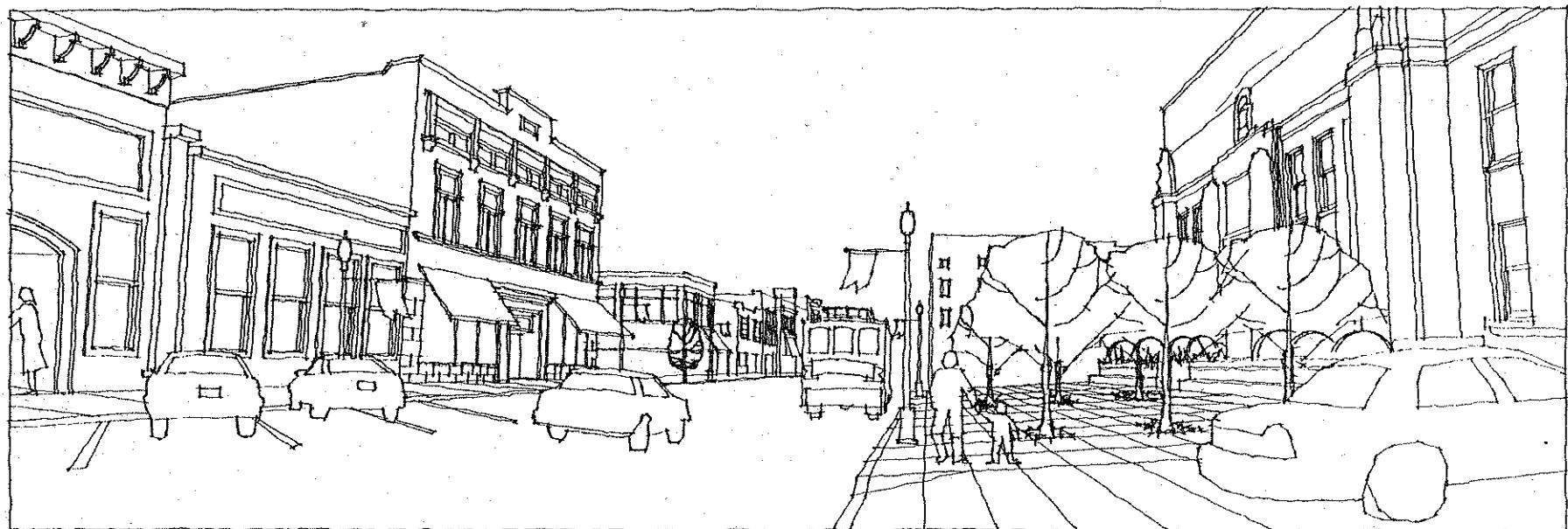


# Oregon City Downtown Community Plan

## Part I



Final Report



August 6, 1999



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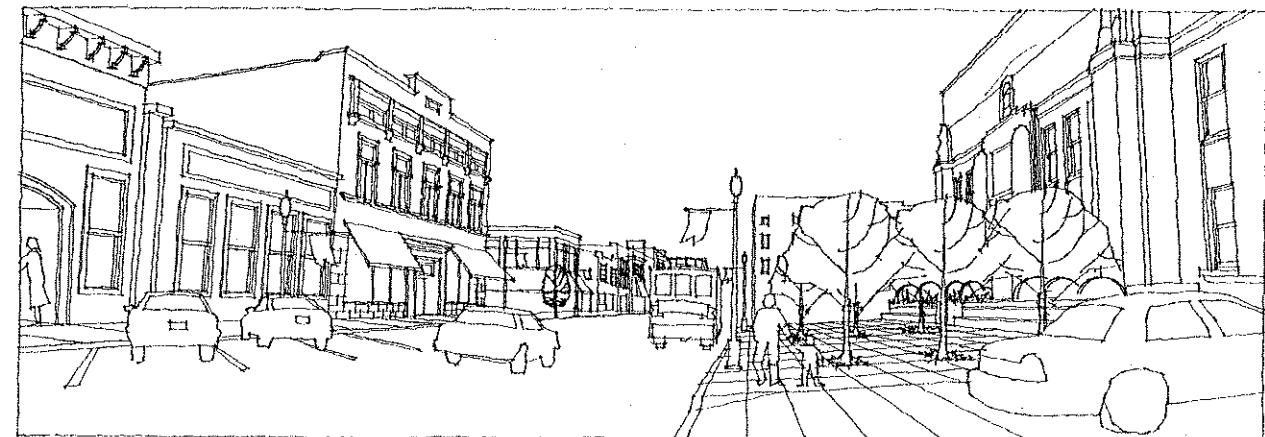
### *A Plan to Enhance the Historical Heart of Oregon City*

The Oregon City Downtown Community Plan is a first step in enhancing the historical heart of Oregon City. The vision describes a community that celebrates Oregon City's historic past while promoting a positive change for the future. The plan emphasizes the creation of pedestrian-friendly places, varied mixed use developments, new open space and civic amenities. It also strives to reestablish Oregon City's historical prominence by protecting and strengthening historic themes and features unique to Oregon City. Above all, the plan is a step toward a preferred future that has been identified by the residents of Oregon City.

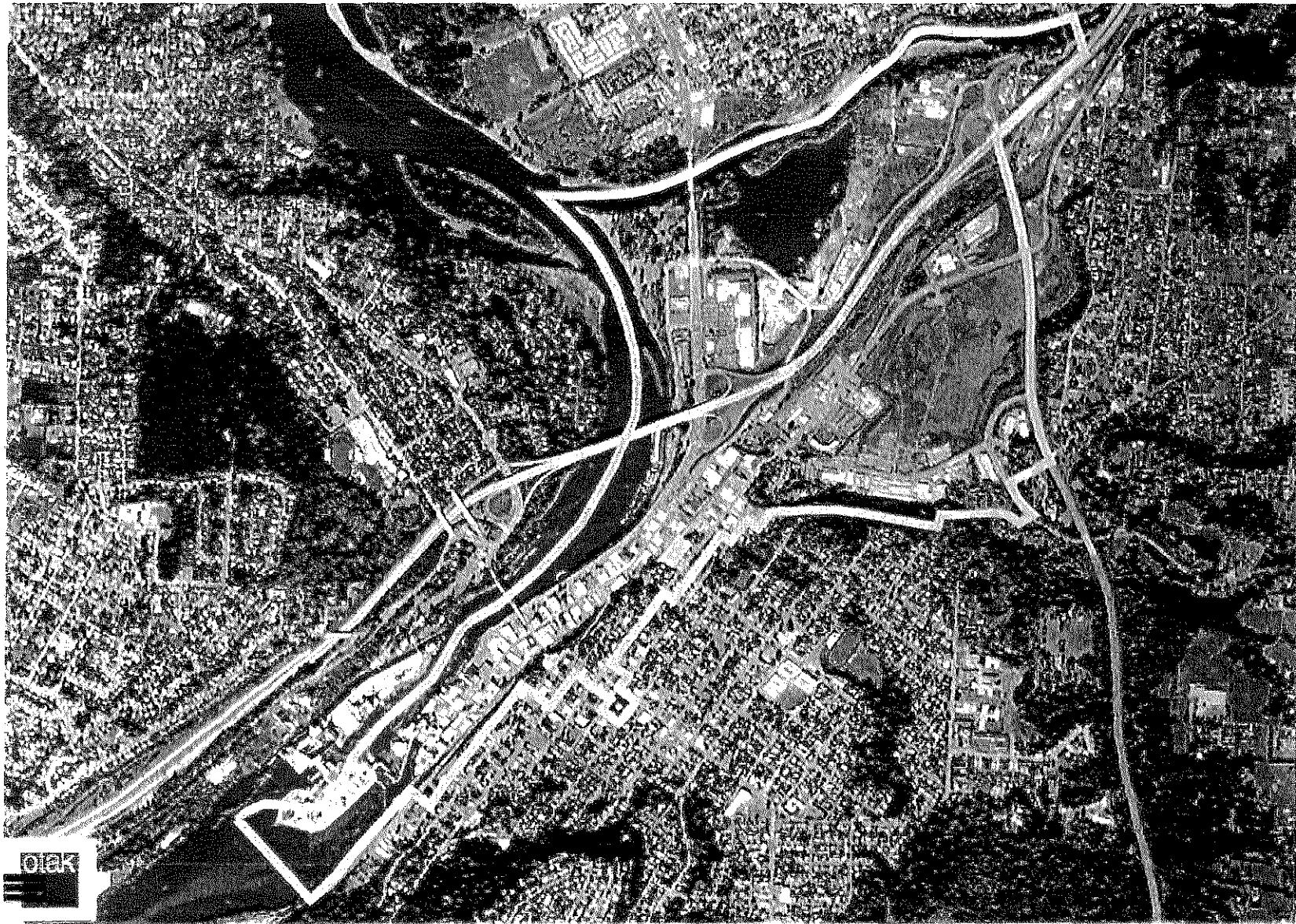
Highlights of the plan include:

- Updated zoning and development standards to enhance the Historic Downtown Core
- Historic design guidelines to protect and enhance Oregon City's unique architecture
- A new Mixed Use Residential district to create an urban neighborhood in the North End
- New tourist commercial areas adjacent to the End of the Oregon Trail facility
- A Clackamette Cove Master Plan District that will create a mix of public open space, natural resource protection, and residential and employment uses

- Mixed use opportunities for all plan districts in the study area
- Recommendations to enhance McLoughlin Boulevard and create a waterfront promenade
- A detailed transportation analysis, with recommendations for automobile, pedestrian, bicycle, and transit improvements
- A new connection of 12th Street to McLoughlin Boulevard
- A complete pedestrian trail extending from the Clackamette Cove to the Historic Downtown, including a boardwalk overlooking the river
- Parking strategies
- Design guidelines to promote pedestrian-friendly development
- Draft comprehensive plan and zoning text and maps to implement the recommendations



New Plaza in Front of the Courthouse



Study Area Boundary

# Introduction

## Purpose

The purpose of the Oregon City Downtown Community Plan is twofold:

- Update the comprehensive plan and zoning code (which was last updated in 1982)
- Establish a vision and implementing strategies for positive growth and improvement of the area

## Planning Area

The planning area for the Oregon City Downtown Community Plan includes areas below the bluff and along the banks of the Willamette and Clackamas Rivers from the Willamette Falls to Gladstone. The planning area also includes areas above the bluff along the 7th Street corridor, and areas north of Abernethy Creek extending towards Highway 213 and Interstate 205. The area has been divided into six districts – the Historic Downtown District, the North End District, the Cove area, the End of the Oregon Trail District, the McLoughlin Commercial Corridor and the McLoughlin Neighborhood/7th Street corridor district. The total study area is approximately 763 acres.

## Overview of the Process

The planning process was overseen by an 84-member Steering Committee. The large size of the committee was intended to create an open, participatory process that included a broad array of community interests. Meetings and workshops were conducted in “town hall” style. The major steps of process were as follows:

**Goals and Objectives** — Eleven project objectives were refined and prioritized.

**Design Workshops** — Two design workshops developed three plan alternatives. Over 120 people attended these workshops.

**Evaluation of Alternatives** — Three alternatives for the alignment of McLoughlin Boulevard were evaluated, resulting in a decision to retain the existing alignment, beautify the street and develop a boardwalk on the Willamette River side of the street.

**Implementation Workshops** — Workshops were held to review preliminary recommendations for parking and circulation, design standards, comprehensive plan designations and policies, and implementing zoning. The Steering Committee met jointly with the Historic Review Board and Planning Commission.

**Review of the Draft Plan** — The process concluded with a final Steering Committee meeting and comment period on the draft plan.

## Next Steps

This report is the start for the update of the comprehensive plan and zoning code for the City of Oregon City. The recommended steps include:

- Review and endorsement of the recommendations in this report by the Historic Review Board, Planning Commission, and City Commission.
- Preparation and adoption of final zoning code and comprehensive plan amendments.



## Introduction

*Continued*

### *Project/Plan Objectives*

The following project/plan objectives were established by the Steering Committee to guide the Oregon City Downtown Community Plan. The objectives are listed in order of importance as identified in the community survey in July 1998.

**Objective 1: Save the Past.** Strengthen, preserve and protect the historic characteristics, themes, and features of Oregon City.

**Objective 2: Build Upon Existing Assets.** Enhance positive features and themes unique to Oregon City.

**Objective 3: Manage Flooding.** Develop an environmentally sensitive program for managing flooding. Protect important buildings, infrastructure, and amenities and ensure that opportunities and sites for future development are secure.



Petzold Building — building preservation and enhancement



Main Street — a key asset of downtown

## Introduction *Continued*

**Objective 4: Identify Catalyst Projects.** Establish a program and process for success by identifying key projects and actions that will spur growth throughout the downtown.

**Objective 5: Emphasize Pedestrian and Transit Services.** Develop a setting that is conducive to walking, bicycling and transit while providing accessibility to regional automobile and freight networks.



Clackamette Cove — a new public use area



Main Street — pedestrian improvements



## Introduction

*Continued*

**Objective 6: Provide for Jobs and Services.** Protect and strengthen the existing employment base while developing a diverse blend of new market wage jobs and services.

**Objective 7: Provide Retail Services.** Provide appropriate space for a full range of competitively priced essential goods and services within walking distance of all downtown residents and employees.



Main Street — office over retail



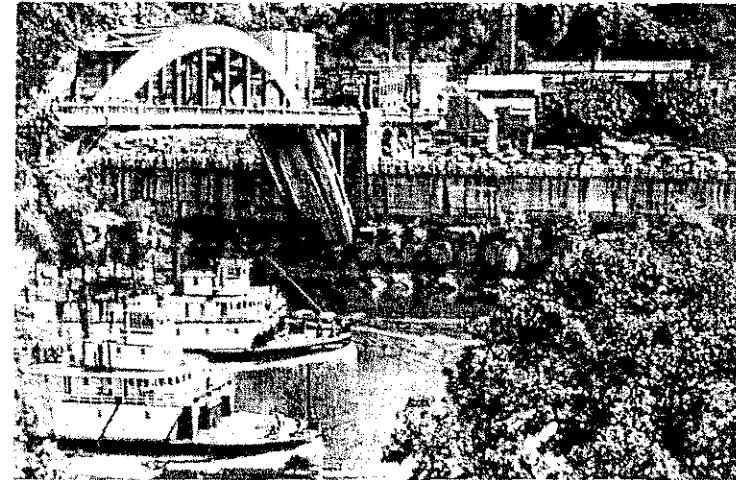
Eatery — within walking distance to downtown residents and employees

## Introduction *Continued*

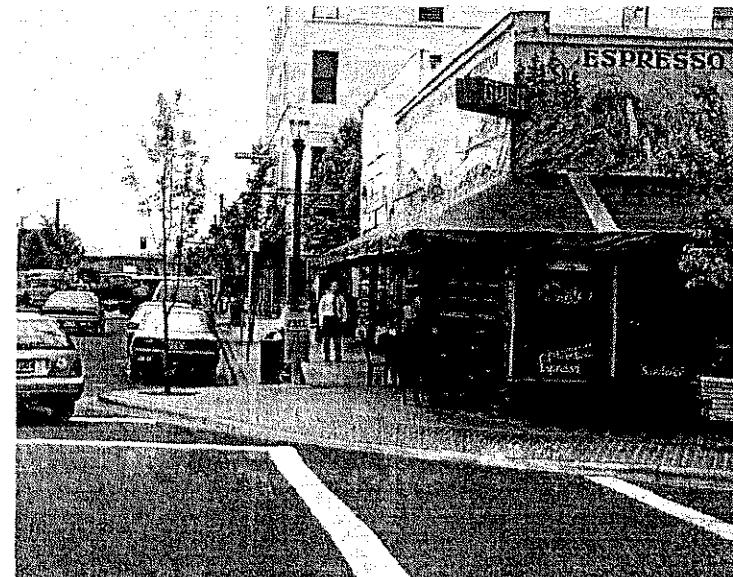
**Objective 8: Meet Community and Regional Goals and Expectations.** Set a high standard for quality and livability that will become a benchmark that other downtowns will be measured against.

**Objective 9: Reconnect to the River.** Provide safe access to and use of the rivers and waterways.

**Objective 10: Restore a Vibrant, Unique and Attractive City Center.** Develop regional attractions that together form a lively and vibrant cultural and social hub.



Riverfront Activity—steamboat races, 1936



Social gathering place

## Introduction

*Continued*

### **Objective 11: Provide for Appropriate Residential Uses.**

Provide, in close proximity to jobs and services, housing for a broad range of incomes that respond to regional housing trends and prices.

#### **Other Evaluation Factors**

- Transportation costs are relative to land use benefits
- The least impact to unique geographic features
- Minimize traffic problems in the Downtown and McLoughlin Neighborhood
- Parking strategies are provided to ensure adequate parking



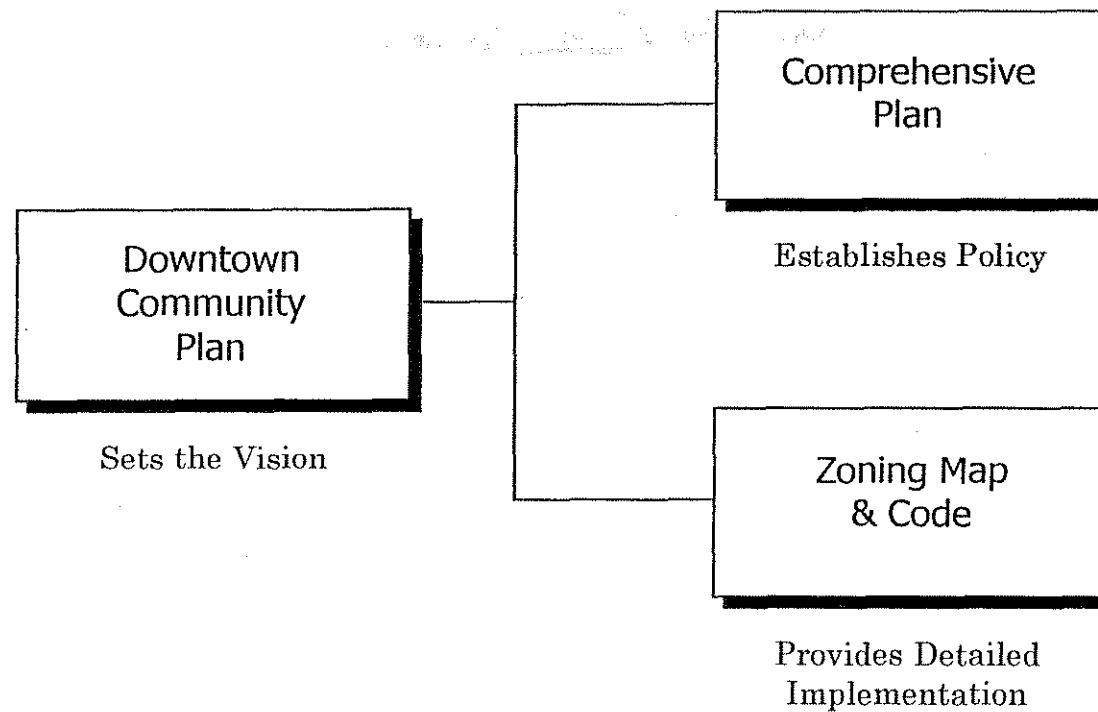
Mixed Use — housing over retail

## A Plan for Change

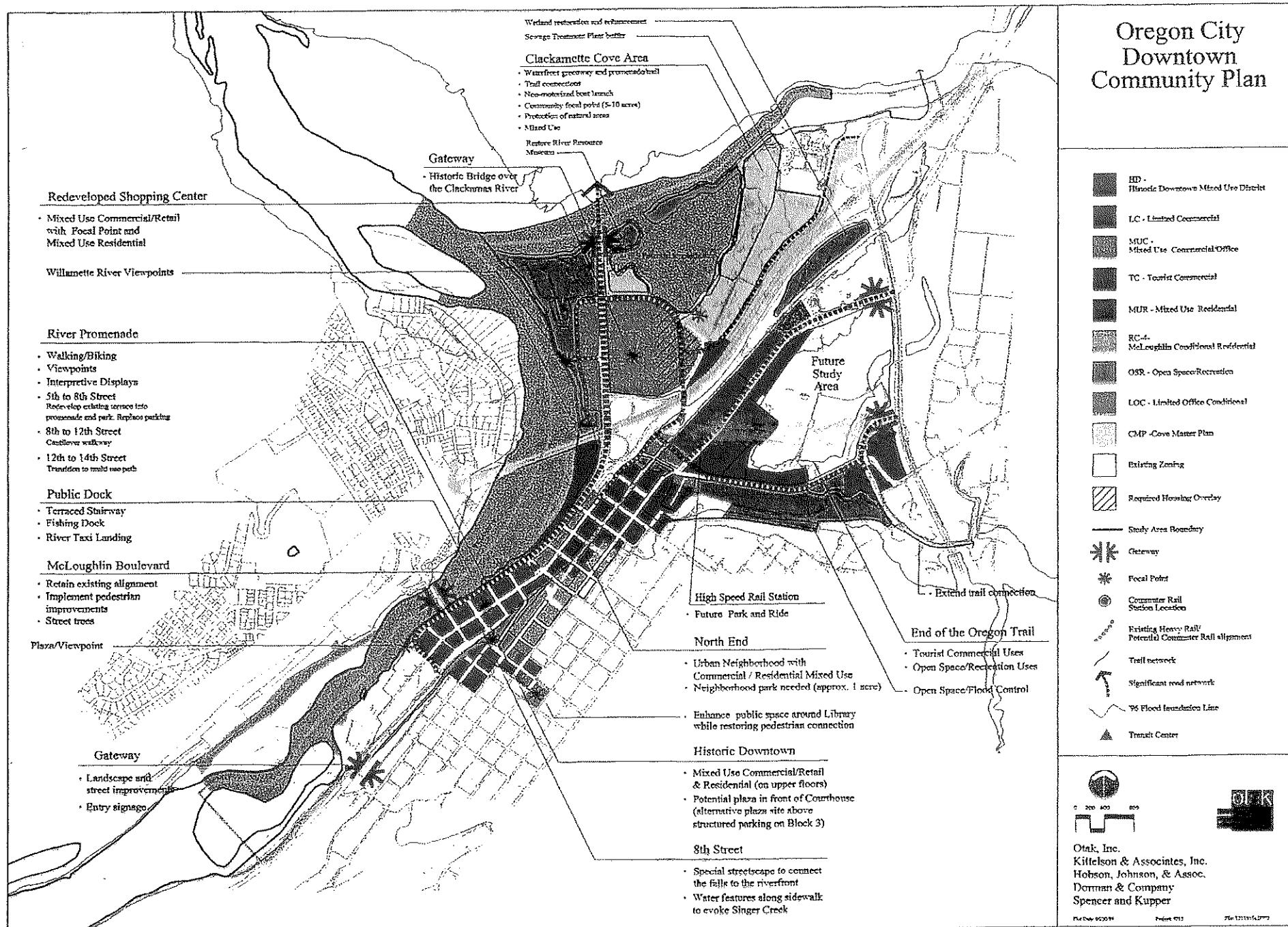
### *The Downtown Community Plan Overview*

The Downtown Community Plan is the overall vision for the downtown districts and neighborhoods. Originally called the “Framework Plan”, it was developed by the project steering committee as the basis for the regulating comprehensive plan and zoning recommendations.

It describes a community that celebrates the City’s historic past while adding diverse uses that will reinforce and enrich Oregon City. The plan creates a community of distinct yet interrelated neighborhoods, new open space and civic uses. The plan also provides opportunities for more residents, visitors and employees and creates areas for new commercial uses. Furthermore, the plan ensures continued protection and enhancement of the Historic Downtown by establishing preservation policies and historic design guidelines.



# Oregon City Downtown Community Plan



## Overview

The Land Use Plan is organized around nine districts. The districts are:

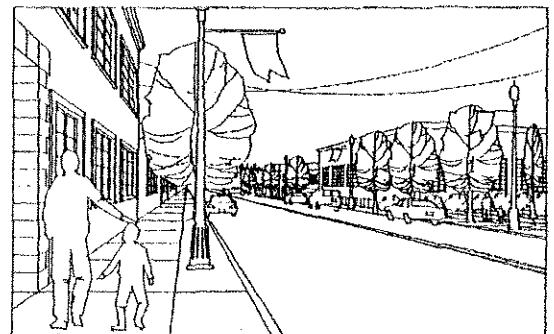
- Historic Downtown
- Mixed Use Commercial/Office
- Mixed Use Residential
- Clackamette Cove Master Plan
- McLoughlin Conditional Residential
- Tourist Commercial
- Open Space/Recreation
- Limited Office Conditional
- Limited Commercial

The Land Use Plan sets the stage for...

Mixed use opportunities...



...places for people

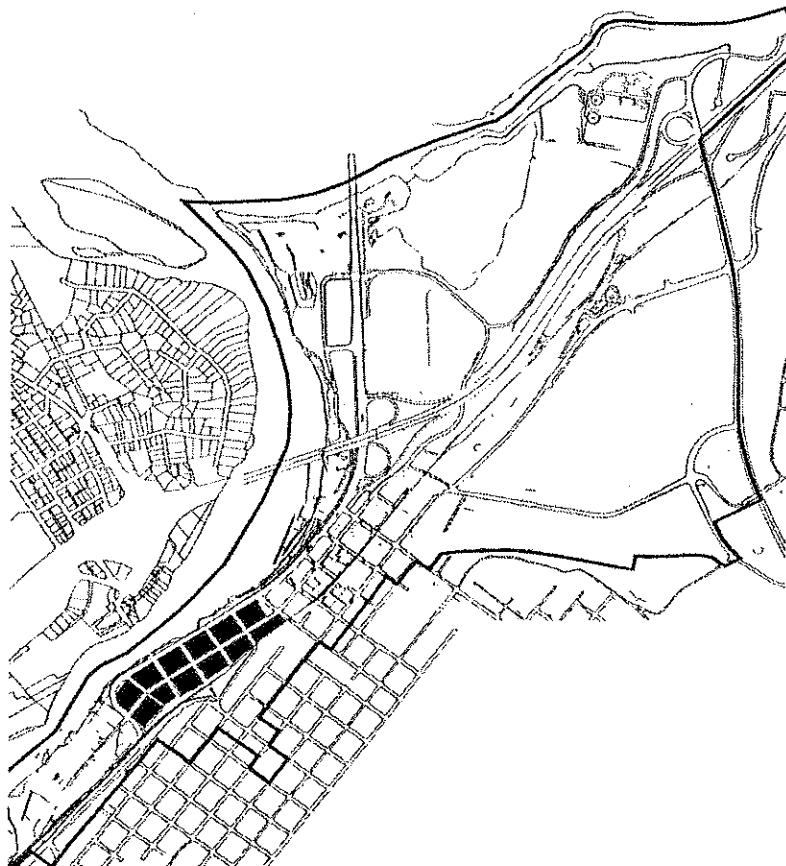


...linking land use with transportation.



## Land Use

*Continued*



### Historic Downtown District

The Historic Downtown District contains the majority of significant historic buildings within the study area. This district covers a two block wide area extending from 5th Street to about 10th Street. One key assumption for this district is that the existing buildings in this district would be enhanced, rehabilitated and reused. Pedestrian-oriented retail uses will be focused in this district, with opportunities for office and housing development on upper floors. Any new construction and building improvements will be guided by a set of historic design guidelines. The Willamette River frontage is designated park space, and would be part of a seven-block long river promenade. Parking in the downtown will be provided both in private and public lots or parking structures. A typical building in this district will have three to four stories with many buildings having a mix of uses. Existing uses are "grandfathered," however, new auto-oriented uses will not be permitted.

**Proposed Plan District:** Mixed Use Commercial (MUC)

**Proposed Zoning:** Historic Downtown District (HD)

**Proposed Transportation Improvements:**

- McLoughlin Boulevard intersection improvements
- McLoughlin Boulevard bicycle/pedestrian improvements
- Main Street/10th Street left-turn pockets and signal
- Main Street/7th Street modifications
- Main Street/McLoughlin Boulevard bicycle/pedestrian improvements

**McLoughlin Boulevard Enhancements:**

- Pedestrian crossings
- Street furniture
- Wider sidewalks
- River viewpoints
- Decorative, see-through railings



### Mixed-Use Commercial/Office District

The Mixed Use Commercial/Office District encompasses properties that are oriented to McLoughlin Boulevard. A range of commercial, office, and residential uses are envisioned for this area. Parking will be provided on site and in structures. Boulevard enhancements will improve the visual character of McLoughlin Boulevard, and provide a link to the waterfront and adjacent districts.

The Oregon City Shopping Center, envisioned as a mixed use center, is intended to redevelop, intensify, and transition towards a more pedestrian oriented center that is connected with Clackamette Cove. One- to three-story buildings are envisioned, which will contain a mix of retail, office and senior housing.

**Proposed Plan District:** Mixed Use Commercial (MUC)

**Proposed Zoning:** Mixed Use Commercial/Office (MUC)

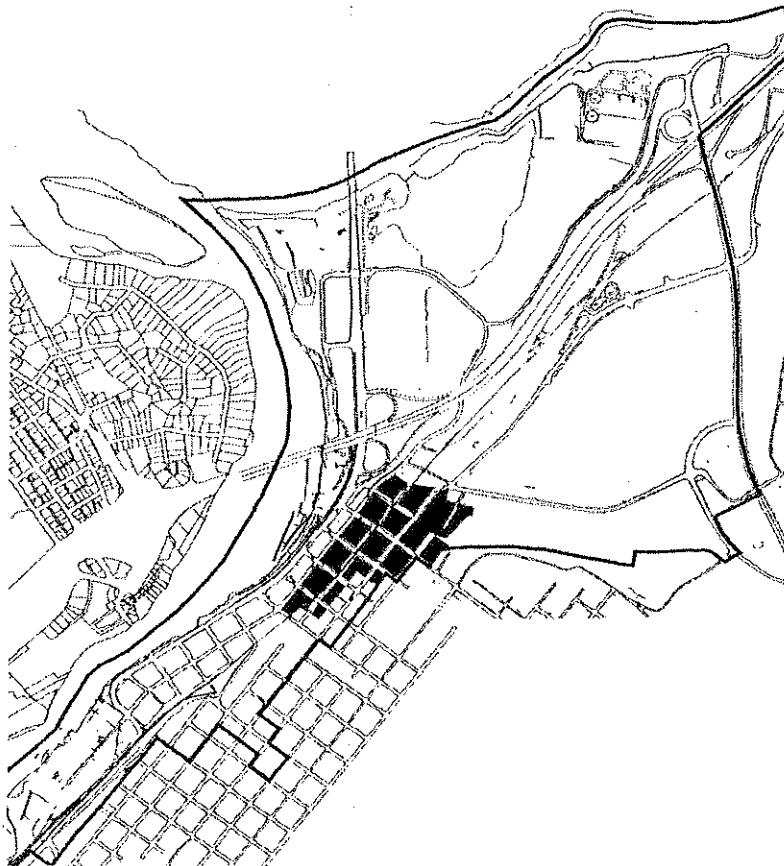
#### **Proposed Transportation Improvements:**

- 14th Street/McLoughlin Blvd. intersection improvements
- 13th Street/McLoughlin Blvd. intersection improvements
- 12th Street connection to McLoughlin Boulevard
- McLoughlin Blvd. pedestrian and bicycle improvements
- Main Street/14th Street improvements
- Washington St. pedestrian, bicycle and transit improvements
- I-205 southbound on-ramp improvements

#### **McLoughlin Boulevard Enhancements:**

- Pedestrian crossings
- Street furniture
- Wider sidewalks
- River viewpoints
- Decorative, see-through railings

## Land Use *Continued*



### Mixed Use Residential Neighborhood

The North End of downtown is proposed as the Mixed-Use Residential District and will contain the majority of new housing within the study area. Small retail uses such as dry cleaners, coffee shops, etc. are also located within buildings. Residential uses are required as part of all new developments. Existing uses are "grandfathered" but new auto-oriented uses are not permitted. Two-to four-story buildings are assumed for this area with parking provided on-site or in structures. It is intended that the two- to four-story buildings in this area will comprise a new, pedestrian oriented, urban neighborhood. A small neighborhood park is recommended and will need to be sited as part of the plan's implementation.

**Proposed Plan District:** Mixed Use Residential (MUR)

**Proposed Zoning:** Mixed Use Residential (MUR)

**Proposed Transportation Improvements:**

- Main Street/14th Street intersection improvements
- Main Street pedestrian, bicycle, and transit improvements
- 12th Street connection from Main to McLoughlin Boulevard
- 12th Street/Main Street intersection improvements
- 12th Street pedestrian, bicycle and transit improvements
- Washington Street/Abernethy Road intersection improvements
- Washington Street improvements
- Washington Street pedestrian, bicycle, and transit improvements



### Clackamette Cove Area

Clackamette Cove is currently an underutilized and inaccessible area within the study boundary. The plan envisions a variety of public recreation and access to the entire waterfront, natural resource protection, and a mix of residential, commercial and offices uses. Buffers will be provided to the existing and potentially expanded sewerage treatment plant. The proposed zoning is based on a master plan review process, where proposed master plans must demonstrate consistency with the public policy objectives, uses, and resource protection requirements that are described in the plan and code. This is intended as a public review process that ensures fulfillment and protection of the public goals, while providing flexibility for the specific master plan.

**Proposed Plan District:** Cove Master Plan (CMP)

**Proposed Zoning:** Cove Master Plan (CMP)

**Proposed Transportation Improvements:**

- McLoughlin Boulevard pedestrian, bicycle, and transit improvements
- Clackamette Cove pedestrian improvements

## Land Use *Continued*



### McLoughlin Conditional Residential

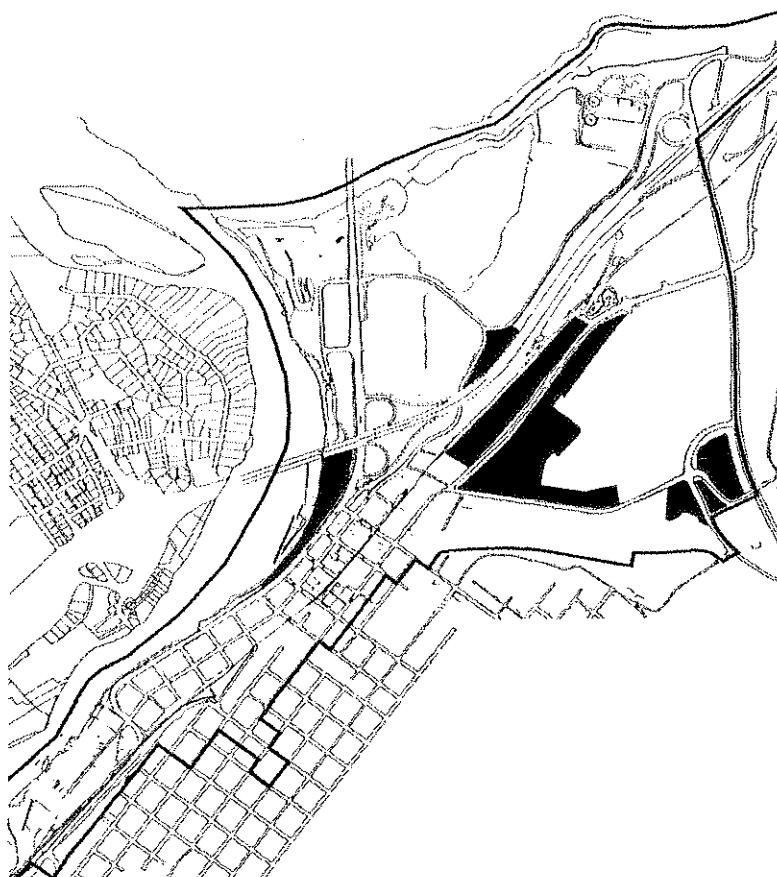
This area retains the existing McLoughlin Conditional Residential designation and is primarily located within the existing McLoughlin Historic District. It is assumed that historic properties in the McLoughlin District would not redevelop at greater densities other than what the existing zoning designation would allow. No significant changes are proposed in this district.

**Proposed Plan District:** McLoughlin Conditional Residential (MCR) (existing district)

**Proposed Zoning:** McLoughlin Conditional Residential (RC-4) (existing zoning)

#### **Proposed Transportation Improvements:**

- Washington Street pedestrian, bicycle, and transit improvements
- 12th Street/Washington Street improvements



### Tourist Commercial District

The Mixed Use Tourist Commercial District is mainly located at the End of the Oregon Trail facility, along the north side of Abernethy Road and the intersection of Abernethy Road and Redland Road. The district is intended to provide supporting commercial uses for the End of the Trail area, along with supplying some office space. The established range of uses in the existing Tourist Commercial district has not changed with the exception of adding office uses to the list of permitted uses.

New construction in the End of the Oregon Trail District will be guided by the End of the Oregon Trail Master Plan.

**Proposed Plan District:** Mixed Use Commercial (MUC)

**Proposed Zoning:** Tourist Commercial (TC)

**Proposed Transportation Improvements:**

- McLoughlin Boulevard/14th Street improvements
- McLoughlin Boulevard/13th Street improvements
- McLoughlin Boulevard/12th Street improvements
- McLoughlin Boulevard pedestrian, bicycle, and transit improvements
- Washington Street/Abernethy Road intersection improvements
- Washington Street pedestrian, bicycle, and transit improvements

**McLoughlin Boulevard Enhancements:**

- Pedestrian crossings
- Street furniture
- Wider sidewalks
- River viewpoints
- Decorative, see-through railings

## Land Use *Continued*



### Open Space

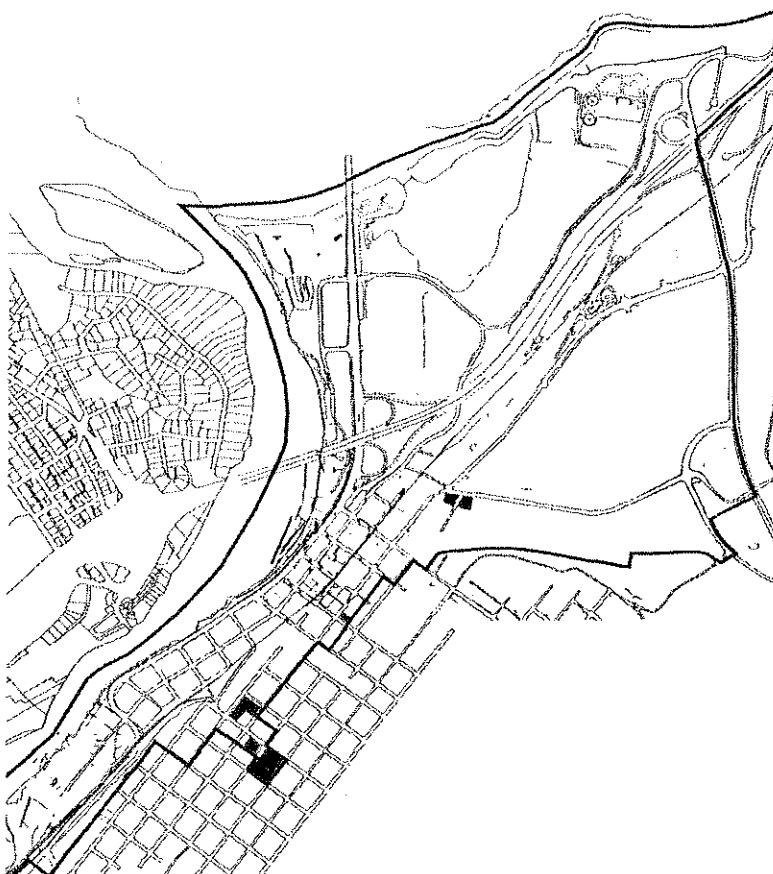
Large amounts of greenspace are provided within the study area. The steering committee has expressed the desire to convert the Clackamas County offices on Abernethy Road to open space. Open space is also found in the Clackamette Cove Area, Clackamette Park, and the waterfront. A continuous trail is envisioned starting from the Old Gladstone Bridge and continuing along the river frontages to 12th Street. At this point, a cantilevered boardwalk could continue south towards the 7th Street Bridge, providing a continuous connection to the downtown, and up to the elevator. The pedestrian connection that once linked the Carnegie Center with the Esplanade is also proposed to be restored to complete the link between the elevator and the Carnegie Center.

***Proposed Plan District: Park (P)***

***Proposed Zoning: Open Space Recreation (OSR)***

***Proposed Transportation Improvements:***

- Washington Street pedestrian, bicycle, and transit improvements



### Limited Office Conditional

This area retains the Limited Office Conditional designation. It encompasses a small area near the 7th Street Corridor and by the End of the Trail facility on Abernethy Road. The district is established to recognize existing limited office uses. The established list of uses permitted in the Limited Office Conditional designation remains unchanged.

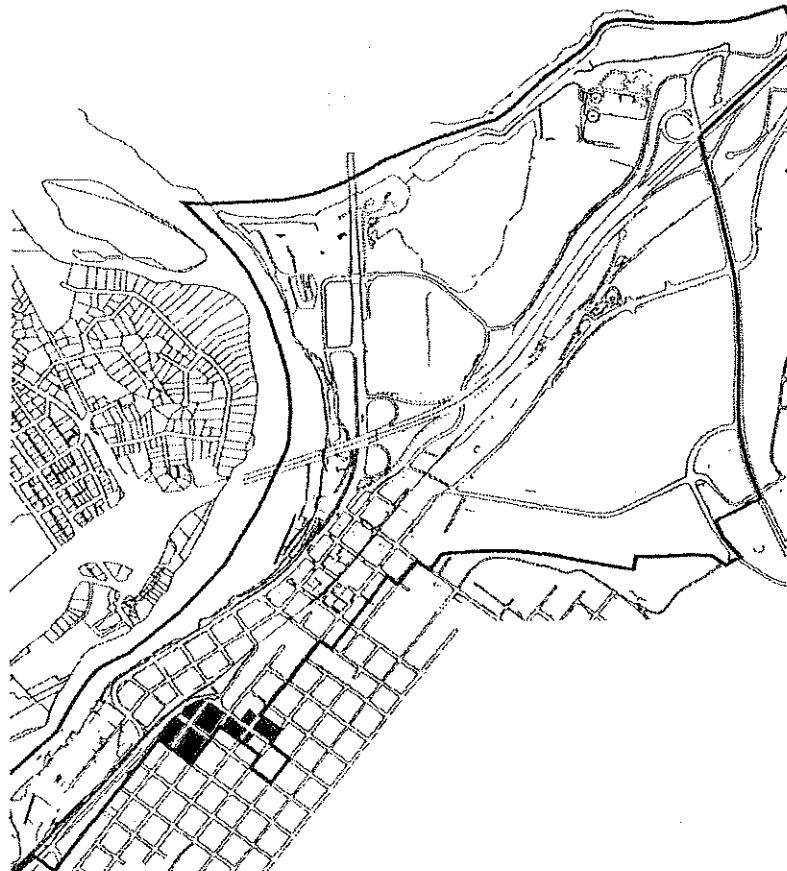
***Proposed Plan District:*** Mixed Use Commercial (MUC)

***Proposed Zoning:*** Limited Office Conditional (LOC) (existing zoning)

***Proposed Transportation Improvements:***

- Washington Street/Abernethy Road intersection improvements

## Land Use *Continued*



### Limited Commercial District

This area retains the existing Limited Commercial designation. The Limited Commercial District is intended to provide a mix of commercial and residential uses. The 7th Street Corridor contains the majority of Limited Commercial areas. This area will provide commercial uses within walking distance of McLoughlin residents and will be designed to complement the McLoughlin Historic District. Parking is assumed to be on street in this district.

**Proposed Plan District:** Mixed Use Commercial (MUC) and McLoughlin Conditional Residential (MCR)

**Proposed Zoning:** Limited Commercial (LC) (existing zoning)

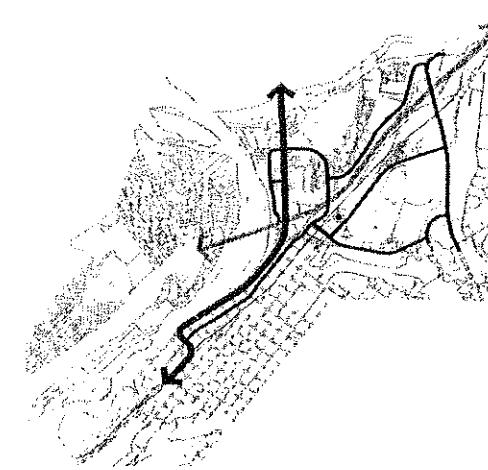
**Proposed Transportation Improvements:**

- Washington Street pedestrian, bicycle, and transit improvements
- Washington Street improvements

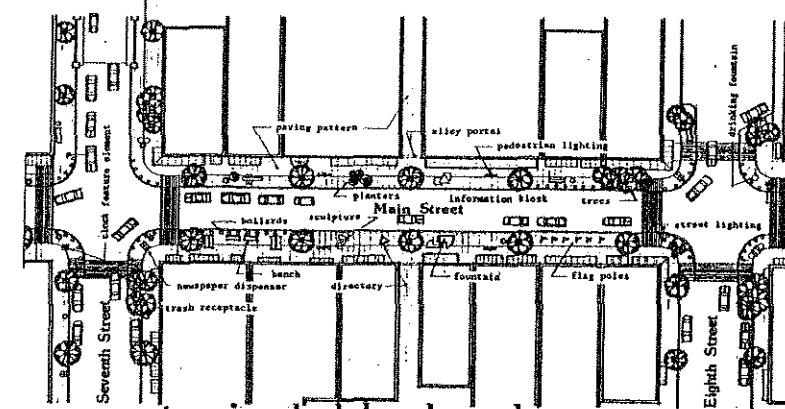
## Overview

The transportation plan anticipates:

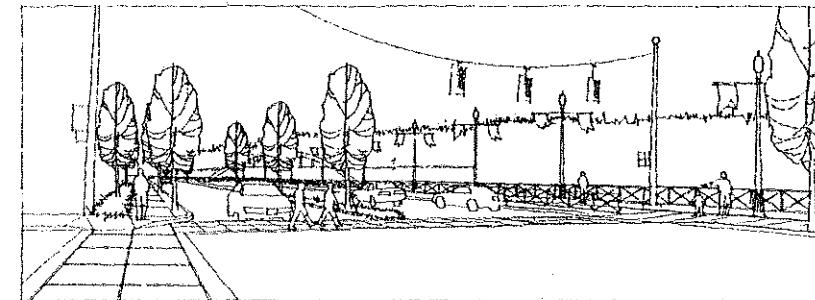
a hierarchy of connected streets...



pedestrian and bicycle facilities...



and the enhancement of McLoughlin Boulevard.



## Transportation

*Continued*

### Summary

Due to the strong grid that was originally platted and developed within Oregon City, the transportation system is well-developed and comprehensive. The most significant limitation to travel within the area is the topography. Other physical barriers exist including the I-205 Freeway, Highway 213, Willamette and Clackamas Rivers, and Abernethy Creek. As development and redevelopment occur to implement the Downtown Community Plan, key transportation improvements can be made that will ensure adequate mobility and accessibility are maintained.

These key improvements include:

- selected widening of McLoughlin Boulevard near I-205;
- widening the I-205 southbound on-ramp;
- connecting 12th Street to McLoughlin Boulevard;
- modifying the Main Street/7th Street intersection;
- widening 14th Street;
- improving and signalizing several intersections;
- creating new linkages that improve local circulation in the landfill area;
- creating McLoughlin Boulevard and Washington Street as bicycle corridors;
- creating Main Street and Washington Street as primary pedestrian corridors;
- constructing the multi-purpose pathway from the Cove to downtown;
- preserving pedestrian facilities and completing missing links;
- enhancing local transit service to the study area and other parts of Oregon City; and,

- establishing a Transportation Management Association with assistance from Tri-Met.

These transportation system improvements work in concert with other planned improvements in the Oregon City area and provide balanced opportunities for travel across multiple modes. Metro's operating standards for areas similar to Oregon City's Downtown Community Plan can be achieved at the acceptable level, through completion of this list of transportation improvements.

### Transportation Analysis

This section summarizes the transportation analysis and findings for the Downtown Community Plan. Issues addressed include:

- Total Trips Generated by the Downtown Community Plan
- Transportation Network Elements

#### Total Trip Generation

Table 1 contains a summary comparison of the total vehicle trips generated by development of the current Comprehensive Plan, and the Downtown Community Plan. As shown in Table 1, there is a measurable increase in total trips generated by the Downtown Community Plan, as compared with the current Comprehensive Plan.

**Table 1**  
**Vehicle Trip Generation Comparison**

<i>Generator</i>	<i>Current Comprehensive Plan</i>	<i>Oregon City Downtown Community Plan</i>
Households	587	950
Retail Jobs	1,780	2,419
Non-Retail Jobs	1,631	2,593
<b>Total</b>	<b>3,958</b>	<b>5,962</b>

The Downtown Community Plan results in an approximately 51 percent increase in total vehicle trips generated, as compared with the current Comprehensive Plan.

### *Transportation Networks*

The elements contained in the proposed transportation system are presented first in this section, followed by a discussion of mode split results.

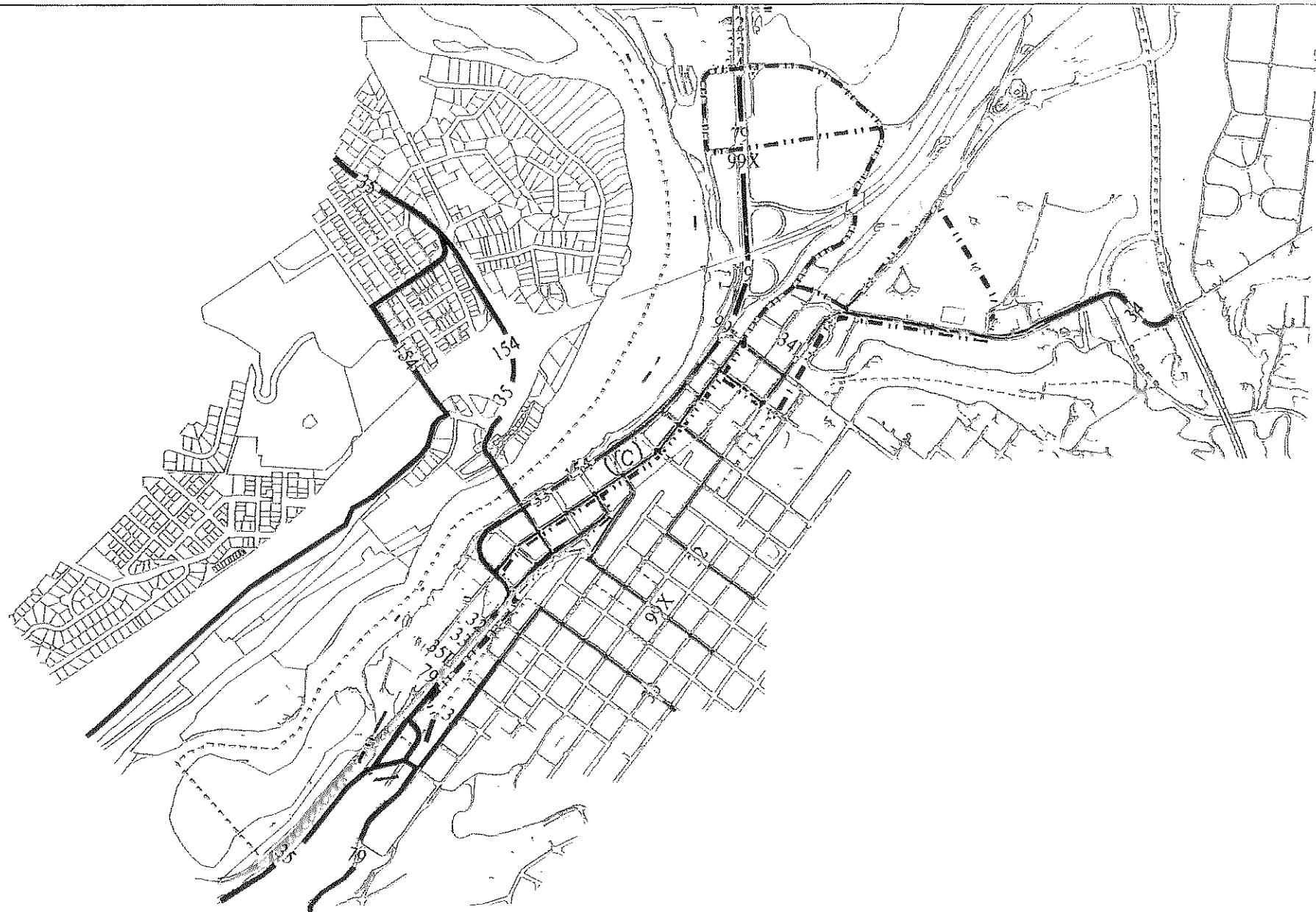
#### **Transportation Network Elements**

##### *Transit System*

The transit system that has been assumed in the modeling for this project does not include light rail transit (LRT). The type of transit service that Tri-Met envisions for this area in the

*Transit Choices for Livability* study (exclusive of LRT), is what has been assumed in Metro's travel demand model. A review and evaluation of the proposed transit improvements included in the *Transit Choices for Livability* study confirmed the appropriateness of the modeled transit service and the reasonableness of the resulting transit mode share.

Current transit service to the study area has been deemed adequate by Tri-Met, with no transit lines operating near or at capacity. A transit center exists in downtown Oregon City, on the block bounded by Main Street, 10th Street, Moss Avenue, and McLoughlin Boulevard. In addition to the transit service provided by Tri-Met, a trolley service is provided by the City and operates as a "fareless square" along the Main Street corridor.



LEGEND

-  TRANSIT CENTER
-  TRANSIT ROUTE
-  OREGON CITY TROLLEY ROUTE



TRANSIT CIRCULATION PLAN

DOWNTOWN COMMUNITY PLAN  
CITY OF OREGON CITY, OREGON  
MAY 1999



***Pedestrian System***

The pedestrian system is nearly complete in much of the study area. The few missing links that exist do not measurably inhibit pedestrian movements. There are two reasons for this lack of impact to pedestrian movements. First, the missing links are located in areas that are not considered to be "pedestrian generators". Secondly, the grid network of sidewalks that exists in the area is almost complete such that if a sidewalk link is missing, a nearby alternative is likely available.

The area that has virtually no pedestrian facilities is located in the Oregon City Shopping Center/Clackamette Cove area.

This area is isolated from the remainder of the study area; separated by physical features such as the I-205 Freeway, the Clackamas River, McLoughlin Boulevard, and the Willamette River. As development/redevelopment occurs in this area, an improved pedestrian system will likely increase the pedestrian demand. However, it is unlikely that significant increases in pedestrian travel can be expected between this isolated area and the remainder of the study area. This is due to the above described barriers that will remain and the sheer distance that must be overcome in crossing those barriers.

The pedestrian facilities associated with the McLoughlin Boulevard corridor can be described as marginal. There are existing discontinuities and inconsistencies in treatments that exacerbate major pedestrian environment deficiencies of high volume, higher speed, and heavy vehicle traffic. Improvements to the pedestrian facilities along this corridor are necessary to provide a reasonable opportunity for increased pedestrian activity and attractive connections to the riverfront.

**LEGEND**

— EXISTING SIDEWALK

—■— MULTI-USE PATH

— — PROPOSED SIDEWALK

—■■■■■— PROPOSED MULTI-USE PATH

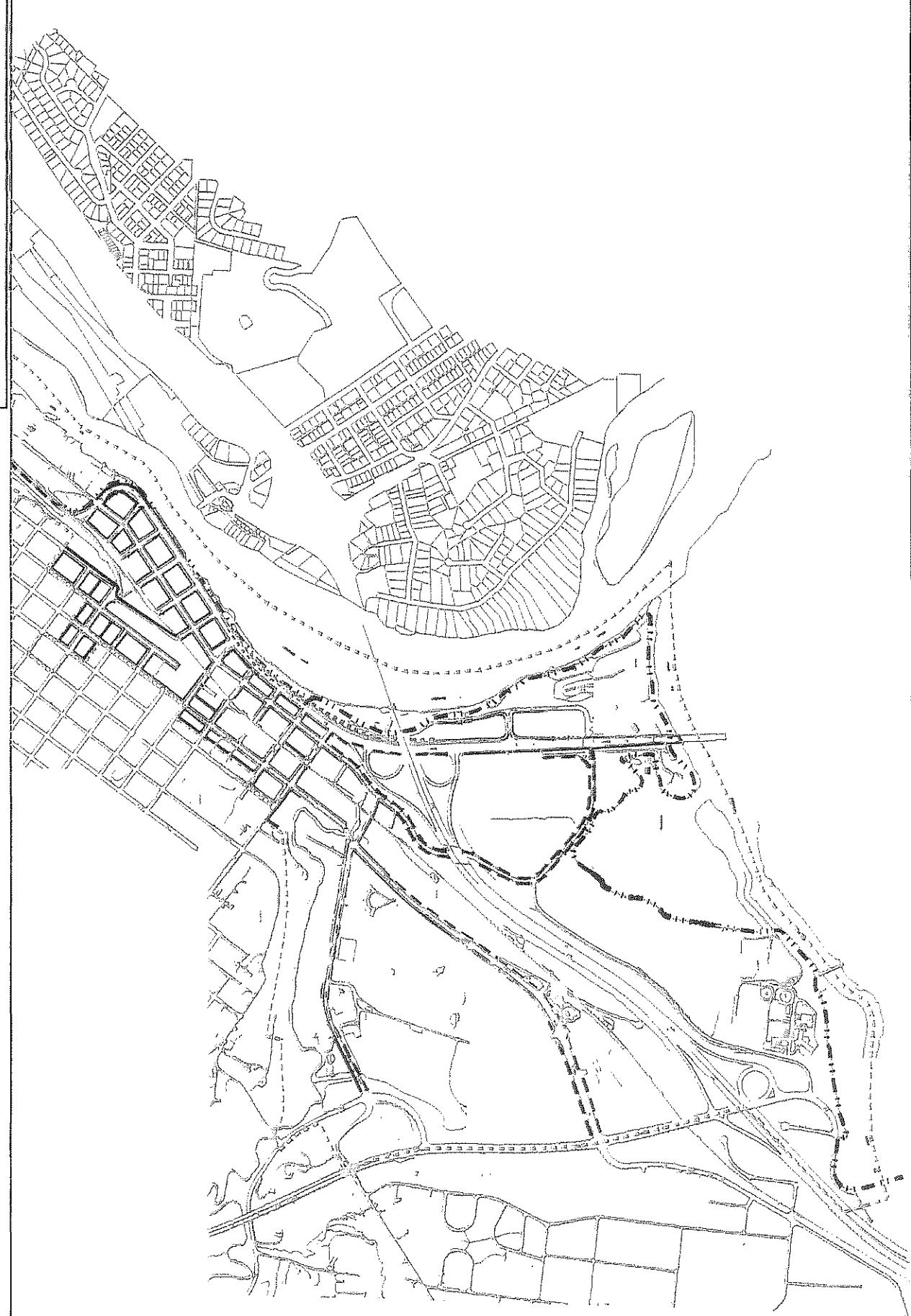


NORTH

(NOT TO SCALE)

*PEDESTRIAN CIRCULATION PLAN*  
DOWNTOWN COMMUNITY PLAN  
CITY OF OREGON CITY, OREGON

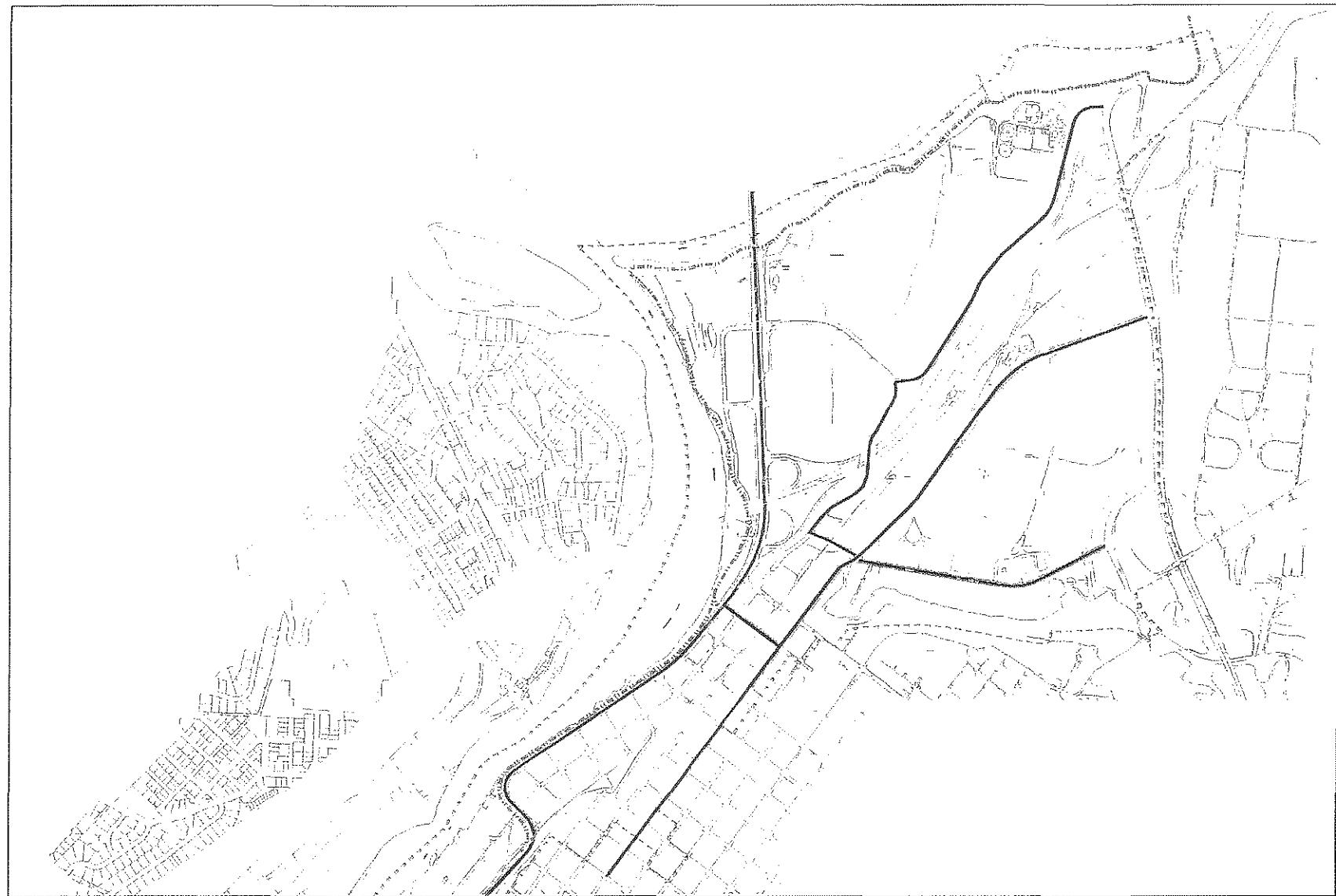
MAY 1999



***Bicycle System***

The bicycle system within the study area is almost entirely dependent on shared roadway facilities. The only facilities within the study area that provide on-street striped bicycle lanes are Abernethy Road and Highway 213. There are segments of bicycle paths that exist in the Clackamette Park area; however, it is not a complete pathway and relies on connections via shared roadway facilities. The only facility in the study area where bicycling might be considered unsafe due to speed and volume of vehicle traffic is the shared roadway facility associated with McLoughlin Boulevard. Speeds and traffic volumes on all other local, collector, and arterial streets in the study area are such that shared facilities would be considered safe and adequate.

Safe bicycle facilities are necessary along the McLoughlin Boulevard corridor to serve longer distance bicycle travel through the area and provide adequate access between sub-areas of the study area. On-street striped bike lanes on the Washington Street corridor is the only other bicycle improvement identified as necessary to support the plan concept. Therefore, these two major bicycle facility improvements were assumed to exist, as a part of the vehicle travel demand forecast.



LEGEND

- EXISTING BICYCLE LANE
- PROPOSED BICYCLE LANE
- MULTI-USE PATHWAY
- SHARED FACILITY



BICYCLE CIRCULATION PLAN

DOWNTOWN COMMUNITY PLAN  
CITY OF OREGON CITY, OREGON

MAY 1999



### Mode Split Results

Densities and intensities of use projected to occur under the Downtown Community Plan, through the 20-year demand model horizon, effect a measurable change in non-auto mode share. Present density and activity levels in the Oregon City area result in a combined (transit/pedestrian/bicycle) mode share of approximately seven percent, for all trips. It was assumed that through implementation of the plan, the combined non-auto mode share for all trips would increase to approximately 15 percent.

This more than doubling of non-auto mode share is directly attributable to the development of land uses that are more interdependent (i.e., mixed) than currently exist or are expected to exist under the current Comprehensive Land Use Plan. The mixed-use concepts that are inherent to the Downtown Community Plan, create the opportunity for trip linkages that are more favorable to non-auto modes (particularly pedestrian and bicycle) and more attractive. The intensification of activity proposed within the area enables transit to be more competitive with the convenience of auto travel, thus attracting more person-trips to this non-auto mode.

The commitment to provide safe, interconnected, and complete non-auto modes in the area is another component of the increased non-auto mode share. Increased transit frequency and coverage through the combination of services provided by Tri-Met and the City's own trolley system, is vital to the successful shift to this particular mode.

It is conceivable that a 65/35 mode split between single-occupant-vehicle trips and all other person-trips can be achieved

with implementation of the Downtown Community Plan. This is achievable if an average auto occupancy of approximately 1.24 persons per vehicle is realized within the study area. This would only require a three percent increase over the 1.2 persons per vehicle auto occupancy that is estimated to occur today. A probable explanation for this being accomplished is as a result of the intensification of use. By placing more origin-destination pairs in close proximity to one another, the opportunity for and practicality of carpooling increases.



# Transportation

*Continued*

## McLoughlin Boulevard

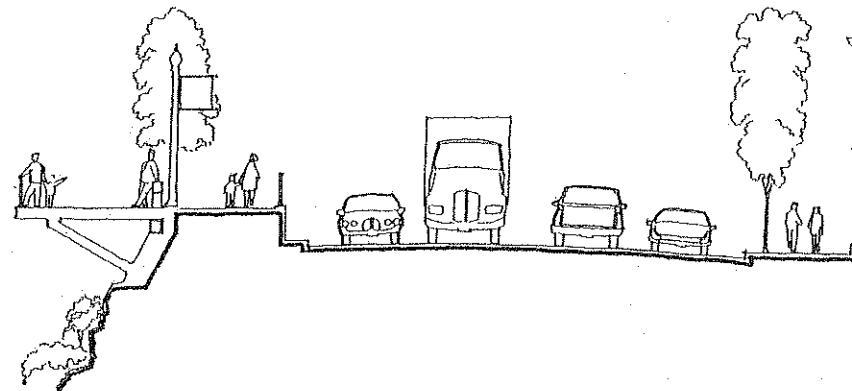
McLoughlin Boulevard currently provides limited physical and visual access to the Willamette River. Part of the problem is due to the lack of safe pedestrian crossing areas. The other issue is that the existing narrow sidewalk, with no street trees or buffering from the roadway, provides an unsafe situation for pedestrians.

In order to change the "character" of McLoughlin, the plan proposes an enhanced McLoughlin Boulevard to include street trees and pedestrian improvements. These improvements will provide safe crossings, draw attention to the river front and encourage a setting that is more conducive to walking. Improvements include:

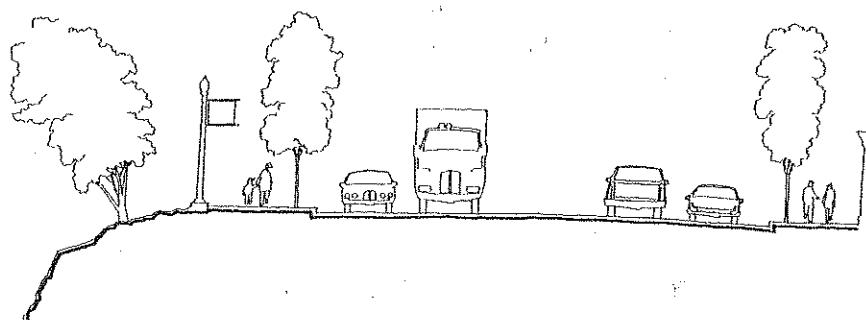
- pedestrian crossings at signalized intersections
- street furniture
- wider sidewalks
- river viewpoints
- ornamental streetlights
- decorative, see-through railings

### McLoughlin Boulevard Improvements — Planning Level Cost Estimate

Category	Cost
McLoughlin Roadway Improvements	\$3.3 million
McLoughlin Beautification	\$3.7 million
<b>Total</b>	<b>\$7.0 million</b>

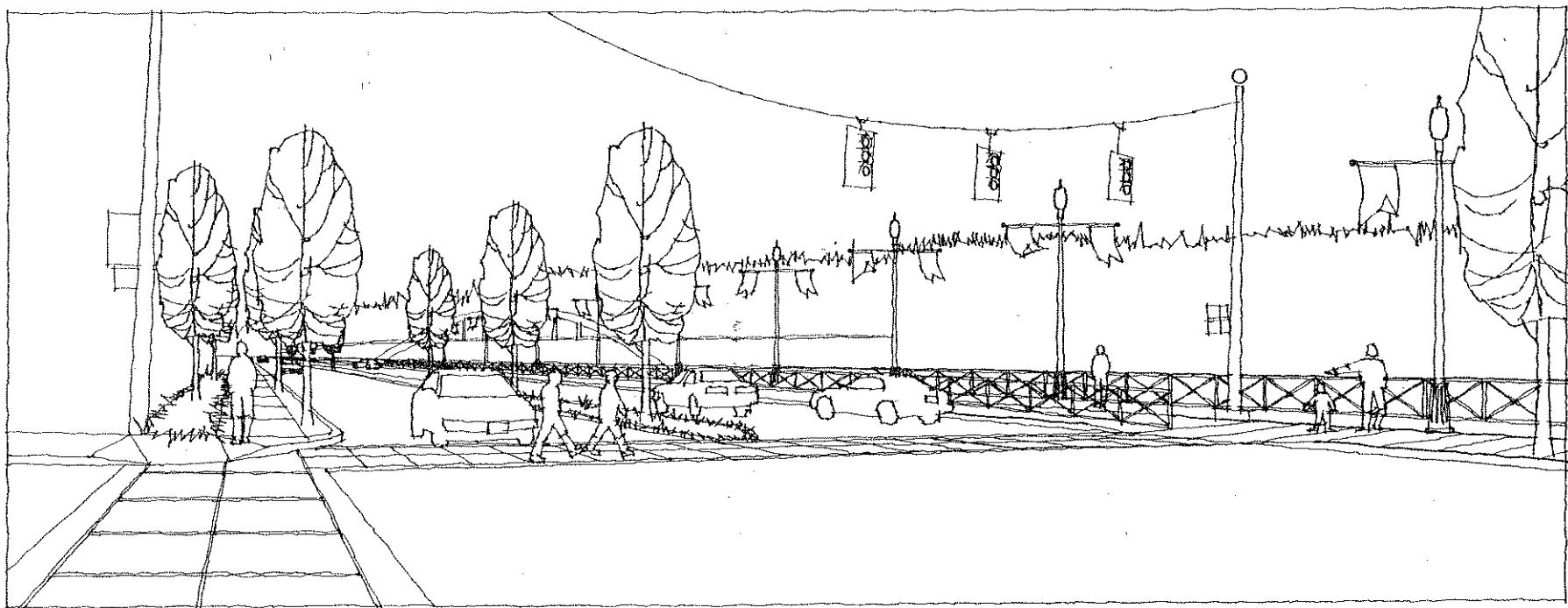


Cantilevered Section of Promenade



At-grade Section of Promenade

Transportation  
*Continued*



Enhanced McLoughlin Boulevard

# Parking

## Summary

Future parking demands were studied to determine the amount of spaces needed to support the Downtown Community Plan concept. In March 1999 an inventory of existing on- and off-street parking supply was conducted for the study area. A total of 4,293 spaces were counted. Much of the existing off-street parking supply is comprised entirely of private, surface parking lots provided for employees and customers of specific businesses and enterprises. Many of these parking areas specifically prohibit general, public use.

There is a future need of approximately 9,482 parking spaces to support buildout of the Downtown Community Plan. This number assumes the benefit of shared parking arrangements and that the City will choose to apply Metro's Title 2 parking ratios for determining the minimum amount of parking required. By preserving the on- and off-street parking supply of 4,293 spaces, there is likely to be the need to develop approximately 5,189 new parking spaces over the period of time required to build out the land use plan.

There are four key components to realizing the future parking supply levels:

- Preserving the existing parking supply (or replacing when redevelopment occurs).
- Realizing a net gain through redevelopment (nominal benefit).
- Construction of new surface parking lots associated with the development of existing undeveloped land (significant gain).

- Parking Structures — either stand alone or components of mixed use developments.

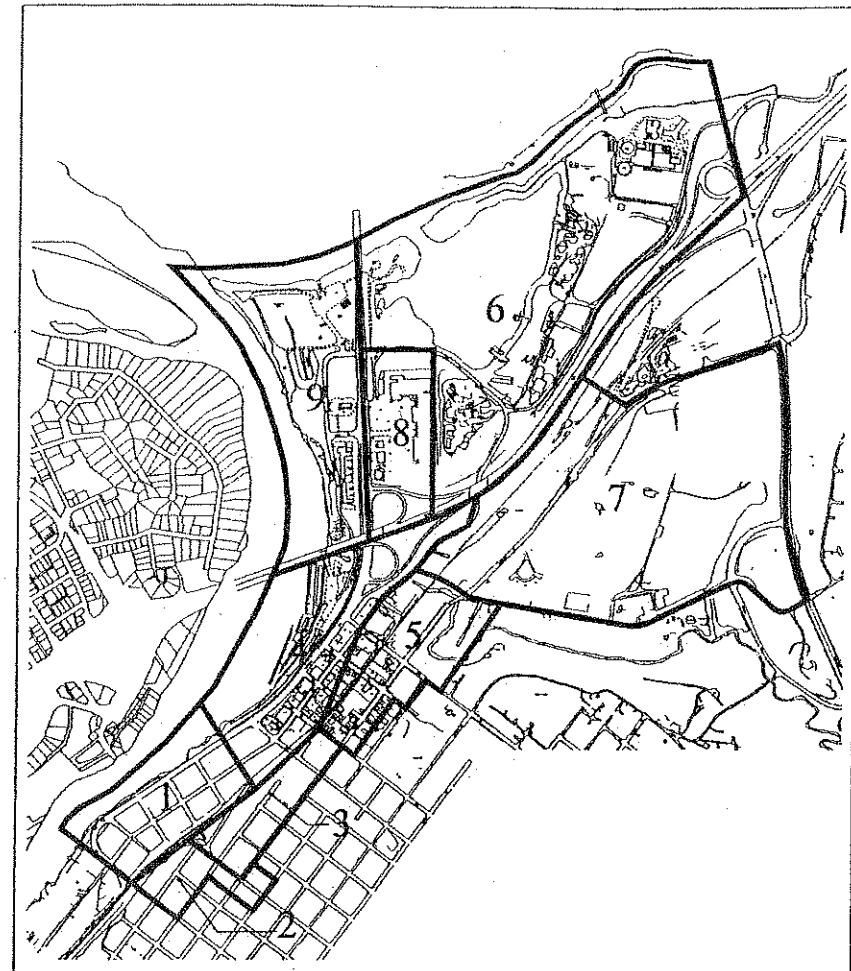
Various combinations of each of the above components are likely to apply within the plan boundary. Recommendations for the type and location of additional parking supply have been prepared based on consideration of three primary factors. First, the historical significance or current mix of uses was evaluated to determine the appropriateness of various parking forms (on-street, off-street, structured). Second, the expected forms of development/redevelopment were considered for their potential to include or accommodate additional parking. Third, the synergistic relationship between parking subareas was considered for the potential to share parking facilities of various forms.

## *Parking Structure Locations*

Parking structure location recommendations are discussed below. Figure 1 identifies those subareas where parking structures are likely to occur, based on the projected parking needs of the subarea and consideration of the primary factors described above. No structures are recommended for Subareas 2 and 3 as they would not likely fit with the historic residential character of the areas.

**Subarea 1**—Subarea 1 includes the Historic Downtown District and represents the downtown historic core. The existing land use is characterized by historic buildings with parking supplied either by on-street spaces or off-street surface parking lots. No structured parking or underground parking exists in this area. Due to the historic nature of this area, the limited amount of redevelopment that is expected to occur, and the inappropriateness of surface parking lots for this area, the provision of a single parking structure located somewhere within this area is recommended. Such a structure would include ground-floor retail/commercial development with three floors of parking above, creating a four-story structure.

**Subarea 2**—Subarea 2 includes the Limited Commercial District and Limited Office Conditional District. Located above the bluff, the vast majority of existing parking supply in this Subarea is in the form of off-street parking lots. These are primarily under private control and are, therefore, not likely to be available for use by the general public. In addition, a percentage of available on-street spaces are likely taken by people parking in Subarea 2, and using the elevator to access Subarea 1. In combination, these factors may contribute to the perception of an existing parking shortfall.



**PARKING SUBAREAS**

DOWNTOWN COMMUNITY PLAN  
CITY OF OREGON CITY, OREGON  
MAY 1999

FIGURE  
1

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## Parking *Continued*

One key to solving parking deficiencies in this Subarea lies in making privately controlled off-street parking supply available to the general public, as well as providing additional parking to assist in meeting the projected need in Subarea 1. Shared parking agreements and conversion of lots from private to public use would be two components of the recommended parking management plan the City should prepare. No structures are proposed in this Subarea due to the historic residential character of the neighborhood.

**Subarea 3** – Subarea 3 includes the McLoughlin Conditional Residential District and a portion of the Limited Office Conditional District. This Subarea captures the historic residential portion of the study area, and has a predicted parking surplus. No changes are considered necessary nor prudent, as they would likely not fit with the historic character of the area.

**Subarea 4** – This Subarea includes a portion of the Mixed Use Residential and Mixed Use Commercial/Office districts, and offers a number of opportunities for gaining parking spaces through both redevelopment and the construction of multi-story parking structures. Located adjacent to the historic downtown core in Subarea 1, it is possible that parking supply in this Subarea could be used for a variety of purposes, including partially offsetting the parking need within Subarea 1.

There are far greater opportunities for development and redevelopment in this Subarea, as compared with the first three. Any residential development can be expected to provide parking supply to be not only self-sufficient, but also to support other uses in a shared parking environment. Mixed use development forms can also be expected to supply net new parking

either in surface or structured form. Finally, structured parking that comprises the majority of a building, but includes retail, commercial office, and/or residential, would also be appropriate in this Subarea.

The following are proposed to be reasonable future improvements within this Subarea:

- redevelopment of five blocks with ground floor parking and
- construction of two structures with three-stories of parking.

Additional redevelopment beyond the five blocks identified above, would reduce the shortfall that will otherwise exist in the area represented by Subareas 1 through 4.

**Subarea 5** – Subarea 5 contains the majority of the Mixed Use Residential District along with small portions of the McLoughlin Conditional Residential and Limited Office Conditional Districts. This area is already seeing the benefit of redevelopment and could experience significant change and revitalization through implementation and eventual buildout of the Downtown Community plan. Redevelopment will result in a significant increase in parking demand that will require additional parking supply. As this area evolves over time to preserve and expand on what the community desires, the provision of parking will be a key component.

The following are proposed:

- redevelopment of eight blocks with ground floor parking and
- construction of one, four-story parking structure.

Maintaining a four-story limit on all proposed structures would require that this parking structure not contain ground floor

retail and be dedicated strictly to parking. An additional four-story, dedicated structure plus two more blocks of redevelopment would be required to meet the projected needs within the Subarea.

**Subarea 6** – This area contains the Cove Master Plan District and a portion of the Mixed Use Commercial/Office District. Largely undeveloped, the land in this Subarea allows the opportunity to provide future parking supply specific to, and integrated with the proposed future development contained in it. It is anticipated that the required parking supply can be successfully accommodated with the future development as appropriate, and that specific discussion of the appropriate forms is not necessary at this time. Likely forms will include ground-floor parking with residential above, surface parking associated with new development, and the potential for some structured parking in the most intensely developed retail portion of the area.

**Subarea 7** – Subarea 7 contains the Tourist Commercial District and existing Rossman's Landfill. Largely overlaying areas of landfill, flood plain, and other undeveloped lands, development in this area must be considered carefully and located with sensitivity to the existing environmental restrictions. As with Subarea 6, changes in this area will be predominantly in the form of new development, providing parking that is both appropriate to the use and the character of the area.

This Subarea does also provide the opportunity to provide a large-scale, public, structured parking supply to service deficiencies in the downtown core. If located close to the western end of the Subarea, it may be possible to connect a number of public parking structures in this Subarea with the downtown

core via the downtown trolley. This would assist in alleviating the shortfall in parking supply in Subarea 1 and Subarea 5. In addition, it would potentially reduce vehicular demand in the downtown area and enhance the pedestrian/transit-orientation being sought for the downtown core.

The following are proposed:

- construct the equivalent of 15 city blocks of new buildings with ground floor parking and
- construct three four-story parking structures.

Such a significant and centrally located parking supply could be used not only to supplement the supply in other areas, but also as a supporting park & ride facility for transit. The City should consider the effect of placing such a significant supply of parking under public control and the benefits that can be realized.

**Subareas 8 & 9** – Subareas 8 and 9 contain the Mixed Use Commercial/Office and Open Space District. It is not anticipated that any parking structures would be required in either Subarea, and that any additional parking required for development could be accommodated by surface parking lots, or ground-floor parking garages associated with the specific development.

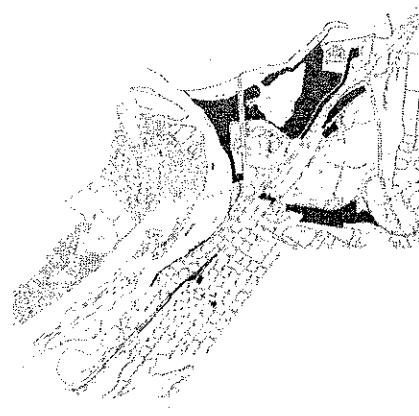
# Public Amenities

## *Overview*

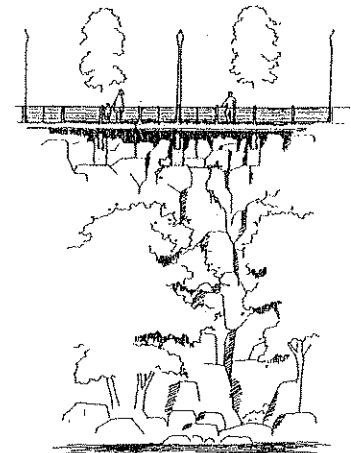
Oregon City's downtown community enjoys one of the great landscape alliances of Oregon: a historic city next to a beautiful river surrounded by a spectacular natural setting. The parks, open spaces, focal points, and waterfront improvements of the plan are intended to preserve and enhance this relationship as the city grows and changes.

The public amenities plan calls for:

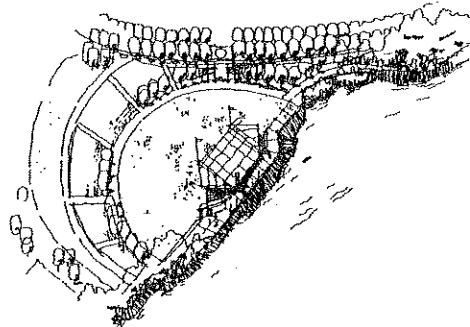
Parks and open space...



a River Promenade...



and Clackamette Cove public amenities.



## *Parks, Open Space, and Focal Points*

Four parks are included in the plan:

- Clackamette Park (existing)
- Clackamette Cove park
- North End neighborhood park (location to be determined), and
- The “park” portion of the River Promenade (between 5th and 8th Streets)

The Clackamette Cove park will be a 10- to 15-acre community park that is integrated into (and created through) the Cove Master Plan process. The North End neighborhood park is envisioned to be a small urban park of one-half to one acre in size that will serve the future residents in this area. The site identification and acquisition process should occur early in the redevelopment stages of this area. The park portion of the River promenade is discussed further in this section.

The key open spaces in the plan follow the natural features of the area: Clackamette Cove, the Clackamas River, Clackamette Park, the Willamette River, the bluff overlooking downtown, Abernethy Creek, and the wetland areas near the Metro South Transfer Station. These spaces provide a green “frame” to the area. Additional public access and natural area enhancements are needed. The trail network should eventually link all of these areas.

The Downtown Community Plan identifies a number of focal points that are within or adjacent to open spaces. These are the viewpoint and seating areas where benches, interpretive displays and similar improvements should be made. The plan

identifies a beginning number of key focal points – it is not meant to preclude other focal points from being established.

A potential plaza is identified for the space in front of the Clackamas County Courthouse. The existing space in front of the courthouse is currently comprised of landscaping and is not suitable for public gatherings. Conversion of the space to a small urban plaza would enhance this key block on Main Street. Another plaza opportunity may be available when the parking area and western side of Block 3 (bounded by 7th, 8th, Main, and McLoughlin) redevelops.

## Public Amenities

*Continued*

### *The Willamette Waterfront*

Previous planning efforts for the downtown have identified the need for a river front promenade. The Downtown Community Plan carries forward this idea and integrates it with the land use and transportation recommendations.

The plan organizes the Promenade into four sections, as described below.

**Plaza and Viewpoint** — The southern terminus of the Promenade will be a plaza and viewpoint located at 5th Street and McLoughlin. This site is a key viewpoint to the Willamette Falls.

**5th Street to 8th Street** — The terrace on west side of McLoughlin is currently used for fishing and parking. Following the replacement of parking elsewhere in the downtown, this area will be available for improvement as a public use area. The narrow width of the area lends itself to a 25-foot wide walkway with viewing/fishing extensions along the edge. The area could be designed with a variety of paved and planted areas that provide separation and buffering from McLoughlin Boulevard, and create a mini-park along this section of the Promenade. A small parking area and passenger drop-off could potentially be included in the design.

A public dock in the vicinity of the 8th Street Dock is also recommended. This dock has also been included in previous plans, envisioned to be a place for fishing, small craft tie-up, the Willamette river taxi, and potentially a floating restaurant.

**8th Street to 12th Street** — This section of the Promenade will need to be a cantilevered or pile supported walkway due to the Singer Creek bridge and steepness of the bank. The Promenade should be raised slightly above the roadway grade of McLoughlin Boulevard to provide a sense of separation. The Promenade would ideally be 20 feet wide — a minimum width of 12 feet is recommended.

**12th Street to 14th Street** — This section is envisioned as a transition area where the Promenade would change to be a 12-foot wide multi-use path. The path would then extend along existing grades to continue through the marina area and on to Clackamette Park and the cove.

### Comprehensive Plan

The Downtown Community Plan is focused on preserving and strengthening the historic character of Oregon City, refining the mix of land uses and emphasizing pedestrian oriented design in areas currently designated for *Commercial* use on the Oregon City Comprehensive Plan Map. The new *Mixed Use Commercial, Mixed Use Residential and Cove Master Plan* designations are recommended to replace the existing *Commercial* designation within the Downtown Community Plan Area. The new plan designations will be implemented with five different zones to reflect varied land uses, densities and urban design character planned for specific geographic areas as summarized below:

<i>Plan Designation</i>	<i>Zone(s)</i>	<i>Geographic Area</i>
Mixed Use Commercial	Historic Downtown	Downtown core
	Mixed Use Commercial	McLoughlin corridor
	Tourist Commercial	End of the Trail
Mixed Use Residential	Mixed Use Residential	North Downtown
Cove Master Plan	Cove Master Plan	Clackamette Cove

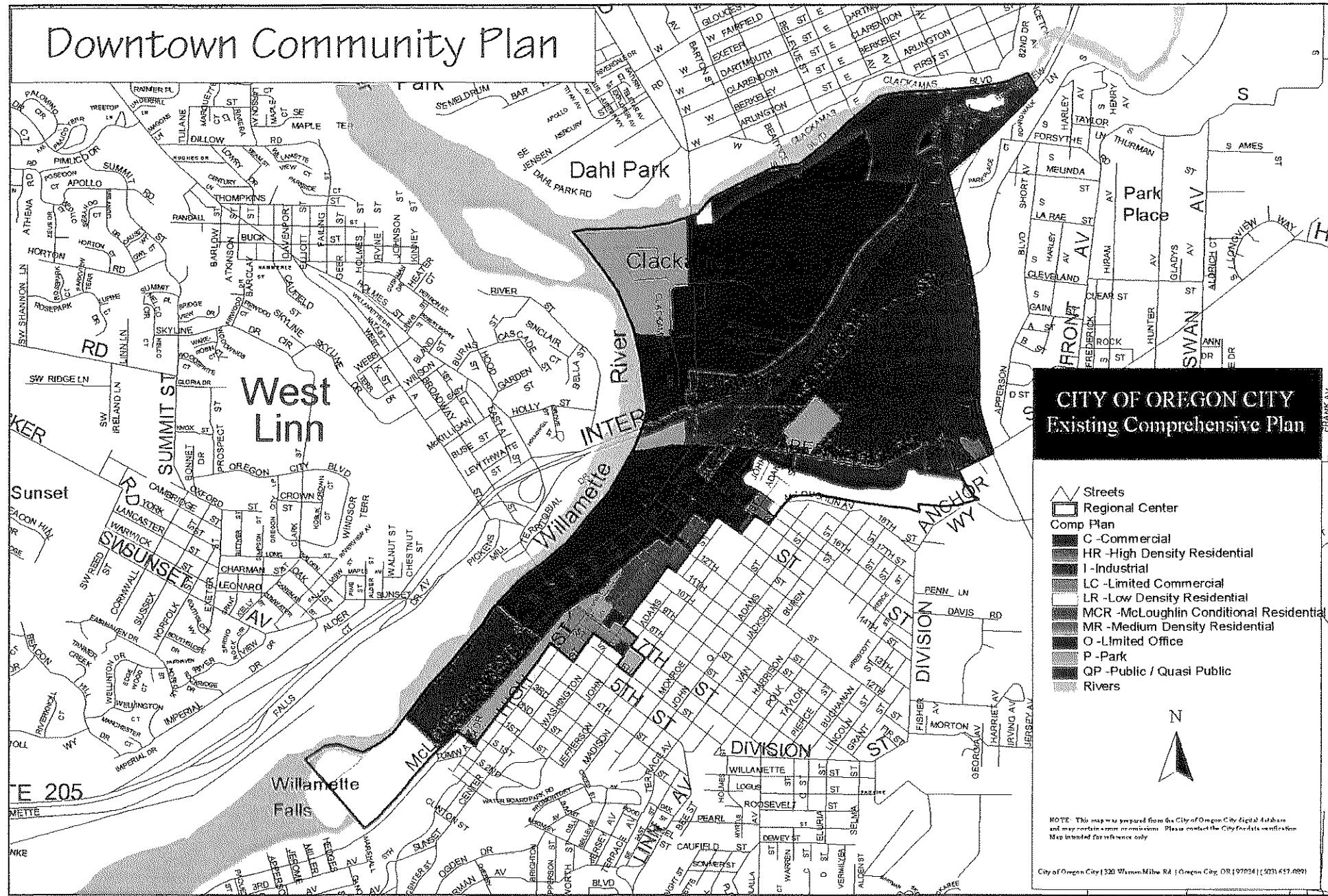
Other geographic areas will retain existing plan designations, including the McLoughlin Conservatio 1 District (*MCR District*) and the *Limited Office* and *Limited Commercial* parcels south of Abernethy Road and in the 7th Street Corridor. The Landfill is identified as a *Future Study Area* in the Downtown Community Plan and no changes in comprehensive plan or zoning designations are recommended at this time. Specific

development, transportation and flooding studies are underway for this area and changes to comprehensive plan and zoning designations would be premature.

Areas that are currently designated *Park* on the Comprehensive Plan Map will be retained. New areas in public ownership are recommended for the *Park* designation to convey the public support for an expanded, interconnected park and open space network.

Comprehensive plan policies and detailed descriptions of the above-cited districts have been prepared — please see the Technical Appendix.

# Downtown Community Plan



## CITY OF OREGON CITY Existing Comprehensive Plan



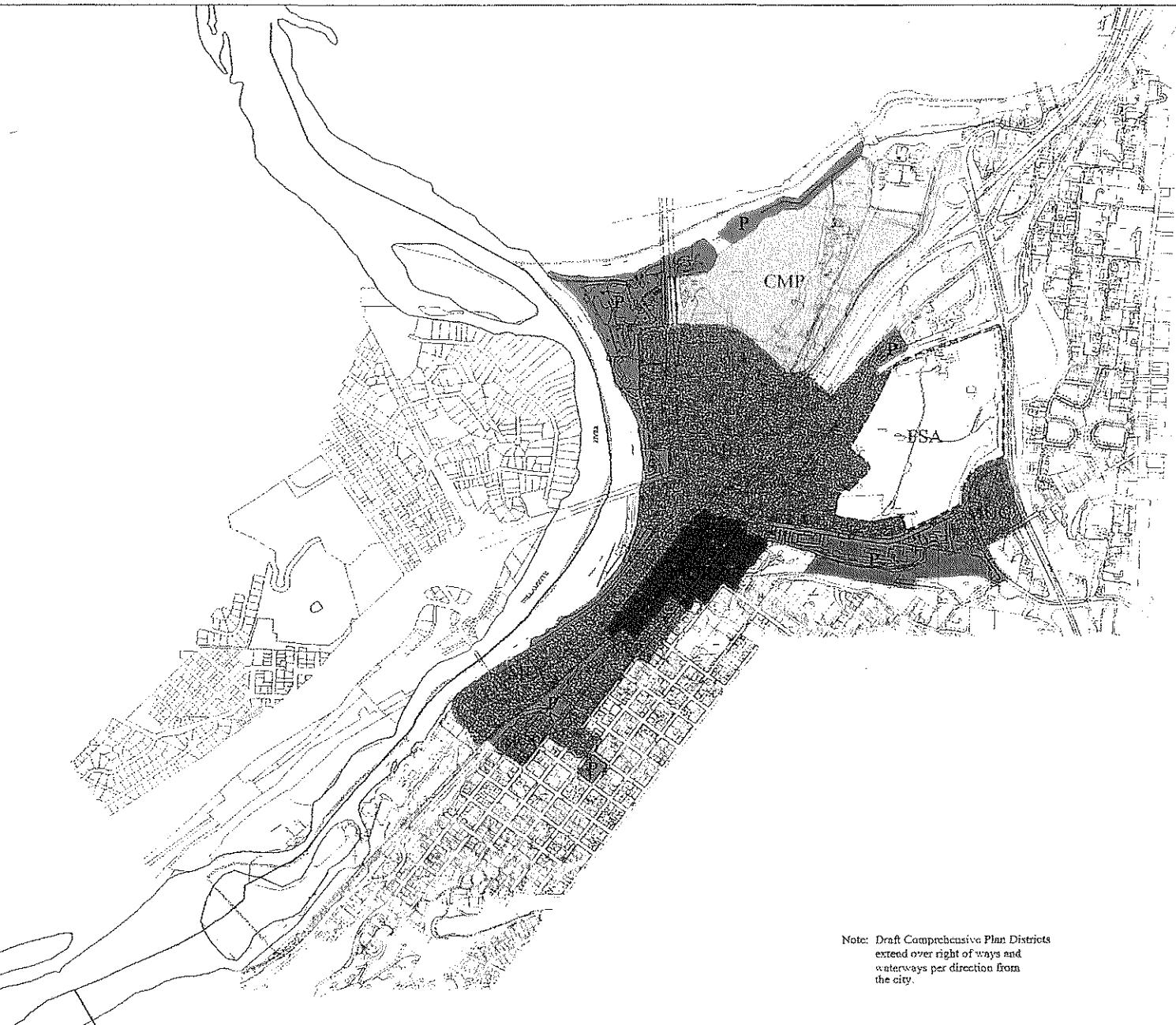
**NOTE:** This map was prepared from the City of Oregon City digital database and may contain errors or omissions. Please contact the City for a detailed map intended for reference only.

City of Oregon City | 320 Warner-Milne Rd | Oregon City, OR | 97034 | (503) 657-0891

# Oregon City Downtown Community Plan

## Comprehensive Plan Districts

	MUC - Mixed Use Commercial
	P - Park
	MCR - McLoughlin Conditional Residential
	FSA - Future Study Area Existing Plan and Zone Districts Remain
	MUR - Mixed Use Residential
	CMP - Cove Master Plan



Note: Draft Comprehensive Plan Districts  
extend over right of ways and  
waterways per direction from  
the city.



Otak, Inc.  
Kittelson & Associates, Inc.  
Hobson, Johnson, & Assoc.  
Dorman & Company  
Spencer and Kupper



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## Implementation

*Continued*

### *Zoning Districts*

The purpose of the Downtown Plan Zoning Districts is to implement the Oregon City Downtown Community Plan and to reinforce the historic role of the downtown as the civic, government and business center. Five new downtown sub-districts are designated to reflect the distinctions between different areas of the Downtown Plan and to focus pedestrian-oriented retail uses to the traditional downtown core along Main Street. Specific design guidelines are adopted for the downtown sub-districts to enhance an active and attractive pedestrian environment for shoppers, employees, and residents.

#### **Characteristics of Downtown Zoning Districts**

Five specific sub-districts are adopted for the Downtown Community Plan area. The sub-districts reflect the varied land uses, densities and urban design character planned for the following geographic areas:

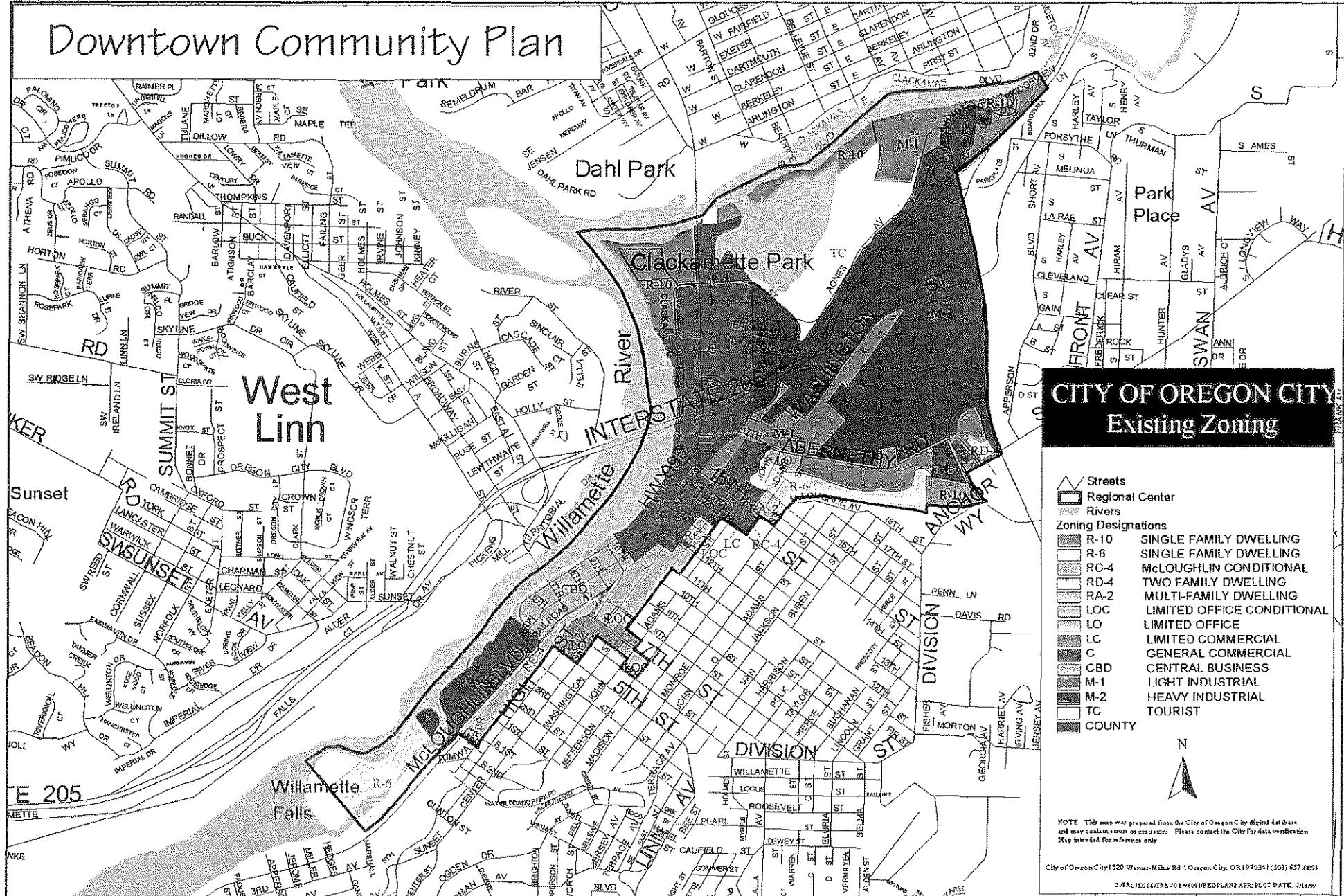
<i>Geographic Area</i>	<i>District Name</i>
Historic Downtown	Historic Downtown District
North Downtown	Mixed Use Residential District
McLoughlin Boulevard	Mixed Use Commercial/Office District
End of the Trail	Tourist Commercial District
Clackamette Cove	Cove Master Plan District

Other areas within the Downtown Community Plan boundary will retain existing zoning, including the McLoughlin Condi-

tional Residential District (RC-4) and the Limited Commercial (LC) and Limited Office Conditional (LOC) districts along the 7th Street Corridor.

New zoning text has been prepared — please see the Technical Appendix.

# Downtown Community Plan



Oregon City  
Downtown  
Community Plan  
Zoning

- HD - Historic Downtown District
- LC - Limited Commercial
- MUC - Mixed Use Commercial/Office
- TC - Tourist Commercial
- MUR - Mixed Use Residential
- RC-4 - McLoughlin Conditional Residential
- OSR - Open Space/Recreation
- LOC - Limited Office Conditional
- CMP - Cove Master Plan
- Existing Zoning
- Required Housing Overlay

Study Area Boundary



OAK, Inc.  
Kittelson & Associates, Inc.  
Hobson, Johnson, & Assoc.  
Dorman & Company  
Spencer and Kupper



Produced for the City of Oregon City  
by OAK, Inc. and DRAFT

## Design Guidelines

Two types of design guidelines are included in the plan. One set pertains to new development and alterations in the Historic Downtown District. The other set of design guidelines are considered general guidelines and pertain to elsewhere within the study boundary. Both sets of design guidelines are summarized below — please see the Technical Appendix for the full text. A third set of guidelines, the *End of the Oregon Trail District Guidelines, 1991*, are incorporated by reference.

### Historic Design Guidelines

Design guidelines for the Historic Downtown District were first developed in 1980 in a publication called the *Downtown Oregon City Building Improvement Handbook*. These guidelines were updated with recent work by the Historic Review Board. It is intended that design review in the Historic Downtown District be guided by the Historic Review Board's standards, with the standards found in the 1980 document be used as a reference. The new standards require a discretionary review process that will require the expertise of the Historic Review Board. Historic design guidelines address the following elements:

- Retention of Original Construction
- Height
- Width
- Roof Form
- Commercial Front
- Cornices and Architectural Detail
- Awnings
- Signs
- Visual Integrity of Structure
- Scale and Proportion
- Building Setback
- Streetscape



Historic Building Rehabilitations

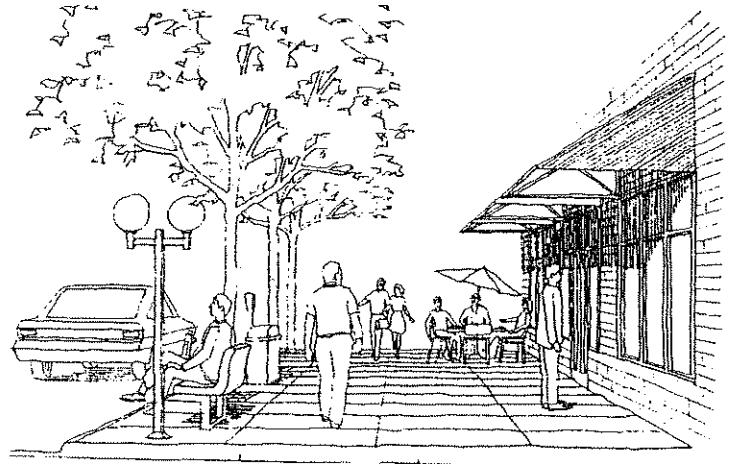
# Implementation

*Continued*

## *Design Guidelines and Standards – Generally*

A separate set of design guidelines and standards have been created to apply to all districts within the Downtown Community Plan boundary except for the Historic Downtown District and the McLoughlin Conditional Residential district. The general guidelines address the following elements:

- Coordinated Development
- Building Orientation and Maximum Setbacks
- Corner Building Entrances
- Weather Protection
- Landscaping and Screening
- Street Connectivity and Internal Circulation
- Pedestrian Amenities
- General Building Design Standards
- Neighborhood Compatibility



Weather Protection



Corner Building Entrance



