



The McLoughlin Area Plan

PHASE II - DECEMBER 2011

TABLE OF CONTENTS:

EXECUTIVE SUMMARYi

INTRODUCTION..... 3

EXISTING CONDITIONS..... 9

THE MAP PHASE II PLANNING PROCESS 17

ILLUSTRATING THE MAP VISION 23

SHORT-TERM STRATEGIC PRIORITIES 35

1. MCLOUGHLIN BOULEVARD IMPROVEMENTS 37

2. NEIGHBORHOOD AND COMMUNITY IMPROVEMENTS..... 41

3. PARKS, OPEN SPACE AND NATURAL HABITAT 47

4. STRENGTHENING CONNECTIONS..... 50

5. ECONOMIC DEVELOPMENT 53

PROJECT FUNDING MECHANISMS 61

CONCLUSION 67

APPENDIX 69

The McLoughlin Area Plan

PHASE II - EXECUTIVE SUMMARY

The Purpose of Phase II

Phase II of The McLoughlin Area Plan reflects the desires and vision of the area's residents and business owners. Its purpose is to guide transportation, housing and economic development decisions through a set of priority programs and projects that will achieve the community vision established in Phase I. The Plan is evidence of a community committed to maintaining and improving the quality of life in the McLoughlin area. As a citizen-led planning process, the overarching goal of the MAP committee during Phase II was to inform and engage area residents in determining and selecting these priority projects and programs.

The McLoughlin Area Plan document and updates on the planning process are available online at www.mcloughlinareaplan.org.

Executive Summary

Existing Conditions

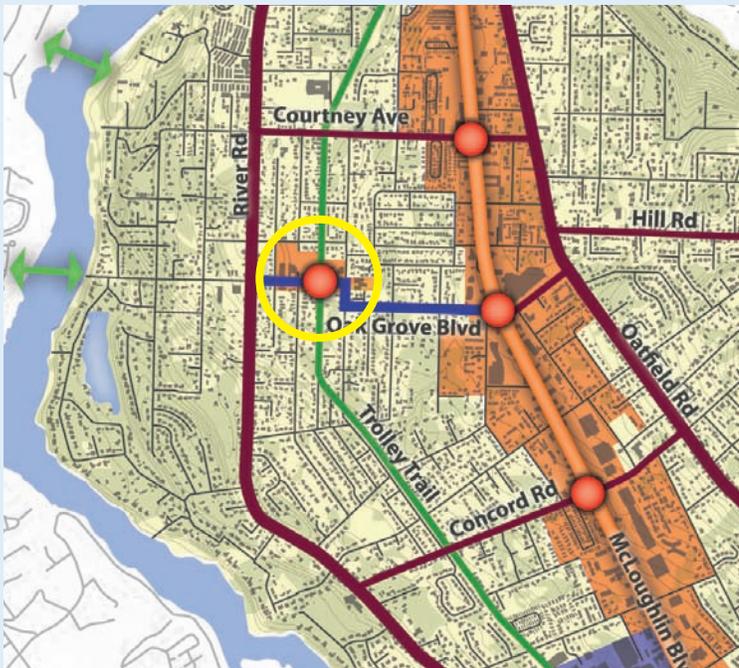
To achieve this goal, Phase II added to Phase I by conducting a detailed analysis of current conditions and the context of other existing planning efforts in the McLoughlin area. This included additional forecast and demographic data, market analysis, and local market interviews. This research was combined with previous information and public input gathered in Phase I to provide a reality-based platform for the priority programs and projects presented to the public for consideration during the public outreach of Phase II.

Illustrating the Community's Vision

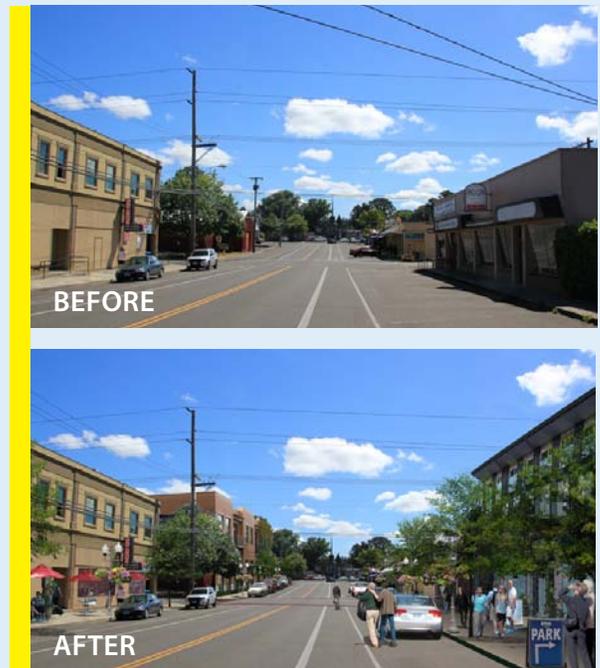
In order to convey key planning concepts in a more visual and easily understandable format, Phase II created a vision concept map and expanded illustrations of the vision that depict how potential

updates or improvements might look in the area. These visualizations were based on ideas and feedback generated during the first part of Phase II's public outreach and then presented to the public as part of all remaining outreach efforts. The vision map provides a visual guide for the Plan's implementation, and locates potential sites for key elements of the vision such as **quality residential neighborhoods; open space, natural habitat and parks; new housing and job opportunities along McLoughlin; improved connections for all types of transportation through the area; and a pattern of activity clusters at or near several key intersections.** These key elements form the organizational structure of the priority projects and programs.

The vision map highlights the location for potential activity clusters, such as the one illustrated for Historic Oak Grove below.



Vision concept map, illustrating potential street types, neighborhood preservation areas and activity clusters.



Illustrating potential changes to Oak Grove main street.



McLoughlin area residents provided essential feedback to the Phase II planning process at the two community workshops and through two online surveys.

A final open house in November unveiled the draft Plan to the public to solicit final feedback. The Plan was also made available online at www.mcloughlinareaplan.org.

Public Outreach

Public outreach during Phase II focused on gathering wide-ranging input, from local residents and stakeholders, to business focus group attendees and technical advisory committee members. Information learned at the community workshops, open houses and online surveys provided key insight about which improvements to the area are most important to residents for achieving the vision. Business focus group attendees shared their unique perspective on the challenges and opportunities of doing business in the McLoughlin study area. Technical advisory committee members represented various agencies, cities and county departments, school districts, and special districts, each with an interest in the McLoughlin area planning efforts.

Priority Projects and Programs

Based on the outcomes of Phase II, including input and ranking from the public workshop poll, online surveys, committee voting and guiding principles, **22 short-term strategic priorities are identified and detailed in the Plan.** These short-term priorities work as an integrated set of actions to bring to life the community's vision. The Plan distinguishes **programs** – which include an analysis of issues and the development of strategies to address the needs at hand – from **projects** – which generally lead to physical improvements and result in something tangible. For example, a program will “Identify strategies to protect and enhance existing natural habitat.” Whereas a project will “Acquire property and/or develop new parks and open spaces.”

Priority Short-Term Projects

- Construct improved pedestrian crossings on McLoughlin Boulevard.
- Construct streetscape improvements along McLoughlin Boulevard.
- Improve lighting at key locations to improve safety for motorists and pedestrians.
- Acquire property and/or develop new parks and open spaces.
- Improve pedestrian and bike connections to the Trolley Trail.
- Construct street improvements on existing, significant transportation routes.
- Improve pedestrian and bike connections to schools, parks and other key community destinations.
- Develop commercial or mixed-use activity clusters at targeted locations within the plan area.
- Support public-private partnerships to acquire land or buildings for development and redevelopment purposes.
- Develop a façade improvement program for existing commercial developments.
- Provide incentives for businesses that provide family-wage jobs.

Executive Summary

The priority programs and projects are organized into six categories reflecting the key elements of the vision: **McLoughlin Boulevard Improvements; Neighborhood and Community Improvements; Parks, Open Space and Natural Habitat; Strengthening Connections; Redevelopment and Development; and Economic Development.** The programs and projects work to revise the character and streetscape of McLoughlin Boulevard so that it better accommodates pedestrians and bicyclists, while also providing a vibrant gateway into the community. They work to maintain and improve the area's sense of place. They support an attractive, healthy and safe retail environment for businesses to thrive. They emphasize parks, open space and natural areas as vital aspects of a community's well-being. They encourage better options for walking and biking, new connections, and improving existing streets. They recommend phased development and redevelopment that make practical and economic sense and that take advantage of current investments in the area. The Plan details the short-term priorities, providing some local examples of similar initiatives, and lists the remaining long-term priorities to be completed later.

During the selection process, short-term priority programs and projects were evaluated using the following criteria:

- Initiatives that have a strong resonance with the community.
- Initiatives that are achievable in the short-term, (expected to be completed within 10 years) and can have an immediate impact.
- Initiatives that set in place the policies, code amendments or programs that lay a foundation for future actions or developments.
- Initiatives that can leverage potential financing resources.

Potential Funding Mechanisms

Each priority project will require a different mix of funding sources for implementation. The Plan identifies potential local and other funding resources for projects, and describes constraints associated with their application. Program funding mechanisms are not included because accurately determining the costs associated with a new program requires a detailed understanding of how the program will function in context. This makes it difficult to predict the associated costs at this stage of implementation planning.

Priority Short-Term Programs

- Develop a community design plan for McLoughlin Boulevard.
- Establish a citizen advisory committee to oversee plan implementation including budgets, project oversight, and community involvement.
- Stricter enforcement of existing sign ordinances.
- Enforce proper property use and maintenance.
- Coordinate enforcement to lessen negative impacts of adult oriented businesses on the family-friendly character of surrounding neighborhoods.
- Site offender treatment facilities to limit negative impact on the family-friendly character of surrounding neighborhoods.
- Encourage community-wide events and cultural celebrations.
- Modify the existing Zoning and Design Ordinance to better protect neighborhoods from up-zoning and incompatible development.
- Identify strategies to protect and enhance existing natural habitat.
- Develop a vacant and underused land inventory to assist the private sector.
- Develop a program that promotes new business and expansion of existing businesses.



This illustration shows potential streetscape improvements along McLoughlin Boulevard, at Jennings Avenue, such as wider sidewalks, street trees and a new bike lane.

Improving the streetscape for pedestrians and bicyclists along McLoughlin Boulevard is one aspect of the priority programs and projects.

These themes were identified as some of the most important to participants and are reflected in the priority programs and projects.

- Preserve neighborhoods east and west of McLoughlin Boulevard.
- Improve the look and feel on McLoughlin.
- Create safer crossings for pedestrians.
- Increase access and connections to the river.
- Build new neighborhood parks and amenities, such as a skate park.
- Develop space for light industrial, high tech.
- Increase tenancy along McLoughlin.
- Protect and enhance watershed and natural areas.
- Consider new pathways and connections for walking and biking.
- Construct sidewalks on major streets.

Moving Forward

Future planning efforts will benefit from the lessons learned during Phase II of the McLoughlin Area Plan. **It will be crucial to maintain flexibility and momentum in order to make the community's vision a reality and implement the Plan's priority programs and projects.** Specifically, we must work together as neighbors, business owners and public officials to:

- **Encourage community involvement** and ensure the formation of a new citizens advisory committee to champion the Plan and its priority projects and programs.
- **Actively engage with public agencies and private sector entities** to complete the short-term priority projects.
- **Capitalize on market conditions and development costs to ensure the financial feasibility of development** that matches the community's vision.

Stay involved and learn about updates to the Plan online.

www.mcloughlinareaplan.org.

To access the complete Plan and to find more information about the McLoughlin Area Plan visit www.mcloughlinareaplan.org.

The McLoughlin Area Plan is an opportunity to plan strategically for the future. It is an opportunity to consider how best to integrate major public investments in future infrastructure, policy, and programming in a way that ensures maximum benefit to the residents and businesses within the community.

The McLoughlin Area Plan team thanks the hundreds of community members who helped shape this document and looks forward to working together to make our vision a reality.

Phase II Introduction:

What is the McLoughlin Area Plan?

The McLoughlin Area Plan (MAP) is a broad-reaching, community-led visioning and planning process initiated in 2009. It is a unique planning effort, guided by area residents and business owners who desire to see the McLoughlin Area prosper, acutely geared toward public involvement and transparency. **This document (the Plan) is the culmination of MAP Phases I and II.** The Plan begins with the outcomes of Phase I and then outlines the Phase II planning process, describes specific elements of the community's vision and most importantly, identifies strategic short- and long-term programs and projects intended to make the community's vision a reality. The Plan also includes potential funding mechanisms associated with each of the project categories.

McLoughlin Area Plan Phase I and Phase II Timeline:

Phase I: 2009- 2010

- The Phase I MAP committee is established and develops a scope of work.
- The Vision Framework is completed and includes the community vision, values and guiding principles established by the committee.

Phase II: 2010-2011

- Extensive public outreach to identify and prioritize short-term projects and programs that will achieve the community vision.
- The draft Plan is completed.

Phase I MAP Committee

The McLoughlin Area Plan Committee was established in the spring of 2009 to develop a scope of work, select a consultant to assist in the planning effort and then guide the planning process. The MAP Committee members included a cross section of community members who live and work in the area, community planning organization representatives and area business owners. The committee members made decisions about what to ask the community during the planning process and how to move forward on the input they received. They worked hard to ensure that the community was being heard and represented.

Phase I Outcomes

Phase I began as an effort to enhance and revitalize the neighborhoods and communities of unincorporated Clackamas County located between the cities of Milwaukie and Gladstone and the Willamette River and I-205. In 2009, a group of residents and business people in the McLoughlin area created the Phase I MAP Committee and agreed to work with the Clackamas County Board of Commissioners and the public to develop a future vision and project plan for this large unincorporated area of the County.

The *McLoughlin Area Plan Vision Framework* was the final product of the extensive public engagement in Phase I and included a **community vision statement, community values and guiding principles**. The community vision succinctly describes the future that Phase I participants and the MAP Committee visualize for the McLoughlin area. Community values are an expression of the shared ideals and desires of the community and lay the foundation for understanding the needs of the community. Guiding principles provide the basis for future planning efforts and help to ensure that the Plan remains consistent with the community vision and values. All of these outcomes from Phase I served to guide and inform the strategic priorities selection process identified in Phase II of the Plan and will continue to be critical elements during their implementation.





COMMUNITY VISION

The McLoughlin Area Plan Vision:

In the future, our community fabric of thriving neighborhoods, shops, restaurants and services is green and sustainable; healthy and safe; woven together by walkable tree-lined streets, trails, natural areas and open spaces; and strengthened by our diversified local economy; great educational opportunities and engaged citizens.

COMMUNITY VALUES

Community values are an expression of the shared ideals and aspirations that a community holds dear. They lay the foundation for understanding the needs of a community, and are part of what makes a place unique and vibrant. The following seven values are a product of the initial community engagement in Phase I and were used to guide the process of identification, selection and prioritization in Phase II.

1. COMMUNITY CONNECTIONS

Community members value the strong and vibrant network of relationships and connections in the McLoughlin area. Residents in the area are active and involved in a wide range of community organizations and improvement efforts.

2. HEALTH AND SAFETY

Community members value neighborhoods that are safe for residents of all ages, and a healthy environment for all, including young families and retired residents.

3. GREEN AND SUSTAINABLE

Community members value their quiet and green neighborhoods. They are committed to maintaining and enhancing the ecological, economic and social sustainability of the McLoughlin area.

4. ACCESS AND CONNECTIVITY

Community members value their access to the wider region, and close proximity to a range of retail, employment and recreation opportunities. They seek an improved range of multi-modal options for the area, including bicycle, pedestrian, auto and transit amenities.

5. DIVERSE AND INCLUSIVE

Community members value the range of ages, incomes and ethnicities of people that live in the area, and seek to support this diversity and encourage greater participation by all.

6. LOCAL ECONOMY

Community members value the many local and small businesses that serve the area and help form the foundation for a resilient local economy.

7. LOCAL SELF-DETERMINATION

Community members value their independence and seek to maintain and enhance local control and decision-making.

GUIDING PRINCIPLES

ECONOMIC VITALITY

- Ensure that any improvements, development or zoning changes shall promote an environment that fosters business development and retention of existing businesses.
- Ensure that any improvements, development or zoning changes preserve or enhance shopping and retail opportunities that serve the McLoughlin area community.
- Ensure that any improvements, development or zoning changes continue to support and maintain a reasonable cost of living.
- Ensure that any improvements, development or zoning changes provide for the long-term stability and viability of local

businesses, as well as stimulate job creation and retention.

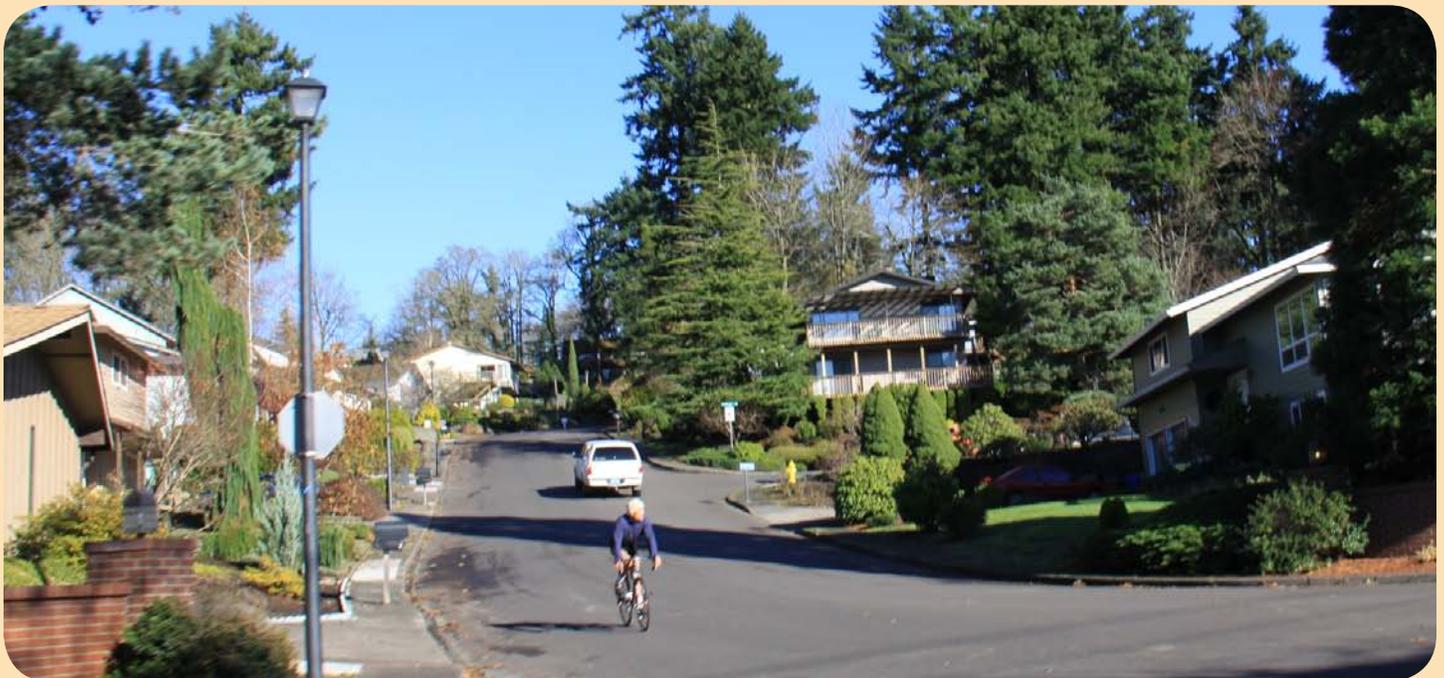
TRANSPORTATION

- Encourage access and connections to local amenities and the region for bicyclists and pedestrians.
- Provide sidewalks, streets and trails within neighborhoods to enhance accessibility. Any improvements shall have a minimal impact on the natural environment such as trees and streams.
- Greatly improve pedestrian access and safety throughout the McLoughlin area with an emphasis on routes to schools and crossings on McLoughlin Boulevard.

- Where possible, integrate off-street trails and other facilities that benefit bicyclists and pedestrians.
- Improve east-west multi-modal connections across the McLoughlin area.

SOCIAL

- Develop an atmosphere that is human-scale, family-friendly, inviting and attractive.
- Create or maintain transition zones (buffers) between residential neighborhoods and the more intense nature of McLoughlin Boulevard.
- Create gathering places for citizens such as community centers, parks and plazas that foster social environments and opportunities.





- Ensure that any improvements, development or zone changes shall promote a healthy, safe and high quality environment for neighborhoods and schools.
- Support neighborhood schools by encouraging youth programs and community involvement, and by providing safe access.

URBAN AND NEIGHBORHOOD DESIGN

- Support a network of distinctive neighborhoods that have good connectivity for autos, transit, bicyclists and pedestrians.
- Utilize and integrate existing natural features, geography and topography of the area and minimize negative impacts of improvements on such areas. This applies to new development, re-development, access and transportation improvements.
- Ensure design functionality, beautification, lighting treatments and landscaping along McLoughlin Boulevard.

- Provide a series of clustered and concentrated thriving centers that provide focal points for the neighborhoods of the McLoughlin area.
- Preserve, protect and enhance current residential neighborhoods while maintaining current densities.

ENVIRONMENTAL

- Ensure that the long-term health and viability of the natural environment, rivers, streams, trees and habitat are fostered or enhanced when property is developed or re-developed.
- Enhance, preserve and establish access to the rivers, streams and other natural habitat.
- Retain, preserve, expand and add natural areas and parks.

ADMINISTRATIVE

- Ensure that, prior to any public improvements being approved, a mechanism is in place that provides for ongoing maintenance and operation of the facility.

- Ensure that sufficient funding remains in place for existing facilities, programs and emergency services.
- Incorporate strong and active community involvement and decision making into any planning efforts that affect the McLoughlin area.
- These efforts will include economically, socially and ethnically diverse members of the community.
- Provide improved and updated zoning codes and zoning overlays based on local aspirations, community involvement and decision-making.
- Provide adequate enforcement at all levels of county and other applicable code.
- Continue to explore governance options as a means of supporting independence and local control.



Phase II Goals:

- Work with the McLoughlin area community to develop a list of desired projects and programs that are framed by market realities and help to achieve the community's vision for the area.
- Prioritize identified projects and programs using the community vision, values, guiding principles and extensive public input as criteria for evaluation.
- Present a strategy to move forward – highlighting short-term, catalytic projects and identify potential funding options for each project and program.
- Coordinate with other planning projects.

The Purpose of Phase II

Phase II of the McLoughlin Area Plan focuses on programs and projects that will best align with the community's vision and priorities. Overall, community members are looking for change along McLoughlin Boulevard in the form of a strong economy, a vibrant street, expanded housing choices, and improved options for walking and biking. But they also want stability in certain areas, such as protection and enhancement of existing neighborhoods and open spaces. The goal of this project is to envision a community that is robust, well-connected to surrounding areas, and yet retains flexibility to adapt to changing conditions.

HOW WILL THE PLAN BE USED?

The Plan is intended to be a guidebook and strategic plan for the McLoughlin Area. Over the course of Phase II, more than 50 programs and projects were identified in accordance with the vision, values and guiding principles established in Phase I. Based on benefits and public feedback, 21 programs and projects were identified as priority and short-term – those that could be implemented first. This priority list is not set in stone. During implementation it will be important to be flexible to changing market conditions and community desires, and to be poised to take advantage of opportunities as they arise.



Existing Conditions in the McLoughlin Area

This section provides an understanding of who lives in the McLoughlin area, what planning efforts are shaping the community, how the area has changed over the last decade and the challenges and opportunities the community faces in staying competitive in the region. While slow population growth in the area presents challenges to attracting new businesses, a market analysis and market interviews identified opportunities and strategies to enliven focused locations in the McLoughlin area.

The Plan Study Area

The Plan study area is a large unincorporated piece of land straddling McLoughlin Boulevard. This area is composed of well-established communities including Oak Grove, Jennings Lodge and Oatfield Ridge, and includes three community planning organizations (CPOs), which allow residents of unincorporated Clackamas County to be actively involved in land use planning. Each CPO is led by a community council that meets regularly.

Oak Grove Community Council

The Oak Grove Community Council (formerly Oak Lodge Community Council) is the largest CPO in the study area, as shown in the map.

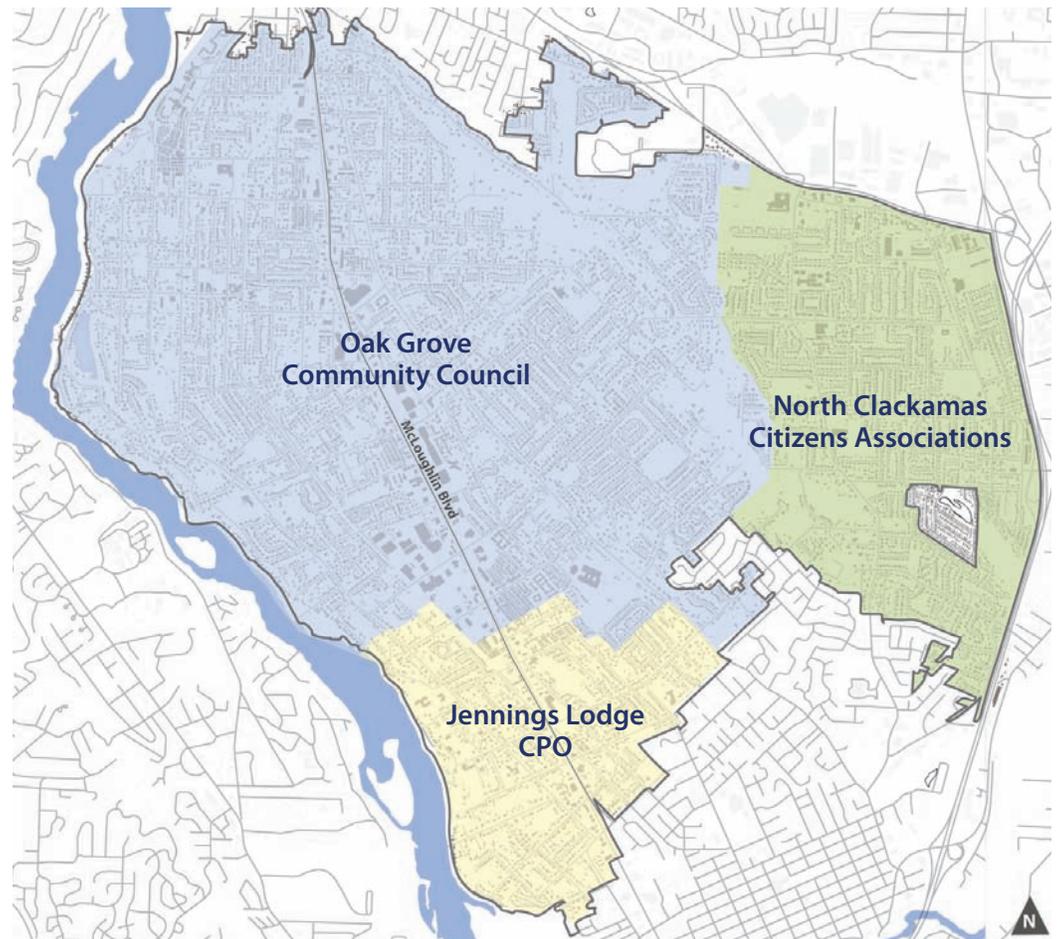
Jennings Lodge CPO

Located to the south of Oak Grove, Jennings Lodge is bounded by the Willamette River to the west and the city limits of Gladstone to the south.

North Clackamas Citizens Association

The North Clackamas CPO is located in the eastern portion of the study area. This CPO is east of the Oak Grove boundary and is bordered by Harmony Road to the north.

Figure 1: McLoughlin Area Plan Study Area



The Growth Forecast

McLoughlin Boulevard is known as a “corridor,” one of ten urban design types defined by the Metro 2040 Growth Concept. The Growth Concept is the region’s strategy for managing growth and coordinating investments. A corridor is defined as “a major street that serves as a key transportation route for people and goods.” It refers to both the roadway and the adjacent land uses and activities. Other corridor examples include the Tualatin Valley Highway and 185th Avenue in Washington County and Powell Boulevard in Portland. In the Regional Transportation Plan (RTP) analysis, the McLoughlin area is characterized as a place that has moderate housing and employment density and a high level of access by car, truck, transit, bikes or on foot.

As part of its responsibility for regional planning, Metro periodically prepares 20 and 50 year regional population and employment forecasts. In developing the region’s transportation plan, the expected growth is divided up into smaller geographies for modeling purposes. Based on the last RTP, the Portland Metro Region is expected to grow by one million people and Clackamas County is estimated to grow by 300,000, from 2005 to 2030.

Forecasting for the RTP is coordinated among the Region’s 25 cities and 3 counties. It is based on a combination of expected investments, local land use plans and expected real estate and economic conditions. The RTP adopted in 2009 predicts that the McLoughlin area will be home to 17,317 households and 14,601 jobs in 2030. This is an anticipated increase of 2,000 households, approximately 4,800 people, in the area. This growth is expected to be accommodated through infill development and potential new housing opportunities on McLoughlin Boulevard.

Area Demographics

The McLoughlin area is made up of a wide range of housing types, from established single family neighborhoods and historic rural estates to apartment complexes closer to McLoughlin Boulevard. Historically, McLoughlin Boulevard has been identified as a dominant retail location within the region. The market analysis in this section looks at changes in the commercial market along McLoughlin Boulevard and identifies the challenges and opportunities for it to prosper in the future.

In 2010, the population for the McLoughlin study area was 35,779, only a five percent increase since 2000. The 2010 population occupies 15,274 households, also up five percent from 2000. The McLoughlin area is predominately white (89 percent), while Hispanics make up the second largest group in the area with 8.8 percent of the total population.¹

Demographic data assembled in Phase I show that 57% of residents in the study area are home owners with the remaining 43 percent renting in 2000. The median age in the study area is slightly higher than the average for the metropolitan region. The most notable difference is the percentage of residents over 65 years of age. In 2000, this percentage was 10 percent in the Portland Metro region, but 14 percent in Jennings Lodge and 20 percent in Oak Grove. The aging population hints at need for senior facilities, health care and homes appropriate for empty nesters.

Compared with Clackamas County as a whole, the McLoughlin study area’s per capita income of \$27,736 was slightly lower than the County’s per capita income of \$31,753 in 2010.² The mean household income in the McLoughlin study area was \$56,775 in 2010.³

1 American Community Survey, 2010

2 U.S. Census

3 Claritas

Connection to Existing Planning Initiatives

CLACKAMAS COUNTY COMPREHENSIVE PLAN

The Clackamas County Comprehensive Plan has been updated and amended periodically since its first adoption. The Comprehensive Plan provides a set of goals and policies for future development in the county, identifies appropriate land uses, establishes a zoning map and regulations, and guides public investment to support anticipated growth. The basic aim of the plan is to organize and coordinate the complex relationships between people, land, resources, and facilities to protect the future health, safety, quality of life and welfare of Clackamas County residents.

PORTLAND-MILWAUKIE LIGHT RAIL

The Portland-Milwaukie Light Rail Project will create a light rail alignment that travels 7.3 miles, connecting Portland State University in downtown Portland, inner Southeast Portland, Milwaukie and north Clackamas County. Light rail service on this alignment along McLoughlin Boulevard is scheduled to begin in 2015.

PARK AVE STATION AREA PLAN

Light rail service is planned for the McLoughlin area, with the southern terminal station located at the corner of Park Avenue and McLoughlin Boulevard. The Park Avenue Light Rail Station Plan, a land use and transportation plan, gave area neighbors, businesses and stakeholders an opportunity to create a vision for the area within a half mile of the new light rail station to respond to the changes and opportunities that will come with light rail. The plan was coordinated by Clackamas County with funding from the Oregon Transportation and Growth Management (TGM) program.

The MAP committee stayed up-to-date on the Park Avenue Station progress through communication with staff and consultants. Several members served on both committees and all participated in public outreach events. The McLoughlin area Vision map incorporates the Park Avenue Station Area Plan's desired land uses and targets investments. The Park Avenue Area planning process based decision making on the Phase I Vision, Values and Guiding Principles.

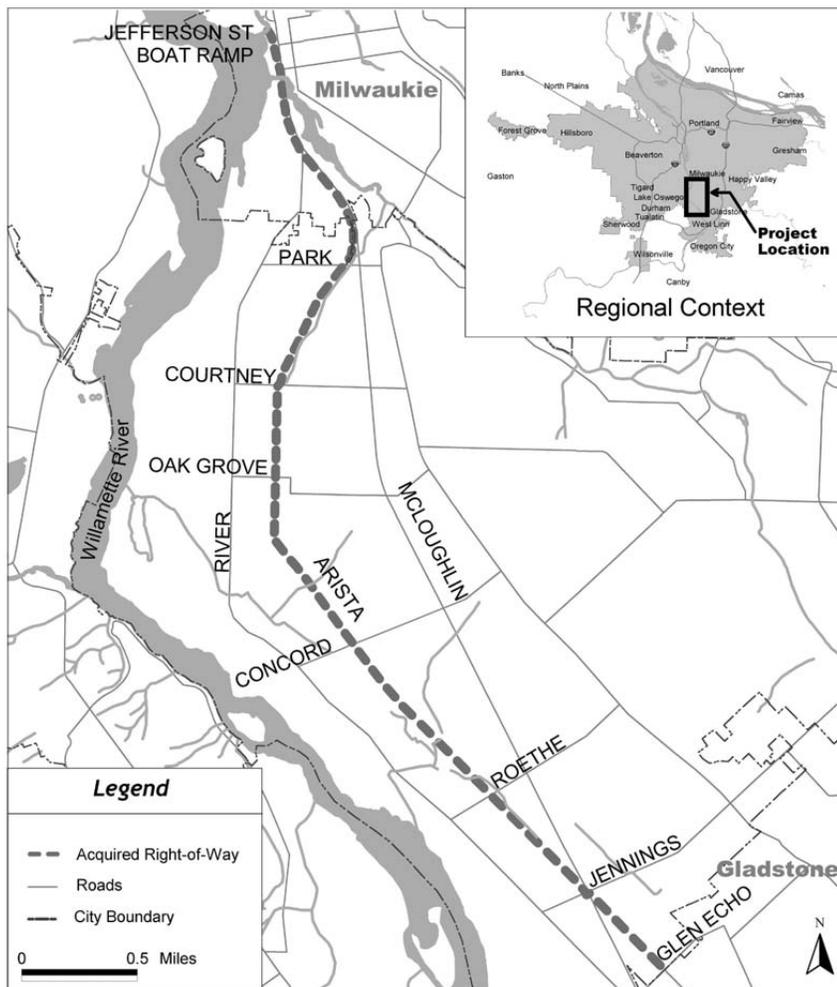
NATURE IN NEIGHBORHOODS GRANT: RE-GREENING PARK AVENUE PARK & RIDE

Nature in Neighborhoods is a Metro program aiming to enhance the region's green infrastructure along with investments in traditional infrastructure and a growing population. TriMet and Urban Green were awarded a \$350,000 grant from Metro to create the region's first sustainable, habitat-friendly light rail station and park & ride facility. Partners in the project include North Clackamas Parks and Recreation District, Oak Lodge Sanitary District and the North Clackamas Urban Watersheds Council.

SERVICE AND SPECIAL DISTRICT PLANS

A wide variety of Service and Special Districts serve the McLoughlin area and unincorporated Clackamas County between Milwaukie and Gladstone. These include Oak Lodge Water District, Clackamas River Water District, Oak Lodge Sanitary District, Clackamas County Fire District #1, Clackamas County Library District, the Enhanced Law Enforcement District, North Clackamas School District and Oregon City School District.

Figure 2: Trolley Trail Master Plan Map (2004)



TROLLEY TRAIL

A six-mile portion of a former streetcar corridor that connected Portland and Oregon City is being transformed into a bicycle and pedestrian trail starting at the Jefferson Street boat ramp in Milwaukie and travelling south paralleling McLoughlin Boulevard. The Trolley Trail connects to existing bike infrastructure and provides an essential link in the regional trails system. Future segments will create a continuous 20 mile loop connecting Portland, Milwaukie, Gladstone, Oregon City and Gresham. The McLoughlin Area Plan process identified improved pedestrian and bicycle connections to the Trolley Trail as a short term priority.

METRO 2040

The Metro 2040 Growth Concept is a regional vision for the entire Portland metropolitan area adopted in 1997. As mentioned previously, the Growth Concept identifies McLoughlin Boulevard as a Corridor, a major street that serves as a key transportation route for people and goods.

NORTH CLACKAMAS COUNTY PARKS AND OPEN SPACE PLAN

North Clackamas County Parks and Recreation Department (NCPRD) is the park service provider for the north end of the county (including the McLoughlin Boulevard area) as well as the Cities of Happy Valley and Milwaukie and a small portion of the city of Damascus.

Major Findings and Conclusions of Market Analysis and Interviews in Phase II:

MARKET ANALYSIS

In Spring 2011, ECONorthwest (ECO) conducted a market analysis and retail leakage study to review the factors affecting the area's overall retail competitiveness within the Portland region. The retail leakage study tracked the amount of purchases that people who live in the McLoughlin study area make at stores that are not in the McLoughlin study area. In essence it asked the question, "What are people leaving the area to buy?" Based on the results of the analysis and conversations with developers and other stakeholders, the best opportunities for new development are:

- **Food services and drinking places.** About 59,000 sq ft (including 23,000 in full-service restaurants) of new food services and drinking places could be supported in the McLoughlin study area from food purchases that are currently made by McLoughlin area residents outside of the study area. In other words, if all of the current food service purchases were captured inside the study area and no food were bought elsewhere, that demand would support new development.
- **General merchandise.** About 189,000 sq ft of new development could be supported if all sales were captured in the study area.
- **Clothing and clothing accessories.** About 108,000 sq ft of new development could be supported.
- **Appliances, TVs, and electronics.** About 11,000 new sq feet could be supported.
- **Furniture and home furnishing stores.** About 27,000 new sq feet could be supported.

Additionally, the retail leakage study found that the McLoughlin area also serves as a substantial draw. The top five categories, based on the dollar amount they bring in from outside of the study area are: Motor vehicle and parts dealers; Grocery stores, supermarkets and convenience stores; Food and beverage stores; Hardware stores; and Building materials and equipment stores. Refer to appendix for full table of retail leakage results. While the retail leakage analysis shows potential demand for new retail development, new retailers must see evidence of momentum toward redevelopment in the area.

Other potential land uses include residential mixed-use and institutional uses, specifically, medical clinics. The analysis uncovered a demand for apartments and condominiums regionally. This could be a good mix with smaller-scale, neighborhood-serving retail. New institutional medical uses are a possible good fit to serve the aging demographic of the study area. Additionally, locating these uses near light rail presents an potential selling point.

MARKET INTERVIEWS

To better understand the opportunities and challenges related to new projects or redevelopment activities in the area, the MAP team conducted interviews with representatives of the development community, commercial brokers, property owners, and others familiar with the commercial real estate market in the McLoughlin study area. Interviews focused primarily on uses such as shopping, housing or institutional job providers that could help reinvigorate McLoughlin Boulevard and the Oak Grove Historic District.

CHALLENGES

Interviewees identified the challenges they see in the area and potential strategies to overcome them. Competition is tough, as nearby Clackamas Town Center and Sunnyside offer retail and office inventory and are closer to a freeway. Achievable rents are currently too low to support the costs of new development. Land ownership configurations are also concerns for new development. To attract larger entities, it may be necessary to assemble several smaller or oddly-shaped parcels together.

OPPORTUNITIES

While interviewees suggested that attracting development to the study area could be a hurdle for the McLoughlin area in its current configuration, they also identified opportunities for change. Changes to the corridor and increased residential housing could support new shopping and other development types by bringing more customers into the area. There may also be additional demand for some office, medical and senior housing, or institutional uses that could catalyze redevelopment in the area.

Some evidence of redevelopment momentum would likely need to be evident before it would be possible to lure new retailers or developers to the corridor without assistance. In some cases, demographic changes, such as population growth, would help to support these uses. The area should look for partnerships with developers to begin to catalyze development.

Regardless of the type of investment, interviewees recommended identifying specific nodes or activity clusters where redevelopment is likely and focusing initial development there. Focusing development can create specific and unique characteristics that encourage a sense of place.

CONCLUSIONS

The overarching conclusions of the market analysis and interviews during Phase II are that it is critical to develop momentum toward redevelopment in order to attract new development, and that short-term redevelopment is most likely to occur in a small number of targeted activity clusters.

Development phasing will be necessary since the entire McLoughlin area cannot be revitalized all at once. Revenue sources for the County are limited, and existing funds lack the available capacity to fully fund the projects recommended in this plan without significant reprioritization of current projects and programs. As is the case in many communities, the current economic climate requires a strategic focus to pair public investments in infrastructure with private-sector contributions toward revitalization and new development. It is not possible to predict with accuracy which properties may first engender developer interest, or which owners may be most interested in developing. Therefore, the County should be ready to bring its knowledge, expertise and funding, where available, to those projects.

In the case of the McLoughlin study area, which is large, analysis concludes that the identification of specific activity clusters increases the chance of success. The location of activity clusters should meet at least some of the following criteria:

- Have proximity to areas that are centers of activity or investment.
- Include areas with properties that are available for redevelopment or with owners that are interested in reinvestment.
- Include areas that have adequate connectivity and placemaking characteristics to suggest redevelopment potential.



Phase II Planning Process

Phase II reinvigorated the MAP Committee from Phase I and added some new members. Throughout Phase II, the MAP Committee and team built on the planning and public engagement efforts of Phase I and continued to reach out to hundreds of McLoughlin area residents and business leaders. The McLoughlin Area Plan is characterized by its commitment to public involvement and worked to listen to and inform the community during the planning process. **Phase II planning efforts included the formation of a business focus group and a technical advisory committee, as well as public involvement strategies such as hosting public workshops, conducting online surveys and discussions, and in-depth stakeholder interviews.** These efforts generated key feedback and ideas that guided the Plan development.

Phase II Planning Process

Phase II MAP Committee:

Ed Gronke (Chair)
Eleanore Hunter (Vice Chair)
Lynn Fisher
Jerry Foy
Jim Frisbie
Annette Guarriello
Dick Jones
Trish Nixon
Eben Polk
Pat Russell
David Seigneur
Everett Wild

Business Focus Group Participants:

Dan Baldwin, Olson Bros. Tire Factory	Wilda Parks, North Clackamas Chamber
Jerry Foy, MAP Committee	Henry Schmidt, Henry Schmidt Design
Jennifer Harding, East Side Athletic Club	Al Schmidhamer, Nehalem Bay Home and RV Community
Jim Knapp, Jim Knapp Construction	Punky Scott, The Bomber Restaurant
Karen Lotz, Key Bank	George Thomas, Les Schwab Tire Centers
Pete Magnuson, Pete's Lair	Cheryl Wright, Bank of America
Ismael Martinez, Town & Country Dealerships	
Shannon McNerthey, GG's Restaurant	
Brad Olson, Olson Bros. Tire Factory	

Technical Advisory Committee:

Brett Arvidson, Oak Lodge Sanitary District	Danielle Cowen, Clackamas County, Tourism	Kyle Gorman, Clackamas Fire District #1	Tim Mills, North Clackamas School District #12	Nicole West, North Clackamas Urban Watersheds Council
Joseph Auth, ODOT Region 1	Gail Curtis, ODOT Region 1	Corie Harlan, Metro	Rick Nys, Clackamas County, Traffic Engineer	Susan Ziolko, Clackamas County, Sustainability
Tammy Bannick, City of Gladstone	Jeff Davis, County Sheriff's Office	Michelle Healy, North Clackamas Parks & Recreation District	Wilda Parks, North Clackamas Chamber of Commerce	
Dan Bradley, Oak Lodge Water District	Jeb Doran, TriMet	Katie Mangle, City of Milwaukie	Paige Schlupp, TriMet	
Basil Christopher, ODOT Region 1	Crista Gardner, Metro	Lori Mastrantonio, Clackamas County, Pedestrian and Bike	Chris Storey, Oregon City School District	
Catherine Comer, Clackamas County, Economic Development	Shari Gilevich, Clackamas County, Land Use and Zoning	Mike McAllister, Clackamas County		

BUSINESS FOCUS GROUP

A diverse group of McLoughlin area business owners and representatives of varying business types, sizes and locations were invited to attend regular meetings. (Participation is open to all business owners.) Some business owners are also residents of the area. The resulting business focus group was critical to the planning process because of their unique perspective of the McLoughlin area. They were able to share their thoughts on the challenges and opportunities of doing business in the McLoughlin study area and weighed in on the strategic programs and projects. The group came to a general consensus on most of the priority programs and projects identified by the community and MAP Committee.

TECHNICAL ADVISORY COMMITTEE

The Technical Advisory Committee (TAC) members were selected and invited to join as representatives from various agencies, cities and county departments, and school districts. Each of the members on the committee have an interest in the planning efforts underway in the McLoughlin area. They reviewed the planning effort at regular intervals to consider the relationship to their own plans and explore opportunities for partnerships or ways that other plans might be changed to work best with the MAP.

PUBLIC WORKSHOPS

All McLoughlin area residents were invited to attend three public workshops as part of Phase II. The workshops were intended to bring diverse segments of the community together to share their thoughts and visions for the community, and were set up to be fun, creative and stimulating. Using map-based exercises, the first workshop, held in May, provided participants with a canvas for exploring a variety of transportation and development options to achieve the community vision. Participants, in groups of eight to ten people, used three maps per group to record their ideas. The first exercise considered area-wide questions about which places to preserve and enhance as well as improvements on McLoughlin Boulevard and future transportation choices. Then, using more detailed maps of the northern and southern portions of the study area, participants identified specific project areas by applying symbols representing various development types including new housing opportunities, restaurants, employment sites, parks and transportation improvements. At the end of the workshop each group had the opportunity to present their maps with the rest of the participants.

The workshop maps were used to identify patterns and themes that were important to a majority of participants. After compiling these themes alongside inputs from the online survey, the second workshop was used to refine and prioritize the resulting list of projects and programs.

PARTICIPANTS WERE ASKED TO CONSIDER:

- Where are new streets or paths needed?
- Which neighborhood areas should be preserved and protected?
- Where are target growth areas?
- Where are important natural areas and parks to protect and enhance?
- Where are the best places to jumpstart activity?
- What kinds of buildings and uses do you want to see?



Out of the first workshop came a total of 30 maps showing where residents would like to see amenities such as parks, open space, stores, restaurants, housing, and transportation improvements. Participants were clear in their desire for preservation of existing neighborhoods and focusing change on McLoughlin Boulevard and in the Historic Oak Grove District.

What We Heard at the 1st Workshop...

- Preserve neighborhoods east and west of McLoughlin Boulevard.
- Improve the look and feel on McLoughlin.
- Create safer crossings and longer signals for pedestrians.
- Increase access and connections to the river.
- Build new neighborhood parks and amenities, such as a skate park.
- Develop space for light industrial, high tech.
- Increase tenancy of businesses along McLoughlin.
- Protect and enhance watersheds and natural areas.
- Encourage new development such as a medical or health clinic, coffee shop, small grocery, county offices, community pool, or community gardens.
- Consider new pathways and connections for walking and biking.
- Construct sidewalks on major streets.
- Emphasize Oak Grove Boulevard as an activity cluster that is focused on residential and retail uses.

Phase II Planning Process



Results from the 2nd Workshop

The following list of programs and projects, in no preferential order, received the top number of votes out of the 23 presented:

- Develop a program that promotes new business and expansion of existing businesses. Streamline permitting processes and minimize permitting costs.
- Develop a community design plan for McLoughlin Boulevard. This might include new design standards, zoning modifications, form based code and revised street sections.
- Acquire property and/or develop new parks and open spaces.
- Construct streetscape improvements along McLoughlin Boulevard, e.g., signage, sidewalks, lighting, landscaping, street furnishings and bike lanes.
- Identify strategies to protect and enhance existing natural habitat.
- Acquire land or buildings for redevelopment purposes.
- Modify the existing Zoning and Design Ordinance to better protect neighborhoods from up-zoning.

The second workshop, in August, built on the May workshop, and served to refine our findings of community values and priorities. The projects and programs on display were based on what we heard at the May workshop and online public survey results. Each participant was given a dozen stickers and asked to place a sticker upon items they considered a priority. With just half as many stickers as projects, participants were required to make choices, consider the trade-offs and then mark their highest priorities. Results were tallied and reported at the conclusion of the workshop and showed overwhelming agreement on the importance of some projects and programs, while others received very little support.

Following the priority-setting exercise, participants viewed a conceptual map and displays showing how potential activity clusters could develop. In the third part of the workshop, participants were invited to sit down for a presentation, discussion and voting exercise. Each person was provided an instant polling device, and as questions appeared on the screen in the presentation, they were asked to punch in their vote. There were 75 active voters in the room, and results were available immediately, allowing participants to see how their responses compared to the group as a whole. New questions were also added based on participants' ideas. Voting took the pulse of the room on issues such as sign ordinances, parks and open space, public investments, and the potential design and feel of future commercial activity clusters. Based on the sticker ranking results, the presentation also asked the participants to vote on their top two choices of the seven top programs and projects.

DRAFT PLAN PUBLIC ROLLOUT

In November, Phase II concluded with an open house to unveil and present the draft McLoughlin Area Plan to the public. An audience of over 90 participated in an instant polling exercise that weighed whether the top programs and projects in the Plan resonated with the public. After gaining a better understanding of the elements of the Plan, the event encouraged the community to share their comments on the draft Plan and programs and projects for consideration before its final release.

THE MAP WEBSITE

ONLINE SURVEYS

McLoughlin Area residents were invited to take an online survey following each of the public workshops. Questions in the surveys were nearly identical to those asked in the workshops. Almost 500 people responded to the online surveys, 90% of whom had not attended the workshops. Although these hundreds of votes captured a different audience than the workshops, responses were similar to the workshop results. A high level of consensus between workshop participants and survey respondents bolsters the argument for certain programs or projects.

ONLINE OUTREACH AND DISCUSSION

The MAP website was used primarily to share and archive planning process materials and upcoming events in an effort to retain complete transparency. The public was also able to post their comments and feedback about anything available on the site as well as access conversations among the committee members through the site's online forum.

MARKET INTERVIEWS

Informal, one-on-one stakeholder interviews provided valuable insight about the market challenges and opportunities along and around McLoughlin Boulevard. The purpose of these interviews was to talk with developers, commercial real estate brokers, business owners and local community development experts. Interviewees described regional trends as well as opportunities and challenges on McLoughlin Boulevard. Interviews were summarized and key themes emerged. (See the Existing Conditions section).



Phase II Outreach Efforts

The extensive outreach efforts in Phase II included door-to-door solicitations, printed advertisements, flyers, posters, website and social media postings, emails, and announcements by CPO's and other community groups. Members of the team and committee gave project updates and invitations at other area meetings, distributed invitations to high school students, and sent emails to community lists. This broad-scale outreach translated into impressive and diverse attendance at the public workshops and participation in the online surveys.



Illustrating the MAP Vision

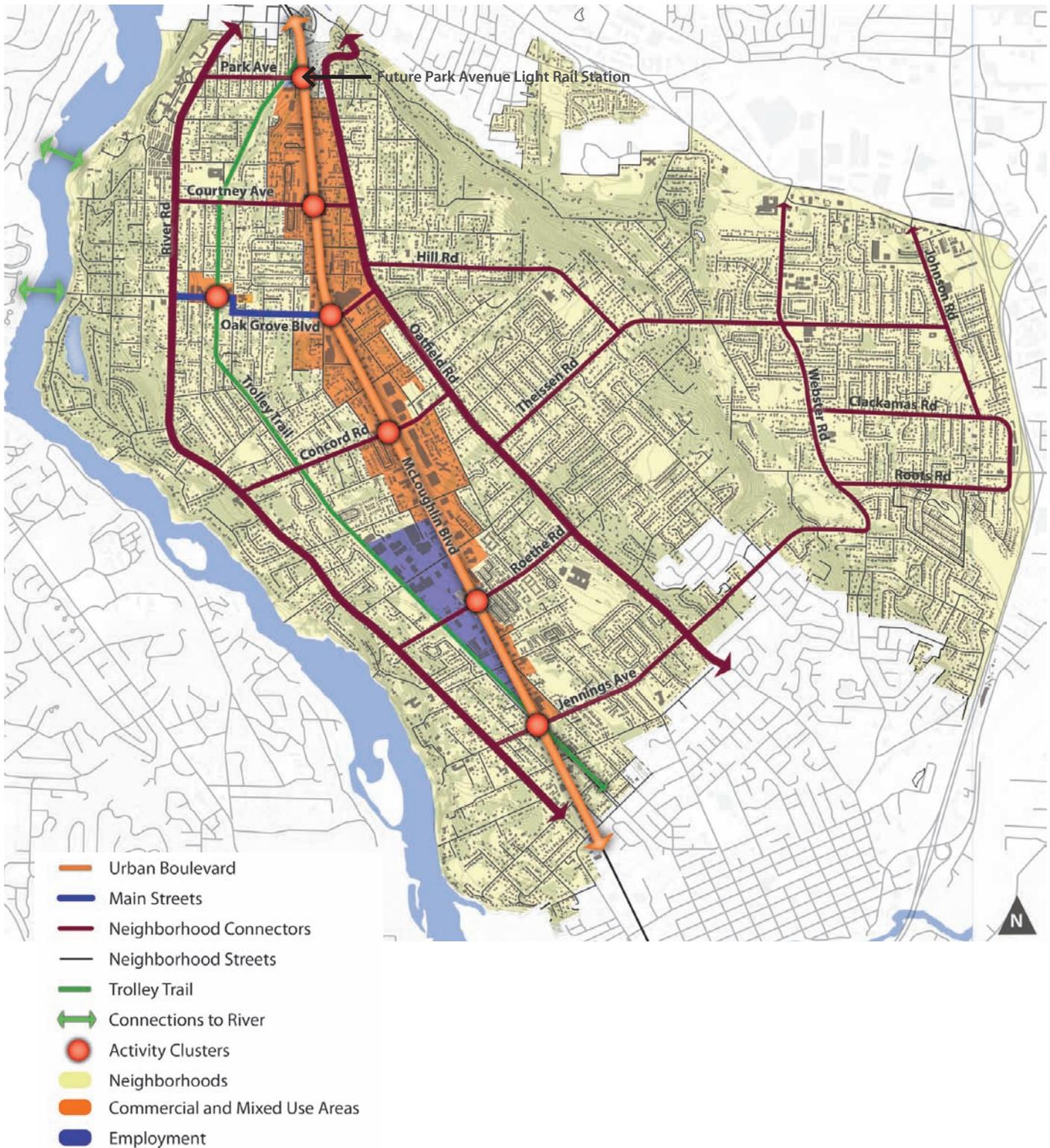
In Phase II, a more comprehensive vision of the future was created based on the *Vision Framework* from Phase I and the outcomes of the Phase II planning process. A major component of this included the creation of a vision map. **The vision map depicts the potential location of various elements such as key neighborhoods; open space, natural habitat and parks; future mixed-use activity clusters; improved streetscaping along McLoughlin Boulevard; and biking and walking routes.** By highlighting the most supported themes in the community, these map elements also helped to guide and inform the priority programs and projects, described in the Short-Term Strategic Priorities section, that will be needed to make the vision a reality.

The vision map highlights:

- Dominant, quality residential neighborhoods.
- Open space, natural habitat and parks.
- New transportation, housing and job opportunities along McLoughlin.
- Key connections for all types of transportation to and from McLoughlin.
- A pattern of activity clusters at or near several key intersections.

Illustrating the MAP Vision

Figure 3: McLoughlin Area Vision Map



Key Elements of the Vision

NEIGHBORHOOD PRESERVATION

Residents and business owners in the McLoughlin area see additional housing choices as one of the keys to economic growth and success. However, this growth needs to be balanced with protection and enhancement of the area's existing neighborhoods. Workshop participants clearly communicated that important aspects of living here are the tree-lined streets and the small town feel of its neighborhoods. The vision map shows that roughly three-quarters of the area is comprised of these highly valued neighborhoods. The Plan includes strategies for maintenance, code enforcement, design guidelines and infill development that can be used to protect and enhance their characteristics.

OPEN SPACE, NATURAL HABITAT AND PARKS

An abundance of trees, natural corridors, the Willamette River and greenspace characterize the study area. Preservation of these features is one of the most closely held values of the community. Each time the community was asked for input, through workshops, comment cards and online surveys, the importance of open space, natural habitat and parks was reiterated. The vision map illustrates potential connections to increase access to parks and the river and is careful to keep development out of existing open space and natural habitat.



Illustrating the MAP Vision

MCLOUGHLIN BOULEVARD

McLoughlin Boulevard, Oregon Highway 99E, is the central feature of the study area and an identifying element of the community. McLoughlin Boulevard sees an average number of vehicles travelling the roadway each day ranging from 27,600 (at Courtney Road) to 32,600 (at Concord Road)¹ and fulfills an important function for the region as a major route for freight and commerce. While McLoughlin Boulevard was once an active retail destination, it has faced challenges in recent years. Due in large part to the construction of I-205 and Clackamas Town Center, stagnant growth, and difficult connections (a result of its configuration as an island between the river and I-205), McLoughlin Boulevard is now characterized by increasing commercial vacancies and more and more residents needing to travel out of the area to shop.

Despite the loss of key businesses, stores, and services the McLoughlin Area Plan is devoted to encouraging the growth and transformation of a commercial corridor that supports pedestrians, bicyclists, transit users and automobiles alike, as envisioned by the hundreds of people who participated in the planning process. The approaches to revitalizing McLoughlin Boulevard include actions such as: enforcement of existing regulations; construction of infrastructure; changes to land use ordinances; partnerships with the private sector for key development projects; and façade improvement programs for existing businesses. The goal is to make McLoughlin more attractive to customers, safer for people on foot and bikes, and more prosperous for businesses.

¹ 2010 Traffic Volumes on State Highways, ODOT

Examples from the Metro Region

There are examples in the Portland metropolitan region where similar streets have been reconfigured: Lake Oswego's State Street (State Highway 43) carries approximately the same volume of traffic on a daily basis, with a markedly different pedestrian environment. The City of Lake Oswego has worked to improve pedestrian amenities, in conjunction with redevelopment along the roadway. Another local example is NE Martin Luther King Boulevard (also Oregon Highway 99E), a busy north-south arterial that has been improved for pedestrians over time. Improvements included removing a wide center median, which hampered pedestrian crossings, adding curb extensions at intersections to shorten crossing distances and make pedestrians more visible, and investing in street trees, seating and other amenities.



Where:
State Street/Highway 43,
Lake Oswego
Average Daily Traffic:
35,000

State Street has been designed to shield the pedestrian from auto traffic and provide cover from the elements, even with a relatively narrow sidewalk.



Where:
NE MLK Boulevard,
Portland
Average Daily Traffic:
32,000

Improvements to NE Martin Luther King Jr. Boulevard have helped reshape the way people perceive the corridor as a pedestrian space.



BEFORE



AFTER

Visualizing the Future of McLoughlin Boulevard

This is a photo-simulation of potential streetscape improvements along McLoughlin Boulevard based on the community's desires. Currently, there are 6,800 feet of gaps in the sidewalk network, or seventeen percent, in the length of McLoughlin within the study area.

Illustrating the MAP Vision

STRENGTHENING THE AREA'S TRANSPORTATION CONNECTIONS

Moving people around safely and efficiently is a task every community faces. The McLoughlin area's transportation system should ensure that each type of traveler can get around safely. Although area residents rely primarily on automobile travel, many people during the planning process expressed a desire to walk or bike to their destinations if there were safer and improved transportation connections. The area also faces a unique challenge; there are few east-west and north-south connections. Through the MAP planning process and the development of the vision map, various street types and bicycle/pedestrian connection improvements were identified for the purpose of strengthening the transportation connections through the area.

STREET TYPES

The McLoughlin Area Plan recognizes the importance of retaining the best aspects of existing streets and neighborhoods while allowing them to evolve to meet the challenges of future growth. The street types represented on the vision map are ways of describing the existing and intended functions of a street that best matches the community's desires. Each street type seeks to balance automobile needs with those of pedestrians, bicyclists, and transit users. In general, the design or redesign of any street in the McLoughlin area should emphasize pedestrian amenities. The four street types are:

- **Neighborhood Streets**
- **Neighborhood Connectors**
- **Main Streets**
- **Urban Boulevards**



Neighborhood Streets: Neighborhood streets are narrow, low speed and low traffic streets. Often traffic volumes are low enough that pedestrians and bicyclists feel comfortable sharing the roadway with vehicles. The quiet neighborhood streets are some of the most cherished and loved features of the McLoughlin area. The integrity and character of these streets should be protected and enhanced in ways that improve safety and experience for the people using them.



Neighborhood Connectors: Neighborhood connectors are low speed, low traffic routes. Neighborhood connectors differ from neighborhood streets in that they provide continuous, direct routes to key destinations and/or east-west connections across McLoughlin Boulevard. The objective is to safely accommodate motorized vehicles while ensuring that pedestrian and bike safety is an equal priority. Examples include Park Avenue, Courtney Avenue, Concord Road, Hill Road, Theissen Road, Roethe Road, and Jennings Avenue.

Main Streets – Historic Oak Grove: One of the dominant themes from the community workshops was to enhance the Oak Grove Boulevard historic main street. Consistently, historic Oak Grove was among the highest priority locations for a small activity cluster. Community members referenced historic, walkable neighborhoods in Portland when describing the type of place they would like to see here. The Oak Grove Historic Area provides the architectural structure for small-scale retail, restaurants and services. Improvements to the street could catalyze change, making the types of desired land uses financially feasible.



Visualizing the Future of the Oak Grove Historic Area

The existing right-of-way on Oak Grove Boulevard between Rupert Drive and River Road is wide enough to create opportunities for these changes:

- Increase sidewalk widths.
- Install street trees and landscaping.
- Improve outdoor dining opportunities.
- Construct curb extensions at intersections to minimize the amount of open pavement pedestrians must cross.
- Improve on-street parking (diagonal and/or parallel).

This photo-simulation illustrates potential changes to Oak Grove main street.

Illustrating the MAP Vision



Special Transportation Areas

It may be advantageous for Clackamas County to work with the Oregon Department of Transportation (ODOT) to designate and manage parts of McLoughlin Boulevard as a Special Transportation Area. A Special Transportation Area (STA) is a designation that may be applied to a highway segment when an existing or planned downtown or center or community straddles the state highway in existing or certain planned urban centers. The convenience of movement with an STA is focused upon pedestrian, bicycle and transit modes, while balancing the needs of autos and freight.

Cross Sections

Cross sections were developed and adopted as part of the 1999 McLoughlin Corridor Land Use and Transportation Study for Clackamas County. Some of the designs propose changes to the corridor that would benefit pedestrians and cyclists; however the cross sections could be updated with changes such as narrower travel lanes to provide more space for sidewalks and slow traffic.

Urban Boulevard – McLoughlin Boulevard: Urban boulevards are intended to handle large volumes of traffic, but in a manner that maintains low vehicle speeds, provides short and well-protected pedestrian crossings and pedestrian amenities. As an urban boulevard, McLoughlin Boulevard has four travel lanes, along with a center turn lane and designated 40 mph speeds. In order to offset the width of the automobile travel lanes, the sidewalks should be wide and buffered from traffic where possible with street trees and low-level landscaped areas between moving traffic and pedestrians.

Efforts to improve the existing streetscape along the McLoughlin corridor should balance the roadway's function as a thoroughfare with the development of a pedestrian-friendly boulevard with access to the Park Avenue light rail station. A proposal to "calm" McLoughlin Boulevard would maintain the existing travel capacity, but would improve the livability and safety by calling attention to special intersections through wider sidewalks, contiguous street trees, improved crosswalks, fewer curb cuts, and more curb extensions to reduce overall crossing distances for pedestrians.

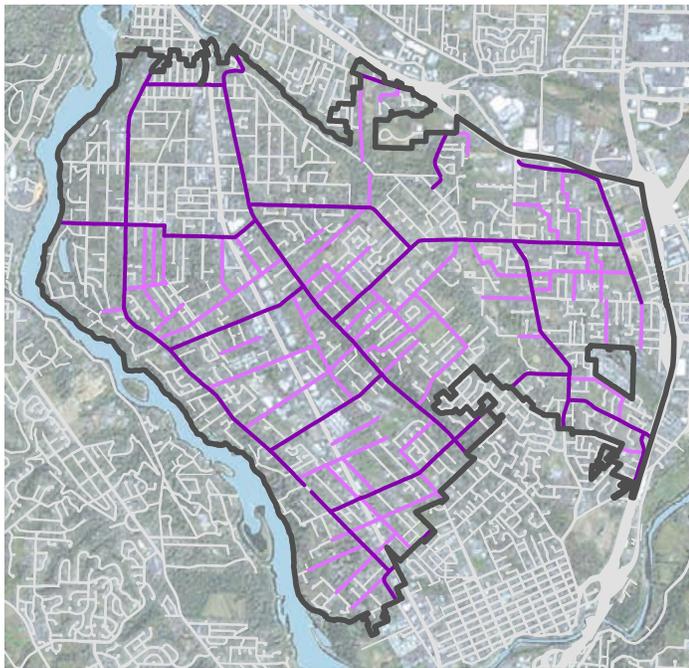
BIKE AND PEDESTRIAN CONNECTIONS

There are numerous reasons to plan for non-motorized transportation. Safe, convenient, non-motorized travel results in significant benefits, including reduced traffic congestion, economic development, and improved health. The street system east and west of McLoughlin Boulevard provides a comfortable neighborhood walking environment on many low traffic volume streets; unfortunately, the grid breaks down frequently and most streets do not provide direct connections for extended distances. Disconnected street patterns lead to less direct and longer walking trips which create a disincentive for walking. The McLoughlin corridor should be a place that is easy to get to, through, and around via bicycle and on foot.



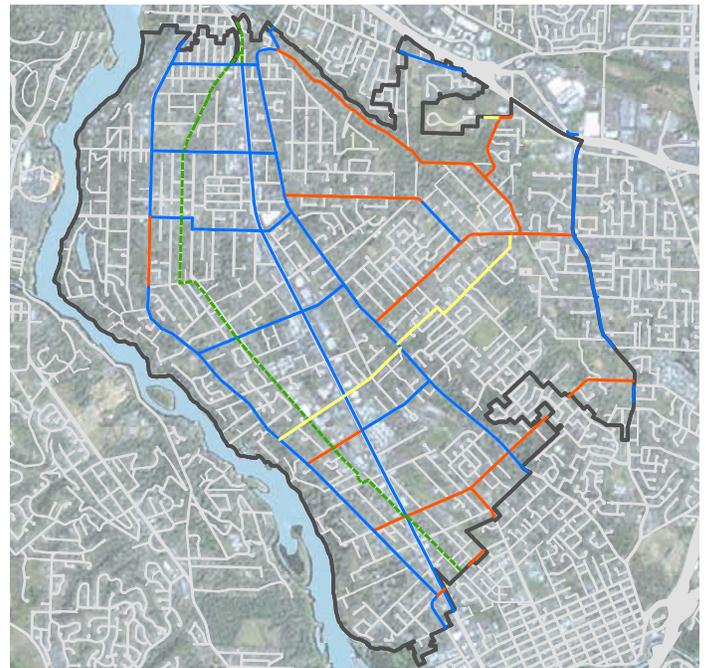
Trolley Trail

Figure 4: Clackamas County Essential Pedestrian Network



- Essential pedestrian network on collectors
- Essential pedestrian network on local streets

Figure 5: Clackamas County Planned Bikeway Network



- Bike lane
- Multi-use trail
- Moderate and high traffic street
- Low traffic street

What's a Good Location for an Activity Cluster?

The concept map on page 24 depicts the desired locations of activity clusters as identified by the community and the MAP committee. Because the feasibility of creating new centers relies on the selection of plausible locations, a series of criteria needs to be applied to each location.

- Is vacant or underutilized land available? A site that is already well utilized is an asset to the community, therefore it is best to focus redevelopment efforts on areas that aren't currently serving the community to their capacity.
- Are surrounding lands compatible? Compatible lands for mixed-use centers are generally residential.
- Does it have good connectivity to the surrounding area? Areas with barriers to access present challenges to connecting residents with the centers.
- Is it civic property, e.g. is there a church or park located there?
- Does it have good visibility, and is it located on a street that is suitable for some additional commercial development?
- Are there successful businesses or activities to build on currently located there or nearby?
- Are public investments, such as streetscape improvements occurring there?

ACTIVITY CLUSTERS

Participants in the MAP process asked for more shops, jobs and housing opportunities along McLoughlin Boulevard in areas that could directly support the nearby neighborhoods. They want the future McLoughlin Boulevard to move from one long continuous strip, as it appears today, to several activity clusters. The vision map (pg. 24) shows seven potential locations for future activity clusters. As these areas see development, the roadway could be reconfigured to make it safer and easier to walk from one side of McLoughlin Boulevard to the other. Sidewalks would likely be constructed or widened to improve safety and comfort for those walking to, from, or between shops. Additional housing is also needed to support existing and future businesses. These activity clusters are the preferred location for new condominiums, apartments, and townhouses. Land use rules in these areas could change to help encourage the construction of these new housing opportunities plus new offices and shops.

WHAT ARE ACTIVITY CLUSTERS?

Activity clusters are commercial or mixed-use centers located in areas that are already commercial and are on a major transportation network. The centers will be most successful with connections to the surrounding neighborhoods. They can provide a range of services and public plazas such as grocery stores, dining, entertainment, retail, medical offices, salons, housing, and jobs. Depending on the location and needs of the community, the centers can either serve a local neighborhood or several neighborhoods.

The size, look and feel of these centers will vary throughout the area. The primary difference between different centers is the scale of buildings and uses. For example, small neighborhood mixed-use centers could allow small-scale grocery and convenience uses (up to 10,000 square feet), whereas larger centers may allow mid-sized grocery stores (up to 30,000 square feet). Larger centers with a more regional draw could include three-story buildings, whereas small centers, particularly those close to residential areas, may need to limit heights to one or two stories.

Visualizing the Future of Activity Clusters along McLoughlin Boulevard



This photo-simulation shows a potential activity cluster near McLoughlin Boulevard and Jennings Avenue.



Short-Term Strategic Priorities

Programs and Projects to Achieve the Vision

The McLoughlin Area Plan will shape the future through a series of strategically selected programs and projects. More than 50 programs and projects were identified by the committee and community as important to the McLoughlin Area. **Based on input and ranking from the online survey, public workshop poll, committee voting and guiding principles, the list was shortened to identify 22 top-priority, short-term strategic priorities.** Short-term strategies are expected to be completed within the next ten years. The remaining programs and projects are considered long-term strategies and fall outside the ten-year scope. Although all of the programs and projects are identified in this document, the short-term priorities are described in detail.

The Plan and these strategies are meant to serve as a guide and should be flexible. Opportunities to implement long-term strategies sooner than expected may come up, and the McLoughlin area should be ready to act when they arise.

The Short-Term Priority Strategies Reflect the Following Criteria:

- Initiatives that have a strong resonance with the community
- Initiatives that are achievable in the short-term and can have an immediate impact
- Initiatives that set in place the policies, code amendments or programs that lay a foundation for future actions or developments
- Initiatives that can leverage potential financing resources

PROGRAM VS. PROJECT

Programs include an analysis of issues and the development of strategies to address the needs at hand; they are frequently policy recommendations or plans that will guide future development. Projects, on the other hand, generally lead to physical improvements and result in something you can see on the ground. They may also include property acquisition that then leads to other improvements. Projects are also tools that are used to assist in redevelopment and job creation.

PROGRAM AND PROJECT CATEGORIES

The programs and projects have been organized into six categories:

1. McLoughlin Boulevard Improvements
2. Neighborhood and Community Improvements
3. Parks, Open Space and Natural Habitat
4. Strengthening Connections
5. Redevelopment and Development
6. Economic Development

1. McLoughlin Boulevard Improvements

One of the main desires that emerged from this planning process is to reconfigure the existing streetscape on McLoughlin Boulevard to balance its function as a thoroughfare with that of a pedestrian-friendly boulevard and gateway into the community. Improvements to make the street more attractive could include wider and fully connected sidewalks, changes in street width, street trees and vegetation, street lights, and safer intersection crossings. The programs and projects below reflect the community’s vision of McLoughlin Boulevard in the future.

GUIDING PRINCIPLES IN USE

The strategic priorities for **McLoughlin Boulevard Improvements** relate specifically to these MAP guiding principles:

- Ensure that any improvements, development or zoning changes preserve or enhance shopping and retail opportunities that serve the McLoughlin area community.
- Improve east-west multi-modal connections in the study area.
- Create or maintain transition zones (buffers) between residential neighborhoods and the more intense nature of McLoughlin Boulevard.
- Ensure design functionality, beautification, lighting treatments and landscaping along McLoughlin Boulevard.

SHORT-TERM STRATEGIC PRIORITIES	LONG-TERM STRATEGIC PRIORITIES
PROGRAMS Develop a community design plan for McLoughlin Boulevard.	Create gateways to the area.
PROJECTS Construct improved pedestrian crossings on McLoughlin Boulevard. Construct streetscape improvements along McLoughlin Boulevard.	

Short-Term Strategic Priorities

1. McLoughlin Boulevard Improvements

Other Major Streets in the Portland Area Using Design Plans

The **Outer Powell Conceptual Design Plan** analyzed options for the length of Powell between I-205 and SE 174th Avenue. The length of Powell Boulevard was divided into segments and design solutions were developed to address the unique features of specific segments of the corridor. These solutions indicate where pedestrian crossings and bus stops should be located and concepts for what the street would look following redesign.

Beaverton is currently in the process of developing a design plan for Canyon Road. McLoughlin Boulevard and Canyon Road have many similar challenges – they are both wide roadways with high traffic volumes and speeds. Pedestrians and bicyclists do not feel comfortable traveling on or crossing the roadways, sidewalks are narrow and poorly defined and auto curb cuts across the sidewalk are extremely frequent on both roadways. Despite ample parking availability and high visibility, local businesses along both corridors have suffered.

PROGRAM: DEVELOP A COMMUNITY DESIGN PLAN FOR McLOUGHLIN BOULEVARD

The McLoughlin Area Plan establishes a community supported vision for McLoughlin Boulevard. The next steps should include the creation of a design plan which would include design standards and guidelines, revised street sections and potentially form-based codes. Presently, McLoughlin Boulevard functions as one long corridor of similar auto-oriented character. A design plan helps to emphasize and develop distinct places along the corridor. Part of the design plan may include establishing locations where travel speeds are slower and activity clusters are planned. Details regarding where redevelopment efforts should focus, where streetscape improvements should be prioritized and where other public investments are most likely to leverage private investment will be determined in the design plan. The design plan should be developed by Clackamas County in partnership with the MAP committee or an advisory committee, the community and area businesses.



The community design plan for Canyon Road will include a series of roadway modifications for specific sections of the roadway. For limited areas of Canyon Road, the improvements will include a combination of some of the following elements: on-street parking, planted medians, 15 ft+ sidewalks, specialty crosswalk paving, curb extensions and low landscaped areas to serve as buffers between auto and pedestrian traffic.

PROJECT: CONSTRUCT IMPROVED PEDESTRIAN CROSSINGS ON McLOUGHLIN BOULEVARD

Signalized intersections provide the safest places for people to cross McLoughlin Boulevard. However, there are only seven signals on the 3.5 mile stretch of McLoughlin Boulevard in the study area, which means they are located a half to one mile apart from each other. This poses a significant challenge to pedestrians attempting to reach destinations in the middle of the stretch between signals. Rather than force people to walk long distances out of their way to reach a signal or risk crossing five lanes of traffic without protection in between signals, the following options could be employed along McLoughlin Boulevard for safer pedestrian crossing facilities.

Curb extensions and colored or textured crosswalks at intersections: Curb extensions narrow the road, reducing the distance pedestrians must cross, therefore reducing exposure to moving motor vehicles. Textured surfaces or painted crosswalks are treatments used to make the crosswalk surface more visually attractive, and to enhance their visibility to motorists.

Pedestrian refuges: A pedestrian refuge is a small island of raised pavement at the center of the roadway where pedestrians can pause or rest before finishing crossing the road. In instances of a wide street with several lanes of traffic, such as McLoughlin, the pedestrian refuge allows a safe harbor after crossing one direction of traffic while waiting for a gap in traffic from the other direction. The pedestrian only needs to look for traffic travelling in one direction, which reduces exposure and risk of injury. It is important to ensure that trees or bushes do not obstruct visibility for pedestrians or motorists.



Pedestrian refuge



Signalized pedestrian crossing

Signals: Warning signs and flashing yellow lights alert motorists to the presence of pedestrians crossing the street. Signals or signs reading “Crosswalk” that are used in conjunction with a crosswalk prove effective in increasing pedestrian visibility to motorists. Signals may be in-pavement lighting in crosswalks or overhead flashing lights that are activated by a pedestrian push button.

Grade separated facilities: Examples of grade separated facilities include raised overpasses, underpasses and skybridges.

Short-Term Strategic Priorities

1. McLoughlin Boulevard Improvements

Coordination with ODOT

McLoughlin Boulevard's designation as a state route requires coordination with the Oregon Department of Transportation (ODOT). In Phase II, meetings between MAP committee members and ODOT representatives demonstrated the department's willingness to collaborate on implementing streetscape improvements.

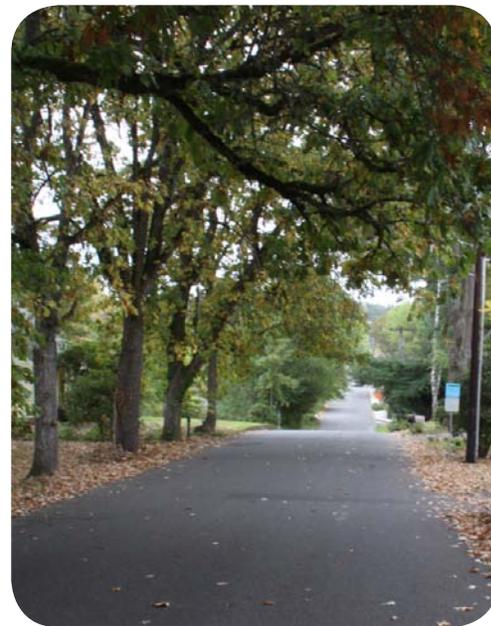
PROJECT: CONSTRUCT STREETScape IMPROVEMENTS ALONG McLoughlin Boulevard

In the short term, there are several actions that can be taken to improve the attractiveness of McLoughlin and at the same time make it safer for pedestrians and cyclists. These improvements may be best implemented at specific activity clusters rather than the entire length of McLoughlin in the study area. Design options for streetscape improvements on McLoughlin Boulevard include:

- Create continuous sidewalk coverage on McLoughlin.
- Widen sidewalks in activity cluster areas.
- Install planters as buffers between traffic and the sidewalk.
- Integrate stormwater techniques with plantings and green street technologies.
- Plant street trees.
- Decrease posted speed limit in specific locations, such as where activity clusters are located.
- Add benches and street furniture.
- Add consistent street lighting.

2. Neighborhood and Community Improvements

The McLoughlin area is a rooted community, and many people are familiar with their neighbors and active in preserving what they value about the place they live. Community members want to see less “visual clutter” on their neighborhood streets, better management of signs on McLoughlin Boulevard, and property maintenance in neighborhoods. Community members want strategies to limit adult businesses in their community. They want promote community events and programs, including cultural celebrations, farmers markets, seasonal celebrations and street festivals. Support for schools and youth is also valued highly. The priority strategies within this section encompass a diversity of programs and projects aimed at maintaining and improving the community feel and strengthening the area’s sense of place.



Tree-lined neighborhood streets like these are highly valued by area residents.

GUIDING PRINCIPLES IN USE

The strategic priorities for Neighborhood and Community Improvements relate specifically to these MAP guiding principles:

- Provide improved zoning codes and zoning overlays based on local aspirations, community involvement and decision-making.
- Provide adequate enforcement at all levels of county and other applicable code.
- Continue to explore governance options as a means of supporting independence and local control.
- Preserve, protect and enhance the current residential neighborhoods while maintaining current densities.
- Create gathering places for citizens such as community centers, parks and plazas that foster social environments and opportunities.
- Ensure that any improvements, development or zone changes shall promote a healthy, safe and high quality environment for neighborhoods and schools.
- Support neighborhood schools by encouraging youth programs and community involvement, and by providing safe access.

Short-Term Strategic Priorities

2. Neighborhood and Community Improvements

SHORT-TERM STRATEGIC PRIORITIES	LONG-TERM STRATEGIC PRIORITIES
PROGRAMS	
Establish a citizen advisory committee to oversee plan implementation including budgets, project oversight, and community involvement.	Review and improve sign code to reduce glare, distraction and clutter.
Stricter enforcement of existing sign ordinances.	Work with regional partners to increase services for homeless and at-risk youth.
Enforce proper property use and maintenance.	Support schools by encouraging youth through programs and community involvement.
Coordinate enforcement to lessen negative impacts of adult oriented businesses on the family-friendly character of surrounding neighborhoods.	Increase access and options for childcare, after school programs, and vocational and job skill programs.
Site offender treatment facilities to limit negative impact on the family-friendly character of surrounding neighborhoods.	Update <i>Comprehensive Housing Affordability Strategy</i> and local housing plan.
Encourage community-wide events and cultural celebrations.	Identify and increase partnerships with non-profit housing development organizations.
Modify the existing Zoning and Design Ordinance to better protect neighborhoods from up-zoning and incompatible development.	Establish an ongoing technical advisory committee that includes area districts and jurisdictions.
	Help provide fire protection including sprinklers and stations if necessary.
PROJECTS	
Improve lighting at key locations to improve safety for motorists and pedestrians.	Support the cost of cleaning up contaminated properties.
	Develop a community center.

PROGRAM: ENFORCE EXISTING SIGN ORDINANCES

Many residents and business owners that participated in the MAP planning process noted the common occurrence of temporary signs that remain in place longer than legal ordinances allow. County code requires that temporary and portable signs be situated behind the front property line,¹ and are not displayed longer than a total of 60 days in a calendar year. Although the County has the job of enforcing the existing sign ordinance—the Clackamas County Comprehensive Zoning Code provides guidelines for proper placement, size and use of signs—code enforcement is largely complaint driven, and relies on the community’s eyes. Opportunities to provide feedback to the County, and to address instances of non-compliance with the existing sign ordinance, should be made more accessible through community reporting programs such as the County’s Pothole Hotline.

PROGRAM: ENFORCE APPROPRIATE PROPERTY USE AND MAINTENANCE

County zoning and building codes require appropriate property use and maintenance to ensure safety and protect the aesthetic quality of the area. The majority of code enforcement complaints are resolved through mail or telephone communication with landowners. Sometimes fines are levied or the County performs the maintenance and charges the property owner. To implement the McLoughlin Area Vision, the County should invest in the staffing resources necessary to adequately address complaints filed by residents. Since enforcement also relies on residents to report violations, it is important to make residents aware of reporting venues such as the County’s website.



PROGRAM: ESTABLISH A CITIZEN’S ADVISORY COMMITTEE FOR THE McLOUGHLIN AREA PLAN

To move the community towards implementation of the strategic priorities outlined in the Plan, a citizen’s advisory committee (CAC) should be determined in the future. The CAC would make recommendations to Clackamas County on behalf of the McLoughlin area community on items such as budget, project timing, final design and funding. The CAC would provide an opportunity for the community to be proactive about communicating their thoughts and desires regarding such issues as public safety, infrastructure improvements, and other investments by providing a more direct link to decision makers at the County.

The volunteer energy behind the MAP committee has demonstrated community support for this type of ongoing committee. Similar committees in the region already exist, such as the Government Camp Revitalization District Advisory Committee that provides advice and recommendations to the Clackamas County Development Agency Board on matters pertaining to the implementation of the Government Camp Revitalization Plan.

¹ Clackamas County Comprehensive Plan, section 1010.13

Short-Term Strategic Priorities

2. Neighborhood and Community Improvements

PROGRAM: COORDINATE ENFORCEMENT AMONG SHERIFF, HEALTH DEPARTMENT, LAND USE AND OLCC TO LESSEN NEGATIVE IMPACTS OF ADULT-ORIENTED BUSINESSES ON THE FAMILY-FRIENDLY CHARACTER OF SURROUNDING NEIGHBORHOODS

A common topic of concern is the proliferation and concentration of adult businesses along McLoughlin Boulevard. These businesses are universally cited as harming the image of the McLoughlin corridor, preventing new investments and hindering the ability to revitalize the corridor. In Oregon, it is difficult, if not impossible, for government to use land use regulations, such as zoning, to limit the operation of adult businesses. This is especially true when these businesses are located within areas zoned for commercial use, as is the case in much of the McLoughlin corridor. However, if any illegal and/or dangerous activities are associated with these businesses, there are multiple agencies involved with public safety regulation and enforcement. If these businesses are prosperous because of illegal activities associated with their operation or location, enforcement of these regulations may cause them to consider the long-term viability of their operations. This program calls for coordination among agencies and departments within Clackamas County for unified action.

There are five entities required for successful use of community prosecuting efforts:

- **District Attorney's office**
- **Code enforcement**
- **Sheriff's office**
- **Oregon Liquor Control Commission**
- **Residents and business owners of the McLoughlin area**

District Attorney's Office: Clackamas County's District Attorney has employed, with great success, an element of community policing involving designation of a community prosecutor. A community prosecutor for the McLoughlin area could organize the other partners to proactively enforce regulations ranging from code violations and underage drinking to prostitution and operating a vehicle under the influence of intoxicants.

Code Enforcement: The County's Code Compliance office can approach property owners about violations ranging from overgrown landscaping to long-term nuisances. While the County can proactively enforce code violations, due to resource constraints, the department focuses its efforts on higher level violations, acting on smaller matters such as overgrown vegetation only when complaints come in. The compliance inspectors should be given authority through a community policing endeavor to be proactive, acting on smaller violations within the areas where adult entertainment is prevalent. Additionally, the County Health Department can monitor locations for compliance with health codes.

Sheriff's Office: With support from the County Commission and coordination through the district attorney, the sheriff can undertake activities such as:

- Utilize saturation patrols to catch and arrest intoxicated motorists.
- Utilize prostitution patrols and stings both in public places and private buildings.
- Field interviews with individuals seen coming or going from areas with suspected illegal activity.
- Utilize the property of willing neighbors for parking police cruisers while between calls and use this time for paperwork within sight of known problem locations.

Oregon Liquor Control Commission: One of the most commonly employed tools in Oregon in relation to bars and taverns is liquor licensing. The Oregon Liquor Control Commission (OLCC) places strict standards on liquor licenses. The OLCC employs investigators and enforcement officers to monitor for sales to underage or intoxicated individuals. Additionally, the OLCC monitors calls to law enforcement and complaints from neighbors. Sharing this data with the Sheriff will help focus on the establishments with the worst records.

Residents and Business Owners of the McLoughlin Area: Community policing initiatives can only be successful if they are strongly supported by the people who live and work within the area. The public therefore has several roles to play:

- To initiate the effort the call must come from people throughout the area. The MAP Committee can play a role in contacting elected officials, but the demands must also come from a larger pool of individuals and groups. The County Commission and department heads need to know that the people of the McLoughlin area both demand and support efforts to combat crime and the land uses in question that make it more difficult for the area to succeed.
- Support agency efforts. Members of the public at large, and those involved in groups such as the MAP Committee, must be willing to continually show their support through assisting the agencies and reporting progress to the County Commission.

PROGRAM: SITE OFFENDER TREATMENT FACILITIES TO LIMIT NEGATIVE IMPACT ON THE FAMILY-FRIENDLY CHARACTER OF SURROUNDING NEIGHBORHOODS

People in the McLoughlin area have expressed concern about the potential impact of residential treatment facilities and group homes on existing neighborhoods, especially in areas where there is a relatively high concentration of these facilities than in surrounding areas. To alleviate concerns, siting policies should work to strengthen the relationship between facility owners and area residents by:

- Directing facility owners to work with neighborhood groups prior to purchasing property or applying for permits.
- Limiting the geographic concentration of treatment facilities so that they are scattered among many communities and not concentrated within any one community or block.

PROGRAM: MODIFY THE EXISTING ZONING AND DESIGN ORDINANCE TO BETTER PROTECT NEIGHBORHOODS FROM UP-ZONING AND INCOMPATIBLE DEVELOPMENT

The community vision maintains current designations for low-density housing. To protect the existing character of the residential neighborhoods within the MAP area, this program is intended to ensure compatible and desirable development in existing neighborhoods.

There are two primary land use tools available for ensuring compatible character. First and foremost is zoning. Zoning is relatively straightforward to administer and it provides a great degree of certainty to both developers and neighbors. Zoning tools largely control the footprint and intensity of the development, and have limited ability to affect visual character.

Short-Term Strategic Priorities

2. Neighborhood and Community Improvements

Zoning tools that are most successful include:

- Lot size
- Lot coverage
- Floor area ratios (FAR)
- Maximum percentages of impervious surface

The second tool, design guidelines, can be used to influence style and aesthetics of new housing. Design guidelines can be administered in a clear and objective fashion to address elements such as building materials, the amount of wall space covered by windows and doors, building heights, and orientation on the lot.

PROGRAM: ENCOURAGE COMMUNITY-WIDE EVENTS AND CULTURAL CELEBRATIONS

The county can assist the community in organizing events by making the use of parks and streets accessible and permits easy to obtain. For instance, where Oak Grove Boulevard runs through Historic Oak Grove, the street could be closed to traffic periodically for festivals or farmers markets. It is an area that is highly visible and easy to access. Community-wide events provide an opportunity for people to come together and share an experience and show pride in their community.



Lake Oswego farmer's market

PROJECT: IMPROVE LIGHTING AT KEY LOCATIONS TO IMPROVE SAFETY FOR MOTORISTS AND PEDESTRIANS

Appropriate and adequate lighting should be provided on major streets and trails to enhance safety and security for motorists, pedestrians and cyclists. Lighting is necessary to illuminate bends and traffic calming features, to enable road users to see potential obstacles and each other after dark, to prevent crime, and to increase personal safety. Street lighting plays both an aesthetic and safety role in:

- Reducing risks of night time accidents
- Assisting in the protection of property
- Discouraging crime and vandalism
- Making residents feel secure
- Enhancing the appearance of the area after dark

In some contexts, lighting can contribute to the sense of place of a street, with lighting features blurring the boundary between function and aesthetic contribution to the streetscape. Lighting initiatives are often based around community projects and may be planned for as part of a larger area design plan. Lighting may also be decided based on individual street or neighborhood needs.

3. Parks, Open Space and Natural Habitat

Access to parks, open space, and natural habitat is an important aspect of community design and is valued by residents in the McLoughlin area. People enjoy the extensive tree inventory, the adjacent Willamette River and many other natural areas. Continuing to improve access to natural areas and supporting strategies to ensure these areas are protected into the future is vital. The open space system in the McLoughlin area should be a mix of places for recreation and natural habitat preservation. Open space preservation and enhancement should be balanced with the development of more parks providing recreational opportunities throughout McLoughlin area neighborhoods.

GUIDING PRINCIPLES IN USE:

The strategic priorities for Parks, Open Space and Natural Habitat relate specifically to these MAP guiding principles:

- Ensure that the long-term health and viability of the natural environment, rivers, streams, trees and habitat are fostered or enhanced when property is developed or re-developed.
- Enhance, preserve and establish access to the rivers, streams and other natural habitat.
- Retain, preserve, expand and add natural areas and parks.



Short-Term Strategic Priorities

3. Parks, Open Space and Natural Habitat

SHORT-TERM STRATEGIC PRIORITIES	LONG-TERM STRATEGIC PRIORITIES
PROGRAMS	
Identify strategies to protect and enhance existing natural habitat.	Identify and designate wildlife and recreation corridors linking to parks, open spaces and waterways.
PROJECTS	
Acquire property and/or develop new parks and open spaces.	Restore Boardman Creek and wetlands and mitigate flooding in the vicinity of Jennings Avenue
Improve pedestrian and bike connections to the Trolley Trail.	Improve access to the Willamette River and streams.
	Help restore habitat within the plan area.
	Develop recreation facilities, i.e. skate parks and community gardens.

PROGRAM: IDENTIFY STRATEGIES TO PROTECT AND ENHANCE EXISTING NATURAL HABITAT

The McLoughlin area benefits from a rich ecology. It is home to salmon-bearing waterways, quality wetlands and upland forests. The natural environment is a defining characteristic and a main reason that many people call the area home. As the McLoughlin corridor is revitalized and new buildings are constructed, protection of natural habitat, and its functions regarding water quality and wildlife, will continue to gain importance. This plan suggests development of a habitat friendly development program.

Without any negative impact to property owners, the County can work with them to make it as easy as possible to implement environmentally sensitive development solutions. The first step is to define

habitat areas. These are typically divided into riparian (water related) and upland habitat. The Metro regional government and Clackamas County have developed a detailed inventory of existing conditions that can form the base of this assessment stage. The County should then develop guidelines to help owners minimize impacts from development. Use of the guidelines is typically voluntary. However some jurisdictions have succeeded in offering incentives such as fee waivers to encourage their utilization. Guidelines for habitat friendly development typically include:

- Clearing and grading.
- Site development.
- Low-impact development techniques.
- Ongoing maintenance.

PROJECT: ACQUIRE PROPERTY AND/OR DEVELOP NEW PARKS AND OPEN SPACES

The North Clackamas Parks and Recreation District (NCPRD) is responsible for coordinating acquisition of park land and developing parks and trails in the area, and will be an essential partner in acquiring new property for parks and open spaces. A District Master Plan, adopted in 2004, guides the work of NCPRD and covers the MAP study area. An update to the District Master Plan is on the horizon; the McLoughlin community should partner with NCPRD to ensure future plans for parks are included in the update. Assembling funds will be the most challenging task in this strategy. Metro is another potential partner opportunity. Examples of improved park and open space amenities include:

- Improved boat ramps.
- Increased parking options for river access.
- Improved neighborhood park accessibility by foot, bicycle, or public transit within a half-mile radius of residences, to provide easy access to green space especially for children and senior adults.
- Create community parks to serve a larger geographic area that may include large sports fields, skateparks, dog parks, tennis courts, and community pools.



Stringfield Family Park



Trolley Trail

PROJECT: IMPROVE PEDESTRIAN AND BIKE CONNECTIONS TO THE TROLLEY TRAIL

When complete, the six-mile Trolley Trail will run along a corridor once used by an electric streetcar. It will connect neighborhoods, schools, parks, retirement communities and business districts and area residents. Streets connecting to the Trolley Trail at access points should be well-marked, have sidewalks, and be safe bike routes. Coordinate with the Trolley Trail Master Plan and NCPRD for identification of appropriate access points.

Short-Term Strategic Priorities

4. Strengthening Connections



This photo-simulation highlights potential street improvements in Historic Oak Grove such as visible pedestrian crossings, a new bike lane and additional streetscape amenities.

4. Strengthening Connections

Whether by automobile, bicycle, mass-transit, or walking, the McLoughlin area's transportation system should ensure that each type of traveler has a safe and pleasant traveling experience. McLoughlin Boulevard is a major state highway running through the study area. Although the amount of traffic on McLoughlin presents opportunities to the community, it also presents additional challenges due to the lack of connectivity, or the inability to get around neighborhoods and districts without getting onto the Boulevard itself. This section includes projects and programs that will make traveling easier by increasing transit options, creating new street and path connections, and improving existing streets.

GUIDING PRINCIPLES IN USE:

The strategic priorities for Strengthening Connections relate specifically to these MAP guiding principles:

- Encourage access and connections to local amenities and the region for bicyclists and pedestrians.
- Provide sidewalks, streets and trails within neighborhoods to enhance accessibility. Any improvements shall have a minimal impact on the natural environment such as trees and streams.
- Greatly improve pedestrian access and safety throughout the McLoughlin area with an emphasis on routes to schools and crossings on McLoughlin Boulevard.
- Where possible, integrate off-street trails and other facilities that benefit bicyclists and pedestrians.
- Improve east-west multi-modal connections throughout the McLoughlin area.

SHORT-TERM STRATEGIC PRIORITIES	LONG-TERM STRATEGIC PRIORITIES
<p>PROGRAMS</p>	<p>Develop a community shuttle system that links local destinations.</p> <p>Work with TriMet to determine new opportunities for public transit.</p>
<p>PROJECTS</p> <p>Construct street improvements on existing, significant transportation routes.</p> <p>Improve pedestrian and bike connections to schools, parks and other key community destinations.</p>	<p>Construct new local street connections.</p> <p>Improve east-west connections to improve access to I-205.</p> <p>Develop an area-wide wayfinding system for motorists, bicyclists, and pedestrians.</p> <p>Construct new bike/pedestrian bridge over the Willamette River.</p>

PROJECT: CONSTRUCT STREET IMPROVEMENTS ON EXISTING SIGNIFICANT TRANSPORTATION ROUTES

Significant transportation routes are those that provide major east-west or north-south connections. They are the major streets that cross or run parallel to McLoughlin Boulevard. Examples include Courtney, Concord and other streets with similar function and in need of safety enhancements. Improvements to these streets will mean increased safety for pedestrians and bikers using these routes. Local neighborhood streets would be left unchanged, except for regular required maintenance. Street and neighborhood connection improvements may include paving, signage, sidewalks or pathways, lighting, landscaping, drainage, and bike lanes.



Wayfinding Systems

Wayfinding systems make it easier to locate parks, river access, bike boulevards, and the safest and most direct routes to destinations. The McLoughlin area's wayfinding system can build on the existing signage in the area at first, and then expand as new destinations emerge.

Short-Term Strategic Priorities

4. Strengthening Connections

“Safe Routes to Schools” Identifies Several Strategies to Improve Pedestrian and Bike Connections

- Pedestrian and bicyclist safety including signs and pavement markings provide important information to drivers.
- Infrastructure along the route including minimum sidewalk widths, street lighting and increased path and trail alternatives.
- Well-located street crossings that have high-visibility, reduce crossing distances and use appropriate traffic controls.
- Slowing traffic speed with narrower travel lanes at crossings, speed humps and raised pedestrian crossings.

PROJECT: IMPROVE PEDESTRIAN AND BIKE CONNECTIONS TO SCHOOLS, PARKS AND OTHER KEY DESTINATIONS

Creating safe pedestrian and bike connections for children and families to key destinations in the community is a crucial first step in building an overall safer pedestrian and bicycle network. Strategies include building sidewalks on main connector streets, adding bicycle paths, connections between the paths and streets, and safe street crossings. In locations where it doesn't make sense to build a new road connection, short pedestrian and bike connector paths are a useful alternative. These short, cut-through paths mean less exposure on busy streets and shorter routes may encourage more people to walk or bike.

Infrastructure improvements are best used in conjunction with education, encouragement and enforcement activities. Events can help raise awareness to increase safety walking to school. For instance, advertise the national Walk to School Day sponsored by “Safe Routes to School,” where hundreds of thousands of students, parents and communities are walking and biking to school nationwide to build excitement.

5. Redevelopment and Development

The overall health of a community depends on the availability of housing, employment and other essential elements of community life. The McLoughlin area's current development is characterized by many vacancies and large amounts of land for automobile parking, which presents opportunities for providing shopping, entertainment, housing and employment growth. New development in strategic locations along McLoughlin Boulevard will help maximize investments in the light rail station at the northern edge of the study area and encourage new types of activity along the rest of the boulevard. This section includes strategies for developing inventories of land and buildings to understand where new investments make the most sense, acquisition of land for development or redevelopment, infrastructure improvements, and planning and designing commercial or mixed-use activity clusters.

GUIDING PRINCIPLES IN USE:

The strategic priorities for Redevelopment and Development relate specifically to these MAP guiding principles:

- Provide a series of clustered and concentrated thriving centers that provide a focal point for the neighborhoods of the McLoughlin area.
- Support a network of distinctive neighborhoods that have good connectivity for autos, transit, bicyclists and pedestrians.
- Create gathering places for citizens such as community centers, parks and plazas that foster social environments and opportunities.
- Utilize and integrate existing natural features, geography and topography of the area and minimize negative impacts of improvements in such areas. This applies to new development, redevelopment, access and transportation improvements.

Short-Term Strategic Priorities

5. Redevelopment and Development

SHORT-TERM STRATEGIC PRIORITIES	LONG-TERM STRATEGIC PRIORITIES
PROGRAMS	
Develop a vacant and underused land inventory to assist the private sector.	Develop a grid of neighborhoods with distinct names to better associate with different areas.
	Adopt green infrastructure best practices for new public improvement projects and redevelopment sites.
	Create an inventory of historic buildings, sites, and resources.
PROJECTS	
Develop commercial or mixed-use activity clusters at targeted locations within the plan area.	Construct infrastructure improvements for development or redevelopment of properties, i.e., utility connections or upgrades, stormwater facilities, street connections and internal circulation for motorists and pedestrians.
Support public-private partnerships to acquire land or buildings for development and redevelopment purposes.	Provide incentives for energy conservation and green infrastructure projects associated with new development or redevelopment.
Develop a façade improvement program for existing commercial developments.	Help provide public plazas or other gathering space as part of development or redevelopment.

PROGRAM: DEVELOP A VACANT AND UNDERUSED LAND INVENTORY TO ASSIST THE PRIVATE SECTOR

To assist with the successful recruitment of new businesses, expansion of existing business and the location of new housing opportunities, the County should develop a digital atlas bringing the robust Geographic Information System (GIS) information available at Clackamas County to the private sector. The County GIS already records which properties are vacant, their size, and their likely

value. Analysis can be performed to evaluate the potential for reuse based on zoning, recent market trends and to develop predictions of financial feasibility. It can also examine clusters of like properties to help with site selection. The atlas can be made available free of charge. Users will likely see the atlas and come up with additional analyses that they would like to perform. The county staff could provide this service on a subsidized or on a cost recovery basis.

PROJECT: DEVELOP COMMERCIAL OR MIXED-USE ACTIVITY CLUSTERS AT TARGETED LOCATIONS WITHIN THE PLAN AREA

Development and redevelopment will not occur at the same time all along the corridor, but rather in specific locations over time. During the development of the Plan, there was widespread support of new mixed-use development and housing near McLoughlin Boulevard if it is carefully planned. The idea of focusing new development in strategic activity clusters resulted in the identification of seven likely intersections or segments of the corridor and Oak Grover Historic Downtown.

Public-private partnerships will be essential in creating these activity clusters. In most cases, the catalyst sites may need a boost from public investment to redevelop; the catalytic nature of the projects means that public investment will help to leverage an increase in value not just on the catalyst site itself, but also on adjacent parcels that might not otherwise have redeveloped. Infrastructure investments from the public will encourage private investments in the activity. Funding can be used for planning and design, infrastructure, or property acquisition.

There was also strong support for locating mixed-use or commercial activity clusters at strategic locations along McLoughlin Boulevard. While specific locations such as Park Avenue/McLoughlin, Oak Grove/McLoughlin, and Historic Oak Grove consistently garnered support as the best places for revitalization to start, it will be important to maintain flexibility and be ready to seize opportunities as they arise, even if at a different location.

PROJECT: SUPPORT PUBLIC-PRIVATE PARTNERSHIPS TO ACQUIRE LAND OR BUILDINGS FOR DEVELOPMENT AND REDEVELOPMENT

Land acquisition and land assembly – the acquisition of contiguous properties to create appropriately-sized development sites – will make development and redevelopment possible at the activity clusters recommended in the vision map. Public land acquisition can be helpful to bridge funding gaps when private developers cannot afford the full purchase of the land. As well, public ownership provides leverage for the public to weigh in on character, density and the scale of the buildings developed.

Public agencies may also provide development incentives by constructing public improvements such as streetscape upgrades, new streets or walkways, parking, transit improvements, parks or plazas, and utility extensions. Demolition, or adaptive retrofitting, of buildings and subsequent site preparation is often necessary as well. These public investments help to leverage an increase in value on the redevelopment site itself, and also on adjacent parcels that might not otherwise have redeveloped.

Redevelopment and land assembly is often associated with major transit projects such as the Portland-Milwaukie Light Rail. Transit projects often require more land for construction than is needed afterwards, resulting in surplus property available for transit-oriented development when the line is complete. Both Metro and TriMet operate transit-oriented development (TOD) programs for this purpose.

Short-Term Strategic Priorities

5. Redevelopment and Development

PROJECT: DEVELOP A FAÇADE IMPROVEMENT PROGRAM FOR EXISTING RETAIL DEVELOPMENTS

Façade improvement programs are a reliable and proven method of improving the appearance of existing buildings, as well as stimulating economic activity and business growth within those buildings and in the surrounding district. Establishing this program in the McLoughlin area would result in near-term, highly visible improvements to the existing building stock.

Façade improvement programs often have specific guidelines aimed at promoting larger economic development and urban design goals. The McLoughlin area, with its commercial strip of large and medium-sized buildings, its mix of local and national businesses, as well as its older, pedestrian-scale business area in Oak Grove, would necessitate one-of-a-kind program guidelines tailored to each area. Common activities funded through a façade improvement program include:

- Exterior painting
- Exterior improvements and cleaning
- Installation or replacement of awnings
- Addition of exterior architectural details
- Business signage
- Lighting improvements
- Window treatments
- Landscaping in the vicinity of the building

The most likely administrator of a façade improvement program would be the Clackamas County Business and Economic Development Division (CCBEDD). That agency currently awards

façade improvement grants through its Main Street program. Twelve Main Street programs are currently operating in Clackamas County, including one in the unincorporated Villages of Mount Hood. Clackamas County offers several different Main Street program levels based on a community's capacity to operate a program. Further discussion with CCBEDD is necessary to determine whether a county-funded façade improvement program in the McLoughlin area would occur in concert with or separate from an officially sanctioned Main Street program. In Sandy, Oregon, one architect was hired to design the façade for all business owners, which ensured consistency of character.



Mixed-Use Residential and Retail



Townhome



Office Flex Space

Prototype Development

A key to planning for relevant and realistic redevelopment is understanding the specific financial conditions of development within the McLoughlin area. In order to do this, a series of prototype buildings were developed using a return-on-investment modeling tool that allow real-time testing of the market conditions in the McLoughlin area. The prototypes described below represent the type of buildings that would be most financially feasible and best fit the needs and desires of the community in the short term. Most prototypes, though not financially feasible today, could be possible with public-private partnerships in the future as changes occur along McLoughlin Boulevard that increase property values and rents. The prototypes tested for the McLoughlin Area plan include:

- Mixed-use residential/retail (3-story)
- Townhomes
- Office Flex Space
- Medical Offices

Mixed-Use Residential/Retail (3-Story)

This three-story mixed-use building includes surface parking, about 20 dwelling units (42 DU/acre) and approximately 7-8 jobs. The ground floor could be used for retail, dining or offices, or some mix of the three. The top two stories are 800 square foot apartments. Adjacent to the building are 32 surface parking spaces for residents and the businesses.

Townhomes

Two-story owner-occupied townhomes have about 17 dwelling units per acre. The 1,700 square foot units are feasible at sales prices of \$150 per square foot or \$255,000 per unit. This is likely achievable in the near term – this residential prototype is the closest to feasibility today without subsidy.

Office Flex Space

This two-story building includes surface parking and results in approximately 42 office and light industrial jobs per acre. The intent is to provide a mix of spaces for emerging or existing businesses to grow, experiment, and share resources.

Medical Offices

A typical two-story medical office building includes surface parking and has about 47 jobs per acre. Although construction costs on a medical office building are high, the market analysis identified a gap in this type of development along McLoughlin Boulevard at present and the opportunity exists to fill this niche.



6. Economic Development

A strong, diverse economy will provide many of the resources necessary to accomplish the McLoughlin Area Plan goals. Growth in household and per capita income has become another economic development indicator because a strong economy and high employment means more people can buy goods and services. A strong economy also considers social and environmental issues – such as land use, environmental quality, and social justice. More attractive neighborhoods, quality schools, and less crime all make an area more attractive to business development. Incentives designed to attract new businesses and help existing businesses grow are significant for stimulating the economy. They will foster more private business investment, new jobs and ultimately increase demand for goods and services. Access to capital is especially important for small businesses and technology-based businesses that are considered higher risk.

GUIDING PRINCIPLES IN USE:

The strategic priorities for Economic Development Programs relate specifically to these MAP guiding principles:

- Ensure that any improvements, development or zoning changes provide for the long-term stability and viability of local businesses, as well as stimulate job creation and retention.
- Ensure that any improvements, development or zoning changes shall promote an environment that fosters small business development and retention of existing businesses.

SHORT-TERM STRATEGIC PRIORITIES	LONG-TERM STRATEGIC PRIORITIES
<p>PROGRAMS</p> <p>Develop a program that promotes new business and expansion of existing businesses.</p>	<p>Develop a “brand” for the area. Assist in marketing and business recruitment.</p>
<p>PROJECTS</p> <p>Provide incentives for businesses that provide family-wage jobs.</p>	<p>Develop a job incubator area.</p>

PROGRAM: DEVELOP A PROGRAM THAT PROMOTES NEW BUSINESS AND EXPANSION OF EXISTING BUSINESSES

To promote new and existing business, traditional lenders such as banks often need to be complemented by private investors. In addition, public resource tools such as low-interest loans can foster greater success among these businesses. Examples of incentive programs include storefront improvement loans or grants, streamlined permitting processes and minimized permitting costs by the County, and support for a business association or booster club. A main street approach, used in small segments of the corridor or in specific activity clusters, can help to coordinate the appropriate mix of businesses in that area and ensure mutual benefits.

A Business Improvement District (BID) or a Local Improvement District (LID) can be formed by property owners within a geographically defined area that imposes a specific tax or fee on the properties within the area. The revenue can be used for supplementary security, street cleaning, street furniture, planters, or unique marketing.

PROJECT: PROVIDE INCENTIVES FOR BUSINESSES THAT PROVIDE FAMILY-WAGE JOBS

McLoughlin area residents have expressed their desire to support the businesses that provide family wage jobs, including new businesses as well as existing businesses. Incentives can come in the form of storefront improvement grants or loans, and/or low-interest loans for expansion, construction, or training. For example, the city of Redmond, Oregon, owns property that it sells and leases to businesses. Prices are determined on a sliding scale, based on how many family-wage jobs the business provides the community.

Project Funding Mechanisms

Each priority project will require a different mix of funding sources for implementation. This section identifies potential local and other funding resources, and describes constraints associated with their application.

Why Are No Costs Provided for Programs?

Accurately determining the costs associated with a new program requires a detailed understanding of how the program will function in context. Each program will require different agencies or organizations to be involved for implementation. Some funding sources can be used for administrative costs, which assist in covering the costs for program implementation. For many programs, the largest costs are associated with staff time. The costs associated with staffing are sometimes defrayed through partnerships with other organizations that work together with the public staff to provide services. All of these factors make it difficult to predict the costs associated with a new program at this stage of implementation planning.

Funding vs. Financing

It is important to note the distinction between the terms “funding” and “financing.” Providing public facilities and services costs money, and somebody has to pay for these costs. The source of revenue for these costs is funding. Funding comes ultimately from households, businesses and developers that pay taxes and/or fees that give the various levels of government money to build public improvements. Examples of funding mechanisms are system development charges, gas taxes, vehicle registration fees, and property taxes. For each of these mechanisms, it can be determined who is paying.

When money is available for a project, it is funded, whereas financed projects are those in which the costs are borrowed and must be paid back over time. Public agencies finance costs for the same reasons that households and businesses do—to reduce the current out-of-pocket costs by spreading out payments over time. But the ultimate source of funding for financed costs is not the financing instrument itself—e.g., bonds—but rather the revenue sources used to repay the borrowed funds.

Financed costs must be paid back over time and merely make future funding available earlier, at the cost of the interest charged to borrow the funds. Financing costs actually decreases the level of future funding available for public improvements by adding the cost of interest.

Funding provides some realism to ensure a plan is achievable. Once a community has a clear notion of where it plans to get funding, it can develop a strategy within the constraints of the potential funding. After that, it can move to the details (terms, interest rates, etc.) of financing and compare that to the estimated time necessary to collect the revenue needed to build the improvements at a future date with inflation considered in the final project cost.

Figure 6: Priority Projects and Relevant Potential Funding Sources

SHORT-TERM PRIORITY PROJECTS										
	Develop activity clusters at targeted locations within the plan area.	Incentives for businesses that provide family wage jobs .	Acquire property and/or develop new parks and open spaces.	Improve pedestrian/ bike connections to the Trolley Trail.	Construct pedestrian crossing facilities on McLoughlin Boulevard.	Streetscape improvements on McLoughlin Boulevard.	Street improvements on significant transportation routes.	Improve pedestrian and bike connections to schools, parks and other key destinations.	Acquire land or buildings	Facade improvement program
EXISTING FUNDING SOURCES										
Business and Economic Development Fund	X	X								
Community Development Fund	X	X							X	X
Parks Fund (NCPRD)			X	X						
Department of Transportation and Development Capital Projects Fund					X	X	X	X	X	
Community Development Block Grant (CDBG)	X		X	X	X	X	X	X	X	
Clackamas County General Fund	X	X	X	X	X	X	X	X	X	X
General Obligation Bonds			X	X	X	X	X	X	X	
Oak Lodge Sanitary District						X				
OTHER POTENTIAL FUNDING SOURCES										
Small-Business Grants for Storefront Improvement	X									X
Tax Increment Financing (urban renewal)	X	X	X	X	X	X	X	X	X	X
New Market Tax Credits	X									
Business Improvement Districts	X					X	X			X
Local Improvement Districts					X	X	X	X		
Systems Development Charges					X	X	X	X		
Enterprise Zone	X	X								

Government Camp Construction Projects

Recent Clackamas County construction projects in Government Camp illustrate the need to assemble funding from many different sources to reach the required amount to pay for a project.

The **Multorpor overpass replacement** in Government Camp was a \$6,100,000 project that replaced a sub-standard structure over highway 26 and was the only grade-separated crossing connecting the north and south parts of the community.

Where the funding came from:

\$2,100,000	Federal (FHWA) grant
\$1,600,000	County System Development Charge Fund
\$2,400,000	Tax Increment Financing

Loop Road streetscape improvements in Government Camp was a \$2,200,000 project that added sidewalks, drainage, lighting, landscaping and improved parking within the commercial core area of Government Camp.

Where the funding came from:

\$600,000	Oregon Transportation Investment Act Grant
\$400,000	Community Incentive Fund Grant
\$50,000	Mt. Hood Economic Alliance Grant
\$1,150,000	Tax Increment Financing

Projects Often Use Multiple Funding Sources

While there are many sources of funds from which to draw, each of these sources is increasingly limited in amount and availability. Federal and state resources are declining, and local resources are stretched thin. Urban renewal is a promising and flexible source that is intended for redevelopment and infrastructure investment of the type that are called for in the plan; however, it will require the support and endorsement of the community to form a new urban renewal area. Other sources are also available (as outlined above), but most require at least some public sector involvement and support to be effective in a plan that requires the coordination of investment in infrastructure.

For most infrastructure projects, multiple funding sources must be combined, often in creative ways, to implement specific projects. Clackamas County has recently undertaken several projects that required this type of approach, working to leverage local investments against federal investment, shown in the left sidebar.

Implementing the McLoughlin Area Plan will require the County and its government partners to prioritize those projects that most clearly align with desired outcomes, in the areas that have the fewest challenges to redevelopment, and to seek innovative combinations of public and private dollars. Public and private-sector leadership will be critical to prioritizing limited resources for plan implementation.

Figure 7: Funding Sources and Their Associated Restrictions

	RESTRICTIONS ON FUNDS
EXISTING FUNDING SOURCES	
Business and Economic Development Department	Difficult to predict the availability of Community Development Block Grant (CDBG) and other federal grants. Usually competitive.
Community Development Fund	Subject to federal policy and process.
Parks Fund (NCPRD)	The majority of these funds are for operations and maintenance. Funds are limited.
Department of Transportation and Development Capital Projects Fund	Most revenue sources are inflexible and can only be used for earmarked projects. Funding must be used to address the need for increased capacity resulting from new development.
Community Development Block Grant	Competitive Process that must meet HUD guidelines
Clackamas County General Fund	The County has many competing demands for the use of general fund dollars. The amount is not increasing as quickly as the demand for its use.
General Obligation Bonds	Requires a vote of the public to authorize.
Oak Lodge Sanitary District	Must coordinate with agency capital improvement plans.
OTHER POTENTIAL FUNDING SOURCES	
Small Business Grants for storefront improvement	Requires funding from tax increment (not currently available, see below) or CDBG.
Tax Increment Financing (urban renewal)	County must create an urban renewal area and adopt accompanying plan.
New Market Tax Credits	Qualified are census tracts with a poverty rate of at least 20%. Not all parts of study area qualify. Administration costs can be prohibitive for smaller projects.
Business Improvement Districts	Limited by the capacity of business owners to contribute to them.
Local Improvement Districts	Must meet state and County law and can be lengthy and complex. Can increase administration cost and reduce ease of use. Property owners must agree to the tax increase assessment.
Systems Development Charges	SDCs are only generated by new construction or rehabilitation of buildings built prior to 1993.
Enterprise Zone	Does not create new revenue for the County.

Conclusion

The McLoughlin Area Plan has generated excitement and public interest throughout the community. Maintaining momentum will be crucial in implementing the programs and projects recommended to achieve the community's vision. Although the MAP Committee has guided the Plan from its initiation until now, a new, appointed committee will be necessary to take its place in the future. The new committee would work to maintain momentum in the next phases of the Plan. Responsibilities may include overseeing the implementation of the strategic priorities and helping to formalize communication protocols between the county and neighborhood groups. Because there is limited and declining funding available, public-private partnerships will be increasingly important to implement the strategic priorities as well as to develop ongoing partnerships with property owners.

Appendix

Figure 8: Estimated Possible Costs for Projects (continues on opposite page)

PROJECT	POTENTIAL ALLOCATION	POSSIBLE USE OF ALLOCATION <i>The following are examples of how funds could be used based on estimated costs; they are not intended to be final recommendations or proposals, or to eliminate other spending options.</i>
McLOUGHLIN BOULEVARD IMPROVEMENTS		
Create gateways to the area with treatments such as signage, monuments, artwork and landscaping.	\$1,000,000	Two gateways, one at each end of McLoughlin.
Construct pedestrian crossing facilities on McLoughlin Boulevard.	\$3,000,000	One pedestrian bridge or several crossings, e.g., one signalized crossing is \$100,000.
Construct streetscape improvements along McLoughlin Boulevard.	\$10,000,000	New sidewalks in locations where there are gaps, landscaped strips, street trees and lighting along entire length (3.75 miles). Street furnishings at strategic locations.
NEIGHBORHOOD AND COMMUNITY		
Support the cost of cleaning up contaminated properties.	\$1,000,000	Fund grants to assist redevelopment of contaminated property such as old gas stations and car lots.
Improve lighting at key locations to increase safety for motorists and pedestrians.	\$1,500,000	200 lights at \$7,500 each.
Develop a community center.	\$2,500,000	New 12,500 sq ft facility at \$200/sq ft. Does not include property acquisition.
PARKS, OPEN SPACE AND NATURAL HABITAT		
Acquire property and/or develop new parks and open spaces.	\$2,000,000	3 acres of community parks or 20 acres of open space restoration (assumes land acquisition is required).
Restore Boardman Creek and wetlands in the vicinity of Jennings Ave. and mitigate flooding.	\$2,000,000	Coordinate with OLSLSD for scope of work and project costs.
Improve pedestrian connections to the Trolley Trail.	\$500,000	Approximately 3,000 feet of multi-use trail connections.
Improve access to the Willamette River and streams.	\$1,500,000	Varied cost / project depending on level of access and location.
Help restore habitat within the plan area.	\$750,000	1.75 acres restored at \$10 per square foot.
Develop recreation facilities such as skate parks, community gardens, etc.	\$1,000,000	For example, a skate park costs \$250,000-500,000 depending on size and amenities.

PROJECT	POTENTIAL ALLOCATION	POSSIBLE USE OF ALLOCATION <i>The following are examples of how funds could be used based on estimated costs; they are not intended to be final recommendations or proposals, or to eliminate other spending options.</i>
STRENGTHENING CONNECTIONS		
Construct street improvements on existing significant transportation routes	\$5,000,000	For example, constructing sidewalks, landscaping, street trees, lighting and drainage along both sides of Courtney from McLoughlin to River Road (3,000 feet) is approximately \$1,800,000.
Construct new local street connections.	\$5,000,000	Approximately one mile of two-lane road with a 5-foot sidewalk, landscaping, trees, lighting and drainage.
Improved east-west connections to improve access to I-205.	\$7,000,000	Reconstruction and widening of one major east-west road.
Improve pedestrian connections to schools, parks and other key community destinations.	\$3,000,000	Approximately 4.5 miles of new sidewalks or 3.5 miles of multi-use trails.
Develop an area-wide way finding system for motorists, bicyclists, and pedestrians.	\$250,000	At \$500 per sign, place 500 signs around the entire unincorporated area.
Construct new bike/pedestrian bridge over the Willamette River.	\$2,000,000	A portion of total cost to use existing train trestle, would need partnerships with other jurisdictions.
REDEVELOPMENT AND DEVELOPMENT		
Develop activity clusters at targeted locations within the plan area.	\$10,000,000	\$2,500,000 each for 4 activity clusters or \$2,000,000 each for five. The ultimate cost of each will vary depending on design and needed improvements.
Develop a façade improvement program for existing commercial developments..	\$3,000,000	For example, \$75,000 grants could be offered to 40 existing businesses to upgrade facades.
Construct infrastructure improvements for development or redevelopment of properties.	\$5,000,000	Varies depending on type, size and location of development and existing infrastructure. Could help 20 developments at \$250,000 each.
Provide incentives for energy conservation and green infrastructure projects associated with new development or redevelopment.	\$3,000,000	Offer grants of \$100,000 each to 30 businesses that incorporate energy efficiency and green infrastructure into development.
Help provide public plazas or other gathering space as part of development or redevelopment.	\$500,000	Approximately 20,000 sq ft of plaza space at \$25/sq ft.
Acquire land or buildings for development and redevelopment purposes.	\$10,000,000	Acquire approximately 11.5 acres at \$20/sq ft.
ECONOMIC DEVELOPMENT		
Develop a job incubator area	\$3,000,000	Redevelop an existing building and offer low-cost floor space for start up manufacturing, services and offices; provide business consulting and planning services.
Provide incentives for businesses that provide family wage jobs.	\$2,000,000	For example, \$50,000 grants could be offered to 40 businesses to help to offset costs associated with start-up.

FUNDING MECHANISMS DESCRIPTIONS

BUSINESS AND ECONOMIC DEVELOPMENT DEPARTMENT

Funds are available through the Business and Economic Development Department that support the retention, expansion and relocation of businesses; assist rural communities in their economic development efforts; increase the industrial and commercial land base; work to ensure an adequate work force; promote a healthy business climate; and implement initiatives to expand the economic base. The current budget is \$1.7 million for FY 2011-12. Revenue sources include the Oregon Lottery and federal grants.

COMMUNITY DEVELOPMENT BLOCK GRANTS

Community Development Block Grants (CDBG) are federal funds originating from Housing and Urban Development (HUD) to fund public facility and capital improvement projects that meet the needs of individuals, neighborhoods, and communities. CDBG funds are awarded to Clackamas County, which then allocates them through a competitive process that involves citizen participation and coordination with participating cities within Clackamas County. In 2009-10, Clackamas County's CDBG grant was \$2.1 million. To receive CDBG assistance a proposed project must:

- Meet a national objective of the CDBG program.
- Be an eligible activity under federal CDBG regulations.
- Have a commitment of matching resources equal to at least 20% of the total project cost.
- Meet other funding criteria of Clackamas County's Community Development Program.

COMMUNITY DEVELOPMENT DIVISION

Funds are available through the Community Development Division that provide housing and improve living conditions for low- and moderate-income people. The Community Development Division undertakes a variety of affordable housing, neighborhood improvement, community facility, public works, public services, and historic preservation projects. There are three main functions: grant planning and administration, housing development and rehabilitation, and public improvement projects.

- Administration handles planning and administration for Community Development Block Grants, Emergency Shelter Grants, HOME Partnership Act, and the Continuum of Care programs.
- Housing Rehabilitation Program offers a variety of deferred payment loans for home-buyers, and supports development of affordable rental housing and special needs housing.
- The Community Development Division is responsible for some public improvement projects and public service programs, other than housing rehabilitation funded by CDBG funds.

The current budget is \$7.5 million. About 80% of this revenue is from federal sources, with the remainder from local sources.

COUNTY GENERAL FUND

The General Fund is the revenue source over which Clackamas County has the greatest control. While it contains a relatively large amount of money (\$151,120,858 budgeted FY 2011-12) it must be dispersed among the wide range of critical services and programs the County operates, including public safety, community health, facilities and operation and economic development. It is also the fund for general

operation of local governments. The General Fund is funded with revenues from property taxes, licenses and fees, and other sources, most of which have declined or remained stagnant as a result of economic conditions. It is a fairly flexible source of funds, but there are many competing demands for its resources.

DTD CAPITAL PROJECTS FUND

The DTD (Department of Transportation and Development) Capital Projects Fund was established to track capital projects within the department. The current budget is \$18.1 million. About 35% of revenues are interfund transfers from various SDC funds. Other revenue sources include grants from the Oregon Department of Transportation for the Oregon Transportation Investment Act (OTIA), earmarked for bridge repairs.

ENTERPRISE ZONES

An enterprise zone is a geographic area inside of which eligible (generally non-retail) businesses can receive total exemption from property taxes normally assessed on new plant and equipment for three to five years. Eligible business includes manufacturers, processors, shippers and a variety of operations that serve other organizations, as well as call centers and headquarter-type facilities. Hotel/resort businesses also are eligible in some enterprise zones. Retail, construction, financial and certain other defined activities are ineligible. There are currently 60 enterprise zones creating better opportunities for business investment across Oregon: 48 rural and 12 urban (Business Oregon, 2011).

GENERAL OBLIGATION BONDS

General Obligation Bonds (or GO Bonds) are a common type of municipal bond that is secured by a local government's pledge to use tax revenues (in this case, property tax revenues) to repay the bonds and meet debt service requirements. They are typically

used for projects that benefit the community as a whole, as they are secured by the full faith-and-credit of the issuing municipality. The municipality pledges unconditionally to pay the interest and principal on the debt. In Oregon, GO pledge means that all unrestricted resources of the issuer may be used to meet debt service, including an unlimited property tax on all taxable property within that municipality. Importantly, GO bonds may only be issued if authorized by a ballot election of the issuing jurisdiction. As described in ORS 287A.145, GO debt can be incurred for capital construction and improvements having an expected useful life of more than one year. This does not include maintenance and repair. GO bonds are often used for projects such as land acquisition, schools, water facilities, sewerage facilities, and roads.

IMPROVEMENT DISTRICTS

Local Improvement Districts. If local property owners want to pay for a capital improvement, the County can form a Local Improvement District (LID). An LID allows the County to issue bonds for capital projects. These bonds are repaid by temporary assessment on the property owners who benefit from the improvement.

Business Improvement District. Property owners within a geographically defined area can form a business improvement district to provide an extra level of public service in that area by imposing a specific tax or fee on the properties within the area. Examples of services include supplementary security, street cleaning, or unique marketing.

METRO: REGIONAL FLEXIBLE FUND PROGRAM

Metro manages the Regional Flexible Fund program whereby the Metro Council and the Joint Policy Advisory Committee on Transportation (JPACT)

select transportation programs and projects for federal flexible funds. Flexible funds, though they comprise only about four percent of the transportation investment in the region, attract considerable interest because they may be spent on a greater variety of transportation projects than can most federal transportation funds.

Regional flexible funds come from two different federal grant programs: the Surface Transportation Program and the Congestion Mitigation/Air Quality Program. The regional flexible fund allocation process identifies which projects in the Regional Transportation Plan (RTP) will receive funding. Regional flexible funds are allocated every two years.

Project and program applications may be nominated by jurisdictions, transportation or transit agencies within the metropolitan region. These funds can be spent on a number of different types of improvements except local street construction. Also, projects must be listed in the Regional Transportation Plan or subsequently added if not already listed.

NATURE IN NEIGHBORHOODS CAPITAL GRANTS

As the Portland metropolitan area expands, there's more and more pressure to preserve water quality and fish and wildlife habitat. Growth sparks some important questions: How can the region balance development and conservation? What are the best ways to improve ecology in urban areas? How can existing neighborhoods nurture the natural world? The Metro Council seeks creative answers through the Nature in Neighborhoods capital grants program. The capital grants program is funded by Metro's natural areas bond measure, approved by voters in 2006.

NEW MARKET TAX CREDITS

The New Markets Tax Credit Program (NMTC Program) was established by Congress in 2000 to spur new or increased investments into operating businesses and real estate projects located in low-income communities. The NMTC Program permits individual and corporate investors to receive a tax credit against their Federal income tax return in exchange for making equity investments in specialized financial institutions called Community Development Entities (CDEs). The credit totals 39 percent of the original investment amount and is claimed over a period of seven years (five percent for each of the first three years, and six percent for each of the remaining four years). An organization wishing to receive awards under the NMTC Program must be certified as a CDE by the Fund.

PARKS FUND

The Parks Fund pays for operations at 19 park sites in rural Clackamas County, as well as the County Forester Program. Parks Fund revenue can also be used for capital improvements for park facilities. However, the majority of this budget is for operations and maintenance of camping, picnicking, and day-use areas in County parks.

The FY 2011-12 budget has \$4.2 million in current revenues. Excluding interfund transfers, sources of revenue are split across local, state, and federal sources, including 36% of funding from local sources.

PARTNERSHIPS WITH SPECIAL DISTRICTS

The McLoughlin area contains special districts that play an important role in capital improvements and maintenance of the area's water, sewer and stormwater infrastructure. The Oak Lodge Sanitary District was formed in 1956 to provide wastewater collection and treatment services. It

has since expanded to undertake a surface water management program (1993). Capital improvements and maintenance of the system are funded entirely through service charge revenues. The Oak Lodge Water District was formed in 1922 and provides the McLoughlin area with water service. Like the Sanitary District, capital improvements and maintenance for the water system are funded through service charge revenues. Focused investments that benefit special districts while implementing the McLoughlin Area Plan could benefit from strategic partnerships.

SYSTEMS DEVELOPMENT CHARGES

Systems development charges (SDCs) are one-time fees imposed on new construction to pay for the additional costs imposed to the infrastructure system by the new development. SDCs may only be used for capital expenses. SDCs may be used for such projects as: water supply, treatment, and distribution; wastewater collection, transmission, treatment, and disposal; drainage and flood control; transportation; parks and recreation.

PLANNING FUND

This fund supports the Planning Division, which is responsible for processing land use permits, preparing land use and transportation plans, providing the public and other agencies land use and transportation information, and providing graphic and GIS mapping services for the Department of Transportation and Development. This fund also includes a Historic Preservation program responsible for the Heritage Tree program, designating historic landmark structures and supporting the County's Historic Review Board.

The current budget for the Planning Fund are \$3.1 million for FY 2011-12. Close to 100% of the revenue for the Planning Fund comes from local revenue sources. Revenue sources include: contracts for services with other County agencies, and local

jurisdictions; land use fees; road funds, SDCs, and grants; and an interfund transfer from the General Fund.

REGIONAL AND STATE BICYCLE AND PEDESTRIAN PROGRAM

The Pedestrian and Bicycle Grant Program is a competitive program that provides approximately \$5 million dollars every two years to Oregon cities, counties and ODOT regional and district offices for design and construction of pedestrian and bicycle facilities. Proposed facilities must be within public rights-of-way. Grants are awarded by the Oregon Bicycle and Pedestrian Advisory Committee.

ROAD FUND

The Road Fund supports transportation maintenance, administrative services, and transportation engineering. Transportation Engineering provides for the development and implementation of countywide transportation and infrastructure improvements. Activities within Transportation Engineering include contract administration for County road construction; the review of commercial, industrial and residential development and permitting of utility construction; the Pedestrian/Bicycle Safety Program which concentrates on safety improvements within one mile of schools; the Local Improvement District Program which designs and constructs projects to improve the local street infrastructure and provides a financing mechanism to the benefitting property owners, and administration of Service District #5 for street lights within the Urban Growth Boundary.

The budget for the Road Fund are \$27.1 million for FY 2011-12. Over half of revenues come from the Oregon Highway Trust Fund (gas tax). About 17% of Road Fund revenues come from local sources, mostly fees and fines.

SMALL BUSINESS GRANTS FOR STOREFRONT IMPROVEMENTS

Many economic development agencies or departments offer small-scale loans or grants for amounts under \$10,000 to improve storefronts. Money can be used for such items as paint, new awnings, flower boxes, or window designs. Sometimes the grants require matching amounts from businesses, and may apply only to businesses that meet certain criteria.

TRANSPORTATION SDC FUND

The Transportation SDC Program was established to address the need for increased capacity in arterial, boulevard, connector and collector roads resulting from new development. The purpose of the fund is to proportionately distribute a fair share of the cost required to construct the capacity improvements brought about by new development. Revenues for the Transportation SDC are included in the total permit fees that are collected on site development and building permits which are issued for new development within unincorporated Clackamas County.

Money in this fund is transferred to the DTD Capital Projects Fund as needed as projects are brought from the preliminary planning and design stage to the construction phase. Current revenues for the Transportation SDC Fund are \$1.7 million.

URBAN RENEWAL

The County could establish an Urban Renewal Area (URA) that would allow it to issue bonds to finance catalytic redevelopment projects and other economic development programs that result in an increased assessed value within the district. State requirements limit the use of urban renewal to blighted areas, and require dollars to be spent on capital projects that

remove blight. Property taxes in a URA are frozen at existing levels, other taxing districts retain the base rate in place at the time the district is established, and increases in tax collections due to growth in assessed value is conveyed to the redevelopment agency to pay debt service on urban renewal bonds.

ECONorthwest (ECO) completed a preliminary evaluation of the financial capacity of a hypothetical new URA in Clackamas County. To estimate the capacity, ECO assumed a boundary that would encompass most of the projects identified within the McLoughlin Area Plan, and that the URA would be in place for 25 years. Given these assumptions and the current assessed value within the boundary, a new URA could generate up to \$135 million in borrowing capacity for capital infrastructure projects. The amount of funds available in the early years of the URA may be limited and will depend on revenue and capacity to issue bonds. Further, the analysis was preliminary and would require significant refinements that would affect the total dollar amount. However, this funding source could go a long way toward implementing key projects in the McLoughlin area.

A voter's initiative passed in November 2011 that requires a vote of the citizens of Clackamas County to occur before a new URA could be formed.

RETAIL LEAKAGE ANALYSIS

Figure 9: Leakage analysis results, McLoughlin study area, 2010

Retail Type	Retail deficit	SF Capacity
Motor Vehicle and Parts Dealers-441	-\$277,422,263	0
Furniture and Home Furnishings Stores total	\$5,657,338	27,032
Furniture Stores-4421	\$4,475,650	21,386
Home Furnishing Stores-4422	\$1,181,687	5,646
Electronics and Appliance Stores total	\$1,674,385	5,541
Appliances, TVs, Electronics Stores-44311	\$3,443,536	11,395
Computer and Software Stores-44312	-\$2,368,626	0
Camera and Photographic Equipment Stores-44313	\$599,475	1,984
Building Material, Garden Equip Stores -444	-\$23,056,385	0
Food and Beverage Stores total	-\$65,574,884	0
Grocery Stores-4451	-\$68,657,629	0
Specialty Food Stores-4452	\$2,380,762	5,776
Beer, Wine and Liquor Stores-4453	\$701,983	1,771
Health and Personal Care Stores-446	-\$9,328,766	0
Clothing and Clothing Accessories Stores-448	\$25,250,542	108,520
Sporting Goods, Hobby, Book, Music Stores total	-\$906,940	0
Sportng Goods, Hobby, Musical Inst Stores-4511	-\$3,851,252	0
Book, Periodical and Music Stores-4512	\$2,944,312	13,392
General Merchandise Stores-452	\$28,401,842	189,979
Miscellaneous Stores total	\$1,598,595	6,458
Florists-4531	\$795,562	3,214
Office Supplies, Stationery, Gift Stores-4532	\$627,271	2,534
Used Merchandise Stores-4533	-\$1,550,319	0
Other Miscellaneous Store Retailers-4539	\$1,726,079	6,973
Foodservice and Drinking Places total	\$18,748,756	59,687
Full-Service Restaurants-7221	\$7,238,816	23,045
Limited-Service Eating Places-7222	\$10,837,563	34,501
Special Foodservices-7223	\$2,916,276	9,284
Drinking Places -Alcoholic Beverages-7224	-\$2,243,897	0

Source: ECORNorthwest, using data from Nielsen Reports (2010) and The Dollars and Cents of Shopping Centers (2010)

Note: A positive number shows the money leaving the area and represents an opportunity to capture those retail categories in the McLoughlin area.

GLOSSARY OF TERMS

The following explain terms used in the McLoughlin Area Plan. The glossary is intended to be a reference for concepts and terminology used in the Plan.

Affordable: Capable of purchase or rental by a household with moderate or low income, based on the household's capacity to make initial monthly payments necessary to obtain housing. The generally accepted definition of affordability is for a household to pay no more than 30 percent of its annual income on housing. Families who pay more than 30 percent of their income for housing are considered cost burdened and may have difficulty affording necessities such as food, clothing, transportation and medical care.

Bicycle lane: A corridor expressly reserved for bicycles, existing on a street or roadway in addition to any lanes for use by motorized vehicles.

Density: The number of dwelling units per a unit of land area, usually expressed as the ratio of residential units per acre.

Flex-space: A building providing flexibility among office and other uses such as manufacturing, laboratory, warehouse, etc.

Floor area ratio (FAR): The total floor area of a building or buildings (including all floors in a multi-story building) on a lot, divided by the lot area.

Geographic information systems (GIS): A computer based mapping tool that allows users to create detailed maps displaying information that varies over geographic areas. GIS also enables interactive searches and analysis of spatial information.

Growth forecast: An approximation of expected growth in population, employment, housing, etc., based on specific policy decisions and market assumptions.

Infill: New construction occurring on undeveloped or underdeveloped sites in areas which are already largely developed.

Infrastructure: Streets, curbs, gutters, and stormwater, wastewater, and water distribution systems generally owned and maintained by a County, City or other public agency.

Jobs-housing balance: The distribution of employment relative to occupied housing in a particular area. A jobs-housing imbalance results in longer trips to and from work and can result in increased traffic congestion and the need to construct more and larger roads. Balancing housing and jobs is intended to provide choices for citizens in a wide range of income levels to work close to where they live.

Mixed-use development: Mixed-use development refers to the combination of businesses and residential areas, either in the same building or in an arrangement of adjacent buildings.

Pedestrian-friendly: The design of a development plan or area in a manner that encourages walkability. Relevant design elements include density, site layout, building orientation, infrastructure, lighting, and security.

Public-private development: A government service or private business venture which is funded and operated through a partnership of government and one or more private sector companies.

Regional transportation plan (RTP): The long-range transportation plan prepared and adopted by a metropolitan planning organization for a metropolitan area as provided for in federal law.

Return on investment: The monetary benefit gained from an investment of resources in a development project, usually expressed as a percentage of the original investment.

Section 8: A program managed by the U.S. Department of Housing and Urban Development that authorizes payment of rental housing assistance to private landlords.

Street connectivity: The extent to which street systems provide multiple routes and connections serving the same origins and destinations, allowing the dispersion of traffic through several routes, and redundancy in the case of congestion or blockage.

Streetscape: The visual and experiential character of the linear space defined by the buildings adjacent to a street. The elements of a streetscape include building façades, landscaping, sidewalks, paving, street furniture (benches, kiosks, trash receptacles, fountains, etc.), signs, awnings, and street lighting.

Sustainable: Capable of being continued with minimal long-term effect on the environment.

Transit-oriented development (TOD): Development that is specifically designed to take advantage of transit infrastructure such as light rail stations. Transit-oriented developments typically include a mix of residential and non-residential land uses in close proximity to a transit stations, higher densities, and an environment that encourages walking.

Walkable or walkability: Walkability is a non-technical term that refers to the overall suitability of a place for pedestrians. A place or street is considered walkable if sidewalks are wide, shaded from the sun by trees or awnings, and are protected from traffic by medians or parallel parking.

Zoning: Local laws used by jurisdictions to regulate the uses of land, buildings, and structures within designated areas.

PHASE I MAP COMMITTEE MEMBERS

Paul Savas (Chair)

Edward Gronke (Vice Chair)

Edith Coulter

Jerry Foy

Amy Hofmann

Eleanore Hunter

Dick Jones

Carol Mastronarde

Pat Russell

Susan Shawn

George Smeraglio

Everett Wild

The McLoughlin Area Plan

PHASE II - DECEMBER 2011