

**Key Excerpts from  
Park Avenue Project Phase 1  
5-2019 Consultant Memos**

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## Excerpt from Park Ave. 5-2019 Memo 1 Re: Community Engagement

- Existing or new areas suitable for open space amenities (parks)

### Community Connections

Connected and compact neighborhoods make it easier for residents to connect with their neighbors and reach the things they need most, from jobs to grocery stores to libraries. Nearby parks and places to buy healthy food help people make smart choices, and diverse, walkable neighborhoods with shops, restaurants, and movie theaters make local life interesting. Distinct social and community gathering places are available.

*How to Measure (within ½ mile of station)*

- Access to parks
- Access to libraries
- Access to grocery stores, farmers markets, and food banks
- Access to retail
- Access to employment

### Access and Connectivity

This neighborhood livability element allows people to use alternative modes of transportation. Owning and operating a new vehicle costs a driver an average of \$8,469 annually, or \$706 each month<sup>16</sup>. If a family or person can remove or reduce this expense, it can greatly improve their cost-of-living, especially for those with a low income. In addition, there should be safe and comfortable places for people to walk and bike.

*How to Measure (within 1 mile of station)*

- Frequent bus route stops with sidewalks and shelters
- Light rail station with direct sidewalk connections
- Identified pedestrian fatality locations and reasons
- Congestion time along arterial and collector roadways
- Complete sidewalk and bike routes to schools
- Identify areas where access and connectivity are necessary for all modes of transportation

## D. COMMUNITY ENGAGEMENT

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The intent of the next section is to identify community-based organizations and interest groups working within the study area so that there is a better understanding of the variety of community members doing business, living and working in the study area. In addition, their sphere of influence and level of involvement in community planning and development issues is included. Finally, there is an identification of needs and opportunities for capacity-building and outreach in order to move forward with a stakeholder-based process in Phase 2 to craft development and design standards.

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<sup>16</sup> Automobile Association of America (AAA) 2017 estimated figures

## Champion

As described above, infill development is challenging and complex, and would require public-private collaboration. If Park Avenue were to redevelop, it would require a champion to consistently and constantly convene property owners and developers. This important role could be filled in different ways: a private property owner such as along NW 23<sup>rd</sup> Avenue in Portland; or the downtown association and city economic development staff such as in Vancouver, Washington; or the Rockwood urban renewal program manager such as in Gresham, Oregon.

## Targeted Stakeholders

As the project moves into Phase 2, it is important to consistently engage commercial property and business owners and residents that are geographically tied to the project study area. These specific stakeholders within a geographic area may not all have the technical expertise to provide input regarding the defined and desired neighborhood livability elements. If so, stakeholders that have expertise in those areas should be engaged. Finally, partners to support additional outreach and engagement for capacity building are important stakeholders as well. It is important to recognize that this is not a static list and will evolve. Phase 2 may include the following groups of people to participate in the process.

INTEREST TOPIC	GEOGRAPHIC	TECHINICAL	CAPACITY BUILDING/OUTREACH
<b>PARK AVENUE COMMERCIAL PROPERTY OWNERS</b>			
<i>Outreach Purpose: Discuss changes to your property that will maintain and improve value.</i>			
(separate list)	X		
<b>PARK AVENUE BUSINESSES</b>			
<i>Outreach Purpose: What do businesses require to succeed in Park Avenue?</i>			
(separate list)	X		
Micro-Enterprise Services of Oregon (MESO)		X	X
McLoughlin Area Business Alliance (MABA)			X
Hispanic Chamber		X	
North Clackamas Chamber		X	
Elks			X
Rotary			X
<b>PARK AVENUE SINGLE-FAMILY RESIDENCE RESIDENTS</b>			
<i>Outreach Purpose: What do residents require to achieve Neighborhood Livability?</i>			
Oak Grove Community Council (CPO)	X		
Jennings Lodge Community Planning Organization (CPO)			X

<b>PARK AVENUE MULTI-FAMILY RESIDENCE RESIDENTS</b>			
<i>Outreach Purpose: What do residents require to achieve Neighborhood Livability?</i>			
Smith's Mobile Estates	X		
Homeowner's Associations			X
<b>AFFORDABLE HOUSING</b>			
<i>Outreach Purpose: Are there opportunities to invest in Park Avenue Area?</i>			
Northwest Housing Alternatives		X	
Housing Oregon		X	
Proud Ground		X	
Portland for Everyone		X	
Housing Authority of Clackamas County		X	
<b>SENIOR INTEREST GROUP</b>			
<i>Outreach Purpose: What do seniors need to achieve Neighborhood Livability?</i>			
Willamette View Manor	X		
Rose Villa	X		
Steeves Mobile City (age-restricted community 55+)	X		
Flamingo Mobile Manor (age-restricted community 55+)	X		
AARP		X	X
Northwest Pilot Project		X	X
<b>YOUTH INTEREST GROUP</b>			
<i>Outreach Purpose: What do families and youth need to achieve Neighborhood Livability?</i>			
North Clackamas School District		X	
New Urban High School		X	X
Oak Grove Elementary School		X	X
Oak Grove Boys and Girls Club		X	X
Safe Routes to School National Partnership		X	
People. Places. Things		X	X
<b>ENVIRONMENTAL INTEREST GROUP</b>			
<i>Outreach Purpose: What environmental improvements are necessary to achieve Neighborhood Livability?</i>			
North Clackamas Urban Watersheds Council		X	X
North Clackamas Parks & Recreation District		X	X
Urban Green		X	X
Friends of Trees		X	X

Common Ground OR-WA		X	X
Oak Lodge Water Services		X	X
Metro		X	X
depave		X	X
<b>MULTI-MODAL INTEREST GROUP</b>			
<i>Outreach Purpose: How to improve multi-modal access to achieve Neighborhood Livability?</i>			
TriMet		X	
Oregon Walks		X	
OPAL PDX			X
The Street Trust		X	
Friends of the Trolley Trail	X		X
<b>DISTRIBUTION PARTNERS</b>			
<i>Outreach Purpose: Utilize contact distribution list to share project information.</i>			
Friends of Oak Lodge Library / Oak Lodge Community Library Advocates			X
Oak Lodge History Detectives			X
Citizens Informed and Aware (CIA)			X
Clackamas Review / Pamplin Newspapers			X
Historic Downtown Oak Grove			X
<b>GENERAL/GOVERNMENT AGENCIES</b>			
McLoughlin Area Plan Implementation Team (MAP-IT)	X		X
Clackamas County		X	X
City of Milwaukie			X
Oregon Department of Transportation		X	
TriMet		X	
Metro		X	
Planned Parenthood			X
Clackamas County Health, Housing & Human Services (H3S)			X

## **2. Encourage Employment Along McLoughlin**

There is a recognition that traditional auto-oriented retail is not the future for this corridor due to national retail trends tied to on-line shopping. New types of employment uses such as craft manufacturing or professional services are acceptable and desirable as long as they are compatible with residential uses.

## **3. Increase Housing**

The stakeholders value the need for employees working within the area to live nearby to reduce transportation costs and improve quality of life. More workforce housing through apartments along McLoughlin or smaller units of housing in neighborhoods is acceptable. Stakeholders emphasized the importance of good design and parking standards to appropriately integrate this housing into the community.

## **4. Focus on Side Streets First**

McLoughlin Boulevard is state highway with significant automobile traffic. Furthermore, the properties adjacent to the boulevard are large with minimal or no access from anywhere other than McLoughlin Boulevard. Encouraging new, diverse housing development along streets perpendicular to McLoughlin is most feasible and acceptable to encourage initial private investment.

## **5. Enhance Connectivity**

Stakeholders recognize that enhanced connectivity is important to increase access to the light rail station and facilitate private investment. Stakeholders emphasized that pedestrian and bicycle connectivity across the Trolley Trail is acceptable, but automobile connections should be minimized.

## **6. Natural Areas Are an Asset, Not a Barrier**

According to the public survey, the most strongly supported element of the MAP is enhancing and protecting natural areas. This element should be a significant consideration in Phase 2 of the project.

## **Process**

In order to gather stakeholder feedback, the following meetings and outreach methods were utilized.

- Kick-off presentation to MAP-IT -- November 14, 2018
- Three separate stakeholder roundtable meetings with commercial property owners, regional developers, and mobile home and senior living management -- January 11, 2019
- Two separate stakeholder roundtable meetings with business owners within the ½-mile radius project area -- January 29, 2019
- Digital survey available -- January 21 - February 28, 2019
- Presentation on Memorandum 1 findings at the Oak Grove Community Council meeting -- January 24, 2019

- Flyer distribution regarding the survey at the Park Avenue Station -- February 6, 2019
- Flyer distribution regarding the survey to business owners, and Willamette View and Rose Villa -- February 13, 2019
- Stakeholder roundtable with residents within ½-mile radius -- February 26, 2019
- Stakeholder roundtable with community members (from both inside and outside the project area) involved with developing the Metro grant and RFP scope of work -- March 6, 2019
- Presentation of and discussion about Memorandum 3 recommendations to community -- April 9, 2019

As a result of this outreach, in addition to all the valuable feedback and relationship-building that took place, the Park Avenue Community Project direct contact email list of interested parties increased from 50 to more than 250 individuals with commercial, employment and residential interests.

## **Roundtables and Surveys**

**ROUNDTABLES:** The detailed summary of feedback from participants in the roundtable meetings is listed in Appendix A. The input is intended to supplement the quantitative data analysis and inform the recommendations for Phase 2 to be presented to the Board of County Commissioners. Comments that reflected a strong theme at the meeting, representing several opinions, are as follows.

### **Property Owners**

- There is no vision for the area
- If zoning is changed, there could be a loss of industry services, manufacturing, warehouse, contractor services, etc.
- Residential near and within commercial areas is ok
- Connectivity – business representatives not opposed to connectivity
- Agree on need for more residential/density/walkability

### **Developers**

- There needs to be a focused team at the county to make this project work
- Recognize that McLoughlin is for cars.
- Maker space and manufacturing would be a really good use along McLoughlin; priced out in Portland and appropriate along highway; would also start to bring needed employment base
- Public/private partnership needed to make property available and connectivity resolved.

### **Mobile Home / Senior Living Housing**

- Senior housing needs hotels, coffee shops and restaurants

- Seniors want bike-ability and walkability. They really like the LRT station but there are very limited connections.
- More parks and open spaces needed. Where can families go? Can't walk from McLoughlin toward River Road because there are no connecting roads.

### **Business Owners**

- Need a destination around the station -- restaurants, bars, coffee shops
- Nowhere to walk to from station
- Don't try to change McLoughlin – it is what it is;
- Interested in continuing to invest in area; just need to understand where there will be an opportunity

### **Residents Within a ½-Mile Area**

- Walkable services have disappeared – need them to come back; currently area is not walkable.
- Employment opportunities have left the area
- Not enough density to bring services, amenities, i.e. Trader Joes, etc.
- Gentrification/anti-displacement strategies will be important
- Workforce housing is important
- Accessory dwelling units (ADU's) are good – need to ensure parking is addressed
- Connectivity issues – Yes for bikes/pedestrians – NO cars!
- Need public gathering places, parks, and plazas

### **Representatives that developed Metro grant and RFP scope of work**

- Expanding the Phase 2 discussion to include Accessory Dwelling Units (ADUs) would be great.
- Streets have not been repaired. Need to be improved to provide walkability before parking is reduced.
- Group still very interested in volunteering to door-knock and distribute survey. How can public engagement align with more community events such as a BBQ or parade?



**SURVEY:** A total of 376 surveys were completed digitally and one was completed as a hard copy, for a grand total of 377 completed surveys. The survey was also made available in Spanish, though there were no responses to the Spanish version of the survey.

The survey focused on asking participants to determine the level of support of the programs and projects adopted in the MAP. The ranking of priorities is listed below. More detailed survey information is provided in Attachments B and C.

The top priority from the respondents was *protecting and enhancing existing natural habitat*. It is interesting to note, in contrast, that survey respondents ranked *protecting neighborhoods from up-zoning* as the least supported program. As shown in the detailed responses, the reason why this is the least supported program is because people want more density to allow for more affordable housing within the community.

# Community Engagement Strategy

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## Park Avenue Community

### Phase 2 Design and Development Standards Project

The following describes the Community Engagement Strategy for Phase 2 of the Park Ave Community Development and Design Standards project. It outlines important elements to be included in the charter for the Park Avenue Community Advisory Committee (PACAC). In addition, it defines the organizational structure and decision-making process for the project, including the Grant Management Team, the Technical Advisory Committee, PACAC membership and responsibilities, and expectations for PACAC participation and attendance, communications and meeting protocol.

The strategy outlined below specifically addresses:

- Use of engaged community members to assist with outreach events and strategies to draw in a wider public;
- Various interactive techniques to engage the broader community, including reporting back to participants so that the community can see how their comments have been reflected in the development and design standards;
- Efforts to involve people from under-represented populations (including people with disabilities, racial and ethnic minorities, low-income people, and people of all ages), and
- How the plan will work to ensure that participants believe their views and ideas have been heard, even if not adopted;
- The appropriate roles and responsibilities for deliberation and decision-making for code adoption, including the role, composition and authority of any advisory committees (or other groups/committees that should be used during the project), project staff, consultant team members, the Planning Commission, Board of Commissioners and any other parties that need to have a role in developing, vetting and approving urban policy for the county.

In addition, throughout the Phase 1 process, community members conveyed that they want to be actively engaged with the outreach to existing residents that may be under-represented. Community volunteers would like to implement specific outreach efforts such as door-knocking or the hosting of community events such as a BBQ to build connections with fellow residents and meaningfully engage community members. These efforts are important to foster collaboration and trust throughout the Park Avenue community and sustain ongoing efforts to build the desired community. It is recommended in Phase 2 that the selected consultant include in the scope of work the appropriate time and budget to manage the volunteers and constructively incorporate their volunteer efforts into the public engagement strategy.

## **Project Purposes**

The purpose of implementing Phase 2 is to encourage and increase employment, housing, and economic diversity along the McLoughlin transit corridor at the Park Avenue station in accordance with community aspirations. Redevelopment often impacts existing affordable housing, half-way houses, weekly rental motels, manufactured home parks, small businesses, and other existing commercial uses. Programs to preclude the cycle of gentrification and displacement will be implemented early in the project process.

Ultimately, the project aspires to create design standards to enable commercial development that promotes community goals; reinforces community identity; and generates a competitive market for new and diverse employment, multi-family housing and mixed-use opportunities.

The Park Avenue Community project area consists of the ½ mile radius surrounding Park Avenue station within unincorporated Clackamas County. The final boundary may shift slightly to align with adjacent roadways such as Courtney Road and property lines in order to make recommended design and development standards that align with tangible boundaries.

## **Project Organizational Structure and Decision Making**

The Project will be supported by a Grant Management Team, provided technical input from a Technical Advisory Committee and have a Park Ave Community Advisory Committee that is responsible for providing leadership and guidance regarding the community perspective regarding elements brought forward during the project. Together these groups will be responsible for receiving community input, evaluating technical information and making recommendations. Ultimately, the package of recommendations that have been moved forward by the PACAC will be presented to the Clackamas County Planning Commission. The Planning Commission considered the proposal and develops a recommendation to the Board of County Commissioners. The Board of County Commissioners will hear the recommendation from the Park Ave Community Advisory Committee, the Planning Commission as well as holding a public hearing before making their final decision on elements to be adopted or amended into the Clackamas County Comprehensive Plan and the Zoning Development Ordinance.

### **Park Avenue Community Advisory Committee (PACAC)**

The PACAC serves in an advisory capacity and its input will inform the development of the recommendations (or options) submitted to the Planning Commission. The PACAC is responsible for providing feedback regarding proposed design and development standards that implement the vision of future development for the Park Avenue Community project area. The PACAC should strive to help the consultants craft and recommend approaches and solutions that are workable for a wide range of needs and interests. The group should engage in open, respectful and constructive dialogue to ensure that potential solutions and recommendations are well tested and that diverging opinions are aired, discussed, and documented. Thoughtful expression of differing perspectives will help inform balanced solutions and, as much as possible, lead to consensus.

PACAC members acknowledge that their role is to provide advice and help develop recommendations. Members serve for only 12-18 months. Upon project completion the PACAC is no longer a formal body serving the Park Avenue community.

### **Park Avenue Community Members (Community)**

In order for the final project deliverables of Phase 2 to be adopted and supported, there must be substantial community input. Broad engagement of residents, business owners, and property owners within the ½ mile radius is critical to establish the Park Avenue Guiding Principles and subsequent deliverables. Community member engagement will be managed and summarized by the consultant team to shape recommendations submitted to the PACAC. Assistance with some of the engagement implementation (e.g. door-knocking) will be provided by community stakeholders.

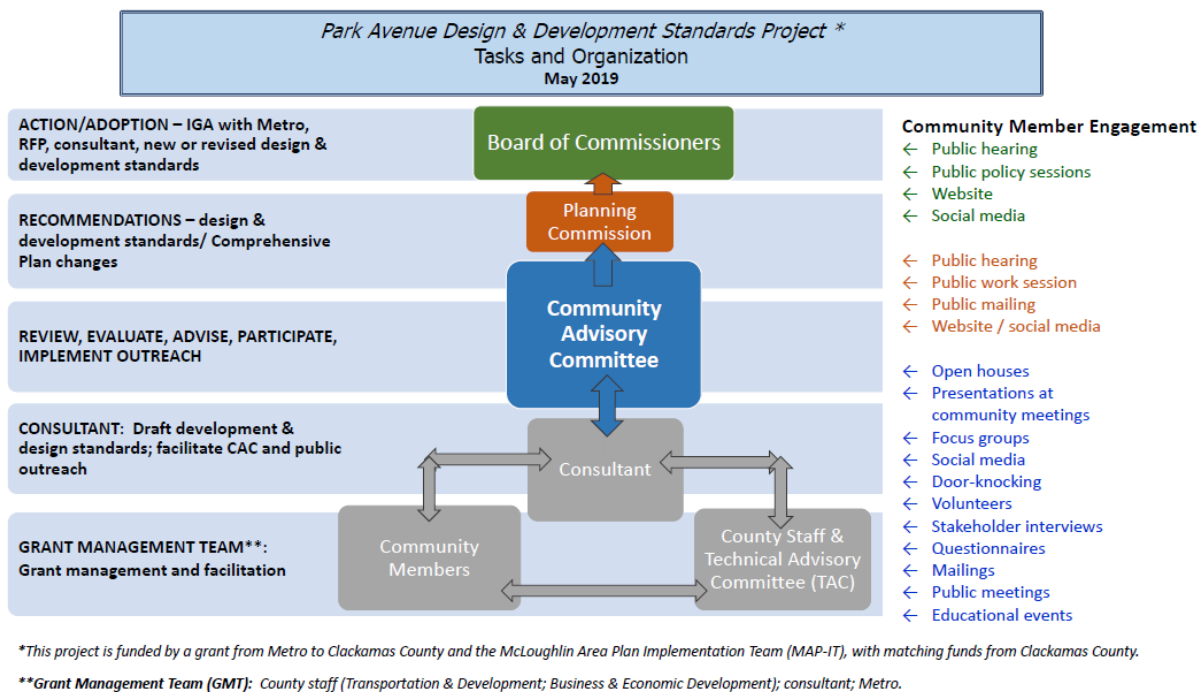
### **Grant Management Team (GMT)**

The Grant Management Team will be made up of Clackamas County planning, economic development and community engagement staff, a representative of MAP-IT, a representative of Metro and the consultant lead. The GMT will be responsible for management of the project and overseeing development of draft design and development standards to be reviewed by the Park Avenue Community Advisory Committee (PACAC) and the Technical Advisory Committee (TAC). The Consultant Project Manager will oversee the consultant team that will include experts in the implementation of design and development, equitable public engagement, and public-private real estate development and equitable/sustainable community design.

### **Technical Advisory Committee (TAC)**

The TAC is responsible for providing feedback regarding technical code standards and requirements that regulate design and development standards. The TAC will note if any proposed design and development standards recommended by the GMT conflict with existing regulations and comment on appropriate action needed to determine feasibility of proposed standards.

The diagram below depicts the roles and responsibilities for deliberation and decision making for the project:



## Park Avenue Community Advisory Committee Membership

The PACAC will be made up of project area residents, commercial property, and business owners within the ½ mile radius of the Park Avenue Station, as well as representatives of broader interests that are impacted by the project.

The membership will provide a balanced representation of geographic and special interest stakeholders, including residents, businesses, and commercial property owners within the project area, and diverse representation including a balance of races/ethnicities, gender, age, sexual orientation, ability, family structure, etc. At least two of the representatives will be from marginalized communities that are often under-represented in the decision-making process, including people of color and those with lower incomes.

The members will be recommended by Clackamas County with review by Metro and final appointment by the Board of County Commissioners. Members will be nominated in the following fashion:

Clackamas County will nominate up to 10 representatives from within the project area as follows:

- 1 resident that is a home owner
- 1 resident that is a mobile home owner or renter
- 1 resident that is a renter in a multi-family residence
- 1 resident that is a renter in a single-family residence
- 1 MAP-IT residential representative
- 2 business owners
- 2 commercial property owners (not residential)
- 1 owner or manager of a multi-family residential property or mobile home park

Clackamas County will nominate 8 community representatives with expertise in the following areas of special interest as follows:

- 1 representative of senior interest group
- 2 representatives of youth interest groups
- 1 representative of Oak Grove Elementary School
- 1 representative multi-modal transportation interest
- 1 representative of natural habitat protection and enhancement
- 1 representative of affordable housing advocacy group
- 1 representative of a social justice advocacy group

### **Technical Advisory Committee (TAC) Membership**

The TAC will be made up of staff members from Clackamas County, Metro and ODOT with expertise in planning, bike/pedestrian transportation, engineering, community engagement, affordable housing, parks and open space design. Technical Advisory Committee members may be added if additional expertise is needed. The TAC will make recommendations to the PACAC on the proposed standards and other project elements.

- 1 representative of Metro
- 1 representative of ODOT
- 1 representative of TriMet
- 1 representative of Affordable Housing Developer
- 1 representative of commercial development or leasing (not with interests in the area)
- 1 representative of Clackamas County Housing Authority
- 1 representative of Clackamas County Economic Development
- 1 representative of Clackamas County Transportation
- 1 representative of North Clackamas Parks and Recreation District

technical support (i.e. staff reports, presentations, etc.) from the GMT. The proposed governance structure for Phase 2 and PACAC membership are outlined in Attachment A.

### Task 2-3: Anti-displacement Strategy

New private development is sought after to provide necessary housing and desirable employment and amenities such as restaurants and neighborhood retail that serve the community. It is important to thoughtfully consider how this new investment will increase residential and business rents. There are organizations to engage and programs to implement that can proactively curtail displacement and allow existing residents and businesses to remain in the area if they choose to do so. Phase 2 must include a specific strategy of organizations and programs for the county to engage to preclude displacement. This strategy should be prepared at the outset of the project to engage organizations as early as possible before private investment occurs.

Deliverable 2-3.1 – Anti-displacement strategy for implementation during the project and after adoption of new or revised standards.

### Task 2-4: Create Park Avenue Guiding Principles (aligned with MAP)

Phase 1 largely prioritized existing MAP projects and programs established in 2012 as outlined below under Guiding Principles. However, these established principles do not fully consider

- 1) Neighborhood Livability urban design trends and metrics identified in Memo 1 that are needed to achieve desired outcomes such as walkability; and
- 2) Modern planning issues such as disaster resilience, shared mobility, the circular economy, etc. This means issues of sustainable energy, water, waste, food systems, etc. will all come to the forefront as will new designs for the street of the future, new housing types, and new forms of mobility that should be considered.

Updated Park Avenue Guiding Principles are necessary to document the values that the community views as most important. They will be built upon the *Key Themes* presented and discussed with stakeholders at the April 9, 2019 community meeting. These Guiding Principles will provide clarity for the consultant in Phase 2 regarding issues in which there is broad consensus or, conversely, issues which require more education and discussion. The overall intent is to efficiently and effectively utilize the stakeholder input provided to date. Phase 2 should build off the work in Phase 1, not repeat it. Furthermore, Park Avenue Guiding Principles will align with currently adopted MAP Guidelines to ensure consistency in policy direction.

Before embarking on physical design and development standards, the community should be engaged to verify priorities and understand potential trade-offs to achieve them. The Park Ave Community Advisory Committee (PACAC) and community members should provide community education events and other forms of equitable engagement for a variety of

stakeholders to learn about and discuss urban design trends needed to achieve desired outcomes. For example, many stakeholders expressed support for such items as a walkable district or night-time safety on the Trolley Trail without recognizing what is needed to achieve these things: mostly residential density. Residential density provides the rooftops to support development of services. Connectivity helps people get to and from these services, and safety comes from “eyes on the street” forms of development. Some education on how all these things are interconnected and mutually supportive will help people understand trade-offs and desired outcomes.

In addition, identifying actions needed to support increased residential development in the appropriate locations along the Mcloughlin Corridor should be included in this phase of the project.

Deliverable 2-4.1 – **Up to two education workshops to discuss** Report 2: Review of best practices for land use regulations and development in mixed-use zones, with projects, tools and strategies to maximize:

- Transit-supportive development
- Long-term affordability and affordable housing
- Sustainability
- Local economic benefit
- Living-wage work
- Community health
- Natural environment
- Collaboration

**Deliverable 2-4.2 Documented Park Avenue Guiding Principles (aligned with MAP) that are unique to the Park Avenue project area and set the foundation for Task 2-5.**

### **Task 2-5: Framework Plan**

Once the Park Avenue Guiding Principles are established, it is important to create a graphic “framework plan” that provides clear guidance to the current property owners, business owners and residents, as well as potential new developers, regarding the vision for the Park Ave area. The framework plan will clearly delineate elements on a map such as future pedestrian and bike connections, locations for new housing or employment uses, and how side streets can develop all within the context of the approved Park Avenue Guiding Principles. The framework plan will only be finalized with the support of the PACAC and community members.

To garner support of area land owners and the development community, the framework plan should include development opportunity areas that illustrate site-specific design interventions with supporting development pro formas to ensure that the plan is economically practical, contributes to the creation of a sense of place and makes market sense. This will not only keep the framework plan grounded in market reality, but also serve





# Bridge Economic Development

Excerpt from Park Ave. 2019 Memo 1 Re: Key Themes, basis for Creating Guiding Principles

**Date** March 25, 2019  
**To** Karen Buehrig, Clackamas County  
**From** Bridge Economic Development  
SERA Architects  
**Subject** Memorandum 2: Summary of Engagement: Roundtables and Survey  
**Project** Park Avenue Community Project | Phase 1: Community Engagement

## BACKGROUND

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The intent of Phase 1 is to determine public awareness of the McLoughlin Area Plan (MAP), gather initial perspectives regarding the potential revision of design and development standards along the McLoughlin corridor, and bring new stakeholders and community members into the process.

The Phase 1 community engagement was extremely positive throughout all of the roundtable meetings and survey responses. The various stakeholders ranging from residents to commercial business and property owners are generally aligned in their desire for private investment and future development of the community. This consistent message was surprising and encouraging considering feedback at the outset of the project that suggested the community did not want change and was resistant to improvements such as sidewalks and connectivity. As outlined in the following key themes and detailed comments (bolded when a comment was a strong theme), the stakeholders have a very strong desire to build a community with walkable connections, more affordable housing, employment opportunities and a sense of place.

## Key Themes

In response to the roundtable meeting feedback and survey responses, the following key themes emerged.

### 1. Focused Project Area

The project needs to focus on the area within the ½-mile radius around the Park Avenue transit station. It does not pertain to any other portions of McLoughlin Boulevard. Furthermore, in order to address the community interest in enhancing natural areas, providing open space, and increased connectivity, Phase 2 needs to focus on the entire unincorporated area within the ½-mile radius, not just the commercially-zoned property. Limiting the scope of work to just the commercial properties along McLoughlin will not achieve the goals supported and desired by the community.

Additionally, as indicated in the survey responses, there is a significant desire for more public events and gatherings. By shifting the project focus onto all unincorporated residential and commercial areas within the ½-mile radius, a sense of place and community collaboration can emerge.

## **2. Encourage Employment Along McLoughlin**

There is a recognition that traditional auto-oriented retail is not the future for this corridor due to national retail trends tied to on-line shopping. New types of employment uses such as craft manufacturing or professional services are acceptable and desirable as long as they are compatible with residential uses.

## **3. Increase Housing**

The stakeholders value the need for employees working within the area to live nearby to reduce transportation costs and improve quality of life. More workforce housing through apartments along McLoughlin or smaller units of housing in neighborhoods is acceptable. Stakeholders emphasized the importance of good design and parking standards to appropriately integrate this housing into the community.

## **4. Focus on Side Streets First**

McLoughlin Boulevard is state highway with significant automobile traffic. Furthermore, the properties adjacent to the boulevard are large with minimal or no access from anywhere other than McLoughlin Boulevard. Encouraging new, diverse housing development along streets perpendicular to McLoughlin is most feasible and acceptable to encourage initial private investment.

## **5. Enhance Connectivity**

Stakeholders recognize that enhanced connectivity is important to increase access to the light rail station and facilitate private investment. Stakeholders emphasized that pedestrian and bicycle connectivity across the Trolley Trail is acceptable, but automobile connections should be minimized.

## **6. Natural Areas Are an Asset, Not a Barrier**

According to the public survey, the most strongly supported element of the MAP is enhancing and protecting natural areas. This element should be a significant consideration in Phase 2 of the project.

## **Process**

In order to gather stakeholder feedback, the following meetings and outreach methods were utilized.

- Kick-off presentation to MAP-IT -- November 14, 2018
- Three separate stakeholder roundtable meetings with commercial property owners, regional developers, and mobile home and senior living management -- January 11, 2019
- Two separate stakeholder roundtable meetings with business owners within the ½-mile radius project area -- January 29, 2019
- Digital survey available -- January 21 - February 28, 2019
- Presentation on Memorandum 1 findings at the Oak Grove Community Council meeting -- January 24, 2019

### Excerpt from Park Ave. 5-2019 Memo 3 Re: Proposed Framework Plan

stakeholders to learn about and discuss urban design trends needed to achieve desired outcomes. For example, many stakeholders expressed support for such items as a walkable district or night-time safety on the Trolley Trail without recognizing what is needed to achieve these things: mostly residential density. Residential density provides the rooftops to support development of services. Connectivity helps people get to and from these services, and safety comes from “eyes on the street” forms of development. Some education on how all these things are interconnected and mutually supportive will help people understand trade-offs and desired outcomes.

In addition, identifying actions needed to support increased residential development in the appropriate locations along the Mcloughlin Corridor should be included in this phase of the project.

Deliverable 2-4.1 – **Up to two education workshops to discuss** Report 2: Review of best practices for land use regulations and development in mixed-use zones, with projects, tools and strategies to maximize:

- Transit-supportive development
- Long-term affordability and affordable housing
- Sustainability
- Local economic benefit
- Living-wage work
- Community health
- Natural environment
- Collaboration

**Deliverable 2-4.2 Documented Park Avenue Guiding Principles (aligned with MAP) that are unique to the Park Avenue project area and set the foundation for Task 2-5.**

### **Task 2-5: Framework Plan**

Once the Park Avenue Guiding Principles are established, it is important to create a graphic “framework plan” that provides clear guidance to the current property owners, business owners and residents, as well as potential new developers, regarding the vision for the Park Ave area. The framework plan will clearly delineate elements on a map such as future pedestrian and bike connections, locations for new housing or employment uses, and how side streets can develop all within the context of the approved Park Avenue Guiding Principles. The framework plan will only be finalized with the support of the PACAC and community members.

To garner support of area land owners and the development community, the framework plan should include development opportunity areas that illustrate site-specific design interventions with supporting development pro formas to ensure that the plan is economically practical, contributes to the creation of a sense of place and makes market sense. This will not only keep the framework plan grounded in market reality, but also serve

as an important tool for property owners to understand how the value of the property will increase with more development opportunities allowed through new design and development standards.

It will also be important to distinguish between the high specificity of a master plan versus the conceptual systems-level detail of a framework plan. The framework plan must be organized for flexibility and to encourage organic, catalytic growth and change. The framework plan should focus on development strategy, urban design principles, potential options for development, design precedents, circulation and parking strategies, and site development vignettes.

Deliverable 2-5.1 – Framework plan graphic showing development opportunity areas, potential connections, public open space opportunities, and types of development and densities.

Deliverable 2-5.2 – Framework Plan incorporating Park Avenue Guiding Principles and information on plan implementation.

### Task 2-6: Draft and Refine Development and Design Standards

Development and design standards for the Park Avenue project area can be created that achieve the desired graphic vision and guiding principles. It will be important to include adequate parking and design standards to minimize impacts on residential areas. Furthermore, creating agreements with the Oregon Department of Transportation (ODOT) pertaining to McLoughlin Boulevard will be important to proactively involve ODOT in achieving shared objectives for pedestrian safety that are aligned with automobile and truck mobility.

It is strongly recommended that the new standards are as flexible as possible to allow new uses to enter the area aligned with market conditions. For example, rather than recommending that retail be mandated on the ground floor of all new mixed-use development, it may be more appropriate to mandate “active uses” on the ground floor. These could include retail but could also include community space, day-care, art galleries, small-scale makers’ spaces and a variety of other pedestrian-friendly activities. Regulations should mandate pedestrian activity and walkability through good design that includes lighting, signage, landscape, and building transparency as well as active uses. The regulations should also support the development of residential uses along the corridor.

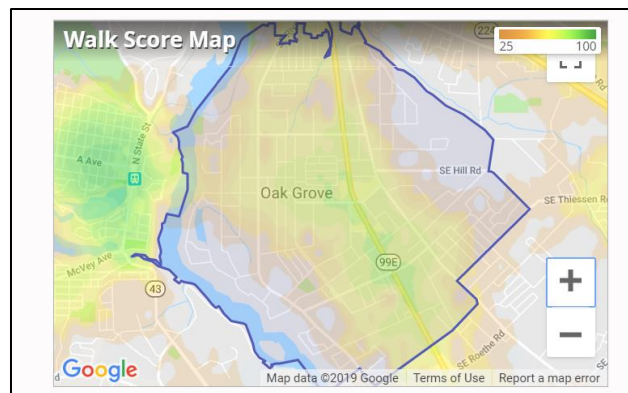
Deliverable 2-6.1 - Summary of draft standards tested on actual and/or hypothetical sites/opportunity areas in the Framework Plan, with an assessment of how well the standards:

- Illustrate the outcomes and reflect MAP values and community input,
- Are effective in meeting the **Park Avenue Guiding Principles** developed in Task 2.4.2 development goals as outlined in 9.1 (and/or refined through the public process),
- Respond to the real estate market / developer needs while maintaining the integrity of the community vision and values for new development; and

## Excerpt from Park Ave. 5-2019 Memo 1 Re: Mitigating Displacement

does not mean that an entire community must conform to urban densities. What is important is that some element of an urban lifestyle through a healthy Main Street, traditional downtown, or denser town centers in suburbs is provided. Developers are responding to this demand and investing heavily in more urban and walkable areas. In a recent Urban Land Institute (ULI) webinar, three representatives from global real estate firms were asked how they determine where they will invest in future projects. All of them responded that they only invest in areas with a high “walk score” that is 90 or above.

A “walk score” analyzes population density and road metrics such as block length and intersection density, and access to amenities to summarize pedestrian friendliness. As indicated below, the Oak Grove area, which includes the Park Avenue study area, has a walk score of 48. The Clackamas Town Center area has a walk score of 75, downtown Milwaukie has a score of 64 and the area directly around the Park Ave Station area has a walk score of 58. In contrast, Lake Oswego -- with more connectivity to the downtown core -- has a much higher walk score of 90.



Source: Walk Score

## Mitigating Displacement

If new private investment occurs, it is important to implement policies that allow for existing residents and property owners to benefit from surrounding investment that will increase property value and personal asset wealth.

**Home Owners** Displacement of home owners often occurs due to rapid increases in property taxes through assessed property values and rate increases. Future displacement for Park Avenue can be less dramatic because of state property tax limitations from Measure 5 and Measure 50.

- Measure 5 introduced limits, starting in 1991-92, on the taxes paid by individual properties. The limits of \$5 per \$1,000 real market value for school taxes and \$10 per \$1,000 real market value for general government taxes apply only to operating taxes, not bonds.
- Measure 50 limited the annual growth in assessed value to 3% and determined that assessed value may not exceed real market value<sup>13</sup>.

<sup>13</sup> A Brief History of Oregon Property Taxation, Department of Revenue, June 2009

**Renters** Renters may be impacted by new product that increases rental rates in the area. In order to allow existing renters to remain in the community, it is critical to retain all affordable housing stock such as the mobile home parks and older apartment buildings. The first step is to not constrict supply, which will only increase demand and drive up prices. The second step is to work with affordable housing providers to purchase older apartment buildings with the purpose of retaining affordable rents. Per ORS 90, Oregon provides some protections to manufactured home community residents. A community owner must notify the residents and a state agency before marketing the community or when the community owner receives an offer to purchase the community. Then residents have 25 days to submit an offer<sup>14</sup>.

**Businesses** Similar to residential renters, as new and improved commercial space is developed, rents for the new spaces will be higher. Eventually local businesses may face an increase of rents. In order to alleviate this situation, it is important to provide tangible resources to existing business owners as quickly as possible prior to new investment to allow them to 1) potentially purchase the building where they reside to build asset wealth or 2) improve business operations to proactively adjust to potential rent increases.

Micro Enterprise Services of Oregon (MESO) is an example of how resources can be provided to existing business owners. MESO originated in 2006 in response to anticipated investments along NE Alberta Street in Portland. The organization worked with 12 existing businesses to respond to area improvements. Today all 12 business owners continue to thrive within the Northeast area. MESO has also expanded offices to Beaverton and Gresham to serve the same business needs.

## C. GUIDING POLICIES

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Change within the Park Avenue area will ultimately occur with private investment. Therefore, it is important to define policies that foster the desired development type. Policies that encourage private development that align with market trends and aspire to retain and grow the community's "Neighborhood Livability", including equity and accessibility, are outlined below.

### Current Policies

The Clackamas County Zoning and Development Ordinance (ZDO), which complies with the Metro 2040 Plan and Clackamas County Comprehensive Plan (which includes the McLoughlin Corridor Design Plan), includes the standards currently in place that determine the allowed uses and design standards for the Park Avenue study area. The County has also adopted the "Five Components of the McLoughlin Area Plan (MAP)" that provides a general direction of how the community would like the McLoughlin corridor, which includes the study area, to develop. Additionally, a list of past plans and studies impacting the Park Ave study area are included in Attachment A.

An overview of both the Zoning and Development Ordinance and the McLoughlin Area Plan (MAP) are outlined below.

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<sup>14</sup> National Consumer Law Center

### Excerpt from Park Ave. 5-2019 Memo 3: Re Anti-Displacement Strategy

technical support (i.e. staff reports, presentations, etc.) from the GMT. The proposed governance structure for Phase 2 and PACAC membership are outlined in Attachment A.

#### Task 2-3: Anti-displacement Strategy

New private development is sought after to provide necessary housing and desirable employment and amenities such as restaurants and neighborhood retail that serve the community. It is important to thoughtfully consider how this new investment will increase residential and business rents. There are organizations to engage and programs to implement that can proactively curtail displacement and allow existing residents and businesses to remain in the area if they choose to do so. Phase 2 must include a specific strategy of organizations and programs for the county to engage to preclude displacement. This strategy should be prepared at the outset of the project to engage organizations as early as possible before private investment occurs.

Deliverable 2-3.1 – Anti-displacement strategy for implementation during the project and after adoption of new or revised standards.

#### Task 2-4: Create Park Avenue Guiding Principles (aligned with MAP)

Phase 1 largely prioritized existing MAP projects and programs established in 2012 as outlined below under Guiding Principles. However, these established principles do not fully consider

- 1) Neighborhood Livability urban design trends and metrics identified in Memo 1 that are needed to achieve desired outcomes such as walkability; and
- 2) Modern planning issues such as disaster resilience, shared mobility, the circular economy, etc. This means issues of sustainable energy, water, waste, food systems, etc. will all come to the forefront as will new designs for the street of the future, new housing types, and new forms of mobility that should be considered.

Updated Park Avenue Guiding Principles are necessary to document the values that the community views as most important. They will be built upon the *Key Themes* presented and discussed with stakeholders at the April 9, 2019 community meeting. These Guiding Principles will provide clarity for the consultant in Phase 2 regarding issues in which there is broad consensus or, conversely, issues which require more education and discussion. The overall intent is to efficiently and effectively utilize the stakeholder input provided to date. Phase 2 should build off the work in Phase 1, not repeat it. Furthermore, Park Avenue Guiding Principles will align with currently adopted MAP Guidelines to ensure consistency in policy direction.

Before embarking on physical design and development standards, the community should be engaged to verify priorities and understand potential trade-offs to achieve them. The Park Ave Community Advisory Committee (PACAC) and community members should provide community education events and other forms of equitable engagement for a variety of



### Neighborhood Livability

Neighborhood livability is a term that can mean different things to different people. Defining neighborhood livability is the first step to being able to understand the impacts to livability.

A livable community is one that is safe and secure, has affordable and diverse housing and transportation options, and has supportive community features and services. The key community values in the McLoughlin area, as identified in the MAP Vision Framework, are:

- Community Connections;
- Health and Safety;
- Green and Sustainable;
- Access and Connectivity;
- Diverse and Inclusive;
- Local Economy and
- Local Self Determination.

These key community values set the framework for a livable community that is described as one that is safe, supportive, and secure, has affordable and appropriate housing and transportation options, and has supportive community features and services. The below outcomes are anticipated when a neighborhood has strong livability elements (as defined below).

### Outcomes

When a neighborhood has strong livability, residents and business owners can enjoy the following outcomes:

- **Diverse and Inclusive:** all residents of various incomes, abilities, races and ages are accommodated
- **Local Economy:** residents and businesses can remain in the neighborhood and build asset wealth
- **Green and Sustainable; Health and Safety:** a healthy environment
- **Community Connections:** distinct social and communal gathering places are available
- **Access and Connectivity:** pedestrians and bicyclists are safe from collisions with cars and trucks; multimodal transportation options, including cars, transit, biking and walking are accessible

### Elements

To determine the quality of livability in a neighborhood, the following elements should be considered and measured. The measurements are generally based on a 1-mile radius for an adequate area of evaluation based on transit-oriented design studies. Elements that pertain to walkability have a ½-mile radius, which is the maximum distance for walking by industry standards.



## Diverse and Inclusive (Housing)

Understanding the trends related to social-economic conditions will allow the community be able to work toward achieving being a community where residents of all incomes, abilities, races, and ages can reside. The ideal community is accessible for all types of people to enjoy a livable neighborhood. An analysis of the current real estate market, including an understanding of ownership patterns, transactional history, development trends, and other growth patterns establishes the existing conditions for the neighborhood.

*How to Measure (within 1 mile of station)*

- Percentage of home-ownership
- Vacancy rates
- Percentage of rentals
- Diversity of housing options: mobile home, single-family, duplex/triplex, multi-family

## Local Economy

Business owners can thrive when they can respond to market and growth opportunities. Additionally, property owners want to maximize their land assets to meet market demand. Finally, residents want proximity to quality jobs to reduce commute times. Land use and development flexibility, in alignment with surrounding residential neighborhoods, encourages such opportunities. Having an understanding of nearby workforce, county economic development policies, and initiatives and nearby competitive markets will set the foundation for this measurement.

*How to Measure (within 1 mile of station)*

- Mix of jobs
- Occupation skills of residents in relation to surrounding employment
- Percentage of living-wage jobs
- Code flexibility to accommodate a variety of land uses and building types to respond to market demand
- Average employee commute time/length
- Proximity to employment uses in neighboring jurisdictions

## Green and Sustainable; Health and Safety

Good communities maintain a clean environment for their residents. Great communities enact policies to improve, enhance, and protect the environment for generations to come. Healthy communities offer easy access to exercise opportunities, and have a strong “walk score,” lower speed limits, and less pollution.

*How to Measure (within 1/2 mile of station)*

- The number of residents near roadway pollution
- The amount of sidewalks
- Walk score
- The extent of the tree canopy (if available) and natural features

- Existing or new areas suitable for open space amenities (parks)

## Community Connections

Connected and compact neighborhoods make it easier for residents to connect with their neighbors and reach the things they need most, from jobs to grocery stores to libraries. Nearby parks and places to buy healthy food help people make smart choices, and diverse, walkable neighborhoods with shops, restaurants, and movie theaters make local life interesting. Distinct social and community gathering places are available.

*How to Measure (within ½ mile of station)*

- Access to parks
- Access to libraries
- Access to grocery stores, farmers markets, and food banks
- Access to retail
- Access to employment

## Access and Connectivity

This neighborhood livability element allows people to use alternative modes of transportation. Owning and operating a new vehicle costs a driver an average of \$8,469 annually, or \$706 each month<sup>16</sup>. If a family or person can remove or reduce this expense, it can greatly improve their cost-of-living, especially for those with a low income. In addition, there should be safe and comfortable places for people to walk and bike.

*How to Measure (within 1 mile of station)*

- Frequent bus route stops with sidewalks and shelters
- Light rail station with direct sidewalk connections
- Identified pedestrian fatality locations and reasons
- Congestion time along arterial and collector roadways
- Complete sidewalk and bike routes to schools
- Identify areas where access and connectivity are necessary for all modes of transportation

## D. COMMUNITY ENGAGEMENT

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The intent of the next section is to identify community-based organizations and interest groups working within the study area so that there is a better understanding of the variety of community members doing business, living and working in the study area. In addition, their sphere of influence and level of involvement in community planning and development issues is included. Finally, there is an identification of needs and opportunities for capacity-building and outreach in order to move forward with a stakeholder-based process in Phase 2 to craft development and design standards.

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<sup>16</sup> Automobile Association of America (AAA) 2017 estimated figures

## Excerpt from Park Ave. Project 5-2019 Memo 3 Re: Neighborhood Livability Assessment

- Are economically feasible for the preferred development types (including a feasibility analysis of actual or hypothetical sites to test the economic viability of proposed standards)

The expected outcome of Task 2-6 is to have proposed amendments to the Zoning and Development Ordinance that:

- Are enforceable, realistic and, as appropriate, incremental;
- Provide a clear path to achieving community goals;
- Are outcome-based;
- Reflect the input from and are widely-supported by developers, property owners and the public,
- Incorporate lessons learned from tests on actual or hypothetical sites;
- Are consistent with best practices, opinions and findings discovered in Phase 1 and throughout the Phase 2 process, including the findings of the Phase 1 Neighborhood Livability assessment, and the McLoughlin Area Plan (MAP) community values and vision, and
- Facilitate incremental shifts toward the intended development goals for the area.

Deliverable 2-6.2 – Proposed development and design standards report including proposed zoning codes, map amendments, and outline of process necessary for adoption.

### Task 2-7: Implementation

The expected outcome for Task 2-8 is clear communication and understandable materials to facilitate adoption and implementation of the new design and development standards. In addition, the implementation framework report is expected to provide guidance on any other recommended activities the County and community can take to support desired development in the area, taking into account findings from the Phase I livability assessment for nearby residential areas. The consultant team will produce the following deliverables:

Report 4: Implementation Framework Report that outlines steps that can be taken to support the implementation of the community goals through the new Park Avenue Station Area development and design standards. This should include prioritized strategies and policies that will deliver results consistent with the community values.

The report should also include tools the community can use to measure progress toward achieving the development outcomes and understand how they relate to the original goals of the community that were developed in MAP and throughout this process. These tools should include information on:

- meeting community goals through development,
- the type and quantity of development occurring that implements the standards,

- a way to record how market dynamics have influenced the rate of development Finally, the Implementation Framework Report should include a base template for community engagement and development and design standards for planning future nodes along McLoughlin Boulevard.

Deliverable 2-8.1 – Action plan of specific projects or programs necessary to implement the Framework Plan. Action plan will identify a specific organization and roles responsible for leading project completion, timeframe and metric.

Deliverable 2-8.2 – Phase II: Presentation to the Board of County Commissioners. The materials presented to the BCC shall include the following reports:

- **Anti-displacement Strategy**
- Public Engagement Report – A comprehensive public engagement report that documents the engagement process undertaken and reports on performance measures to describe the success of the public engagement plan. Report should include all visual communications, graphic materials and meeting summaries.
- **Park Avenue Guiding Principles and Framework Plan** Best Practices in Mixed Use Zones
- Summary of Proposed Development and Design Standards - Adoption-ready maps and code text amendments for the Planning Commission and County Commission, including County Zoning & Development Ordinance amendments to implement the proposed development and design standards, and recommended zoning and other policy changes to support future development and livability.
- **Action Plan**