

CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Staff Presentation Worksheet

Presentation Date: 10/25/2011 Time: 1:30 PM Length: 30 minutes

Presentation Title: Update on the Park Avenue Station Area Planning project

Department: Planning and Zoning

Presenters: Mike McCallister, Shari Gilevich, and Alex Dupey (DEA, Inc.)

POLICY QUESTION

Today's presentation is to update the Board about creating a station community design plan for neighborhoods near the future Park Avenue light rail station. Planning staff will present recommendations at a study session in January, 2012 and request policy direction and decision from the Board at that session.

ISSUE & BACKGROUND

The Park Avenue light rail station and park-and-ride structure will be located on the west side of McLoughlin Boulevard, just south of the city limits of Milwaukie. With this significant asset added to the community, the key question was how to provide more people the opportunity to access light rail in order to capitalize on this regional investment. Other important goals for the community are to create a unique destination and strengthen Oak Grove as a place to live, work and play.

In anticipation of the station opening in late 2015, the Board approved agreements to use "Transportation & Growth Management" grant funds to support the planning work to create the station community design plan. The study area covered a one-half mile radius from the station.

The planning project has been underway for one year. This effort has been coordinated with the McLoughlin Area Planning (MAP) Committee work to ensure that the Park Avenue project represents the work already accomplished by MAP. The 30-member Stakeholder Advisory Group (SAG) met five times to develop and critique alternatives. The process also included reviews by a Policy Advisory Committee and Technical Advisory Committee. (See *Attachment A: Background on Land Use and McLoughlin Blvd Alternatives, project costs, traffic analysis, and preliminary recommendations.*)

Two public meetings and a public design workshop were held, and a third public meeting is set for November 15th. Invitations to the public meetings were mailed to property owners and to each site address in the study area. Other outreach included distributing informational flyers directly to McLoughlin area businesses and hosting a business stakeholder meeting.

The project now has preliminary recommendations which were recently reviewed by the SAG. Those recommendations were grouped under topics of Natural Resources and Livability, Connections and Local Circulation, and Desired Land Uses and McLoughlin Boulevard treatment. Main elements of these recommendations are as follows:

Natural Resources and Livability

- a. A station community boundary that includes the McLoughlin corridor between Park Avenue and Courtney, Park Avenue between River Road and Oatfield Road, and an area near River Road/Park Avenue.
- b. Open space and parks as major components in the station area.

Connections and Local Circulation

- c. A new local street network in the McLoughlin Corridor in order to set the framework for a smaller block pattern. That smaller block pattern would support the proposed mixed use development and improve pedestrian access across McLoughlin Blvd. (See Attachment B, Circulation plan)
- d. Proposed bicycle/pedestrian access to and across the Trolley Trail.

Desired Land Uses and McLoughlin Boulevard

- e. Three "focus areas" for potentially new land uses, street and path connections (see Attachment C1 and C2, Land Use Alternatives):
 - i. McLoughlin Corridor: Support mixed-use development, including retail, office and residential. A key feature is to support a residential component, based on the findings of the market study that housing would be the most viable type of development. Other types of employment, such as light manufacturing, are being reviewed. The proposal is to change the zoning from General Commercial (C-3) to a Mixed Use zone.
 - ii. Park Avenue west of McLoughlin: Support some duplex/triplex development under specific standards. The proposal does not necessarily require a zone change.
 - iii. River Road/Park Avenue: Support some higher density development that allow new ownership and rental developments, such as "cottage clusters." The proposal includes allowing limited service retail uses for the immediate neighborhood. These changes in land uses would occur through a zone change from single family to a multi-family zone.
- f. New cross section and treatment of McLoughlin Boulevard. This section of McLoughlin Boulevard would be a "multi-way" boulevard, with a landscaped median and "slip lanes." The slip lanes would be parallel to the highway and provide on-street parking to adjacent developments. The slip lanes would be separated from the highway by landscaped side medians. The proposal also recommends that, when warranted, two new traffic signals be located on McLoughlin Blvd. between Park Avenue and Courtney Avenue (See Attachment D, McLoughlin multi-way boulevard)

Issues raised by these draft recommendations are summarized as follows:

The need for public park areas in Oak Grove has been identified in the master plan of North Clackamas Parks & Recreation District. However, there is a lack of funding for park acquisition and maintenance.

The new street network will require land dedication from new development or acquisition by the County in order to secure the right-of-way for the roads.

In locations for bicycle/pedestrian access to the Trolley Trail, there is also support for vehicle crossings in some locations. Opinions vary how to evaluate the benefits of

improving vehicular circulation within the neighborhood against concerns about impacts to the neighborhood with the change in traffic pattern and safety of those using the trail.

The proposal to change zoning from C-3 to a mixed use zone likely will be opposed by some property owners if the perception is that the mixed use zone limits the type of development. (Note: Most of the commercial uses will remain allowed, but the proposal is to not allow auto-oriented uses, such as car sales lots, fueling stations and drive-throughs.)

The proposal to allow some duplex/triplex development along Park Avenue was not fully supported. (Note: the existing zoning does allow duplex/triplex if a Conditional Use application is approved and certain standards are met.)

The proposed McLoughlin Boulevard cross section would need a wider right-of-way, so property would need to be dedicated by new development or acquired by ODOT.

Businesses previously have stated opposition to a slip lane configuration, stating concerns about lack of visibility of the businesses and change in property access.

The traffic analysis for the project found that two new signals may be feasible in the future. However, the signals will need to meet warrants and, because of the shorter spacing between signals, the state engineer will need to approve signal locations.

The proposal supports several elements in the Board's Strategic Plan:

Guiding Principle, Focus on jobs and a vibrant economy for all communities. The proposed plan is to support and encourage a vibrant community through the plan for new residential development and new jobs and services for area residents. The proposal for a "station community" supports a variety of developments to bring services to existing community and enhance services.

Area of Focus, Create a network of vibrant communities: This plan proposal is to support one community area that will link to other neighborhoods along the McLoughlin corridor.

- i. Proposal meets Examples Definition 2b to "revitalize the industrial and urban areas through strategic partnerships" as implementation will require collaboration with several County services (such as NCPRD), and regional partners, including Metro, TriMet and ODOT. The agencies' connections will help ensure meeting the Five Year Goals to "ensure transportation access to industrial/urban districts to attract new businesses/job opportunities" and "work with state and regional partners to ensure the accessibility to major existing freight routes within the county."
- ii. Proposal meets Example Definition 2d to "meet sustainability goals to protect our natural resources – land, air, water and key natural areas" including Five Year Goal to "protect open spaces to make Clackamas County attractive" and "develop sidewalks and bike paths to ensure safe access to schools and parks." The plan proposes public parks for the station community and improved pedestrian/bike connections.

QUESTION(S) PRESENTED FOR CONSIDERATION

The station community design plan will focus on transit oriented development that will enhance use of light rail and support a more vibrant community in the Oak Grove area. The question that will be brought to the Board in a subsequent study session is whether a design plan, including plan and zoning codes, should be created for an area near the Park Avenue light rail station.

OPTIONS AVAILABLE

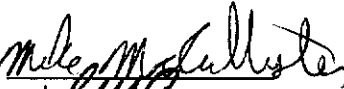
No action by the Board is needed at this time, but staff would welcome comments from the Board on the issues or policy direction as we continue through this planning process.

RECOMMENDATION

No recommendation at this time.

SUBMITTED BY:

Division Director/Head Approval



Department Director/Head Approval



County Administrator Approval

For information on this issue or copies of attachments, please contact Shari Gilevich @ 503-742-4523