

McLoughlin Area Plan Vision Framework

May 20, 2010

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PROJECT BACKGROUND

A community-led planning effort, endorsed and funded by Clackamas County, was initiated nearly a year ago to look at the future of the McLoughlin area. The overall goal of this effort is to enhance and revitalize the neighborhoods and communities in unincorporated Clackamas County between the cities of Milwaukie and Gladstone and between the Willamette River and I-205. The timing of several public investment activities, including the planning, design and construction of the Portland-Milwaukie Light Rail project to Park Avenue and the Trolley Trail, present a rare opportunity to plan in an integrated fashion to ensure maximum benefit to residents and businesses in the area.

The McLoughlin Area Plan Committee (the MAP Committee)—a cross section of community members who live and work in the area, community planning organization representatives and business owners—was established in Spring 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 divided the planning process into two phases. The first phase was designed to identify and articulate the community's core values, vision for the McLoughlin area, and a set of guiding principles. The second phase will identify and plan specific policies, projects and programs to make the community's vision a reality. This report summarizes the results of Phase I.



Community Plan Organization Area

STUDY AREA

When the MAP Committee began working, the study area was broadly defined as the unincorporated land in western Clackamas County. This area is composed of well-established unincorporated 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 monthly.

Jennings Lodge

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

Oak Lodge

The Oak Lodge Community Planning Organization is the largest CPO in the study area. Oak Lodge occupies an area bounded on the north by the City of Milwaukie, on the south by SE Jennings Avenue, on the west by the Willamette River, and on the east to well beyond the Oatfield Ridge.

North Clackamas

The North Clackamas Community Planning Organization is another large CPO in the eastern portion of the study area. The area is east of the Oak Lodge boundary and is bordered by Highway 224 to the north.

PLANNING PROCESS

Again, this first major phase of the McLoughlin Area Plan focused on articulating the community's vision for the area, along with values and guiding principles to help direct future planning, programming and development. Other key elements of the first phase included identification of project types and definition of more specific boundaries for the McLoughlin area. In addition to identifying specific projects and programs, the next major phase will focus on funding sources and timelines.

COMMUNITY INVOLVEMENT

The McLoughlin Area Plan Framework presents a unified vision for the McLoughlin area based on input gathered from multiple sources. Community involvement was encouraged via stakeholder meetings, interviews, workshops and focus groups. A community questionnaire and visual preference survey were also provided in hard copy and on the project website to gain feedback from area residents and business owners.

Community Vision Summit

A four-hour visioning summit was held on November 21st at Concord Elementary. More than 85 members of the community participated in an open house session that gathered input through multiple displays on a variety of topics. Attendees also participated in a town hall style workshop consisting of a series of intensive activities and discussions.

MAP Committee Meetings

The MAP Committee meets regularly and is open to the public. The Committee (and MAP meeting attendees) provided valuable input to the development of the community vision. The Committee met over a dozen times throughout Phase I.

Ambassador Program

Eight community members participated in a community ambassador program. These ambassadors used a toolkit of materials to gather information and input from a wide range of community members at over 15 community events and gatherings.



Community Vision Summit



The McLoughlin Area Plan website www.mcloughlinareaplan.org

Community Interviews and Business Outreach

Interviews were conducted with key community stakeholders, including representatives from ODOT, Clackamas County, Metro, and local community and business leaders. In addition, a member of the consulting team went door to door to engage business owners and employees in the planning process. In total, the consultant team made contact with 118 businesses.

Project Website

Over 100 members of the community have registered for the project website. Excellent and detailed feedback from more than a dozen community members was submitted through the website.

Focus Groups

Three focus groups were held with partnering jurisdictions, business owners and community members. A focus group was held with representatives from Clackamas County, Metro, The Oak Lodge Sanitary District, The Clackamas County Sherriff's Department, Trimet and the City of Milwaukie. A final group included area business owners.

Community Questionnaire

A community questionnaire was developed to test the ideas generated at the community vision summit and through other engagement activities. Nearly 600 people responded to the questionnaire.

ASSETS, ISSUES AND OPPORTUNITIES

During Phase I of the MAP process, the consultants completed a brief analysis of the planning area, and also began evaluating initial stakeholder input regarding the opportunities and challenges within the McLoughlin area. This analysis was documented in the Assets, Issues and Opportunities Memo, used to frame discussions at the Visioning Summit, MAP Committee meetings, interviews, focus groups and the Community Open House, and is summarized below.

Established Communities

The project area is composed of established communities, including the unincorporated communities of Oak Grove, Jennings Lodge, Oatfield and North Clackamas with roots stretching into Oregon's pioneer past. Today, the area is

made up of informal, stable and desirable neighborhoods of primarily middle class residents with auto access to Portland, Oregon City and Clackamas Town Center.

The majority of residential neighborhood development in the study area occurred 30-60 years ago, and the residential neighborhoods are well-established. Demographic data shows that a majority of residents in the study area are home owners, with around 57 percent of residents owning homes and 43 percent renting. Approximately 94 percent of housing units are occupied with six percent vacancy. In 2000, the amount of renters in the study area was three percent higher than the overall Portland region. The proportion of individual residents living in poverty is higher in the study area than the region, but the area has a slightly lower percentage of families in poverty than does the region.

The McLoughlin area includes a range of housing options

Older Population

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 region, but 14 percent in Jennings Lodge and 20 percent in Oak Grove. Anecdotal evidence suggests a small influx of younger adults in recent years seeking less expensive home ownership opportunities. Still, the study area contains a large population of older adults and several retirement and elder care communities.

Topography

The topography is one of the distinguishing features of the McLoughlin area, creating neighborhood pockets as a result of the terrain. The area comprises six distinct drainage basins with the most prominent feature being the Oatfield Ridge. Land generally slopes westward from Oatfield Ridge down to the Willamette River and east down toward Kellogg Creek. Discussions with commercial real estate brokers indicate that many businesses considering properties in the area view the dramatic grade changes as a challenge to doing business. The area's topography can increase construction costs, decrease visibility, and create challenges related to stormwater run-off, on-site storage, shopping carts and overall connectivity.

Natural Features

In addition to the topography, the project area includes several natural features, including the remnants of an extensive tree canopy characteristic of the majority of



Auto dealership along McLoughlin Boulevard

residential areas. Creeks and drainages pass through the landscape, draining to the river. There is very limited public access to the Willamette River from within the study area. Also, several waterways have been channelized and put underground

Land Use and Development Patterns

The study area has been developing for over 100 years. Residential development in the study area was at its peak from the 1950s to the 1980s, based on a review of improvement dates. A review of the existing land use reveals that the study area contains low and some medium density residential development, as well as commercial and industrial businesses which are mostly located in proximity to major roads. The street network is largely influenced by the natural topography of the area with continuous streets extending north and south along major ridge lines. There are few continuous east and west connectors within the study area and steep grades have resulted in relatively limited access to McLoughlin Boulevard from the residential neighborhoods east and west of the corridor.

Mixed Business Community

The McLoughlin area has a mix of small local businesses and large scale regional and national chain stores, with the commercial areas primarily focused along McLoughlin Boulevard. There are small stretches of commercial development, with a small collection of local, neighborhood-serving businesses along Oak Grove Boulevard and Theissen Road. There have been business failures and closures along McLoughlin during the recent recession, creating vacant spaces along the Boulevard. Vacancy is a problem that could accelerate given recent economic trends.

The McLoughlin area's market has always been limited by the lack of Willamette River crossings and other east-west connections. The advent of regional commerical centers and development along the interstate freeways significantly changed the competitive landscape. The constrained market area, large amount of land developed as auto-oriented retail, and topography have been cited throughout the planning process as reasons the McLoughlin area has been challenging for some businesses. In addition, there is an inconsistent character of uses and development within the study area, especially along McLoughlin Boulevard. Some characteristic uses include family restaurants, grocery stores,

car dealerships and adult-oriented businesses. The decline in auto dealerships is creating an opportunity for those seeking large development parcels with existing services and a relatively low land acquistion cost. Also, there is also a relatively small number of office and professional uses located in the study area. The general lack of employment diversification has resulted in disproportionately large number of service sector and retail jobs.

Mobility

McLoughlin Boulevard, a state highway, bisects the area, providing through access for automobiles but creating a major barrier for pedestrians. Community members repeatedly pointed out that the bicycle and pedestrian environment along McLoughlin is difficult and uninviting. Sidewalks stop and start without warning, bicycle facilities are largely non-existent and there is a lack of east-west transit access. These mobility constraints are found throughout the project area, including in adjacent neighborhoods. Shoulders are often narrow, or made from gravel, and sidewalks are unpredictable. However, River Road has an ample shoulder/bike area and the Trolley Trail will provide improved pedestrian and bicycle.

Public Transportation

Community members brought up a need for improved transit and public transportation within the area. According to census data, a majority of commuters in the study area commutes by driving alone, similar to the Portland metropolitan region as a whole. However, only four to six percent of commuters in the study area report using public transit; slightly less than the region's 7.4 percent of residents commuting by bus, streetcar or light rail. The planned light rail line from Portland to Milwaukie will terminate at the Park Avenue station, located at the north end of the study area, and will provide new transit opportunities for the community.

Public Facilities and Infrastructure

Within the project area, there are 12 schools and four developed parks, along with the newly developed Trolley Trail. There are also other public buildings, including the Oak Lodge Sanitary District and Oak Lodge Water District headquarters and a fire station. The existing library is slated for consolidation with a Gladstone facility within the next three years, resulting in the elimination of a significant community asset in the McLoughlin area. Because of the planning area's unincorporated status, services are provided by special districts and County service districts.



Discontinuous sidewalks are common along McLoughlin Boulevard

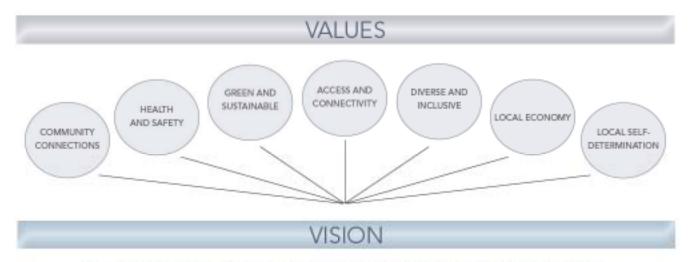


Concord Elementary School



ii. values, vision and guiding principles

THE McLOUGHLIN AREA is a community of strong opinions and connections. Gathering people together to identify a cohesive vision and set of values and principles to guide the McLoughlin area is critical for developing a plan that area residents and stakeholders can support and achieve. This document presents a single unified vision for the McLoughlin area based on input gathered from multiple sources. It also collects the community values that inform the overall vision, as well as a set of guiding principles that will help focus the planning effort as it continues.



"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."

GUIDING PRINCIPI A ECONOMIC B. TRANSPORTATION D. DESIGN E. ENVIRONMENTAL F. ADMINISTRATIVE C. SOCIAL VITALITY 81 82 83 94 86 61 62 63 64 65 01 02 03 04 06 E1 E1 E1 刊 日 印 日 日 日 A1 A2 A3 A4

ii. values, vision and guiding principles



Community Vision Summit Open House

COMMUNITY VALUES OF THE McLOUGHLIN AREA

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 values are refined from the key themes that arose during the initial community outreach effort.

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.

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.

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.

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.

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.

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.

Local Self-Determination

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

ii. values, vision and guiding principles

A COMMUNITY VISION FOR THE McLOUGHLIN AREA

A community vision makes a statement about the aspirations of a community. It presents the hopes of the community for the future, and provides the core guidance for a planning effort. As local residents, community stakeholders, and agencies and jurisdictions come together to develop the McLoughlin Area Plan, they should look to the community vision as the foundation of all future efforts to revitalize, protect and enhance the neighborhoods and communities of the McLoughlin area.

The vision is intended to capture the key themes of the overall community discussion, and provides an answer to the question, "what kind of community do we want to be?"

"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."

GUIDING PRINCIPLES FOR THE McLOUGHLIN AREA PLAN

The guiding principles provide a clear direction for the planning process, and help to define priorities for decision-making as potential project types are identified and studied. The following 28 principles should be considered as initial focus areas for the work of the McLoughlin Area Plan effort. They are organized into six categories, including economic vitality, transportation, social, design, environmental and administrative. These principles do not preclude new or different ideas. Instead they set the stage for the more detailed review and analysis to follow in Phase II.



Wall graphic recording from Community Visioning Summit

guiding principles



A. ECONOMIC VITALITY

- A1. Ensure that any improvements, development or zoning changes shall promote an environment that fosters small business development and retention of existing businesses.
- A2. Ensure that any improvements, development or zoning changes preserve or enhance shopping and retail opportunities that serve the McLoughlin area community.
- A3. Ensure that any improvements, development or zoning changes continue to support and maintain a reasonable cost of living.
- A4. 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.



B. TRANSPORTATION

- B1. Encourage access and connections to local amenities and the region for bicyclists and pedestrians.
- B2. 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.
- B3. Greatly improve pedestrian access and safety throughout the McLoughlin area with an emphasis on routes to schools and crossings on McLoughlin Boulevard.
- B4. Where possible, integrate off-street trails and other facilities that benefit bicyclists and pedestrians.
- B5. Improve east-west multi-modal connections across the McLoughlin area.

guiding principles

C. SOCIAL

- C1. Develop an atmosphere that is human-scale, family-friendly, inviting and attractive.
- C2. Create or maintain transition zones (buffers) between residential neighborhoods and the more intense nature of McLoughlin Boulevard.
- C3. Create gathering places for citizens such as community centers, parks and plazas that foster social environments and opportunities.
- C4. Ensure that any improvements, development or zone changes shall promote a healthy, safe and high quality environment for neighborhoods and schools.
- C5. Support neighborhood schools by encouraging youth programs and community involvement, and by providing safe access.



D. DESIGN

- D1. Support a network of distinctive neighborhoods that have good connectivity for autos, transit, bicyclists and pedestrians.
- D2, 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.
- D3. Ensure design functionality, beautification, lighting treatments and landscaping along McLoughlin Boulevard.
- D4. Provide a series of clustered and concentrated thriving centers that provide a focal point for the neighborhoods of the McLoughlin area.
- D5. Preserve, protect and enhance the current residential neighborhoods while maintaining current densities.



guiding principles



E. ENVIRONMENTAL

- E1. Ensure that the long-term health and viability of the natural environment, river, 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.
- E3. Retain, preserve, expand and add natural areas and parks.



F. ADMINISTRATIVE

- F1. Ensure that, prior to any public improvements being approved, a mechanism is in place that provides for ongoing maintenance and operation of the facility.
- F2. Ensure that sufficient funding remains in place for existing facilities, programs and emergency services.
- F3. 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.
- F4. Provide improved and updated building codes, zoning codes and zoning overlays based on local aspirations, community involvement and decision-making.
- F5. Provide adequate enforcement at all levels of county and other applicable code.
- F6. Continue to explore governance options as a means of supporting independence and local control.



CLOCKWISE FROM TOP LEFT: Trolley Trail; Garden at Concord Elementary School; Older home nestled in a clearing; Downtown Oak Grove; and tidewalk along McLoughlin Boulevard.











INTRODUCTION

The community values, vision and guiding principles for the McLoughlin area provide a starting point for the revitalization of the McLoughlin area. As the community moves forward with Phase II of the MAP process, it will be important to consider the types of projects, prgrams and policies desired and the focus areas for the various projects. This section outlines preliminary recommendations for project types and focus areas, as well as next steps necessary as the effort is advanced into Phase II and beyond.

PROJECT TYPES

Throughout the planning process, the MAP Committee and consultant team worked to define the types of projects and initiatives community members see as most valuable to the McLoughlin area. This input has been categorized into the following project types, which will be further developed with additional community input in Phase II to identify specific projects, policies, programs and priorities. Six project types were identified throughout the course of Phase I that capture the types of improvements and interventions the community would like to see in the McLoughlin area.

1. Transportation

The Transportation category includes projects within the right-of-way and public realm, such as distinctive gateways; retrofitting existing streets; pedestrian and bicycle improvements; safer pedestrian crossings, new pedestrian facilities along McLoughlin Boulevard, streetscape improvements and plazas, wayfinding, trails, green streets and transit service. Transportation projects will be physical, operational and programmatic improvements that address local function, aesthetics and connectivity. Planning, urban design and engineering will merge to create projects that address multiple objectives. It will be necessary to engage multiple jurisdictional stakeholders in transportation improvement projects. Maintenance and operations of existing and new transportation facilities are also high community priorities.



River Road



Stringfield Park

2. Parks, Open Space and Habitat

The category of Parks, Open Space and Habitat includes improvements to existing parks and trails; acquisition or protection of land for parks, trails, open space or habitat conservation; tree plantings; and natural resource restoration or enhancement activities. The community voiced a strong desire to maintain and enhance existing parks, school yards and open spaces while improving access to natural amenities, such as the Willamette River and existing natural areas. There may also be the potential to acquire and protect existing natural areas that are in private ownership or restore habitat in critical areas. The community would like parks, open space and habitat to be defining characteristics of the McLoughlin area that are integrated into the design of residential, commercial and mixed-use areas. It will be critical to fully engage the North Clackamas Parks and Recreation District as this effort continues into Phase II.

Development/Redevelopment

Development and redevelopment projects incorporate projects such as mixed-use development, transit-oriented development, new construction and adaptive re-use, and programs to provide façade or storefront improvements. Development/ redevelopment projects can be achieved through a combination of private investment, public-private partnerships and public-public partnerships. It is important to note that the vision for the McLoughlin area cannot be achieved by the public sector alone and will require investment from existing property owners, business owners and new players.

4. Housing Affordability

This type of project includes construction of workforce housing, establishment of mechanisms such as land trusts to maintain housing affordability, development or renovation of senior housing, and programs to assist homeowners (weatherization, downpayment assistance and so forth). As development and redevelopment occurs along McLoughlin Boulevard and within the surrounding neighborhoods, community members are concerned that the cost of renting and owning homes will increase. Maintaining housing affordability is an important element of the community's vision for the McLoughlin area and will require a suite of policies, projects and programs.

5. Economic Development Programs

Economic Development programs include those initiatives focused on business recruitment and retention, living and family wage job creation, workforce training, maintaining affordability for existing businesses, and marketing. While there is a wide array of businesses within the McLoughlin area, there is a general lack of offices, light industrial uses and other employment land. The number of jobs provided per square foot of commercial space is relatively low. Supporting existing businesses and growing and recruiting new businesses will help to increase economic diversity and maintain the long-term viability of the McLoughlin area.

Planning, Studies, Code Enforcement and Other Programming

This category includes additional planning, studies and design needed to move specific components of the vision forward (e.g., market analyses, vacant land inventory, tree regulations, sign code), activities such as enhanced code enforcement, and other types of community events and programs (e.g., cultural events, farmers markets, neighborhood picnics, street fairs). Many of the concerns and opportunities identified by community members went beyond the realm of public and private development projects. Appropriately, community members recognized the need to support physical investments with additional study, policies and programs.



Vacancies along McLoughlin Boulevard present challenges and opportunities



McLoughlin Boulevard

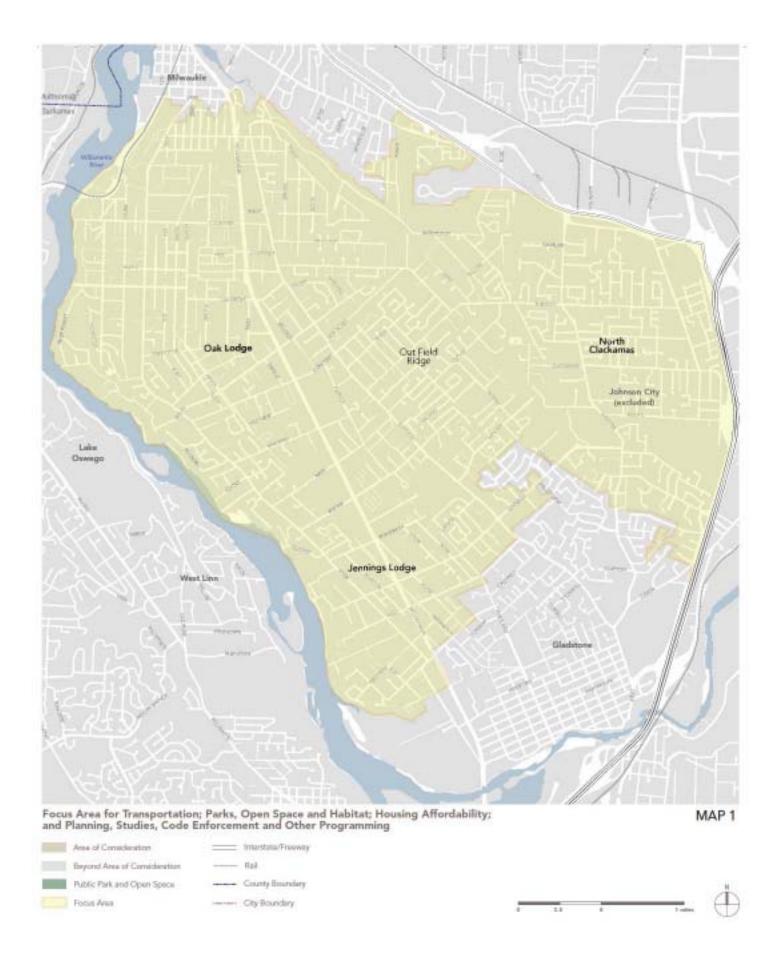
PLANNING FOCUS AREAS

One of the goals of the Phase I effort was to identify a planning boundary for the McLoughlin area. The focus areas are important to implementation, and there are several considerations from economic and funding perspectives. These considerations include:

Geographic size. The question is small versus large. On the one hand, a smaller area could be beneficial from a funding perspective because it would concentrate future investments into one area, creating momentum and change. Improvements dispersed over a larger area may not create the critical mass needed to serve as a catalyst. However, a larger area could create more opportunity to access revenue while a smaller area could limit the amount of revenue that could be generated. In addition, some types of desired improvements are not appropriate for the entire area.

Make-up of uses. The composition of commercial, residential, institutional and industrial uses in the area can impact not only the types of projects that may be prioritized, but also the area's access to future funding sources and the ability to raise new revenue. There is general agreement within the community that areas of established residential use should be relatively unchanged, but commercial areas do have potential for some changes.

Development Intensity. Many community members believe that new development will mean a development intensity that is more dense in character than existing land use patterns. Increasing development intensity does come with pros and cons related to development economics and market areas. Still, the specific projects identified in Phase II will help to facilitate a more targeted discussion about appropriate development intensities in the commercial areas of the McLoughlin area.





Newer residential development

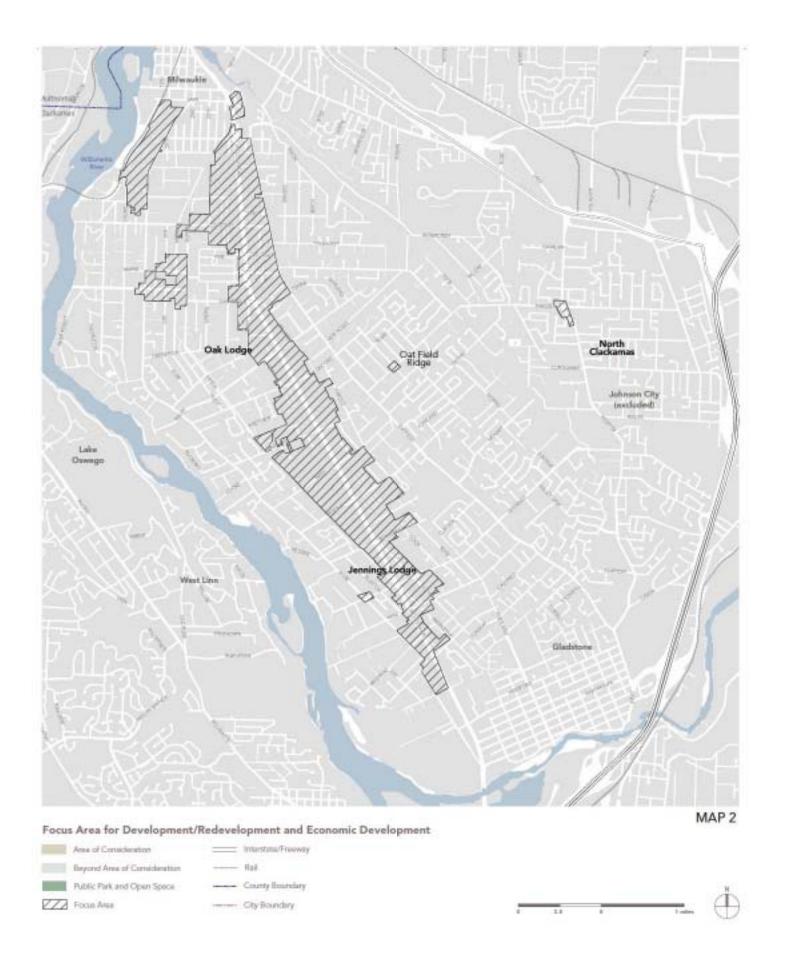
The public input throughout Phase I of the McLoughlin Area Plan clearly indicated that community members see a need for different types of projects in different areas, consistent with the vision of neighborhoods and local identity and the strong desire to protect and support existing residential neighborhoods. With all of these inputs and the above considerations in mind, the project team and MAP Committee identified two focus areas:

Focus Area for Transportation; Parks, Open Space and Habitat; Housing Affordability; and Planning, Studies, Code Enforcement and Other Programming

These "quality of life" projects could occur throughout the McLoughlin Area, which is defined in Map 1, and includes the area from the Willamette River to Interstate 205, stretching from Milwaukie in the north to Gladstone in the south. While the majority of transportation investment will likely occur along McLoughlin Boulevard and its approaches, improvements to enhance connectivity to shopping, dining, schools and parks will be important in the residential areas as well. The area's parks are largely located in residential areas and require a systems approach to ensure all residential and business community members have access to great facilities. Existing neighborhoods will be preserved and enhanced with a goal of maintining housing afforability in the area. Finally, the planning, studies, code enforcement and other programming will likely occur throughout the larger McLoughlin area.

Focus Area for Development/Redevelopment and Economic Development Programs

To get the most out of catalytic projects, some investments should be concentrated in key areas to create noticeable change and spur additional investment. The focus area for development/redevelopment and economic development programs is defined by those areas that are currently zoned commercial, industrial and medium or high density residential (see Map 2). Another benefit of this approach is that existing residential neighborhoods are protected from inappropriate development. As the guiding principles indicate, it will be important to address transitions between residential areas and adjacent uses throughout Phase II and beyond.





Phase I community engagement

NEXT STEPS

Phase I of the McLoughlin Area Plan was designed to bring the community together in the development of community values and a common vision, with guiding principles to guide subsequent efforts. Thus, Phase I was seen as just the beginning by the MAP Committee in carrying out the charge they were given by Clackamas County.

The next steps for carrying out the McLoughlin area vision are outlined below, and represent a request for action from the MAP Committee, representing McLoughlin area residents. There is also an expectation that the MAP Committee will be involved in further defining and implementing the following action items.

- Continue the momentum created throughout Phase I of the MAP process by funding and staffing Phase II of the McLoughlin Area Plan to identify and prioritize specific projects and funding.
- Conduct a market area analysis to better ascertain the types and intensities
 of various uses that can be supported in the McLoughlin area.
- Develop a cohesive planning and design strategy for the McLoughlin area that maps out the community's vision, including existing assets, planning boundaries, key connections and catalytic projects.
- Work with the McLoughlin area community to develop a list of desired polices, projects and programs that are framed by market realities and help to achieve the vision for the area. These policies, projects and programs will be clearly defined with specific objectives, location/s, and interventions or improvements.
- Refine the planning boundaries based upon 1) a targeted discussion with area residents about appropriate land uses, locations and development intensities, and 2) potential funding opportunities for specific projects identified in the early portions of Phase II.

- Use the Vision, Values and Guiding Principles to evaluate and prioritize potential capital improvements, activities and projects that are proposed within the McLoughlin area.
- Initiate conversations with potential public and private partners, investors and tenants. Within Phase II, the MAP Committee recognizes the need to explore and discuss several funding realities that were identified during Phase I.
- A need to coordinate with adjacent and overlapping jurisdictions, as well as across Clackamas County departments to identify areas of synergy and potential multiple benefit. The most successful projects and those garnering the most support will help to achieve multiple outcomes for multiple stakeholders.
- There is little or no existing local funding that is sitting idle and waiting to be
 put to a good use. Thus, new projects must either take money from existing
 or planned projects, operations and maintenance, identify outside funding
 sources or raise new local revenue.
- Funds are limited and the amount and availability of funding is heavily dependent on the type of project or program being considered. Any projects planned for the McLoughlin area will need to compete with other projects locally, regionally, and even nationally for funding. Public projects may require some level of local funding.
- Within Phase II, there is recognition that there will be tradeoffs. A community
 cannot simultaneously achieve maximum results on every desirable goal.
 The community's vision includes a variety of values and guiding principles
 that make up a holistic vision to improve quality of life, enhance economic
 vitality and reposition for long-term sustainability. Such improvements



Little League baseball



Oak Grove Commercial Node

"... A VARIETY OF

VALUES AND GUIDING

PRINCIPLES THAT MAKE

UP A HOLISTIC VISION

TO IMPROVE QUALITY OF

LIFE, ENHANCE ECONOMIC

VITALITY AND REPOSITION

FOR LONG-TERM

SUSTAINABILITY ..."

require tradeoffs: funds are limited; not all objectives can be pursued at the level desired; some objectives may conflict. This should not discourage the community from proceeding with the task at hand, but the Vision may need to be phased based upon considerations of fiscal constraint, political realities and community sentiments.

- Incorporate the necessary technical analysis of potential projects. Technical
 analysis does not make decisions, but can help aid the decision-making
 process by illustrating the feasibility of the project, defining/comparing
 alternatives, estimating the costs and benefits, and identifying potential
 funding sources. Ultimately, the technical analysis should help measure the
 positive and negative impacts, the pros and cons, the benefits and costs, the
 causes and effects, and outcomes. The technical analysis can include both
 qualitative and quantitative assessment.
- Coordinate with Metro's ongoing efforts to update the Regional Transportation Plan and the 2040 Growth Concept.
- Further explore use and application of local zoning overlays in the McLoughlin area.
- Incorporate the Vision, Values and Guiding Principles into the Park Avenue Transportation Growth Management (TGM) station area planning project.
- Align the planning and design processes for the Park Avenue TGM station area planning project with planning and design for the McLoughlin area.

CONCLUSION

Phase I of the McLoughlin Area Plan successfully engaged the community in a discussion of values, visions and the types of improvements desired in the future. A wide variety of public engagement methods provided community members opportunities to voice their opinions, provide feedback, and participate in meaningful and informed decisions with each other. The effort was also succesful in building an awareness of the planning effort and creating momentum that can be built upon moving forward. Over 1,000 neighbors and businesses participated in the MAP Phase I process. Still, participants were quick to remind the consultant team that articulating a vision and establishing guiding principles is just a beginning. Phase II will be critical to ensuring that this document does not end up sitting on a shelf and that the community's vision becomes a reality.



Financial constraints and difficult economic times require creativity and technical analysis



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Household and Employment Forecasts for the North Clackamas County Unincorporated Area, Metroscape Forecast, February 2005.

McLoughlin Corridor Land Use and Transportation Study, Clackamas County, July 1998.

North Clackamas Parks & Recreation Master Plan, 2004.

North Clackamas Tri City Intergovernmental Cooperative Agreement, Clackamas County.

Oak Grove Transportation Growth Management Plan Draft, Clackamas County Department of Transportation and Development, June 1995.

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Resources on the Cost of Urban Services Compiled for the North Clackamas Annexation Study Group, Institute of Portland Metropolitan Studies, updated July 2005.

Clackamas County Sustainability Plan, Fall 2008.

Tourism Development Task Force Whitepaper 2008, Clackamas County Business and Community Services, January 2009.

Trolley Trail Master Plan, North Clackamas Parks and Recreation District, March 2004.

Willamette Greenway Plan, January 1988.

WEBSITES

www.census.gov www.co.clackamas.or.us www.oaklodgecpo.org www.oaklodgesanitary.com www.oaklodgewater.org www.oregonmetro.gov www.pdx.edu/ims/north-clackamas



appendix A

The McLoughlin Area Plan was designed to be a community-based planning effort to define a vision and desired future for the area. Therefore, Phase I was designed to maximize participation by the community, incorporate citizen input throughout, and provide for multiple ways of participating. This appendix describes how McLoughlin area residents, businesses and stakeholders developed the vision, values and principles presented in section ii. Values, Vision and Guiding Principles.

A1: GUIDING THE PROCESS

The MAP Committee and the project website were used to provide overall guidance to the MAP process. The MAP Committee included representation from the three area Community Planning Organizations.

MAP Committee

The McLoughlin Area Plan (MAP) Committee provided overall guidance to the planning team. Established in Spring 2009, the committee worked with Clackamas County to develop a scope of work for the McLoughlin Area Plan and then prepare a Request for Proposals. The MAP Committee then evaluated and selected MIG to provide planning assistance for the MAP process.

Beginning in August 2009, the MAP Committee began meeting regularly to provide direction on the visioning and planning process, as well as coordinating review of documents and materials using email. The citizen-led committee has been supported by Clackamas County staff.

appendix A

Committee meetings in August and September 2009 were focused on developing the public involvement plan for the project, making decisions about the project website, and coordinating logistics of the outreach activities. Meetings in October and November included review of the planning analysis maps, discussion of initial feedback from stakeholder interviews and a focus group, and preparation for the Visioning Summit. The meetings in December 2009 and in January and February 2010 were focused on development of a questionnaire to test the draft vision, values and principles. The meetings also helped shape the business outreach effort. The Committee intensified its meeting schedule in March and early April, refining and editing the guiding principles in preparation for the Community Open House and Workshop. The Committee met in late April to vote on final wording for the vision, values and guiding principles, and then in May to review the Phase I report.

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

Website

In order to conduct an in-depth and comprehensive public outreach and engagement effort that reaches out to multiple constituencies, including community organizations, businesses and local residents, an interactive online forum was necessary to allow participation and review by anyone at anytime. The McLoughlin Area Plan website (mcloughlinareplan.org) was launched at the beginning of the project using MIG's Townsquare™ software. It serves as an online community hub for the MAP Committee, key stakeholders and the general public—providing an overview of the planning effort; key dates and locations for outreach events; and links to download more in-depth information, such as reports, background documents and the Community Questionnaire. Users were also invited register to receive updates and invitations via email; submit comments and questions to the project team; and subscribe to an RSS feed to receive the latest news on the planning process.



McLoughlin Area Plan website (www.mcloughlinareaplan.org)

A2: DEVELOPING THE VISION AND VALUES

Multiple activities contributed to the initial development of the vision and values, culminating in the Visioning Summit.

Stakeholder Interviews

The project team conducted interviews with key stakeholders, including area businesses, residents and local jurisdictions. The MAP Committee identified the stakeholders, and the MIG conducted the one-on-one interviews during October 2009. The results of the interviews helped define the assets, issues and opportunities as documented in the Assets, Issues and Opportunities report, and provided information that was used in the design of the Visioning Summit activities and exercises.

Ambassadors

To extend the outreach activities further, the project team developed a toolkit that community members could use to inform others about the planning process, seek input and conduct their own workshops. In October 2009, MIG recruited and conducted a training session with trusted members of the community identified in consultation with the MAP Committee. Ambassadors were encouraged to attend existing meetings to answer questions and give presentations, go door-to-door

in a business district, and hold intercept events at public gatherings or in places with a large amount of foot traffic. Training included a detailed overview of the project, the outreach kit, facilitation techniques and reporting methodology. Ambassadors were active in October and November 2009, and provided an opportunity for stakeholders and the public to have a more personal interaction and discussion about the planning process, which in turn led to more tailored and detailed input gathering.

Focus Group: Jurisdictions

Also in October 2009, MIG held a focus group with representatives of jurisdictions that include or could potentially impact the McLoughlin area. The following agencies were invited:

- Clackamas County Transportation
- · Clackamas County Business and Community Services
- Clackamas County Community Environment
- · Clackamas County Sheriff's Department
- Clackamas County Tourism
- Clackamas County Housing Authority
- City of Milwaukie
- City of Gladstone
- Metro
- TriMet
- Clackamas County Fire District #1
- · North Clackamas Parks and Recreation District
- · Oak Lodge Water District
- Oak Lodge Sanitary District

The participants were asked about perceptions of the McLoughlin area; assets, issues and opportunities; priorities and goals; and barriers. They also were asked to provide information about plans and projects that might affect the area.

Visioning Summit

The Community Visioning Summit, held on November 21st, 2009, yielded valuable planning information and helped the project team identify core values and vision elements for the McLoughlin Area Plan. More than 85 members of the community participated in the open house session and town hall-style workshop. The Summit was publicized by the ambassadors; on the project website; with a press release; and with postcards sent to every address in the McLoughlin area.

During the open house session, participants could provide input at stations with interactive exercises including the following. Full results are available at www. McLoughlinAreaPlan.org.

- A "Where Do You live?" board where they placed pins on a map;
- Four other areawide map stations;
- A "Gateways and Centers" map, where people marked with stickers places within the area they see as gateways or centers;
- A "Favorite Places" map, where people used pins to mark their three favorite places within the McLoughlin area;
- A green/yellow/red map, where people used green stickers to mark areas they like as they are, yellow stickers to mark existing areas in need of improvement, and red stickers to mark areas they'd like to see change;
- An "Amenities" map, where people used stickers to indicate areas where they'd like to see specific amenities;
- A visual preference station, where they scored a series of 26 images on their suitability for the McLoughlin area;
- · A station with a map of McLoughlin Boulevard, where they could post comments about challenging crossings and other concerns; and
- A penny exercise, where each participant received five pennies and used them to prioritize their top types of projects.



Community Questionnaire

The workshop section of the Summit began with a presentation of the assets, issues, and opportunities identified to date followed by a group discussion. Participants then moved into small groups, each led by a facilitator. The small groups were structured as a 45-minute discussion session aimed at brainstorming issues and opportunities, classifying them and identifying top priorities. At the end of the small group exercises, participants reconvened. Each small group reported its top two to three priorities, and then the reconvened group discussed an overall vision for the McLoughlin area.

A.3 TESTING THE VISION AND PRINCIPLES

After the Visioning Summit, the planning team developed a draft vision, values and key themes. The MAP Committee reviewed these materials and decided that more in-depth testing of the concepts was needed to make sure they were truly representative. Three methods were used to obtain in-depth feedback on the vision and values, as well as to help develop the principles.

Questionnaire

To test the draft framework of vision, values and key themes that emerged from the Visioning Summit, the planning team worked with the MAP Committee to develop a community questionnaire that was administered between February 1st and February 26th, 2010 using the www.mcloughlinareaplan.org. The questionnaire was available online and in a paper format.

The questionnaire was publicized through the project contact list that had been continually updated during the planning process, and a link to the questionnaire on the project website was distributed by community organizations and agencies. At the close of the questionnaire, 510 respondents fully completed the questionnaire and 76 additional people partially completed it. Responses were received from throughout the McLoughlin area, and included a wide range of community members and business owners.

The MAP Committee used the questionnaire results in their working sessions to write guiding principles, directly using the community preferences in their efforts.

Door-to-Door Business Outreach

In February 2010, the project team conducted door-to-door business outreach throughout the McLoughlin area. The purpose of the outreach strategy was to inform area businesses about the MAP process; increase business participation in the questionnaire, website and meetings; gather business input toward the community vision, values and guiding principles; and recruit business representatives for the business focus group.

To best represent the diversity of businesses in the McLoughlin area, the project team worked with the MAP Committee to identify targeted areas for business outreach in different portions of the planning area:

- Thiessen Area, to the east around the intersection of Thiessen and Webster Road;
- Jennings Area, along McLoughlin Blvd. from Hull to just South of Boardman;
- Downtown Oak Grove, the area along Oak Grove Boulevard from Rupert to River Road that makes up the traditional center of Oak Grove; and
- Courtney Area, along McLoughlin Boulevard from Courtney to Oak Grove Boulevard.

The outreach occurred on five different weekdays throughout February during business hours. In total, the project team made contact with 118 businesses. Outreach consisted of door-to-door one-on-one interviews with business owners

in four targeted areas of the study area. During the door-to-door outreach, the MIG project team encouraged business owners and managers to participate in the online questionnaire and provided project information materials for businesses that declined interviews. Interviews consisted of a brief set of questions (What would you like to see in the McLoughlin Area? What are some key issues that need to be addressed? What are the biggest opportunities you see for the McLoughlin Area?). These questions were intended to spark a general conversation, which was then recorded by the interviewer.

Focus Groups: Business and Residents

On February 24th, 2010, the project team facilitated two focus groups—a Business Focus Group attended by four local business owners (with RSVPs from an additional four businesses), and a Community Focus Group attended by nine local residents. Participants were recruited through recommendations from MAP committee members, as well as through the door-to-door business outreach. Volunteers were also solicited from the several hundred interested parties that had signed up at meetings and workshops or online to receive more information about the planning process.

At both meetings, participants were asked to review initial findings from the community questionnaire and discuss their thoughts on the priorities, as well as ideas for specific projects that would help these priorities become a reality. In addition, participants were asked to provide input on potential boundaries for the McLoughlin Area Plan focus area.

A4: REFINING THE VISION, VALUES AND PRINCIPLES

Using feedback from the questionnaire, business outreach and focus groups, the MAP Committee developed guiding principles for further community testing.

Community Open House and Workshop

On April 10, 2010, the project team organized the Community Open House and Workshop at Rex Putnam High School to test the major work products from Phase I with community members. The event was designed in a manner to allow for a variety of interaction levels, and was publicized on the project website, through the contact list and with flyers distributed to students at McLoughlin area schools. Approximately 60 people attended with nearly all choosing to participate in at least a portion of the workshop.

The workshop included displays on work to date, but was primarily focused on community review of the vision, values and guiding principles using comment cards. Participants discussed their level of agreement with each principle and suggested potential revisions. Comments were recorded on a large sheet of paper at the front of the room, as well as by individuals on their comment cards.

The overall feedback heard at the Open House confirmed that (with a few recommended additions) the MAP Committee was on the right track with the Values, Vision and Guiding Principles.

The comment card results were tallied and the comments were scanned for review by the MAP Committee, which used the feedback in making final revisions to the Vision, Values and Guiding Principles.



Community Open House at Rex Putnam High School



RELEVANT PLANS

The MAP planning process is designed to build upon previous and concurrent planning efforts. The following includes an overview of the most relevant plans (presented in alphabetical order) and highlights key points that are especially relevant to the current effort.

Clackamas County Capital Improvement Plan

Based on the planning and design principles of the Clackamas County Transportation System Plan (TSP), the 20-year Capital Improvement Plan (20-year CIP) establishes ranking of transportation improvement projects. The 20-Year Plan has 224 transportation improvement projects that are projected to be needed over the next twenty years. Typically, the county updates the 20-year CIP every five years. Capital improvement projects are funded through multiple programs at the federal, state and local levels. The current program identifies projects to begin construction between 2006/07 and 2010/11, and projects in development between 2006/07 and 2007/08.

- While there are no projects within the current five-year period, the 20-year plan calls for approximately 20 projects within the study area. Projects include intersection improvements, street widening and new turn lanes along different streets including River Road, Concord Road and Oatfield Road.
- Within the study area, the Oak Lodge Sanitary District uses its Surface Water Management 10-Year Capital Improvement Plan as the guide for implementing surface water projects.



Comprehensive Plan Regional Street Design Types Map

Clackamas County Comprehensive Plan

The Clackamas County Comprehensive Plan guides land use, transportation and development within Clackamas County and the study area. Chapter 5, Transportation, identifies transportation policies County-wide and Chapter 4 discusses land use. The plan also includes several goals and policies specifically for McLoughlin Boulevard. Chapter 10 of the plan houses the various community and design plans within the county. Within this chapter, the McLoughlin Corridor Design Plan provides policy direction for development along McLoughlin Boulevard, including specific design standards for streets and intersections.

- General transportation goals include working in partnership with affected agencies, creating safe and continuous roadways that accommodate movement by all travel modes, including a well-connected bicycle network.
- General land use goals include providing a compact form; protecting the character of neighborhoods while accommodating a variety of living environments; creating attractive compact shopping areas while limiting the expansion of commercial strips; and making existing strip development more functional and attractive.
- According to the plan, a corridor is intended to feature a high quality pedestrian environment and convenient access to transit, while continuing to meet the needs of the automobile. Corridor areas are expected to transition to higher residential and employment densities through infill and redevelopment.
- The plan calls for the county to work with federal, state and regional agencies to implement high capacity transit in the downtown Portland to Milwaukie (McLoughlin) Corridor.

Metro 2040 Regional Framework Plan, December 2005

The Regional Framework Plan unites all of Metro's adopted land use planning policies and requirements based on the planning horizon through the year 2040. Under the Metro Charter and state law, cities and counties within Metro's boundaries are required to comply and be consistent with Metro's adopted plans and policies. It is important to note that discussions to update the 2040 Growth Concept are well underway. Key themes related to the adopted 2040 Growth Concept and regional policies include:

- Encouraging a strong local economy with efficient use of land including development of mixed use centers and corridors.
- Protecting and restoring the natural environment.
- Providing a balanced transportation system with safe and attractive facilities for bicycling, walking and transit as well as motor vehicles and freight.
- Enabling communities to enhance physical sense of place as well as a diversity of housing options with a mix of housing types.
- Creating a vibrant place to live and work by providing sufficient and accessible parks and natural areas and improving access throughout communities.
- No centers are designated for the study area, but McLoughlin Boulevard is designated as a corridor and High Transit Capacity Corridor.
- The area generally between McLoughlin Boulevard and the Trolley Trail and south of Vineyard Road and Boardman is designated as industrial land.



Metro 2040 Growth Concept



McLoughlin Corridor Land Use and Transportation Study, June 1999

The McLoughlin Corridor Land Use and Transportation Study provides the community preferred design alternative for the McLoughlin Corridor. The Oregon Department of Transportation helped fund the study that provides recommended cross-sections and other street design and transportation improvements, and recommendations related to zoning and land use. This includes standard widths for utility easements, sidewalks, bike lanes, landscaping, travel lanes and turn lanes for incorporation into the county's Urban Transportation System Plan. Key plan recommendations include:

- Developing continuous bike lanes, sidewalks, lighting, landscape buffers and elimination of on-street parking.
- Improving transit facilities and bus rapid transit.
- Evaluating suitability of an Urban Business Area Overlay (UBAO) as a means of addressing access management.
- Implementing transit-oriented development standards while retaining existing zoning.
- Enforcing the sign ordinance and encouraging connections between parking lots.

Oak Grove Transportation Growth Management Plan Draft, June 1995

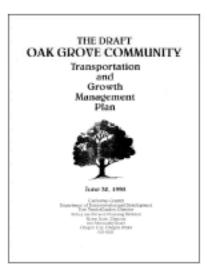
This plan was initiated because the Oak Grove area is identified as a town center in the Metro 2040 Plan. The plan provides direction for new growth and development for Oak Grove over the next 50 years with a mixture of services, employment and housing in a single, concentrated, walkable area. The plan addresses many issues identified by the local community, such as revitalization of the downtown core and current street standards. The plan provides recommendations around three main components of growth management: walkways and transportation, land use and redevelopment, and downtown design and revitalization. It is important to note that the plan failed to achieve community consensus. Some of the recommendations related to the study area include:

- Developing a trail on the Portland Traction Company trolley line.
- Providing sidewalks and transit stops on essential streets.
- Revising local residential street standards and new street and pedestrian/ bike accessways.
- Creating more compatible zoning in Oak Grove.

Portland-Milwaukie Light Rail Project: Locally Preferred Alternative Report, July 2008

In 2007 and 2008, Metro conducted analysis of proposed station areas along the Southeast Portland, Milwaukie and North Clackamas County portions of the proposed Portland-Milwaukie light rail alignment. The report presents the recommended implementation strategy and the Locally Preferred Alternative (LPA) for transit improvements in the Portland-Milwaukie Corridor.

- Developing a light rail station within the study area at Park Avenue.
- Developing a park-and-ride station at Park Avenue with 1,000 parking spaces.
- Redeveloping and rehabilitating existing buildings, as streetscapes, and pedestrian connections.





Regional High Capacity Transit System Plan, March 2010

This High Capacity Transit (HCT) System Plan is a component of the Regional Transportation Plan, and the report provides guidance for the region's long-term investments in high capacity transit. The report covers the main components addressed during the High Capacity Transit System Plan process, including public outreach, high capacity transit corridor evaluation, system considerations and best practices for high capacity transit. The Regional HCT System Plan is designed to focus on the frequent, fast and high capacity element of the public transit system, characterized by exclusive right of way and routes with fewer stops. HCT includes local bus, paratransit, streetcar and frequent bus service.

- The plan prioritizes HCT corridors through a set of criteria into four tiers from near-term to longer-term projects. Identified as corridor 9, the Milwaukie to Oregon City transit center in the vicinity of McLoughlin Boulevard Corridor as a tier II project, or corridors where future investment may be valuable if recommended planning and policy actions are implemented.
- The plan provides specific steps necessary for project advancement.
 These include developing more specific policies and direction, as well as community support for the project.

Tourism Development Task Force, January 2009

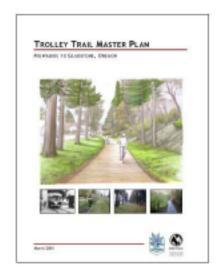
With support from Clackamas County, county commissioners appointed the task force to study a number of issues related to tourism and to make recommendations to commissioners that would help insure continued tourism development. The white paper documents the work performed throughout 2008 by the Tourism Development Task Force. Major recommendations of the white paper related to the study area include:

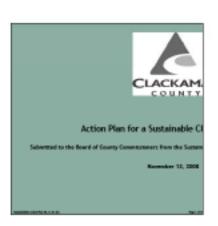
- Create a tour route along McLoughlin Boulevard but do not preclude future light rail.
- Develop enhanced street connections between McLoughlin Boulevard and the river with public access areas/sites on the riverfront.
- Explore possible acquisition of more public access to the river.
- Establish a major visual icon at the entrance traveling south into Clackamas.
 County on McLoughlin Boulevard to establish a sense of arrival.

Trolley Trail Master Plan, March 2004

The proposed Trolley Trail will run along a historic corridor once used by a streetcar line that operated between Portland and Oregon City. The purpose of the master plan is to guide the future development, safe use and operation of the Trolley Trail as a non-motorized recreational and commuter trail. The master plan analyzes and recommends a trail alignment, environmentally sensitive trail design features, trail amenities, and safety and security measures for the 6-mile trail corridor. Recommendations related to the study area include:

- Developing five potential trailheads and 25 pedestrian access points from neighborhood roads in the study area.
- Connecting to community facilities including parks, schools, retirement communities and public transit.
- Developing intersection improvements and safety and security features, including strategically placed lighting and good definition between the trail and adjacent neighbors (i.e. vegetative buffers).





Action Plan for a Sustainable Clackamas County, November 2008

The purpose of the plan is to develop a three- to five-year action plan to set the County on a path toward a more ecologically, socially and economically sound future. The plan recognizes that many of the County's resources are at risk of decline from unsustainable uses, including water, energy, forestland, agricultural land, fisheries and other natural ecosystems and resources that are relied upon. In light of these considerations, the framework includes seven goals to achieve by 2050 with associated actions and tasks for the next three to five years. Goals of the plan include:

- Become carbon neutral*;
- Ensure and communicate progress through citizen involvement, outreach, reporting and alignment of financial incentives with sustainability;
- Support energy efficiency and increase the share of renewable energy (nonfossil fuel [coal, oil, natural gas] including solar, wind, biomass, wave, geothermal, and micro- and low-impact hydro);
- Support and encourage green standards for development, planning and infrastructure;
- Identify, protect and restore lands, water and air in Clackamas County that support important natural systems and eco-logical functions and values;
- Support an economy of businesses that sustain and restore natural, economic and social systems; and
- Build community health, vibrancy, and resiliency.

^{*} Carbon neutral is defined as a state in which the County makes no net contribution to atmospheric greenhouse gas concentrations. To achieve this goal, gross GHG emissions must be balanced by GHG sequestration or sinks within the County or for which the County can take responsibility. While carbon dioxide is the largest contributor to atmospheric warming potential, several other gases including methane (CH4), nitrous oxide (N2O), bydrofluorocarbons (HFC3), perfluorocarbons (PFC3), and sulfur hexafluoride (SF6). Ultimately the County may seek to be 'carbon negative' such that it contributes to a net reduction of atmospheric greenhouse gas concentrations.

Clackamas County Service District (CCSD) #1 Rock Creek and Kellogg Mount Scott Watershed Action Plans

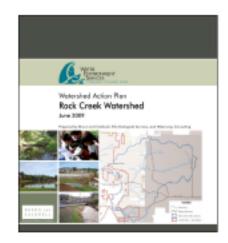
The Rock Creek and Kellogg Mount Scott Watershed Action Plans were created in order to prioritize surface water management program activities and future investments for watershed management. One of the main goals of the plans is to be able to prioritize what stormwater management actions and activities should be conducted in specific sub-basin areas, such as where to assist the operations and maintenance staff in targeting specific activities in various locations. Other recommendations for the study areas include:

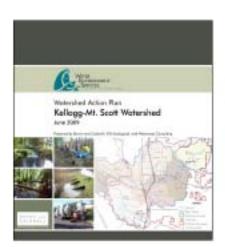
Rock Creek

- An active management strategy is recommended to maintain hydrologic conditions in the RC watershed and to implement enhanced design standards, regulations, land use policies, and sustainable practices that will maintain current hydrologic conditions matching both peaks and duration for small and large storms;
- Fill data gaps on hydrologic and geomorphic conditions in the watershed, carefully minimizing construction-related erosion and buffer impacts during future development, and participating in targeted restoration activities with willing landowners and other partners; and
- Update stormwater design standards to promote LID techniques for new and re-development areas, and implement hydrologic control of runoff from small and large storm events for new development as well as redevelopment.

Kellogg Mount Scott Watershed

- A continued active management strategy to improve water quality in the KMS watershed is recommended for watershed health and to comply with NPDES MS4, TMDL, and UIC requirements;
- Develop an integrated monitoring plan that addresses key questions and provides a framework for organizing and analyzing data from all sources.









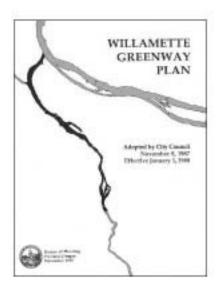


'OPEN FOR BUSINESS'

Economic Development Plan, April 2009

This Economic Development Plan is the guiding policy document for Clackamas County for the next five to ten years. It provides a comprehensive framework for effective, coordinated and specific actions to benefit the County and its citizens, and contains a longer term vision that will guide the County, its cities, unincorporated areas, and business, community and political leaders. The plan is designed to help decision-makers weather changes in economic conditions and includes the following objectives and plan actions:

- · Business Retention and Growth
- . Business Recruitment
- Infrastructure
- . Workforce and Education
- Regional Collaboration



Willamette Greenway Plan, January 1988.

The Willamette Greenway plan—part of the Portland Comprehensive Plan recognizes that the Willamette River and the lands adjacent to it are a unique and valuable natural resource which require special protection. The goal of the plan is to protect, conserve, maintain and enhance the scenic, natural, historical, economic and recreational qualities of lands along the Willamette River. Primary objectives of the plan include:

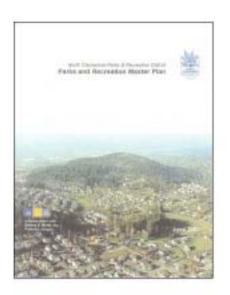
 To restore the Willamette River and its banks as a central axis and focus for the City and its neighborhoods and residents;

- To increase public access to and along the Willamette River;
- To conserve and enhance the remaining natural riverbanks and riparian habitat along the river;
- To provide an attractive quality environment along the Willamette River;
- To maintain the economic viability of Portland's maritime shipping facilities based on the overall economic importance of deep-channel shipping to Portland's and Oregon's economy;
- To reserve land within the Greenway for river-dependent and river-related recreational uses; and
- To meet the statutory requirements of Statewide Planning Goal 15 Willamette River Greenway.

North Clackamas Parks & Recreation Master Plan, 2004

The North Clackamas Parks & Recreation District was formed in 1990 when residents voted to create a County Service District to fund a higher level of parks and recreation facilities and programs in northern Clackamas County. The County has since been faced with significant population growth and dramatic funding deficiencies. The purpose of the 2004 plan is to clearly define priorities to assure maximum impact with limited financial resources. Major recommendations include:

- Develop a new neighborhood park (Stringfield Family Park) connected to the Trolley Trail;
- Work with regional partners to provide a continuous public greenway along the Willamette and Clackamas Rivers;
- Work with regional partners to develop a trail system within the District that links parks, schools, and other trail systems;
- Develop a multi-sport complex with synthetic turf in partnership with North Clackamas School District at the old Clackamas High School site.





AREA ANALYSIS

Background information and site analysis have been used to better understand the assets, issues, and opportunities in the study and to test the ideas generated throughout the early outreach efforts. The area analysis is supported by a series of existing conditions maps that begin to illustrate relationships and patterns within and adjacent to the areas of interest.

Residential Development

Data for residential construction shows where new growth is occurring, as well as the location of established neighborhoods. The majority of housing stock in the planning area was built from the 1940s to the late 1970s. Concentrations of the area's earliest residential structures are located in the Oak Grove neighborhood, along River Road, as well as along McLoughlin Boulevard near the border of Gladstone. Newer construction since the 1980s has occurred to the east along Oatfield Road, and scattered construction along the study area's northern frontage of the river.



Auto dealership on McLoughlin Boulevard

Commercial Development

Existing zoning has led to a concentration of auto-oriented commercial almost exclusively along McLoughlin Boulevard, while the concentration of single family residential lacks areas of nearby commercial or employment (see Zoning Map). Similar to the concerns raised during the outreach process, the proliferation of access points and heavy traffic along McLoughlin Boulevard creates isolation for residents on either side of the highway. The continuous strip of highway commercial also detracts from a unique sense of place, or town center. Participants of the outreach process noted that the emphasis on McLoughlin Boulevard detracts from providing stronger connections and redevelopment to the east and west. (see Zoning Map)

Parks and Trails

While there are only four stand alone parks in the study area, the number of open spaces and school facilities adds to the inventory of recreational resources. However, the limited number of developed parks limits the availability of places to play, recreate and socialize. There are also limited parks and open spaces with access to the Willamette River. As with area schools, most parks and open spaces are not well connected. While the future Trolley Trail will provide connection to some areas on the west side of McLoughlin Boulevard, access to parks on the east side of the study area is dependent on local streets with limited sidewalks. There is also a planned greenway that borders the study area to the north, linking Milwaukie and Kellog Lake to North Clackamas Park and beyond. (see Parks, Open Space, and Trails Map)

Transportation

There are four primary roadways within the study area running north to south: McLoughlin Boulevard, River Road, Oatfield Road, and Webster Road. These four streets also provide access to public transit with numerous bus stops. North/south transit except on McLoughlin is limited to daytime and weekday service. There are no east/west transit routes. There are two park and ride lots: one located near Park Avenue and McLoughlin Boulevard to the north; and another on McLoughlin Boulevard and Concord Road. Several bike routes cross through the area as well. McLoughlin Boulevard, River Road, Oatfield Road, and Webster Road are the primary bike routes that provide connection between the north and south.

However, these routes are also the area's busiest carrying most of the area's traffic. While there are also several bike routes that link between River Road and Webster Road, the distance between these routes are inconvenient for residents in some portions of the study area. (see Transportation Map)

Traffic Signals

There are several traffic signals along McLoughlin that allow pedestrians and bicyclists to safely cross the highway. However, there are several gaps between some of these intersections, leading to greater distances between signal controlled crosswalks, or distances greater than a ¼-mile walk time.

Walkability

The existing street network is relatively inconsistent and significantly influences walkability and other types of access. Unlike most street grids that are oriented to a single reference alignment (e.g. true north), the street network in the study area has three distinct orientations. The northeast portion of the study area is oriented to true north with a relatively consistent orthogonal grid, while the street network in the rest of the study area has one of two orientations aligned with McLoughlin Boulevard and Oatfield Road. The meshing of three relatively distinct street grids results in many misaligned roadway connections, difficult intersections, and oddly shaped parcels. The existing street network is also characterized by a varying level of street density and many cul-de-sacs and dead end streets. All of these factors increase the distance required to travel from point A to point B within the study area. Walking for transportation is inversely related to travel distance, i.e. the probability of someone choosing to walk significantly decreases as the distance to the destination increases (see Block Figure Ground).

The number of amenities and destinations close to home or close to each other also impacts perceived walkability. Walkscore.com is a website that calculates a value between 0 and 100 based upon the number of amenities and their proximity to a given destination. Based on Walkscore.com criteria there are not many pedestrian friendly areas in the study area. The majority of the study area to the east of Oatfield Road is almost completely "car dependent", while much of the area adjacent to McLoughlin Boulevard and the east portion of the study area are "somewhat walkable". There are also several pockets of "car dependent" areas to



Intersection of Webster and Thiessen Roads

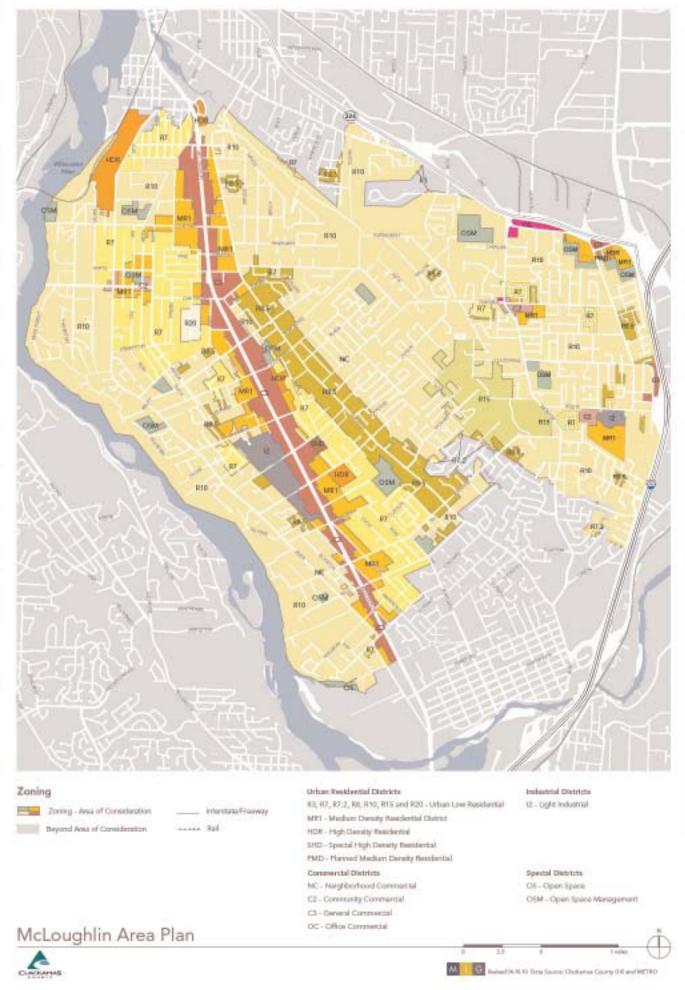


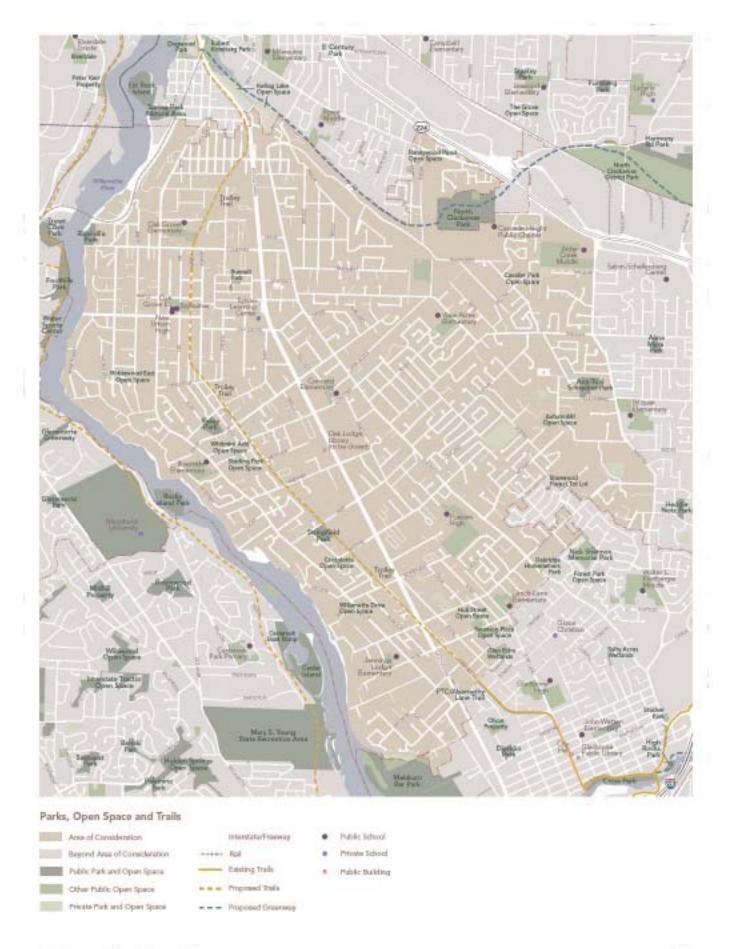
The McLoughlin area's terrain is defined by ridges and ravines

the west along the Willamette River. The steep topography and lack of connections make these areas uninviting to bicyclists and pedestrians. When compared with the Traffic Signal Map, the walkable portion of McLoughlin Boulevard corresponds with the location of traffic signals. (see Walkability Map)

Topography

During the initial outreach process, participants identified the area's sloping topography as a major issue. The northern boundary of the study area is steep, climbing from Kellogg Creek, cresting near Oak Grove, and sloping gradually to the south east. Terrain to the east of Oatfield Road is also hilly. When compared to the Walkability Map, the areas topography makes walking and biking a challenge. Lower elevations along the river are susceptible to flooding. An aerial view of the area reveals the area's intact tree canopy, generally located along Kellogg Lake to the north, parks and open spaces, and along steeper slopes.

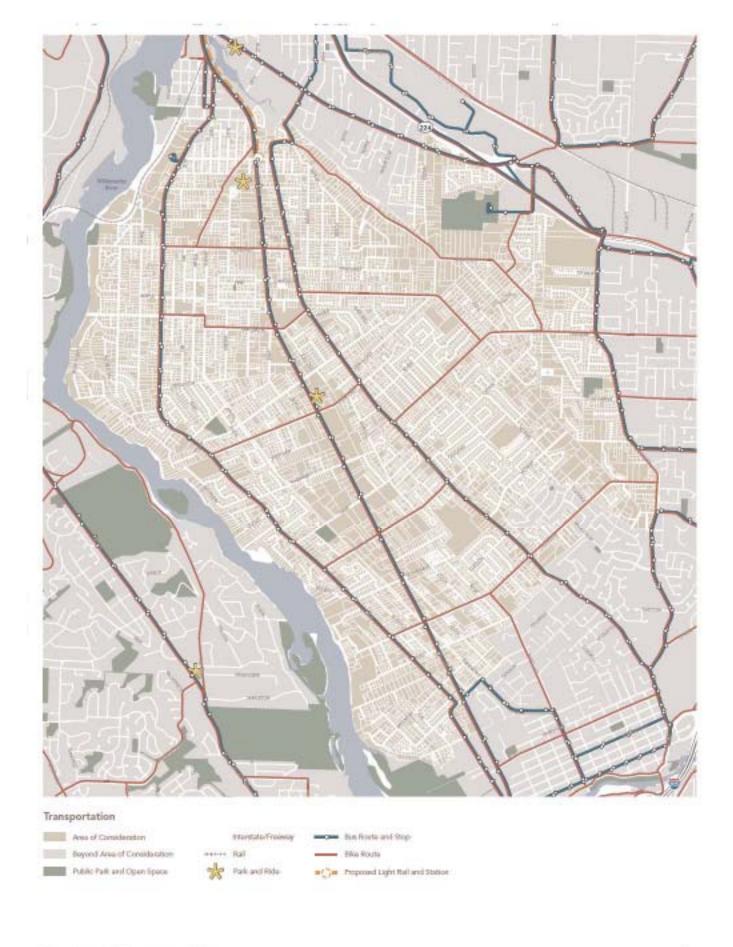




McLoughlin Area Plan















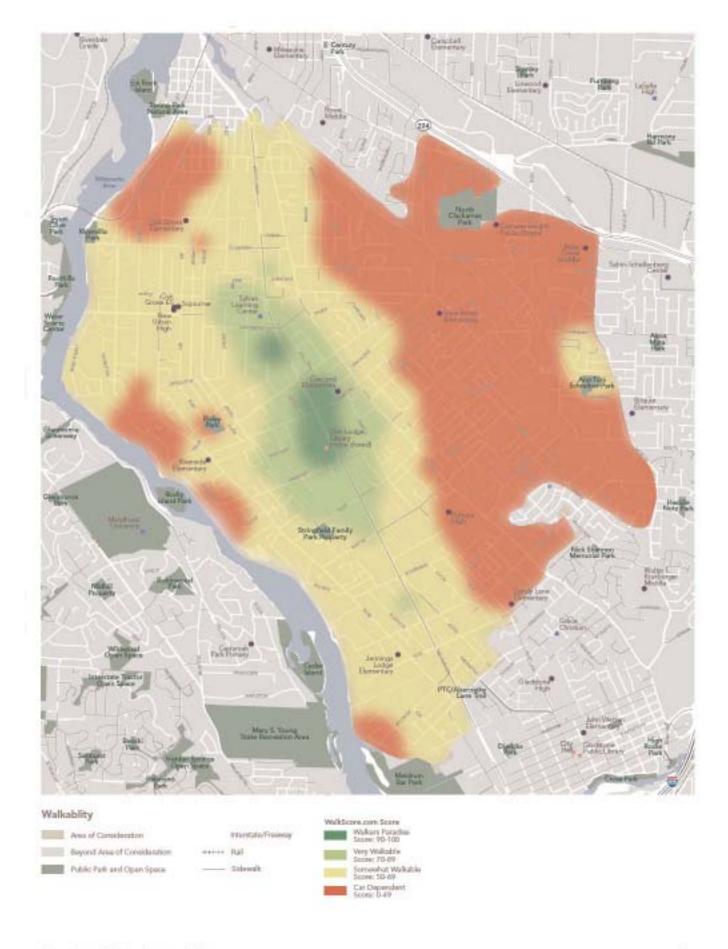
Block Figure Ground

Blocks - Area of Consideration Beyond Area of Consideration InterstatorFroeway

McLoughlin Area Plan







McLoughlin Area Plan





For more information contact: Clackamas County Development Agency 150 Beavercreek Road Oregon City, OR 503-742-4323