

Portland State University

PDXScholar

Master of Urban and Regional Planning
Workshop Projects

Nohad A. Toulan School of Urban Studies and
Planning

3-29-1995

North End Transition Area Study

Chad Meadows
Portland State University

Wei Liu
Portland State University

Bryan Cosgrove
Portland State University

Ken Hranicky
Portland State University

Follow this and additional works at: https://pdxscholar.library.pdx.edu/usp_murp



Part of the [Urban Studies Commons](#), and the [Urban Studies and Planning Commons](#)

Let us know how access to this document benefits you.

Recommended Citation

Meadows, Chad; Liu, Wei; Cosgrove, Bryan; and Hranicky, Ken, "North End Transition Area Study" (1995). *Master of Urban and Regional Planning Workshop Projects*. 147.
https://pdxscholar.library.pdx.edu/usp_murp/147

This Report is brought to you for free and open access. It has been accepted for inclusion in Master of Urban and Regional Planning Workshop Projects by an authorized administrator of PDXScholar. Please contact us if we can make this document more accessible: pdxscholar@pdx.edu.

NORTH END TRANSITION AREA STUDY

Concept Plan



PREPARED BY:

Chad Meadows

Wei Liu

Bryan Cosgrove

Ken Hranicky

29 March, 1995

Table of Contents

Forward

Section I

Chapter 1
Introduction 3

Section II

Chapter 1
Regional Context..... 5

Chapter 2
Regional Planning Backdrop 7

Chapter 3
Clackamas County 9

Chapter 4
Oregon City 11

Section III

Chapter 5
Transition Area Defined 23

Chapter 6
Current Conditions 25

Chapter 7
Challenges..... 37

Chapter 8
Opportunities 43

Section IV

<i>Chapter 9</i> Redevelopment Plans	49
<i>Chapter 10</i> Assumptions	51
<i>Chapter 11</i> Goals of Redevelopment.....	55
<i>Chapter 12</i> Evaluation Criteria	57
<i>Chapter 13</i> Phase 1: The Interim	59
<i>Chapter 14</i> Phase II: After light rail	73
<i>Chapter 15</i> Concept Evaluation	89
<i>Chapter 16</i> Summary of Findings	97

Back to the Future

“The changes that will occur in the North End Transition Area reflect changes already occurring citywide. Over 150 years ago Oregon City became the first city incorporated in the American West. This has resulted in the City being perceived as just another old mill town. However, that perception is changing. The City is experiencing rapid growth that is generated by the City’s natural attributes and a plentiful land supply. The opening of the End of the Oregon Trail Interpretive Center has created new interest in the City’s rich cultural heritage. The City is reasserting itself as a major regional center within the greater Portland metropolitan area. This study recognizes and speaks to the enormous potential for an even greater livability and quality-of-life.”

Richard H. Carson, Director
Community Development Department



Acknowledgments

We would like to extend our deepest appreciation to Rich Carson, Director, Community Development Department, Denyse McGriff, Principal Planner, and Charlie Leeson, City Manager of Oregon City. Their efforts and patience made this work possible.

It is also our pleasure to acknowledge the following people affiliated with the City of Oregon City: Mayor Dan Fowler, Henry Mackenroth, City Engineer; Traci Sowell, GIS Coordinator; Mary Palmer, Citizen Involvement Coordinator; Peter Busch, Parking Coordinator; David Porter, Executive Director, End of The Oregon Trail Interpretive Center; Charles Kupper and John Spencer, Oregon City Urban Renewal Agency; City Commissioners Suzanne Vanorman, Tim Powell, Eddie Allick, and Jim Ebert; Planning Commissioners Matthew Mattsson, Alayne Woolsey, Michael Shirley, Terri Powers, Paulette Merrill, James Bean, and James Hall; Fred Dodds, Clackamas County Tax Assessor; and Dan Mountjoy, owner of Trails End Saloon.

A special thank you to those people who attended our public meeting on February 16, 1995. Specifically to Mayor Fowler; Mike Shirely, Planning Commissioner; John Link, owner of John Link Pontiac/Mazda; and Dan Holliday, advocate for the second tier.

We would also like to thank Sharon Meyer, Metro; Dave Malsh, Washington Division of Transportation; Alan Donner, hydrologist; and Ken McGowen, U.S. Army Corps. of Engineers.

Lastly, we would like to recognize our fellow workshop mates and professors. The input we received from you was invaluable.

Abstract of the report

This document is a concept plan that proposes redevelopment options within a certain part of Oregon City called the “North End Transition Area”. It is comprised of four sections.

Section One is an introduction to the document. Section Two examines the regional context, how Oregon City fits in with the region, what role it plays within Clackamas County, and how the North End Transition Area relates to the Downtown Oregon City Urban Renewal District. Section Three defines the study area and examines current conditions. This section also elaborates on the opportunities and challenges to redevelopment in the North End Transition Area. Section Four proposes redevelopment strategies for the area. It identifies goals of the concept plans and evaluates them against various criteria.

This project stems from a workshop undertaken through the planning department at Portland State University. The project lasted from December, 1994 to March, 1995. During this time we have become quite familiar with a portion of land located on the first level of Oregon City. This thirteen-block area will be referred to throughout our document as the “North End Transition Area.”

The North End Transition Area is located between the End of the Oregon Trail Interpretive Center and historic downtown. It is significant not only for this reason, but also because it is part of the Downtown Urban Renewal District. The urban renewal district is made up of six key areas within the City’s first level and will be defined in greater detail later on in this report.

We began our work by defining the current conditions of the North End Transition Area. This involved an extensive land use survey and compilation of data from various sources and agencies. We also reviewed pertinent planning documents that have had or will have an effect on the North End Transition Area. These documents include the Oregon City

Comprehensive Plan, the Downtown Urban Renewal Plan and Metro’s Region 2040. We also spent a considerable amount of time walking around the entire first level of Oregon City. We talked with many people on our walks and this helped us gain a feel for the area that cannot be accomplished from looking at a document.

To augment our knowledge of the study area we also conducted several meetings with key stakeholders, including business owners, the planning commission, the mayor, several members of the City of Oregon City Community Development Department and residents of Oregon City. The information we gathered from various people was especially useful in instructing us on the nuances of the North End Transition Area.

We recognize that this project is a beginning and as such there is room for many more voices and viewpoints. The major issue of higher densities requires more public involvement. If Oregon City wants to be a regional center then it will have to absorb significant numbers of people and develop its land at higher densities to accommodate them.

This concept plan proposes higher densities while at the same time improving the livability of the entire first tier. We intend to show that higher densities and livability are not mutually exclusive. Development patterns in the North End Transition Area must change if only because it is located between two of Oregon City’s most significant features.

This effort, then, represents a future vision. It is not a final vision, but a building block to future planning initiatives. If Oregon City is going to reassert its importance within the region, an integrated vision for the entire first level is necessary. This project speaks to that vision.

At a glance, a small area within Oregon City's North End might seem insignificant. It is a place where seemingly incompatible land uses coexist. There are car lots, mechanic garages, a gas station, several vacated buildings, a creamery, a plastics factory, fast food restaurant and even a sports bar. Although it lies between the End of the Oregon Trail Interpretive Center and historic downtown, it offers no connection between these two key features.

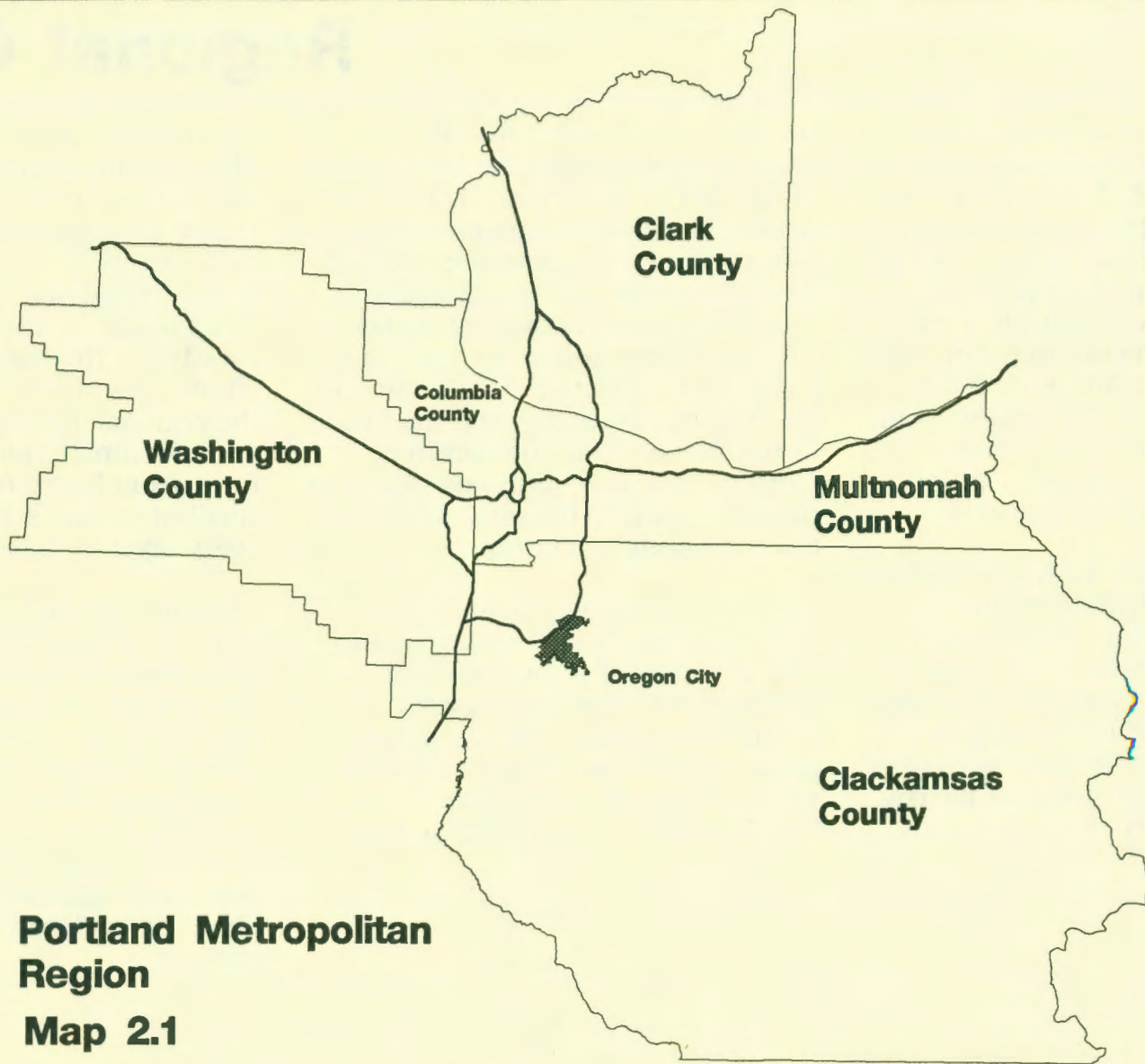
However, by talking with government officials, city staff and citizens, you discover the potential this 13-block area offers. The North End Transition Area is located within the larger area that has been designated as a regional center in the Region 2040 Plan. Regional plans forecast nearby historic downtown as the terminus

for the South-North light rail line and High Speed Rail. The completion of the End of the Oregon Trail Interpretive Center offers potential for businesses that cater to tourists and an opportunity to connect with historic downtown. With careful and insightful planning, this could be a North End Transition Area between the historic downtown and the End of the Oregon Trail Interpretive Center. With many building blocks in place for growth, the only thing this area is lacking is a vision.

A city is made up of business sections, neighborhoods and topography. It is part of a county and a region. It has connections with neighboring cities. Two important issues need to be addressed before we can begin discussing the North End Transition Area. First, we must

explore the region's current and historical planning initiatives and its rich and proactive history. This region is unique in that it has the only regionally elected government in the United States called Metro. The agency's main function is to coordinate the regional planning effort. This means that all players in the regional game must cooperate and coordinate their planning efforts, from Metro on down to the smallest special service district and every layer in between.

Secondly, we must illustrate how the North End Transition Area relates to and effects its surroundings. In other words, we must explain how the this area relates to Clackamas County, Oregon City and the City's Downtown Urban Renewal District. It is a step-down look that places the North End Transition Area in context with these different puzzle pieces. First, the backdrop and planning context.



**Portland Metropolitan
Region
Map 2.1**

Regional Planning Backdrop

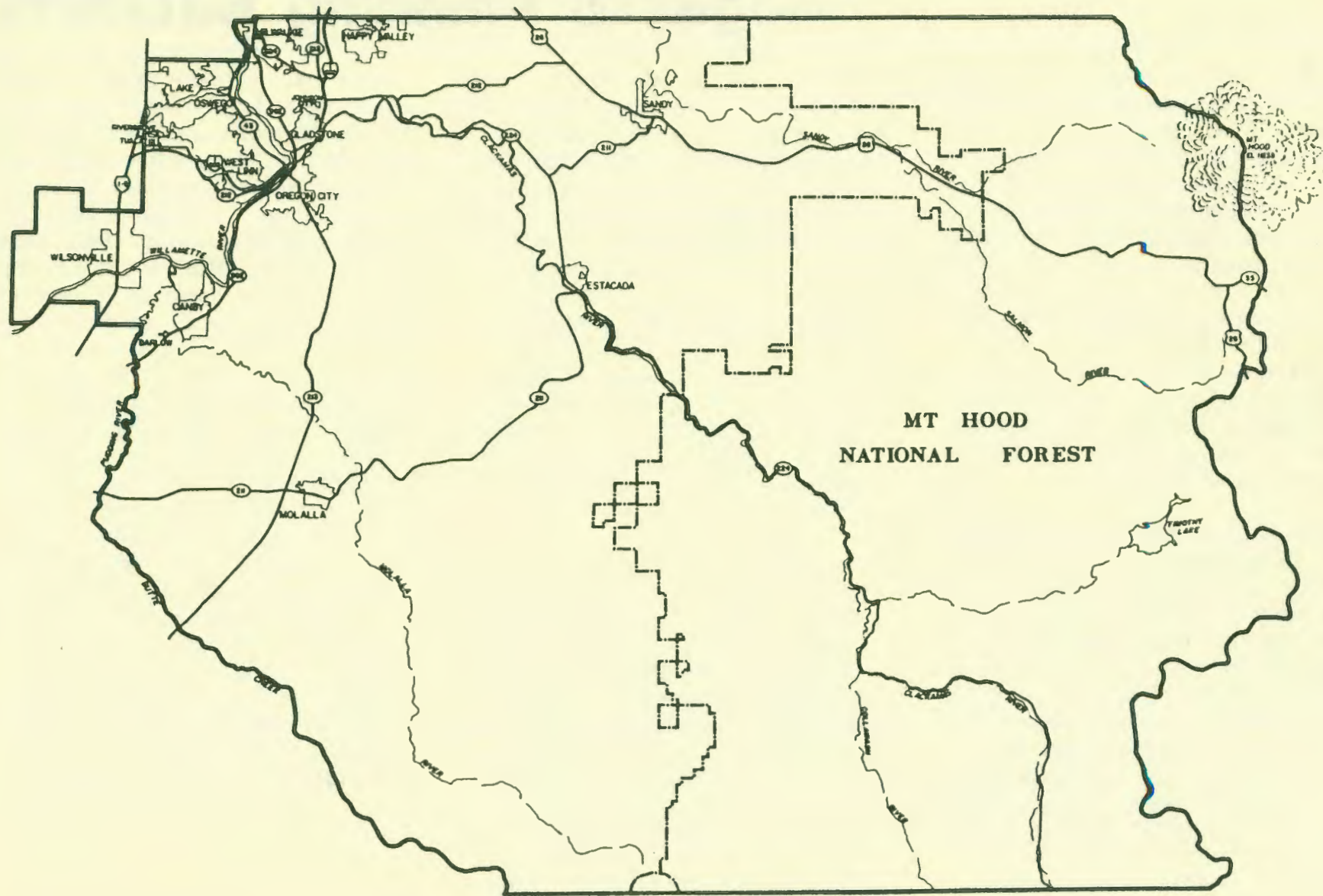
Metro's precursor, the Columbia Region Association of Governments (CRAG), started the regional planning dialogue. This early dialogue on regional issues produced a few specific goals and objectives which were the basis for the Regional Urban Growth Goals and Objectives (RUGGO's). RUGGO's were a product of a work plan done by the Metro Council in 1988. They were established to set forth regional land use goals and objectives and have been identified as the "core of the proposed growth management planning effort." (RUGGO, 1990.)

Metro's Region 2040 planning initiative is unparalleled when it comes to money spent, time allocated, number and layer of governmental entities involved and the amount of citizen involvement. This initiative was guided by RUGGO and was adopted by the Metro Council on Dec. 8, 1994. This document (with its accompanying map) lays out the preferred form of regional growth for the next 50 years. Managing growth is the driving force behind the 50-year concept. The plan focuses on

how to handle an additional 720,000 people and 350,000 new jobs in the next 50 years. It seeks to address three key issues related to regional growth: "...the ranges of density that could accommodate projected growth within our urban growth boundary; the areas that should be protected as open space within and outside that boundary; and the description of where and how much that boundary may need to be expanded." (Metro 2040 Growth Concept, forward 1994). The North End Transition Area is within the newly designated Oregon City Regional Center.

The Regional Framework Plan is the next phase of this regional planning process. It spells out how, when and where regional growth may occur not only within its borders but also the surrounding areas. There will be a clarification period of the preferred growth concept before the final form of the Regional Framework Plan is decided. This also means that local governments will have to amend their comprehensive plans to conform with the mandates of the Regional Framework Plan.

Another key element in this regional planning dialogue that is expected to be determined sometime in the Fall of 1995, is the question concerning "urban reserves". Urban reserves are areas of land presently outside the urban growth boundary (UGB) that have been identified as priority for any future development. It has been left up to each local jurisdiction to submit to Metro a list of the areas that it believes will fit the category of urban reserves. This list is then weighed against some specific criteria. The criteria were set-up to separate land that is either not suitable for future development or is a resource land, from land that is suitable to develop. Therefore, each local jurisdiction has had to (or will need to) properly identify those lands that are suitable for future development. This whole process ties in with the Regional Framework Plan and is key to all the players involved, as it addresses funding allocations and the time table for these allocations.



Clackamas County, Oregon

Map 2.2

Chapter 3

Clackamas County

Clackamas County is expected to play a major role in accommodating future growth of the Portland metropolitan area.

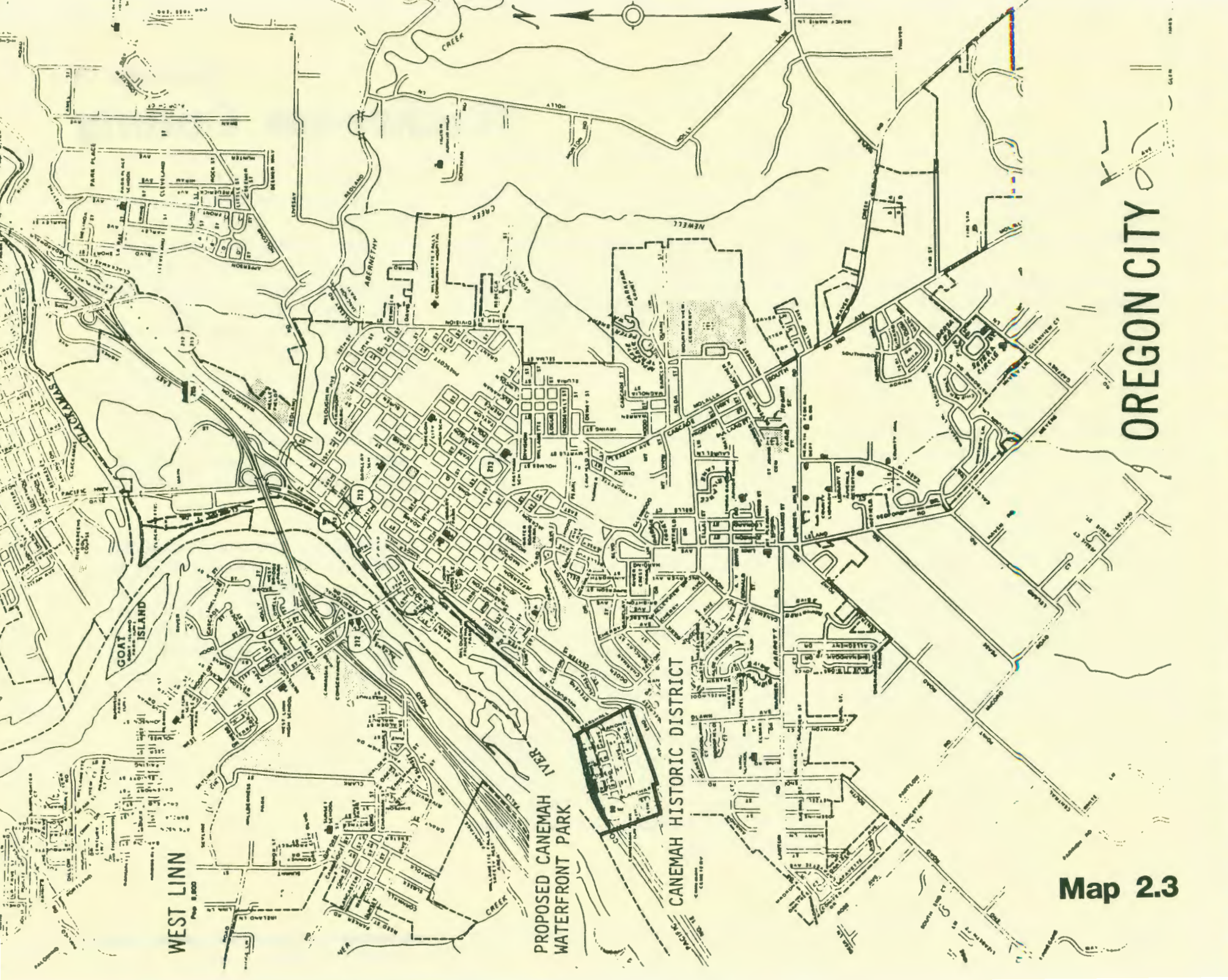
The pressures of growth are real for Clackamas County. Currently, it is home to 310,388 people and is the third most populous county in the state. The county's experienced an increase of population that exceeds 146 percent between 1960-1990. Clackamas County has been the third fastest growing county in the state of Oregon. Only Deschutes County and Washington County have had higher growth rates during this time period. According to the Clackamas County Comprehensive Plan, settlement patterns have resulted in a concentration of growth in the northwest part of the county. The county's population base is projected to be 419,444 in the year 2015. (Regional Forecast, Portland-Vancouver Metropolitan, November 1993)

Why is Clackamas County growing so fast? The census data for 1990 might provide some insight into this question. The county ranks in the top five for the following categories: median family income (2nd highest), lowest percentage of families below the poverty level (lowest poverty rate in the state), percentage of people who have attained a bachelors degree or higher (4th highest), median mortgage payments (2nd highest), and median gross rent (2nd highest). The above data suggests that Clackamas County is an attractive place to work and raise a family. It also suggests that because rents are high, lower income people may find it hard to secure affordable housing.

The economy of the northwest portion of the county, in which Oregon City lies, mirrors that of Portland. Retail (16.7 percent) and manufacturing of durable goods (12.3 percent) make-up a significant part of the employment base. Rural portions of the county are engaged in primary or extractive activities. (The above information is based information from the Clackamas County Comprehensive Plan.)

The Clackamas Town Center makes up the bulk of the retail activity for the county. The Town Center benefits greatly from its favorable location to Portland's Metro Region. Many Clark County residents travel to the Town Center to avoid Washington's sales tax. There is a great opportunity for developing the 6.3 mile stretch of land between Oregon City and the Town Center at higher than average densities. This would be in keeping with regional goals that call for higher densities and also linking transportation to land use.

Oregon City is the county seat for Clackamas County and is home to many county offices. Further, the opening of the End of Trail Center will reinforce the fact that Oregon City is the historical centerpiece of Clackamas County. Now, the city...



WEST LINN
Pop. 8,000

PROPOSED CANEMAH
WATERFRONT PARK

CANEMAH HISTORIC DISTRICT

OREGON CITY

Map 2.3

Chapter 4

Oregon City

HISTORICAL SIGNIFICANCE:

Any definition of Oregon City will invariably have some reference to its historical significance within the region. Historical motifs and references permeate nearly every aspect of this city. It is often referred to as the City of Firsts: the first provisional seat of government for the Oregon Territory; the first incorporated city west of the Missouri River (it just celebrated its 150th birthday); the first newspaper west of the Missouri River was started in Oregon City, the Oregon Spectator. However, it is perhaps most famous for being the ending point of the Oregon Trail.

GEOGRAPHY & GEOLOGY:

The topography of Oregon City adds to its uniqueness. At one time, the area that is now known as the Willamette Valley was actually under a prehistoric sea. The three levels, or “tiers” of Oregon City were formed by glaciers from the last Ice Age.

The first tier is a very narrow strip of land that runs along the Willamette River. It is the site of the original plat for the city and its first central business district (CBD). A Southern Pacific rail line dissects the first tier near the Washington Street corridor. The interesting point concerning this rail line is that it runs along an elevated trestle.

The second tier is nearly one hundred feet above the first tier. The first and second tiers are linked together by a set of steps, steep streets and the municipal elevator. The current elevator was built in 1953 and replaced the original elevator that was built in 1913. That elevator was constructed of wood and steel and powered by water. This



Overlooking the first tier in Oregon City. To the west lies the Willamette River and to the east are steep bluffs.

tier serves primarily residential uses and is the site of the McLoughlin Historic District. It is also home to several churches and the city library.

The third tier, or hilltop, is nearly two hundred feet above the second tier. It stretches out toward Mt. Hood and the Cascades. This tier serves a variety of needs including residential, industrial and commercial. It is also the location of many county and city government offices. Any future growth that occurs in Oregon City, outside of redevelopment, will occur on the third tier.

The Willamette Falls are a significant geological feature within Oregon City. Early on, the falls were used for water power in manufacturing efforts. The falls are visible from many vantage points including the municipal elevator and Highway 99E. They were also one of the reasons why Oregon City was the last stop along the Oregon Trail. The legend goes: once you saw the falls, you didn't want to leave.

DEMOGRAPHICS:

Population and Growth:

Table 2.1 below illustrates how dramatic the growth rate has been and will be for Oregon City and Clackamas County from 1960 to the year 2040. Oregon City's population has increased by 125% since 1960. (With the exception of current population, the following demographic profile is based on US census data and population projections done by Metro. The current population of Oregon City is 17,545. By 2015, that is projected to increase to 41,145.

Age, Sex and Race:

Oregon City does not differ greatly from other cities in Clackamas County with regards to age, sex and race. Nearly half the residents of Oregon City are under the age of 30. There are more females than males and the city is 97% white. These characteristics are pretty much in line with the rest of the region, with small variations. For example, Oregon City has a slightly higher proportion of younger people than does Clackamas County or the Portland area. Oregon City's minority population is lower than that of Portland's.

Table 2.1: Population Change 1960 - 1994

	1960	1980	1995	2015	2040
Oregon City	7,996	14,673	17,545	41,145	65,344
Clackamas County	113,038	241,919	310,388	419,444	NA

Table 2.2: Education, 1990 Census

	Persons 25 years and older	Percent with high school degree or higher	Percent bachelors degree or higher
Clackamas County	182,372	86%	24%
Oregon City	9,050	81%	13%
Milwaukie	12,745	85%	18%
Gladstone	6,660	86%	19%
West Linn	10,431	92%	37%

Educational Attainment:

The higher education levels attained by Oregon City residents 25 years and older are slightly less than those of Clackamas County and adjacent cities. Table 1.2 illustrates this point.

Income and Poverty Status:

Oregon City residents saw their median family income increase by over 60 percent to \$31,872. This increase is less than the 70% increase seen by the rest of Clackamas County (see Table 2.3). The census data shows that Oregon City had a higher percentage of families that were below the poverty line than Clackamas County and the level was also higher than that of adjacent cities (see Table 2.4).

Table 2.3: Median Income

	1979	1989
Oregon City	\$19,901	\$31,872
Clackamas County	\$23,572	\$40,078

General Housing Data:

Tables 2.6 and 2.7 place Oregon City in context with Clackamas County and adjacent cities. The data shows that between 1980 and 1989 Oregon City did not do as well as either the County or adjacent cities in terms of adding housing stock. The primary reason for this lag is because DEQ imposed a building moratorium on the city until new sewerage facilities could be constructed. The data also shows that Oregon City has a substantially higher percentage of homes built prior to 1939 than either the County or any city next to it. This may be attributable to the number of homes within the Canemah Historic District and the McLoughlin Historic District (see Table 2.6).

Table 2.4: Population, Income, Poverty, 1990 Census Data

	Population	Median Family Income	Median Household Income	Percent of families below poverty level
Clackamas County	278,850	\$40,078	\$35,419	5%
Oregon City	14,698	\$31,872	\$28,687	7%
Milwaukie	18,692	\$34,982	\$29,693	6%
Gladstone	10,152	\$37,832	\$32,069	2%
Lake Oswego	28,317	\$61,313	\$52,562	1%

permits for multi-family dwellings, both numbers were tops for the county. There has been a significant amount of apartments constructed in the city during the past 25 years. The fact that Oregon City issued 471 multi-family building permits in 1994 suggests that this trend is not yet over.

Significant employers for Oregon City include Fred Meyer, Smurfit Newsprint, Willamette Falls Community Hospital, Oregon City School District, Clackamas County, Clackamas Community College, Miles Fiberglass and John Link Pontiac/Mazda.

The median gross rent and median mortgage payment for Oregon City residents were less than those of Clackamas County. The median monthly mortgage payment for Oregon City was \$639, while the median County mortgage was \$759. Rents were much the same, as Oregon City's median gross rent was \$438 and the median gross rent for the County was \$472 (see Table 2.7).

Oregon City may have lagged behind other jurisdictions in Clackamas County from 1980 to 1989, but it appears they are closing that gap lately. According to Portland State University's Center for Population and Census, no other city issued more building permits in Clackamas County in 1994 than Oregon City. Oregon City issued 261 permits for single family dwellings and 471

Table 2.6: Housing, 1990 Census Data

	Number of housing units	Percentage built 1939 or earlier	Percentage built between 1980 to March 1990	Percentage of homes that are 1 or none bedroom
Clackamas County	109,030	11%	23%	11%
Oregon City	5,675	25%	9%	15%
Milwaukie	8,170	13%	14%	15%
Gladstone	3,745	8%	9%	8%
West Linn	5,951	8%	32%	4%

Table 2.7: Mortgage and Rent Payments, 1990 Census Data

	Median mortgage payment	Median mortgage payment as a percentage of household income	Median gross rent payments	Median gross rent payments as a percentage of household income
Clackamas County	759	20.40%	472	24.00%
Oregon City	639	21.10%	438	24.70%
Milwaukie	629	19.70%	438	23.90%

So far we have described Oregon City in terms of its physical, historical and demographic make-up. There are three other aspects that need to be addressed: transportation linkages, land availability and public initiatives. These three areas will determine just how much of the future regional growth Oregon City can expect to absorb.

Transporation

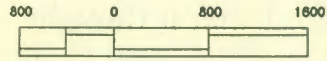
One of Oregon City's biggest strengths is that it possesses a variety of transportation linkages and corridors unrivaled by any city of its size in the region. These corridors offer ease of access to many modes and transferability among them. The following list shows just how strong Oregon City is with regards to transportation (see Map 2.1)

- *It is bounded on the west by Highway 99E.*
- *It is just southeast of two I-205 Interchanges.*
- *It is intersected by Highway 213 (Trails End Highway).*
- *The Willamette River flanks the west side of the city.*
- *The Southern Pacific Railway dissects the first tier of downtown.*
- *A Tri-Met transit center is located on the first tier.*
- *Oregon City enjoys the only two Willamette River crossings within five miles, north or south.*
- *Oregon City is a proposed terminus for the Phase II extension of South-North light rail line.*
- *Oregon City has been designated as a temporary stop for high speed rail and is being considered as a permanent stop.*
- *Oregon City is within a 20 minute drive of the Portland International Airport.*

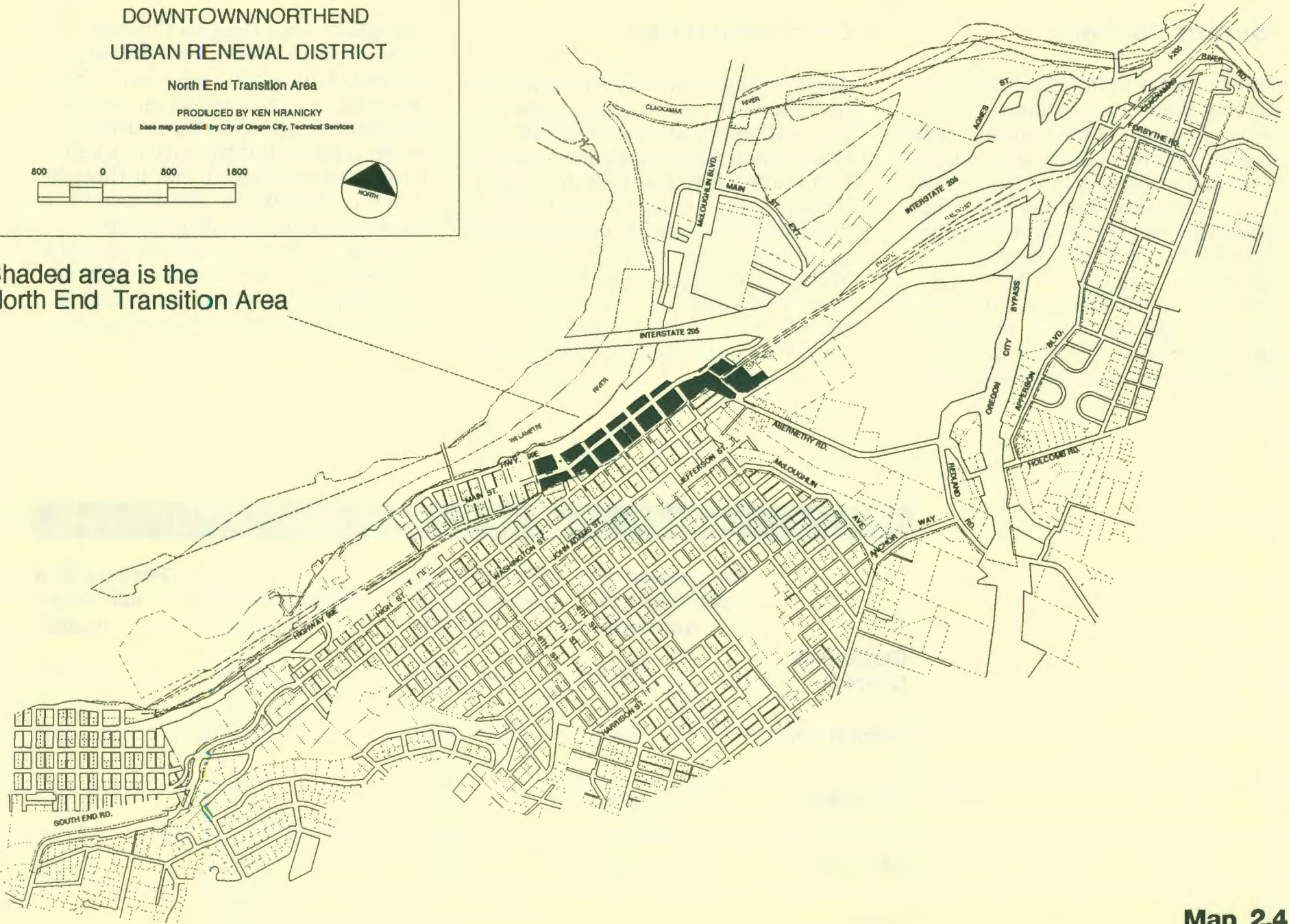
DOWNTOWN/NORTHEND URBAN RENEWAL DISTRICT

North End Transition Area

PRODUCED BY KEN HRANICKY
base map provided by City of Oregon City, Technical Services



Shaded area is the
North End Transition Area



Map 2.4

Updated April 1994

Journey To Work:

The residents of Oregon City prefer driving their own vehicles to work—alone. They do not use mass transit in great numbers and carpooling is not a high priority. In other words, they do not deviate from the behavior of the rest of Clackamas County. In fact, Oregon City’s numbers are almost an exact match of the County’s (see Table 2.5). This may be partially due to poor Tri-Met coverage within the City, and long commuting times to the Portland CBD.

Land Availability:

Another key issue that will determine how much Oregon City can grow is the availability of land. In 1988, Metro published a document called, Community Profiles. This document stated that Oregon City had 687.9 buildable acres out of a land mass of 7.3 square miles, or 4,567 acres. Much has changed since that document was published. *Annexation has increased Oregon City’s total land area since these numbers were

compiled. Also, Oregon City has submitted a list of over 2,700 acres it believes have great potential to be annexed as urban reserves. Metro will have to approve these urban reserve areas, but the city has been careful to select land that it thought could reasonably be developed in the future, keeping in mind Metro’s criteria for choosing urban reserves. (* There were no accurate numbers for Oregon City’s total land area at the time this document was written.)

Table 2.5: Journey to Work, 1990 Census Data

	Percentage of population in workforce	Percent that use car, truck or van	Percent that carpool	Percent that use mass transit
Clackamas County	70%	90%	12%	2%
Oregon City	68%	90%	11%	3%
Milwaukie	67%	89%	11%	4%
Gladstone	68%	88%	11%	3%
West Linn	74%	92%	10%	2%

Public Initiatives:

Oregon City has been active in trying to correct some of the problems that exist within the first tier. It pushed for and received the money to build the End of Oregon Trail Interpretive Center. It has been working to correct water and sewer deficiencies for several years now. The city recently purchased a specially designed trolley bus that will travel from the Trail Center to historic downtown. These were all a step in the right direction, but the biggest public initiative for the first tier came along in 1990.

Downtown Oregon City/North End Urban Renewal Plan:

In the late 1980's the city began to discuss ways to improve a significant portion of the area within the first tier. This area went through a period of neglect and experienced a loss of some 35 businesses during the 1970's. Still another blow to the area occurred when Clackamas County moved one of its county operations out of the area, taking with it hundreds of employees. The city, not wanting to let this area languish, chose to develop a plan that would integrate the various areas within the

first tier. It did just that in December of 1990 with the adoption of the Downtown Oregon City/North End Urban Renewal Plan.

This plan recognized that the historic downtown would not remain healthy without addressing the areas around it. The plan breaks the urban renewal district into subdistricts. Each subdistrict has its own unique characteristics and the plan calls for specific design standards for each area. The subdistricts are:

- ① *The area that makes up the End of Oregon Trail Interpretive Center.*
- ② *The Clackamette Cove Waterfront Redevelopment area (Clackamette Cove).*
- ③ *The historic downtown*
- ④ *The Park Place Interchange.*
- ⑤ *Washington St/7th St Corridor.*
- ⑥ *Clackamas County Museum.*

The attached map (Map 2.5) gives a clear representation of these areas and how they relate to one another in terms of proximity.

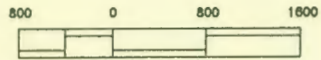
The goals of the Urban Renewal Plan are to make this area more pedestrian friendly, improve traffic circulation, improve safety, and serve residents, businesses and visitors. The other key goals are to foster private development and increase commercial activities. The plan lists several objectives to meet these goals. They include:

- *Eliminate blight*
- *Make adequate public improvements to spur private development*
- *Increase taxable values in renewal area*
- *Make Oregon City's downtown area more viable*
- *Support End of Oregon Trail activities*
- *Reduce through traffic in the Washington Street corridor*
- *Determine possible parcel assembly development sites*
- *Develop area in a manner consistent with Oregon City Comprehensive Plan*

**DOWNTOWN/NORTHEND
URBAN RENEWAL DISTRICT**

North End Transition Area

PRODUCED BY KEN HRANICKY
base map provided by City of Oregon City, Technical Services



Shaded area is the
North End Transition Area



- 1** End of Trail Area
- 2** Lagoon/Waterfront Redevelopment
- 3** Downtown
- 4** Park Place Interchange
- 5** Washington/7th St. Corridor
- 6** Clackamas County Museum

*Note: circles are a
1/4 mile radius

Map 2.5

The goals and objectives were to be accomplished through a series of public investment strategies. These include the streetscapes initiative, parking improvements, building facade improvements, river viewpoint improvements and improving transportation linkages among all the subdistricts within the urban renewal district.

The Urban Renewal Plan relies on tax increment financing (TIF) to pay for these public investment improvements. The projects are prioritized by what their development or redevelopment potential is. At the time the plan was written the areas that were recognized as having the most potential were the Interpretive Center and the Clackamette Cove Waterfront area. Nothing has changed within the urban renewal district in the last five years that would warrant a redesignation of priority away from these areas.

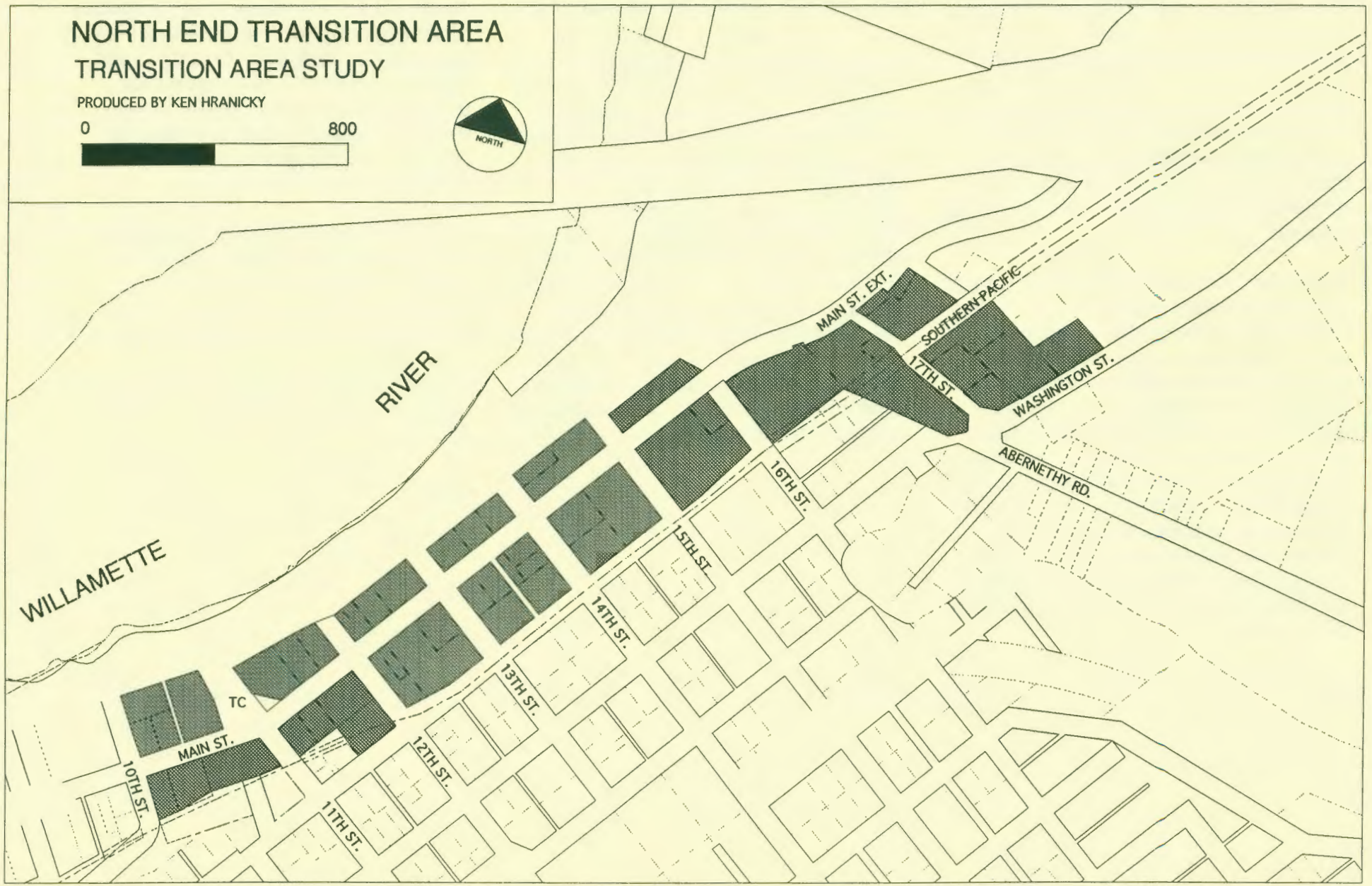
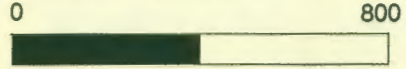
What is the connection between the Downtown Oregon City Urban Renewal Plan and the Region 2040 planning initiative? Why is it important for Oregon City to revitalize a small thirteen-block area within the Urban Renewal District we call the North End Transition Area? The answers can be found only when we understand what's at stake. And what's at stake is Oregon City's future role within the Portland Metropolitan Region. Oregon City alone will dictate whether this is a major or minor role. There is, however, every indication that Oregon City can and is positioning itself for a significant role within the region.

So far we have looked at the regional planning context, explained issues relating to Clackamas County, shed light on what makes Oregon City unique and shown how the Downtown Oregon City Urban Renewal District was designed to tie together the first tier of the city.

The next section of this document will go into great detail about the thirteen blocks that make up the North End Transition Area. The last section will make specific proposals on what we believe would be the proper form of development for this area. Now, the North End Transition Area...

NORTH END TRANSITION AREA TRANSITION AREA STUDY

PRODUCED BY KEN HRANICKY



Map 3.1

Transition Area Defined

The 'transition' nature of this area is twofold: it serves as a pathway between points and destinations and the area itself is changing from auto-oriented uses to an undetermined future. This section will explore existing conditions and relate them to challenges and opportunities that the North End Transition Area has to offer in both as serving as a pathway and the potential for development.

The North End Transition Area consists of about seventeen acres that are located on the first tier by the river. The North End Transition Area properties line Main Street from the proposed Abernethy Extension south to 10th Street (Map 3.1).

Current conditions are used to define the opportunities and challenges within the North End Transition Area. Knowledge of these conditions helps discern the issues and relationships that surround the functional role of the North End Transition Area.

Location

The North End Transition Area lies between the End of the Oregon Trail Interpretive Center and the historic

downtown. The cliffs to the east restrict the traditional grid access of downtowns, making the most direct route between these two areas down Main Street through the North End Transition Area. This natural pathway is bordered by the Southern Pacific Rail Road line on the east and McLoughlin Boulevard to the west.

The North End Transition Area has all the benefits of regional transportation access points. In addition to the road access, rail spurs from Southern Pacific Railroad support operations of two industrial firms:

Pacific Paper Traders and Miles Molded Fiberglass.

The roads that transect the North End Transition Area (14th and 15th Streets) link the second tier, Clackamette Cove, Clackamette Park and the Oregon City Shopping Center.

The Willamette River lies directly west of this area, but direct access to the river does not exist. People must go either further north or south to reach the river from the North End Transition Area.

Oregon City has good access to many different modes of transportation.



Tax Increment Financing

Tax increment financing is a flexible low cost mechanism for redevelopment. It became popular in the late 1960s as federal funding for urban areas disappeared. Essentially, the scheme uses projected increases in tax revenues in a development area to back municipal bonds. These bonds are used to finance projects done inside the development area. Only the tax base, not the tax rate nor the tax revenue is frozen during the years when a tax increment program is in use.

The tax base is the assessed value of all the parcels inside the development area when the tax increment program is adopted. This base figure is the total value of all the land inside the development area. This figure is then used as the benchmark to measure increases in the total assessed value of the development area over time. Increases in the total assessed value of the development area from new construction or higher individual parcel assessments is known as the increment.

The taxing jurisdiction continues to receive the same percentage of taxes collected on all the parcels in the development area, but any increased taxes (the increment) resulting from increased individual property value or new construction are allocated to pay for projects in the development area.

As opposed to using the tax increment to service bond debts, the taxing jurisdiction may collect the extra assessed values (extra tax revenue above the frozen base, or the increment) and put them into a separate fund. The money inside this separate fund is then earmarked for expenditures on projects inside the development area. Typically, this money is used for land acquisition and site preparation, relocation expenses, public improvements, public facilities, and administration costs. The only stipulation is that the money is spent on projects in or related to the development area.

Chapter 6

Current Conditions

Land use

The North End Transition Area is characterized mainly by highway-oriented uses that cater to the automobile. The North End Transition Area once supported many thriving auto dealers as well as industrial uses. Some of the industrial uses have remained while the auto sales businesses have shifted to automobile services like auto body shops and service garages.

The North End Transition Area has an inconsistent landscape, with parcels in various degrees of repair. Many buildings and lots are vacant, and several that are in use have frontages that act as holding areas for cars being serviced. Upkeep and maintenance are performed only on the entrances to these buildings. Since some of the businesses front McLoughlin Boulevard the backsides of these buildings are in need of repair. The general appearance of the area has fostered limited demand for properties in the area.

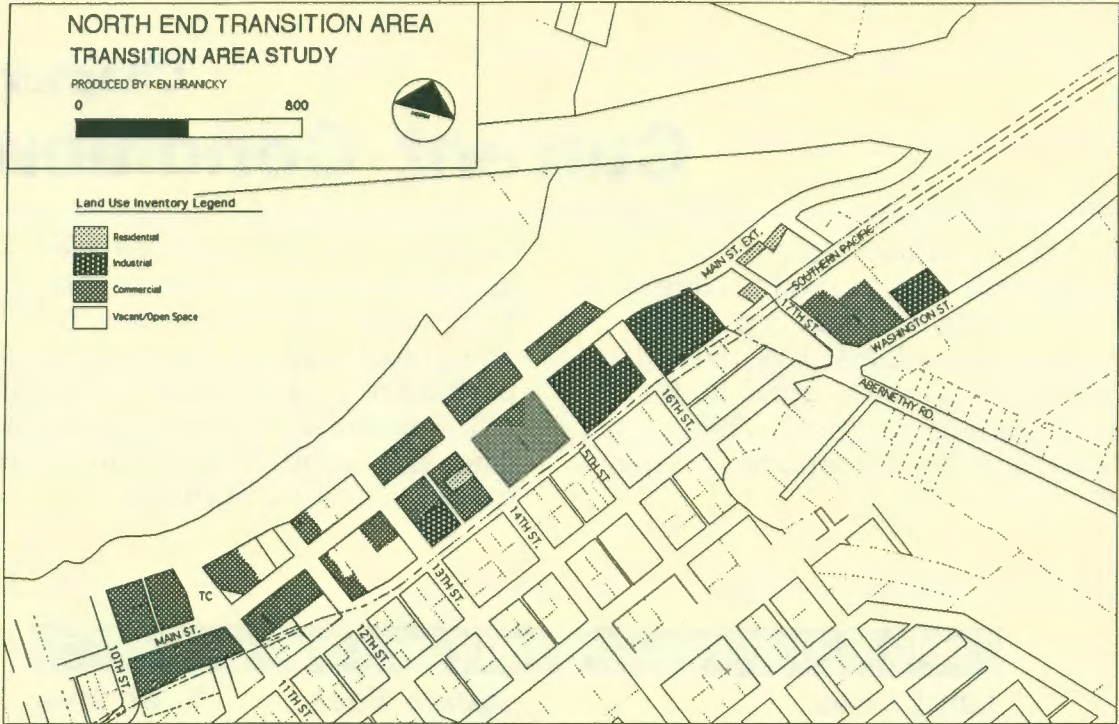
Auto oriented uses account for 24% of the land. Vacant land accounts for 17%. The vacant areas consist of both buildable land (108,191 square feet) and land that cannot be built on (78,623 square feet). The rest of the area is divided among varying uses (Map 3.2).

Auto oriented uses are centered around sales, service and repair. These uses require an extensive amount of land for the servicing and parking of cars. These uses operate at lower densities than downtown since they require single story structures to conduct business.

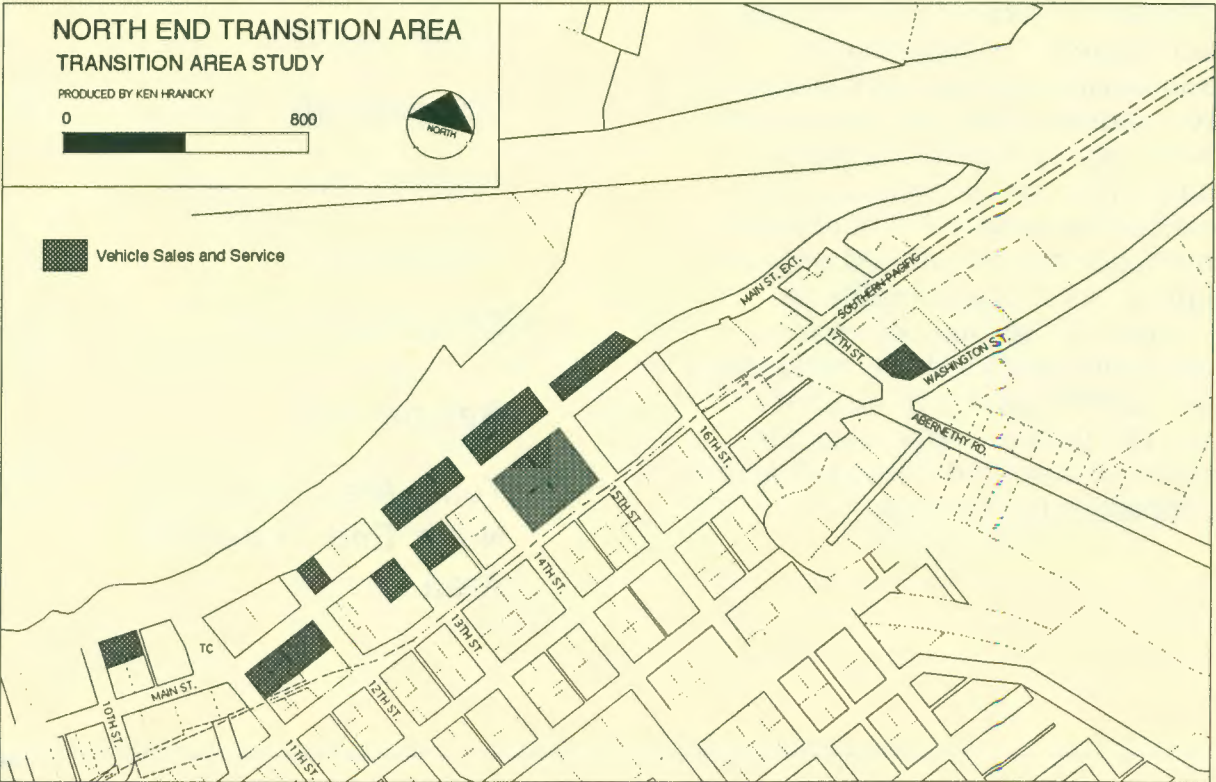
Table 3.1: Area Coverage by Land Uses

Land Uses	Square Feet	% of Area
Right-of-way	327,500	30%
Commercial	373,716	34%
Vacant/Open space	186,814	17%
Industrial	140,192	13%
Other land uses	49,718	5%
Residential	15,060	1%
Total Area within the North End Transition Area	1,093,000	NA

Map 3.2



Map 3.3





John Link auto sales is one of the many examples of auto orientation common in the North End Transition Area.

This orientation towards the car means many building fronts consist of mainly parking area. This contributes to the lack of a continuous street level activity that would be conducive to a pedestrian environment.

The industrial uses occupy 140,192 square feet. The buildings appear to be in good repair and function to provide employment in the area.

The southern end of the North End Transition Area is more reflective of

the downtown area. This area offers a mixture of office space, personal services, and sales. The area is well maintained, and buildings are built to the street which encourages pedestrian movement.

The Oregon City Transit Station is on an island constructed in the middle of 11th Street between Main Street and McLoughlin Boulevard. County offices border one side and a Kentucky Fried Chicken(KFC) borders the other. The KFC has a well-main-

tained landscape, but does not offer any direct pedestrian access from Main Street as a drive-thru lane currently fronts the building.

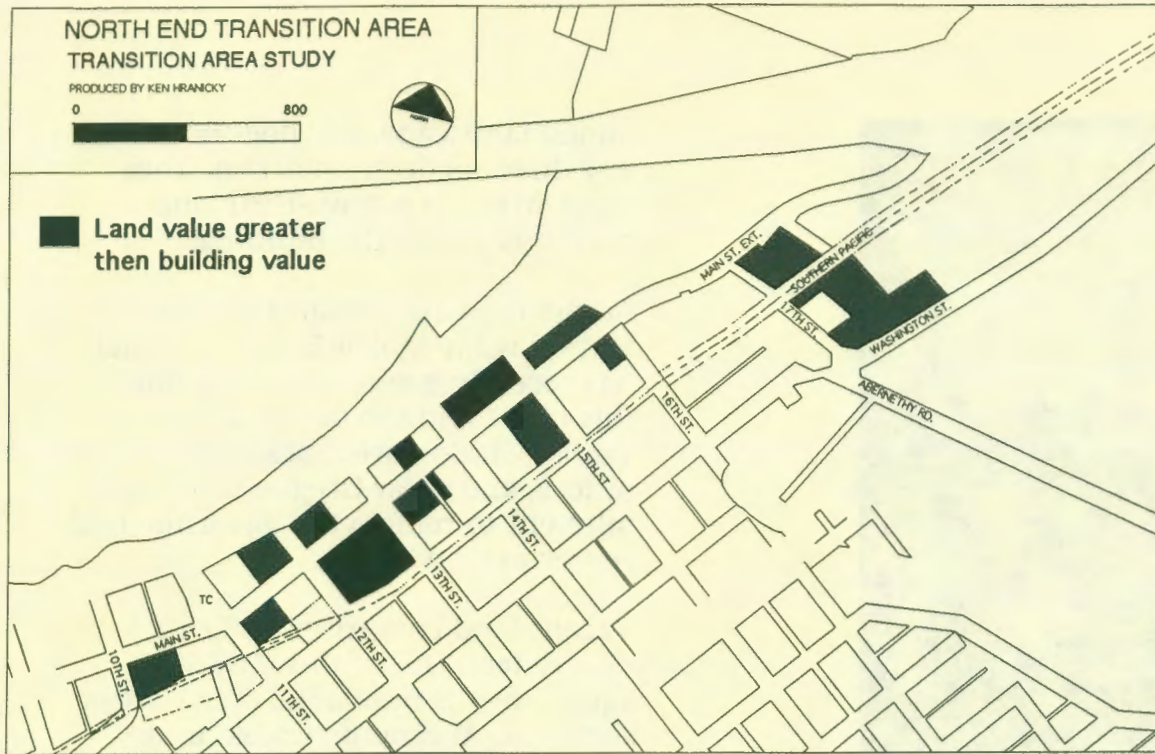
Across the street from the Transit Station is the Stokes Building, which has recently been renovated. Both this office and the one near the Transit Station are Clackamas County offices, and show Oregon City's commitment to remain the governmental center for the county.

Vacant land comprises 186,814 square feet. Out of this, 108,191 square feet is buildable. Other areas surround Abernethy Creek or are located on steep terrain that offers little for accommodating new development. For example, the land behind Ming's Auto Shop that abuts the elevated rail line along 12th Street, has a steep grade and offers little to no incentive for redevelopment.

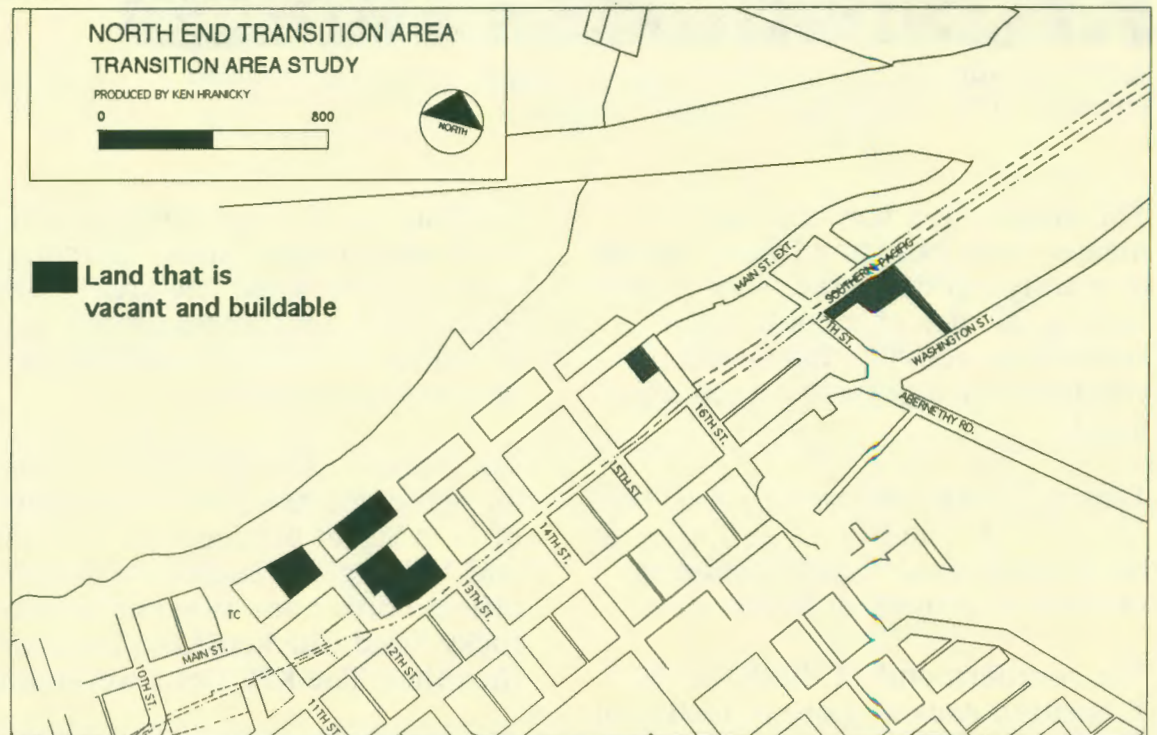
Land Value

The reason land value is an issue here is because this area lies within the Urban Renewal District. The land values in this area have recently been assessed as part of the Urban Renewal District Plan. The assessment offers insight into how recent public initiatives have impacted surrounding uses.

Map 3.4



Map 3.5



Land values in the area were frozen in accordance with the tax-increment financing scheme. The new overall assessment, in the transition area, rose about 4% in land and building value (from 1990 to 1994). This would be consistent with inflationary impacts.

What this 4% increase does not show is that the building-to-land increase was almost 3 to 1. For every dollar that the land went up in value, the buildings went up three dollars. This

relates to the point that most of the revenue is generated by the improvements on the land, not necessarily by the land itself. This fact is important because 30 of the 52 properties currently have land valued higher than the improvements (Map 3.3).

The present assessed land value of the vacant properties is \$1,411,590. The assessed building values of these properties is \$511,190.

A majority of the uses associated with a low building-to-land value are auto-oriented (Map 3.2). This is partially the result of small buildings on large parcels. Presently the building-to-land value for auto-oriented properties is close to 1:1. The ratio for occupied properties that are neither vacant or auto related is almost 3 to 1. Presently, the assessed value of all buildable land (including buildings) in the North End Transition Area is about 11 dollars a square foot. Auto-oriented uses also average around \$11 a sq. ft., while the other non auto-oriented, occupied lots are close to \$13 a sq. ft.

All land uses that are not auto-oriented are generating 2.7 assessed building dollars for every assessed dollar of land. Some of the office uses are generating as much as 10 to 1, like the Clackamas County Correction Office located in the Stoke Building at Main Street and 11th Street. This building borders the rail line and it would be expected to have a low assessed value on the land.



The Stokes Building is home to the Clackamas County Community Correction Office. This structure has a high building to land value ratio which is common among office buildings. This building is also located right across from the Tri-Met transit station.

Five properties make up over 40% of the assessed value in the North End Transition Area, and include: Larsen's Creamery, Miles Molded Fiberglass, Pacific Paper Trading Company, and the two Clackamas County offices at 11th Street and Main Street. This is characteristic of the low densities that occupy this area.

Building at greater densities would yield a higher return. Some of the open space is unbuildable since it lies within the Willamette River/Abernethy Creek flood plains. Those lots that are either unoccupied or

clear could offer a significant return if developed at higher densities.

Traffic and Parking Issues

The North End Transition Area presently serves as a pathway for traffic either going to or from the downtown area with cross street movement to and from McLoughlin Boulevard and the second tier. This section seeks to identify those areas that may need improvement to support the existing uses, and mitigate potential problems from the opening of the End of the Oregon Trail Interpretive Center.

The major auto access routes in this area include Main Street, 14th Street, 15th Street and 17th Streets. Main Street connects the historic downtown with the rest of the first tier. Traffic coming from the End of the Oregon Trail Interpretive Center will access Main Street via Washington Street, 17th Street, 15th Street, or 14th Street to get to the historic downtown.

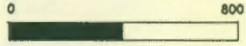
Presently, movement at the intersection of Abernethy Road and Washington Street is controlled by a four-way stop sign with red flashing lights. There are pedestrian crosswalks, but they are barely visible. Pressure from anticipated tourist traffic may cause traffic delays and create hazards for pedestrians at this intersection. There is a crosswalk at Washington Street and 15th Street but no signal. There is a pedestrian signal device at Washington Street and 14th Street but the crosswalk is in need of upkeep.



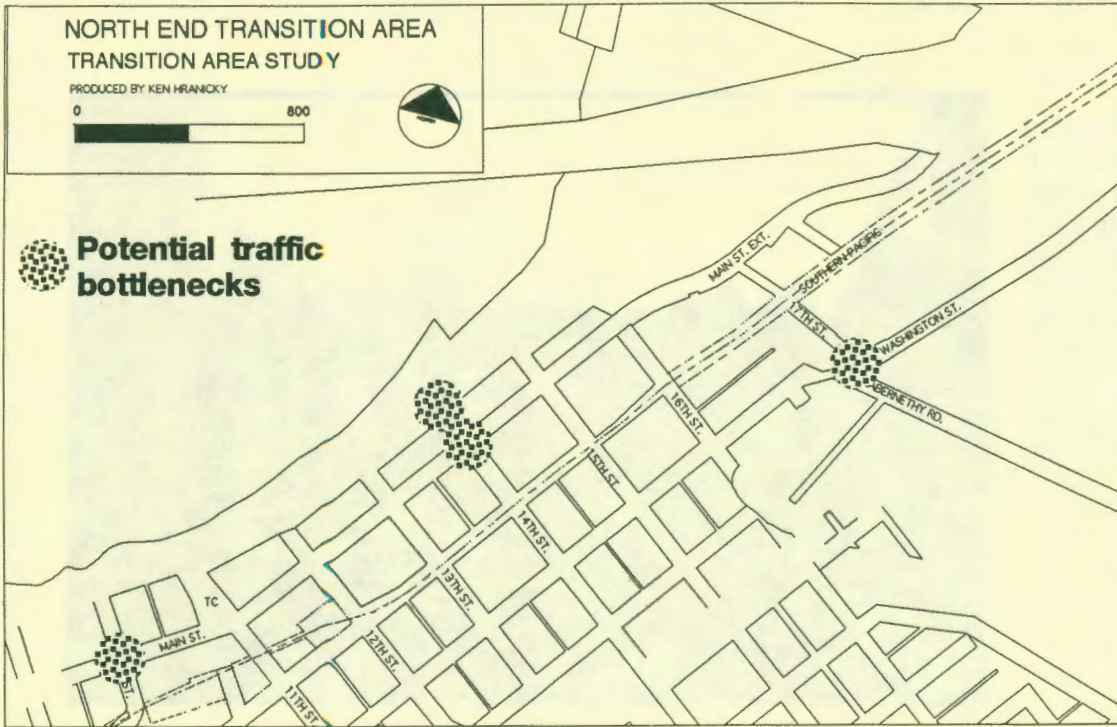
Looking west towards the Hackett House across the Washington Street and Abernethy Road intersection. This intersection will most likely experience increased pedestrian and vehicular traffic with the opening of the End of the Oregon Trail Interpretive Center.

**NORTH END TRANSITION AREA
TRANSITION AREA STUDY**

PRODUCED BY KEN HRANICKY



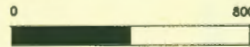
**Potential traffic
bottlenecks**



Map 3.6

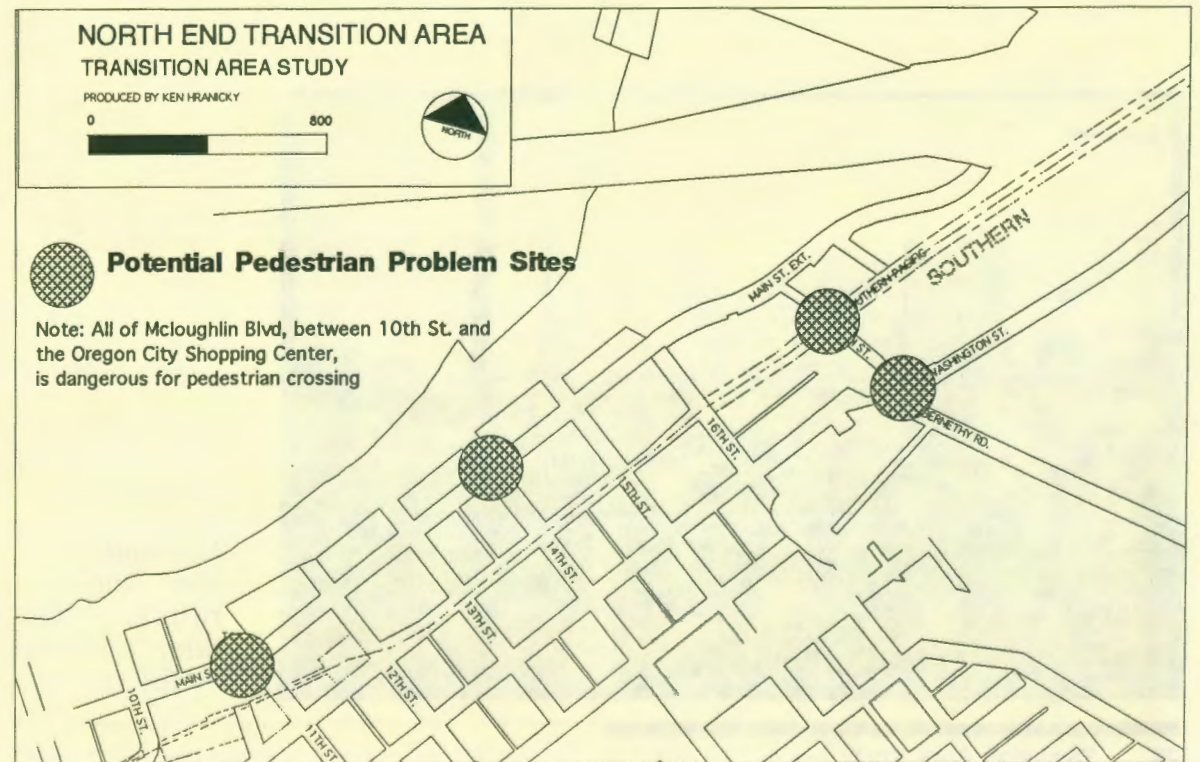
**NORTH END TRANSITION AREA
TRANSITION AREA STUDY**

PRODUCED BY KEN HRANICKY



Potential Pedestrian Problem Sites

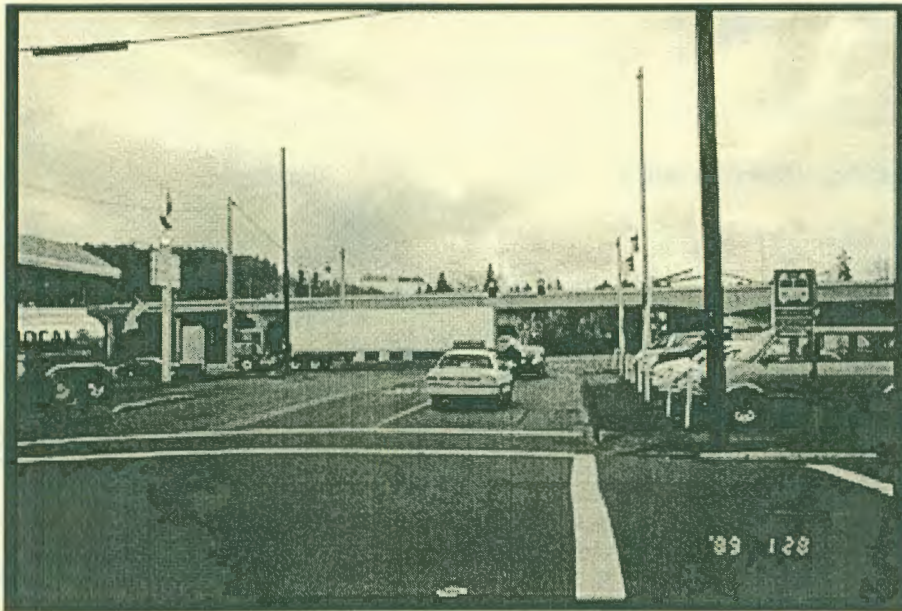
Note: All of McLaughlin Blvd, between 10th St. and the Oregon City Shopping Center, is dangerous for pedestrian crossing



Map 3.7

14th Street feeds into McLoughlin Boulevard at a signal intersection. This street serves traffic coming down from the second tier seeking access to McLoughlin Boulevard. At the intersection of 14th Street and Main Street there only exists stop signs for traffic traveling north and south on Main Street. Increased traffic, generated by the End of the Oregon Trail Interpretive Center, will also tax the capacity of this intersection in handling both auto and pedestrian traffic. Crossing this intersection on foot is not easy and can be dangerous. Visibility is limited by the rail bridge when looking east

At the corner of 14th Street and Main Street looking east. Note the lack of a ramp for wheel chair access. The rail trestle along 14th Street has a clearance of 13 feet.



14th Street looking west towards McLoughlin Blvd. During rush hour this intersection can be full of cars.

along 14th Street. The short block on 14th Street, between Main Street and McLoughlin Boulevard, provides little time for either pedestrians or drivers to respond. The potential for problems is exacerbated by the location of a eating and drinking establishment at this corner.

With the opening of the End of the Oregon Trail Interpretive Center it is anticipated that motor homes will now be using the area. These vehicles are large and cumbersome. Motor homes require more room and a higher turning radius than cars. Clearance also becomes an issue. The 15th Street underpass offers the greatest clearance at 14 feet. The underpass at 14th Street is 13 feet.

There is no height restriction at 17th Street, but the right-of-way is narrow and has incomplete sidewalks.

Traffic crossing 17th Street onto Main Street goes mainly north down the Main Street Extension. Situated north of the North End Transition Area along the Main Street Extension lies the Lone Star cement factory, Oregon City Shopping Center and Clackamette Park. There is plenty of potential to improve this right-of-way to accommodate bicycles, cars, and pedestrians along the Main Street Extension.

The intersection at 10th Street and Main Street provides access to the historic downtown, McLoughlin Boulevard, the second tier and the North End Transition Area. This intersection is controlled by a four-way stop. Traffic should not be an issue in trying to get into the North End Transition Area, but traveling south out of the North End Transition Area may present congestion problems. Tri-Met buses presently use this intersection to access McLoughlin Boulevard and other routes serving Oregon City.

There are both a Greyhound Bus stop and a Tri-Met transit station in the North End Transition Area. The Greyhound stop consists of a sign on a pole at the corner of 15th Street and Main Street. Tri-Met presently has five routes serving the transit center located at 11th Street and Main Street. The transit center sits on an island in the middle of 11th Street between Main Street and McLoughlin Boulevard. The right-of-way is new and in good repair. The pedestrian crosswalks in front of the transit center along Main Street are clearly marked. There is no cross-

walk for those traveling east from the transit station to either cross Main Street or to travel up to the second tier along 11th Street.

There is no Park-n-Ride in this area to support the transit center. Public parking on the street is limited to two hours. Some areas within the North End Transition Area have parking time limit signs, while others don't. Local employees use the space under the rail trestle, between 13th and 15th Streets, for parking. Otherwise, most parking is being handled on site by various businesses.

Tri-Met Transit Station at 11th Street. Note the lack of crosswalks for crossing Main Street.



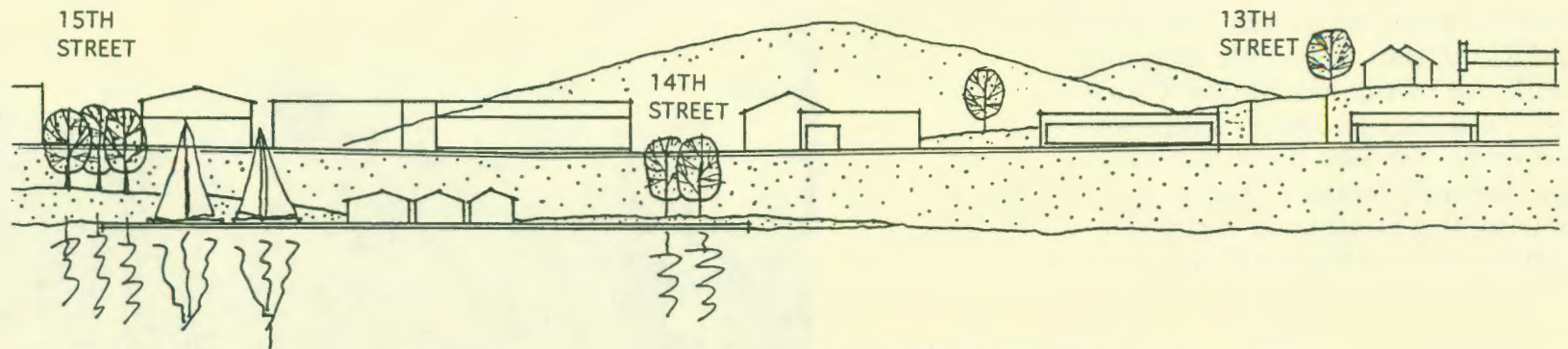
Summary

The North End Transition Area lies between two significant areas: the historic downtown and the End of the Oregon Trail Interpretive Center. The North End Transition Area is characterized by mainly auto-oriented uses and is not conducive to pedestrian travel. The area has several vacancies and a tremendous amount of under utilized land. This has attributed to the depressed value and livability of the area. The low densities are reflected in both the uses and assessed values.

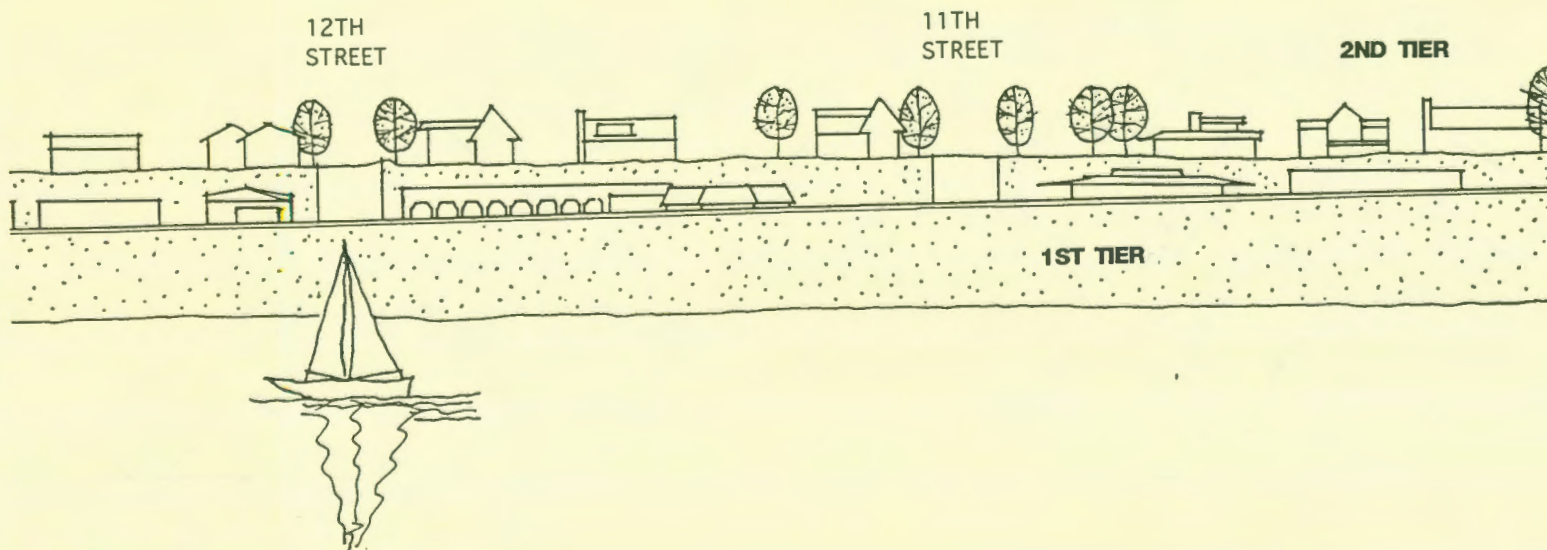
In order for this area to benefit from the anticipated tourism traffic, both vehicle and pedestrian linkages should be reviewed and improved. The coming of the trolley will help support this linkage but will not address all the problems of mobility and linkage. The improvement of these linkages will spur new businesses and activities within this area. The potential for growth in this area is nothing short of phenomenal.

The North End Transition Area consists of many opportunities and challenges. To build on the issue of linkage, it is necessary to address these challenges and to explore their opportunities.

MAP 3.12 EXISTING CONDITIONS: LOOKING EAST FROM THE RIVER

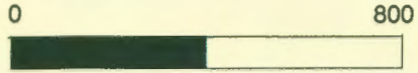


Map 3.12, Existing Conditions, is an elevation as seen from West Linn. The marina is on just the other side of McLoughlin Blvd. Presently there is no access to the waterfront between 10th Street and as far north as the Oregon City Shopping Center. Low building heights are characteristic of the types of land uses that occupy the North End Transition Area. The land along the river falls away to a steep slope between 13th Street and 14th Street. To get to the marina by foot, on the west side of McLoughlin Blvd., would require walking all the way north until you are under the I-205 interchange (not on map).

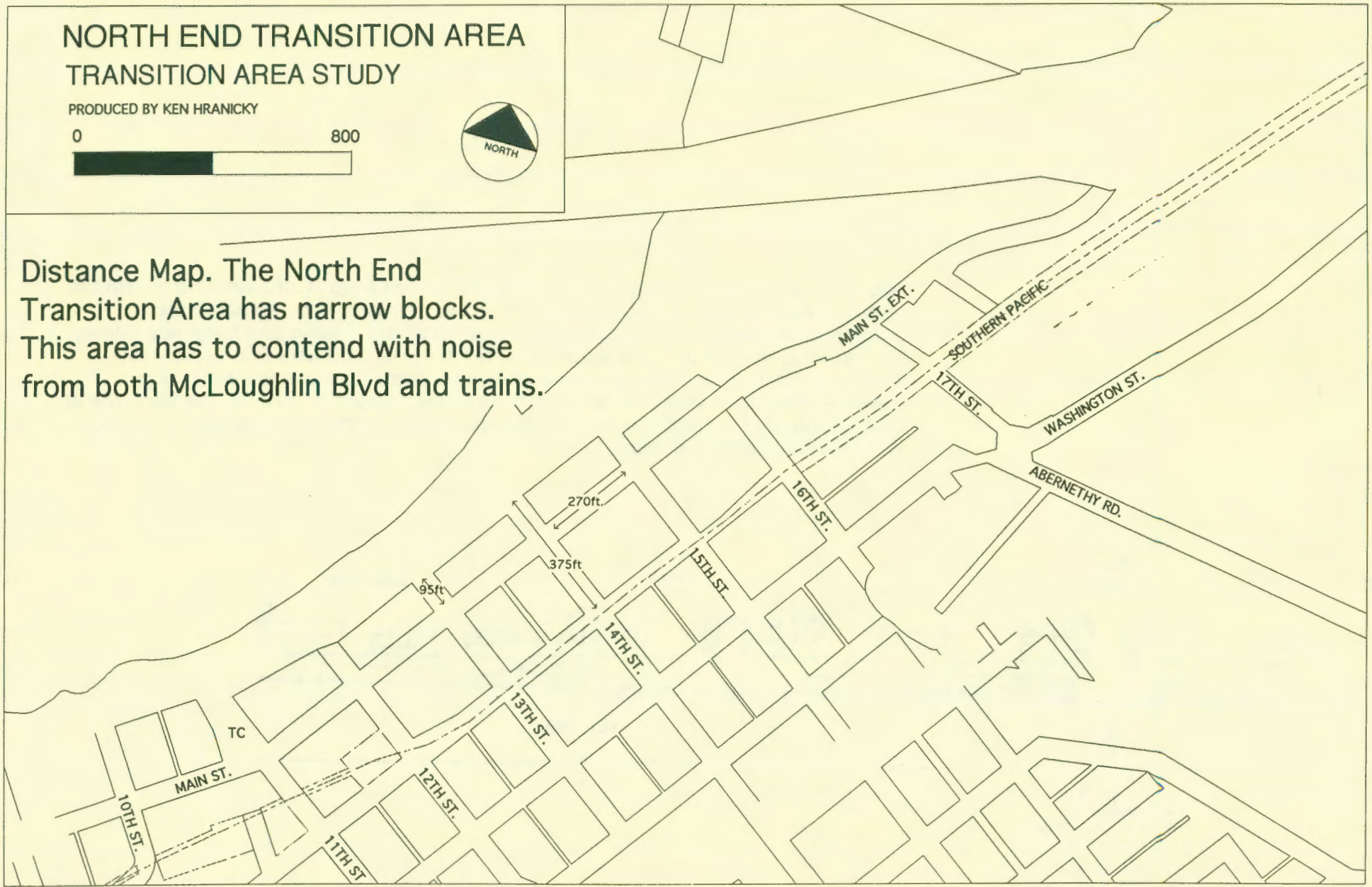


NORTH END TRANSITION AREA TRANSITION AREA STUDY

PRODUCED BY KEN HRANICKY



Distance Map. The North End Transition Area has narrow blocks. This area has to contend with noise from both McLoughlin Blvd and trains.



Chapter 7 Challenges

The challenges in the North End Transition Area are general in nature. The need for change will ultimately be decided by the demand created from the opening of the End of the Oregon Trail Interpretive Center and public initiatives like the Urban Renewal District Plan. These challenges represent possible constraints to redevelopment in the North End Transition Area, and are listed below.

Challenge - Linkage with rest of Urban Renewal District

The location of the North End Transition Area belies the ease with which linkage can occur. This area is limited by the same topographic constraints that the historic downtown experiences: a river to the west and a bluff to the east. Even though the North End Transition Area lies between two areas of significance, the historic downtown and the End of the Oregon Trail Interpretive Center,

there remains no visual cues that link these areas together outside of the rail and Main Street. The condition and quality of pathways, as well as the elements within them, impact the effectiveness of access and location.

Ironically, one of the most significant strengths of the North End Transition Area also presents itself as one of its most significant challenges — location. The North End Transition Area is located between McLoughlin Boulevard, and the Southern Pacific Railroad line. These built structures exert tremendous impact through both noise and visual stress on Main Street.

The distance between the railway and McLoughlin Boulevard averages about 375 feet with 60 feet taken by Main Street right-of-way. The block's dimensions are unusually small on the west side between Main Street and McLoughlin Boulevard. Here, between 16th Street and 12th Street, the width of the blocks vary between 90 and 100 feet. This arrangement, when combined with the general narrow nature of the landscape, presents a unique development challenge (Map 3.7).



Looking north at the intersection of 10th Street and Main Street. Note the need for maintenance on the crosswalks. This intersection may also experience more traffic as a result of the opening of the End of the Oregon Trail Interpretive Center.

Challenge - Railway and trestle

The rail line travels through all of this area with most of the track on an elevated steel trestle. The underpasses are lacking in any aesthetic value and offer a foreboding pedestrian entrance into the area from the east. The track serves mainly through traffic and trains often run at high speeds. Being in close proximity to a passing train is exhilarating, if none the less disturbing. The passing of a train can prove to be unsettling for residents and businesses as noise and vibration affect the livability around the area.

*Looking east up
12th Street
towards the second
tier.*



*Looking north
from the Oregon
City - West Linn
bridge. McLoughlin
Blvd carries high
speed traffic and
creates a barrier to
riverfront access.*

Challenge - McLoughlin Blvd.

McLoughlin Boulevard is a highway which forms a noisy barrier between the river and both the North End Transition Area and the historic downtown. High speed automobile traffic flows between buildings fronting McLoughlin Boulevard and the riverbank. A cement barrier with a chain link fence separates the road from a walkway that lines the river. There is no access to this walkway from the North End Transition Area. The closest access is north after the I-205 overpass near the Oregon City Shopping Center. To the south, one must go as far as 10th Street before crossing McLoughlin Boulevard.

Challenge - Auto Traffic

Compared to the auto traffic on McLoughlin Boulevard, traffic on Main Street and its cross streets in the North End Transition Area is relatively calm. There is no high speed traffic and minimal truck traffic. With the opening of the End of the Oregon Trail Interpretive Center the potential for bottle necks exists at 14th Street and Main Street. 14th Street offers the only stoplight-controlled access to McLoughlin Boulevard from within the boundaries of the North End Transition Area. 14th Street is currently the most heavily used cross street in the North End Transition Area.

17th Street crosses the rail line at grade. This crossing is substandard to both auto and pedestrian traffic. It would impede pedestrian flow into the North End Transition Area and down Main Street.

The Abernethy Creek Bridge is near the end of its life span. The bridge is narrow and offers little incentive to pedestrian traffic with its cramped wooden sidewalk. There is not enough room for the passing of both a wheelchair and someone on foot on this bridge.

There are no public parking lots in this area, and parking is limited mainly to the streets and at establishments. This is significant in that the Oregon City Transit Center is located in this area, but can not function as an important rider terminal.

Bike traffic is an issue. Bikes are different from pedestrians since their activity takes place on the road and not on the sidewalk and crosswalks. The integration of bicycle lanes along Main Street would cater to both locals and tourists. Many of these large motor homes have bicycles attached to them. These people, and others, may prefer to get around town on a bike to driving their motorhomes. This type of activity could be encouraged with the painting of bicycle lanes.



Looking south along Main Street from 12th Street. Main Street is wide enough to incorporate bicycle lanes. Public parking is along the street and is controlled by time limits. Note the lack of pedestrian crosswalks for crossing Main Street.

Challenge - Pedestrian environment

A combination of factors impact the pedestrian environment. Some of them have already been stated, like: McLoughlin Boulevard, the rail line, Abernethy Creek Bridge, and the 17th Street at-grade crossing.

These are not the only impediments to a pedestrian environment in the North End Transition Area. The pedestrian environment requires

access, safety, and enhancements (benches, fountains, signs, landscaping) that cater to pedestrians.

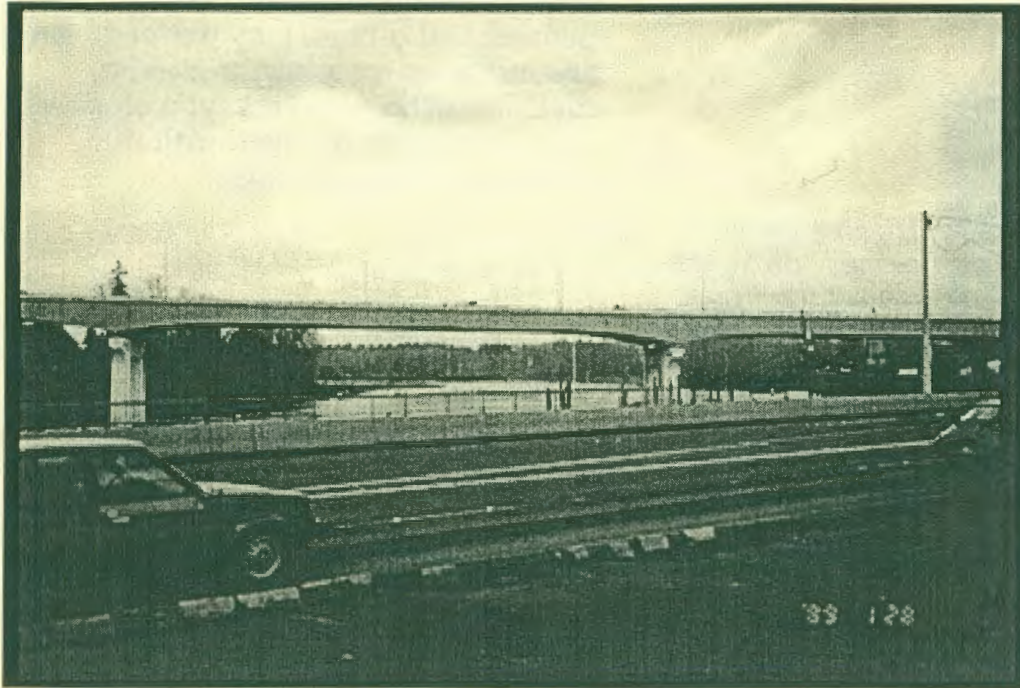
Most of the sidewalks are in need of repair or are non-existent. There are only a few corner ramps providing handicapped access. The area has no street furniture or park area between the End of the Oregon Trail Interpretive Center and historic downtown. Those that do venture towards the river find no place to cross until they get down to 10th Street. Access to

the river from the North End Transition Area would bring it closer to the existing marina. This would allow for boat tours of the area to include the Willamette Falls. It could also possibly be used as a shuttle to get people into the historic downtown.

Adequate pedestrian crossings are the main safety requirement to establishing a pedestrian environment. Elements of a safe pedestrian crossing include a well marked crosswalk, reflective of traffic flow (may require signal light to provide ample time to cross traffic), and when necessary, pedestrian signal lights.

The numerous auto uses in the area means a lack of any pedestrian support in the area in terms of landscaping and sidewalk orientation. The unsightly appearance of many buildings in the area is reflective of businesses fronting McLoughlin Boulevard instead of Main Street. The use and orientation of current businesses presently does not cater to tourism or pedestrians.

McLoughlin Blvd looking northwest from 15th Street. Traffic is fast moving and a barrier prevents pedestrian access to the river walkway.



Challenge - Supporting tourism uses

The North End Transition Area currently offers little activity in support of tourism. The recession of the late 80's and 90's has lingered in Oregon City to the present day. Merchants and property owners have struggled to attract and maintain businesses. As a result, businesses have focused on uses that do not require much maintenance to appeal to customers. Issues concerning pedestrian move-

ment and basic livability have gone by the wayside in favor of auto-oriented uses. There is no consumer demand to accommodate this nor any public initiative to build from. However, this will change with the opening of End of the Oregon Trail Interpretive Center. Like a missing puzzle piece, this instrument of tourist attraction will draw people into the area, creating the need for service and amenities while bringing in dollars and development. It is the primary agent of change for the North End Transition Area.

The North End Transition Area is presently zoned for commercial land use under the Oregon City Comprehensive Plan. Existing uses in this area, though mainly auto-oriented, are in compliance with commercial use designations. Still, there is little retail and food services offered, which could be the primary demand in the future.



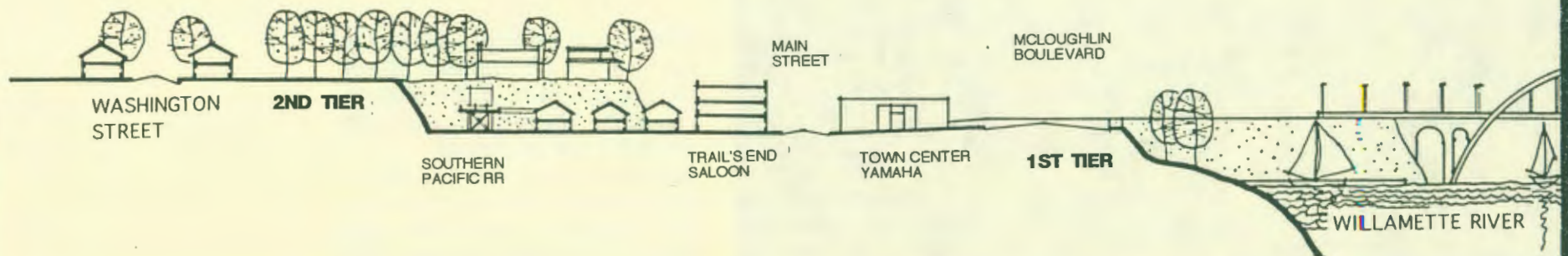
17th Street right-of-way facing east toward Washington Street. On the right side of the picture flows the Abernethy Creek. On the left is an electrical substation and after the tracks is the Hackett House. This area has incomplete sidewalks. High speed train traffic crosses 17th Street at grade. This area is not conducive to pedestrian traffic.

Challenge - Connecting to the second tier.

When considering the linkage with the second tier, it is necessary to view the North End Transition Area in relation to the neighboring blocks that line Washington Street. One cannot expect this area to support the first tier, but it should be responsive to it. The grocery store between 15th and 16th is the only one in the area and the U.S. Post Office is located along 14th Street. There may be issues of commercial encroachment towards the second tier, and this problem should be addressed.

Map 3.11, Existing Conditions, is a cross section looking south from 14th Street. The hills and the rail line both hinder the connection between the two tiers. Opening access to the river across McLoughlin Blvd. may help to improve this connection. Note the elevated trestle in relation to the buildings.

MAP 3.11 EXISTING CONDITIONS: LOOKING SOUTH FROM 14TH STREET



Chapter 8

Opportunities

The beauty of Oregon City lies in it many opportunities presented by both the physical and built landscape. In addressing the challenges of the North End Transition Area we spoke in terms of linkage and existing conditions. The identification of opportunities draw from dynamics that define Oregon City.

Opportunity - Historical significance.

A unique strength of Oregon City is its historical significance, and the End of the Oregon Trail Interpretive Center reinforces that strength. It offers the chance of reviving historical themes that can be shared through the city. The city should carefully extend this historic theme throughout the first tier.

Main Street was the path that linked the settlers from where they staged their wagons before going downtown. This historic pathway should be revived in terms of identifying it as such. From this designation issues of design, linkage, and a rich pedestrian

environment can be built from. This designation could also be used as a way of having businesses focus inwards towards Main Street instead of fronting McLoughlin Boulevard. This pathway is also helped by new the trolley route, which will run down Main Street.

The Trail's End Saloon is a historic site that features historical themes. The owner is active in historic preservation and would most likely be glad for any incentive to improve his facade. The saloon has many interesting artifacts and pictures of historic Oregon City.

The Hackett House near the corner of 17th Street and Washington Street.



Opportunity - Gateway into historic downtown.

The greatest opportunity is also the most immediate need; that is, the chance to develop a visible gateway from the End of the Oregon Trail Interpretive Center into the downtown area. A gateway can build a consistent historical theme for the transition into historic downtown. The areas around Abernethy Creek and 17th Street offer the greatest

potential for the gateway concept at the least cost. (See inset map)

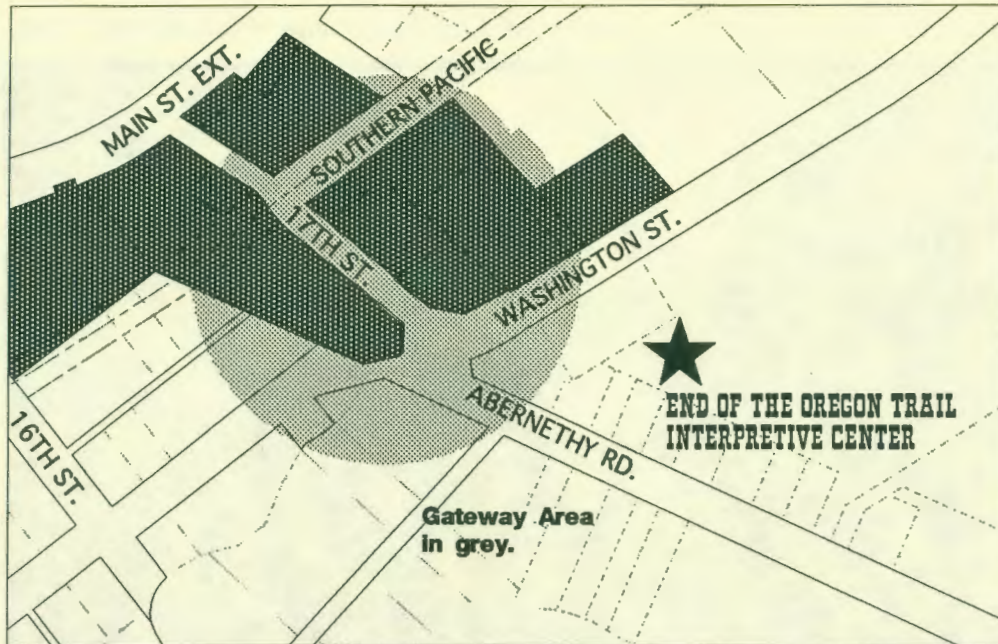
Plans exist to realign Abernethy Road to the Main Street Extension. This would better manage the increased traffic from the End of the Oregon Trail Interpretive Center and the Future High Speed Rail stop. This alignment would also serve to enhance the gateway concept. Included in these plans is a statue at what is now the NE corner Washington Street and Abernethy Road. Statues are

natural elements of gateways and can be used to enhance the historic theme in conjunction with the Kruger and Hackett House. A historic theme could also be used on the bridge and the rail trestle.

With the removal of 17th Street there still remains a need for pedestrian access to the downtown area. Sending pedestrians down Washington Street would remain the only viable alternative with the closure of 17th Street. Creating a pedestrian environment would extend the time tourists spend downtown and in Oregon City.

Surrounding the Hackett House are a vacant lot, a welding shop, a muffler shop, and the historic rail depot that has been converted to office space. This area is ideally located for mixed commercial uses (food service and retail) resulting from excellent visibility from the End of the Oregon Trail Interpretive Center. Open space in this area could be used to promote a gateway area for pedestrians leading into Main Street.

The land along the creek's edge would require landscaping or at least brush removal, but would greatly improve aesthetics in the area and could serve as a resting place for tourists and locals.



One of the remaining issues is the Portland General Electric Substation. The location of this substation precludes using the land for a better use more in keeping with the close proximity of the End of the Oregon Trail Interpretive Center. The pedestrian environment is also hampered by this substation as it gives the area an industrial feel.

Opportunity - Good Access

Access provides many opportunities. The North End Transition Area has access to many means of transportation. This includes three highway interchanges, one state highway (McLoughlin Boulevard). This high level of transportation access will support much higher densities of commercial and residential land uses.

The Willamette River is both historically and economically significant. It is also a thing of beauty. Efforts must be made to capture the potential with respect to river views and river access properties. The Willamette River is only part of the natural landscape that graces Oregon City. Presently none of the businesses in the North End Transition Area capitalize on the river view location and access is not present from this area.

The rail line is also historically and economically significant. The major weaknesses with the line is noise and visual aesthetics. However, the trestle is a unique structure for a downtown area and could be enhanced to improve its aesthetic value.



Looking west from the Abernethy Creek Bridge on Washington Street. The Southern Pacific rail trestle, spanning Abernethy Creek, dominates the view. The trestle is very reminiscent of the settling of the west. Abernethy Creek is overgrown and has some litter along its banks. Buildings adjoining the Abernethy Creek parcel are in the need of maintenance. This area could be a very attractive addition to a gateway concept.

Opportunity - Vacant Land

Vacant parcels can be used as parking for transit and in support of development. The vacant land is cheap and plentiful and could be used for overflow parking for the End of the Oregon Trail Interpretive Center.

Opportunity - Governmental activity

Both vacant and underutilized parcels offer the opportunity for government offices in the area. This would address the existing City and County office shortage. A government office would also support ongoing and future transit initiatives. Office use is complementary to tourist use since both require commercial services. The very act of locating government in the North End Transition Area has

shown commitment to the success of the End of the Oregon Trail Interpretive Center.

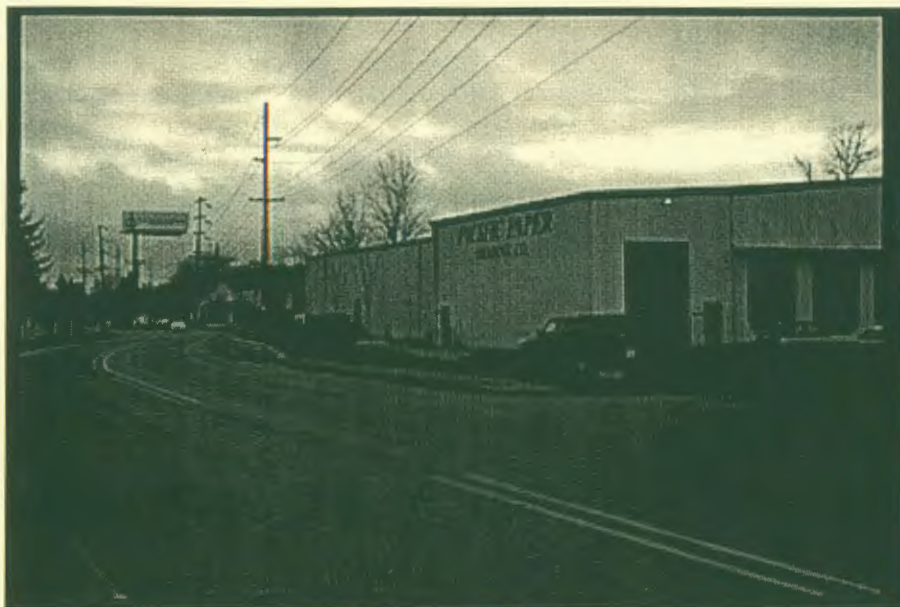
However, the land values in the area may escalate as the tourist trade increases. The downtown and north end areas may eventually see rents rise to the point where government would do more for the local economy by moving out.

Opportunity - keep industrial use in this area.

The idea here is to keep the uses that are working, while developing future potential. Strategies in developing the area should allow the continuing operation of industrial locations. These businesses provide employment and revenue. The City should define the desired development pattern that brings the greatest overall return, now and into the future.



This is a vacant building next to Kentucky Fried Chicken. The city is negotiating to buy this property and some others nearby. There are plans to turn them into public parking lots to support the nearby transit station.



Pictured on top is Pacific Paper Trading Company and below is Miles Molded Plastics. They provide employment and viability of the area.

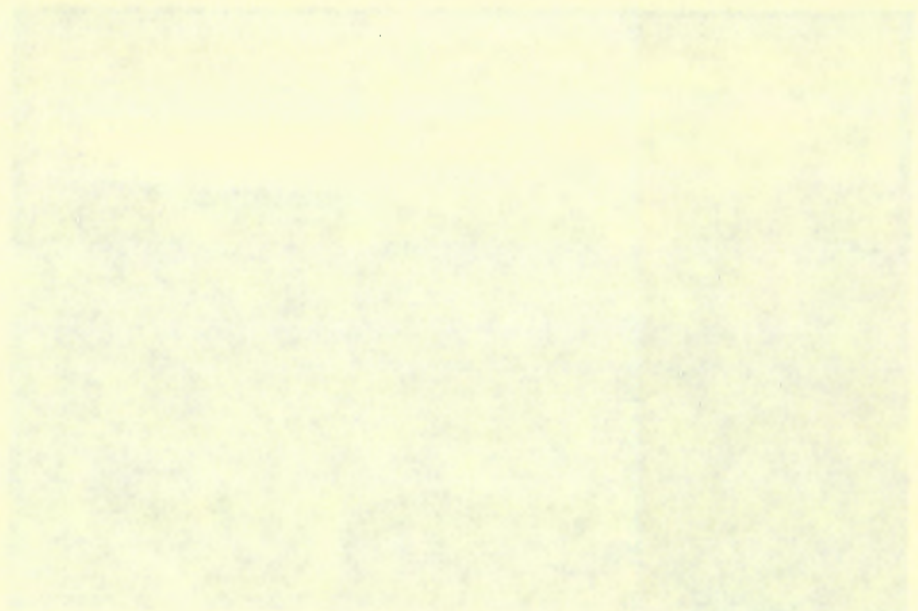


Summary of Challenges and Opportunities

This area has recently been a poor location for retail commercial and office use. The depressed land market and the flight of businesses has left the area with no coherent role. Since this area has no discernible function, it slowly gave way to less demanding uses.

With the opening of the End of the Oregon Trail Interpretive Center, Oregon City will have completed a major step in bringing demand and investment into the first tier. The many opportunities to entice and enrich the Oregon City experience lay open to the imagination.

1. The first step in the process is to identify the problem or issue that needs to be addressed. This involves a thorough understanding of the current situation and the goals that need to be achieved.



2. Once the problem is identified, the next step is to gather information and data related to the issue. This can involve conducting research, interviews, or data analysis.



3. After gathering information, the next step is to analyze the data and identify the root causes of the problem. This involves looking for patterns, trends, and underlying factors that contribute to the issue.

4. The final step in the process is to develop and implement a solution. This involves creating a plan of action, allocating resources, and monitoring progress to ensure that the problem is effectively resolved.

Redevelopment Plans

In this section, the redevelopment options for the North End Transition Area will be presented. These options represent ways in which Oregon City can accomplish the following: improve the existing conditions in the North End Transition Area, support adjacent developments like the End of The Oregon Trail Interpretive Center, and compliment regional planning initiatives like Region 2040.

The concept maps 3:2 and 3:14 represent what future conditions could look like based on a scheme of gradual public-led capital improvement programs designed to promote more intensive use of the area.

Though two concept maps are presented, they are intended to be different phases of the same ultimate development pattern. This ultimate pattern fosters higher density mixed-uses that are supported by a variety of transportation modes. With a two-phase structure, more flexibility can

be built into the planning and redevelopment processes. Flexibility in a plan allows for the appropriate timing of public investment so as to coincide with market demands.

Looking northwest over the North End Transition Area.



The first phase focuses on small scale improvements of streets, blocks, and parcels so as to prime the area for higher densities. The second phase calls for a more comprehensive redevelopment of the land including major improvements along McLoughlin Boulevard and the accommodation of light rail.

This section of the document will explore the following issues with respect to the proposed redevelopment phases:

- *Assumptions made about future land uses and market conditions in the North End Transition Area*
- *The goals of the proposed Redevelopment Phases I and II*
- *The guiding principals and components contained in both the Redevelopment Phases*
- *An evaluation of the redevelopment schemes based on a set of specific criteria*
- *Conclusions about the proposed types of development in the North End Transition Area*

“Why Two Phases?”

To be effective, a redevelopment plan must allow the real estate market the freedom to operate. The best way to do this is with gradual capital improvements to the area, along with the creation of better regulations aimed at supporting the market, not undermining it.

Along these lines, the development phases must be designed to support and promote market conditions, as well as to allow for the overhaul of land use regulations into a package that is more conducive to redevelopment.

Another benefit of a phased approach to redevelopment in the Transition Area deals with timing. The Phase II extension of light rail will not materialize until sometime around the year 2010 based on Tri-Met’s calculations. When light rail arrives in the area, it will exert massive forces like building demolition, a better market for higher densities, and increased activity in the downtown. The phased development alternative is a way to accomplish some improvement in the area now, while preparing the area for higher densities in the future.

Under the phased development concept, smaller more attainable projects designed to improve market conditions in the area can be incrementally implemented without the burden of debt service or uncertainty about the presence of future light rail.

Chapter 10

Assumptions

Before the redevelopment phases could be formulated, some assumptions about future land uses and market conditions had to be considered. These assumptions were developed through interviews with public officials and city planning staff. Other assumptions were formulated through research into earlier planning initiatives like the City's Comprehensive Plan and Urban Renewal District Plan for Oregon City.

Based on this research, nine assumptions that relate to future development in the North End Transition Area were identified. These assumptions range from regional planning issues to local issues involving specific parcels in the North End Transition Area. The assumptions related to the redevelopment phases in the area are as follows:

1. The North End Transition Area is critical to the future development of surrounding areas.

This addresses the North End Transition Area's relationship to the Willamette River, The End of The Oregon Trail Interpretive Center, Historic Downtown, and the second tier. Based on its central location, the North End Transition Area can act to connect or link these areas together. By linking these areas together, the elements of each attraction act to reinforce and compliment one another.

2. The North End Transition Area is not currently developed to its fullest potential and there is room for future growth.

This assumption deals with the existing conditions in the area. There are at least seven parcels along Main Street that contain vacant buildings or lots. Most of the existing structures in the North End Transition Area are two stories or less, and are in need of some repair. In addition,

there are very few historical structures or sites in the area, making redevelopment easier. Land values in the area average about \$11 per square foot, so land costs should not be a barrier to redevelopment.

3. Light rail will be extended from the Clackamas Town Center south to Oregon City.

This assumption relates to the proposed Phase II Extension of the South-North light rail alignment from the Clackamas Town Center. The proposed alignment is slated to pass directly through the North End Transition Area. According to TriMet staff, further study is needed before construction of the Phase II project can commence. As such, the completion of the project depends upon Oregon City's ability to demonstrate how it will support light rail. Higher ridership will in part depend upon land use changes that favor higher densities and are more supportive of transit.

4. Tourist activity in the area will increase significantly with the opening of the End of The Oregon Trail Interpretive Center.

This assumption deals with the level of attendance to the End of The Oregon Trail Interpretive Center after its opening. David Porter, Executive Director of The Oregon Trail Foundation, Inc. projects attendance to be 500,000 visitors a year after its fifth year in operation. It is likely that these visitors will desire other retail and personal services while in the area. In the search for services like restaurants and retail stores, visitors will invariably pass through or nearby the North End Transition Area since the only access to downtown is along Main Street.

5. A “streetcar” trolley traveling a loop from the End of The Oregon Trail Interpretive Center to Historic Downtown will help facilitate activity in the downtown.

This assumption considers the ability of a local trolley to move people from the End of The Oregon Trail Interpretive Center through the North End Transition Area to other attractions like Willamette Falls, the Historic Downtown, and the Clackamas County museum. The success of the trolley depends upon supporting land uses and a pedestrian friendly environment along its route. The trolley must have attractive stops that appeal to riders. Highly visible and safe stops also encourage tourist activity.

6. Incremental public capital improvements will facilitate further development in the area.

This assumption addresses the ability of public capital improvements to stimulate the real estate market in a particular area. The idea is that by spending money in an area it becomes more stable and attractive to investors. Urban renewal districts are created solely for the purpose of spurring private investment with capital improvement programs designed to increase land values. These programs have been used with great success in other areas.

7. The real estate market will become more active in the future, and create higher densities in the area.

This assumption relates to increased market activity in the North End Transition Area and the types of development this increased activity will generate. As capital improvement programs increase the property values in an area, greater returns on investment are available. The lure of these high returns can trigger the market for redevelopment. As more businesses move into the area, a “snowball” effect occurs where even more businesses and residential developments seek to move in and service existing firms.

8. Mixed land uses are the highest and best future uses of the North End Transition Area, and should be encouraged.

This assumption is related to the regional planning initiatives that call for reduced vehicle-miles-traveled (VMTs), and control of urban sprawl. Plans like the Metro 2040 Growth Concept call for high density mixed-uses in urban areas. To maintain its status as a Regional Center, and the benefits that designation provides (funding for transportation, planning, and development), Oregon City should promote this type of development in areas of downtown that are served by transit.

9. Pedestrian oriented development is important to future of the North End Transition Area.

As part of its Inter-Modal Surface Transportation Act (ISTEA), the federal government calls for a reduction in the total vehicle-miles-traveled by the year 2000. One of the ways to meet this requirement is to encourage pedestrian forms of transportation. Pedestrian traffic is conducive to street life in downtown, but development must be pedestrian friendly before increased pedestrian traffic can be expected.

These nine assumptions deal with issues like the real estate market, land uses, transportation, and the role of the local government in fostering redevelopment in the North End Transition Area. The assumptions illustrate the issues that are vital to the redevelopment process in the area. The assumptions were used to help define the goals of the redevelopment phases.

Assumptions

- 1. The North End Transition Area is critical to the future development of surrounding areas.*
- 2. The North End Transition Area is not currently developed to its fullest potential and there is room for future growth.*
- 3. Light rail will be extended from the Clackamas Town Center south to Oregon City.*
- 4. Tourist activity in the area will increase significantly with the opening of the End of The Oregon Trail Interpretive Center.*
- 5. A “streetcar” trolley traveling a loop from the End of The Oregon Trail Interpretive Center to Historic Downtown will help facilitate tourist activity in the downtown.*
- 6. Incremental public capital improvements will facilitate further development in the area.*
- 7. The real estate market will become more active in the future, and create higher densities in the area.*
- 8. Mixed land uses are the highest and best future uses of the North End Transition Area, and should be encouraged.*
- 9. Pedestrian oriented development is important to future of the North End Transition Area.*

Goals of Redevelopment

This section will present the redevelopment goals for the North End Transition Area's. These goals were developed through research into regional planning initiatives like the Region 2040 Growth Concept, and local planning initiatives like the Downtown Oregon City/North End Urban Renewal District Plan. The ten goals for the North End Transition Area are as follows:

Goal 1: Promoting higher densities in the North End Transition Area.

Higher land use densities in the area would assist land use planning efforts in the following ways: the accommodation of growth inside urban areas, the support of existing infrastructure and investment, and helping to maintain Oregon City's Regional Center status.

Goal 2: Strengthening the ties between the End of The Oregon Trail Interpretive Center, the Downtown, and the Willamette River.

The purpose here is to connect these areas and thus maximize the public investments already made like the Main Street Extension, Streetscapes, and the Downtown Trolley. This is a common goal shared with the Oregon City Downtown Plan and the Urban Renewal District Plan.

Goal 3: Capturing the waterfront to promote links to the Willamette River.

Access to the river is limited at best, despite the fact that the river and Willamette Falls led to the City's founding. The presence of a dramatic waterfront helps to distinguish Oregon City from other cities in the region. It also has a beneficial effect on land values. However, present access opportunities negate the benefits that the river has to offer.

Goal 4: Supporting the argument for construction of the Phase II Extension of the South-North light rail alignment.

Oregon City's designation as a Regional Center by Metro means that it must be served by various forms of transit. Current conditions dictate that Oregon City must compete for transit service with other areas in the region. Light rail should be encouraged to help Oregon City stay connected with the region and accommodate its share of the projected regional population increase. The City can gain a competitive edge in the argument for transit from the placement of higher densities along proposed light rail lines.

Goal 5: Assuring that the functions of local transportation infrastructure are not hampered by future development.

The I-205 interchanges and the Southern Pacific railway serve vital functions for commerce in Oregon City by moving goods and providing access. Businesses in the area would suffer if this transportation infrastructure were not present. It is important to retain the commercial functions of this infrastructure so as to retain the existing businesses in the area.

Goal 6: Minimizing traffic congestion in and around the North End Transition Area.

Based on its central location and the current street pattern, a large volume of traffic must pass through the North End Transition Area. Automobile congestion can present barriers to other vital modes of transportation like walking or cycling, and decrease regional air quality.

Goal 7: Encouraging tourist-related businesses in the North End Transition Area.

Oregon City has made a significant investment in the End of The Oregon Trail Interpretive Center, and attendance is projected to be quite high. In order to support this investment, as well as that in Historic Downtown, there must be complimentary development designed to serve visitors around the area.

Goal 8: Strengthening Oregon City's role as the center of government for Clackamas County.

Oregon City has historically been the County Seat of Clackamas County, and as such, the governmental infrastructure is already in place. Government workers in the area contribute to the sales volume of local businesses.

Goal 9: Promoting complimentary mixed land uses like commercial and multi-family residential in the North End Transition Area.

Promoting mixed-use would help foster a transit oriented, pedestrian friendly environment in the North End Transition Area. This type of environment is critical to the success of light rail in the area as well as to the promotion of a tourist environment. More intensive mixed-use development can also help to reduce congestion and crime by attracting more pedestrians and increasing street life in the area.

Goal 10: Facilitating the creation of a dialogue about the future of the North End Transition Area, and its role in Oregon City.

Based on its current level of build-out and the upcoming improvements to surrounding areas, the North End Transition Area will be facing pressure for redevelopment in the near future. Oregon City can ensure that the future is reflective of the desires and needs of the community by working together and developing a dialogue with all stakeholders.

These ten goals represent ways in which the North End Transition Area can be redeveloped in a manner that supports surrounding attractions and land uses. These goals were used as the foundation for the components contained within the redevelopment plans. They were also used in the formulation of criteria to evaluate the effectiveness of the proposed development phases.

Chapter 12

Evaluation Criteria



Dr. John McLoughlin, founder of Oregon City. Statue is located on the State Capitol grounds in Salem.

There are eight basic criteria that were used to evaluate the feasibility and potential success of the components in the redevelopment plan. The criteria were selected based on their relationship to the redevelopment goals. The criteria used for the evaluation of the redevelopment plan are as follows:

- *Consistency with other planning initiatives in the area and region*
- *Supports phase development initiatives*
- *Promotes higher densities*
- *Fosters a pedestrian environment*
- *Supports a variety of transportation modes*
- *Encourages community ownership*
- *Promotes redevelopment*
- *Cultivates mixed use development*

These criteria will be applied and addressed after the discussion of the redevelopment phases and their components.

Table 4.1: Goals and Criteria

Goals:

Criteria:

Promoting higher densities in the North End Transition Area

Consistency with other planning initiatives in the area and region

Strengthening the ties between the End of the Oregon Trail Interpretive Center, the Downtown, and the Willamette River.

Supports phase development initiatives

Capturing the waterfront to promote links to the Willamette River

Promotes higher densities

Supporting the argument for construction of the Phase II Extension of the South-North light rail alignment

Fosters a pedestrian environment

Assuring that the functions of local transportation infrastructure are not hampered by future development

Supports a variety of transportation modes

Minimizing traffic congestion in and around the North End Transition Area

Encourages community ownership

Encouraging tourist-related businesses in the North End Transition Area

Promotes redevelopment

Strengthening Oregon City's role as the center of government for Clackamas County

Cultivates mixed-use development

Promoting complimentary mixed land uses like commercial and multi-family residential in the North End Transition Area

Facilitate the creation of a dialogue about the future of the North End Transition Area, and its role in Oregon City as a whole

Phase 1: The Interim

Now that the assumptions have been explained, the goals for redevelopment have been outlined, and the evaluation criteria have been specified, the actual components of the redevelopment phases can be described. Again, there are two phases included within the plan: the interim (before light rail arrives), which has a 15-year horizon; and the long term, or after light rail arrives around the year 2010.

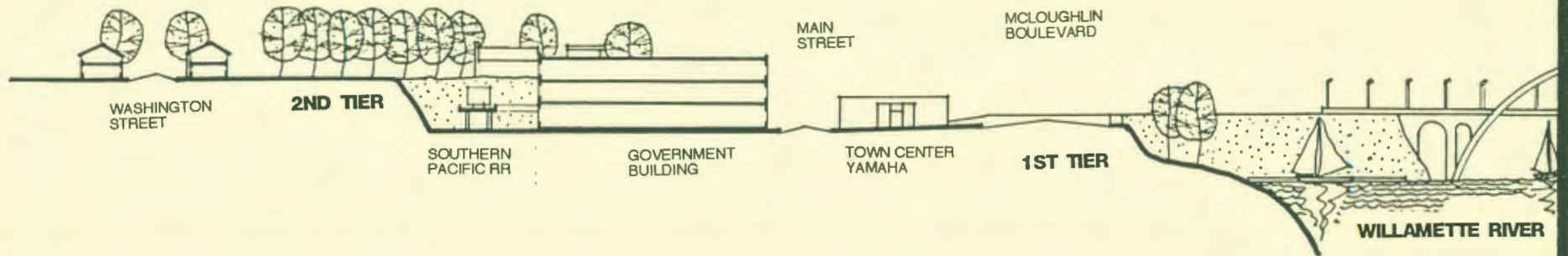
The discussion of each phase will include a brief overview of the guiding principles involved, a summary of the redevelopment components, and an evaluation of the phase based on the criteria mentioned above.

Phase I: The interim

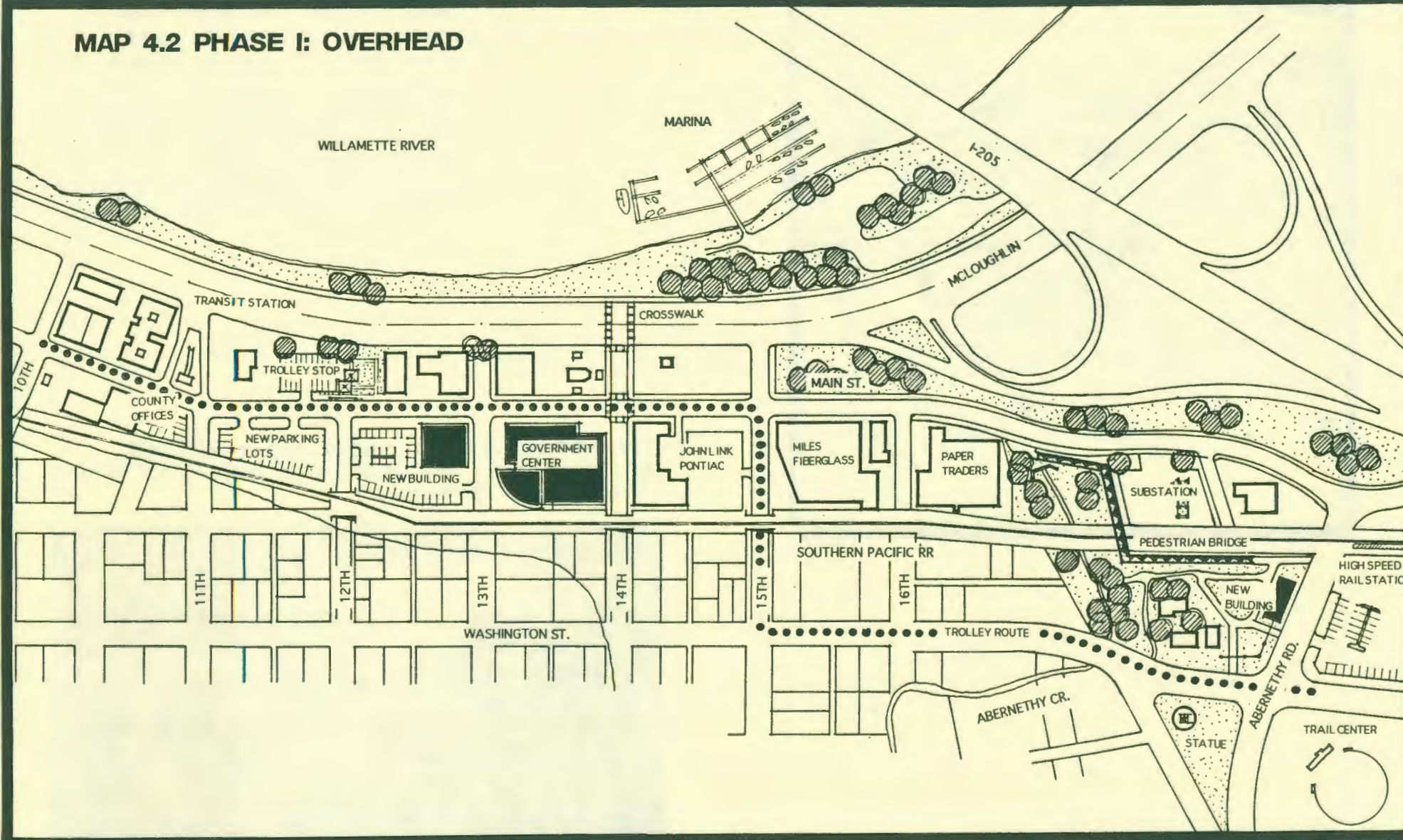
The interim phase of the North End Transition Area redevelopment scheme is designed to improve market conditions through small incremental public capital improvement projects combined with more responsive regulations. The goal of this phase is to increase land values in the North End Transition Area and pave the way for higher densities in the future. The phase also focuses on the connection to the End of The Oregon Trail Interpretive Center area. There are eight guiding principles for the interim phase of the plan, which are described on the following page:

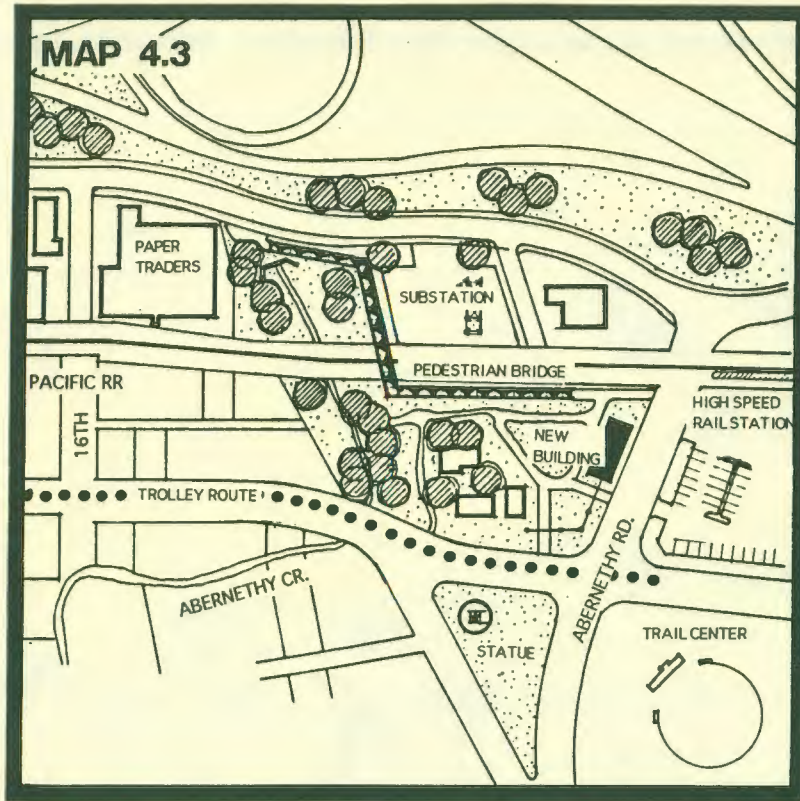
1. Create and maintain a gateway from the End of The Oregon Trail Interpretive Center into the downtown in an attempt to better link the two areas and encourage more intensive use of the downtown by End of The Oregon Trail Interpretive Center visitors.
2. Increase the viability of transit in the area by siting a temporary high-speed rail stop near the End of The Oregon Trail Interpretive Center.
3. Establish recreational open space around Abernethy Creek to enhance active use by pedestrians and beautify the area.
4. Accommodate existing industrial uses while enhancing market conditions in order to increase the demand for downtown real estate.
5. Place a 70,000 square foot Clackamas County government center in the area to attract retail, office, and service establishments while maintaining Oregon City's role of the center of County government.
6. Turn the focus of the buildings along Main Street inward to reduce auto-dependency and mitigate the negative impacts of McLoughlin and the Southern Pacific Railroad in favor of a more pedestrian friendly environment.
7. Provide more local surface parking to help support the transit center and free-up street parking spaces for downtown customers.
8. Assure that land use regulations in the area to establish a holding pattern that prevents changes that are not in support of the Phase II redevelopment goals.

MAP 4.1 PHASE I: LOOKING SOUTH FROM 14TH STREET



MAP 4.2 PHASE I: OVERHEAD





To support the gateway concept, the realignment of Abernethy Road to the Main Street Extension is proposed as a way to accommodate increased automobile traffic resulting from tourist activity. The realignment of Abernethy Road calls for an at grade crossing. Southern Pacific Railway will only allow another grade crossing if the one at 17th is closed.

A pedestrian bridge located in Salem on the Willamette University Campus. This bridge crosses both 12th Street and the Southern Pacific Rail line.

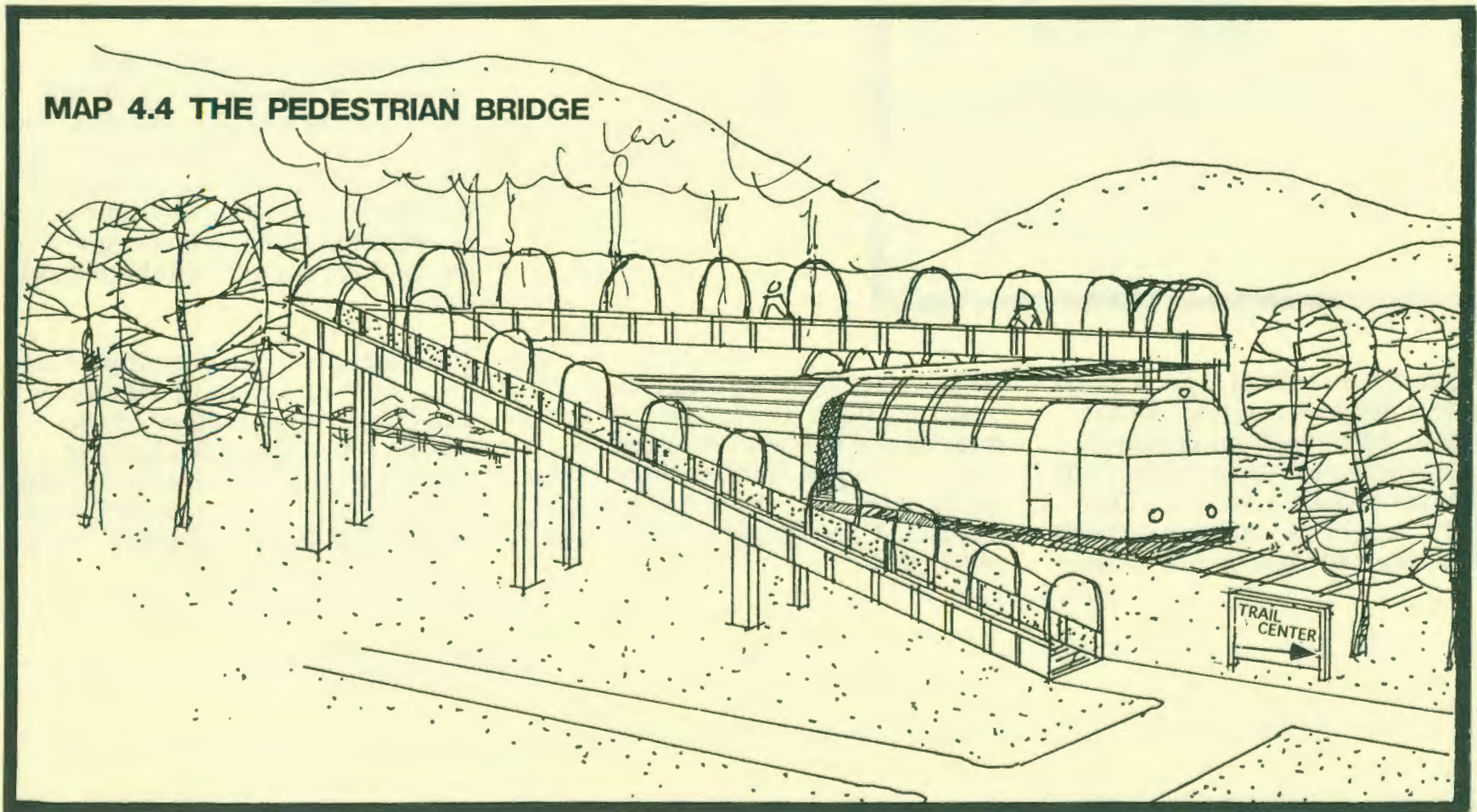


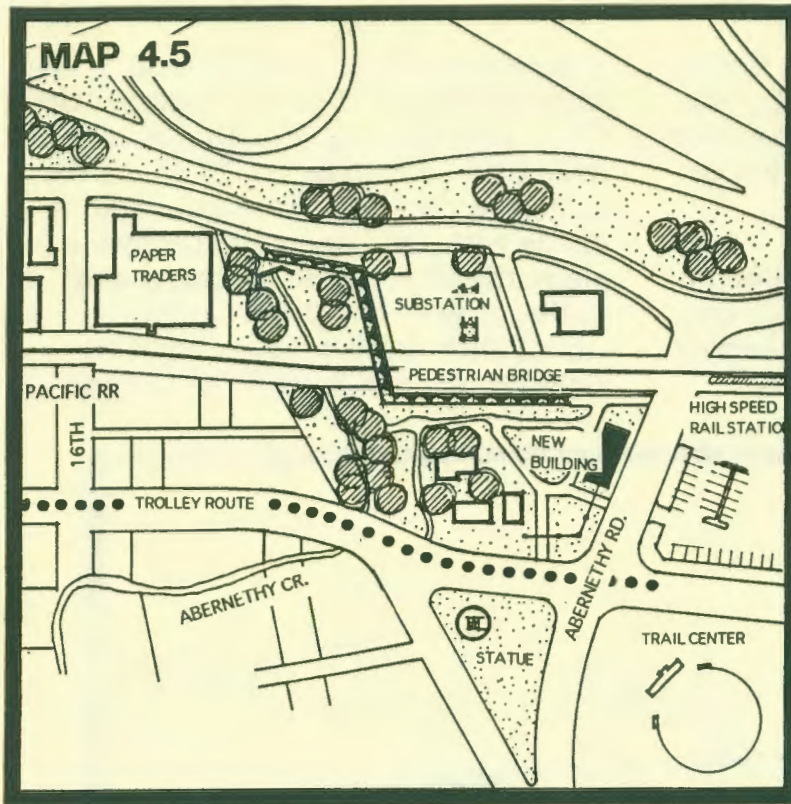
Another element in the gateway concept is the siting of a High Speed Rail stop near the End of The Oregon Trail Interpretive Center. The station is located across the Abernethy re-alignment just north of the entrance to the pedestrian bridge and the gateway area. It is flanked by a Park-N-Ride that can help handle the parking overflow from the End of

The Oregon Trail Interpretive Center. In this location, the depot has good highway access and can allow visitors to travel around the region without driving.

The plan calls for the installation of pedestrian bridge similar to the one connecting the Willamette University campus in Salem. The proposed

pedestrian bridge would be constructed over part of the closed 17th Street right-of-way. Another pedestrian bridge in Oregon City spans the railway to link the second tier Promenade with the Canemah Boardwalk along the river at the southern end of downtown. The proposed bridge would allow for safe crossing of the railway near the End of The Oregon





Trail Interpretive Center. There must be 26 feet between the rail and the bottom of the pedestrian bridge to allow trains to pass underneath. This requirement would give the bridge sufficient height to allow pedestrians an unobstructed view of downtown.

Based on its visibility and location near the End of The Oregon Trail Interpretive Center, the bridge is designed to pull tourists through the gateway between the downtown and the End of The Oregon Trail Interpretive Center.

The entrances to the pedestrian bridge are flanked on both sides by open space. This open space surrounding Abernethy Creek acts as the heart of the gateway concept. This natural feature can be used with the existing rail trestle and the adjoining Kruger lumber historic site to create a park that acknowledges the significant role of rail and lumber in the development of Oregon City and the Northwest.

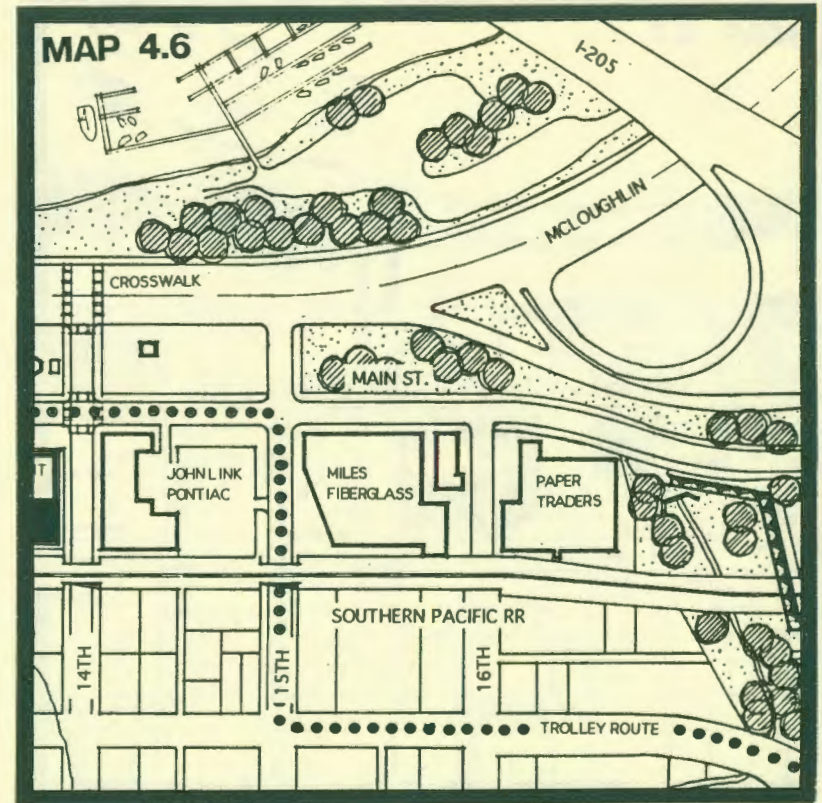
The existing Washington Street bridge over Abernethy Creek will exceed its life span in 10 years. The plan calls for its replacement with a wider bridge and a realignment of Washington Street to facilitate access between the End of The Oregon Trail Interpretive Center and the second tier.

Associated with the Washington and Abernethy realignments, the plan also calls for the removal of the Oregon City Auction Building in favor of a pocket park with a statue. The statue acts as the eastern flank of the gateway and promotes Oregon City's historical significance.

The dotted line shows the proposed streetcar trolley route from the End of The Oregon Trail Interpretive Center into downtown. The trolley is designed to shuttle county office workers and visitors from the End of The Oregon Trail Interpretive Center area to downtown and back. The plan proposes the widening of the existing roadway along 15th Street to accommodate increased traffic into downtown.

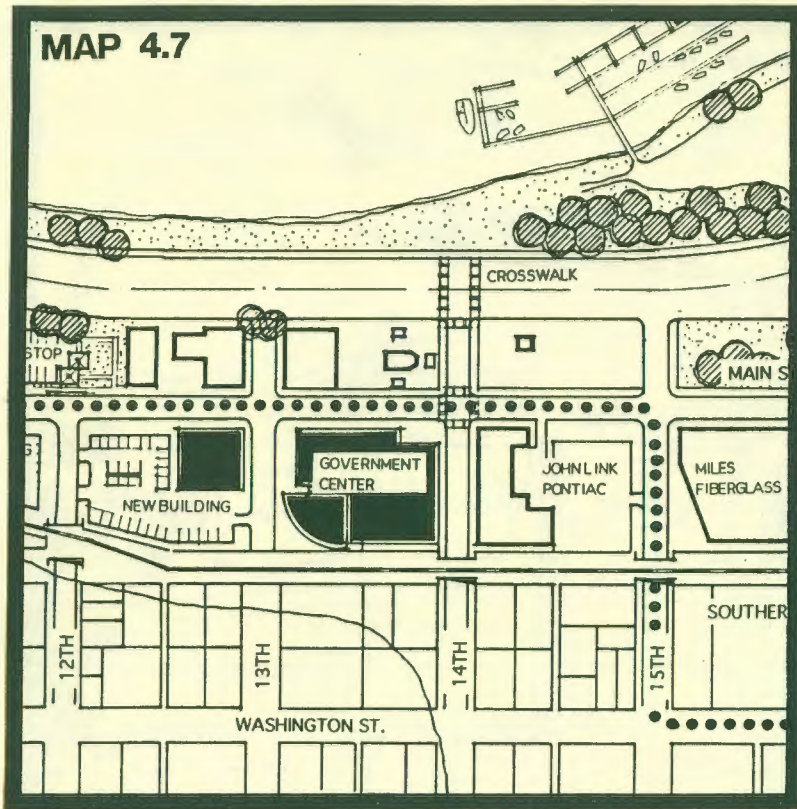
As part of the public capital improvement program, the plan proposes the purchase of the parcel closest to the Interstate 205-McLoughlin interchange from John Link Pontiac. The plan calls for redevelopment of the car lot into a park with a tree buffer. This park would act as the western flank of the gateway, as well as a visual and noise buffer from highway traffic.

The plan calls for the retention of the existing business lining Main Street from Abernethy Creek to 14th Street. These are vital businesses that contribute to commercial and industrial activity in Oregon City, and should not be adversely effected by Phase I redevelopment schemes.



To help promote a pedestrian friendly environment and access to the Willamette River, the plan proposes oversized pedestrian crosswalks along 14th Street at both Main Street and McLoughlin intersections. There is no access to the riverbank

sidewalk for at least 1,000 feet in either direction, and a stoplight currently exists at the McLoughlin interchange. The concrete median lining the riverbank sidewalk will have to be removed at this intersection to accommodate these crosswalks.



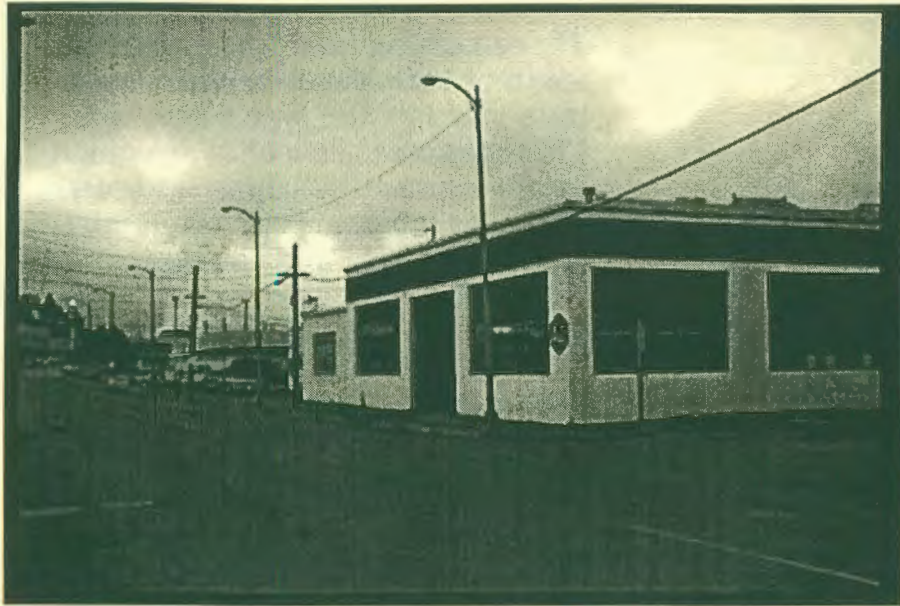
Between 13th and 14th Streets, the plan calls for the construction of a three-story 70,000 square foot government building for Clackamas County. This building would help relieve some of the existing pressure for more governmental office space.

By locating the structure here, the offices would be in close proximity to the other governmental structures downtown. Governmental offices increase the need for retail and personal service establishments, and pull professional offices into the

area. This structure can be built in such a way as to allow its transformation into retail and private office space if future rents in the Transition Area increase to a level that forces government uses out.

The plan calls for the closure of approximately 50 feet of 13th Street, and the removal of access to McLoughlin. The purpose here is to restrict Main Street auto crossings to where they can be effectively managed.

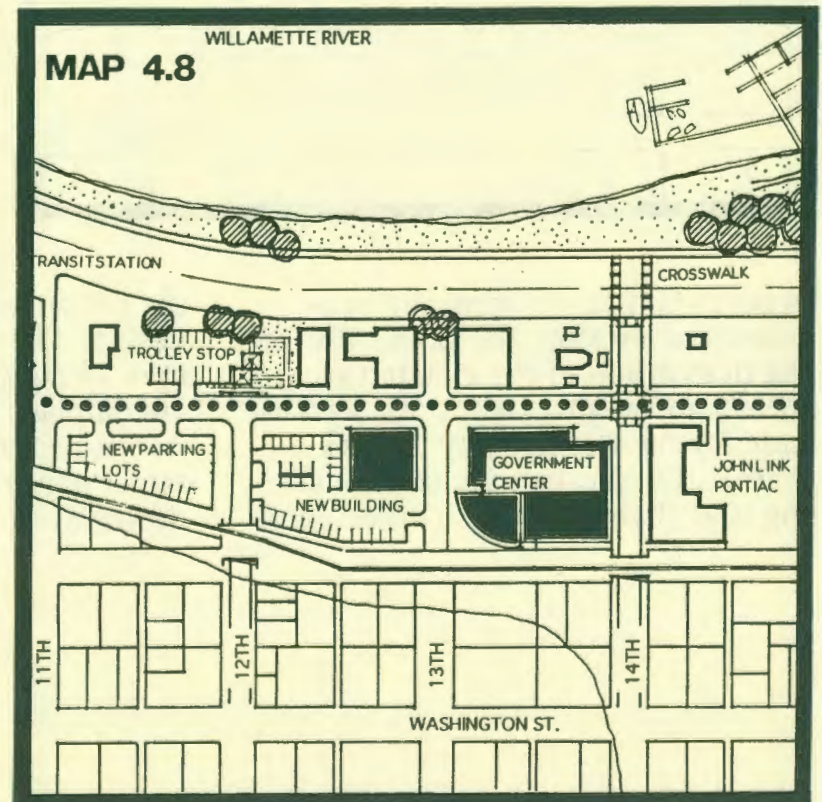
The adjacent AG Machine Shop Building is currently vacant, but could be redeveloped to support the pedestrian environment by reorienting it towards Main Street. This structure lends itself well to redevelopment as a retail craftsman's market with individual stalls, like the 5th Street Market in Eugene.

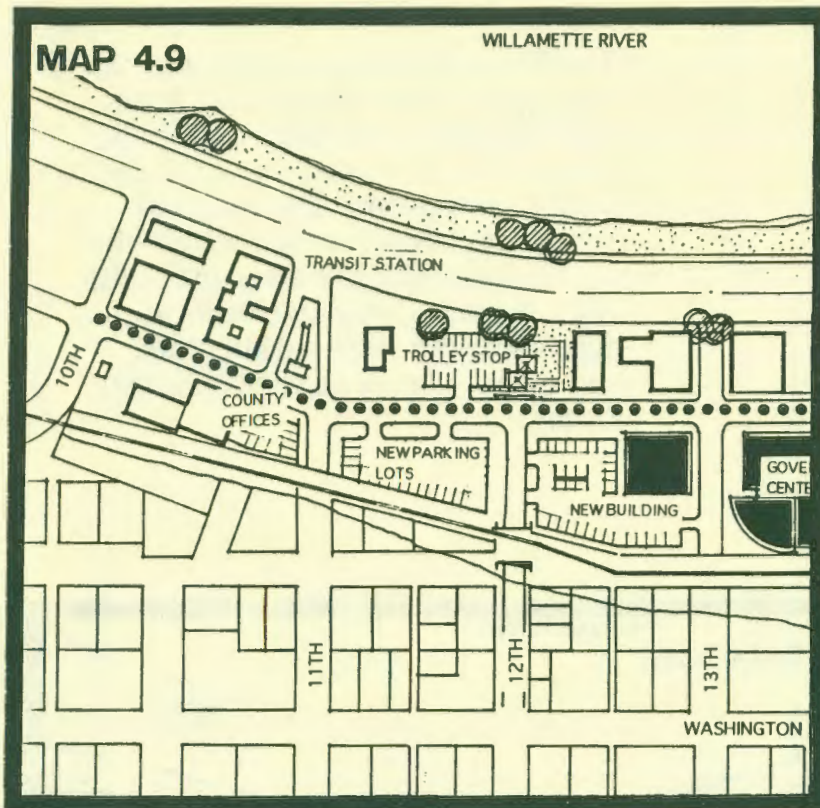


The Vacant AG Machine Shop could easily be renovated to serve as a market place.

The Oregon City Downtown Parking Plan calls for the acquisition of a large vacant parcel across Main Street from the AG Building and a condemned building one block south. The Parking Plan calls for the redevelopment of these lots into city parking lots. These lots can serve as an overflow parking for the End of The Oregon Trail Interpretive Center, and provide parking for the proposed municipal complex.

The Phase I concept closes the existing right-of-way along 12th Street between Main and McLoughlin in favor of an extended city parking lot and a trolley stop. The road currently has no access to McLoughlin and is flanked by two vacant buildings. A trolley stop in this location places people near parking lots, municipal uses, and the transit station.





Across Main Street from the proposed trolley stop, the plan calls for the demolition of the existing structures and the placement of a Park-N-Ride for the Oregon City Transit Station. Currently, only street parking is available to transit riders, and

the proposed City parking lots are designed to serve government buildings. In addition, this lot could provide a place for employees in the downtown to park so as to free up street parking for customers in the downtown.

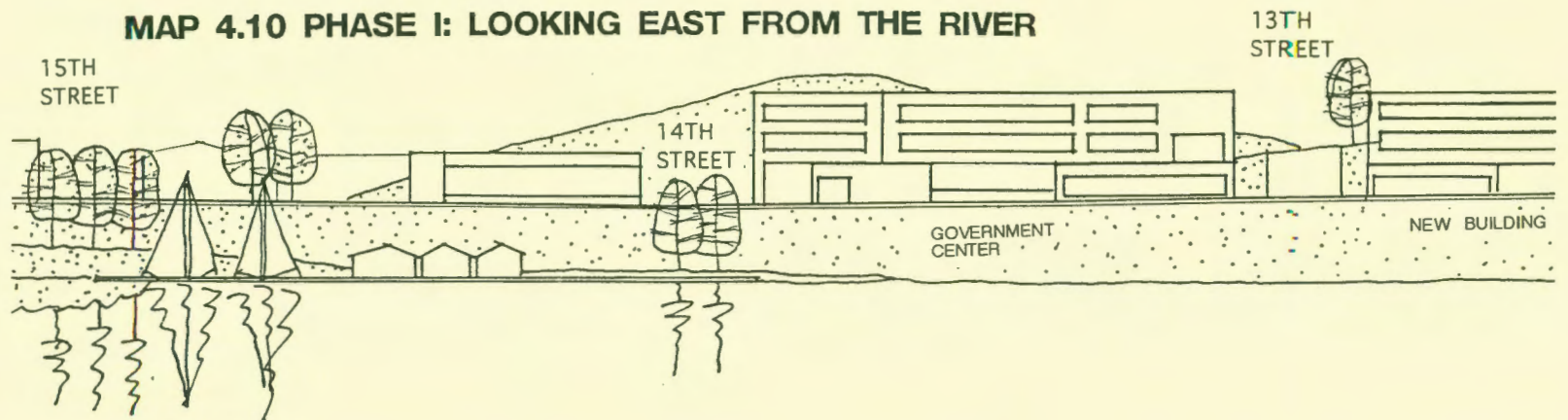
The remaining land and structures south of 11th Street would remain untouched by the Phase I concept. These areas are currently occupied by government buildings and retail establishments that are economically vital to this area and the downtown.

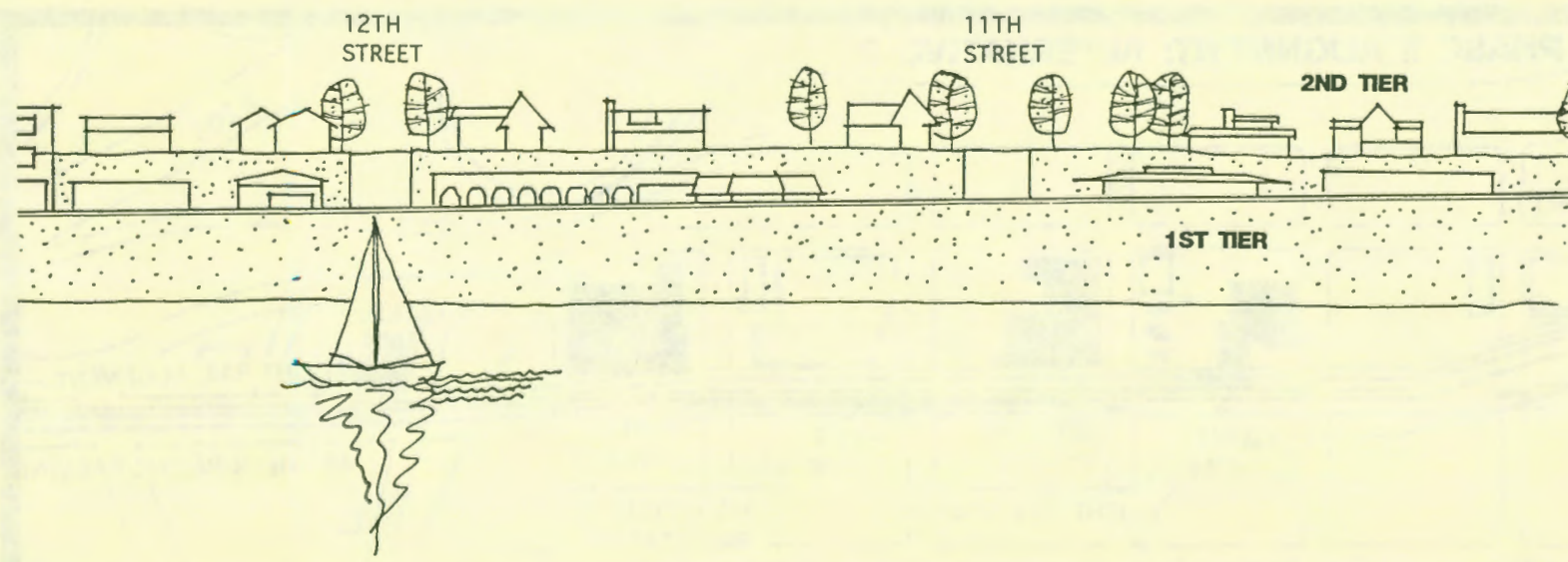
Phase I does not call for serious building removal except in two blocks along the railway. Uses along the half blocks bordering McLoughlin Boulevard remain largely unaffected since Phase II calls for major restructuring of these blocks. The primary purposes of Phase I are: establish a stronger link between the North End Transition Area and the End of The Oregon Trail Interpretive Center, locate a government center, increase the available parking, and create a more pedestrian friendly environment. However, there are also some other smaller-scale capital improvements that can be made to improve market conditions in the area. For a more in depth description of these improvements, see Chart 3.2.

Redevelopment of the North End Transition Area will not be successful despite any number of capital improvements if regulations are not conducive for development. Regulations must speak to the ultimate development pattern called for in Phase II. This requires that the City establish a holding pattern in the area in order to prevent the construction of buildings that would hinder the progress of the Phase II redevelopment concepts.

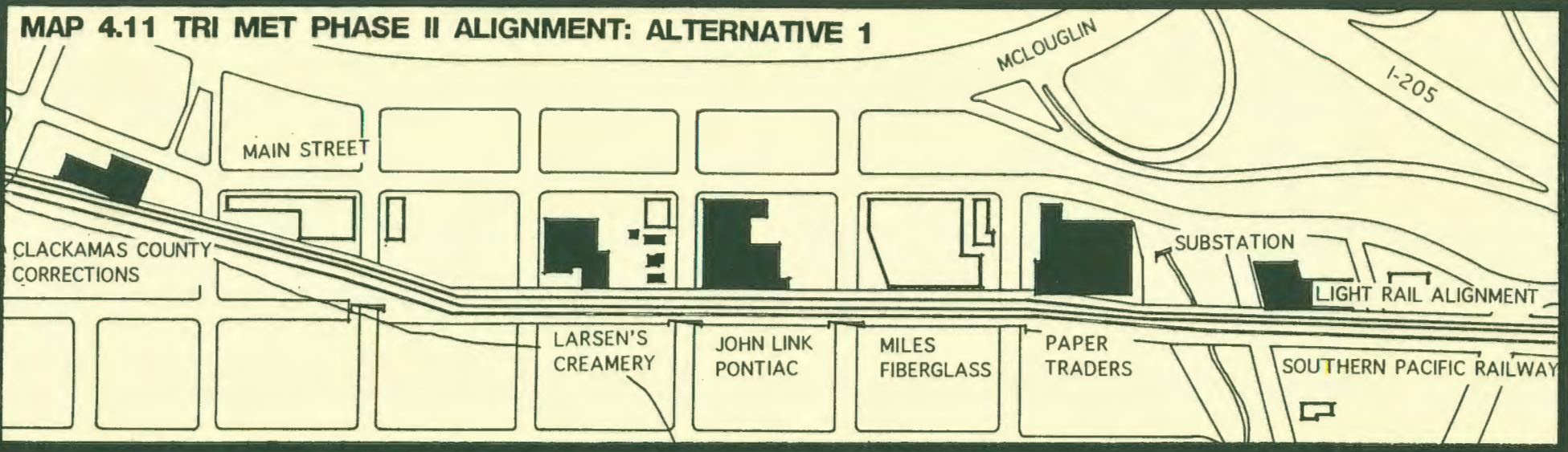
The critical issue to success in the interim is the combined effects of regulation, incentives, and capital improvements. Regulations should be designed to support the existing investment in the Transition Area. Incentives for higher densities and pedestrian friendly uses should be developed. Capital improvements designed to increase property values in the area. Phase I proposes no grand designs, just slow incremental improvement in conjunction with proper regulation. The phase is also designed to prepare the area for higher densities in the future.

Map 4.10 Phase I, looking east from the river, is a conceptual elevation of the land use changes offered in the Phase One redevelopment concept. The map shows the new 70,000 square foot Clackamas County office building between 13th Street and 14th Street. Beside the proposed government center the elevation shows a new building on the corner of 13th Street and Main Street. These two buildings are three stories tall but do not block views of the river from the second tier based on the curvature of the bluff nearby. A large majority of the other existing buildings remain during Phase I.



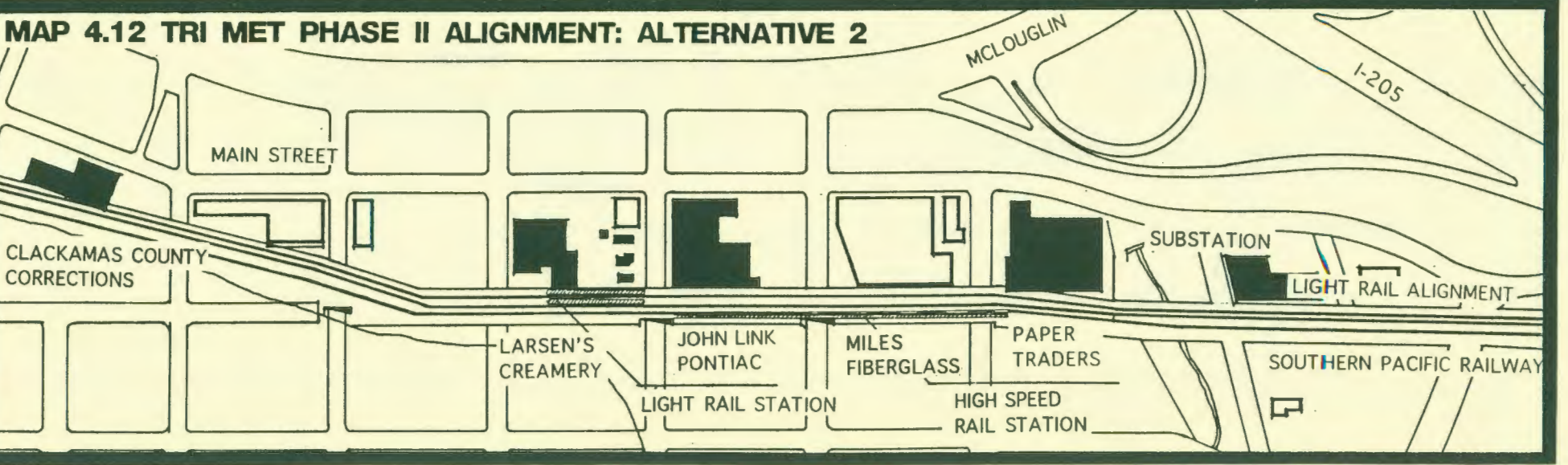


MAP 4.11 TRI MET PHASE II ALIGNMENT: ALTERNATIVE 1



These maps are recreations of Tri-Met's recommendations for both alignment alternatives. The greatest impact of light rail on the North End Transition Area is the removal of existing structures (shown in black). While neither alignment shows the removal of the Miles Molded Fiberglass building between 15th and 16th Streets, the Phase II concept calls for its removal to open the land up for redevelopment.

MAP 4.12 TRI MET PHASE II ALIGNMENT: ALTERNATIVE 2



Phase II: After light rail

Phase II is projected to commence after light rail has been extended to downtown Oregon City through the North End Transition Area, sometime around the year 2010. This phase continues earlier efforts and maintains the investments made in Phase I.

Since the primary factor involved with this phase is the installation of light rail, some attention should be given to its effects on the North End Transition Area. Feasibility studies completed for Tri-Met illustrate two alternatives for light rail alignment in Oregon City. Both alternatives have the same general alignment through the North End Transition Area, essentially following the existing Southern Pacific Railway.

The topography of the North End Transition Area requires that a significant amount of land be dedicated to the light rail line. To remain at the same grade as the Southern Pacific line, the light rail line will have to cross Abernethy Creek approximately 25 feet above the stream bed. The light rail alignment will have to be constructed above grade from the creek southward to 10th Street. The

land needed for this type of infrastructure is currently occupied by structures. If light rail is extended to Oregon City, these structures will have to be removed. The light rail

line itself will require a right-of-way width of 50 feet from the Southern Pacific centerline around 16th Street to a 32-foot width around 10th Street.



The arrival of light rail to Oregon City will radically change the landscape within the North End Transition Area.

Phase II is designed to allow for more massive capital improvements to the area in order to keep market momentum going. This phase is also designed to introduce higher densities and more mixed-uses into the North End Transition Area. There are eight guiding principles for Phase II of the redevelopment plan:

1. Facilitate the extension of light rail to the downtown to link Oregon City with the rest of the region and promote development at higher densities in the North End Transition Area.

2. Accommodate the light rail line, and capitalize on the resulting opportunity to redevelop sites with higher density mixed-use structures.

3. Support multi-modal transportation and surrounding land uses with the installation of a light rail transit station and an adjoining park-n-ride lot.

4. Gain access to the river and increase the supply of buildable land along the Willamette water front by creating a structural lid over McLoughlin

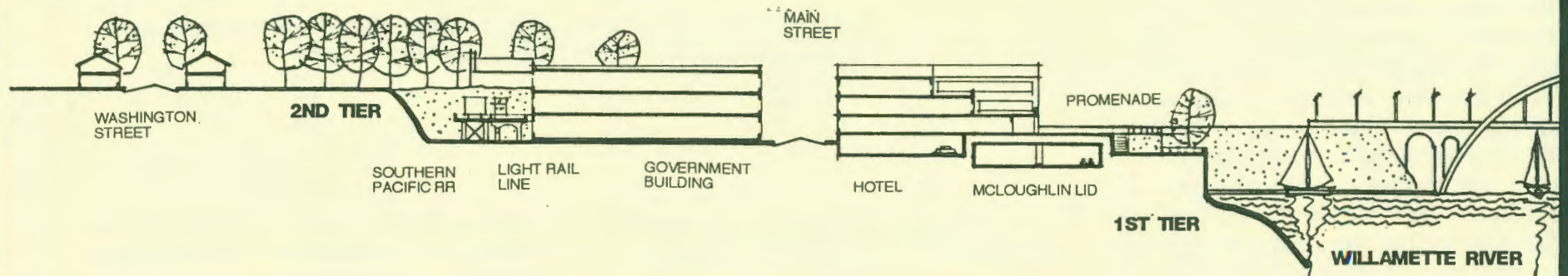
5. Redirect local traffic towards improved intersections as to preserve access to the riverfront promenade through the closure of three cross streets in the area.

6. Encourage a mix of land uses, like commercial, offices, and multi-family residential, in the North End Transition Area to minimize traffic congestion and crime.

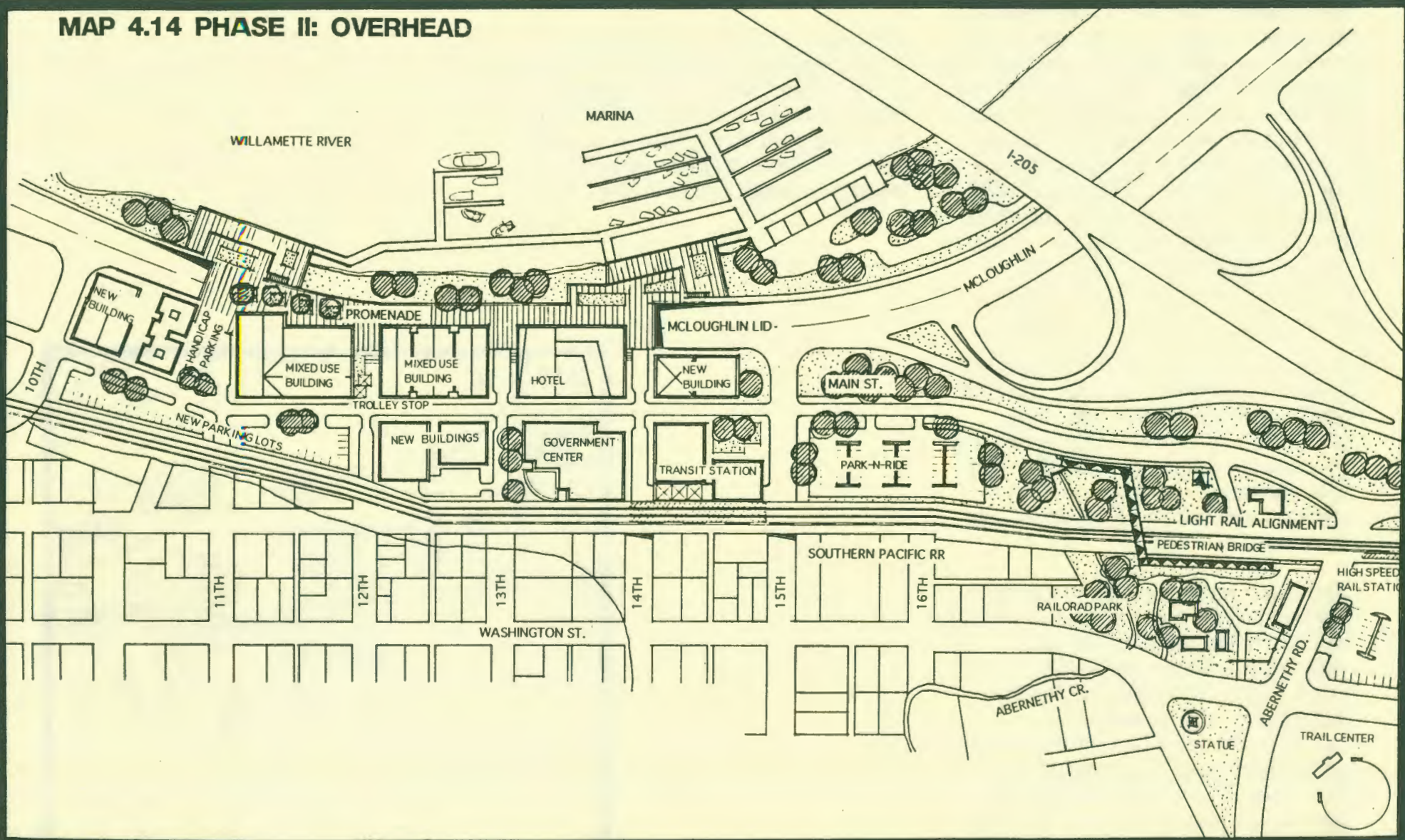
7. Promote existing and future parcel assembly/acquisition policies in an attempt to cultivate public-private partnerships in downtown development ventures.

8. Support and further the goals and plan components set forth in the Phase I section of the redevelopment plan so as to assure continuity between multiple improvement projects.

MAP 4.13 PHASE II: LOOKING SOUTH FROM 14TH STREET



MAP 4.14 PHASE II: OVERHEAD



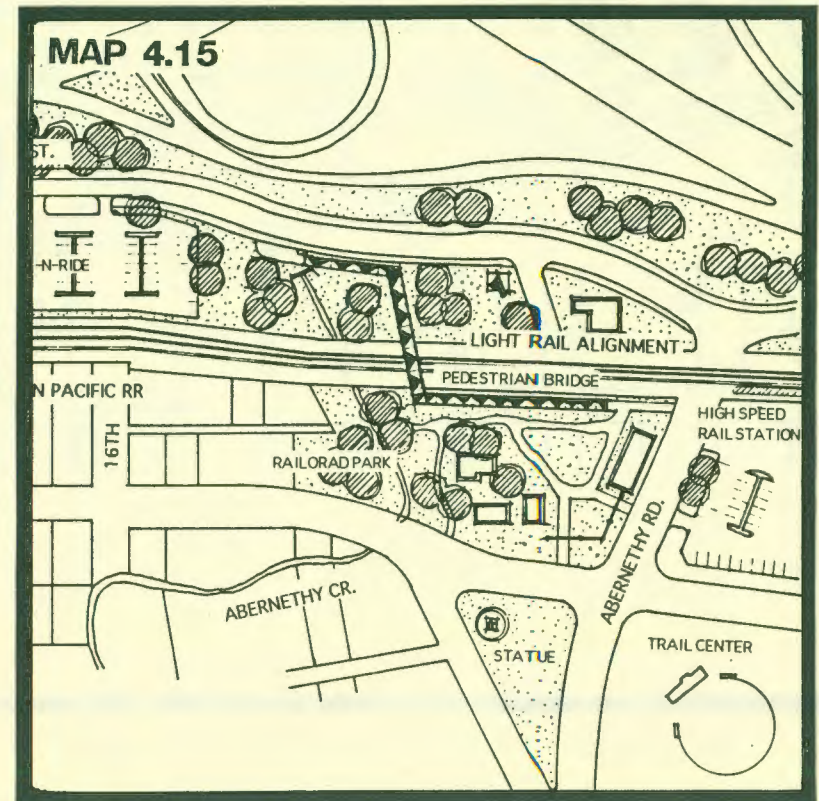
The plans and goals in Phase II are considerably more extensive than those found in Phase I. This phase is designed to deal with the pressures exerted by light rail's arrival, and the associated market pressures that will follow. It is also a chance for Oregon City to take advantage of a strong real estate market and issue bonds for capital improvements that will allow pedestrian access to the river like the lid over McLoughlin. There is also an opportunity to increase the supply of buildable land and tax base.

In terms of the Phase II concept, the gateway established during the first phase remains intact. The High Speed Rail station is still present with its associated Park-N-Ride. The commercial structures and the depot situated around the park are shown to remain as well.

There are more significant changes across the railroad tracks. The light rail extension calls for 50 feet of right-of-way along the existing Southern Pacific rail near the PGE substation. As a result of the substation's need for a subterranean grounding plate that extends into this right-of-way, the facility will have to be relocated. Railroad Park

can then be expanded to take the land vacated by the substation.

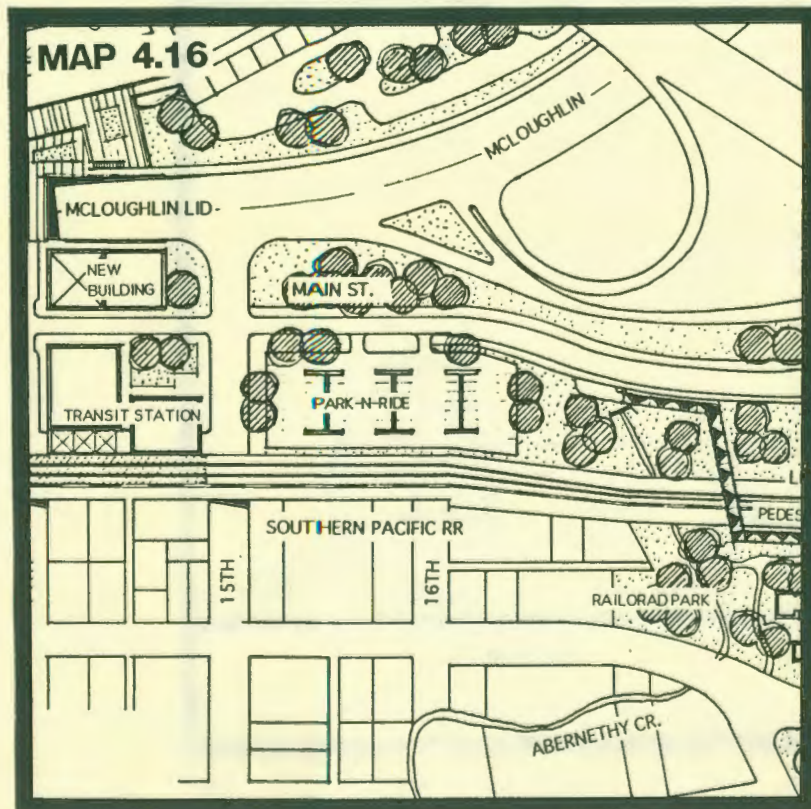
The plan calls for the placement of some public art related to the significance of the railroad to Oregon City just south of the former substation site. The pedestrian bridge remains intact to serve its purpose of pulling people through the gateway.



The widening of the Abernethy Creek Bridge on Washington Street and the softening of the curve on Washington Street south of the creek will shift the right-of-way into the Kruger lumber store. The plans call for the partial demolition of the building to accommodate this roadway realignment. The vacated land can also be transferred into the adjacent park.

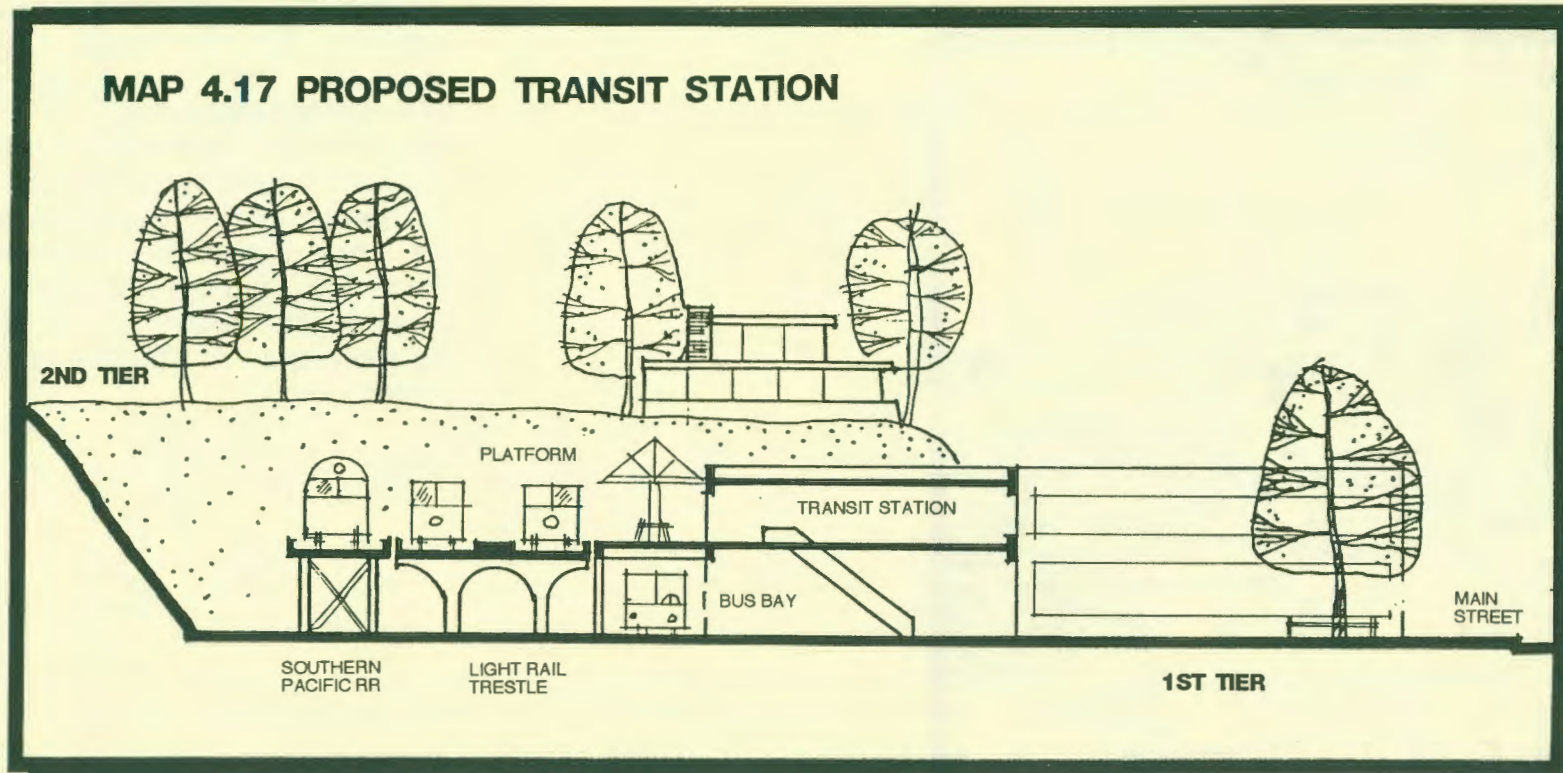
In addition to the removal of the substation, the Pacific Paper Traders building near Abernethy Creek and Main Street will also have to be demolished to make room for the light rail track. The plan calls for the extension of Railroad Park and the placement of a Park-N-Ride with additional capacity to serve Railroad Park and support the pedestrian bridge to the End of The Oregon Trail Interpretive Center.

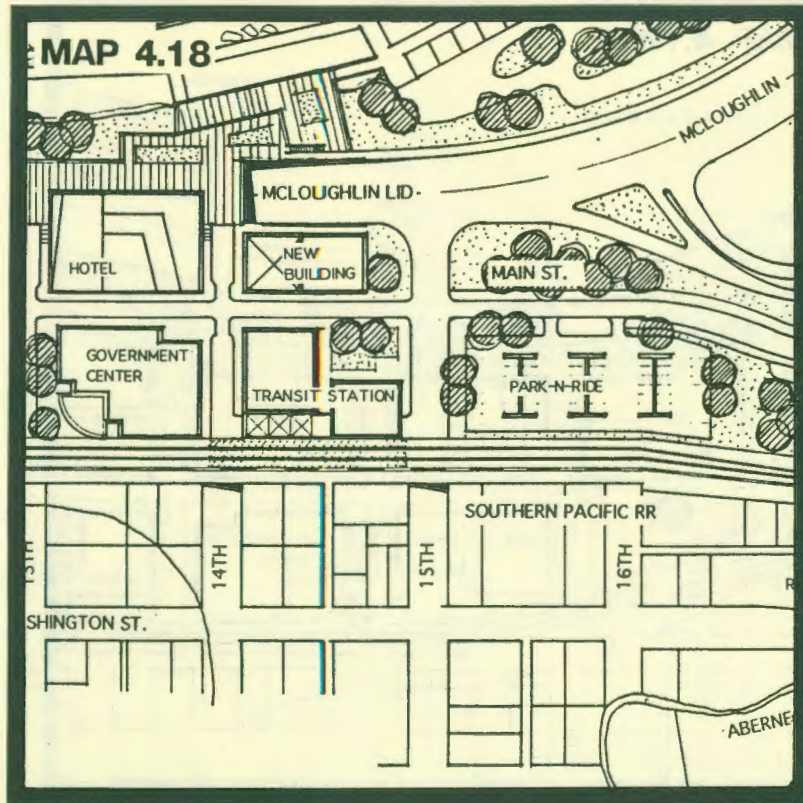
Although neither of the proposed Tri-Met alignments call for the removal of the Miles Molded Fiberglass building, it has been removed under this phase to make way for a Park-N-Ride lot. This Park-N-Ride is designed to serve the proposed transit station located to the south between 14th and 15th Streets. The construction of this Park-N-Ride will also require the closure of 16th street between the rail line and Main Street.



The plan calls continued use of the trolley to shuttle visitors and office workers from the End of The Oregon Trail Interpretive Center to the downtown and back. The trolley route developed in Phase I is still shown to travel down 15th Street on its way to Main Street. The widening of 15th Street in Phase I will enable it to handle the increased traffic in the area created by more street closures to the south.

The plan calls for the placement of a transit station on the John Link site between 14th and 15th Streets. The platforms would have to be elevated to match the grade of the track, making room for bus bays underneath. This new facility would remove the need for the existing Oregon City Transit Station on 11th Street to the south.

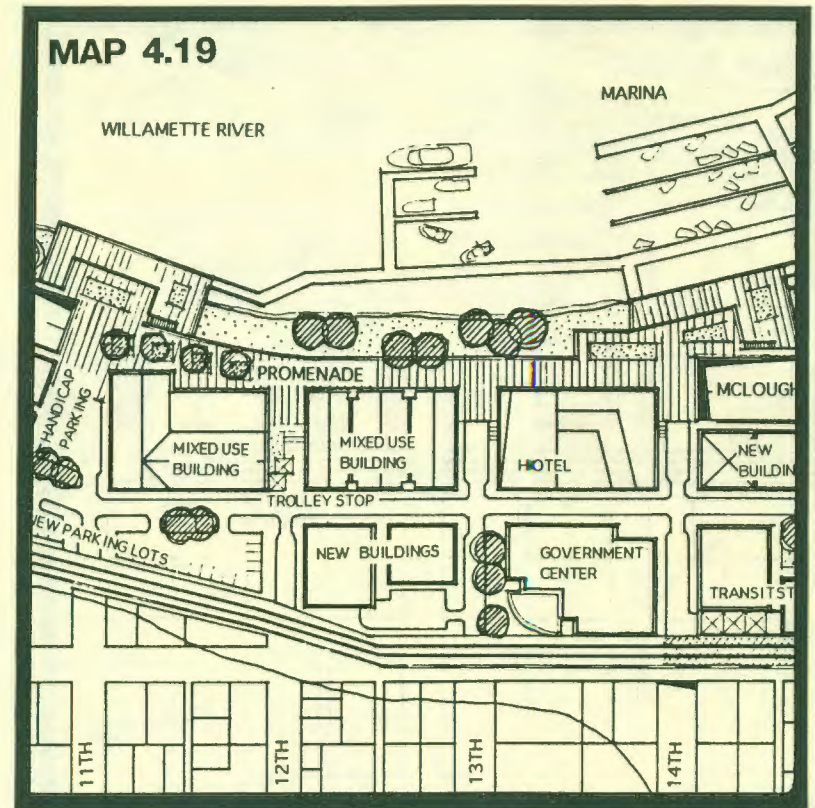




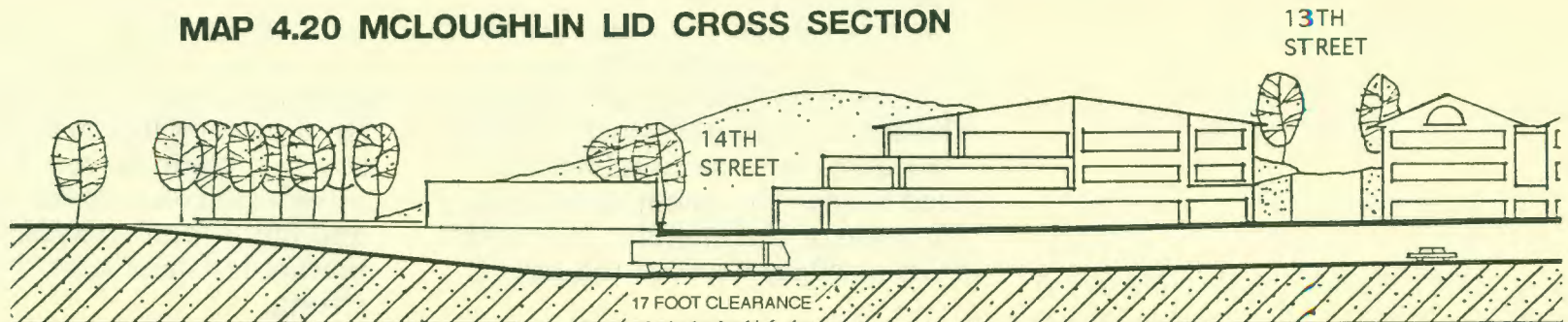
Flanking the proposed transit station, two smaller buildings are shown which could accommodate ground level retail with office space above. The structure on the block between Main Street and McLoughlin will need special treatment to mitigate the noise of McLoughlin, but would have excellent views of the river.

The governmental center constructed in Phase I remains in Phase II. It is now located across the street from a transit station and one block from parking lots to the north and south. It could be converted to mixed-use commercial, office space, and multi-family residential if the market for these uses in the area is strong.

Across Main street from the governmental center, there are major changes proposed for the blocks between Main Street and McLoughlin. In order to improve access to the river and take advantage of the views offered, a massive public improvement scheme is offered. This scheme will lower the grade of McLoughlin, and place a structural lid over the sunken roadway. This lid can be thought of as a very wide bridge upon which structures are built. The plan calls for this



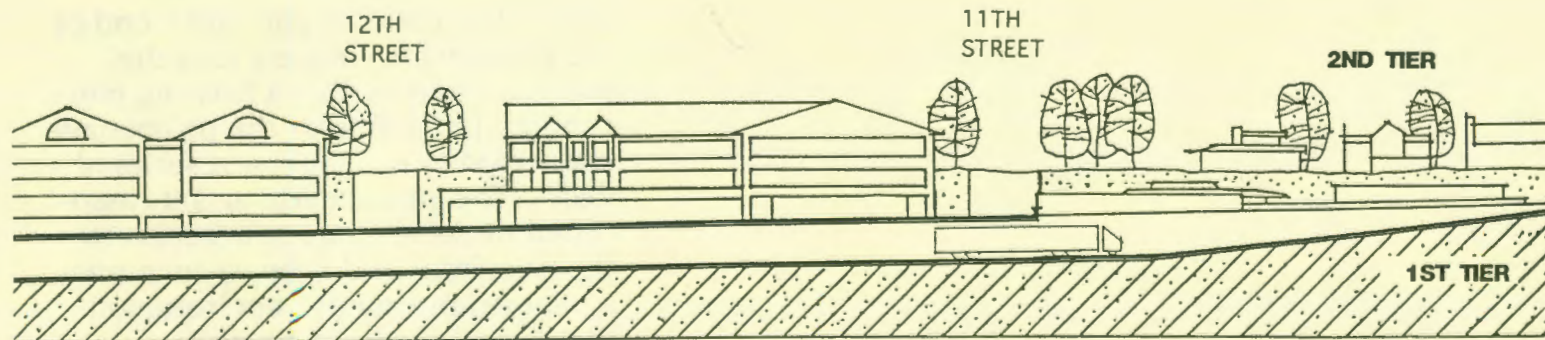
MAP 4.20 MCLOUGHLIN LID CROSS SECTION



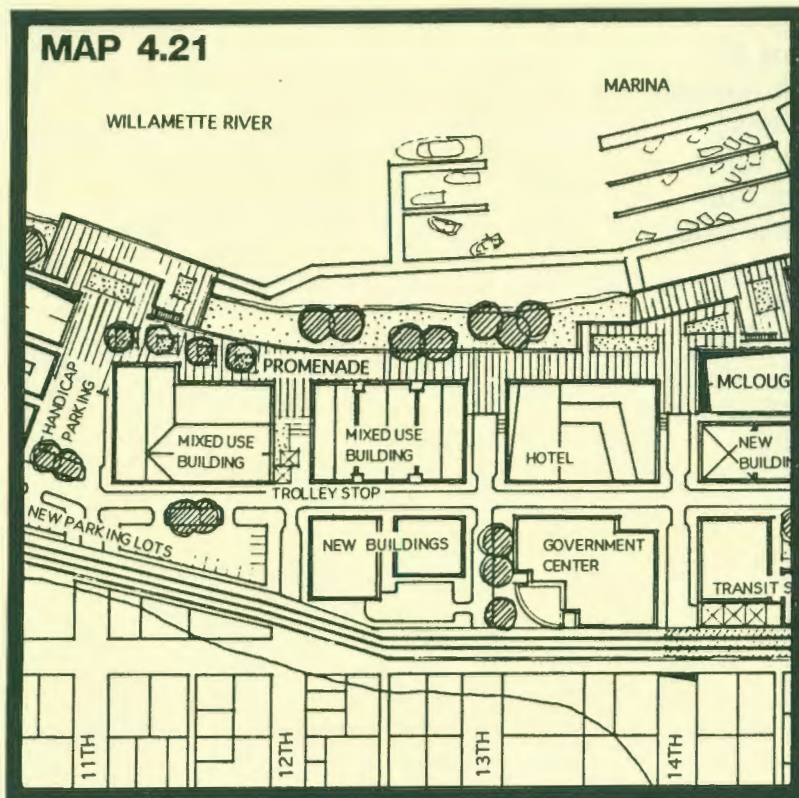
lid to extend from just north of the former 14th Street intersection southwards to beyond the former 11th Street intersection. This strategy increases three of the half block's land area by 1/3, and allows for a fifty-foot-wide promenade along the river.

Beneath the lid is the McLoughlin right-of-way. The plan calls for the sinking of McLoughlin ten feet, with the bottom of the lid constructed seven feet above the original street

grade. This gives a clearance of 17 feet. To deal with possible ventilation problems, open structural arches have been proposed along the river-side of the roadway. The plans call for a variegated wall on the east side of the lid to help disperse vehicle noise. The proposed grading of McLoughlin will produce a 5% slope through the tunnel. There is a stop-light located at either intersection before the lid, so traffic passing underneath can be controlled.



WILLAMETTE RIVER

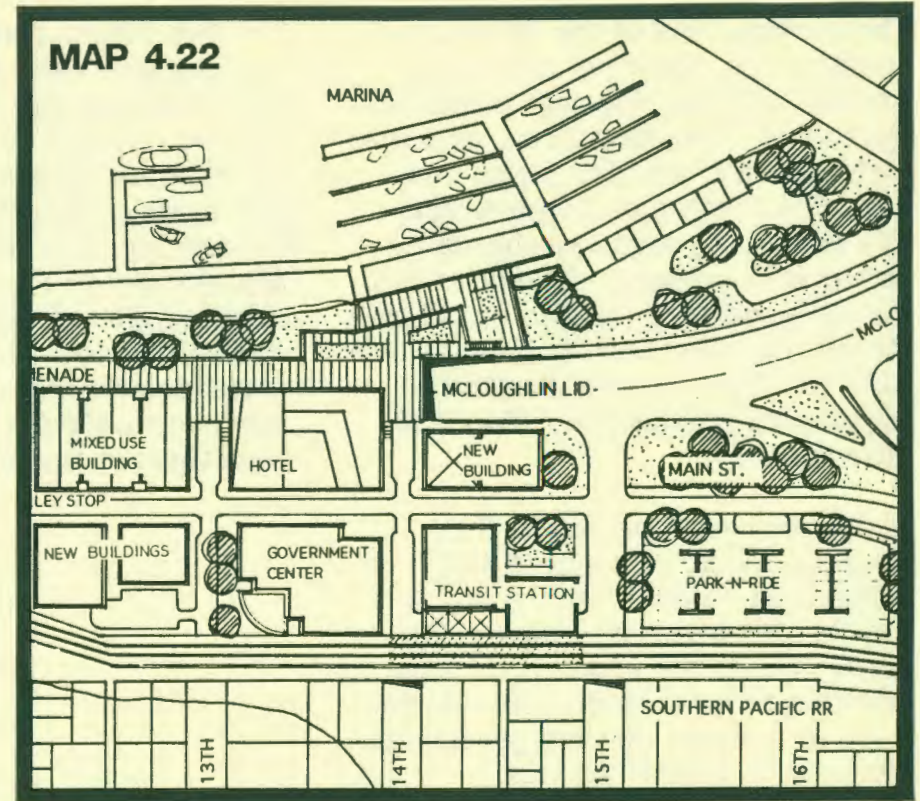


The plan calls for the construction of a three-story hotel. The hotel is situated on the structural lid near the promenade like the Alexis Hotel in Riverplace along Portland's waterfront. The hotel will help support tourist activity in the downtown and around the End of The Oregon Trail Interpretive Center.

South of the proposed hotel, the plan calls for two large structures on the lid that could be used for residential or other uses. The proximity to the pedestrian promenade along the river makes the ground floors of these buildings very attractive for retail development.

Between these new buildings and the river is a wide pedestrian promenade with benches and tree plantings. At either end, the promenade extends out over the water in a series of decks. The decks at the north end of the promenade connect it to the marina. There is also a floating pier running parallel with the promenade connected to the southern series of decks. This promenade and its associated decks will increase access to the riverfront and help to encourage a pedestrian friendly environment that is supportive of tourism.

The plan calls for improvements to the existing Sportcraft Marina site as well. The plan increases the available parking, and calls for improvements to the docks and boatbays. A water taxi station with service to Portland has also been placed to increase the transportation options for Oregon City. Restaurants or retail service establishments can also be located near the marina to help pull people down to the water's edge.



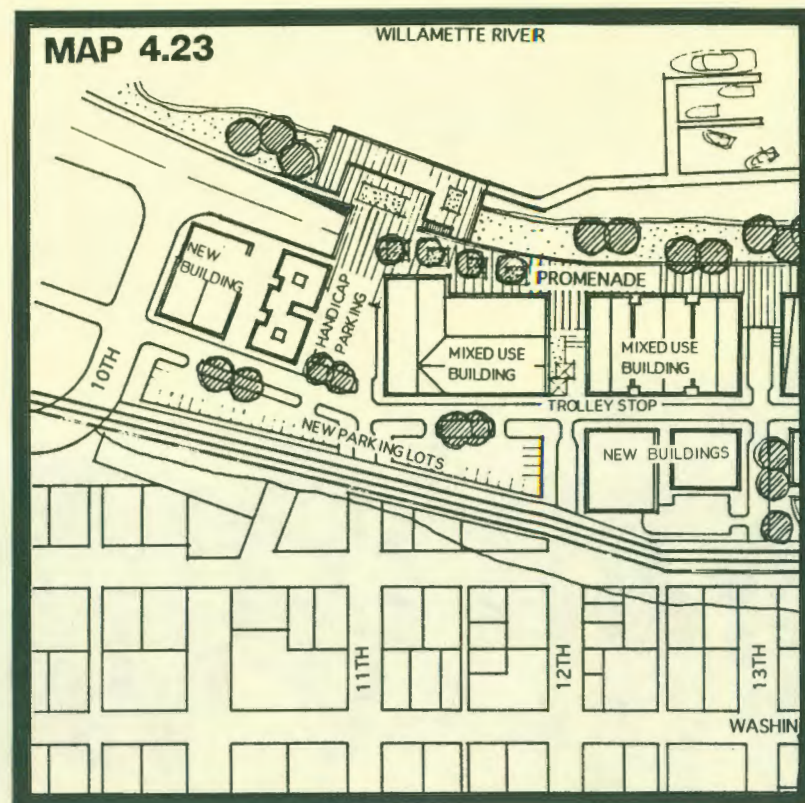
Looking northeast from the Oregon City - West Linn bridge towards the North End Transition Area. The first tier rests 50 feet above the waters edge. Note the sportcraft marina has plenty of room to expand services.

The construction of the lid will necessitate the closure of two more intersections on McLoughlin in the North End Transition Area. Access to McLoughlin from 11th Street and 14th Street will have to be closed. The remaining roadway should be retained to preserve viewsheds and for street parking. Traffic from these streets into the North End Transition Area will have to be redirected to improved roadways like 15th and 10th Streets.

The trolley stop located in the former 12th Street right-of-way remains in Phase II. The trolley can now bring visitors and downtown employees to the promenade area, in addition to serving the other attractions in the area like the government center and other buildings.

The two blocks containing surface parking uses called for in the Downtown Parking Plan and in Phase I can now be released to the market for more intensive development with self-contained parking. The third surface lot called for in Phase I is also present in Phase II. The extension of light rail will make this a difficult lot to build on, and some surface parking is needed to handle any overflow from the new large structures in the area.

As the Tri-Met maps show (Maps 3.11 & 3.12), the Clackamas County Corrections Office building will have to be removed. The Phase II concept calls for the installation of a surface parking lot in its place. The block has steep terrain, and the light rail alignment will take a significant portion of the lots. This surface lot can also serve the structures to the north.



With the placement of the new transit station between 14th and 15th Streets, the need for the existing Oregon City Transit Station will be removed. The plan calls for the installation of a small surface parking lot in its location. This lot would serve as a handicapped parking lot, so as to allow easy access to the promenade for everyone.

Phase II calls for the retention of the existing County office uses in the reconverted bank between 10th and 11th Streets. The plan also calls for minor reconfigurations of the other buildings in the block in favor of higher densities.

Phase II calls for major redevelopment around the Oregon City transit station. With the placement of a new light rail facility, between 14th Street and 15th Street, the need for this structure will disappear.

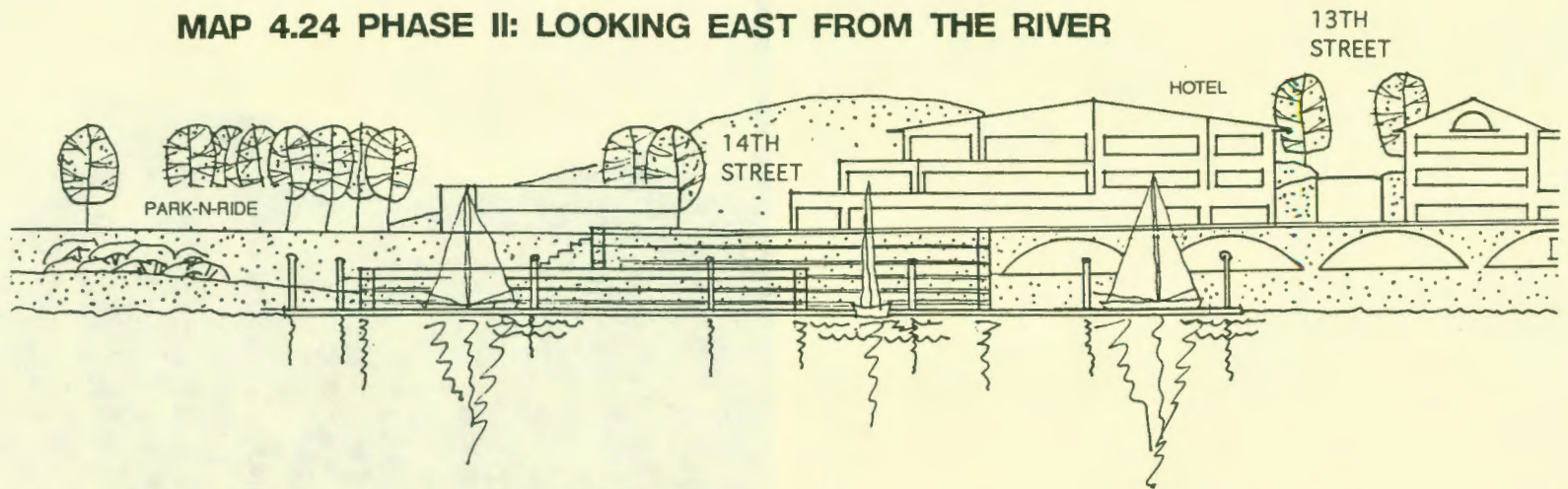


In addition to these larger scale improvements and initiatives there are several other smaller scale components that should be addressed during this phase. For a more in-depth examination of these improvements, see chart 4.3.

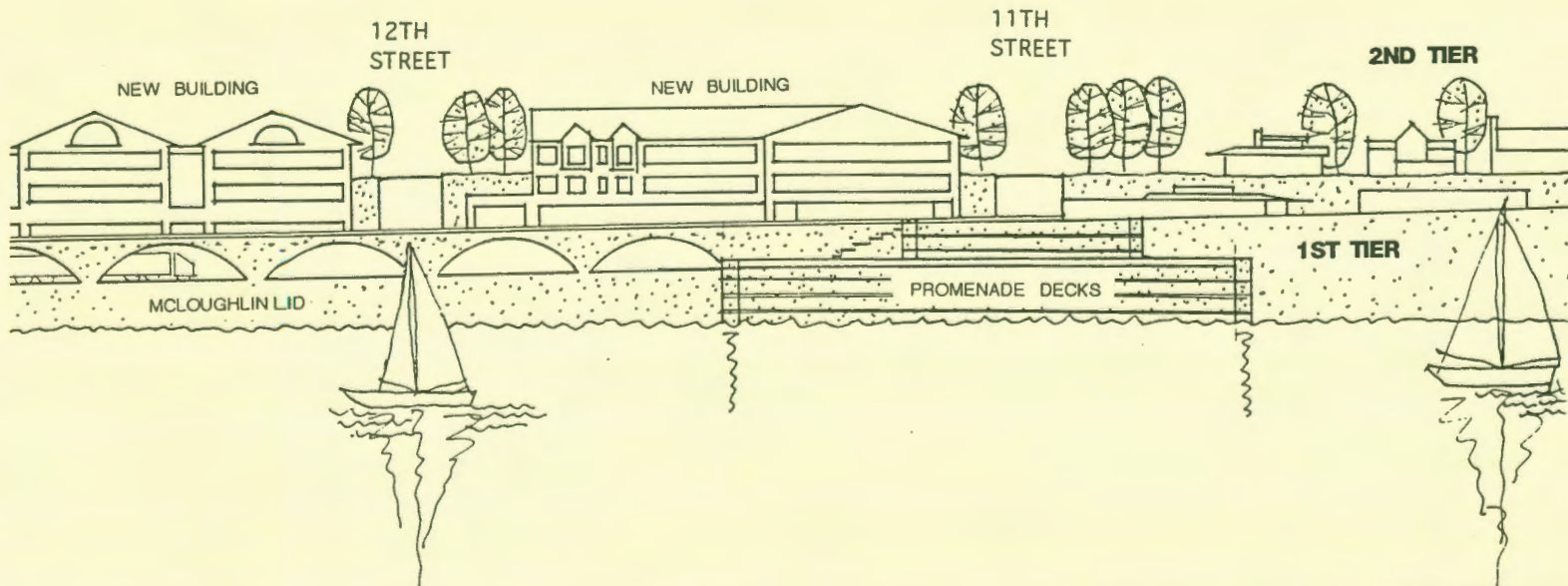
The public sector has a much more active role in the redevelopment schemes of Phase II if Oregon City is to capture the full potential of light rail. To build the structural lid over McLoughlin, a parcel acquisition program will have to be designed and implemented. While the cost of parcel acquisition in the half blocks along McLoughlin could be expensive, the re-sale prices of new buildable areas on the lid, combined with the close proximity of a light rail stop, would justify this expenditure.

As much as the public sector should be involved in the redevelopment of this area, there exists an obvious need for more public-private partnerships. Oregon City's Community Development Department is taking a leading role in facilitating these partnerships.

MAP 4.24 PHASE II: LOOKING EAST FROM THE RIVER



Phase II involves the completion of the initiatives begun in Phase I while dealing with the impacts of light rail on the area. The plan presents full scale redevelopment of the North End Transition Area into a mixed-use high density area that is pedestrian friendly. It accommodates the placement of several new forms of transportation while reducing auto-dependency in the North End Transition Area. The components of the plan also work to capture the waterfront and create more buildable land.



Concept Evaluation

These redevelopment concepts seek to address issues related to growth management, directing growth, and the provision of alternate forms of transportation. The North End Transition Area will be impacted significantly by the opening of the End of The Oregon Trail Interpretive Center and the arrival of light rail. Although this area is not viewed as the focal point of Oregon City it does play a critical role in linking the first tier together.

The ability of Oregon City to take advantage of incoming tourist dollars will depend on this linkage. Initiatives like the trolley line and Streetscapes addresses the issue of linkage, but not that of land use. Reliance on market pressures may not produce the desired results for this area. A coordinated plan that defines and develops the relationships among first tier strengths (End of The Oregon Trail Interpretive Center, Clackamette Cove, Historic Downtown, and the waterfront) is necessary in building a density pattern that works to support a transit oriented development.

On the following pages are two charts that examine the Phase I and Phase II concepts with respect to the evaluation criteria mentioned earlier. These criteria are designed to evaluate the expected performance of the concept components in terms of meeting the goals for redevelopment. In addition to the redevelopment components shown in the maps, there are additional recommendations for the area derived from various interviews with public officials, stakeholders, and citizens. The concepts are divided into groups for easier visualization. Darkened cells represent which criteria a particular idea relates to.

As the charts indicate, Phase I is designed to promote a pedestrian environment, and pave the way for higher densities. Phase II focuses on higher densities and mixed land uses.

Item:	Comments:	Criteria:							
		Consistent w/plans	Implement in both phases	Higher Densities	Pedestrian Environ.	Multi-modal	Community Ownership	Promotes Redevelop.	Mixed Use
PHASE I									
Gateway									
Some treatment to culvert entrance for Abernathy creek	Inexpensive way to beautify area.								
Install railroad park on the both sides of Abernathy Creek	Have to move existing house.								
Pedestrian bridge over railway	Similar structure built in Salem at a cost of less than \$500,000								
Open space around Abernathy Creek	Land is unbuildable but provides a strong foundation for a gateway.								
Statue	Consistent with existing plans and the realignment of Abernathy Rd. Builds on historical theme for the area. Strong gateway element.								
Transportation									
Widen 15th Street from Washington to Mcloughlin	May call for improvements to rail trestle.								
Post signage for pedestrian and auto traffic for direction to the historical downtown.	Promotes linkage to the downtown and supports a pedestrian environment								
Put a light at 14th and Main and have it synchronized with 14th and McLoughlin.	This will promote a safe pedestrian environment by slowing traffic down and will allow for pedestrian crossing lights to be installed.								
Place a park-n-ride near the Interpretive center and highway.	Supports proposed temporary high speed rail stop and future light rail								
Trolley stop on 12th surrounded by built park	Located along trolley route, nearby city parking lots. AG building is conducive to covered market.								
Eliminate 13th Street access to Mcloughlin	Removes auto traffic in a pedestrian area, and allows for a centrally-located urban node.								
Widen the sidewalk by taking more of Main St.	Can be phased in with associated redevelopment. May take some street width.								

Item:	Comments:	Criteria:								
		Consistent w/plans	Implement in both phases	Higher Densities	Pedestrian Environ.	Multi-modal	Community Ownership	Promotes Redevelop.	Mixed Use	
PHASE I										
Move the greyhound bus stop closer to the transit center.	Easy to move sign, and promotes transit transferability									
Preserve side streets to encourage housing to the east, develop the ends of the streets so they pull pedestrians towards Main St.	Could be used as parking, and to preserve view sheds.									
Realign Abernathy Road	Called for in Transportation Management Plan									
Close 17th Street ROW	Mandated by Southern Pacific Railway									
Locate a high speed rail station	Called for in Transportation Management Plan. Currently designated as a temporary stop									
Replace Washington Street Bridge	Bridge has a life span of ten years and will need replacement anyway.									
Downtown Trolley	Called for in existing plans. Can be funded with federal ISTEA money.									
Oversize Crosswalks along 14th Street at both Main Street and Mcloughlin.	This promotes the pedestrian environment while providing access to the waterfront.									
Close 13th Street access to Mcloughlin.	Easy to do and limits auto traffic.									
Close 12th Street ROW between Main and Mcloughlin	Currently no access to Mcloughlin. Can be used as a stop for the trolley.									
Trolley stop in former 12th St. ROW	Locates trolley stop in the middle of transition area.									
Park-N-Ride between 11th and 12th Streets east of Main Street.	Helps support Oregon City Transit Station.									
Aesthetics										
Add trees to the sidewalk	Improves pedestrian environment, adds value to adjacent property.									
Bury utility and phone lines along Main Street	Expensive, but could be integrated with sidewalk improvements.									

Item:	Comments:	Criteria:								
		Consistent w/plans	Implement in both phases	Higher Densities	Pedestrian Environ.	Multi-modal	Community Ownership	Promotes Redevelop.	Mixed Use	
PHASE I										
Replace street light fixtures along Main St.	Integrated with Streetscapes lights being installed to the north to minimize maintenance and design costs. This would also give consistency with the downtown.									
Install street furniture similar to the lights	Provides continuity across the area									
Paint I-205 Bridge I-Beam spanner closest to Oregon City	Paint white to be more visually pleasing. Only have to paint 1 side of 1 I-beam.									
Paint murals on buildings at intersections along Main St.	Inexpensive way to carry historic theme through area, but would be destroyed by building removal									
Install landscaping around east side of trestles, or at least around the entrances to the area	Expensive, but trees could mitigate noise and aesthetics in future									
More steel detailing on trestle struts to help antiquify them. Also in support of Railroad Park concept	Help to develop a historic craftsmanship feel and beautify the rail trestle									
Enhance fencing along rail trestle	Inexpensive way to improve visual blight of railine, and seperate future LR track									
Paint the rail trestles, or at least those around entrances to the Transition Area.	Inexpensive way to beautify area. Can introduce a more historic and thematic feel to the area									
Plant trees in John Link Lot.	City may have to buy lot, but there are no structural or demolition costs. Area can be transformed into a park. Mitigation of noise and view of traffic on Mcloughlin will help promote pedestrian environment.									
Land Use										
Parking lots on dilapadated building and across Main street between 12th & 13th	In support of parking plan.									

Item:	Comments:	Criteria:							
		Consistent w/plans	Implement in both phases	Higher Densities	Pedestrian Environ.	Multi-modal	Community Ownership	Promotes Redevelop.	Mixed Use
PHASE I									
3:1 FAR's with street level commercial.	Provides for higher densities in support of transit and mixed use								
Limit building heights to 4 stories	Want to encourage "stair effect" down from bluff, and preserve view sheds from second tier								
Acquire 12th Street ROW, west of Main Street, and incorporate into parking lot built on vacant building.	More parking space in support of transit. Area can also be landscaped to mitigate effects from Mcloughlin and provide a rest area for trolley stop.								
Maintain viability of Pacific Paper Trading Company and Miles Fiberglass.	To stabilize the area during transitions to other uses. Want to keep the area vital for other business.								
Construct a 70,000 sq. ft. government building.	Supports Oregon City's status as county seat and addresses county office space shortage.								
Redevelop AG Machine Shop and have it oriented towards Main Street.	Redevelopment of existing structure and would help establish a holding pattern for Phase II redevelopment.								
Acquisition of 2 parcels for parking lots	In support of the Downtown parking plan.								
General									
Create Community Clean Up Day program to remove trash from vacant lots in the area	Helps to involve the public in community improvement, increases land values in the area								
Eliminate billboards in the area	Help promote the visibility of the Trail Center and the Elevator from I-205. Friction from billboard owners only.								
Run lights along the rail trestle between 15th St. south to 13th St.	Increases local safety, and promotes pedestrian environment								
Review design regs. dealing with signs and building signage	Improves visual aesthetics and promotes a pedestrian environment								

Item: PHASE II	Comments:	Criteria							
		Consistent w/plans	Implement in both phases	Higher Densities	Pedestrian Environ.	Multi-modal	Community Ownership	Promotes Redevelop.	Mixed Use
Promenade									
Structural Lid over Mcloughlin	Expensive as it would require a major capital improvement. Samples of existing LIDs can be found across the country. Seattle has three of them. Cost was about \$100/square foot for lengths under 1000ft.								
Construct a three story hotel	Possible public private partnership like the Alexis Hotel in Portland.								
Install promenade along river bank	Promenades presently exist in Oregon City on the second tier. Portland has several and includes such examples as River place and East Bank Promenade.								
Install street furniture and lights on the promenade that echos Main Street.	Provides continuity across the area.								
Trolley stop in former 12th St. ROW	Already exists								
Close 11th and 14th Street access to Mcloughlin while maintaining ROW.	Necessary to the development of the promenade. The ROW can continue to provide access and parking in support of the promenade and river views.								
Transportation									
Water taxi station	Helps link Oregon City to region and provides alternative forms of transportation.								
Park-n-ride lot	Support for proposed transit station.								
Closure of 16th St. between rail and Main Street	Necessary in developing the Park-n-ride.								
Washington Street ROW improvements	Removes existing bottleneck near bridge.								

Item:	Comments:	Criteria							
		Consistent w/plans	Implement in both phases	Higher Densities	Pedestrian Environ.	Multi-modal	Community Ownership	Promotes Redevelop.	Mixed Use
PHASE II									
Redirect traffic to 15th and 10th	Supports efforts in first phase.								
Post signage for pedestrian and auto traffic for direction to the historical downtown.	Promotes linkage to the downtown and supports a pedestrian environment								
Trolley stop on 12th surrounded by built park	Supports first phase initiatives and access to the promenade and government building.								
Locate permanent high speed rail station	Supports first phase initiatives.								
Aesthetics									
Verigated tunnel wall under lid	Dapens noise. Not expensive but helps control the noise.								
Public Art in Railroad Park	Supports historic theme.								
Paint I-205 Bridge I-Beam spanner closest to Oregon City	Paint white to be more visually pleasing. Only have to paint 1 side of 1 I-beam.								
Paint murals on buildings at intersections	Inexpensive way to carry historic theme through area.								
Land Use									
Remove PGE substation	Required by the arrival of light rail.								
Remove John Link structure and place transit station	Can develop a two-level transit station with light rail above and bus traffic below.								
Improvements to the Sportcraft Marina site	Expensive. May have to purchase property. Would help create links to the river.								
Redevelop parking lots from Phase I	Movement to higher densities.								

Item:	Comments:	Criteria:							
		Consistent w/plans	Implement in both phases	Higher Densities	Pedestrian Environ.	Multi-modal	Community Ownership	Promotes Redevelop.	Mixed Use
PHASE II									
Remove Clackamas County Correction Office	Required by the arrival of light rail.								
Remove existing Oregon City Transit Station on 11th Street.	Need already served in area.								
Removal of Miles Fiberglass Building	Non-conforming use and the land could be used for a park-n-ride and overflow parking at the End of the Trail Interpretive Center.								
Accomodate Light Rail Line	Needed to maintain and support regional status under Region 2040.								
3:1 FAR's with street level commercial and internal parking	Provides for higher densities in support of transit and mixed use.								
Limit building heights to 4 stories	Want to encourage "stair effect" down from bluff, and preserve view sheds from second tier								
General									
Create Community Clean Up Day program to remove trash from vacant lots in the area.	Helps to involve the public in community improvement, increases land values in the area.								
Eliminate billboards in the area	Help promote the visibility of the Trail Center and the Elevator from I-205. Friction from billboard owners only.								
Run lights along the rail trestle between 15th St. south to 13th St.	Increases local safety, and promotes pedestrian environment								
Review design regs. dealing with signs and building signage	Improves visual aesthetics and promotes a pedestrian environment								

Chapter 16

Summary of Findings

These options represent ways in which Oregon City can improve conditions in the North End Transition Area, support the End of The Oregon Trail Interpretive Center, and compliment region planning initiatives like Region 2040. The ultimate development pattern proposed by these two phases promotes higher density mixed-uses in the North End Transition Area that are supported by a variety of transportation modes.

The first phase focuses on small scale improvements of streets, blocks, and parcels so as to pave the way for higher densities. The second phase calls for a more comprehensive redevelopment of the land including major improvements along McLoughlin Boulevard and the accommodation of light rail. This plan is a measured response for redeveloping the North End Transition Area in favor of higher densities and mixed-uses. Oregon City has begun

the steps necessary for this transition to occur, but more planning is still needed.

The primary goal of this planning project is to facilitate the opening of a dialogue about the North End Transition Area, the First tier, and Oregon City. The relationships between the End of The Oregon Trail Interpretive Center, Historic Downtown, the second tier, and the Willamette River must be recognized and planned for if the City is to make the most of these attractions. Currently, the North End Transition Area can be considered as 'a jewel in the rough', but for the area to become 'a polished gem' there must be more planning in cooperation with local residents and property owners.

The one advantage Oregon City enjoys is time. There is time before the effects of heavy visitation at the End of the Oregon Trail Interpretive Center are felt. There is time before the Phase II light rail extension will be constructed. There is time to slowly improve the area to attract new investment. It is important to take a proactive stance on the future development of the North End Transition Area today to maintain the benefits of livability tomorrow.

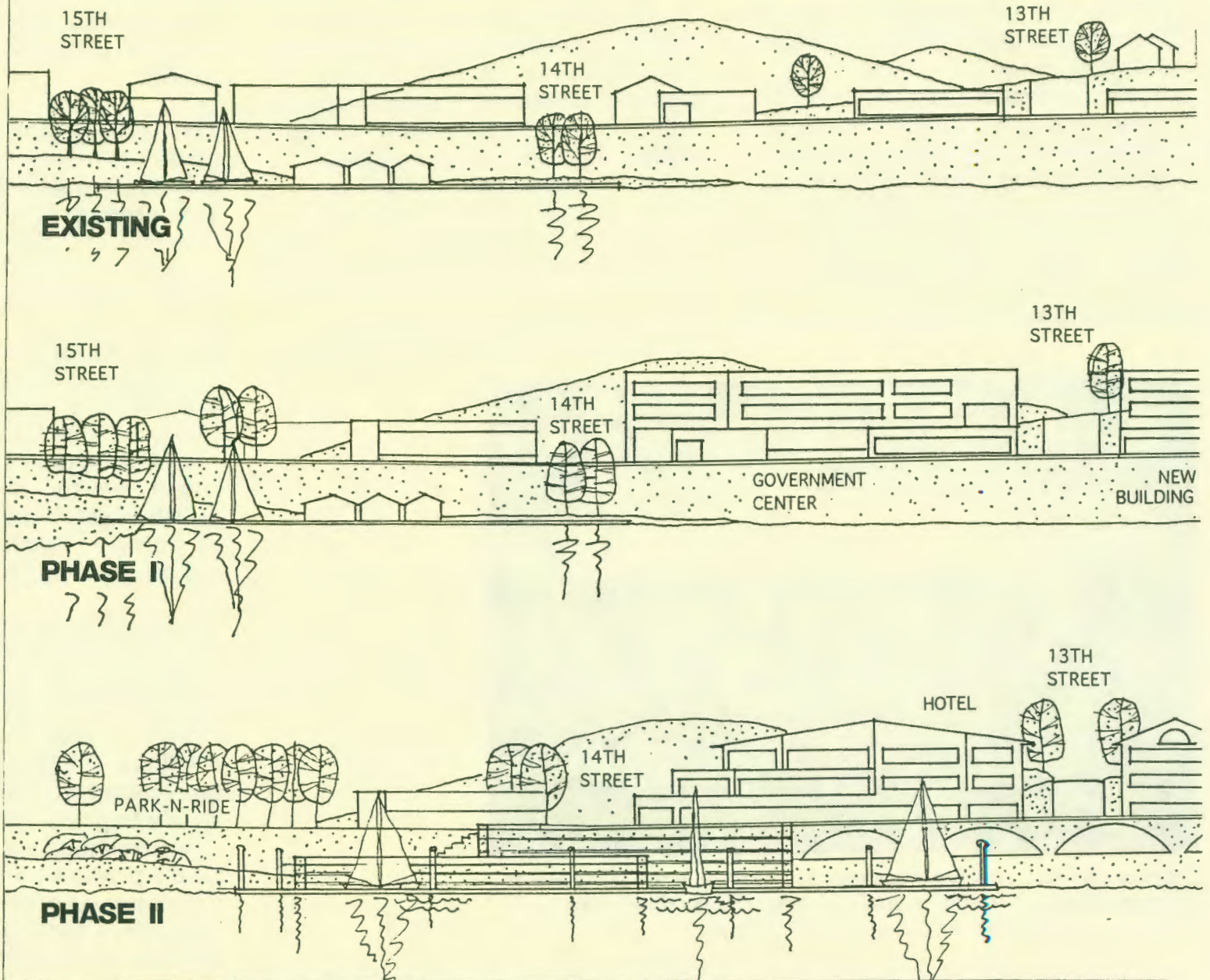


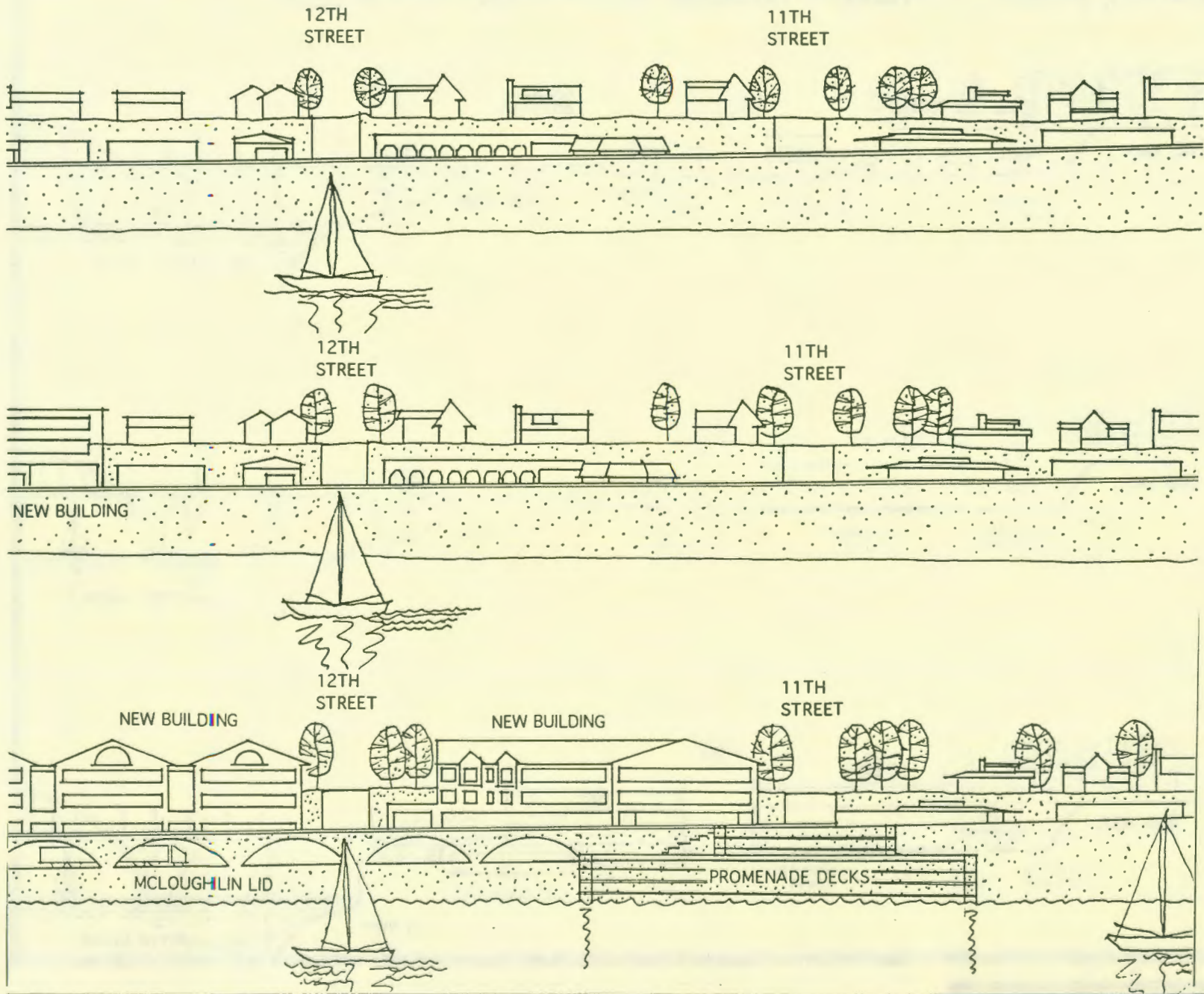
Oregon City will change dramatically over the next 20 years. If Oregon City is to reach its goals for revitalizing downtown and controlling urban sprawl then it must prepare.

Map 4.25 shows the progression of redevelopment in the North End Transition Area as seen from the river. The phases reflect greater densities over time. The construction of the McLoughlin Lid will increase the amount of buildable land downtown and increase the access to the Willamette River.

While the design of the structures on the Lid is an artists rendering any structures built here should contain mixed land uses. There is good access to the promenade along the river.

MAP 4.25 EXISTING, PHASE I, & PHASE II: LOOKING EAST FROM THE RIVER





MAP 4.26 EXISTING, PHASE I, & PHASE II: LOOKING SOUTH FROM 14TH STREET

