Parrott Road	Medium-term
D33	South End Road/Lafayette Avenue-Partlow Road Operational Enhancement	South End Road/Lafayette Avenue-Partlow Road	Install a single-lane roundabout	Medium-term
D40	Main Street/Dunes Drive Extension Operational Enhancement	Main Street/Dunes Drive Extension	Install a single-lane roundabout	Long-term
D41	South End Road/Buettel Road Extension Operational Enhancement	South End Road/Buettel Road Extension	Install a single-lane roundabout	Medium-term
D42	South End Road/Deer Lane Extension Operational Enhancement	South End Road/Deer Lane Extension	Install a single-lane roundabout	Long-term
D43	Holcomb Boulevard/Holly Lane North Extension Operational Enhancement	Holcomb Boulevard/Holly Lane North Extension	Install a single-lane roundabout	Long-term
D44	Beavercreek Road/Loder Road Extension Operational Enhancement	Beavercreek Road/Loder Road Extension	Install a roundabout	Medium-term
D45	Meyers Road Extension/ Loder Road Extension Operational Enhancement	Meyers Road Extension/ Loder Road Extension	Install a single-lane roundabout	Medium-term
Driving Solutions (Street Extensions- see Figure 17)				
D46	Meyers Road West extension	OR 213 to High School Avenue	Extend Meyers Road from OR 213 to High School Avenue as an Industrial Minor Arterial. Create a local street connection to Douglas Loop.	Short-term
D47	Meyers Road East extension	Beavercreek Road to the Meadow Lane Extension	Extend Meyers Road from Beavercreek Road to the Meadow Lane Extension as an Industrial Minor Arterial. Between the Holly Lane and Meadow Lane extensions, add a sidewalk and bike lane to the south side of the street, with a shared-use path to be added on north side per project S19. Modify the existing traffic signal at Beavercreek Road	Medium-term
D48	Holly Lane North extension	Redland Road to Holcomb Boulevard	Extend Holly Lane from Redland Road to Holcomb Boulevard as a Residential Minor Arterial. Create local street	Long-term

Item 8b.

Table 2: Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
			connections to Cattle Drive and Journey Drive.	
D49	Swan Avenue extension	Livesay Road to Redland Road	Extend Swan Avenue from Livesay Road to Redland Road as an Residential Collector	Long-term
D50		Redland Road to Morton Road	Extend Swan Avenue from Redland Road to Morton Road as an Residential Collector	Long-term
D51	Deer Lane extension	Rose Road to Buctel Road	Extend Deer Lane from Rose Road to Buctel Road as a Residential Collector. Add a sidewalk and bike lane to the east side of the street, with a shared-use path to be added on west side per project S32.	Long-term
D52		Buctel Road to Parrish Road	Extend Deer Lane from Buctel Road to Parrish Lane as a Residential Collector. Add a sidewalk and bike lane to the east/north side of the street, with a shared-use path to be added on west/south side per project S33. Create a local street connection to Finnegans Way Install a roundabout at South End Road (per project D42).	Long-term
D53		Madrona Drive extension	Extend Madrona Drive to Deer Lane as a Constrained Residential Collector	Long-term
D54	Clairmont Drive extension	Beavercreek Road to Holly Lane South Extension	Extend Clairmont Drive from Beavercreek Road to the Holly Lane South extension as an Industrial Collector. Add a sidewalk and bike lane to the south side of the street, with a shared-use path to be added on north side per project S17.	Long-term
D55	Glen Oak Road extension	Beavercreek Road to the Meadow Lane Extension	Extend Glen Oak Road from Beavercreek Road to the Meadow Lane Extension as a Residential Collector. Install a roundabout at Beavercreek Road (per project D39)	Long-term
D56	Timbersky Way extension	Beavercreek Road to the Meadow Lane Extension	Extend Timbersky Way from Beavercreek Road to the Meadow Lane Extension as a Residential Collector. Add a sidewalk and bike lane to the south side of the street, with a shared-use path to be added on north side per project S20.	Long-term
D57	Holly Lane South extension	Maple Lane Road to Thayer Road	Extend Holly Lane from Maple Lane Road to Thayer Road as a Residential Collector. Add a sidewalk and bike lane to the west side of the street, with a shared-use path to be added on east side per project S14. Install a roundabout at Maple Lane Road (per project D37).	Medium-term

Table 2: Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
D58		Thayer Road to Meyers Road	Extend Holly Lane from Thayer Road to the Meyers Road extension as an Industrial Collector. Add a sidewalk and bike lane to the west side of the street, with a shared-use path to be added on east side per project S15.	Medium-term
D59		Meyers Road to the Meadow Lane Extension	Extend Holly Lane from the Meyers Road extension to the Meadow Lane Extension as a Mixed-Use Collector. Add a sidewalk and bike lane to the west side of the street, with a shared-use path to be added on east side per project S16.	Long-term
D60	Meadow Lane extension	Meadow Lane to Meyers Road	Extend Meadow Lane to the Meyers Road Extension as a Mixed-Use Collector. Between Old Acres Lane and the Glen Oak Road extension, add a sidewalk and bike lane to the west side of the street, with a shared-use path to be added on east side per project S21.	Long-term
D61		Meyers Road to UGB (north of Loder Road)	Extend Meadow Lane from the Meyers Road Extension to the UGB (north of Loder Road) as an Industrial Collector	Medium-term
D62	Dunes Drive Extension	OR 99E to Agnes Avenue	Extend Dunes Drive from OR 99E to Agnes Avenue as a Mixed-Use Collector. Install a roundabout at the Dunes Drive/Agnes Avenue intersection (per project D40). Will require redevelopment of the Oregon City Shopping Center.	Medium-term
D63	Washington Street to Abernethy Road Connection	Washington Street to Abernethy Road	Connect Washington Street to Abernethy Road with a Mixed-Use Collector. Add a sidewalk and bike lane to the west side of the street, with a shared-use path to be added on east side per project S5. This street should be a public access road built to City standards but maintained by a private entity.	Long-term
D64	Loder Road Extension	Beavercreek Road to Glen Oak Road	Extend Loder Road from Beavercreek Road to Glen Oak Road as an Industrial Collector. Add a sidewalk and bike lane to the west side of the street, with a shared-use path to be added on east side per project S18. Create a local street connection to Douglas Loop. Install a roundabout at Meyers Road (per project D45).	Short-term
D65	Parrish Road Extension	From Parrish Road east to Kolar Drive	Complete the gap between Parrish Road as a Constrained Residential Collector.	Long-term
D66	Washington Street Realignment	Home Depot Driveway to Clackamas River	Washington Street Realignment associated with the OR	Under

Item 8b.

Table 2: Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
D72	Hampton Drive Extension	Hampton Drive to Atlanta Drive	213/Washington Street Jug-handle Project. Extend Hampton Drive to Atlanta Drive as a Residential Local Street.	Construction Long-term
Driving Solutions (Street and Intersection Expansions- see Figure 18)				
D73	McLoughlin Boulevard Improvements - Phase 2	Dunes Drive to Clackamas River Bridge	Boulevard and gateway improvements, including pedestrian and bicycle facilities. Access management improvements just north of the I-205 southbound ramps.	Under Construction
D80	Division Street Upgrade	7 th Street to 18 th Street	Improve to Collector cross-section, as a constrained street	Long-term
D81	Beavercreek Road Upgrade	Clairmont Drive (CCC Entrance) to Meyers Road	Improve to Industrial Major Arterial cross-section	Medium-term
D82		Meyers Road to UGB	Improve to Residential Major Arterial cross-section	Long-term
D89	South End Road Upgrade	Partlow Road-Lafayette Road to UGB	Improve to Residential Minor Arterial cross-section	Medium-term
D92	Washington Street Upgrade	11 th Street to 7 th Street	Improve to Minor Arterial cross-section, as a constrained street. Add curb-ramps at intersections	Medium-term
Walking Solutions (see Figure 19)				
W5	Washington Street Sidewalk Infill	Washington Street-Abernethy Road Extension to Abernethy Road	Complete sidewalk gaps on both sides of the street	Short-term
W11	Holcomb Boulevard (East of OR 213) Sidewalk Infill	OR 213 overcrossing to Swan Avenue	Complete sidewalk gaps on both sides of the street	Medium-term
W12		Longview Way to Winston Drive	Complete sidewalk gaps on both sides of the street	Medium-term
W13		Barlow Drive to UGB	Complete sidewalk gaps on both sides of the street	Medium-term
W34	Molalla Avenue Sidewalk Infill	Gaffney Lane to Sebastian Way	Complete sidewalk gaps on both sides of the street	Included with project W74
W35	Leland Road Sidewalk Infill	Warner Milne Road to Meyers Road	Complete sidewalk gaps on both sides of the street	Short-term
W41	Warner Milne Road Sidewalk Infill	Leland Road to west of Molalla Avenue	Complete sidewalk gaps on both sides of the street	Short-term
W42	Beavercreek Road Sidewalk Infill	Warner Milne Road to east of Kaen Road	Complete sidewalk gaps on the east side of the street	Short-term
W47	South End Road (south of Partlow) Sidewalk Infill	Partlow Road to Buettel Road	Complete sidewalk gaps on both sides of the street	Included with project D89
W48		Buettel Road to UGB	Complete sidewalk gaps on both sides of the street	Included with project D89
W54	South End Road (north of Partlow) Sidewalk Infill	Partlow Road to Barker Avenue	Complete sidewalk gaps on both sides of the street	Short-term
W56	Warner Parrott Road Sidewalk Infill	King Road to Marshall Street	Complete sidewalk gaps on the north side of the street	Short-term

Item 8b.

Table 2: Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
W62	Linn Avenue Sidewalk Infill	Ella Street to Charman Avenue	Complete sidewalk gaps on both sides of the street	Short-term
W64	Brighton Avenue-Creed Street Sidewalk Infill	Charman Avenue to Waterboard Park Road	Complete sidewalk gaps on both sides of the street	Short-term
W65	Brighton Avenue-Park Drive Sidewalk Infill	Charman Avenue to Linn Avenue	Complete sidewalk gaps on both sides of the street	Short-term
W70	Division Street Sidewalk Infill	7 th Street to 18 th Street	Complete sidewalk gaps on both sides of the street	Included with project D80
W73	Molalla Avenue Streetscape Improvements Phase 3	Holmes Lane to Warner Milne Road	Streetscape improvements including widening sidewalks, sidewalk infill, ADA accessibility, bike lanes, reconfigure travel lanes, add bus stop amenities.	Medium-term
W74	Molalla Avenue Streetscape Improvements Phase 4	Beavercreek Road to OR 213	Streetscape improvements including widening sidewalks, sidewalk infill, ADA accessibility, bike lanes, reconfigure travel lanes, add bus stop amenities.	Medium-term
W75	15 th Street Sidewalk Infill	OR 99E to Washington Street	Complete sidewalk gaps on both sides of the street, with a shared-use path to be added on south side between OR 99E and Main Street per project S53.	Included with project D8
Biking Solutions (see Figure 20)				
B1	7 th Street Shared Roadway	OR 43 Bridge to Railroad Avenue	Add wayfinding and shared lane markings	Short-term
B2	Railroad Avenue-9 th Street Shared Roadway	OR 99E to Main Street	Add wayfinding and shared lane markings	Short-term
B3	Main Street Shared Roadway	OR 99E to 15 th Street	Add wayfinding and shared lane markings	Short-term
B5	12 th Street (west of Washington Street) Shared Roadway	OR 99E to Washington Street	Add wayfinding and shared lane markings	Short-term
B6	15 th Street (west of John Adams) Shared Roadway	Washington Street to John Adams Street	Add wayfinding and shared lane markings	Included with project D8
B12	Holcomb Boulevard (East of OR 213) Bike Lanes	Longview Way to UGB	Add bike lanes to both sides of the street	Medium-term
B29	Beavercreek Road Bike Lanes	Pebble Beach Drive to UGB	Add bike lanes to both sides of the street	Included with project D82
B32	Fir Street Bike Lanes	Molalla Avenue to 1,500 feet east	Add bike lanes to both sides of the street	Medium-term
B33	Leland Road Bike Lanes	Marysville Lane to Meyers Road	Add bike lanes to both sides of the street	Medium-term
B35	Meyers Road Bike Lanes	Leland Road to Autumn Lane	Add bike lanes to both sides of the street	Medium-term

Item 8b.

Table 2: Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
B37	Molalla Avenue Bike Lanes	Gales Lane to Adrian Way	Complete bike lane gaps on both sides of the street	Included with project W73
B42	South End Road (south of Partlow) Bike Lanes	Buettel Road to UGB	Add bike lanes to both sides of the street	Included with project D89
B53	Holmes Lane Bike Lanes	Linn Avenue to Rilance Lane	Add bike lanes to both sides of the street	Medium-term
B55	Pearl Street Bike Lanes	Linn Avenue to Molalla Avenue	Add bike lanes to both sides of the street	Medium-term
B60	Division Street Bike Lanes	7 th Street to 18 th Street	Add bike lanes to both sides of the street	Included with project D80
B65	14 th Street Bike Lanes	OR 99E to John Adams Street	Add an eastbound bike lane and a westbound contra-flow bike lane	Included with project D7
B66	15 th Street Bike Lanes	OR 99E to Washington Street	Add a westbound bike lane and an eastbound contra-flow bike lane, with a shared-use path to be added on south side of 15 th Street between OR 99E and Main Street per project S53.	Included with project D8
Shared-Use Path Solutions (see Figure 21)				
S14	Maple Lane-Thayer Shared-Use Path	Maple Lane Road to Thayer Road	Add a shared-use path on the east side of the Holly Lane extension between Maple Lane and Thayer.	Long-term
S15	Thayer-Loder Shared-Use Path	Thayer Road to Loder Road	Add a shared-use path on the east side of the Holly Lane extension between Thayer and Loder.	Long-term
S18	Loder Road Shared-Use Path	Glen Oak Road to Holly Lane Extension	Add a shared-use path on the south/east side of the Loder Road extension between Glen Oak Road and the Holly Lane extension.	Long-term
S24	Gaffney Lane Elementary Shared-Use Path	Eastborne Drive to Falcon Drive	Add a shared-use path along the northern boundary of Gaffney Lane Elementary School between the Eastborne Drive path and Falcon Drive	Long-term
S36	Tumwater-4 th Shared-Use Path	Tumwater Drive to 4 th Avenue	Add a shared-use path through Old Canemah Park connecting 4 th Avenue to the Tumwater/South 2 nd intersection	Long-term
S53	15 th Street Shared-Use Path	OR 99E to Main Street	Add a shared-use path on the south side of 15 th Street between OR 99E and Main Street.	Included with project D8
Transit Solutions				
T1	Molalla Avenue Transit Signal Priority	Washington Street to Gaffney Lane	Provide priority at traffic signals for buses behind schedule. This includes the use and deployment of Opticom detectors	Short-term

Item 8b.

Table 2: Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
T2	OR 99E Transit Signal Priority	Dunes Drive to 10 th Street	at traffic signals and emitters on buses.	Short-term
T3	Bus Stop Amenity Enhancement	Citywide	Add amenities at bus stops as needed, including bus shelters, landing pads, benches, trash/recycling receptacles and lighting	Short-term
Street Crossing Solutions (see Figure 21)				
C11	Beavercreek Road/Loder Road Shared-Use Path Crossing	Beavercreek Road/Loder Road intersection	Install crosswalk and pedestrian activated flasher on Beavercreek Road	Long-term
C35	John Adams/7 th Family Friendly Route Crossing	7 th Street/John Adams Street intersection	Install crosswalk and pedestrian activated flasher on 7 th Street	Long-term
Family-Friendly Routes (see Figure 19 or 20)				
FF13	Leland-Warner Parrot Family Friendly Route	Leland Road to Warner Parrot Road	Add sidewalks on both sides of the street. Add wayfinding, traffic calming and shared lane markings. Route via Hampton Drive, Atlanta Drive, Auburn Drive and Boynton Street. Includes Hampton Drive extension to Central Point Road	Long-term
FF19	Warner Parrot-Barker Family Friendly Route	Warner Parrot Road to Barker Avenue	Add sidewalks on both sides of the street. Add wayfinding and shared lane markings. Route via Woodlawn Avenue and Woodfield Court.	Long-term
FF20	Barker Avenue Family Friendly Route	South End Road to Telford Road	Add sidewalks on both sides of the street. Add wayfinding, traffic calming and shared lane markings. Route via Barker Avenue	Long-term
FF23	Charman Avenue Family Friendly Route	Telford Road to Linn Avenue	Add sidewalks and bike lanes on both sides of the street. Add wayfinding and traffic calming	Long-term
Citywide and Programmatic Improvements				
N/A	Family Friendly Routes	Citywide	Program to systematically implement the Neighborhood Greenway network on a yearly basis	N/A
N/A	Sidewalk Infill Program	Citywide	Capital program to systematically design and construct missing sidewalks along prioritized pedestrian routes. Provide sidewalks on local, residential streets that lead to roadways with transit service.	N/A
N/A	Develop Bicycle and Pedestrian Design Guidelines	Citywide	Develop bicycle and pedestrian design guidelines that establish preferred designs that represent best practices. Key	N/A

Item 8b.

Table 2: Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
			treatments include pedestrian crossing design and bicycle accommodation at intersections (i.e. bike boxes, bicycle detection, etc.).	
N/A	ADA/Curb Ramp Upgrade Program	Citywide	Upgrade curb ramps and eliminate gaps in ADA access along prioritized pedestrian routes near key destinations.	N/A
N/A	Pedestrian Wayfinding Signage	Citywide	Pedestrian wayfinding tools can include signs and walking maps indicating walking routes to destinations and transit stops, as well as digital applications for smart phones.	N/A
N/A	Bicycle Parking Program	Citywide	Implement bicycle rack design and placement standards; review development applications for compliance; coordinate with sidewalk installation by developments or in city projects.	N/A
N/A	Bike Lane Re-striping Schedule	Citywide	Develop a bike lane re-striping schedule.	N/A
N/A	Bicycle Wayfinding Signage	Citywide	Implement a bicycle wayfinding signage program to assist bicyclists in choosing comfortable routes and to help visiting bicyclists navigate through the city.	N/A
N/A	Stop Here For Pedestrians signage	Citywide	Add Stop Here For Pedestrians signage at existing and new crosswalks. State standards require installation of a stop line in advance of the crosswalk to use this sign.	N/A
N/A	Bicycle/Pedestrian Connections to Transit	Citywide	Coordinate infrastructure upgrades near transit stops and park and rides to improve access and amenities targeted at increasing ridership.	N/A
N/A	Repaving policy	Citywide	Ensure repaving projects extend the full width of the road, including the full shoulder or bike lane.	N/A
N/A	Streetscape Enhancements	Citywide	Develop projects to create a pedestrian buffer zone on key pedestrian routes, including those that provide access to transit. Streets that would benefit from a buffer zone include Molalla Ave and Warner Milne Rd.	N/A
N/A	Safe Routes to Schools Curriculum	Citywide	Leverage ODOT Safe Routes Program with local investment to bring Safe Routes curriculum to all area K-8 schools.	N/A

Table 2: Not Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
Driving Solutions (Intersection and Street Management- see Figure 1)				
D2	Beavercreek Road Traffic Surveillance	Molalla Avenue to Maple Lane Road	Install video monitoring cameras and vehicle detection equipment to provide turn movement counts, hourly volumes, travel times, and speed	Long-term Phase 2
D3	Washington Street Traffic Surveillance	7 th Street to OR 213		Long-term Phase 3
D4	7 th Street/Molalla Avenue Traffic Surveillance	Washington Street to OR 213		Long-term Phase 3
D5	OR 213/ 7 th Street-Molalla Avenue/ Washington Street Integrated Corridor Management	1-205 to Henrici Road	Integrate traffic surveillance and traffic control equipment with ODOT	Long-term Phase 3
D6	OR 99E Integrated Corridor Management	OR 224 (in Milwaukie) to 10 th Street		Long-term Phase 3
D9	OR 213/Beavercreek Road Weather Information Station	OR 213/Beavercreek Road	Install road weather information stations that provide temperature, road conditions, and a video image.	Long-term Phase 4
D10	Warner Milne Road/Linn Avenue Road Weather Information Station	Warner Milne Road/Linn Avenue		Long-term Phase 4
D15	Holcomb Boulevard Curve Warning System	Holcomb Boulevard just to the west of the OR 213 overcrossing	Install a curve warning system on Holcomb Boulevard that activates when a motorist approaches the curve at a high speed.	Long-term Phase 3
D16	Holcomb Boulevard Speed Warning System	Holcomb Boulevard east of Jada Way	Install a speed warning system that activates when a motorist approaches at a high speed.	Long-term Phase 4
D17	Washington Street Speed Warning System	Washington Street near 9 th Street		Long-term Phase 4
D18	7 th Street Speed Warning System	7 th Street near Harrison Street		Long-term Phase 4
D19	Linn Avenue Speed Warning System	Linn Avenue near Glenwood Court	Install a speed warning system that activates when a motorist approaches at a high speed.	Long-term Phase 4
D20	OR 99E Northbound Speed Warning System	OR 99E near Paquet Street		Long-term Phase 4
D21	OR 99E Southbound Speed Warning System	OR 99E near Hedges Street		Long-term Phase 4
D22	Central Point Road Speed Warning System	Central Point Road near White Lane		Long-term Phase 4
D23	South End Road School Zone Flashers	South End Road near Salmonberry	Install school zone flashers	Long-term

Table 2: Not Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
		Drive and Filbert Drive		Phase 4
D24	Gaffney Lane School Zone Flashers	Gaffney Lane near Glenview Court and Falcon Drive		Long-term Phase 4
D25	Meyers Road School Zone Flashers	Meyers Road near High School Lane		Long-term Phase 4
D26	Beavercreek Road School Zone Flashers	Beavercreek Road south of Loder Road and north of Glen Oak Road		Long-term Phase 4
D29	John Adams Street/7th Street Safety Enhancement	John Adams Street/7th Street	Restripe 7th Street to include a northbound left-turn pocket from 7th Street to John Adams Street.	Long-term Phase 2
D31	High Street/2nd Street Operational Enhancement	High Street/2nd Street	Install a traffic signal	Long-term Phase 4
D34	Central Point Road/Warner Parrott Road Operational Enhancement	Central Point Road/Warner Parrott Road	Restrict left turns from Central Point Road to Warner Parrott Road. Install a roundabout at the Linn Avenue-Leland Road/ Warner Parrott Road-Warner Milne Road intersection	Long-term Phase 4
D35	Redland Road/Anchor Way Operational Enhancement	Redland Road/Anchor Way	Install a traffic signal	Long-term Phase 4
D36	Redland Road/Holly Lane Operational Enhancement	Redland Road/Holly Lane	Install a single-lane roundabout	Long-term Phase 4
D37	Maple Lane Road/Holly Lane Operational Enhancement	Maple Lane Road/Holly Lane	Install a single-lane roundabout	Long-term Phase 4
D38	Maple Lane Road/Walnut Grove Way Operational Enhancement	Maple Lane Road/Walnut Grove Way	Install a single-lane roundabout or realign Maple Lane Road in correlation with development	Long-term Phase 3
D39	Beavercreek Road/Glen Oak Road Operational Enhancement	Beavercreek Road/Glen Oak Road	Install a roundabout	Long-term Phase 2
Driving Solutions (Street Extensions- see Figure 2)				
D67	OR 99E to Beutel Road Extension Feasibility Study	OR 99E to Beutel Road	Further study a potential connection between OR 99E and Beutel Road as a Constrained Minor Arterial. Add shared-use path on the east side of the street per project S34. Install a roundabout at South End Road (per project D41). The connection will likely be hindered by topography.	Long-term Phase 4
D68	Chanticleer Place Extension	Glen Oak Road to north of Russ	Extend Chanticleer Place from Glen Oak Road to	Long-term

Table 2: Not Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
D69		Wilcox Way	Russ Wilcox Way as a Residential Collector.	Phase 3
D70	Chanticleer Drive Extension	South of Talawa Drive to Chanticleer Drive	Extend Chanticleer Place from Talawa Drive to Chanticleer Drive as a Residential Collector.	Long-term Phase 3
D71	Coquille Drive Extension	South of Edgemont Drive to Henrici Road	Extend Chanticleer Drive from Edgemont Drive to Henrici Road as a Residential Collector.	Long-term Phase 3
		Quinalt Drive to Henrici Drive	Extend Coquille Drive from Quinalt Drive to Henrici Drive as a Residential Collector.	Long-term Phase 3
Driving Solutions (Street and Intersection Expansion- see Figure 3)				
D74	McLoughlin Boulevard Improvements - Phase 3	10 th Street to Main Street	Widen OR 99E to a five-lane cross-section that includes two travel lanes in each direction and a center two-way left-turn lane and/or a median to improve access management. The project will also improve pedestrian and bicycle facilities.	Long-term Phase 2
D75	I-205 Southbound Interchange Improvements	OR 99E/I-205 Southbound Ramps	Add dual left-turn lanes on the southbound OR 99E approach to the southbound I-205 ramp. Widen the on-ramp to the ramp meters to accommodate the dual left-turn approach.	Long-term Phase 3
D76	I-205 Northbound Interchange Improvements	OR 99E/I-205 Northbound Ramps	Add dual left-turn lanes on the westbound I-205 Off-ramp approach to OR 99E. Widen the off-ramp approaching OR 99E to maintain the separated westbound right-turn lane.	Long-term Phase 3
D77	OR 213 Safety Improvement	Molalla Avenue to Conway Drive	Widen to five lanes (two travel lanes in each direction, with a center turn lane /median) with bike lanes and sidewalks	Long-term Phase 4
D78	Anchor Way Safety Improvement	18 th Street to Division Street	Realign Anchor Way to connect with Division Street	Long-term Phase 4
D79	OR 213/Redland Road Capacity Improvements	Redland Road to Redland Road undercrossing	Add a third northbound travel lane on OR 213 north of the Redland Road undercrossing. Extend the third southbound travel on OR 213 south of the Redland Road intersection and merge the third lane before the Redland Road undercrossing. Add a right-turn lane (southbound OR 213 to westbound Redland).	Long-term Phase 4

Table 2: Not Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
			Convert the Redland Road approach to OR 213 to 1 receiving lane, 2 left-turn approach lanes, and 1 right-turn lane.	
D83	Holly Lane Upgrade	Redland Road to Maple Lane Road	Improve to Residential Minor Arterial cross-section	Long-term Phase 2
D84	Maple Lane Road Upgrade	Beavercreek Road to UGB	Improve to Residential Minor Arterial cross-section	Long-term Phase 2
D85	Loder Road Upgrade	Beavercreek Road to UGB	Improve to Industrial Collector cross-section. Install a roundabout at the Beavercreek Road/Loder Road intersection.	Long-term Phase 2
D86	Livesay Road Upgrade	Redland Road to Swan Avenue	Improve to Residential Collector cross-section.	Long-term Phase 3
D87		Swan Avenue to Holly Lane extension	Improve to Mixed-Use Collector cross-section.	Long-term Phase 3
D88	Donovan Road Upgrade	Holly Lane to UGB	Improve to Mixed-Use Collector cross-section.	Long-term Phase 3
D90	Main Street Upgrade	15 th Street to Agnes Avenue	Improve to Mixed-Use Collector cross-section between 17 th Street and Agnes Avenue. Between 15 th Street and 17 th Street, restripe Main Street to include two 12-foot travel lanes, a six-foot northbound bike lane, a six-foot southbound bike lane, and an eight-foot on-street parking lane on the east side.	Long-term Phase 2
D91	Redland Road Upgrade	Holcomb Boulevard to Holly Lane	Improve to Minor Arterial cross-section, as a constrained street	Long-term Phase 2
D93	Beutel Road Upgrade	South End Road to northern terminus	Improve to Collector cross-section, as a constrained street	Long-term Phase 2
Walking Solutions (see Figure 4)				
W1	Dunes Drive Sidewalk Infill	OR 99E to Clackamette Drive	Complete sidewalk gaps the south side of the street	Long-term Phase 4
W2	Main Street Sidewalk Infill	OR 99E to 17 th Street	Complete sidewalk gaps on west/south side of the street. A shared-use path will be added on east/north side per project S1	Included with project D90

T.M. #11- Planned and Financially Constrained Transportation Systems:
November 2012

Table 2: Not Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
W3		17 th Street to 15 th Street	Complete sidewalk gaps the west side of the street	Included with project D90
W4	Agnes Avenue Sidewalk Infill	Main Street to Washington Drive	Complete sidewalk gaps on both sides of the street	Long-term Phase 4
W6	Holcomb Boulevard (West of OR 213) Sidewalk Infill	Abernethy Road to OR 213 overcrossing	Complete sidewalk gaps on both sides of the street	Long-term Phase 3
W7	Redland Road (West of OR 213) Sidewalk Infill	Abernethy Road to Anchor Way	Complete sidewalk gaps on west/south side of the street. A shared-use path will be added on west side per project S6	Long-term Phase 2
W8	Forsythe Road Sidewalk Infill	Clackamas River Drive to Harley Avenue	Complete sidewalk gaps on south side of the street. A shared-use path will be added on north side per project S7	Long-term Phase 3
W9	Clackamas River Drive Sidewalk Infill	OR 213 to Forsythe Road	Complete sidewalk gaps on east side of the street. A shared-use path will be added on west side per project S8	Long-term Phase 2
W10		Forsythe Road to UGB	Complete sidewalk gaps on both sides of the street	Long-term Phase 3
W14	Apperson Boulevard Sidewalk Infill	La Rae Street to Gain Street	Complete sidewalk gaps on the west side of the street	Long-term Phase 3
W15	Swan Avenue Sidewalk Infill	Forsythe Road to Ann Drive	Complete sidewalk gaps on both sides of the street	Long-term Phase 2
W16	Livesay Road Sidewalk Infill	Redland Road to Frank Avenue	Complete sidewalk gaps on both sides of the street	Included with project D86/D87
W17	Redland Road (East of OR 213) Sidewalk Infill	Anchor Way to Livesay Road	Complete sidewalk gaps on north side of the street. A shared-use path will be added on south side per project S6	Included with project D91
W18		Livesay Road to UGB	Complete sidewalk gaps on both sides of the street	Long-term Phase 3
W19	Donovan Road Sidewalk Infill	Holly Lane to western terminus	Complete sidewalk gaps on north side of the street. A shared-use path will be added on south side per project S12	Long-term Phase 4

Table 2: Not Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
W20	Morton Road Sidewalk Infill	Holly Lane to Swan Extension	Complete sidewalk gaps on both sides of the street	Long-term Phase 4
W21	Holly Lane Sidewalk Infill	Redland Road to Donovan Road	Complete sidewalk gaps on both sides of the street	Included with project D83
W22		Donovan Road to Maple Lane Road	Complete sidewalk gaps on west side of the street. A shared-use path will be added on east side per project S13	Included with project D83
W23	Maple Lane Road Sidewalk Infill	Beavercreek Road to UGB	Complete sidewalk gaps on both sides of the street	Included with project D84
W24	Thayer Road Sidewalk Infill	Maple Lane Road to UGB	Complete sidewalk gaps on both sides of the street	Long-term Phase 3
W25	Loder Road Sidewalk Infill	Beavercreek Road to the Holly Lane Extension	Complete sidewalk gaps on north side of the street. A shared-use path will be added on south side per project S18.	Included with project D85
W26		Holly Lane Extension to the UGB	Complete sidewalk gaps on both sides of the street	Included with project D85
W27	High School Avenue Sidewalk Infill	Meyers Road to Glen Oak Road	Complete sidewalk gaps on the west side of the street	Long-term Phase 3
W28	Glen Oak Road Sidewalk Infill	OR 213 to High School Avenue	Complete sidewalk gaps on both sides of the street	Long-term Phase 2
W29	Chanticleer Drive Sidewalk Infill	Coquille Drive to Augusta Drive	Complete sidewalk gaps on both sides of the street	Long-term Phase 3
W30		North terminus to south terminus	Complete sidewalk gaps on both sides of the street	Long-term Phase 4
W31	OR 213 Sidewalk Infill	Molalla Avenue to Conway Drive	Complete sidewalk gaps on both sides of the street	Included with project D77
W32	Bertha Drive Sidewalk Infill	Clairmont Way to Gaffney Lane	Complete sidewalk gaps on the east side of the street	Long-term Phase 3
W33	Gaffney Lane Sidewalk Infill	Cokeron Drive to Glenview Court	Complete sidewalk gaps on both sides of the street	Long-term

T.M. #11- Planned and Financially Constrained Transportation Systems:
November 2012

Table 2: Not Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
W36	Leland Road Sidewalk Infill	Meyers Road to McCord Road	Complete sidewalk gaps on both sides of the street	Phase 2
W37		McCord Road to UGB	Complete sidewalk gaps on both sides of the street	Long-term Phase 3
W38	Meyers Road Sidewalk Infill	Leland Road to Frontier Parkway	Complete sidewalk gaps on both sides of the street	Long-term Phase 4
W39		Leland Road to Frontier Parkway	Complete sidewalk gaps on both sides of the street	Long-term Phase 3
W40	Jessie Avenue Sidewalk Infill	Leland Road to Bertha Drive	Complete sidewalk gaps on both sides of the street	Long-term Phase 4
W43	Clairmont Way Sidewalk Infill	Sunset Springs Drive to Leland Road	Complete sidewalk gaps on both sides of the street	Long-term Phase 3
W44	Pease Road Sidewalk Infill	Leland Road to Tidewater Street	Complete sidewalk gaps on both sides of the street	Long-term Phase 4
W45	Central Point Road Sidewalk Infill	McCord Road to Trade Wind Street	Complete sidewalk gaps on both sides of the street	Long-term Phase 3
W46		Parrish Road to Hazeldell Avenue	Complete sidewalk gaps on both sides of the street	Long-term Phase 3
W49	Parrish Road Sidewalk Infill	South End Road to eastern terminus	Complete sidewalk gaps on both sides of the street	Long-term Phase 4
W50		Kolar Drive to Central Point Road	Complete sidewalk gaps on the south side of the street	Long-term Phase 4
W51	Buetel Road Sidewalk Infill	South End Road to western terminus	Complete sidewalk gaps on both sides of the street	Included with project D93
W52		South End Road to Central Point Road	Complete sidewalk gaps on both sides of the street	Long-term Phase 3
W53	Rose Road Sidewalk Infill	South End Road to Deer Lane	Complete sidewalk gaps on both sides of the street	Long-term Phase 4
W55	Lawton Road Sidewalk Infill	South End Road to Netzel Street	Complete sidewalk gaps on both sides of the street	Long-term Phase 4
W57	Canemah Road Sidewalk Infill	Warner Parrott Road to Telford	Complete sidewalk gaps on both sides of the street	Long-term

T.M. #11- Planned and Financially Constrained Transportation Systems:
November 2012

Table 2: Not Likely to be Funded Transportation System

Project #	Project Description	Project Extent Road	Project Elements	Priority
W58	Hood Street Sidewalk Infill	Linn Avenue to eastern terminus	Complete sidewalk gaps on both sides of the street	Phase 3 Long-term Phase 4
W59	Telford Road Sidewalk Infill	Ogden Drive to Holmes Lane	Complete sidewalk gaps on both sides of the street	Long-term Phase 3
W60	AV Davis-Ethel Street Sidewalk Infill	Holmes Lane to Leonard Street	Complete sidewalk gaps on both sides of the street	Long-term Phase 3
W61	Holmes Lane (west of Bell Court) Sidewalk Infill	Telford Road to Bell Court	Complete sidewalk gaps on both sides of the street	Long-term Phase 3
W63	Charman Avenue Sidewalk Infill	Linn Avenue to Electric Avenue	Complete sidewalk gaps on both sides of the street	Long-term Phase 3
W66	Warner Street Sidewalk Infill	Prospect Street to Molalla Avenue	Complete sidewalk gaps on the south side of the street	Long-term Phase 4
W67	Holmes Lane (east of Bell Court) Sidewalk Infill	Bell Court to Prospect Street	Complete sidewalk gaps on the north side of the street	Long-term Phase 3
W68	Pearl Street Sidewalk Infill	Linn Avenue to Eluria Street	Complete sidewalk gaps on both sides of the street	Long-term Phase 3
W69	Center Street Sidewalk Infill	Clinton Street to 1 st Street	Complete sidewalk gaps on both sides of the street	Long-term Phase 3
W71	15 th Street Sidewalk Infill	Harrison Street to Jefferson Street	Complete sidewalk gaps on both sides of the street	Long-term Phase 4
W72	Anchor Way Sidewalk Infill	18 th Street to Redland Road	Complete sidewalk gaps on east side of the street. A shared-use path will be added on west side per project S49.	Long-term Phase 4
Biking Solutions (see Figure 5)				
B4	Main Street Bike Lanes	Agnes Avenue to I-205 undercrossing	Add a bike lane to the west side of the street. A shared-use path will be added on east/north side per project S1	Long-term Phase 3
B7	Agnes Avenue Bike Lanes	Main Street to Washington Drive	Add bike lanes to both sides of the street	Long-term Phase 4
B8	Abernethy Road Bike Lanes	Washington Street to Redland Road	Add a bike lane to the south side of the street. A shared-use path will be added on the north side per project S2.	Long-term Phase 2

Table 2: Not Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
B9	Holcomb Boulevard (West of OR 213) Bike Lanes	Abemethy Road to OR 213 overcrossing	Add bike lanes to both sides of the street	Long-term Phase 2
B10	Forsythe Road Bike Lanes	Clackamas River Drive to Harley Avenue	Add a bike lane to the south side of the street. A shared-use path will be added on north side per project S7	Long-term Phase 4
B11	Clackamas River Drive Bike Lanes	Forsythe Road to UGB	Add bike lanes to both sides of the street	Long-term Phase 3
B13	Apperson Boulevard Shared Roadway	Forsythe Road to Holcomb Boulevard	Add wayfinding and shared lane markings	Long-term Phase 3
B14	Swan Avenue Bike Lanes	Forsythe Road to Holcomb Boulevard	Add bike lanes to both sides of the street	Long-term Phase 2
B15	Swan Avenue Shared Roadway	Holcomb Boulevard to southern terminus	Add wayfinding and shared lane markings	Long-term Phase 4
B16	Livesay Road Bike Lanes	Redland Road to Frank Avenue	Add bike lanes to both sides of the street	Long-term Phase 4
B17	Donovan Road Bike Lanes	Holly Lane to western terminus	Add a bike lane to the north side of the street. A shared-use path will be added on south side per project S12	Long-term Phase 4
B18	Morton Road Bike Lanes	Holly Lane to Swan Extension	Add bike lanes to both sides of the street	Long-term Phase 4
B19	Holly Lane Bike Lanes	Redland Road to Donovan Road	Add bike lanes to both sides of the street	Included with project D83
B20		Donovan Road to Maple Lane Road	Add a bike lane to the west side of the street. A shared-use path will be added on east side per project S13	Included with project D83
B21	Maple Lane Bike Lanes	Walnut Grove Way to UGB	Add bike lanes to both sides of the street	Included with project D84
B22	Thayer Road Bike Lanes	Elder Road to UGB	Add bike lanes to both sides of the street	Long-term Phase 3
B23	Loder Road Bike Lanes	Beavercreek Road and the Holly Lane Extension	Add a bike lane to the north side of the street. A shared-use path will be added on south side per	Included with project

T.M. #11- Planned and Financially Constrained Transportation Systems:
November 2012

Table 2: Not Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
B24		Holly Lane Extension to the UGB	project S18.	D85
B25	High School Avenue Shared Roadway	Meyers Road to Glen Oak Road	Add bike lanes to both sides of the street	Included with project D85
B26	Glen Oak Road Bike Lanes	Coquille Drive to Augusta Drive	Add wayfinding and shared lane markings	Long-term Phase 4
B27	Coquille Drive Shared Roadway	Glen Oak Road to Turtle Bay Drive	Add bike lanes to both sides of the street	Long-term Phase 3
B28	Chanticleer Drive Shared Roadway	North terminus to south terminus	Add wayfinding and shared lane markings	Long-term Phase 4
B30	Bertha Drive Bike Lanes	Clairmont Way to Gaffney Lane	Add bike lanes to both sides of the street	Long-term Phase 4
B31	Gaffney Lane Bike Lanes	Cokeron Drive to Glenview Court	Add bike lanes to both sides of the street	Long-term Phase 3
B34	Leland Road Bike Lanes	Kalal Court to UGB	Add bike lanes to both sides of the street	Long-term Phase 3
B36	Jessie Avenue Bike Lanes	Leland Road to Jessie Court	Add bike lanes to both sides of the street	Long-term Phase 4
B38	McCord Road Bike Lanes	Central Point Road to Leland Road	Add bike lanes to both sides of the street	Long-term Phase 2
B39	Pease Road Shared Roadway	Leland Road to Tidewater Street	Add bike lanes to both sides of the street	Long-term Phase 4
B40	Central Point Road Bike Lanes	Partlow Road to Swallowtail Place	Add wayfinding and shared lane markings	Long-term Phase 2
B41		Parrish Road to Skellenger Way	Complete bike lane gaps on both sides of the street	Long-term Phase 2
B43	Parrish Road Shared Roadway	South End Road to eastern terminus	Add bike lanes to both sides of the street	Long-term Phase 2
B44	Parrish Road Bike Lanes	Kolar Drive to Central Point Road	Add wayfinding and shared lane markings	Long-term Phase 4
B45	Buetel Road Bike Lanes	South End Road to western terminus	Add bike lanes to both sides of the street	Long-term Phase 4
			Add bike lanes to both sides of the street	Included

T.M. #11- Planned and Financially Constrained Transportation Systems:
November 2012

Table 2: Not Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
				with project D93
B46	Partlow Road Bike Lanes	South End Road to Central Point Road	Complete bike lane gaps on both sides of the street	Long-term Phase 2
B47	Rose Road Bike Lanes	South End Road to Deer Lane	Add bike lanes to both sides of the street	Long-term Phase 4
B48	Lawton Road Shared Roadway	South End Road to Netzel Street	Add wayfinding and shared lane markings	Long-term Phase 4
B49	Canemah Road Shared Roadway	Warner Parrott Road to Telford Road	Add wayfinding and shared lane markings	Long-term Phase 4
B50	Telford Road Shared Roadway	Charman Avenue to Holmes Lane	Add wayfinding and shared lane markings	Long-term Phase 3
B51	AV Davis-Ethel Street Shared Roadway	Holmes Lane to Leonard Street	Add wayfinding and shared lane markings	Long-term Phase 3
B52	Holmes Lane Shared Roadway	Telford Road to Linn Avenue	Add wayfinding and shared lane markings	Long-term Phase 4
B54	Brighton Avenue-Creed Street Shared Roadway	Charman Avenue to Waterboard Park Road	Add wayfinding and shared lane markings	Long-term Phase 3
B56	Pearl Street Shared Roadway	Molalla Avenue to Eluria Street	Add wayfinding and shared lane markings	Long-term Phase 3
B57	Center Street Shared Roadway	Clinton Street to 5 th Street	Add wayfinding and shared lane markings	Long-term Phase 3
B58	South 2 nd Street Shared Roadway	High Street to Tumwater Drive	Add wayfinding and shared lane markings	Long-term Phase 3
B59	5 th Street Shared Roadway	Washington Street to Center Street	Add wayfinding and shared lane markings	Long-term Phase 3
B61	Taylor Street Shared Roadway	7 th Street to 12 th Street	Add wayfinding and shared lane markings	Long-term Phase 3
B62	12 th Street Shared Roadway	Taylor Street to Washington Street	Add wayfinding and shared lane markings	Long-term Phase 3
B63	15 th Street Shared Roadway	Division Street to John Adams Street	Add wayfinding and shared lane markings	Long-term Phase 4
B64	Anchor Way Bike Lanes	18 th Street to Redland Road	Add a bike lane to the east side of the street. A	Long-term

T.M. #11- Planned and Financially Constrained Transportation Systems:
November 2012

Table 2: Not Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
			shared-use path will be added on west side per project S49.	Phase 2
Shared-Use Path Solutions (see Figure 6)				
S1	Main Street Shared-Use Path	Clackamette Park to 17 th Street	Add a shared-use path on the north/east side of the street	Long-term Phase 2
S2	Abernethy Road Shared-Use Path	Main Street to Redland Road	Add a shared-use path on the north side of the street from Main Street to Redland Road. Add a railroad gate at the 17 th Street rail crossing. Will require permission for an at-grade pedestrian and bicycle rail crossing.	Long-term Phase 3
S3	OR 99E Shared-Use Path	10 th Street to Railroad Avenue	Add a shared-use path on the west side of the street	Included with project D74
S4	Abernethy Creek Park Shared-Use Path	John Adams Street to 15 th Street	Add a shared-use path between John Adams and 15 th , with a bridge over the gully	Long-term Phase 4
S5	Abernethy Road-Clackamas River Drive Shared-Use Path	Abernethy Road to Clackamas River Drive	Add a shared-use path on the east side of the Abernethy-Washington extension and on the east side of the Washington Street realignment to Clackamas River Drive	Long-term Phase 2
S6	Redland Road Shared-Use Path	Abernethy Road to Livesay Road	Add a shared-use path on the west/south side of the street	Long-term Phase 2
S7	Forsythe Road Shared-Use Path	Clackamas River Drive to UGB	Add a shared-use path on the north side of the street	Long-term Phase 4
S8	Clackamas River Drive Shared-Use Path	OR 213 to Forsythe Road	Add a shared-use path on the west side of the street	Long-term Phase 2
S9	Swan-Livesay Shared-Use Path	Bonn Street to Livesay Road	Add a shared-use path between Swan and Livesay, with a bridge over the gully	Long-term Phase 4
S10	Redland-Holcomb Shared-Use Path	Redland Road to Holcomb Boulevard	Add a shared-use path along the north side of the gully from the Redland/Livesay to Holcomb/Oak Tree intersection	Long-term Phase 3
S11	Holcomb- Forsythe Road Shared-Use Path	Holcomb Boulevard to Forsythe Road	Add a shared-use path connecting the Redland-Holcomb Shared-Use Path to the Forsythe Road Shared-Use Path	Long-term Phase 4

T.M. #11- Planned and Financially Constrained Transportation Systems:
November 2012

Table 2: Not Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
S12	Redland-Holly Shared-Use Path	Redland Road to Holly Lane	Add a shared-use path along the east side of the gully between the Redland/Livesay and Holly/Donovan intersection. Will require a bridge over the gully south of Redland Road	Long-term Phase 2
S13	Holly Lane Shared-Use Path	Donovan Road to Maple Lane Road	Add a shared-use path on the east side of the street	Long-term Phase 2
S16	Loder-Timbersky Shared-Use Path	Loder Road to Timbersky Way	Add a shared-use path on the east side of the Holly Lane extension between Loder and Timbersky.	Long-term Phase 3
S17	Clairmont Drive Shared-Use Path	Beavercreek Road to UGB	Add a shared-use path on the north side of the Clairmont Drive extension between Beavercreek Road and the UGB.	Long-term Phase 3
S19	Meyers Road Extension Shared-Use Path	Holly Lane Extension to UGB	Add a shared-use path on the north side of the Meyers Road extension between the Holly Lane extension and the UGB.	Long-term Phase 3
S20	Timbersky Extension Shared-Use Path	Pebble Beach Drive to Meadow Lane Extension	Add a shared-use path on the east side of Beavercreek Road and the north side of the Timbersky Way extension between Pebble Beach Drive and the Meadow Lane Extension Shared-use Path	Long-term Phase 3
S21	Meadow Lane Extension Shared-use Path	Old Acres Lane to UGB (north of Loder Road)	Add a shared-use path on the east side of the Meadow Lane extension from Meadow Lane to the Glen Oak Road extension. Between the Glen Oak Road extension and the UGB (north of Loder Road) the shared-use path will run along the west side of the ridge	Long-term Phase 4
S22	Meyers-Beavercreek Shared-Use Path	Morrie Drive to Beavercreek Road	Add a shared-use path under the power lines between Morrie Drive and Beavercreek Road. Will require a portion of the parking lot between Molalla and Beavercreek	Long-term Phase 2
S23	Meyers Road Shared-Use Path	Meyers-Beavercreek Shared-Use Path to OR 213	Add a shared-use path on the south side of Meyers Road between the Meyers-Beavercreek Shared-Use Path and the Clackamas Community College Shared-use Path	Long-term Phase 3
S25	Falcon-Pompei Shared-Use Path	Falcon Drive to Naples Street	Add a shared-use path between Falcon Drive and	Long-term

T.M. #11- Planned and Financially Constrained Transportation Systems:
November 2012

Table 2: Not Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
S26	Leland Road-Wesley Lynn Park Shared-Use Path	Leland Road to Wesley Lynn Park	Naples Street Add a shared-use path between Leland Road and the Wesley Lynn Park Shared-Use Path	Phase 3 Long-term Phase 3
S27	Hillendale Park-Leonard Street Shared-Use Path	Hillendale Park Shared-Use Path to Leonard Street	Add a shared-use path along the western boundary of the Clackamas County Red Soils Campus	Long-term Phase 2
S28	Beavercreek-Hilltop Shared-Use Path	Beavercreek Road to Fox Lane	Add a shared-use path along the ridge connecting the Meyers-Beavercreek Shared-Use Path to Hilltop Avenue	Long-term Phase 3
S29	Fremont-Hicfield Shared-Use Path	Fremont Street to Hicfield Court	Add a shared-use path between Fremont Street and the Hillendale Park-Leonard Street Shared-Use Path	Long-term Phase 4
S30	Orchard Grove-Hazelnut Shared-Use Path	Orchard Grove Drive to Hazelnut Court	Add a shared-use path between Orchard Grove Drive and Hazelnut Court	Long-term Phase 3
S31	South End-Deer Lane Shared-Use Path	Deer Lane to Filbert Drive	Add a shared-use path between the Deer Lane extension and Filbert Drive	Long-term Phase 3
S32	Deer Lane Extension Shared-Use Path	Buetel Road to Deer Lane	Add a shared-use path on the west side of the Deer Lane extension	Long-term Phase 3
S33	Buetel-Kolar Shared-Use Path	Buetel Road to Kolar Drive	Add a shared-use path on the west/south side of the Deer Lane extension between Buetel Road and Kolar Drive	Long-term Phase 4
S34	OR 99E-Buetel Shared-Use Path	OR 99E to Buetel Road	Add a shared-use path between OR 99E and Buetel Road	Long-term Phase 3
S35	Canemah-Buetel Road Shared-Use Path	5 th Avenue to OR 99E-Buetel Road Shared-Use Path	Add a shared-use path connecting Canemah to the OR 99E-Buetel Road shared-use path	Long-term Phase 3
S37	OR 99E (south of Railroad Avenue) Shared-Use Path	Railroad Avenue to UGB	Add a shared-use path along the north side of the street. Rehabilitate existing boardwalk between South 2 nd Street and Hedges Street	Long-term Phase 2
S38	Singer Creek Park Shared-Use Path	Singer Creek Park to Electric Avenue	Add a shared-use path from Singer Creek Park to Electric Avenue	Long-term Phase 3
S39	Electric-East Shared-Use Path	Electric Avenue to East Street	Add a shared-use path from Electric Avenue to East Street	Long-term Phase 3
S40	Hood-Warner Shared-Use Path	Hood Street to Warner Street	Add a shared-use path from Hood Street to Warner Street	Long-term Phase 2

T.M. #11- Planned and Financially Constrained Transportation Systems:
November 2012

Table 2: Not Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
S41	Beavercreek-Laurel Shared-Use Path	Beavercreek Road to Laurel Lane	Add a shared-use path on the western edge of the cemetery, from Beavercreek Road to Laurel Lane	Long-term Phase 2
S42	Fox-Hillcrest Shared-Use Path	Fox Lane to Hillcrest Street	Add a shared-use path from Fox Lane to the Mountainview Cemetery	Long-term Phase 3
S43	Magnolia-Eluria Shared-Use Path	Magnolia Street to Eluria Street	Add a shared-use path between Magnolia Street and Eluria Street	Long-term Phase 3
S44	End of the Oregon Trail Shared-Use Path	Abernethy Road to east of the Abernethy-Washington Street extension	Add a shared-use path	Long-term Phase 3
S45	4 th Street Shared-Use Path	West of Jackson Street to east of Monroe Street	Add a shared-use path	Long-term Phase 3
S46	John Adams Shared-Use Path	10 th Street to west of 11 th Street	Add a shared-use path	Long-term Phase 3
S47	Barclay Park Shared-Use Path	Jefferson Street to John Adams Street	Add a shared-use path through Barclay Park	Long-term Phase 3
S48	Atkinson Park Shared-Use Path	17 th Street to 18 th Street	Add a shared-use path	Long-term Phase 4
S49	Anchor Way Shared-Use Path	18 th Street to Redland Road	Add a shared-use path on the west side of the street	Long-term Phase 4
S50	King Elementary School Shared-Use Path	South End Road to Woodfield Court	Add a shared-use path along the northern boundary of King Elementary School between Amanda Court and Woodfield Court	Long-term Phase 3
S51	Chanticleer-Coquille Shared-Use Path	Chanticleer Drive to Coquille Drive	Add a shared-use path between Chanticleer Drive and Coquille Drive	Long-term Phase 3
S52	Linn Avenue Shared-Use Path	Electric Avenue to Pearl Street	Add a shared-use path between Electric Avenue and Pearl Street	Long-term Phase 2
Transit Solutions				
T4	Oregon City TMA Startup Program	Oregon City Regional Center	Implements a transportation management association program with employers.	Long-term Phase 2
Street Crossing Solutions (see Figure 6)				
C1	Clackamette Drive Crossing	Clackamette Park overflow lot to the Clackamette Park entrance	Install crosswalk and pedestrian activated flasher on Clackamette Drive	Long-term Phase 3
C2	Main Street Crossing	I-205 Shared Use Path to south of	Relocate the existing crosswalk on Main Street	Long-term

T.M. #11- Planned and Financially Constrained Transportation Systems:
November 2012

Table 2: Not Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
		Main Street	approximately 175 feet southeast to align with the I-205 Shared Use Path. Install a pedestrian activated flasher.	Phase 4
C3	Holcomb/Front Family Friendly Route Crossing	Holcomb Boulevard/Front Avenue intersection	Install crosswalk and pedestrian activated flasher on Holcomb Boulevard	Long-term Phase 4
C4	Holcomb/Swan Crossing	Holcomb Boulevard/Swan Avenue intersection	Install crosswalk and pedestrian activated flasher on Holcomb Boulevard	Long-term Phase 4
C5	Holcomb Boulevard Shared-Use Path Crossing	Holcomb Boulevard/Oak Tree Terrace intersection	Install crosswalk and pedestrian activated flasher on Holcomb Boulevard	Long-term Phase 4
C6	Holcomb/Winston Crossing	Holcomb Boulevard/Winston Drive intersection	Install crosswalk and pedestrian activated flasher on Holcomb Boulevard	Long-term Phase 4
C7	Redland Road Shared-Use Path Crossing	Redland Road/Livesay Road intersection	Install crosswalk and pedestrian activated flasher on Redland Road	Long-term Phase 2
C8	Holly Lane Shared-Use Path Crossing	Holly Lane/Donovan Road intersection	Install crosswalk and pedestrian activated flasher on Holly Lane	Long-term Phase 4
C9	Maple Lane Road Shared-Use Path Crossing	Maple Lane Road/Holly Lane intersection	Install crosswalk and pedestrian activated flasher on Maple Lane Road	Long-term Phase 2
C10	Thayer Road Shared-Use Path Crossing	Thayer Road/Holly-Thayer Shared-Use Path intersection	Install crosswalk and curb extensions on Thayer Road	Long-term Phase 4
C12	Beavercreek Road/Pebble Beach Drive Shared-Use Path Crossing	Beavercreek Road/Pebble Beach Drive intersection	Install crosswalk and pedestrian activated flasher on Beavercreek Road	Long-term Phase 4
C13	Meyers Road Extension/Loder Road Extension Shared-Use Path Crossing	Meyers Road Extension/Loder Road Extension intersection	Install crosswalk and pedestrian activated flasher on Meyers Road	Long-term Phase 3
C14	Glen Oak Road Shared-Use Path Crossing	Glen Oak Road/Loder Road Extension intersection	Install crosswalk and curb extensions on Glen Oak Road	Long-term Phase 4
C15	Meyers Road Shared-Use Path Crossing	Meyers Road/Moccasin Way intersection	Install crosswalk and pedestrian activated flasher on Meyers Road	Long-term Phase 3
C16	Clairmont Way Family Friendly Route Crossing	Clairmont Way/Eastborne Drive intersection	Install pedestrian activated flasher at the existing crosswalk on Clairmont Way near Eastborne Drive	Long-term Phase 3
C17	Leland Road Family Friendly Route Crossing	Leland Road/Reddaway Avenue intersection	Install pedestrian activated flasher at the existing crosswalk on Leland Road at Reddaway Avenue	Long-term Phase 2
C18	Meyers Road Family Friendly Route Crossing	Leland Road/Hicfield Court intersection	Install crosswalk and pedestrian activated flasher on Leland Road	Long-term Phase 4

T.M. #11- Planned and Financially Constrained Transportation Systems:
November 2012

Table 2: Not Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
C19	Warner Milne Road Shared-Use Path Crossing	Warner Milne Road/ Hillendale Park-Leonard Street Shared-Use Path intersection	Install crosswalk and pedestrian activated flasher on Warner Milne Road	Long-term Phase 2
C20	Hampton Drive Family Friendly Route Crossing	Central Point Road/Hampton Drive intersection	Install crosswalk and pedestrian activated flasher on Central Point Road	Long-term Phase 3
C21	Hazelnut Court Family Friendly Route Crossing	Central Point Road/ Hazelnut Court intersection	Install crosswalk and curb extensions on Central Point Road	Long-term Phase 3
C22	Deer Lane Extension Shared-Use Path Crossing	South End Road/Deer Lane Extension intersection	Install crosswalk and pedestrian activated flasher on South End Road	Long-term Phase 4
C23	Buettel Road/Deer Lane Extension Shared-Use Path Crossing	Buettel Road/Deer Lane Extension intersection	Install crosswalk and curb extensions on Buettel Road	Long-term Phase 3
C24	Filbert Drive Family Friendly Route Crossing	South End Road/Filbert Drive intersection	Install crosswalk and pedestrian activated flasher on South End Road	Long-term Phase 3
C25	Warner Parrot/Boynton Family Friendly Route Crossing	Warner Parrot Road/Boynton Street intersection	Install crosswalk and pedestrian activated flasher on Warner Parrot Road	Long-term Phase 2
C26	South End/Amanda Family Friendly Route Crossing	South End Road/Amanda Court intersection	Install pedestrian activated flasher at the existing crosswalk on South End Road at Amanda Court	Long-term Phase 2
C27	OR 99E-Buettel Shared-Use Path Crossing	OR 99E-Buettel Road Shared-Use Path intersection	Install crosswalk and pedestrian activated flasher on OR 99E	Long-term Phase 4
C28	AV Davis Road Crossing	Linn Avenue/ AV Davis Road intersection	Install a pedestrian activated flasher at the existing crosswalk on Linn Avenue at AV Davis Road	Long-term Phase 2
C29	Holmes/Leonard Family Friendly Route Crossing	Holmes Lane/Leonard Street intersection	Install crosswalk and pedestrian activated flasher on Holmes Lane	Long-term Phase 2
C30	Barclay Hills Drive Crossing	Molalla Avenue/Barclay Hills Drive intersection	Install a pedestrian activated flasher at the existing crosswalk on Molalla Avenue at Barclay Hills Drive	Long-term Phase 4
C31	Park Drive Crossing	Linn Avenue/Park Drive intersection	Install a pedestrian activated flasher at the existing crosswalk on Linn Avenue at Park Drive	Long-term Phase 2
C32	Electric Avenue Family Friendly Route Crossing	Linn Avenue/Electric Avenue	Install crosswalk and pedestrian activated flasher on Linn Avenue	Long-term Phase 2
C33	JQ Adams/5 th Family Friendly Route Crossing	5 th Street/JQ Adams Street intersection	Install crosswalk and pedestrian activated flasher on 5 th Street	Long-term Phase 4
C34	Jackson/7 th Family Friendly Route Crossing	7 th Street/Jackson Street intersection	Install crosswalk and pedestrian activated flasher on 7 th Street	Long-term Phase 2

Table 2: Not Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
C36	Jerome Street Crossing	OR 99E/Jerome Street	Install crosswalk and pedestrian activated flasher on OR 99E in Canemah	Long-term Phase 2
Family-Friendly Routes (see Figure 4 or 5)				
FF1	John Adams Family Friendly Route	Abernethy Road to Abernethy Creek Park	Add sidewalks on both sides of the street. Add wayfinding and shared lane markings	Long-term Phase 4
FF2	Front Avenue Family Friendly Route	Forsythe Road to Holcomb Boulevard	Add sidewalks on the east side of the street. Add wayfinding, traffic calming and shared lane markings	Long-term Phase 3
FF3	Cleveland Street Family Friendly Route	Apperson Boulevard to Swan Avenue	Add sidewalks on both sides of the street. Add wayfinding and shared lane markings	Long-term Phase 3
FF4	Jacobs-Beemer Family Friendly Route	Holcomb Boulevard to Redland-Holcomb Shared-Use Path	Add sidewalks on both sides of the street. Add wayfinding and shared lane markings	Long-term Phase 4
FF5	Glen Oak-Chanticleer Drive Family Friendly Route	Glen Oak Road to Chanticleer Drive	Add wayfinding and shared lane markings. Includes street extensions between Glen Oak Road and Chanticleer Place, and Chanticleer Place and Chanticleer Drive.	Long-term Phase 4
FF6	Coquille-Beavercreek Road Family Friendly Route	Coquille Drive to Beavercreek Road	Add wayfinding and shared lane markings. Route via Turtle Bay Drive, Torrey Pines Drive and Pebble Beach Drive.	Long-term Phase 4
FF7	Falcon Drive Family Friendly Route	Gaffney Lane to Falcon-Pompei Shared-Use Path	Add sidewalks on both sides of the street. Add wayfinding and shared lane markings	Long-term Phase 3
FF8	Pompei Drive-Naples Street Family Friendly Route	OR 213 to Falcon-Pompei Shared-Use Path	Add wayfinding and shared lane markings. Route via Sebastian Way, Pompei Drive, Sandra Loop and Naples Street	Long-term Phase 3
FF9	Hillendale Park to Gaffney Lane Elementary Family Friendly Route	Hillendale Park to Gaffney Lane Elementary Shared-Use Path	Add sidewalks on both sides of the street. Add wayfinding and shared lane markings. Route via Eastborne Way, Clairmont Way, Wassail Lane, and Roseberry Avenue	Long-term Phase 3
FF10	Frontier Parkway Family Friendly Route	Wesley Lynn Park to Meyers-Beavercreek Shared-Use Path	Add sidewalks on both sides of the street. Add wayfinding and shared lane markings. Route via Frontier Parkway and Morrie Drive	Long-term Phase 3
FF11	Hiefield Court Family Friendly Route	Leland Road to Hillendale Park-Leonard Street Shared-Use Path	Add sidewalks on both sides of the street. Add wayfinding and shared lane markings	Long-term Phase 2

Table 2: Not Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
FF12	Hilltop Avenue Family Friendly Route	Fox Lane to Beaver Creek-Hilltop Shared-Use Path	Add sidewalks on both sides of the street. Add wayfinding and shared lane markings. Route via Hilltop Avenue and Fox Lane	Long-term Phase 4
FF14	McCord-Leland Family Friendly Route	Orchard Grove Drive to Fremont Street	Add sidewalks on both sides of the street. Add wayfinding, traffic calming and shared lane markings. Route via Pease Road, Tidewater Street and Fremont Street	Long-term Phase 2
FF15	Orchard Grove Family Friendly Route	Orchard Grove-Hazelnut Shared-Use Path to McCord Road	Add wayfinding and shared lane markings. Route includes Orchard Grove Drive	Long-term Phase 2
FF16	Central Point-South End Family Friendly Route	Central Point Road to South End Road	Add wayfinding and shared lane markings. Route includes Filbert Drive, Hazel Grove Drive, Hazelnut Avenue, Geranium Place and Kolar Drive	Long-term Phase 3
FF17	Deer Lane Family Friendly Route	Rose Road to South End-Deer Lane Shared-Use Path	Add sidewalks on both sides of the street. Add wayfinding, traffic calming and shared lane markings. Route via Deer Lane.	Long-term Phase 2
FF18	Rose-Amanda Family Friendly Route	Rose Road to Amanda Court	Add sidewalks on both sides of the street. Add wayfinding, traffic calming and shared lane markings. Route via Madrona Drive, Lafayette Avenue, Lawton Road, Netzel Street and Amanda Court. Route includes Madrona Drive extension to Rose Road	Long-term Phase 2
FF21	Canemah Family Friendly Route	Old Canemah Park to Cemetery Road	This site is located within the Canemah National Register District. Add wayfinding and shared lane markings. Add a walking path on one side of the street, if approved by the Historic Review Board. Route via 5 th Avenue, Blanchard Street, 4 th Avenue, Ganong Street and 3 rd Avenue	Long-term Phase 4
FF22	Tumwater-South 2 nd Family Friendly Route	Waterboard Park to Tumwater-4 th Shared-Use Path to McLoughlin Promenade	Add sidewalks on both sides of the street. Add wayfinding and shared lane markings. Route via Tumwater Drive, South 2 nd Street and Waterboard Park Road	Long-term Phase 4
FF24	Leonard-Bell Family Friendly Route	Williams Street to northern terminus of Bell Court	Add sidewalks on both sides of the street. Add wayfinding and shared lane markings. Route via Leonard Street and Bell Court	Long-term Phase 3

T.M. #11- Planned and Financially Constrained Transportation Systems:
November 2012

Table 2: Not Likely to be Funded Transportation System

Project #	Project Description	Project Extent	Project Elements	Priority
FF25	Hillcrest-Magnolia Family Friendly Route	Fox-Hillcrest Shared-Use Path to Magnolia-Eluria Shared-Use Path	Add sidewalks on both sides of the street. Add wayfinding and shared lane markings. Route via Mountainview Cemetery, Hilda Street, Duane Street, Barclay Hills Drive and Magnolia Street.	Long-term Phase 4
FF26	Warner-Holmes Family Friendly Route	Kamm Street to Holmes Lane	Add sidewalks on both sides of the street. Add wayfinding and shared lane markings. Route via Warner Street and Prospect Street	Long-term Phase 4
FF27	Electric-5th Family Friendly Route	Electric-East Shared-Use Path to 4 th /5 th Street	Add sidewalks on both sides of the street. Add wayfinding and shared lane markings. Route via East Street, 4 th Street and Jackson Street	Long-term Phase 2
FF28	Eluria Street Family Friendly Route	Division Street to Pearl Street	Add sidewalks on both sides of the street. Add wayfinding and shared lane markings	Long-term Phase 4
FF29	Jackson Street Family Friendly Route	5 th Street to 17 th Street	Complete sidewalk gaps. Add wayfinding, traffic calming and shared lane markings. Route via JQ Adams Street, 6 th Street and Jackson Street	Long-term Phase 4
FF30	9 th -Lincoln Street Family Friendly Route	Division Street to John Adams Street	Complete sidewalk gaps. Add wayfinding, traffic calming and shared lane markings	Long-term Phase 4
FF31	4 th Street Family Friendly Route	Jackson Street to McLoughlin Promenade	Add wayfinding and shared lane markings	Long-term Phase 2
FF32	John Adams-Jefferson Street Family Friendly Route	Waterboard Park Road to 15 th Street	Complete sidewalk gaps. Add wayfinding and shared lane markings	Long-term Phase 2
FF33	18 th Street Family Friendly Route	Anchor Way Shared-Use Path to McLoughlin Avenue	Complete sidewalk gaps. Add wayfinding and shared lane markings	Long-term Phase 4



OREGON CITY

Planning Division and Public Works: Development Services

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LEGISLATIVE STAFF REPORT AND RECOMMENDATION

A preliminary analysis of the applicable approval criteria for a legislative proposal is enclosed within the following report.

September 20, 2021

HEARING DATE: September 27, 2021 - Planning Commission

FILE NUMBER: LEG-21-00003

APPLICATION TYPE: Legislative (OCMC 17.50.170)

APPLICANT: City of Oregon City, c/o Public Works Department, PO Box 3040, Oregon City, OR 97045
John Lewis, Public Works Director

REQUEST: Adoption of Park Place Urbanization Plan as part of the Transportation System Plan

LOCATION(S): Park Place Neighborhood

I. BACKGROUND:

File No. LEG-21-00003 updates the Oregon City Transportation System Plan by adopting the Park Place Urbanization Plan. The Oregon City Transportation System Plan is an ancillary document to the Oregon City Comprehensive Plan.

According to the 2004 Oregon City Comprehensive Plan (Introduction, “Implementing the Plan” Page 4): “Ancillary Plans are adopted by the City Commission for such things as parks and recreation, transportation systems, water facilities, and sewer facilities. Usually prepared by City departments through a public process, ancillary plans are approved by the City Planning Commission and adopted by the City Commission to provide operational guidance to city departments in planning for and carrying out city services. These plans are updated more frequently than the Comprehensive Plan.”

The applicant submitted the following description of the Park Place Urbanization Plan:

The Park Place Urbanization Plan is a document that proposes street specific cross sections for various streets within the Park Place Neighborhood Association boundary.

These street designs differ from the typical street cross sections within the Transportation System Plan. The differences in street design are a response to existing conditions in Park Place of narrow, semi-rural streets. The plan prioritizes certain streets for the inclusion of sidewalks as private development occurs or as capital improvement funding becomes available.

The Park Place Neighborhood was annexed into the City 20+ years ago and consists of rural County style roads without many urban improvements such as curbs, sidewalks, and bike lanes. As private development has occurred, the existing road network has been improved as possible within the constraints of existing structures and environmental conditions. New streets in the neighborhood are built according to the standard street designs found within the Transportation System Plan. The Urbanization Plan only focuses on the existing streets that currently lack sidewalks, curbs and bicycle facilities. The goal of the plan is to ensure future urbanization is consistent, reasonable with respect to existing conditions (structure locations, environmental), and fulfills the Transportation System, while also balancing that with the desires of those living in the neighborhood.

The City sought a grant for the Plan in 2020 and presented the concept of the Plan to the Planning Commission on June 8, 2020, City Commission on June 15, 2020, Transportation Advisory Committee on June 16, 2020, and the Park Place Neighborhood Association on June 29, 2020.

The City was not successful in getting the grant; therefore, a consultant was hired with budgeted funds to complete the plan. The first public meeting occurred on January 18, 2021 with the Park Place Neighborhood Association. The last meeting held on the project was with the Project Management Team on July 13, 2021.

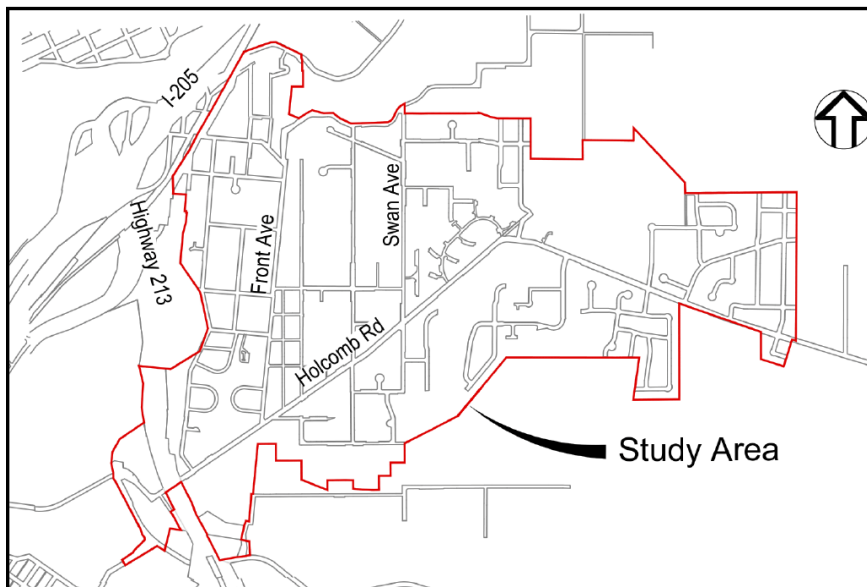


Figure 1: Project Area

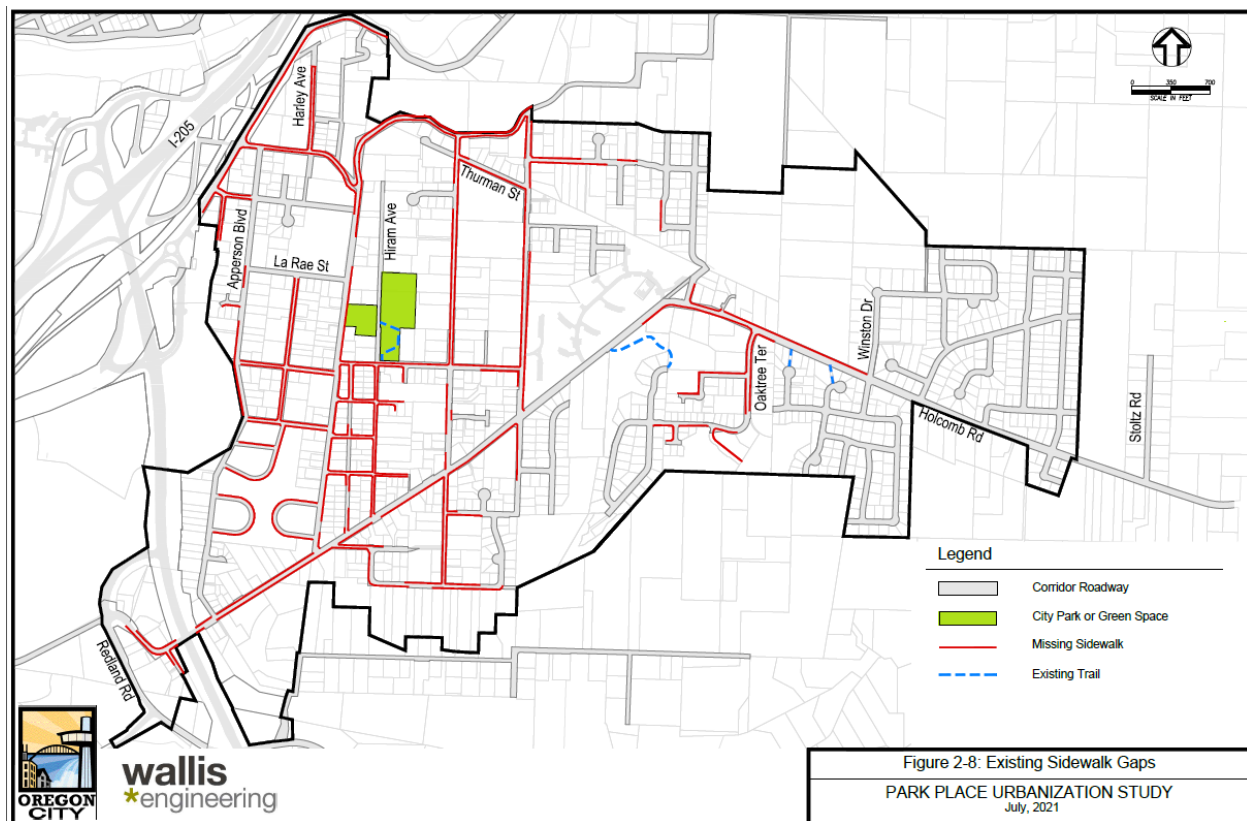
Most of the streets in the project area were not built to current roadway classification standards – with the exception of the recently-constructed roadways east of Swan Ave. In the older section of the neighborhood, there is considerable dimensional variation in right-of-way, travel lanes, stormwater conveyance, and widths and existence of both sidewalk and bike lanes.



**Figure 2-5: Narrow Roadway
(Hiram Ave)**

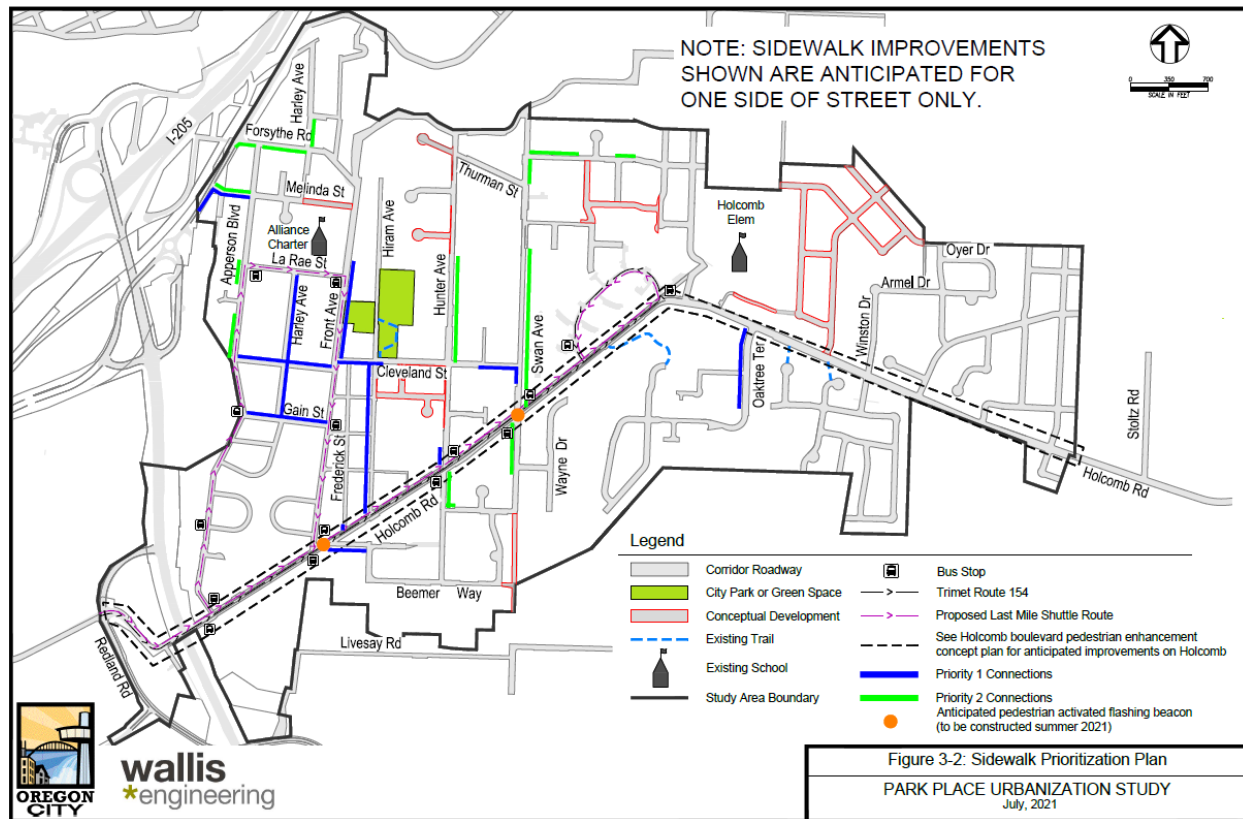


**Figure 2-6: Variable Roadway Widths
(Cleveland St.)**



The plan prioritizes sidewalk improvement locations near properties that were unlikely to develop in the near term. Pedestrian improvements were broken into two phases. The first phase would include those projects that accomplished the plan goals at the lowest cost, and with the lowest possible impact. Impacts were defined as requiring the purchase of Right-of-Way, proximity to Natural Resource Overlay

District boundaries and challenges to construction. The second phase would include sidewalk segments that were further from Holcomb Blvd, served fewer residents, or were necessary to complete a continuous connected network but had development potential.



The plan includes specific street designs for the following street segments, concentrated in the area north of Holcomb Boulevard and west of Holcomb Elementary:

1. Apperson Street
2. Front Avenue
3. Hunter Avenue (North of Holcomb)
4. Swan Avenue
5. Family Friendly Routes, which include the following:
 - Frederick Street
 - Gain Street
 - Harley Avenue
 - Hunter Ave (south of Holcomb)
 - Hiram Avenue
 - Rock Street
 - Clear Street
 - LaRae Rd
 - Short Avenue
 - Jacobs Way

All other streets are considered local streets in the plan, and will utilize the typical street design for local streets found in the TSP and in the Municipal code.

The Park Place Urbanization Plan differs from the TSP in the following ways:

- Cleveland Street does not keep the family friendly route status, instead is classified as a local street
- Beemer Way does not keep the family friendly route status, instead is classified as a local street
- Front Avenue does not keep the family friendly route status, instead has its own specific street design
- Additional family friendly route designations as noted above

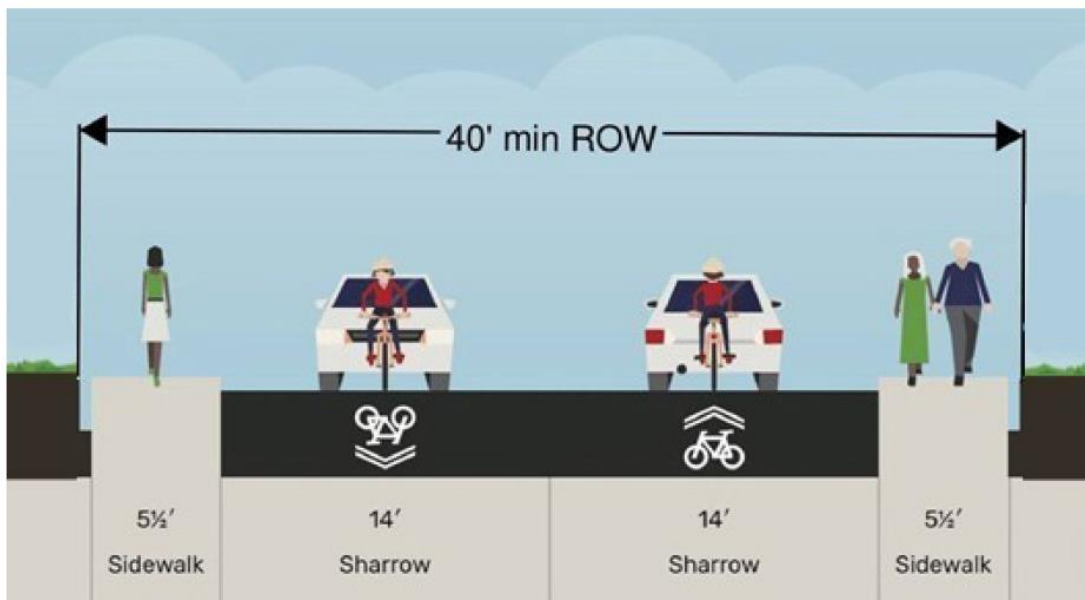


Figure 4-3: Apperson Street Cross Section

The design for Apperson Street includes 28 feet of pavement, with 5.5-foot sidewalks. On-street parking will not be restricted. Bicycles do not have separate facilities and share the lanes with other vehicles. Street trees will be planted behind the sidewalk.

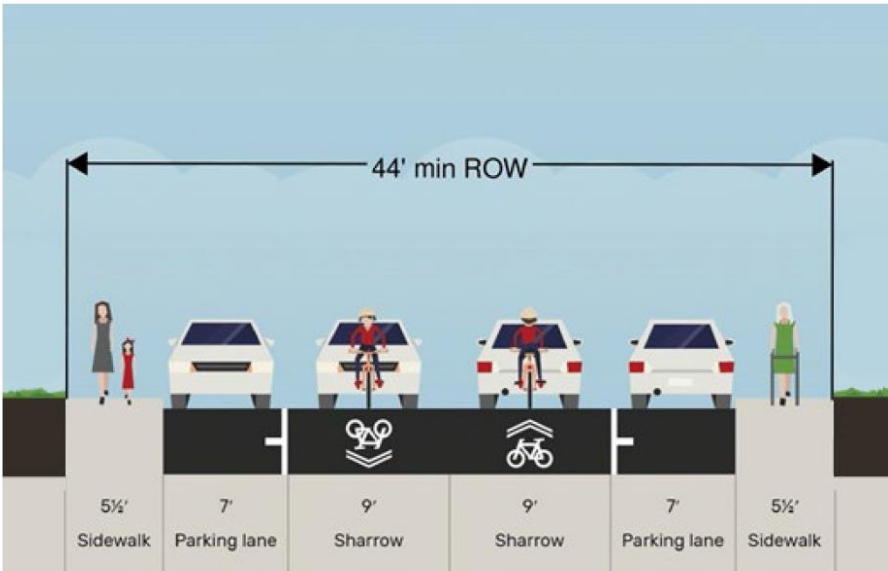


Figure 4-4: Front Avenue Cross Section

The design for Front Avenue allows for on-street parking on both sides of the street, with 5.5-foot sidewalks. Bicycles do not have separate facilities and share the lanes with other vehicles. Street trees will be planted behind the sidewalk.



Figure 4-5: Hunter Street Cross Section

The design for Hunter Avenue allows for on-street parking on both sides of the street, with 5-foot sidewalks. Bicycles do not have separate facilities and share the lanes with other vehicles. Street trees will be planted in a 4.5 foot landscape strip between the sidewalk and the street pavement. In areas where the street crosses through a Natural Resource or Geologic Hazard Overlay, the landscape strip would be eliminated to reduce the overall width.

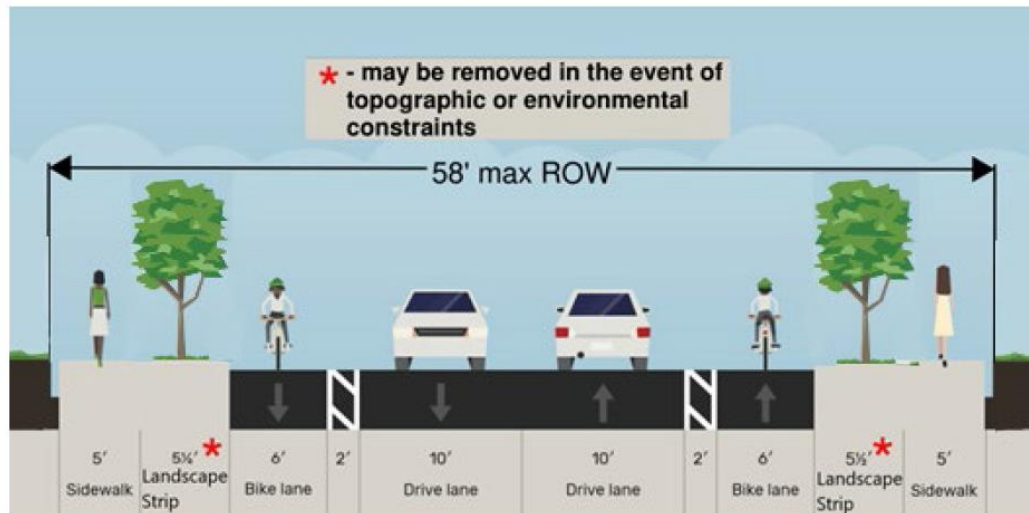


Figure 4-6: Swan Avenue Cross Section

The design for Swan Avenue allows for on-street parking on both sides of the street, with 5-foot sidewalks. Bicycles have separate lanes including a 2-foot buffer. No on-street parking will be permitted. Street trees will be planted in a 5.5 foot landscape strip between the sidewalk and the street pavement. In areas where the street crosses through a Natural Resource or Geologic Hazard Overlay, the landscape strip would be eliminated to reduce the overall width.

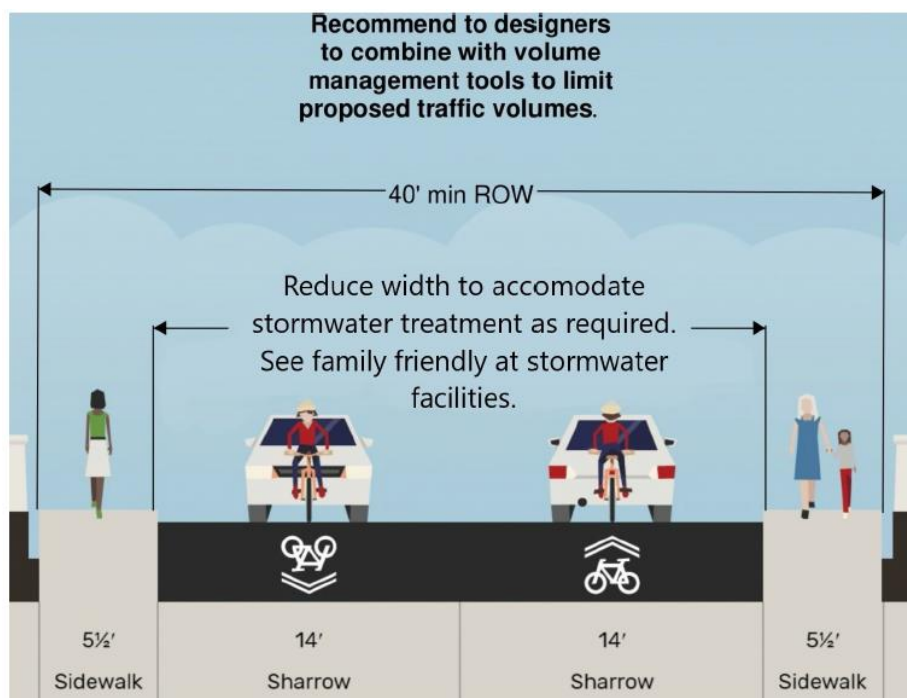


Figure 3-4: Family Friendly Street Cross Section

The design for family friendly streets includes 28 feet of pavement with 5.5-foot sidewalks. On-street parking will not be restricted. Bicycles do not have separate facilities and share the lanes with other

vehicles. Street trees will be planted behind the sidewalk. Where stormwater facilities are needed, the pavement will narrow to 20 feet and 4.5-foot wide rain gardens will be placed between the sidewalk and the pavement.

PROCESS

Adoption of the plan is a legislative action that requires review and recommendation from the Planning Commission prior to adoption by the City Commission.

Public Involvement and Public Comment

The Park Place Urbanization Plan process provides opportunities for public involvement in the legislative decision making process through the public hearing process, newspaper noticing, meetings with the Transportation Advisory Committee, Park Place Neighborhood Association, affected agencies such as the School District and Clackamas Housing, and work sessions with the Planning Commission and City Commission.

The public involvement and public comment process included: placing project information on the City's website, (3) meetings with the Park Place Neighborhood Association, (2) meetings with the Transportation Advisory Committee, (3) meetings with the Planning Commission, (2) meeting with the City Commission, and e-mail to Oregon City School District and Clackamas Housing Authority. In addition, Oregon City convened a Park Place Urbanization Plan Project Management Team (PMT) which included: participants from two Oregon City departments (Public Works, Planning). The PMT met (6) times over the course of the project. In addition, TriMet, Oregon City Parks and Recreation, Police Department, Clackamas Fire District No. 1, and South Fork Water Board were all provided links to the Draft Urbanization Study to be able to provide comment.

The Park Place Urbanization Plan has been available for review on the Oregon City website at the following address: <https://www.orcity.org/publicworks/project/ps-20-027>.

The project team held several public meetings and other public notices and outreach efforts:

- Park Place Neighborhood Association – Overview : January 18, 2021
- Survey #1 Postcard : January 22, 2021 – February 26, 2021
- Development Stakeholder's Group – Overview : March 11, 2021
- Park Place Neighborhood Association – Results of Survey #1, Plan for Survey #2 : April 19, 2021
- Survey #2 Postcard : May 10, 2021 – May 31, 2021
- July 19, 2021 : E-mail to Park Place Neighborhood Association Chair requesting desire for any further review
- July 26, 2021 : E-mail to all Oregon City Public Works Managers and Engineering, Oregon City Police, Oregon City, Oregon City School District, Oregon City Parks and Recreation, South Fork Water Board, Clackamas Fire No. 1, and Clackamas Housing Authority requesting any comments
- July 27, 2021 : Draft Plan placed on project website
- July 28, 2021 : E-mail to Park Place Neighborhood Association and CIC Chairs requesting desire for any further review
- July 29, 2021 : E-mail to TriMet requesting any comments

Results of one of the surveys are summarized in the following infographic. The top safety concerns from respondents were the lack of sidewalks, and speeding. If there were safer sidewalks, about half of respondents say they would travel more often within the neighborhood. Over half of respondents don't want the roadways to widen, but do believe it is important to separate bicyclists from cars. Over half of respondents do not believe sharrows provide adequate protection when bicycling within the neighborhood.



Figure 3-1: Public Survey #1 Results

The following meetings are scheduled for final review and adoption of the plan. These dates are subject to change:

- Transportation Advisory Committee : September 21, 2021
- Planning Commission, Meeting #1 : September 27, 2021
- Planning Commission, possible Meeting #2 : October 25, 2021
- City Commission, possible Meeting #1 : November 3, 2021

The Legislative Process as it relates to the Oregon City Comprehensive Plan

The applicable approval criteria for a legislative action are the guidance provided in the Oregon City Comprehensive Plan, the applicable goals and policies of the Oregon City Comprehensive Plan, and any applicable statewide planning goals.

Section 2 – *Land Use* of the 2004 Oregon City Comprehensive Plan indicates that the regular review and updated of the Comprehensive Plan should consider the following:

1. Plan implementation process.
2. Adequacy of the Plan to guide land use actions, including an examination of trends.
3. Whether the Plan still reflects community needs, desires, attitudes and conditions. This shall include changing demographic patterns and economics.
4. Addition of updated factual information including that made available to the City of regional, state and federal governmental agencies.

Oregon City Comprehensive Plan (P.16)

Regular Review and Update

Plan maintenance and updating is a continuous technical review of the Plan by the Planning staff. This review and any subsequent recommendations for Plan updating should be presented to the Neighborhood Associations, Planning Commission and City Commission for input and discussion in the same manner as requested Plan changes. The continuous review should consider:

1. Plan implementation process;

The adoption of the Park Place Urbanization Plan does not make any changes to the existing goals and policies of the Comprehensive Plan. The Park Place Urbanization Plan is a special purpose plan that is part of the City's Transportation System Plan, an adopted Ancillary Document to the Oregon City Comprehensive Plan. The TSP is both a technical document and a conceptual guide that requires regular review in order to maintain and update it. The applicant, Oregon City Public Works Department, has presented the update for input by the residents, affected agencies, property owners, the Transportation Technical Advisory Committee, Neighborhood Associations, Planning Commission and City Commission in accordance with the recommended method described in the Comprehensive Plan and pursuant to the applicable process described in Oregon City Municipal Code section 17.50.170. The plan implementation process is consistent with the Comprehensive Plan.

2. Adequacy of the Plan to guide land use actions, including an examination of trends.

The Comprehensive Plan is a high level planning document that does not address specific streets or street designs. The adoption of the Park Place Urbanization Plan does not make any changes to the

existing goals and policies of the Comprehensive Plan. The Park Place Urbanization Plan provides additional specificity, including an analysis of existing conditions and provides direction for future development, funding and needs. The plan provides a comprehensive review of the corridor system for all modes of transportation and provides an adequate guide for future land use actions and the development of criteria to be utilized in land use actions. The plan includes construction cost estimates and contingencies for the planning and design of recommended system facilities for the corridor.

3. *Whether the Plan still reflects community needs, desires, attitudes and conditions. This shall include changing demographic patterns and economics.*

The Comprehensive Plan was adopted in 2004. The City is currently undertaking an effort to update the Comprehensive Plan – Project OC2040. The City completed an update in 2013 to the Transportation System Plan (TSP), which is consistent with the 2004 Comprehensive Plan. The adoption of the Park Place Urbanization Plan does not make any changes to the existing goals and policies of the Comprehensive Plan.

The Oregon City Public Works Department Plan considers the Park Place Urbanization Plan a necessary planning document for designing streets in the neighborhood for multiple modes (vehicles, pedestrian, bicycles, freight, transit and motorcycles), and to accommodate future growth in the Park Place Neighborhood. As part of this planning effort, the consultant conducted existing conditions analysis of the existing transportation system, a future needs assessment, and an analysis of alternatives within the planning area.

The Park Place Neighborhood Association expressed the following concerns with the current existing infrastructure:

- Adequate infrastructure (in particular, sidewalks) is not sufficient with the study area.
- There is a disconnect between the expectations in the community and the criteria that the city follows to build out infrastructure, and there is significant uncertainty about how to pay for infrastructure.
- There are inequalities in infrastructure, such as a lack of sidewalks in existing parts of the city, and new development cannot pay to correct all these deficiencies.
- Development is only required to pay for its direct impacts and its proportional share of off-site improvements, which may happen incrementally.
- County and other non-Oregon City vehicular traffic uses the capacity of the city's transportation system but does not pay for it.
- The city should not wait until infrastructure is failing to "fix" it.
- The Holcomb Boulevard Pedestrian Plan has not been fully implemented.

4. *Addition of updated factual information including that made available to the City by regional, state and federal governmental agencies.*

The adoption of the Park Place Urbanization Plan does not make any changes to the existing goals and policies of the Comprehensive Plan. It is not proposed as a response to new updated factual information. The Park Place Urbanization Plan was developed with an analysis of traffic crash history perspective within the study area. These statistics were used to prioritize projects within the study area.

In addition, as part of the extension corridor plan analysis, the consultant team conducted research of publicly-available documentation and a reconnaissance level review of the environmental constraints in the corridor. Mapping of the site was intended to help designers understand where they could avoid and minimize impacts to natural resources.

Public Notice and Comments

This is a legislative action that requires public notice pursuant to OCMC 17.50.090.C. - *Notice of Public Hearing on a Legislative Proposal*. The Community Development Director provided the required Post Acknowledgement Plan Amendment (PAPA) notice to the Oregon Department of Land Conservation and Development on August 20, 2021. Notice of the September 27, 2021 Planning Commission public hearing was provided to the Citizen Involvement Committee, Neighborhood Associations, and affected service districts, agencies and parties by email.

No public comments were received before publication of this staff report. The Building Division indicated that the proposal does not conflict with their interests.

II. DECISION-MAKING CRITERIA

The remainder of this staff report provides additional findings to demonstrate that the proposed Park Place Urbanization Plan is consistent with applicable approval criteria.

Chapter 17.68 - Zoning Changes and Comprehensive Plan Amendments

17.68.010 - Initiation of the amendment.

A text amendment to the comprehensive plan, or an amendment to the zoning code or map or the Comprehensive Plan map, may be initiated by:

- A. A resolution request by the City Commission;*
- B. An official proposal by the Planning Commission;*
- C. An application to the Planning Division; or.*
- D. A Legislative request by the Planning Division.*

All requests for amendment or change in this title shall be referred to the Planning Commission.

Finding: The proposal qualifies as initiated as a legislative request by the initiation of a request by the Public Works Department via the Planning Division.

17.68.015 –Procedures.

Applications shall be reviewed pursuant to the procedures set forth in Chapter 17.50.

17.50.170 - Legislative hearing process.

A. Purpose. Legislative actions involve the adoption or amendment of the city's land use regulations, comprehensive plan, maps, inventories and other policy documents that affect the entire city or large portions of it. Legislative actions which affect land use shall begin with a public hearing before the planning commission.

B. Planning Commission Review.

1. Hearing Required. The planning commission shall hold at least one public hearing before recommending action on a legislative proposal. Any interested person may appear and provide written or oral testimony on the proposal at or prior to the hearing. The community development director shall

notify the Oregon Department of Land Conservation and Development (DLCD) as required by the post-acknowledgment procedures of ORS 197.610 to 197.625, as applicable.

C. City Commission Review.

1. *City Commission Action.* Upon a recommendation from the planning commission on a legislative action, the city commission shall hold at least one public hearing on the proposal. Any interested person may provide written or oral testimony on the proposal at or prior to the hearing. At the conclusion of the hearing, the city commission may adopt, modify or reject the legislative proposal, or it may remand the matter to the planning commission for further consideration. If the decision is to adopt at least some form of the proposal, and thereby amend the city's land use regulations, comprehensive plan, official zoning maps or some component of any of these documents, the city commission decision shall be enacted as an ordinance.

2. *Notice of Final Decision.* Not later than five days following the city commission final decision, the community development director shall mail notice of the decision to DLCD in accordance with ORS 197.615(2).

Finding: Complies as Proposed. This legislative action is following the procedures found in OCMC 17.50.170.

17.68.020 - Criteria.

The criteria for comprehensive plan amendment or text or map amendment in the zoning code are set forth as follows:

A. *The proposal shall be consistent with the applicable goals and policies of the comprehensive plan;*

Finding: Complies as Proposed. This legislative action is consistent with the applicable goals and policies of the comprehensive plan as detailed in the responses below. Therefore, the proposed amendments are consistent with Criterion (A).

Oregon City Comprehensive Plan

Section 1 Citizen Involvement

Goal 1.2 Community and Comprehensive Planning

Ensure that citizens, neighborhood groups, and affected property owners are involved in all phases of the comprehensive planning program.

Policy 1.2.1 - Encourage citizens to participate in appropriate government functions and land-use planning.

Goal 1.3 Community Education - Provide education for individuals, groups, and communities to ensure effective participation in decision-making processes that affect the livability of neighborhoods.

Goal 1.4 Community Involvement - Provide complete information for individuals, groups, and communities to participate in public policy planning and implementation of policies.

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

Finding: Complies as Proposed. Oregon City Public Works Department sought public input at several meetings including the Transportation Advisory Committee, Park Place Neighborhood Association, Development Stakeholder Group. Documentation produced with the corridor plan has been posted on the project website throughout the duration of the project and comments have been integrated into the

final product. The Citizen Involvement Committee declined an offer to place the item on their agenda, stating that the previous meetings with the Park Place Neighborhood Association sufficed. The product will be reviewed through the Legislative approval process.

Postcards were mailed to all property owners within the Park Place Neighborhood Association to guide them to the project website and to take two surveys, during the development of the plan.

The draft final plan, which has been posted on the website since late July 2021, will be presented to the Transportation Advisory Committee on September 21 and to the Planning Commission on September 27th.

Comprehensive Plan Section 2 Land Use

Section 2: Land Use

Finding: Complies as Proposed. No change to land uses are proposed. The Plan aims to connect residents to all uses within the neighborhood and beyond.

Goal 2.4: Neighborhood Livability - Provide a sense of place and identity for residents and visitors by protecting and maintaining neighborhoods as the basic unit of community life in Oregon City while implementing the goals and policies of the other sections of the Comprehensive Plan.

Policy 2.4.2 Strive to establish facilities and land uses in every neighborhood that help give vibrancy, a sense of place, and a feeling of uniqueness; such as activity centers and points of interest.

Finding: Complies as Proposed. The Plan aims to connect residents to all uses within the neighborhood and beyond, and to provide connections between unique neighborhood amenities such as Park Place Park, Holcomb Elementary, a charter school, and the commercial uses along Holcomb Boulevard. The Plan will add to the vibrancy of the area by creating a safer environment for people to travel within their neighborhoods on foot and by bicycle when funds become available to build the infrastructure.

Policy 2.4.3 Promote connectivity between neighborhoods and neighborhood commercial centers through a variety of transportation modes.

Finding: Complies as Proposed. The Plan aims to connect residents to all uses within the neighborhood and beyond, and to provide connections between unique neighborhood amenities such as Park Place Park, Holcomb Elementary, a charter school, and the commercial uses along Holcomb Boulevard.

Goal 2.7 Oregon City Comprehensive Plan Land-Use Map

Maintain the Oregon City Comprehensive Plan Land-Use Map as the official long-range planning guide for land-use development of the city by type, density and location.

Policy 2.7.2 Use the following 11 land-use classifications on the Oregon City Comprehensive Plan Land-Use Map to determine the zoning classifications that may be applied to parcels:

- Low Density Residential (LR)
- Medium Density Residential (MR)
- High Density Residential (HR)
- Commercial (C)
- Mixed Use Corridor (MUC)
- Mixed Use Downtown (MUD)
- Industrial (I)
- Public and Quasi-Public (QP)
- Parks (P)
- Future Urban Holding (FUH)

- *Mixed Use Employment (MUE)*

Finding: Complies as Proposed. This proposal makes no changes to the Comprehensive Plan, zoning, or land use designations for lands within the Urban Growth Boundary. The proposal will maintain the existing Oregon City Land Use Map as the official long range planning guide for land use development of the city by types, density and location (Goal 2.7).

Goal 3: Agricultural Lands

Finding: Goal 3 is not applicable.

Goal 4: Forest Lands

Finding: Goal 4 is not applicable.

Goal 5: Open Spaces, Scenic and Historic Areas, and Natural Resources

Goal 5.1 – Open Space

Policy 5.1.1 *Conserve open space along creeks, urban drainage ways, steep hillsides, and throughout Newell Creek Canyon.*

Policy 5.1.2 *Manage open space areas for their value in linking citizens and visitors with the natural environment, providing solace, exercise, scenic views and outdoor education. Built features in open space sites should harmonize with natural surroundings.*

Finding: Complies as Proposed. This proposal makes no changes to the existing inventories of open space, scenic and historic areas, and natural resources or the adopted maps, code and policies pertaining thereto. The proposal will assist in the identification, conservation and management of new resources that may be impacted when improvements are planned and constructed (Goal 5.1).

Goal 5.2 Scenic Views and Scenic Sites

Policy 5.2.1 *Identify and protect significant views of local and distant features such as Mt. Hood, the Cascade Mountains, the Clackamas River Valley, the Willamette River, Willamette Falls, the Tualatin Mountains, Newell Creek Canyon, and the skyline of the city of Portland, as viewed from within the city.*

Policy 5.2.2 *Maximize the visual compatibility and minimize the visual distraction of new structures or development within important viewsheds by establishing standards for landscaping, placement, height, mass, color, and window reflectivity.*

Finding: Complies as Proposed. This proposal makes no changes to the existing inventories of open space, scenic and historic areas, and natural resources or the adopted maps, code and policies pertaining thereto. The proposal will assist in the identification, conservation and management of new resources that may be impacted when improvements are planned and constructed (Goal 5.1 and 5.2).

Goal 5.3 Historic Resources

Policy 5.3.3 *Promote the designation of qualifying properties outside Historic and Conservation Districts as historic.*

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

Finding: Complies as Proposed. This proposal makes no changes to the existing inventories of open space, scenic and historic areas, and natural resources or the adopted maps, code and policies pertaining thereto. There are a few historic landmarks in the Park Place neighborhood, located along a few of the streets included in the Plan – Apperson Street, Front Avenue, Harley Avenue and Hiram Avenue. The Park Place Urbanization Plan calls for the addition of wider pavement, sidewalk, curbs and gutters in some of these areas. If any historic resources are impacted by right of way improvements or installations, historic review will be required in accordance with the Municipal Code, and street designs along a historic landmark frontage may vary in order to preserve historic character.

Goal 5.4 Natural Resources

Policy 5.4.1 *Conserve and restore ecological structure, processes and functions within the city to closely approximate natural ecosystem structure, processes, and functions.*

Policy 5.4.5 *Ensure that riparian corridors along streams and rivers are conserved and restored to provide maximum ecological value to aquatic and terrestrial species. This could include an aggressive tree and vegetation planting program to stabilize slopes, reduce erosion, and mitigate against invasive species and stream impacts where appropriate.*

Policy 5.4.9 *Protect and enhance riparian corridors along streams in Oregon City to increase shade, reduce streambank erosion and intrusion of sediments, and provide habitat for a variety of plants, animals, and fish.*

Policy 5.4.12 *Use a watershed-scale assessment when reviewing and planning for the potential effects from development, whether private or public, on water quality and quantity entering streams.*

Policy 5.4.13 *Adopt and/or establish standards for all new development that promote the use of pervious surfaces and prevent negative ecological effects of urban stormwater runoff on streams, creeks and rivers.*

Policy 5.4.16 *Protect surfacewater quality by:*

- *providing a vegetated corridor to separate protected water features from development*
- *maintaining or reducing stream temperatures with vegetative shading*
- *minimizing erosion and nutrient and pollutant loading into water*
- *providing infiltration and natural water purification by percolation through soil and vegetation*

Policy 5.4.18 *Encourage use of native and hardy plants such as trees, shrubs and groundcovers to maintain ecological function and reduce maintenance costs and chemical use.*

Finding: Complies as Proposed. This proposal makes no changes to the existing inventories of open space, scenic and historic areas, and natural resources or the adopted maps, code and policies pertaining thereto. The plan states “An NROD buffer area of varying widths follows the two stream corridors through the neighborhood. Future improvements constructed within the NROD or its buffer

will be required to comply with City environmental standards.” Where a Natural Resource Overlay District is identified, the plan contains a narrower street design that balances safety and environmental protection. For example, on Hunter Avenue, the landscape strip is eliminated (see figure below). The Transportation System plan includes a constrained right of way discussion as follows:

Constrained Streets are generally located in steep, environmentally sensitive, rural, historic, or development limited areas of the City. These streets may require different design elements that may not be to scale with the adjacent land use. Constrained elements may include narrower or limited travel lanes, and pedestrian and bicycle facilities, or accommodations that generally match those provided by the surrounding developed land uses. To the extent possible, pedestrian and bicycle accommodations should be provided on an adjacent roadway, via a shared-use path or shared within the right-of-way using distinctive design details.

The proposed cross sections are consistent with the TSP. Eliminating the parking lane in constrained areas may also be considered, to further reduce the street width in sensitive areas.

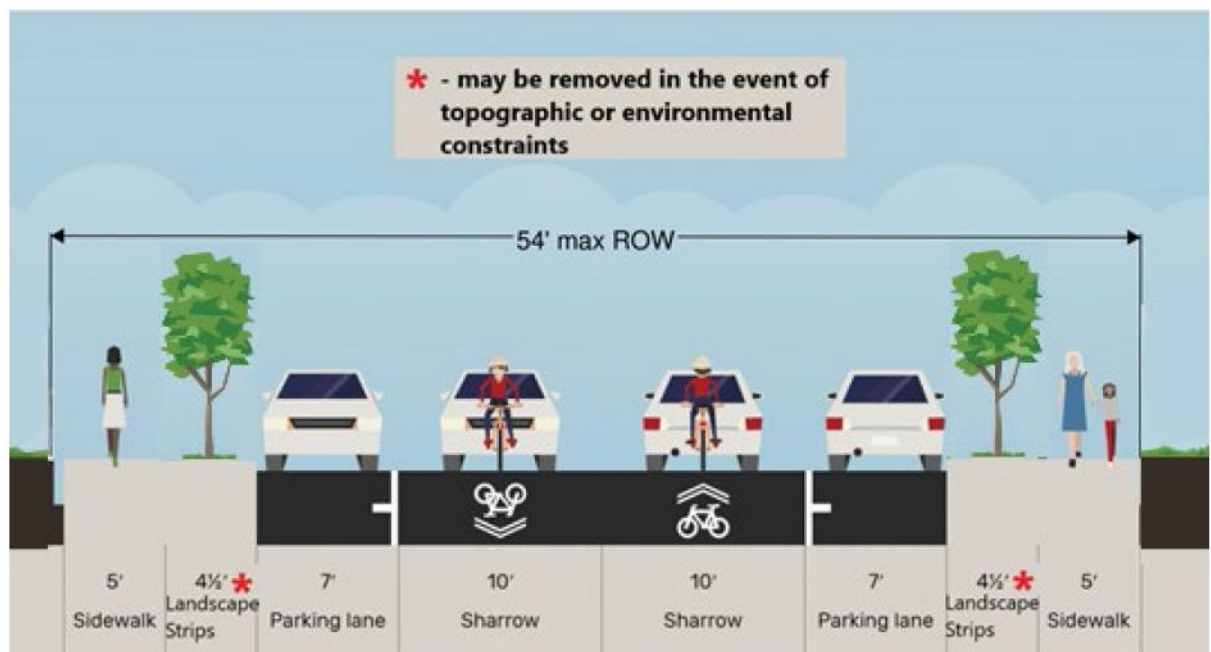
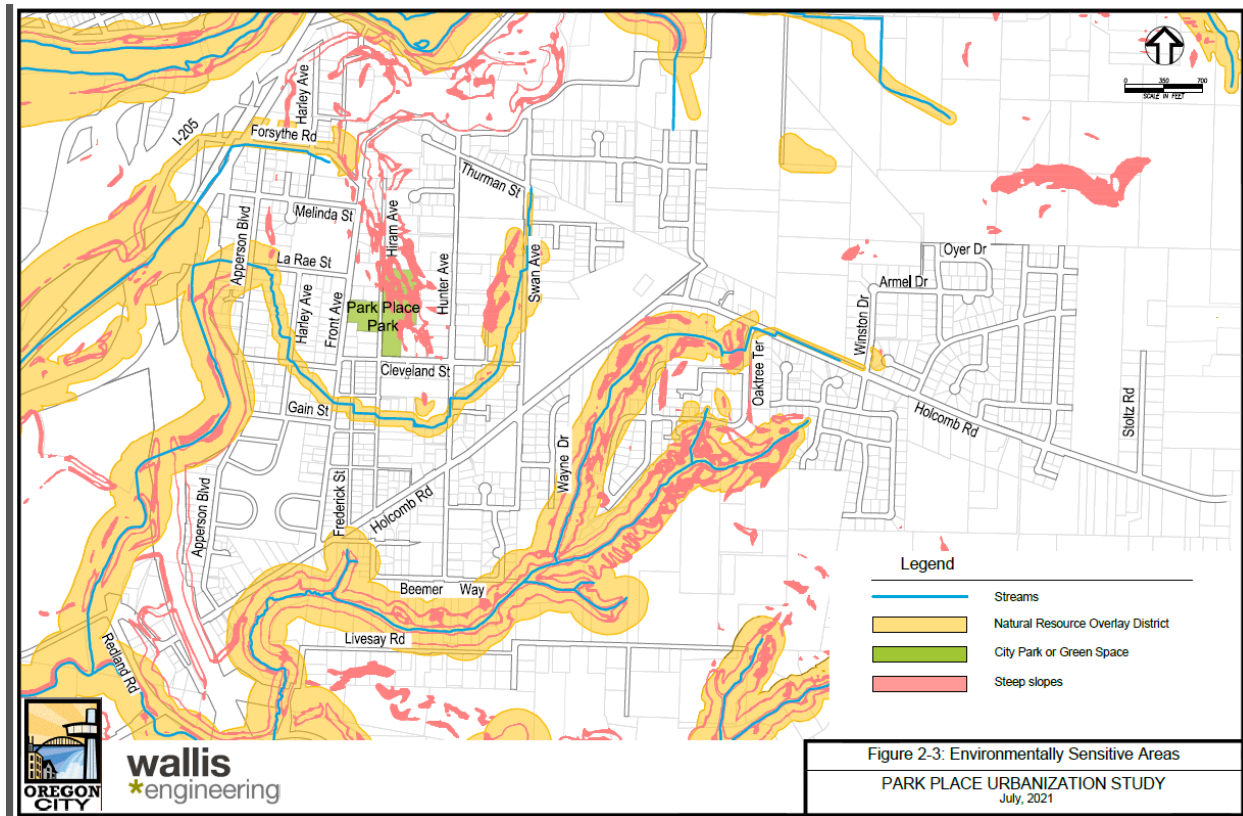


Figure 4-5: Hunter Street Cross Section



Section 6: Quality of Air, Water and Land Resources

Goal 6.1 Air Quality -Promote the conservation, protection and improvement of the quality of the air in Oregon City.

Policy 6.1.2 -Ensure that development practices comply with or exceed regional, state, and federal standards for air quality.

Finding: Complies as Proposed. The plan included an analysis of natural resources. Creating safe travel corridors for pedestrian and bikes will allow more people to avoid driving, which will better preserve and protect natural resources.

Policy 6.1.4 Encourage the maintenance and improvement of the city's tree canopy to improve air quality.

Finding: Complies as Proposed. The plan eliminates the planter strip for some streets, allowing street trees to be planted behind the sidewalk. While this is not generally preferred, it is balanced with the desire to limit right-of-way width for some of the more narrow corridors.

Policy 6.3.3 Employ practices in City operations and facilities, including street lighting, which increases safety and reduces unnecessary glare, light trespass, and light pollution.

Finding: The plan does not address street lights; this is outside of the scope of the plan.

Goal 7.1: Natural Hazards

Protect life and reduce property loss from the destruction associated with natural hazards.

Finding: Complies as Proposed. When permits are sought for construction, any applicable land use review for Natural Resource Overlay District and Geologic Hazard Overlay District will be required. Where a Natural Resource Overlay District is identified, the plan contains a narrower street design that balances safety and environmental protection. See findings in Section 5.4 above.

Goal 8: Parks and Recreation

Finding: Goal 8 is not applicable. The plan will increase access to parks but will not change park locations or plans.

Goal 9: Economic Development

Finding: Goal 9 is not applicable.

Goal 10: Housing

Finding: Goal 10 is not applicable.

Goal 11: Public Facilities

Policy 11.1.1 *Ensure adequate public funding for the following public facilities and services, if feasible:*

Transportation infrastructure • Wastewater collection • Stormwater management • Police protection • Fire protection • Parks and recreation • Water distribution • Planning, zoning and subdivision regulation • Library services • Aquatic Center • Carnegie Center • Pioneer Community Center • City Hall • Buena Vista House • Ermatinger House

Finding: Complies as Proposed. Goal 11 requires that public facilities and services be provided in a timely, orderly and efficient manner. The goal's central concept is that local governments should plan public services in accordance with the community's needs as a whole rather than be forced to respond to individual developments as they occur. The Park Place Urbanization Plan will provide a design for public facilities as well as a means to obtain future funding. The plan also includes cost estimates for some of the sidewalk infill projects:

The project team developed cost estimates for each priority sidewalk group.

Priority 1 sidewalks –\$2,115,000

Priority 2 sidewalks – \$1,765,000

All estimates are at 2021 costs and should be adjusted for inflation as appropriate.

A breakdown of total costs and assumptions is included in **Appendix C**. These projects may be moved

forward into capital projects as funding becomes available.

Policy 11.4.2 *Adopt “green streets” standards to reduce the amount of impervious surface and increase the use of bioswales for stormwater retention where practicable.*

Finding: Complies as Proposed. The plan does not adopt a “green streets” standard but does reduce impervious surfaces to the minimum required for public safety. In many areas, the plan calls for curb-tight sidewalks (without a planter strip in between the street and sidewalk). This design prevents the use of bioswales and stormwater planters, but strikes a balance with right-of-way width.

Policy 11.4.4 Maintain existing drainageways in a natural state for maximum water quality, water resource preservation, and aesthetic benefits.

Finding: Complies as Proposed. The plan states “An NROD buffer area of varying widths follows the two stream corridors through the neighborhood. Future improvements constructed within the NROD or its buffer will be required to comply with City environmental standards.” Where a Natural Resource Overlay District is identified, the plan contains a narrower street design that balances safety and environmental protection.

Goal 12: Transportation

Policy 12.1.1 Maintain and enhance citywide transportation functionality by emphasizing multi-modal travel options for all types of land uses.

Policy 12.1.4 Provide walkable neighborhoods. They are desirable places to live, work, learn and play, and therefore a key component of smart growth.

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the Park Place Neighborhood through the addition of sidewalks and bike lanes.

Public outreach efforts indicated that widening of existing roadways was not a priority. A greater priority was to establish walkable areas with provisions for pedestrians and bicyclists. The design team prepared cross sections for Family Friendly Streets to accomplish this goal. This cross section was applied to those streets that were currently narrow, in areas of limited right-of-way and were anticipated to have lower traffic volumes. The proposed cross section for Family Friendly Streets included a reduced width section where stormwater management facilities could be required.

Figure 3-4 and **Figure 3-5** show draft cross sections for Family Friendly Streets, with and without stormwater facilities.

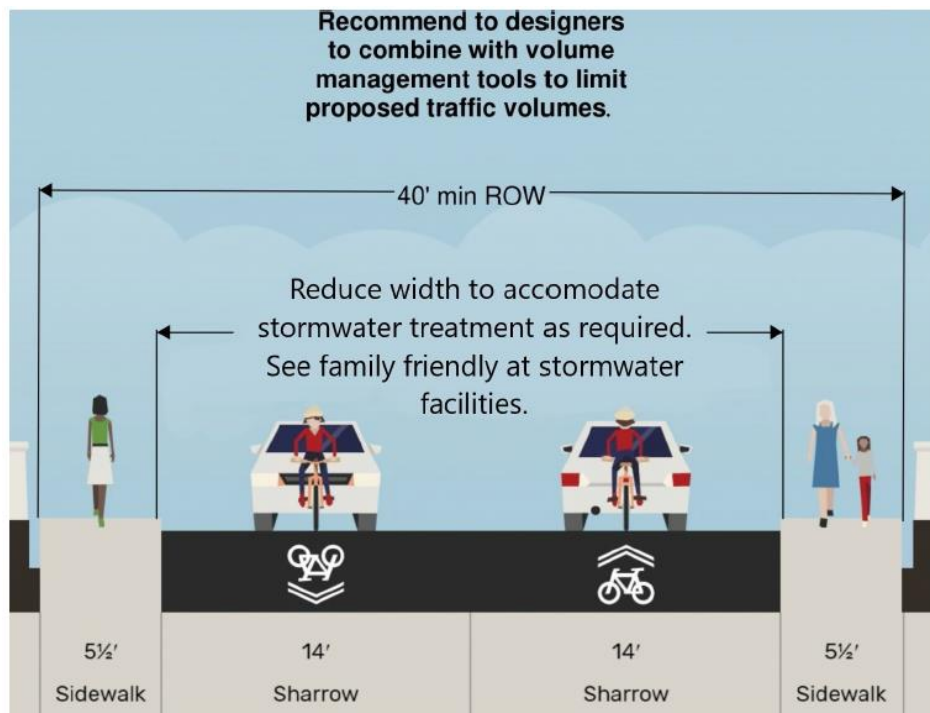


Figure 3-4: Family Friendly Street Cross Section

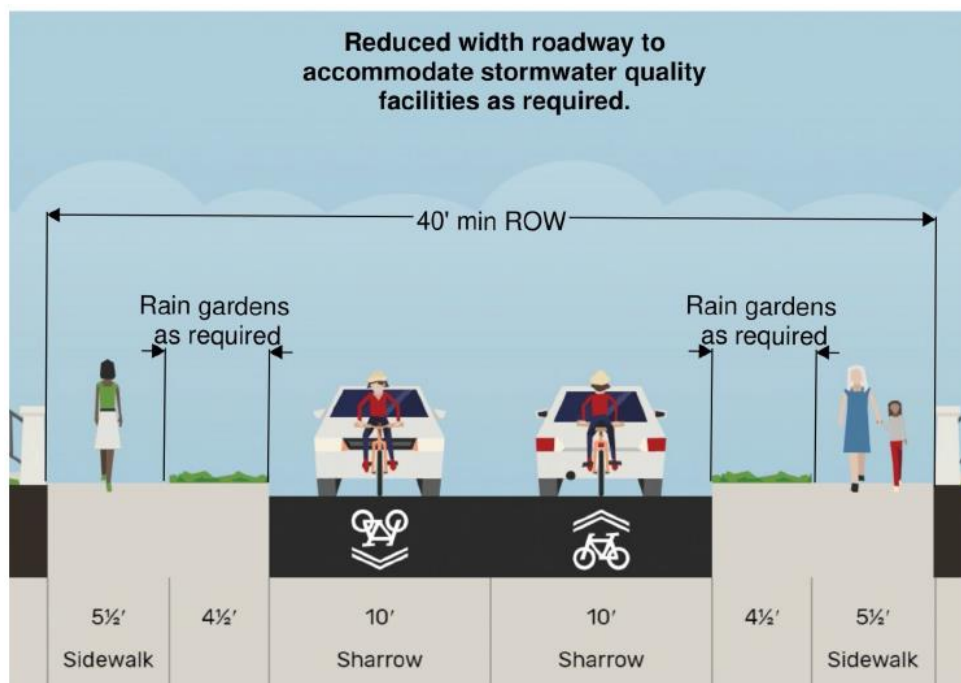


Figure 3-5: Family Friendly at Stormwater Facilities

The plan recommends "As the neighborhood develops, it is recommended traffic calming measures are implemented to manage vehicle speeds. These improvements should be considered especially for all roadways designated as Family friendly. The outreach results should provide to future designers a hierarchy of speed management measures by neighborhood preference from which to choose. Designers should still assess traffic calming measures for safety and effectiveness on an individual use basis."

Policy 12.3.1 *Provide an interconnected and accessible street system that minimizes vehicle-miles-traveled and inappropriate neighborhood cut-through traffic.*

Finding: Complies as Proposed. As shown in the Figure 3-4 above, the plan recommends volume control on local streets where needed.

Policy 12.3.2 *Provide an interconnected and accessible pedestrian system that links residential areas with major pedestrian generators such as employment centers, public facilities, and recreational areas.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the Park Place Neighborhood through the addition of sidewalks and bike lanes. The design team noted that connectivity through the study area is limited, particularly for pedestrians and bicyclists. Swan Ave and Hunter Ave provide north-south connectivity through the neighborhood for motorists. However, there is no continuous east-west connection through the study area with the exception of Holcomb Blvd. Holcomb Blvd being an arterial roadway with high traffic volumes is a barrier to bicycle users due to the need to cross back and forth across Holcomb Blvd. Cleveland St has some east-west connectivity, but it terminates at Swan Ave on the east side and includes sections with

steep elevation changes which make it less suitable for bicycle and pedestrian travel. The plan calls for development projects to be reviewed for opportunities to address East-West Connectivity within the study area.

Policy 12.3.3 *Provide a well-defined and accessible bicycle network that links residential areas, major bicycle generators, employment centers, recreational areas, and the arterial and collector roadway network.*

Finding: Complies as Proposed. The plan provides for shared bicycle lanes (sharrows) on all family friends route and on Apperson St, Front Ave, and Hunter Avenue. Bicycle lanes with a 2-foot buffer strip are planned on Swan Avenue. The Transportation System Plan includes sharrows as a good option for streets with low traffic volumes and speeds – “The most suitable roadways for shared bicycle use are those with low speeds (25 mph or less) and low traffic volumes (3,000 vehicles per day or fewer).” (TSP Volume II Section D Page 12). While the City does not have volume or speed data for Swan Avenue or Hunter Avenue, the volumes on Front avenue and Apperson Street (from 2017 counts) are similar to local streets.

Policy 12.3.4 *Ensure the adequacy of pedestrian and bicycle connections to local, county, and regional trails.*

Finding: Complies as Proposed. The plan does not alter any bicycle or pedestrian improvements or connections already planned in the TSP.

Goal 12.5 Safety *Develop and maintain a transportation system that is safe.*

Policy 12.5.1 *Identify improvements that are needed to increase the safety of the transportation system for all users.*

Policy 12.5.2 *Identify and implement ways to minimize conflict points between different modes of travel.*

Policy 12.5.3 *Improve the safety of vehicular, rail, bicycle, and pedestrian crossings.*

Finding: Complies as Proposed. The plan includes the provision of sidewalks and bicycle lanes to improve safety for people who wish to walk or bike, and for those who drive in the neighborhood. The plan also recommends traffic calming - “As the neighborhood develops, it is recommended traffic calming measures are implemented to manage vehicle speeds. These improvements should be considered especially for all roadways designated as Family friendly. The outreach results should provide to future designers a hierarchy of speed management measures by neighborhood preference from which to choose. Designers should still assess traffic calming measures for safety and effectiveness on an individual use basis.” Traffic calming ideas presented in the plan include:

1. speed humps
2. neck downs
3. traffic circles
4. speed lumps
5. curb extensions

Policy 12.6.1 *Provide a transportation system that serves existing and projected travel demand.*

Finding: Complies as Proposed. The plan is consistent with the TSP, which is based on projected travel demand.

Policy 12.6.2 Identify transportation system improvements that mitigate existing and projected areas of congestion.

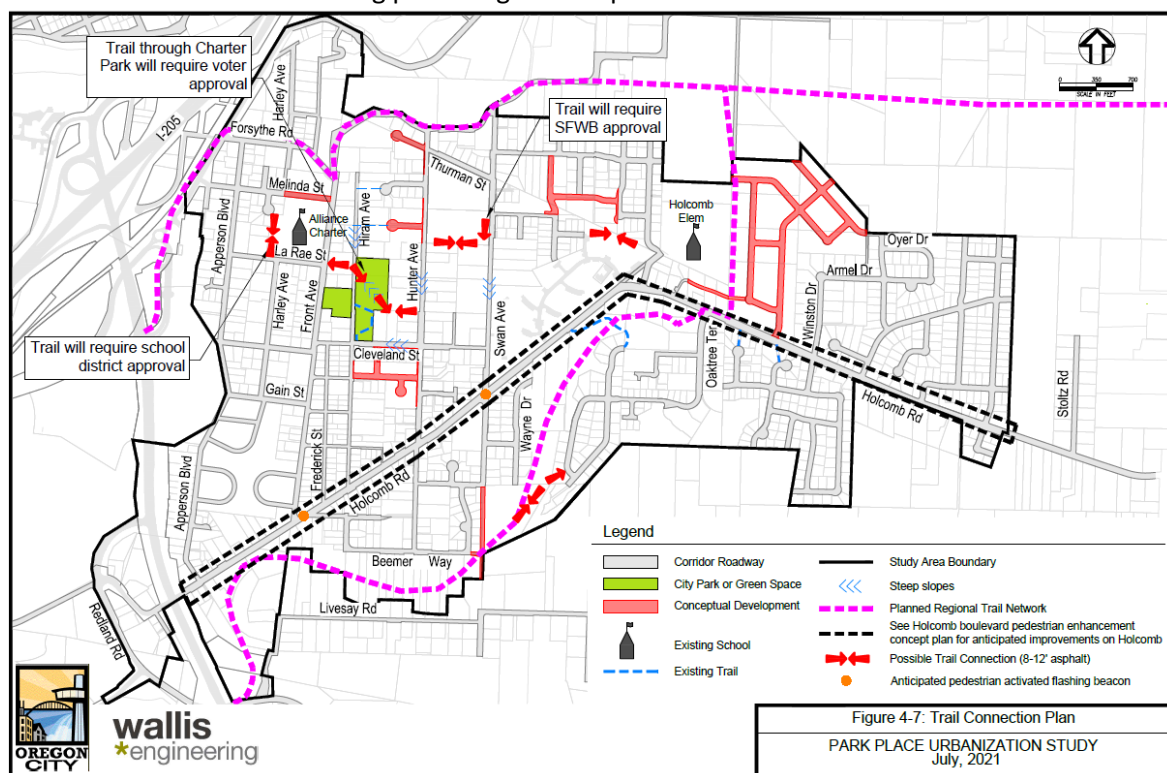
Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options.

Policy 12.6.3 Ensure the adequacy of travel mode options and travel routes (parallel systems) in areas of congestion.

Finding: Complies as Proposed. Swan Ave and Hunter Ave provide north-south connectivity through the neighborhood for motorists. However, there is no continuous east-west connection through the study area with the exception of Holcomb Blvd. Holcomb Blvd being an arterial roadway with high traffic volumes is a barrier to bicycle users due to the need to cross back and forth across Holcomb Blvd. Cleveland St has some east-west connectivity, but it terminates at Swan Ave on the east side and includes sections with steep elevation changes which make it less suitable for bicycle and pedestrian travel. The plan calls for development projects to be reviewed for opportunities to address East-West Connectivity within the study area.

Policy 12.6.4 Identify and prioritize improved connectivity throughout the city street system.

Finding: Complies as Proposed. The plan includes prioritization for sidewalk projects. Other improvements will be implemented as development occurs. The plan includes trail connectivity options for consideration. The following plan is a guide for possible trail routes to be considered:



Section 14 Urbanization

Finding: Goal 14 is not applicable as no change is proposed to the Metro Urban Growth Boundary.

Section 15 Willamette River Greenway

Finding: Goal 15 is not applicable as no changes are proposed to the *Comprehensive Plan Land-Use Map* or zoning map.

Statewide Planning Goals

STATEWIDE PLANNING GOAL 1: Citizen Involvement

To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.

Finding: Complies as Proposed. Oregon City Public Works Department sought public input at several meetings including the Transportation Advisory Committee, Park Place Neighborhood Association, Development Stakeholder Group. Documentation produced with the corridor plan has been posted on the project website throughout the duration of the project and comments have been integrated into the final product. The Citizen Involvement Committee declined an offer to place the item on their agenda, stating that the previous meetings with the Park Place Neighborhood Association sufficed. The product will be reviewed through the Legislative approval process.

Postcards were mailed to all property owners within the Park Place Neighborhood Association to guide them to the project website and to take two surveys, during the development of the plan.

The draft final plan, which has been posted on the website since late July 2021, will be presented to the Transportation Advisory Committee on September 21 and to the Planning Commission on September 27th.

STATEWIDE PLANNING GOAL 2: Land Use Planning

To establish a land use planning process and policy framework as a basis for all decision and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Finding: Complies as Proposed. This goal is implemented through the applicable Goals and Policies in Section 2 of the Oregon City Comprehensive Plan: Land Use. Because the Plan is an ancillary document to the City's Comprehensive Plan, the application was processed pursuant to the legislative hearing process outlined in Section 17.50.170 of the Oregon City Municipal Code.

Goal 2 also provides that the public and "affected governmental units" be given the opportunity to review and comment on proposed amendments. In furthering that effort, the City has provided the various agencies and jurisdictions notice of the proposed amendment and requested comment and no response was received.

STATEWIDE PLANNING GOAL 3: Agricultural Lands and GOAL 4: Forest Lands

Finding: Not Applicable. By definition, Oregon City does not have rural resource lands such as for agricultural or forest use within its city limits or UGB, and therefore, those goals are not applicable.

STATEWIDE PLANNING GOAL 5: Natural Resources, Scenic and Historic Areas, and Open Spaces

To protect natural resources and conserve scenic and historic areas and open spaces.

Finding: Complies as Proposed. This proposal makes no changes to the existing inventories of open space, scenic and historic areas, and natural resources or the adopted maps, code and policies

pertaining thereto. Where a Natural Resource Overlay District is identified, the plan contains a narrower street design that balances safety and environmental protection.

STATEWIDE PLANNING GOAL 6: Air, Water And Land Resources Quality

To maintain and improve the quality of the air, water and land resources of the state.

Finding: Complies as Proposed. The plan included an analysis of natural resources. Creating safe travel corridors for pedestrian and bikes will allow more people to avoid driving, which will better preserve and protect natural resources.

STATEWIDE PLANNING GOAL 7: Areas Subject to Natural Hazards

To protect life and property from natural disasters and hazards.

Finding: Complies as Proposed. When permits are sought for construction, any applicable land use review for Natural Resource Overlay District and Geologic Hazard Overlay District will be required.

STATEWIDE PLANNING GOAL 8: Recreational Needs

To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Finding: Not Applicable. Goal 8 is not applicable. The plan will increase access to parks but will not change park locations or plans.

STATEWIDE PLANNING GOAL 9: Economic Development

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

Finding: Not Applicable. Goal 9 is not applicable.

STATEWIDE PLANNING GOAL 10: Housing

To provide for the housing needs of citizens of the state.

Finding: Not Applicable. Goal 10 is not applicable.

STATEWIDE PLANNING GOAL 11: Urban Development

To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Finding: Complies as Proposed. This goal is implemented through the applicable Goals and Policies in Section 11 of the Oregon City Comprehensive Plan: Public Facilities. As stated in Section 11, the Code amendments are necessary to maintain compliance with Statewide Planning Goal 11, Public Facilities. Goal 11 requires that public facilities and services be provided in a timely, orderly, and efficient manner. The goal's central concept is that local governments should plan public services in accordance with the community's needs as a whole rather than be forced to respond to individual developments as they occur. The proposed municipal code amendments are created to serve the health, safety, education, welfare, and recreational needs of all Oregon City residents through the planning and provision of adequate public facilities.

STATEWIDE PLANNING GOAL 12: Transportation

To provide and encourage a safe, convenient and economic transportation system.

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the Park Place Neighborhood through the addition of sidewalks and bike lanes.

STATEWIDE PLANNING GOAL 13: Energy Conservation

To conserve energy.

Finding: Complies as Proposed. Creating safe travel corridors for pedestrian and bikes will allow more people to avoid driving, which will better conserve energy.

STATEWIDE PLANNING GOAL 14 Urbanization

Finding: Goal 14 is not applicable as no change is proposed to the Metro Urban Growth Boundary.

STATEWIDE PLANNING GOAL 15 Willamette River Greenway

Finding: Goal 15 is not applicable as no changes are proposed to the Comprehensive Plan Land-Use Map or zoning map.

Chapter 17.50 Administration and Procedures*17.50.050 – Pre-application conference.*

A. *Pre-application Conference. Prior to a Type II – IV or Legislative application, excluding Historic Review, being deemed complete, the applicant shall schedule and attend a pre-application conference with City staff to discuss the proposal, unless waived by the Community Development Director. The purpose of the pre-application conference is to provide an opportunity for staff to provide the applicant with information on the likely impacts, limitations, requirements, approval standards, fees and other information that may affect the proposal.*

- 1. To schedule a pre-application conference, the applicant shall contact the Planning Division, submit the required materials, and pay the appropriate conference fee.*
- 2. At a minimum, an applicant should submit a short narrative describing the proposal and a proposed site plan, drawn to a scale acceptable to the City, which identifies the proposed land uses, traffic circulation, and public rights-of-way and all other required plans.*
- 3. The Planning Division shall provide the applicant(s) with the identity and contact persons for all affected neighborhood associations as well as a written summary of the pre-application conference.*

B. *A pre-application conference shall be valid for a period of six months from the date it is held. If no application is filed within six months of the conference or meeting, the applicant shall schedule and attend another conference before the City will accept a permit application. The Community Development Director may waive the pre-application requirement if, in the Director's opinion, the development has not changed significantly and the applicable municipal code or standards have not been significantly amended. In no case shall a pre-application conference be valid for more than one year.*

C. *Notwithstanding any representations by City staff at a pre-application conference, staff is not authorized to waive any requirements of this code, and any omission or failure by staff to recite to an applicant all relevant applicable land use requirements shall not constitute a waiver by the City of any standard or requirement.*

Finding: Staff held the required pre-application conference meeting (File LEG-21-00003), on July 22, 2021. The pre-application conference notes are attached to the application.

17.50.055 - Neighborhood association meeting.

Neighborhood Association Meeting. The purpose of the meeting with the recognized neighborhood association is to inform the affected neighborhood association about the proposed development

and to receive the preliminary responses and suggestions from the neighborhood association and the member residents.

- A. Applicants applying for annexations, zone change, comprehensive plan amendments, conditional use, Planning Commission variances, subdivision, or site plan and design review (excluding minor site plan and design review), general development master plans or detailed development plans applications shall schedule and attend a meeting with the City-recognized neighborhood association in whose territory the application is proposed no earlier than one year prior to the date of application. Although not required for other projects than those identified above, a meeting with the neighborhood association is highly recommended.
- B. The applicant shall request via email or regular mail a request to meet with the neighborhood association chair where the proposed development is located. The notice shall describe the proposed project. A copy of this notice shall also be provided to the chair of the Citizen Involvement Committee.
- C. A meeting shall be scheduled within thirty days of the date that the notice is sent. A meeting may be scheduled later than thirty days if by mutual agreement of the applicant and the neighborhood association. If the neighborhood association does not want to, or cannot meet within thirty days, the applicant shall host a meeting inviting the neighborhood association, Citizen Involvement Committee, and all property owners within three hundred feet to attend. This meeting shall not begin before six p.m. on a weekday or may be held on a weekend and shall occur within the neighborhood association boundaries or at a City facility.
- D. If the neighborhood association is not currently recognized by the City, is inactive, or does not exist, the applicant shall request a meeting with the Citizen Involvement Committee.
- E. To show compliance with this section, the applicant shall submit a copy of the email or mail notice to the neighborhood association and CIC chair, a sign-in sheet of meeting attendees, and a summary of issues discussed at the meeting. If the applicant held a separately noticed meeting, the applicant shall submit a copy of the meeting flyer, postcard or other correspondence used, and a summary of issues discussed at the meeting and submittal of these materials shall be required for a complete application.

Finding: Complies as proposed. Staff presented the Park Place Urbanization Plan to the Park Place Neighborhood Association on 1/18/2021 and 4/19/21. On 8/2/21, the chair of the Citizen Involvement Committee determined that a meeting of the CIC was not needed due to the previous public meetings that were held.

17.50.070 - Completeness review and one hundred twenty-day rule.

- C. Once the Community Development Director determines the application is complete enough to process, or the applicant refuses to submit any more information, the City shall declare the application complete. Pursuant to ORS 227.178, the City will reach a final decision on an application within one hundred twenty calendar days from the date that the application is determined to be or deemed complete unless the applicant agrees to suspend the one hundred twenty calendar day time line or unless State law provides otherwise. The one hundred twenty-day period, however, does not apply in the following situations:
 - 1. Any hearing continuance or other process delay requested by the applicant shall be deemed an extension or waiver, as appropriate, of the one hundred twenty-day period.
 - 2. Any delay in the decision-making process necessitated because the applicant provided an incomplete set of mailing labels for the record property owners within three hundred feet of the subject property shall extend the one hundred twenty-day period for the amount of time required to correct the notice defect.

3. *The one hundred twenty-day period does not apply to any application for a permit that is not wholly within the City's authority and control.*
 4. *The one hundred twenty-day period does not apply to any application for an amendment to the City's comprehensive plan or land use regulations nor to any application for a permit, the approval of which depends upon a plan amendment.*
- D. *A one-hundred day period applies in place of the one-hundred-twenty day period for affordable housing projects where:*
1. *The project includes five or more residential units, including assisted living facilities or group homes;*
 2. *At least 50% of the residential units will be sold or rented to households with incomes equal to or less than 60% of the median family income for Clackamas County or for the state, whichever is greater; and*
 3. *Development is subject to a covenant restricting the owner and successive owner from selling or renting any of the affordable units as housing that is not affordable for a period of 60 years from the date of the certificate of occupancy.*
- E. *The one hundred twenty-day period specified in OCMC 17.50.070.C or D may be extended for a specified period of time at the written request of the applicant. The total of all extensions may not exceed two hundred forty-five calendar days.*
- F. *The approval standards that control the City's review and decision on a complete application are those which were in effect on the date the application was first submitted.*

Finding: Legislative actions are not subject to the 120-day deadline.

III. RECOMMENDATION

Based on the findings in this report, staff recommends approval of file LEG-21-00003. If the Planning Commission recommends approval to the City Commission, staff will prepare an Ordinance for consideration by the City Commission to adopt the proposed plan.

IV. EXHIBITS

1. Application Materials
2. Draft Park Place Urbanization Plan
3. Public Comments
4. Transportation System Plan (On-file)

Date/Name	Issue/Comment/Concern	Public Works staff response or comment	Has this been addressed? How?
9/28 Public Comment	People outside of the Park Place Neighborhood were not included in the process, this plan has implications for Park Place Concept Plan area development.	This plan does not consider the Park Place Concept Plan Area. This plan only affects existing roads within the neighborhood association boundary.	No revision has been made.
9/28 Testimony	A few people mentioned they did not receive the postcards about the surveys	1,353 postcards were sent to all property owners and current occupants of every property in the study area. We had a few people during the surveys contact the Asst City Engineer for an additional link to the survey. This likely resulted from survey takers typing in the survey link incorrectly.	Staff will check whether any addresses were inadvertently left off the list and can fix the problem for future outreach.
9/28 and 10/11 Testimony	General sense that Holcomb Blvd is really the top priority for neighborhood residents. Holcomb needs sidewalks, safe bike facilities, and widening where possible. Request for a speed study and for sidewalks along Holcomb connecting to the bottom of the hill (Redland intersection)	Holcomb Blvd is not part of the Park Place Urbanization Study; however, the study does assume most people are seeking to get to Holcomb from the neighborhood. This is all stated within the study.	No revisions to Plan; however, the Public Works Director has been made aware of the request. Transportation System Plan will be updated in 2023 and these concerns can be addressed then.
9/28 Testimony	Concern over street widening and sidewalks causing loss of front yard space and driveway space, specifically on Cleveland street properties.	The response during the meeting was that if a property develops, they must make the appropriate improvements, but if a property does not develop, and a sidewalk or widening is proposed along their frontage (although this is not anticipated due to lack of funding), City staff will work with the property owner to find a joint compromise solution.	Response at Planning Commission. No revisions to Plan.

9/28 Testimony	Speeding concerns were discussed. Speed bumps were inquired of.	The response during the meeting was that speed bumps can be requested through an application process where the bumps are funded by the residents. An offer to make a request to the Asst City Engineer was given.	Response at Planning Commission. No revisions to Plan.
9/28 Testimony	Personal concerns were in written form : need/desire for a handicap accessible ramp, driveway access, and mature trees	Staff provided guidance to property representative the steps to seek a ramp and an additional driveway	Response outside of Planning Commission meeting in lobby. No revisions to Plan.
9/28 Testimony	Linear footage for sidewalks in the plan did not make sense, can it be double checked	City staff and the City consultant reviewed this request and both double checked. This was more about the lack of specificity of where the segments were measured.	Segments were revised where more specificity or correctness was needed.
9/28 Testimony	Request was made to have the Study be more specific.	The intent of the study is to provide an overview or a concept. Detailed design would not occur until development was proposed or a capital improvement project was planned.	Response at Planning Commission. No revisions to Plan.
9/28 Testimony	Request was made concerning the definition of the word Corridor.	A corridor is the area of the study. Similar to the Linn-Leland-Meyers study, which was referenced during the planning commission meeting, the Park Place Urbanization Study's corridor was the boundary outlined in red on the exhibits.	Response at Planning Commission. No revisions to Plan.
9/28 Planning Commissioner	Inconsistencies in survey data results in the plan – what is correct result for the mailbox question?	Staff reviewed the data and found the report to be in conflict with the survey.	Plan has been updated. See page 44.
9/28 Planning Commissioner	Inconsistencies in survey data results in the plan – what is correct result for the percentage of people who walk?	Staff reviewed the data and found the report to be in conflict with the survey.	Plan has been updated. See page 26.
9/28 Planning Commissioner	The plan seems to prioritize parking over separate bike lanes	This was due to the citizens in the survey expressing a view that parking was more important. It also occurred due to the lack of space available within the existing right of way or future right of way due to environmental issues.	Discussion occurred with the Public Works Director and City Engineer. No revisions to Plan.

9/28 Planning Commissioner	Can we consider widening sidewalks so that bikes and pedestrians can both use sidewalk, instead of bikes using the street?	There is not sufficient room for added width due to existing structure location and environmental issues. The future buildout of the Trails Master Plan anticipates addressing this issue.	Discussion occurred with the Public Works Director and City Engineer. No revisions to Plan.
9/28 Planning Commissioner	Survey question wasn't "is it important to widen streets" but the results report that the respondents "do not want the street widened"	Staff agrees with this comment and requested a revision to the Study.	Plan has been updated. See page 27.
9/28 Planning Commissioner	Was a reduced speed limit presented as an option? Is it an option?	Staff has had conflicting views in recent years with citizenry, transportation advisory committee, and the lack of a true standard.	Discussion occurred with the Public Works Director and City Engineer. No revisions to Plan.
9/28 Planning Commissioner	Might it make sense to provide an asymmetrical street design with parking on just one side?	An asymmetrical design was considered. It is shown by the way sidewalks are prioritized on one side of the street shifting as needed from side to side.	No revisions to Plan. See page 46.
9/28 Planning Commissioner	Confirm whether a charter amendment is actually needed to place a trail in Park Place Park.	After review of the Charter, it isn't 100% clear whether the potential trail thru a park requires approval.	Discussion occurred with City Attorney. There is a question about a thru path whether that constitutes a charter approval. To be safe, the Study retains the language to advise future users of the Study using the word 'may'. See page 52.
9/28 Planning Commissioner	Are we not concerned about car and bike conflicts?	Due to the typical speeds and volumes of traffic on local roads, sharrows, as stated in the TSP, still are the best engineering option. The conflicts on local roads are minimal. BY adding bike lanes to Swan and keeping the ones on Holcomb, the separation of car and bike have been addressed.	No revisions to Plan.
9/28 Planning Commissioner	Can we add information in the plan about the process or next steps that	The Study is used as a cross section template and discusses the process that occurred to get	No revisions to Plan.

	would come before a sidewalk would actually be constructed by the City? What type of coordination with property owners will occur?	to final cross sections. The Study's intent is not to describe implementation. Implementation requires budgeting, public outreach, and further detailed planning as is completed with any capital improvement project or development project.	
10/11 Testimony	Desire to remove survey responses from people outside of the neighborhood (approximately 13% of total responses) from the final data analysis.	Some survey respondents may have been people who own property in Park Place but live outside of the area. Others may be people who visit the area.	No revisions to Plan.
10/11 Testimony	Cleveland Street is steep and is not safe for bikes, please change it to Priority 2. Why are sidewalks included on the south side rather than the north side?	Sidewalk infill will occur on either side as part of new development. The sidewalk prioritization plan prioritizes areas that likely will not get sidewalk infill from development.	No revisions to Plan.
10/11 Testimony	View Manor development was supposed to include sidewalks when it was built over 50 years ago. There is more need for sidewalks there than anywhere else.	Redevelopment of the property would require sidewalks in accordance with municipal code.	No revisions to Plan.
10/11 Planning Commission	Recommendation for approval with conditions that they would like to see more bike lanes and more traffic calming measures in the neighborhood as the plan is implemented.	The plan has been updated to reflect the recommendation of the Planning Commission.	See page 52 of revised Plan.



OREGON CITY

Planning Division and Public Works: Development Services

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LEGISLATIVE APPLICATION

A preliminary analysis of the applicable approval criteria for a legislative proposal is enclosed within the following report.

HEARING DATE: September 27, 2021 - Planning Commission

FILE NUMBER: LEG-21-00003

APPLICATION TYPE: Legislative (OCMC 17.50.170)

APPLICANT: City of Oregon City, c/o Public Works Department, PO Box 3040, Oregon City, OR 97045
John Lewis, Public Works Director

REQUEST: Adoption of Park Place Urbanization Plan as part of the Transportation System Plan

LOCATION(S): Park Place Neighborhood

I. BACKGROUND:

File No. LEG-21-00003 updates the Oregon City Transportation System Plan (2013) by adopting the Park Place Urbanization Plan. The Oregon City Transportation System Plan is an ancillary document to the Oregon City Comprehensive Plan.

According to the 2004 Oregon City Comprehensive Plan (Introduction, “Implementing the Plan” Page 4): “Ancillary Plans are adopted by the City Commission for such things as parks and recreation, transportation systems, water facilities, and sewer facilities. Usually prepared by City departments through a public process, ancillary plans are approved by the City Planning Commission and adopted by the City Commission to provide operational guidance to city departments in planning for and carrying out city services. These plans are updated more frequently than the Comprehensive Plan.”

The Park Place Urbanization Plan is a document that proposes street specific cross sections to various streets within the Park Place Neighborhood Association boundary which modifies typical cross sections within the Transportation System Plan to more fully align with the existing conditions with the existing road network and prioritizes certain roadways for sidewalks as private development occurs or funds becomes available.

The Park Place Neighborhood was annexed into the City 20+ years ago and consist of rural County style roads without many urban improvements such as curbs, sidewalks, and bike lanes. As private development has occurred, the existing road network has been improved as possible within the constraints of existing structures and environmental conditions. All new roads follow the cross sections found within the Transportation System Plan. This Urbanization Plan only focuses on the existing road network. The goal of the plan is to ensure future urbanization is consistent and is reasonable with respect to existing conditions (structure locations, environmental) and as close to Transportation System Plan cross sections while also balancing that with the desires of those living in the neighborhood.

The City sought a grant for the Plan in 2020 and presented the concept of the Plan to the Planning Commission on June 8, 2020, City Commission on June 15, 2020, Transportation Advisory Committee on June 16, 2020, and the Park Place Neighborhood Association on June 29, 2020.

The City was not successful in getting the grant; therefore, a consultant was hired with budgeted funds to complete the plan. The first public meeting occurred on January 18, 2021 with the Park Place Neighborhood Association. The last meeting held on the project was with the Project Management Team on July 13, 2021.

PROCESS

Adoption of the code amendments is a legislative action that requires review and recommendation from the Planning Commission prior to adoption by the City Commission following public hearings.

Public Involvement and Public Comment

The Park Place Urbanization Plan process provides opportunities for public involvement in the legislative decision making process through the public hearing process, newspaper noticing, meetings with the Transportation Advisory Committee, Park Place Neighborhood Association, affected agencies such as the School District and Clackamas Housing, and work sessions with the Planning Commission and City Commission.

The public involvement and public comment process included: placing project information on the City's website, (3) meetings with the Park Place Neighborhood Association, (2) meetings with the Transportation Advisory Committee, (3) meetings with the Planning Commission, (2) meeting with the City Commission, and e-mail to Oregon City School District and Clackamas Housing Authority. In addition, Oregon City convened a Park Place Urbanization Plan Project Management Team (PMT) which included: participants from two Oregon City departments (Public Works, Planning). The PMT met (6) times over the course of the project. In addition, TriMet, Oregon City Parks and Recreation, Police Department, Clackamas Fire District No. 1, and South Fork Water Board were all provided links to the Draft Urbanization Study to be able to provide comment.

The Park Place Urbanization Plan has been available for review on the Oregon City website at the following address: <https://www.orcity.org/publicworks/project/ps-20-027>.

The following dates occurred for the project :

- Planning Commission meeting to get support for grant to fund project : June 8, 2020
- City Commission meeting to get support for grant to fund project : June 15, 2020

- Transportation Advisory Committee meeting to get support for grant to fund project : June 16, 2020
- Park Place Neighborhood Association meeting to get support for grant to fund project : June 29, 2020
- Park Place Neighborhood Association – Overview : January 18, 2021
- PMT meeting #1 : January 27, 2021
- Survey #1 Postcard : January 22, 2021 – February 26, 2021
- Development Stakeholder’s Group – Overview : March 11, 2021
- PMT meeting #2 : March 12, 2021
- PMT meeting #3 : April 14, 2021
- Park Place Neighborhood Association – Results of Survey #1, Plan for Survey #2 : April 19, 2021
- PMT meeting #4 : April 29, 2021
- Survey #2 Postcard : May 10, 2021 – May 31, 2021
- PMT meeting #5 : June 3, 2021
- PMT meeting #6 : July 13, 2021
- July 19, 2021 : E-mail to Park Place Neighborhood Association Chair requesting desire for any further review
- July 22, 2021 : Pre-Application meeting for LEG 21-00002
- July 26, 2021 : E-mail to all Oregon City Public Works Managers and Engineering, Oregon City Police, Oregon City, Oregon City School District, Oregon City Parks and Recreation, South Fork Water Board, Clackamas Fire No. 1, and Clackamas Housing Authority requesting any comments
- July 27, 2021 : Draft Plan placed on project website
- July 28, 2021 : E-mail to Park Place Neighborhood Association and CIC Chairs requesting desire for any further review
- July 29, 2021 : E-mail to TriMet requesting any comments
- DLCD Notice : August 20, 2021
- City Commission Work Session : September 7, 2021
- Transportation Advisory Committee : September 21, 2021
- Planning Commission, Meeting #1 : September 27, 2021
- Planning Commission, possible Meeting #2 : October 25, 2021
- City Commission, possible Meeting #1 : November 3, 2021

The Legislative Process as it relates to the Oregon City Comprehensive Plan

The applicable approval criteria for a legislative action are the guidance provided in the Oregon City Comprehensive Plan, the applicable goals and policies of the Oregon City Comprehensive Plan, and any applicable statewide planning goals.

Section 2 – *Land Use* of the 2004 Oregon City Comprehensive Plan indicates that the regular review and updated of the Comprehensive Plan should consider the following:

1. Plan implementation process.
2. Adequacy of the Plan to guide land use actions, including an examination of trends.
3. Whether the Plan still reflects community needs, desires, attitudes and conditions. This shall include changing demographic patterns and economics.

4. Addition of updated factual information including that made available to the City of regional, state and federal governmental agencies.

Oregon City Comprehensive Plan (P.16)

Regular Review and Update

Plan maintenance and updating is a continuous technical review of the Plan by the Planning staff. This review and any subsequent recommendations for Plan updating should be presented to the Neighborhood Associations, Planning Commission and City Commission for input and discussion in the same manner as requested Plan changes. The continuous review should consider:

1. Plan implementation process;

The Park Place Urbanization Plan is a special purpose plan that is part of the City's Transportation System Plan, an adopted Ancillary Document to the Oregon City Comprehensive Plan. The TSP is both a technical document and a conceptual guide that requires regular review in order to maintain and update it. The applicant, Oregon City Public Works Department, has presented the update for input by the residents, affected agencies, property owners, the Transportation Technical Advisory Committee, Neighborhood Associations, Planning Commission and City Commission in accordance with the recommended method described in the Comprehensive Plan and pursuant to the applicable process described in Oregon City Municipal Code section 17.50.170. The plan implementation process is consistent with the Comprehensive Plan.

The City Commission will be initiating the code amendment process starting with a work session to be held on September 7, 2021.

Staff initially presented the concept of the Plan to the Planning Commission on June 8, 2020, City Commission on June 15, 2020, Transportation Advisory Committee on June 16, 2020, and the Park Place Neighborhood Association on June 29, 2020.

Staff anticipates presenting the final draft plan to the Planning Commission on September 27, 2021.

The first evidentiary public hearing for the proposed amendments will be held with the Planning Commission and will follow the notice procedures for a legislative action per OCMC 17.50. The City Commission public hearing will be scheduled once the Planning Commission has completed their review and provided a recommendation on the proposed amendments.

The Department of Land Conservation and Development was notified as required by ORS 197.610 – 197.625. The Staff Report will be made available at least seven days prior to the public hearing and the application was processed according to the Legislative Hearing Process as required under Oregon City Municipal Code 17.50.170. Implementation of the Plan is discussed further in Criterion 2.

2. Adequacy of the Plan to guide land use actions, including an examination of trends.

The Park Place Urbanization Plan provides an analysis of existing conditions and provides direction for future development, funding and needs. The plan provides a comprehensive review of the corridor system for all modes of transportation and provides an adequate guide for future land use actions and

the development of criteria to be utilized in land use actions. The plan includes construction cost estimates and contingencies for the planning and design of recommended system facilities for the corridor.

3. *Whether the Plan still reflects community needs, desires, attitudes and conditions. This shall include changing demographic patterns and economics.*

Staff presented the initial concept of the Park Place Urbanization Plan to the Planning Commission on June 8, 2020, City Commission on June 15, 2020, Transportation Advisory Committee on June 16, 2020, and the Park Place Neighborhood Association on June 29, 2020. It was presented with more detail on January 18, 2021 and April 19, 2021. The Plan was presented as a necessary planning document for addressing the need to accommodate access to key facilities by multiple modes (vehicles, pedestrian, bicycles, freight, transit and motorcycles), and to accommodate future growth in the Park Place Neighborhood. As part of this planning effort, the consultant conducted existing conditions analysis of the existing transportation system, a future needs assessment, and an analysis of alternatives within the planning area. The City completed an update in 2013 to the Transportation System Plan (TSP).

The Park Place Neighborhood Association expressed the following concerns with the current existing infrastructure:

- Adequate infrastructure (in particular, sidewalks) is not sufficient with the study area.
- There is a disconnect between the expectations in the community and the criteria that the city follows to build out infrastructure, and there is significant uncertainty about how to pay for infrastructure.
- There are inequalities in infrastructure, such as a lack of sidewalks in existing parts of the city, and new development cannot pay to correct all these deficiencies.
- Development is only required to pay for its direct impacts and its proportional share of off-site improvements, which may happen incrementally.
- County and other non-Oregon City vehicular traffic uses the capacity of the city's transportation system but does not pay for it.
- The city should not wait until infrastructure is failing to "fix" it.
- The Holcomb Boulevard Pedestrian Plan has not been fully implemented.

4. *Addition of updated factual information including that made available to the City by regional, state and federal governmental agencies.*

The Park Place Urbanization Plan provides provided factual information from a traffic crash history perspective within the study area. These statistics were used to prioritize projects within the study area.

In addition, as part of the extension corridor plan analysis, the consultant team conducted research of publically-available documentation and a reconnaissance level review of the environmental constraints in the corridor. Mapping of the site was intended to help designers understand where they could avoid and minimize impacts to natural resources.

Public Notice and Comments

This is a legislative action that requires public notice pursuant to OCMC 17.50.090.C. - *Notice of Public Hearing on a Legislative Proposal*. The Community Development Director will provide the required Post Acknowledgement Plan Amendment (PAPA) notice to the Oregon Department of Land Conservation and Development on August 20, 2021. Notice of the September 27, 2021 Planning Commission public

hearing will be provided to the Citizen Involvement Committee, Neighborhood Associations, and affected service districts, agencies and parties by email on April 20, 2021.

II. DECISION-MAKING CRITERIA

The remainder of this staff report provides additional findings to demonstrate that the proposed Park Place Urbanization Plan is consistent with applicable approval criteria.

Chapter 17.68 - Zoning Changes and Comprehensive Plan Amendments

17.68.010 - Initiation of the amendment.

A text amendment to the comprehensive plan, or an amendment to the zoning code or map or the Comprehensive Plan map, may be initiated by:

- A. A resolution request by the City Commission;*
- B. An official proposal by the Planning Commission;*
- C. An application to the Planning Division; or.*
- D. A Legislative request by the Planning Division.*

All requests for amendment or change in this title shall be referred to the Planning Commission.

Finding: The proposal qualifies as initiated as a legislative request by the initiation of a request by the Public Works Department and by Legislative Request by the Planning Division.

17.68.015 –Procedures.

Applications shall be reviewed pursuant to the procedures set forth in Chapter 17.50.

17.50.170 - Legislative hearing process.

A. Purpose. Legislative actions involve the adoption or amendment of the city's land use regulations, comprehensive plan, maps, inventories and other policy documents that affect the entire city or large portions of it. Legislative actions which affect land use shall begin with a public hearing before the planning commission.

B. Planning Commission Review.

1. Hearing Required. The planning commission shall hold at least one public hearing before recommending action on a legislative proposal. Any interested person may appear and provide written or oral testimony on the proposal at or prior to the hearing. The community development director shall notify the Oregon Department of Land Conservation and Development (DLCD) as required by the post-acknowledgment procedures of ORS 197.610 to 197.625, as applicable.

C. City Commission Review.

1. City Commission Action. Upon a recommendation from the planning commission on a legislative action, the city commission shall hold at least one public hearing on the proposal. Any interested person may provide written or oral testimony on the proposal at or prior to the hearing. At the conclusion of the hearing, the city commission may adopt, modify or reject the legislative proposal, or it may remand the matter to the planning commission for further consideration. If the decision is to adopt at least some form of the proposal, and thereby amend the city's land use regulations, comprehensive plan, official

zoning maps or some component of any of these documents, the city commission decision shall be enacted as an ordinance.

2. Notice of Final Decision. Not later than five days following the city commission final decision, the community development director shall mail notice of the decision to DLCD in accordance with ORS 197.615(2).

Finding: This legislative action followed the procedures found in OCMC 17.50.170 including meetings with the Park Place Neighborhood, Transportation Advisory Committee, Development Stakeholder Group, Planning Commission, and City Commission where applicable.

17.68.020 - Criteria.

The criteria for comprehensive plan amendment or text or map amendment in the zoning code are set forth as follows:

A. The proposal shall be consistent with the applicable goals and policies of the comprehensive plan;

Finding: This legislative action is consistent with the applicable goals and policies of the comprehensive plan as detailed in the responses below. Therefore, the proposed amendments are consistent with Criterion (A).

Oregon City Comprehensive Plan

According to the 2004 Oregon City Comprehensive Plan (Introduction, "Implementing the Plan" Page 4): "Ancillary Plans are adopted by the City Commission for such things as parks and recreation, transportation systems, water facilities, and sewer facilities. Usually prepared by City departments through a public process, ancillary plans are approved by the City Planning Commission and adopted by the City Commission to provide operational guidance to city departments in planning for and carrying out city services. These plans are updated more frequently than the Comprehensive Plan."

The Park Place Urbanization Plan is a special purpose plan which will be adopted as an ancillary document to the Transportation System Plan (TSP). The TSP is an adopted ancillary document to the Oregon City Comprehensive Plan. The TSP is both a technical document and a conceptual guide that requires regular review.

Conformity of the proposal with the city's comprehensive plan;

Section 1 Citizen Involvement

Goal 1.2 Community and Comprehensive Planning

Ensure that citizens, neighborhood groups, and affected property owners are involved in all phases of the comprehensive planning program.

Policy 1.2.1 - Encourage citizens to participate in appropriate government functions and land-use planning.

Goal 1.3 Community Education - Provide education for individuals, groups, and communities to ensure effective participation in decision-making processes that affect the livability of neighborhoods.

Goal 1.4 Community Involvement - Provide complete information for individuals, groups, and communities to participate in public policy planning and implementation of policies.

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

Goal 1.5 Government/Community Relations -Provide a framework for facilitating open, two-way communication between City representatives and individuals, groups, and communities.

Finding: Complies as Proposed. Development of the plan included an extensive public involvement effort. Oregon City Public Works Department has presented the project to the public at several meetings including the Transportation Advisory Committee, Park Place Neighborhood Association, Development Stakeholder Group, Planning Commission and City Commission. Documentation produced with the corridor plan has been posted on the project website throughout the duration of the project and comments have been integrated into the final product. The product will be reviewed through the Legislative approval process.

The public involvement and public comment process included: placing project information on the City's website, (3) meetings with the Park Place Neighborhood Association, (2) meetings with the Transportation Advisory Committee, (3) meetings with the Planning Commission, (2) meeting with the City Commission, and e-mail to Oregon City School District and Clackamas Housing Authority. In addition, Oregon City convened a Park Place Urbanization Plan Project Management Team (PMT) which included: participants from two Oregon City departments (Public Works, Planning). The PMT met (6) times over the course of the project. In addition, TriMet, Oregon City Parks and Recreation, Police Department, Clackamas Fire District No. 1, and South Fork Water Board were all provided links to the Draft Urbanization Study to be able to provide comment.

Postcards were mailed to property owners within the Park Place Neighborhood Association to guide them to the project website and to take two surveys.

This application was noticed by mailings to all properties within 300 feet of the xxx and notice in the newspaper.

Comprehensive Plan Section 2 Land Use

Section 2: Land Use

Goal 2.1 Efficient Use of Land

Ensure that property planned for residential, commercial, office, and industrial uses is used efficiently and that land is developed following principals of sustainable development

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

Policy 2.1.4 Use redevelopment programs such as urban renewal to help redevelop underutilized commercial and industrial land.

Goal 2.6 Industrial Land Development

Ensure an adequate supply of land for major industrial employers with family-wage jobs.

Policy 2.6.7 Establish priorities to ensure that adequate public facilities are available to support the desired industrial development.

Finding: Complies as Proposed. No change to land uses are proposed. The Plan aims to connect residents to all uses within the neighborhood and beyond.

Goal 2.4: Neighborhood Livability - Provide a sense of place and identity for residents and visitors by protecting and maintaining neighborhoods as the basic unit of community life in Oregon City while implementing the goals and policies of the other sections of the Comprehensive Plan.

Policy 2.4.2 Strive to establish facilities and land uses in every neighborhood that help give vibrancy, a sense of place, and a feeling of uniqueness; such as activity centers and points of interest.

Finding: Complies as Proposed. The Plan aims to connect residents to all uses within the neighborhood and beyond, and to provide connections between unique neighborhood amenities such as Park Place Park, Holcomb Elementary, a charter school, and the commercial uses along Holcomb Boulevard. The Plan will add to the vibrancy of the area by creating a safer environment for people to travel within their neighborhoods on foot and by bicycle when funds become available to build the infrastructure.

Policy 2.4.3 Promote connectivity between neighborhoods and neighborhood commercial centers through a variety of transportation modes.

Finding: Complies as Proposed. The Plan aims to connect residents to all uses within the neighborhood and beyond, and to provide connections between unique neighborhood amenities such as Park Place Park, Holcomb Elementary, a charter school, and the commercial uses along Holcomb Boulevard. The Plan will add to the vibrancy of the area by creating a safer environment for people to travel within their neighborhoods on foot and by bicycle when funds become available to build the infrastructure.

Goal 2.7 Oregon City Comprehensive Plan Land-Use Map

Maintain the Oregon City Comprehensive Plan Land-Use Map as the official long-range planning guide for land-use development of the city by type, density and location.

Policy 2.7.2 Use the following 11 land-use classifications on the Oregon City Comprehensive Plan Land-Use Map to determine the zoning classifications that may be applied to parcels:

- Low Density Residential (LR)
- Medium Density Residential (MR)
- High Density Residential (HR)
- Mixed Use Downtown (MUD)
- Industrial (I)
- Public and Quasi-Public (QP)

- Commercial (C)
- Mixed Use Corridor (MUC)
- Mixed Use Employment (MUE)
- Parks (P)
- Future Urban Holding (FUH)

Finding: This proposal makes no changes to the Comprehensive Plan, zoning, or land use designations for lands within the Urban Growth Boundary. The proposal will maintain the existing Oregon City Land Use Map as the official long range planning guide for land use development of the city by types, density and location (Goal 2.7).

Goal 5: Open Spaces, Scenic and Historic Areas, and Natural Resources

Goal 5.1 – Open Space

Policy 5.1.1 *Conserve open space along creeks, urban drainage ways, steep hillsides, and throughout Newell Creek Canyon.*

Policy 5.1.2 *Manage open space areas for their value in linking citizens and visitors with the natural environment, providing solace, exercise, scenic views and outdoor education. Built features in open space sites should harmonize with natural surroundings.*

Finding: This proposal makes no changes to the existing inventories of open space, scenic and historic areas, and natural resources or the adopted maps, code and policies pertaining thereto. The proposal will assist in the identification, conservation and management of new resources that may be impacted when improvements are planned and constructed (Goal 5.1).

Goal 5.2 Scenic Views and Scenic Sites

Policy 5.2.1 *Identify and protect significant views of local and distant features such as Mt. Hood, the Cascade Mountains, the Clackamas River Valley, the Willamette River, Willamette Falls, the Tualatin Mountains, Newell Creek Canyon, and the skyline of the city of Portland, as viewed from within the city.*

Policy 5.2.2 *Maximize the visual compatibility and minimize the visual distraction of new structures or development within important viewsheds by establishing standards for landscaping, placement, height, mass, color, and window reflectivity.*

Finding: This proposal makes no changes to the existing inventories of open space, scenic and historic areas, and natural resources or the adopted maps, code and policies pertaining thereto. The proposal will assist in the identification, conservation and management of new resources that may be impacted when improvements are planned and constructed (Goal 5.1 and 5.2).

Goal 5.3 Historic Resources

Policy 5.3.3 *Promote the designation of qualifying properties outside Historic and Conservation Districts as historic.*

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

Finding: This proposal makes no changes to the existing inventories of open space, scenic and historic areas, and natural resources or the adopted maps, code and policies pertaining thereto. The proposal will assist in the identification, conservation and management of new resources that may be impacted when improvements are planned and constructed (Goal 5.1 – 5.3).

Goal 5.4 Natural Resources

Policy 5.4.1 *Conserve and restore ecological structure, processes and functions within the city to closely approximate natural ecosystem structure, processes, and functions.*

Policy 5.4.5 *Ensure that riparian corridors along streams and rivers are conserved and restored to provide maximum ecological value to aquatic and terrestrial species. This could include an aggressive tree and vegetation planting program to stabilize slopes, reduce erosion, and mitigate against invasive species and stream impacts where appropriate.*

Policy 5.4.9 *Protect and enhance riparian corridors along streams in Oregon City to increase shade, reduce streambank erosion and intrusion of sediments, and provide habitat for a variety of plants, animals, and fish.*

Policy 5.4.12 *Use a watershed-scale assessment when reviewing and planning for the potential effects from development, whether private or public, on water quality and quantity entering streams.*

Policy 5.4.13 *Adopt and/or establish standards for all new development that promote the use of pervious surfaces and prevent negative ecological effects of urban stormwater runoff on streams, creeks and rivers.*

Policy 5.4.16 *Protect surfacewater quality by:*

- *providing a vegetated corridor to separate protected water features from development*
- *maintaining or reducing stream temperatures with vegetative shading*
- *minimizing erosion and nutrient and pollutant loading into water*
- *providing infiltration and natural water purification by percolation through soil and vegetation*

Policy 5.4.18 *Encourage use of native and hardy plants such as trees, shrubs and groundcovers to maintain ecological function and reduce maintenance costs and chemical use.*

Finding: This proposal makes no changes to the existing inventories of open space, scenic and historic areas, and natural resources or the adopted maps, code and policies pertaining thereto. The proposal will assist in the identification, conservation and management of new resources that may be impacted when improvements are planned and constructed (Goal 5.4).

Section 6: Quality of Air, Water and Land Resources

Goal 6.1 Air Quality -Promote the conservation, protection and improvement of the quality of the air in Oregon City.

Policy 6.1.2 -Ensure that development practices comply with or exceed regional, state, and federal standards for air quality.

Policy 6.3.3 Employ practices in City operations and facilities, including street lighting, which increases safety and reduces unnecessary glare, light trespass, and light pollution.

Finding: Complies as Proposed. The plan included an analysis of natural resources. Creating safe travel corridors for pedestrian and bikes will allow more people to avoid driving, which will better preserve and protect natural resources. When permits are sought for construction, any applicable land use review for Natural Resource Overlay District and Geologic Hazard Overlay District will be required.

Goal 7.1: Natural Hazards

Protect life and reduce property loss from the destruction associated with natural hazards.

Finding: Complies as Proposed. The plan included an analysis of natural resources. Creating safe travel corridors for pedestrian and bikes will allow more people to avoid driving, which will better preserve and protect natural resources. When permits are sought for construction, any applicable land use review for Natural Resource Overlay District and Geologic Hazard Overlay District will be required.

Goal 11: Public Facilities

Policy 11.1.1 Ensure adequate public funding for the following public facilities and services, if feasible:

Transportation infrastructure • Wastewater collection • Stormwater management • Police protection • Fire protection • Parks and recreation • Water distribution • Planning, zoning and subdivision regulation • Library services • Aquatic Center • Carnegie Center • Pioneer Community Center • City Hall • Buena Vista House • Ermatinger House

Policy 11.4.2 Adopt “green streets” standards to reduce the amount of impervious surface and increase the use of bioswales for stormwater retention where practicable.

Finding: Complies as Proposed. Goal 11 requires that public facilities and services be provided in a timely, orderly and efficient manner. The goal’s central concept is that local governments should plan public services in accordance with the community’s needs as a whole rather than be forced to respond to individual developments as they occur. The Park Place Urbanization Plan will provide a design for public facilities as well as a means to obtain future funding.

Policy 11.4.4 Maintain existing drainageways in a natural state for maximum water quality, water resource preservation, and aesthetic benefits.

Finding: Complies as Proposed. The plan included an analysis of natural resources. Creating safe travel corridors for pedestrian and bikes will allow more people to avoid driving, which will better preserve and protect natural resources. When permits are sought for construction, any applicable land use review for Natural Resource Overlay District and Geologic Hazard Overlay District will be required.

Goal 12: Transportation

Policy 12.1.1 *Maintain and enhance citywide transportation functionality by emphasizing multi-modal travel options for all types of land uses.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the Park Place Neighborhood through the addition of sidewalks and bike lanes.

Policy 12.1.2 *Continue to develop corridor plans for the major arterials in Oregon City, and provide for appropriate land uses in and adjacent to those corridors to optimize the land use-transportation connection.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the Park Place Neighborhood through the addition of sidewalks and bike lanes.

Policy 12.1.4 *Provide walkable neighborhoods. They are desirable places to live, work, learn and play, and therefore a key component of smart growth.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the Park Place Neighborhood through the addition of sidewalks and bike lanes.

Policy 12.3.1 *Provide an interconnected and accessible street system that minimizes vehicle-miles-traveled and inappropriate neighborhood cut-through traffic.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the Park Place Neighborhood through the addition of sidewalks and bike lanes.

Policy 12.3.2 *Provide an interconnected and accessible pedestrian system that links residential areas with major pedestrian generators such as employment centers, public facilities, and recreational areas.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the Park Place Neighborhood through the addition of sidewalks and bike lanes.

Policy 12.3.3 *Provide a well-defined and accessible bicycle network that links residential areas, major bicycle generators, employment centers, recreational areas, and the arterial and collector roadway network.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the Park Place Neighborhood through the addition of sidewalks and bike lanes.

Policy 12.3.4 *Ensure the adequacy of pedestrian and bicycle connections to local, county, and regional trails.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the Park Place Neighborhood through the addition of sidewalks and bike lanes.

Policy 12.6.1 *Provide a transportation system that serves existing and projected travel demand.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the Park Place Neighborhood through the addition of sidewalks and bike lanes.

Policy 12.6.2 *Identify transportation system improvements that mitigate existing and projected areas of congestion.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the Park Place Neighborhood through the addition of sidewalks and bike lanes.

Policy 12.6.3 *Ensure the adequacy of travel mode options and travel routes (parallel systems) in areas of congestion.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the Park Place Neighborhood through the addition of sidewalks and bike lanes.

Policy 12.6.4 *Identify and prioritize improved connectivity throughout the city street system.*

Finding: Complies as Proposed. Implementation of the plan will result in a more complete transportation system with a variety of multi-modal travel options. The plan will create a more walkable environment within the Park Place Neighborhood through the addition of sidewalks and bike lanes.

Section 14 Urbanization

Goal 14.3 Orderly Provision of Services to Growth Areas

Plan for public services to lands within the Urban Growth Boundary through adoption of a concept plan and related Capital Improvement Program, as amendments to the Comprehensive Plan.

Policy 14.3.1

Maximize new public facilities and services by encouraging new development within the Urban Growth Boundary at maximum densities allowed by the Comprehensive Plan.

Policy 14.3.2

Ensure that the extension of new services does not diminish the delivery of those same services to existing areas and residents in the city.

Policy 14.3.3

Oppose the formation of new urban services districts and oppose the formation of new utility districts that may conflict with efficient delivery of city utilities within the Urban Growth Boundary.

Policy 14.3.4

Ensure the cost of providing new public services and improvements to existing public services resulting from new development are borne by the entity responsible for the new development to the maximum extent allowed under state law for Systems Development Charges.

Finding: This proposal makes no changes to the Comprehensive Plan, zoning, or land use designations for lands within the Urban Growth Boundary. The proposed Park Place Urbanization Plan may assist in assuring the orderly provision of services to growth areas (Goal 14.3).

Goal 14.5 Urbanization

Policy 14.5.2

Coordinate public facilities, services and land-use planning through intergovernmental agreements with the school district, Clackamas Community College, Clackamas County Fire District #1, Tri-Cities Services District and other public entities as appropriate.

Finding: This proposal makes no changes to the Comprehensive Plan, zoning, or land use designations for lands within the Urban Growth Boundary. The proposed Park Place Urbanization Plan may assist in assuring the orderly provision of services to growth areas (Goal 14.3).

Statewide Planning Goals

Finding: This proposal makes no changes to the Comprehensive Plan, zoning, or land use designations for lands within the Urban Growth Boundary. Since the City's Comprehensive Plan and its ancillary documents are already acknowledged by the Oregon Department of Land Use and Conservation (DLCD), no further analysis for consistency with Statewide Planning Goals is required.

Chapter 17.50 Administration and Procedures

17.50.050 – Pre-application conference.

A. *Pre-application Conference. Prior to a Type II – IV or Legislative application, excluding Historic Review, being deemed complete, the applicant shall schedule and attend a pre-application conference with City staff to discuss the proposal, unless waived by the Community Development Director. The purpose of the pre-application conference is to provide an opportunity for staff to provide the applicant with information on the likely impacts, limitations, requirements, approval standards, fees and other information that may affect the proposal.*

1. *To schedule a pre-application conference, the applicant shall contact the Planning Division, submit the required materials, and pay the appropriate conference fee.*
2. *At a minimum, an applicant should submit a short narrative describing the proposal and a proposed site plan, drawn to a scale acceptable to the City, which identifies the proposed land uses, traffic circulation, and public rights-of-way and all other required plans.*
3. *The Planning Division shall provide the applicant(s) with the identity and contact persons for all affected neighborhood associations as well as a written summary of the pre-application conference.*

- B. *A pre-application conference shall be valid for a period of six months from the date it is held. If no application is filed within six months of the conference or meeting, the applicant shall schedule and attend another conference before the City will accept a permit application. The Community Development Director may waive the pre-application requirement if, in the Director's opinion, the development has not changed significantly and the applicable municipal code or standards have not been significantly amended. In no case shall a pre-application conference be valid for more than one year.*
- C. *Notwithstanding any representations by City staff at a pre-application conference, staff is not authorized to waive any requirements of this code, and any omission or failure by staff to recite to an applicant all relevant applicable land use requirements shall not constitute a waiver by the City of any standard or requirement.*

Finding: Staff held the required pre-application conference meeting (File LEG-21-00003), on July 22, 2021. The pre-application conference notes are attached to the application.

17.50.055 - Neighborhood association meeting.

Neighborhood Association Meeting. The purpose of the meeting with the recognized neighborhood association is to inform the affected neighborhood association about the proposed development and to receive the preliminary responses and suggestions from the neighborhood association and the member residents.

- A. *Applicants applying for annexations, zone change, comprehensive plan amendments, conditional use, Planning Commission variances, subdivision, or site plan and design review (excluding minor site plan and design review), general development master plans or detailed development plans applications shall schedule and attend a meeting with the City-recognized neighborhood association in whose territory the application is proposed no earlier than one year prior to the date of application. Although not required for other projects than those identified above, a meeting with the neighborhood association is highly recommended.*
- B. *The applicant shall request via email or regular mail a request to meet with the neighborhood association chair where the proposed development is located. The notice shall describe the proposed project. A copy of this notice shall also be provided to the chair of the Citizen Involvement Committee.*
- C. *A meeting shall be scheduled within thirty days of the date that the notice is sent. A meeting may be scheduled later than thirty days if by mutual agreement of the applicant and the neighborhood association. If the neighborhood association does not want to, or cannot meet within thirty days, the applicant shall host a meeting inviting the neighborhood association, Citizen Involvement Committee, and all property owners within three hundred feet to attend. This meeting shall not begin before six p.m. on a weekday or may be held on a weekend and shall occur within the neighborhood association boundaries or at a City facility.*
- D. *If the neighborhood association is not currently recognized by the City, is inactive, or does not exist, the applicant shall request a meeting with the Citizen Involvement Committee.*
- E. *To show compliance with this section, the applicant shall submit a copy of the email or mail notice to the neighborhood association and CIC chair, a sign-in sheet of meeting attendees, and a summary of issues discussed at the meeting. If the applicant held a separately noticed meeting, the applicant shall submit a copy of the meeting flyer, postcard or other correspondence used, and a summary of issues discussed at the meeting and submittal of these materials shall be required for a complete application.*

Finding: Staff presented the Park Place Urbanization Plan to the Park Place Neighborhood Association on 1/18/2021 and 4/19/21. On 8/2/21, the chair of the Citizen Involvement Committee determined that a meeting of the CIC was not needed due to the previous public meetings that were held.

17.50.070 - Completeness review and one hundred twenty-day rule.

- C. *Once the Community Development Director determines the application is complete enough to process, or the applicant refuses to submit any more information, the City shall declare the application complete. Pursuant to ORS 227.178, the City will reach a final decision on an application within one hundred twenty calendar days from the date that the application is determined to be or deemed complete unless the applicant agrees to suspend the one hundred twenty calendar day time line or unless State law provides otherwise. The one hundred twenty-day period, however, does not apply in the following situations:*
1. *Any hearing continuance or other process delay requested by the applicant shall be deemed an extension or waiver, as appropriate, of the one hundred twenty-day period.*
 2. *Any delay in the decision-making process necessitated because the applicant provided an incomplete set of mailing labels for the record property owners within three hundred feet of the subject property shall extend the one hundred twenty-day period for the amount of time required to correct the notice defect.*
 3. *The one hundred twenty-day period does not apply to any application for a permit that is not wholly within the City's authority and control.*
 4. *The one hundred twenty-day period does not apply to any application for an amendment to the City's comprehensive plan or land use regulations nor to any application for a permit, the approval of which depends upon a plan amendment.*
- D. *A one-hundred day period applies in place of the one-hundred-twenty day period for affordable housing projects where:*
1. *The project includes five or more residential units, including assisted living facilities or group homes;*
 2. *At least 50% of the residential units will be sold or rented to households with incomes equal to or less than 60% of the median family income for Clackamas County or for the state, whichever is greater; and*
 3. *Development is subject to a covenant restricting the owner and successive owner from selling or renting any of the affordable units as housing that is not affordable for a period of 60 years from the date of the certificate of occupancy.*
- E. *The one hundred twenty-day period specified in OCMC 17.50.070.C or D may be extended for a specified period of time at the written request of the applicant. The total of all extensions may not exceed two hundred forty-five calendar days.*
- F. *The approval standards that control the City's review and decision on a complete application are those which were in effect on the date the application was first submitted.*

Finding: Legislative actions are not subject to the 120-day deadline.

III. RECOMMENDATION

Based on the findings in this report, staff recommends approval of file LEG-21-00003. If the Planning Commission recommends approval to the City Commission, staff will prepare an Ordinance for consideration by the City Commission to adopt the proposed plan.

**LAND USE APPLICATION TRANSMITTAL – RESPONSE FORM**Date: 9/15/21Land Use Application File Number: LEG-21-00003NAME: Mike RobertsAGENCY: City of Oregon City Building DivisionEMAIL ADDRESS: mroberts@orccity.org

The land use application material is referred to you for your information, study and official comments. Your recommendations and suggestions will be used to guide the Planning staff when reviewing this proposal. If you wish to have your comments considered and incorporated into the staff report, please return a copy of this form to facilitate the processing of this application and to ensure prompt consideration of your recommendations.

Please check the appropriate spaces below.**X**

The proposal does not conflict with our interests.

The proposal conflicts with our interests for the reasons attached. (Please attach additional information)

The proposal would not conflict our interests if the changes noted below or attached are addressed.

Please add any specific comments below or attach a separate document with more information.

CONTACT THE PLANNING DIVISION IF YOU HAVE ANY QUESTIONS ABOUT THIS APPLICATION

Oregon City Planning Commission
Meeting of September 27th, 2021

RE: Testimony of Christine Kosinski, Unincorporated Clackamas County

Agenda Item 1 – LEG 21-00003 Adoption of Park Place Urbanization Study, an Amendment to the
Transportation System Plan

To be honest, there are many reasons why the Adoption of the Park Place Urbanization Study should not be approved. My reasons are many and listed below,

Public Engagement Process and Public Outreach – have been inadequate as NO, not all citizens that will be affected by the Park Place Concept Plan were invited to attend. I find it appalling that the City continues to ignore the hundreds of homeowners on Holly Ln as these will be the people dramatically affected by this development, and I will say also, the homeowners living on Trailview Dr. where you have planned to develop the Holly Ln Extension, totally against the will of the people. I wonder if DLCD would be interested in knowing the total impacts to these people which the City continues to keep “in the dark” and have not been forthcoming in telling these homeowners the whole truth.

Does the City plan to “spring” this on the homeowners at a time when all their concerns and/or choices are gone? Let me tell you, this development is going to have life altering affects upon everyone living on Holly Ln, as well as the homeowners living on Trailview Dr. where you have planned to build the Holly Ln. extension. This roadway will be very close to these homes. Please read the Internet on “Health Affects for people living on roads where they will be faced with much harm from the many pollutants spilling from cars driving their road every day, 24/7. There is NO shortage of articles bringing attention to these health concerns, such as, Cancer, Asthma, Impaired Lung Function, Premature Death, Cardiovascular Diseases, COPD, Diabetes, Poisoning, Heart Disease, Birth Defects, eye disease, Parkinson's and Multiple Sclerosis disease, just to mention a few. For homeowners living within 100 to 500 meters from the road, this is especially disastrous, and this is their future, this is what the City and developer are giving the homeowners on Holly Ln and Trailview Dr., a lifetime of illness.

According to the EPA, motor vehicles cause 75% of the Carbon Monoxide pollution in the U.S. Consider the typical passenger vehicle emits about 4.6 metric tons of carbon dioxide per year. If you want to figure this per mile, the typical vehicle emits about 404 grams of CO2 per mile. Air pollution is one of the world's leading risk factors for deaths, with air pollution attributing about 9% of deaths globally, and it also is one of the leading risk factors for disease burden,.

So yes, I am very concerned when I read statistics like these. First of all, the people of Holly Ln are very much against what this development will do to them, their children and families. Read the diseases above that the Park Place Concept Plan will give to them. Do you call this Fair? And how can the City go to DLCD and say they Comply with our Statewide Land Use Goals? This is about as far as non-compliance gets.

Now, I would like to address further issues for both Holly Ln and the homeowners presently living on Trailview Dr. who will have the Holly Ln extension in their backyards. These homeowners will suffer the same health issues, breathing pollution 24/7 takes a toll on our bodies. Now add to this the City and developer propose even more homes than anticipated in the original Concept Plan in 2007, they want to add 300 more homes which counts for the addition of 3000 more trips per day! In the Kittleson and Associates traffic report of May 21, 2007, at that time they already cite the Park Place Concept Plan is expected to generate approximately 22,990 NEW weekday daily trips. This is terrible, exactly how many trips per day does the City now, currently, plan to choke down Holly Ln?

I'm not finished yet, all homeowners living within one mile of Oak Tree Terrace will not be able to get Landslide Insurance, and NONE of the homeowners on Holly Ln, nor in Park Place, will be able to get coverage either. This is because Landslide Insurance doesn't exist any longer since the floods of 1996.

Now I ask you to read about Landslides in the current 2004 edition of your Comprehensive Plan. Note that the Comprehensive Plan speaks to the problem of "heavy traffic" and how it can re-activate landslides. Both the landslide on Oak Tree Terrace as well as the many slides lining Holly Ln, sit in a landslide area with High Susceptibility to re-activate. The Park Place Concept Plan is putting a huge burden on the people of Holly Ln as well as the homeowners living on Trailview Dr. We're all going to lose a plethora of sleep, we can't get any insurance coverage for landslides and now we all can look forward to a much shorter lifespan and it's all because the government and developer are more interested in making money than they are interested in caring for the people.

If the City somehow continues to approve this dense development in a landslide area, this means that the homeowners on Holly Ln as well as the homeowners on Trailview Dr (where the Holly Ln extension will come up alongside their homes and connect to Jada), these homeowners will have to monitor their homes and surrounding property for landslide activity since this heavy traffic will vibrate these homes 24/7. They will have to monitor for newly cracked pavement, foundation, support walls and sidewalks, tilted or cracked chimney's, check for doors and windows that stick or jam, watch for outside walls, walkways or stairs that start pulling away from the house, watch for soil that moves away from the foundation. They will have to check plumbing and gas lines for leaks, cracks in the ground, tilted trees, springs or saturated soil in areas typically dry. If any of these occur, they will have to be reported to the City for mitigation. This places a huge amount of pressure and legal issues upon the homeowner, the developer, and the City, and should I mention the huge costs to repair landslides and/or pay for homes that are crumbling away due to heavy vibrations from huge traffic. Let's face it, the City TSP has more than 100 roads aimed right at Holly Ln so motorists can get down the hill to reach the I-205, a very diabolical plan for a City that failed the people when it did not build the grade separated intersection at Hwy 213 and Beavercreek roads, when funds were easily available. Traffic belongs on the Major Arterials, not down residential streets where the people are so heavily affected.

Funding is a catastrophic problem for the City in trying to develop the Park Place Concept Plan, and it will remain so for years to come as our world grapples with the many losses caused by the Covid pandemic, and as well, our Federal Government will have no money to lend for quite some time. If the City does not have the funding, this project needs to stay on the shelf. This will give the City time to develop a much better transportation system than the one currently in place that simply will never work as it is patchwork, piecemeal and poorly planned. I also noted that the City shows a map, on Pg. 21 of the Park Place Urbanization Study, where a multitude of projects in the TSP need improvement, but are not likely to be funded. Again, no money to develop correctly. This is no way to develop.

I would like to briefly touch on the plans for the Swan Rd extension, the Holly Ln extension, the wetlands where the City plans to bring Swan Rd up parallel to Holly and connect Swan to Morton Rd. This will never happen, not enough money to bring Swan down to Redland Rd due to the tremendous landslides below, a bridge is needed and never enough money will be available. DOGAMI has stated in the past, that building over wetlands is much more difficult than building over a landslide. Lastly, you need to read the “Thesis” from Bill Burns of DOGAMI, where he speaks to the many difficulties caused by the Morton Rd-Hwy 213 Landslide, cautioning about any future development.

Here are Goals the City cites in their urbanization study, stating they Comply, but they don't because,

Goal 2.4, City does not comply as livability at it's poorest, in fact, there is none.

Goal 6.1.4 City does not comply as Air Quality actually continues to fail. Within the boundaries of the plan, literally hundreds and hundreds of trees have previously been cut down. Trees give us life, in one year a mature tree will absorb more than 48 lbs. of Carbon Dioxide and will release Oxygen in exchange. The many trees cut down in the Park Place area, have now created Heat Islands.

Goal 7.1, City does NOT comply, it is NOT protecting people & their property in hazardous areas.

Goal 1, City does NOT comply, very poor outreach to the people. Goal 1 requires that jurisdictions apply “appropriate safeguards” when planning for development there. In fact there are NO safeguards for the people, rather the people are being put into harm's way.

Goal 12, City fails to develop a safe TSP-Goal 12.5, City fails TSP improvements-Goal 12.6.2, City fails to ensure travel in congested areas, in fact, the opposite is happening, congestion getting worse.

The City does not comply with it's own “Oregon City Natural Hazards Mitigation Plan”, and fails almost all requirements. One example is found on Page OC-46, under the heading **Ideas for Implementation**, “Use the Mitigation plan to help the City's Comprehensive Land Use Plan meet State Land Use Planning Goal 7, designed to protect life and property from natural disasters and hazards through planning strategies that restrict development in areas of known hazards.” This is not happening, and why?

The City does not comply with the DLCD-DOGAMI Landslide Hazards guidelines. One example can be found on Pg. 41 (B) Goal 7 – Areas subject to Natural Hazards. “Section A **REQUIRES** local governments to adopt comprehensive plans and implementation measures for reducing risk to people and property from a minimum (landslides, earthquakes and related hazards.” Throughout this 146 pg. Document, you will read over and over, “to avoid development in hazard areas where risk cannot be mitigated”, and that development cannot put people & their property in harm's way. In fact, they go on say “local jurisdictions must analyze the trade-offs inherent in working to reduce and minimize potential damage to life, property, and the environment which may result in locating development in or away from hazards area.”

The **safety of the people should never be compromised**, however as I have read over the Park Place Urbanization Study”, there are red flags everywhere. The people, especially on Holly Ln and Trailview Dr, are being seriously compromised, this plan should not go forward. Perhaps DLCD and FEMA should hear the people on this proposed development that will gridlock our streets forever and bring much harm to the homeowners, children, and families that live on Holly Ln and in the Park Place area. I think they should be invited to a meeting!

September 27, 2021

RE: LEG-21-00003: Adoption of Park Place Urbanization Study, an amendment to the Transportation System Plan

Survey answers re: Future Sidewalk plans for Swan Avenue/Cleveland Street. (These are considered part of Phase 1 as a priority location.)

Current property on corner of Swan Ave and Cleveland Streets: 16251 Swan Avenue; Oregon City, OR 97045.

Owner(s): Della M Riggs and John L Riggs Jr (deceased); Daughter/POA Geneava Riggs Butterfield

Dear Commissioner:

Per the Urbanization Study, this corner lot property is planned to have sidewalks on two sides of the property: along Swan Avenue and Cleveland Streets.

This lot (with a house and a detached three car garage) has a 15-20 foot set back from Swan Avenue. With this same setback on Cleveland Street, this address and that of the Ray Laster's (our neighbor on Cleveland St) will have sidewalks right up to the houses.

There is an additional back lot (with a metal barn) along the creek on Cleveland Street. The creek is at the bottom of the roadway, and halfway down on our section of Cleveland Street.

Very few people walk on this part of Cleveland Street because it has a downhill, then uphill slope. It is not really safe for amateur bicyclists either. There is a creek at the bottom with a large concrete pipe under the roadway and through the culvert, and the roadway narrows at this bottom of the hill. It's not a wide roadway, and at that part, doesn't seem like a very feasible undertaking at this point.

On the other hand, the Oregon City View Manor housing project was built with approximately 100 homes. My parents and others in the neighborhood were told the housing project was going to put in street side sidewalks on their side of Swan Ave 55 YEARS AGO. They haven't been built yet and are way overdue. This side of Swan has more potential foot traffic, and is a better candidate for sidewalks at this time.

When the house was built in 1964: the plans for the house were to have the house built on the back part of the property, away from the streets, for privacy. The County decided that 1) future sewer and electric lines would not allow the house in the planned area, and 2) that piece of land is part of the Barlow Road and couldn't be built on historic property. (How the wagons hop skipped along Forsythe and Holcomb to only a few places along the actual Barlow Road have never been explained to us.) The County changed the lot plans and had the house foundation put up on the corner next to the streets. A complete flip of the blueprint. When my parents tried to sue the Contractor (also because the house was

built on top of an underground spring, which caused the basement to flood for several years), they found out he declared bankruptcy.

Our personal Concerns:

1. Owner Della Riggs is unable to walk well. There are three stairs on her front porch. She has problems using them. When checking on getting a temporary ramp for her (she is 82 years old), we were told by the salesperson we would need to contact Planning for a permit. When we contacted Planning (three times), we were told that 1) if we put in a ramp for her, she would be required to put in sidewalks. The sidewalk on Swan Ave would go directly up to her porch and extend nearly halfway down the block...for a temporary ramp. Also, there would be no room allowance for a ramp due to the setback. There might be ADA allowances for this, and 2) and with sidewalks going up to her porch (facing Swan Ave) and side wall (facing Cleveland St), she/we will lose all privacy.
2. On Cleveland Street: the only driveway access to her backyard (and the detached garage) is via a driveway on the Barn property. If she sells the barn property, in order to pay for the sidewalks that, per Planning, she is expected to pay for, she is not allowed to put in a driveway to her detached garage, because the sidewalks "won't allow it". So ANY changes she makes to property: a ramp to get in/out of her house safely, or adding a driveway for accessibility for her own structures that Planning permitted years ago won't be allowed now.
3. Also, there are at least four large and mature trees (three are co-owned with the City) within the path of the future sidewalk. She is supposed to tear these 70+ years old trees down.

We understand and accept "progress", but ask for more time for us to work with the City Planning and Public Works departments to determine the best way to handle these valid concerns. We are hoping there is a Grandfather clause of some sort, especially since this address is dealing with issues created by the COUNTY so many years ago. We do not believe this corner of Swan and Cleveland, and the portion of Cleveland Street down near the creek should be considered part of the Phase 1 process.

Thank you for your time and consideration.

Geneava Riggs Butterfield (Daughter/POA for Della Riggs)

16251 Swan Ave, Oregon City OR 97045 (503-724-8601/503-557-8557)



CITY OF OREGON CITY

Staff Report

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

To: City Commission **Agenda Date:** 11/3/2021
From: Community Development Director Laura Terway

SUBJECT:

Second Reading of Ordinance No. 21-1015 - An Ordinance Approving GLUA-21-00005, an Emergency Annexation, AN-21-00001, and Zone Change, ZC-21-00002, to R-6 for Approximately 1.05 Acres Located at 19630 S. McCord Road

STAFF RECOMMENDATION:

Approval of the second reading of Ordinance No. 21-1015, GLUA-21-00005, AN-21-00001, and ZC-21-00002 with conditions.

EXECUTIVE SUMMARY:

The proposed application includes a request for an emergency annexation of an approximately 1.05 acre property located at 19630 S. McCord Road into the city limits of Oregon City due to a failed septic system. In addition, the applicant proposed a zone change from a Clackamas County designation of Future Urbanizable 10 (FU-10) to a City designation of "R-6" Residential Dwelling District. Though no land division or development is proposed, the zone change would allow the potential for six additional homes. The staff recommendation includes findings concluding that the proposal complies with the applicable criteria with conditions. The public comment period is closed and the City Commission voted 4-0-1 to approve the first reading on October 6, 2021.

BACKGROUND:

The proposed application includes a request for an emergency annexation of an approximately 1.05 acre property located at 19630 S. McCord Road into the city limits of Oregon City due to a failed septic system. In addition, the applicant proposed a zone change from a Clackamas County designation of Future Urbanizable 10 (FU-10) to a City designation of "R-6" Residential Dwelling District. Though no land division or development is proposed, the zone change would allow the potential for six additional homes.

The property owner approached Clackamas County to apply for a permit to replace a failing septic tank that was not working properly, resulting in sewage backing up into the home. Sewage in the home is a serious health threat that complies with the definition of a failed septic system in OAR 340-071-0100(65) and is to be addressed immediately.

The City was mandated to provide service to the site to address the health threat, though prior to the physical connection, the City required the property owner to hold a pre-application conference, submit signed annexation applications and associated fees to the City and the Tri-City Sewer District, and lastly, record a Sanitary Sewer Connection and Annexation Compliance Agreement which identifies a commitment to pursue Annexation until the property is annexed. The site was physically connected to the sewer and water systems.

Pursuant to the City's Comprehensive Plan policy 14.4.4 to expedite the annexation process for properties that are required to annex as a condition of connecting to city sewer, this application does not require a recommendation from the Planning Commission.

The staff recommended findings concluding that the proposal complies with the applicable criteria with conditions. The public comment period is closed and the City Commission voted 4-0-1 to approve the first reading on October 6, 2021.

OPTIONS:

1. Approve the Second Reading of Ordinance No. 21-1015, GLUA-21-00005, AN-21-00001, and ZC-21-00002.
2. Continuation of Ordinance No. 21-1015, GLUA-21-00005, AN-21-00001, and ZC-21-00002 to the November 17, 2021 City Commission Hearing with additional direction to staff.

ORDINANCE NO. 21-1015

**AN ORDINANCE APPROVING EMERGENCY ANNEXATION AND ZONE CHANGE
PROPOSAL NO. GLUA-21-00005: AN-21-0001 AND ZC-21-0002 OF CERTAIN PROPERTY
LOCATED AT 19630 S MCCORD ROAD AND ADJACENT RIGHT-OF-WAY ON MCCORD
ROAD, TO THE CITY OF OREGON CITY**

WHEREAS, the owner of certain real property adjacent to the City of Oregon City, Dan Berge, proposed an Emergency Annexation Proposal No. GLUA-21-00005: AN-21-0001 and a Zone Change to a City zoning designation ZC-21-0002 for a approximately 1.05 acre property and abutting Right of Way located at 19630 S McCord Road, Oregon City OR 97045 identified as Clackamas County Map 3-2E-07BD, Tax Lot 6600, more fully identified in Exhibit 'A' to this Ordinance, and

WHEREAS, The annexation of this property is required due to a failed septic system, which necessitated a requirement to hook up to City sewer. and

WHEREAS, The identified property is connected to City water as the Clackamas River Water District connection was abandoned; and

WHEREAS, The Zone Change would change the zoning designation from the Clackamas County designation of Future Urbanizable 10 (FU 10) to a City designation of "R-6" Single-Family Dwelling District. No further development is proposed; and

WHEREAS, The City finds that the proposal complies with all applicable legal requirements; and

WHEREAS, Senate Bill 1573, adopted in 2016, requires annexation of territory without a vote by the people, notwithstanding city charter and regulations to the contrary, and the City finds that the annexed area is within the urban growth boundary, will be subject to an acknowledged comprehensive plan, is contiguous to the city limits and conforms with all other city requirements; and

WHEREAS, The identified property is currently in Clackamas Fire District # 1 (CFD#1), and CFD#1 will continue to provide fire protection service to the identified property when annexed; and

WHEREAS, The identified property is currently within the Clackamas County Service District for Enhanced Law Enforcement, and the Oregon City Police Department will be responsible for police services to the identified property when annexed; and

WHEREAS, The identified property is not currently within the Tri-City Service District and must petition for annexation into said District with the concurrence of the City; and

WHEREAS, The City Commission concurs that the Tri-City Service District can annex the identified properties into their sewer district;

Ordinance No. 21-1015

Effective Date: _____

Page 1 of 2

NOW, THEREFORE, OREGON CITY ORDAINS AS FOLLOWS:

- Section 1. That the area further identified in the legal description attached hereto as Exhibit "A", is hereby annexed to and made a part of the City of Oregon City.
- Section 2. That the territory identified in Exhibit "A" shall hereby remain within Clackamas County Fire District # 1.
- Section 3. That the territory identified in Exhibit "A" is hereby withdrawn from Clackamas County Service District for Enhanced Law Enforcement, and henceforth, the Oregon City Police Department will be responsible for police services to the identified property.
- Section 4. The City hereby concurs with and approves the annexing of the territory identified in Exhibit "A" into the Tri-City Service District by the Clackamas County Board of Commissioners, to the extent allowed by law.
- Section 5. That the effective date for this annexation is the date, this ordinance is submitted to the Secretary of State, as provided in ORS 222.180.

Read for the first time at a regular meeting of the City Commission held on the _____ day of _____, 2021 and the City Commission finally enacted the foregoing ordinance this _____ day of _____, 2021.

Mayor, Rachel Lyles Smith

Attested to this _____ day of _____ 2021: Approved as to legal sufficiency:

Jakob S. Wiley, Assistant City Recorder

City Attorney

Exhibit A – Map and Legal Description of Proposed Annexation

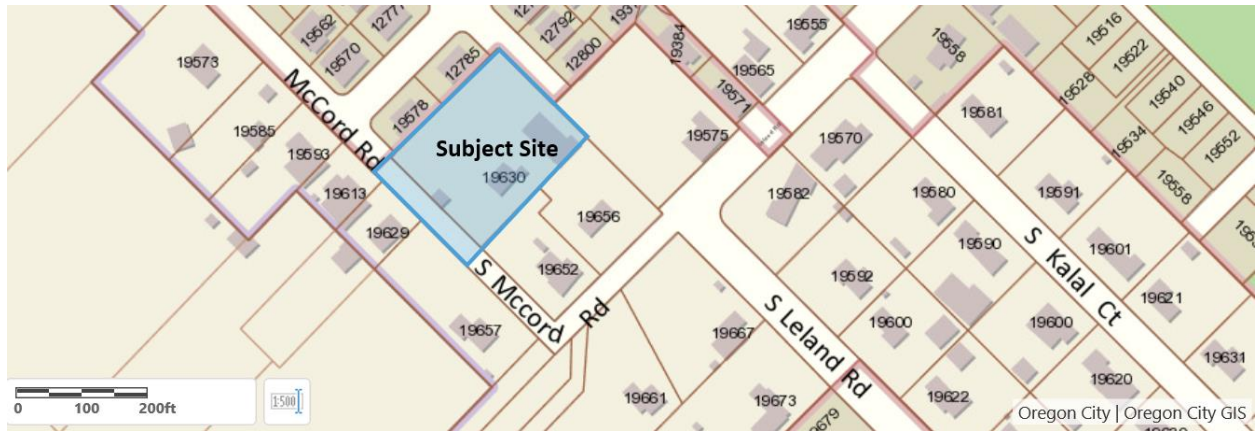
Ordinance No. 21-1015

Effective Date: _____

Page 2 of 2

Exhibit A – Map and Legal Description of Proposed Annexation

Clackamas County Map 3-2E-07BD-06600 and public right-of-way on adjacent portion of McCord Road



Ordinance No. 21-1015

Effective Date: _____

Page 1 of 1



OREGON CITY

Community Development – Planning

695 Warner Parrott Road | Oregon City OR 97045
Ph (503) 722-3789 | Fax (503) 722-3880

Staff Recommendation and Findings

September 28, 2021

A preliminary analysis of the applicable approval criteria is enclosed within the following staff report. All applicable criteria shall be met or met with conditions to be approved. The City Commission may choose to adopt the findings as recommended by Staff or alter any finding as determined appropriate.

FILE NO: GLUA-21-00005: AN-21-0001: Emergency Annexation and ZC-21-0002: Zone Change

APPLICANT: Dan Berge, PO Box 1927, Oregon City, Oregon 97045

REQUEST: Emergency Annexation and Zone Change of an approximately 1.05 acre property and adjacent right-of-way on McCord Road into Oregon City. The Applicant desires to annex the property due to a failed septic system. Annexation is required as a condition of connecting to the city sewer system. Applicant has requested a Zone Change from County FU-10 to City R-6 Single Family Dwelling. The proposal does not include a request for development approval or change in use. The subject territory is within the Oregon City Urban Growth Boundary and has Comprehensive Plan designations of LR – Low-Density Residential.

LOCATION: 19630 South McCord Road, Oregon City OR 97045 (Approx. 1.05 acres)
Clackamas County Map 3-2E-07BD-06600

REVIEWER: Laura Terway, AICP, Community Development Director
Josh Wheeler, Assistant City Engineer

RECOMMENDATION: Approval with Conditions.

PROCESS: Pursuant to OCMC Chapter 14.04. *City Boundary Changes and Extension of Services*, the procedure for review of annexations, is governed by State Law and Oregon City Code Chapter 14.04. The procedure for a zone change is outlined in Oregon City Code Chapter 17.50. *This application is subject to the Administration and Procedures section of the Oregon City Code set forth in Chapter 17.50 and OCMC 14.04. The application and all supporting documents submitted by or on behalf of the applicant are available for inspection at no cost at the Oregon City Planning Division, 695 Warner Parrott Road, during regular business hours, 9am- 4pm Monday thru Friday. Copies of these materials may be obtained for a reasonable cost. The staff report, with all the applicable approval criteria, will also be available for inspection seven days prior to the hearing. Copies of these materials may be obtained for a reasonable cost in advance. The annexation was initiated as a result of a public health hazard, and as a result, City policy is to forward these annexations directly to the City Commission without a Planning Commission recommendation.*

Any interested party may testify at the public hearing and/or submit written testimony at or prior to the close of the record by the City Commission. Notice of the decision shall be sent to the Applicant and to those

persons submitting comments and providing a return address. Any issue that is intended to provide a basis for appeal must be raised before the close of the proceeding, in person or by letter, with sufficient specificity to afford the City Commission and the parties an opportunity to respond to the issue. Failure to raise an issue with sufficient specificity will preclude any review of that issue. Parties with standing may appeal the decision of the City Commission to the Land Use Board of Appeals *within 21 days of issuance of the Notice of Decision*.

EXECUTIVE SUMMARY

The annexation of this property is required due to a failed septic system, which necessitated a requirement to hook up to the City sewer.

The property owner approached Clackamas County to apply for a permit to replace a failing septic tank that was not working properly, resulting in sewage backing up into the home. Sewage in the home is a serious health threat that complies with the definition of a failed septic system in OAR 340-071-0100(65) and is to be addressed immediately.

On February 12, 2019, the City received notice that the septic system located at 19630 S McCord Rd had failed from Clackamas County Wastewater Environmental Services (WES).

The property owner decommissioned the septic tank on May 28, 2020 and applied for a permit to hook up to City sewer and water on August 19, 2021.

The City is required to provide the extension of services to properties within 300 feet of a city sanitary sewer system with such health concern if services are available and feasible. In this case, City services were near the property and it was feasible that City services could adequately serve the site. If annexed, the property would be able to receive city services, specifically, sanitary sewer service as well as the full range of administrative and municipal services.

According to Clackamas County:

As part of the repair permit application process, the property owners were told to obtain a sewer availability worksheet showing that sewer was not legally and physically available. However, sewer was available, which precludes us from accepting an application or issuing a repair permit under DEQ rules. The property owner then contacted a septic contractor to have the septic system decommissioned in anticipation of connecting to sewer. Normally, depending on the nature of the failure, we have the outlet of the tank sealed, the tank pumped completely, and then used as a holding tank with periodic pumping until the home can be connected to a sewer system. This at least can allow the home to be used while the particulars of the sewer connection are worked out. In this case, however, it appears the owners instead took the step of decommissioning the system without first having a viable plan for sewer service to the home. This step put them in violation of OAR 340-071-0130(9), requiring that all plumbing fixtures be connected to a viable sewer system (area wide or onsite).

Unfortunately, because we were not able to accept the application as a result of sewer being available, we do not have a record of the information that the owner submitted last year when they attempted to apply for the repair permit. However, without a viable sewerage system, we would view the home as currently uninhabitable.

The City was required to provide service to the site, though prior to the physical connection, the City required the property owner to submit a pre-application conference for the Annexation, submit signed annexation applications and associated fees to the City and the Tri-City Sewer District, and record a Sanitary Sewer Connection and Annexation Compliance Agreement which identifies a commitment to pursue Annexation until the property is annexed. The Applicant completed the requirements and recorded the compliance agreement on February 18, 2021. The site was physically connected to the sewer system.

Annexations alter the regulations applicable to properties but do not change the zoning designation of the property. The Applicant also submitted a request to change the zoning designation from the Clackamas County designation of Future Urbanizable 10 (FU-10) to a City designation of "R-6" Residential Dwelling District. The site has a Comprehensive Plan designation of Low-Density Residential (LR) and R-6 is an allowable zone within the designation. Though the Applicant has not proposed any development with the proposal, the zone change would allow the potential of six additional dwelling units for a total of seven units onsite.

LAND USE PLANNING

SITE CHARACTERISTICS

The approximately 10.5 acre property includes a home and two accessory structures with generally level topography. The Applicant has connected to the City sewer main system running on Anita Place that abuts the north edge of the property with a service line. The site is a residential parcel. The abutting right-of-way of Anita Place is already within the City, and the property is contiguous to the City Limit on the North and West sides.

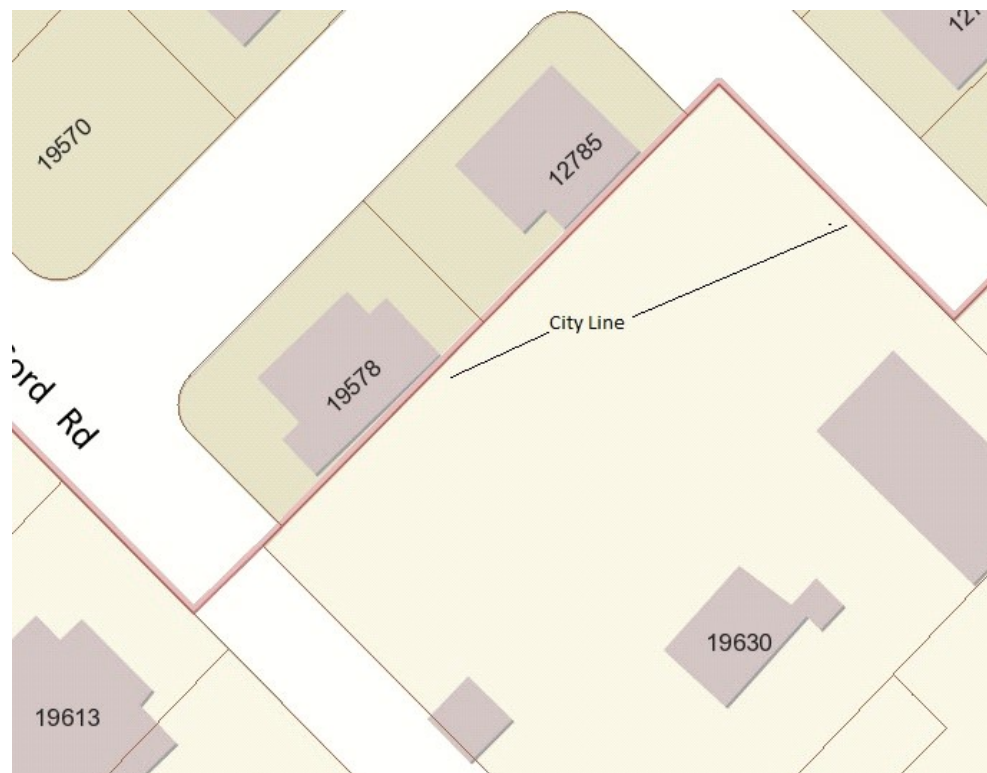


Figure 1. Contiguity with City Limits

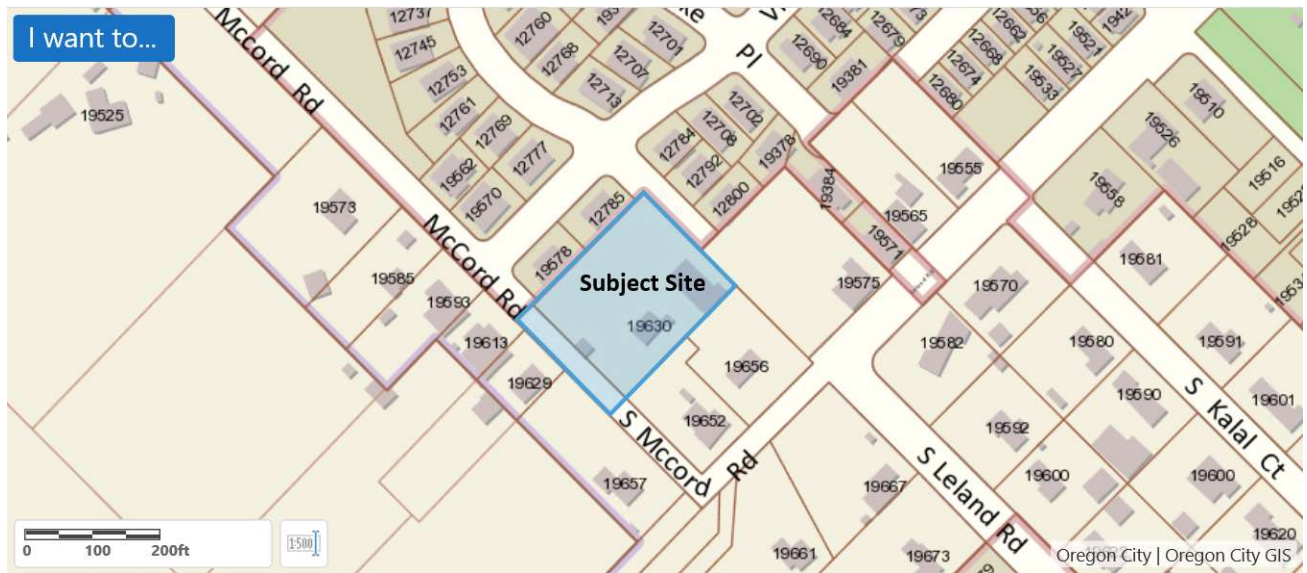


Figure 2. Location Map



Figure 3. Street View (2012)

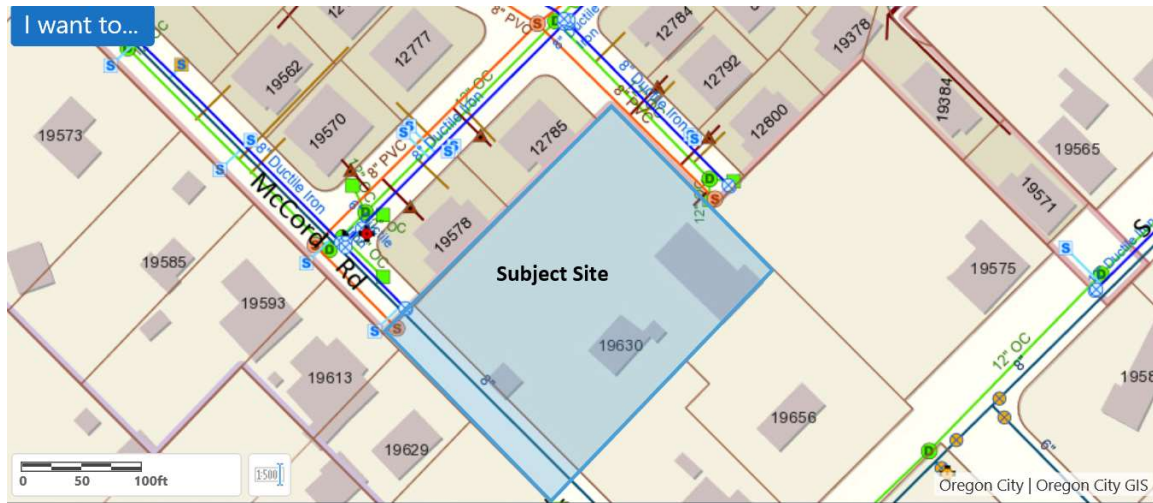


Figure 4. Utilities (Sewer in Orange)

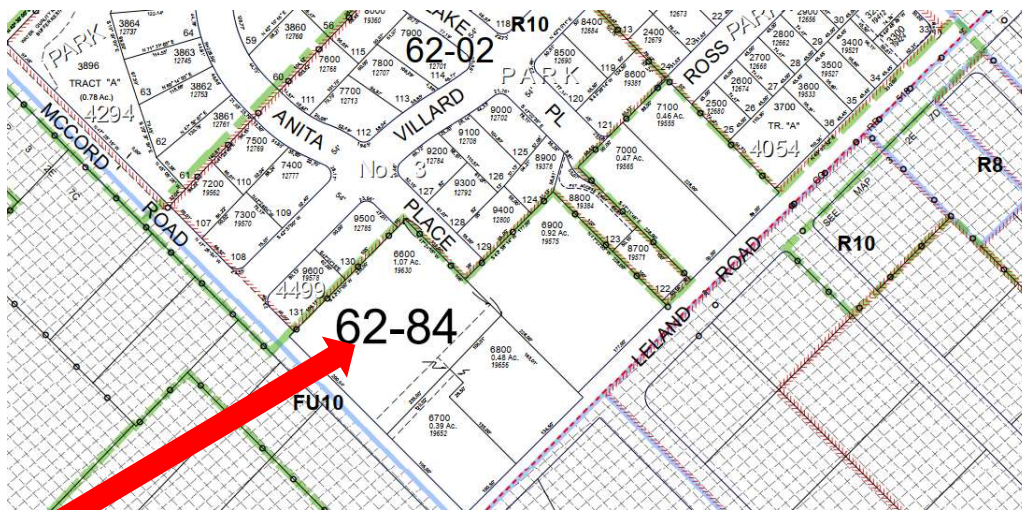


Figure 5. Clackamas County Tax Assessor Map Excerpt



Figure 6. Aerial Photograph (2019)

REGIONAL PLANNING CONSIDERATIONS

General Information

This territory is inside Metro's jurisdictional boundary and inside the regional Urban Growth Boundary (UGB).

Metro Boundary Change Criteria

The Legislature has directed Metro to establish criteria that must be used by all cities within the Metro boundary. The Metro Code states that a final decision shall be based on substantial evidence in the record of the hearing and that the written decision must include findings of fact and conclusions from those findings. The Code requires these findings and conclusions to address the following minimum criteria:

1. Consistency with directly applicable provisions in ORS 195 agreements or ORS 195 annexation plans.
2. Consistency with directly applicable provisions of urban planning area agreements between the annexing entity and a necessary party.
3. Consistency with directly applicable standards for boundary changes contained in Comprehensive land use plans and public facility plans.
4. Consistency with directly applicable standards for boundary changes contained in the Regional framework or any functional plans.
5. Whether the proposed boundary change will promote or not interfere with the timely, orderly and economic provision of public facilities and services.
6. Consistency with other applicable criteria for the boundary change in question under state and local law.

The Metro Code calls for consistency of the annexation with the Regional Framework Plan or any functional plan. The Annexation is not inconsistent with this criterion because there were no directly applicable criteria for boundary changes found in the Regional Framework Plan, the Urban Growth Management Function Plan, or the Regional Transportation Plan. The Metro Code also contains a second set of 10 factors that are to be considered where: 1) no ORS 195 agreements have been adopted, and 2) a necessary party is contesting the boundary change. The factors are not applicable at this time to this annexation because no necessary party has contested the proposed annexation.

Metro Regional Framework Plan

The law that requires Metro to adopt criteria for boundary changes and specifically states that those criteria shall include " . . . compliance with adopted regional urban growth goals and objectives, functional plans . . . and the regional framework plan of the District [Metro]." Metro's Growth Management Functional Plan was reviewed and found not to contain any criteria directly applicable to boundary changes. The Regional Framework Plan was reviewed and found not to contain specific criteria applicable to boundary changes.

CLACKAMAS COUNTY PLANNING

The Metro Code states that the Commission's decision on this boundary change should be " . . . consistent with specific directly applicable standards or criteria for boundary changes contained in comprehensive land use plans, public facility plans, . . . "

The Clackamas County Comprehensive Plan is the currently applicable plan for this area. The plan designation for this site is Low-Density Residential (LR) on the County's Oregon City Area Land Use Plan. The County's zoning for the property is FU-10, Future Urban, with a 10-acre minimum lot size. The current

zoning designation is a holding zone to prevent the creation of small parcels in areas within the Urban Growth Boundary to preserve the capacity of the land to fully develop once a full range of urban services is available.

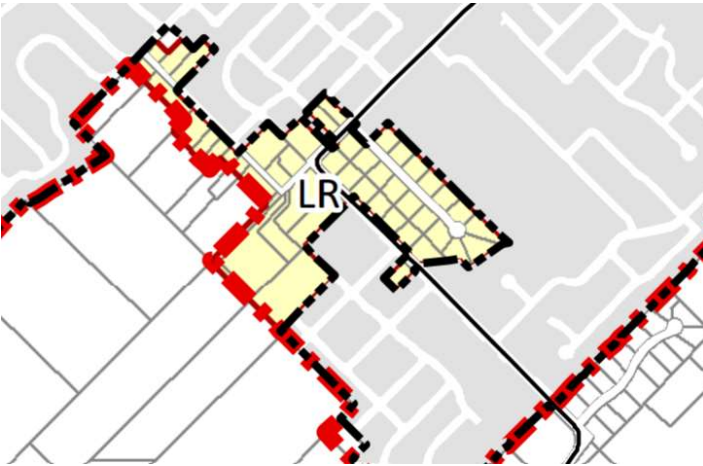


Figure 5. County Comprehensive Plan designation LR

Clackamas County Zoning and Development Ordinance (ZDO) section 316 provides that the Future Urban 10-Acre District is applied to those areas designated as Future Urban by Chapter 4 of the Clackamas County Comprehensive Plan.

The *Land Use* section of the Plan, Chapter 4, identifies the territory proposed for annexation as *future urban*, which are defined as:

"Future urban areas are lands within urban growth boundaries but outside immediate urban areas. Future urban areas are planned to be provided with public facilities but currently lack providers of those facilities. Future urban areas are substantially underdeveloped and will be retained in their current use to ensure future availability for urban needs. Future urban areas are planned for urban uses but zoned for large-lot, limited development."

Urban Growth Management Agreement

The City and the County have an Urban Growth Management Agreement (UGMA), which is a part of their Comprehensive Plans. The territory to be annexed falls within the Urban Growth Management Boundary (UGMB) identified for Oregon City and is subject to the Agreement. The County agreed to adopt the City's Comprehensive Plan designations for this area that is Low-Density Residential.

The UGMA presumes that all the urban lands within the Urban Growth Boundary will ultimately annex to the City. It specifies that the City is responsible for the public facilities plan required by Oregon Administrative Rule Chapter 660, division 11. The Agreement goes on to say:

4. City and County Notice and Coordination

* * *

D. The CITY shall provide notification to the COUNTY, and an opportunity to participate, review and comment, at least 20 days prior to the first public hearing on all proposed annexations . . .

* * *

5. City Annexations

A. *CITY may undertake annexations in the manner provided for by law within the UGMB. CITY annexation proposals shall include adjacent road right-of-way to properties proposed for Annexation. COUNTY shall not oppose such annexations.*

B. *Upon Annexation, CITY shall assume jurisdiction of COUNTY roads and local access roads that are within the area annexed. As a condition of jurisdiction transfer for roads not built to CITY street standards on the date of the final decision on the Annexation, COUNTY agrees to pay to CITY a sum of money equal to the cost of a two-inch asphaltic concrete overlay over the width of the then-existing pavement; however, if the width of pavement is less than 20 feet, the sum shall be calculated for an overlay 20 feet wide. The cost of asphaltic concrete overlay to be used in the calculation shall be the average of the most current asphaltic concrete overlay projects performed by each of CITY and COUNTY. Arterial roads will be considered for transfer on a case- by-case basis. Terms of transfer for arterial roads will be negotiated and agreed to by both jurisdictions.*

C. *Public sewer and water shall be provided to lands within the UGMB in the manner provided in the public facility plan . . .*

* * *

The required notice was provided to the County at least 20 days before the City Commission hearing. The Agreement requires that adjacent road rights-of-way be included within annexations. The abutting rights-of-way will be included in the Ordinance adopting the annexation. The proposed Annexation includes annexation of the portions of the adjoining right-of-way which have not yet been annexed.

Public Comments:

- a. Erik Carr, Clackamas Water Environment Services (WES) submitted comments indicating that the property will need to annex into the Tri-City Service District for sanitary sewer service once the City annexation is approved.
- b. Natalia Marteniz, Servplus, LLC submitted comments indicating that the proposal does not conflict with any interests.

Oregon City Municipal Code

14.04.060 - Annexation factors.

A. When reviewing a proposed annexation, the Commission shall consider the following factors as relevant:
1. Adequacy of access to the site

Finding: Complies as Proposed. The subject site has frontage and access from McCord Road and Anita Place. The site access is discussed below in the Facilities and Services section.

14.04.060.A.2. Conformity of the proposal with the City's comprehensive plan

Finding: Please refer to the analysis below.

14.04.060.A.3. Adequacy and availability of public facilities and services to service potential development

Finding: Complies with Condition. The City is able to serve the subject site as demonstrated below, even accounting for the proposed zone change, which could result in up to six additional dwellings. No land

division or additional dwellings are proposed at his time, however, the capacity of the utility and transportation infrastructure will be analyzed further upon submission of a development annexation.

ORS 195 Agreements. ORS 195 requires agreements among providers of urban services. Urban services are defined as sanitary sewers, water, fire protection, parks, open space, recreation and streets, roads, and mass transit.

Sanitary Sewers. Due to the public health concern caused by a failing septic system, the City has approved access to the City sewer system. The City of Oregon City currently provides sanitary sewer service via an 8" PVC sewer main line in Anita Place which is connected to the house via a sewer lateral.

The Tri-City Service District provides sewage transmission and treatment services to the cities of Oregon City, West Linn, and Gladstone. Each City owns and maintains its own local sewage collection system. The District owns and maintains the sewage treatment plant and interceptor system. The three cities are in the District, and as provided in the Intergovernmental Agreement between the District and the City, the District does not serve territories outside Oregon City, with one exception.

Before January 1, 1999, state statute (ORS 199) provided that when the territory was annexed to a city that was wholly within a district, the territory was automatically annexed to the District as well. That statute no longer applies in this area. Therefore, each Annexation to Oregon City needs to be followed by a separate annexation of the territory to the Tri-City Service District. Before any urban development can occur, the territory must also be annexed to the Tri-City Service District. The applicant record a Sanitary Sewer Connection and Annexation Compliance Agreement which identifies a commitment to pursue Annexation with the Tri-City Sewer District until the property is annexed

The Tri-City Service Water Pollution Control Plant is along Interstate 205 in Oregon City just east of the junction of the Willamette and the Clackamas Rivers. The plant had an average flow capacity of 4.4 million gallons per day (MGD) and a design peak flow capacity of 50.0 MGD and served a population of 66,500 in the year 2001. However, the facility was expanded in 2012 to increase the available average dry weather capacity to 11.9 MGD and a peak flow of 68.7 MGD. The plant is currently serving a population of 98,000 residents and has expanded solids handling capacity as of 2020.

The Sanitary Sewer Master Plan anticipates serving the subject site upon future redevelopment and has sufficient capacity to support both the Annexation and Zone Change, which anticipate an additional six lots. **Based on the recorded agreement, the Applicant can meet this standard by complying with the conditions of approval.**

Water. The property is currently being served by Oregon City. Due to the emergency annexation, the City required the property to abandon the Clackamas River Water District connection per the District's standards and connect to the City water main in Anita Place. The Water Sewer Master Plan anticipates serving the subject site upon future redevelopment and has sufficient capacity to support both the Annexation and Zone Change, which anticipate an additional six lots.

Stormwater. No additional development has been proposed. Onsite stormwater drainage or discharge to a City or County facility will be required upon future development. Any future development would have to convey site stormwater runoff to the appropriate stormwater system in the area. The Stormwater Master Plan anticipates serving the subject site upon future redevelopment and has sufficient capacity to support both the Annexation and Zone Change.

Fire Protection. This territory is currently within Clackamas Fire District #1, which serves portions of Clackamas County as well as Oregon City. Oregon Revised Statute 222.120 (5) allows the City to specify that the territory is automatically withdrawn from the District upon approval of the annexation. Staff recommends that the territory not be withdrawn from CFD#1.

Police Protection. The Clackamas County Sheriff's Department currently serves the territory. The proposed annexation was forwarded for comment to the Sheriff's Department as well as the Oregon City Police Department. Neither entity indicated that there is inadequate capacity to serve the property.

The area to be annexed lies within the Clackamas County Service District for Enhanced Law Enforcement, which provides additional police protection to the area. Due to the location being surrounded by Oregon City, Oregon City Police Department already occasionally responds to County emergency calls for the unincorporated area. The impact on police services upon annexation will be negligible. Upon annexation, the Oregon City Police Department will officially serve the property.

According to ORS 222.120 (5), the City may provide in its approval ordinance for the automatic withdrawal of the territory from the District upon Annexation to the City. If the territory were withdrawn from the District, the District's levy would no longer apply to the property.

School. The subject site is within the Oregon City School District. The School District was provided notification of the proposal and did not indicate that there was inadequate capacity for the additional dwelling units from the zone change.

Parks, Open Space, and Recreation. The nearest City park is Filbert Run Park, about .57 mile from the property. Any further homes constructed on the property, following annexed, re-zoning, and land division, would contribute to the Parks System Development Charge, which is currently \$6,319 per Single Family Home.

Transportation. Traffic Assessment Letter was prepared for this project by Lancaster Engineering and is included with this application submittal. This analysis shows adequate capacity exists to serve the proposed development.

The Applicant submitted a transportation analysis letter (TAL), dated July 7, 2021, prepared under the direction of Jennifer Danziger, PE of Lancaster Mobley. The TAL assumes a maximum impact of the annexation and zone change as seven single-family homes. The site is currently developed with a single-family home, and thus only six additional dwelling units are feasible. The six dwellings permitted under the proposed zoning are calculated to produce 4 new AM peak hour trip; 6 new PM peak hour trips; and 56 new weekday trips. The engineer's trip distribution shows 40 percent going to and from the northwest on McCord Road and 60 percent going to and from the northeast on McCord Road and Leland Road. The amount of traffic generated by the development can easily be accommodated on local residential streets. The increase of traffic on collector and arterial streets is

not significant. The rezoning and does not change the functional classification of any existing or planned transportation facility; does not degrade the performance of existing or planned facilities; and does not cause a significant effect as defined under the Transportation Planning Rule.

The traffic study was reviewed by John Replinger, a City transportation engineering consultant for appropriateness who concluded that the review meets city requirements and provides an adequate basis upon which impacts of the Annexation and rezoning can be assessed. There are no mitigation measures or other transportation conditions required in connection with the current land use action. An additional transportation study will be required with development of additional lots on the subject site.

Other Services. Planning, building inspection, permits, and other municipal services will be available to the territory from the City upon Annexation.

14.04.060.A.4. Compliance with applicable sections of ORS 222, and Metro Code Section 3.09

Finding: Complies as Proposed. Though the applicable process in ORS 222 is referenced throughout this report, the only applicable criterion in ORS 222 is that annexed lands be contiguous to the City. The site is in the County with a contiguous border with city property.

A number of provisions within Metro Code section 3.09 have been analyzed.

Metro Code 3.09.050(d)(1) requires the Commission's findings to address consistency with applicable provisions of urban service agreements or annexation plans adopted according to ORS 195. There are no such plans or agreements in place.

The Metro Code, at 3.09.050(d)(3), requires the City's decision to be consistent with any "directly applicable standards or criteria for boundary changes contained in comprehensive land use plans and public facilities plans." The County Plan also identifies the property as Immediate Urban lands, which should ensure the "orderly, economic provision of public facilities and services." The property owner has demonstrated that the City can provide all necessary urban services. Nothing in the County Plan speaks directly to the criteria for annexation. Therefore, the Commission finds this proposal is consistent with the applicable plan as required Metro Code 3.09.050 (d)(3).

Metro Code 3.09.050(d)(5) states that another criterion to be addressed is "Whether the proposed change will promote or not interfere with the timely, orderly, and economic provision of public facilities and services." Based on the evidence in the Findings, the annexation will not interfere with the timely, orderly, and economic provision of services.

14.04.060.A.5. Natural hazards identified by the City, such as wetlands, floodplains and steep slopes

Finding: Not Applicable. No natural hazards are identified on the property and no overlay districts extend to the property.

14.04.060.A.6. Any significant adverse effects on specially designated open space, scenic, historic or natural resource areas by urbanization of the subject property at time of Annexation

Finding: Not Applicable. No adverse effects on the identified resources are apparent. There are no overlay districts that affect the property. The site is not designated as historic, though a 2011 inventory identified that the 1920 home and one of the outbuildings were eligible/contributing. Though the property is

encouraged to further investigate local historic designation of the home, there will be no adverse affect from the Annexation because the home is not designated within the County.

14.04.060.A.7. Lack of any significant adverse effects on the economic, social and physical environment of the community by the overall impact of the annexation

Finding: Complies with Condition. No significant adverse effects have been identified.

The Commission interprets the "community" as including the City of Oregon City and the lands within its urban service area. The City will obtain a small increase in property tax revenues from adding additional assessed value to its tax roll as a result of annexing the territory. The City will also obtain land use jurisdiction over the territory. Finally, it will have service responsibilities, including fire, police, and general administration. The City already occasionally delivers police service to the unincorporated area in the course of patrolling to deliver service to the incorporated area. The increases in service responsibilities to the area that result from the annexation are insignificant.

Any impacts on the community that result from approval of development permits are a direct consequence of the future permit approval, not of the annexation. Before any urban development can occur, the territory must also be annexed to the Tri-City Service District. The applicant record a Sanitary Sewer Connection and Annexation Compliance Agreement which identifies a commitment to pursue Annexation with the Tri-City Sewer District until the property is annexed. Before any urban development can occur, the territory must be annexed to the Tri-City Service District. Before any urban development can occur, the territory must be annexed to the Tri-City Service District. **Based on the recorded agreement the Applicant can meet this standard by complying with the conditions of approval.**

14.04.060.A.8. Whether significant site grading or tree removal (greater than fifty percent of the "forest canopy"), excluding farm or forest practices as defined under ORS 30.930, has occurred on the property since the date when the annexation application was filed with the city.

Finding: Complies. No known significant site grading or tree removal has occurred on the property since the date when the annexation application was filed with the City.

14.04.120 - Exceptions.

The city commission may authorize an exception to any of the requirements of this chapter. An exception shall require a statement of findings that indicates the basis for the exception. Exceptions may be granted for identified health hazards and for those matters which the city commission determines that the public interest would not be served by undertaking the entire annexation process. All annexations, however, shall be referred to the voters of the City except those exempted by state law. An exception referring to an annexation application that meets the approval criteria to an election cannot be granted except as provided for in the Oregon Revised Statutes.

Finding: Complies. Due to the nature of the emergency septic failure, this annexation proposal bypassed the Planning Commission as in the past emergency sewer connection requests. The City's policy is to expedite the processing of such annexations by forwarding a recommendation directly to the City Commission without a Planning Commission recommendation to facilitate a more efficient review process for property owners who are forced to initiate Annexation through no fault of their own and because by Oregon Revised Statute, the property must be annexed due to the public health risk associated with no working septic system or sewer connection. This is consistent with Comprehensive Plan Policy 14.4.4:

14.4.4

Expedite the Annexation of property as provided by state law in order to provide sewer service to adjacent unincorporated properties when a public health hazard is created by a failing septic tank sewage system.

If in the event, the annexation is denied by the City Commission, the Commission would need to direct city staff to allow an extraterritorial connection to city services by providing additional findings or mitigating factors for the record that show compliance with the Comprehensive Plan and specifically Policy 11.1.3- *Confine urban public facilities and services to the city limits except where allowed for safety and health reasons in accordance with state land use planning goals and regulations. Facilities that serve the general public will be centrally located and accessible, preferably by multiple modes of transportation.* In addition, the application would need to continue to submit new annexation applications until the application is approved.

Senate Bill 1573

If the City Commission determines that the proposed annexation should be approved, the City Commission is required by the Charter to submit the annexation to the electors of the City. However, the passage of SB 1573 requires that the City annex the territory without submitting the proposal to the electors of the City if:

- (a) The territory is included within an urban growth boundary adopted by the City or Metro, as defined in ORS 197.015;*
- (b) The territory is, or upon annexation of the territory into the City will be, subject to the acknowledged comprehensive plan of the City;*
- (c) At least one lot or parcel within the territory is contiguous to the city limits or is separated from the city limits only by a public right of way or a body of water; and*
- (d) The proposal conforms to all other requirements of the City's ordinances.*

The territory is included within the City's UGB adopted by the City and Metro. The territory has a Comprehensive Plan Designation of Low-Density Residential pursuant to the acknowledged Oregon City Comprehensive Plan. The territory is contiguous to the City Limits. As demonstrated in this report, the proposal can meet the City's applicable ordinances. Thus, the proposal meets items (a) through (d), with the conditions of approval, and the City may annex the territory without submitting the proposal to the electors of the City.

Measure 3-51- May 18, 1999 Voter-Approved Annexation Charter Amendment

The City Commission sent a measure to voters in 1999 to adopt a charter amendment that required all annexations be sent to the voters and indicated that *"this measure would not apply to certain annexations that the city is required to undertake, such as annexations to abate public health hazards pursuant to ORS 222.900."*

This is an emergency annexation to allow a single property to connect to the City's sanitary sewer system because of a failing septic system on site. OAR 340-071-0160 mandates that a property with a failing septic system must connect to a sanitary sewer if it is physically and legally available. A sewerage system is deemed legally available if the system is not under a DEQ connection permit moratorium and the sewerage system owner is willing or obligated to provide sewer service. The subject site has access to the sanitary sewer in front of the house, and the line is not under a DEQ connection permit moratorium. Oregon City

Comprehensive Plan Policy 11.1.3- *Confine urban public facilities and services to the city limits except where allowed for safety and health reasons in accordance with state land use planning goals and regulations* directs the City to process this annexation.

Therefore, staff believes that the sewer connection and annexation is mandated by law. It is reasonable for the City Commission to also find that this would fall under the "*this measure would not apply to certain annexations that the city is required to undertake*" exemption above.

The proposal is a single tax lot annexation initiated by a consent petition of 100% of the property owners and registered voters. The petition meets the requirement for initiation set forth in ORS 222.170 and Metro Code 3.09.040(a).

OCMC Chapter 17.68 Zoning Changes and Amendments

17.68.010 - Initiation of the amendment.

A text amendment to the comprehensive plan, or an amendment to the zoning code or map or the Comprehensive Plan map, may be initiated by:

- A. A resolution request by the City Commission;
- B. An official proposal by the Planning Commission;
- C. An application to the Planning Division; or.
- D. A Legislative request by the Planning Division.

All requests for amendment or change in this title shall be referred to the Planning Commission.

Finding: Complies. The annexation and zone change applications were submitted by the property owner to the Planning Division.

17.68.020 - Criteria.

The criteria for comprehensive plan amendment or text or map amendment in the zoning code are set forth as follows:

17.68.020.A. The proposal shall be consistent with the applicable goals and policies of the comprehensive plan;

Finding: Please refer to the analysis below.

17.68.020.B. That public facilities and services (water, sewer, storm drainage, transportation, schools, police and fire protection) are presently capable of supporting the uses allowed by the zone or plan amendment, or can be made available prior to issuing a certificate of occupancy. Service shall be sufficient to support the range of uses and development allowed by the zone or plan amendment;

Finding: Complies as Proposed. Though the Applicant has not proposed any development with the proposal, the zone change would allow the potential of six additional dwelling units for a total of seven units onsite. As demonstrated in OCMC 14.04.060.3 all public facilities are presently capable of supporting the existing use and facility master plans have anticipated future development on site, such as the six additional uses potentially identified in the Zone Change application. Assessment of System Development Charges will be based on the future development of the property to assure facilities and services can be support new uses. Sewer and water exist at the property's Anita Place frontage and do not need to be extended to the property to accommodate new required service connections. Stormwater drainage is present and capable of supporting the new use presented by the rezoning but is not required to serve the development (an existing single-family home) in this application.

17.68.020.C. The land uses authorized by the proposal are consistent with the existing or planned function, capacity and level of service of the transportation system serving the proposed zoning district or plan amendment; and

Finding: Complies as Proposed. The project falls within the Transportation System Plan (TSP) adopted August 2013 which assumes Annexation and redevelopment of the subject site consistent with the proposed Annexation. The TSP identifies improvements, including sidewalk infill and bike lanes on both sides of McCord Rd. The existing transportation system is sufficient to manage the existing function of a single-family residence. The existing transportation is sufficient to manage the planned function, capacity, and level-of-service of the rezoning proposed in this application considering the improvements identified in the 2013 Plan which are required at the time of development per Oregon City Municipal Code Chapter 16.12. Further development and division of land, which create additional dwellings onsite, require additional analysis and review of the transportation system upon submittal of a development application. The project area does not fall within a Transportation System Plan amendment such as the Linn Ave, Leland Road, and Meyers Road Corridor Plan.

17.68.020.D. Statewide planning goals shall be addressed if the comprehensive plan does not contain specific policies or provisions which control the amendment.

Goal 1 Citizen Involvement

Finding: Complies. Goal 1 calls for the opportunity for citizens to be involved in all phases of the planning process. The public was provided the opportunity to be involved in the decision-making process with a notification on the City's website as well as a sign posted on the property, mailed notification to properties within 300 feet, and an emailed notice to various agencies and groups including neighborhood associations.

Goal 2 Land Use Planning

Finding: Complies. Goal 2 outlines the basic procedures of Oregon's statewide planning program, stating that land-use decisions must be made in accordance with comprehensive plans and that effective implementation ordinances must be adopted. The annexation and zone change is processed according to the Comprehensive Plan and municipal code which implements it.

Goal 3: Agricultural Lands

Finding: Not Applicable. Goal 3 is not applicable.

Goal 4: Forest Lands

Finding: Not Applicable. Goal 4 is not applicable.

Goal 5: Open Spaces, Scenic and Historic Areas, and Natural Resources

Finding: Not Applicable. Goal 5 requires the City to inventory, protect and conserve natural, scenic, and historic resources within the City. The goal is implemented with the creation of overlay districts for the protection of flooding, hillsides, landslide hazards, stream, and wetland protection, and historic resources. The subject site is not within any applicable overlay district.

Goal 6: Quality of Air, Water, and Land Resources

Finding: Not Applicable. Goal 6 requires local comprehensive plans and implementing measures to be consistent with state and federal regulations. By complying with applicable air, water and land resource quality policies in the Oregon City Comprehensive Plan, the requirements of Goal 6 have been properly addressed.

Goal 7: Natural Hazards

Finding: Not Applicable. Goal 7 requires that jurisdictions apply appropriate safeguards when planning development in areas that are subject to natural hazards such as flood hazards. The goal is implemented with the creation of overlay districts for the protection of flooding, hillsides, and landslide hazards. The subject site is not within any applicable overlay district.

Goal 8 Recreational Needs

Finding: Not Applicable. Goal 8 is not applicable.

Goal 9 Economic Development

Finding: Complies. Annexation and the zone change allow the site to be utilized as a home occupation.

Goal 10 Housing

Finding: Complies as Proposed. Goal 10 requires the City to maintain and plan for an adequate supply of land to accommodate 20 years of future growth, providing flexibility in housing location, type, and density to ensure the availability and prices of housing units are commensurate with the needs and financial capabilities of Oregon households. The annexation and zone change will result in the inclusion of an existing single-family dwelling within the City limits, with the potential of future development of an additional six dwellings.

Goal 11 Public Facilities and Services

Finding: Complies as Proposed. As demonstrated in OCMC 14.04.060.A.3, the City has planned for urbanization of the subject site consistent with the proposed zoning designation.

Goal 12 Transportation

Finding: Complies as Proposed. Based on the findings in OCMC 14.04.060.A.3, the City has planned for urbanization of the subject site consistent with the proposed zoning designation.

Goal 13 Energy Conservation

Finding: Complies. The proposed annexation and zone change will allow additional dwellings within the City which will result in a more energy efficient urban form and infrastructure.

Goal 14 Urbanization

Finding: Not Applicable. Goal 14 is not applicable as no change is proposed to the Metro Urban Growth Boundary, which Oregon City is within.

Goal 15 Willamette River Greenway

Finding: Not Applicable. Goal 15 is not applicable; the subject site is not within the Willamette River Greenway Overlay District.

Goal 16 Estuarine Resources

Finding: Not Applicable. Goal 16 is not applicable.

Goal 17 Coastal Shorelands

Finding: Not Applicable. Goal 17 is not applicable.

Goal 18 Beaches and Dunes

Finding: Not Applicable. Goal 18 is not applicable.

Goal 19 Ocean Resources

Finding: Not Applicable. Goal 19 is not applicable.

17.68.025 - Zoning for land annexed into the City

Upon Annexation into the City, the property shall be rezoned from County zoning to the corresponding City zoning designation as identified in Table 17.06.030, provided the criteria for a zone change can be met.

Finding: Applicable. The proposal includes an application for a zone change to R-6. An analysis of compliance with the standards in OCMC 17.68 is provided within this report.

OREGON CITY COMPREHENSIVE PLAN

This territory is designated by the Oregon City acknowledged Comprehensive Plan as LR – Low-Density Residential. Portions of the City's Comprehensive Plan have some applicability, and these are covered here.

Goal (1) Citizen Involvement

Goal 1.2: Ensure that citizens, neighborhood groups and affected property owners are involved in all phases of the comprehensive planning program.

Finding: Complies. The City's adopted development ordinances include provisions that ensure that citizens, neighborhood groups, and affected property owners have ample opportunity for participation in zone change applications. Consistent with these provisions, the Applicant met with the Neighborhood Association prior to the submittal of this application. This meeting provided attendees with information regarding the proposal and the Applicant took comments from the neighbors into consideration in preparing this application. City provisions provide for public notice prior to hearings that will take place before the Planning Commission and City Commission. All interested persons will have the opportunity to comment in writing or in person through the public hearing process. By following this process, the requirements of this policy are met.

Goal (2) Land Use

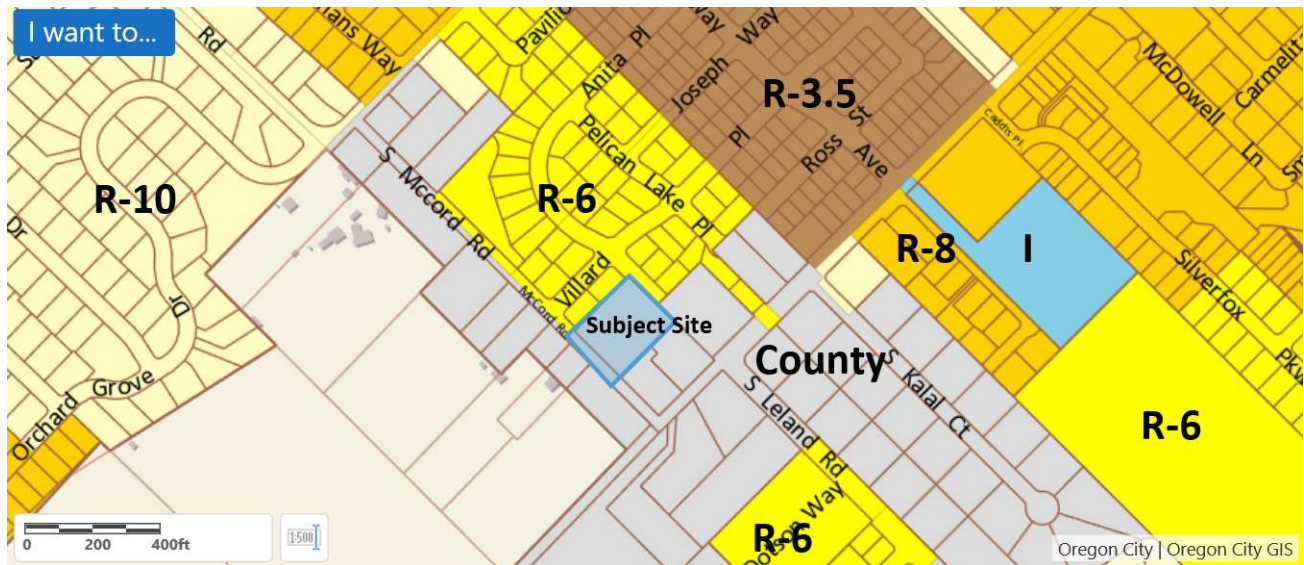
Goal 2.1 Efficient Use of Land. Ensure that property planned for residential, commercial, office, and industrial uses is used efficiently, and that land is developed following principles of sustainable development.

Finding: Complies as proposed. The annexation and zone change will result in the inclusion of an existing single-family dwelling within the City limits, with the potential of future development of an additional six dwellings.

Goal 2.4 Neighborhood Livability Provide a sense of place and identity for residents and visitors by protecting and maintaining neighborhoods as the basic unit of community life in Oregon City while implementing the goals and policies of the other sections of the Comprehensive Plan.

Policy 2.4.1 Develop local neighborhood plans to strengthen and protect residential neighborhoods and historic areas from infill development, such as development along linear commercial corridors.

Finding: Complies as Proposed. The proposed Annexation and zone change is anticipated in the Comprehensive Plan, as the property is within the Urban Growth Boundary and has a Comprehensive Plan designation of "LR" Low-Density Residential which is consistent with the "R-6" zoning designation. In addition, the proposed Annexation is adjacent to the City and to land which is zoned and developed with single-family homes in the R-6 designation. The annexation and zone change will result in additional housing opportunities within the City.



Policy 2.4.4 Where environmental constraints reduce the amount of buildable land, and/or where adjacent land differs in uses or density, implement Comprehensive Plan and zoning designations that encourage compatible transitional uses.

Finding: Complies as Proposed. The proposed Annexation and zoning is consistent with the surrounding area which includes additional R-6 land.

Goal 2.7: Maintain the Oregon City Comprehensive Plan Land Use Map as the official long-range planning guide for land use development of the City by type, density and location.

Finding: Complies as Proposed. The Comprehensive Plan Land Use Map designates the subject property as Low Density Residential Development. The R-6 zoning district is a zone that implements this plan designation.

Policy 2.7.2 Use the following 11 land-use classifications on the Oregon City Comprehensive Plan Land-Use Map to determine the zoning classifications that may be applied to parcels:

Finding: Complies. The R-6 Dwelling District is within the Low-Density Residential Comprehensive Plan designation.

Goal (5) Natural Resources

Goal 5.2 Scenic Views and Scenic Sites Protect the scenic qualities of Oregon City and scenic views of the surrounding landscape.

Finding: Not Applicable. The subject site is not designated as scenic. Further, no development is proposed.

Goal 5.4 Natural Resources Identify and seek strategies to conserve and restore Oregon City's natural resources, including air, surface and subsurface water, geologic features, soils, vegetation, and fish and wildlife, in order to sustain the quality of life for current and future citizens and visitors, and the long-term viability of the ecological systems.

Finding: Not Applicable. The subject site is not designated as within the geologic hazard or natural resources overlay districts. Further, no development is proposed.

Policy 5.4.4: Maintain the Oregon City Comprehensive Plan Land Use Map as the official long-range planning guide for land use development of the City by type, density, and location.

Finding: Complies as Proposed. The Comprehensive Plan Land Use Map designates the subject property as Low Density Residential Development. The R-6 zoning district is a zone that implements this plan designation.

Goal (6) Quality of Air, Water and Land Resources

Policy 6.1.1: Promote land use patterns that reduce the need for distance travel by single-occupancy vehicles and increase opportunities for walking, biking and/or transit to destinations such as places of employment, shopping, and education.

Finding: Complies as Proposed. The R-6 density proposed for the subject property will be consistent with this policy. The somewhat higher density of development than the existing County FU-10 or R-10 results in a more compact land use pattern that reduces the amount of public street constructed per dwelling, thereby reducing travel by single-occupancy vehicles and increased use of alternative modes of transportation.

Goal 7.1 Natural Hazards

Protect life and reduce property loss from the destruction associated with natural hazards.

Policy 7.1.1 Limit loss of life and damage to property from natural hazards by regulating or prohibiting development in areas of known or potential hazards.

Finding: Complies as Proposed. The subject site is not within an overlay district and no development is proposed.

Policy 8.1.1 Provide an active neighborhood park-type facility and community park-type facility within a reasonable distance from residences, as defined by the Oregon City Park and Recreation Master Plan, to residents of Oregon City.

Finding: Complies as Proposed. Wesley Lynn Park is within walking distance (1,310 feet) of the subject site.

Goal (10) Housing

Policy 10.1.3 Designate residential land for a balanced variety of densities and types of housing, such as single-family attached and detached, and a range of multi-family densities and types, including mixed-use development.

Finding: Complies as Proposed. The proposed Annexation and zone change match the surrounding R-6 neighborhood, yet provide a housing option with a modest lot size which will provide a variety of housing choices for the community.

Goal (11) Public Facilities

Policy 11.1.1 *Ensure adequate public funding for the following urban facilities and services, if feasible:*

- *Streets and other roads and paths*
- *Wastewater collection*
- *Stormwater management services*
- *Police protection*
- *Fire protection*
- *Parks and recreation*
- *Water distribution*
- *Planning, zoning, and subdivision regulation*

Finding: Complies with Condition.

Streets and other roads and paths

The City's Transportation System Plan accounts for Annexation and redevelopment of the subject site.

The Applicant submitted a transportation analysis letter (TAL), dated July 7, 2021, prepared under the direction of Jennifer Danziger, PE of Lancaster Mobley. The TAL assumes a maximum impact of the annexation and zone change as seven single-family homes. The site is currently developed with a single-family home, and thus only six additional dwelling units are feasible. The six dwellings permitted under the proposed zoning are calculated to produce 4 new AM peak hour trip; 6 new PM peak hour trips; and 56 new weekday trips. The transportation engineer's trip distribution shows 40 percent going to and from the northwest on McCord Road and 60 percent going to and from the northeast on McCord Road and Leland Road. The amount of traffic generated by the development can easily be accommodated on local residential streets. The increase of traffic on collector and arterial streets is not significant. The rezoning does not change the functional classification of any existing or planned transportation facility; does not degrade the performance of existing or planned facilities; and does not cause a significant effect as defined under the Transportation Planning Rule.

The traffic study was reviewed by John Replinger, a City transportation engineering consultant for appropriateness who concluded that the review meets city requirements and provides an adequate basis upon which impacts of the Annexation and rezoning can be assessed. There are no mitigation measures or other transportation conditions required in connection with the current land use action. An additional transportation study will be required with the development of additional lots on the subject site.

McCord Road in this location is owned and maintained by the County. Anita Place is owned and maintained by Oregon City and is included in the current maintenance inventory. Additional impacts for existing use and potential uses presented by rezoning will be offset per unit(s) paying the current pavement maintenance utility fee (PMUF). Therefore, no public funds will need to be spent.

Wastewater collection

Upon Annexation, this unit and any future developed units will begin paying the current wastewater utility fee. No public funds will need to be spent. The Tri-City Service District will be provided notice of this Annexation. The District responded that it has adequate capacity to serve the Annexation. The District provides sewer collection to the Cities of West Linn, Oregon City, and Gladstone. The property owner must initiate the Tri-City Service District annexation after Annexation to the City. The applicant record a Sanitary Sewer Connection and Annexation Compliance Agreement which identifies a commitment to pursue Annexation with the Tri-City Sewer District until the property is annexed. Before any urban development can occur, the territory must be annexed to the Tri-City Service District. **Based on the recorded agreement the Applicant can meet this standard by complying with the conditions of approval.**

Stormwater management services

Upon Annexation, this unit and any future developed units will begin paying the current stormwater utility fee. No public funds will need to be spent.

Police and Fire Protection

This Annexation will immediately add one home to the City's police coverage and withdraw the property from Clackamas County Sheriff's Enhanced Law Enforcement District. The Oregon City Police Department indicated the address is serviced by Clackamas County Sheriff's Office. Currently, any calls to Clackamas County 9-1-1 (CCOM) are dispatched to a Clackamas County Sheriff's Deputy. However, if it is a priority call and Oregon City officers are available, they would respond as they would be able to arrive much quicker than a Clackamas County Sheriff's Deputy. Once annexed, the property will be serviced by Oregon City Police.

Department (OCPD). OCPD has not indicted any conflicts with this Annexation. The property will be assessed utility billing fee for the community safety fund after Annexation.

The property is already within the Clackamas Fire District #1 and will remain in CFD#1 upon Annexation.

Water

The property is currently being served by Oregon City. The City required the property to abandon the Clackamas River Water District connection per that District's standards and connect to the City water main in Anita Place prior to completion of Annexation and that work is complete. No public funds will need to be spent.

Policy 11.1.1 defines what is encompassed within the term "urban facilities and services" as it pertains to Annexation. The City's plan is more inclusive in its definition of what services are considered an "urban service" than is the Metro Code. The City's Plan adds fire protection and planning, zoning, and subdivision regulation to the list of urban services that are to be considered by the Metro Code. The adequacy of these facilities and services to serve the subject property, containing a single home, is discussed in greater detail below. The Metro Code also includes mass transit in addition to streets and roads.

Policy 11.1.3 *Confine urban public facilities and services to the city limits except where allowed for safety and health reasons in accordance with state land use planning goals and regulations. Facilities that serve the general public will be centrally located and accessible, preferably by multiple modes of transportation.*

Policy 11.1.4 *Support development on underdeveloped or vacant buildable land within the City where urban facilities and services are available or can be provided and where land use compatibility can be found relative to the environment, zoning, and comprehensive plan goals.*

Finding: Complies. Policies 11.1.3 and 11.1.4 encourage development on sites within the City where urban facilities and services are either already available or can be provided. As demonstrated within this report, the site may be served by services.

Policy 11.1.6 Enhance efficient use of existing public facilities and services by encouraging development at maximum levels permitted in the Comprehensive Plan, implementing minimum residential densities, and adopting an Accessory Dwelling Unit Ordinance to infill vacant land.

Finding: Complies as Proposed. The proposed Annexation includes a zone change to R-6, which yields the most density within the Low-Density Residential Comprehensive Plan Designation and is thus most efficient for services and land. Though no development is proposed, the site could develop with up to six additional units in the future.

Goal 11.2: Wastewater

Seek the most efficient and economic means available for constructing, operating, and maintaining the City's wastewater collection system while protecting the environment and meeting state and federal standards for sanitary sewer systems.

Policy 11.2.2 Plan, operate and maintain the wastewater collection system for all current and anticipated city residents within the existing urban growth boundary. Strategically plan for future expansion areas.

Finding: Complies. Since all new development on annexed land is required to connect to the sanitary sewer system, this policy suggests that a measure of the adequacy of the sanitary system should be whether it could serve the potential level of development provided for by the Comprehensive Plan and Zoning designations. The City's sanitary sewer is available and connected to this property. The Master Plan accounts for Annexation and development of the site.

Policy 11.2.3 Work with Tri-City Service District to provide enough capacity in its treatment system to meet standards established by the Oregon Department of Environmental Quality (DEQ) to avoid discharging inadequately treated sewage to surface waters.

Finding: Complies with Condition. The Tri-City Service District will be provided notice of this Annexation. The District responded that it has adequate capacity to serve the Annexation. The District provides sewer collection to the Cities of West Linn, Oregon City, and Gladstone. The property owner must initiate the Tri-City Service District annexation after Annexation to the City. The applicant record a Sanitary Sewer Connection and Annexation Compliance Agreement which identifies a commitment to pursue Annexation with the Tri-City Sewer District until the property is annexed. Before any urban development can occur, the territory must be annexed to the Tri-City Service District. **Based on the recorded agreement the Applicant can meet this standard by complying with the conditions of approval.**

Goal 11.3: Water Distribution

Seek the most efficient and economic means available for constructing, operating, and maintaining the City's water distribution system while protecting the environment and meeting state and federal standards for potable water systems.

Policy 11.3.1 Plan, operate and maintain the water distribution system for all current and anticipated city residents within its existing urban growth boundary and strategically plan for future expansion areas.

Finding: Complies. The property is currently being served by Oregon City. The City required the property to abandon the CRW connection per that District's standards and connect to the City water main in Anita Place prior to completion of annexation and that work is complete. The Water Sewer Master Plan anticipates serving the subject site upon future redevelopment and has sufficient capacity to support both the Annexation and Zone Change, which anticipate an additional six lots.

Goal 11.4: Stormwater Management

Seek the most efficient and economical means available for constructing, operating, and maintaining the City's stormwater management system while protecting the environment and meeting regional, state, and federal standards for the protection and restoration of water resources and fish and wildlife habitat.

Policy 11.4.1 Plan, operate, and maintain the stormwater management system for all current and anticipated city residents within Oregon City's existing urban growth boundary and strategically plan for future expansion areas.

Policy 11.4.4 Maintain existing drainageways in a natural state for maximum water quality, water resource preservation, and aesthetic benefits.

Finding: Complies. Since new development on annexed lands may connect to the city stormwater management system, this policy suggests that a measure of the adequacy of the stormwater management system should be whether the City (or the county stormwater management system in the event that drainage goes to the County) could serve the potential level of development provided for by the Comprehensive Plan and Zoning designations. New development may also have opportunities to provide further protection to preserve water quality. This Annexation will not result in any changes to the stormwater drainage.

Goal 11.9: Fire Protection

Maintain a high level of fire suppression and emergency medical services capacity.

Policy 11.9.1 Ensure that all areas, including newly annexed areas, receive fire protection and emergency medical services.

Finding: Complies. The property is already within Clackamas County Fire District #1. Fire protection and emergency services will be unaffected by this proposal. The Annexation will be transmitted to Clackamas County Sheriff's Department and Oregon City Police Department for comment. OCPD already responds to

priority County emergency calls for the unincorporated area in this location. Clackamas County Sheriff's Department was contacted and had no conflicts with the Annexation. Upon Annexation, the area would be removed from the Clackamas County Sheriff's Enhanced Law Enforcement District. OCPD should not anticipate any police service problems due to the Annexation of this one unit.

Goal 11.10 Police Protection

Finding: Complies. The annexation will be transmitted to Clackamas County 'Sheriff's Department and Oregon City Police Department for comment. OCPD already responds to priority County emergency calls for the unincorporated area in this location. Clackamas County 'Sheriff's Department was contacted and had no conflicts with the annexation. Upon annexation, the area would be removed from the Clackamas County Sheriff's Enhanced Law Enforcement District. OCPD should not anticipate any police service problems due to the annexation of this one unit.

Goal (12) Transportation

Goal 12.6: Develop and maintain a transportation system that has enough capacity to meet users' needs.

Finding: Complies as Proposed. A Traffic Assessment Letter was prepared for this project by Lancaster Engineering and is included with this application submittal. This analysis shows adequate capacity exists to serve the proposed development.

The Applicant submitted a transportation analysis letter (TAL), dated July 7, 2021, prepared under the direction of Jennifer Danziger, PE of Lancaster Mobley. The TAL assumes a maximum impact of the annexation and zone change as seven single-family homes. The site is currently developed with a single-family home, and thus only six additional dwelling units are feasible. The six dwellings permitted under the proposed zoning are calculated to produce 4 new AM peak hour trip; 6 new PM peak hour trips; and 56 new weekday trips. The engineer's trip distribution shows 40 percent going to and from the northwest on McCord Road and 60 percent going to and from the northeast on McCord Road and Leland Road. The amount of traffic generated by the development can easily be accommodated on local residential streets. The increase of traffic on collector and arterial streets is not significant. The rezoning and does not change the functional classification of any existing or planned transportation facility; does not degrade the performance of existing or planned facilities; and does not cause a significant effect as defined under the Transportation Planning Rule.

The traffic study was reviewed by John Replinger, a City transportation engineering consultant for appropriateness, who concluded that the review meets city requirements and provides an adequate basis upon which impacts of the annexation and rezoning can be assessed. There are no mitigation measures or other transportation conditions required in connection with the current land use action. An additional transportation study will be required with the development of additional lots on the subject site.

Goal 13.1 Energy Sources Conserve energy in all forms through efficient land-use patterns, public transportation, building siting and construction standards, and city programs, facilities, and activities.

Finding: Complies as Proposed. The Goal promotes land use patterns that reduce the need for distance travel by single-occupancy vehicles and increase opportunities for walking, biking and/or transit to destinations such as places of employment, shopping, and education. The R-6 density proposed for the subject property will be consistent with this policy with a relatively more compact land use pattern that reduces the amount of public street per dwelling, thereby reducing travel by single-occupancy vehicles and increased use of alternative modes of transportation.

Goal 14.3:

Goal 14.3 Orderly Provision of Services to Growth Areas Plan for public services to lands within the Urban Growth Boundary through adoption of a concept plan and related Capital Improvement Program, as amendments to the Comprehensive Plan.

Finding: Complies as Proposed. The proposed annexation and zone change is orderly as utilities are located adjacent to the site and the site abuts an adjacent R-6 subdivision. Approval of the zone change would also make for a more efficient use of infrastructure such as streets and utilities and, by adding housing opportunities in the future, would delay the time at which the urban growth boundary would need to be expanded to provide for population growth. The City has not adopted an annexation plan.

Goal 14.4: Annexation of Lands to the City

Annex lands to the City through a process that considers the effects on public services and the benefits to the City as a whole and ensures that development within the annexed area is consistent with the Oregon City Comprehensive Plan, City ordinances, and the City Charter.

Finding: Complies. The city annexation process is set out in Chapter 14 of the Municipal Code. By requiring compliance with that code, the Metro code, and the statewide planning rules, the City is identifying the potential effects that build-out of the annexed property will have on public services and any benefits to the City as a whole.

Policy 14.4.1 In order to promote compact urban form to support efficient delivery of public services, lands to be annexed must be within the City's Urban Growth Boundary and must be contiguous to the existing City limits. Long linear extensions, such as cherry stems and flag lots, shall not be considered contiguous to City limits.

Finding: Complies as Proposed. The proposed property is contiguous to the city limits and includes the adjacent frontage of McCord Road. No long linear extensions are proposed, and the annexation would not create any islands.

Policy 14.4.3 When an annexation is requested, the Commission may require that parcels adjacent to the proposed annexation be included to:

- a) avoid creating unincorporated islands within the City;
- b) enable public services to be efficiently and cost-effectively extended to the entire area; or
- c) implement a Concept Plan or Sub-area Master Plan that has been approved by the Commission.

Finding: Complies. This proposed annexation does not create an unincorporated island within the City. There is no development proposed at this time. No additional parcels are anticipated to be annexed to enable more efficient public services at this time.

Policy 14.4.4 The City may, as provided by state law, provide sewer service to adjacent unincorporated properties when a public health hazard is created by a failing septic tank sewage system; the Commission may expedite the annexation of the subject property into the City, subject to any voter approvals of annexations.

Finding: Complies. A public health hazard existed by the nature of the failing septic system. The property is now connected the City sewer and water system after obtaining the proper city and county permits to complete the sewer and water lines to the property.

STAFF RECOMMENDATION

Based on the study and the Proposed Findings and Reasons for Decision for this Annexation, staff recommends that the City Commission approve Planning File GLUA 21-00005: AN 21-0001 and ZC 21-0002 and adopt as its own this Staff Report and exhibits.

RECOMMENDED CONDITIONS OF APPROVAL

PLANNING FILES GLUA 21-00005: AN 21-0001 and ZC 21-0002

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

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

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

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

The proposed annexation and Zone Change from FU-10 to "R-6" Single-Family Dwelling District is approved with the following conditions:

1. The Applicant shall pursue annexation with the Tri-City Sewer District until the property is annexed. (DS)
2. Before any urban development can occur, the territory must be annexed to the Tri-City Service District. (DS)
3. The property shall remain in Clackamas Fire District #1.
4. Withdrawal from the County Service District for Enhanced Law Enforcement as allowed by statute is recommended since the City will provide police services upon annexation.

Exhibits:

1. Annexation Application
2. Public Comment
 - a. Erik Carr, Clackamas Water Environment Services (WES)
 - b. Natalia Marteniz, Servplus, LLC
3. Sewer Availability Work Sheet

APPLICATION TYPE: (Emergency Sewer Connection) Annexation R 6 Zone Change revised 7/10/2021

APPLICANT: Dan Berge P.O. Box 1927 Oregon City OR 97045

REQUEST: The applicant is requesting approval of an emergency annexation of 1.05 acres property due to a failing septic system. Rezone to R6 zoning.

LOCATION: 19630 S McCord Road, Oregon City OR 97045
Tax Assessor Map: 32E09A 00600

PROCESS: Pursuant to OCMC Chapter 14.04. *City Boundary Changes and Extension of Services*, the procedure for review of annexations is governed by State Law and Oregon City Code Chapter 14.04. The procedure for a zone change is outlined in Oregon City Code Chapter 17.50.

PROPOSAL NO. (To be provided by the City)

Property Owners / Voters: Dan Berge

Applicant(s): Dan Berge

The proposed annexation is a single tax lot annexation initiated by consent petition of 100% of the property owners and registered voters. Due to the nature of the emergency septic failure, this annexation proposal bypassed the Planning Commission as in the past emergency sewer connection requests. The petition meets the requirement for initiation set forth in ORS 222.170 and Metro Code 3.09.040(a).

The City's policy is to expedite the processing of such annexations by forwarding a recommendation directly to the City Commission without a Planning Commission recommendation. This is consistent with Comprehensive Plan Policy 14.4.4:

14.4.4

Expedite the annexation of property as provided by state law in order to provide sewer service to adjacent unincorporated properties when a public health hazard is created by a failing septic tank sewage system.

REASON FOR ANNEXATION

To address the emergency, the property has already connected to the City sewer system, on the condition that the owner subsequently petitioned for annexation to the City.

The annexation of this property is required due to a failed septic system, which necessitated a requirement to hook up to City sewer. City water and sewer services were available close to the property and the owner desired to make the needed connections.

The sanitary sewer service and water line lateral construction was permitted under Clackamas County permit number P0207720 on date 08/19/2020 (Clackamas County) and Oregon City PU-21-00009 none other are applicable.

The applicant wishes to change the current Clackamas County FU-10 zoning, to R6 requiring 6000 SF minimum lots size, with a potential total of 7 Dwelling units 1 existing and 6 new potential Dwelling units complying with the comprehension plan of LR and applicable provisions of OCMC [Chapter 17.68 - Zoning Changes and Amendments](#). The Oregon City Municipal Code requires the application of a City zoning designation upon annexation. As the applicant is required to initiate annexation. The planning staff recommended R6 zoning. Hillendale/Tower Vista Neighborhood Association voted unanimously for the R6 zone change at their meeting July 6, 2021.

The owner would be able to receive city services, specifically, sanitary sewer, and water connections as well as the full range of administrative and municipal services provided upon annexation to the City. The property is within 10 feet of a city sanitary sewer system and by Oregon Revised Statute, it has been connected to the city sewer service and must be annexed.

LAND USE PLANNING

SITE CHARACTERISTICS

Total Acres 1.05 acre

TSP Functional Class: McCord Rd. Collector and Anita PL Local Road

The property is generally level. The applicant has connected to the City sewer main system running on Anita PL that abuts the North edge of the property with a service line. The site is a residential parcel.

The abutting right-of-way of Anita PL already within the City, and the property is contiguous to the City Limit on North and West sides. The property includes a home and two accessory structures.



Figure 1. Contiguity with City Limits



Figure 2. Aerial Photograph (2019)



Figure 3. Utilities

The figure above indicates the location of the Oregon City sewer system adjacent to the property.

REGIONAL PLANNING CONSIDERATIONS

General Information

This territory is inside Metro's jurisdictional boundary and the regional Urban Growth Boundary (UGB).

Metro Boundary Change Criteria

The Legislature has directed Metro to establish criteria that must be used by all cities within the Metro boundary. The Metro Code states that a final decision shall be based on substantial evidence in the record of the hearing and that the written decision must include findings of fact and conclusions from those findings. The Code requires these findings and conclusions to address the following minimum criteria:

- Consistency with directly applicable provisions in ORS 195 agreements or ORS 195 annexation plans.

- Consistency with directly applicable provisions of urban planning area agreements between the annexing entity and a necessary party.
- Consistency with directly applicable standards for boundary changes contained in Comprehensive land use plans and public facility plans.
- Consistency with directly applicable standards for boundary changes contained in the regional framework or any functional plans.
- Whether the proposed boundary change will promote or not interfere with the timely, orderly, and economic provision of public facilities and services.
- Consistency with other applicable criteria for the boundary change in question under state and local law.

Consistency with the County and urban service provider planning agreements along with the timely, orderly, and economic provision of public services as required by the Metro Code are discussed in greater detail below.

The Metro Code also contains a second set of 10 factors that are to be considered where: 1) no ORS 195 agreements have been adopted, and 2) a necessary party is contesting the boundary change. Those ten factors are not applicable at this time to this annexation because no necessary party has contested the proposed annexation.

Metro Regional Framework Plan

The law that requires Metro to adopt criteria for boundary changes and specifically states that those criteria shall include " . . . compliance with adopted regional urban growth goals and objectives, functional plans . . . and the regional framework plan of the district [Metro]."

Metro's Growth Management Functional Plan was reviewed and found not to contain any criteria directly applicable to boundary changes. The Regional Framework Plan was reviewed and found not to contain specific criteria applicable to boundary changes.

CLACKAMAS COUNTY PLANNING

The Metro Code states that the Commission's decision on this boundary change should be ". . . consistent with specific directly applicable standards or criteria for boundary changes contained in comprehensive land use plans, public facility plans. "

The Clackamas County Comprehensive Plan is the currently applicable plan for this area. The plan designation for this site is Urban LR on the County's Oregon City Area Land Use Plan (Map 4-05).

The County's zoning for the property is FU-10, Future Urban, with a 10-acre minimum lot size. This is a holding zone to prevent the creation of small parcels in areas within the Urban Growth Boundary to preserve the capacity of the land to fully develop once a full range of urban

services is available. Lands located outside areas having sanitary sewer service available were designated Future Urbanizable.

Clackamas County Zoning and Development Ordinance (ZDO) section 316 provides that the Future Urban 10-Acre District is applied to those areas designated as Future Urban by Chapter 4 of the Clackamas County Comprehensive Plan.

The *Land Use* section of the Plan, Chapter 4, identifies the territory proposed for annexation as *future urban*, which are defined as:

“Future urban areas are lands within urban growth boundaries but outside immediate urban areas. Future urban areas are planned to be provided with public facilities, but currently, lack providers of those facilities. Future urban areas are substantially underdeveloped and will be retained in their current use to ensure future availability for urban needs. Future urban areas are planned for urban uses but zoned for large-lot, limited development.

Urban Growth Management Agreement

The City and the County have an Urban Growth Management Agreement (UGMA), which is a part of their Comprehensive Plans. The territory to be annexed falls within the Urban Growth Management Boundary (UGMB) identified for Oregon City and is subject to the Agreement. The County agreed to adopt the City’s Comprehensive Plan designations for this area.

Regarding transportation impacts, rezoning must demonstrate compliance with, or be exempted from, the mobility standards of [OCMC 12.04.205 HYPERLINK](https://library.municode.com/or/oregon_city/codes/code_of_ordinances?nodeId=TIT12STSIPUPL_CH12.04STSIPUPL_12.04.205MOST) ["https://library.municode.com/or/oregon_city/codes/code_of_ordinances?nodeId=TIT12STSIPUPL_CH12.04STSIPUPL_12.04.205MOST"– HYPERLINK](https://library.municode.com/or/oregon_city/codes/code_of_ordinances?nodeId=TIT12STSIPUPL_CH12.04STSIPUPL_12.04.205MOST) ["https://library.municode.com/or/oregon_city/codes/code_of_ordinances?nodeId=TIT12STSIPUPL_CH12.04STSIPUPL_12.04.205MOST" Mobility Standards](https://library.municode.com/or/oregon_city/codes/code_of_ordinances?nodeId=TIT12STSIPUPL_CH12.04STSIPUPL_12.04.205MOST). The applicant has applied to rezone the property and does not intend to redevelop the site at this time. A transportation analysis has been done. See addendum A LANCASTER MOBLEY TRAFFIC STUDY.

The UGMA presumes that all the urban lands within the Urban Growth Boundary will ultimately annex to the City. It specifies that the City is responsible for the public facilities plan required by Oregon Administrative Rule Chapter 660, division 11. The Agreement goes on to say:

- *City and County Notice and Coordination*

* * *

D. The CITY shall provide notification to the COUNTY, and an opportunity to participate, review and comment, at least 20 days prior to the first public hearing on all proposed annexations . . .

* * *

5. City Annexations

A. *CITY may undertake annexations in the manner provided for by law within the UGMB. CITY annexation proposals shall include adjacent road right-of-way to properties proposed for annexation. COUNTY shall not oppose such annexations.*

B. *Upon annexation, CITY shall assume jurisdiction of COUNTY roads and local access roads that are within the area annexed. As a condition of jurisdiction transfer for roads not built to CITY street standards on the date of the final decision on the annexation, COUNTY agrees to pay to CITY a sum of money equal to the cost of a two-inch asphaltic concrete overlay over the width of the then existing pavement; however, if the width of pavement is less than 20 feet, the sum shall be calculated for an overlay 20 feet wide. The cost of asphaltic concrete overlay to be used in the calculation shall be the average of the most current asphaltic concrete overlay projects performed by each of CITY and COUNTY. Arterial roads will be considered for transfer on a case-by-case basis. Terms of transfer for arterial roads will be negotiated and agreed to by both jurisdictions.*

C. *Public sewer and water shall be provided to lands within the UGMB in the manner provided in the public facility plan . . .*

* * *

The required notice will be provided to the County at least 20 days before the City Commission hearing. The Agreement requires that adjacent road rights-of-way be included within annexations. The rights-of-way of Anita Pl. are already within the city limits.

The property is currently being served by Clackamas River water but at the outside-of-City utility billing rate of 1.5 times the City rate. After annexation, the property will receive the City rate for water. The property will be assessed utility billing fees for stormwater, pavement maintenance, and the community safety fund after annexation.

The City provided sewer service to the property in accordance with state requirements to connect to city sewer, the Oregon City Sanitary Sewer Master Plan (SSMP), and City Municipal Code Chapter 13.08. The property is currently receiving water service from the City.

OREGON CITY COMPREHENSIVE PLAN

This territory is designated by the Oregon City acknowledged Comprehensive Plan as LR – Low-Density Residential. Portions of the City’s Comprehensive Plan have some applicability, and these are covered here.

Section 2 of the Oregon City Comprehensive Plan is entitled *Land Use*. Several Goals and Policies in this section are pertinent to the proposed annexations.

The *Public Facilities* Section of the Comprehensive Plan contains the following pertinent Goals and Policies.

Goal 11.1: Provision of Public Facilities

Serve the health, safety, education, welfare, and recreational needs of all Oregon City residents through the planning and provision of adequate public facilities.

Policies

Policy 11.1.1 *Ensure adequate public funding for the following urban facilities and services, if feasible:*

- *Streets and other roads and paths*
- *Wastewater collection*
- *Stormwater management services*
- *Police protection*
- *Fire protection*
- *Parks and recreation*
- *Water distribution*
- *Planning, zoning, and subdivision regulation*

Streets and other roads and paths

McCord Road in this location is owned and maintained by the County.

Wastewater collection

Upon annexation, this unit will start paying the current stormwater utility fee. Therefore, no additional public funds will need to be spent.

Police and Fire Protection

This annexation will immediately add one home to the City's police and fire protection coverage and withdraw the property from Clackamas County Sheriff's Enhanced Law Enforcement District. The Oregon City Police Department indicated the address is serviced by Clackamas County Sheriff's Office. Currently, any calls to Clackamas County 9-1-1 (CCOM) are dispatched to a Clackamas County Sheriff's Deputy. However, if it is a priority call and Oregon City officers are available, they would respond as they would be able to arrive much quicker than a Clackamas County Sheriff's Deputy. Once annexed, the property will be serviced by Oregon City Police Department (OCPD). OCPD has not indicted any conflicts with this annexation.

The property is already within the Clackamas Fire District #1 and will remain in CFD#1 upon annexation.

Water

The property is currently being served by Clackamas water but at the outside-of-City utility billing rate of 1.5 times the City rate. After annexation, the property will receive the City rate for water. The property will be assessed utility billing fees for stormwater, pavement maintenance, and the community safety fund after annexation.

Policy 11.1.1 defines what is encompassed within the term "urban facilities and services" as it pertains to annexation. The City's plan is more inclusive in its definition of what services are

considered an “urban service” than is the Metro Code. The City’s Plan adds fire protection and planning, zoning, and subdivision regulation to the list of urban services that are to be considered by the Metro Code. The adequacy of these facilities and services to serve the subject property, containing a single home, is discussed in greater detail below. The Metro Code also includes mass transit in addition to streets and roads.

Policy 11.1.3 Confine urban public facilities and services to the city limits except where allowed for safety and health reasons in accordance with state land use planning goals and regulations. Facilities that serve the general public will be centrally located and accessible, preferably by multiple modes of transportation.

Policy 11.1.4 Support development on underdeveloped or vacant buildable land within the City where urban facilities and services are available or can be provided and where land use compatibility can be found relative to the environment, zoning, and comprehensive plan goals.

Policy 11.1.5 Design the extension or improvement of any major urban facility and service to an area to complement other urban facilities and services at uniform levels.

Policies 11.1.3 and 11.1.4 encourage development on sites within the City where urban facilities and services are either already available or can be provided. This policy implies that lands that cannot be provided urban services should not be annexed. The City has the capacity to provide urban services to this existing home.

Policy 11.1.5 requires that the installation of a major urban facility or service should be coordinated with the provision of other urban facilities or services. No major urban facility or service is required here; rather, it requires a normal extension of sanitary sewer from the existing sewer main abutting the site on Anita PL.

The owner has not proposed to further divide the existing parcel at this time.

Read together, these policies suggest that when annexing lands, the City should consider whether a full range of urban facilities or services are available or can be made available to serve the territory to be annexed. Oregon City has implemented these policies with its Code provisions on processing annexations, which requires the City to consider the adequacy of access and adequacy and availability of public facilities and services. Overall, it appears that the City can provide urban service capacity to this 1 acre.

Goal 11.2: Wastewater

Seek the most efficient and economic means available for constructing, operating, and maintaining the City’s wastewater collection system while protecting the environment and meeting state and federal standards for sanitary sewer systems.

Policies

Policy 11.2.2 Plan, operate and maintain the wastewater collection system for all current and anticipated city residents within the existing urban growth boundary. Strategically plan for future expansion areas.

Since all new development on annexed land is required to connect to the sanitary sewer system, this policy suggests that a measure of the adequacy of the sanitary system should be whether it could serve the potential level of development provided for by the Comprehensive Plan and Zoning designations. The City's sanitary sewer is available to this property.

Policy 11.2.3 Work with Tri-City Service District to provide enough capacity in its collection system to meet standards established by the Oregon Department of Environmental Quality (DEQ) to avoid discharging inadequately treated sewage to surface waters.

The Tri-City Service District will be provided notice of this annexation. The District responded that it has adequate capacity to serve the annexation. The District provides sewer collection to the Cities of West Linn, Oregon City, and Gladstone. The property owner must initiate the Tri-City Service District annexation after annexation to the City. The City Commission should concur with Tri-City Service District's annexation of the subject property in the ordinance annexing the property.

Goal 11.3: Water Distribution

Seek the most efficient and economic means available for constructing, operating, and maintaining the City's water distribution system while protecting the environment and meeting state and federal standards for potable water systems.

Policies

Policy 11.3.1 Plan, operate and maintain the water distribution system for all current and anticipated city residents within its existing urban growth boundary and strategically plan for future expansion areas.

Since new development on annexed lands may connect to the city water distribution system, this policy suggests that a measure of the adequacy of the water distribution system should be whether it could serve the potential level of development provided for by the Comprehensive Plan and Zoning designations. The subject lot is connected to the Clackamas River Water distribution system.

Goal 11.4: Stormwater Management

Seek the most efficient and economical means available for constructing, operating, and maintaining the City's stormwater management system while protecting the environment and meeting regional, state, and federal standards for protection and restoration of water resources and fish and wildlife habitat.

Policies

Policy 11.4.1 Plan, operate, and maintain the stormwater management system for all current and anticipated city residents within Oregon City’s existing urban growth boundary and strategically plan for future expansion areas.

Policy 11.4.4 Maintain existing drainageways in a natural state for maximum water quality, water resource preservation, and aesthetic benefits.

Since new development on annexed lands may connect to the city stormwater management system, this policy suggests that a measure of the adequacy of the stormwater management system should be whether the City (or the county stormwater management system in the event that drainage goes to the County) could serve the potential level of development provided for by the Comprehensive Plan and Zoning designations. New development may also have opportunities to provide further protection to preserve water quality. This annexation will not result in any changes to the stormwater drainage

Goal 11.9: Fire Protection

Maintain a high level of fire suppression and emergency medical services capacity.

Policies

Policy 11.9.1 Ensure that all areas, including newly annexed areas, receive fire protection and emergency medical services.

The property is already within Clackamas County Fire District #1. Fire protection and emergency services will be unaffected by this proposal. The annexation will be transmitted to Clackamas County Sheriff’s Department and Oregon City Police Department for comment. OCPD already responds to priority County emergency calls for the unincorporated area in this location. Clackamas County Sheriff’s Department was contacted and had no conflicts with the annexation. Upon annexation, the area would be removed from the Clackamas County Sheriff’s Enhanced Law Enforcement District. OCPD should not anticipate any police service problems due to the annexation of this one unit.

The final section of this submittal addresses each urban service to determine whether the services are currently available or can be made available at an adequate level to serve the potential development of the property under the current planning designation and zoning that implements it.

Section 14

§ of the Plan is entitled *urbanization*. Several policies in this section are pertinent to the proposed annexations. The following excerpts expand on the City’s annexation philosophy and requirements.

The City is required to refer all proposed annexations to the voters. Rather than having voter approval of individual property owners’ requests to annex, the City should prepare and implement an annexation plan and program. The City could then annex large blocks of

properties (with voter approval) at one time, rather than in a piecemeal fashion. Annexation would be tied more directly to the City's ability to provide services efficiently, maintain regular city boundaries, and help the City meet Metro targets for housing and employment. The zoning of the property should be decided at the time the City Commission review and approve the annexation request.

Applications for annexation, whether initiated by the City or by individuals, are based on specific criteria contained in the City's municipal code. Metro and state regulations promote the timely and orderly provision of urban services, with which inappropriate annexations can conflict. Therefore, an annexation plan that identifies where and when areas might be considered for annexation can control the expansion of the city limits and services to help avoid those conflicts and provide predictability for residents and developers. Other considerations are consistent with the provisions of this comprehensive plan and the City's public facility plans, with any plans and agreements of urban service providers, and with regional annexation criteria.

The City has completed an annexation plan and program for this area. The requirement to refer this annexation to the voters has been superseded by the passage of Senate Bill 1573 as explained earlier in this submittal. This annexation is still sufficiently tied directly to the City's ability to provide services efficiently with the logical extension of physical utility lines as it is adjacent to two city subdivisions that have utilities and street improvements. The proposal does include a zone change.

The following Plan annexation policies are approval criteria for annexations under Criteria 3 of the Metro Code.

Goal 14.4: Annexation of Lands to the City

Annex lands to the City through a process that considers the effects on public services and the benefits to the City as a whole and ensures that development within the annexed area is consistent with the Oregon City Comprehensive Plan, City ordinances, and the City Charter.

The city annexation process is set out in Chapter 14 of the Municipal Code. By requiring compliance with that code, the Metro code, and the statewide planning rules, the City is identifying the potential effects that build-out of the annexed property will have on public services and any benefits to the City as a whole.

Policy 14.4.1 *In order to promote compact urban form to support efficient delivery of public services, lands to be annexed must be within the City's Urban Growth Boundary and must be contiguous to the existing City limits. Long linear extensions, such as cherry stems and flag lots, shall not be considered contiguous to City limits.*

The proposed property is contiguous to the city limits along all North and West lines. No long linear extensions are proposed. The annexation would not create any islands.

Policy 14.4.2 *Concept Plans and Sub-area Master Plans for unincorporated areas within the Urban Growth Boundary shall include an assessment of the fiscal impacts of providing public services to the area upon annexation, including the costs and benefits to the City as a whole.*

This property is part of the 1979 Urban Growth Boundary and was previously part of the City's existing Comprehensive Plan with a Low-Density Residential land use designation. The property has been included in all of the City's adopted public facilities master plans for sewer, water, stormwater, and transportation. R6 zone change is proposed at this time.

Policy 14.4.3 *When an annexation is requested, the Commission may require that parcels adjacent to the proposed annexation be included to:*

- a) *avoid creating unincorporated islands within the City;*
- b) *enable public services to be efficiently and cost-effectively extended to the entire area; or*
- c) *implement a Concept Plan or Sub-area Master Plan that has been approved by the Commission.*

This proposed annexation does not create an unincorporated island within the City. There is no development proposed at this time. No additional parcels are anticipated to be annexed to enable more efficient public services at this time.

Policy 14.4.4 *The City may, as provided by state law, provide sewer service to adjacent unincorporated properties when a public health hazard is created by a failing septic tank sewage system; the Commission may expedite the annexation of the subject property into the City, subject to any voter approvals of annexations.*

A public health hazard existed by the nature of the failing septic system. The property will be connecting the property to the City sewer system and obtained the proper city and county permits to complete the extension of the sewer line to the property.

LAND USE

Section 2 of the City's Comprehensive Plan identifies land-use types. This application has one residential land use type:

The City/County urban growth management agreement specifies that the County's acknowledged Comprehensive Plan and implementing regulations shall apply until annexation, and the City adopts subsequent plan amendments.

CITY LAND USE CLASSIFICATION

<u>Comprehensive Plan Classification</u>	<u>City Zone</u>
<u>Residential</u>	<u>R6 R8 R10</u>

- *Adequacy of access to the site;*

Finding: The site access is discussed below in the Facilities and Services section. The site has direct access onto Anita PL and McCord Road and the existing access is adequate.

- *Conformity of the proposal with the City's Comprehensive Plan;*

Finding: As demonstrated in this section of the staff submittal, the City's Comprehensive Plan is satisfied.

- *Adequacy and availability of public facilities and services to service potential development;*

Finding: The Facilities and Services discussion of this submittal demonstrates that public facilities and services are available and are adequate to serve any potential development that could occur under the existing low-density plan designation, though none is proposed.

- *Compliance with applicable sections of Oregon Revised Statutes Chapter 222, and Metro Code 3.09;*

Finding: The only applicable criterion in ORS 222 is that annexed lands be contiguous to the City. The site is a County Island and is contiguous at its border with city property. The Metro Code criteria are set out on page 2 of this submittal. This submittal considers each factor, and the Conclusions and Reasons in the Findings and Reasons demonstrate that these criteria are satisfied.

- *Natural hazards identified by the City, such as wetlands, floodplains, and steep slopes;*

Finding: No natural hazards are identified on the property.

- *Any significant adverse effects on specially designated open space, scenic historic or natural resource areas by urbanization of the subject property at the time of annexation;*

Finding: No adverse effects on the identified resources are apparent. There are no overlay districts that affect the property.

- *Lack of any significant adverse effects on the economic, social and physical environment of the community by the overall impact of annexation."*

Finding: No significant adverse effects have been identified by any necessary party.

The Commission interprets the "community" as including the City of Oregon City and the lands within its urban service area. The City will obtain a small increase in property tax revenues from adding additional assessed value to its tax roll as a result of annexing the territory. The City will also obtain land use jurisdiction over the territory. Finally, it will have service responsibilities including fire, police, and general administration. The City already occasionally delivers police service to the unincorporated area in the course of patrolling to deliver service to the incorporated area. The increases in service responsibilities to the area that result from the annexation are insignificant.

If annexed, the property owner could apply to the City for land use permits, Any impacts on the community that result from approval of development permits are a direct consequence of the

future permit approval, not of the annexation. Before any urban development can occur, the territory must also be annexed to the Tri-City Service District. The City Commission must concur with Tri-City Service District's annexation of the subject property in the enacting ordinance upon voter approval of the city annexation.

Section 8 of the Ordinance states:

"The City Commission shall only set for an election annexations consistent with a positive balance of the factors set forth in Section 6 of this ordinance. The City Commission shall make findings in support of its decision to schedule an annexation for an election."

As analyzed earlier in this submittal, the requirement to refer this annexation to the voters has been superseded by the passage of Senate Bill 1573, which exempts certain annexations from a voter approval requirement provided specific criteria have been met.

FACILITIES AND SERVICES

ORS 195 Agreements. ORS 195 requires agreements among providers of urban services. Urban services are defined as sanitary sewers, water, fire protection, parks, open space, recreation and streets, roads and mass transit.

Sanitary Sewers. The City of Oregon City provides sanitary sewer service from the 8" PVC sewer main line in Anita PL which is connected to the house via a sewer lateral. The existing sewer main is approximately eight (10) feet deep. Therefore, the stubbed 4-inch lateral is to be deep enough to allow the subject property to flow by gravity to the sanitary sewer system. See Plan A of the issued permit package for as-constructed conditions.

The Tri-City Service District provides sewage transmission and treatment services to the cities of Oregon City, West Linn, and Gladstone. Each City owns and maintains its own local sewage collection system. The District owns and maintains the sewage treatment plant and interceptor system. The three cities are in the District, and as provided in the intergovernmental Agreement between the District and the City, the District does not serve territories outside Oregon City, with one exception.

Before January 1, 1999, state statute (ORS 199) provided that when the territory was annexed to a city that was wholly within a district, the territory was automatically annexed to the district as well. That statute no longer applies in this area. Therefore, each annexation to Oregon City needs to be followed by a separate annexation of the territory to the Tri-City Service District. The City Commission must concur with Tri-City Service District's annexation of the subject property in the enacting ordinance upon voter approval of the city annexation.

The Tri-City Service Water Pollution Control Plant is along Interstate 205 in Oregon City just east of the junction of the Willamette and the Clackamas Rivers. The plant had an average flow capacity of 4.4 million gallons per day (MGD) and a design peak flow capacity of 50.0 MGD and

served a population of 66,500 in the year 2001. However, the facility was expanded in 2012 to increase the available average dry weather capacity to 11.9 MGD and a peak flow of 68.7 MGD. The plant is currently serving a population of 98,000 residents and has expanded solids handling capacity by 2020.

Water. The property is currently being served by Clackamas River Water. The house is connected to Oregon City Water now and when finalized CRW will be disconnected.

Stormwater. No additional development has been proposed. On-site stormwater drainage or discharge to a city or county facility will be required upon future development. Any future development would have to convey site stormwater runoff to the appropriate stormwater system in the area.

Fire Protection. This territory is currently within Clackamas Fire District #1, which serves portions of Clackamas County as well as Oregon City. Oregon Revised Statute 222.120 (5) allows the City to specify that the territory be automatically withdrawn from the District upon approval of the annexation. Staff recommends that the territory not be withdrawn from CFD#1.

Police Protection. The Clackamas County Sheriff's Department currently serves the territory.

The area to be annexed lies within the Clackamas County Service District for Enhanced Law Enforcement, which provides additional police protection to the area. Due to the location being surrounded by Oregon City, Oregon City Police Department already occasionally responds to County emergency calls for the unincorporated area. The impact on police services upon annexation will be negligible. Clackamas County Sheriff's Department will be contacted for comment

According to ORS 222.120 (5), the City may provide in its approval ordinance for the automatic withdrawal of the territory from the District upon annexation to the City. If the territory were withdrawn from the District, the District's levy would no longer apply to the property.

Upon annexation, the Oregon City Police Department will officially serve the property.

Parks, Open Space, and Recreation. The nearest City Park is Wesley Lynn Park, which is just about 1000 Ft from the property. Any further industrial development on the will contribute to Parks System Development Charge. Based on the assessment of the proposed development.

Transportation. Access is provided from McCord Road, and Anita Pl. a collector which is under Clackamas County jurisdiction and Oregon City jurisdiction. Though the Oregon City Municipal Code requires the application of a City zoning designation upon annexation, a zone change may only be initiated with a zone change application, which is accompanied by a required transportation analysis to demonstrate compliance with applicable regulations, such as the

Transportation Planning Rule (TPR). As the applicant is required to initiate annexation due to a failed septic system,

Other Services. Planning, building inspection, permits, and other municipal services will be available to the territory from the City upon annexation.

EXHIBIT A

LANCASTER MOBLEY TRAFFIC STUDY Net change in Dwelling units could be 6 Dwelling units

Emergency Annexation Applicant's final8-17-21FD

**Emergency Annexation and Zone Change
Added Comments and notes Application Narrative**

Item 9a.

Applicant Dan Berge
P.O. Box 1927
Oregon City OR 97045
503 515 5488

Project Information: 19630 S. McCord Rd. Oregon City Or. 97045

GLUA-21-00005 AN-21-00001 XC-21-00002

Existing Conditions:

Emergency Annexation and Zone Change due to a septic failure.

The subject property is located at 19630 S McCord Rd on South side of the property and is a county collector. Anita Pl a City street is on the North side of the property. The subject property is developed with one single-family home and 2 other structures. The rest of the site is vacant. The property is fairly level and is primarily vegetated with grass. There are some trees in the yard of the area around the existing home.

COMPLIANCE WITH OCMC – ZONE CHANGE CRITERIA

17.68.020 Criteria.

Comprehensive Plan.

The criteria for a zone change are set forth as follows:

A. The proposal shall be consistent with the goals and policies of the Comprehensive Plan.

Comment: The following goals and policies of the Comprehensive Plan apply to this zone change application:

Goal (1) Citizen Involvement

Goal 1.2: Ensure that citizens, neighborhood groups and affected property owners are involved in all phases of the comprehensive planning program.

Comment: The City's adopted development ordinances include provisions that ensure that citizens, neighborhood groups, and affected property owners have ample opportunity for participation in zone change applications. Consistent with these provisions, the applicant met with the Neighborhood Association prior to the submittal of this application. This meeting provided attendees with information regarding the proposal and the applicant took comments from the neighbors into consideration in preparing this application. City provisions provide for public notice prior to hearings that will take place before the Planning Commission and City Commission. All

interested persons will have the opportunity to comment in writing or in person through the public hearing process. By following this process, the requirements of this policy are met.

Comment: Attached Exhibit C of the meeting and copy of email to the CIC.

Tower Vista Neighborhood Association

Chair: Jeff Akin, email crobertson@orccity.org for contact information.

Planning Division Contact: Christina Robertson-Gardiner, crobertson@orccity.org or 503.496.1564

Meetings: Meetings are held in conjunction with the Hillendale Neighborhood Association. Contact Jeff Akin for 2021 meeting information.

Goal (2) Land Use

Goal 2.1 Efficient Use of Land Ensure that property planned for residential, commercial, office, and industrial uses is used efficiently, and that land is developed following principles of sustainable development.

Comment: Not Applicable no commercial, office and industrial uses in R6 Zoning.

Goal 2.4 Neighborhood Livability Provide a sense of place and identity for residents and visitors by protecting and maintaining neighborhoods as the basic unit of community life in Oregon City while implementing the goals and policies of the other sections of the Comprehensive Plan.

Policy 2.4.1 Develop local neighborhood plans to strengthen and protect residential neighborhoods and historic areas from infill development, such as development along linear commercial corridors.

Comment: Not applicable, currently no new development is proposed.

Policy 2.4.4 Where environmental constraints reduce the amount of buildable land, and/or where adjacent land differs in uses or density, implement Comprehensive Plan and zoning designations that encourage compatible transitional uses.

Comment: *Zoning to the Northwest and North is R 6* currently which is compatible with with R-6 zone change. The rest of the properties are in the Urban Growth Boundary with future zone of R-6, R-8, R-10.

Goal 2.7: *Maintain the Oregon City Comprehensive Plan Land Use Map as the official long-range planning guide for land use development of the City by type, density and location.*

Comment: The Comprehensive Plan Land Use Map designates the subject property for Low Density Residential Development. The R-6 zoning district is a zone that implements this plan designation. Because the subject property is located in a neighborhood where developed properties are zoned R-6, the application of this zoning on the subject property is appropriate.

Policy 2.7.1 Maintain a sufficient land supply within the city limits and the Urban Growth Boundary to meet local, regional, and state requirements for accommodating growth.

Comment: State, County and City have planned sufficient land supply within the city limits and the Urban Growth Boundary to meet local, regional, and state requirements for accommodating growth.

Policy 2.7.2 Use the following 11 land-use classifications on the Oregon City Comprehensive Plan Land-Use Map to determine the zoning classifications that may be applied to parcels:

Comment: R-6, R-8, R-10 can be the zoning classifications that may be applied

Goal (5) Natural Resources

Goal 5.2 Scenic Views and Scenic Sites Protect the scenic qualities of Oregon City and scenic views of the surrounding landscape.

Comment: Currently no new development is proposed.

Goal 5.4 Natural Resources Identify and seek strategies to conserve and restore Oregon City's natural resources, including air, surface and subsurface water, geologic features, soils, vegetation, and fish and wildlife, in order to sustain quality of life for current and future citizens and visitors, and the long-term viability of the ecological systems.

Comment: Currently no new development is proposed.

Policy 5.3.2 Evaluate the establishment of Historic and Conservation Districts to preserve neighborhoods with significant examples of historic architecture in residential and business structures.

Comment: NO Historic and Conservation Districts.

Policy 5.4.4: Maintain the Oregon City Comprehensive Plan Land Use Map as the official long-range planning guide for land use development of the City by type, density, and location.

Comment: There are no natural resources identified on this property and the proposed zoning is consistent with the Oregon City Comprehensive Plan's land use designation for this site.

Goal (6) Quality of Air, Water and Land Resources

Policy 6.1.1: Promote land use patterns that reduce the need for distance travel by single-occupancy vehicles and increase opportunities for walking, biking and/or transit to destinations such as places of employment, shopping, and education.

Comment: The R-6 density proposed for the subject property will be consistent with this policy. The somewhat higher density of development than the existing County FU-10 or default R-10 City zoning when annexed makes for a more compact land use pattern that reduces the amount of public street per dwelling, thereby reducing travel by single-occupancy vehicles and increased use of alternative modes of transportation.

Policy 6.2.1 Prevent erosion and restrict the discharge of sediments into surface and groundwater by requiring erosion prevention measures and sediment control practices.

Comment: Not applicable, currently no new development is proposed.

Goal 7.1 Natural Hazards

Protect life and reduce property loss from the destruction associated with natural hazards.

Policy 7.1.1 Limit loss of life and damage to property from natural hazards by regulating or prohibiting development in areas of known or potential hazards.

Comment: Not applicable, currently no development.

Policy 7.1.8 Provide standards in City Codes for planning, reviewing, and approving development in areas of potential landslides that will prevent or minimize potential landslides while allowing appropriate development.

Comment: Not applicable, not is slide area and currently no new development is proposed.

Policy 8.1.1 Provide an active neighborhood park-type facility and community park-type facility within a reasonable distance from residences, as defined by the Oregon City Park and Recreation Master Plan, to residents of Oregon City.

Comment: The new Wesley Lynn Park is a short 1000 ft distance away.

Goal (10) Housing

Policy 10.1.3 Designate residential land for a balanced variety of densities and types of housing, such as single-family attached and detached, and a range of multi-family densities and types, including mixed-use development.

Comment: The proposed zone change will change the zoning for this site to match the surrounding R-6 neighborhood. R-6 zoning designations are applied to the adjoining properties on the Northwest and North lines that are developed to urban densities R6. This provides for a balance in the variety of homes in this area of the city.

Goal (11) Public Facilities

Goal 11.1: Serve the health, safety, education, welfare and recreational needs of all Oregon City residents through the planning and provision of adequate public facilities.

Comment: All public facilities necessary to serve this project are available at adequate levels to meet the proposed R-6 zoning.

Policy 11.1.6 Enhance efficient use of existing public facilities and services by encouraging development at maximum levels permitted in the Comprehensive Plan, implementing minimum residential densities, and adopting an Accessory Dwelling Unit Ordinance to infill vacant land.

Goal 11.2: Wastewater

Seek the most efficient and economic means available for constructing, operating, and maintaining the City's wastewater collection system while protecting the environment and meeting state and federal standards for sanitary sewer systems.

Policies

Policy 11.2.2 Plan, operate and maintain the wastewater collection system for all current and anticipated city residents within the existing urban growth boundary. Strategically plan for future expansion areas.

Comment: Since all new development on annexed land is required to connect to the sanitary sewer system, this policy suggests that a measure of the adequacy of the sanitary system should be whether it could serve the potential level of development provided for by the Comprehensive Plan and Zoning designations. The City's sanitary sewer is available to this property.

Policy 11.2.3 Work with Tri-City Service District to provide enough capacity in its collection system to meet standards established by the Oregon Department of Environmental Quality (DEQ) to avoid discharging inadequately treated sewage to surface waters.

Comment: The Tri-City Service District will be provided notice of this annexation. The District responded that it has adequate capacity to serve the annexation. The District provides sewer collection to the Cities of West Linn, Oregon City, and Gladstone. The property owner must initiate the Tri-City Service District annexation after annexation to the City. The City Commission should concur with Tri-City Service District's annexation of the subject property in the ordinance annexing the property.

Goal 11.3: Water Distribution

Seek the most efficient and economic means available for constructing, operating, and maintaining the City's water distribution system while protecting the environment and meeting state and federal standards for potable water systems.

Policies

Policy 11.3.1 Plan, operate and maintain the water distribution system for all current and anticipated city residents within its existing urban growth boundary and strategically plan for future expansion areas.

Comment: Since new development on annexed lands may connect to the city water distribution system, this policy suggests that a measure of the adequacy of the water distribution system should be whether it could serve the potential level of development provided for by the Comprehensive Plan and Zoning designations. The subject lot is connected to the Clackamas River Water distribution system.

Goal 11.4: Stormwater Management

Seek the most efficient and economical means available for constructing, operating, and maintaining the City's stormwater management system while protecting the environment and meeting regional, state, and federal standards for protection and restoration of water resources and fish and wildlife habitat.

Comment: Not applicable, currently no new development is proposed.

Policies

Policy 11.4.1 Plan, operate, and maintain the stormwater management system for all current and anticipated city residents within Oregon City's existing urban growth boundary and strategically plan for future expansion areas.

Policy 11.4.4 Maintain existing drainageways in a natural state for maximum water quality, water resource preservation, and aesthetic benefits.

Comment: Since new development on annexed lands may connect to the city stormwater management system, this policy suggests that a measure of the adequacy of the stormwater management system should be whether the City (or the county stormwater management system in the event that drainage goes to the County) could serve the potential level of development provided for by the Comprehensive Plan and Zoning designations. New development may also have opportunities to provide further protection to preserve water quality. This annexation will not result in any changes to the stormwater drainage

Goal 11.9: Fire Protection

Maintain a high level of fire suppression and emergency medical services capacity.

Policies

Policy 11.9.1 Ensure that all areas, including newly annexed areas, receive fire protection and emergency medical services.

Comment: The property is already within Clackamas County Fire District #1. Fire protection and emergency services will be unaffected by this proposal.

Goal 11.10 Police Protection

Comment: The annexation will be transmitted to Clackamas County Sheriff's Department and Oregon City Police Department for comment. OCPD already responds to priority County emergency calls for the unincorporated area in this location. Clackamas County Sheriff's Department was contacted and had no conflicts with the annexation. Upon annexation, the area would be removed from the Clackamas County Sheriff's Enhanced Law Enforcement District. OCPD should not anticipate any police service problems due to the annexation of this one unit.

The final section of this submittal addresses each urban service to determine whether the services are currently available or can be made available at an adequate level to serve the potential development of the property under the current planning designation and zoning that implements it.

Goal (12) Transportation

Goal 12.6: Develop and maintain a transportation system that has enough capacity to meet users' needs.

Comment:

A. Traffic Assessment Letter was prepared for this project by Lancaster Engineering and is included with this application submittal. This analysis shows adequate capacity exists to serve the proposed development.

B. That public facilities and services (water, sewer, storm drainage, transportation, schools, police and fire protection) are presently capable of supporting the uses allowed by the zone. Service shall be sufficient to support the range of uses and development allowed by the zone. There is no development planned at this time.

Comment: These public facilities and services have been addressed in the discussion of compliance with Goal 11, above. All these services are available and adequate to meet the needs of this property when developed to levels allowed by the R-6 zoning district.

C. The land uses authorized by the proposal are consistent with the existing or planned function, capacity, and level of service of the transportation system serving the proposed zoning district.

Comment: The capacity of the transportation system is addressed in the Traffic Assessment Letter submitted with this application. As discussed under Goal 12, above, the transportation services are adequate to meet the needs of this property when developed to levels allowed by the R-6 zoning district.

D. Statewide planning goals shall be addressed if the comprehensive plan does not contain specific policies or provisions which control the amendment.

Comment: The statewide planning goals applicable to this proposed zone change have been addressed in specific goals and policies of the Oregon City Comprehensive Plan. City Goals and Policies addressed above are directly applicable to the corresponding statewide planning goals. No further comment is necessary.

As discussed above, the proposed zone change is in conformance with the approval criteria set forth in this chapter of the Oregon City Municipal Code. It would bring the subject property into conformance with the zoning of the adjacent subdivisions and would create a logical zoning pattern. Approval of the zone change would also make for a more efficient use of infrastructure such as streets and utilities and, by adding housing opportunities, would delay the time at which the urban growth boundary would need to be expanded to provide for population growth.

Goal 13.1 Energy Sources Conserve energy in all forms through efficient land-use patterns, public transportation, building siting and construction standards, and city programs, facilities, and activities.

Comment: *Promote land use patterns that reduce the need for distance travel by single-occupancy vehicles and increase opportunities for walking, biking and/or transit to destinations such as places of employment, shopping, and education.* The R-6 density proposed for the subject property will be consistent with this policy. City R-6 zoning makes for a more compact land use pattern that reduces the amount of public street per dwelling, thereby reducing travel by single-occupancy vehicles and increased use of alternative modes of transportation. This is consistent with the City's future plans.

Section 14

Goal 14.3:

Goal 14.3 Orderly Provision of Services to Growth Areas Plan for public services to lands within the Urban Growth Boundary through adoption of a concept plan and related Capital Improvement Program, as amendments to the Comprehensive Plan.

Comment: The proposed annexation and zone change is in conformance with the approval criteria set forth in this chapter of the Oregon City Municipal Code. It would bring the subject property into conformance with the zoning of the adjacent subdivisions and would create a logical zoning pattern. Approval of the zone change would also make for a more efficient use of infrastructure such as streets and utilities and, by adding housing opportunities in the future, would delay the time at which the urban growth boundary would need to be expanded to provide for population growth.

Policy 14.3.1 Maximize new public facilities and services by encouraging new development within the Urban Growth Boundary at maximum densities allowed by the Comprehensive Plan.

Comment: Consistent with the newly added Wesley Lynn Park, ***and the new local bus transportation, walking and bike lanes.***

Comment: § of the Plan is entitled *urbanization*. Several policies in this section are pertinent to the proposed annexations. The following excerpts expand on the City's annexation philosophy and requirements.

The City is required to refer all proposed annexations to the voters. Rather than having voter approval of individual property owners' requests to annex, the City should prepare and implement an annexation plan and program. The City could then annex large blocks of properties (with voter approval) at one time, rather than in a piecemeal fashion. Annexation would be tied more directly to the City's ability to provide services efficiently, maintain regular city boundaries, and help the City meet Metro targets for housing and employment. The zoning of the property should be decided at the time the City Commission review and approve the annexation request.

Applications for annexation, whether initiated by the City or by individuals, are based on specific criteria contained in the City's municipal code. Metro and state regulations promote the timely and orderly provision of urban services, with which inappropriate annexations can conflict. Therefore, an annexation plan that identifies where and when areas might be considered for annexation can control the expansion of the city limits and services to help avoid those conflicts and provide predictability for residents and developers. Other considerations are consistent with the provisions of this comprehensive plan and the City's public facility plans, with any plans and agreements of urban service providers, and with regional annexation criteria.

The City has completed an annexation plan and program for this area. The requirement to refer this annexation to the voters has been superseded by the passage of Senate Bill 1573 as explained earlier in this submittal. This annexation is still sufficiently tied directly to the City's ability to provide services efficiently with the logical extension of physical utility lines as it is adjacent to two city subdivisions that have utilities and street improvements. The proposal does include a zone change.

The following Plan annexation policies are approval criteria for annexations under Criteria 3 of the Metro Code.

Goal 14.4: Annexation of Lands to the City

Annex lands to the City through a process that considers the effects on public services and the benefits to the City as a whole and ensures that development within the annexed area is consistent with the Oregon City Comprehensive Plan, City ordinances, and the City Charter.

The city annexation process is set out in Chapter 14 of the Municipal Code. By requiring compliance with that code, the Metro code, and the statewide planning rules, the City is identifying the potential effects that build-out of the annexed property will have on public services and any benefits to the City as a whole.

Policy 14.4.1 *In order to promote compact urban form to support efficient delivery of public services, lands to be annexed must be within the City's Urban Growth Boundary and must be contiguous to the existing City limits. Long linear extensions, such as cherry stems and flag lots, shall not be considered contiguous to City limits.*

Comment: The proposed property is contiguous to the city limits along all North and West lines. No long linear extensions are proposed. The annexation would not create any islands. The City is requesting to annex the County McCord Rd 40 ft.

Policy 14.4.2 *Concept Plans and Sub-area Master Plans for unincorporated areas within the Urban Growth Boundary shall include an assessment of the fiscal impacts of providing public services to the area upon annexation, including the costs and benefits to the City as a whole.*

Comment: This property is part of the 1979 Urban Growth Boundary and was previously part of the City's existing Comprehensive Plan with a Low-Density Residential land use designation. The property has been included in all of the City's adopted public facilities master plans for sewer, water, stormwater, and transportation. R6 zone change is proposed at this time.

Policy 14.4.3 *When an annexation is requested, the Commission may require that parcels adjacent to the proposed annexation be included to:*

- a) *avoid creating unincorporated islands within the City;*
- b) *enable public services to be efficiently and cost-effectively extended to the entire area; or*
- c) *implement a Concept Plan or Sub-area Master Plan that has been approved by the Commission.*

Comment: This proposed annexation does not create an unincorporated island within the City. There is no development proposed at this time. No additional parcels are anticipated to be annexed to enable more efficient public services at this time.

Policy 14.4.4 *The City may, as provided by state law, provide sewer service to adjacent unincorporated properties when a public health hazard is created by a failing septic tank sewage system; the Commission may expedite the annexation of the subject property into the City, subject to any voter approvals of annexations.*

Comment: A public health hazard existed by the nature of the failing septic system. The property is connecting the City sewer and water system we obtained the proper city and county permits to complete the sewer and water line to the property.

Dan Berge
P.O. Box 1927
Oregon City OR 97045

7/7/2021

Item 9a.

To
Mayor Rachel Lyles Smith and City Commission
Phone Number: 503-496-15005
625 Center St, Oregon City, OR 97045

Ref: Dan Berge Emergency connection due to sewer failure 19630 S. McCord

We are now connected to the sewer with much difficulty taking over one year now.

Property owners who wish to connect their property to the Oregon City sanitary sewer system must annex to the City as a condition of receiving city sewer service. In the case of a failed septic system that requires an expedited review and permit, the applicant may be permitted to hook up to the Oregon City sanitary sewer system now and complete the annexation process as soon as possible. Default zone Comprehensive Plan is LR, R6 R8 R10 when annexed into the city. FU10 is not an Oregon City zone but a County zone which is simply a holding zone until annexed into the City.

Tower Vista Neighborhood Association Meeting

Last night Tower Vista Neighborhood Association meeting went well. We covered the zoning/annexation and the vote was unanimous for R6 zone, Annexation was approved at the last meeting for 19630 S McCord Oregon City.

Traffic Impact Analysis is done by Lancaster Mobley.

Conclusion: Annexation of the property located at 19630 S McCord Road with R-6 Zoning could result in an increase of 4 morning peak, 6 evening peak, and 56 daily trips for the site under the maximum density allowed. The resulting impact on the adjacent roadway network is anticipated to be negligible and the requirements of the TPR are satisfied. 1 Institute of Transportation Engineers (ITE), Trip Generation Manual, 10th Edition, 20

17.68.025 - Zoning for land annexed into the city.

Upon annexation into the city, the property shall be rezoned from county zoning to the corresponding city zoning designation as identified in Table 17.06.030, provided the criteria for a zone change can be met.

17.06.030 - Zoning of annexed areas.

All lands within the urban growth boundary of Oregon City have been classified according to the appropriate city land use designation as noted on the comprehensive plan map (per the city/county urban growth management area agreement). Provided the criteria for a zone change can be met, the zoning classification shall reflect the city land use classification in **Table 17.06.030**.

Table 17.06.030

CITY LAND USE CLASSIFICATIONS

Residential Comprehensive Plan Classification City Zone

Low-density residential R-6, R-8, R-10

Action I am requesting by the City.

I am requesting R6 zone be assigned to 19630 S. McCord. Please respond by email by July 12 2021

Respectfully Submitted,

Dan Berge

Pete Walter

From: Englebert, Erik <EEnglebert@clackamas.us>
Sent: Thursday, January 21, 2021 3:27 PM
To: Pete Walter; Wonsley, Shelby
Cc: Aaron Parker; Josh Wheeler
Subject: RE: 19630 S McCord Road

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Hi Pete,

Shelby asked me to get back to you on this project, now that we have some additional information from the property owner.

As I understand it, the property owner approached us last year to apply for a permit to replace a failing septic tank, and had stated that sewage was backing up into the home at the time. A sewage back up into a home is a serious health threat, meets the definition of a failed septic system shown in OAR 340-071-0100(65), and should be addressed as soon as is practicable.

As part of the repair permit application process, the property owners were told to obtain a sewer availability worksheet showing that sewer was not legally and physically available. However, sewer was available, which precludes us from accepting an application or issuing a repair permit under DEQ rules. The property owner then contacted a septic contractor to have the septic system decommissioned in anticipation of connecting to sewer. Normally, depending on the nature of the failure, we have the outlet of the tank sealed, the tank pumped completely, and then used as a holding tank with periodic pumping until the home can be connected to a sewer system. This at least can allow the home to be used while the particulars of the sewer connection are worked out. In this case, however, it appears the owners instead took the step of decommissioning the system without first having a viable plan for sewer service to the home. This step put them in violation of OAR 340-071-0130(9), requiring that all plumbing fixtures be connected to a viable sewer system (area wide or onsite).

Unfortunately, because we were not able to accept the application as a result of sewer being available, we do not have a record of the information that the owner submitted last year when they attempted to apply for the repair permit. However, without a viable sewerage system, we would view the home as currently uninhabitable.

Let me know if you have any questions on the above items or questions on our permitting process in these cases.

Best,

Erik Englebert, MS, REHS

Supervisor

Clackamas County Onsite Wastewater Systems Program

150 Beaver Creek Rd

Oregon, City, OR 97045

eenglebert@clackamas.us

From: Pete Walter <pwalter@orccity.org>
Sent: Thursday, January 21, 2021 10:17 AM
To: Wonsley, Shelby <SWonsley@clackamas.us>
Cc: Aaron Parker <aparker@orccity.org>; Josh Wheeler <jwheeler@orccity.org>; Englebert, Erik <EEnglebert@clackamas.us>
Subject: RE: 19630 S McCord Road

The owner is Dan Berge
 Phone: 503 515 5488
 Email: orccityus@yahoo.com

Thank you.

Peter Walter, AICP, Senior Planner (he / him / his)
 City of Oregon City
 (503) 496-1568 *Desk*
 (503) 867-2574 *Mobile*

From: Wonsley, Shelby <SWonsley@clackamas.us>
Sent: Thursday, January 21, 2021 10:11 AM
To: Pete Walter <pwalter@orccity.org>
Cc: Aaron Parker <aparker@orccity.org>; Josh Wheeler <jwheeler@orccity.org>; Englebert, Erik <EEnglebert@clackamas.us>
Subject: RE: 19630 S McCord Road

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Pete,

We are going to need to do a little more research on this property to confirm if this was an emergency or not. I am going to reach out to the septic contractor to see if they know more information. Do you have contact information for the property owner? I would also like to reach out to the owner.

Shelby Wonsley
 Permit Technician
 Septic & Onsite Wastewater Systems Program
 Department of Transportation & Development
 Clackamas County

From: Pete Walter <pwalter@orccity.org>
Sent: Thursday, January 21, 2021 9:32 AM
To: Wonsley, Shelby <SWonsley@clackamas.us>
Cc: Aaron Parker <aparker@orccity.org>; Josh Wheeler <jwheeler@orccity.org>
Subject: RE: 19630 S McCord Road

Warning: External email. Be cautious opening attachments and links.

Good morning Shelby,

Thanks for responding to my inquiry so quickly. I understand this is a little confusing. Oregon City has a policy of allowing expedited annexation for qualifying situations where we can allow sewer hook-up prior to approval of an annexation. We refer to these as "emergency sewer annexations" and allows the annexation to go straight to the City Commission and bypass the planning commission, which is the normal, non-emergency process. The owner did not provide evidence that the septic system failed at any point, only that it has been decommissioned.

This may seem like a minor distinction but it is an issue of fairness with respect to applicants who are annexing with the intent to redevelop as opposed to those who just need to hook up to sewer. It also makes the difference between the City issuing the permit to hook-up now, or making the owner wait until after the annexation is approved.

I guess what I am asking is whether there was an emergency prior to the decommissioning.

Pete Walter

Peter Walter, AICP, Senior Planner (he / him / his)
City of Oregon City
(503) 496-1568 *Desk*
(503) 867-2574 *Mobile*

From: Wonsley, Shelby <SWonsley@clackamas.us>
Sent: Thursday, January 21, 2021 9:15 AM
To: Pete Walter <pwalter@orccity.org>
Subject: RE: 19630 S McCord Road

CAUTION: This email originated from outside of the organization. Do not click links or open attachments unless you recognize the sender and know the content is safe.

Hi Pete,

I am a little confused by this situation. The decommissioning paperwork you attached is from May 2020. If the system was decommissioned in May what have they been doing for sewage disposal over the last 8 months? Our assumption is when a system is decommissioned it is because sewer connection has been made. If the owner does not have a septic system I would think that would qualify as an emergency.

Sincerely,

Shelby Wonsley
Permit Technician
Septic & Onsite Wastewater Systems Program
Department of Transportation & Development
Clackamas County

From: Pete Walter <pwalter@orccity.org>
Sent: Wednesday, January 20, 2021 3:22 PM
To: SoilsConcern <SoilsConcern@clackamas.us>
Subject: 19630 S McCord Road

Good afternoon,

We have received a request from the owner of 19630 S. McCord Road to hook up to city sewer. In order to hook-up to city sewer and receive other city services, Dan Berge needs to apply for annexation.

Mr. Berge provided a copy of the attached certification of existing system decommissioning. However, we are attempting to obtain proof from either the County or from Mr. Berge that the septic system that was decommissioned was triggered by an immediate public health concern due to some part of the septic system failing, in which case we can issue a sewer permit immediately and expedite his annexation process. If there was no emergency, then we would process Mr. Berge's annexation the same way we would any other.

Please can the County provide any documentation that supports this?

Thanks,

Pete Walter

Peter Walter, AICP, Senior Planner

He/him/his pronouns ([learn about gender pronouns here](#))

695 Warner Parrott Rd, Oregon City, OR 97045

(503) 867-2574 *Mobile*

(503) 496-1568 *Desk*

(503) 722-3789 *Main Office*

Today in Black History

[What's your Vision for Oregon City?](#)



[Interactive Maps and Apps](#)

[On-Line Submittal of Land Use Applications](#)

[COVID-19 \(Coronavirus\) Information](#)

The City of Oregon City is open for business and continues to offer services and programs online and virtually. Some City facilities are open to the public, find current openings [here](#), we encourage visitors to wear a mask, practice physical distancing, and reschedule in-person visits if you are feeling unwell.

The City has installed additional shielding and is providing hand sanitizer as well as occupancy limits to ensure our staff and visitors have a safe, no touch experience. Our goal is to be responsive to our community throughout this pandemic; we appreciate your understanding and cooperation.

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

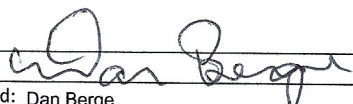


LAND USE APPLICATION FORM

Type I (OCMC 17.50.030.A) ☐ Compatibility Review ☐ Willamette River Greenway ☐ Communication Facility ☐ Lot Line Adjustment ☐ Non-Conforming Use Review ☐ Natural Resource (NROD) Verification ☐ Minor Site Plan & Design Review ☐ Historic Review – Remodel ☐ Detailed Dev. Plan (DDP)	Type II (OCMC 17.50.030.B) ☐ Master Plan / PUD / GDP or Amendment ☐ Detailed Development Plan (DDP) ☐ Floodplain Review ☐ Geologic Hazard Overlay ☐ Minor Partition (<4 lots) ☐ Minor Site Plan & Design Review ☐ Non-Conforming Use Review ☐ Site Plan and Design Review / DDP ☐ Subdivision (4+ lots) ☐ Minor Variance ☐ Natural Resource (NROD) Review ☐ Public Improvement Modification ☐ Willamette River Greenway	Type III / IV (OCMC 17.50.030.C & D.) ☒ Annexation ☐ Code Interpretation / Similar Use ☐ Master Plan / PUD / GDP Amendment ☐ Conditional Use ☐ Comprehensive Plan / Legislative Amendment ☐ Code ☐ Map ☐ Detailed Development Plan DDP ☐ Historic Review ☐ Municipal Code Amendment ☐ Parking Adjustment ☐ Variance ☐ Sign Variance ☐ Natural Resource (NROD) Review ☐ Zone Change (Text/Map) ☐ Willamette River Greenway
ELD Process (OCMC 17.50.030.E) ☐ Expedited Land Division		Legislative Action (OCMC 17.50.170) ☐ Legislative

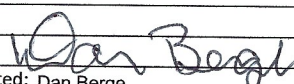
File Number(s):	Application Date: 1/13/2020
Project Name: McCord	
Proposed Land Use or Activity: annexation	# of Lots Proposed (If Applicable):
Physical Address(es) of Site: 19630 S. McCord Oregon City OR 97045	
Clackamas County Map and Tax Lot Number(s): 32E07BD06600	

Applicant(s)

Applicant(s) Signature: 		
Applicant(s) Name Printed: Dan Berge		Date: 1/19/2020
Mailing Address: P.O. Box 1927 Oregon City, OR 97045		
Phone: 503 515 5488	Fax:	Email: orcitus@yahoo.com

Property Owner(s) – See reverse for more than two Owners

Property Owner #1

Property Owner#1 Signature: 		
Property Owner#1 Name Printed: Dan Berge		Date: 1/19/2020
Mailing Address: P.O. Box 1927 Oregon City, OR 97045		
Ownership Address:		
Phone:	Fax:	Email: orcitus@yahoo.com

Property Owner #2

Property Owner#2 Signature:		
Property Owner#2 Name Printed:		Date:
Mailing Address: P.O. Box 1927 Oregon City, OR 97045		
Ownership Address:		
Phone:	Fax:	Email:

Representative(s)

Representative(s) Signature:		
Representative(s) Name Printed:		Date:
Mailing Address: P.O. Box 1927 Oregon City, OR 97045		
Phone:	Fax:	Email:

All signatures represented must have the full legal capacity and hereby authorize the filing of this application and certify that the information and exhibits herewith are correct and indicate the parties willingness to comply with all code requirements.



LAND USE APPLICATION FORM

Type I (OCMC 17.50.030.A) ☐ Compatibility Review ☐ Willamette River Greenway ☐ Communication Facility ☐ Lot Line Adjustment ☐ Non-Conforming Use Review ☐ Natural Resource (NROD) Verification ☐ Minor Site Plan & Design Review ☐ Historic Review – Remodel ☐ Detailed Dev. Plan (DDP)	Type II (OCMC 17.50.030.B) ☐ Master Plan / PUD / GDP or Amendment ☐ Detailed Development Plan (DDP) ☐ Floodplain Review ☐ Geologic Hazard Overlay ☐ Minor Partition (<4 lots) ☐ Minor Site Plan & Design Review ☐ Non-Conforming Use Review ☐ Site Plan and Design Review / DDP ☐ Subdivision (4+ lots) ☐ Minor Variance ☐ Natural Resource (NROD) Review ☐ Public Improvement Modification ☐ Willamette River Greenway ELD Process (OCMC 17.50.030.E) ☐ Expedited Land Division	Type III / IV (OCMC 17.50.030.C & D.) ☐ Annexation ☐ Code Interpretation / Similar Use ☐ Master Plan / PUD / GDP Amendment ☐ Conditional Use ☐ Comprehensive Plan / Legislative Amendment ☐ Code ☐ Map ☐ Detailed Development Plan DDP ☐ Historic Review ☐ Municipal Code Amendment ☐ Parking Adjustment ☐ Variance ☐ Sign Variance ☐ Natural Resource (NROD) Review ☒ Zone Change (Text/Map) ☐ Willamette River Greenway Legislative Action (OCMC 17.50.170) ☐ Legislative
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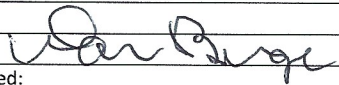
File Number(s):	Application Date: 7/16/2021
Project Name: McCord	
Proposed Land Use or Activity: Zone Change	# of Lots Proposed (If Applicable):
Physical Address(es) of Site: 19630 S. McCord Rd. Oregon City Or 97045	
Clackamas County Map and Tax Lot Number(s): 32E09A 00600	

Applicant(s)

Applicant(s) Signature: Dan Berge	
Applicant(s) Name Printed: Dan Berge	Date: 7/16/2021
Mailing Address: P.O. Box 1927 Oregon City OR 97045	
Phone: 503 515 5488	Fax: Email: orcitus@yahoo.com

Property Owner(s) – See reverse for more than two Owners

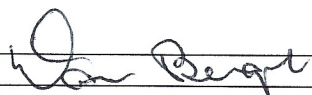
Property Owner #1

Property Owner#1 Signature: 	
Property Owner#1 Name Printed:	Date:
Mailing Address: P.O. Box 1927 Oregon City OR 97045	
Ownership Address: 19630 S. McCord Oregon City or 97045	
Phone: 503 515 5488	Fax: Email: orcitus@yahoo.com

Property Owner #2

Property Owner#2 Signature:	
Property Owner#2 Name Printed:	Date:
Mailing Address: P.O. Box 1927 Oregon City OR 97045	
Ownership Address:	
Phone:	Fax: Email:

Representative(s)

Representative(s) Signature: 	
Representative(s) Name Printed: Same	Date:
Mailing Address: P.O. Box 1927 Oregon City OR 97045	
Phone:	Fax: Email:

All signatures represented must have the full legal capacity and hereby authorize the filing of this application and certify that the information and exhibits herewith are correct and indicate the parties willingness to comply with all code requirements.

GRANTOR:

4P
 Dan Berge
25071 S. Beeson Rd.
P.O. Box 1927
 Oregon City, OR 97045

GRANTEE:

City of Oregon City
625 Center Street
P.O. Box 3040
 Oregon City, OR 97045
 Attn: Katie Riggs, City Recorder

MAIL TAX STATEMENTS TO:

No change requested.

Clackamas County Official Records
 Sherry Hall, County Clerk

2021-016895



\$108.00

02429351202100168950040045

02/18/2021 10:24:05 AM

D-ANXCON Cnt=1 Stn=2 COUNTER3
 \$20.00 \$16.00 \$62.00 \$10.00

AFTER RECORDING, RETURN TO:

Aaron Parker
 City of Oregon City
625 Center Street
P.O. Box 3040
 Oregon City, OR 97045
 Attn: Katie Riggs, City Recorder

FOR: GLUA 19-00012

CITY OF OREGON CITY
 SANITARY SEWER CONNECTION AND ANNEXATION COMPLIANCE AGREEMENT

ANNEXATION COMPLIANCE AGREEMENT ("Agreement") is made and entered into effective this 17th day of February, 2021, by and between the CITY OF OREGON CITY, a municipal corporation of the State of Oregon (City), and **DAN BERGE** (Applicant).

RECITALS

A. The City is required to mandate connection to City service by the State if a sewer main is both physically and legally available to a property. Physically available is defined as within 300 feet of the property line. Legally available is defined as the sewerage system owner (City) is willing or obligated to provide sewer service. (OAR 340-071-0160 (4)(f))

B. On February 12, 2019 the City received notice that the applicant's septic system had failed from Clackamas County Wastewater Environmental Services (WES) and provided notice that a sanitary sewer connection was physically available within 300 feet of the property.

C. As Oregon City continues to grow, it must manage the growth for the benefit of its citizens and businesses. The Goals and Policies of the Comprehensive Plan were adopted to ensure that the city grows in ways that are fiscally sound, results in high-quality development, allow services to be provided efficiently and protect natural resources. Oregon City will urbanize in a thoughtful and deliberate manner to protect, preserve, and enhance the positive facets of city life.

D. Policy 11.1.3 of the Comprehensive Plan states that the City is to "Confine urban public facilities and services to the city limits except where allowed for safety and health reasons in accordance with state land-use planning goals and regulations" and provides additional guidance in this manner.

SANITARY SEWER CONNECTION AND ANNEXATION COMPLIANCE AGREEMENT

E. Applicant held a pre-application conference with the Planning and Development Services Divisions on February 13, 2019 to review the process of an Emergency Sewer Annexation; and

F. In order to obtain a city permit to hook up to city sanitary sewer, the applicant is required to submit and pay for an annexation application to the City of Oregon City that includes all required property owner signatures and includes proof of submittal and payment of an annexation application to the Tri-City Sewer District and provide a commitment through this agreement to pursue annexation until the property is annexed.

NOW, THEREFORE, the City hereby grants the approval of the Sanitary Sewer Permit, subject to the terms of this Agreement.

AGREEMENT

I, **DAN BERGE** (Owner), the owner of the real property legally described in Exhibit A attached hereto and by this reference incorporated herein (Property), hereby commit to submit and pay for an annexation application to the City of Oregon City that includes all required signatures of the owner(s) of the Property and includes proof of submittal and payment of an annexation application to the Tri-City Sewer District and commit, through this Agreement, to diligently pursue annexation until the Property is annexed. Time is expressly made of the essence of each provision of this Agreement.

This Agreement touches and concerns the land. The covenants, conditions and terms of this Agreement shall run with the land (i.e., the Property) and shall extend to and be binding upon and inure to the benefit of Owner's successors and assigns.

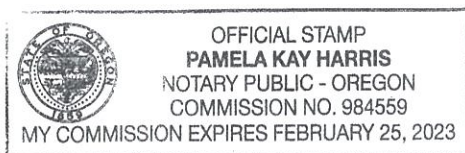
IN WITNESS WHEREOF, the City has caused this Agreement to be signed by the Public Works Director and Community Development Director, and the Applicant has caused this Agreement to be signed effective as of the date and year first written above.

APPLICANT


Dan Berge

STATE OF OREGON)
County of Clackamas) ss.

The foregoing instrument was acknowledged before me this 17th day of February, 2021, by Dan Berge.




 Notary Public for State of Oregon
 My commission expires: 2/25/23

(Additional signatures and acknowledgments on following page.)

SANITARY SEWER CONNECTION AND ANNEXATION COMPLIANCE AGREEMENT

CITY

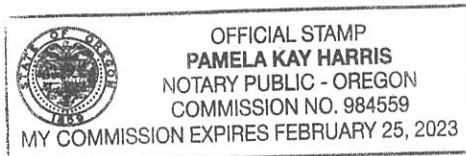
Accepted by the City of Oregon City

By: [Signature]
 Laura Terway, AICP Community Development Director

By: [Signature]
 Dayna Webb, P.E., City Engineer

STATE OF OREGON)
 County of Clackamas) ss.

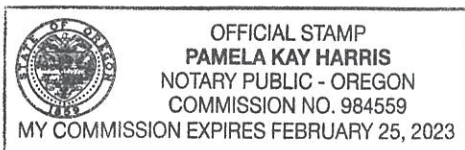
The foregoing instrument was acknowledged before me this 17th day of February 2021, by Laura Terway, as AICP Community Development Director for the City of Oregon City.



[Signature]
 Notary Public for State of Oregon
 My commission expires: 2/25/23

STATE OF OREGON)
 County of Clackamas) ss.

The foregoing instrument was acknowledged before me this 17th day of February 2021, by Dayna Webb, P.E., as City Engineer for the City of Oregon City.



[Signature]
 Notary Public for State of Oregon
 My commission expires: 2/25/23

EXHIBIT A
(Legal Description)

PARCEL I:

A tract of land, being all of that tract of land described by Deed Document No. 2001-046024, Clackamas County Deed Records and portion of that tract of land described in Deed Document No. 2005-027994, Clackamas County Deed Records, located in the S.S. White Donation Land Claim No. 41 in the Southwest one-quarter of Section 7, Township 3 South, Range 2 East of the Willamette Meridian, in the County of Clackamas and State of Oregon, described as follows:

Beginning at a point on the Southeasterly line of the S.S. White Donation Land Claim No. 41 which is South 42°30'35" West, 44 chains (2,904.00 feet) from the most Easterly corner thereof; thence North 47°31'40" West along the centerline of McCord Road, 205.00 feet; thence North 42°30'35" East, 20.00 feet to the intersection of the Northeast right-of-way line of McCord road and the Southeast line of that tract of land described in Deed Document No. 2001-046024, Clackamas County Deed Records, said point being the true point of beginning; thence North 47°31'40" West along the Northeast right-of-way line of McCord Road, 200.94 feet to the most Southerly of that tract corner of land described in Deed Document No. 92-81979, Clackamas County Deed Records; thence North 42°30'35" East along the most Southwesterly portion of the southeast line of said Document No. 92-81979 tract, 235.00 feet to interior angle thereof; thence South 47°31'40" East along the Southwest boundary lines of said Document No. 92-81979 Tract and that tract described in Deed Document No. 87-03341, Clackamas County Deed Records, 175.00 feet to the most northerly corner of that tract of land described in Deed Document No. 88-36796, Clackamas County Deed Records; thence South 42°30'35" West along the Northwest line of said Document No. 88-36796 Tract, 106.00 feet to the most Westerly corner thereof; thence South 47°31'40" East along the Southwest line of that tract described in said Deed Document No. 88-36796 tract, 23.72 feet to a fence line; thence South 41°31'35" West along said fence line and its Southwesterly extension, 129.02 feet to the Northeast right-of-way line of McCord Road; thence North 47°31'40" West along the northeast right-of-way line of McCord Road, 25.94 feet to the true point of beginning.

PARCEL II:

A tract of land, being a portion of that tract of land conveyed to Richard Wayne Wallace and Kathy Jean Wallace, husband and wife, on September 7, 1988 by Deed Document No. 88-36796, Clackamas County Deed Records, located in the S.S. White Donation Land Claim No. 41 in the Southwest one-quarter of Section 7, Township 3 South, Range 2 East of the Willamette Meridian, in the County of Clackamas and State of Oregon, described as follows:

Beginning at a point on the southeasterly line of S.S. White Donation Land Claim No. 41 which is South 42°30'35" West, 44 chains (2,904.00 feet) from the most easterly corner thereof; thence North 47°31'40" West along the centerline of McCord Road, 380.00 feet; thence North 42°30'35" East along the northwest line of that tract of land conveyed to Bill Creel and Dana Creel on September 10, 2008 by Deed Document No. 2008-063341, Clackamas County Deed Records, 255.00 feet to a five-eighths inch diameter iron rod with a yellow plastic cap marked 'Love Land Surveys' at the most northerly corner thereof; thence South 47°31'40" East along the northeast line of said Document No. 2008-063341 tract, 175.00 feet to a five-eighths inch diameter iron rod with a yellow plastic cap marked 'Love Land Surveys' at the most westerly corner thereof; said iron rod being the True Point of Beginning; thence South 42°30'35" West along the Southeast line of said Document No. 2008-063341 tract, 106.00 feet to a five-eighths inch diameter iron rod with a yellow plastic cap marked 'Love Land Surveys' at an interior angle corner; thence South 47°31'41" East along the southwest line of said Document No. 88-36796 tract, 23.72 feet to a five-eighths inch diameter iron rod with a yellow plastic cap marked 'Love Land Surveys'; thence North 41°31'35" East, 106.01 feet to a five-eighths inch diameter iron rod with a yellow plastic cap marked 'Township Surveys' at a point on the northeast line of said Document No. 88-36796 tract; thence North 47°31'40" West along the northeast line of said Document No. 88-36796 tract, 21.90 feet to the true point of beginning.



DEVELOPMENT SERVICES BUILDING
150 BEAVERCREEK ROAD | OREGON CITY, OR 97045

Permit #: P0207720
Type: Plumbing / Plumbing
Status: Issued
Valuation: \$0.00
Address: 19630 S MCCORD RD OREGON CITY, OR 97045

Applied: 08/19/2020
Approved: 08/19/2020
Final:
Expiration: 2/14/2021

Applicant: BERGE DAN 503-515-5488
Owner: BERGE DAN
Contractor: HOMEOWNER DOING WORK

Certificate of Occupancy Required:

Parcel: 32E07BD06600
Entered By: TMORELAND
Insp Area:
Printed: 08/19/2020
Description: HOOKUP HOUSE TO CITY WATER AND SEWER - APPROX 100 FT WATER & 240 FT SEWER
Conditions:

Class:
Occupancy:
Units: Bldgs:
Violation:

NOTICE: The County in its review and approval of this application is not authorizing any activity that may result in a violation of the federal Endangered Species Act (ESA). You are specifically put on notice that it is your responsibility to determine whether activities undertaken pursuant to an approval result in conflict with the provisions of the ESA. It is further your responsibility to ensure that all activities taken pursuant to an approval are designed, constructed and maintained in a manner that does not violate the ESA or any other applicable federal, state or local law.

SFR/Dup 1st Unit(sqft):

Additional Unit(sqft):

Sanitary Sewer Ft	240	\$258.00
Water System	100	\$145.00
State Surcharge	1	\$48.36
Total Fees:		\$451.36
Total Payments:		\$451.36
Balance Due:		\$0.00

Our goal is to provide you with excellent service. If you would like to discuss your experience with us, contact one of our Customer Service Specialists at 503-742-4400, dtdcustomerinfo@clackamas.us or simply fill out our online survey at <https://www.surveymonkey.com/s/cccustomersurvey>

DAN JOHNSON
DIRECTORDEPARTMENT OF TRANSPORTATION AND DEVELOPMENT
DEVELOPMENT SERVICES BUILDING
150 BEAVERCREEK ROAD OREGON CITY, OR 97045**CERTIFICATION OF EXISTING SYSTEM
DECOMMISSIONING**

SEPTIC PERMIT NUMBER: ST0 _____

T. 3 S.; R. 2 E.; Sec. 07BD; Tax Lot 6600The street address for the property is 19630 S McCord Rd.

By my signature, I certify that the existing (select one or more of the following)

☒ Septic tank ☐ Seepage Pit ☐ Cesspool

was decommissioned in accordance with established standards of the Department of Environmental Quality (DEQ). The DEQ standards require the above selected items to be:

- A) Pumped by a licensed sewage disposal pumping service to remove all septage;
- B) Filled with reject sand, bar run gravel or other material acceptable to the County, OR the tank must be removed and properly disposed.

The septage was pumped by American On Site
(Company Name of the septage pumping business)Signature: [Signature]Date: 5-28-2020

- Attach a copy of the pumping receipt.
- Remit completed form to:

Clackamas County DTD
Septic and Onsite Wastewater Systems
150 Beaver Creek Road
Oregon City, Oregon 97045Or, submit via FAX: (503) 742-4550 or email soilsconcern@clackamas.us

soilsconcern@clackamas.us

phone: 503-742-4740

fax: 503-742-4550

CERTIFICATION
OF
EXISTING SYSTEM DECOMMISSIONING

SEPTIC PERMIT NUMBER: ST 0 _____

T. 3 S.; R. 2 E.; Sec. 07BD; Tax Lot 6600

The street address for the property is 19630 S McLeod Rd.

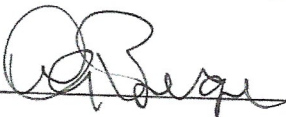
By my signature, I certify that the existing (select one or more of the following)

☒ Septic tank [] Seepage Pit [] Cesspool

was decommissioned in accordance with established standards of the Department of Environmental Quality (DEQ). The DEQ standards require the above selected items to be:

- A) pumped by a licensed sewage disposal pumping service to remove all septage;
B) filled with reject sand, bar run gravel or other material acceptable to the County, **OR**
the tank must be removed and properly disposed.

The septage was pumped by American On Site
(Company Name of the septage pumping business)

Signature: 

Date: 5-28-2020

- Attach a copy of the pumping receipt.
- Remit completed form to:

Clackamas County DTD
Septic and Onsite Wastewater Systems
150 Beaver Creek Road
Oregon City, Oregon 97045

Or, submit via FAX: (503) 742-4550

INVOICE



Billed On 05/28/2020
 Invoice # 452-2366
 Unit #
 Due Date 05/29/2020

Check payable to:

American On Site

31881 S HWY 213, Molalla, OR, 97038

License #: 158543

Phone #: (503) 829-7600

Billed To:

Dan Berge

po Box 1927,

Oregon City, OR, 97045

Job Address:

19630 South McCord Road,

Oregon City, OR, 97045

Payment Method:

Credit Card

PAID

\$990.00

Activity	Qty	Rate	Amount
Services			
97045 Standard - Pumped 1000 gallons	1	450.00	450.00
Services			
97045 Standard - Pumped 1000 gallons	1	450.00	450.00
Services			
Dig & Locate - Digging and Locating	1	90.00	90.00
Total			\$990.00
Amount Paid			-\$990.00
Applied Credits			-\$0.00
Amount Due			\$0.00

Note:

Terms: Payment is due now. For payment, please mail a check or call with bank card information. If paying with bank card, 1.5% service fee will be added to amounts over \$1000.00

2% finance charge shall be charged monthly on all accounts 30 days past due.

Should this account be placed in the hands of an attorney for collection, customer will be charged a reasonable amount to cover American On Site's attorney fees and collection costs even if no suit or action is filed.

Thank You

From: Jeff Akin <jeff.t.akin@gmail.com>

Date: May 11, 2021 at 11:30:23 AM PDT

To: Pete Walter <pwalter@orcity.org>, Dan B <orcityus@yahoo.com>

Subject: Re: AN-21-00001 - Annexation for connection to City Sewer - 16360 S. McCord Rd

Item 9a.

Dan and Pete,

The Tower Vista Neighborhood Association steering committee reviewed and discussed this as our next General Meeting is not until July 6th. We have no concerns and support the annexation of the property described in the application.

Thank you,

Jeff Akin

Chair, Tower Vista Neighborhood Association

Mobile: (503) 409-9894

Re: NA meeting

From: Jeff Akin (jeff.t.akin@gmail.com)

To: orcityus@yahoo.com

Date: Monday, July 12, 2021, 11:26 AM PDT

Those are good notes. You can try moving forward with them. I imagine they're going to want to NA Minutes, so I'll keep on Erik to try and get those.

Jeff

On Jul 12, 2021, at 10:52 AM, Dan B <orcityus@yahoo.com> wrote:

Copy of my draft notes for last meeting. Does it look OK with you

Dan 503 515 5488

<ocmeetingnotesNA2.pdf>

NA meeting

From: Dan B (orcityus@yahoo.com)

To: jeff.t.akin@gmail.com

Date: Monday, July 12, 2021, 10:52 AM PDT

Copy of my draft notes for last meeting. Does it look OK with you

Dan 503 515 5488



ocmeetingnotesNA2.pdf

22.5kB

7/12/21

Ref: Recap of **Hillendale/Tower Vista Neighborhood Association** regarding septic failure Annexation and rezoning to R6 of my property at 19630 S. McCord, Oregon City.

Meeting date and time: Tuesday, 07/05/2021 – 7:00 PM

Hillendale/Tower Vista Neighborhood Association chaired by Jeff Akin

Dan Berge: Notes for the portion of the meeting that referred to annexation and zone change.

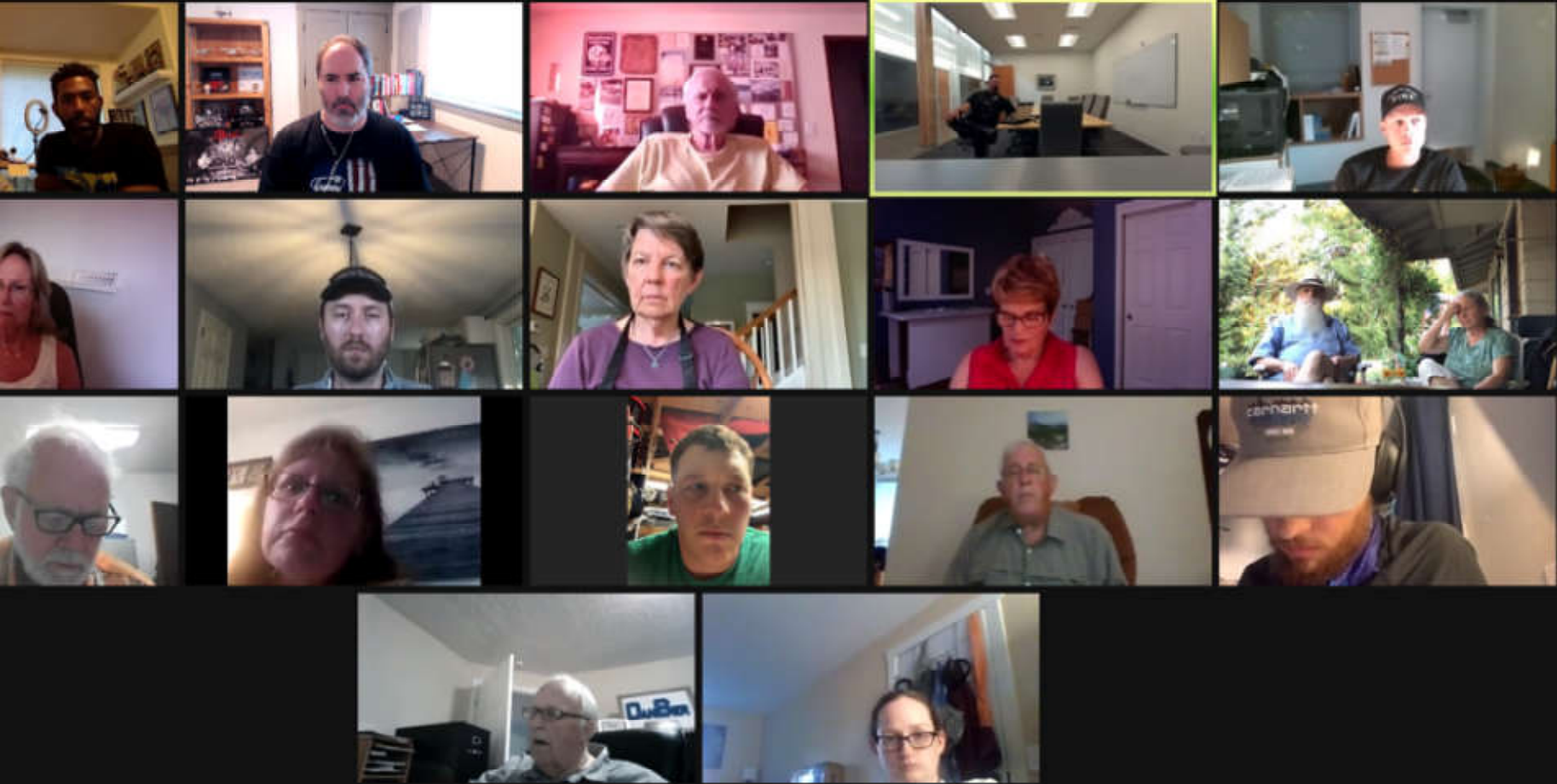
Jeff Akin did an overview of what has happened in the past meetings and emails concerning the annexation, sewer failure and zone change.

Dan Berge was asked by the Association member about the zoning he wanted, he said R6. He was asked what the “R” meant. Dan stated the “R” meant Residential. Dan Berge was asked if that meant there would be no commercial activities in residential. Dan responded yes -no commercial activities.

The Association then voted and approved R6 zoning for the property. It was
unanimous for yes.

Signed Dan Berge

Zoom Meeting



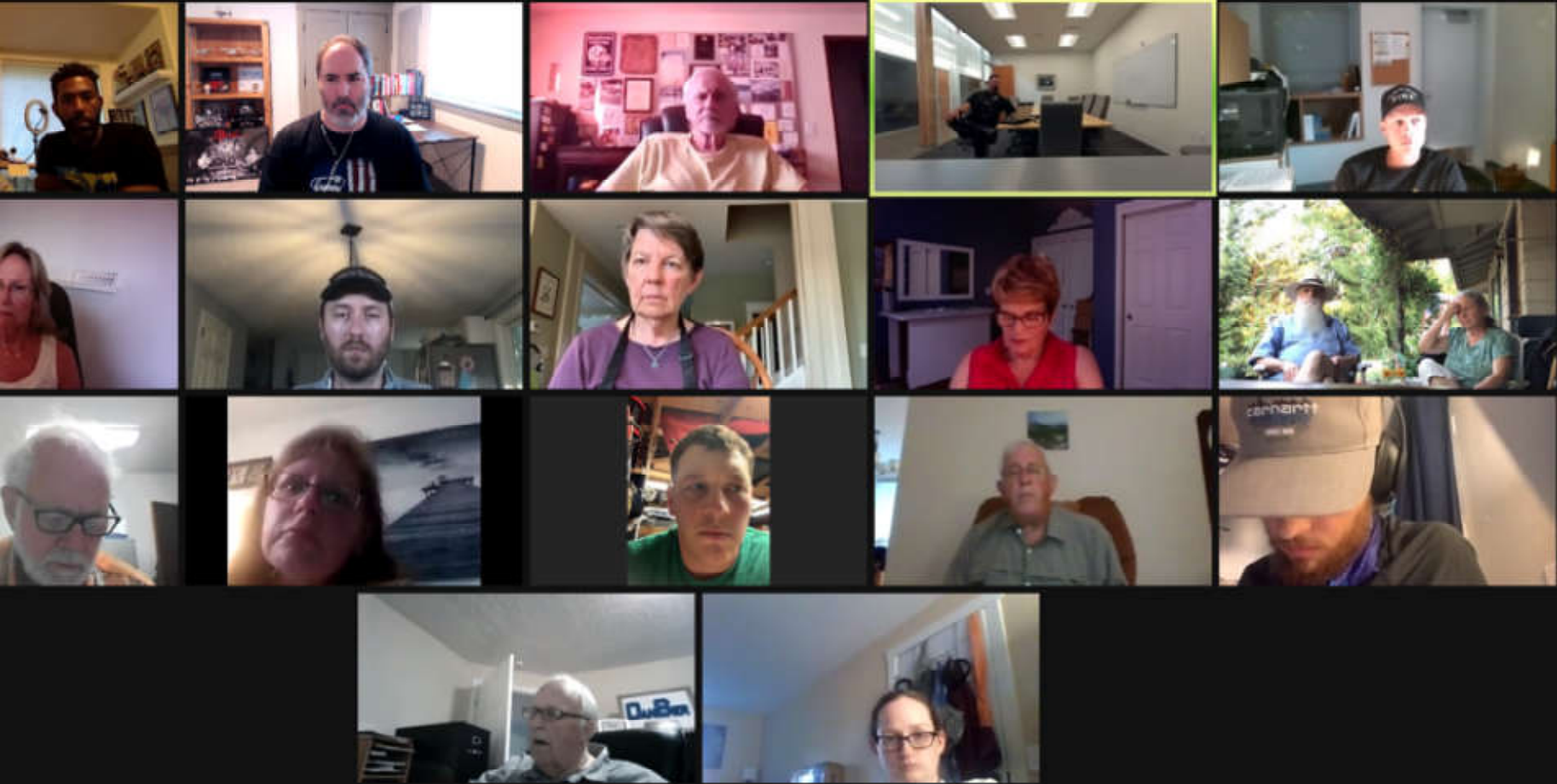
Participa

Search

- Jeff Akin (He/Him)
- Erik Hopwood - H
- JF John Fetzer
- MN Margie N.
- SR Spencer Rohde
- William Gifford
- HK Harry Kylio
- J John
- AW Anthony Wharff
- DB Dan Berge
- d david
- e ezra
- HP Hunter Pico
- i(iPad (4)
- KC Kim C.

Invite

Zoom Meeting



Participa

Search

- Jeff Akin (He/Him)
- Erik Hopwood - H
- JF John Fetzer
- MN Margie N.
- SR Spencer Rohde
- William Gifford
- HK Harry Kylio
- J John
- AW Anthony Wharff
- DB Dan Berge
- d david
- e ezra
- HP Hunter Pico
- i(iPad (4)
- KC Kim C.

Invite

Laura Terway

From: Dan B <orcityus@yahoo.com>
Sent: Monday, August 9, 2021 8:38 AM
To: Laura Terway
Subject: Re: CIC Bob Lasalle McCord Oregon City

You already got this one. CI Letter

Dan

On Friday, July 16, 2021, 09:08:08 AM PDT, Dan B <orcityus@yahoo.com> wrote:

----- Forwarded Message -----

From: Dan B <orcityus@yahoo.com>
To: jeanbob06@comcast.net <jeanbob06@comcast.net>
Sent: Tuesday, July 13, 2021, 01:56:30 PM PDT
Subject: CIC Bob Lasalle McCord Oregon City

Dan Berge 503 515 5488
19630 S. McCord Oregon City OR 97045

Bob Lasalle CICjeanbob06@comcast.net

Sending you the document from Hillendale/Tower Vista Neighborhood Association, my meeting notes and copy of Jeff Akin sign in.
This is for my filing with Oregon City annexation and zone change requirements.

Dan

SN2015-130

CLACKAMAS COUNTY SURVEYOR
RECEIVED: 2-19-15
ACCEPTED FOR FILING: 6-24-15
SURVEY NUMBER: SN2015-130

NARRATIVE:

THE PURPOSE OF THIS SURVEY IS TO RETRACE THE BOUNDARIES OF THE FOUND MONUMENTS AND TO ESTABLISH THE BOUNDARY OF THE PROPERTY DESCRIBED IN STATUTORY SPECIAL WARRANTY DEED RECORDED AS DOCUMENT NO. 2003-106538, DEED RECORDS OF CLACKAMAS COUNTY.

BASIS OF BEARINGS AND CENTERLINE OF LELAND ROAD (COUNTY ROAD NO. 518): I HELD THE LINE BETWEEN THE FOUND MONUMENTS AT "A" AND "B", TAKING THE BEARING OF S42°38'14"W FROM THE PLAT OF "MILLOW RUN ESTATES". I EXTENDED SAID CENTERLINE SOUTHWESTERLY TO INTERSECT THE CENTERLINE OF MCCORD ROAD.

I HELD A HALF WIDTH OF 30.00 FEET FOR THE NORTHWESTERLY RIGHT-OF-WAY LINE OF LELAND ROAD.

MCCORD ROAD: I COMPUTED CENTERLINE BY HOLDING A PERPENDICULAR RELATIONSHIP BETWEEN THE FOUND MONUMENTS AT "C" AND "D". FROM "C" THE CENTERLINE BEARS S42°33'58"W 20.00 FEET, AND FROM "D" THE CENTERLINE BEARS S42°33'58"E 20.00 FEET, AND I HELD A HALF WIDTH OF 30.00 FEET LONG THE NORTHWESTERLY RIGHT-OF-WAY ABUTTING SUBJECT PROPERTY, PER DEDICATION DEED DOCUMENT NO. 76-22907.

BOUNDARY RESOLUTION: FOR THE MAIN BODY OF SUBJECT PROPERTY, I HELD THE FOUND MONUMENTS AS SHOWN, FOR THE MOST NORTHWESTERLY LINE OF THE FLAGPOLE, I HELD THE DEED DISTANCES OF 88.00 FEET (DOCUMENT NO. 96-064591) AND 90.00 FEET (DOCUMENT NO. 96-064591) ALONG THE LELAND ROAD RIGHT-OF-WAY LINE, TO ESTABLISH THE SOUTHWESTERLY NORTHWESTERLY LINE. I HELD A POINT ON THE LELAND ROAD CENTERLINE DEED DISTANCE OF 177.00 FEET (DOCUMENT NO. 96-064591) NORTHWESTERLY FROM THE POINT OF BEGINNING. I HELD THE DEED DISTANCE BETWEEN "C" AND "D" AS 177.00 FEET. I HELD THE FLAGPOLE LINES AT RIGHT ANGLES TO LELAND ROAD PER THE DEED. I HELD THE DEED LENGTH OF 288.00 FEET FOR SAID LINES.

I HELD THE TWO SOUTHEASTERLY PROPERTY LINES THAT INTERSECT THE FLAGPOLE LINES PARALLEL WITH LELAND ROAD PER THE DEED AND INTERSECTED THE ESTABLISHED SOUTHWESTERLY LINE OF RIAN PARK AND THE ESTABLISHED SOUTHWESTERLY LINE OF THE TRACT DESCRIBED IN DOCUMENT NO. 2014-042281.

I CONSIDERED HOLDING DEED DISTANCES SOUTHWESTERLY FROM "D" TO ESTABLISH THE PROPERTY LINE, BUT THE DEED DISTANCES ARE ALL CONSISTENT, BUT THAT RESULTED IN A SHORTAGE IN DISTANCE OF MORE THAN A FOOT ON THE SOUTHWESTERLY LINE. INSTEAD, I CONSIDERED HOLDING DEED DISTANCES FOR THOSE ADJOINERS AS DESCRIBED ABOVE, RESULTING IN THE FLAGPOLE BEING 0.16 FOOT WIDER THAN THE DEED WIDTH.

NOTE THAT THE DEED DISTANCE ALONG MCCORD ROAD PUTS THE DEED NORTHWESTERLY PROPERTY LINE ALMOST THIRTY FEET INTO THE PLAT OF "PAVILION PARK". I SUSPECT A DEED ERROR, AS SAID NORTHWESTERLY LINE AS LOCATED AGREES WITH SN 13371.

SNF = SEARCHED FOR, NOT FOUND
() = RECORD DISTANCES & BEARINGS
(C) = CALCULATED
IR = IRON ROD, IP = IRON PIPE
FPC = FOUND PLASTIC CAP
WPC = YELLOW PLASTIC CAP
R/W = RIGHT OF WAY
SN = SURVEY NUMBER CLACKAMAS COUNTY SURVEYOR'S OFFICE
ALC = ALUMINUM CONE
MB = MONUMENT BOX
P1 = "MILLOW RUN ESTATES"
P2 = "PAVILION PARK"
P3 = "RIAN PARK"
D1 = DOCUMENT NO. 2003-106538
D2 = DOCUMENT NO. 87-003341
D3 = DOCUMENT NO. 96-101393
D4 = DOCUMENT NO. 96-064521
S1 = SN 2014-172

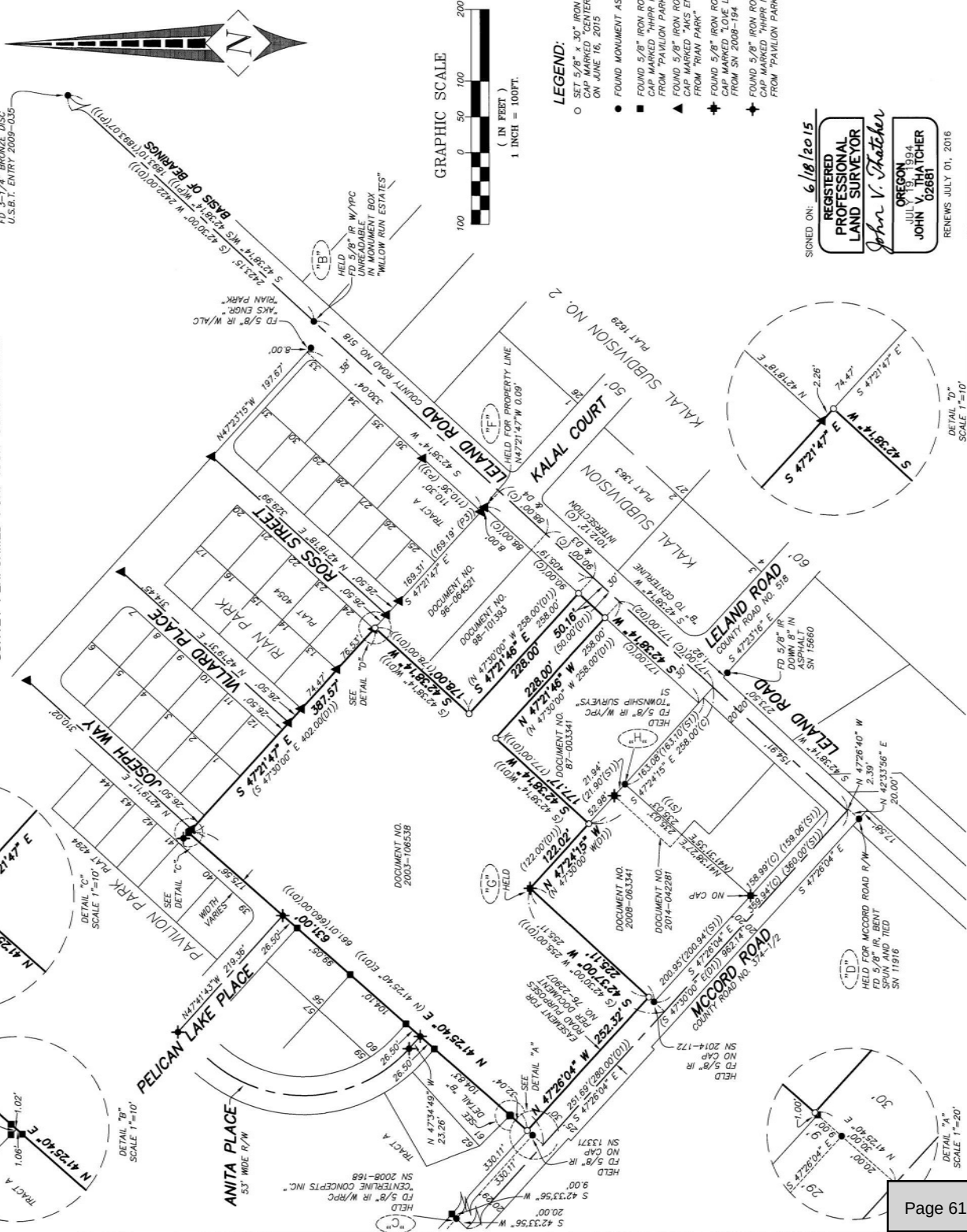
LEGEND:
O SET 5/8" x 30" IRON ROD W/ RED PLASTIC CAP MARKED "CENTERLINE CONCEPTS" ON JUNE 16, 2015
● FOUND MONUMENT AS NOTED
■ FOUND 5/8" IRON ROD W/ ORANGE PLASTIC CAP MARKED "HHR INC." FROM "PAVILION PARK"
▲ FOUND 5/8" IRON ROD W/ YELLOW PLASTIC CAP MARKED "AKS ENGR." FROM "RIAN PARK"
★ FOUND 5/8" IRON ROD W/ YELLOW PLASTIC CAP MARKED "LOVE LAND SURVEYS" FROM SN 2008-194
✦ FOUND 5/8" IRON ROD W/ 1-1/2" ALUMINUM CAP MARKED "HHR INC." FROM "PAVILION PARK"



RECORD OF SURVEY

LOCATED IN THE S.S. WHITE DLC NO. 41, IN THE N.E., N.W., S.E. & S.W. 1/4 OF SECTION 7, T.3S., R.2E., W.M., CITY OF OREGON CITY, CLACKAMAS COUNTY, OREGON
JUNE 16, 2015 SCALE 1"=100'

SURVEY PERFORMED FOR: ICON CONSTRUCTION



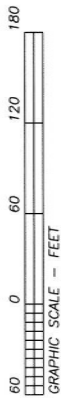
SIGNED ON: 6/18/2015
REGISTERED PROFESSIONAL LAND SURVEYOR
John V. Thatcher
OREGON JULY 1994
JOHN V. THATCHER 02681
RENEWS JULY 01, 2016

CENTERLINE CONCEPTS
LAND SURVEYING, INC.
729 MOLALLA AVE., SUITE 1 & 2
OREGON CITY, OREGON 97045
PHONE 503.650.0188 FAX 503.650.0188
PLOTTED: M:\PROJECTS\ICON-MCCORD RD-19598\dwg13

Item 9a.

SN2014-172

CLACKAMAS COUNTY SURVEYOR
RECEIVED: 7-25-14
ACCEPTED FOR FILING: 9-4-14
SURVEY NUMBER: SN2014-172



TRACT 'A'
AN IRON ROD SET
MARKED 'AKS ENGR.'
PLAT NO. 4054

N 47°30'10"W
8.00' (P)
8.00' (P)

FD 5/8" I.R. WPC
MARKED 'AKS ENGR.'
HELD BY SN 2005-304

REFERENCE SURVEYS:

SN 2008-194
SN 2008-194
SN 2004-4054
SN 2004-4054
SN 13170
SN 13170
SN 13170
SN 13170
SN 13170
SN 13170
SN 2005-304
SN 2005-304
SN 2005-143
SN 2005-143
SN 2005-133
SN 2005-133
SN 2005-565
SN 2005-565
DTM-565

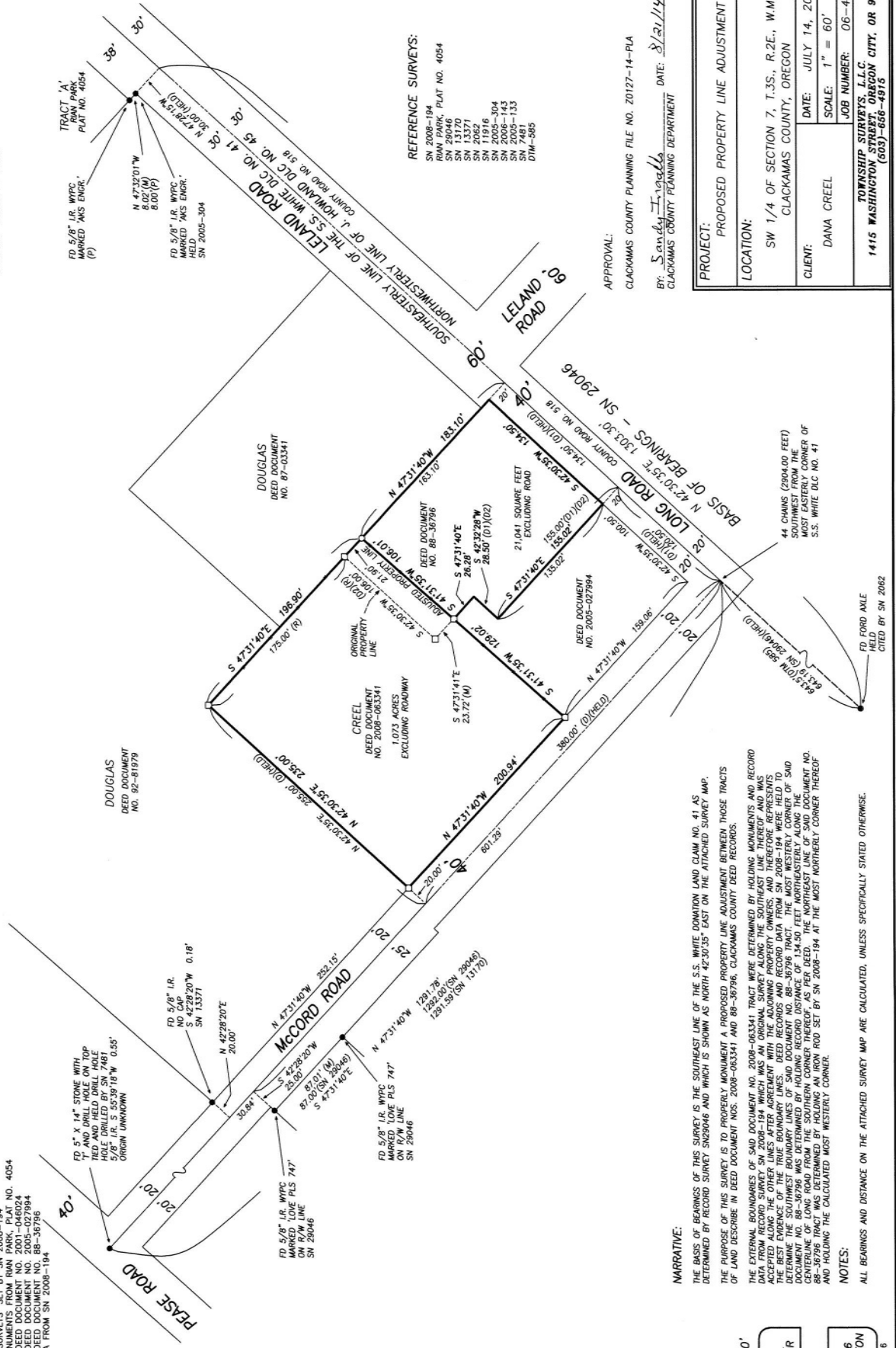
APPROVAL:

CLACKAMAS COUNTY PLANNING FILE NO. 20127-14-PLA

BY: Sandy F. 10/26/16 DATE: 8/21/14
CLACKAMAS COUNTY PLANNING DEPARTMENT

PROJECT:	PROPOSED PROPERTY LINE ADJUSTMENT
LOCATION:	SW 1/4 OF SECTION 7, T.3S., R.2E., W.M. CLACKAMAS COUNTY, OREGON
CLIENT:	DANA CREEL
DATE:	JULY 14, 2014
SCALE:	1" = 60'
JOB NUMBER:	06-4
TOWNSHIP SURVEYS, L.L.C.	1415 WASHINGTON STREET, OREGON CITY, OR 97057 (503)-656-4915

Item 9a.



NARRATIVE:

THE BASIS OF BEARINGS OF THIS SURVEY IS THE SOUTHEAST LINE OF THE S.S. WHITE DONATION LAND CLAIM NO. 41 AS DETERMINED BY RECORD SURVEY SN2004-6 WHICH IS SHOWN AS NORTH 42°30'35\"/>

NOTES:

ALL BEARINGS AND DISTANCE ON THE ATTACHED SURVEY MAP ARE CALCULATED, UNLESS SPECIFICALLY STATED OTHERWISE.

SCALE: 1" = 60'

REGISTERED
LAND SURVEYOR

OREGON
JULY 11, 2006
A. SPURGEON
65603LS
EXPIRES 6/30/16

Memorandum

To: Oregon City Planning

Copy: Dan Berge

From: Jennifer Danziger, PE

Date: July 7, 2021

Subject: Trip Generation Analysis for 19630S McCord Road



RENEWS: 12.31.21

Introduction

The 1.05-acre property located at 19630 S McCord Road (Tax Lot 3-2E-07BD-06600) is located within the Oregon City Urban Growth Boundary but outside the current city limits as shown in Figure 1 (outlined in red). This letter addresses the potential trip generation for the site if annexed into the City of Oregon City with R-6 (Low Density Residential) Zoning consistent with adjacent properties.

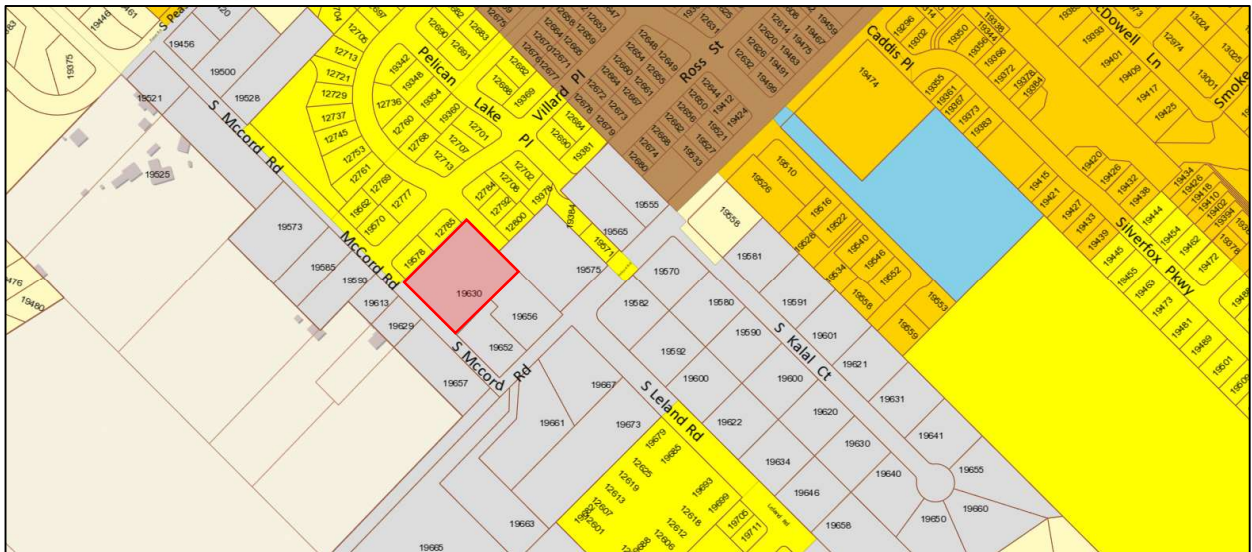


Figure 1: Site Location on Oregon City Zoning Map

Trip Generation

The subject site currently has 1 single-family home on the property.

Under R-6 zoning, the minimum net density is 5.8 dwelling units (du) per acre and the maximum net density is 7.3 du/acre. The site is not a corner lot and cannot be developed with any duplex units. Assuming the maximum density, the site could potentially be developed with 7 single-family detached homes.

Rates from the *Trip Generation Manual*¹ were used to compare the existing and potential trip shown in Table 1.

Table 1: Trip Generation Comparison

Condition	Land Use Assumption	Intensity	Morning Peak Hour			Evening Peak Hour			Daily Trips
			In	Out	Total	In	Out	Total	
Existing	210 – Single-Family Detached Housing	1 DU	0	1	1	1	0	1	10
R-6 Zoning		7 DU	1	4	5	4	3	7	66
Net Change		6 DU	1	3	4	3	3	6	56

As shown in Table 1, R-6 zoning for the subject site could result in an increase of 4 morning peak, 6 evening peak, and 56 daily trips for the site under the maximum density allowed.

Trip Distribution

Based on the location of major transportation facilities, employment areas, convenience shopping, and schools, approximately 40 percent of the site traffic could travel to/from northwest of the site via S McCord Road and 60 percent of the site traffic could travel to/from the northeast of the via S McCord Road to Leland Road. At most peak hour traffic volumes on these roads would increase by 3-4 trips and daily traffic would increase by 30-35 trips.

Transportation Planning Rule

Oregon Administration Rule (OAR) 660-012, known as the Transportation Planning Rule (TPR) requires that cities and counties create transportation system plans that address the long-range, coordinated, multimodal transportation needs of their communities. Section 660-012-0060 of the rule outlines how a change in a land use regulation (including zoning) must demonstrate that the planned system can accommodate the change or put in place measures to address the impacts.

As noted above, the proposed R-6 zoning would increase by peak hour traffic 3-4 trips on adjacent roadway. This traffic would quickly dissipate on the system with no noticeable effect on traffic flow. Since the proposal would not significantly affect the transportation system, the requirements of the TPR are satisfied without any mitigation.

Conclusion

Annexation of the property located at 19630 S McCord Road with R-6 Zoning could result in an increase of 4 morning peak, 6 evening peak, and 56 daily trips for the site under the maximum density allowed. The resulting impact on the adjacent roadway network is anticipated to be negligible and the requirements of the TPR are satisfied.

¹ Institute of Transportation Engineers (ITE), *Trip Generation Manual*, 10th Edition, 2017.



RECORDING REQUESTED BY:



12550 SE 93rd Ave, Ste 420
Clackamas, OR 97015

Clackamas County Official Records
Sherry Hall, County Clerk

2018-036024

06/12/2018 02:51:01 PM

D-D Cnt=1 Stn=75 CONNIE
\$15.00 \$16.00 \$10.00 \$62.00

\$103.00

AFTER RECORDING RETURN TO:

Order No.: 161800776-TW

Dan Berge

P.O. Box 1927

Oregon City, OR 97045

SEND TAX STATEMENTS TO:

Dan Berge

P.O. Box 1927

Oregon City, OR 97045

APN: 00862472

SPACE ABOVE THIS LINE FOR RECORDER'S USE

STATUTORY WARRANTY DEED

Alex M. Wall, who acquired title as Alex M. Park, Grantor, conveys and warrants to **Dan Berge**, Grantee, the following described real property, free and clear of encumbrances except as specifically set forth below, situated in the County of Clackamas, State of Oregon:

See Exhibit "A"

THE TRUE AND ACTUAL CONSIDERATION FOR THIS CONVEYANCE IS FOUR HUNDRED EIGHTY-FIVE THOUSAND AND NO/100 DOLLARS (\$485,000.00). (See ORS 93.030) an IRC 1031 Exchange

BEFORE SIGNING OR ACCEPTING THIS INSTRUMENT, THE PERSON TRANSFERRING FEE TITLE SHOULD INQUIRE ABOUT THE PERSON'S RIGHTS, IF ANY, UNDER ORS 195.300, 195.301 AND 195.305 TO 195.336 AND SECTIONS 5 TO 11, CHAPTER 424, OREGON LAWS 2007, SECTIONS 2 TO 9 AND 17, CHAPTER 855, OREGON LAWS 2009, AND SECTIONS 2 TO 7, CHAPTER 8, OREGON LAWS 2010. THIS INSTRUMENT DOES NOT ALLOW USE OF THE PROPERTY DESCRIBED IN THIS INSTRUMENT IN VIOLATION OF APPLICABLE LAND USE LAWS AND REGULATIONS. BEFORE SIGNING OR ACCEPTING THIS INSTRUMENT, THE PERSON ACQUIRING FEE TITLE TO THE PROPERTY SHOULD CHECK WITH THE APPROPRIATE CITY OR COUNTY PLANNING DEPARTMENT TO VERIFY THAT THE UNIT OF LAND BEING TRANSFERRED IS A LAWFULLY ESTABLISHED LOT OR PARCEL, AS DEFINED IN ORS 92.010 OR 215.010, TO VERIFY THE APPROVED USES OF THE LOT OR PARCEL, TO DETERMINE ANY LIMITS ON LAWSUITS AGAINST FARMING OR FOREST PRACTICES, AS DEFINED IN ORS 30.930, AND TO INQUIRE ABOUT THE RIGHTS OF NEIGHBORING PROPERTY OWNERS, IF ANY, UNDER ORS 195.300, 195.301 AND 195.305 TO 195.336 AND SECTIONS 5 TO 11, CHAPTER 424, OREGON LAWS 2007, SECTIONS 2 TO 9 AND 17, CHAPTER 855, OREGON LAWS 2009, AND SECTIONS 2 TO 7, CHAPTER 8, OREGON LAWS 2010.

Order No.: 161800776

EXHIBIT "A"

Legal Description

PARCEL I:

A tract of land, being all of that tract of land described by Deed Document No. 2001-046024, Clackamas County Deed Records and portion of that tract of land described in Deed Document No. 2005-027994, Clackamas County Deed Records, located in the S.S. White Donation Land Claim No. 41 in the Southwest one-quarter of Section 7, Township 3 South, Range 2 East of the Willamette Meridian, in the County of Clackamas and State of Oregon, described as follows:

Beginning at a point on the Southeasterly line of the S.S. White Donation Land Claim No. 41 which is South 42°30'35" West, 44 chains (2,904.00 feet) from the most Easterly corner thereof; thence North 47°31'40" West along the centerline of McCord Road, 205.00 feet; thence North 42°30'35" East, 20.00 feet to the intersection of the Northeast right-of-way line of McCord road and the Southeast line of that tract of land described in Deed Document No. 2001-046024, Clackamas County Deed Records, said point being the true point of beginning; thence North 47°31'40" West along the Northeast right-of-way line of McCord Road, 200.94 feet to the most Southerly of that tract corner of land described in Deed Document No. 92-81979, Clackamas County Deed Records; thence North 42°30'35" East along the most Southwesterly portion of the southeast line of said Document No. 92-81979 tract, 235.00 feet to interior angle thereof; thence South 47°31'40" East along the Southwest boundary lines of said Document No. 92-81979 Tract and that tract described in Deed Document No. 87-03341, Clackamas County Deed Records, 175.00 feet to the most northerly corner of that tract of land described in Deed Document No. 88-36796, Clackamas County Deed Records; thence South 42°30'35" West along the Northwest line of said Document No. 88-36796 Tract, 106.00 feet to the most Westerly corner thereof; thence South 47°31'40" East along the Southwest line of that tract described in said Deed Document No. 88-36796 tract, 23.72 feet to a fence line; thence South 41°31'35" West along said fence line and its Southwesterly extension, 129.02 feet to the Northeast right-of-way line of McCord Road; thence North 47°31'40" West along the northeast right-of-way line of McCord Road, 25.94 feet to the true point of beginning.

PARCEL II:

A tract of land, being a portion of that tract of land conveyed to Richard Wayne Wallace and Kathy Jean Wallace, husband and wife, on September 7, 1988 by Deed Document No. 88-36796, Clackamas County Deed Records, located in the S.S. White Donation Land Claim No. 41 in the Southwest one-quarter of Section 7, Township 3 South, Range 2 East of the Willamette Meridian, in the County of Clackamas and State of Oregon, described as follows:

Beginning at a point on the southeasterly line of S.S. White Donation Land Claim No. 41 which is South 42°30'35" West, 44 chains (2,904.00 feet) from the most easterly corner thereof; thence North 47°31'40" West along the centerline of McCord Road, 380.00 feet; thence North 42°30'35" East along the northwest line of that tract of land conveyed to Bill Creel and Dana Creel on September 10, 2008 by Deed Document No. 2008-063341, Clackamas County Deed Records, 255.00 feet to a five-eighths inch diameter iron rod with a yellow plastic cap marked 'Love Land Surveys' at the most northerly corner thereof; thence South 47°31'40" East along the northeast line of said Document No. 2008-063341 tract, 175.00 feet to a five-eighths inch diameter iron rod with a yellow plastic cap marked 'Love Land Surveys' at the most westerly corner thereof; said iron rod being the True Point of Beginning; thence South 42°30'35" West along the Southeast line of said Document No. 2008-063341 tract, 106.00 feet to a five-eighths inch diameter iron rod with a yellow plastic cap marked 'Love Land Surveys' at an interior angle corner; thence South 47°31'41" East along the southwest line of said Document No. 88-36796 tract, 23.72 feet to a five-eighths inch diameter iron rod with a yellow plastic cap marked 'Love Land Surveys'; thence North 41°31'35" East, 106.01 feet to a five-eighths inch diameter iron rod with a yellow plastic cap marked 'Township Surveys' at a point on the northeast line of said Document No. 88-36796 tract; thence North 47°31'40" West along the northeast line of said Document No. 88-36796 tract, 21.90 feet to the true point of beginning.

STATUTORY WARRANTY DEED

(continued)

IN WITNESS WHEREOF, the undersigned have executed this document on the date(s) set forth below.

Dated: 6-8-18

Alex Wall Alex M. Wall, who acquired title on Alex M. Wall. Alex M. Park BM

State of Tennessee
County of Hamilton

This instrument was acknowledged before me on June 8th, 2018 by Alex M. Wall, who
as Alex M. Park BM
by Alex Wall. acquired title

Brittany R. Marcum
Notary Public State of Tennessee BM

My Commission Expires: Nov. 24, 2018



Property Profile Report
19630 MCCORD RD OREGON CITY, OR 97045-9133
Ownership Information
Owner Name:

DAN BERGE

Mailing Address:

PO BOX 1927 OREGON CITY, OR 97045-0927

Property Description
County: Clackamas

Map / Tax Lot: 32E07BD/06600

Account Num: 00862472

Property ID: 00862472

Land Use: Single Family Residential

Subdivision:
Legal Description:

SECTION 07 TOWNSHIP 3S RANGE 2E QUARTER BD TAXLOT 06600

Map Grid: 717-B5

Census: 0226.01

Owner Occ.: No

Zoning:
Property Characteristics
Property Type: SINGLE FAMILY

House Style:
Year Built: 1920

Bedrooms: 4

Bathrooms: 1.00

Lot Size: 46,609

Acres: 1.07

Garage Type:
Garage SF:
Building SF: 1,341

Living Area SF: 1,341

Square Feet: 1,341

1st Floor SF: 1,341

2nd Floor SF:
3rd Floor SF:
Attic SF:
Bsmnt SF:
Fin Bsmt SF:
Heat:
Cooling:
Foundation:
Exterior:
Roof Style:
Roof Cover:
Fireplaces:
Bsmnt Type:
Assessment Information
Real Market Value: \$ 437,504

Land Value: \$ 244,484

Total Assessed Value: \$ 225,223

Assessed Yr: 2020

M-5 Rate: 14.7173

Taxes: \$ 3,368.44

Imp. Value: \$ 193,020

Levy Code: 062-084

Tax Year: 2020

Previous Sale Information
Sale Amount: \$ 485,000

Document Num: 2018-036024

Sale Date: 06/08/2018

Transaction History

Item 9a.

Sale Date	Sale Amount	HPI Sale Amount	Document Type	Reception Num	Book/Page
6/8/2018	\$ 485,000	\$ 539,400	Wd	2018-036024	/
7/23/2014	\$ 367,500	\$ 573,400	Wd	2014-037643	/

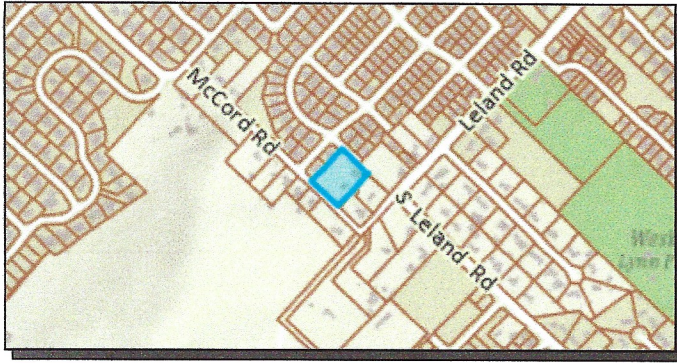
This information has been furnished, without charge, in conformance with the guidelines approved by the State of Oregon Insurance Commissioner. The Insurance division cautions intermediaries that this service is designed to benefit the ultimate insureds. Indiscriminate use only benefiting intermediaries will not be permitted. Said Services may be discontinued. No liability is assumed for any errors in this report.

*All information provided by ValueCheck, Inc is deemed reliable, but not guaranteed.
Accuracy of the information may vary by county.*

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Taxlot Detail Report

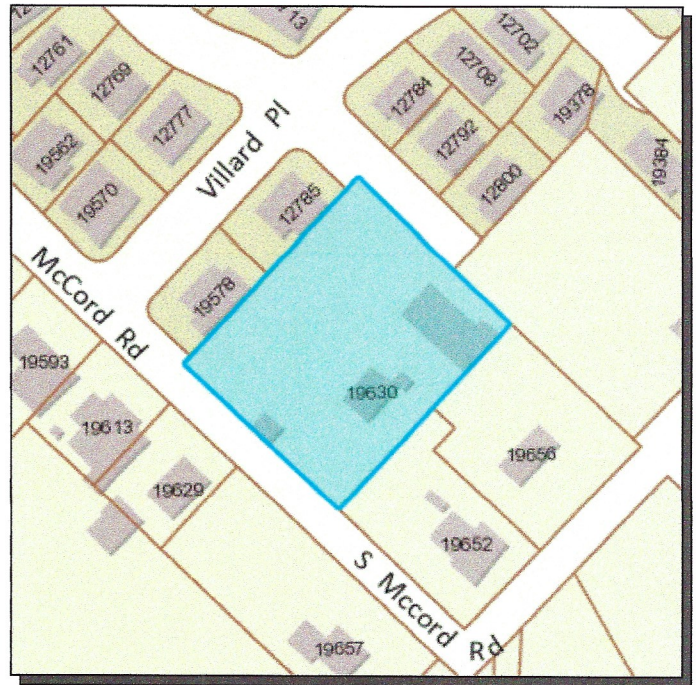
Taxlot: 3-2E-07BD-06600



Overview Map

Taxlot Information

APN: 3-2E-07BD-06600 In City? N
 Alt ID: 00862472 In UGB? Y
 Site Address: 19630 S MCCORD RD
 OREGON CITY, OR 97045
 Year Built: 1920



Taxlot highlighted in blue

Taxpayer Information

Taxpayer: Please contact the City of Oregon City
 Address: for taxpayer information

Reference Information

Parcel Area (GIS - acres): 1.05
 Parcel Area (GIS - sq. ft.): 45,921
 Twn/Rng/Sec: 3S 2E 7
 Tax Map Reference: 32E07BD (03_3s2e07bd)

Values

Import Date: 12/17/2020
 Land Value (Mkt): \$239,355
 Building Value (Mkt): \$197,170
 Total Value (Mkt): \$436,525
 Note: the values above are Market, NOT Assessed values.
 Assessed Value: \$218,664
 Exempt Amount: \$0

Planning Designations

Zoning: County
 Comprehensive Plan: LR
 Subdivision: N/A
 PUD (if known):
 Partition Plat: N/A
 Neighborhood Assn: N/A
 Urban Renewal District: N/A
 Concept Plan: N/A
 Historic District: N/A
 Historic Designated Structure: N/A

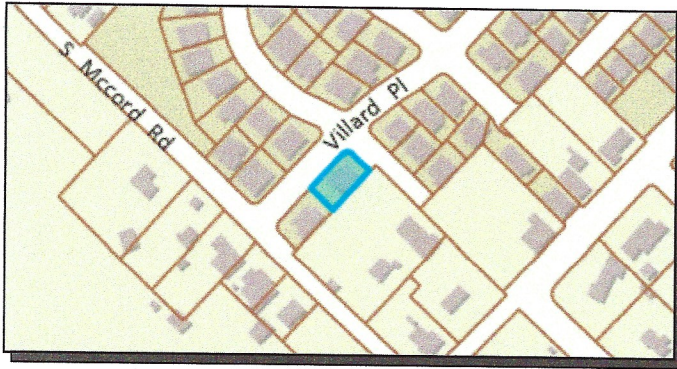
In Willamette Greenway? N
 In Geologic Hazard? N
 In High Water Table Area? Y
 In Nat. Res. Ovl. Dist. (NROD)? N
 In 1996/FEMA 100 Yr. Floodplain? N
 In FEMA Floodway? N
 In SDC Discount Area? N
 In Thayer Pond Fee Area? N
 In Bvrck. Rd Access Plan Area? N
 In Barlow Trail Corridor? N
 In Enterprise Zone? N
 In Vertical Housing Dev. Zone? N
 In Opportunity Zone? N

The City of Oregon City makes no representations, express or implied, as to the accuracy, completeness and timeliness of the information displayed. This map is not suitable for legal, engineering, surveying or navigation purposes. Notification of any errors is appreciated.

Report generated 4/9/2021 6:35:41 PM

City of Oregon City
 P.O. Box 3040
 625 Center St.
 Oregon City, OR 97045
 (503) 657-0891
 www.oregoncity.org

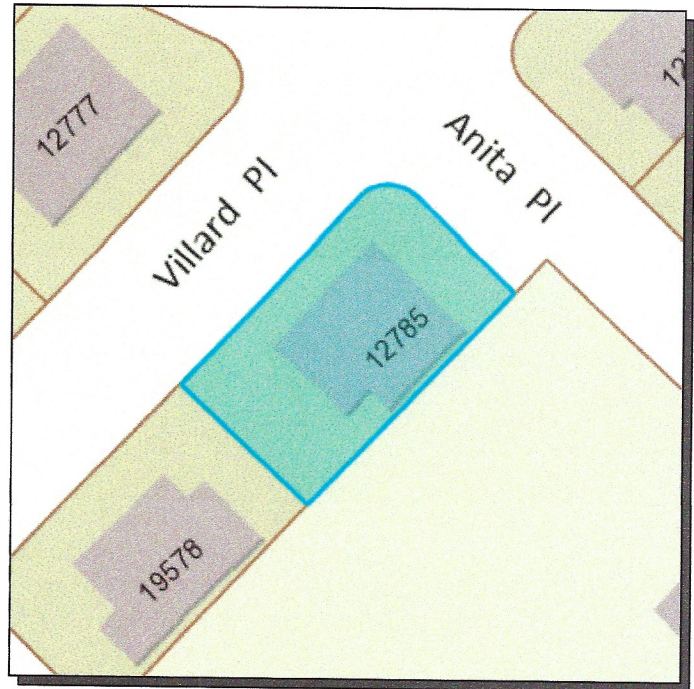




Overview Map

Taxlot Information

APN: 3-2E-07BD-09500 In City? Y
 Alt ID: 05031950 In UGB? Y
 Site Address: 12785 ANITA PL
 OREGON CITY, OR 97045
 Year Built: 2018



Taxlot highlighted in blue

Taxpayer Information

Taxpayer: Please contact the City of Oregon City
 Address: for taxpayer information

Reference Information

Parcel Area (GIS - acres): 0.15
 Parcel Area (GIS - sq. ft.): 6,474
 Twn/Rng/Sec: 3S 2E 7
 Tax Map Reference: 32E07BD (03_3s2e07bd)

Values

Import Date: 12/17/2020
 Land Value (Mkt): \$151,023
 Building Value (Mkt): \$389,530
 Total Value (Mkt): \$540,553
 Note: the values above are Market, NOT Assessed values.
 Assessed Value: \$348,702
 Exempt Amount: \$0

Planning Designations

Zoning: R-6
 Comprehensive Plan: LR
 Subdivision: (4499) PAVILION PARK 3
 PUD (if known):
 Partition Plat: N/A
 Neighborhood Assn: TOWER VISTA
 Urban Renewal District: N/A
 Concept Plan: N/A
 Historic District: N/A
 Historic Designated Structure: N/A

In Willamette Greenway? N
 In Geologic Hazard? N
 In High Water Table Area? Y
 In Nat. Res. Ovl. Dist. (NROD)? N
 In 1996/FEMA 100 Yr. Floodplain? N
 In FEMA Floodway? N
 In SDC Discount Area? N
 In Thayer Pond Fee Area? N
 In Bvrck. Rd Access Plan Area? N
 In Barlow Trail Corridor? N
 In Enterprise Zone? N
 In Vertical Housing Dev. Zone? N
 In Opportunity Zone? N

The City of Oregon City makes no representations, express or implied, as to the accuracy, completeness and timeliness of the information displayed. This map is not suitable for legal, engineering, surveying or navigation purposes. Notification of any errors is appreciated.

Report generated 4/9/2021 6:48:04 PM

City of Oregon City
 P.O. Box 3040
 625 Center St
 Oregon City, OR 97045
 (503) 657-0891
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EXHIBIT "A"

Item 9a.

RECORDING REQUESTED BY:



12550 SE 93rd Ave, Ste 420
Clackamas, OR 97015

Clackamas County Official Records
Sherry Hall, County Clerk

2018-036024

06/12/2018 02:51:01 PM

D-D Cnt=1 Stn=75 CONNIE
\$15.00 \$16.00 \$10.00 \$62.00

\$103.00

AFTER RECORDING RETURN TO:

Order No.: 161800776-TW
Dan Berge
P.O. Box 1927
Oregon City, OR 97045

SEND TAX STATEMENTS TO:

Dan Berge
P.O. Box 1927
Oregon City, OR 97045

APN: 00862472

SPACE ABOVE THIS LINE FOR RECORDER'S USE

STATUTORY WARRANTY DEED

Alex M. Wall, who acquired title as Alex M. Park, Grantor, conveys and warrants to Dan Berge, Grantee, the following described real property, free and clear of encumbrances except as specifically set forth below, situated in the County of Clackamas, State of Oregon:

See Exhibit "A"

THE TRUE AND ACTUAL CONSIDERATION FOR THIS CONVEYANCE IS FOUR HUNDRED EIGHTY-FIVE THOUSAND AND NO/100 DOLLARS (\$485,000.00). (See ORS 93.030) an IRC 1031 Exchange

BEFORE SIGNING OR ACCEPTING THIS INSTRUMENT, THE PERSON TRANSFERRING FEE TITLE SHOULD INQUIRE ABOUT THE PERSON'S RIGHTS, IF ANY, UNDER ORS 195.300, 195.301 AND 195.305 TO 195.336 AND SECTIONS 5 TO 11, CHAPTER 424, OREGON LAWS 2007, SECTIONS 2 TO 9 AND 17, CHAPTER 855, OREGON LAWS 2009, AND SECTIONS 2 TO 7, CHAPTER 8, OREGON LAWS 2010. THIS INSTRUMENT DOES NOT ALLOW USE OF THE PROPERTY DESCRIBED IN THIS INSTRUMENT IN VIOLATION OF APPLICABLE LAND USE LAWS AND REGULATIONS. BEFORE SIGNING OR ACCEPTING THIS INSTRUMENT, THE PERSON ACQUIRING FEE TITLE TO THE PROPERTY SHOULD CHECK WITH THE APPROPRIATE CITY OR COUNTY PLANNING DEPARTMENT TO VERIFY THAT THE UNIT OF LAND BEING TRANSFERRED IS A LAWFULLY ESTABLISHED LOT OR PARCEL, AS DEFINED IN ORS 92.010 OR 215.010, TO VERIFY THE APPROVED USES OF THE LOT OR PARCEL, TO DETERMINE ANY LIMITS ON LAWSUITS AGAINST FARMING OR FOREST PRACTICES, AS DEFINED IN ORS 30.930, AND TO INQUIRE ABOUT THE RIGHTS OF NEIGHBORING PROPERTY OWNERS, IF ANY, UNDER ORS 195.300, 195.301 AND 195.305 TO 195.336 AND SECTIONS 5 TO 11, CHAPTER 424, OREGON LAWS 2007, SECTIONS 2 TO 9 AND 17, CHAPTER 855, OREGON LAWS 2009, AND SECTIONS 2 TO 7, CHAPTER 8, OREGON LAWS 2010.

STATUTORY WARRANTY DEED

(continued)

IN WITNESS WHEREOF, the undersigned have executed this document on the date(s) set forth below.

Dated: 6-8-18

Alex Wall Alex M. Wall, who acquired (BM)
title on Alex M. Wall. Alex M. Park

State of Tennessee
County of Hamilton

This instrument was acknowledged before me on June 8th, 2018

(BM)
Alex M. Wall, who
by Alex Wall. acquired title
as Alex M. Park.

Brittany R. Marcum
Notary Public | State of Oregon Tennessee (BM)

My Commission Expires: Nov. 24, 2018



Order No.: 161800776

EXHIBIT "A"

Legal Description

PARCEL I:

A tract of land, being all of that tract of land described by Deed Document No. 2001-046024, Clackamas County Deed Records and portion of that tract of land described in Deed Document No. 2005-027994, Clackamas County Deed Records, located in the S.S. White Donation Land Claim No. 41 in the Southwest one-quarter of Section 7, Township 3 South, Range 2 East of the Willamette Meridian, in the County of Clackamas and State of Oregon, described as follows:

Beginning at a point on the Southeasterly line of the S.S. White Donation Land Claim No. 41 which is South 42°30'35" West, 44 chains (2,904.00 feet) from the most Easterly corner thereof; thence North 47°31'40" West along the centerline of McCord Road, 205.00 feet; thence North 42°30'35" East, 20.00 feet to the intersection of the Northeast right-of-way line of McCord road and the Southeast line of that tract of land described in Deed Document No. 2001-046024, Clackamas County Deed Records, said point being the true point of beginning; thence North 47°31'40" West along the Northeast right-of-way line of McCord Road, 200.94 feet to the most Southerly of that tract corner of land described in Deed Document No. 92-81979, Clackamas County Deed Records; thence North 42°30'35" East along the most Southwesterly portion of the southeast line of said Document No. 92-81979 tract, 235.00 feet to interior angle thereof; thence South 47°31'40" East along the Southwest boundary lines of said Document No. 92-81979 Tract and that tract described in Deed Document No. 87-03341, Clackamas County Deed Records, 175.00 feet to the most northerly corner of that tract of land described in Deed Document No. 88-36796, Clackamas County Deed Records; thence South 42°30'35" West along the Northwest line of said Document No. 88-36796 Tract, 106.00 feet to the most Westerly corner thereof; thence South 47°31'40" East along the Southwest line of that tract described in said Deed Document No. 88-36796 tract, 23.72 feet to a fence line; thence South 41°31'35" West along said fence line and its Southwesterly extension, 129.02 feet to the Northeast right-of-way line of McCord Road; thence North 47°31'40" West along the northeast right-of-way line of McCord Road, 25.94 feet to the true point of beginning.

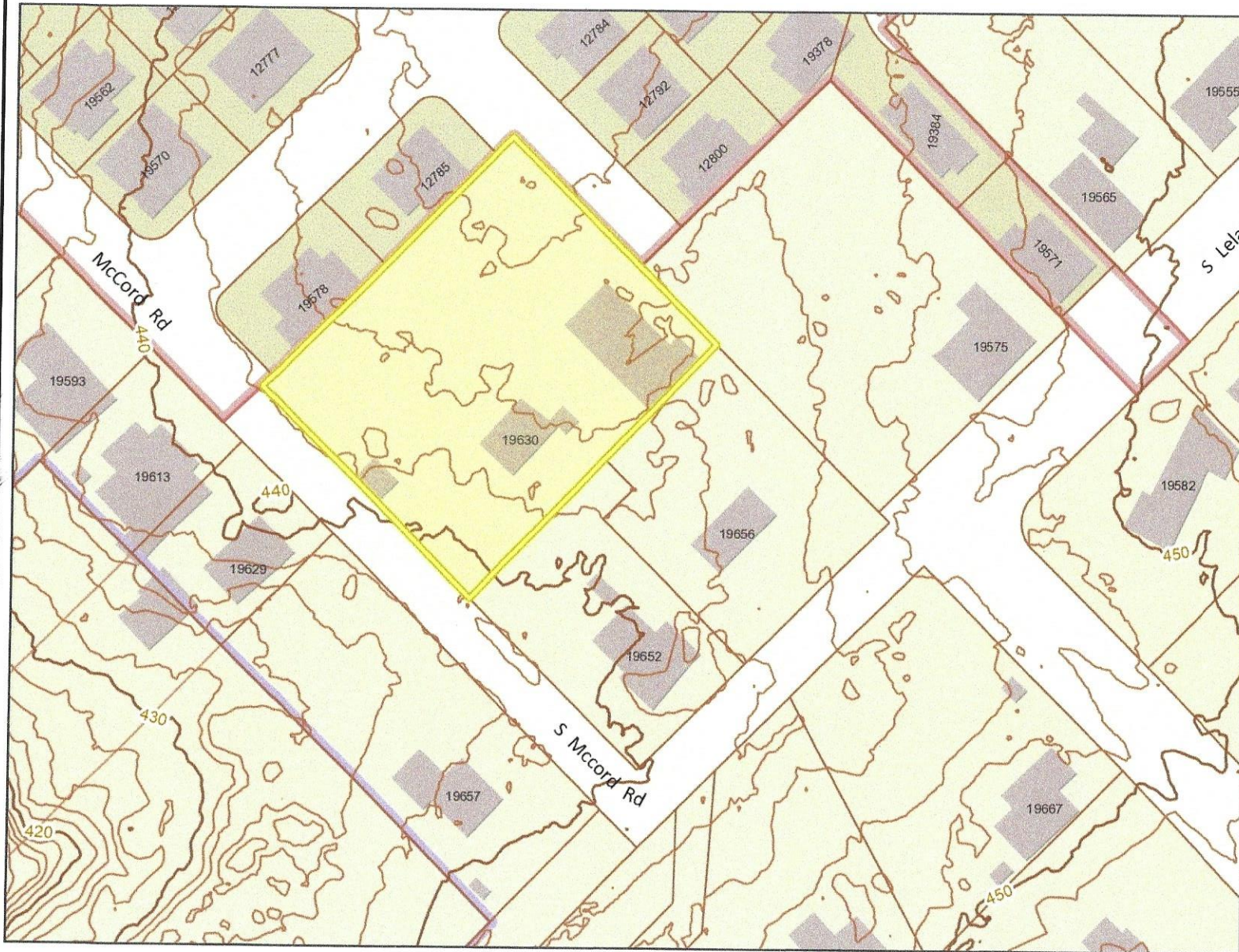
PARCEL II:

A tract of land, being a portion of that tract of land conveyed to Richard Wayne Wallace and Kathy Jean Wallace, husband and wife, on September 7, 1988 by Deed Document No. 88-36796, Clackamas County Deed Records, located in the S.S. White Donation Land Claim No. 41 in the Southwest one-quarter of Section 7, Township 3 South, Range 2 East of the Willamette Meridian, in the County of Clackamas and State of Oregon, described as follows:

Beginning at a point on the southeasterly line of S.S. White Donation Land Claim No. 41 which is South 42°30'35" West, 44 chains (2,904.00 feet) from the most easterly corner thereof; thence North 47°31'40" West along the centerline of McCord Road, 380.00 feet; thence North 42°30'35" East along the northwest line of that tract of land conveyed to Bill Creel and Dana Creel on September 10, 2008 by Deed Document No. 2008-063341, Clackamas County Deed Records, 255.00 feet to a five-eighths inch diameter iron rod with a yellow plastic cap marked 'Love Land Surveys' at the most northerly corner thereof; thence South 47°31'40" East along the northeast line of said Document No. 2008-063341 tract, 175.00 feet to a five-eighths inch diameter iron rod with a yellow plastic cap marked 'Love Land Surveys' at the most westerly corner thereof; said iron rod being the True Point of Beginning; thence South 42°30'35" West along the Southeast line of said Document No. 2008-063341 tract, 106.00 feet to a five-eighths inch diameter iron rod with a yellow plastic cap marked 'Love Land Surveys' at an interior angle corner; thence South 47°31'41" East along the southwest line of said Document No. 88-36796 tract, 23.72 feet to a five-eighths inch diameter iron rod with a yellow plastic cap marked 'Love Land Surveys'; thence North 41°31'35" East, 106.01 feet to a five-eighths inch diameter iron rod with a yellow plastic cap marked 'Township Surveys' at a point on the northeast line of said Document No. 88-36796 tract; thence North 47°31'40" West along the northeast line of said Document No. 88-36796 tract, 21.90 feet to the true point of beginning.

19630 McCord Rd Contour 2 degrees Map Oregon City GIS Map

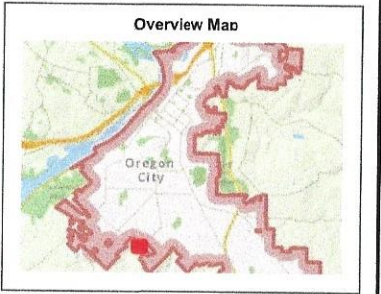
Item 9a.



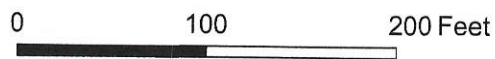
Legend

- Street Names
- Contours (2 ft)
 - 10 foot
 - 2 foot
- Taxlots
- Taxlots Outside UGB
- Unimproved ROW
- City Limits
- UGB
- Basemap

Notes



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1: 1,200

Emergency Annexation Dan Berge

Map created 4/18/2021

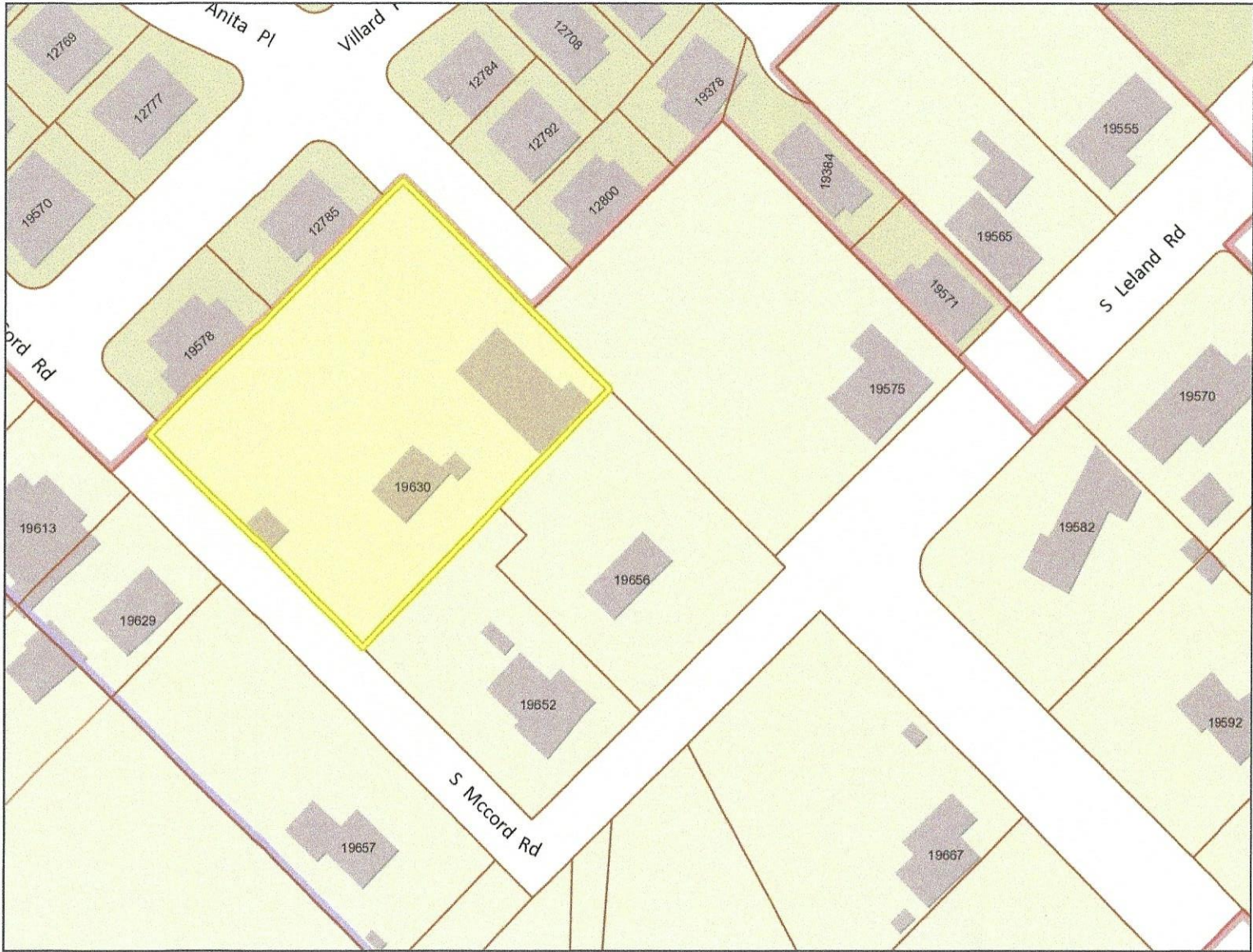
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Page 625

PAGE 1

19630 McCord Rd. Oregon City GIS Map



Legend

Street Names

Taxlots

Taxlots Outside UGB

Unimproved ROW

City Limits

UGB

Basemap

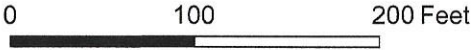
Notes

4/9/2021

Overview Map

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Map created 4/9/2021

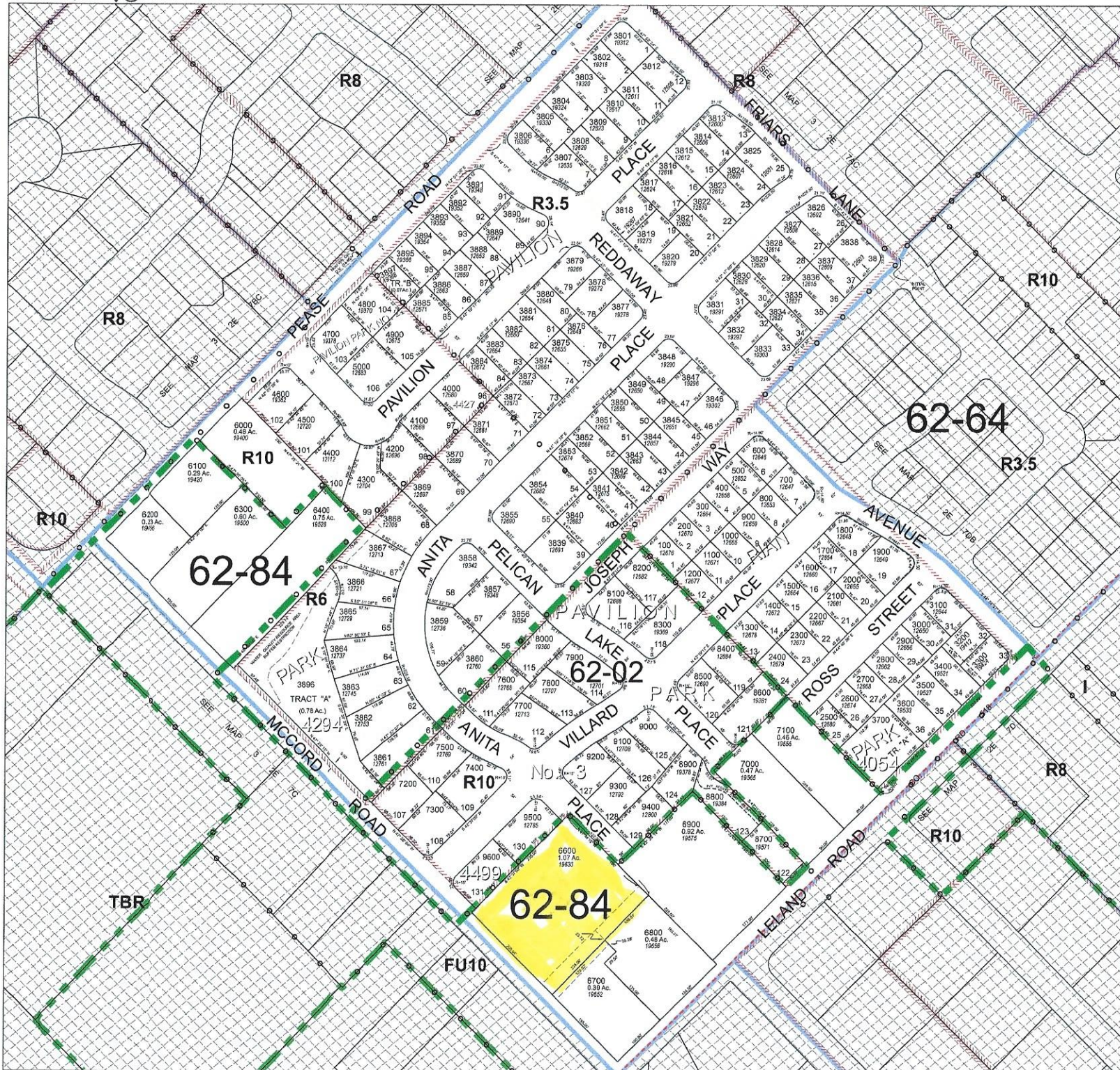


1: 1,200

Emergency Annexation

City of Oregon City
PO Box 3040
625 Center St
Oregon City
OR 97045
(503) 657-0891
www.oregoncity.org





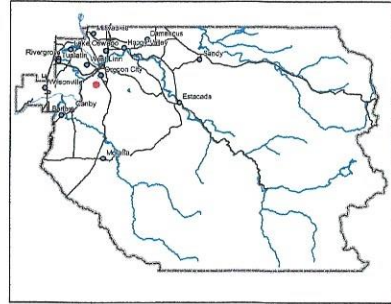
3 2 E 07 BD
Item 9a.

S.E.1/4 N.W.1/4 SEC.7 T. M.
CLACKAMAS COUNTY
1" = 100'

D. L. C.
JOHN HOWLAND NO. 45

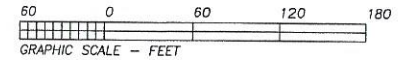
Cancelled Taxlots
6500

- Parcel Boundary
- Private Road ROW
- Historical Boundary
- Railroad Centerline
- TaxCodeLines
- Map Index
- WaterLines
- Land Use Zoning
- Plats
- Water
- Corner
- Section Corner
- 1/16th Line
- Govt Lot Line
- DLC Line
- Meander Line
- PLSS Section Line
- Historic Corridor 40'
- Historic Corridor 20'

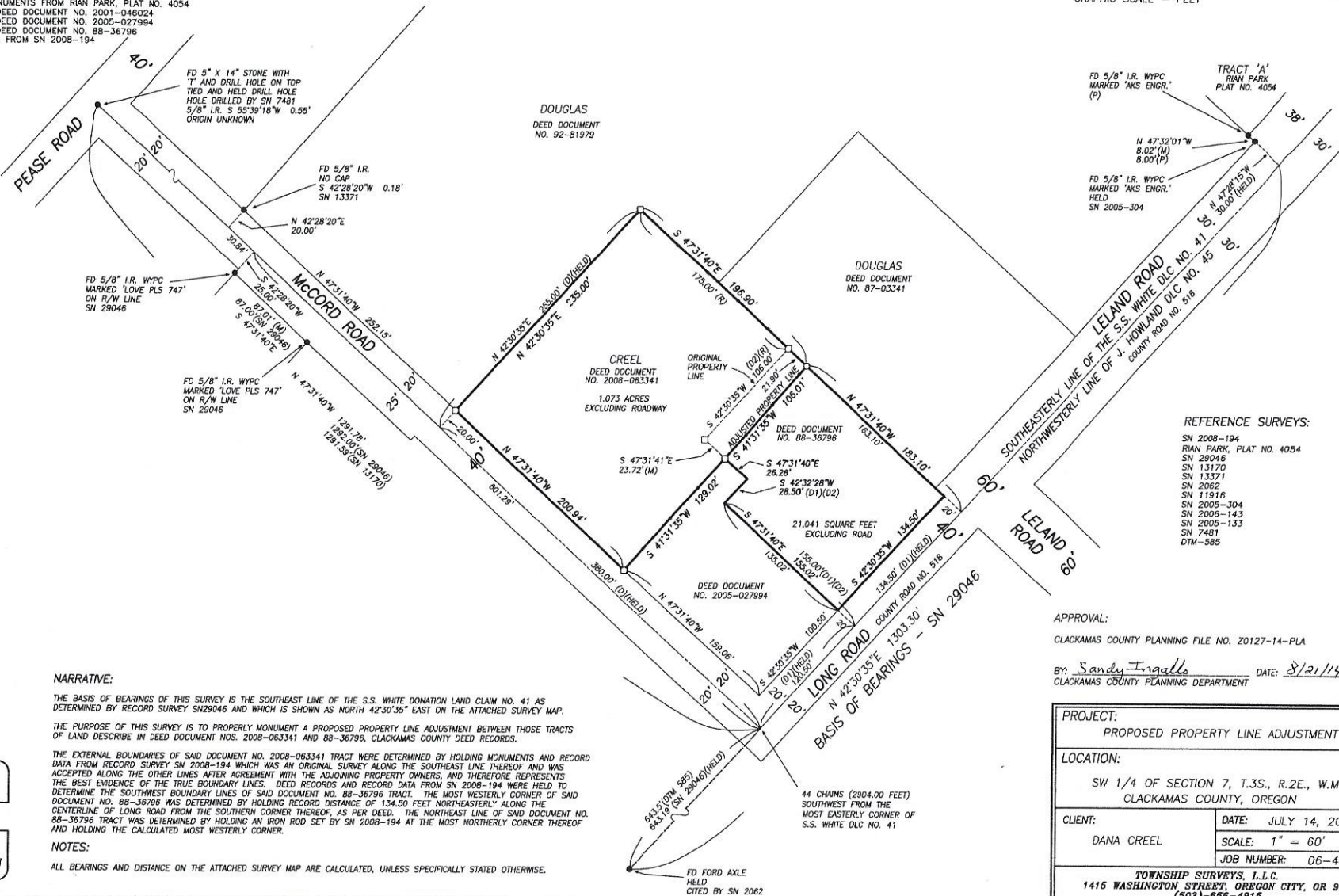


THIS MAP IS FOR ASSESSMENT
PURPOSES ONLY

CLACKAMAS COUNTY SURVEYOR

 RECEIVED: 7-25-14
 ACCEPTED FOR FILING: 9-4-14
 SURVEY NUMBER: SN2014-172


- LEGEND**
- MONUMENT FOUND AS NOTED
 - 5/8" X 30" IRON ROD SET WITH YELLOW PLASTIC CAP MARKED
 - (M) 'TOWNSHIP SURVEYS' MONUMENTS SET JULY 21, 2014
 - (H) MEASURED DATA
 - (H) MONUMENT OR OTHER DATA USED FOR CONTROL
 - FD FOUND
 - I.P. IRON PIPE
 - I.R. IRON ROD
 - WYPC WITH YELLOW PLASTIC CAP
 - CL CENTER LINE
 - R/W RIGHT OF WAY
 - (SN XXXX) RECORD SURVEY NUMBER ON FILE AT CLACKAMAS COUNTY SURVEYOR'S OFFICE
 - FOUND 5/8" IRON ROD WITH YELLOW PLASTIC CAP MARKED
 - (P) 'LOVE LAND SURVEYS' SET BY SN 2008-194
 - (D) DATA OR MONUMENTS FROM RIAN PARK, PLAT NO. 4054
 - (D1) DATA FROM DEED DOCUMENT NO. 2001-046024
 - (D2) DATA FROM DEED DOCUMENT NO. 2005-027994
 - (R) DATA FROM DEED DOCUMENT NO. 88-36796
 - (R) RECORD DATA FROM SN 2008-194

**NARRATIVE:**

THE BASIS OF BEARINGS OF THIS SURVEY IS THE SOUTHEAST LINE OF THE S.S. WHITE DONATION LAND CLAIM NO. 41 AS DETERMINED BY RECORD SURVEY SN29046 AND WHICH IS SHOWN AS NORTH 42°30'35" EAST ON THE ATTACHED SURVEY MAP.

THE PURPOSE OF THIS SURVEY IS TO PROPERLY MONUMENT A PROPOSED PROPERTY LINE ADJUSTMENT BETWEEN THOSE TRACTS OF LAND DESCRIBE IN DEED DOCUMENT NOS. 2008-063341 AND 88-36796, CLACKAMAS COUNTY DEED RECORDS.

THE EXTERNAL BOUNDARIES OF SAID DOCUMENT NO. 2008-063341 TRACT WERE DETERMINED BY HOLDING MONUMENTS AND RECORD DATA FROM RECORD SURVEY SN 2008-194 WHICH WAS AN ORIGINAL SURVEY ALONG THE SOUTHEAST LINE THEREOF AND WAS ACCEPTED ALONG THE OTHER LINES AFTER AGREEMENT WITH THE ADJOINING PROPERTY OWNERS, AND THEREFORE REPRESENTS THE BEST EVIDENCE OF THE TRUE BOUNDARY LINES. DEED RECORDS AND RECORD DATA FROM SN 2008-194 WERE HELD TO DETERMINE THE SOUTHWEST BOUNDARY LINES OF SAID DOCUMENT NO. 88-36796 TRACT. THE MOST WESTERLY CORNER OF SAID DOCUMENT NO. 88-36796 WAS DETERMINED BY HOLDING RECORD DISTANCE OF 134.50 FEET NORTHEASTERLY ALONG THE CENTERLINE OF LONG ROAD FROM THE SOUTHERN CORNER THEREOF, AS PER DEED. THE NORTHEAST LINE OF SAID DOCUMENT NO. 88-36796 TRACT WAS DETERMINED BY HOLDING AN IRON ROD SET BY SN 2008-194 AT THE MOST NORTHERLY CORNER THEREOF AND HOLDING THE CALCULATED MOST WESTERLY CORNER.

NOTES:

ALL BEARINGS AND DISTANCE ON THE ATTACHED SURVEY MAP ARE CALCULATED, UNLESS SPECIFICALLY STATED OTHERWISE.

SCALE: 1" = 60'

 REGISTERED
 PROFESSIONAL
 LAND SURVEYOR

 OREGON
 JULY 11, 2006
 LEE A. SPURGEON
 65603LS

EXPIRES 6/30/16

APPROVAL:

CLACKAMAS COUNTY PLANNING FILE NO. 20127-14-PLA

 BY: Sandy Ingalls DATE: 8/21/14
 CLACKAMAS COUNTY PLANNING DEPARTMENT
PROJECT:

PROPOSED PROPERTY LINE ADJUSTMENT

LOCATION:
 SW 1/4 OF SECTION 7, T.3S., R.2E., W.M.
 CLACKAMAS COUNTY, OREGON
CLIENT:

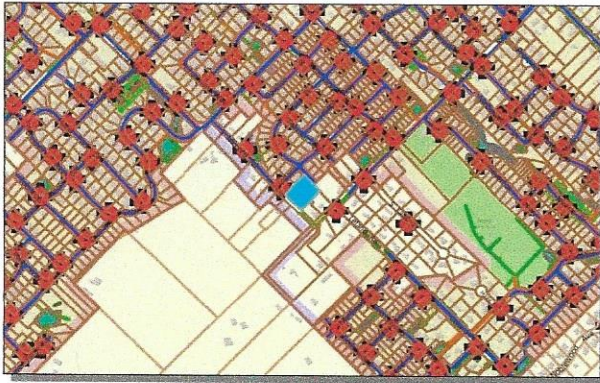
DANA CREEL

DATE: JULY 14, 2014

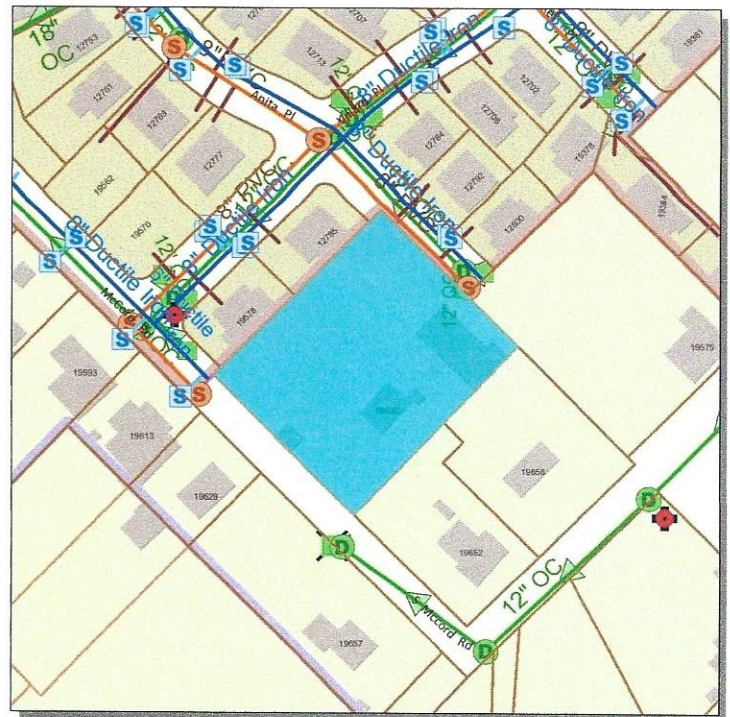
SCALE: 1" = 60'

JOB NUMBER: 06-4474

 TOWNSHIP SURVEYS, L.L.C.
 1415 WASHINGTON STREET, OREGON CITY, OR 97045
 (503)-686-4916

Taxlot Detail Report**Taxlot: 3-2E-07BD-06600**

Overview Map



Taxlot highlighted in blue

Taxlot Information

APN: 3-2E-07BD-06600

In City? N

Alt ID: 00862472

In UGB? Y

Site Address: 19630 S MCCORD RD
OREGON CITY, OR 97045

Year Built: 1920

Taxpayer Information

Taxpayer: Suppressed

Address: Suppressed

Reference Information

Parcel Area (GIS - acres): 1.05

Parcel Area (GIS - sq. ft): 45,921

Twn/Rng/Sec: 3S 2E 7

Tax Map Reference: 32E07BD (03_3s2e07bd)

Planning Designations

Zoning: County

Comprehensive Plan: LR

Subdivision: N/A

PUD (if known):

Partition Plat: N/A

Neighborhood Assn: N/A

Urban Renewal District: N/A

Concept Plan: N/A

Historic District: N/A

Historic Designated Structure: N/A

Values

Import Date: 08/31/2020

Land Value (Mkt): \$239,355

Building Value (Mkt): \$197,170

Total Value (Mkt): \$436,525

Note: The values above are Market, NOT Assessed values.

Assessed Value: \$218,664

Exempt Amount: \$0

In Willamette Greenway? N

In Enterprise Zone? N

In Geologic Hazard? N

In Vert. House Dev. Zone? N

In High Water Table Area? Y

In Opportunity Zone? N

In Nat. Res. Ovl. Dist. (NROD)? N

In 1996/FEMA 100 Yr Floodplain? N

In FEMA Floodway? N

In SDC Discount Area? N

In Thayer Pond Fee Area? N

In Bvcrck. Rd Access Plan Area? N

In Barlow Trail Corridor? N

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Report generated 9/6/2020 7:46 PM

City of Oregon City
PO Box 3040
625 Center St
Oregon City, OR 97045
(503) 657-0891
www.oregocity.org



***PETITION OF OWNERS OF 100 % OF LAND
AND PETITION OF A MAJORITY OF REGISTERED VOTERS***

PETITION FOR ANNEXATION TO THE CITY OF OREGON CITY , OREGON

TO: The City Commission of the City of Oregon City, Oregon:

We, the undersigned property owners of and/or registered voters in the area described below, hereby petition for, and give our consent to, annexation of the area to the City of Oregon City.

The property to be annexed is described as follows:

attach it as Exhibit "A")

CITY OF OREGON CITY

ANNEXATION PETITION

By signing below I indicate my consent to and support of being annexed into the City of Oregon City, and my consent for having my signature (below) used for any application form required for the annexation, including but not limited to the City of Oregon City's Land Use Application Form.

NOTE: This petition may be signed by qualified persons even though they may not know their property description or precinct number.

[illegible]

* .

PO = Property Owner

RV = Registered Voter

OV = Owner and Registered Voter

CERTIFICATION OF PROPERTY OWNERSHIP OF

100% OF LAND AREA

(City 100% Ownership Method)

I hereby certify that the attached petition for a proposed boundary change involving the territory described in the petition contains the names of the owners* of 100% of the land area within the annexation area described in the petition, as shown on the last available complete assessment roll.

NAME Chad S.
 TITLE G/S Cartographer
 DEPARTMENT Tax Assessment
 COUNTY OF Clackamas
 DATE 4/8/21

- * "Owner" means the legal owner of record or, where there is a recorded land contract which is in force, the purchaser thereunder. If there is a multiple ownership in a parcel of land each consenting owner shall be counted as a fraction to the same extent as the interest of the owner in the land bears in relation to the interest of the other owners and the same fraction shall be applied to the parcel's land mass and assessed value for purposes of the consent petition. If a corporation owns land in territory proposed to be annexed, the corporation shall be considered the individual owner of that land.



CERTIFICATION OF PROPERTY OWNERSHIP OF

100% OF LAND AREA

(City 100% Ownership Method)

I hereby certify that the attached petition for a proposed boundary change involving the territory described in the petition contains the names of the owners* of 100% of the land area within the annexation area described in the petition, as shown on the last available complete assessment roll.

NAME C. K. S.

TITLE GIS Cartographer

DEPARTMENT Tax Assessment

COUNTY OF Clackamas

DATE 4/8/21

* "Owner" means the legal owner of record or, where there is a recorded land contract which is in force, the purchaser thereunder. If there is a multiple ownership in a parcel of land each consenting owner shall be counted as a fraction to the same extent as the interest of the owner in the land bears in relation to the interest of the other owners and the same fraction shall be applied to the parcel's land mass and assessed value for purposes of the consent petition. If a corporation owns land in territory proposed to be annexed, the corporation shall be considered the individual owner of that land.



CERTIFICATION OF LEGAL DESCRIPTION AND MAP

I hereby certify that the description of the property included within the attached petition (located on Assessor's Map 32E07BD) has been checked by me and it is a true and exact description of the property under consideration, and the description corresponds to the attached map indicating the property under consideration.

NAME Chloe
TITLE GIS Cartographer
DEPARTMENT Tax Assessment
COUNTY OF Clackamas
DATE 4/8/21

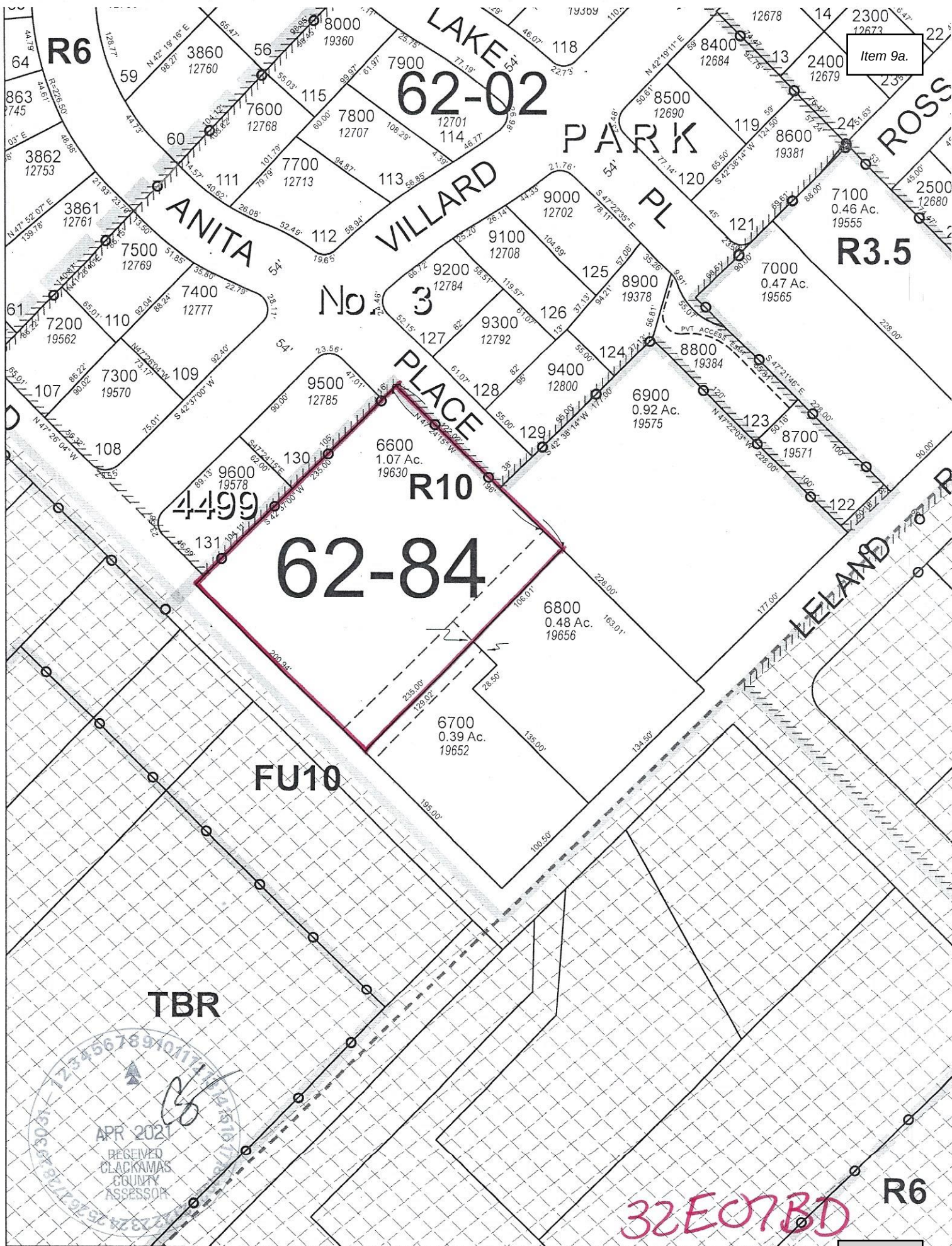


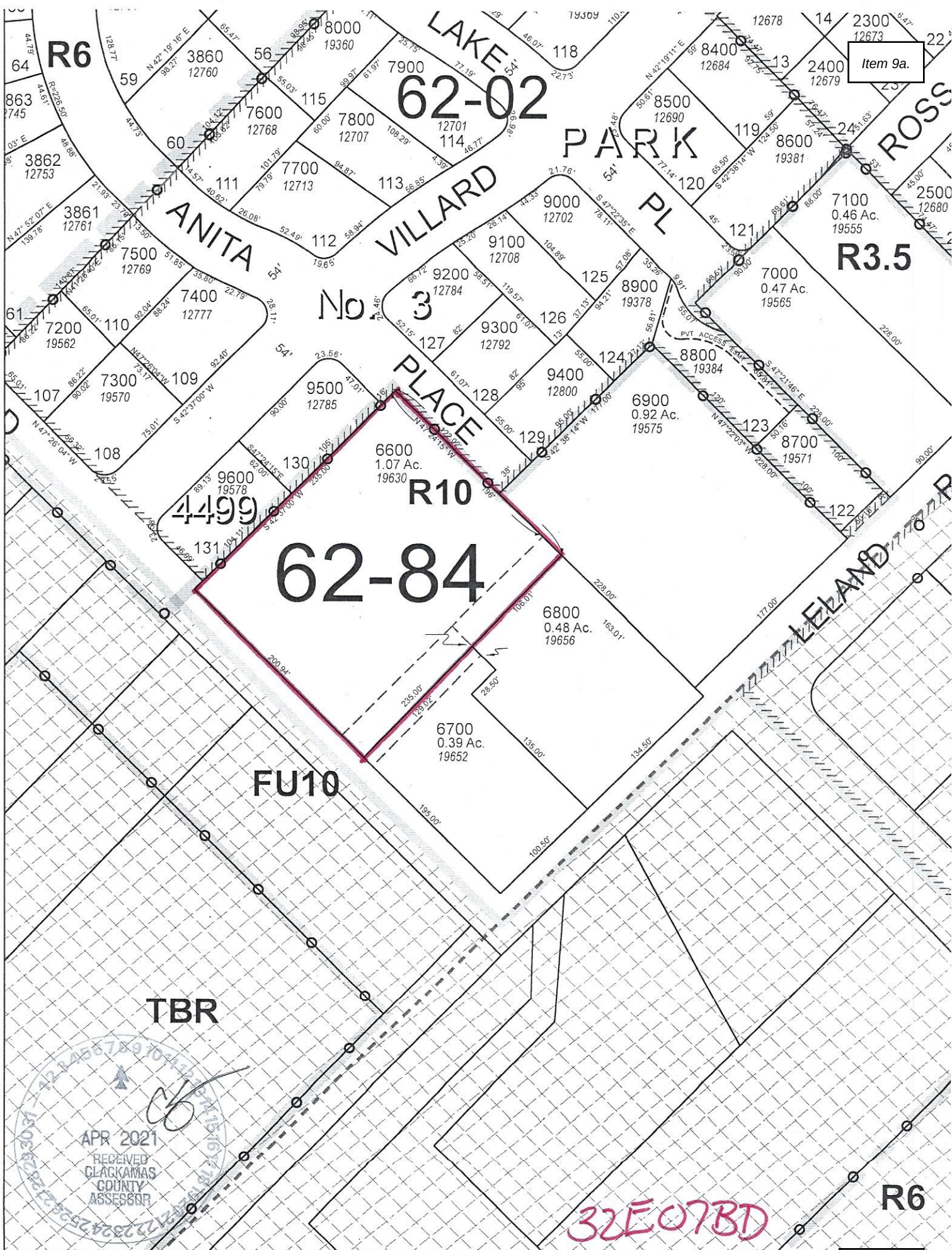
CERTIFICATION OF REGISTERED VOTERS

I hereby certify that the attached petition for annexation of territory described herein to the City of Oregon City contains the names of at least a majority of the electors registered in the territory to be annexed.

NAME Sydney Clark
TITLE deputy clerk
DEPARTMENT Elections
COUNTY OF Clackamas
DATE 4-8-2021







APR 2021
RECEIVED
CLACKAMAS
COUNTY
ASSESSOR

BOUNDARY CHANGE INFORMATION SHEET

I. EXISTING CONDITIONS IN AREA TO BE ANNEXED

- A. General location 19630 S. McCord Oregon City
- B. Land Area: Acres 1.05 or Square Miles _____
- C. General description of territory. (Include topographic features such as slopes, vegetation, drainage basins, floodplain areas, which are pertinent to this proposal).

EXHIBIT "B"

- D. Describe land uses on surrounding parcels. Use tax lots as reference points.

North: Oregon City R6 FUIO Urban Growth

East: FUIO Urban Growth

South: FUIO Urban Growth

West: Oregon City R6

- E. Existing Land Use:

Number of single-family units Two Number of multi-family units _____

Number commercial structures one Number industrial structures _____

Public facilities or other uses _____

What is the current use of the land proposed to be annexed: _____

Single Family Units FUIO Zone Farming

- F. Total current year Assessed Valuation \$ 218,664

- G. Total existing population Varies

III. LAND USE AND PLANNING

A. What is the applicable County Planning Designation? FU 10
 What City Planning Designation is being sought? R 6

B. What is the zoning on the territory to be served? FU 10
 What zoning designation is being sought? R 6

C. Is the subject territory to be developed at this time? NO

D. Generally describe the anticipated development (building types, facilities, number of units).

NONE

E. Can the proposed development be accomplished under current county zoning?
☐ Yes ☒ No

If No,---has a zone change been sought from the county either formally or informally.

☐ Yes ☒ No

Please describe outcome of zone change request if answer to previous questions was Yes.

F. Is the proposed development compatible with the city's comprehensive land use plan for the area?

☒ Yes ☐ No ☐ City has no Plan for the area.

Has the proposed development been discussed either formally or informally with any of the following? (Please indicate)

☐ City Planning Commission ☒ City Planning Staff
☐ City Council ☐ City Manager

Please describe the reaction to the proposed development from the persons or agencies indicated above.

R 6 IS IN COMPREHENSIVE LAND AND
WOULD BE APPROVED

G. Please indicate all permits and/or approvals from a City, County, or Regional Government which will be needed for the proposed development. If already granted, please indicate date of approval and identifying number:

APPROVAL	PROJECT FILE #	DATE OF APPROVAL	FUTURE REQUIREMENT
Metro UGB Amendment			
City or County Plan Amendment			
Pre-Application Hearing (City or County)			
Preliminary Subdivision Approval			
Final Plat Approval			
Land Partition			
Conditional Use			
Variance			
Sub-Surface Sewage Disposal			
Building Permit	PO207720	8-19-2020	FINAL

Please submit copies of proceedings relating to any of the above permits or approvals which are pertinent to the annexation.

- H. Does the proposed development comply with applicable regional, county or city comprehensive plans? Please describe.

YES Comp PLAN

- I. If a city and/or county-sanctioned citizens' group exists in the area of the annexation, please list its name and address of a contact person.

Not in Service

IV. SERVICES AND UTILITIES

- A. Please indicate the following:

1. Location and size of nearest water line which can serve the subject area.

8" Ductile ANITA PL

2. Location and size of nearest sewer line which can serve the subject area.

8" PVC ANITA PL

3. Proximity of other facilities (storm drains, fire engine companies, etc.) which can serve the subject area _____

Water CLACKAMAS COUNTY
Connected TO LAND

4. The time at which services can be reasonably provided by the city or district.

NOW

5. The estimated cost of extending such facilities and/or services and what is to be the method of financing. (Attach any supporting documents.)

NONE

6. Availability of the desired service from any other unit of local government. (Please indicate the government.)

CLACKAMAS water

- B. If the territory described in the proposal is presently included within the boundaries of or being served extraterritorially or contractually by, any of the following types of governmental units, please so indicate by stating the name or names of the governmental units involved.

City Oregon City

Rural Fire Dist Fire

County Service Dist. _____

Sanitary District _____

Hwy. Lighting Dist. _____

Water District Clackamas water

Grade School Dist. _____

Drainage District _____

High School Dist. _____

Diking District _____

Library Dist. _____

Park & Rec. Dist. _____

Special Road Dist. _____

Other Dist. Supplying Water Service CLACKAMAS

- C. If the territory is proposed to be served by any of the above units or any other units of government please note. N/A

- D. If any of the above units are presently servicing the territory (for instance, are

residents in the territory hooked up to a public sewer or water system), please so describe.

water CUCKAMPS

APPLICANT'S NAME

DAN BERGE

MAILING ADDRESS

P.O. Box 1927
Oregon City, OR 97045

TELEPHONE NUMBER

503 515 5488 (Work)

(Res.)

REPRESENTING

DAN BERGE

DATE:

4-8-2021

Dan BERGE

DOUBLE MAJORITY WORK SHEET

Please list all properties/registered voters included in the proposal. (If needed, use separate sheet for additional listings).

PROPERTY OWNERS

Property Designation (Tax Lot #s)	Name of Owner	Acres	Assessed Value	Signed Petition (Y/N)
6600	Dan Berge	1.05		Y
TOTALS				

Worksheet (continued)

REGISTERED VOTERS

Name of Registered Voter	Address of Registered Voter	Signed Petition (Y/N)
DAN BERBE	P.O. Box 1927	Y
	oregon city, or 97045	

SUMMARY

TOTAL NUMBER REGISTERED VOTERS IN THE PROPOSAL ONE

NUMBER OF REGISTERED VOTERS WHO SIGNED ONE

PERCENTAGE OF REGISTERED VOTERS WHO SIGNED 100%

TOTAL ACREAGE IN PROPOSAL 1.05

ACREAGE SIGNED FOR 1.05

PERCENTAGE OF ACREAGE SIGNED FOR 100%

Laura Terway

From: Carr, Erik <ECarr@clackamas.us>
Sent: Monday, August 30, 2021 8:04 AM
To: Laura Terway
Subject: RE: Land Use Review: Emergency Annexation and Zone Change of an approximately 1.05 acre property and adjacent right-of-way on McCord Road into Oregon City

Hi Laura,

This property will need to annex into the Tri-City Service District for sanitary sewer service once the City annexation application is approved by the City. In the past, the City has notified our office when the application has been approved. Will you be able to do so in this situation as well?

Thanks,

Erik Bertram

WES Development Review Specialist
 503-936-3666
 ecarr@clackamas.us

From: Laura Terway <lterway@orccity.org>
Sent: Friday, August 27, 2021 2:24 PM
Subject: Land Use Review: Emergency Annexation and Zone Change of an approximately 1.05 acre property and adjacent right-of-way on McCord Road into Oregon City

Warning: External email. Be cautious opening attachments and links.

Good Afternoon,

The Planning Division received an application for Emergency Annexation and Zone Change of an approximately 1.05 acre property and adjacent right-of-way on McCord Road into Oregon City. Please review the proposed development posted [here](#) and provide your comments by **September 20th**.

COMMENTS DUE: September 20th, 2021
 HEARING DATE: City Commission Hearing: October 6, 2021
 HEARING BODY: Staff Review; ____ PC; ____ HRB; ____ CC ____ x_
 FILE # & TYPE: GLUA-20-00030 An 20-00002– Emergency Annexation to City Of Oregon City
 PROJECT FILE: <https://www.orccity.org/planning/project/glua-21-00005-21-0001-annexation-and-zc-21-0002-zone-change>
 PLANNER: Laura Terway, AICP, Community Development Director (503) 496-1553 lterway@orccity.org
 APPLICANT: Dan Berge, PO Box 1927, Oregon City, Oregon 97045
 REQUEST: Emergency Annexation and Zone Change of an approximately 1.05 acre property and adjacent right-of-way on McCord Road into Oregon City. The Applicant desires to annex the property due to a failed septic system. Annexation is required as a condition of connecting to the city sewer system. Applicant has requested a Zone Change from County FU-10 to City R-6 Single Family Dwelling. The proposal does not include a request for development approval or change in

use. The subject territory is within the Oregon City Urban Growth Boundary, and has Comprehensive Plan designations of LR – Low Density Residential.

LOCATION: 19360 South McCord Road, Oregon City OR 97045 (Approx. 1.05 acres)
Clackamas County Map 3-2E-07BD-06600

This application material is referred to you for your information, study and official comments. Thank you!



What's your Vision for Oregon City?

Laura Terway, AICP

Community Development Director - Planning & Building Departments
She/Her/Hers

695 Warner Parrott Road (PO Box 3040), Oregon City, Oregon 97045

Direct 503.496.1553 Office 503.722.3789

www.orcity.org | webmaps.orcity.org | www.rediscoverthefalls.com

Think **GREEN** before you print.

This e-mail is subject to the State Retention Schedule and may be made available to the public.

COVID-19 (Coronavirus) Information



LAND USE APPLICATION TRANSMITTAL – RESPONSE FORM

Date: 9/2/21

Land Use Application File Number: GLUA-20-00030

NAME: Natalia Martinez

AGENCY: Servplus, LLC

EMAIL ADDRESS: info@servpluswaterdamage.com

The land use application material is referred to you for your information, study and official comments. Your recommendations and suggestions will be used to guide the Planning staff when reviewing this proposal. If you wish to have your comments considered and incorporated into the staff report, please return a copy of this form to facilitate the processing of this application and to ensure prompt consideration of your recommendations.

Please check the appropriate spaces below.

☒	The proposal does not conflict with our interests.
☐	The proposal conflicts with our interests for the reasons attached. (Please attach additional information)
☐	The proposal would not conflict our interests if the changes noted below or attached are addressed.

Please add any specific comments below or attach a separate document with more information.

CONTACT THE PLANNING DIVISION IF YOU HAVE ANY QUESTIONS ABOUT THIS APPLICATION



DAN JOHNSON
DIRECTOR

DEPARTMENT OF TRANSPORTATION AND DEVELOPMENT
DEVELOPMENT SERVICES BUILDING
150 BEAVERCREEK ROAD OREGON CITY, OR 97045

SEWER AVAILABILITY WORK SHEET

Email to soilsconcern@clackamas.us

DATE: 3/16/2020 PERMIT/SERVICE NO.: _____

SECTION 1

APPLICANT INFORMATION

- Property Address: 19630 McLord Road
City, Zip: Oregon City, OR 97045
Township: 3 Range: 2E Section: 07BD Tax Lot #: 06600
- Name of Applicant: Dan Berge Telephone #: _____
Mailing Address: 19630 McLord Road
City, Zip: Oregon City, OR 97045
- Describe type of facility the on-site sewage system will serve (business, residence or other):
☒ Single Family Residence ☐ Business ☐ Other: _____
- Type of on-site sewage system permit application being proposed for this property:
☐ New Installation Permit ☒ Repair Permit ☐ Alteration Permit
☐ Non water-carried facility requests (pit privy, vault toilets for campgrounds)

SECTION 2

TO BE FILLED OUT BY SEWER DISTRICT, CITY ENGINEERING, PUBLIC WORKS
DEPARTMENT OR OTHER SEWER ADMINISTRATIVE BODY

SANITARY SEWER AVAILABILITY

OAR 340-071-0160 requires a permit application for onsite sewage disposal be denied if:
A sewerage system which can serve the proposed sewage flow is both legally and physically available.

** Physical Availability:* A sewerage system shall be deemed physically available if its nearest connection point from the property to be served is:

- For a single family dwelling, or other establishment with a maximum projected daily sewage flow of not more than 450 gallons, within 300 feet;
- For a proposed subdivision or group of two to five single family dwellings, or equivalent projected daily sewage flow, not further than 200 feet multiplied by the number of dwellings or dwelling equivalents;
- For proposed subdivisions or other developments with more than five single family dwellings, or equivalents, the county agent shall make a case-by-case determination of sewerage availability.

EXCEPTION: A sewerage system shall not be considered available if topographic or man-made features make connection physically impractical.

* *Legal Availability:* A sewerage system shall be deemed legally available if the system is not under a DEQ connection permit moratorium, *and the sewerage system owner is willing or obligated to provide sewer service.*

10. Is a sewerage system physically available and legally available to serve this property?

Physically available: ☒ YES ☐ NO

Legally available: ☒ YES ☐ NO

Distance from property to nearest accessible service line in feet: 0 feet

Reason sewer is not available (if either "No" is check above): _____

SEWER ADMINISTRATOR SIGNATURE:

Print name: Josh Wheeler
 Title: Asst. City Engineer Contact Number: 503-496-1548
 Signature: [Signature] Date: 3-16-20

***Notice:** This sewer availability work sheet is valid for septic permit applications for up to ONE (1) year from the date signed by the sewer administered.



DAN JOHNSON
DIRECTOR

DEPARTMENT OF TRANSPORTATION AND DEVELOPMENT
DEVELOPMENT SERVICES BUILDING
150 BEAVERCREEK ROAD OREGON CITY, OR 97045

SEWER AVAILABILITY WORK SHEET

Email to soilsconcern@clackamas.us

DATE: _____ PERMIT/SERVICE NO.: _____

SECTION 1

APPLICANT INFORMATION

- Property Address: 19630 McCord Rd
City, Zip: Oregon City 97045
Township: 3S Range: 2E Section: 07BD Tax Lot #: 6600
- Name of Applicant: Dan Borge Telephone #: 503 515-5488
Mailing Address: P.O. Box 1927
City, Zip: Oregon City OR 97045
- Describe type of facility the on-site sewage system will serve (business, residence or other):
☒ Single Family Residence ☐ Business ☐ Other: _____
- Type of on-site sewage system permit application being proposed for this property:
☐ New Installation Permit ☒ Repair Permit ☐ Alteration Permit
☐ Non water-carried facility requests (pit privy, vault toilets for campgrounds)

SECTION 2

TO BE FILLED OUT BY SEWER DISTRICT, CITY ENGINEERING, PUBLIC WORKS
DEPARTMENT OR OTHER SEWER ADMINISTRATIVE BODY

SANITARY SEWER AVAILABILITY

OR 340-071-0160 requires a permit application for onsite sewage disposal be denied if:
A sewerage system which can serve the proposed sewage flow is both legally and physically available.

* *Physical Availability:* A sewerage system shall be deemed physically available if its nearest connection point from the property to be served is:

Soilsconcern@clackamas.us

phone: 503-742-4740

fax: 503-742-4550

- For a single family dwelling, or other establishment with a maximum projected daily sewage flow of not more than 450 gallons, within 300 feet;
- For a proposed subdivision or group of two to five single family dwellings, or equivalent projected daily sewage flow, not further than 200 feet multiplied by the number of dwellings or dwelling equivalents;
- For proposed subdivisions or other developments with more than five single family dwellings, or equivalents, the county agent shall make a case-by-case determination of sewerage availability.

EXCEPTION: A sewerage system shall not be considered available if topographic or man-made features make connection physically impractical.

* *Legal Availability:* A sewerage system shall be deemed legally available if the system is not under a DEQ connection permit moratorium, *and the sewerage system owner is willing or obligated to provide sewer service.*

10. Is a sewerage system physically available and legally available to serve this property?

Physically available: ☒ YES ☐ NO

Legally available: ☒ YES ☐ NO

Distance from property to nearest accessible service line in feet: 0

Reason sewer is not available (if either "No" is check above): _____

SEWER ADMINISTRATOR SIGNATURE:

Print name: Tork Wheeler, PE

Title: Assistant City Engineer Contact Number: (503) 687-0891

Signature: [Signature] Date: 2-13-20

***Notice:** This sewer availability work sheet is valid for septic permit applications for up to ONE (1) year from the date signed by the sewer administered.



CITY OF OREGON CITY

Staff Report

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

To: City Commission **Agenda Date:** 11/03/2021
From: Community Development Director Laura Terway

SUBJECT:

Planning Division Draft Policy: Utilization of the Friends of Trees Planting Program for Limited Street Tree Replacements

STAFF RECOMMENDATION:

No action is required by the City Commission.

EXECUTIVE SUMMARY:

The enclosed policy assists property owners with discounted replacement street trees when existing street trees are being removed due to a lifted sidewalk, or otherwise do not comply with the dimensional or spacing requirements in the Oregon City Municipal Code.

BACKGROUND:

Chapter 12.08.025 of the Oregon City Municipal Code identifies that the “abutting property owners shall be responsible for the maintenance and replacement of street trees and planting strips”. OCMC 12.08.015.B further explains the process and requirements for installation of street trees. Trees are generally required to be installed every 35 feet in planting areas a minimum of 5 feet in width in compliance with planting standards and specific spacing requirements such as:

- Fifteen feet from streetlights
- Five feet from fire hydrants
- Twenty feet from intersections
- Five feet from all public utilities (i.e. sewer, storm and water lines, utility meters, etc.)

The City’s regulations have not been consistent over time. In the past, narrower planting areas were allowed, root barriers were not required for new construction, distance from infrastructure was not considered to the same extent, and tree species were allowed without limitation. Though the City has made considerable changes to ensure the

longevity of street trees and adjacent infrastructure, there remain many street trees which do not comply with the current standards.

The proposed policy allows property owners who are removing existing street trees which comply with any of the following to utilize the City's replanting program with Friends of Trees for the replacement tree.

- The planting area is less than five feet in width; or
- The tree violates the dimensional spacing standards in OCMC 12.08.015.B; or
- The tree species has caused the sidewalk within the development to be out of compliance with the Americans with Disabilities Act (ADA).

The Friends of Trees program offers a variety of benefits. Property owners are able to install a tree for a severely reduced rate, as the cost is heavily subsidized by the City. In addition, the Friends of Trees program assures the right species of replacement tree is planted correctly with some follow through to verify the long-term success of the tree.

The Planning Division oversees the Friends of Trees program which plants approximately 100 trees per year and is available to the community on a first-come, first-served basis. Due to the severe ice storm in February of 2021, the City Commission increased the number of plantings in the program to allow planting 415 trees including over four planting events this season and next. Though many property owners have signed up for use of the program, including many that lost trees in the ice storm, there remains significant availability for future plantings.

OPTIONS:

1. Provide feedback on the policy as needed.



OREGON CITY PLANNING DIVISION

POLICIES & PROCEDURES

City Code and Public Works Standards References: OCMC 12.08

Subject: *Utilization of the Friends of Trees Planting Program for Limited Street Tree Replacements*

Effective Date: 11.4.2021

Prepared By: L. Terway, AICP

Purpose

The enclosed policy assists property owners with discounted replacement street trees when existing street trees are being removed due to a lifted sidewalk, or otherwise do not comply with the dimensional or spacing requirements in the Oregon City Municipal Code.

Background

Chapter 12.08.025 of the Oregon City Municipal Code identifies that “abutting property owners shall be responsible for the maintenance and replacement of street trees and planting strips”. OCMC 12.08.015.B further explains the process and requirements for installation of street trees. Trees are generally required to be installed every 35 feet in planting areas a minimum of 5 feet in width in compliance with planting standards and specific spacing requirements such as:

- Fifteen feet from streetlights
- Five feet from fire hydrants
- Twenty feet from intersections
- Five feet from all public utilities (i.e. sewer, storm and water lines, utility meters, etc.)

The City’s regulations have not been consistent over time. In the past, narrower planting areas were allowed, root barriers were not required for new construction, distance from infrastructure was not considered to the same extent, and tree species were allowed without limitation. Though the City has made considerable changes to ensure the longevity of street trees and adjacent infrastructure, there remain many street trees which do not comply with the current standards.

Policy

Existing street trees being removed by property owners which comply with any of the following may utilize the City’s replanting program with Friends of Trees to install a replacement tree:

- The planting area is less than five feet in width; or
- The tree violates the dimensional spacing standards in OCMC 12.08.015.B; or
- The tree species has caused the sidewalk within the development to be out of compliance with the **Americans with Disabilities Act (ADA)**.

The Friends of Trees program offers a variety of benefits. Property owners are able to install a tree for a severely reduced rate, as the cost is heavily subsidized by the City. In addition, the **Friends of Trees** program assures the right species of replacement tree is planted correctly with some follow through to verify the long-term success of the tree.

The Planning Division oversees the Friends of Trees program which plants approximately 100 trees per year. The program is available on a first-come, first-served basis.



CITY OF OREGON CITY

Staff Report

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

To: City Commission **Agenda Date:** 11/03/2021
From: Community Development Director, Laura Terway

SUBJECT:

Implementation of House Bill 2006

STAFF RECOMMENDATION:

No action is needed.

EXECUTIVE SUMMARY:

House Bill 2006 temporarily allows certain qualifying providers to develop emergency shelters in existing buildings or on vacant lands without the need for any land use approval, except for natural resource or geologic hazard overlays. City staff clarified the application criteria and created an application form to provide clarity on implementation of the House Bill. On September 23, 2021, the City received an application from The Father's Heart seeking approval for an Emergency Shelter under House Bill 2006. The Planning Department will process the request pursuant to the application requirements and guidance.

BACKGROUND:

House Bill 2006 temporarily allows certain qualifying providers to develop emergency shelters in existing buildings or on vacant lands without the need for any land use approval, except for natural resource or geologic hazard overlays. The statute provides:

A local government shall approve an application for the development or use of land for an emergency shelter, as defined in section 2 of this 2021 Act, on any property, notwithstanding ORS chapter 195, 1097, 197A, 215 or 227 or any statewide plan, rule of the Land Conservation and Development Commission or local land use regulation, zoning ordinance, regional framework plan, functional plan or comprehensive plan, if the emergency shelter: [complies with certain conditions]

This law requires the City to approve an emergency shelter application under HB 2006 so long as the application complies with the criteria contained within the new law and the right to public comment, a hearing, or appeal are not allowed. The City does not

have discretion to review or otherwise deny this application for reasons not specified in the law.

The City used examples from the cities of Bend and Eugene as inspiration to create clear and objective criteria to cite shelters under HB 2006. The Planning Division will review all applications submitted in accordance with the House Bill. Approval requires demonstration of compliance with a variety of criteria including:

- A location within a close proximity of a bus stop with daily service, commercial/medical services, or transportation to commercial/medical services
- A location actively served by Police, Fire, Emergency Services, City/CRW Water, City Sewer, and Electricity
- Health and safety protocols related to COVID-19 or other public health concerns.
- A shelter code of conduct or screening policy for clients.
- A 24 hour phone number for the community

Due to the low likelihood of additional applications being submitted, the relatively brief review process, and the time it would take to adopt a new fee, staff will not be adopting a fee associated with the review of HB 2006 applications. The review will require the applicant to submit a completed application form as well as supplemental documentation such as a floorplan and proof of access to commercial/medical services. Upon receipt of the application, inspection and approval is required from the Building Division as well as Clackamas Fire.

The clarification of the House Bill is timely because on September 23, 2021, the City received an application from The Father's Heart seeking approval for an Emergency Shelter under House Bill 2006. The Planning Department will process the request pursuant to the application requirements and guidance.

OPTIONS:

1. No actions are needed by the Commission.

MEMORANDUM

TO: Honorable Mayor Lyle-Smith and City Commission
FROM: Carrie A. Richter, Deputy City Attorney
DATE: October 26, 2021
RE: HB 2006 Super-Siting Emergency Shelters and The Father's Heart Application

INTRODUCTION

Earlier this year the Father's Heart applied for an expansion of their existing use to allow for overnight shelter and other associated uses. The application made its way to the City Commission, which ultimately rejected the application in September of 2021. The Father's Heart has now filed a new application for a similar use and the new application relies on legislation adopted by the 2021 legislature that made siting a shelter significantly easier. This memorandum is intended to provide background on the legislation and the implications for the City's review of the new application from the Father's Heart.

HB 2006 BACKGROUND, SCOPE, AND IMPACTS

In the July 2020 emergency session, as part of an omnibus pandemic response bill, the Oregon Legislature enacted HB 4212 to provide temporary shelter to individuals and families lacking permanent housing. The measure suspended state and local land use laws in order to allow certain nonprofit organizations to locate and develop emergency shelters. This authorization expired on Sept 28, 2020, 90 days after passage.

HB 4212 was replaced in May of 2021 by HB 2006. The Senate Measure Summary identifies the following need:

“Oregon's percentage of unsheltered homeless individuals is one of the highest in the United States. A 2019 Urban Institute report found that 24 percent of homeless individuals (10,142 people) in Oregon were unsheltered. According to Oregon Housing and Community Services (OHCS), the number of unsheltered homeless individuals has increased by 37 percent since 2015, and the 2019 Statewide Shelter Study calculated a shortfall of 5,800 emergency shelter beds for individuals and families.”

HB 2006 allows certain qualifying providers to develop emergency shelters in existing buildings or on vacant lands without the need for *any* land use approval, except for natural resource or geologic hazard overlays. More specifically, this statute provides:

Honorable Mayor Lyle-Smith and City Commission
October 26, 2021
Page 2

“A local government shall approve an application for the development or use of land for an emergency shelter, as defined in section 2 of this 2021 Act, on any property, notwithstanding ORS chapter 195, 1097, 197A, 215 or 227 or any statewide plan, rule of the Land Conservation and Development Commission or local land use regulation, zoning ordinance, regional framework plan, functional plan or comprehensive plan, if the emergency shelter: [complies with certain conditions discussed in greater detail below]”

This law requires the City to approve an emergency shelter application under HB 2006 so long as the application complies with the criteria contained within the new law. The City does not have discretion to review or otherwise deny this application for reasons not specified in the law. The Senate Measure Summary makes clear that this review is to occur “without the need for any land use approvals for the underlying property, such as a zone change or a conditional use permit.”

In addition, HB 2006 makes clear that all state laws or local regulatory provisions relating to certain procedural guarantees such as notice, solicitation for public comments, a public hearing, or a right of appeal are similarly suspended. The bill makes clear that these decisions are not land use decisions subject to review by the Land Use Board of Appeals. Rather, an emergency shelter decision may be reviewed solely by a circuit court through a writ of review filed within 60 days.

STATUTORY CRITERIA FOR APPROVING A SUPER-SITING REQUEST

A qualifying “emergency shelter” includes “a building or cluster of buildings that provides shelter on a temporary basis for individuals and families who lack permanent housing.” A qualifying emergency shelter must be operated by either a local government or by “an organization with at least two years experience operating an emergency shelter using best practices that includes: a nonprofit corporation partnering with a local government.

The City must approve any qualifying “emergency shelter” that:

- “(a) Includes sleeping and restroom facilities for clients;
- “(b) Will comply with applicable building codes;
- “(c) Is located inside an urban growth boundary or in an area zoned for rural residential use as defined in ORS 215.501;
- “(d) Will not result in the development of a new building that is sited within an area designated under a statewide planning goal relating to natural disasters and hazards, including flood plains or mapped environmental health hazards, unless the development complies with regulations directly related to the hazard;
- “(e) Has adequate transportation access to commercial and medical services; and
- “(f) Will not pose any unreasonable risk to public health or safety.”

Honorable Mayor Lyle-Smith and City Commission
October 26, 2021
Page 3

Although a majority of these standards are fairly clear, the statute does not provide any specific guidance as to the degree of transportation access that is adequate or when a public health or safety risk rises to an unreasonable level injecting a level of local government discretion into the process. Speaker Kotek, the bill's sponsor, testified that HB 2006 "requires local government to waive design, planning, and zoning regulations for approving the siting of emergency shelters." This statement, coupled with the Measure Summary, indicating that all zoning, including otherwise applicable conditional use requirements, are waived, suggests an intent to cut substantially all of the discretion exercised by local governments in weighing and evaluating impacts, including health or safety risks, that might impede or interfere with surrounding residential uses. Compatibility or livability impact evaluations that are typical of conditional use review are not to be considered. Facilitating the siting of emergency shelters mandates suspending local government discretion and denial of shelter siting except in cases where there is a clear and objective finding of health and safety risk. Although such risks are not identified they would essentially be impediment to utility service adequacy and emergency response limitations.

OREGON CITY'S RESPONSE TO HB 2006

The Planning Department has put together the attached application for allowing staff processing of emergency shelter requests pursuant to clear and objective criteria. This application was drafted using guidance from the cities of Bend and Eugene, who have sited shelters pursuant to HB 4212 authorization, and with League of Oregon City's legislative staff involved in the passage of both bills. The application and guidance explains that super-siting emergency shelter review will be accomplished without any notice or opportunity for a hearing. The application requires that the facility be within ½ mile of a bus stop or there is some other program transporting clients, inspection by the Building Official and Fire Marshall in advance of filing, COVID-19 safety policies, the provision of a 24-hour staffed emergency contact number, and the provision of a code of conduct for clients.

This application and guidance is timely because on September 23, 2021, the City received an application from The Father's Heart seeking approval for an Emergency Shelter under House Bill 2006. The Planning Department will process the request pursuant to the application requirements and guidance.



HB 2006 Shelter Siting

On May 12, 2021, Governor Brown signed into state legislation [HB 2006](#), a bill intended to respond to the current statewide housing crisis authorizing cities to site emergency shelters if certain conditions are met. The new law took effect immediately and requires local governments to approve an application for an emergency shelter regardless of state or local land use laws, if the application meets specific approval criteria outlined in the bill. An "emergency shelter" provides "shelter on a temporary basis for individuals and families who lack permanent housing." Any emergency shelter use or activity specifically authorized below may not be put to any other use without securing the necessary land use approval as required by state law and the Oregon City Municipal Code.

HB 2006 is not a land use decision and it removes state requirements for a mailed notice, public hearing, or solicitation of public comment on an application. Local governments are obligated to approve applications for shelters that meet the criteria below. Decisions under HB 2006 may not be appealed to the Planning Commission, City Commission or the Land Use Board of Appeals but may be appealed using the writ of review process provided under ORS 34.010 – 34.100.

Applicant Information

Site Address or Clackamas County Map and Tax Lot: _____

Applicant Name/Company: _____

Phone Number: _____ Email Address: _____

Shelter Information

Type of Shelter Proposed (Mark all that apply):

- ☐ Warming Shelter
- ☐ Cooling Shelter
- ☐ Day Shelter

- ☐ Night Shelter
- ☐ Other

Shelter Activities Proposed (Mark all that apply):

- ☐ Showering/Bathing
- ☐ Storage of Personal Property
- ☐ Laundry Facilities
- ☐ Service of Food (Prepared on-site or off-site)
- ☐ Recreation Areas for Children or Pets

- ☐ Case Management Services for housing, financial, vocational, educational, physical/behavior health care
- ☐ Other Services Incidental to the Shelter

Are there any Charges to Clients? Please explain. _____

Hours of Operation: _____

Maximum Number of Clients: _____

Date Beginning Operation: _____

Please note a shelter approved under HB 2006 must be in operation within 2 years of application approval

Will the proposed shelter be operated by one of the following types of entities/organizations?

- ☐ A local government
- ☐ An organization with at least two years' experience operating an emergency shelter using best practices that is:
- ☐ A housing authority
 - ☐ A religious corporation
 - ☐ A public benefit corporation whose charitable purpose includes the support of homeless individuals and that has been recognized as exempt from income tax under section 501(a) of the Internal Revenue Code on or before January 1, 2018
- Years Experience: _____
- ☐ A nonprofit corporation partnering with any of the above entities.

Partner Entity: _____ Years Experience: _____

<u>Additional Questions</u>	<u>Check if Yes</u>	<u>Check if No</u>	<u>Check if Not Applicable</u>	<u>Staff</u>
Is the proposed use an "emergency shelter", defined as a building or cluster of buildings that provides shelter on a temporary basis for individuals and families who lack permanent housing? <i>Required.</i>				
Is a fee charged to clients? <i>No more than \$300 per month per client and only to clients who are financially able to pay the fee and who request the services.</i>	Fee: _____			
Is the proposed shelter located in an existing building?				
Does the location include a new building or expansion of any existing building located in area within a Natural Resource Overlay, Floodplain Overlay, or Geologic Hazards Overlay?				
Is the subject site (<i>one required</i>): ☐ Within ½ mile of a bus stop with daily service ☐ Within ½ mile of commercial & medical services, such as grocery, library, hospital or urgent care services necessary to support sheltered individuals ☐ Provide transportation to commercial & medical services Please explain:				

Staff use:

Reviewed By (Oregon City Planning): _____ Date: _____

Decision: ☐ Approved ☐ Approved with Conditions ☐ Denied

Reviewed By (Oregon City Building): _____ Date: _____

Decision: ☐ Approved ☐ Approved with Conditions ☐ Denied

Reviewed By (Clackamas County Fire): _____ Date: _____

Decision: ☐ Approved ☐ Approved with Conditions ☐ Denied

OVERALL DECISION: _____ Date: _____

Decision: ☐ Approved ☐ Approved with Conditions ☐ Denied

Enrolled House Bill 2006

Sponsored by Representative KOTEK; Representatives CAMPOS, DEXTER, EVANS, FAHEY, GRAYBER, HOLVEY, KROPF, LEIF, MARSH, MCLAIN, MEEK, MORGAN, NATHANSON, NERON, NOBLE, REARDON, SOLLMAN, WILDE, WILLIAMS, ZIKA, Senator PATTERSON

CHAPTER

AN ACT

Relating to housing; creating new provisions; amending ORS 203.082, 446.265 and 458.650; and declaring an emergency.

Be It Enacted by the People of the State of Oregon:

SECTION 1. Sections 2 and 3 of this 2021 Act are added to and made a part of ORS chapter 197.

SECTION 2. (1) As used in this section, “emergency shelter” means a building or cluster of buildings that provides shelter on a temporary basis for individuals and families who lack permanent housing.

(2) A building or cluster of buildings used as an emergency shelter under an approval granted under section 3 of this 2021 Act or section 11, chapter 12, Oregon Laws 2020 (first special session):

(a) May resume its use as an emergency shelter after an interruption or abandonment of that use for two years or less, notwithstanding ORS 215.130 (7).

(b) May not be used for any purpose other than as an emergency shelter except upon application for a permit demonstrating that the construction of the building and its use could be approved under current land use laws and local land use regulations.

(3) An approval of an emergency shelter under section 3 of this 2021 Act or section 11, chapter 12, Oregon Laws 2020 (first special session) is void unless the shelter is operating within two years following the approval.

SECTION 3. (1) A local government shall approve an application for the development or use of land for an emergency shelter, as defined in section 2 of this 2021 Act, on any property, notwithstanding ORS chapter 195, 197, 197A, 215 or 227 or any statewide plan, rule of the Land Conservation and Development Commission or local land use regulation, zoning ordinance, regional framework plan, functional plan or comprehensive plan, if the emergency shelter:

(a) Includes sleeping and restroom facilities for clients;

(b) Will comply with applicable building codes;

(c) Is located inside an urban growth boundary or in an area zoned for rural residential use as defined in ORS 215.501;

(d) Will not result in the development of a new building that is sited within an area designated under a statewide planning goal relating to natural disasters and hazards, in-

cluding flood plains or mapped environmental health hazards, unless the development complies with regulations directly related to the hazard;

(e) Has adequate transportation access to commercial and medical services; and

(f) Will not pose any unreasonable risk to public health or safety.

(2) An emergency shelter allowed under this section must be operated by:

(a) A local government as defined in ORS 174.116;

(b) An organization with at least two years' experience operating an emergency shelter using best practices that is:

(A) A local housing authority as defined in ORS 456.375;

(B) A religious corporation as defined in ORS 65.001; or

(C) A public benefit corporation, as defined in ORS 65.001, whose charitable purpose includes the support of homeless individuals, that has been recognized as exempt from income tax under section 501(a) of the Internal Revenue Code on or before January 1, 2018; or

(c) A nonprofit corporation partnering with any other entity described in this subsection.

(3) An emergency shelter approved under this section:

(a) May provide on-site for its clients and at no cost to the clients:

(A) Showering or bathing;

(B) Storage for personal property;

(C) Laundry facilities;

(D) Service of food prepared on-site or off-site;

(E) Recreation areas for children and pets;

(F) Case management services for housing, financial, vocational, educational or physical or behavioral health care services; or

(G) Any other services incidental to shelter.

(b) May include youth shelters, winter or warming shelters, day shelters and family violence shelter homes as defined in ORS 409.290.

(4) An emergency shelter approved under this section may also provide additional services not described in subsection (3) of this section to individuals who are transitioning from unsheltered homeless status. An organization providing services under this subsection may charge a fee of no more than \$300 per month per client and only to clients who are financially able to pay the fee and who request the services.

(5) The approval of an emergency shelter under this section is not a land use decision and is subject to review only under ORS 34.010 to 34.100.

SECTION 4. (1) Section 3 of this 2021 Act is repealed on July 1, 2022.

(2) The repeal of section 3 of this 2021 Act by subsection (1) of this section does not affect an application for the development of land for an emergency shelter that was completed and submitted before the date of the repeal.

SECTION 5. ORS 446.265 is amended to read:

446.265. (1) Inside an urban growth boundary, a local government may authorize the establishment of transitional housing accommodations used as individual living units by one or more individuals. Use of transitional housing accommodations is limited to *[persons]* **individuals** who lack permanent or safe shelter and who cannot be placed in other low income housing. A local government may limit the maximum amount of time that an individual or a family may use the accommodations.

(2) Transitional housing accommodations are intended to be used by individuals or families on a limited basis for seasonal, emergency or transitional housing purposes and may include yurts, huts, cabins, fabric structures, tents and similar accommodations, **as well as areas in parking lots or facilities for individuals or families to reside overnight in a motor vehicle, without regard to whether the motor vehicle was designed for use as temporary living quarters.** The transitional housing accommodations may provide parking facilities, walkways and access to water, toilet, shower, laundry, cooking, telephone or other services either through separate or shared facilities.

The Oregon Health Authority may develop public health best practices for shared health and sanitation facilities for transitional housing accommodations.

(3) Transitional housing accommodations are not subject to ORS chapter 90.

(4) As used in this section, “yurt” means a round, domed tent of canvas or other weather resistant material, having a rigid framework, wooden floor, one or more windows or skylights and that may have plumbing, electrical service or heat.

SECTION 6. ORS 203.082 is amended to read:

203.082. *[(1) Any political subdivision in this state may allow churches, synagogues and similar religious institutions to offer overnight camping space on institution property to homeless persons living in vehicles.]*

[(2) In addition to any conditions or limitations imposed by a political subdivision, a religious institution located within the political subdivision and offering camping space described under subsection (1) of this section must:]

[(a) Limit camping space at the institution site to three or fewer vehicles at the same time; and]

[(b) Provide campers with access to sanitary facilities, including but not limited to toilet, hand washing and trash disposal facilities.]

(1) Any political subdivision may allow any public or private entity to allow overnight camping by homeless individuals living in vehicles on the property of the entity.

(2) A political subdivision may impose reasonable conditions upon offering camping space under this section, including establishing a maximum number of vehicles allowed.

(3) Entities providing camping spaces under this section must also provide access to sanitary facilities, including toilet, handwashing and trash disposal facilities.

SECTION 7. ORS 458.650 is amended to read:

458.650. (1) The Emergency Housing Account *[shall be]* **is** administered by the Housing and Community Services Department to assist homeless *[persons]* **individuals** and those *[persons]* **individuals** who are at risk of becoming homeless. An amount equal to 25 percent of moneys deposited in the account pursuant to ORS 294.187 is dedicated for expenditure for assistance to veterans who are homeless or at risk of becoming homeless. For purposes of this section, “account” means the Emergency Housing Account.

(2) The Oregon Housing Stability Council, with the advice of the Community Action Partnership of Oregon, shall develop policy for awarding grants to organizations that shall use the funds:

(a) To provide to low and very low income *[persons]* **individuals**, including but not limited to, *[persons]* **individuals** more than 65 years of age, persons with disabilities, farmworkers and Native Americans:

(A) Emergency shelters and attendant services;

(B) Transitional housing services designed to assist *[persons]* **individuals** to make the transition from homelessness to permanent housing and economic independence;

(C) Supportive housing services to enable *[persons]* **individuals** to continue living in their own homes or to provide in-home services for such *[persons]* **individuals** for whom suitable programs do not exist in their geographic area;

(D) Programs that provide emergency payment of home payments, rents or utilities; or

(E) Some or all of the needs described in subparagraphs (A) to (D) of this paragraph.

(b) To align with federal strategies and resources that are available to prevent and end homelessness.

(3)(a) The council shall require as a condition of awarding a grant that the organization demonstrate to the satisfaction of the council that the organization has the capacity to deliver any service proposed by the organization.

(b) Any funds granted under this section *[shall]* **may** not be used to replace existing funds. Funds granted under this section may be used to supplement existing funds. An organization may use funds to support existing programs or to establish new programs.

(c) The council, by policy, shall give preference in granting funds to those organizations that receive grants from the Housing Development Grant Program established under ORS 458.625.

(4) The department may expend funds from the account for:

(a) The administration of the account as provided for in the legislatively approved budget, as that term is defined in ORS 291.002, for the department.

(b) The development of technical assistance and training resources for organizations developing and operating emergency shelters as defined in section 2 of this 2021 Act and transitional housing accommodations as described in ORS 446.265.

SECTION 8. Section 9 of this 2021 Act is added to and made a part of ORS 458.600 to 458.665.

SECTION 9. (1) As used in this section, “low-barrier emergency shelter” means an emergency shelter, as defined in section 2 of this 2021 Act, that follows established best practices to deliver shelter services that minimize barriers and increase access to individuals and families experiencing homelessness.

(2) The Housing and Community Services Department shall award grants and provide technical assistance to organizations to fund:

(a) The construction, purchase or lease of facilities to be used as low-barrier emergency shelters;

(b) The operation, use or staffing of low-barrier emergency shelters, including the costs to provide clients with access to the shelters;

(c) The development or use of amenities or facilities that provide no-cost services to individuals and families who are homeless, including restroom and hygiene facilities, laundry facilities, dining facilities, storage for personal property, meeting or gathering spaces and facilities providing case management services; or

(d) Rapid rehousing services and supports for individuals and families.

(3) In awarding grants and providing technical assistance under this section, the department shall:

(a) Ensure that funds are distributed among different regions of the state; and

(b) Prioritize funding areas of highest need as identified in the August 2019 Oregon Statewide Shelter Study.

(4) Grants under this section must be awarded:

(a) Through a competitive process that emphasizes collaborative proposals; or

(b) To one or more community action agencies.

SECTION 10. (1) As used in this section, “navigation center” means a low-barrier emergency shelter, as defined in section 9 of this 2021 Act, that is open seven days per week and connects individuals and families with health services, permanent housing and public benefits.

(2) The Oregon Department of Administrative Services may award grants to local governments to:

(a) Plan the location, development or operations of a navigation center;

(b) Construct, purchase or lease a building for use as a navigation center;

(c) Operate a navigation center that has been constructed, purchased or leased under paragraph (b) of this subsection; or

(d) Contract for the performance of activities in this subsection.

(3) The department shall require that each local government receiving a grant under this section agree to return all moneys granted unless the local government has developed a navigation center that is operating on or before July 1, 2022.

SECTION 11. Notwithstanding ORS 458.650 (2) and (3), the Housing and Community Services Department may expend funds from the Emergency Housing Account to award grants and provide technical assistance under section 9 of this 2021 Act.

SECTION 12. Sections 9, 10 and 11 of this 2021 Act are repealed on January 2, 2024.

SECTION 13. This 2021 Act being necessary for the immediate preservation of the public peace, health and safety, an emergency is declared to exist, and this 2021 Act takes effect on its passage.

Passed by House April 5, 2021

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Timothy G. Sekerak, Chief Clerk of House

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Tina Kotek, Speaker of House

Passed by Senate May 3, 2021

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Peter Courtney, President of Senate

Received by Governor:

.....M.,....., 2021

Approved:

.....M.,....., 2021

.....
Kate Brown, Governor

Filed in Office of Secretary of State:

.....M.,....., 2021

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Shemia Fagan, Secretary of State