Foreword

On September 24, 1981, the Land Conservation and Development Commission reviewed the City of Estacada’s comprehensive plan and implementing ordinances for compliance with the Statewide Planning Goals. The city’s documents were found to be deficient in several areas. It is the purpose of this addendum to address those deficiencies. Fiscal constraints preclude the complete reworking and reprinting of the comprehensive plan, therefore, addendum will be adopted by ordinance. The revisions contained herein will be incorporated into the comprehensive plan document. Both implementing ordinances have been revised and re-adopted and are attached hereto.

Format

This addendum will use the DCLD staff report as a basis for response. The DCLD report is prepared on a goal by goal basis. This addendum will respond in the same manner. This addendum will address the specific changes, with references to the page numbers, to the comprehensive plan. The Housing and Urbanization elements have been completely revised and are attached hereto.

Goal 2

1. The comprehensive plan has been revised to accurately reflect the Port of Portland decision to place the relieved airport a Mulino. The revisions are contained in specific goal discussions of this addendum.
2. The new zoning ordinance provides that newly annexed areas are zoned according to the comprehensive plan.
3. Both the plan map and the zoning map have been revised. There are no “Baker” conflicts.

Goal 5

1. Page VI-5 of the comprehensive plan under the section entitled Mineral and Aggregate Resources is hereby amended to include the following paragraph.

“The Oregon Department of Geology and Mineral Industries publication entitled Rock Material Resources of Clackamas, Columbia, Multnomah and Washington Counties, Oregon, identify resource site 72a with the urban growth boundary of the city. Subsequent investigations have determined the site is an exhausted quarry site owned by the Oregon State Highway Department and used for gravel storage. The site has been planned for industrial use.”

Attached to this addendum is a letter from the Oregon State Highway Department verifying the above.
2. Page VI-6 of the comprehensive plan, under the heading Ecologically Significant Areas is hereby amended to include the following paragraph.

“The Oregon Revised Statutes Chapter 390.825 (7) identifies the Clackamas River as a Wild and Scenic River from River Mill Dam to Carver, approximately 12 miles. There is approximately ¾ mile of this river frontage within the urban growth boundary. This land is owned by PGE and leased to the city for park purposes. The land is designated open space on the city’s map plan. Further, Clackamas County zoning ordinance, section 704 provides adequate protection in accord with state statutes.”

Goal 6

1. Page V 11-15 is hereby amended to include under POLICIES:

“12. The city will require compliance with state and federal environmental standards.”

2. Although the private airport has been included in the urban growth boundary, the City has no authority to address potential airport noise problems. The city will support Clackamas County and the Department of Transportation in dealing with any potential problems.

Goal 9

1. **Deletions:** Page VIII-9 is hereby amended to delete references to the general aviation airport. Specifically, the last two paragraphs on Page VIII-9 are hereby stricken from the plan. In addition, Finding of Fact, number 10 on page VIII-12 is hereby deleted.

2. **Additions:** Page VIII-10, under the heading Existing Industrial Land is hereby amended to read:

“Of the 82.60 acres of industrially designated lands within the city, 58.65 are designated I-2 and are owned and operated by Crown Zellerbach as their Estacada Division.”

“The Estacada Industrial Park, developed in 1976, was designed for industries seeking small plant sites serviced with sewer, water, and electrical utilities, in a small city environment like Estacada. The city’s objectives for the industrial park are to increase local employment opportunities, strengthen the local tax base, and enhance the potential for growth.”

“All of the industrial park parcels are committed to development. Economic development planners for Clackamas County have indicated a need for the kind of sites provided by this industrial park. Marketing efforts have been stepped up in the order to achieve full occupancy of the industrial park. The county’s “small city economic development strategy” will provide an excellent opportunity to promote this facility to the industries most likely to be interested in an Estacada location.

“Existing Commercial Land. There are 56 acres of commercial designated lands within the city. Of that total only 4.36 remain undeveloped. More commercial land is desirable for the City.”
3. **Amendments:** Findings of Fact 7, on page VIII-11 is hereby amended to read: “The city has sited an industrial park that is now principally developed. The industrial park has sewer and water facilities available and a marketing effort has been successful in obtaining industrial clients.”

Policy 8, on page VIII-12 is hereby amended to read: “Designated additional commercial lands within the urban growth boundary to satisfy the needs of Estacada Citizens’ for Medical, Commercial and Retail Services and to facilitate Policy 7, above.”

**Goal 10**

The Housing Element has been revised in its entirety and is attached to this addendum and hereby incorporated by reference into this comprehensive plan text amendment. Portions of the revised housing element which address the specific concerns of the DLCD staff report are discussed below.

1. The revised population projection is shown on Page IX-6. Housing types and housing mix assumption are shown on page IX-10. The current city trend of 76% single family dwellings and 24% multi-family dwelling is the basis of the projected housing mix.

2. The buildable lands inventory, shown on pages XIII-3 and 4 has been reverified in the field in the field by city staff. Thus the potential for infill has been considered.

3. The revised zoning and subdivision ordinance address the commission’s housing policy.

**Goal 11**

Page X-9 of the comprehensive plan is hereby amended to include an additional policy to read: “7. The city will coordinate solid waste planning with Clackamas County.”

**Goal 12**

1. The existing private airport is within the urban growth boundary. However, the city has no jurisdiction to effective ordinances. The city will cooperate with Clackamas County and the Department of Transportation in developing suitable controls.

2. Page XI-2 under the heading of **Air** is hereby amended to read: “Estacada has a 4,000 foot, privately operated airport used for recreation and a small number of community trips. The airport lies to the north of the city is inside the designated urban growth boundary.”

**Goal 14**

The Urbanization Element has been revised in its entirety and is attached to this amendment and hereby incorporated by reference.

1. The revisions result in a projection population decrease of 1108.

2. Findings justifying the urban growth boundary are contained on page XIII-7 of the revised Urbanization Element.
ORDINANCE 1990-1

AN ORDINANCE ADOPTING CHANGES TO THE ZONING CODE OF THE CITY OF ESTACADA PURSUANT TO THE 1990 COMPREHENSIVE PLAN PERIODIC REVIEW.

The City of Estacada ordains as follows:

Section 1. Section 10.202 of the Estacada Code is hereby amended to include the following definitions:

Residential care facility. A residence, boarding house or apartments operated for the purpose of providing room, board, care, as defined in this ordinance, and when appropriate, a planned treatment or training program of counseling, therapy, or other rehabilitative social service, for persons of similar or compatible conditions of circumstances. A "residential home" for six or more elderly, or physically or mentally handicapped persons, and foster and shelter care homes for seven or more children are residential care facilities. Facilities which require regular on-premise supervision by a registered physician or registered nurse are not "residential care facilities".

Residential home. A single-family dwelling, mobile home, or apartment in which five or fewer related or unrelated elderly, or physically or mentally handicapped persons, plus necessary staff persons who need not be related to each other or to any other home resident, live together as a single housekeeping unit. A facility which requires regular on-premise supervision by a registered physician or registered nurse is not a "residential home". An "adult foster home", as defined in this section, is a "residential home".

Adult foster care. Any family home or facility in which 24-hour care is provided for five or fewer adults who are not related to the provider by blood or marriage.

Wetlands. Areas inundated by surface or ground water sufficient to support a prevalence of vegetation or aquatic life which requires saturation or seasonally saturated soil conditions for growth and reproduction. Wetlands generally include swamps, marshes, bogs, sloughs, wet meadows, river overflows, mud flats, natural ponds and other similar areas. Except when provided as a mitigation measure to satisfy city, State or Federal regulations, wetlands do not include areas of private property which otherwise satisfy the above definition if it was created by human activity as part of an approved development project after the date of initial acknowledgment of the City of Estacada's Comprehensive Plan under ORS 197.251.
Section 2. Section 10.220 (1) of the Estacada Code is hereby amended to add a subsection "E", which shall read as follows:

(E) Residential Homes

Section 3. Section 10.220 (2) of the Estacada Code is hereby amended to add a subsection "I", which shall read as follows:

(I) Residential Care Facilities.

Section 4. Section 10.221 (1) of the Estacada Code is hereby amended to add a subsection "F", which shall read as follows:

(F) Residential Homes

Section 5. Section 10.221 (2) of the Estacada Code is hereby amended to add a subsection "K", which shall read as follows:

(K) Residential Care Facilities

Section 6. Section 10.223 (1) of the Estacada Code is hereby amended to add a subsection "D", which shall read as follows:

(D) Residential Homes in conjunction with (B), above, and in single-family dwellings legally existing at the time of adoption of the commercial zone.

Section 7. Section 10.223 (2) of the Estacada Code is hereby amended as follows:

a) Deleting subsection "C", "Mobile Home parks".

b) Adding a subsection "G", which shall read as follows:

(G) Residential Care Facilities.

Section 8. Section 10.224 (1) of the Estacada Code is hereby amended to add a subsection "D", which shall read as follows:

(D) Residential Homes.

Section 9. Section 10.224 (2) of the Estacada Code is hereby amended as follows:

(a) Deleting subsection "C", "Mobile Home Parks".

(b) Adding a subsection "E", which shall read as follows:

(E) Residential Care Facilities
Section 10. There is hereby created a section 10.286 of the Estacada Code, which shall read as follows:

10.286 Final Action on Applications.

(1) Final action, to include all local appeals, shall take place within 120 days of receipt of a complete application.

(2) Incomplete Applications. An application will not be considered a complete application unless all submittal requirements, if any, specified under the applicable section of this ordinance are satisfied.

(3) All applications will be reviewed against the criteria in effect at the time a complete application is received by the city.

(4) Applicants may waive their right to a final decision within 120 days by submitting a written request for an extension to the City Manager.

(5) If the event a final decision is not rendered within 120 days, as specified under (1), above, an applicant may seek a writ of mandamus to require an approval of the application or a decision that approval would violate the city’s plan or land use ordinance.

Section 11. There is hereby created a section 10.287 of the Estacada Code, which shall read as follows:

10.287 Land Use Board of Appeals (LUBA).

An aggrieved party may appeal the final decision of the city to LUBA. Appeals through this body are processed through the Land Use Board, not the city.

Section 12. There is hereby created a section 10.288 of the Estacada Code, which shall read as follows:

10.288 Ex Parte Contact.

Ex parte contacts with a member of the decision-making body (Planning Commission or City Council) will not invalidate a final decision or action of the decision-making body, provided that member(s) receiving the contact places the substance or the content of the ex parte communication in the record of the hearing and makes a public announcement of the content of the communication and of the right of the parties to rebut the
content at the first hearing where action will be considered or taken.

Section 12. There is hereby created a section 10.300 of the Estacada Code, which shall read as follows:

10.300 Wetlands

(1) Designation Procedure. Wetland areas within the Estacada Urban Growth Boundary are identified on inventory maps prepared by the U.S. Department of the Interior, Fish and Wildlife Service. A field investigation was conducted by city staff to determine the significant of the identified wetland areas. The result is the inclusion of significant wetland areas on the Estacada Comprehensive Plan, Wetlands map.

(2) Area of application. All areas identified as wetlands on the Estacada Comprehensive Plan. Wetlands map are subject to the standards of Section 10.300.

(3) Review requirements. The Planning Commission may allow development of wetland areas identified on the Estacada Comprehensive Plan, Wetlands map, through the same criteria established for Conditional Use Permit review, as specified under Section 10.251 of this ordinance. The burden of demonstrating compliance with each of the criteria identified under subsection 10.300(4) shall rest entirely upon the individual proposing protection and/or development.

(4) Criteria for protection and/or development. The Planning Commission shall not approve development in identified wetland areas unless all of the following criteria are satisfied:

(A) The wetland can be altered without substantial adverse impact on the character of the area and function of the wetland.

(B) The wetland does not support rare or endangered species of fish, wildlife, or vegetation.

(C) Elimination, alteration, or relocation does not significantly alter water movement, including normal levels of rates of runoff into and from wetlands.

(D) The proposed use or alteration of the wetland is approved by U.S. Army Corps of Engineers and the State of Oregon, Division of State Lands.

(E) The benefit to the public from the proposed use clearly outweighs the public good from retaining the wetland area.

(F) The wetland must be disturbed for reasonable use of the site and, if not disturbed, the applicant would be substantially damaged.

(G) Disturbance of the wetland will not require any public costs, including maintenance due to secondary impacts.

(H) The disturbance to the wetland will be the minimum necessary to accommodate reasonable development of the property. Efforts should be made to integrate the wetland area into the proposed development.
Section 14. This ordinance shall become effective on the date of passage.

Read once in full at the City Council meeting of April 5th, 1990, and once at the meeting of May 3rd, 1990, and passed by a vote of 7 ayes and 0 nays this 3rd day of May, 1990.

[Signature]
Mayor

ATTEST this 3rd day of May, 1990:

[Signature]
City Recorder
Proposed Amendments

Comprehensive Plan

Delete

Comprehensive Plan Land Use Map:

Delete the area on the west side of the Clackamas River from the plan map. This area is not within the Estacada Urban Growth Boundary. See planning Commission Meeting Minutes August 22, 1992 for correction.

Page IX-6, last paragraph:

This paragraph begins, “Current comprehensive planning by Clackamas County will limit population growth in the rural portions of the three census tracts surrounding Estacada (235,236, 242) to about 3000” Census tract 236 is located entirely outside Estacada’s UGB. Further, only a very small portion of the census tract is located within the Estacada UGB. The area north of River Mill Road and West of State Highway 211/224 is the only area within the UGB located in the census tract 242. Reference to these census tracts is deleted and population calculations are adjusted accordingly in the city’s Public Facilities Plan.

Change

The City’s comprehensive plan does not contain a policy requiring review of the goals and statutes at the time the city periodically reviews the plan. Further, the plan calls for an annual review. The city does not feel an annual review is necessary or physically or financially reasonable. These considerations prompt the following proposed amendments.

Page I-5, first paragraph:

The adopted comprehensive plan will be reviewed by the Planning Commission and City Council in conjunction with State mandated periodic review schedule, by the city to privately sponsored amendments to the comprehensive plan. Such privately initiated proposals shall be supported by documentation of the LCDC goals and inventories, drawings, appropriate findings, and conclusions for such proposals. (Changes underlined)

Page II-6, Policy 1:

The plan, after adoption, will be reviewed by the Planning Commission and City Council at the same time as the State mandated periodic review to determine its applicability in light of
changes, development, expansion and new statutes and statewide land use goals. (Changes underlined)

Page II-7, Policy 3:

Consideration may also be given at the time of this periodic review schedule by the city to privately sponsored amendments to the plan. Such privately sponsored amendments shall be supported by documentation of the LCDC goals and inventories, with findings and conclusions for such proposals. (Changes underlined)

ADD

Comprehensive Plan Wetlands Map (attached)

Page VI-9, Wetlands (after “Recreation Needs,” before “Findings of Fact”)

Wetland areas, as defined in the City Code, have been identified within the Urban Growth Boundary of Estacada. These areas are identified in the comprehensive Plan, Wetlands map. Specific criteria for development of wetland areas will be adopted in order to protect these areas to the greatest reasonable extent.

Page VI-11, Findings of Fact, #10:

10. Wetland areas have been identified in the Estacada area by the U.S. Fish and Wildlife Service. City staff has reviewed these areas and has identified significant wetland areas (see the Comprehensive Plan, Wetlands map).

Page VI-12, Policy #10:

10. The city will request in writing that Clackamas County take the necessary steps to protect those wetland areas identified on the Wetlands map located within the Estacada Urban Growth Boundary, but outside the city limits.

Page VI-13, Implementation, #5:

5. Adopt an implementing ordinance to protect and control development of areas identified as significant wetland areas on the Estacada Comprehensive Plan, Wetlands map.

Historic and Cultural Resources

Estacada will participate with Clackamas County in an exhaustive, county-wide survey to identify historic and cultural resources. Estacada’s participation will be limited to the area within its UGB. This study is tentatively scheduled to occur between July 1990 and June 1991.
Proposed Amendments
Comprehensive Plan
September 1993

Add
Page VI-10 Comprehensive Plan Designation:
Pursuant to OAR 660-16-000 (5)(b), the City shall designate the wetlands and riparian habitat areas identified on the national Wetlands Inventory (NWI) as potential resource sites and rely on state and federal permits for proposed development on the sites.

Page VI-13, Policy #11 Wetlands

1. The City shall complete the Goal 5 process for wetlands (OAR 660, Div. 16) when adequate information providing the location, quality, and quantity of potentially “significant” Goal 5 wetland resource sites is available.
ORDINANCE 1993-7

AN ORDINANCE ADOPTING CHANGES TO THE 1990 COMPREHENSIVE PLAN PERIODIC REVIEW AND TO THE ZONING CODE OF THE CITY OF ESTACADA.

The City of Estacada ordains as follows:

Section 1. The following sections of the Comprehensive Plan are hereby amended to include the following language.

Page VI-10 Comprehensive Plan Designation: Pursuant to OAR 660-16-000(5)(b), the City shall designate the wetlands and riparian habitat area identified on the National Wetland Inventory (NWI) as potential resource sites and rely on state and federal permits for proposed development on the sites.

Page VI-13, Policy #11 Wetlands
11. The City shall complete the Goal 5 process for wetlands (OAR 660, Div. 16) when adequate information providing the location, quality and quantity of potentially "significant" Goal 5 wetland resource sites is available.

Section 2. Section 10.330(1) of the Estacada Zoning code is hereby amended to include the following.

(1)A. Pursuant to OAR 660-16-000(5)(b), the City shall designate the wetlands and riparian habitat areas identified on the National Wetlands Inventory (NWI) as potential resource sites and rely on state and federal permits for proposed development on the sites.

Adopted this ___ day of October, 1993.

[Signature]
Dave Vail, Mayor

ATTEST this ___ day of October, 1993.

[Signature]
Denise Carey, City Recorder
ORDINANCE 1993-2

ORDINANCE AMENDING THE ESTACADA MUNICIPAL CODE
SECTION 10 TO INCLUDE A SECTION ON
HISTORIC RESOURCES

The City of Estacada does ordain as follows:

Section 1. The City of Estacada hereby adopts Section 10.228 Historic Resources hereto as Exhibit "A", and incorporated by reference herein.

Section 2. It being necessary for the peace, health, safety and orderly development of the City of Estacada, an emergency is hereby declared to exist, and this Ordinance shall be in full force and effect upon its passage by the Council and approval by the Mayor.

Passed by the Council this 4th day of February, 1993, by a vote of 6 ayes and 0 nays.

[Signature]
Mayor

ATTEST this 4th day of February, 1993.

[Signature]
City Recorder
10.228 HISTORIC RESOURCES (HR)

10.228 (A) PURPOSE

The intent and purpose of this overlay district is to implement the goals and policies of the Comprehensive Plan for Historic Resources. The provisions of this section are intended to:

1. Facilitate restoration and upkeep of historic buildings, while minimizing over regulation of the desires of the property owner;

2. Encourage public knowledge, understanding and appreciation of the City's history and culture;

3. Preserve diverse architectural styles reflecting phases of the City's history; and encourage complimentary design and construction impacting historic resources;

10.228 (B) AREA OF APPLICATION

1. The provisions of Section 10.228 shall apply to all structures designated as historic resources on the City's inventory of historic structures.

10.228 (C) HISTORIC RESOURCE REVIEW COMMITTEE

1. The Historic Resource Review Committee shall consist of seven members. Through the adoption of the ordinance the City Council appoints the Planning Commission as the Historic Resource Review Committee.

2. Terms of office for individual members of the Historic Resource Review Committee shall coincide the member's term on the Planning Commission.

3. All demolition and alteration permit requests shall be reviewed by the committee. These permit requests must be reviewed and approved by the Historic Resource Review Committee prior to a permit for demolition of alteration being approved.

4. The committee shall have the authority to suggest changes to this section (10.228).

5. Decisions of the Historic Resource Review Committee shall be appealable to the City Council under the provisions of Section 10.281 (2) and (3) of the Estacada City Code.
and hearing standards identified in subsection 10.284 of this ordinance.

10.228 (F) DEMOLITION

All application for demolition of a designated Historic Resource shall be reviewed by the Historic Resource Review Committee. The applicant for the demolition permit shall submit the following information:

1. A statement identifying the structures state of repair (disrepair).

2. A statement as to the reasonableness of repairing the structure as opposed to demolition.

3. Identification of restoration or rehabilitation costs.

In order to approve a request for demolition, the Historic Resource Review Committee shall review the information submitted by the applicant and make a finding that the structure cannot be reasonably restored or repaired. If this finding is satisfied the demolition permit shall be issued. If this finding cannot be satisfied, the request must be denied.

The review process shall in no case be exercised so as to impose upon any property owner any peculiar or undue hardship, nor to prevent the removal or demolition of any structure which cannot be economically maintained or restored, giving due consideration to all potential uses to which the structure might reasonably be put to use upon restoration by a private property owner.

All demolition permits subject to review by the Historic Resource Review Committee shall be subject to the notice and hearing procedures identified under subsection 10.284 of this ordinance.

10.228 (G) ZONE CHANGES

Individual properties may be added to the Historic Resource inventory. Applications for inclusion on the inventory, and placement of the Historic Resource (HR) overlay, may be filed under the provisions of Section 10.276 (Amendment to the Zoning Map) of the Estacada City Code. In addition to any information required under Section 10.276, the applicant shall also submit a statement regarding the historical significance of the structure or property.

Properties may also be deleted from the Historic Resource inventory under the provision of Section 10.276. Approval of an application for removal from the inventory will result in removal of the HR overlay from the property. Zone
changes under this provision shall either demonstrate that the structure was placed on the inventory through error, or describe the conditions which render the structure no longer suitable for inclusion on the inventory.
December 14, 1993

The Honorable Dave Voill
Mayor, City of Estacada
P.O. Box 966
Estacada, Oregon 97023

Dear Mayor Voill:

I would like to congratulate you, city officials and citizens of the City of Estacada on completion of periodic review. The enclosed order certifies that the City's submittal meets statutory and rule requirements.

State law requires that local governments submit a complete copy of their comprehensive plan and land use regulations to our department within six months following completion of periodic review. Documents must be certified for completeness and accuracy. If the documents you sent for periodic review constitute a complete, up-to-date copy, submittal of the enclosed form will satisfy this statutory requirement.

If you have updated, recodified or reprinted land use documents since periodic review, please submit two copies by June 14, 1994. Please use the enclosed certification form as the cover sheet for your submittal.

Again, you are to be commended for your successful efforts in updating the comprehensive plan. If you have questions, please contact Mel Lucas, field representative, at 378-2472.

Sincerely,

Richard P. Kenner
Director

Enclosures

CC: Terry Curry, City Planner
    Shelley M. Jones, City Manager
    Dominic Mancini, Clackamas County Planning Director
    Stan Mayfield, Real Estate Agency
    Mel Lucas, Field Representative
    PR Files (LR, Ptd, Libr(3))
On November 4, 1993, the Department received the City of Estacada’s complete final periodic review order, pursuant to the periodic review rule, OAR 660, Division 19. The Director, having fully considered the City of Estacada’s final periodic review order and the comprehensive plan and land use regulations as amended, now enters the following:

Findings of Fact

1. The Director has reviewed and hereby adopts the City of Estacada’s final periodic review order text and findings (Exhibit A) as findings of fact of the Director required under OAR 660, Division 19.

2. The Director finds that notice was given on November 10, 1993, as required under former ORS 197.641. No objections to the periodic review order were filed with the Director and the local government.

Conclusion

Based on the foregoing findings of fact, the Director determines that no referral to the Land Conservation and Development Commission is required and the City of Estacada’s periodic review can be terminated.
THEREFORE, IT IS HEREBY ORDERED THAT:

The Director of the Department of Land Conservation and Development terminates the City of Estacada's periodic review, pursuant to former ORS 197.645(1)(a).

DATED THIS 14TH DAY OF DECEMBER 1993.

[Signature]
Richard P. Benner, Director
Department of Land Conservation and Development

NOTE: Since there are no objectors, no parties are entitled to review this order by the Land Conservation and Development Commission (LCDC). Commission review is only by referral or appeal by a qualified objector. Commission review would be pursuant to the provisions of former ORS 197.647.

Copies of all exhibits are available for review at the department’s office in Salem.

RPB/deb
<orders>
Appendix B
Inventory of Wildlife Species Present

<table>
<thead>
<tr>
<th>Species</th>
<th>Habitat Requirements</th>
<th>Remarks</th>
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<tr>
<td>Birds</td>
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<td></td>
</tr>
<tr>
<td>Great Blue Heron</td>
<td>ponds, marshes, rivers</td>
<td></td>
</tr>
<tr>
<td>Canada goose</td>
<td>ponds, grassy fields</td>
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<tr>
<td>Mallard</td>
<td>ponds, marshes, riparian</td>
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<tr>
<td>Pintail</td>
<td>ponds, marshes, riparian</td>
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<td>Cinnamon Teal</td>
<td>ponds, marshes, riparian</td>
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<td>Blue-Winged Teal</td>
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<td>American Widgeon</td>
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<td></td>
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<tr>
<td>Northern Shoveler</td>
<td>ponds, marshes, riparian</td>
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</tr>
<tr>
<td>Ring-Necked Duck</td>
<td>deeper ponds &amp; lakes</td>
<td></td>
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<td>Canvasback</td>
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<td>Lesser Scaup</td>
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<td>Common Snipe</td>
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<td>Gull</td>
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<td>Rufous Hummingbird</td>
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<tr>
<td><strong>Birds Cont...</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Common Flicker</td>
<td>forested areas, riparian</td>
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<td>Yellow-Bellied Sapsucker</td>
<td>deciduous tree</td>
<td></td>
</tr>
<tr>
<td>Downy woodpecker</td>
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<tr>
<td>Trail’s flycatcher</td>
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<td>Honed lark</td>
<td>grasslands</td>
<td></td>
</tr>
<tr>
<td>Cliff swallow</td>
<td>varied, catch flying insects</td>
<td></td>
</tr>
<tr>
<td>Violet-green swallow</td>
<td>varied, catch flying insects</td>
<td></td>
</tr>
<tr>
<td>Tree Swallow</td>
<td>varied, catch flying insects</td>
<td></td>
</tr>
<tr>
<td>Barn Swallow</td>
<td>varied, catch flying insects</td>
<td></td>
</tr>
<tr>
<td>Rough-winged swallow</td>
<td>varied, catch flying insects</td>
<td></td>
</tr>
<tr>
<td>Steller’s jay</td>
<td>brush</td>
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</tr>
<tr>
<td>Common crow</td>
<td>farmland</td>
<td></td>
</tr>
<tr>
<td>Common Bushtit</td>
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<td>Black-capped chickadee</td>
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<td>conifers</td>
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<td>White-breasted nuthatch</td>
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<tr>
<td>Winter Wren</td>
<td>brushy trees</td>
<td></td>
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<tr>
<td>House Wren</td>
<td>brushy trees</td>
<td></td>
</tr>
<tr>
<td>American robin</td>
<td>varied, like lawns-parks</td>
<td></td>
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<tr>
<td>Varied thrush</td>
<td>brush &amp; forest</td>
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</tr>
<tr>
<td>Swainsons thrush</td>
<td>mixed conifers &amp; deciduous, brush</td>
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<tr>
<td>Ruby-crowned kinglet</td>
<td>brush</td>
<td></td>
</tr>
<tr>
<td>Golden-crowned kinglet</td>
<td>conifers</td>
<td></td>
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<td>Cedar waxing</td>
<td>brush, farmland</td>
<td></td>
</tr>
<tr>
<td>Warbling vireo</td>
<td>brush</td>
<td></td>
</tr>
<tr>
<td>Common yellow-throat</td>
<td>brush, wet areas</td>
<td></td>
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<td>Macgillivray’s swarbler</td>
<td>low growing brush</td>
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<td>Orange-crowned warbler</td>
<td>brush</td>
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<td>Yellow-rumped warbler</td>
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</tr>
<tr>
<td>Starling</td>
<td>farmlands, riparian</td>
<td></td>
</tr>
<tr>
<td>House sparrow</td>
<td>urban</td>
<td></td>
</tr>
<tr>
<td>Red-winged blackbirds</td>
<td>farmlands</td>
<td></td>
</tr>
<tr>
<td>Cowbirds</td>
<td>farmlands</td>
<td></td>
</tr>
<tr>
<td>Western meadowlark</td>
<td>open grasslands</td>
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<tr>
<td>Black-headed grosbeak</td>
<td>trees with seeds</td>
<td></td>
</tr>
<tr>
<td>Purple finch</td>
<td>mixed conifers &amp; hardwoods</td>
<td></td>
</tr>
<tr>
<td>House finch</td>
<td>shrubs, croplands</td>
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</tr>
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</table>
American goldfish

Birds Cont...

Lazuli bunting
Rufous-sided towhee
Chipping sparrow
White-crowed sparrow
Golden-crowned sparrow
Song sparrow
Fox sparrow

Mammals

<table>
<thead>
<tr>
<th>Species</th>
<th>Habitat Requirements</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chickaree</td>
<td>woodlots</td>
<td></td>
</tr>
<tr>
<td>California ground squirrel</td>
<td>brush, cropland</td>
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</tr>
<tr>
<td>Raccoon</td>
<td>riparian</td>
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<td>Shrews</td>
<td>woodlots, brush</td>
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<td>Deer mouse</td>
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<td>Striped skunk</td>
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<td>Nutria</td>
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<tr>
<td>Opossum</td>
<td>riparian, urban</td>
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<tr>
<td>Brush rabbit</td>
<td>brushy areas, riparian</td>
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</tr>
<tr>
<td>House mouse</td>
<td>urban, brush</td>
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<tr>
<td>Little Brown Bat</td>
<td>riparian, woodlots</td>
<td></td>
</tr>
<tr>
<td>Muskrat</td>
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<td></td>
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<td>Mink</td>
<td>riparian</td>
<td></td>
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<td>Weasel</td>
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<td></td>
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<tr>
<td>Beaver</td>
<td>riparian</td>
<td></td>
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<tr>
<td>Black-tailed deer</td>
<td>woodlots, riparian</td>
<td></td>
</tr>
<tr>
<td>Coyote</td>
<td>woodlots, riparian</td>
<td></td>
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<tr>
<td>Red fox</td>
<td>fields, brush</td>
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<tr>
<td>Pocket gopher</td>
<td>fields</td>
<td></td>
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<tr>
<td>Gray fox</td>
<td>fields, brush</td>
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Reptiles

<table>
<thead>
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<th>Species</th>
<th>Habitat Requirements</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Alligator Lizard</td>
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</tr>
<tr>
<td>Rubber snake</td>
<td>brush</td>
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</tbody>
</table>
Garter snakes  
Western painted turtle

## Amphibians

<table>
<thead>
<tr>
<th>Species</th>
<th>Habitat Requirements</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rough skinned newt</td>
<td>riparian</td>
<td></td>
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<tr>
<td>Salamanders</td>
<td>riparian</td>
<td></td>
</tr>
<tr>
<td>Western toad</td>
<td>riparian</td>
<td></td>
</tr>
<tr>
<td>Red-legged frog</td>
<td>riparian</td>
<td></td>
</tr>
<tr>
<td>Tailed frog</td>
<td>riparian</td>
<td></td>
</tr>
<tr>
<td>Pacific tree frog</td>
<td>riparian</td>
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</tr>
<tr>
<td>Bullfrog</td>
<td>riparian</td>
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</tr>
</tbody>
</table>
Appendix C
Origin of the Name Estacada

Estacado is a Spanish word meaning, “staked out,” and the principal use of the name in the U.S. is the northwestern Texas where the form “Llano Estacado” describes a tract of land that the English would call “Staked Plain.” The Spanish name refers to an upright desert plant that stands like stakes or poles over hundreds of square miles. The name was used in Oregon because it had a pleasing sound without thought of its original significance.

Some confusion about the origin of the name centers around letters written to the Oregonian newspaper in 1927 that surmised the name derivative of Esther Keady or Esther Cady after the daughter of W.P. Keady. (W.P. Keady did, in fact participate in the name of Estacada, suggesting the name Lynn for his son since he did not have a daughter named Esther.) On December 27, 1903, when Keady, Hurlburt, Morrow, and Kelly met, other names where suggested including Rochester, Lowell, and Estacado (by Kelly). The names were put in a hat, and the paper with Estacado was drawn and adopted for the townsite.

Ironically, this history of the name is recounted by W.P. Keady in a letter dated April 7, 1909, written from Spokane, Washington. Mr. Keady was the right-of-way agent for the railroad company that built this section of track in Clackamas County. Through an error by the chief clerk of Estacado the name was drafted as Estacada. The chief clerk was George J. Kelly who participated in the hat drawing of the name which he selected at random from a map of the U.S. which showed Llano Estacado in Texas. This parallels the random selection of Portland instead of Boston, which was decided by a flip of a coin.

**Historical highlights**

An April 4, 1963, article in the “Clackamas County News” erroneously credits the name Estacada to Esther Williams who purchased the Franklin Pierce Donation Land Claim and Keady from W.P. Keady, who was a heavy stockholder in the townsite company. A logical and clever construction of the name but not correct. January 1, 1904, foundations of Hotel Estacada were laid.

A January 13, 1966, “Clackamas County News” article by E.L. (Roy) Meyers, former president of the Clackamas County Historical Society, confirms the Estacado origin of the name. Article also relates the George W. Brown, Chief Engineer of the O.W.P., as chief founder of town in June 1901, camped on the John Zobrist Claim and thought of the idea of a townsite. The O.W.P. Townsite Company purchased the Zobrist, Pierce, Williams claims the site was platted. President Morrow held the December 27, 1903, meeting in Portland to name the town.
In 1843 Philip (sic) Foster filed on a homestead of a full section (640 acres) at what is now Eagle Creek community based on an Indian guide telling him of this fertile meadow area. In 1844 Foster built a log cabin, moved his family in in 1845.

Hugh and George Currin (Currinsville) reached Foster’s place October 15, 1845, after trading their wagon in The Dalles for ponies, and cattle and took Indian Trails west, hit summit, and lost trail in snow, but found their way to Foster’s after killing beef to survive the 14-day trip. Currin brothers changed plans of going to Oregon City and built cabin opposite where Currinsville store now stands.

In 1859 or 1860: First bridge across Clackamas River about at same location as current bridge at Estacada. Construction was of fallen logs, collapsed in 1862 under load of cattle which 30 or 40 were lost. Next bridge also wooden provided the shortest route to Idaho gold rush. Third bridge was a covered bridge and was replaced by the concrete structure built in 1936, dedicated to the Estacada Labor Day Celebration.

Eagle Creek was name by Indians after many eagles were seen along it attracted by the salmon in its waters.
September 19, 1989

Robert Hauley
Interim City Manager
City of Estacada
PO Box 950
Estacada, OR 97023

Enclosed is a copy of the recently signed Urban Growth Management Agreement (UGMA) between the City of Estacada and Clackamas County. The UGMA replaces the previous Dual Interest Area Agreement between the City and the County.

Should you have any questions or concerns regarding this or any land use related matter, feel free to give me a call.

Dominic Mancini, Planning Director
Planning and Economic Development Division

Enclosure
CLACKAMAS COUNTY - CITY OF ESTACADA
URBAN GROWTH MANAGEMENT AGREEMENT

WHEREAS, the CITY and the COUNTY have a mutual interest in coordinated comprehensive plans, compatible land uses and coordinated planning of urban facilities; and

WHEREAS, the CITY and the COUNTY will make good a faith effort to reconcile any differences that may emerge from the above mutual interests; and

WHEREAS, information exchanges should concentrate on issues that may have a significant impact on either party and should not entail cumbersome procedural requirements that may increase the time necessary to expedite decision making; and

WHEREAS, OAR 660-03-010 requires management of unincorporated areas within an urban growth boundary to be set forth in a statement submitted to the Land Conservation and Development Commission (LCDC) at the time of acknowledgment request; and

WHEREAS, OAR 660-11-015 requires the responsibility for the preparation, adoption and amendment of the public facility plan to be specified within the urban growth management agreement; and

WHEREAS, Statewide Planning Goal 2 requires coordination between City and County in comprehensive planning.

NOW, THEREFORE, THE CITY AND COUNTY AGREE AS FOLLOWS:

1. **Boundary**

   A. The Urban Growth Management Boundary (UGMB) shall include unincorporated land within the Urban Growth Boundary (UGB) and adjacent to the City as shown on map Attachment "A" to this agreement.

2. **Planning Responsibility**

   A. The development of a comprehensive plan and comprehensive plan changes for the area within the UGMB shall be a coordinated City-County planning effort, with the City responsible for drafting proposed comprehensive plan amendments and meeting statewide Goal 14 responsibilities.
B. The CITY shall be responsible for the preparation of a public facilities plan within the UGMB pursuant to OAR 660-11, Public Facilities Planning.
C. The development of a comprehensive plan and drafting of proposed comprehensive plan amendments and/or the preparation of the public facilities plan shall provide for coordination and participation by service and special districts within the UGMB.
D. The COUNTY’s Comprehensive Plan and zoning shall apply to the unincorporated areas within the UGMB. The COUNTY shall retain responsibility and authority for all implementing regulations and land use actions including any proposed revision of the COUNTY’s Comprehensive Plan or implementing ordinances, but will consider plans, studies, implementing ordinances and other materials submitted by the CITY.
E. At the time of this agreement, the CITY and COUNTY comprehensive plans are considered compatible and coordinated.

3. County Notice to and Coordination with the City

A. The COUNTY shall provide notification to the CITY at least 35 days prior to the first scheduled public hearing on all land use actions, quasi-judicia actions, proposed legislative changes to the COUNTY comprehensive plan or its implementing ordinances affecting land within the UGMB.
B. The COUNTY shall provide notification to the CITY at least 15 days prior to staff decision on applications for administrative actions as provided for in the COUNTY’s Zoning and Development Ordinance for applications within the UGMB.
C. The COUNTY shall notify and invite CITY staff to participate in pre-application meetings on significant development proposals or Design Review Committee meetings on development proposals within unincorporated areas of the UGMB. These meetings shall be set by the COUNTY after consultation with CITY staff on a mutually agreeable meeting time. All meetings shall occur within 30 days from the date the CITY is contacted unless agreed otherwise.
D. Any amendments proposed by the COUNTY to the UGB within one mile of the UGMB as shown on attachment A will be jointly reviewed by the CITY and the COUNTY prior to submission to METRO.
E. The COUNTY shall enter all written comments of the CITY into the public record and shall consider the same in the exercise of its planning and implementation responsibilities.
4. City Notice to and Coordination with the County

A. The CITY shall provide notification to the COUNTY at least 20 days prior to the first public hearing on all proposed annexations, capital improvement plans or extraterritorial service extension into unincorporated areas.

B. The CITY shall provide notification to the COUNTY at least 20 days prior to the first public hearing on all land use actions, proposed legislative changes to the CITY comprehensive plan or quasi-judicial actions adjacent to or in close proximity to unincorporated areas.

C. Any amendments proposed by the CITY to the UGB within one mile of the UGMB as shown on attachment A will be jointly reviewed by the CITY and the COUNTY prior to submission to METRO.

5. City Annexations

A. The CITY and the COUNTY recognize that their comprehensive plans are "coordinated" and that a corresponding CITY plan designation and zoning designation exists for each COUNTY Plan designation. At the time of or following annexation, the CITY may amend its comprehensive plan and/or rezone the annexed land to a corresponding designation or to other designations as provided for by applicable CITY and State law.

B. Upon annexation, the CITY shall assume jurisdiction of COUNTY roads and local access roads that are within or abutting the area annexed. As a condition of jurisdiction transfer for roads not built to the CITY street standards on the date of the final decision on the annexation, the COUNTY agrees to pay to the CITY a sum of money equal to the cost of a two-inch asphaltic concrete overlay over the width of the then-existing pavement; however, if the width of pavement is less than 20 feet, the sum shall be calculated for an overlay 20 feet wide. The cost of asphaltic concrete overlay to be used in the calculation shall be the average of the most current asphaltic concrete overlay projects performed by each of the CITY and COUNTY. Arterial roads will be considered for transfer on a case-by-case basis. Terms of transfer for arterial roads will be negotiated and agreed to by both jurisdictions.

6. Development in Unincorporated Areas

A. Development within unincorporated areas defined by the COUNTY Comprehensive Plan as Immediate Urban may occur pursuant to the COUNTY Comprehensive P
and zoning under the jurisdiction of the COUNTY when basic public facilities and services, particularly adequate public sanitary sewer and water, storm drainage and streets are available, or can be obtained at the time of development.

D. Development within unincorporated areas defined by the COUNTY Comprehensive Plan as Future Urbanizable, Rural, Agriculture or Forest may occur pursuant to the COUNTY Comprehensive Plan and zoning. The COUNTY will not form any new COUNTY service districts for sewer or water services without CITY approval and will not extend existing sewer or water service beyond existing district boundaries unless approved by the CITY.

C. Public water and/or sewer shall generally be provided to unincorporated areas by the CITY to health hazard areas when the appropriate authority determines a health hazard exists. Needed service shall only be provided to health hazard areas by service districts if annexation to and service by the CITY is not possible.

D. The CITY shall not extend sewers or water to any unincorporated area within the UGMR without annexation to the CITY, except for "C" above or unless mutually agreed otherwise by the CITY and the COUNTY.

Terms of Agreement

It is hereby understood that this agreement may be amended in writing by the concurrence of both the CITY and COUNTY. Either party may terminate this agreement at any time after one hundred (120) days written notice to the other party.

IN WITNESS WHEREOF, the respective parties have caused to be signed in their behalf to make and enter into this agreement this 17th day of August, 1989.

CITY OF ESTACADA

By

Signature

ATTEST:

By

Signature

Attachment ("A")

By

Signature

CLACKAMAS COUNTY BOARD OF COMMISSIONERS

By

Signature

Dale Harlan, Commissioner

By

Signature

Dale Harlan, Commissioner

APPROVED AS TO FORM:

By

Signature

Morton W. Kistler, Attorney
March 12, 1979

Mr. Rick Gustafson, Executive Officer
Metropolitan Service District
527 S. W. Hall Street
Portland, Oregon 97201

Dear Mr. Gustafson:

This letter is to inform you that the City of Estacada substantially support
the allocation procedures, goals and strategies set forth in the Area Wide
Housing Opportunity Plan as released in March of 1979. While we feel that
there are many areas of the plan which failed to accurately portray the dat
and delineate the goals, we feel that we could support the Area Wide Housi
Opportunity Plan if and only if the following changes are made: 1. Change
the definition of "large cities" to "over 25,000 population" to comply with
Federal regulations. 2. Delete all references to Lake Oswego as a large
city in its appearance and treatment as a large city throughout the plan.
3. Include all data referencing Lake Oswego into the information for
Clackamas County. This would mean Clackamas County would be dealt with as
a single entity, and for instance, the total annual numerical goal for
Clackamas County, including the city of Lake Oswego, would be 239 units.
4. Clarify Section V-G, "Summary and Use of Numerical and Percentage
Goals", to make it abundantly clear that these goals do not pertain to
Owner Occupied Programs, all Farmers Home Administration Programs, and
all Community Development Block Grant Programs.

If the changes we have suggested are made to the plan, the plan will be
acceptable to us. We further support an application by the Area Wide
Planning Organization to HUD for a special (or bonus) allocation of
Section 8 Rent Supplement Funds, Community Development Block Grant Funds,
and 701 Planning Funds based on this revised Area Wide Housing Opportunity

It should be stressed that the City of Estacada does not come under the
jurisdiction of the Metropolitan Service District and that this correspon
in no way should be construed as a desire by the City of Estacada to be
included.

Very truly yours,

Ron Cejka, Mayor, City of Estacada

cc: Paul Schultz, City Attorney
John Bowley, City Manager
Dear South Fork Water Users:

For many years a water line has been maintained originating at the South Fork of the Clackamas River for service to the cities of West Linn and Oregon City. When easements were obtained for this line, owners of some of the properties subject to the easements were granted the right to obtain water for domestic use. This right was conditioned upon the line remaining in service.

Over the years, the line has gradually deteriorated, causing expensive repairs. We have anticipated in the not too distant future the cost of repairs may exceed the utility of maintaining the line.

Now we are faced with a new and urgent problem. There is no filtering system at the source of this water. Under appropriate federal regulations we applied for an exemption from the stringent turbidity requirements of Federal Law. This request has been denied by the United States Environmental Protection Agency as evidenced by the enclosed letter dated June 6, 1978. The only way we could meet these requirements is by installation of a filter plant and replacement of all or a substantial portion of the line. Estimated costs for such a project exceed $12,000,000. This is a figure far beyond our financial capabilities and totally impractical from the standpoint of benefits to be derived.

We felt it only fair to give as much warning as possible that the line and your water service may be subject to discontinuance as early as the winter of 1978-79. We have been advised that violation of water standards subject this board to penalties of $5,000 per day, a burden we cannot assume. It is suggested that you explore any alternatives to water service that may be available to you.

Very truly yours,

ALAN BRICKLEY
Chairman

Enc.
Estacada Input .... A Questionnaire for Citizen Response

Are you aware that you have a voice in Estacada’s future? Your Planning Commission and City Council want and need your ideas and comments during the comprehensive planning process now being started. The State Land Conservation and Development Commission has outlined some goals and guidelines required in the plan and its process and that are intended to act as a general framework for areas to be considered. This questionnaire, then, is intended to solicit your ideas towards the development of a comprehensive plan, following these state mandates, scheduled for completion by January 1975. The map contained herein is for you to make whether you live in Estacada or outside the city limits. There is no need to identify yourself unless you want to participate more actively in the planning process.

1. How big do you feel Estacada should become in the next 15 years? (Now 1,500).
   - less than 3,000 people
   - 3,000 – 5,000 people (Woodburn)
   - 5,000 – 8,000 people (Newberg)
   - 8,000-12,000 people (McMinnville)
   - 12,000- 20,000 people (Gresham)
   - Over 20,000 people (Beaverton)

2. Do you feel there is enough undeveloped area inside the existing city limits to accommodate the growth you specified in question #1 in the next 15 years? (see map for city limits)
   - Yes
   - No
   - Residential
   - Commercial
   - Industrial

3. Do you feel city policy should allow city services (water, sewer, etc.) to be extended to areas outside the city limits provided the recipient pays a higher user rate to compensate for not paying city property taxes that originally built and supports these services?
   - Yes
   - No
   - Uninformed/Undecided

4. Do you feel the streets of Estacada need: (Check any or all)
   - Major Repaving
   - Curbs
   - Sidewalks
   - Increased Periodic Maintenance
   - Nothing, streets are fine

5. Do you feel Estacada depends significantly on Portland and other employment centers for jobs?
   - Yes
   - No
Should Estacada depend on them in the future?  ○ Yes  ○ No

What kind of employment opportunities would you like to see in Estacada?
 ○ Office  ○ Heavy Industry  ○ Light Industry  ○ Commercial  ○ Other (specify)

6. What, if any, city services do you feel you are no lacking? (Check appropriate)
 ○ Police  ○ Water  ○ Sewer  ○ Road Maintenance
 ○ Parks  ○ Street Lighting  ○ Other

7. Should mobile homes be allowed to locate on residential lots in the city? (other than mobile home parks)
 ○ Yes  ○ No

8. Would you like to see more street trees, landscaping, sign control, and general design review in the city?
 ○ Yes  ○ No

9. Are you: Working  ○ Retired  ○ Unemployed  ○ Housewife  ○ Student

Where do you work (Estacada, Portland, etc.) ___________________________

How do you get there? (Car, bus) ___________________________

How far do you travel for work?
 ○ 0-5 miles  ○ 5-10 miles  ○ 10-20 miles  ○ over 30 miles
10. Where do you go for the following?

<table>
<thead>
<tr>
<th>Estacada</th>
<th>Elsewhere</th>
</tr>
</thead>
</table>
| ○        | ○         | Shopping
| ○        | ○         | Recreation
| ○        | ○         | Entertainment
| ○        | ○         | Auto Service
| ○        | ○         | Medical/dental Services
| ○        | ○         | Gasoline

11. Where do you live in Estacada? (Estacada, Eagle Creek, etc., please mark map) ______________________

12. The following goals are mandated by the state. How do you feel they should influence Estacada’s planning? (Mark a box for each goal)

<table>
<thead>
<tr>
<th>Don’t Know</th>
<th>Important</th>
<th>Not Important</th>
</tr>
</thead>
</table>
| ○          | ○         | ○             | Preserve farmland
| ○          | ○         | ○             | Conserve forestland
| ○          | ○         | ○             | Conserve open space and protect natural and scenic resources
| ○          | ○         | ○             | Maintain and improve the quality of the air, water, and land resources
| ○          | ○         | ○             | Protect life and property from natural disasters and hazards
| ○          | ○         | ○             | Satisfy the recreational needs of the citizens of the state and visitors
| ○          | ○         | ○             | Diversify and improve the economy of the state
| ○          | ○         | ○             | Plan and develop a timely, orderly and efficient arrangement of public services to serve as a framework for urban and rural development
| ○          | ○         | ○             | Provide and encourage a safe, convenient, and economic transportation system
| ○          | ○         | ○             | Conserve energy
| ○          | ○         | ○             | Coordinate land use plans with other agencies

13. What is it you like about Estacada the most? __________________________________________

______________________________

What is it you like about Estacada the least?

______________________________

If you would like to continue being involved in the planning process and receive mailers, notices, meetings, or possibly work on a committee please put your name and address here: Whether or not you elect to identify yourself please fill out this questionnaire and return it to your employer, store or shop where you picked it up, or to City Hall via the pre-paid postage per impressed hereon. If returning by mail please fold the entire questionnaire, and seal it, leaving return address exposed.

Thank you
Estacada Planning Policy Areas

Interim Comprehensive Plan

Policy areas #1 and #2 are designated agricultural because of their soil classifications. Area #1 should consistently yield class I through IV soils while area #2 should yield over 50% of those areas as class I through IV soils.

The guidelines for land use in these areas are:

1. The land use permitted – residential and farm use.
2. Lot size - 38 acres (lots of record prior to adoption of the plan would be “grandfathered” but in no case could a lot of less than 5 acres be built on.)
3. Subdivisions prohibited, partitioning permitted only by approval of the City of Estacada.
   POLICY AREA #3 is characterized as a conservation area by virtue of a water course, ecologically significant area, wildlife habitat, or natural hazard area (flood, slide, earthquakes, etc.)

The guidelines for land in these areas are:

1. Land uses permitted – parks, recreation corridors, nature education areas, and attendant residential.
2. Lot size – minimum 38 acres (lots of record prior to adoption of the plan would be “grandfathered” but in no case would a lot of less than 5 acres be built on.)
3. Subdivisions prohibited, partitioning permitted only with the City of Estacada approval.
   POLICY AREA #4 is characterized as a forested area with either stands of deciduous or evergreen trees. (Soils in these areas may be as in Policy #1 and #2.)

The guidelines for land use in these areas are:

1. Land uses permitted – same as in policy areas #3.
2. Minimum lot size 38 acres. (Lots of record prior to adoption of the plan would be grandfathered but in no case would a lot of less than 5 acres be built on)
3. Subdivisions prohibited, partitioning permitted only with City of Estacada approval.
4. POLICY AREA #5 is characterized as rural residential and lacks any of the constraints of areas #1 through #4.

The guidelines for land use in these areas are:

1. Land uses permitted – single family residential, farming, grazing, nursery stock, orchards.
2. Minimum lot size varies from 5 to 20 acres depending on soil characteristics for sewage disposal and water table for potable water via a well.
3. Partitioning permitted, not subdivision allowed, access by dedicated streets built to a standard acceptable to Estacada.
4. POLICY AREA #6 is characterized as an urban service area benefitting from the full range of City services and lacks any of the constraints of areas #1 through #5. Full range of uses permitted on urban services – see plan. This area has the potential of eventually being annexed to the City by virtue of being capable of receiving City services within their current capacity.

1 Agricultural Policy Area 1
2 Agricultural Policy Area 2
3 Conservation Policy Area 3
4 Forest
5 Rural Residential Policy Area 5
6 Urban Service Policy Area 6
Policy Area 4
Estacada Input .... A Questionnaire for Citizen Response

This is the second in a series of questionnaires to be distributed as a means of receiving input during the development of the Comprehensive Plan for the City of Estacada.

This questionnaire solicits your ideas about existing conditions in the planning area (see map) and future policies to guide and development.

Where to From Here?

After the results of this questionnaire are compiled and reviewed a preliminary Comprehensive Plan will be drafted. The plan draft will be published and public hearings held to receive additional comments pursuant to adoption of a plan by the Estacada Planning Commission and City Council.

If you would like to continue being involved in the planning process and receive mailers, notices of meetings, or possibly work on a committee please put your name and address here: Whether or not you elect to identify yourself please fill out this questionnaire and return it to your employer, store or shop where you picked it up, or to City Hall via the pre-paid postage per impressed hereon. If returning by mail please fold the entire questionnaire, and seal it, leaving return address exposed.

Thank you,
Estacada Planning Commission

Name _______________________
St. or box number __________________________
City ____________________________  Business Reply Mail

During the past few months, the Estacada planning commission and citizens Involvement committee have been reviewing the inventory of data compiled by the consultant. This Inventory is typical of the methodology used in the planning profession and, as can be seen by its content, makes good sense towards developing a plan. This questionnaire outlines the primary findings about the Inventory of existing conditions as they affect and are affected by the stated goals and guidelines.

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<th>Topic</th>
<th>Finding</th>
<th>Check one Response</th>
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<tr>
<td>Farmland</td>
<td>Since less than 2% of farmland (Class I-IV soils) is on existing parcels of 40 acres or larger and are already subject to County large lot size zoning, Estacada need not develop programs to preserve these inconsequential parcels.</td>
<td>Agree</td>
</tr>
<tr>
<td>Forest Land</td>
<td>Since 95% of the forested lands are already developed or exist in smaller parcels, than would be affected by large lot zoning, Estacada need not develop conservation programs beyond prohibiting indiscriminate destruction of the remaining tree cover.</td>
<td>Agree</td>
</tr>
</tbody>
</table>
Hazards
There are no unusual natural hazards in the area and the building code ensures sufficient degree of public safety against the limit of these hazards. (Wind, earthquake)

Open Space & Recreation
Due to state park and National Forest proximities and the general rural character of the area, Estacada can confine its open space concern to meeting the need for neighborhood parks.

Transportation
Since the existing road system and existing mass transit facilities are used at only a fraction of their capacity, Estacada can confine its transportation concern to neighborhood street patterns of new subdivisions and maintenance of the existing streets.

Air, Land, Water Quality
Since air quality in the area is dependent on regional air quality programs and there is no land or water pollution problems in the area that lack programs to enhance those qualities, Estacada need not attempt to develop anti-pollution programs beyond those required to maintain state and Federal air quality standards (10 ppm carbon monoxide maximum, etc.)

Energy
Since there are no energy sources in the area that can be preserved, conservation of energy will be confined to judicious consumption and reductions in heat loss through added insulation.

Economy
They City should encourage additional employment opportunities in Estacada and avoid “bed-room” residential community development through adoption of a balanced comprehensive plan geared to the City’s public service capacity.

Housing
The City should adopt policies that help alleviate the apparent housing shortage by permitting fully served subdivisions to increase buildable lot inventory which is now inadequate.

Public Facilities
The City should adopt a Comprehensive Plan that limits sprawl while providing sufficient area for annexation expansions necessary to increase the tax base which permits the financing of updating urban services.

Additional Comments:
POLICIES FOR ESTACADA'S FUTURE

The geographic areas on this map are areas that have common characteristics such as slope, tree cover, suitability for neighborhood park, and existing development pattern. These types of feature groupings respond to the planning framework required by state statutes regarding Comprehensive Plan and are typical of current planning methodology and practices. Knowing whether a specific geographic area is flat or sloped, and open or treed makes good sense and is essential to the development of realistic plans. The purpose of this map is to solicit your opinions on what policies should apply in any specific area. Use the list of policies by writing the numbers in the areas you feel are appropriate as a guide to development in the future. If you have additional questions or want to review the inventory detail that information is available at City Hall for your inspection.

The following list of policies are numbered so that you may write on the map the numbers of the policies you feel should apply to any specific area. More than one policy can be used in any specific area and you can fill in policies for all areas if you wish. Your responses will be tabulated to determine if there is any consensus regarding these policies.

LIST OF POLICIES

1. Allow development with City services only. (require water, sewer), prohibit septic tank development.
2. Allow single family development.
3. Allow multiple family development.
4. Allow mobile home development.
5. Allow commercial uses.
6. Allow industrial uses.
7. Require rural road standards (no curbs or sidewalks).
8. Require urban road standards (curbs and sidewalks required).
9. Require significant portions of the existing tree cover to be preserved.
10. Require steeply sloped areas to be avoided by building and road development.
11. Allow development on septic tanks.
12. Prohibit single family development, subdivisions.
13. Prohibit multiple family development.
14. Prohibit mobile home development.
15. Prohibit commercial uses.
17. Other (write in)
18. Other (write in)
19. Other (write in)

Comments:
ESTACADA COMPREHENSIVE PLAN STUDY

I LIVE (Check one)

☐ Inside Estacada City limits.
☐ Outside Estacada City limits.

[Mark approximate location on map]
Economic Development Analysis
City of Estacada
Comprehensive Plan
April, 1989

Introduction

A. Economic Patterns
   1. Population Growth
   2. Characteristics of the Population
   3. Employment Growth
   4. Structure of Estacada’s Economy

B. Strengths, Weaknesses and Potentials of the Estacada Economy
   1. Timber Industry
   2. Other Industry
   3. Location
   4. Labor Force

C. Economic Development Policies and Strategies
   1. Economic Development Goals and Policies
   2. Objectives and Strategies
      a. Policy 1.0 – New Industry
      b. Policy 2.0 – Commercial Development
      c. Policy 3.0 – Existing Business and Industry
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D. Land Need and Supply
   1. Comprehensive Plan Land Use Designations
   2. Provisions for Compatible Uses
      1. Recommended Strategies For Providing For Compatible Uses
Economic Development Analysis
City of Estacada Periodic Review and Plan Update
April, 1989

Introduction

The Economic Development Analysis for the City of Estacada has been prepared as part of the Periodic Review and Comprehensive Plan update for two purposes:

1. To meet the requirements of OAR 660, Division 9 (Goal 9 rule).
2. To meet the needs of Estacada for new employment development and economic diversification.

As identified under OAR 660-09, the city’s analysis will consider the following:

1. Forecasted needs for industrial and commercial lands in all applicable zoning categories.
2. An inventory of sites currently designated for industrial and commercial development.
3. Needs and desires of the city regarding new development.

Additionally, this analysis will include:

1. An analysis of Estacada’s economic patterns, potentialities and strengths and deficiencies.
2. Consideration of policies concerning economic development opportunities in the community.

The primary purpose of this document is to add a degree of direction to the printed policies of the Comprehensive Plan, as they relate to economic development. Over the last five years, since the current plan was acknowledged, it has become obvious that the act of designating land for industrial and commercial uses does not ensure such development will occur. Estacada is in a position of needing to encourage and facilitate economic development through the policies of a plan that will sell the positive features of locating such development in the city.
A. Economic Patterns

The economic patterns of Estacada are typical of small Oregon towns on the outskirts of larger metropolitan areas.

1. Population Growth

Population growth in the City of Estacada has historically been sporadic, generally subject to small annual increases. The primary factor influencing population growth has been that stat of the lumber and wood products industry. Estacada experienced a relatively rapid period of growth during the 1970’s, somewhat influenced by a preference of some individuals to live in a rural rather than urban area, and increase in the demand for wood products. This growth was followed in the early 1980’s by a period of virtually no growth, strongly influenced by a depressed wood products industry. Since the early 1980’s the city has had a population growth rate of approximately 4.1 percent. While the numbers will differ, the population pattern experienced by Estacada is similar to that of other small western Oregon cities.

a. The incorporated City of Estacada had a population of approximately 1,960 persons in 1987. The total population within the urban growth boundary was approximately 2,500 persons.

b. The Estacada planning area is expected to grow in population to approximately 6,048 persons by the year 2009, given a continued rate of approximately 4.1 percent per year.

2. Characteristics of Estacada’s Population

The characteristics of Estacada’s population are typical of most Oregon small towns.

A. Estacada has a slightly smaller portion of working age persons when compared to Clackamas County as a whole (Clackamas County 61 percent, Estacada 56 percent).

B. The educational level of Estacada adults is somewhat lower than that of the county as a whole.

C. Labor force in participation in Estacada is somewhat lower than the county as a whole. Approximately 55 percent of all individuals in the Estacada planning area over the age of 16 are participants in the labor force. This compares to 61 percent for the county as a whole. For Estacada 68 percent of all males and 41 percent of all females over the age of 16 are in the labor force. This compares to 75 percent and 48 percent, respectively, for the county as a whole.

D. Unemployment in Estacada generally tends to be consistent with the county as a hole, expect during times of layoffs in the wood products industry.

E. Except for management/professional and technical/sales/administration types of employment, Estacada employment patterns are similar to those of the county as a whole.

F. While the median family income for Estacada is somewhat lower than that of the county as a whole, the household income for Estacada is higher than that of other small South Clackamas County cities (Molalla, Canby and Barlow).

G. Information from the 1980 census indicates that Estacada, as with most of the nation, is experiencing changes in demographic patterns. Some of these changes are:

1. Increasing proportion of single parent families.

2. Increasing labor force participation by women
3. Employment Growth

Employment growth in Estacada, since Comprehensive Plan acknowledgement, has been virtually nonexistent. While increases in level of employment have occurred, most of this increase has been due to a moderately rebounding forest products industry. Other increases in employment have been experience in association with the legalized gambling allowed within the city limits. In areas such as Estacada, land availability, availability of services, characteristics of local firms and local promotional activities will substantially impact increases or decreases in employment growth.

4. Structure of Estacada’s Economy

Estacada is a mixed community. Estacadan’s have historically been involved with forest related, educational and service forms of employment. As the desire to live in a rural area has increased over the years, Estacada has increasingly become somewhat of a bedroom community, with a relatively high number of area residents commuting to other areas for employment.

   a. Two of the three largest employers in the Estacada area are forest products companies and the U.S. Forest Service.
   b. Estacada School District is the third of the three largest employers in the Estacada planning area.
   c. The next largest group of employers are service providers (restaurants, utilities, banks, etc.).
   d. The timber industry is subject to extreme economic cycles, and the majority of businesses in the city are impacted by these cycles.

B. Strengths, Weaknesses and Potentials of the Estacada Economy

The elements of the Estacada economy have various strengths, weaknesses and potentials, depending on where they fit into the structure of the local economy, or how the industry is doing nationally. Estacada’s timber industry has been in a boom cycle in the late 1970’s. In 1984 the industry was struggling to survive. This has affected everything from population growth to retail businesses. The industry has survived the recession of the early 1980’s and it appears it will continue to be a mainstay of Estacada’s economy.

1. Timber Industry

   **Strengths:**
   
   b. Existence of local timber supplies able to provide raw materials at some level into the future. Replanting requirements on public and private forest lands will assure a long-term supply of timber.

   **Weaknesses:**
   
   a. Declining domestic market, due to both temporary factors and long-term factors.
   b. Limited timber supply with strong competition from other supply areas. Competition by other uses for timber lands.
   c. Technological advances resulting in a need for fewer jobs.
   d. Financial damage done to local companies by the recession.

   **Potentials:**
   
   a. Increasing export market.
   b. Exploring the potential for secondary processing of lumber products.
2. Other Industries

Strengths:

a. Estacada is located close enough to the metropolitan area to attract industries that are expanding or need to move. Although it has many disadvantages compared to closer-in sites, it offers cheaper land, possible lower wage rates and a rural atmosphere, all within a reasonable commute to the metropolitan area.

Weaknesses:

a. Estacada has a poor location in relation to access to the interstate highway system.

b. Lack of an ability to currently provide water service to a large, developing industrial area.

c. Current inability to offer incentives to potential developers.

Potentials:

a. Estacada is in a relatively good location to attract industries that need to be close to the general Portland area, but don’t need strong transportation ties. Estacada can attract such industries, provided adequate services are available.

3. Location

Strengths:

a. Estacada’s on locational strength in relation to attracting new industry is its direct access via two state highways.

Weaknesses:

a. Due to the distance to the interstate highway system, Estacada has limited ability to attract new industry that is not dependent on resources available in the area, or not in need of good access to the major highway system.

Potentials:

a. Estacada may be attractive to some Portland area companies since it is within the metropolitan area.

4. Labor Force

Strengths:

a. Estacada’s resident labor force includes a broad range of skills and occupations. Estacada is accessible to the metropolitan area, which includes individuals with an even broader range of skills.

b. Employment in the Estacada area would probably be preferable to most area residents.

Weaknesses:

a. The immediate Estacada area has a relatively small labor force.

b. A large portion of the labor force is accustomed to relatively high wages in relation to level of education. Skills of area laborer a generally specialized and it may be difficult to transfer to other professions without substantial retraining.

Potentials:

a. The Estacada area work force appears to be adaptable. In all likelihood the needs of individual employers could not be met.
C. Economic Development Policies and Strategies

This report recommends an economic development goal and series of policies, objectives and strategies that Estacada should pursue in the short-term. If the city achieves these goals, it will want to consider expansion of its development program in the future. The goal, policy, objectives and strategies are stated below.

**Goal:** Diversify and expand the employment base of the City of Estacada

**Policy 1.0 – New Industry**

Encourage location and development of new industrial firms as a top priority in the economic development program.

**Objective**

Attract at least five new industrial firms, employing at least forty persons, into the City of Estacada within the next five years. It would be desirable if at least one-half of these new jobs were not timber related.

**Strategies**

1.1 Identify target industries and firms.
1.2 Identify the land and service needs of the target industries and firms.
1.3 Ensure that suitable lands are available and designated on the Comprehensive Plan map to meet the needs of such industry.
1.4 Annex industrially designated lands and provides services needed to meet the needs of target industries and firms.
1.5 Market industrial lands to target firms.

**Policy 2.0 Commercial Development**

Encourage the maximum amount of new commercial development that can be supported by local residents, businesses and the surrounding rural community.

**Objective**

Provide new commercial jobs (retail, finance, professions, business and personal services, etc.) within the city limits of Estacada within the next five years.

**Strategies**

2.1 Identify services not currently provided within the city. Determine if there would be enough market to support a business.

**Policy 3.0 – Existing Business and Industry**

Retain and encourage the expansion of existing business and industry in the city and its urban growth boundary.
Objective
Retain and expand the number of jobs in or near Estacada

Strategies
Maintain a level of communication between the city and private industry. This level of communication should allow for the city to be kept aware of the needs of local businesses, and respond accordingly.

Policy 4.0 Residential Development
Provide for residential development as the market develops.

Objective
Supply sufficient land to accommodate new residential development as the demand increases due to an increased local labor force.

Strategies
4.1 Designate suitable land for new residential development and provide needed services

D. Land Need and Supply

1. Comprehensive Plan Land Use Designations
The City of Estacada has designated sufficient lands in every category to meet the anticipated need to projected to the year 2009. Whether these lands are adequate and suitable for development, especially for short-term economic development, is another question. The majority of the vacant land is located outside the incorporated city and is not currently receiving city services. If these lands are served, development can occur relatively easily when the demand occurs.

E. Provisions for Compatible Uses

1. Recommended Strategies for Providing Compatible Uses
A. Since it has been some time since a Comprehensive Plan or Zoning map change has been requested, the city should review the process to ensure the process is no more cumbersome than necessary. A streamlining of this process should save both the applicant and the city time and money when such requests are made. However, care should be taken to ensure the interests of the community are adversely impacted through any streamlining.

B. Uses allowed in all zoning districts should be reviewed and updated, if necessary.

C. The City of Estacada should consider adopting a Design Review procedure or ordinance. Most jurisdictions currently have such a program to ensure commercial, industrial and multi-family development occurs in a manner consistent with city standards.
Public Facilities Plan
City of Estacada
April, 1989
# Public Facilities Plan

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City of Estacada
Public Facilities Plan
April, 1989

Introduction

This public facilities plan is prepared pursuant to the requirements of OAR 660, Division 11. This document serves as a background report to the Estacada Comprehensive Plan and is intended to provide direction for the City in prioritizing its expenditures for the provision of public facility improvements. The greatest financial demands placed on the City in providing public facilities will be for water and to some extent, sanitary sewage facilities.

The existing water system is generally adequate to serve the area within the existing city limits. However, the existing water holding capacity is only one million gallons and would be hard pressed to serve any newly annexed areas. The City has water rights for 2.6 million gallons of water from the Clackamas River. Until such time as additional holding capacity is available for the City will not be able to provide service to newly annexed, high volume users.

They city’s sanitary sewer system is more than adequate to serve the incorporated City of Estacada. The plant has recently been refurbished and has a capacity to accommodate up to 9,000 persons. The most costly expenditure to the City will be the extension of new sewer lines as areas are annexed.

Future economic development in the City of Estacada will depend heavily on the city’s ability to extend water and sewer service to areas outside the existing city limits which are identified for industrial use.

The City of Estacada and Clackamas County have entered into an Urban Growth Management Agreement. A copy of this agreement is included in the proposed final order.
Summary of Findings and Issues

1. The existing water system was constructed within the last five years and has a functional capacity of approximately 2,000 persons.

2. The capacity of the existing water system is not adequate to service the entire area within the urban growth boundary.

3. An additional water holding system with a capacity of approximately one million gallons would enable the city to provide water service to approximately 3,500 persons. Such a system would cost approximately $500,000.

4. The general obligation bonding capacity of the City is constrained by two outstanding issues, the earliest of which will be retired in 1997 (this bond is for recently completed improvements to the sanitary sewer system).

5. The city has considered lottery funds as a method of accommodating its public facility needs. To date new industry which would create a sufficient number of new, local jobs has not appeared.

6. Provision of water and sewer service to the industrially designated area north of the city limits is of highest priority.

7. Provision of these services to this area is necessary in order to convert vacant industrially designated land to immediate urban status. This in turn will assist greatly in diversifying the city’s economic base.

8. Financial options available to the city to construct a water holding facility and extend water and sewer lines are limited and constrained. When facilities are constructed the city’s method of marketing available lands should include a desire to put facilities into use as soon as possible after construction and at efficient levels.

9. Storm drainage facilities are generally adequate to serve the city.

10. Roadways in the city are generally adequate to serve the needs of the city.

11. The city’s master street plan is out of date. This document is scheduled for update during the 1989/1990 fiscal year.
Domestic Water

Inventory Assessment

The existing water system is generally adequately to supply water service within the existing city limits. As previously stated, the city’s primary concern regarding water service is limited capacity. The estimated cost of constructing a facility with an additional one million gallon capacity is approximately $500,000. Figure 11, on 76, of the Estacada Comprehensive Plan identifies the city water system.

Projects to Support Land Uses

New and upgraded lines will be necessary, in addition to the city’s dire need for additional capacity. New lines will be necessary within the area north of town, designated Light Industrial on the Comprehensive Plan map. Without these improvements it will be virtually impossible for this area to develop in a manner consistent with the Comprehensive Plan designation.

Cost Estimates

Since the city does not currently, nor will it in the near future, have the funding and construct the needed improvements, the city will attempt to provide services as the demand rises. AS such, no specific costs have been established for the immediate needs. The city is aware that a new water holding facility will cost approximately $500,000. The cost to extend water pipe will cost approximately $50 per lineal foot.

Sanitary Sewers

Inventory and Assessment

Figure 10, on page X-5, of the Comprehensive Plan identifies the city sanitary sewer system. The city’s sewer system is in good condition and meets the needs of areas within the city limits.

Projects to Support Land Uses

As with the provisions of water service, it will be necessary to extend sewer lines within the Light Industrial area in order to accommodate proposed development. However, unlike the water service, the existing sewer treatment plant has the capacity to handle new development. Further, given the location of the treatment plant within the immediate vicinity of the Light Industrial area, the cost to extend service to development will not be so dramatic.

Cost Estimates

Cost to construct sewer facilities to industrial areas has not been calculated. As the demand for service rises the city will establish a specific project amount. AS with water distribution lines, sewer line extension will cost approximately $50 per lineal foot.
Storm Drainage

Inventory and Assessment

The existing storm drainage facilities are adequate to meet the needs of areas within the existing city limits. A master storm drainage plan was prepared for the city in 1972. The city is using this document as a guide for drainage improvements needed within the city.

New drainage facilities will be needed as development occurs outside the existing city limits. As this need occurs new drainage will be tied into the existing system.

Cost Estimates

As with water and sewer lines, specific costs for new drainage systems have not been calculated. The cost to develop these new systems will be determined at the time development is proposed, and it is possible the cost will be picked up by the developer through system development fees.

Transportation Roadways

Inventory and Evaluation

See Comprehensive Plan map Figure 12, on page XI-3. The existing street system is adequate to meet the needs of those areas within the existing city limits. The Estacada Comprehensive Plan adequately identifies the current street system and its condition. As stated in the Comprehensive Plan, almost all the roads and highways in the area are used at less than half of their capacity.

Projected to Support Land Uses

Other than an update of the city’s master street plan, no projects are currently planned regarding the transportation network within the city’s planning area.

Mass Transit

The City of Estacada is served by Tri-Met. This service is from Estacada to downtown Portland. Connecting service between Estacada and other south Clackamas County communities is nonexistent.

Air

There is one airport facility within the Estacada planning area. This is a privately operated airport. There are currently no expansion plans for this facility.
Public Facilities Financing Alternatives

If Estacada is to develop as planned, public facilities must be provided prior to, or concurrent with development. The question is – how can the city pay for these improvements?

The best way to finance public facilities depends to a large extent on the level of public facilities to be provided. Many of the public facilities in the community are used by everyone. These major public facilities may create a large public benefit, but they may also be critical to the development of a specific property. It is customary for the community to put almost the full burden of financing these improvements on the specific properties that will be benefitted by them. In communities such as Estacada it is feasible to require this sort of facility development, but it is unlikely the developers will be willing or able to pay.

The major public facilities needed for future development in Estacada can be financed in several ways:

City Alone on “spec”

The city could finance the major public facilities needed for growth on its own. There are several advantages and disadvantages to this approach:

1. Property must be annexed
2. Facilities must be fully financed by the city, with no possibility for participation by developers.
3. There is no guarantee the city will receive any return on its investment.
4. This would give extra value to the properties that are immediately served by the publicly provided facilities.
5. The would make the parcels of land available to major development at a lower cost.

City Alone in Conjunction with Development

The city could finance improvements alone, but at the same time a major development is occurring.

Advantages and Disadvantages:

1. It will be easy to annex a parcel that is proposed for immediate development.
2. They city would have more of a guarantee on its investment.
3. The city could work with a specific development as an overall economic development project.

Joint Development

The city could work with the developer to finance needed public improvements.

Advantages and Disadvantages:

1. The city has a much better expectation of a return on its investment.
2. The city would have assisted in adding extra value to private party.

Developer Pays

If the property owners in an unincorporated area had to pay the entire cost of public facilities, there may be little future development in the city.
With these policy options in mind, the following identifies funding options available to the city for extension of needed services.

**General Fund/AD Valorum Tax**

Ideally, property taxing authority is the most likely source for the city to finance public facility improvements. However, this option is not realistic for Estacada, given the small size of the city’s general fund. Given the city’s two outstanding general obligation bonds, it would not be prudent to submit a special levy to the voters to finance needed facilities.

**System Development Charges**

This process is a means to generate revenue from development to provide the public facilities that are necessary for greater development. If the fee is kept high enough to develop a suitable fund, and low enough not to discourage development, systems development charges are an easy source of revenue to impose and collect, and the problems that are created by new development can be paid for by that development.

**Business License Fee**

While a business license fee will generate revenue, that amount generated in a city the size of Estacada would be insignificant in relation to public facilities costs, even over long periods of time.

**Oregon Lottery Funds**

The lottery funds are an important source of revenue for public facility improvements, provided the proposed development create new local jobs.

**Local Improvement Districts**

Local Improvement Districts (LID) are a way a group of property owners can participate in the financing of public facilities that benefit their specific properties at a favorable interest rate. A local government may participate in an LID, but it is not a source of funding for the local government.

**Cooperative Development**

A cooperative development utilizes the resources of a large number of investors to provide a facility for the public good. The city may or may not participate in such a development, but this is not a source of financing for the city.

**Industrial Revenue Bonds**

Industrial Revenue Bonds can be used by a firm to finance all of its facilities, including the public facilities that it may be required to provide as a part of development. This is not a source for major off-site improvements unless the city requires the firm to provide these improvements.

**Small Business Administration 7a and 503 Loans**

These are quite small to the State Industrial Revenue Bonds.

**Enterprise Zones**

The city of Estacada is familiar with Enterprise Zones. The city has been identified as an “economically lagging area”, and therefore meets the minimum requirement for Enterprise Zone status. However, since no specific unemployment figures are available for the city, the city must use county figures. Consequently, when the city requested Enterprise Zone status, the city’s score was too high to expect any realistic consideration.
ORDINANCE SERIES OF 2012, NO. 007

AN ORDINANCE AMENDING THE ESTACADA COMPREHENSIVE PLAN TO INCORPORATE POLICIES OF THE ESTACADA DOWNTOWN AND RIVERSIDE AREA PLAN.

WHEREAS, in June 2011 the Estacada City Council adopted the Estacada Downtown and Riverside Area Plan (EDRAP), including updates to the Comprehensive Plan and Map, the Estacada Development Code, The Transportation System Plan and the Zone Map; and

WHEREAS, the city is required to make amendments to the Comprehensive Plan to comply with the EDRAP;

NOW, THEREFORE, THE CITY OF ESTACADA ORDAINS AS FOLLOWS:

Section 1. Goal 9 – Economic Development Goals of the Estacada Comprehensive Plan is amended to read as follows:

Economic Development Goals

The economic development goals of the City of Estacada are as follows.

The City of Estacada shall…

- Focus industrial development on employment lands that are serviceable, accessible and marketable to diverse industries.
- Invest in capital improvements and regulatory measures to support employment areas.
- Provide adequate industrial land opportunities to grow existing businesses and attract a diversity of new industries.
- Retain suitable industrial land for industrial purposes.
- Limit retail and other potential conflicting uses in industrial zones to support industrial area businesses.
- Attract new opportunities such as healthcare, tourism, and clean industries, including those utilizing green building practices and a focus on sustainable use of natural resources.
  - Support decentralized, renewable district energy generation and use and other green building practice solutions.
  - Maintain and enhance the local labor pool through workforce development opportunities with Clackamas Community College and other universities such as Portland State University and University of Oregon (Portland Campus).
    - Support a diverse and skilled workforce who is capable of providing services to the green and sustainable industry sectors.
- Position Estacada as a supportive and responsive business environment.
- Create opportunities to increase tourism, overnight stays and recreation-based opportunities.
- Continue the investment in downtown as a walkable, mixed use district that includes residential opportunities.
• Use the Estacada Downtown and Riverside Area Plan as a guide for planning, design, and funding of projects in the Downtown and Riverside area, including but not limited to streetscape enhancements, circulation and parking improvements, catalytic public-private development opportunities.

• Update the Downtown Urban Renewal Plan with capital projects identified by the Downtown and Riverside Area Plan.

• Amend its Development Code to implement the land use and zoning recommendations of the Estacada Downtown and Riverside Area Plan.

• Should review its System Development Charge (SDC) requirements and consider updates to the SDC methodology that would help facilitate Downtown revitalization, as recommended by the Downtown and Riverside Area Plan.

• Work with property owners, businesses, and other public and private partners to implement the recommendations of the Estacada Downtown and Riverside Area Plan. The Plan should be reviewed and updated periodically as economic conditions change and projects are completed.

Section 2. Goal 9 – Community Economic Development Objectives of the Estacada Comprehensive Plan is amended to read as follows:

Community Economic Development Objectives

The following are community economic development objectives for the City of Estacada identified through consultation with members of the project Advisory Task Force, City, County and state agency representatives and other stakeholders in accordance with OAR 660.009.0020(1)(a):

Preliminary Community Economic Development Objectives

• Diversify the local economy; attract new opportunities such as healthcare, tourism and “clean” industries, including those utilizing green building practices and sustainable natural resources.

• Provide adequate industrial land opportunities to grow existing businesses and attract a diversity of new industries.

• Create opportunities to increase tourism, overnight stays and recreation-based opportunities.

• Attract unique, local commercial development opportunities to Downtown.

• Improve quality of life, such as providing for a range of housing and income types.

• Maintain and enhance the local labor pool through workforce development opportunities with Clackamas Community College, Marylhurst and other universities such as Portland State University and University of Oregon (Portland Campus).

• Improve the physical appearance, safety, and vitality of Downtown by implementing the projects, programs, and regulatory amendments recommended by the Downtown and Riverside Area Plan.

• Connect the Downtown to the Riverside path to promote Estacada for recreation-oriented tourism.
Section 3. Goal 10 – Objectives of the Estacada Comprehensive Plan is amended to read as follows:

Objectives

1. Ensure the provision of a variety of housing types and at price or rent levels reflecting the projected housing needs.
2. Provide sufficient land to house the projected population.
3. Ensure a future development pattern which protects residential areas from incompatible land uses.
4. Allow mixed-use development, with housing developed above or in conjunction with Downtown commercial uses to broaden the range of housing options available, to conserve energy, and to reduce reliance on the automobile.

Section 4. Goal 10 – Policies of the Estacada Comprehensive Plan is amended to read as follows:

Policies

1. Encourage a construction mix of about 76 percent single-family and 24 percent multi-family housing units to maintain residential diversity.

2. Encourage future multi-family housing development in the flatland area north of the high school athletic field to Hinman Road, and north of the Crown Zellerbach property to River Mill Road.

3. Support the Housing Opportunities Program (HOP) for the Portland region (Appendix E), and provide for a fair share of the low-cost housing needed in Clackamas County.

4. Encourage moderate lot sizes for future single family housing development.

5. New residential development will occur in accordance with the policies for urbanization stated in the “Urbanization Element”, Goal 14.

6. Mobile homes meeting zoning ordinance criteria for single-family residences shall be encouraged as a source of lower cost, single-family housing.

7. The city will zone areas annexed in accordance with the plan map land-use designations.

8. Amend its Development Code, pursuant to the Downtown and Riverside Area Plan, to promote a range of housing opportunities for a 24-hour/7-day-a-week Downtown. Such opportunities should include housing in upper stories of Downtown commercial and civic buildings and new infill housing adjacent to the Clackamas River.

9. The Downtown Urban Renewal Agency, through public-private partnerships, should encourage the adaptive reuse of upper stories of buildings for housing, particularly in the Downtown where transit and social services are more readily available.

10. The Downtown Urban Renewal Agency, through grant programs, should encourage the restoration of affordable housing stock.
Section 5. Goal 12 – Policies of the Estacada Comprehensive Plan is amended to read as follows:

Policies

1. Off-street parking will be required in new commercial and industrial developments in conformance with the standards set forth in the zoning ordinance.

2. They city will continue assisting the elderly and handicapped through special transportation programs.

3. The city will attempt to identify sources of funding for transportation studies that will: a) project future parking needs; b) examine accident patterns and determine if changes in signs, signals, or traffic control devices would improve safety; c) place traffic control devices to evaluate the efficiency of vehicular traffic.

4. The city will cooperate with Tri-Met in establishing transportation facilities for both local and commuter travel.

5. The city will promote and develop pedestrian and bike routes to accommodate recreation and commuter trips.

6. The city will discourage drive-in uses in preference to walk-in uses.

7. The City shall work with ODOT, PGE and Clackamas County to maintain and enhance the Downtown and Riverside areas for all modes of transportation (pedestrians, bicyclists, motorists, transit, and freight), as applicable, consistent with Estacada Downtown and Riverside Area Plan.

8. Within the Downtown and Riverside areas, the design and development of future transportation projects shall conform to the Estacada Downtown and Riverside Area Plan; specifically, Chapter 5: Circulation and Parking, and Chapter 6: Streetscape and Open Space Design, shall guide the design development of transportation projects.

Considered at the Council meeting of November 26, 2012, passed by a vote of 6 ayes and 0 nays, and considered for the second time at the meeting of December 10, 2012 and passed by a vote of 7 ayes and 0 nays, this 10th day of December, 2012.

DULY ADOPTED by the City Council of the City of Estacada this 10th day of December, 2012.

[Signature]
MAYOR

ATTEST this 10th day of December, 2012:

[Signature]
CITY RECORDER
COMPREHENSIVE PLAN APPENDIX K

ORDINANCE #2018-003

An ordinance adopting a City of Estacada Active Transportation Plan, as well as active transportation land use planning policies and land use rules needed to implement those policies, with corresponding amendments to the City’s Comprehensive Plan, Transportation System Plan, and Development Code Chapters 16.16, 16.26, 16.28, 16.36, 16.74, 16.76, 16.128, and 16.132; with the adoption of a new Development Code Chapter 16.118 related to pedestrians, connectivity, and transit stops; and with updates to the Introduction chapter, chapter numbering format, and chapter titles of the Comprehensive Plan.

The City of Estacada ordains as follows:

Section 1. The City hereby adopts the Active Transportation Plan and its appendix (Exhibits 2.A and 2.B, respectively) as a component plan of the City’s Comprehensive Plan;

Section 2. The City’s Comprehensive Plan, including its component Economic Development chapter and Transportation System Plan, is hereby amended to incorporate the changes identified in Exhibits 3, 4, and 5, with language to be added underlined and in red and language to be removed in red and struck through; and

Section 3. Chapters 16.16, 16.26, 16.28, 16.36, 16.74, 16.76, 16.128, and 16.132 of the City’s Development Code are hereby amended to incorporate the changes identified in Exhibit 6, with language to be added underlined and in red and language to be removed in red and struck through.

Considered at the Council meeting of September 10, 2018, passed by a vote of ___ ayes and ___ nays, and considered for the second time at the meeting of ____________ and passed by a vote of ___ ayes and ___ nays, this ___th day of ______________.

DULY ADOPTED by the City Council of the City of Estacada this ___th day of ______________.

_________________________________
Sean Drinkwine, Mayor

ATTEST:

______________________________
Sadie Main, City Recorder
City Council
Becky Arnold, Mayor
Michele Conditt
Brent Dodrill
Sean Drinkwine
Norm Ernst
Glen James
Ben Wheeler

City Manager: Randy Ealy
City Recorder: Denise Carey
Consultants: Cogan Owens Cogan, LLC & Marketek, Inc.
City Planner: Scott Hoelscher

Comprehensive Plan Adopted: April 10, 1980 CH2M Hill
Periodic Review Acknowledgement: December 14, 1993
Codification & Revisions: June 14, 1994
Goal 9 Amended: July 13, 2009 and December 10, 2012
Goal 10 Amended: December 10, 2012
Goal 12 Amended: December 10, 2012

Updates & incorporation of Active Transportation Plan: September 10, 2018
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The City of Estacada Comprehensive Plan (the Plan) is the community-supported strategy for managing land use and development in our city consistent with its history, resources, needs, priorities, and vision. This plan was prepared through a program that lasted 18 months has been formally amended on several occasions since it was first adopted in 1980, most recently in 2018. It is the first comprehensive plan for the City of Estacada. Even though the entire corporate limits of the city are zoned, there existed no previous guide for development as mandated by the State of Oregon through the Land Conservation and Development Commission (LCDC). This plan is intended to serve as an overall guide for development.

The planning process involved considerable citizen involvement through meetings, questionnaires, and hearings. An extensive inventory and mapping effort and the drawing of findings led to development of this land-use policy plan. The plan is designed to be within the city’s technical capacity to administer it. Periodic revision and refinement is anticipated.

Why Does Estacada Need A Comprehensive Plan?

Essentially there are two reasons for a plan. One is to In addition to being a requirement of the State of Oregon, the Plan helps the City meet the needs of the Estacada community by:

1. Analyzing the strengths and weaknesses of Estacada, as well as its opportunities and potential challenges;
2. Anticipating changes in demography, economics, development patterns, and some of the consequences of various land use decisions revolving around land use.
3. Determining the priorities of residents, developers, business operators, visitors, and other stakeholders; and

4. Setting goals and policies that enable the City to manage development consistent with those priorities.

The Plan has 12 chapters, each of which address a certain aspect of land use or development. Several chapters, including Chapters 5, 7, 9, and 10, contain component plans that provide guidance on more specific functions; those component plans are adopted by reference and are part of the overall Comprehensive Plan. These future decisions can have massive impact on their city and its ability to function or provide services in an economically feasible manner. A comprehensive plan can provide the goals, policies, and tools needed to facilitate appropriate decision-making in the future.

——The second reason for a plan is that it is mandated by the State of Oregon. The Land Conservation and Development Commission has adopted 19 general goals and guidelines. If Estacada meets these in the preparation of the plan, it should meet state requirements.

**What Is A Comprehensive Plan?**

——There is no agreed-on definition of a comprehensive plan within the planning profession, and a dictionary definition only gives a general definition and synonyms not applicable to the specifics of land-use planning. We therefore submit what, in our opinion, a comprehensive plan should be: “A guiding tool for ensuring that all the permanent information is available in an understanding format to
allow decision-makers to make intelligent land-use decisions relative to established goals and policies.”

In addition to this definition, the state statues define a comprehensive plan and outline the requirements for plans in ORS 197.015.

This definition implies that it would be useful to have the probable consequences of optional decisions clearly outlined for the benefit of the decision-makers proper to their decision. This also implies that the plan should be flexible enough to adjust to new information and circumstances so decisions can be current.

What Does A Finished Plan Look Like?

The product of a planning process should be a document that outlines the goals, policies, and general process in which decisions are to be made. The document should present this information as a guide for citizens, developers, realtors, and related design professionals.

The following pages outline a seven-phase program to develop and implement a comprehensive plan that meets Estacada’s needs and satisfies the requirements of the State of Oregon.

Proposed Format for the Estacada Comprehensive Plan

Phase I: Citizen Involvement

The Land Conservation and Development Commission lists this as the first guideline so that citizens can have an impact on the planning process from the start. Before engaging in any of the succeeding phases of the study, two essential items need to be resolved:
1. Establish a citizen’s advisory committee on involvement of citizens. This can be the Planning Commission or another group appointed by the City Council. (If the Planning Commission is selected, the LCDC requires documentation of the rationale used in making the decision.)

2. Establish the format or formats that citizens’ input and feedback system will utilize.

--- Phase II: Issues and Goals

--- This phase is key to the other phases because it sets the requirements for information needed, issues that need answers, and goals that need programs or mechanisms for their attainment. The goals should use the LCDC guidelines as a yardstick, recognizing the statute requirements while meeting Estacada’s needs.

--- This phase should involve heavy input and feedback from citizens. The goals should cover areas pertinent to land-use planning such as economic impact, scope of general growth, types and kinds of housing desired, commercial/industrial limits and recreational variety.

--- Phase III: Data and Information Collection

--- The first two phases set the limits for this portion of the study. Data and information is critical for a strong legal basis as well as to meet the needs of Estacada. Data will range from natural feature specifics to demographic material on ages, income, and general lifestyles. This information becomes a base for making decisions about the plan and its attendant goals and policies.
Phase IV: Refinement of Issues and Goals

This phase involves re-analysis of the issues relative to the information gathered and possibly restating goals to coincide with this data. This phase will also require considerable citizen participation. The major benefit of this information at this stage is to project the consequences of the goals.

Phase V: Development of a Plan

A plan should include policies to guide the plan, tools (zoning, subdivision regulations, etc.) to carry out the plan, and a graphic plan showing the limits of the community and its general features. The plan and its policies should be documented for citizen use and for transmissions to the state for compliance with State of Oregon requirements.

Phase VI: Plan Adoption

This final phase involves scheduling of hearings for adoption of the plan and programming of periodic review of the plan to ensure it is kept up-to-date. Some revision of the plan may occur as a result of the hearings, but if the previous citizen involvement program has been successful, the changes should be minimal.

Phase VII: Plan Review and Amendments

The adopted comprehensive plan will be reviewed by the Planning Commission and City Council in conjunction with State mandated periodic review scheduled, by the city to privately sponsored amendments to the comprehensive plan. Such privately initiated proposals shall be supported by documentation of the LCDC goals and inventories, drawings, appropriate findings, and conclusions for such proposals.
Consideration may also be given, on this annual schedule, by the city to privately sponsored amendments to the comprehensive plan. Such privately initiated proposals shall be supported by documentation of the LCDC goals and inventories, drawings, appropriate findings, and conclusions for such proposals.

Both city-initiated and privately sponsored proposals may suggest changes in either the policy areas text or the comprehensive plan map, or both.

All proposed amendments to the plan shall be subject to public hearing by the Planning Commission and City Council. In the case of a proposed change in the map, all property owners within 300 feet of the requested change shall be directly notified of the hearing date.
Goal: Chapter 1

Citizen Involvement

Citizen Participation Activities

The goal of a citizen involvement program is to ensure the opportunity for citizens residing in Estacada and the planning area to be involved in all phases of the planning process.

The Estacada Planning Commission functions as the Citizen Advisory Committee (CAC). The CAC, through the consultant, prepared a questionnaire, which was sent with city water billings to about 750 households. About 25 percent of the questionnaires were completed and returned. Copies of the questionnaire are included in Appendix A. The survey results are summarized the section entitled “Feedback on Questionnaire 1.”

A second questionnaire produced a considerably smaller response than the first, with the only general conclusion drawn being that there was no strong objection to the study progress and results so far.

Newspaper coverage of planning meetings was given by the Clackamas County News. This coverage included publishing early drafts of the comprehensive plan. The comprehensive plan draft summary tabloid was published to be available for meetings and hearings. It was sent to the public at request.

Feedback on Questionnaire 1

The first citizen questionnaire asked questions concerning the future size of Estacada, the adequacy of land area available for different uses, the distribution of city services, and the influence of the Land Conservation and Development Commission goals in the planning process.

Responses were separated into two groups- people living inside the City of Estacada limits and people living outside the limits- to determine if any significant difference in opinions exists. Very little difference was observed except on a few questions. The following overview of the results is based on total response, both inside and outside the city, and any significant differences in the responses are noted.

One of the most significant results of the questionnaire was the large majority (80 percent) of Estacada people who felt Estacada’s population should not become larger than 5,000. This also happens to be the upper limit of the sewage plant capacity. Almost two-thirds of the people felt there wasn’t enough land for residential, commercial, or industrial uses. Additionally, two-thirds of the people responding felt city services (water, sewer etc.) should be extended to areas outside the city limits, provided that the recipient paid a higher user rate to compensate for not paying the city property taxes that built and support the service.
About one-third of the responses indicated a need for major repaving and increased maintenance of streets in the city. A large majority (65 percent) felt the city should not expand into new areas of service.

Ninety-six percent of those responding felt Estacada depends significantly on Portland and other employment center for jobs, but people were almost evenly divided on whether Estacada should continue this dependence in the future. There was no large mandate on what kind of employment opportunities ought to be available in Estacada in the future, but the largest percentage (40 percent) preferred light industrial, and commercial uses garnered 28 percent. Road maintenance was identified as the largest weakness in the city services drawing 60 percent of the tally.

Mobile homes have become a large segment of the housing market nationwide, and their presence around Estacada is typical of rural areas everywhere. This is because their initial cost is lower than conventional “stick built” homes, and their location doesn’t require a building permit. The State of Oregon currently administers two building codes: one for mobile homes and another for stick built. The question of whether mobile homes can be located on city lots is answered by the legality of the zoning ordinances depending on what construction standard is cited. Sixty percent of the people responding felt mobile homes should be allowed on city lots, but many people added comments like “provided they meet the building code,” and “provided they are attached to foundations.”

On the question of the city planting more street trees and exercising more design control, 77 percent of the people felt this was a good idea.

The large majority of people answering the questionnaire were:

1. From Estacada 75 percent
2. Working 74 percent (16 percent retired)
3. Working in Estacada 78 percent (percent of those Working, 15 percent work in Portland)
4. Driving 0-5 miles to work 70 percent (22 percent travel 20-30 miles)
5. Shopping in Estacada 68 percent
6. Buying area cars in Estacada 76 percent
7. Getting auto service in Estacada 76 percent
8. Seeking medical and dental care elsewhere 62 percent
9. Seeking entertainment elsewhere 62 percent
On the question of how the Land Conservation and Development Commission goals should influence Estacada’s planning, the following results show pretty uniform agreement with these planning guidelines:

1. Preserve farmland 90 percent
2. Conserve forestland 90 percent
3. Conserve open space and protect natural and scenic resources 95 percent
4. Maintain and improve the quality of the air, water and land resources 93 percent
5. Protect life and property from natural disasters and hazards 74 percent
6. Satisfy the recreational needs of the citizens of the state and visitors 74 percent
7. Diversify and improve the economy of the state 75 percent
8. Plan and develop a timely, orderly, and efficient arrangement of public services to serve as a framework for urban and rural development 71 percent
9. Provide and encourage a safe, convenient, and economic transportation system 75 percent
10. Conserve energy 94 percent
11. Coordinate land-use plans with other agencies 79 percent

The responses average an 82 percent agreement with these goals. This seems to say that the state’s mandated goals are probably reasonable guidelines for planning purposes.

The differences of opinion between people in the city and those outside the city were generally that the Estacadans felt more strongly about most issues. That is, 80 percent of Estacadans agreed that a 5,000 or less population was desirable while 77 percent of people from outside Estacada felt the same. These kinds of differences are negligible.

**Findings of Fact**

1. The Citizen Advisory Committee conducted an extensive Citizen Involvement Program during the plan development stage with additional citizen involvement during the plan adoption implantation phases.
2. The City approved an urban growth boundary and policy agreement with Clackamas County, which outlines procedures to be followed by both the city and county for changing the urban growth boundary and revising the plan.

3. Responsibility to review the Citizen Involvement Program is delegated to the Planning Commission, acting as the Citizen Advisory Committee. The Citizen Advisory Committee is charged with the responsibility of monitoring the Citizen Involvement Program to ensure that the objectives and goals of the program are met.

**Procedures**

1. The plan, after adoption, will be reviewed by the Planning Commission and City Council at the same time as the State mandated periodic review to determine its applicability in light of changes, development, expansion and new statutes and statewide land use goals.

2. The Planning Commission and City Council may, as they deem necessary, annually amend the plan or cause such additional studies and research to be completed to change and support the plan.

3. Considerations may also be given at the time of this periodic review schedule by the city to privately sponsored amendments of the plan. Such privately sponsored amendments shall be supported by documentation of the LCDC goals and inventories, with finding and conclusions for such proposals.

4. Both city and privately sponsored proposals may suggest changes in either the policy texts or the plan map, or both.

5. All proposed amendments to the plan shall be subject to public hearing by the Planning Commission and City Council. In the case of a proposed change in the map, all property owners within 300 feet of the requested change shall be notified of the hearing date.
A draft copy of the Estacada Comprehensive Plan will be sent to the following local agencies and organizations for review and comment before the plan is submitted to LCDC for acknowledgement.

Clackamas County Planning Department

Estacada School District No 108

**State agency review should involve the following:**

- Department of Economic Development
- Department of Environmental Quality
- Department of Fish and Wildlife
- Department of Land Conservation and Development
- Department of Oregon State Police
- Department of Transportation (ODOT)
- Office of Historic Preservation
- Department of Geology and Mineral Resources
- Department of Energy

**Concurrent with review by state agencies, these agencies and organizations will also have the opportunity to review and comment:**

- Portland Metropolitan Area Boundary Commission
- Port of Portland
- 1,000 Friends of Oregon
- Tri Met
Goal

Preserve and maintain agricultural lands.

Objectives

1. Inventory lands to determine their suitability for inclusion within the urban growth boundary for agricultural uses.

2. Encourage the Clackamas County Planning Commission and Board of Commissioners to preserve agricultural uses in the area immediately surrounding the urban growth boundary.

Existing Conditions

Forty acres is generally accepted as a minimum lot area that can support a farm. Fescue crops grown in the area generally require several hundred acres.

Class I-IV soils are considered the most valuable for agricultural use. Soil classification from SCS soils maps and interpretive material were mapped. A Clackamas County Tax Assessor’s map was used to relate parcel size to soil classification. The results of this inventory of Class I-IV soils for the area outside the current city limits, but inside the urban growth boundary, are shown in Table -1.
### Table 1
**Agricultural Suitability of Soils by Parcel**
#### Estacada Future Growth Area

<table>
<thead>
<tr>
<th>No. of Parcels</th>
<th>Size</th>
<th>Total Area</th>
<th>% of Area</th>
<th>% of No. of Parcels</th>
<th>Amt. of Class I-IV Soils in ea. Parcel</th>
<th>Total Class I-IV Soil Acreage</th>
</tr>
</thead>
<tbody>
<tr>
<td>2</td>
<td>90+ ac</td>
<td>180 ac</td>
<td>9%</td>
<td>1%</td>
<td>20 ac</td>
<td>40</td>
</tr>
<tr>
<td>4</td>
<td>50-89 ac</td>
<td>200 ac</td>
<td>10%</td>
<td>2%</td>
<td>16 ac</td>
<td>64</td>
</tr>
<tr>
<td>5</td>
<td>40-49 ac</td>
<td>200 ac</td>
<td>10%</td>
<td>3%</td>
<td>12 ac</td>
<td>60</td>
</tr>
<tr>
<td>5</td>
<td>30-39 ac</td>
<td>150 ac</td>
<td>8%</td>
<td>3%</td>
<td>10-12 ac</td>
<td>55</td>
</tr>
<tr>
<td>7</td>
<td>20-29 ac</td>
<td>140 ac</td>
<td>7%</td>
<td>4%</td>
<td>8-10 ac</td>
<td>56</td>
</tr>
<tr>
<td>21</td>
<td>10-19 ac</td>
<td>210 ac</td>
<td>11%</td>
<td>12%</td>
<td>5-10 ac</td>
<td>140</td>
</tr>
<tr>
<td>150</td>
<td>Less than 10 ac</td>
<td>890 ac</td>
<td>45%</td>
<td>75%</td>
<td>0-5 ac</td>
<td>57</td>
</tr>
<tr>
<td><strong>TOTALS</strong></td>
<td><strong>194</strong></td>
<td><strong>1,970 ac</strong></td>
<td><strong>100%</strong></td>
<td><strong>100%</strong></td>
<td></td>
<td><strong>472</strong></td>
</tr>
</tbody>
</table>

Figure 1 shows the approximate locations of soils of varying suitability for agricultural use. Areas noted “good” on the map have up to 50 percent of their detailed soil mappings occupied by Class I-IV soils; areas noted “fair” have 35-40 percent of their detailed soil mappings occupied by Class I-IV soils and areas noted “poor” have less than 35 percent of their areas occupied by detailed soils units of Class I-IV soils. See Figure 1.
**Findings of Fact**

1. Only 1 percent of the parcels in the area between the city limits and the urban growth boundary contain Class I-IV soils in 20-acres contiguous units. (Two parcels out of a total of 194).

2. Of parcels containing Class I-IV soils, 95 percent are already developed. Only nine of the 194 are undeveloped.

3. The bulk of the Class I-IV soils parcels are at the outer limits of the urban growth boundary, and rely on county enforcement of large-lot zoning to preserve the larger existing lots. These outer properties will be the last to develop within the urban growth boundary (UGB) due to their remoteness from public facilities. County regulations and enforcement are adequate to preserve the Class I-IV soils of 20-acres sizes through large lot zoning. (Only two parcels in these soils categories, or nine percent of the unincorporated part of the UGB area, can be preserved with this technique by the county.)

4. Forty-five percent of the area is already partitioned into parcels less than 10 acres.

5. There are no Class I-IV soils that can be preserved by the city through large lot zoning.

6. No major negative environmental, economic, social, or energy consequences will result from the urbanization of Class I-IV soils. Most of these areas are already committed to urban use because of existing development density, adjacent or surrounding development patterns, or small lot size.

7. Regardless of which direction Estacada expands, Class I-IV soils will be required for urban uses.

8. The agricultural lands goal does not apply within city limits or within the adopted urban growth boundary. It is more desirable to develop Class I-IV soils within the urban growth boundary over a period of time than to allow similar, more remote rural lands to urbanize. Justification for inclusion of agricultural land within the urban growth boundary is included in the Urbanization section of this plan.

**Options**

To protect agricultural land from encroachment for urban uses, it can be placed in an agricultural zoning classification. The city can consider recommending less restrictive zoning on a case-by-case basis.

**Policies**

1. Urban density development will be discouraged in identified agricultural areas until all other available lands within the urban growth boundary have been utilized.

2. Estacada will work with Clackamas County to ensure orderly growth and redevelopment in the rural residential areas between the city limits and the urban growth boundary. A Dual Interest Area Agreement (Appendix D) between the City of Estacada and Clackamas County shall be obtained to govern city/county cooperation in this regard.

3. The city will not permit subdivisions and partitions that would make redevelopment at urban density economically infeasible at a later date.

4. The city will consider proposals for land division only if plans for efficient redivision of the land at a later date are also presented. The City will review the redevelopment plans for location of structures before issuing building permits.
**Implementation**

Zoning review will be undertaken in Clackamas County to establish a zoning pattern designed to implement plan policies. Estacada will participate in this review and encourage zoning designations consistent with the intent of Goal 3. In addition, the Planning Commission and City Council will participate in an ongoing basis in land-use decisions affecting the area between the city limits and the urban growth boundary.
Goal 4

Forest Lands Element

Goal

Preserve and maintain forest lands.

Objectives

1. Inventory lands to determine their suitability for inclusion within the urban growth boundary for forestry uses.
2. Encourage conservation of forested lands necessary for watershed protection and maintenance of wildlife and fisheries habitat.
3. Encourage replanting and development siting to retain as much forested land as possible.

Existing Conditions

There are about 885 forested acres within the UGB of which 65 acres are inside the city limits. Figure 2 shows forested land in the Estacada area. These areas were field inspected to determine the dominant classification of trees, their general age, and their value as a wildlife habitat or as a watershed and erosion control.

None of the forested areas serve as a wildlife habitat for endangered species, although unprotected species are present as indicated in Appendix B. There are insufficient forage areas to sustain the game required to support endangered predators (almost all endangered species in Oregon are predators).

Forest areas (particularly those with evergreen varieties) protect sloped areas from erosion, provide aesthetic beauty and provide a source of oxygen replenishment in close proximity to urban development.

As with farmland, there are no large acreages (20-40 acres) of contiguous property that contain forestlands. Historically this is due to the fact that the larger tracts are open ground and were logged many years ago for farming. The sloped areas, because they are higher and have better draining soils, have been used for rural home sites; therefore, smaller parcel sizes have resulted.
Findings of Fact

1. None of the parcels in the area contain forested contiguous areas 20 acres in size or larger.
2. The potentially commercial valued trees are on properties already developed for other uses not likely to become timber management areas.
3. Soils suitable for tree production are in parcels too small to support economically sound nurseries, and many of these areas are already developed for other uses.
4. Ninety-five percent of the wooded parcels are already developed.
5. Forest lands make up 35 percent of the urban growth boundary area.
6. Of forested areas inside the urban growth boundary, only 7 percent are inside the present city limits.
7. Preservation of the existing soil area classified as suitable for forest production will not significantly add to or enhance the forest production capacity in the area. The area is too small in comparison to other surrounding viable forest production areas.
8. The forest lands goal does not apply within city limits or within an adopted urban growth boundary. It is more desirable to develop forested lands within the urban growth boundary over a period of time than to allow similar, more remote rural lands to urbanize.

Options

The following techniques are available to conserve forest lands:

1. Establish large lot size zoning to prevent further divisions. Divisions create smaller lot sizes not capable of sustaining commercial timber practices or wildlife and watershed resources. This technique would also conserve watershed and wildlife areas that may exist.
2. Establish zoning restrictions that prohibit or restrict cutting of trees regardless of lot size. This technique would be extremely difficult to enforce for a jurisdiction the size of Estacada.

Policies

1. The city will encourage replanting and retention of native species.
2. The city will encourage retention of forested lands to preserve wildlife areas, and recreation opportunities, and aesthetic values.
3. The city will support the county’s land use designation within the UGB (but outside the city limits) and believes they adequately protect forest lands from premature development.

Implementation

1. The city will implement the design review ordinance which requires the integration of existing vegetation into subdivision proposals.
2. The city will consider erosion control measures in all development proposals. The city has adopted Chapter 70 of the uniform Building Code which sets forth regulations to control excavation, grading, and earthwork construction, including erosion control and drainage requirements.
Goal 5 & Goal 8

Chapter 5

Open Spaces, Natural Resources, Cultural & Recreational Resources
Natural, Cultural, and Recreational Resources and Open Spaces

Goals

1. Conserve open space and protect natural and cultural resources.

2. Satisfy the recreational needs of citizens of Estacada and state, and visitors.

Objectives

1. Identify open spaces, scenic and historic areas, and natural resources that should be protected from urban development.

2. Ensure adequate open space to meet the needs of Estacada residents.

3. Provide an adequate amount of park land for local use and variety of recreation facilities to meet the needs of all age groups.

Existing Conditions

Open Space

By virtue of Estacada’s rural setting and adjoining park lands, residents enjoy more open space than the majority of Portland-area residents.

As a measure of open space, the following criteria were used:

1. Slope - Areas below 10 percent slope were considered essentially flat, which can later assist in determining field game and active recreational suitability. Areas of 10 percent slope or greater were used as a separate group, which may later assist in determining passive recreation area suitability.

2. Vegetation – Areas with significant tree cover were distinguished from open fields or developed areas. This information was drawn essentially from the Forestland map. This criterion reinforces the potential-use category described above, under Slope.

3. Ownership/Size – Parcels of 5 acres or larger were mapped as one group of areas, and parcels of less than 5 acres mapped as another. Five acres was selected because it represents the minimum parcel size that can be acquired and developed reasonably as a neighborhood park.
Additionally, as parcel size decreases, the cost of public acquisition for public park increases and park desirability decreases. The 5-acre distinction is a commonly accepted benchmark.

From these criteria the eight recreational land classifications in Table-2 were derived. Land to which the classifications apply is mapped in Figure 3. Classifications B, D, F and H tend to be more suitable for recreation, in that order. Classification H is more suitable for active recreation and field games, and the other classifications represent as more passive recreation.

**Table 2**

**Open Space Classifications**

<table>
<thead>
<tr>
<th>Class</th>
<th>Slope</th>
<th>Vegetation</th>
<th>Ownership/Size</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>10% or greater</td>
<td>Tree Cover</td>
<td>Less than 5 acres</td>
</tr>
<tr>
<td>B</td>
<td>10% or greater</td>
<td>Tree Cover</td>
<td>Greater than 5 acres</td>
</tr>
<tr>
<td>C</td>
<td>10% or greater</td>
<td>Open Field or Developed</td>
<td>Less than 5 acres</td>
</tr>
<tr>
<td>D</td>
<td>10% or greater</td>
<td>Open Field or Developed</td>
<td>Greater than 5 acres</td>
</tr>
<tr>
<td>E</td>
<td>0.7% max</td>
<td>Tree Cover</td>
<td>Less than 5 acres</td>
</tr>
<tr>
<td>F</td>
<td>0.7% max</td>
<td>Tree Cover</td>
<td>Greater than 5 acres</td>
</tr>
<tr>
<td>G</td>
<td>0.7% max</td>
<td>Open Field or Developed</td>
<td>Less than 5 acres</td>
</tr>
<tr>
<td>H</td>
<td>0.7% max</td>
<td>Open Field or Developed</td>
<td>Greater than 5 acres</td>
</tr>
</tbody>
</table>

These eight groups or classifications are dispersed throughout the study in the area in varying amounts (2 to 53 percent) with category H being the dominant type. Table 3 summarizes their distribution.
Table 3
Open Space Suitability

<table>
<thead>
<tr>
<th>Classification</th>
<th>Acres</th>
<th>% of Total Area</th>
<th>Potential for Public Park</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>114</td>
<td>3%</td>
<td></td>
</tr>
<tr>
<td>B</td>
<td>624</td>
<td>14%</td>
<td>4th Priority</td>
</tr>
<tr>
<td>C</td>
<td>106</td>
<td>2%</td>
<td></td>
</tr>
<tr>
<td>D</td>
<td>290</td>
<td>7%</td>
<td>3rd Priority</td>
</tr>
<tr>
<td>E</td>
<td>77</td>
<td>2%</td>
<td></td>
</tr>
<tr>
<td>F</td>
<td>418</td>
<td>10%</td>
<td>2nd Priority</td>
</tr>
<tr>
<td>G</td>
<td>370</td>
<td>9%</td>
<td></td>
</tr>
<tr>
<td>H</td>
<td>2232</td>
<td>53%</td>
<td>1st Priority</td>
</tr>
<tr>
<td><strong>Total in Study Area</strong></td>
<td><strong>4231</strong></td>
<td><strong>100%</strong></td>
<td><strong>84% of the area</strong></td>
</tr>
</tbody>
</table>

About 84 percent of the area shown in Figure 3 is suitable for recreational use. Most of the incorporated area of the city is classified as G, less than five acres in size, with no contiguous forested area, and with slopes generally less than 10 percent.

**Mineral and Aggregate Resources**

There are no commercially valuable minerals in the Estacada area, according to state geologists. Although Clackamas County has valuable aggregate resources, there are no sand or gravel quarries operating within the urban growth boundary. A gravel company is located on the west side of the Clackamas River near River Mill Dam.

“The Oregon Department of Geology and Mineral Industries publication entitled Rock Material Resources of Clackamas, Columbia, Multnomah, and Washington Counties, Oregon, identifies resources site 72a within the urban growth boundary of the city. Subsequent investigations have determined the site is an exhausted quarry site owned by Oregon State Highway Department and used for gravel storage. The site has been planned for industrial use.”
Energy Resources

There are no unique energy sources within the UGB area. Non-renewable resources investigated include:

1. Gas – no known deposits
2. Oil – no known deposits
3. Geothermal – no known resources

Solar energy and wind energy are renewable sources that, with continued technological improvement, can reduce the need for fossil fuel and hydro-electrical power.

Ecologically Significant Areas

There are significant populations of hawks, owls, songbirds, small mammals, and numerous other non-game species within the urban growth boundary. Farmlands within the urban growth boundary are important wildlife habitat. The species they support are shown in Appendix B. Most of these lands are not classed as critical or unique habitat, however.

The most sensitive habitat is located along waterways. The Clackamas River is considered one of the top three anadromous fisheries in the Willamette River system. The U.S. Fish and Wildlife Service operates a hatchery for salmonid species on Eagle Creek, a tributary of the Clackamas. Eagle Creek joins the Clackamas River approximately 5.6 miles below the Estacada outfall. The river is also an important trout fishery and supports sensitive waterfowl species.

Vegetation along the small creek passing by the high school and along Currin Creek also provides cover for wildlife.

“The Oregon Revised Statutes Chapter 390.825 (7) identifies the Clackamas River as a wild and Scenic River from River Mill Dam down to Carver, approximately 12 miles. There is approximately ¼ mile of this river frontage within the urban growth boundary. This land is owned by PGE and leased to the City for park purposes. The land is designated open space on the City’s plan map. Further, Clackamas County zoning ordinance, section 704 provides adequate protection in accord with state statutes.”

Scenic and Historic Sites and Buildings

Historical highlights and the origin of the name Estacada are included in Appendix C. Estacada currently has no listings on the National Register of Historic Places or the Statewide Inventory of Historic Properties. The closest historic sites of local (and possible statewide) importance are: 1) the Baker Log Cabin at Carver; 2) the Church of the Nazarene (now Garfield Community Church), 4 miles east of the City; 3) the Feldenheimer Ferry site; and 4) the Foster (Philip) farm site in Eagle Creek. No buildings of historic or architectural note have been identified within the urban growth boundary.

There are no specifically designated scenic sites within the city or the urban growth boundary. There are several access points to the Clackamas River at Estacada. However, these are primarily for fishing and river use.

Historical & Cultural Resources

Estacada will participate with Clackamas County in an exhaustive, county-wide survey to identify historic and cultural resources. Estacada’s participation will be limited to the area within its UGB. This study is tentatively scheduled to occur between July 1990 and June 1991.

Recreational Trails

The old railroad right-of-way paralleling Highway 224 has been identified by the Oregon State Parks System Plan for use as a future bikeway.
**Park and Recreational Facilities**

**Parks**

1. **Barton** – Six miles northwest of Estacada on the Clackamas River. Day-use facilities include picnic areas and a boat ramp. Activities include swimming and fishing from boat and shore. Overnight facilities have fireplaces and electrical hookups.

2. **Eagle Fern** – Three miles north of Estacada on Eagle Creek. Covered group facilities and picnic sites, and nature trails within park boundaries. Activities include fishing and hiking.

3. **City of Estacada** – The City currently leases a large park from Portland General Electric for a term of more than 20 years. The only restriction on this lease is the agreement that the city will not annex this property.

   This is the site of the Estacada Timber Festival each year. There is no stadium or grandstand, although there is an amphitheater of sorts. The park also has several day-use picnic and cooking facilities. The city plans to improve day-use facilities as funding becomes available. The area of the park is approximately 20 acres.

4. **McIver Park** – Located west of the City on the south side of the Clackamas River. Day-use facilities include 50 picnic spaces, electric cooking units, and bath houses with toilets. Activities include swimming, hiking and fishing.

5. **Metzler** – Five miles south of Estacada on Clear Creek. Day use facilities include baseball diamonds, playground equipment, and picnic areas. Activities include fishing, swimming, and overnight camping.

6. **River Mill** – One Mile west of Estacada on the south side of the Clackamas River. Day-use facilities include a boat ramp, community kitchen, and flush toilets. Activities include boating, fishing and picnicking.

**Athletic Facilities**

Estacada’s schools provide the principal athletic facilities in the city. Athletic fields total approximately 64 acres.

The high school has approximately 40 acres of athletic fields, which includes a baseball field, track, four tennis courts, three football and two soccer fields, and a gymnasium with regulation basketball court.

The junior high school has approximately 4 acres of athletic fields, including four tennis courts, one gymnasium with basketball court, one soccer field and one football field for practice.

The middle school has 17 acres of playfields, with two baseball fields, a multi-purpose room with baskets and playground equipment.

The primary school has 3 acres of playfields, with playground equipment and a multipurpose room with baskets.

**Recreation Needs**

A commonly employed guideline proposes that 10 percent of the land area within a city should be devoted to park and recreation lands and open space. Applying the 10 percent criterion to the land area within the UGB (2,583 acres) yields an identified need of 260 acres. Subtracting from this amount the current supply of approximately 64 acres of developed recreation lands and 197 acres of sloped and undevelopable lands yields a surplus of 1 acre.
Table 4 shows the specific park and facilities needs for Estacada in the year 2000. Most of Estacada’s present recreation needs are served by facilities owned by the school district. It is expected that as Estacada’s school age population grows, the district will construct additional facilities that will serve the general population as well. As facilities are constructed, however, the amount of open playfield area not available to the public will be reduced.

Estacada currently has no designated foot or bicycle trails within the city. There are numerous rural and pristine wild areas nearby, and state and county parks are within driving distance, but school facilities are currently the only open space available for recreational use accessible by foot.

The city has no neighborhood parks at present, and, given the scale of the city, has little need of them since school facilities are nearby. As the city grows, however, additional open space will have to be dedicated for public recreational use.

Wetland areas, as defined in the City Code, have been identified with the Urban Growth Boundary of Estacada. These areas are identified in the Comprehensive Plan, Wetland Map. Specific criteria for development of wetland areas will be adopted in order to protect these areas to the greatest reasonable extent.

Projection of Facility Needs

City of Estacada, OR

<table>
<thead>
<tr>
<th>Facility</th>
<th>Standard</th>
<th>1979 Supply</th>
<th>1979 Need</th>
<th>1979 Surplus (Deficit)</th>
<th>Year 2000 Need</th>
<th>Year 2000 Projected Surplus (Deficit)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Playground/Playfield</td>
<td>1-1/4 acres/1,000 pop.</td>
<td>64 acres</td>
<td>2 acres</td>
<td>62 acres</td>
<td>11 acres</td>
<td>53 acres</td>
</tr>
<tr>
<td>Neighborhood Park</td>
<td>5 acres/1,000 pop.</td>
<td>0 acres</td>
<td>8.5 acres</td>
<td>(8.5 acres)</td>
<td>45 acres</td>
<td>(45 acres)</td>
</tr>
<tr>
<td>Swimming Pools</td>
<td>1 Pool/10,000 pop.</td>
<td>0 pools</td>
<td>1 pool</td>
<td>(1 pool)</td>
<td>1 pool</td>
<td>(1 pool)</td>
</tr>
<tr>
<td>Tennis Courts</td>
<td>1 court/2,000-2,500 pop.</td>
<td>8 courts</td>
<td>1 court</td>
<td>7 courts</td>
<td>4 courts</td>
<td>4 courts</td>
</tr>
<tr>
<td>Ballfields</td>
<td>1 field/1,200 pop.</td>
<td>10 fields</td>
<td>1 field</td>
<td>9 fields</td>
<td>7 fields</td>
<td>3 fields</td>
</tr>
<tr>
<td>All-Purpose Courts</td>
<td>1 court/2,500 pop.</td>
<td>2 courts</td>
<td>1 court</td>
<td>1 court</td>
<td>4 courts</td>
<td>(2 courts)</td>
</tr>
<tr>
<td>Basketball Courts</td>
<td>1 court/500 pop.</td>
<td>2 courts</td>
<td>4 courts</td>
<td>(2 courts)</td>
<td>18 courts</td>
<td>(16 courts)</td>
</tr>
</tbody>
</table>

CH2M Hill, Computations, 1979
*per capita standards not available
Findings of Fact

1. If existing farmland is to be maintained as open space, it will have to be preserved through special zoning provisions.

2. There are no commercially valuable mineral or aggregate resources within the urban growth boundary.

3. There are no significant historical sites or objects within the study area that would be affected by the comprehensive plan.

4. As Estacada grows, development along streams and rivers will reduce habitat.

5. Prominent fish and wildlife habitats with riparian vegetation run along the drainage corridors. As Estacada develops, this habitat along streams and rivers will be reduced unless protected.

6. There is an osprey nest outside the urban growth boundary near River Mill Dam. Although this nest is outside the city’s jurisdiction, the urban growth boundary does overlap with the Clackamas River Scenic Waterway. This portion of the waterway will need special zoning to protect it from development.

7. As continued residential development occurs, Estacada will need to acquire and dedicate neighborhood parks.

8. Most of Estacada’s open space needs can be met through preservation of the surrounding farm and forest land.

9. The school district owns several acres of vacant land contiguous to the school properties. The utility-owned park near the dam is less than 2 miles from the city limits. McIver State Park is less than 1 mile from the city limits.

10. Wetland areas have been identified in the Estacada area by the U.S. Fish and Wildlife Service. City staff has reviewed these areas and has identified significant wetland areas shown in the Wetlands Map, Figure 4.
Policies

1. Preserve open space through public acquisition, as funds permit, and encourage preservation of open space in private development.

2. Preserve agricultural land use within the urban growth boundary until land is needed for development.

3. Examine any publicly owned surplus land including street rights-of-way for potential open space use.

4. Encourage multiple-use of existing open spaces when the potential uses are compatible.

5. Preserve the wildlife habitat along the Clackamas River as permanent open space to protect fish, wildlife, and vegetation.

6. Protect watershed from uses that inhibit high quality water production.

7. Continue to exercise concern for historical values in the future, and require documentation of specific sites and objects of historical significance as the future need may arise at time of development proposal.

8. Require developers to dedicate a portion of new subdivisions for parks with facilities open to the public.

9. When possible, acquire and develop vacant lots as “tot lots.”

10. The city will request in writing that Clackamas County take the necessary steps to protect those wetland areas identified on the Wetlands map located within the Estacada Urban Growth Boundary, but outside the city limits.

11. The City shall complete the Goal 5 process for Wetlands (OAR 660, Div. 16) when adequate information providing the location, quality and quantity of potentially “significant” Goal 5 wetlands resource sites is available.
Implementation

1. The city will observe restrictions on the land use of the Clackamas River Scenic Waterway as required by the state.

2. Zoning and preferential assessments within the urban growth boundary but outside the city limits are subject to Clackamas County regulations. The city will work with Clackamas County to ensure implementation of these regulations. Implementation of these policies will be pursued through a land use management strategy to be developed by the city and county for the area between the city limits and the urban growth boundary.

3. The city will amend its subdivision ordinances to require dedication of public park lands in new housing development.

4. Other policies will be implemented through interpretation of the zoning and subdivision ordinances in day-to-day, land-use decisions.

5. Adopt an implementing ordinance to protect and control development of areas identified as significant wetland areas on the Estacada Comprehensive Plan, Wetlands map, Figure 4.

6. Pursuant to OAR 660-16-000 (5) (b), the City shall designate the wetlands and riparian habitat areas identified on the National Wetlands Inventory (NWI) as potential resource sites and rely on state and federal permits for proposed development on the sites.
Goal Chapter 6 & Goal 7

Environmental Quality and Land Use Hazards Element
Air, Water, & Land Resources
Natural Disaster & Hazards

Goals

1. Maintain and improve the quality of the area’s air, water, and land resources.

2. Protect life and property from natural disasters and hazards.

Objectives

1. Inventory known hazard areas.

2. Ensure that appropriate protective measures are taken to prevent potential damage in hazard areas.

Existing Conditions

Air Quality

The Estacada area has virtually no air quality problems, except those caused by emissions from local mills. Estacada is east of the Portland Air Quality Maintenance Area. There are point sources in the study area that would cause the standards to be exceeded. The quality of air in Estacada is primarily dependant on the success of air quality control in the Portland area. The study area’s location has the benefit of not being downstream from the Portland problem, but this major urban area is still the prime source of pollution.

The nearest air quality monitoring station is in the City of Sandy, approximately 10 miles northwest. The station monitors the concentration of suspended particulates (dust, ash, etc). Suspended particulates are the only type of pollutant potentially reaching high levels of concentration in the Sandy area, as well as in Estacada. The Department of Environmental Quality has set a primary standard of 75 micrograms per cubic meter as an indication of excessive particulate concentration. During the 8-year period ending in 1977, the Sandy monitoring station recorded a maximum annual geometric mean particulate concentration of 51.4 micrograms per cubic meter.
**General Geology**

The subsurface strata of the planning area consists of several formations that all have similar materials. The materials are principally cobble and boulder gravels with a sandy silt matrix. The rocks have varying degrees of consolidation. Stratigraphically, the young units are found as terraces cut into the older rocks. Small amounts of recent alluvium are found in the bed of the Clackamas River. Structurally, the units have low dip angles, and no faults are mapped within 5 miles. Geologic formations composed of this type of material traditionally will yield only small amounts of ground water. These small amounts frequently are not enough for domestic use.

**Topography**

The facilities planning area rises in a series of steps from the Clackamas River to the east and northwest. The city’s commercial core occupies a plateau about 70 to 90 feet above the river. Lying from the northwest to southeast across the city is a second bluff, above 50 feet high. The plateau above is occupied by a residential development and the school facilities complex. Roughly paralleling the city’s eastern limit is the third topographic break, an approximately 250-foot rise to the planning area boundary. The rise ultimately peaks at 1,160 feet, 1-1/2 miles beyond the planning area boundary. Elevations within the planning area range from 380 feet at the Clackamas River to 800 feet along the eastern boundary. Figure 5 illustrates the topography and other physical features of the facilities planning area.

The topography of the area protects the city from unusual or extreme wind conditions common to areas in the Columbia Gorge region. There are no unusual wind conditions in the area.
TOPOGRAPHY AND PHYSICAL FEATURES

FIGURE 5
Soils

Planning area soils are distributed among five general soil associations. Surface soils are generally silty loam in the eastern, northern and northwestern portions of the planning area and gravelly in the western and southwestern portions. The substrate soil is silty clay loam in all areas except the western and southwestern, where it is gravelly soil. Natural drainage is moderately good to good for the entire planning area, except the northwestern portions, where relatively impermeable soils lie over a shallow water table. All but the most steeply sloped area are generally suitable for urban, agricultural, or open space uses. Urban development using septic tank sewage disposal systems faces severe natural limitations in the northwestern portion and steeply sloped parts of the planning area.

All but the most steeply sloped areas are generally suitable for urban, agricultural, or open space uses. Figure 6 shows the distribution of soil associations in the planning area. Table 5 summarizes the characteristics and use suitabilities of the soil associations.

Surface Water Resources and Quality

The Clackamas River has its origins in the high Cascade Mountains. Figure 7 shows the location and extent of the Clackamas River basin. Hydroelectric facility development in the middle and upper reaches, consisting of a series of dams and storage reservoirs, has created conditions advantageous to water temperature stratification and the growth of algae. Hydro-electric operations also cause wide daily fluctuation in stream flow in response to peak periods of electricity demand. Runoff from timber harvest areas in the upper basin is a major contributor to the river’s silt and debris loading.

---

1. A soil association is a group of soils that are geographically associated in a repeating pattern on the landscape and consists of one or more major soils and at least one minor soil.
# Table 5

## Estacada Area Soil Associations and Soil Characteristics

<table>
<thead>
<tr>
<th>Soil Association</th>
<th>Ref. No</th>
<th>Name</th>
<th>Composition</th>
<th>Depth (in)</th>
<th>Natural Drainage</th>
<th>Major Use Suitability*</th>
<th>Slope (%)</th>
<th>Erosion Hazard</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>4</td>
<td>Briedwell</td>
<td>Gravelly over bedrock</td>
<td>20-40</td>
<td>Good</td>
<td>IC, DC, P, H, R, W</td>
<td>0-12</td>
<td>Slight to moderate</td>
</tr>
<tr>
<td></td>
<td>7</td>
<td>Concord</td>
<td>Silt loam over silty clay over bedrock</td>
<td>60+</td>
<td>Poor (1 foot to)water table</td>
<td>Same</td>
<td>0-7</td>
<td>Slight</td>
</tr>
<tr>
<td></td>
<td>9</td>
<td>Jory-Cazadero</td>
<td>Silt loam over silty clay loam over weathered gravel</td>
<td>40+</td>
<td>Good</td>
<td>DC, P, H, T, W, R (T,R,W,WS, IN steeper areas)</td>
<td>12-50</td>
<td>Moderate to high</td>
</tr>
<tr>
<td></td>
<td>10</td>
<td>Cazadero-Saum</td>
<td>Silt loam over silty clay loam over bedrock</td>
<td>60+</td>
<td>Good</td>
<td>IC, DC, P, H, R, W</td>
<td>0-12</td>
<td>Slight to moderate</td>
</tr>
<tr>
<td></td>
<td>12</td>
<td>Bornstedt</td>
<td>Silt loam over silty clay loam over bedrock</td>
<td>60+</td>
<td>Moderately Good (2-3 feet to water table)</td>
<td>IC, DC, P, H</td>
<td>0-12</td>
<td>Slight to moderate</td>
</tr>
</tbody>
</table>

*Source: U.S. Department of Agriculture, Soil Conservation Service, General Soil Map, Clackamas County, Oregon March 1970

IC = Irrigated Crops, DC = Dryland Crops, P = Pasture, H = Homesite, R = Recreation, W = Wildlife, T = Timber, WS = Water Supply
Land Resources and Quality

Land quality is generally affected in the region by landfills and agricultural wastes and residues. There are no landfills in the study area and domestic solid waste is disposed of in the Oregon City area. Agricultural wastes as a source of land pollution are relatively low because agriculture in the area is limited in scope and no extensive farming is currently practiced. Crops in the area require fewer chemicals and less fertilizer than most. There are no point sources of land pollution such as aluminum smelting (sodium fluoride pollution), which can adversely affect land quality.

Hazards

Slide Hazards

Soil classifications combined with slopes were used to determine areas subject to some degree of slide hazard. These areas (shown in Figures 8 & 9) are not necessarily of such hazardous condition that all forms of development need to be withheld from them. They represent sufficient degree of hazard to require special design consideration if development does take place. These areas also have the potential of increasing hazard in the future if additional urbanization removes native vegetation and increases runoff. This increased probability needs to be considered in establishing any design standards for development.

Earthquakes

There are no seismic fault areas or low velocity zones known to exist in the study area. None of the geological formations common to such seismic structures are present in the area, and there is no record of seismic activity beyond the Uniform Building Code Zone 2 classification for the area.

Airport Clear Zones

The airport in the northeast portion of the study area is aligned on a north-south orientation along the contours of the sloping topography in that neighborhood. The clear zone, as established by Federal standards, is shown in Figure 9. The approach angle associated with this clear zone is 20:1.

Ground Water

There are no major ground water problems in the area.
**Stream Flooding**

The major floodway, the Clackamas River, is well delineated and adequately protected by the extremely steep topography abutting it. Flooding of the town, therefore, is not a potential hazard. The floodway data was obtained from the State Water Resources Board and recorded in Figure 9. The floodway area represents the 100-year flood, which for planning purposes is generally accepted as the maximum flood condition. The dam on the western edge of the study area ensures that this floodway cannot be exceeded because the area west of the dam constitutes a large flood plain. The elevation of the top of the dam is lower than the area outside of the river, and the immediate edge, which is on the north side, is a steep bank.

Three minor creeks traverse the study area; while none of them possesses sufficient volume to constitute a major flood hazard, consideration needs to be given to future increased runoff from the hard-surfaced areas associated with suburban development.

**Noise**

Excessive noise is not a problem in Estacada. The Crown Zellerbach lumber mill is the single, notable noise source in the area. It does not create a noise problem, however, by virtue of the location of process structures overlooking Highway 224, away from residences.

Potential future noise sources are the Estacada Industrial Park, potential industrial development north of the industrial park and west of Highway 224, and the general aviation airport which may developed on the landing strip sites in the northwest corner of the UGB area.

Noise is not expected to become a problem. The industrial development will be separated from residential development by buffer area built into the southern margin of the industrial park and Highway 224 corridor. When the airport is developed, special regulations will be written to assure that noise-sensitive development (residential uses) does not occur where noise would create a problem. These areas will be identified in the airport master plan.

Although the private airport has been included in the urban growth boundary, the city has no authority to address potential airport noise problems. The city will support Clackamas County and the Department of Transportation in dealing with any potential problems.
Findings of Fact

1. Control of auto emissions is an effective measure to enhance air quality since 60 percent of all air pollution is auto related. These measures, however, are controlled at the state and regional level. The State Department of Environmental Quality has an active program to monitor auto emissions, and the control standards are increasingly stringent.

2. Portland commuter trips are currently relatively small, since only about 15 percent of Estacada’s working population commutes there.

3. There are no outstanding or dramatic hazards in the area.

4. The major floodway is adequately protected.

5. The existing Uniform Building Code is adequate to protect life and property from seismic and wind conditions in the area.

6. Noise will not become a problem.

Policies

1. Prohibit landfills in sensitive areas. Encourage landfills in areas subject to urbanization that can benefit from increased elevation without negatively affecting ground water resources.

2. Require all storm drainage from new development to be served by siphon-type catch basins to reduce oil residue from roads.

3. Support the county’s policy of prohibiting future industrial development within 1,000 feet of the Clackamas River to reduce or eliminate potential industrial related pollution.

4. Prohibit location of industrial uses that would establish major point air pollution sources.

5. Require all new development to be connected to the sanitary sewer system and continue to improve effluent quality.

6. The city will ensure that development will not exceed the carrying capacity of the land, water or air resources of the area.

7. The clear zone on each end of the airport runway will be protected by restricting building and development within those areas in accordance with Federal Aviation Administration regulations.
8. The city will control development in areas of natural hazard to adequately ensure the safety and protection of life and property.

9. The city will require site-specific information from applicants seeking approval to develop known hazard areas.

10. Adopt land use regulations, as necessary, to prevent noise-sensitive development in airport related, high-noise areas.

11. New development shall not be approved where such development will violate noise standards adopted by the Department of Environmental Quality, DEQ.

12. The city will require compliance with state and federal environmental standards.

Implementation

Flood plain and slide hazard zone districts and airport area development regulations will be added to the zoning ordinances to regulate development in areas of natural hazard.
Chapter 7

Economic Development

The City’s economic development policies are those outlined in the separate 2009 Economic Opportunity Analysis (EOA) as amended, and in the City’s 2011 Downtown and Riverside Area Plan, both of which are adopted here as part of the City’s overall Comprehensive Plan by reference.
Goal

Provide for Estacada’s year 2000 housing needs within its urban growth boundary.

Objectives

1. Ensure the provision of a variety of housing types and at price or rent levels reflecting the projected housing needs.

2. Provide sufficient land to house the projected population.

3. Ensure a future development pattern which protects residential areas from incompatible land uses.

4. Allow mixed-use development, with housing developed above or in conjunction with Downtown commercial uses to broaden the range of housing options available, to conserve energy, and to reduce reliance on the automobile.

Existing Conditions

Issues and Problems

Estacada’s growth rate will be relatively high through the end of this century: this growth is attributable to city dwellers seeking a more rural or small-town environment. The city’s proximity to extensive outdoor recreation areas, hoped for expansion of the local economy (especially tourist-related business), and a continuing but less important function as a Portland bedroom community will contribute to the future demand for higher cost housing units (usually single-family, detached). Expansion of the local economy will also contribute to an increasing number of lower income households.

The apparent need for new housing in the area is complicated by the lack of developable land in large parcels or scattered infill sites within the existing city limits. Land outside the existing city limits will be required to accommodate nearly all of the future housing development. This implies the need to identify suitable residential building sites and provide for the orderly conversion of rural land to urban use.

An aging stock of modest housing units occupies a large portion of the existing city area. With varying degrees of rehabilitation, these units can be maintained indefinitely. Maintaining these units is imperative since they constitute virtually all the moderately priced housing units in the area. With a vacancy rate of about 1 percent, Estacada cannot afford to lose any of these units. No lower cost housing is currently being built in the Estacada area.
The need for additional housing affordable to lower and middle income households has been documented for both the Portland metropolitan area and the City of Estacada (1) Estacada has indicated a willingness to accept its fair share of the Portland metropolitan area low-and moderate-income housing need by supporting the Portland area Housing Opportunities Program (HOP) for publicly assisted housing (see Appendix E).

Since there is no counterpart to the HOP of unassisted housing and no existing allocation or regional unassisted housing need, Estacada has attempted (see Table 10) to determine its fair share of future multi-family and lower cost housing.

Existing Housing

A survey taken in August 1979 by the Portland General Electric Company and a survey taken by CH2M Hill in October 1979 indicated the existing housing stock composition for the area enclosed by the urban growth boundary. This composition is shown in Table 10. This table was updated by city staff in January, 1981.

<table>
<thead>
<tr>
<th>Table 10</th>
</tr>
</thead>
<tbody>
<tr>
<td>Existing Housing</td>
</tr>
<tr>
<td>Number of Units</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Unit Type</th>
<th>In-City</th>
<th>Urban Growth Boundary</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single Family</td>
<td>420</td>
<td>251 (including mobile homes)</td>
</tr>
<tr>
<td>Multi Family</td>
<td>93</td>
<td>0</td>
</tr>
<tr>
<td>Mobile Homes</td>
<td>60</td>
<td>0</td>
</tr>
<tr>
<td>Totals</td>
<td>573</td>
<td>251</td>
</tr>
</tbody>
</table>

Portland General Electric data also shows the following vacancy rates by housing unit type for the City of Estacada and the Estacada zip code (97023) area:

**Table 11**

**Housing Vacancy Rates**

<table>
<thead>
<tr>
<th>Unit Type</th>
<th>Estacada</th>
<th>Zip Code Area (97023)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single Family</td>
<td>2.85</td>
<td>4.62</td>
</tr>
<tr>
<td>Multi Family</td>
<td>8.6</td>
<td>7.14</td>
</tr>
<tr>
<td>Mobile Home</td>
<td>8.33</td>
<td>7.64</td>
</tr>
</tbody>
</table>

Based on 1976 data from the Clackamas County Planning Department, about 30 percent of Estacada's housing units were built before 1940 and about 19 percent since 1970. In the last 10 years, housing starts have averaged about 21 units per year. This breaks down to sixteen single-family units (76 percent) and five multi-family units (24 percent) per year on the average. Residential demolitions total two or three units annually (Oregon Department of Commerce, 1979).

Residential structures are generally in fair to good condition. However, the 1970 Census reported that 16 percent of housing units in the Estacada area (Census Tract 242) showed significant deterioration. This is a moderately high rate for Clackamas County, where the country average is 7 percent. The greatest incidence of deteriorated housing in the area is found in the old residential subdivision on the plateau just north of downtown Estacada. Most of these houses could be rehabilitated.

Census data for 1970 reported the median value of housing in Estacada as $11,100. Building permit summaries for 1977, 1978, and through July 1979 (Oregon Department of Commerce Housing Division) show the (including land) is about $50,000 to $54,000.

**Buildable Land**

The term “buildable land” refers to land in urban and urbanizable areas that is suitable, available, and necessary for residential and other urban uses. Factors indicating suitability, availability, and necessity include the following:

- Topographic and soil conditions
- Flood plain location, ground and surface water conditions, seismic and other potentially hazardous conditions
- Compatibility of surrounding land uses
- Access to public facilities and services
- Owner intentions
- Need versus land supply

Buildable vacant land within the city consists of school district property (30 acres); and about 50 acres of mostly wooded, hillside, low-density residential land in a 20 acre parcel and a 30 acre parcel. There are six acres of undeveloped, single-family residential land between the high school, and the Crown Zellerbach mill and property. Field surveys by city staff in January, 1981 indicate there are 31 vacant building lots in the single family residential zone and 3 sites totaling 2.33 acres of vacant land in the multi-family residential zone. There is only 4.36 acres of commercial lands remaining vacant within the city. A 20-unit, single-family house subdivision is under construction in the northeast corner of the city and a 60-unit mobile home park is being developed in the southeast section. Both of these developments are occurring on land recently annexed.

Table 12 presents the buildable lands inventory for city limits area. A total of 72.16 acres, including the above-mentioned 56 acres are free of physical constraints to future development.
Table 12
Buildable Lands
Estacada City Limits

<table>
<thead>
<tr>
<th>Total Acres in City Limits Less (Acres)</th>
<th>Developed</th>
<th>Vacant</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Slide Hazard Area</td>
<td>0.00</td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Flood Plain, Seismic Hazard</td>
<td>0.00</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Developed Lands</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>a. Residential Single Family</td>
<td>216.69</td>
<td>48.70</td>
<td>265.39</td>
</tr>
<tr>
<td>b. Residential Multi Family</td>
<td>12.76</td>
<td>2.33</td>
<td>15.09</td>
</tr>
<tr>
<td>c. Commercial</td>
<td>51.76</td>
<td>4.36</td>
<td>56.12</td>
</tr>
<tr>
<td>d. Industrial</td>
<td>82.60</td>
<td></td>
<td>82.60</td>
</tr>
<tr>
<td>e. Public</td>
<td>244.00</td>
<td>16.80</td>
<td>260.80</td>
</tr>
<tr>
<td>f. Semi-Public</td>
<td>23.00</td>
<td>0.00</td>
<td>23.00</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>630.81</strong></td>
<td><strong>72.19</strong></td>
<td><strong>703.00</strong></td>
</tr>
</tbody>
</table>

Sources: CH2M Hill and City of Estacada, 1980, Revised by City of Estacada, 1981
Analysis of Housing Need

Population Projection

Estacada’s 1979 population was estimated to be 1,750 (1). The 1970 and 1978 populations were 1,164 (2) and 1,640 (3) respectively. From 1970 to 1979, the city’s average annual growth rate was approximately 4.6 percent.

By the year 2000, the city’s population was projected to be 8,350. This projection is based on disaggregation of Clackamas County growth as projected by the CRAG 208 Plan (CRAG, 1977). It assumes that growth outside the Northwest Urban area of the County will concentrate in the Sandy, Estacada, Molalla, and Canby areas due to the County-imposed development restrictions outside of urban areas. This growth rate, 8.12%, no longer appears to be appropriate due to the decision by the Port of Portland to place the regional reliever airport in Mulino rather than Estacada. The existing average annual growth rate from 1970 to 1979 was 4.6%.

Current comprehensive planning by Clackamas County will limit population growth in the rural portions of the three census tracts surrounding Estacada (235, 236, and 242) to about 3,000. The Center for Population Research and Census has projected a 12,143-person growth to the year 2000 for these census tracts.

Since Estacada is the only urban area in the immediate vicinity of these census tracts, a substantial portion of the 9,143-person projected growth balance will probably locate in the Estacada urban area.

On that basis the year 2000 Estacada urban area population projection of 7,242 reflects an anticipated 5.3% annual growth rate. This is slightly higher than the existing growth rate and is based upon an estimated total existing urban area population of 2,578. This figure was estimated by multiplying the number of dwelling units in the urban area (251) by the current household size (3.3), for a total of 828 persons and the existing city population.

As noted above and in the Economy section, the city favors employment growth and intends to pursue opportunities aggressively. While the city is currently at the outer fringe of development in the metropolitan area further growth in closer in areas will inevitably make Estacada a more desirable place to locate businesses and residences. Also since the county will be fostering small city economic growth and discouraging rural development, growth which in the past would have been scattered throughout the county will in the future be concentrated in urban areas. This will make urban areas like Estacada more viable economically, and may make it feasible to extend rapid transit to satellite cities like Estacada, thus making them viable residential areas for people who must commute to downtown employment.

(1), (3) Center for Population Research and census
(2) 1970 Census

Also, it is important to note that economic growth in Estacada may be heavily influenced by the availability of services. Demand for industrial land in Clackamas County is very high, but the amount with
services currently available is limited. Industries needing serviced, reasonably priced property will find Estacada an immediate and practical alternative.

**Holding Capacity of the Existing City**

There are 48.70 net buildable acres of single family residential land within the city limits. Assuming development occurs on lots averaging 10,000 square feet (the city’s existing residential development has taken place on lots averaging more than 13,000 square feet), a total of 195 single family dwellings can be added to the city’s housing supply. There are 2.33 net acres of multi-family residential land remaining in the city. At a density of 11 units per acre a total of 26 new multi-family dwelling units can be added to the city bringing the total number of dwelling units to 794. With a housing vacancy rate of 4 percent (32 units) and a reduction of the city’s average household size from 3.05 to 2.7 persons (1) (75 units), the year 2000 holding capacity of the existing city is 1855.

**Projected Housing Unit and Land Acreage Needs for the Total UGB Area**

The total number of new dwelling units needed to accommodate the projected UGB area population growth to the year 2000 of 4,559 will equal the sum of the following:

- The number of additional dwelling units needed to accommodate the present (1979) UGB area population now in households averaging 3.3 persons, but projected to average 2.7 persons—56 dwelling units.
- The number of dwelling units needed to accommodate the projected population increase of 4,559 at 2.7 persons per household—1,689 dwelling units.
- The number of dwelling units needed to maintain a 4 percent housing vacancy rate at the year 2000—70 dwelling units.

If dwellings lost to fire or demolished because of physical obsolescence are replaced one-for-one, the total number of new, non-replacement dwelling units needed within the UGB by the year 2000 is 1,815.

Single-family dwellings presently account for 88 percent of the UGB area housing stock. To achieve a year 2000 housing mix objective of 76 percent single family units and 24 percent multi-family units, 71 percent of the units (1,445) built over the 20 year period must be single-family and 29 percent (593) multi-family.

Assuming single-family units are built four per acre (roughly 10,000 square foot lots on the average), the projected new units will require 322 acres. When added to the 134 acres presently occupied by single-family dwellings within the UGB, the minimum year 2000 single-family unit acreage low density residential on Table 19) should be 456. A total of 474 acres has been designated on the plan map.

(1) Estimate of county-wide average household size by the year 2000 being used by the Clackamas County Planning Department reflecting national trend of declining household size.

**Assisted Housing Need**
There are no statistics on assisted housing need in Estacada. The City’s share of Clackamas County’s assisted housing need will be substituted.

The County’s assisted housing need is presented in the *Area wide Housing Opportunity Plan for the Portland Metropolitan Area* (Metro, 1979).

Based on Estacada’s percentage of the County’s projected year 2000 population (2.3 percent) and the goals of the above plan, it should provide a total of 140 assisted housing units over the 21-year period 1979-2000 of which 70 are suitable for the elderly and handicapped, 56 are for smaller families, and 14 are for larger families.

**Economics of Local Housing Need**

Since 1976, a net of about 20 housing units per year has been absorbed by the Estacada housing market. The newly built single-family houses, generally costing $50,000 or more are affordable to households with gross annual incomes in excess of $27,000. Continuing development of the local business community, the attractiveness of Estacada’s small rural city to some urban dwellers (including retirees), and its proximity to major outdoor recreation areas assures an expanding demand for higher cost single-family housing.

A high demand for low income elderly housing also exists. Two developments housing a total of 110 to 150 persons have been proposed. A local realtor has pointed out that the total existing need for elderly housing may be twice the capacity of these housing project proposals. (1) Estacada’s elderly comprise 7.4 percent of the population – a slightly lower percentage than the 9.4 percent for Clackamas County. (2) The 1970 Census reported that 14.6 percent of Estacada’s elderly had incomes below the poverty level.

Further evidence of the need for lower cost housing in Estacada is indicated by the following characteristics:

- The Department of Housing and Urban Development defines a low-income household eligible for assisted housing as a household whose income is less than 81 percent of the total area median household income. Eighty percent of the Portland metropolitan area median household income is $8,000. Approximately 32 percent of all Estacada households and 24 percent of Clackamas County households earn less than this amount annually. (3)
- The median value of an existing house in Estacada was $11,000 in 1970. (3)
- About 26 percent of Estacada households paid more than one-fourth of their gross annual income for housing. (4)
  1) Personal communication with Estacada Senior Service Center personnel, September, 1979.
  2) Clackamas County Planning Department, 1977.
  3) Clackamas County Planning Department, 1977
  4) 1970 Census
- About 64 percent of Estacada households earn less than $15,000 annually.(2) A household earning $15,000 annually can afford a house costing $27,500 and monthly payments or rent of $312.00. In 1979
dollars, $32,000 is equivalent to a $15,000 household income in 1970; and a house valued at $27,500 in 1970 would be worth about $54,000 in 1979 (Bureau of Economic Analysis, 1979, *Monthly Labor Review*).

- Nearly 12 percent of Estacada housing units were classified as overcrowded compared with 5 percent for the county. (1)

**Policies**

1. Encourage a construction mix of about 76 percent single-family and 24 percent multi-family housing units to maintain residential diversity.

2. Encourage future multi-family housing development in the flatland area north of the high school athletic field to Hinman Road, and north of the Crown Zellerbach property to River Mill Road.

3. Support the Housing Opportunities Program (HOP) for the Portland region (Appendix E), and provide for a fair share of the low-cost housing needed in Clackamas County.

4. Encourage moderate lot sizes for future single family housing development.

5. New residential development will occur in accordance with the policies for urbanization stated in the “Urbanization Element”, Goal 14.

6. Mobile homes meeting zoning ordinance criteria for single-family residences shall be encouraged as a source of lower cost, single-family housing.

7. The city will zone areas annexed in accordance with the plan map land-use designations.

8. Amend its Development Code, pursuant to the Downtown and Riverside Area Plan, to promote a range of housing opportunities for a 24-hour/7-day-a-week Downtown. Such opportunities should include housing in upper stories of Downtown commercial and civic buildings and new infill housing adjacent to the Clackamas River.

9. The Downtown Urban Renewal Agency, through public-private partnerships, should encourage the adaptive reuse of upper stories of buildings for housing, particularly in the Downtown where transit and social services are more readily available.

10. The Downtown Urban Renewal Agency, through grant programs, should encourage the restoration of affordable housing stock.

---

1) Personal communication with Estacada Senior Service Center personnel, September, 1979.
2) Clackamas County Planning Department, 1977.
Implementation

1. The city will enforce the Zoning Ordinance.

2. The city will work with developers to encourage housing cost reducing measures such as smaller lot sizes, common wall construction and expeditious permit processing.
Public Facilities and Services Element

Goal: Provide orderly and efficient public facilities and services to adequately meet the needs of Estacada residents.

Objectives

1. Ensure the safety of Estacada residents through adequate police and fire protection.

2. Protect the general health of local residents by providing adequate storm sewerage, sewage treatment, solid waste disposal and water facilities.

3. Provide sufficient land for school facilities.

4. Implement a capital improvements program for streets, connected sidewalks, protected crossings (e.g. crosswalks, beacons, signal devices), bicycle facilities (e.g. dedicated bicycle lanes/parking), shared use paths/trails, off-street improvements, and street signs consistent with the goals and policies of the City’s Transportation System Plan, Downtown and Riverside Area Plan, Street Tree Design Plan, and Active Transportation Plan.

Existing Conditions

Fire Protection

The Estacada Rural Fire District serves both rural areas and lands within the urban growth boundary. Personnel include three professional fire fighters, a chief and secretary, and 45 volunteers. The district is authorized to conduct firefighting training classes. Twenty-two of the volunteers have emergency medical training.

Equipment is relatively new and up-to-date. The district is completing construction of a new substation, and is building a new tanker. Estacada has a class 5 fire insurance rating.

Three sites have been purchased for future service expansion. The district plans to build a new substation in the next 5 years in the Springwater-McIver Park area, outside the urban growth boundary.

Police Protection

The Estacada area is patrolled by Clackamas County Sheriff’s Office based in a substation at the Estacada City Hall and dispatched from Oregon City.

Although ten officers are based in the Estacada office, only five actually patrol the Estacada area. Due to budget problems, the Clackamas County Sheriff’s Office is operating with about half the
patrolmen it needs. Three years ago, the county force was cut back by 20 positions with no additions since. Meanwhile, the county population has continued to grow. Patrol coverage is at a much lower level than it should be.

**Schools**

Current school facilities are indicated in Table 13. The primary and junior high school are over capacity. The school district has, however purchased additional land for school expansions. Additional classrooms can also be added to existing buildings to accommodate future student requirements.

**Table 13**

**Estacada Schools**

<table>
<thead>
<tr>
<th></th>
<th>Senior High</th>
<th>Junior High</th>
<th>Middle School</th>
<th>Primary School</th>
<th>Eagle Creek School</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Location</strong></td>
<td>350 NE 7th</td>
<td>500 NE Main</td>
<td>850 NE Broadway</td>
<td>250 NE Main</td>
<td>HWY 211</td>
</tr>
<tr>
<td><strong>Grades</strong></td>
<td>9 - 12</td>
<td>7 - 8</td>
<td>4 - 6</td>
<td>1 - 4</td>
<td>1 – 5</td>
</tr>
<tr>
<td><strong>Teachers</strong>*</td>
<td>49</td>
<td>24</td>
<td>21</td>
<td>32</td>
<td>13</td>
</tr>
<tr>
<td><strong>1978 Enrollment</strong></td>
<td>901</td>
<td>416</td>
<td>416</td>
<td>533</td>
<td>234</td>
</tr>
<tr>
<td><strong>Teacher/Pupil Ratio</strong></td>
<td>1:18.3</td>
<td>1:17.3</td>
<td>1:19.3</td>
<td>1:16.6</td>
<td>1:18</td>
</tr>
<tr>
<td><strong>Size of Site</strong></td>
<td>55.4 acres</td>
<td>5.7</td>
<td>22.9</td>
<td>5.7</td>
<td>?</td>
</tr>
<tr>
<td><strong>Outdoor Playfields</strong></td>
<td>40 acres</td>
<td>4</td>
<td>17</td>
<td>3</td>
<td>?</td>
</tr>
<tr>
<td><strong>Capacity</strong></td>
<td>952</td>
<td>411</td>
<td>446</td>
<td>514</td>
<td>216</td>
</tr>
</tbody>
</table>

*Includes special education instructors

Source: Estacada School District

**Waste Disposal and Treatment Facilities**

All major units in the sewage treatment plant were constructed in 1932. Most of the units are still structurally sound, although the associated machinery is reaching the end of its design life. The existing facility does not meet Oregon Department of Environmental Quality standards for several months out of the year. All the major treatment units operate without standby capabilities. The sewage treatment plant will not be able to meet future water quality standards, and rehabilitation and modification of existing treatment units is necessary. Figure 11 shows the wastewater interceptor system.

A facilities plan for the wastewater interceptor and treatment facilities is currently under review by the Department of Environmental Quality. The facilities plan proposes actions to reduce excessive infiltration and inflow in the existing sewer lines, and improve treatment processes at the treatment
plant to bring the effluent discharge into compliance with discharge permit requirements. Routes are proposed for future interceptors to serve development in the area between the present city limits and the urban growth boundary (Figure 11).

Although the treatment plant will require expansion, the present site is sufficient to handle treatment works for a population of over 9000.

The city disposes of solid wastes at the Rossman Sanitary Landfill operated by Clackamas County. This landfill is located outside the urban growth boundary.

**Water Treatment Plant**

The city’s water treatment plant has a capacity of 1.0 million gallons per day. The city currently has water rights for drawing 2.6 million gallons per day.

The present treatment capacity will serve approximately 2,050 people, based on the current pattern of usage. The commercial and school use averages about 65 percent of present flow, with Crown Zellerbach alone using about 32 percent.

An expansion of the present plant will probably be necessary within 5 years, based on present consumption. An expansion will require that the city obtain additional water rights. With no additional large commercial or industrial users, an additional 1.0 million-gallon-per-day capacity could serve an additional 3,500 people. The new population capacity will then be 5,500.

Beyond this population of 5,500, the city will have to obtain additional property for plant expansion.

Figure 12 illustrates existing major water system elements and additional elements to serve the urban growth boundary area as proposed in the 1972 Water System Study (CH2M Hill).
WASTEWATER INTERCEPTORS AND SEWAGE TREATMENT PLANT

FIGURE 11
Findings of Fact

1. The present City Hall, Fire District, and Sheriff’s Office substation are in good repair and are adequate to meet present and foreseeable demands.
2. The wastewater treatment plant is performing marginally and is nearing the end of its design life. Excessive infiltration and inflow overloads the system, and future permit standards will be more stringent. The city has prepared a facilities plan and is waiting funding to begin improving the existing treatment plant. The present site can serve a population of about 9,000.
3. The city has a relatively new water treatment plant capable of producing 1 million gallons of purified water. The city is already experiencing spot shortages, however, and will have to expand the plant in the next 5 years.
4. The city disposes of solid wastes at the Rossman Sanitary Landfill, outside the urban growth boundary.
5. No new school sites are expected to be required between now and the year 2000.
6. The city has a master storm drainage plan (CH2M Hill, 1972, Master Street and Drainage Plan).

Policies

1. The city will develop a capital improvements plan and program that anticipates and finances future growth needs.
2. With approval of affected citizens, the city will improve the sewerage treatment systems and extend it to service all land within the city.
3. With the approval of affected citizens, the city will improve school, city administration, fire protection, police protection, and library facilities.
4. The city will consider the requirements of the Americans with Disabilities Act, as well as the needs of the handicapped people with disabilities and those with limited mobility, in the design of all public improvements, including sidewalks, curbing, parking, crossings, trails, transit shelters, connections to transit services, and on-site circulation improvements.
5. The city will extend the usable life of the existing water treatment plant through peak-hour restrictions and industrial scheduling if capital improvement bond measures fail.
6. Implement a system development fee to provide a revenue source for sewer and water system improvements.
7. The city will coordinate solid waste planning with Clackamas County.
Implementation

1. Services will be provided to all lands within the city limits and the urban growth boundary they are annexed to the city.

2. The city will work with the county in cooperatively adopting zoning within the urban growth boundary.

3. The city will implement its water treatment and wastewater facilities plan and revise as necessary to accommodate population growth. The city will consider expansion of the water treatment plant as the present plant reaches full capacity. As the present site reaches production capacity, the city will consider expansion of facilities on adjacent properties.

4. The city will prepare, adopt, and implement a capital improvements program.
Goal:

Provide and encourage a safe, convenient, aesthetic, and economical transportation system that meets the needs of all residents.

Objectives

1. Provide good local access and circulation.
2. Move traffic quickly and safely.
3. Preserve the aesthetic quality of the community.
4. Ensure pedestrian and bicyclist safety.
5. Encourage walking, bicycling, carpooling, and bus ridership.
6. Discourage through-traffic from using residential streets.

Existing Conditions Component Plans

Development of the City’s transportation system and the City’s regulation of land uses affecting that system are guided by three component transportation-related plans adopted by reference in to this larger Comprehensive Plan and included in the appendices for reference. Those component plans are:

1. Estacada Transportation System Plan (first adopted 2007, amended 2011 with Downtown and Riverside Area Plan and 2018 Active Transportation Plan)
2. Estacada Active Transportation Plan (2018)
3. Street Tree Master Plan (2016)

Circulation System
The basic road system is built around highway 224, the major arterial. The developed street system in the central incorporated area is a gird-iron plat dating from 1990. Most of the streets have 50-foot rights-of-way with varying degrees of paving, curb and sidewalk improvements. There are some streets to the north of the city limits that exist as dedicated rights-of-ways without improvements. Two such examples are Hinman and Cemetery Roads.

Figure 12 shows the current average daily traffic and capacity for the roadway systems. Generally, all the roads and highways in the area are used at less than half of their capacity. Table 14 outlines the various classifications of streets and roadways, based on their traffic flow.
<table>
<thead>
<tr>
<th>Street Name</th>
<th>Current Traffic</th>
<th>CAPACITY</th>
<th>Type of Facility</th>
</tr>
</thead>
<tbody>
<tr>
<td>First Ave.</td>
<td>300</td>
<td>4,000</td>
<td>Art/Coll</td>
</tr>
<tr>
<td>Second Ave.</td>
<td>1,750</td>
<td>4,000</td>
<td>Art/Coll</td>
</tr>
<tr>
<td>Third Ave.</td>
<td>2,000</td>
<td>4,000</td>
<td>Art/Coll</td>
</tr>
<tr>
<td>Fourth Ave.</td>
<td>2,000</td>
<td>4,000</td>
<td>Art/Coll</td>
</tr>
<tr>
<td>Fifth Ave.</td>
<td>1,750</td>
<td>4,000</td>
<td>Art/Coll</td>
</tr>
<tr>
<td>Sixth Ave.</td>
<td>750</td>
<td>4,000</td>
<td>Art/Coll</td>
</tr>
<tr>
<td>Seventh Ave.</td>
<td>500</td>
<td>4,000</td>
<td>Art/Coll</td>
</tr>
<tr>
<td>Eighth Ave.</td>
<td>500</td>
<td>4,000</td>
<td>Art/Coll</td>
</tr>
<tr>
<td>Ninth Ave.</td>
<td>500</td>
<td>4,000</td>
<td>Art/Coll</td>
</tr>
<tr>
<td>Eagle-Creek Road</td>
<td>2000</td>
<td>6,000</td>
<td>Arterial Hwy. Local</td>
</tr>
<tr>
<td>State Hwy 224</td>
<td>3,800</td>
<td>10,000</td>
<td>Arterial Hwy. Local</td>
</tr>
<tr>
<td>Cary Street</td>
<td>100</td>
<td>2,500</td>
<td>Arterial Hwy. Local</td>
</tr>
<tr>
<td>Wade Street</td>
<td>100</td>
<td>2,500</td>
<td>Arterial Hwy. Local</td>
</tr>
<tr>
<td>Zobrist Street</td>
<td>500</td>
<td>4,000</td>
<td>Arterial Hwy. Local</td>
</tr>
<tr>
<td>Broadway Street</td>
<td>1,750</td>
<td>4,000</td>
<td>Arterial Hwy. Local</td>
</tr>
<tr>
<td>Main Street</td>
<td>2,500</td>
<td>6,000</td>
<td>Arterial Local</td>
</tr>
<tr>
<td>Currin Street</td>
<td>500</td>
<td>4,000</td>
<td>Arterial Local</td>
</tr>
<tr>
<td>Pierce Street</td>
<td>300</td>
<td>2,500</td>
<td>Arterial Local</td>
</tr>
<tr>
<td>Shafford Street</td>
<td>250</td>
<td>2,500</td>
<td>Arterial Local</td>
</tr>
<tr>
<td>Ginseng Street</td>
<td>300</td>
<td>3,500</td>
<td>Arterial Local</td>
</tr>
<tr>
<td>Darrow Road</td>
<td>1,750</td>
<td>4,000</td>
<td>Arterial Local</td>
</tr>
<tr>
<td>Street Name</td>
<td>ADT</td>
<td>Max Cap</td>
<td>Type</td>
</tr>
<tr>
<td>-----------------------</td>
<td>------</td>
<td>---------</td>
<td>-------</td>
</tr>
<tr>
<td>Regan Hill Road</td>
<td>1,750</td>
<td>4,000</td>
<td>Collector</td>
</tr>
<tr>
<td>Market Road No. 2</td>
<td>2,500</td>
<td>4,000</td>
<td>Collector</td>
</tr>
<tr>
<td>Cemetery Road*</td>
<td>150</td>
<td>3,000</td>
<td>Collector</td>
</tr>
<tr>
<td>Mill Road</td>
<td>300</td>
<td>4,000</td>
<td>Collector</td>
</tr>
<tr>
<td>Hinman Road*</td>
<td>100</td>
<td>2,500</td>
<td>Collector</td>
</tr>
<tr>
<td>Duus Road</td>
<td>700</td>
<td>4,000</td>
<td>Collector</td>
</tr>
</tbody>
</table>

* See text

Because of the relatively low urban density, some heavily used residential streets are essentially arterials. Figure 13 shows roadway capacity and present use, based on Oregon State Highway Department traffic counts, and comparisons with other roads where no counts are available. The average daily traffic and the capacity are shown in the circles. Table 14 shows traffic counts and capacities in tabular form.

**Air**

Estacada presently has a 4,000-foot, privately operated airport used for recreation and a small number of community trips. The airport lies to the north of the city and is inside the designated urban growth boundary.

**Rail**

There is no passenger or rail freight transportation in the Estacada area. Portland Traction formally ran a line within the city limits, but that track has been removed and use of the right-of-way is tentatively planned for a bike path. The closest rail line runs through Boring, to which rail users in Estacada truck their freight. There are no plans for construction of rail lines or spurs.

**Water**

Although there is recreational boating above and below River Mill Dam on the Clackamas River, there are no opportunities to utilize commercial water transportation.

**Bus and Public Transit**

Tri-Met provides 18 round trip buses each weekday between Estacada and downtown Portland. There are 6 round trips on Saturdays and no Sunday service. There are no special transit facilities or park-and-ride stations to serve bus transit patrons.
Service between Estacada and other Clackamas County cities is poor. Neither of the two major interstate bus companies in the Portland area have lines running through Estacada. Tri-Met has no lines running to or through Estacada to other cities not served on the Estacada-Portland route.

**Transportation for the Elderly and Handicapped**

Several services aid the elderly and handicapped. Clackamas County’s “TRAM” operates on a call-ahead basis, with routes determined by each day’s destinations. TRAM operates seven vans, all with a capacity of 10-15 riders, and three equipped to handle wheelchairs.

The Estacada community Schools Senior Citizen Transit Service operates in a 750-square mile area, centered about Estacada. The service is similar to that of TRAM, providing transportation for errands and medical appointments on a call-ahead basis. The vans, each with a capacity for 10, are also available for senior recreation or enrichment trips on a reserved basis. They are not equipped to assist the handicapped, however.

While priority is given to the elderly and handicapped for each of these transit services, the general public may also ride. Rider fees are nominal. A Loaves and Fishes service also operates in the Estacada area.

**Findings of Fact**

1. The city has developed a Master Street Plan for improving feeder streets and major arterials through Local Improvement District funding. Implementation of this plan is about 15 percent complete. There is little or no public funding for widespread improvements. The plan also provides for storm-drainage improvement.

2. The Oregon Transportation Commission has planned minor improvements in 1981 for the Woodburn-Estacada Highway from Dodge Road to Estacada if additional revenue becomes available.

3. The existing road system is used at about one-half its capacity.

4. Transportation services for the elderly and handicapped are well funded and will continue at their present operation levels for the next few years.

5. There is no park-and-ride facility in Estacada to support public transit use. Several citizens have requested a park-and-ride station, but Tri-Met officials have not planned for one in Estacada.
**Overall Transportation Policies**

In addition to the specific policies outlined in Chapter 11’s component plans included in the appendices (the Transportation System Plan, Active Transportation Plan, and Street Tree Master Plan), the City shall follow these overall transportation policies:

1. Off-street parking will be required in new commercial and industrial developments in conformance with the standards set forth in the zoning ordinance. **Such parking shall propose minimal barriers to walking, biking, and taking public transit and shall be designed and maintained to be visually attractive.**

2. The city will continue assisting the elderly and disabled through special transportation programs, as resources allow.

3. The city will attempt to identify sources of funding for transportation studies that will: a) project future parking needs; b) examine accident patterns and determine if changes in signs, signals, or traffic control devices would improve safety; c) place traffic control devices to evaluate the efficiency of vehicular traffic; and d) evaluate opportunities to improve public health, tourism, and economic development with transportation system improvements.

4. The city will cooperate with Tri-Met in establishing transportation facilities for both local and commuter travel, as well as for visitors (tourists) to the Estacada area and for local residents seeking to access recreational destinations.

5. The city will promote and develop pedestrian and bike routes to accommodate recreation and commuter trips made to reach places of employment and recreation, to access public and social services, and to visit local businesses.

6. The city will discourage drive-in uses in preference to walk-in uses.

7. The City shall work with ODOT, PGE, and Clackamas County, and/or any other partnering agency or organization to maintain and enhance the Downtown and Riverside areas for all modes of transportation (pedestrians, bicyclists, motorists, transit, and freight), as applicable, consistent with Estacada Downtown and Riverside Area Plan.

8. Within the Downtown and Riverside areas, the design and development of future transportation projects shall conform to the Estacada Downtown and Riverside Area Plan; specifically, Chapter 5: Circulation and Parking, and Chapter 6: Streetscape and Open Space Design of the Estacada Downtown and Riverside Area Plan, as well as to adopted policies that encourage biking and the shared use of transportation facilities by various modes of transportation, shall guide the design development of transportation projects.

9. The City will consider public health and recommendations by public health professionals when developing its transportation system.
10. Development and implementation of active transportation measures (pedestrian and bicycle amenities, transit facilities, etc.) shall include public outreach and education.

Implementation

The city will continue to implement its Master Street Plan as funding is made available.

1. The city will work with other transportation agencies to develop regional pedestrian and bike trails.

2. The city will work with the State Transportation Commission in coordinating state highway improvements with its own Master Street Plan improvements.

3. The city will examine new private and public facilities for possible multiple use, including use as park-and-ride stations.
Goal

Conserve energy resources and encourage use of reusable energy resources.

Objectives

1. Encourage energy conservation through sound land use and transportation policies.

2. Encourage energy conservation through weatherization of new and existing residential and commercial structures.

Existing Conditions

Renewable resources include sun, wind, water, and agricultural and domestic wastes. The capacity of these resources to produce usable energy is difficult to determine. It is unlikely that a community the size of Estacada could sustain the technical capacity to ascertain their potential.

Some solar study had been done by the region indicating an average of 314 Langleys per day fall on a square foot of land area in the CRAG region. This converts to about 478 megawatts per square mile or 3.69 BTU per square foot. Current technology is available but is primarily being used for recreational heating and luxury class home heating because of the large initial capital investment required to purchase these emerging systems. Unfortunately, the economic system discourages the use of such new technologies in favor of the lowest initial cost possible even though this means the consumer is penalized for the long-range costs of excessive energy consumption. In today’s economy, the actual purchase price is relatively unimportant for the consumer who bases the value of an expenditure on the terms available over the length of the credit purchase. Solar devices will continue to increase in popularity as non-renewable energy resources continue to increase in cost.

Wind is the other renewable energy source that is currently receiving research and publicity for future development. To date, small wind generators have value only where no other source is economically available. The cost of energy (dollars per kilowatt) from these small individual generators is considerably higher than projected increased rates for the foreseeable future. (See page 96, “Hayden Island Comprehensive Plan,” December 1975.) The capacity of other renewable resources is not pertinent since none exist in the area and their capacity to produce usable energy is beyond the technical ability of the city to determine.

Tables 15 and 16 illustrate energy use in Estacada. Encouraging energy conservation is the most effective means for achieving the energy goal. There are three approaches that can be applied to increase conservation: 1) public information programs; 2) incentive programs; and 3) enforcement programs.
### Table 15

**Electricity Usage, 1978**

<table>
<thead>
<tr>
<th>Type of Use</th>
<th>Number of Accounts</th>
<th>Kilowatt Hours (kwh)</th>
<th>Dollars Charged</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>549</td>
<td>8,560,000</td>
<td>$225,296</td>
</tr>
<tr>
<td>General Commercial</td>
<td>137</td>
<td>10,300,000</td>
<td>$229,150</td>
</tr>
<tr>
<td>Residential Outside Lighting</td>
<td>18</td>
<td>60,000</td>
<td>$3,358</td>
</tr>
<tr>
<td>Commercial Outside Lighting</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Public Outside Lighting (city street lights, school)</td>
<td>4</td>
<td>158,000</td>
<td>$8,232</td>
</tr>
<tr>
<td>Industrial</td>
<td>1</td>
<td>6,900,000</td>
<td>$131,101</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>709</strong></td>
<td><strong>25,978,000</strong></td>
<td><strong>$597,137</strong></td>
</tr>
</tbody>
</table>

Source: Portland General Electric Company

### Table 16

**Estacada Energy Use**

<table>
<thead>
<tr>
<th></th>
<th>Electricity (Million kwh) per year</th>
<th>Natural Gas</th>
<th>Fuel Oil (thousands of gallons per year)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Space Heat</td>
<td>2.61</td>
<td>N/A</td>
<td>513.53</td>
</tr>
<tr>
<td>Hot Water</td>
<td>2.18</td>
<td>N/A</td>
<td>0</td>
</tr>
<tr>
<td>Cooking</td>
<td>0.51</td>
<td>N/A</td>
<td>0</td>
</tr>
<tr>
<td>Other</td>
<td>1.94</td>
<td>N/A</td>
<td>0</td>
</tr>
<tr>
<td>B.H.</td>
<td>7.24</td>
<td>N/A</td>
<td>513.53</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>(24.67)</strong></td>
<td></td>
<td><strong>(70.86)</strong></td>
</tr>
</tbody>
</table>

*(billion BTU/year)

Source: “CRAG Region Energy Analysis, Report 2,” June 1977
Public Information Programs

Public information programs are more likely to produce sustained energy savings than appeals to volunteerism. One way to inform and educate consumers is to initiate a program similar to the county agent system of the U.S. Department of Agriculture. Recent legislation has mandated that investor owned utilities provide the consumer with information on energy conservation and weatherization.

Incentive Programs

Incentive policies can include monetary rewards in the form of tax credits, low-interest loans, and subsidies.

Portland General Electric offers free inspection service and weatherization service for Estacada homes heated with electricity. Weatherizing single-family residences can be financed with no-interest lien against the property that is paid off when the property is sold. Multifamily residences are eligible for low-interest loans.

Oil burning customers can weatherize with low interest loans administered by their local supplier or the Oil Heat Institute. The state also administers low-interest loans for home heated with various fuels.

Enforcement Programs

Mandatory regulations could be imposed by a local government to require energy conservation. While some of these regulations could be enforced by minimal additional policing effort, others as recycling, might be very difficult to enforce.

The Potential Conservation Measures Appropriate to Estacada

Residential Sector

In new residential construction, energy could be conserved by: 1) using higher levels of ceiling, wall and floor insulation and installing double-glazed windows and vapor barriers; 2) sitting homes to take advantage of natural sunlight; 3) landscaping yards to reduce the energy needed for heating and cooling; 4) clustering housing to make use of common wall construction, reduce travel distances, and reduce street construction and maintenance costs; and 5) increasing use of solar space and water heating systems.

Commercial

Measures aimed at reducing energy consumption in Estacada’s commercial sector would include: 1) reducing ventilation and lighting levels in commercial buildings; 2) moderating thermostat settings; 3) adding wall and roof insulation and double pane windows to existing buildings; and 4) using heat conserving features in new commercial construction (more insulation, fewer windows, efficient ventilation and lighting systems, etc.).
Transportation

The primary means for conserving energy in Estacada’s transportation sector would be through a reduction in the number and length of automobile trips.

This could be accomplished by: 1) implementing a car pool or commuter bus program as the need is shown; 2) providing bike and pedestrian paths between residential and employment centers as funds become available; and 3) encouraging development of mixed-used high density, residential/commercial areas.

Findings of Fact

1. River Mill Dam has a generating capacity of 23,000 kilowatts. There is little opportunity to increase capacity, and land condemned for reserve generation has greater value for its scenic and recreational character. Water resources in the area are developed to capacity, and their future redevelopment is outside the city’s control. Scenic river designations make their redevelopment unlikely.

2. The state of Oregon has adopted energy legislation aimed at the residential sector. It focuses on conservation through weatherization and encourages the use of alternative energy sources through various incentives.

3. Energy saving in the commercial sector is expected as the increasing cost of energy encourages more efficient use, as mandatory and voluntary standards for energy use are set, and as reliance of the commercial users on renewable or more-available energy sources increases.

4. Cogeneration, or the production of electricity via additional steam from oil and gas burners, does not seem viable for any of the existing industries in Estacada.

5. There is a potential for significant energy savings in the implementation of a commuter bus and carpooling program between Estacada and Portland.

Policies

1. The city will increase the energy efficiency of the city operations where possible and encourage organization of car pools and commuter bus programs.

2. The city will encourage the use of solar heating systems, landscaping, and common wall construction as a means to reduce energy needs for heating and cooling in new construction.

3. The city will continue to require new construction to meet new state standards for weatherization and energy conservation.

4. Convenience commercial development outside the commercial core area will be considered as a means to reduce the length and number of automobile trips.
5. The city will encourage establishment of a bike and pedestrian path system that connects residential area with employment centers as need is shown and as funds become available.

**Implementation**

1. Energy policies will be implemented through revisions in the zoning and subdivision ordinances. Height, bulk, and setback requirements will be revised to allow buildings to be sited to take advantage of solar energy as well as vegetation for screening.
2. The Uniform Building and Specialty Codes will be enforced to meet new state weatherization standards.
3. The city will cooperate with Tri-Met to encourage carpooling and will establish park-and-ride stations.
Goal 14 Chapter 12

Urbanization Element

Goal:

Provide sufficient land to accommodate growth to the year 2000 and provide for the orderly development of this land.

Objectives

1. Project urban land needs for the period 1980 to 2000.

2. Establish an area adequate to accommodate projected 20-year urban development needs.

3. Establish policies to govern conversion of rural land to urban use.

4. Establish the means for coordination of land-use decision-making between the city and Clackamas County.

Existing Conditions

Issues and Problems

The City of Estacada is an urban entity in a relatively isolated location, 15 miles from southeast of Oregon City and 30 miles from downtown Portland, as shown in Figure 14. Directly to the east are the Cascade Mountain foothills and extensive forested areas containing vast outdoor recreational opportunities.

These locational characteristics combine to make Estacada a very attractive alternative for urbanities seeking a small town, rural, and recreation-oriented living environment. The past population growth and projected future growth statistics presented in Table 17 illustrate the expected growth trend.
At present, Estacada contains 51.03 net acres of land suitable for additional residential growth. Approximately 221 housing units can be accommodated. All additional future growth must occur outside the existing city limits.

Rural lands surround Estacada. Vacant (some forested) tracts of land predominate, with interspersed parcels of agricultural and rural residential use, generally 5 acres in size. Rural land must be converted to urban use to accommodate Estacada’s projected growth. An orderly and efficient conversion process is needed to prevent urban sprawl.

**Projected Land Use**

Future growth of the population implies expansion of land areas for residential, commercial, industrial, public, recreational and semi-public uses for its support. Table 18 summarizes the existing and projected land-use acreages for the UGB (Figure 15).
### Table 18

**Urban Growth Boundary**

**Land Use Zone Acreages**

<table>
<thead>
<tr>
<th>Zone</th>
<th>Developed</th>
<th>Undeveloped</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single-Family Residential</td>
<td>134</td>
<td>340</td>
<td>474</td>
</tr>
<tr>
<td>Multi-Family Residential</td>
<td>0</td>
<td>90</td>
<td>90</td>
</tr>
<tr>
<td>Commercial</td>
<td>0</td>
<td>95</td>
<td>95</td>
</tr>
<tr>
<td>Industrial</td>
<td>0</td>
<td>352</td>
<td>352</td>
</tr>
<tr>
<td>Public</td>
<td>41</td>
<td>350</td>
<td>391</td>
</tr>
<tr>
<td>Semi-Public</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Airport</td>
<td>110</td>
<td>0</td>
<td>110</td>
</tr>
<tr>
<td>Hazard</td>
<td>0</td>
<td>197</td>
<td>197</td>
</tr>
</tbody>
</table>

**TOTAL**  
285     1,424  1,709

**Total UGB Acreage**

<table>
<thead>
<tr>
<th>Zone</th>
<th>Developed</th>
<th>Undeveloped</th>
<th>Total</th>
<th>Designated</th>
</tr>
</thead>
<tbody>
<tr>
<td>Single Family Residential</td>
<td>350.69 (a)</td>
<td>421.7</td>
<td>772.39</td>
<td></td>
</tr>
<tr>
<td>Multi-Family Residential</td>
<td>12.76 (b)</td>
<td>92.33</td>
<td>105.09</td>
<td></td>
</tr>
<tr>
<td>Commercial</td>
<td>51.76</td>
<td>64.36</td>
<td>116.12</td>
<td></td>
</tr>
<tr>
<td>Industrial</td>
<td>82.6</td>
<td>302</td>
<td>384.6</td>
<td></td>
</tr>
<tr>
<td>Public</td>
<td>285.00 (c)</td>
<td>560.8</td>
<td>845.8</td>
<td></td>
</tr>
<tr>
<td>Semi-Public</td>
<td>23.00</td>
<td>58</td>
<td>81</td>
<td></td>
</tr>
<tr>
<td>Airport</td>
<td>110</td>
<td>40</td>
<td>150</td>
<td></td>
</tr>
<tr>
<td>Hazard</td>
<td>0 (e)</td>
<td>197</td>
<td>197</td>
<td></td>
</tr>
</tbody>
</table>

**TOTALS**  
915.81  1,736.19  2,652.00


Notes:
(a) Includes single-family detached house sites and mobile homes on standard lots averaging 10,000 sq. ft.
(b) Primarily duplexes.
(c) Includes City Hall, schools, parks and streets estimated to occupy 30 percent of UGB area by year 2000.
(d) Churches, other institutions.
(e) See Figure 8.
As can be seen in Table 18, the land within the UGB is just sufficient to accommodate the projected land needs. A small amount of land is projected to be vacant at the end of the planning period. Many other plans, including Metro’s, include high land vacancy factors in order to allow the free working of the land market. The Estacada plan is based on the assumption that there will be sufficient vacant land within the UGB for the next decade or so to assure that the land development market can work freely; if after that time the UGB is filling up at the rate now projected, the city will consider expanding the UGB, with county and LCDC concurrence, in order to provide a larger vacancy factor by the year 2000.

Table 18 and the following discussions indicate the rationale for the various land use requirements.

The Comprehensive Plan Map depicts the proposed location and acreage of each zone. The following is a discussion of each land use zone and rationale for its designation.

**Residential Infill**

**Existing Development**

The table indicates 134 acres are developed for single-family residences. This acreage was derived by reviewing the single-family ownership pattern within the Urban Growth Boundary. Of the single-family dwellings, 38% are situated on small, one acre or less, tracts, and are not readily re-dividable. 38% of the 251 single-family units equates to 95.38 acres. The remainder, or 62% if the 251 units, 155 units, are on larger tracts and readily re-dividable at four units per acre; therefore, a total of 39 acres are considered developed. These two acreages are then totaled to yield 134 acres of single-family residential development. Through this method, the Infill Factor with the Urban Growth Boundary has been considered.

**Housing Mix Assumptions and Future Development**

The Housing Element of the Plan has justified an additional 1,815 dwelling units within the Urban Growth Boundary and 221 in the City by the year 2000. The plan indicates a desired mix of 76% single-family dwellings and 24% multiple-family dwellings in the City and Urban Growth Boundary by the year 2000. To achieve this, because of the low ratio of multiple-family dwellings to single-family dwellings that presently exists, approximately 11%, the ratio must be much greater over the next 20 years. The actual differential is 71% single-family dwellings and 29% multiple-family dwellings. This was derived as follows:

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Existing Units City and UGB</td>
<td>824</td>
</tr>
<tr>
<td>Urban Growth Boundary</td>
<td>1,815</td>
</tr>
<tr>
<td>City</td>
<td>221</td>
</tr>
<tr>
<td>Total Projected</td>
<td>2,036</td>
</tr>
<tr>
<td>Year 2000 Total</td>
<td>2,860</td>
</tr>
</tbody>
</table>
Multiple-Family Residential

The desired mix is 76% single-family, 24% multiple-family. This equates to 2,174 single family dwellings, 686 multiple-family dwellings. As there are presently 93 multiple-family dwellings in the city, this figure is subtracted from the 686 to yield 593 new multiple-family units. Therefore, in the City and Urban Growth Boundary, 593 of the proposed 2,036 new dwelling units, or 29%, must be multiple units.

Multiple-family dwellings include duplexes, triplexes, fourplexes, and apartments. The City anticipates at least 50% of the new units will be two to four unit developments, placed on small lots, 50% of 593 units is 296 units. The Zoning Ordinance allows 7.62 units per acre in the smaller multiple-family developments, therefore, a total of 38.85 acres will be required for this type of development. The remaining 296 units are anticipated to be larger apartment complexes. This type of development is allowed at a greater density of 11 units per acre. Therefore, an additional 27 acres will be required, bringing the total of multiple-family acreage needed to 66 acres.

Single-Family Residential

There are 1,815 units anticipated within the Urban Growth Boundary of which 71% will be single-family dwellings, or 1,289. Although the Zoning Ordinance allows a net density of 5.81 units per acre, it is anticipated maximum development will not be achieved. The City assumes the average density will be closer to four units per acre, slightly higher than the existing density of the present City. At four units per acre, a total of 322 acres will be required in the Urban Growth Boundary to meet the absolute need for future single-family residential housing. Single-family residential lands designated on the Plan Map total 340 acres. It is anticipated 30% of the single-family units will be mobile homes; therefore, 545 units can be expected. This will require an approximate 136 acres. A total of 238 acres has been established for mobile homes in two zones. The two zones also allow multiple-family development anticipated to require 66 acres.

Commercial Land

The plan designates an additional 95 acres of commercial land within the Urban Growth Boundary. As pointed out earlier in the plan, the existing city limits contains only 4.36 acres of underdeveloped commercial land. The city is presently near the economic threshold (population 2000) of attracting additional commercial facilities, including medical services that have been lacking in the city. The city has indicated a need to expand the tourist facilities available within the city. The U.S. Forest Service office of Estacada, in the last year issued 17,000 woodcutting permits, which was the most issued by a U.S. Forest Service office in the nation. The city can capitalize on the through traffic by providing additional lands for commercial activities. Further, the city serves as a regional center for the Estacada School District which encompasses 750 square miles and provides 2,500 students to the Estacada Schools. The additional commercial lands will provide the opportunity for further economic growth that is at present all but halted.
There are no existing commercial land uses within the Urban Growth Boundary other than home occupations. The plan map designates 95 acres along the main highway corridors within the Urban Growth Boundary. This acreage is already divided into small, 10 acre or less, tracts although not developed. The city receives regular inquiries from commercial activities seeking highway frontage for potential development.

**Industrial Lands**

Industrial land designation has been raised from 302 acres which was the original CH2M plan map area designated to 352 acres. The additional acreage takes in large tracts along the main transportation corridors to provide greater flexibility to the city in attracting new developments. Recent industrial surveys have shown the need for large tracts of land for major industrial clients. The city is actively seeking to attract such clients. A recent survey by the Metropolitan Service District indicated a need for industrial tracts 40 to 50 acres and larger.

1. The small cities Industrial Development Study (Port of Portland) identifies specific problems with attracting targeted industries to the Estacada area. The study analyzes characteristics and needs of target industrial firms, and recommends that the city “increase the number and variety of industrial sites in the area.” The study is adopted as support document for the Estacada Plan by this reference.

2. Estacada seeks to provide a broad range of land options to attract companies seeking sites in the area, including a variety of sizes and locations. There are currently 82.6 acres of developed industrial land in the city. Based on population projections of 7,242 and in order to continue/increase the current ratio of 17% population/industrial employees in Estacada, it is recommended that 341.82 acres of developable industrial land be provided within the Urban Growth Boundary. A total of 352 acres has been designated.

3. The Estacada plan encourages industrial growth by designating a variety of industrial parcels, located on the northwest edge of the city and Urban Growth Boundary as follows:

<table>
<thead>
<tr>
<th>Description</th>
<th>Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. West of Highway 224</td>
<td>132</td>
</tr>
<tr>
<td>2. East of Highway 224</td>
<td>90</td>
</tr>
<tr>
<td>3. South of Duus Rd. with Frontage on Eagle Creek Rd.</td>
<td>130</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>352 acres</strong></td>
</tr>
</tbody>
</table>

1 Oregon Manufactured Housing Association, August, 1983
Public Lands

Public lands, in the form of street rights-of-ways, highways, future schools and public utility services derived by utilizing a factor of percentage of the land to be developed. These lands do not show as a block of land other than proposed park development on the Comprehensive Plan Map. To derive the public lands acreage, the following methodology was used:

The Urban Growth Boundary is 1,709 acres. The following items were subtracted from the total Urban Growth Boundary acreage: 69 acre park, 197 acres hazard areas, and 41 acres public land already developed. A factor of 20% has been applied to yield a total of 280 acres anticipated to be needed for public lands. To this figure, the park development shown on the Plan Map near the River Mill Dam, 69 acres, was added to yield 350 acres of public lands. The 20% factor is considerably lower than the factor previously used in the Plan but it is considered more realistic for future development.

Airport

The airport ownership was reviewed and found to be slightly less than the owner indicated. A total of 110 acres are involved in the airport ownership. A special zoning ordinance category will be provided to allow airport related development, such as hangers, warehouses, and other activities, when this area is annexed to the city. Until that time, the Clackamas Zoning Ordinance will control any development proposed.

Hazard Areas

Hazard areas are not shown on the Plan Map because of difficulty in depicting them. The original acreage was determined by CH2M-Hill. A review of excess slope (20% +) or drainage basins are considered to be unbuildable. The Uniform Building Code, Chapter 40, will preclude the development of these lands without having to designate them on the Plan Map. A review of the Plan Map shows many creek drainages throughout the planning area. To accurately depict the actual hazard areas on the Plan Map would be an expensive and exhaustive undertaking. Each site would have to be considered on an individual basis, making the cost prohibitive. This would be unnecessary as it will be done as building permits are requested.

The Zoning Ordinance will be modified to require a site plan be submitted for metes and bounds tracts prior to the issuance of a building permit. The site plan will show slopes in excess of 20%, drainage ways, street elevations and any other potential hazards. In this manner, the burden is upon the applicant. Subdivided lots will be reviewed during the subdivision process.

Health Hazard Area

There is a small area south of the city limits and south of the Clackamas River which contains substantial development, including a U.S. Forest Service Installation. The area is bounded on the north by the Clackamas River, the south by Highway 211, and on north by Poplar Road. The area contains approximately 46 acres and 36 dwelling units. This developed area has been historically served with
domestic water by a transmission main serving the cities of Oregon City and West Linn. The utility is known as the South Fork Water Board and is comprised of members of the two city councils. Long-range plans are to abandon the upper portions of this water main (see Appendix F). Therefore, several residents and the Forest Service have asked the City of Estacada for water service at that time. For these reasons, the area has been included in the City’s Urban Growth Boundary.

Policies

1. Establish an urban growth boundary (UGB) around the City of Estacada as shown in Figure 14. The UGB shall enclose a land area sufficient to contain the city’s urban land needs to the year 2000. The city shall determine the land-use pattern within this area.

   A Dual Interest Area Agreement between the City of Estacada and Clackamas County is contained in appendix D. The agreement establishes a relationship between the two entities governing use of rural land within the UGB-land outside the Estacada city limit but inside the UGB.

2. Study the economic, governmental, and social relationships between Estacada and areas beyond the UGB. The Dual Interest Area Agreement between the City of Estacada and Clackamas County (Appendix D) established the procedure whereby the County will coordinate land use decisions affecting the unincorporated area within the UGB.

3. The urban growth boundary shall be adopted by the City Council.

4. New urban development may only occur concurrent with or following provision of the development site with public streets, water and sewer services, drainage facilities (as necessary), fire and police protection. And other public services as provided for in the policies governing public facilities and services.

5. The City of Estacada plans to provide public facilities and services within the UGB area.

6. Recreational uses will be encouraged within the UGB in accordance with policies 1 through 5 above and those for recreational needs.

7. Commercial and industrial uses will be encouraged within the UGB in accordance with policies 1 through 5 above and in the Economy Element, Goal 9.

8. Residential uses will be encouraged within the UGB in accordance with the policies 1 through 5 above and in the Housing Element, Goal 10.

9. All existing uses in any district that are in conflict with the uses sited on the plan are allowed to continue as nonconforming uses.

10. All uses in any district (except single-family residential use on lots of 7,500 square feet or larger) are subject to site plan review.
11. Clustering (i.e., planned grouping of building and condensed lot sizes) shall be encouraged in all districts to preserve the open character of the area, topography, tree cover, and possible water courses and shall be required as condition of approval to achieve conventional 7,500 square-foot lotting or higher densities.

12. Annexation will be permitted in accordance with the “Annexation Regulations” (Estacada Code, Section 10.700).

   Upon annexation, the land shall be designated a zone that complies with the Estacada Comprehensive Plan.

13. Rural land use within the UGB will be governed by the Dual Interest Area Agreement between the City of Estacada and Clackamas County (Appendix D). The City will support the County’s land use designations within the UGB.

   These designations will restrict development to an average, 10-acre lot size, with 5 acres as the smallest allowable lot size. The city believes these designations protect this land from premature conversion and assure that urban development will take place in an orderly and timely fashion.

14. The Estacada Comprehensive Plan will comply with the land-use goals and objectives of Clackamas County and the Land Conservation and Development Commission of the State of Oregon. Evidence of compliance will be contained in Appendix F.

15. The policies of the Estacada Comprehensive Plan will be implemented by the Estacada Code, Chapter 10 Amended, Subdivision Regulations (Section 10.700) and Zoning Regulations (Section 10.200).
Urban Growth Boundary Establishment

Findings of Fact

1. The housing, economic and urbanization elements have demonstrated the need for the establishment of an urban growth boundary containing approximately 1,684 undeveloped acres surrounding the present city limits. These elements have demonstrated the following facts:

   a. The present city has only 51 acres of undeveloped residential land, giving the city a holding capacity of 1855 population.

   b. The present city’s commercial area has only 4.36 acres remaining.

   c. The present city’s industrial area has been committed to development. The projects are underway.

   d. The city projects an additional 4,559 population by the year 2000 within the urban growth boundary.

   e. A total of 2652 acres at a minimum will be required to hold that population.

   f. The city desires to add to its commercial capabilities by providing areas for medical, retail and tourist facilities.

   g. The city desires additional industrial growth and, as evidenced by the rapid occupancy of its industrial park, is actively seeking further clients.

   h. The city has a great deal of land committed to public facilities. Future growth will require additional lands to be committed to public use.

2. The plan has demonstrated in various elements the following facts:

   a. The projected growth rate, 5.3% will result in a population of 7,242 by the year 2000.

   b. Approximately 1,815 new dwelling units will be required to house the additional population.

   c. The additional population will create the need for additional employment opportunities. The city responded to that need by designating additional commercial and industrial areas.

   d. The city has determined the existing level of public facilities and services must be maintained as population increases to maintain the livability of the city.

   e. The city has adopted a policy to require compliance with state and federal environmental standards to assure livability of the area.
3. The public facilities element, the implementing ordinances and the dual interest agreement with Clackamas County demonstrate the following facts:

   a. The city has the capability to provide the necessary public facilities for the additional population.

   b. The city constantly reviews its facilities via consultant studies and has developed several specific master plans, including water, sewage treatment, street and storm water drainage plans.

   c. The dual interest agreement with Clackamas County provides the city’s comprehensive plan designation will not become effective until annexation occurs.

   d. The city’s subdivision ordinance requires a variety of public improvements be provided with each development at the developer’s cost.

4. The plan and implementing ordinances demonstrate that maximum efficiency of land uses will be realized within and on the fringe of the existing urban area.

   a. The Dual Interest Agreement requires annexation to effectuate the city’s comprehensive plan for the area.

   b. The city requires annexation for the provision of urban services, except in health hazard situations.

   c. The city has designated a more efficient lot size, 7,500 square feet, as the standard for single-family dwellings. This is considerably less than the 13,000 square foot average of the existing community.

   d. The outer edges of the urban growth boundary have been established utilizing known physical boundaries to avoid confusion as to its location. Where possible, county roads, and other existing physical features, i.e., the Clackamas River, were utilized. In other cases, specific property lines were utilized. This accounts for a slight increase in residential lands beyond the projected need. The logical placement of the boundaries outweighs the need to be numerically perfect in land acreage designated. The locational factors concerning the urban growth boundary will provide a greater ease of plan administration by various governmental units as times passes.

5. The various plan elements have addressed the environmental, energy, economic and social consequences of establishing the urban growth boundary in its designated location. The facts are:

   a. A city has the capability to provide the necessary environmental services to serve the anticipated population of 7,242.

   b. The city is committed to requiring compliance with state and federal environmental standards.
c. The annexation requirement for the provision of urban services will eliminate disorderly and energy inefficient provision of services. Only contiguous properties are eligible for annexation.

d. The establishment of the urban growth boundary will gradually provide a more energy efficient community by preventing urban development at ever increasing distances from the city.

e. The establishment of the urban growth boundary will allow additional economic opportunities within the area. The gradual concentration of population will also result in attracting additional professionals desired within the community. This includes doctors, dentists and others.

f. As the urban growth boundary area begins to be developed, a stronger sense of community will prevail. This will tend to strengthen the social fabric of the area.

6. The plan demonstrates that consideration was given to the retention of agricultural lands, Class I-IV soils, and makes the following findings:

a. Only 1 percent of the parcels in the area between the city limits and the urban growth boundary contain Class I-IV soils in 20 acre contiguous units. (Two parcels out of a total or 194.)

b. Of parcels containing Class I-IV soils, 95 percent are already developed. Only nine of the 194 parcels are undeveloped.

c. The bulk of class I-IV soils parcels are at the outer limits of the urban growth boundary, and rely on country enforcement of large-lot size zoning to preserve the larger existing lots. These outer properties will be the last to develop within the urban growth boundary (UGB) due to their remoteness from public facilities. County regulations and enforcement are adequate to preserve the Class I-IV soils of 20-acre sizes through large-lot zoning. (Only two parcels in these soils categories, or nine percent of the unincorporated part of the UGB area, can be preserved with this technique by the county).

d. Forty-five percent of the area is already partitioned into parcels less than 10 acres.

e. There are no Class I-IV soils that can be preserved by the city through large lot zoning.

f. No major negative environmental, economic, social or energy consequences will result from the urbanization of Class I-IV soils. Most of these areas are already committed to urban use because of existing development density, adjacent or surrounding development patterns, or small lot size.

g. Regardless of which direction Estacada expands, Class I-IV soils will be required for urban use.
h. The agricultural lands goal does not apply within the city limits or within the adopted urban growth boundary. It is more desirable to develop Class I-IV soils within the urban growth boundary over a period of time than to allow similar, more remote rural lands to urbanize. Justification for inclusions of agricultural land within the urban growth boundary is included in the Urbanization section of this plan.

7. The plan and Dual Interest Agreement provides the process by which rural lands within the established urban growth boundary may be committed to urban uses as the need occurs. From the plan and Dual Interest Agreement, the following findings concerning compatibility of urban uses with adjacent agricultural lands can be determined:

a. The Clackamas County plan and zoning ordinance remain in effect until annexation occurs, thus insuring the slow transition from rural to urban uses within the urban growth boundary.

b. There are no intensive agricultural activities within or adjacent to the urban growth boundary.

c. Only nine percent of the urban growth boundary area contains ownerships of 20 acres or larger.

d. The city, because of the annexation rule, encourages “infill” of existing city lands prior to development of the urban growth boundary area.
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