MOLALLA
COMPREHENSIVE PLAN

Volume I

MOLALLA, OREGON

Volume I:

MOLALLA COMPREHENSIVE PLAN

City of Molalla

Amended ~~March 16, 2010~~August 6, 2014
General Ordinance 10-____

Prepared by:
The City of Molalla Planning ~~Commission~~Department

With advice from
Winterbrook Planning

ACKNOWLEDGMENTS

The following group of dedicated citizens gave several years of their time to help in the drafting of the ~~2010 2011~~these Comprehensive Plan revisions for The City of Molalla. The City particularly appreciates the dedication and service of advisory groups and Molalla Planning Commission. Both groups worked beyond expectation to create a quality policy document that will carefully direct the community's land use and development. The City's appreciation extends to the local, state, and federal resource agencies who provided assistance and information, and to the many citizens and interest groups who participated in the public workshop process critical to the development of this plan.

Advisory

Planning Commission

Professional Economic Development and Planning Services

- Winterbrook Planning (Portland, Oregon)
- Erik D. Hovee Associates (Vancouver, Washington)
- Cogan Owens Cogan (Portland, Oregon)

Staff Support~~:~~

City of Molalla Planning Department

City of Molalla Public Works Department

VISION

The vision that informs the ~~2010~~ 2014 Comprehensive Plan Update is:

"Molalla –
A recreationally oriented and family friendly community
with a vibrant downtown and livable neighborhoods"

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PART I: MOLALLA'S COMPREHENSIVE LAND USE PLAN

Molalla Comprehensive Plan Purpose and Organization

The Oregon Legislature mandated Comprehensive Land Use Planning with Senate Bill 100 (ORS Chapter 197). Under ORS 197, the Land Conservation and Development Commission (LCDC) was created and directed to adopt Statewide Planning Goals and implementing "administrative rules" that establish a framework for local planning.

The Molalla Comprehensive Plan ("the Plan") is intended to serve the principal policy document for land use within Molalla Urban Growth Boundary (UGB). It is intended to guide physical development of the City. The Plan is organized to reflect applicable Statewide Planning Goals. It includes a Land Use Plan Map and text. The text of the Plan is presented in five parts that provide a framework for land use decisions:

- **Part I: The Land Use Planning Process** (Statewide Planning Goals 1 – Citizen Involvement and 2 – Land Use Planning)
- **Part II: Open Space, Recreation and Community Livability** (Statewide Planning Goals 5 – Natural and Cultural Resources, 6 – Air, Land, and Water Quality, 7 – Natural Hazards, and 8 – Recreational Needs)
- **Part III: Economic Development and Housing** (Statewide Planning Goals 9 – Economic Development and 10 – Housing)
- **Part IV: Public Facilities and Transportation** (Statewide Planning Goals 11 – Public Facilities and Services, and 12 – Transportation)
- **Part V: Urban Form and Growth Management** (Statewide Planning Goals 13 – Energy Conservation and 14 – Urbanization)

Volume I of the Plan includes background text, goals, policies and implementation measures:

- **Goals** state the general land use direction to which the City and County are committed.
- **Policies** are mandatory and must be addressed when making major land use decisions, such as comprehensive plan map amendments or zone changes.
- **Implementing measures** offer specific but discretionary steps to carry out plan policies.

The Plan is supported by Background Documents and is implemented by Functional Plans, Community Plans and the Molalla Development Code (Titles 16 & 17 of the Molalla Municipal Code). The Plan also includes a Land Use Plan Map with general land use designations that control how land will be used over the 20-year planning period for the entire area within the Urban Growth Boundary (UGB). The City Zoning Map must be consistent with Land Use Plan Map and identifies which zoning districts apply to development within the City Limits. The Clackamas County Zoning Map determines how land can be used on an interim basis until it is annexed to the City in compliance with the city's Plan.

The Plan Map illustrates the general land use concepts presented in the text of the Plan. The Plan Map shows the type, location and density of land development and redevelopment permitted in the future. The Land Use Map of the Comprehensive Plan shows land designated for Public, Industrial, Commercial, and Residential use. However, the Plan text recognizes that certain combinations of uses can be beneficial and, therefore, language in the text provides for a mixing of those combinations through a Planned Development Review process. When interpreting the intent of the Plan, the text supersedes the map in the event of a conflict.

Supporting and Implementing Documents and Plans

The Comprehensive Plan is supported by a series of Background Documents, Functional Plans and Community Plans. Community Plans and Functional Plans may be initiated by the City Council or Planning Commission at any time in response to community needs.

- **Background Documents – Volume II**
- **Functional Plans – Volume III**
- **Community Plans – Volume IV**
- **Implementing Measures – Volume V**

Volume II: Background Documents

Background documents provide the factual and analytical basis for the goals, policies and implementing measures found in the Comprehensive Plan, but are not policy documents in themselves. The numbers and analysis found in background documents ~~i~~are~~s~~ expected to change over time. For example, the Buildable Lands Inventory will be updated regularly as land develops within the UGB. Therefore, periodic updates to these documents do not require an amendment to the Comprehensive Plan.

List of Background Documents

A. *Molalla Economic Profile* (E. Hovee, 2004)[1]

B. *2009 Employment Land Needs Analysis* (Winterbrook Planning, 2009)[1]

~~**A.**~~

[1] Please note: For this Comprehensive Plan, changes may have been made to the calculations shown in these reports to reflect the need for the City of Molalla to use the 20-year coordinated population -forecast, per ORS 195.036) and OAR 660-024-0030. Relevant conclusions from these reports remain valid.

B.C. *City of Molalla Residential Land Needs Report* (Winterbrook Planning, 2009)[1]

C.D. *Buildable Lands Inventory Methods and Maps for Molalla UGB and URA* (Winterbrook Planning and the City of Molalla, 2007)

D. *Urban Reserve Findings* (Winterbrook Planning, 2010)

E. *Downtown Molalla Development & OR 211 Streetscape Plan* (July Cogan Owens Cogan, 2007)

F. *City of Molalla Historical Resources Inventory* (Projected 2010)

G.E. *City of Molalla Local Wetlands and Riparian Inventoryies* (Pacific Habitat Services, 20042001)

F. *Capital Improvements Plan Summary Findings and Recommendations* (City of Molalla, 1999 - 2004)

H.

G. *Clackamas County Rural Cities Population Coordination Background Report and Forecasts* (Clackamas County, March 2013)

Natural Resources Report (?)

I. *Downtown Plan* (Cogan Owens Cogan, 2007)

Volume III: Functional Plans

Description

City functional Functional plans Plans further implement the Comprehensive Plan policies and recommendations regarding specific topic areas of interest or concern to the City. Functional Plans may include, but are not limited to, parks and recreation, housing, open spaces, natural resources development and conservation, historic resources, culture and the arts, economic development, environmental quality and other topic areas or elements addressed in the Comprehensive Plan. City functional Functional plans Plans are prepared from time to time in response to community needs and are intended to guide the development and implementation of related functional programs or activities conducted by City agencies-.

The *Molalla Transportation System Plan* (TSP) and the *Molalla Public Facilities Plan* (PFP) are considered part of the Comprehensive Plan. The TSP includes street classifications, policies and standards related to transportation improvements. The PFP identifies the timing, location and general cost of sanitary sewer, water and storm drainage projects necessary to support planned development within the UGB. Both the TSP and PFP must comply with State statutes and regulations relating to portions of public facility plans required to be included in the Comprehensive Plan. Those portions of public facility plans required to be included in the Comprehensive Plan shall be adopted by ordinance as major plan amendments to the Comprehensive Plan Text or Land Use Map.

Master plans for sanitary sewer, parks, water, schools, storm drainage, airport, and transportation also support the goals, policies and implementing measures found in the Comprehensive Plan but are not policy documents in themselves. The projects, cost estimates, timing and funding sources found in public facilities plans are not intended to function as plan policies, unless explicitly adopted as part of the Comprehensive Plan. Such master plans typically are "accepted" by the City Council, but are not necessarily adopted by the City Council or County board. Public facilities master plans along with their projections for growth and development are expected to change over time as new information and technology becomes available. Therefore, periodic updates to master facilities plans are not considered amendments to the Comprehensive Plan itself and their projections for growth and development are not limiting or overriding.

List of Functional Plans

A. *Molalla Public Facilities Plan* (City of Molalla, 2007)

- *Molalla Wastewater Facility Plan* (Tetra Tech / KCM, 2000)
- *Molalla Water System Plan* (EAS Engineering, 1996)
- *Molalla Storm Water Master Plan* (2007)

B. *Molalla Transportation System Plan* (Kittelson, 2001)

C. *Molalla Parks, ~~and~~ Recreation, and Trails Master Plan* (~~Projected~~ City of Molalla, updated August 2014)

D. *Molalla School District Facilities Plan (2007)*

Volume IV: Community Plans

A "community plan" means any plan, planning document or coordinated set of planning policies which establishes coordinated policies and development guidelines for the development of land uses and development activities within a specific geographic area of the City. A community plan is more detailed than the Comprehensive Plan and has Comprehensive Plan status and function relative to the specific geographic area to which it applies. A community plan may contain a map, policy statements and recommendation relating to development densities, public facility and utility improvements and the arrangement of land uses to guide future land use decisions and implementing measures for its geographic area. A community plan must be consistent with the Comprehensive Plan.

Community plans shall be adopted by the City Council as major plan amendments to the city's comprehensive plan text or land use map as applicable. The City currently has no adopted Community plans

~~List of Community Plans~~

Volume V: Implementing Measures

List of Implementing Measures

A. Molalla Development Code

Molalla Development Code (MDC) contains zoning ~~districts~~ designations, development standards and land use decision-making procedures for implementing the Molalla Comprehensive Plan, functional plans and community plans. The MDC will be amended to implement the policies of the Plan in Phase II of the 2006-~~08~~ 2014 growth management process. The MDC consists of two basic parts:

- A map of the zoning districts as they are assigned to lands within the City.
- Text that spells out in detail the standards of each zoning district and related review and amendment procedures.

Since the development code is the primary implementation tool of the Comprehensive Plan it must reflect the land use designations and policies set down by the Plan. Further, it must deal with those specific items which the plan is not intended to deal with such as permitted and conditional use, minimum lot sizes, yard setbacks, parking, and other special requirements

B. Molalla Public Works Design Standards

~~*B.*~~ The Molalla Public Works Design Standards are being developed and will be incorporated into the Molalla Development Code when they are completed.

C. Molalla Capital Improvement Program

~~*C.*~~ Molalla is developing a capital improvement program for all categories of public improvements. Like the Public Works Design Standards, it is anticipated that the capital improvement program will be incorporated into the Molalla Development Code upon completion. However, as a financial planning and implementation program, elements of the capital improvements program, in particular those portions that implement the City's System Development Charges (SDC's), may be added to the Molalla Municipal Code chapter regarding financial administration.

D. Intergovernmental Agreements

Clackamas County is a partner in the successful implementation of Molalla Comprehensive Plan. Since Clackamas County retains jurisdiction over unincorporated areas within Molalla UGB until land is annexed to the City, the City Council and County Board have adopted an intergovernmental agreement that spells out roles and responsibilities for land use review and decisions within the Molalla UGB. The City may also enter intergovernmental agreements with other partners in land use planning, such as the Oregon Department of Transportation (ODOT).

Geographical and Historical Context

The City of Molalla is a fast growing rural community located in the southwest section of Clackamas County. Molalla is approximately 14 miles south of Oregon City via State Highway 213, approximately 25 miles northeast of Salem, and approximately 27 miles southeast of Portland. The terrain in the study area is level to gently sloping. The highest point within the City Limits is 371 feet elevation. The surrounding area around Molalla is generally used for agricultural purposes. The Molalla River is located about a mile east of the ~~2006~~ city's current urban growth boundary (-UGB).

William Russell took up the first land claim in 1840. The fertile soil, ample water and rich grasses of the Willamette Valley soon lured other settlers to follow. Soon the land, once the favorite hunting ground of the Native American, was under cultivation. Ten years later on April 9, 1850, the first post office was established near the present site of Liberal, approximately three miles to the north of the City. The post office was discontinued at Liberal in 1851. R~~, r~~ecords do not give the exact location, but it is assumed on December 7, 1868 the Post Office was reestablished in Molalla.

Legend has it that two pioneer trails, east-west and north-south, met at the present intersection of Molalla Avenue and Main Street, and naturally b~~B~~y 1856 Molalla was a thriving agricultural center with the first school and a general store opening a year later. Molalla developed rapidly as an important trade center and later, as a lumber-manufacturing town.

The year 1913 seemed to be the magical year for Molalla; the first railroad, the Willamette Valley Southern, steamed through town. With the railroad came a new post office, a new school, and the first weekly newspaper. The first Molalla Buckeroo was held in 1913, the year the City incorporated.

The name "Molalla" has had many different spellings over the years, and there are a number of theories as to its origin. William Hatchette "Uncle Billy" Vaughan, a pioneer of 1885, claimed that the name originated from two Chinook Indian words, "moolek" for elk and "olilla" for berries, both plentiful in the mountain region during that time. Whatever the case, the 27 different spellings have evolved into one and the community has settled on the spelling "Molalla".

Molalla has a temperat~~ur~~e maritime climate with dry, moderately warm summers and wet, ~~with~~ mild winters. The prevailing winds are from the west and northeast in the summer and from the south and the southwest in the winter. Periods of easterly winds bring cold, clear weather in winter and exceptionally dry, hot weather in the summer. About 60 percent of the annual precipitation occurs from November through February while only about 10 percent occurs from June through September. In winter temperatures below 10 degrees and summer temperatures above 100 degrees are rare. Snowfall records are not kept for Molalla, however Salem is the nearest City where records are kept, and averages 6.2 inches of snow per year.

Molalla has been blessed with a wealth of local and regional recreation opportunities which enrich the City's livability and desirability. The City, County, State and the local school district all contribute to the provisions of parks, recreational facilities, and activities in and around Molalla. The City's proximity to Portland provides local residents with numerous recreational and entertainment opportunities provided throughout the metropolitan area, all within a 30-40 minute drive. The ocean beaches, Mt. Hood and other Cascade Mountains, ~~and several campgrounds,~~ rivers, ~~and~~ lakes and campgrounds, all ~~are~~ within a two hour drive, ~~providing~~ afford the citizens of Molalla ~~within a couple of hours drive, thus providing~~ an abundance of recreational activities.

GOAL 1:~~-~~ CITIZEN INVOLVEMENT

The purpose of Statewide Planning Goal 1 - Citizen Involvement is:

> ***To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.***

Background

Statewide Planning Goal 1 requires cities and counties to adopt and publicize a program for citizen and agency participation in "all phases of the planning process". The citizen involvement program should be appropriate to the scale of the planning effort and provide information that enables citizens to recognize and comprehend the issues. The City has long recognized the importance of citizen involvement in the land use planning and decision-making process. The following goals, policies, and implementation measures provide support and guide future citizen and agency involvement in the Molalla planning process.

Citizen Involvement Goals and Policies

Molalla Citizen Involvement Goal:

> ***Encourage and provide means for interested citizenry and affected governmental agencies to be involved in all phases of the land use planning process, on individual cases and city-wide programs and policies.***

Citizen and Agency Involvement Policies

1. The City of Molalla shall assign the Molalla Planning Commission as the officially recognized Citizen Advisory Committee (CAC).
2. The City shall coordinate with County and State agencies with an interest in Molalla's planning programs and policies.
3. The ~~Planning Department~~City shall keep copies of the Comprehensive Plan, the City's land use code, adopted Community Plans and Functional Plans on file at City Hall for inspection by the public.
4. Copies of adopted plans shall be provided to the public and affected agencies at a reasonable cost.
5. The City shall provide for a wide range of public involvement in City p~~P~~lanning programs and processes. The City should:

   5.1. Provide user-friendly information to assist the public in participating in City planning programs and processes, including available sources of media ranging from television (when available and free), radio (when available and free), Internet, newspapers, mailings, and meetings to provide for the highest involvement from citizens.

   5.2. Provide information for public review while it is still in "draft" form, thereby allowing for community involvement before decisions are made.

5.3. Provide for early public involvement to address neighborhood or community concerns regarding Comprehensive Plan and Development Code changes~~Charges~~.

5.4. Provide data to ~~those~~ interested citizens in non-technical and understandable terms.

5.5. ~~Clarify the process in which citizens can understand while at the same time~~ |A~~a~~dopt~~ing~~ procedures to allow interested parties reasonable access to information on which public bodies will base their land use planning decisions.

5.6. Provide data ~~that is broken down~~in a manner that is simple enough to ~~giving~~ give ~~all partie~~ the public~~s~~ an opportunity to ~~-~~understand~~ing of~~ the issues. This includes technical data submitted by other parties.

6. The Planning Commission may hold periodic public meetings to discuss planning issues and projects of special concern to the City.

7. To maintain the qualifications to act as the CAC, the Planning Commission should ~~:~~

~~7.1.~~ s~~S~~chedule public hearings/meetings to carry out its responsibilities as the CAC.

~~7.2. Assist the City Council as a task force for gathering information, and by sponsoring public meetings and/or evaluating proposals on special projects relating to land use and civic issues. The Planning Commission should also assist the City Council and officials in communicating information to the public regarding land use and other issues.~~

8. The Planning Commission ~~should~~ may conduct informal work sessions where necessary to engage the general public in an interactive discussion. These sessions ~~should~~ may provide an open and informal exchange of ideas among the members of the general public and the Planning Commissioners. Such meetings ~~should~~ may occur at a minimum of two times a year. If scheduled, the ~~The~~ City ~~shall~~ will provide notice of such meetings in the local paper at least two weeks prior to the meeting.

9. In preparing public notices for Planning Commission meetings, staff will clarify the type of meeting to be held. These meetings should be identified by date, time, place, and topic so interested citizens can participate.

10. Draft documents shall be distributed to ~~such~~ all agencies and utilities requesting comments. Comments shall be considered by the City and kept on file. Elements of this plan shall be coordinated with State, County and local agencies, which have an interest.

11. The Planning Commission and the City Council should establish and maintain an effective and continuing communication and dialogue with the various segments of the community on the Comprehensive Plan, Plan implementation measures, Community Plans, Functional Plans and City programs that implement the Comprehensive Plan.

12. The Planning Commission and City Council should hold a minimum of two joint meetings per year where the public may attend to ask questions.

13. At the onset of the citizen involvement program, the governing body should clearly state the mechanism through which the citizens will receive a response from the policy-makers.

14. Comments and recommendations resulting from the public involvement programs established for major and minor revisions of the Comprehensive Plan, City's ~~Land Use~~ Development Code, adopted Community Plans and Functional Plans should be collected and summarized by staff.

14.1. Copies of the summarized comments will be made available for public review at the City Planning Department.

14.2. Planning Commission recommendations and City Council decisions on major and minor revisions to the Plan, Community Plans, and Functional Plans and the rationale relied upon by policymakers to reach such recommendation and decisions should be made available to the public in the form of a written record.

14.3. The City should assure that recommendations relating from the citizen involvement program are retained and made available for public assessment. Citizens who have participated in this program should receive a response from policy makers.

GOAL 2: LAND USE PLANNING

The purpose of Statewide Planning Goal 2 – Land Use Planning is:

> ***To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.***

Background

Molalla began its first comprehensive planning process in ~~of~~ 1975~~,~~ by forming a citizens' advisory committee (CAC). By 1980, the CAC completed ~~the~~ Molalla's first Comprehensive Plan that was generally consistent with the statewide planning goals adopted by the Oregon Land Conservation Development Commission (LCDC). Many notices and articles were published to provide citizens an opportunity to assist in the preparation of the Comprehensive Plan. Since that time, the Molalla Comprehensive Plan has guided growth and development in the City.

Molalla's 1980 Comprehensive Plan was adequate for its time. In 2002, the City determined a major revision to the Comprehensive Plan was necessary to address rapid population growth, changes to the City's economic base, and the City's recreation-based and family-oriented identity.

Over the last ~~five~~ decade~~years~~, the City has:

- Conducted extensive reviews of the Molalla Comprehensive Plan and Development Code;
- Prepared a detailed economic analysis ~~and population projection~~;
- Conducted a residential land needs analysis and buildable lands inventory;
- Prepared ~~draft~~ a ~~downtown~~ Downtown ~~plan~~Plan
- Prepared and updated a Parks & Recreation ~~plan~~Plan;
- ~~Conducted a residential land needs analysis and buildable lands inventory;~~
- Held ~~scores~~ a number of ~~planning~~ Planning ~~commission~~ Commission meetings.

The City is now completing adoption of this document (the 2014 Molalla Comprehensive Plan), extensive revisions to the Molalla Development Code and a new Parks and Recreation Master Plan. T~~t~~he first phase of a two-phased comprehensive planning process:

~~1.~~ Phase 1 includes adoption of this document (The 2014 Molalla Comprehensive Plan), and~~:~~
~~a. Extensive revisions to the Molalla Development Code~~,
~~b.~~ Adoption of the Parks and Recreation Plan~~, and~~
~~c. Establishment of Molalla's 50-year Urban Reserve Area (URA)~~

~~2.~~ Phase 2 includes an assessment and possible expansion of the ~~expansion~~ the City's 20-year Urban Growth Boundary (UGB) and adoption of:
~~a.~~ Extensive revisions to the Molalla Development Code ~~Additional revisions to the Molalla Development Code,~~
~~b.~~ Revisions to the Molalla Transportation Systems Plan.

The updates will provide for the coordination of both the growth and development projections and timing of facility expansions.

Population Projection

Population projections serve several purposes. First they allow cities to estimate the amount of public infrastructure capacity that will be necessary to serve city residents. This ensures that cities have sufficient public facilities, such as sewer, water and transportation to accommodate projected growth. These facilities require a substantial public investment and it is essential to have a reasonably accurate demand forecast.

Next, projections allow cities to develop estimates of how much housing, park, school, institutional, commercial, and industrial space will be needed over the planning period. These estimates in turn allow for a determination of how much land will be needed to accommodate that growth. Finally, the amount of land needed for growth can be compared with the City's buildable lands inventory to determine whether sufficient land is available to accommodate 20 (or more) years of growth.

Historic Population Trends

Based on the 2010 US Census, Molalla is a city of approximately 8,100 residents. Molalla's economy was hurt by the decline in the timber industry, which remained the mainstay of the community's economy until the 1980s. In recent years, the city has been making efforts to diversify its economic base with new manufacturing and commercial investments and creating an Enterprise Zone to encourage more economic development. Tourism is playing an increasing role in the city's economy as well.

Despite recent economic difficulties, Molalla remains an attractive location to reside. Molalla is near recreational activities and it has largely become a bedroom community to the Portland and Salem areas.

Population growth has been strong in Molalla, averaging 4.0% annually over the last 20 years, slightly higher than the 50 year average of 3.4% annual growth. The population increased steadily from 1970 to 2000, averaging approximately 70 persons per year. Population increases jumped from 1990-2010, averaging around 200 persons per year. Based on building permit data (Table 4), this jump in population growth may be largely due to the housing boom from 2000 to 2007, with an average of 72 new permits issues each year. In the latter part of the last decade, building activity declined dramatically, with an average of only 18 new permits issued annually from 2008 to 2010. Molalla also has a low supply of developable residential land, however, which could be exacerbating this slowdown.

20-Year Coordinated Population Forecast

In order to maintain and update Comprehensive Plans and urban growth boundaries (UGBs), a "coordinated" population projection is required by ORS 195.036. Population projections must be coordinated by the designated coordinating agency, ~~in this case~~ Clackamas County. ~~The combined sum of projections for incorporated cities and rural areas in the County must roughly equal the projection for the county as a whole (the county "control total")~~.[2] .[3]

[2] ~~The projections for incorporated cities includes all lands within the existing Urban Growth Boundaries (UGBs) of those cities. In short, the projections are for growth in the UGBs.~~Note: Under House Bill 2254, the State legislature in 2013 changed the rules for coordinated population projections. These new rules will become effective Jan 1, 2015 and requires that population projections be completed and coordinated by the Portland State University Population Resource Center.

In 2013, Clackamas County adopted 20-year coordinated forecasts for its five rural cities (Barlow, Canby, Estacada, Molalla and Sandy). This forecast was completed over a year-long process of analysis and coordination in which staff from the City of Molalla participated. The adopted forecast for Molalla takes into account historic growth trends in the city, as well as factors that are expected to affect future growth both positively (i.e. efforts to attract more business investment and recent increases in home- building activity and interest from developers) and negatively (i.e. potential limitations in the water supply in the future and relatively few jobs and retail opportunities currently)

~~The control total usually comes from the long-term population projections developed by the Office of Economic Analysis of the State Department of Administrative Services~~.[4]
~~The most recent OEA projections were released in 2004.~~.

~~The further out a population projection goes, the less reliable it becomes. This is especially true for smaller jurisdictions, where events such as the gain or loss of a single large industrial employer can have significant impact on the area population, and development of a large subdivision will comprise a substantial portion of the City's projection. Lifestyle and migration patterns, key components of population growth, are logically less clear as we look into the future.~~

Historic and Projected Growth, City of Molalla

Year	Population	AAGR	Avg. annual increase
1960	1,501		
1970	2,005	2.9%	50
1980	2,992	4.1%	99
1990	3,683	2.1%	69
2000	5,738	4.5%	206
2010	8,108	3.5%	237
2032 (adopted)	12,760	2.0%	212
2035	**13,400**	**2.0%**	**212**

Source: US Census & Metro & Clackamas County

Extrapolating from this forecast for the 20-year planning horizon of 2014-2034, as specified for this Comprehensive Plan, the City of Molalla (UGB) is projected to contain approximately 13,130 people in 2034. This means the City must plan for a net growth of approximately 4,340 new residents, or roughly 1,530 households over the next 20 years.

The further out a population projection goes, the less reliable it becomes. This is especially true for smaller jurisdictions, where events such as the gain or loss of a single large industrial employer can have

[3] The urban cities in Clackamas County are part of Metro (the Metropolitan Service District), which is responsible for coordinating population forecasts within its boundary. Until the changes in HB 2254 take effect, Clackamas County is the coordinating body for the rural area of the County (the area outside the Metro boundary), including the five rural-area cities.(see note 2)
[4] ~~While most coordinating bodies use the OEA projections as the basis for coordination, there is no statutory requirement that the OEA projections be used for coordination. The U.S. Census data provides an additional reliable source of information on population growth.~~

significant impact on the area population, and development of a large subdivision will comprise a substantial portion of the City's projection. Lifestyle and migration patterns, key components of population growth, are logically less clear as we look into the future. As such, it is important for the city to monitor actual population growth, so that they may adjust and modify plans and projections to account for variances.

~~The "safe harbor" methodology is inherently conservative; in which, The average annual growth rate is slightly lower than historic growth rates:~~

- ~~The analysis from E.D. Hovee (*cite report*) shows an overall growth rate of 2.0 percent for the period from 1980 to 2003.~~
- ~~The U.S. Census data shows a growth rate of 3. percent for the ten-year period from 2000 to 2010, and an average annual growth rate of 3.4 percent for the 50-year period from 1960 to 2010.~~

~~As such, it is important for the city to monitor actual population growth, so that they may adjust and modify plans and projections to account for variances.~~

~~Population projections serve several purposes. First they allow cities to estimate the amount of public infrastructure capacity to providethat will be necessary to serve city residents. This ensures that cities have sufficient public facilities, such as sewer, water and transportation capacity to accommodate projected growth. These facilities require a substantial public investment and it is essential to have a reasonably accurate demand forecast.~~

~~Next, it allows cities to develop estimates of how much housing, park, school, institutional, commercial, and industrial space will be needed over the planning period. These estimates in turn allow for a determination of how much land will be needed to accommodate that growth. Finally, the amount of land needed for growth can be compared with the City's buildable lands inventory to determine whether sufficient land is available to accommodate 20 (or more) years of growth. However, in the absence of action by Clackamas County to adopt a population projection for the City of Molalla, the City cannot rely on the available data to project or plan for population growth and must base their population forecast on the safe harbor method outlined in OAR 660-024-0030 (4) and ORS 195.034(2).~~

~~As described in the *Molalla Population Projections (2010-2060)* memorandum (Winterbrook, 2009), Molalla has a two-part population projection – an estimate of 20-year population growth, and a forecast for 30 years beyond that. Molalla's initial 20-year estimates were based on analysis by E.D. Hovee and Company, a respected demographic firm, and resulted in a growth rate of 2.9% through 2025. However, Clackamas County is currently unwilling to engage in a population coordination process. So it appears unlikely that the City will be able to use a demographer's analysis and projections as the basis for a 20-year "coordinated" population projection.~~

~~So rather than rely on the Hovee analysis, Molalla's 20-year estimate is based on methodology comparable to the "safe harbors" allowed by ORS 195.034(2) and OAR 660-024-0030(4). These "safe harbors" link City growth forecasts directly to overall County growth. While inconsistent with professional demographic projections, this estimate provided a base to work from for analysis of Urban Reserve Area (URA) needs through the year 2060.~~

~~To be clear, the 20-year estimate is not intended to be a "coordinated population projection" for Urban Growth Boundary (UGB) purposes. Molalla should update the 20-year projection when it engages in future UGB analysis. Molalla's 20-year estimate results in a 2030 population of 10,532.~~

~~2060 URA Population Projection~~

~~The further out a population projection goes, the less reliable it becomes. This is especially true for smaller jurisdictions, where events such as the gain or loss of a single large industrial employer can have significant impact on the area population, and development of a large subdivision will comprise a substantial portion of the City's projection. Lifestyle and migration patterns, key components of population growth, are logically less clear as we look into the future. It is important for cities to monitor actual population growth, so that they may adjust and modify plans and projections to account for variances.~~

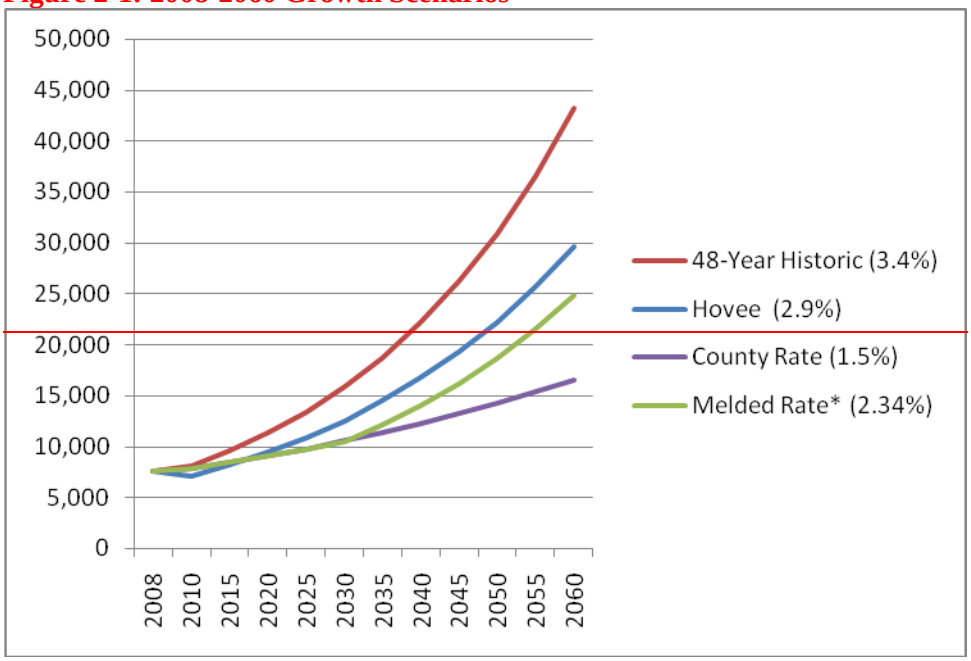
~~There are no coordinated population projection requirements, or "safe harbors" for Urban Reserve population projections.~~

~~Figure 1 below provides four different looks at potential long range population growth for Molalla.~~

~~As shown on Figure 2-1:~~

- ~~Should Molalla continue to grow from 2010-2060 at the same rate it grew from 1960-2008, it would reach a population of 43,183.~~
- ~~If Molalla grows consistent with the rate estimated by Hovee through 2025 (2.9%), and continues to grow at a similar rate through 2060, Molalla would reach a population of 29,581.~~
- ~~If the City planned to grow at the same rate as Clackamas County for the next 50 years (approximately 1.5%), Molalla's planned 2060 population would be 16,462.~~
- ~~Matching the County rate to 2030 (safe harbor) and extending the Hovee rate (2.9%) from 2030 to 2060 would result in a population of 24,829, and an overall "melded" growth rate of 2.34%.~~

~~Figure 2-1: 2008-2060 Growth Scenarios~~



~~Winterbrook Planning, 2009~~
~~* Melded Rate is Safe Harbor (1.5%) through 2030, Hovee (2.9%) through 2060~~

~~Molalla opted to use the "melded rate" scenario for Urban Reserve planning – an assumption of a more demographically-consistent rate for 30 years beyond the "safe harbor" UGB timeframe. This results in an overall 2008-2060 growth rate of 2.34%. This conservative melded rate is about a third less than the observed growth rate in Molalla since 1960, but provides a reasonable population basis for long range public facility planning purposes. **The forecast using the melded rate results in a 2060 population of 24,829.**~~

~~Despite the availability of recent, accurate and reliable information regarding population growth in Molalla, state law prohibits the City from using this information to plan for future growth until such time as Clackamas County adopts a population projection for the City which, as of the date this Comprehensive Plan was adopted, the County has declined to do. Therefore, the City is prohibited from planning for future growth at this time.~~

Comprehensive Plan Revision and Interpretation

Comprehensive plans or maps must adjust to changing attitudes and desires, economic and social conditions, and technology. ~~Molalla's~~ The City expects to review the Comprehensive Plan ~~will undergo reviews~~ every 5-10 years, ~~or through the "periodic review" process as required by state law~~, to en~~as~~sure ~~that this document it~~the Plan remains ~~an~~ up-to-date and in a workable framework for development. If changing conditions indicate that review of the Plan's Goals and Policies are warranted, ~~between the required Periodic Review periods,~~ the Planning Director, ~~-~~City Council, ~~-~~or Planning Commission may initiate modifications at any time. Any citizen or group may file the appropriate paper work and pay the appropriate fees to apply for a Pplan amendment. The ~~Planning Commission and the~~ City ~~Council~~ shall review proposed plan amendments as received. ~~Formal direction for~~ An assessment and/or expansion of the c~~C~~ity's ~~-wide~~ Urban Growth Boundary ~~expansions~~ may only be initiated by ~~come from~~ the ~~Planning Commission or~~ City ~~Council~~Council.

Once public hearings before the Planning Commission and the City Council have been concluded and the ~~plan~~ Plan has been officially adopted, ~~it~~ the Plan becomes the official policy statement of the City Council of the City of Molalla. The ~~Planning Commission and Planning Staff are authorized to~~City will interpret the standards and requirements of either the text or maps of the Comprehensive Plan pursuant to the adopted process. The City Council shall have final authority for the interpretation of the text and/or the map when such matters come before the City Council for consideration.

Major and Minor Plan Amendments

All land use plans and implementation ordinances shall be adopted by the governing body after public hearing and shall be reviewed and, as needed, revised on a periodic cycle to take into account changing public policies and circumstances. ~~, in accord with a schedule set forth in this plan~~. Major and minor plan amendments are described below:

- A **major amendment** means any significant change to the Comprehensive Plan text or map initiated by the City Council or Planning Commission. A "major change" is one that refines, amends, or changes both the plan text and map, has an effect over a large geographic area and is likely to have significant environmental, energy, economic and social consequences. Major plan amendments include but are not limited to plan amendments that incorporate community plans as

part of the Comprehensive Plan or use portions of the public facility plans as part of the Comprehensive Plan in accordance with State statute and regulations implementing Statewide Planning Goal 11.

- A **minor amendment** means change to the Comprehensive plan, which is not a major plan amendment. Minor plan amendments include all quasi-judicial, site-specific amendments to the Comprehensive Plan Map.

Jurisdictional Boundaries and Urban Growth Management

The Molalla Urban ~~Reserve Area (URA) and Urban~~ Growth Boundary (UGB) contains land under both City and County jurisdiction. The establishment and change of the UGB ~~and URA~~ is a joint process that requires approval from both the Molalla City Council and the Clackamas County Board of Commissioners. To ensure consistency, the City and County coordinate efforts to manage all lands within ~~both of~~ these boundaries. The policy document used for this purpose is the "Urban Growth Management Agreement."

Molalla has land use decision making authority within the Molalla City Limits. Annexation to the City is required ~~for~~ to access urban services necessary to support urban levels of development. The City's intent is maintain an adequate supply of buildable and serviceable land within the City Limits to en~~as~~sure that there are choices in type, location, and density or intensity of residential, commercial, industrial and public facilities development.

Clackamas County is responsible for making land use decisions outside the City Limits but within the Urban Growth Boundary (UGB) ~~or Urban Reserve Area (URA)~~. The City intends to update its ~~enter into~~Urban Growth Management Agreement (UGMA) ~~and maintain an intergovernmental agreement~~ with Clackamas County, as needed, ~~-~~regarding the preparation of ~~to allow the City to prepare~~ long range plans for the properties within Molalla's ~~planning area~~UGB and outside the City l~~L~~imits. The City ~~will actively~~may participate in the land use planning decisions of nearby jurisdictions that may have an effect on Molalla.

Planning Process Goals

- To comply with the Statewide Planning Goals and ~~assure~~ ensure that changes to this Plan comply with these goals.
- To participate with other jurisdictions and special districts to ~~assure~~ ensure appropriate land use and related issues are coordinated.
- To ~~assure~~ ensure that, to the extent possible, land use reviews minimize cost and delay in administration.
- To implement the community vision through the comprehensive planning process.

Periodic Review

~~During the 4-10 years period between scheduled major reviews of the Comprehensive Plan pursuant to ORS 197.628 periodic review requirements,~~Pursuant to ORS 197.629, the City Planning Commission, with the assistance from the Planning Department, ~~should~~ may review the Comprehensive Plan and ~~may~~ initiate major or minor revisions of the plan in order to address city wide or community needs. As part of

this responsibility, the Planning Commission ~~should~~ may schedule and conduct a biennial public plan review process to consider requests for plan revisions from any property owner, city agency, government agency, or business or community organization.

Planning Roles

The following describes the roles of the Planning Director and Planning Commission:

- The **Planning Director** shall keep copies of the ~~comprehensive~~ Comprehensive ~~plan~~Plan, the city's ~~community d~~Development ~~code~~Code, adopted ~~community~~ Community ~~plans~~ Plans and ~~functional~~ Functional ~~plans~~ Plans on file at city hall and at all branches of the city library for inspection by the public. The Planning Department shall notify citizens and government agencies that copies of such adopted plans are available for public review and distribution. ~~The Planning Department shall notify citizens and government agencies that copies of the adopted plan are available for review.~~

- The **Planning Commission** considers and reviews amendments to the Comprehensive Plan, Functional Plans, Community Plans and the Molalla Development Code. The Planning Commission also acts as a decision-making body in reviewing quasi-judicial land use applications. At its discretion, the Council may assign this quasi-judicial review function to a land use hearings officer.

PART II: OPEN SPACE, RECREATION & COMMUNITY LIVABILITY

GOAL 5: NATURAL AND HISTORIC RESOURCES

A purpose of Statewide Planning Goal 5 is:

> ***To conserve open space and protect natural and historic resources.***

Urban Natural Resources

This section of the plan focuses on urban natural resources. Generally, all intensive urban development creates conflicts with natural resources such as wetlands, riparian corridors, and wildlife habitat. However, careful management within and adjacent to these areas can significantly reduce these conflicts and increase public safety by controlling development in hazardous areas. The City has identified significant natural resource areas that warrant special use management consideration in order to preserve water quality, visual quality, and sensitive wildlife habitats. Uncontrolled development of adjacent properties could diminish the natural quality of these areas.

Water Resources

In Molalla, urban natural resources such as fish and wildlife habitat and riparian vegetation, are associated with significant wetlands and stream corridors. In 2001~~2004~~, the City ~~adopted~~ completed a ~~"~~local wetland inventory~~"~~ (LWI) and riparian assessment that describes and maps significant wetlands and streams within the City's UGB. The LWI was approved by the Oregon Department of State Lands (DSL) in March, 2004. ~~that describes and maps significant wetlands and streams within the 2006 Molalla urban growth boundary (UGB).~~ Most significant wetlands are associated with the creeks and natural drainageways described below.

As shown on LWI maps, the Molalla UGB area has three drainage basins:

- The northeastern portion of the UGB is within the Molalla River basin; drainage from this basin flows northeastward via a natural drainage way to the Molalla River.
- The central portion of the UGB is within the Creamery Creek basin; Creamery Creek flows diagonally from the southeast to the northwest before reaching the Molalla River north of the UGB.
- The southern portion of UGB is within the Bear Creek basin. Bear Creek joins Kaiser Creek (located south of the UGB) to flow to the Pudding River many miles to the west.

Because the LWI addressed wetlands within the ~~2006~~ existing UGB, it did not include two large concentrations of hydric soils located northeast and east of the 2006 UGB on predominantly Class IV

agricultural soils. These "farmed" wetlands are located along Vaughn Road northeast of the ~~2006~~ current UGB, and generally south of Feryer Park Road east of the ~~2006~~ UGB.

Water Resource Goals and Policies

The City is committed to working with Clackamas County to protect Molalla's natural water resource areas as the UGB is expanded and urban development occurs over time. The Goal 5 administrative rule (OAR Chapter 660, Division 23) includes "safe harbor" provisions for protecting locally significant wetlands and riparian corridors. As part of the 2010-2014 plan update process, the City has adopted provisions to protect significant wetlands and riparian corridors within the ~~existing and expanded 20-year~~ UGB ~~and 50-year Urban Reserve Area (URA)~~.

Water Resources Goal:

> ***Coordinate with Clackamas County to protect riparian corridors and wetlands – and associated open space, fish and wildlife habitat and riparian vegetation~~–~~ within the Molalla Urban Growth Boundary (UGB) ~~and Urban Reserve Area (URA)~~.***

Water Resources Policies

1. Consider the results of the Molalla Natural Resources Report as a means of addressing potential environmental consequences prior to expansion of the Molalla UGB.
2. Adopt Goal 5 "safe harbor" provisions, per OAR 660 Division 23, ~~-~~to protect significant riparian corridors and wetlands within the ~~expanded~~ Molalla UGB, as identified in the *City of Molalla Local Wetlands and Riparian Inventories* and on Maps 5a and 5b.
3. Maintain natural wildlife corridors along protected creeks and drainageways.
4. Give priority to preservation of contiguous parts of that network which will serve as natural corridors throughout the City for the protection of watersheds and wildlife.
5. Provide for residential density transfer from protected water resource areas to adjacent buildable land.
6. Conserve significant trees and vegetation within protected water resource areas.
7. Require planting of native vegetation/trees within protected water resource areas.
8. Development projects that may have an impact on natural resource areas as identified on the LWI map shall be reviewed by the Division of State Lands (DSL) for possible mitigation.

~~8.~~

Historic and Cultural Resources

~~The i~~Identification, protection and preservation of historic and cultural resources are important to the character and quality of life in Molalla. Without the preservation of these resources, citizens will forever lose their accessibility to the history~~,~~ and events that fashioned the character of Molalla today. Long term public acceptance and support for historic preservation comes through public awareness and understanding. ~~Over time, the citizens of Molalla have begun to realize that the preservation of their past is important.~~ Historical resources are ~~becoming~~ a source of pride, education and enjoyment for residents and visitors alike. ~~The economic aspects and benefits of preservation are also being explored~~. However,

rapid growth and development threaten the existing historic fabric in Molalla's~~the~~ downtown core and residential neighborhoods. Historical buildings continue to fall into disrepair and/or are being drastically altered from their historical appearance.

A brief history of Molalla is included in the introduction section of this plan. Two homes in the study area are included in the statewide Inventory of Historic Sites and Buildings:

- The Dibble House (c.1859), a three quarter New-England saltbox, is also listed in the National Historic Register.
- The Vonder Ahe (Von-derahe) House (c.1865) was moved to its present site in 1973.

Both structures are situated on the same property located on Molalla Avenue between Metzler Avenue and 7th Street. The half-acre site and structures are owned and maintained by the Molalla Historical Society.

Historic Resources Goals and Policies

Identification and management of cultural resources promotes public awareness and appreciation of the community's history, advances community pride and identity, contributes to the community's economy, and enhances local property values. The City recognizes that historic features form a desirable link with the past and that they form a vital part of and contribute~~s~~ to the overall character of Molalla. The City, therefore, will cooperate with the Molalla Historical Society, the State Historic Preservation Office, Clackamas County and other interested parties to evaluate and identify potential historic sites and structures and proceed with the Goal 5 process. The City ~~shall~~ may determine which sites and structures, if any, are suitable for inclusion on the Plan Inventory and will contact the owners of potentially historic properties to determine whether they object to having their properties listed. These sites shall be incorporated into the City's recreation theme to emphasize their importance to the City.

Historic Resources Goal:

Inventory and preserve historically significant sites and structures within the Molalla Urban Growth Boundary.

Historic Resources Policies:

1. Highlight the City of Molalla's role in the development of the Willamette Valley through preservation and retention of historic structures, areas, sites and cultural resources throughout the City.
2. The City shall strive to incorporate the historic sites as a part of the recreational community plan.
3. Encourage the preservation of the Dibble House and Vonder Ahe House in their original character.
4. Cooperate with the Molalla Historical Society and State Historical Preservation Office as necessary to identify and protect other significant cultural resources in Molalla. Encourage new development within the City to be harmonious in appearance with the historical character of the community.
5. Recognize and comply with applicable State and Federal Statutes governing protection of cultural resources.

6. Investigate the possibility of receiving funding and tax benefits from the federal, state and local levels in order to support historic preservation.
7. The City shall work closely with property owners and all interested parties to identify and encourage the preservation of cultural resource sites within the planning area.
8. The exterior of designated historic buildings should be rehabilitated to their original, architectural quality with careful application of design standards relating to signage, architectural detail and ornamentation.

   ~~8.1 The exterior of historic buildings in the core area should be rehabilitated to their original architectural quality.~~

9. The City shall strive to foster community pride and a sense of identity based on the recognition and use of City owned historic and cultural resources.
10. The City shall incorporate the historical and cultural resources into Molalla's ~~-~~recreation theme.
11. Historic inventories shall be adopted as a supporting document to the Comprehensive Plan.
12. Emphasis shall be placed on the preservation of the site and/or exterior appearance of historic and cultural resources.

~~13. There shall be careful application of design standards relating to signage, architectural detail and ornamentation.~~

~~14.~~13. The Planning Department shall ~~work~~ coordinate with all applicable agencies regarding ~~with Clackamas County, State of Oregon and the Federal Government when applicable on all~~ historic building remodels.

GOAL 6: ENVIRONMENTAL QUALITY

The purpose of Statewide Planning Goal ~~5~~ 6 is:

To maintain and improve the quality of the air, water, and land resources of the state.

Background

Statewide Planning Goal 6 requires cities and counties to maintain and improve the quality of air, water and land resources.

Air, Water and Land Resources Goal

The City of Molalla, recognizing that the health, safety, welfare, and quality of life of its citizens may be adversely affected by air, water and noise pollution, supports efforts to improve air and water quality and to reduce noise levels.

Goal 6 Policies

1. Support and participate in the implementation of state and regional plans and programs to reduce pollution levels.
2. Ensure that all State and Federal regulations for air, water and noise quality are met.
3. The City will cooperate with the appropriate State and Federal agencies for enforcement of air, water, noise and other environmental quality standards.
4. Cooperate in the development and implementation of regional efforts to maintain and improve air, water and noise quality.
5. Prior to approval of a legislative or quasi-judicial action, the City shall notify all appropriate agencies as per State Statute and Rule to solicit comment on the proposal with respect to air and water quality, and noise levels.
6. Establish and implement a mechanism to receive and report complaints regarding the quality of air, water and noise pollution.

~~2. Continue to maintain healthful ground and surface water resources, to prevent contamination of drinking water.~~

7. Land use activities, which result in conflicting impacts on the air, land, or water, shall be separated and/or buffered to minimize the negative effects of the conflicting activities.
8. Continue to maintain healthy ground and surface water resources, to prevent contamination of drinking water.

~~3.~~9. Discourage the development of noise-sensitive uses in areas of high noise impact.

10. Evaluate noise problems throughout the urban area, and if appropriate, adopt a noise impact overlay zone.

~~4. Ensure that all State and Federal regulations for air, water and noise quality are met.~~

11. Continue to utilize performance standards, in addition to site development standards, which will limit emissions of smoke, dust, odor, glare, noise, and vibration from industrial and commercial uses.

~~5.~~12. The City, County and DEQ shall cooperate to perform more thorough monitoring of the air quality of the Molalla urban area, and the City shall work with DEQ to ensure that State and Federal ambient air quality standards shall not be exceeded.

~~6. The City will further cooperate with the appropriate State and Federal agencies for enforcement of air, water, noise and other environmental quality standards.~~

~~7. Continue to utilize performance standards, in addition to site development standards, which will limit emissions of smoke, dust, odor, glare, noise, and vibration from industrial and commercial uses.~~

~~8. Land use activities, which result in conflicting impacts on the air, land, or water, shall be separated and/or buffered to minimize the negative effects of the conflicting activities.~~

~~9. Cooperate in the development and implementation of regional efforts to maintain and improve air water and noise quality.~~

~~10. Prior to approval of a legislative or quasi-judicial action, the City shall notify all appropriate agencies as per State Statute and Rule to solicit comment on the proposal with respect to air and water quality, and noise levels.~~

~~11.~~13. Encourage public sewer extensions into areas served by private septic systems within the city limits.

~~12.~~14. Limit noxious and fugitive air emissions that create a public nuisance and have a negative effect on livability in the community based on Oregon Department of Environmental Quality standards.

~~13. Evaluate noise problems throughout the urban area, and if appropriate, adopt a noise impact overlay zone.~~

~~14. Establish and implement a mechanism to receive and report complaints regarding the quality of air, water and noise pollution.~~

15. Monitor air quality, and if appropriate, adopt threshold air emission standards.

GOAL 7: NATURAL HAZARDS

The purpose of Statewide Planning Goal 7 is:

> ***To protect life and property from natural disasters and hazards.***

Background

The Molalla area is subject to a number of potential natural hazards, including:

- Flooding – associated with the Molalla River
- Slope Hazards – generally south of town
- Earthquakes – associated with weak foundation soils

Each type of natural hazard is discussed below.

Slope Hazards

Slopes of 25% or greater are subject to slide and erosion hazards and are considered "unbuildable" for purposes of meeting the City's future housing needs. Such areas would require geological analysis prior to extensive tree removal, excavation or construction. Steeply sloped areas within the ~~2006~~ current Molalla UGB are limited to stream embankments within riparian areas, and have very little impact on buildable land supply. However, an escarpment south of the ~~2006~~ current UGB includes slopes of 25% or greater, which is a consideration ~~in~~ for long-range planning analyses.

Seismic and Fault Hazards

Oregon is located within the circum-Pacific belt of crustal instability along with California, Washington, British Columbia and Alaska. All of these states and provinces, which border the Pacific Ocean, have received violent earthquake shocks in recent years. Since 1841, the state has experienced 167 earthquakes and of these, 47 were centered in the Portland vicinity. Molalla experienced an earthquake in March of 1993 with a magnitude of 5.7 centered approximately 13 miles southwest of the City.

Flood Hazards

Flood hazards are shown on Federal Emergency Management Agency (FEMA) maps ~~and on the BLI~~. These maps show the floodway, 100-year floodplain, and 500-year floodplain associated with the Molalla River. Protection of riparian areas associated with Molalla's creeks will also protect nearby development from periodic flooding.

Natural Hazards Goals and Policies

Natural Hazards Goal:

To protect life and property from natural disasters and hazards.

Natural Hazards Policies

1. Areas subject to natural disasters and hazards shall be inventoried, designated on the Comprehensive Plan Map, and the degree of hazard and disaster potential determined. This information shall be used to determine the suitability of a location for development ~~and~~. Lowering density requirements and intensity of development from what the land is designated shall be considered an appropriate limitation on a use in a natural disaster and hazard area.
2. To protect life and property within the planning area from natural disasters and hazards, developments capable of causing damage to other property or resulting in loss of life shall not be allowed in known natural disaster or hazards areas without appropriate safeguards.
3. Limited development may be permitted on l~~L~~and shown on the Buildable Lands Inventory with slopes of 25% or greater, ~~shall be considered unbuildable for purposes of calculating residential density. Limited development may be permitted~~ if such development consistent with the recommendations of a professional geologist.
4. Limited development may be permitted on ~~L~~land within the 100-year floodplain, ~~shall be considered unbuildable for purposes of calculating residential density, and unsuitable for purposes of meeting employment needs. Limited development may be permitted~~ consistent with the City's floodplain regulations.
5. The City of Molalla and Clackamas County have completed an *Hazard Mitigation Plan* ~~emergency network~~ plan, available for review on the City's wesite. The City ~~and~~ shall continue to work cooperatively with Clackamas County to implement that plan.~~.~~

GOAL 8: RECREATIONAL NEEDS

The purpose of Statewide Planning Goal 8 is:

To satisfy the recreational needs of the citizens of the state and visitors.

Background

As of ~~2006~~2014, the City of Molalla owns ~~76~~ 77.5 acres of park land, including eight parks and a variety of public and private recreational sites and facilities, both inside and outside of the ~~2006~~ existing UGB. In addition, about 37 acres of playing fields owned by the Molalla River School District are available for community use when not in use by the school distirct. The City's recreational facilities help define the "livability" of the community.

Public Parks

The following public parks are located within and near the ~~2006~~ city's current ~~Molalla~~ UGB:

- **Clark Park** is 10.15 acres in size and lies in the northeastern portion of the City along Cole Avenue and Shirley Street. This park has one softball field and a grove of trees that contains a play structure as well as benches and barbecue areas, restrooms, covered picnic area, and concession stands. This ~~area~~ park lies directly west of the Molalla Buckeroo Grounds. The high school uses these fields for school sports during the school year.
- **Oddfellows Park** is .2~~0~~5 acres in size and lies in the downtown area along S. Molalla Avenue. This small pocket park has a few benches and a mural.
- **Ivor Davies Park** is 38 acres in size and is located south of 8th ~~s~~Street along Mathias Road. This park is currently outside the urban growth boundary. This park has been modified to include a walking trail, which ties into 5th Street. The~~is~~ park's natural setting with a large pond lying within it makes this park a nice area for picnics and family gatherings giving the feel of a natural area.
- **Molalla Aquatic Center** is located directly across the street from the Molalla High School on Frances Street. The aquatic center is owned by the Molalla River School District and leased to the City of Molalla who will operate the facility for the next fifty (50) years.
- **Fox Park** ~~is nearly a half (½)~~ 2.3 acres in size. This park lies next to the Molalla Library on the corner of 5th Street and South Molalla Avenue. The Molalla High School was located at this site until an earthquake destroyed most of the building in the early 1990~~'~~s. Fox Park contains a massive play structure for kids, a water feature, a half court basketball court, numerous picnic tables, and a large open grass area. ~~The City recently completed construction of a water feature and a half court basketball court in the park.~~ Fox Park is also home to a free standing timber/logging mural which recalls the City's history.
- **Long Park** is ~~nearly~~ one ~~half~~ acre in size. Long Park lies in the downtown section of Molalla ~~near~~ next to the Molalla Fire Department near North Molalla Avenue and Robbins Street. This park is the City's oldest park. The park's amenities include a gazebo, wired for the use of electronic equipment, a large play structure, picnic tables, wood art and restrooms.~~There is a large play structure with~~

~~numerous picnic tables and a gazebo, which is fully wired for electronic equipment, wood art, and restrooms~~.

- **Skateboard Park** is nearly a quarter acre in size and contains a skateboarding facility. This park is ~~location~~ located just north of Ross Street on Kennel Avenue.
- ~~**Bohlander Field** is 17 and a quarter acres in size. This park is located directly across from the Molalla Buckeroo Grounds on Shirley Street. There are plans for a sports complex on this site including softball fields, basketball courts, soccer fields, football fields, and volleyball pits.~~
- **Sheets Field** is 3.~~5~~ 4 acres in size. This park is located directly north of the City shops along Toliver Street. This park has a highly respected BMX track, which has recently been expanded. Each year this track is heavily used during the spring, summer and fall. There is also a small baseball/softball field located on this property, ideally suited for younger children. ~~. This field is too small to hold older youth or adult games on but is perfect for the younger children to play on.~~
- **Feyrer Park** ~~is~~ is a Clackamas County park located on the Molalla River approximately two (2) miles from the City outside of the Urban Growth Boundary. Feyrer Park is heavily used during summer months and provides a baseball diamond, horseshoe pitch, covered and uncovered picnic areas, and swimming and camping areas.
- **West Main Green Space** – This small park is located within a commercial corridor near the 500 block of West Main Street in across from Dixon Avenue. Consisting of .36 acres, this green space was developed in 2014 from a vacant undevelopable parcel of land that was deeded to the City. Improvements consist of open lawn, benches, trees, shrubs and meandering walkway.

~~**Golf Courses**~~
~~The Molalla area has two golf courses:~~

- ~~**Arrowhead Golf Course** is located approximately three miles north of Molalla at Liberal. A private eighteen-hole course, clubhouse, and a public restaurant are included in the existing facilities.~~
- ~~**Ranch Hills** is a public golf course located approximately six miles to the north in Mulino – just off of Highway 213.~~

Buckeroo Stadium
The Molalla Buckeroo Stadium is a private facility located in the eastern section of Molalla along Shirley Street and is owned and operated by the Molalla Buckeroo Association. The facility, which is situated on approximately 28 acres of land, has a seating capacity of 6,000 people. ~~The Buckeroo committee is continually seeking additional events.~~

Molalla ~~Senior~~ Adult Community Center
The City owned Adult Center is located at 315 Kennel Avenue, in the rear portion of Long Park. The center provides a wide range of recreational activities for Molalla area seniors.

Other Recreational Facilities
Molalla is located central~~er~~ to a ~~great deal~~large number of recreational facilities. Within a few miles of Molalla there are secluded and up- to-date camping facilities, recreational lodging, trails, waterways, hunting, angling, winter sports, and mineral resource facilities. ~~Molalla boasts diversified recreational activities~~. The ~~City~~ community ~~shall~~ is to host events that highlight the City as a recreational community.~~work to be host to more events that tie all the recreation activities of the area to the City.~~

- **Skydive Oregon**: Skydive Oregon is a popular skydive stop in Oregon. During spring, summer, and fall months Molalla skies are lit up with skydivers bright colorful parachutes throughout the area. Skydive Oregon has become a well known skydive area.
- **Mulino Airport**: The Port of Portland owns Mulino Airport. Currently there are flying classes and lessons taught here. The Port of Portland has identified a future desire for expansion~~.~~.
- **Molalla River Corridor:** Numerous recreational activities involve the Molalla River, including fishing, hunting, sight~~te~~ seeing, swimming, kayaking, walking, biking, and horse back riding, hiking and camping.
- **Arrowhead Golf Course** is located approximately three miles north of Molalla at Liberal. A private eighteen-hole course, clubhouse, and a public restaurant are included in the existing facilities.
- **Ranch Hills Golf Course** is a public golf course located approximately six miles to the north in Mulino – just off of Highway 213.

Molalla School District

The District provides traditional physical education programs as part of their regular school curriculum plus competitive sports programs in the upper grade levels. Molalla Youth Services and a variety of non-profit organizations provide sports programming. The School District's community education program also provides recreational programs for both youth and adult activities and coordinates the use of District facilities. As the City continues to grow, additional facilities and services will need to be developed. Coordination with the school district ~~will~~ to allow a shared use of facilities provides opportunities for ~~the~~ recreational ~~opportunities~~ use by residents of the City.

Park and Recreation Land Needs

As seen in the Park and Recreation Policies below, the Molalla Comprehensive Plan provides a standard of 1.25 acres of park per 100 persons. Of this need, 0.25 acres per 100 are intended to be natural areas or trail systems – typically located in unbuildable areas. The remaining 1.0 acres per 100 ~~population~~ persons are allocated to developed parks. This 1.0 acres per 100 p~~opulation~~erson ~~-~~ratio determines future park needs on *buildable* land, however the overall standard remains 1.25 acres per 100 persons.

Using the Comprehensive Plan's ratio of 10 acres of park per 1,000 population, we can determine future park needs. Molalla currently has 36 acres of developed park ~~or open space~~ land. To serve its existing population, Molalla would need 81~~76~~ acres, or an additional 40 acres for park lands. The most significant need for developed parks is in the northwest part of the city.

~~Table 8-1 below includes the 40-acre existing park needs, identified in the draft *Molalla Parks, Recreation, and Trails Master Plan* (2007), and expands the park needs based on projected 2030 population increase under the "safe harbor" provision. and 2030-2060 population increases. Total 2030 park needs are estimated to be about 69 – 70 acres. The *Molalla Parks, Recreation, and Trails Master Plan* (2007) will is in the process of being need to be revised to reflect the "safe harbor" population projections.~~

~~, while 2030-2060 park needs total about 143 acres. This results in a total need for 212 acres for park land from 2010 to 2060.~~

~~Table 8-1: Park Needs by Population Increase~~

~~Year~~	~~Population Increase~~	~~Park Acreage Need~~
~~2030~~	~~2,942~~	~~69~~
~~2030 – 2060~~	~~14,297~~	~~143~~
~~2010-2060~~	~~17,239~~	~~212~~

Park and Recreation Goals and Policies

Park and Recreation Goal

To develop, acquire, and maintain a balance of recreation opportunities and open spaces in order to improve the livability within the urban growth boundary.

Park and Recreation Policies

The *Molalla Parks, ~~and~~ Recreation, and Trails Master Plan* (20~~07~~14) includes policy direction, maps and standards related to the acquisition and development of park and recreational facilities. The following policies also shall be considered when making land use decisions regarding park development.

1. The *Molalla Parks, ~~and~~ Recreation, and Trails Master Plan* shall ensure an adequate system of public parks, recreational facilities and pedestrian, bicycle, and equestrian trails that meet the needs of existing and future Molalla residents.
2. The City shall provide adequate park space in Molalla in order to enhance Molalla's character as a recreation community as well as keeping the sense of a small town. The City shall maintain a standard providing 1.25 acres of park space per one hundred (100) people.
   - 2.1. Developers shall meet the City standards of 1.25 acres of park per one hundred (100) people.
   - 2.2. Developers shall be required to provide park space or a fee in lieu of to ensure parks are available to citizens and/or funds for improvements of existing parks are available. Donation of park land is encouraged to meet the needs of Molalla citizens.
   - 2.3. The amount of park acreage and the numbers and type of recreation facilities and recreation programs shall increase with the population growth of the planning area.
3. The City shall provide for a safe park system by providing:
   - 3.1. Fences or other appropriate safety features in recreational areas that are near highways or other conditions which could be potentially hazardous, and locate parklands away from such areas whenever possible.
   - 3.2. Safe and convenient access to Park and recreation facilities is an important factor in a successful park system.
   - 3.3. A natural setting while making safety a priority for all parks and open space areas.
   - 3.4. Site development buffering between any residential land use and park or activity using open space wherever possible.
   - 3.5. Preserving trees where feasible when designing parks.

~~4. The City shall work the Molalla Buckeroo to enhance Molalla's recreational activities and encourage the Buckeroo as an event center for Molalla by:~~

~~4.1. Coordinating with the Molalla Buckeroo Association for public use of the Buckeroo Grounds.~~

~~4.2. Incorporating the Buckeroo grounds into the City's recreation plan.~~

~~4.3.~~3.6. ~~Coordinating~~ with the Molalla Buckeroo Association to upgrade and update the Buckeroo event center.

~~5. Developers shall be required to provide park space or a fee in lieu of to ensure parks are available to citizens and/or funds for improvement of existing parks are available. Donation of park land is encouraged to meet the needs of Molalla citizens.~~

~~6.~~4. The City shall work to use the resources of its surrounding areas in determining additional recreational needs above and beyond those normally associated with cities by designating the City as a recreational community and implement policies to support this designation. The City shall work on an Inter-Governmental Agreement (IGA) with Clackamas County and the State of Oregon to implement this goal.

~~7.~~5. The City shall periodically review the condition, quantity and service levels of existing park and recreational facilities by updating the *Molalla Park*, ~~*and*~~ *Recreational and Trails Master Plan.*

~~8.~~6. The Molalla Urban Growth Boundary park system should enhance the livability in the Molalla UGB by:

~~8.1.~~6.1. Providing quality natural areas, and recreation sites for passive and active recreation through public and private parkland throughout the community.

~~8.2.~~6.2. Establishing a system of inter-connected trails.

~~8.3.~~6.3. Coordinating the development of future park sites with school sites to serve the expanding urban area population.

~~8.4.~~6.4. Promoting and encouraging a physically fit and healthy community.

~~9.~~7. The following Park and Recreation policies are further supported by policies in the Land Use and Comprehensive Plan:

~~9.1.~~7.1. Developing parks and open spaces where the land and surrounding development make it least suited for intensive development.

~~9.2.~~7.2. Developing an extensive system of trails along stream courses and power line easements.

~~9.3.~~7.3. Encouraging early acquisition of recreation sites to protect these sites from development and to reduce the public cost of acquiring the land.

~~9.4.~~7.4. Encouraging commercial recreation lands carefully sited within, or adjacent to, other uses.

~~10.~~8. The City shall develop a capital improvements program for parks and recreation facilities with adequate funding shared by new development and the community.

~~11.~~9. The City shall coordinate with the private sector for use of certain lands, other than forest or agricultural lands, that are currently undeveloped and which would be better left in their natural state.

~~12.~~10. The City shall coordinate with the Molalla River School District regarding the siting and use of City and District facilities.

~~13.~~11. Certain private recreational uses should be permitted in residential areas provided the location, design and operation are compatible with surrounding residential developments and infrastructure impacts are compatible with the Public Facilities Plan.

~~14.~~12. Schools and parks should be distributed throughout the residential areas of the community and dwelling units in the area should be within reasonable distance of the outdoor facilities of a school or a park.

~~15.~~13. New concepts of mixing public recreational activities with revenue-generating commercial uses, such as recreation equipment rentals or concession activities, should be explored in order to help finance recreation programming, park acquisition and maintenance.

~~16.~~14. At the time of trail design, conceptual trail alignments may be modified to address environmental and topographic constraints, and to provide safe bicycle and pedestrian connections and crossings of state highways and city streets consistent with the requirements of the road authority.

PART III: COMMUNITY DEVELOPMENT & LIVABILITY

Part III addresses community employment, housing and livability needs – consistent with Molalla's vision of a recreation community.

- Industrial development is a primary concern in Molalla's growth. Industrial development provides the City its economic base. Economic trends have fluctuated significantly, perhaps cyclically, since Molalla was incorporated in 1913. As with much of Oregon, the local economy hit a low point in the early 1980s but boomed throughout the 1990s.
- Commercial development is also important in that it creates secondary employment and provides retail outlets for manufactured goods. The commercial sector also provides support services for industry and personal goods and services (doctors, lawyers, food, clothing) for local residents and workers. Providing commercial services in proximity to homes and other businesses reduces the need for travel and helps to meet state and regional goals for energy, air quality and traffic congestion.
- While commercial and industrial developments are generally associated with economic growth, housing is an important element of the local economy. Housing development provides employment in engineering, architecture, construction and real estate. More important, however, is the relationship of the availability of affordable housing to the local labor market and business operators.
- Land use compatibility, protection of natural and historic resources, and good urban design are critical to the community's livability and Molalla's recreational ~~theme~~concept.

GOAL 9: ECONOMIC DEVELOPMENT

The purpose of Statewide Planning Goal 9 is:

> ***To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.***

Background

The present industrial pattern in Molalla was established when the City was heavily involved in the timber industry. Molalla has changed from a town relying solely on the timber industry. Nearly all of the industrial development outside of the City limits but within the Urban Growth Boundary lies to the west along Highway 211 and 213. ~~Crawford Logging Co. is located in the same general vicinity on the south side of Highway 211. I.T.C., a steel fabrication plant, is situated on Highway 213 a short distance south of the 211 intersections.~~

Economic Opportunities Analysis and Employment Land Needs

In 2004, the City of Molalla contracted ~~H~~E.D. Hovee and Company (Hovee) to prepare an economic analysis and strategic plan in order to meet Statewide Planning Goal 9 (Employment) requirements, and for use in determining 20-year employment (industrial and commercial) land needs. The *Molalla Economic Profile* (Hovee, 2004) provides 20-year population and employment projections, an assessment of employment trends, and a commercial and industrial land demand analysis. The Economic Profile notes:

> "The approach taken in this analysis to Molalla's future employment is based upon the city's policy objective to improve its jobs-housing balance and regain its status as a somewhat independent economic region rather than a bedroom community serving employers elsewhere in the region. This employment projection is therefore appropriately termed as a policy projection rather than a market-based forecast. It is recognized that this policy projection is more aggressive than Metro's preliminary jobs forecast for the Molalla area. Molalla's employment policy projection is based upon a 2025 jobs-housing target of 1.6 jobs per housing unit, equivalent to the jobs-housing balance of the entire metropolitan region as of 2002. *This recommended jobs-housing target represents a significant increase from Molalla's current jobs housing balance, but would be roughly half of the community's peak jobs to housing ratio experienced in the mid 90s."* (Pages 11-12)

The Goal 9 (Economy) administrative rule provides guidance to local governments regarding the preparation of economic plans (OAR Chapter 660, Division 009). OAR 660-009-0025(1) states that:

"…the plan must identify the approximate number, acreage and site characteristics of sites needed to accommodate industrial and other employment uses to implement plan policies."

Molalla's long-term objectives, as expressed in its Comprehensive Plan, are to continue to increase its employment/population ratio while fostering a strong traded-sector "industrial" job base. The *2009 Employment Land Needs Analysis*:

- builds on the analysis provided in the *Molalla Economic Profile* (2004);
- extends the 20-year planning period from 2025 to 2030;
- adjusts projected population to reflect "safe harbor" population growth through 2030; and
- identifies and projects site requirements of firms that are likely to locate in Molalla over the next 20 years.~~; but~~
- ~~estimates 2010-2060 employment developable land need based on projected population and employee/acre ratios.~~

~~Since Goal 9-based site needs may be inapplicable to the establishment of the URA, and Molalla is proposing to establish its URA prior to expanding its UGB to meet 20-year need, the revised~~ However, because the ~~The~~ *2009 Employment Land Needs Analysis* relies on ~~a~~the simple "policy objective" employment forecast and to facilitate this planning process by providing Molalla with as much security as possible, this analysis uses the 660-024-0040(9) "safe harbors" for determining employment needs until such a time as the Economic Opportunities Analysis can be updated to reflect current conditions ~~employee/acre employment land need projection for the 2010-2030 timeframe.~~

The "safe harbor" provided by OAR 660-024-0040(9)(a) allows that:

> "A local government may estimate that the current number of jobs in the urban area will grow during the 20-year planning period at a rate equal to either:
>
> (A) The county or regional job growth rate provided in the most recent forecast published by the Oregon Employment Department; or
>
> (B) The population growth rate for the urban area in the adopted 20-year coordinated population forecast specified in OAR 660-024-0030. "

Utilizing option (B), projecting employment growth at the same rate as the rate found in the 20-year population forecast (2.0%), yields the results shown in Table 9-1. Given the findings of the earlier economic reports that Molalla currently lacks employment and the city desires to and is making efforts to improve the job/housing ratio above its current low levels, the city will likely need to complete a new Economic Opportunities Analysis prior to any assessment of the UGB to understand if there is a way to create more employment for city residents or if the "site needs" methodology is more appropriate.

Table 9-1: 2014-2034 Safe Harbor Employment Forecast

2014 Employment (Est)	2,876
2034 Employment	4,299
Projected 2014-2035 Employment Growth	1,423

As shown in Table 9-1, applying the employee/acre ratios used in the *2009 Employment Land Needs Analysis* ~~Hovee analysis~~ to the safe harbor ~~2030~~ 2034 employment forecast ~~population~~ results in a year

~~2030~~ 2034 employment land need of ~~281~~ 123 *net* developable acres ~~for~~for the projected 1,423 ~~3,289~~ new employees. ~~This is slightly lower than the acreage indicated by the site needs methodology.~~[5]

Table 9-~~1~~2: 201~~0~~4-2034~~0~~ Net *Employment Land Needs*

Factors	
Projected "safe harbor" 2014-2034 Employment Growth	1,423
2034 Commercial %	68%
2034 Industrial %	32%
2034 Commercial Employment/Acre	15
2034 Industrial Employment/Acre	8
2014-2034 Commercial Employees	968
2014-2034 Industrial Employees	455
2014-2034 Commercial Land Need	65
2014-2034 Industrial Land Need	57

Factors	
2010 Employment (Est)	2,645
2030 Employment	5,934
Projected 2010-2030 Employment Growth	3,289
2030 Commercial %	68%
2030 Industrial %	32%
2030 Commercial Employees / Acre	15
~~2030 Industrial Employees / Acre~~	~~8~~
2010-2030 Commercial Employees	2,223
20310-2030 Industrial Employees	1,065
2010-2030 Commercial Land Need	148
2010-2030 Industrial Land Need	133
2010-2030 Total Employment Land Need	**281**

~~Source: Hovee and Winterbrook Planning, 2009~~

[5] ~~Should Molalla propose a UGB expansion, the City believes that the site needs approach will better comply with Goal 9, the Goal 9 Rule and ORS 197.712. In addition, an updated Economic Opportunities Analysis would need to be completed. However, until such time as state law changes to allow Molalla to plan based on its actual population growth rates or Clackamas County adopts a coordinated population projection, Molalla will not conduct any further analysis of its UGB.~~

~~Table 9-2 projects employment land needs in the 2030-2060 timeframe. As noted earlier, this analysis simply maintains the projected 2030 population/employment ratio of 1.8 population per employee (1.6 employees/household), and the 2030 commercial/industrial ratio (68%/32%) for the URA timeframe. Increasing employee / acre assumptions would decrease projected land need. As shown in Table 9-2, the *2009 Employment Land Needs Analysis* projects a *net* buildable land need of 689 acres for new employment in the 2030-2060 timeframe.~~

~~Table 9-2: 2030-2060 Net Employment Land Needs~~

Factors	Totals
2030 Employment	5,934
2030 Population	10,532
Population / Employee Ratio, 2030	1.8
2030 Commercial %	68%
2030 Industrial %	32%
2030 Commercial Employees / Acre	15
2030 Industrial Employees / Acre	8
~~2060 Population~~	~~24,829~~
2060 Employment @ 2030 Ratio	13,988
2030-2060 Additional Employees	8,055
2030-2060 Commercial Employees	5,445
2030-2060 Industrial Employees	2,609
2030-2060 Commercial Land Need	363
2030-2060 Industrial Land Need	326
2030-2060 Total Employment Land Need	**689**

~~Source: Winterbrook Planning, 2009~~

~~Employment land generally requires some additional right-of-way dedication. Winterbrook assumed a 15% net-to-gross conversion. The conclusion of the *2009 Employment Land Needs Analysis* is summarized in Table 9-3 below. The City of Molalla will need a total of 904 *gross* developable acres to meet 2010-2060 URA employment land needs.~~

~~Table 9-3: 2030 and 2030-2060 Gross Land Need and Supply*~~

Year	Employment Land Need	Employment Land Supply	Acres Surplus (Deficit)
2010-2030	324	212	(112)
2030-2060	793		(793)
2010-2060 Total	**1,116**	**212**	**(904)**

~~Source: Winterbrook Planning~~
~~*Gross developable acres~~

Economic Development Goals and Policies

This section states Molalla's overall economic development objectives, and is followed by more specific goals and policies related to:

- The Central Business District and Community Planning Areas;
- Commercial Development; and
- Industrial Development.

~~In 2005, the City conducted an "Economic Opportunities Analysis" (Eric Hovee Associates) that projected employment growth over the 20-year planning period. In 2007, the City considered the site requirements of targeted employers as required by the Goal 9 Administrative Rule (OAR Chapter 660, Division 009), and identified land that will be serviced and available over the next five years to accommodate Molalla's short-term employment needs. If Molalla is to become economically independent from surrounding cities, then sufficient land must be designated industrial in other parts of the Molalla Planning Area and sufficient public facilities and services made available to attract industry and allow for the development of efficient industrial land use patterns.~~

Economic Development Goal

To expand the economic base to increase the economic independence of the area – through expansion and retention of existing businesses and recruitment of new businesses.

Economic Development Policies

The following general policies are related to all types of existing and planned employment in Molalla:

1. Encourage the siting and growth of employers which pay family wages as identified in Molalla Economic Opportunities Analysis (EOA).
2. Designate adequate suitable land with site size and locational characteristics required by targeted employment as set forth in the Economic Opportunities Analysis (EOA).
3. Identify industrial sites that are immediately available and serviceable for industrial development consistent with the Goal 9 rule. Request Oregon Economic and Community Development Department (OECDD) certification for "shovel ready" industrial sites pursuant to Executive Order 03-02.
4. Ensure Molalla's planning area contains adequate amounts of industrial and commercial lands for projected growth.
5. Land use designations within the Molalla Planning Area shall be designed to accommodate projected commercial and industrial growth and population densities through ~~at least~~ the year 203~~0~~4.
6. The UGB ~~shall be~~may need to be expanded to ensure adequate lands for commercial and industrial development through 203~~0~~4.
7. Coordinate with property owners to retain large commercial and industrial sites identified in the EOA for their intended commercial and industrial uses through zoning and master planning.

8. Actively support redevelopment efforts for under-utilized commercial and industrial sites within Molalla UGB.
9. Protect large redevelopment sites for their intended uses as identified in the EOA.
10. Commercial and service~~s~~ uses in the City's industrial zones should be limited to small-scale ~~retail and service~~ uses that cater primarily to local area employees and customers.
11. ~~Protect identified commercial and industrial sites within the Urban Reserve Area for future employment use.~~ The City of Molalla shall encourage commercial and industrial development. More jobs can be created causing less reliance on the automobile for travel away from the City.
12. The City shall strive to reduce the home to work distance by encouraging industrial and commercial development thus reducing the dependency on the auto and saving energy.
13. The city shall establish and maintain an inventory of industrial and commercial land of a quantity and quality to attract industry to the City of Molalla. The City of Molalla shall maintain a five-year supply of vacant and serviced industrial land to comply with the Goal 9 Administrative Rule.
14. Continue to work with the Oregon Department of Economic Development in seeking new commercial and industrial development.
15. The City shall work with the Port of Portland to assist in industrial development strategies.
16. The City shall ensure adequate amounts of suitable lands for the business community to thrive.
17. The City shall make every effort possible to work with interested businesses to draw them to the community.
18. In the process of administering the City's Comprehensive Plan, careful consideration will be given to the economic impacts of proposed policies, programs and regulations. Efforts will be made to simplify and streamline the planning and zoning review process while maintaining the quality of development to improve the economic base of the community.
19. The City shall encourage businesses that support the recreation concept and encourage all businesses to provide a choice of goods and services to the community.
20. The City shall encourage business to locate or relocate to Molalla to provide for the needs of the community.
21. The City shall provide a safe convenient and attractive place to live to draw small business to the community.
22. Diversify and improve industry in the ~~State of Oregon, Clackamas County, and the~~ City of Molalla in order to insure the lack of dependence upon any single industry.
23. Expand, improve and diversify the economy of the Molalla Urban Growth Boundary area by encouraging home occupations while maintaining Molalla's quality of life.

    23.1 The City shall work with existing businesses and encourage businesses to come to Molalla to provide family wage jobs thus creating a diverse economy and reduce energy consequences.

    23.2 The City shall work with these businesses to draw them to the community thus reducing the number of people leaving the community for such ~~such~~ jobs by travel.

    23.3 The City shall work to retain and pursue opportunities to draw businesses to the City and ensure businesses remain in the City and shall work with interested businesses to encourage moving to Molalla.

24. Move industrial lands away from Molalla's Central Business District and focus them in areas where Highway access is appropriate.

25. The City should give a high priority to extending and improving the infrastructure needed for economic development

26. The City and County shall continue to work cooperatively with the State and Federal government and economic development agencies to implement economic development within the Molalla Urban Growth Boundary.

    26.1. The City of Molalla shall ~~enter into an~~ review and revise, as necessary ~~and appropriate~~, the existing ~~Inter-Governmental~~Urban Growth Management Agreement (UGMA) with Clackamas County clearly stating the respective roles of the City and Clackamas County within the Molalla Planning Area. ~~This agreement shall be adopted and revised as needed.~~

    26.2. The U~~I~~GMA ~~shall~~ should address the concept of a recreation community in that the City ~~shall~~ should have input on decisions that may affect ~~the theme of Molalla~~this concept, such as: camping facilities, river rafting facilities, fishing and hunting lodges, resorts or any facility that will have an impact on the safety and livability of the City.

Central Business District & Community Planning Areas

The Central Business District (CBD) and potential Community Planning Areas (CPA) provide for mixed retail, service and residential uses with a strong pedestrian orientation and respect for Molalla's history.

The Central Business District (downtown area) is located in an approximately ~~a~~ twelve square block area divided by state Highway 211 running east and west, and by Molalla Avenue running north and south. The area is bound on the east, north and south by residences, and to the west by a large industrial complex. ~~The CBD has seen rapid decrease in shopping since the construction of a large-scale shopping center at the junction of Highway 211 and Highway 213.~~ For this reason the City has developed with this Comprehensive Plan the tools to provide the necessary elements to help the CBD to thrive. The CBD consists of small shops offering a variety of merchandise and unique shopping experiences. The CBD ~~makeup includes~~can accommodate uses such as office, theatres, restaurants, bicycle sales and repair, sports related activities and stores, fly tying shops, gun shops, boat sales, and repair activities. These shops should enhance the City's concept as a "Recreational Community".

Many of the older buildings have undergone an exterior and interior upgrading which has done much in improving the overall appearance of the core area. Much of the "facelift" of the older commercial structures as well as the new construction has been voluntarily done in theme lending itself to the ~~old west.~~ recreational concept. There is broad community support for the continuation of remodeling and new construction as indicated by letters from various community organizations and the City's desire to become a recreational center.

~~The largest negative we have in the CBD is the number of blank windows in the downtown. The City shall seek options to lessen the impact of the vacant windows in the downtown buildings.~~ Many new stores and buildings have been placed in the CBD and a great deal of redevelopment and remodeling has occurred, while maintaining the historic feel of older buildings.

Parking is a big concern for the CBD. As the vacancy rate goes down a need for additional parking becomes evident. The City is working on new ways to increase the amount of signage showing additional downtown parking as well as searching for ways to provide additional parking areas. The City is currently seeking funding for a downtown revitalization plan. This plan will give the City the ability to identify potential downtown parking areas.

~~The Community Planning Area concept was originally intended to apply to the Timber Town Community Planning Area. However, recent discoveries of potential contamination on the site make it unlikely that portions of this area can be used for residential purposes. However,~~T ~~t~~he goal and policy framework for the CBD and potential future CPAs are outlined below.

Downtown Development Goal

To protect and insure the permanency of the Central Business District (CBD) as a vital economic base and to maximize customer access and exposure, and convenience.

Downtown Development and Policies

The *Molalla Downtown Plan* (Cogan Owens Cogan, 2007) includes detailed policies and implementation measures to revitalize the Central Business District (CBD). The following policies apply in conjunction with Downtown Plan policies when making land use decisions in the CBD.

1. Within the CBD alleyways should be maintained and used as pedestrian walkways, for rear entrance delivery and/or customer access.
2. Downtown commercial development shall be encouraged through the reduction of truck traffic through the downtown core area.
3. Bicycle and pedestrian access to the CBD from the surrounding areas should be improved.
   - 3.1. Secure and safe bike storage areas should be considered.
   - 3.2. Sidewalk and street activity that will stimulate pedestrian traffic should be encouraged.
4. The City shall consider incentives to preserve historically significant buildings in the Downtown Core.
5. Commercial development should be based on the following goals, guidelines and principles:
   - 5.1. Separation of pedestrian and through motor vehicle traffic.
   - 5.2. Grouping of retail opportunities conducive to pedestrian shopping movement.
   - 5.3. Convenient, identifiable and accessible parking.
   - 5.4. By-pass industrial traffic around commercial areas, particularly the CBD.
   - 5.5. Improve CBD shopping environment and amenities.
   - 5.6. Provide for CBD growth needs.
6. The look and feel of the CBD commercial area shall be protected and maintained by encouraging CBD compatible businesses as defined below to locate or expand within or adjacent to that area identified as the CBD.

7. A concerted effort should be made to revitalize the central business district through rehabilitation or redevelopment of existing areas. Encourage and identify new businesses that enhance the Central Business District.
8. The central business district shall provide a variety of services; cultural, recreational, social, professional and governmental activities. The ~~that deal with the~~ history of Molalla should be a consideration in a redevelopment opportunities as well as even promotion.
9. The City shall encourage new businesses to promote the City's recreational theme, services of all types, medical and dental offices, federal, state, and city offices to enhance the CBD of Molalla.
10. Through the Molalla Municipal Code the City shall place specific criteria upon new development and redevelopment in the CBD, which matches the style found in the early 1900s.
11. The CBD shall have adequate parking that is well lit and attractive. ~~Parking lots shall match the theme of Molalla.~~ The City shall encourage unique shops and restaurants into the CBD.
12. Kiosks should be encouraged in the downtown area to increase shopping convenience and public awareness of downtown facilities and services.

Community Planning Area Goal

Provide for higher density mixed-use development within designated community planning areas.

Community Planning Area Policies

1. The Community Planning Area (CPA) designation may be applied to create pedestrian-oriented, mixed use centers near the Central Business District.
2. CPA plan designations shall be implemented through the establishment of a zoning district that includes the following:
   - 2.1. Provisions that reduce off-street parking requirements;
   - 2.2. Development and design standards for buildings, streets and public spaces that are oriented toward the pedestrian not excluding the automobile;
   - 2.3. Concentration of housing near the downtown where all sorts of services are available;
   - 2.4. Provisions for public and private amenities (including parks, plazas, and other facilities to support the higher densities and mixed use development);
   - 2.5. A multi-modal circulation system that links uses of bus, bicycle, carpool/vanpool, and shuttle services with pedestrians; design review standards.
3. A wide range of housing types shall be authorized within CPA, including but not limited to small lot single-family residential detached, attached single-family residential, townhouses or row houses, ancillary dwelling units, garden apartments, mid-rise apartments, high density apartments, student housing, senior housing, and housing above retail and office space
4. Those areas included in the a CPA shall transition the type and density of new housing to be compatible with the established area at such time one is developed.
5. Future population expansions shall include additional community planning area zones to maximize densities while providing the public with unique concepts.

6. CPA are intended to preserve and enhance the historic, open space, and architecture qualities of the historic nature of the area. In addition to general standards in the zoning ordinance, all development within CPA shall comply with specific design standards aimed at preserving the historic and architectural character and qualities of the area.
7. The development of housing shall allow for the retention of lands for open space and recreation within the planning area, encourage the preservation of trees within developments where possible, and be consistent with goals and policies of this Plan.
8. Industrial uses shall be moved, when feasible, from this area to the southwest section of the City.

Small Scale Mixed Use Development

1. In addition to larger-scale CPAs, the City shall incorporate minor commercial activities to reduce energy and enhance Molalla's quality of life.
2. Minor commercial activities, which are compatible with residential uses, shall be dispersed throughout the planning area to serve the public and conserve energy resources.
3. Minor commercial activities shall be reviewed by the Planning Department to ensure the integrity of the residential zone is not impaired.

Commercial Development

The Comprehensive Plan Map indicates where commercial development will be encouraged. Commercial areas are planned to allow for the optimum utilization of the land to provide retail and service business to the community. ~~The City moved away from its two original commercial zonings of the first comprehensive plan and has chosen to completely redesign the commercial areas and provide a third commercial zoning district. These zones will help to utilize Molalla's central location to Woodburn, Canby, Silverton, Oregon City, Portland, Salem, and Estacada.~~

Population projections for the study area indicate an increase of ~~nearly~~ approximately 4,340~~3,000~~ residents by the year 203~~0~~4. In order to meet the demands created by this increase in population, the City ~~must~~ may need to designate additional land for commercial use. A number of businesses have recently developed in the City, adding to the economic base. This commercial base has enough capacity to serve some of the increase in population. ~~However, the amount of population increase expected over the next 20 years will require additional land for commercial development.~~

The variety of commercial establishments and services~~,~~ which serve the community~~,~~ should be expanded to provide a wider range of facilities for the convenience of the residents and the benefit of the community at large. The Molalla business district at the junction of Molalla Avenue and Main Street is becoming a traffic-congested area. With ~~the~~ additional truck traffic this intersection will only get worse in the future, negatively impacting commercial businesses in the downtown area. The Transportation System Plan identifies the Molalla Forest Road as a by-pass road for ~~the Central Business District to survive an alternate route for~~ truck traffic ~~needs to be opened~~travelling to the industrial areas of the City.~~.~~ ~~The Transportation Systems Plan identifies the Molalla Forest Road as a by-pass road the City shall work on this~~. Additional suitable commercial land ~~must~~ may also need to be provided to allow for commercial expansion.

Potential Commercial Districts

The ~~Comprehensive~~ Downtown Plan looked at the different sections of town outside the CBD and potential Community Planning Areas (CPAs) to create ways to provide auto-oriented commercial services to the community including:

- **Highway Commercial Overlay**: Commercial development in this section should be anchored by a few major department and grocery stores.

- **General Commercial District**: This commercial section should offer a variety of uses filling the gap between Highway Commercial and the Central Business District (CBD).

Commercial Zoning Designations

The Comprehensive Plan Map indicates where commercial development will be encouraged. Commercial designations are implemented with the Central Commercial (C-1) and General Commercial (C-2) zones.:

- **Central Commercial (C-1)**: Central Commercial (C-1) areas are designated to provide principle shopping, business and transportation to the community and its trade area. This district allows for a broad range of uses in keeping with Molalla's historic commercial area.

- **General Commercial (C-2)**: General Commercial (C-2) areas are designated to provide those types of retail, wholesale, transportation and service uses which, because of traffic, size and other requirements, depend upon particular locations to serve the needs of the community and its trade area.

Commercial Development Goal

Develop an attractive and economically sound community.

Commercial Development Policies

Molalla must provide commercial land to serve its growing population, without taking business away from the CBD or planned CPAs. Thus, the location and design of commercial areas should be given very careful consideration. Commercial developments occur at points of maximum traffic movement and directly affect the visual quality of the community. If Molalla is to retain its image of a thriving recreational community and desirable place to live, its commercial areas must be well-designed and inviting.

1. The Molalla planning area shall contain adequate suitable sites for commercial use. Sufficient vacant commercial lands with a diversity of sizes, types, and service levels for future commercial uses shall be designated on the comprehensive plan/zoning map.
2. The City shall develop and apply design standards relating to appearance and neighborhood compatibility.
3. Large retail development shall comply with design standards relating to appearance, functionality, and neighborhood compatibility.

4. The City will continue to support a cooperative and active working relationship with the business community through the Chamber of Commerce as well as those businesses that are not members of the Chamber of Commerce and will seek their input when making decisions having economic impacts on the business community.

5. As existing businesses are renovated and new ones are constructed, the City will require high standards of compatibility with surrounding development, landscaping, architecture and signage. The ability of a site to function properly in relation to the surrounding area will be emphasized.

6. The City shall assure efficient development of land consistent and compatible with the community's needs and resources.

7. The City is designating itself a recreational community and shall ensure adequate parks and opportunity for a host of recreational activities to encourage business supporting the recreational activities. This shall be in addition to the City supporting a wide range of other business opportunities which will provide for the needs of the citizenry.

8. The City shall work cooperatively with commercial development to ensure that City park needs are met, either through land dedication or payment of system development charges (SDCs).

9. Major commercial activities shall be concentrated in areas receiving a high volume of traffic in order to minimize auto use and conserve energy resources. Commercial land shall be designated in a manner~~,~~ which locates high volume trade activities near major roads, groups a variety of medical facilities and services together, preferably near hospitals, and groups professional and governmental facilities near the downtown area and other major commercial locations.

10. Inefficient strip development patterns that increase congestion and therefore waste energy resources shall be avoided.

11. Provide for additional land needed for commercial expansion to serve the projected population growth and to e~~i~~nsure choice in the market place while also encouraging private revitalization of existing commercial structures.

12. Encourage a rate of commercial development consistent with serving the needs of residents of the City and~~,~~ adjacent rural and agricultural lands.

13. Provide an atmosphere that is inviting to potential businesses~~. Provide an inviting atmosphere for prospective businesses~~ while maintaining the City's feel and desire to maintain a rural community feeling.

    14.1 Through the code incorporate language that invites development yet protects the City's character. ~~atmosphere.~~

14. Provide buffers between industrial uses and residential ~~maintaining~~ uses for the benefit of all concerned.

15. Commercial development adjacent to arterial streets and highways ~~shall~~ may be subject to access restrictions.

16. ~~C 3 c~~Commercial development shall be encouraged to provide service access roads, which feed into arterial and collector streets at designated points.

17. Sign standards shall be designed to enhance the appearance of the City and provide for the advertising needs of the business community.

    17.1. Signs shall serve as a marker for businesses.

    17.2. Signs shall not become the focal point of the City.

    17.3. Signs shall not occupy any portion of the right-of-way.

18. Shopping centers shall be attractive and pedestrian oriented.

    18.1. Retail shopping centers should be safe, comfortable and attractive environments, with convenient access, and designed for the safe and convenient movement of pedestrians and other non-auto transportation.

    18.2. The Molalla Municipal Code shall provide standards for planting trees and other landscaping for all commercial development. ~~, plantings in parking lots and around buildings.~~

    18.3. The City shall adopt a bicycle, pedestrian, and equestrian plan, which provides safe, convenient, and recreational activities throughout the City.

    18.4. Shopping centers shall have ~~attractive~~ pedestrian ways with attractive landscaping.

    18.5. Lighting in the shopping area shall be attractive and allow for safe ingress and egress from the shopping area into the parking lot.

19. A sufficient number of locations should be made available for shopping centers and other commercial activities as the urban area population increases.

    19.1. Provide adequate lands along major arterials.

20. Commercial establishments shall be ~~well~~ landscaped and maintained and ~~should~~ provide off-street parking for employees, customers and access of delivery of goods.

21. Shopping areas should be pleasant environments to live near and to do business within.

    a. They should not be designed in a manner only to attract attention. Buildings need not be painted in an offensive manner or have obtrusive signs to secure their share of the shopping public. In fact, the reverse trend tends to be the case, with centers providing a pleasant shopping environment often being more prosperous.

    b. Commercial development demands special consideration in terms of traffic. The City must balance the needs of both the commercial and non-commercial sectors of the community in reviewing proposed development and considering the traffic impacts that will result.

    c. All commercial districts are planned in the form of centers or complexes rather than as a strip development along major streets.

    ~~d. The City shall implement Design Review criteria to create a commercial area that is compatible to the area and does not become a focus point of difference to the rest of the City.~~

Industrial Development

When discussing the attraction of new industry, it should be pointed out that industry has several criteria on which it bases selection of location. Among these are:

- adequate site size;
- relatively flat topography;
- good access to highways or railroads to facilitate the transporting of raw materials and finished products;
- compatibility with adjacent or nearby residential and commercial development;
- the availability of housing for managers and workers;
- the availability of water and sewer service;

- the availability of utilities such as storm drainage and gas, electricity and telephone; and
- the availability of advanced technology communications infrastructure.

Industrial Comprehensive Plan Designations and Zoning

The Comprehensive Plan Map indicates where industrial development will be encouraged. Industrial areas are planned for the economic benefit of the City ~~as well as~~and located so as to minimize impacts to residential development. The City shall continue to provide ~~-~~enough industrial ~~space~~ land to ~~provide for its economic development. The purpose is to provide the City with the~~optimize its ~~optimum~~ chances ~~of~~ for ~~providing~~ industrial development. ~~The City will continue to provide a healthy supply of industrial lands for development~~. Providing land for light industrial development, as a buffer between heavy industrial and commercial or multi-family development is priority. The City, by providing a healthy amount of industrial lands, is proving its support to bring industrial development to the City of Molalla.

To meet the needs of the present and future residents of Molalla and the surrounding area for industry and to comply with state and local goals and the policies established to implement those goals, the following are established to provide a suitable quantity and quality of land in the most beneficial locations for each industrial development in the City of Molalla.

- **Light Industrial District (M-1)**: Light industrial (M-1) areas are designated for non-polluting industries, which are generally compatible with residential and commercial activities. The light industrial concept for future development is envisioned in areas primarily west of the current City limits. Larger parcels have been designated in this location to attract industries that require greater land areas for the operation, or for several industries to cooperatively design an industrial park. The location of the land designated for light industrial use is based on existing industrial uses, proximity to public services, highway access and the goals and policies of the plan to utilize land for industrial use which meets the needs of those industries most likely to locate in Molalla.

- **Heavy Industrial District (M-2)**: Heavy Industrial (M-2) uses include manufacturing, fabrication and processing, bulk handling, storage, warehousing and heavy trucking. Most heavy industrial uses are incompatible with residential and commercial uses.

Industrial Development Goal

To develop a diverse industrial base offering an increasing number of employment opportunities.

Industrial Development Policies

1. The City shall provide suitable industrial sites to maintain and attract a diversified industrial base.
2. ~~It is the policy of the City~~P~~ to p~~rovide for developments that, whenever possible, will allow residents of the City of Molalla to work in Molalla and not have to seek employment in other areas. ~~To accomplish this the City should encourage that there be a healthy job market within the City and enough industrial land is available for industrial growth to accommodate the residential growth expected in the City.~~
3. Industrial land should be located to take advantage of Highway access or rail transportation that is available ~~to the industrial areas~~.

4. To minimize impacts on Clackamas County's agricultural land base, Class I agricultural soils shall be preserved outside the UGB. At the same time, it is important that industrial lands be located in relatively flat areas, which have suitable soils and that are free from flooding dangers.
5. The City shall protect industrial lands from being converted to commercial uses by prohibiting or significantly limiting commercial uses in industrial land in the M-1 (Light Industrial) and M-2 (Heavy Industrial) zones.
6. The City shall designate industrial land on the Comprehensive Plan map limiting the impacts to citizens in the community and the Molalla Municipal Code shall establish standards to reduce impacts on other areas.
7. All industries shall meet federal, state and local environmental quality standards.
8. The City shall attract and accommodate both labor intensive and land intensive industrial activities.

   8.1. The City shall establish an industrial area that has limited impact on citizens of the community.
9. Ensure Molalla's planning area contains adequate amounts of industrial ~~and commercial~~ lands for projected growth.
10. Land use designations within the Molalla Planning Area shall be designed to accommodate projected ~~commercial and~~ industrial growth and population densities through at least the year 2030.
11. The UGB ~~shall~~ may be expanded to ensure adequate lands for ~~commercial and~~ industrial development through 203~~0~~4.
12. Encourage "non-polluting industry" ~~as well as commercial~~ development.
13. Designate large areas of land together for several industries to cooperatively design an industrial park.
14. Maintain a light industrial zone, which eliminates excessive noise, smoke, odor, dust, and gas.
15. The City shall work with existing employers to move industrial development to the southwest section of Molalla. By placing all industrial development in the southwest corner of the City the citizens will have a reduced possibility of odor since the southwest wind blows away from the City.
16. Both residential and industrial development shall be responsible for minimizing impacts in areas where residential uses border industrial.

~~17. Molalla shall designate industrial land in the southwestern portion of the UGB with a SWIO (Southwest Industrial Overlay) designation. Land within this designation shall be reserved exclusively for industrial uses identified in the *Molalla Economic Profile* and *Employment Site Needs Analysis*, and shall not be converted to another commercial or residential plan designation.~~

~~18.~~17. Sufficient vacant industrial lands with a diversity of sizes, types, and service levels for future industrial development shall be designated on the comprehensive plan/zoning map.

~~19.~~18. Publicly owned lands shall not be given a competitive advantage over private ownership through governmental land use regulations.

~~20.~~19. Industrial areas should be set aside primarily for industrial activities. Other supporting uses, including some retail uses, may be allowed if limited to sizes and locations intended to serve the primary uses and the needs of people working or living in the immediate industrial areas

~~21.~~20. Industrial developments are subject to development standards relating to setbacks, landscaping, signs, exterior lighting, parking, building height, massing and visual impacts, and architectural styles and outside storage.

~~22.~~21. Molalla shall provide a suitable site within its UGB to allow large scale agricultural or nursery processing industries to locate within the City.

~~23.~~22. Industrial areas that are located adjacent to arterial streets or to residential areas should be controlled through site plan review and buffer zones so as to minimize the impact of industrial uses.

22.1. ~~The industrial park concept is one that the City deems is the most desirable form of industrial development. Whenever possible the industrial park concept will be encouraged in an attractive and functional design. Master planning of industrial areas shall be required prior to annexation of industrial land *to the City.*~~

~~24. *Master plans sh*all reserve parcels of sufficient size to meet the needs of targeted industries identified in the *Employment Site Needs Analysis.*~~

~~25. A master development plan shall be approved by the City Council prior to annexation to the City. The master plan shall show how streets, sanitary sewer, water and stormwater services will be sized and located to serve the entire Southwest Industrial Overlay (SWIO) area. The master plan shall show how arterial, collector and local street access will be provided to each lot if land division is proposed. The proposed master plan shall be referred to Clackamas County for comment prior to consideration by the City Council.~~

~~26. This SWIO master plan shall demonstrate how sites with the size and access characteristics identified in the *Employment Site Needs Analysis* will be maintained.~~

GOAL 10: HOUSING

The purpose of Statewide Planning Goal 10 is:

To provide for the housing needs of citizens of the state.

Background

Housing is a basic human need that concerns the entire community. As housing costs increase, satisfying this basic need becomes more difficult. The City of Molalla supports Oregon's housing goal to "encourage the availability of adequate number of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households."

Molalla ~~has seen~~saw unprecedented residential development in the late 1990s through 2008. The rate of residential growth experienced by Molalla between 1996 through 2008 clearly indicates the popularity of this community as a place to live and supports the City's decision to continue and further develop the recreation concept for the City. The proximity to the Molalla River, Mt Hood, the Forest, and the coast benefits the City's decision to support the recreational community concept.

This housing boom has provided a greater variety of housing that meets modern structural, electrical, plumbing, and energy codes. As a result, most of the buildable land supply within the City's urban growth boundary ~~supply~~ had been consumed.

~~*2009 Housing Needs Analysis*~~

~~The Housing Needs Analysis describes base housing need assumptions, reviews future housing type and density needs, and concludes with recommended dwelling unit types, densities, and plan district allocations, for the UGB and URA timeframes.~~

Population Projection

As explained in Chapter 2, Clackamas County recently completed a coordinated 20-year population forecast for the city of Molalla, ~~Molalla is using an estimated population that approximates likely safe harbor results~~ provided for by ORS 195.034(2) and OAR 660-024-0030(4) for the ~~2010~~08-~~2030~~2012-2032 timeframe, resulting in a population estimate of ~~11,102~~ ~~0,532~~12,760 for year ~~2030~~2032. Extrapolating from this forecast for the 20-year planning horizon of 2014-2034, as specified for this Comprehensive Plan, the City of Molalla (UGB) is projected to contain approximately 13,130 people in 2034.[6]~~When Molalla engages in a full-scale UGB review for Goal 10 compliance, it will need to establish~~

[6] Both the 2014 and 2034 numbers were extrapolated from the coordinated forecast using an assumption of exponential growth between the starting and end points. The 2014 forecast was extrapolated because the PSU Population Research Center has not received the data from the city to provide annual population estimates since the 2010 US Census.

~~a "coordinated" population projection. Molalla is using conservative trend-based forecast for URA planning in the 2030-2060 timeframe, resulting in a 2060 forecast of 24,829.~~

Demographic Trend Analysis

~~Previous versions of~~ Molalla's *2009 Housing Needs Analysis* and the *2013 Rural Cities Coordinated Population Background Report and Forecasts*~~reviewed~~ reviews~~s~~ regional and local demographic trends based on Census data, and extrapolated assumptions related to housing needs from those trends as well as City policy. Preliminary demographic findings showed that Molalla is still a relatively homogeneous community with relatively affordable housing, although this is likely to change somewhat over the next 20 years. Increased employment opportunities, young commuting households, and a growing Hispanic community, are likely to push the demand for a broader range of housing.

The *Housing Needs Analysis* also describes base housing need assumptions, reviews future housing type and density needs, and concludes with recommended dwelling unit types, densities, and plan district allocations.

~~However, while trends and local policy choices are both informative and relevant to housing needs – generally serving as the basis of most Comprehensive Planning for the past 30 years in Oregon – every assumption not explicitly protected by law exposes the City to challenges and timeframe extensions from anyone who does not agree with the end result of the analysis.~~

Housing Need Assumptions

Basic housing land need assumptions include determination of household size and vacancy rate, and establishing a projected density for future residential development. To facilitate this planning process and to provide Molalla with as much security as possible this analysis uses the OAR 660-024-0040 "safe harbors" when possible.

Household Size

The "safe harbor" provided by OAR 660-024-0040(8)(a) allows that:

> "A local government may estimate persons per household for the 20-year planning period using the persons per household for the urban area indicated in the most current data for the urban area published by the U.S. Census Bureau."

The ~~2000~~ 2010 Census determined a household size for Molalla of 2.84 persons per household. Therefore, Molalla assumes a household size of 2.84 through ~~2060~~ 2034 for the purposes of this analysis.

Vacancy Rate

The "safe harbor" provided by OAR 660-024-0040(8)(e) allows that:

> "A local government outside of the Metro boundary may estimate its housing vacancy rate for the 20-year planning period using the vacancy rate in the most current data published by the U.S. Census Bureau for that urban area that includes the local government."

The ~~2000~~ 2010 Census determined a vacancy rate for Molalla of ~~3.9~~5.3%. Therefore, Molalla assumes a vacancy rate of ~~3.9~~5.3% through ~~2060~~ 2034 for the purposes of this analysis.

Dwelling Units Projected

Using the projected population~~s~~ for ~~2030~~ 2034 ~~and 2060~~ and the assumptions above, projected dwelling units are ~~1,055~~ 1,616 for ~~2030~~ 2034 ~~and 5,128 for 2030-2060.~~

Table 10-1: Projected Dwelling Units

Year	2034~~0~~	~~2030-2060~~
Projected Population Increase (2014-2034)	~~2,942~~ 4,340	~~14,297~~
Households @ 2.84 Persons per HH	~~1,014~~ 1,530	~~4,928~~
HHs Including ~~3.9~~5.3% Vacancy Rate	**~~1,055~~ 1,616**	**~~5,128~~**

Density

The "safe harbor" provided by OAR 660-024a Table 1 allows a city planning for between 10,001 and 25,000 people to assume an overall density of 7 dwelling units per net buildable acre. Therefore, this analysis assumes an overall density of 7 dwelling units per net buildable acre.

As shown on Table 10-2, Molalla will require ~~151~~ 231net buildable acres to accommodate housing for the estimated ~~2030~~ 2034 population, ~~and 733 net buildable acres for the 2030-2060 URA timeframe.~~

Table 10-2: Net Buildable Acres Required for Housing

Year	~~2030~~2034	~~2030-2060~~
Households	~~1,055~~1,616	~~5,128~~
Net Density	7	~~7~~
Net Buildable Acres Required	**~~151~~231**	**~~733~~**

Net to Gross Conversion

According to OAR 660-024-0010, a "Net Buildable Acre" consists of 43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads." Molalla assumes a 20% right-of-way factor to account for future streets and roads related to housing development.

As shown on Table 10-3, Molalla will require ~~188~~ 289 gross buildable acres to accommodate housing for the estimated ~~2030~~ 2034 population, ~~and 916 gross buildable acres for the 2030-2060 URA timeframe.~~

Table 10-3: Gross Acres Required for Housing

Year	~~2030~~2034	~~2030-2060~~
Net Buildable Acres Required	~~151~~ 231	~~733~~
Right of Way Assumption	20%	~~20%~~
Gross Buildable Acres Required	~~188~~ 289	~~916~~

Housing Mix

Molalla intends to use the safe harbor for housing mix provided in OAR 660-024a Table 1 ~~when~~ should it forecast~~s~~ UGB needs. The relationship between housing mix and zoning changes ~~will~~ would be detailed in any future UGB analysis.

Housing Goals

To allow for a variety of housing options for all income levels in both existing neighborhoods and new residential areas that match the changing demographics and lifestyles of Molalla residents ~~to the year 2030 and beyond~~.

Housing Policies

1. Residential development shall consider the physical characteristics of the site by meeting applicable zoning and building code requirements.
2. The City shall adopt clear and objective design standards to ensure that new residential development in existing residential areas is reasonably compatible with surrounding developments with respect to landscaping, massing, architectural styles, lighting, and appearance.
3. To provide greater flexibility and economy of land use, the Zoning Ordinance shall allow variable lot sizes in single-family residential subdivisions.
4. The City shall encourage rehabilitation and maintenance of housing in existing neighborhoods to preserve the housing stock and increase the availability of safe and sanitary living units.
5. As set forth in the City's Housing Needs Analysis, a variety of housing types shall be encouraged throughout the planning area for households of all incomes levels, ages and living patterns. Such housing should include but not be limited to:

   5.1. large and small lot single-family residences;

   5.2. accessory dwellings;

   5.3. duplexes;

   5.4. multiple-family housing (including for-rent apartments and for-sale condominiums);

   5.5. attached single-family residences; and

   5.6. manufactured dwellings in parks and on individual lots.
6. Specific locations for each type of housing shall be consistent with the comprehensive plan and development code.
7. The City shall work with the private sector and non-profit housing development to encourage housing at various prices and rents in order to maximize housing choices of the public.

8. The development of low- to moderate-income housing is appropriate throughout the planning area and shall be of a design and construction consistent with policy of this Section.

   8.1. Such housing shall not be so concentrated as to create a recognizable or exclusively low-income district.

   8.2. The City and County should encourage government assisted housing to be located at a variety of locations within the UGB.

9. The development of mid-rise housing (up to 31/2 stories) is appropriate near the downtown area, in Community Planning Area Districts, and in other designated areas adjacent to arterial streets that are on transit ~~trunk~~ routes. Such developments shall be subject to special planning and development review or meet specific Community Planning Area design and development standards.

10. Housing for the elderly shall be encouraged.

    10.1. The livability of these developments shall be a prime concern in the review process.

    10.2. Large-scale developments for the elderly would be most appropriately located near the City core area for shopping, public transportation, medical and other similar facilities.

    10.3. Alternative housing options, such as cooperative housing with common facilities, shall be allowed outright in medium or high density areas and as a conditional use in low density areas as outlined in the Zoning Ordinance.

11. Higher-end housing opportunities shall also be encouraged, especially in areas with view and natural amenities.

12. The City shall review housing needs and projections periodically and make necessary revisions during the major revision process as outlined in the Planning and Citizen Involvement section of the Comprehensive Plan.

13. The City shall provide for manufactured dwelling parks in the R-3 zone to allow persons and families a choice of residential settings.

14. In order to minimize the adverse impacts of higher density housing on adjacent properties, The City shall establish clear standards for:

    14.1. The placement and design of mobile home or manufactured dwelling parks;

    14.2. Buffering by means of landscaping, fencing or distance from conflicting uses;

    14.3. Compatibility of design, recognizing the conflicts of mass and height between apartment buildings and houses; and

    14.4. On-site recreation space as well as pedestrian and bicycle access to parks, schools, mass transit stops and convenient shopping;

    14.5. Placement of buildings to minimize the visual effects of parking areas and to increase the availability of privacy and natural surveillance for security.

15. New residential developments in areas without an established character or quality should be permitted maximum flexibility in design and housing type consistent with densities and goals and objectives of this Plan.

16. The City shall encourage new and innovative residential planning and design techniques that, while different from standard subdivision developments and design requirements, are consistent with the policies of this Comprehensive Plan and the Development Code.

17. Minimum and maximum densities shall be established for all areas designated for residential use or mixed-use on the Comprehensive Plan Land Use Map.

    17.1. Minimum residential density zoning standards shall be prescribed for all residential areas.

    17.2. The minimum densities are intended to ensure the Molalla Comprehensive Plan achieves the residential density objectives, while retaining flexibility for residential development patterns and projects tailored to local conditions.

    17.3. No land use regulation provision or process may be applied, nor shall any condition of approval be imposed that would have the effect of reducing the density permitted under the minimum density standard of an applicable residential zone.

18. Manufactured homes on individual lots shall be permitted in all residential zones subject to:

    18.1. Conformance with applicable local, state, and federal standards in force at the time of installation pursuant to Chapter 50 – Prefabricated Structure Code

    18.2. Installation on excavated and backfilled foundations

    18.3. Removal of all transport related gear.

    18.4. Placement and design standards allowed by State statute to insure the harmonious integration of this housing type with other housing in the vicinity.

19. Residential density designations are intended to discourage development at lower densities. The densities of new developments shall be monitored and reviewed annually to assure that residential construction is implementing the Comprehensive Plan designations. If the residential density designations are not being implemented, additional land within the City shall be designated or re-designated to help assure that the overall density will be attained.

20. Plan for and permit a variety of housing types consistent with the objectives and policies set forth under this section of the Comprehensive Plan, while maintaining a reasonable balance between the economics of building and the cost of supplying public services.

    20.1. It is the City's desire to ensure there are a ~~provide~~ a variety of housing types needed to meet a wide range of personal preferences and income levels.

    20.2. The City also recognizes the fact that adequate public facilities and services must be available in order to build and maintain a decent, safe, and healthful living environment.

21. Encourage the construction and development of diverse housing types, while maintaining a general balance according to housing type and geographic distribution, now and in the future.

22. Require new housing developments to pay an equitable share of the cost of required capital improvements for public services.

23. The City shall adopt specific goals for low and moderate cost housing to ensure that sufficient and affordable housing is available to households of all income levels that live within the City of Molalla.~~.~~

24. Housing units shall be designed, constructed, and maintained so that the community is assured of safe, sanitary, and convenient living conditions in dwellings that are sound, energy efficient, and attractive in their appearance. Conservation of housing resources shall be encouraged through code enforcement, renovation, and rehabilitation of the existing housing stock.

25. Site plans shall provide for adequate yard space for residents and play space for children.

25.1. The yards shall have distinct area and definite shape, and are not just the residue left after buildings are placed on the land.

25.2. The Planning Department shall review development to ensure adequate yard space is available.

Goal 10 Zoning and Implementation

The following implementing measures are intended to provide for the range of housing types and densities identified by OAR 660-024a Table 1, with an overall density of 7 dwelling units per net acre.

Single Family Residential Measures

- Small lots ~~can accommodate single family development~~ ranging from 4,000 to 5,000 square feet in area can accommodate single family development. Minimal to "zero" side yard setbacks can be used with a generous setback provided for the other side yard.
- Variable lot dimensions can be used to allow flexibility in platting irregular blocks and result in greater land use efficiency and lower development costs. Alternating narrow and wide lots can be used to accommodate different housing plans and appeal to target markets.
- ~~Rental~~ Accessory dwelling unit additions can be made to existing single family neighborhoods with reasonable design guidelines. A new, generally small ~~rental or "studio"~~ accessory dwelling unit can be created by converting a garage, building over garages, dormer additions on second stories, or basement apartment conversions.
- Cluster housing can increase the standard single family densities of 6 units per acre to anywhere from 8 – 10 units by clustering homes together and sharing open spaces.
- Attached housing in the form of duplexes, triplexes and four-plexes can be added to existing neighborhoods on relatively small lots; a~~. A~~llowing such development on large corner lots, while reserving interior lots for more traditional housing.
- Attached single-family development (townhouses or rowhouses) provide affordable homeownership opportunities. A single family attached dwelling with a common wall shared with other units and typically occupy narrow lots (25' to 32' wide) arranged in clusters or rows of 2 to 10 units, producing densities of from 8 to 12 units per acre. Each townhouse and townhouse lot (2,000 to 3,500 square feet) is individually owned and may be sold or rented, appealing to many markets.

Multiple Family Residential Measures

- Garden ~~Apartments~~ apartments are typically two to three stories, contain 10 or more rental units within a single building, but do not have an elevator. This is the most common type of apartment construction, yielding 15 to 20 units per acre. ~~Individual~~ U~~u~~nits can also be individually owned, with a condominium association owning exterior and common elements of the building, and the site and parking area. Condominium ownership can be built into a new project, or an existing apartment building can be converted to condominium ownership.
- Mid-rise ~~Apartments~~ apartments typically range from 4 to 8 stories in height and require service by an elevator, and may be constructed to densities of 20 to 50 units per acre.

Mixed Use Residential Measures

- Mixed-Use (Commercial and Residential) developments can take many forms, including retail space on the ground floor with office space above, rental apartments above ground floor retail space, and structures combining offices and hotels or hotels and private residential units.
- These mixed-uses are often targeted in downtowns and neighborhood commercial areas where "around the clock" pedestrian activities are desired. There are few such projects in Oregon, and Molalla should not rely on any significant movement toward this type of real estate product over the planning period. It is likely, however, that "Mom and Pop" type of store fronts and small retail operations can develop in homes designated for mixed use as an affordable small business opportunity. Mixed-uses could also take the form of adjacent commercial and residential uses in separate buildings within a neighborhood center.
- Home ~~Occupations~~ occupations can provide low overhead cost and assist in business start ups by allowing them to be operated from the home. These small scale businesses are typically allowed in residential zones, but require that the primary use of the premises remain residential. Careful regulation is needed to protect the residential character of neighborhoods while allowing reasonable business starts. Criteria generally focus on a list of allowable uses and conditions, or may be performance based (i.e. related to traffic and other impacts). In all cases, the home business is expected to move to a business zone when it out grows the permit para~~eri~~meters.

Residential areas should be designated to avoid incompatible commercial, industrial and other uses. The Molalla Municipal Code should not be so restrictive as to create large, exclusively residential areas that deprive their residents of convenient access to necessary commercial, cultural and transportation facilities.

~~The City shall incorporate Community Planning Areas into this plan.~~

- ~~A mix of pedestrian supportive commercial and residential uses shall be encouraged within Community Planning Areas.~~
- ~~The Zoning Code shall provide for sufficient land and shall establish development regulations and design standards that coincide with these objectives and encourages new commercial and residential development within Community Planning Areas.~~
- ~~Minimum floor area ratios shall be applied based on the implementing Community Planning Area Zoning District as depicted on the Comprehensive Plan Map.~~
- ~~Garages should be accessed from alleys where alleys are provided.~~
- ~~City owned alleys should be cleared and opened for access to rear garages.~~
- ~~As development occurs garages shall be located off of alleys where feasible.~~

Residential Land Use

The *Molalla Comprehensive Plan* Map indicates where residential development will be encouraged.

- **High-density development** is encouraged near the Central Business District. This density will assist the downtown in growth of its commercial business while providing a large amount of residential growth and maintaining the look and feel of Molalla and for the potential redevelopment of the downtown area.

- **Low-density** lots shall be provided in areas that provide scenic views and have access to trail and park (existing and proposed) sites throughout the City. Additional medium density single family residential shall be located in areas to the north of Main Street (Highway 211). These residential

areas provide a buffer between commercial and residential living. This places homes in close proximity of schools and neighborhood parks.

- **Duplex Units**: Duplex units shall be encouraged in new single-family residential subdivisions on all corner lots. This requirement will assist in density and duplexes are a needed housing option, which integrates with the existing community, are energy and cost efficient.

Preservation of Residential Densities: If a parcel of land is sized and designated to allow development of substantially more than one dwelling unit, the siting of a single new dwelling unit on the parcel shall allow development of the remainder of the parcel to the density range of the zoning designation.

Residential Plan Designations

Low Density Residential: This density provides for single-family dwellings and duplexes at densities of 4 to 8 dwelling units per net buildable acre. This plan designation is implemented by the Low Density Zone (R-1).

- Environmental Resources and Community Design Objectives.
- Provide quality and affordable housing.
- The City shall incorporate this zoning throughout the City in order to provide a balance in housing options and locations.

Medium Density Residential (renamed, previously "T~~t~~wo-Family Residential"): This plan designation provides for a mix of multi-family, attached and single family housing, and manufactured dwelling parks. This plan designation shall provide a density of 6 to 12 dwelling units per net buildable acre. This plan designation is implemented by the Medium Density Zone (R-2).

- Environmental Resources and Community Design Objectives.
- Provide mixed-use residential areas in close proximity to services and activity areas.
- The City shall monitor the location, density and design of these developments in this zone to enhance the City livability and safety.

Medium-High Density Residential: This plan designation provides for a mix of multi-family, attached and single family housing at ~~12 to 34~~8 to 24 dwelling units per net buildable acre. This plan designation is implemented by the Medium-High Density Residential Zone (R-3).~~, and the High Density Residential Overlay District (HDR).~~

- Environmental Resources and Community Design Objectives.
- Provide quality multi-family housing, which assists in buffering commercial and light industrial uses from single-family residential where possible as well as providing affordable housing alternatives.

- The City shall monitor the location, density and design of these developments in this zone to enhance the City livability and safety.

Community Planning Areas shall be identified with Community Planning Area ~~designation~~ Overlay on the Comprehensive plan map and may authorize more intensive land use densities and floor area ratios than residential zoning designated elsewhere in the City. Specific zoning districts shall be applied to implement policies and objectives for the Community Planning Areas, including minimum residential~~,~~ and employment density objectives. ~~Community Planning Area map designations within the City are maps, which may be separate from the City-wide map but for all intents and purposes shall be considered a part of the official Comprehensive Plan~~.

- A mix of pedestrian supportive commercial and residential uses shall be encouraged within Community Planning Areas.
- The Development Code shall provide for sufficient land and shall establish development regulations and design standards that coincide with these objectives and encourage new commercial and residential development within Community Planning Areas.
- Minimum floor area ratios shall be applied based on the implementing Community Planning Area Overlay District as depicted on the Comprehensive Plan Map.
- Garages should be accessed from alleys where alleys are provided.
- City owned alleys should be cleared and opened for access to rear garages.
- As development occurs garages shall be located off of alleys where feasible.

Criteria for the location of multi-family housing shall include proximity to the City core, major transportation corridors, schools, services, parks, shopping, employment centers, and transit corridors.

MOLALLA COMMUNITY LIVABILITY

LAND USE AND DEVELOPMENT

The type, location and design of development and supporting public facilities is critical to the livability of the community. In combination, community design standards are intended to blend the natural environment with urban development. The design criteria ensure the protection of significant natural resources and enhance the visual attractiveness of the community – consistent with the need to provide an adequate supply of land for jobs and housing over the 20-year planning period.

Residential Livability Goals

- ***Establish residential areas that are safe, convenient, and attractive places to live which are located close to schools, services, parks, natural areas, shopping and employment centers.***
- ***Provide housing, employment opportunities and an environment with a high degree of livability for the citizens of Molalla.***
- ***To provide for urban growth while maintaining community livability while ensuring the efficient provisions of public facilities and services.***

Residential Livability Policies

1. Development standards shall be established for churches, parks, schools and other public uses and services that recognize the residential character of the neighborhood. Design standards shall provide for off-street parking and maneuvering, landscaping, access control, sign regulations, design review, and limitations relative to scale and services provided.

2. Public and semi-public buildings should be located in residential areas where those services are necessary or desirable. Such facilities should be compatible with their surroundings and meet planning and design review standards to ensure compatibility with surrounding residential neighborhoods.

3. The City shall coordinate with the Molalla fire and police departments to ensure residents have a safe environment in which to live.

4. The City shall establish areas for housing development, schools and parks that are convenient to shopping areas and employment centers.

5. The Molalla Municipal Code shall contain special planning and design review for public buildings, semi-public buildings, non-residential public buildings, and quasi-public buildings to ensure compatibility with the surrounding area.

6. Private and public developers shall be required to landscape their developments in order to create a park-like nature in the community.

7. The Molalla Municipal Code shall establish criteria for landscaping new development.

8. The City shall establish criteria for signage and sign placement.
    a. Signs located throughout the City should be aesthetically pleasing, though not restricted in design as to significantly limit their economic purpose.
    b. Specific sign design standards shall be applied in Community Planning Areas and along designated pedestrian streets.
    c. Sign standards shall control the visual impact of signs on the community and minimize sign clutter.

9. The City shall work with housing and employment agencies to improve the ~~Provide~~ housing and ~~,~~ employment opportunities ~~and an environment~~in the city to create ~~with~~ a high degree of livability for the citizens of Molalla.

~~10. The City shall provide its citizens quality homes, job opportunities and an environment of high standards.~~

~~11.~~10. The City shall establish park locations throughout the City as well as encourage other recreational uses of the surrounding area.

~~12.~~11. The ~~Planning Director~~City shall ensure homes are built to federal, state and local standards.

~~*MOLALLA COMMUNITY LIVABILITY*~~

~~LAND USE AND DEVELOPMENT~~

~~The type, location and design of development and supporting public facilities are critical to the livability of the community. Master planning and community design standards are intended to blend the natural environment with urban development and to ensure that adequate public facilities – including parks, schools and open space – are provided as land is annexed to the City. The master planning and design standards ensure the protection of significant natural resources and enhance the visual attractiveness of the community – consistent with the need to provide an adequate supply of land for jobs and housing over the 20-year planning period.~~

~~Residential Livability Goal~~

- ~~***Establish residential areas that are safe, convenient, and attractive places to live which are located close to schools, services, parks, natural areas, shopping and employment centers.***~~
- ~~***Provide housing, employment opportunities and an environment with a high degree of livability for the citizens of Molalla.***~~
- ~~***To provide for urban growth while maintaining community livability while ensuring the efficient provisions of public facilities and services.***~~

~~Residential Livability Policies~~

~~13.~~12. Master land development and conservation plans ~~shall~~ may be required prior to annexation of land to the City. Master plans shall show how and where:

The annexed property will be provided with adequate sanitary sewer, water, storm drainage, transportation, fire, police, school and park facilities, as called for in adopted plans and standards.

a. Urban public facilities ~~within the Urban Reserve Area (URA)~~ can be provided efficiently with the above public facilities and services.

b. Urban level development will be phased to ensure that adequate public facilities will be provided to each phase of development.

c. Inventoried natural hazards and resources will be protected consistent with adopted plans and standards.

~~14. The City of Molalla shall require that annexation and extension of public facilities and services be conditioned upon waiver of future Measure 49 claims.~~

~~15. Development standards shall be established for churches, parks, schools and other public uses and services that recognize the residential character of the neighborhood. Design standards shall provide for off-street parking and maneuvering, landscaping, access control, sign regulations, design review, and limitations relative to scale and services provided.~~

~~16. Public and semi-public buildings should be located in residential areas where those services are necessary or desirable. Such facilities should be compatible with their surroundings and meet planning and design review standards to ensure compatibility with surrounding residential neighborhoods.~~

~~17. The City shall coordinate with the Molalla fire and police departments to ensure residents have a safe environment in which to live.~~

~~18.~~13. The City shall coordinate with property owners in the development of housing, schools and parks that are convenient to shopping areas and employment centers.

~~19. The Molalla Municipal Code shall contain special planning and design review for public buildings, semi-public buildings, non-residential public buildings, and quasi-public buildings to ensure compatibility with the surrounding area.~~

~~20.~~14. Private and public developers shall be required to landscape their developments and protect identified natural features in order to develop needed parks and protect inventoried natural features in the community.

~~21. The Molalla Municipal Code shall establish criteria for landscaping new development.~~

~~22.~~15. Design of developments within the community shall consider the design of individual buildings in relationship to the broader community.

a. Good architectural design is necessary to provide visual variety and allow for individual identity.

b. At the same time, good community design provides a sense of unity with other development while eliminating conflicting appearances.

~~b.~~c. The City shall establish criteria for signage and sign placement.

~~23. Signs located throughout the City should be aesthetically pleasing, though not restricted in design as to significantly limit their economic purpose.~~

~~a. Specific sign design standards shall be applied in Community Planning Areas and along designated pedestrian streets.~~

~~b. Sign standards shall control the visual impact of signs on the community and minimize sign clutter.~~

~~c. Consistent with adopted plans, the City shall establish parks throughout the City as well as encourage other recreational uses in the surrounding area.~~

~~24.~~16. Provide for an attractive, interesting, and convenient downtown as a place to do business, work, shop, reside and visit.

a. Residential units should be permitted above or as an incidental use in conjunction with ~~the Downtown Commercial~~commercial development in the downtown area. These uses must go through a~~n extensive~~ design review process.

b. Through the Transportation Systems Plan the City shall make efforts to relieve truck traffic through the ~~Central Business District (CBD)~~downtown area.

c. The City ~~shall~~ may create and adopt a downtown revitalization plan~~ to capture Molalla's early 1900s heritage~~..

~~d. The City shall encourage present owners to take steps to increase the attractiveness by pursuing the early 1900s theme as the buildings are rebuilt or major renovations occur.~~

~~25.~~17. Encourage landscaping of streets throughout the City.

a. The City shall establish landscaping requirements throughout the City including industrial zones in order to uphold the r~~R~~ecreational t~~T~~heme and enhance the surrounding area.

~~b. The City shall encourage through standards and criteria compatible with the Recreation theme and the rest of the City.~~

~~c.~~b. The landscaping criteria shall be reviewed for each ~~industrial~~ proposed land use application for industrial development.

~~d.~~c. Existing trees shall be preserved where feasible. New trees shall be incorporated into each landscape plan.

~~e.~~d. Landscaping and/or open space may be used to buffer non-~~-~~compatible uses. It is intended to soften the visual impact and provide a sense of openness and should be used to complement good building designs and may be used to screen certain types of development.

~~26.~~18. When possible, schools shall be established close to housing, parks, and services.

a. Designate the school district's property and facilities for school purposes and coordinate expansion of the facilities, as they are needed.

b. The City will provide information to the school districts about proposed and actual residential developments within the City as well as continue to coordinate with the school districts for planning, scheduling, and construction of needed educational facilities.

PART IV. PUBLIC FACILITIES & TRANSPORTATION

GOAL 11: PUBLIC FACILITIES AND SERVICES

To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Background

Public facilities provide support for urban development and ensure a livable environment for citizens and businesses. These include sanitary sewer, water, storm drainage, transportation, parks, schools, local government, fire and police. Functional plans for public facilities are included in Volume III of the Molalla Comprehensive Plan. Park facilities are addressed in Part II of this Plan.

Functional plans for public facilities master plans along with their projections for growth and development are expected to change over time as new information and technology becomes available. Therefore, periodic updates to background sections of public facilities plans are not considered amendments to the Comprehensive Plan itself.

~~The 2006-10 efforts to establish a 50-year Urban Reserve Area (URA), Phase I, and to expand the City's 20-year Urban Growth Boundary (UGB), Phase II are designed as a two-phased planning process. Phase II will include updates the following functional (public facilities) master plans:~~

- ~~Wastewater (sanitary sewer) Master Plan~~
- ~~Water Master Plan~~
- ~~Transportation System Plan~~
- ~~School Facilities~~

1. **Primary Facilities and Services i~~I~~nclude**: Those which significantly impact public health and safety and are directly linked to the land development process, in terms of service capacity, location, and design, or directly affect public health and safety. Therefore, adequate provision must be made for these facilities/services prior to or concurrently with urban level development. These facilities and services include: sanitary sewer; water service; roads and transportation; storm drainage; police and fire protection.

2. **Complementary Facilities and Services include**: Those which complement the public health, safety and general welfare of urban residents and workers, but are not necessarily directly linked to the land development process or public health and safety. These facilities include: schools, library, and educational services; parks, recreation, and open space; solid waste; semi-public utilities; city administration; and health and social services. Complementary facilities and services directly affect livability and must be planned for in anticipation of development. However, complementary services

may be provided subsequent to actual development – so long as there are binding agreements with service providers and the City to provide these services at a specific future date.

Public Facilities Goals

- ***To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban development.***
- ***To ensure livable and complete neighborhoods – with adequate sanitary sewer, water, storm drainage, transportation, park and school facilities.***
- ***To ensure that development pays its fair share for needed public facilities as called for in adopted plans.***

~~Goal 11~~Public Facilities Policies

1. Molalla uses a three-step approach to planning for public facilities.
   1.1. First, general Policies and Implementation Measures are contained in the Comprehensive Plan.
   1.2. Second, individual master plans (e.g., Storm W~~w~~ater Master Plan, Transportation Systems Plan, etc.) are prepared and periodically updated to deal with specific facility requirements.
   1.3. Finally, the City shall ~~annually~~ periodically update ~~a rolling~~its five-year Capital Improvement Program, based on these master plans, that is used for scheduling and budgeting of improvement projects.
2. The City shall coordinate with service providers and property owners to encourage the development of the public and private facilities that meet the community's economic, social, cultural, health, and educational needs.
3. The City shall require future urban level development to be served by an adequate level of public sanitary sewer, water, storm drainage, transportation, park and school facilities through the annexation and master planning process.
4. The City shall plan and provide an orderly and efficient arrangement of public facilities and services, consistent with an adopted schedule and approved functional plans.
5. As development increases, so does the requirement for improved and greater capacity facilities and services.
   5.1. The City continues to emphasize the need for providing adequate facilities and services in advance of, or in conjunction with, urban development. However, it also recognizes that not all facilities and services require the same level of service adequacy, simultaneous with development.
   5.2. The Comprehensive Plan, therefore, prioritizes facilities into primary and complimentary categories and establishes specific development policies for each facility or service.
6. The City shall ensure prior to issuance of building permits that construction will comply with federal, state, and local regulations.
7. The City shall coordinate with service providers to ensure that an adequate level of public facilities is available in advance of or in conjunction with urban development. In cases where adequate public facilities are not immediately available:

7.1. The City may impose reasonable conditions of approval on that development, in terms of the provision of adequate services/facilities; and/or

7.2. Land use permits may be conditioned upon future provision of an adequate level of facilities subject to a binding agreement that such facilities will be provided prior to the issuance of building permits.

7.3. A phased development plan ma~~p~~y be approved, subject to future provision of an adequate level of public facilities for each future phase.

8. Except where specifically approved by the City Council and as allowed by state law, new private water, sanitary, and storm systems are not allowed within the City limits. ~~within the Molalla Urban Reserve Area~~.

9. Where a shortage of facilities/services exists or is anticipated in the near future, and other alternatives are not feasible to correct the deficiency, the City may initiate a moratorium on development activity or to manage growth through a public facilities strategy, as provided by statute. In the event that State laws provide other alternatives to address shortages of facilities/services, the City will consider those alternatives as well.

10. The City shall coordinate with service providers to provide, maintain, and promote the enhancement of state of the art infrastructure, including, but not limited to, transportation systems, sewer, water, natural gas, power, telecommunications, and air service to support the commercial and industrial needs of the community.

    10.1. Public facilities shall enhance the health, safety, educational, and recreational aspects of urban living.

    10.2. The City shall provide current state of the art facilities as required by federal, state and local government.

11. The City shall time the provision of facility construction and services to support planned urban development. Urban development will be allowed only in areas where adequate public facilities and services can be provided, and only within the City Limits, unless otherwise allowed by law.

12. Urban sanitary sewer and water service shall not be extended outside the Urban Growth Boundary in any case, except as allowed by state law~~.~~.

13. Urban sanitary and water service shall not be extended outside the City Limits, with the following exceptions:

    13.1. An immediate and demonstrable threat to the public health exists, as a direct result of the lack of the service in question;

    13.2. A Governmental agency is providing a vital service to the City;

    13.3. It is reasonable to assume that the subject area will be annexed to the City within a reasonable period of time. To meet this criterion the owner of the property must sign an agreement that the City may annex or may require the applicant to annex at any time of the City's choosing.

    13.4. For this purpose when the City believes one of the criteria above have been proven and an extension appears necessary the recipient shall pay all costs incurred by the City and sign an annexation agreement or service provisions agreement with the City.

14. The City shall provide or coordinate the provisions of facilities and services concurrent with need, which may be created by new development, redevelopment, or upgrades of aging infrastructure.

Those parties causing a need for expanded facilities and services, or those who benefit from such facilities and services shall pay for them.

15. The City shall coordinate with service providers such as utility companies to ensure adequate and efficient installation of needed services and equipment. The City of Molalla shall coordinate planning activities with the utility companies, to insure orderly and efficient installation of needed service lines and equipment.

16. The City shall coordinate with ~~periodically monitor the availability of health and social services, including day care, and where feasible, will cooperate with~~ the appropriate agencies to ensure adequate provision of health and social services and ~~in providing additional services and~~ facilities. The adequacy of these facilities should be considered during the process of planning for future growth.

17. City facilities shall be installed in accordance with the City's urban growth policies, Public Works Design Standards, and the functional plan associated with each facility. The City shall monitor its facilities and determine when updates and upgrades are necessary to handle projected growth.

18. Developments shall be required to extend services/facilities to the full width of the property being served to provide for connection to adjoining properties.

    18.1. Unusual existing circumstances may necessitate creative solutions for the extension of services/facilities.

    18.2. When a major line is to be extended, the City may authorize and administer the formation of a Local Improvement District (LID).

19. To enhance aesthetic quality, promote public safety and to protect service lines from damage (e.g., ice/wind storms or vehicle accidents), as new development occurs all utility service lines serving the developing property shall be placed underground where feasible, in accordance with the City's Public Works Design Standards.

    19.1. The City shall encourage utility companies to place existing aboveground services underground, at the earliest possible time frame possible.

    19.2. Aboveground facilities such as transformers shall be placed within a building, which can maintain a common use for the area. Where possible such facilities should be coordinated with the landscaping to provide screening.

    ~~19.3. Where feasible a building which can maintain a common use for the area, such as a restroom, shall be used and provided by at the cost of the utility company providing the service.~~

20. All major lines shall be extended in conformance to the line sizes indicated on the Master Plan and, at a minimum; provisions for future system looping shall be made. If the type, scale and/or location of a proposed development warrants minimum fire flows, the Director of Public Works may require completion of looped water lines in conjunction with the development.

~~21. When development occurs within 500 feet of a creek the developer shall provide the City with an amount of money necessary for the City to obtain a professional analysis of the potential effects on the creek. The City shall also require applicants to obtain written approval from the Division of State Lands prior to any work being done within potential wetland, floodplain or within five hundred (500) feet of creek areas.~~

~~22.~~21. Development, including temporary occupancy, that threatens the public's health, safety, or general welfare due to a failure to provide adequate public facilities and services, will not be permitted. Development applications will be allowed to proceed on the following basis:

~~23.~~21.1. The cost of all utility line extensions and individual services shall be the responsibility of the developer and/or property owners(s) seeking service.

~~24.~~21.2. In the course of site development, developers and service providers may be required to retain or improve native vegetation in identified riparian zones and landslide prone areas to decrease the amount of surface water run-off, to shade areas of surface water, to preserve areas of natural percolation, help stabilize landslide-prone areas, and reduce erosion. Replacement, enhancement, and/or restoration of vegetation, including the removal of invasive plants, may also be required depending on the type, scale, and location of development.

~~25.~~22. The City shall continue to construct, operate and maintain its water, sewer and storm facilities in conformance with Federal, State and Regional quality standards. ~~.~~

~~26.~~23. Semi-public facilities are privately owned and operated, but have general public benefit and may be regulated by government controls. They include a wide range of services from electric utilities to day care.

~~27.~~24. The City will continue to prepare/update and implement master plans for facilities/services, as sub-elements of the City's Comprehensive Plan and continue to implement the Water and Sewer Master Plan.

~~28.~~25. Priorities will be established to ensure that adequate public facilities are available to support desired industrial and commercial development.

~~28.1.~~25.1. A high priority shall be given to improvements to water, storm drainage, traffic circulation, and safety.

~~28.2.~~25.2. It is not the intent of this policy for the City to subsidize commercial or industrial development. Developers continue to be primarily responsible for providing needed improvements.

~~28.3.~~25.3. The City acts as the coordinating agent to ensure that adequate facilities coincide with development.

~~29.~~26. Development will coincide with the provision of utilities. These facilities shall be:

~~29.1.~~26.1. Capable of adequately serving all intervening properties as well as the proposed development; and,

~~29.2.~~26.2. Designed to meet City standards.

~~29.3.~~26.3. Require the placement of utilities underground in new developments and seek means of under grounding existing above ground utilities, other than storm drainage facilities.

~~30.~~27. The Transportation Systems Plan shall ensure standards for street development, to include ingress and egress, street control, parking, on and off street, street landscaping and sign requirements in the development stage.

Public Facilities Funding Policies

~~31.~~28. The City shall establish Systems Development Charges (SDCs) ~~system development charges~~ to provide and improve sanitary sewer, water, transportation, storm drainage, park, and recreation facilities.

~~32.~~29. The City may use the following or similar implementation measures to encourage achievement of the air, water and land resources goal: tax incentives and disincentives, land use controls and

ordinances, multiple use and joint development practices, capital facility programming, and enforcement of local health and safety ordinances.

~~33.~~30. The City shall establish and maintain revenue sources to support the plan policies for urbanization and maintain needed public services and facilities.

~~34.~~31. Developers will continue to be required to pay for demands placed on public facilities/services that are directly related to their developments.

~~34.1.~~31.1. The City may establish and collect Systems Development Charges (SDCs) for any or all-public facilities/services, as allowed by law.

~~34.2.~~31.2. The City may give SDC credits allowed by law when a proposed development provides additional improvements above and beyond what is normal.

~~35.~~32. The City shall continue to prepare and implement a ~~rolling five-year~~ Capital Improvement Program, with annual funding decisions made as part of the municipal budget process. As part of the Capital Improvement Program the City shall plan and schedule ~~major~~ improvements to its water, sewer, park, or storm improvements needed to serve continued development.

~~36.~~33. The City Council shall investigate funding alternatives to property taxes for funding public facilities and services. The City shall seek outside funding for expansion, improvements, and repairs of City facilities wherever possible.

~~37.~~34. The City may explore opportunities for financing the development and maintenance of parks and open space, including ~~the~~ a Park and Recreation or Special Service District to provide a full range of recreational opportunities to Molalla area residents.

~~38.~~35. Developers in the Molalla urban area shall be responsible for constructing public improvements that benefit their developments.

~~39.~~36. The City shall be responsible for planning, scheduling, and coordinating all street improvements through the on-going Capital Improvements Plan.

~~39.1.~~36.1. Maintenance of the developed City Street System is a public obligation.

~~39.2.~~36.2. The City shall coordinate routine and necessary maintenance with the appropriate State or County agencies.

~~40.~~37. The City shall coordinate with Clackamas County and ODOT to provide improvements to regional transportation facilities, which, due to inadequate carrying capacities, ~~frustrate~~ may hamper implementation of the City's Transportation Plan.

~~41.~~38. The City shall ~~pursue a grant to~~periodically update the Transportation Systems Plan (TSP) to meet changing transporation needs in the City. ~~by 2010~~.

Wastewater Facilities (Sanitary Sewer)

~~42.~~39. The City shall coordinate with Clackamas County to monitor septic tanks both in the City and outside the City but within the urban growth boundary.

~~42.1. Septic tanks may be allowed in the Urban Growth Area outside the City limits on existing rural parcels under jurisdiction of Clackamas County, subject to Health Department approval and siting standards that ensure efficient future urban development.~~

~~42.2. The Public Works Department shall work with Clackamas County to provide the City with proof of yearly tests on all septic tanks outside the City limits but within the Urban Growth Boundary.~~

~~42.3.~~39.1. Because of the poor percolation qualities and shallow water table associated with much of the soil in the planning area, urban level development will be required to utilize sanitary sewers.

~~43.~~40. All parcels within the City shall be served by sanitary sewer.

~~43.1.~~40.1. The City of Molalla shall require all existing and new development within the City to connect to the sewer line within one (1) year of annexation.

40.2. New development shall be required to connect to City sewer.

41. The City shall update its storm sewer and sanitary sewer master plan. The plan shall be designed to accommodate the growth anticipated in undeveloped portions of the Molalla Planning Area.

42. The City shall develop implementation measures necessary to ensure that a storm sewer and sanitary systems are provided to areas designated urban.

43. Create and continually update a storm sewer master plan.

44. Adopt a general drainage policy outlining responsibilities, procedures, and guidelines for joint public and private participation in local drainage improvements.

45. The Master Plan and the Capital Improvement Program will continue to be the basis of establishing Systems Development Charges for storm drainage. The funds are used to upgrade the storm drainage system beyond those improvements required to serve individual developments. Provision of drainage control within a given development shall remain the responsibility of the developer, with the City assisting only so far as to assure the new system will also accommodate off-site drainage. In reviewing planned improvements, the City Engineer may specify the use of on-site or off-site storm water detention, based on specific site characteristics and drainage patterns of the area.

46. Molalla has established a single-storm drainage runoff standard that is applied throughout the City. That standard requires developers to plan for at least a 25-year storm event. The appropriate criteria will be established and implemented through the City's Public Works Design Standards.

47. Natural drainage ways shall be established as necessary below drainage and culvert discharge points for a distance sufficient to convey the discharge without channel erosion. The City Engineer may require the use of energy dissipaters to help minimize erosion.

48. Sediment and erosion control shall be provided consistent with the Public Works Design Standards. All approved open drainage channels and open detention/retention basins shall be designed, constructed, and maintained with appropriate safeguards to insure public health and safety.

~~43.2.~~49.All development proposals shall be accompanied by a storm drainage plan and hydrologic analysis adequate to meet the above policies and standards, unless waived by the City Engineer for good cause. No development permit shall be issued for any project until the Director of Public Works approves a storm drainage plan.

~~44. Development and siting in locations without fire protection service shall be contingent upon the developer providing the services or the subsidizing of those services.~~

~~45. High quality water supply and distribution systems shall be maintained to meet current and future domestic and industrial needs. The City will encourage coordination of water supply planning between the City and other water districts and private water systems.~~

Water

~~46.~~50. Obtain additional water supplies to meet the needs of Molalla through the year 2030.

~~47.~~51. Work with developers to secure underground water rights where feasible.

~~48.~~52. The City shall review and, where necessary, update the Water System Master Plan to conform to the planned land uses shown in the Comprehensive Plan and any subsequent amendments to the Plan.

~~49.~~53. The City shall continue to develop, operate and maintain a water system, ~~policy,~~ including wells, pumps and reservoirs, capable of serving all urban development within the UGB.

~~50.~~54. In all water related issues, the City will comply with applicable State and Federal water quality standards.

~~51.~~55. All waste and process discharges from future development, when combined with such discharges from existing developments shall not threaten to violate or violate applicable state or federal environmental quality statutes, rules and standards.

~~52. The Director of Public Works shall establish a plan to advise all required agencies where any proposed discharge will affect the quality of air or water.~~

~~53.~~56. All government agencies responsible for assuring air, water and land resource quality in the planning area shall be contacted when plans affecting waste and process discharges are proposed. These proposals should be coordinated with other plans affecting waste and process discharges within the air shed and river basin encompassing the planning area, and respective roles and responsibilities of the government agencies determined.

~~54. Any agency required by the plan will be advised in writing.~~

57. High quality water supply and distribution systems shall be maintained to meet current and future domestic and industrial needs. The City will encourage coordination of water supply planning between the City and other water districts and private water systems where necessary.

58. Development and siting in locations without fire protection service shall be contingent upon the developer providing the services or the subsidizing of those services.

~~55. The City shall update its storm sewer and sanitary sewer master plan.~~

~~56. The City shall develop implementation measures necessary to assure that a storm sewer and sanitary systems are provided to areas designated urban.~~

~~57. The plan shall be designed to accommodate the growth anticipated in undeveloped portions of the Molalla Planning Area.~~

~~58. Create and continually update a storm sewer master plan.~~

~~59. Adopt a general drainage policy outlining responsibilities, procedures, and guidelines for joint public and private participation in local drainage improvements.~~

~~60. The Master Plan and the Capital Improvements Program will continue to be the basis of establishing Systems Development Charges for storm drainage. The funds are used to upgrade the storm drainage system beyond those improvements required to serve individual developments. Provision of drainage control within a given development shall remain the responsibility of the developer, with the City assisting only so far as to assure the new system will also accommodate off-site drainage. In~~

~~reviewing planned improvements, the City Engineer may specify the use of on-site or off-site storm water detention, based on specific site characteristics and drainage patterns of the area.~~

~~61. Molalla has established a single-storm drainage runoff standard that is applied throughout the City. That standard requires developers to plan for at least a 25-year storm event. The appropriate criteria will be established and implemented through the City's Public Works Design Standards.~~

~~62. Natural drainage ways shall be stabilized as necessary below drainage and culvert discharge points for a distance sufficient to convey the discharge without channel erosion. The City Engineer may require the use of energy dissipaters to help minimize erosion.~~

~~63. Sediment and erosion control shall be provided consistent with the Public Works Design Standards. All approved open drainage channels and open detention/retention basins shall be designed, constructed, and maintained with appropriate safeguards to insure public health and safety.~~

~~64. All development proposals shall be accompanied by a storm drainage plan and hydrologic analysis adequate to meet the above policies and standards, unless waived by the City Engineer for good cause. No development permit shall be issued for any project until the Director of Public Works approves a storm drainage plan.~~

Storm Sewer

~~65.~~59. Ensure that the City has an adequate storm detention system.

~~66.~~60. Where feasible existing culvert or piped drainage ways will be "day lighted" (converted from underground to surface facilities). Open drainage ways may be used as open space requirements for developments, provided that they meet the design requirements of the Planning Department.

~~67.~~61. Conversion of existing swales or drainage ways to culvert, piped systems, or linear ditches shall be permitted only where the Director of Public Works determines that there is no other reasonable site development option.

~~68.~~62. Ensure adequate storm drainage.

~~69.~~63. During development of a storm sewer master plan (see Public Facilities and Services element) the issue of water quality aspects of urban storm runoff shall be addressed.

~~70.~~64. Maximize the use of the natural drainage system to allow for ground water infiltration and other benefits to community aesthetics as well as habitat enhancement. This does not mean that natural drainage ways will be left unimproved. The City must approve alterations of any kind.

~~71.~~65. Regulations regarding the cleaning of private commercial and residential parking lots shall be addressed during development of the storm sewer master plan.

~~72.~~66. This City shall require developers to utilize natural drainage ways in the storm drainage plan.

~~73.~~67. Require all future utilities to be placed underground, other than storm drainage facilities.

Solid Waste

Currently solid waste from the City of Molalla is transported by contractors to Oregon City, which is in the Portland Metro Area. Within the Portland metropolitan area solid waste disposal has been a concern for many years. The average family of four generates about 4 tons of garbage a year, which ends up in sanitary landfills. The existing landfills in the metropolitan area have been filled and it is no longer feasible to site new ones. Garbage from the Portland region is now hauled, at considerable expense, to Eastern Oregon for disposal.

~~74.~~68. This Plan ~~also~~ recognizes that a successful solid waste management plan will have to deal with much broader issues than just landfills.

~~75.~~69. Such a regional plan must address the issue of throwaway products and emphasize programs for waste reduction rather than discard as a long-term solution.

~~76.~~70. Work to assist in solid waste management wherever possible and seek economical and convenient solid waste disposal for City residents through the franchise granting process.

~~77.~~71. The City shall support the district supplying solid waste service to Molalla~~-~~ in its efforts to provide suitable sites for solid waste disposal. The City shall coordinate with contractors to ensure the City has solid waste disposal service.

~~78.~~72. Processing techniques designed to recycle sludge and other solid waste materials shall be encouraged and utilized where feasible to conserve energy resources.

~~79.~~73. The City ~~and County~~ shall encourage a continued cooperative recycling effort within the Molalla Urban Growth Boundary as well as work together to gain one hundred (100) percent disposal of waste at appropriate landfill sites and discourage the dumping of wastes on public and private lands. The City shall ensure the collection of solid waste.

~~80.~~74. The City shall promote and encourage service organizations and/or industry to establish recycling programs and centers for newspapers, magazines, glass, metal and other recyclable materials.

Molalla River School District No. 21

The Molalla River School District provides the Molalla community with kindergarten through twelfth grade with school facilities located both inside and outside the city's UGB. . ~~In 2007, the District had nine schools, eight of which are open and one is closed. Six of the district schools are located within the City Limits and two are located outside the UGB in the County.~~ The following coordination policies commit the City to working with District 21 in planning for community growth:

~~81.~~75. The City and the District 21 School District Board shall coordinate regarding planned urban development and the location and service needs of District schools.

~~82.~~76. The City shall ~~work~~ coordinate with District 21 to ensure that adequate future school sites are available within the ~~50-year Urban Reserve Area (URA) or 20-year~~ Urban Growth Boundary (UGB), depending on the timing of planned facilities, as necessary.

~~83. Schools serving students living within the Molalla UGB should be located within the urban growth boundary.~~

~~84.~~77. ~~Sites for future schools should be acquired well in advance of need within the designated Urban Reserve Area or within the UGB~~.

~~85.~~78. Future schools should be located to provide reasonable access to the student population served as recommended in Policies ~~86-88~~79-81 below.

~~86.~~79. Elementary Schools:

~~86.1.~~79.1. Should be located near the center of existing or future residential neighborhoods within safe and reasonable walking distance of as many students as possible.

~~86.2.~~79.2. Whenever possible, be on residential streets which provide sufficient access for buses and other necessary traffic but have a minimum of non school-related vehicle activity.

~~87.~~80. Middle and High Schools:

~~87.1.~~80.1. Should have adequate, safe and direct access from the principle street network.

~~87.2.~~80.2. Should be in locations central to the population served.

~~87.3.~~80.3. Should be designed, sited and constructed to encourage the use of walkways, bikeways and public transit.

~~88.~~81. Developers shall coordinate with District 21 through the master planning process, to ensure that an adequate level of school facilities are provided to support residential development, as land is annexed to the City.

Police and Fire Protection

Police protection in Molalla is provided 24 hours a day, 7 days a week. The police department is presently located in the rear section of the City hall building located at 117 North Molalla Avenue.

~~89.~~82. The location of City Hall and the Molalla Police Department should be in a central location~~ where it is easily accessible to the public, and off-street parking is available~~.

~~90.~~83. The police department coverage includes all areas within the existing City Limits and shall continue to do so as land is annexed to the City.

~~91.~~84. The City ~~currently~~ shall maintain ~~s~~ a ~~ratio of two policemen per 1000 population; the City Council may adopt~~ police level-of-service standard appropriate to service level and budgeting availability.~~s that would apply to annexation of land to the City.~~

The Molalla Rural Fire Protection District is responsible for maintaining and upgrading fire-fighting apparatus and making necessary capital improvements such as new fire stations. However, the overall effectiveness of its operations is significantly affected by the location and design of urban development.

~~92.~~85. The Fire District coverage includes all areas within the existing Urban ~~Reserve Area~~Growth Boundary.

~~93.~~86. Provide fire protection consistent with the health, welfare, and safety of Molalla citizens.

~~94.~~87. The City shall require that all buildings be designed to meet such standards as may be agreed to by the City and the Fire District.

~~95.~~88. The City shall also continue to coordinate with the Fire District in maintaining accurate maps (including addressing) and land development records.

~~96.~~89. New construction shall meet state fire marshal requirements for accessibility and water supply.

City Hall and Library

~~Decisions about the growth of City staff and how to fund operations are properly within the jurisdiction of the City Council. Therefore, no specific staffing standards are established.~~ The City has a need for a larger more up-to-date building in which to house the City Hall and the Police Department. The building currently being used is outdated and much too small to handle the needs of the City. Molalla's City Hall

is located on North Molalla Avenue, north of Main Street. City Hall provides office space for ~~the Mayor, City Administrator, City Recorder, City Finance Department, Director of Public Works, Planning Department, and Police Department~~all administrative functions of the City.

~~97.~~90. There is a need for the City to find a suitable replacement for the current outdated and undersized City Hall and Police Station. This site shall be easily accessible to the public. ~~and located within the Central Business District.~~

The Public Library is located in the southern portion of the City on 5th Street just east of South Molalla Avenue; it ~~. The library is a new facility completed in 2001. The library~~ houses computer labs, a small conference room, offices, and accommodates library staff.

Semi-Public Utilities

Semi-public utilities are privately owned and operated companies, but have general public benefit and may be regulated by governmental controls. They include energy and communications facilities and services. Utilities in this category include communications, broadband, natural gas, and electric services These services and facilities are adequate to serve the City of Molalla at this time.~~.~~

~~98.~~91. The City shall coordinate with semi-public utilities in the provision of services to new development and in planning for future development.

Health and Social Services

Health care facilities and services are provided by a variety of public and private agencies throughout the area. There are two hospitals approximately 17 miles from Molalla: Willamette Falls Hospital lies to the north in Oregon City; and Silverton Hospital lies to the south in Silverton. There are several other medical facilities throughout the City including ~~.~~ Silverton Hospital's ~~recently completed an~~ urgent care facility in Molalla. Social services are also provided by a variety of agencies, including State and County facilities and volunteer or non-profit organizations. Many of these facilities within the City of Molalla are extremely limited in capacity and additional facilities will be needed to support future population growth.

~~99.~~92. The City shall coordinate with health and social service providers in planning for future development.

~~100.~~93. As Molalla grows it will eventually require its own hospital facility and should plan accordingly.

United States Post Office

A United States Post Office is located on Robbins Street west of Grange Street. Postal service is provided over a large area via rural route carriers. Rural carriers or post office boxes provide s~~S~~ervice within the City limits. As the City has grown the post office has maintained its current size.

~~101. The City shall work with the U.S. Postal Service to provide a larger facility, which can accommodate more mailboxes allowing for the growth Molalla continues to experience.~~

Electrical S~~s~~ervices

~~102.~~94. Transmission lines should be located within existing corridors, which shall be utilized for multiple purposes to the greatest extent possible.

~~103.~~95. Substations and power facilities shall be landscaped~~, and the site plan shall be approved by the Planning Commission.~~.

GOAL 12: TRANSPORTATION

To provide and encourage a safe, convenient, and economic transportation system.

Background

The City has an approved Transportation Systems Plan or TSP. (~~2000~~ 2001 Molalla Transportation Systems Plan). The Molalla TSP provides background information, analysis, policies and standards for the various modes of transportation that serve the City's growing population. The TSP has been acknowledged for compliance with Goal 12 (Transportation) and the Goal 12 administrative rule (OAR Chapter 660, Division 12) by the Land Conservation and Development Commission. ~~The TSP will need to be updated following expansion of the Molalla UGB in 2010-2011.~~

Molalla is served by State Highway 211 (designated as Main Street within the City Limits) and State Highway 213, which runs north and south along the western edge of the ~~study area~~city, connecting it to I-205 in Oregon City and I-5 in Salem. ~~.~~ Highway 211 is the only east/west through street within the City. Highway 211 connects with State Highway 26 in Sandy, 40 miles to the northeast, and State Highway 99E in Woodburn, 13 miles west of Molalla. There is also an interchange with Interstate 5 in Woodburn. Highway 211 is the major traffic carrier between Woodburn and Estacada.

State Highways 211 and 213 provide essential transportation linkages for Molalla's growing economic and population growth – and connect the City to the Portland and Salem metropolitan areas. However, traffic volumes on most transportation routes in Molalla have risen over the years as the population has increased. Without appropriate mitigation measures, increased congestion and delays conflict with local and statewide planning goals and rules. These increasing volumes, which include a high percentage of trucks and other large vehicles, are changing the atmosphere of the downtown commercial district and causing an unsafe and unattractive environment for pedestrians and bicyclists. Improving and maintaining system capacity over time creates challenges to the City, County and ODOT planners. Policies to address the continued functionality of these highways are found in the TSP.

Transportation Goals

- ***To reduce ~~Congestion~~ congestion and provide for a safe and convenient transportation system throughout the City of Molalla.***
- ***Conserve ~~Energy~~energy.***
- ***Minimize the vehicular impact upon~~t~~ the City of Molalla and ~~to~~ integrate Molalla with the various transportation planning and development systems within the state.***
- ***Ensure that the roadway network is adequate in terms of function, capacity, level of service, and safety.***
- ***Identify and prioritize transportation improvement needs in the City of Molalla, and identify a set of reliable funding sources that can be applied to those improvements.***
- ~~***Utilize existing railroad facilities to the maximum benefit of the community in attracting industry and as a potential means of mass transit in the future.***~~
- ***The City will promote alternative modes of transportation.***

- ***The City of Molalla is committed to the promotion of a balanced, safe and efficient transportation system and shall make every effort to satisfy this commitment.***
- ***Minimize the vehicular impact upon the City of Molalla and to integrate Molalla with the various transportation planning and development systems within the state.***
- ***Ensure that the roadway network is adequate in terms of function, capacity, level of service, and safety.***
- ***Identify and prioritize transportation improvement needs in the City of Molalla and identify a set of reliable funding sources that can be applied to those improvements.***

Goal 12 Policies

Streets and Roads

1. Molalla is committed to updating the TSP~~ through a grant in 2010~~, to reflect anticipated updates to this Comprehensive Plan, UGB and the Molalla Zoning Ordinance (Title 18 of the Molalla Development Code. Any zone change made prior to the TSP update will require a transportation impact study.

~~2. Designate sections of State Highway 211 as a Special Transportation Area.~~

~~3.~~2. R~~To r~~equire right-of-way dedication during redevelopment for new street, sidewalk or accessway connections.

~~4.~~3. Require ~~crossover~~ recipricol access easements during redevelopment to facilitate shared access between non-residential developments.

~~5.~~4. Ensure property owners maintain the streetscape (between the curb and their property).

5. Consider designating sections of State Highway 211 as a Special Transportation Area.

6. Consider ~~I~~implementing the preferred development Downtown District alternatives listed in the Downtown Development/OR 211 Streetscape Plan, including~~.~~

   a. ~~Implement~~ T~~t~~he preferred cross section into the City's proposed TSP; and

   b. Requiring~~e~~ right-of-way dedication north and south of State Highway 211 ~~in Molalla's~~a Downtown STA to obtain the required 66 foot wide right-of-way width through new development.

~~7. To implement the preferred OR 211 corridor development alternatives listed in the Downtown Development/OR 211 Streetscape Plan~~

   ~~a.~~c. Require dedication of right-of-way along State Highway 211 west of Molalla's downtown where necessary to allow for upgrades~~ or require a fee in lieu~~.

   ~~b.~~d. Ensure that redevelopment places utilities underground.

~~8.~~7. Strengthen the City of Molalla's business community by considering the implementation of ~~ing~~ a mixed use Central Business District (CBD) that concentrates pedestrian-oriented commercial/retail uses within a district that is easily walkable. Allow residential uses in the CBD and high density residential nearby to allow for sufficient local population to support the CBD.

~~9.~~8. Improve pedestrian circulation and safety by requiring sidewalk improvements with redevelopment and enforcing maintenance of pedestrian facilities.

~~10.~~9. Where possible, t~~T~~he General Commercial zone shall ~~be~~ accommodate pedestrian-oriented ~~in~~ designs.

~~11.~~10. Access Management:

a. The function of existing and planned roadways as identified in the adopted Transportation System Plan shall be protected through the application of appropriate access control measures.

b. The function of existing or planned roadways or roadway corridors shall be protected through the application of appropriate land use regulations ~~for example residential uses shall not have direct access off a proposed arterial~~.

c. The potential to establish or maintain accessways, paths, or trails shall be considered prior to the vacation of any public easement or right-of-way.

d. Right-of-way for planned transportation facilities shall be preserved through all practical means. ~~This will include exactions, voluntary dedication, setbacks, or other appropriate means.~~

e. Consolidate driveways/curb cuts to the greatest extent practicable.

f. Minimize the width of curb cuts.

~~12.~~11. D~~To d~~evelop a network of streets, accessways, and other improvements, including bikeways, sidewalks, and safe street crossings to promote safe and convenient bicycle and pedestrian circulation within the community.

~~13.~~12. C~~To c~~ooperate with and notify all appropriate local, state and federal agencies and transportation interest groups when a land use application is submitted ~~and~~ that potentially impacts a transportation facility. Notification will help to identify agency standards and provide an efficient and economical transportation system.

~~14.~~13. Planning decisions shall conform to the Comprehensive Plan, Zoning Maps, and supporting documents. The future roadway network plan as identified by the Transportation Systems Plan shall be the conceptual framework for future streets. Final street alignments will be refined through the development review process.

~~15.~~14. A list of transportation system improvements which are allowed, conditionally allowed and permitted through other procedures will be listed in the Zoning Ordinance to implement the TSP.

~~16.~~15. C~~To c~~ontinue to designate arterial, collector, and local streets for urban and rural areas with the Urban Growth Boundary.

~~17.~~16. Emphasize maintenance of existing roadways with improvements where appropriate to improve traffic flow and safety at a reasonable cost.

~~18.~~17. Strive to upgrade substandard streets as funds become available.

~~19.~~18. Investigate all possible sources of funding for street improvements.

~~20.~~19. Coordinate with the Oregon Department of Transportation to improve State Highway 211 in Molalla to provide general improvement of traffic circulation and safety.

~~21.~~20. Coordinate efforts with Clackamas County with regard to actions that affect Molalla Avenue.

~~22.~~21. Continue to explore possibilities for developing an alternative truck route to divert truck traffic away from the Central Business District (CBD).

~~23.~~22. Develop a multi-modal transportation system that avoids reliance upon one form of transportation as well as minimized energy consumption and air quality impacts.

~~24.~~23. Protect the quality of neighborhood and the community.

~~25.~~24. Provide for adequate street capacity and optimum efficiency.

~~26.~~25. Promote adequate transportation linkages between residential, commercial, public, and industrial land use.

~~27.~~26. Provide for the needs of the transportation disadvantaged in the greatest extent possible.

~~28.~~27. ~~Develop~~ Maintain an up-to-date~~a~~ functional classification system that addresses all roadways within the urban growth boundary.

~~29.~~28. In conjunction with the functional classification system, identify corresponding street standards that recognize the unique attributes of the local area.

~~30.~~29. To identify existing and potential future capacity constraints and develop strategies to address those constraints, including potential intersection improvements, future roadway needs, and future street connections.

~~31.~~30. Evaluate the need for modifications to and/or the addition of traffic control devices.

~~32.~~31. Identify existing and potential future safety concerns as well as strategies to address those concerns.

~~33.~~32. Develop and periodically update a prioritized list of transportation improvement needs in the study area.

~~34.~~33. Develop construction cost estimates for the identified projects.

~~35.~~34. ~~Evaluate~~ Continue to evaluate the adequacy of existing funding ~~the~~ sources to serve projected improvement needs.

~~36.~~35. Continue to ~~E~~evaluate innovating funding sources for transportation improvements.

~~37.~~36. Develop a comprehensive system of pedestrian and bicycle routes that link major activity centers within the City and coordinated with the Parks Master Plan.

~~38.~~37. Encourage the use of alternative modes of transportation by providing a system that ensures mobility for all users.

~~39.~~38. Encourage the continued use of public transportation services and identity improvements to further promote ~~a~~ transit in the community.

Other Modes of Transportation~~Railroads~~

1. Coordinate with Southern Pacific Railroad to ~~expand~~ construct a future multi-use trail or path along the rail corridor located in Molalla.

~~2. Urge all appropriate state and regional agencies to seriously consider the use of existing rail facilities for the development of a light rail, mass transit system, which would ultimately serve the City of Molalla.~~

~~3. Encourage the development of a multi-use trail along the rail line, dedicating easements in the riparian area along Bear Creek, and requiring dedication of land for new parks to be built as needed in Molalla's Downtown.~~

~~Public Transportation~~

1. Encourage the use of alternative modes of transportation ~~by providing~~through a system that ensures mobility for all users.
2. ~~Develop~~ Encourage a multi-modal transportation system that avoids reliance upon one form of transportation as well as minimized energy consumption and air quality impacts.
3. ~~Encourage the use of alternative modes of transportation by providing a system that ensures mobility for all users.~~
4. ~~4.~~3. Encourage the continued use of public transportation services and identify improvements to further promote transit in the community.
5. ~~5.~~4. Support the development of pedestrian/bikeways along Molalla's road network to the greatest extent possible.
6. ~~6.~~5. Coordinate with the public and private sector for the establishment of pedestrian/bikeways.
7. ~~7.~~6. Seek outside funding wherever possible for bicycle pathways and other energy saving methods of transportation.
8. ~~8.~~7. Develop a comprehensive system of pedestrian and bicycle routes that link major activity centers within the City.
9. ~~9.~~8. Provide for the needs of the transportation disadvantaged in the greatest extent possible.

Molalla's Goal 12 policy framework is found in the adopted and acknowledged Molalla Transportation System Plan (TSP). This functional plan addresses all applicable transportation modes in Molalla and includes transportation facility policies and design standards. Molalla is committed to updating the TSP ~~through a grant by 2010,~~ to reflect anticipated updates to this Comprehensive Plan, UGB and the Molalla Zoning Ordinance (Title 18). Any zone changes made prior to the TSP update will require a transportation impact study.

PART V. URBAN FORM AND GROWTH MANAGEMENT

GOAL 13: ENERGY CONSERVATION

Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.

Energy Conservation Goal

- ***To conserve energy in existing and proposed community development.***

Goal 13 Energy Conservation Policies

1. The City shall encourage alternative energy sources. Conservation of energy shall be encouraged at all times.
2. In order to reduce future demands for electrical energy, the City shall:
   2.1. Encourage incorporation of alternative energy sources (e.g., solar, etc.) into new construction, as well as retrofitting of existing development.
   2.2. Consider joint efforts with PGE, -Army Corps of Engineers, ETO (Energy Trust of Oregon), Clackamas County, and other government agencies, to study the potential for local power generation.
3. To set an example for proposed developments, the City will incorporate energy efficient designs into construction of City buildings and facilities.
4. The City will review and revise existing street lighting standards to provide adequate safety while minimizing the demand for power (e.g., use of minimum number of lights, use of energy-efficient lights such as high pressure sodium lamps.).
5. To conserve energy by using energy conservation as a determinant in:
   5.1. The location of various land use activities (residential, commercial, industrial).
   5.2. The design and development of a transportation system.
   5.3. The design and construction of housing and other structures.
6. The City may use the following or similar implementation methods to encourage achievement of the energy goal:
   6.1. Reduced lots sizes and increased housing density;
   6.2. Increasing solar access;
   6.3. Use of alternative energy sources, such as wind;
   6.4. Systems and incentives for the collection, reuse and recycling of metallic and nonmetallic waste;
   6.5. Encourage energy responsive state building codes and use of LEED standards[7]
7. Measures designed to conserve energy resources shall be consistent with the goals and policies of this Plan.
8. Energy conservation shall be addressed in the Transportation System Plan by reducing reliance on single-occupancy vehicles. This should include development of bicycle/pedestrian paths, or express bus system.

~~8.~~

[7] The Leadership In Energy and Environmental Design (LEED) Green Building Rating System is an independent certification program that provides voluntary guidelines for developing high-performance, sustainable buildings.

9. The City shall:

   9.1. Actively assist and encourage the development of alternative sources of energy.

   9.2. Encourage conservation techniques for all new industrial, commercial, and multi-family developments, and encourage site planning, landscaping and construction which support solar energy use and conservation.

   9.3. Encourage renewal and conservation of existing neighborhoods and buildings, and create a multi-centered land use pattern to decrease travel needs. Infill development ~~ing of passed over vacant land~~ is encouraged. Close relationships among developments for living, working, shopping and recreation are encouraged through planned mixed-use zoning.

10. Provide for higher density, encourage more common-wall residential development types as an alternative to single family detached housing.

11. Encourage recycling and conservation efforts.

12. With any proposed change in the Urban Growth Boundary, consideration shall be given to energy conservation.

13. Land use planning shall encourage the efficient use and re-use of buildable lands within the ~~Urban~~ urban ~~Area~~area.

14. Consider and foster the efficient use of energy in land use and transportation planning.

15. The City shall consider adoption of the Oregon Department of Energy's Model Conservation Ordinance.

16. Local building officials shall perform initial and final inspections after completion of all new construction and provide stamped certification of compliance with state building codes.

17. Research appropriate standards to protect the availability of sunlight and wind as energy sources.

18. The City shall explore the feasibility of a mini-transit system as funds are available.

~~19. The City shall exact compliance with the approved public facilities plan.~~ Compliance with approved public facilities plans is expected.

~~20.~~19. Information shall be made available concerning local conservation programs.

~~21. The City should make available information about the appropriate tax benefits of and the availability and location of buildable lands in the urban growth area.~~

GOAL 14: URBANIZATION

Agricultural and Forest Lands Protection

Molalla is a rural community with farmland located near the City in all directions. One of the factors considered in location of the Urban Growth Boundary was the preservation of that agricultural land and buffering between agricultural and urban uses. Large agricultural areas remain in all directions of the City outside the existing growth boundary. There is a large residential exception~~s~~ area directly to the south of the existing UGB. ~~, which has a top priority for UGB or URA expansion. The City recognizes the importance of protecting farm and forest land; however it is likely that the City will need to expand into some agriculture and forest lands at such time a UGB expansion occurs as part of Phase II of this process identified earlier in this plan. Aside from the southern exceptions area, the City is surrounded by agricultural lands, giving the City no other option than to utilize such lands for planned urban growth. When the time comes for~~ If the City should ever ~~to~~ expand its current Urban Growth Boundary, consideration will be given to agriculture and forest land to minimize impacts on such lands as required by the ~~ORS 197.298 P~~priorities for urban growth boundary expansion in ORS 197.298.

Statewide Planning Goals 3(Agricultural Lands) and 4 (Forest Lands) ~~are not applicable~~ do not apply within Molalla Urban Growth Boundary (UGB) because there are no lands designated for farm or forest use within the UGB. Impacts on agricultural and forest land were considered when the UGB was adopted and acknowledged by the Land Conservation and Development Commission (LCDC) in ~~the 1980s~~1981~~,~~ and will be considered further during ~~the URA and~~ any UGB amendment process.~~es in 2008-09.~~ Goals 3and 4 will continue to protect agricultural and forest land outside the UGB. ~~– and within the Urban Reserve Area (URA).~~

Rural Land Protection Policy

- ***Protect agricultural and forest land outside Molalla Urban Growth Boundary~~– but within Molalla Urban Reserve Area –~~ until needed for development consistent with Statewide Planning Goal 14 (Urbanization) ~~and the Urban Reserve Area Administrative Rule (OAR Chapter 660, Division 021).~~***

The Urban Growth Boundary ~~(UGB – 20 Years)~~

Statewide Planning Goal 14 requires that Molalla and Clackamas County jointly adopt a 20-year urban growth boundary (UGB) that defines where urban services will be provided to serve existing and planned urban development. Urban services cannot be extended outside the UGB to serve rural land. Thus, the UGB defines where urban growth can occur, and where it cannot. The UGB separates urban from rural land. The initial Urban ~~g~~Growth Boundary was adopted in 1981.

The "need" section of Goal 14 requires that the UGB must be large enough to accommodate population and employment growth needs (including parks and schools) for the 20-year planning period:

> ***Establishment and change of urban growth boundaries shall be based on the following:***
> ***(1) Demonstrated need to accommodate long range urban population, consistent with a 20-year population forecast coordinated with affected local governments; and***

> ***(2) Demonstrated need for housing, employment opportunities, livability or uses such as public facilities, streets and roads, schools, parks or open space.***
> ***In determining need, local government may specify characteristics, such as parcel size, topography or proximity, necessary for land to be suitable for an identified need.***

The "location" section of Goal 14 sets forth criteria for determining the direction of urban growth:

> ***The location of the urban growth boundary and changes to the boundary shall be determined by evaluating alternative boundary locations consistent with ORS 197.298 and with consideration of the following factors:***
> ***(1) Efficient accommodation of identified land needs***
> ***(2) Orderly and economic provision of public facilities and services;***
> ***(3) Comparative environmental, energy, economic and social consequences; and***
> ***(4) Compatibility of the proposed urban uses with nearby agricultural and forest activities occurring on farm and forest land outside the UGB.***

~~When a~~ If the UGB is ever expanded, the City ~~must~~ will show how land within the UGB can be developed at urban densities and served efficiently with sanitary sewer, water, storm drainage and transportation facilities. The City ~~must~~ will also consider economic, social, environmental and energy consequences of alternative growth options. ORS 197.298 requires all cities in Oregon to include rural residential areas before moving into farm and forest resource land, and to include lower value resource areas (such as grazing land without irrigation) before bringing in higher value resource areas. Thus, the locational criteria in Goal 14 require a comparative evaluation of potential UGB expansion areas that can reasonably be expected to meet identified needs.

~~*The Urban Reserve Area (URA – 50 Years)*~~

~~The Urban Reserve Administrative Rule (OAR Chapter 660, Division 21) authorizes Molalla to establish an urban reserve area (URA) outside the UGB. The URA considers land needs over the next 30-50 years. The URA designation allows Molalla to begin planning for roads and urban services that will eventually serve land within an expanded UGB. Under state law, land within the URA is "first priority" for future UGB expansion – but only after 20-year land need has been demonstrated consistent with Goal 14.~~

Background

Molalla's ~~2030~~ Urban Growth Boundary (UGB)

> ***Urban growth boundaries shall be established to identify and separate urbanizable lands from rural land.***

URBAN GROWTH AREA INFORMATION

Molalla's history of growth is partly the result of its physical location and price of land. Molalla continues its cooperative and participatory approach to growth management in order to preserve the local quality of life as additional people move into the urban area. As a participant in regional planning efforts, Molalla must deal with complex issues accompanying growth and maintain a common framework for the community for traffic congestion, loss of open space, speculative pressure on rural farm lands, rising

housing costs, diminishing environmental quality, demands on infrastructure such as transportation systems, schools, water and sewer treatment plants, and vulnerability to natural hazards.

Based on a preliminary analysis, utilizing the housing and jobs projections discussed in previous sections, and a buildable lands inventory completed by the City in 2008, it is likely that the current urban growth boundary (UGB) is not sufficient to accommodate the required 20 years of growth.

Phase II of this Plan update will include a detailed analysis of the UGB and if it is found inadequate, will include all the analyses needed to identify areas to expand the UGB to accommodate growth. However, based on preliminary buildable lands inventory figures, it is likely Molalla's UGB~~As shown in Table 14-1 and described in Goals 9 (Economy) and 10 (Housing), Molalla~~ has a ~~long term~~ deficit of both residential and employment lands.

Table 14-1: ~~2030~~ Preliminary 2014-2034 ~~and 2060~~ Residential and Employment Land Surplus (Deficit)~~s~~[8]

Land Use	Land Need - Gross Acres	Buildable Acres	Land Surplus/ (Deficit)
Housing	289	71	(218)
Employment	121	212	91

(DELETE TABLE BELOW)

Land Use	2010-2030	2030-2060	2010-2060
Housing	117	916	1,033
Public / Semi-Public	118	378	496
Employment Land	112	793	904
Total	**347**	**2,086**	**2,433**

Source: Winterbrook Planning, 2009

~~The City shall work on an Urban Reserve and Urban Growth Boundary expansion to obtain the lands necessary to meet these growth demands.~~

The Urban Growth Boundary defines where urban growth will occur in the future. It is inevitable that there will be impacts on the community due to this growth. Social impacts associated with urbanization are difficult to measure~~,~~ but ~~still~~ affect everyone in the community. General congestion and inconvenience is felt from an increased number of people at banks, stores or restaurants. The City shall work to alleviate congestion problems usually associated with urbanization by designating enough commercial lands and locating these commercial lands strategically around residential and industrial development with adequate ingress and egress from the area.

The economic impacts of urbanization can be counted as benefits and costs to a community. Economic benefits result from increased tax revenues from businesses and homeowners. Local businesses also benefit through increased sales to additional people who shop in our town. Molalla is encouraging the

[8] Does not account for land needed for public/semi-public uses.

economic benefits by designating adequate amounts of industrial and commercial land to provide jobs for local residents and stimulate the flow of money through the local economy. Urbanization also creates additional demands on energy supplies. New homes and businesses will need energy in the form of oil, natural gas, and/or electricity. Urbanization may lead to traffic congestion and an increased consumption of gasoline by automobiles. Molalla has attempted to reduce increased energy demands by encouraging energy efficient homes and supplying sufficient industrial and commercial lands to keep more citizens in town rather than commuting.

Urbanization can lead to a wide range of environmental impacts. Molalla plans to mitigate these impacts by providing adequate land, appropriate land use designation, the proper location of its urban growth boundary and judicious land use planning to reduce environmental impact in the Molalla ~~Planning area~~UGB:

- Water pollution can be caused by increased runoff from development, industrial waste and erosion when ground cover is removed. By providing adequate services to developing areas and protecting water resources during development water pollution can be reduced.

- Noise pollution is a result of urban development due to consideration of activities in a relatively small area. By locating services of noise away from residential areas and providing buffer shall reduce noise pollution.

Molalla's Urban Growth Boundary was established in 1981 to provide a 20-year supply of land. It is now nearly 30 years later, and the City has not updated its UGB. ~~Preliminary~~ Substantial analysis indicates that Molalla currently does not contain an adequate supply of residential, commercial, industrial, or public land to meet the needs of the City. ~~The City will review the Urban Growth Boundary immediately to obtain the required 20-year inventory required by Statewide Planning Goal 10. However, as noted above, until such time as state law changes to allow the City to base its land needs on actual population growth rates or Clackamas County adopts a coordinate population projection for the City, the City is prevented from expanding the UGB to provide a 20-year land supply.~~

A land survey of the City shows 82% (1,326 acres including streets) of the City's land mass is currently developed. The remaining 282 vacant acres are in all land classifications. Residential lots vary from 5,000 square feet, mainly in the downtown section of the City, to over six (6) acres in size.

Commercial uses occur mainly along Main Street and Molalla Avenue and along Highway 211 and Highway 213. There is also limited commercial development at the intersection of Highway 211 and Mathias Road in the eastern section of the City.

ORS 197.298 Priorities for urban growth boundary expansion and Area Soils

If utilizing the coordinated population forecast, ORS 197.298 requires that o~~O~~nce 20-year need has been demonstrated, ~~ORS 197.298 requires that~~ the City must consider ~~'s~~ bringing in rural residential exception areas into the UGB before farm or forest land resource land, and that agricultural lands with lower quality soils be included before those with -higher quality soils. Because much of Molalla's lower quality Class III and IV soils are hydric (wet) in character, and because wetlands are not suitable for meeting the City's planned growth needs, little purpose would be served by bringing unbuildable wetlands into the UGB.

Soil data is important in determining possible limitations for various potential uses on specific parcels of land. Further, the statewide goals require that plans be based upon an inventory of known hazards in an attempt to avoid such problems as development occurs.

Molalla is located in an area of soils called Concord-Clackamas-Amity and Briedwell Associations. These associations of soils have high seasonal water tables and a depth to hard rock of 20 to 40 inches. These soil types can be characterized within the silt classification as clay, gravel or loam; all being somewhat poorly drained.

Definition of Land Classification – The State has defined the soil types within Oregon by each county. For this purpose the City of Molalla will use the report for Clackamas County, which identifies eight (8) types of soils. These soils are classified with Roman Numerals I through VIII.

- Class I – Soils have few limitations that restrict their use.
- Class II – Soils have moderate limitations that reduce the choice of plants or that require moderate conservation practices.
- Class III – Soils have severe limitations that reduce the choice of plants that require special conservation practices, or both.
- Class IV – Soils have very severe limitation that reduce the choice of plants, require very careful management, or both. They are poor for cultivated crops. All four-capability classes can be used for pasture, woodland, and wildlife food and cover.
- Class V – Soils are not likely to erode but have other limitations, impractical to remove, that limit their use.
- Class VI – Soils have severe limitations that make them generally unsuitable for cultivation.
- Class VII – Soils have very severe limitations that make them unsuitable for cultivation.
- Class VIII – Soils and miscellaneous areas have limitations that nearly preclude their use for commercial crop production.

The soils in the Molalla area are generally Class II, III, and IV soils. There are very few areas with Class I soils. There are very few Class V, VI and VIII soils.

Proposed Land Efficiency Measures

In response to rapid growth over the last ~~seven years~~several decades, the City ~~has~~ may consider plans to implement~~ed~~ provisions to establish a framework for efficient growth management:

1. Minimum density standards for all zones;
2. Increased opportunities for affordable housing types (small lot single family, attached dwellings, multiple family, and manufactured dwellings) in medium density zones;
3. A new high density overlay district to ensure that *only* multiple family construction occurs in certain areas of the community;
4. A Community Planning Area ~~concept~~ Overlay for more efficient land use and higher density housing mixes;

5. Design standards to allow and mitigate for these smaller lots and higher densities, while maintaining a small-town feel.

Urbanization Goals

- ***To adopt an urban growth boundary (UGB) which assures that adequate vacant buildable land is available for all uses to the year 2034~~0~~.***
- ***To coordinate with Clackamas County in order to manage the urban growth boundary and the conversion of land within the boundary for urban uses.***
- ***To provide for the orderly and efficient provision of public facilities and services.***
- ***To encourage development in areas already served by major public facilities before extending services to unserved areas.***
- ***To plan for future growth opportunities recognizing the limitations imposed by farm and forest land immediately outside the existing UGB.***
- ~~***To establish an Urban Reserve Area (URA) that protects land for future urban development over the next 50 years, consistent with state law.***~~

Molalla Urban Growth Management Policies

The City believes that uncontrolled rapid growth can seriously impact the city's current living and working environment and overload available public facilities and services. The City recognizes the area will continue to grow and has taken on the responsibility to provide for anticipated growth.

State law requires the City to designate a 20-year supply of buildable land for planned urban development: that is, for needed housing, employment, and community services. State law and local policy also require that adequate public facilities be provided to serve this land and to ensure community livability. This plan seeks a balance of those factors by insuring that a reasonable service level of public facilities is maintained to support urban growth.

Molalla's rapid growth is clearly demonstrated within the current City Limits. There was twice as much development from 1996 to 2003 as was developed from 1979 to 1995. During this time the population in the City of Molalla has doubled.

Immediate Urban Growth Areas and Annexation to the City

1. Urban development will be encouraged within the UGB consistent with applicable zoning standards and where other requirements of the Comprehensive Plan have been met.
2. The City will encourage a balance between residential, commercial, and industrial land use, based on the provisions of this Comprehensive Plan.
3. All lands in the City Limits are available for development when desired by property owners, ~~consistent with~~ and ~~is~~are consistent with the Comprehensive Plan, zoning and subdivision provisions.

4. Immediate urban lands ~~are~~ may be annexed to the City subject to approval of a master land development and conservation plan.

   4.1. Immediate urban lands are, by definition, those which can be readily served, at an adequate level, by public facilities and services identified in Part IV of this Plan and are located inside the city's UGB.

   4.2. Efficient land use and provision of urban services will be maximized by encouraging new development at densities prescribed by the Comprehensive Plan and Land Use Ordinances, and through the infilling of partially developed lands.

5. The City ~~will~~ may require master land development and conservation plans prior to – or in conjunction with – annexation of land to the City. Master plans shall show how and where:

   5.1. The annexed property will be provided with adequate sanitary sewer, water, storm drainage, transportation, school, fire, police, and park facilities, as called for in adopted plans and standards.

   ~~5.2. Urban public facilities within the Urban Reserve Area (URA) can be provided efficiently with the above public facilities and services.~~

   ~~5.3.~~5.2. Urban level development will be phased to ensure that adequate public facilities will be provided to each phase of development.

   ~~5.4.~~5.3. Inventoried natural hazards and resources will be protected consistent with adopted plans and standards.

~~**6. The City recognizes that there is sufficient land within the South Exception Area to meet most identified 20-year land needs. Therefore, when Molalla expands its UGB in 2010, the South Exception Area will be considered as first priority for expansion. Land within the Molalla URA that currently has resource (Exclusive Farm Use) zoning shall be planned and zoned for resource use until justified for inclusion within the Molalla UGB.**~~

~~Managing Land within Future Urban Growth Areas within the UGB and on Rural Land within the URA~~

~~To assure consistency between the comprehensive plans and establish the City's interest in the area, the City shall jointly adopt Dual Interest Area Agreements with Clackamas County for comprehensive planning of the land within unincorporated urban areas within the UGB – and within rural areas outside the UGB but within the Molalla URA.~~

~~7. The Urban Reserve Area (URA) will be established to provide sufficient land to accommodate Molalla's 50-year growth needs, thereby:~~
   ~~7.1. Facilitating public facilities planning;~~
   ~~7.2. Protecting land for future urban development; and~~
   ~~7.3. Providing greater certainty in the land development process by identifying land that will be "first priority" for future UGB expansion.~~

~~8. The City shall work with Clackamas County to amend the DIAA to include an overlay map limiting land divisions to 10 or more within the URA, and five acres or more within the UGB.~~
   ~~8.1. The development of existing lots of record and newly created lots of 10 or more acres shall be limited to single-family dwellings, agriculture activities, accessory uses which are directly related to the primary residential or agriculture use and necessary public or semi-public uses.~~

8.2. Requiring interim development plans to ensure that the future provision of public facilities and services will not be impaired by the siting of permitted or conditional uses.

8.3. This agreement will help the City of Molalla retain large land parcels for future development and assure consistency with the Comprehensive Plan and establish the City's interest in the Molalla Planning Area.

8.4. The City shall review proposed plan amendments and new development within the UGB and URA for conformance with the Molalla Comprehensive Plan.

9. All land in the Molalla UGB is assumed to be available for annexation and/or development, consistent with the Comprehensive Plan, zoning, subdivision regulations, and the DIAA.

10. In order to protect development opportunities for large lot employment and public uses, new residential development shall be prohibited on such lands until annexed to the City.

11. Through implementation of the Molalla Comprehensive Plan and master planning requirements, the City shall work with Clackamas County and property owners to provide a sound basis for orderly and efficient urbanization by establishing complete communities that included balanced residential, commercial, industrial, parks, schools, fire, police, and transportation improvements.

12. The City is committed to working with property owners to provide adequate levels of public facilities and services to all urban land over the 20-year planning period.

12.1. Adequate public facilities shall be provided to serve urban development and provide livable neighborhoods through the orderly and efficient provisions of such facilities.

12.2. The costs of providing such facilities shall be borne by property owners and the community at large, to avoid unnecessary tax burdens and excessive utility costs normally associated with scattered, unrelated development.

13. The City is committed to increasing in population density throughout the community in order to facilitate efficient transportation systems and consequent energy conservation.

14. Land within the Urban Reserve Area is considered first priority for inclusion within the UGB.

15. Quasi-judicial UGB amendments may be proposed at any time be proposed by individual property owners, by the City of Molalla, or by Clackamas County. However, UGB amendments must be consistent with this plan, the Clackamas County Comprehensive Plan, and OAR Chapter 660, Division 024 (Urban growth boundaries).

16. The City shall coordinate with Clackamas County to maintain large tracts of land efficient future urban development within the URA and unincorporated areas within the UGB.

Planning/Zoning Procedures

The City is building out, with much less undeveloped property than in the past. Portions of the undeveloped areas are currently served with adequate public facilities for urban level development. Other areas are not adequately served and the service levels vary throughout the City.

Therefore, in order to provide a process to insure orderly development consistent with the availability of adequate public facilities, and to mitigate adverse impacts to existing neighborhoods and inventoried natural features, the City shall review development applications for conformance with procedures and standards set forth in the Molalla Municipal Code. The Development Code clearly defines the standards that must be met to obtain a Zone Change and/or Site Development Permit.

17.6. The City shall encourage redevelopment activities and increased population densities based on clear and objective standards found in the Development Code.

18.7. Development shall be coordinated with the extension of public facilities and services necessary to assure safe, healthy, and convenient living conditions.

~~19.~~8. New development shall be encouraged at maximum densities prescribed by the Comprehensive Plan, subject to design standards found in the Development Code, and through the infilling of partially developed areas.

~~20.~~9. Community Planning Areas may be used as a tool to focus on higher densities and various revitalization projects. These planning areas shall encourage walking and bicycle use. Key components of the Community Planning Areas shall include:

~~20.1.~~9.1. A pedestrian orientation

~~20.2.~~9.2. Increased intensity of certain land uses

~~20.3.~~9.3. Public amenities, including pedestrian spaces and community facilities

~~20.4.~~9.4. Multi-modal circulation linkages and

~~20.5.~~9.5. Convenient access to commercial areas.

~~21.~~10. The City may require that development along significant natural features shall include public access.

~~22.~~11. The Comprehensive Plan shall include an inventory of significant natural features – Goal 7 natural hazards and Goal 5 resources such as stream corridors – and shall protect such resources based on clear and objective development standards.