

CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS

Planning Session Worksheet

Presentation Date: June 11, 2019 **Start Time:** 2:30 PM **Approx Length:** 30 minutes

Presentation Title: Park Ave Community Project: Direction for Phase 2:

Department: Department of Transportation and Development

Presenters: Dan Johnson, DTD Director; Karen Buehrig, Long-Range Planning Manager

Other Invitees: Jennifer Hughes, Planning Director; Lorraine Gonzales, Senior Planner; Karen Bjorkland, McLoughlin Area Plan-Implementation Team Chair; Jon Legarza, Business and Community Services; Ellen Rogalin, Community Relations Specialist

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD?

Direction on next steps for the Park Ave Community Project and including changes to the draft scope of work for Phase 2.

EXECUTIVE SUMMARY:

At the May 22, 2019 BCC Planning meeting on Phase 1: Park Ave Community Project, Bridge Economic Development Consulting team provided background about the Park Ave Community Project, an overview of Phase 1 and draft recommended changes to the scope of work for Phase 2. As stated before, the purpose of Phase 2 is to work with the community through an extensive, inclusive public engagement process to create development and design standards that support a more walkable, transit-oriented environment within one-half mile of the Park Ave Light Rail station.

Through a process that involved six community focus group meetings, attendance at MAP-IT and Oak Lodge Community Council meetings, an on-line survey with over 370 respondents, a community-wide meeting, and opportunities to respond to general findings from the stakeholder outreach, the consultant team has proposed a process for Phase 2 that includes the following tasks:

1. Project Management
2. Equitable Public Engagement
3. Anti-Displacement Strategy
4. Creation of Park Ave Guiding Principles that are aligned with the McLoughlin Area Plan
5. Framework Plan
6. Draft and Refine Development and Design Standards
7. Implementation

Tasks #4 and #5 were not part of the original Phase 2 scope of work. With the addition of these tasks - development of the Park Ave Guiding Principles and the Framework Plan -- the Phase 2 scope of work has increased beyond what was expected when Metro initially awarded the funds for the project. In support of these proposed additions, Metro has agreed to increase the funding available for the project by \$25,000 (Attachment B), bringing the total funds available for the project to \$155,000.

Staff recommends the following changes to the project approach so that all of the elements proposed during Phase 1 can be completed with the funds available for the project.

- A. **Community-led Guiding Principle Development and Project Engagement** - Park Ave Guiding Principle development should be led by the Park Ave Community Advisory Committee (PACAC) with the support of the MAP-Implementation Team and the public engagement consultant, as follows:
 - a. Working with the MAP-Implementation Team and other engaged community members, establish the Park Ave Community Advisory Committee (PACAC).
 - b. Include a MAP-Implementation Team representative as co-chair of the Park Ave Community Advisory Committee to ensure that the project stays on schedule and that recommendations are agreed upon throughout the project, and not just at the end.
 - c. Involve the PACAC in the Phase 2 consultant selection process.

- B. **Implement Equitable Engagement Strategy Throughout the Development of the Guiding Principles, Framework Plan, and Development and Design Standards**
 - a. Add details for the number of Park Ave Community Advisory Committee meetings, specify the types of engagement tools to be used, and allow community members to lead on door-knocking and sharing information about the project to the community.
 - b. The Phase 2 consulting team would work directly with the Park Ave Community Advisory Committee to achieve agreement on the project elements. County staff would provide support for website, social media, mailing and contact list maintenance.

- C. **Business and Community Services Leadership with Anti-Displacement Strategy and Implementation Action Plan**
 - a. Add clarity to the scope of work for the Anti-Displacement Strategy and Implementation Action Plan deliverables to align expectations.
 - b. Bring items forward to the Park Ave Community Advisory Committee and integrate into the public engagement opportunities throughout the project.

- D. **Park Ave Community Advisory Committee and Phase 2 Consulting Team must adhere to an agreed upon completion schedule for each element of the project.**
 - a. Staff developed a sample schedule and cost estimate (Attachment C) that outlines how the project can be completed within the next year with the grant funds available.
 - b. An essential component of successfully completing the project is for the Park Ave Community Advisory Committee to reach agreement on the various elements of the project at milestones throughout the project.

FINANCIAL IMPLICATIONS (current year and ongoing):

Metro has increased the amount awarded for the Phase 2 of the project to a total of \$155,000. This includes the addition of \$25,000 and the remaining amount of \$130,000 from the initial award.

STRATEGIC PLAN ALIGNMENT

The project aligns with the County Performance Clackamas Goals of:

- Build a Strong Infrastructure
- Ensure Safe, Healthy and Secure Communities

The project aligns with the DTD Strategic Business Plan goals for Long Range Planning of:

- Provide plan development, analysis, coordination and public engagement services to residents; businesses; local, regional and state partners, and County decision-makers so they can plan and invest based on a coordinated set of goals and policies that guide future development.

LEGAL/POLICY REQUIREMENTS:

None at this time.

PUBLIC/GOVERNMENTAL PARTICIPATION:

This project has included very active public participation that is documented in Memo 2: Summary of Engagement and Key Themes.

OPTIONS:

- A. Advance Phase 2: Park Ave Community Project, with the changes to the scope of work as recommended by the consulting team and staff with the project total cost limited to the amount of grant funds available (\$155,000).
- B. Advance Phase 2: Park Ave Community Project, with additional changes to the scope of work as requested by the Board.
- C. Delay moving forward with Phase 2: Park Ave Community Project at this time.

RECOMMENDATION:

- A. Staff respectfully recommends advancing Phase 2: Park Ave Community Project, with the changes to the scope of work as recommended by the consulting team and staff, with the project total cost limited to the amount of grant funds available (\$155,000).

ATTACHMENTS:

- A. Draft Phase 2: Community Project Scope of Work
- B. Additional award letter from Metro
- C. Sample schedule and project cost spreadsheet
- D. Email and Input from Jennings Lodge CPO, dated June 4, 2019

SUBMITTED BY:

Division Director/Head Approval _____

Department Director/Head Approval _____

County Administrator Approval _____

PHASE 2: PARK AVE COMMUNITY PROJECT -SCOPE OF WORK – (CONSULTANT AND STAFF RECOMMENDED CHANGES)

To offset and take into consideration the above factors, the following scope of work is proposed for Phase 2 of this project. The most significant change is the inclusion of a Guiding Principles specifically for Park Avenue and an accompanying Framework Plan into the scope of work. Through the process of identifying the factors limiting investment, the roundtable discussions and feedback from the survey regarding the McLoughlin Area Plan priorities, a more holistic look is needed to identify opportunity sites that could ignite near term development. ~~Focusing only on reviewing the development and design standards for the existing C-3 area will likely not be sufficient to support the type of development that is desired.~~

Amending the development and design standards for the commercial and multi-family residential areas within ½ mile of the Park Ave light rail station is only one of many actions that need to be taken to realize the all of the programs and projects identified in MAP. Including Guiding Principles specific to the Park Ave area and a Framework Plan will allow the community to discuss if there are opportunities outside of the existing ~~C-3-commercial and multi-family~~ area that would be suited for near term investment that creates a more walkable community.

The purpose of Phase 2 is to maintain and encourage new employment, housing, and retail diversity within the Park Avenue project area. In order to foster private development in ~~the commercial areas~~ that will provide this desired outcome, the following scope of work for the consultant team is recommended. This scope of work builds off the original scope prepared with the RFP ~~issued in September~~developed in -2018 with a team including representatives from the community. Almost all of the original scope language is recommended for use in Phase 2, though some of the tasks have been re-ordered for clarity. The Phase 1 consultant R~~r~~ecommended additions are shown in bold, ~~and~~ language that is recommended to be deleted or changed is shown with a ~~striketrough,~~ and additional changes recommended by staff are in underlined red text.-

SCOPE OF WORK

The successful proposer must demonstrate extensive, innovative experience and ability in engaging and working with the public and stakeholders to develop land use regulations and development strategies that support the community's vision and values.

The consultant team ~~is~~ shall be responsible for providing technical design and development expertise that will reflect the community's vision for development of the Park Avenue project area. The consultant team should provide substantial knowledge regarding the implementation of the following elements that reflect the preliminary key themes ~~of Phase 2~~ which emerged based on community feedback in Phase 1:

- Focus the project on the area ½ mile from the light rail station
- Enhance pedestrian and bikeway connectivity
- Encourage employment along McLoughlin Blvd
- Increase workforce housing
- Focus on the side streets first within the commercial and multi-family area for development
- Natural areas are an asset, not a barrier

The project will be led by the consultant team, with support from County and Metro staff, community members and stakeholders, **The project will be led-supported by the Grant Management Team (GMT), which consists of the consultant team, County and Metro staff, and MAP-IT Chair, and** grounded in the community vision and values as described in the following documents:

- McLoughlin Area Plan Phase I (MAP 1) -- McLoughlin Area Plan Vision Framework (<http://www.clackamas.us/mapit/documents/map1visionframeworkfinal.pdf>)
- McLoughlin Area Plan Phase II (MAP 2) -- MAP Phase II Report (<http://www.clackamas.us/mapit/documents/map2reportfinal.pdf>)
- The Five Components of the McLoughlin Area Plan (<http://www.clackamas.us/mapit/documents/fivecomponents.pdf>)

The consultant will be expected to work closely with the community to implement the public engagement plan **and complete the following scope of work.** ~~identify existing conditions; draft, refine and test development and design standards; and produce Zoning & Development Code amendments and related materials to implement the standards.~~

Phase 2: Task 2-1: Project Management

The consultant team will work with **the GMT** ~~with a team of community members as well as County and Metro staff. County and Metro staff will offer technical assistance to the project team to ensure that project work is well aligned with Metro grant funding and objectives.~~ The consultant team will designate a Consultant Project Manager to work with the team to ensure successful completion of all phases of the project. At the outset of Phase II, the Consultant Project Manager will work with the team to establish a mutually agreeable schedule for project management check-ins and broader

community meetings. This will help to ensure a smoothly managed project that delivers clear and expected results within budget and timeframe, and that meets requirements for Metro grant funding.

The consultant team will produce and implement the following project management tools:

Deliverable ~~2~~-1.1 – Finalized Phase II project milestones and meeting schedule including dates and objectives for all established project check-ins, milestones, and meetings.

Deliverable ~~2~~-1.2 – Participation and facilitation of calls/meetings with project team, partners, or community.

Deliverable ~~2~~-1.3 –Written summaries of calls/meetings including outcomes and assigned action items.

Phase 2: Task 2-2: Equitable Public Engagement Strategy

As outlined in Phase 1-Memo 2: Summary of Engagement, ~~Phase 1 expanded~~ the contact list of interested Park Avenue project area community members was expanded. ~~The process~~Phase 1 also established preliminary key themes of common interests and priorities among all commercial and residential interests. This information and outreach set a strong foundation for additional engagement including with under-represented groups and interests.

Based on the research and recommendations in Phase 1, the consultant shall prepare a final engagement strategy. ~~as directed by the Board of County Commissioners~~. Implementation of the strategy should include:

- Use of engaged community members to assist with outreach events and strategies to draw in a wider public;
- Various interactive engagement techniques, including hands-on exercises to engage and educate stakeholders about the relationship between walkability, density, public safety and parking, about sustainable systems design practices and reporting back to participants so that the community can see how their comments have been reflected in the development and design standards;
- Efforts to involve people from under-represented populations (including people with disabilities, racial and ethnic minorities, low-income people, and people of all ages); and
- Specific practices to help ensure that participants feel their views and ideas have been heard, even if not adopted.

Equitable Engagement

Meaningful and necessary engagement should occur throughout the project. Defining how the Park Avenue project area develops should include as many various perspectives as possible. In order to effectively engage the diverse population identified in Memo 1, as well as the under-represented residential and business communities, significant collaboration with the Oak Grove Elementary School will be needed to reach the desired population and address issues pertaining to their children that allow for meaningful engagement. Furthermore, several residents within the Park Avenue community expressed a desire to lead more tactical

outreach with surrounding residents such as “door knocking” with project information and community events such as BBQs in the transit plaza. Phase 2 will need to intentionally engage these volunteers and allocate resources to community events that will not only enhance project understanding, but enhance social connections throughout the project area. Finally, the organizations listed in Memo 1 will be engaged to assist with outreach to the broader community.

The consultant team in Phase 2 will allocate time to managing local residents to implement the actions outlined above. Additionally, the community stakeholders within the ½ mile radius are encouraged to work with Clackamas County staff to potentially secure grants to bring in national speakers regarding outcomes associated with the identified key themes.

Deliverable 22-2.1 – Final Equitable Public Engagement Strategy – The Final Equitable Engagement Strategy shall include outreach tools to incorporate the stakeholders identified during Phase 1; activities that engage the community in a variety of ways and provide ways for the broader community to be engaged throughout the project. It shall be reviewed and approved by the Park Avenue Community Advisory Committee.

Governance Structure

The Park Avenue Community Advisory Committee (PACAC) will have a direct relationship with the consultant. The consultant will be responsible for working with the GMT, Technical Advisory Committee (TAC) and the Park Avenue Community (Community) to prepare the recommended deliverables throughout Phase 2. The PACAC will develop the final recommendation in collaboration with the consultant to the Planning Commission, with technical support (i.e. staff reports, presentations, etc.) from the GMT. The proposed governance structure for Phase 2 and PACAC membership are outlined in Attachment A.

Deliverable 2.2 - Meeting preparation, facilitation and meeting summaries for up to eight (8) Park Ave Community Advisory Committee Meetings.

Deliverable 2.3 - Meeting preparation, facilitation and meeting summaries for up to three (3) Park Ave Technical Advisory Committee Meetings

Phase 2: Task 2-33: Anti-displacement Strategy –

The development Anti-Displacement Strategy will be completed in parallel with the work of the Framework Plan and Development and Design Standards. The PACAC shall be provided opportunities to discuss and develop recommendations for the Anti-Displacement Strategy.

New private development is sought after to provide necessary housing and desirable employment and amenities such as restaurants and neighborhood retail that serve the community. It is important to thoughtfully consider how this new investment will increase residential and business rents. There are organizations to engage and programs to implement that can proactively curtail displacement and allow existing residents and

businesses to remain in the area if they choose to do so. Phase 2 must include a specific strategy of organizations and programs ~~for the county to engage~~needed to preclude displacement. This strategy should be prepared at the outset of the project to engage organizations as early as possible before private investment occurs.

The Anti-Displacement Strategy shall include strategies to preserve housing affordability, retain existing neighborhood businesses, and help families achieve economic self-sufficiency. It shall be incorporated into the overall Implementation Action Plan. An example of the type of document expected from this deliverable is the "Not in Cully: Anti-Displacement Strategies for the Cully Neighborhood." Examples of the types of strategies it could include are:

Residential

- Acquiring and setting land aside for affordable housing development
- Preserving apartment housing and discouraging housing demolition and requiring one for one replacement of affordable housing for any demolished low income housing.
- Providing information about tenant rights, foreclosure, home values, and financial programs available to residents
- Providing direct assistance and information to lower home utility and maintenance costs
- Providing affordable childcare to working parents
- Support community lead organizations engagement

Businesses

- Provide financial and technical assistance and counseling/education to small business owners
- Require affordable workspace options in mix-use developments
- Facilitate effective communication and collaboration among diverse partners
- Actively engage the local McLoughlin Area Business Alliance (MABA) in the process.
- Community Development Fund or Local Improvement District to financially assist businesses in project area.

Discussion of the Anti-Displacement Strategy shall be conducted with the PACAC through the project.

Deliverable 2-3.1 – Anti-displacement strategy for implementation during the project and after adoption of new or revised standards. It shall be incorporated in to the Implementation-Action Plan

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

The creation of the Park Ave Guiding Principles (which will be aligned with the MAP Guiding Principles) shall be led in partnership with the Mcloughlin Area Plan-Implementation Team (MAP-Team) and the Park Ave Community Advisory Committee.

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

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

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

Before embarking on physical design and development standards, the community should be engaged to verify priorities and understand potential trade-offs to achieve them. The Park Ave Community Advisory Committee (PACAC) and community members should provide community education events and other forms of equitable engagement for a variety of stakeholders to learn about and discuss urban design trends needed to achieve desired outcomes. For example, many stakeholders expressed support for such items as a walkable district or night-time safety on the Trolley Trail without recognizing what is needed to achieve these things: mostly residential density. Residential density provides the rooftops to support development of services. Connectivity helps people get to and from these services, and safety comes from "eyes on the street" forms of development. Some education on how all these things are interconnected and mutually supportive will help people understand trade-offs and desired outcomes.

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

The initial development of the Park Ave Guiding Principles shall be led by the Park Ave Community Advisory Committee with the support of the Grant Management Team. While the consultant selection and the contract is being finalized, the Park Ave Community Advisory Committee shall meet to discuss the background to the Park Ave Guiding Principles, including MAP Guiding Principles and the key themes identified during Phase 1. After the consultant work begins, the two education workshops shall be conducted and the Park Ave

Guiding Principles finalized by the Park Ave Community Advisory Committee. The consultant shall prepare the final document of the Park Ave Guiding Principles, and these shall be used as the foundation for the Framework Plan.

Deliverable 4.1 – Preparation of information related to Neighborhood Livability and modern planning issues (as outline below) that will be used during the two Park Ave Guiding Principles educational workshops:

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

Deliverable ~~2-4.21~~ – **Up to two education workshops to discuss** ~~Report 2: Review of best practices for land use regulations and development in mixed-use zones, with projects, tools and strategies to maximize:~~

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

Deliverable 2-4.32 Documented Park Avenue Guiding Principles (aligned with MAP) that are unique to the Park Avenue project area and set the foundation for Phase 2: Task 2-5: Framework Plan.

Phase 2: Task 2-5: Framework Plan

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

To garner support of area land owners and the development community, the framework plan should include development opportunity areas that illustrate site-specific design interventions with supporting development pro formas to ensure that the plan is economically practical, contributes to the creation of a sense of place and makes market sense. This will not only keep the framework plan grounded in market reality, but also serve as an important tool for property owners to understand how the value of the property will increase with more development opportunities allowed through new design and development standards.

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

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

- delineate elements on a map such as future pedestrian and bike connections;
- locations for new housing or employment uses;
- how side streets can develop all within the context of the approved Park Avenue Guiding Principles;

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

- focus on development strategy;
- include urban design principles;
- identify potential options for development;
- Include design precedents, circulation and parking strategies, and site development vignettes

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

Development and design standards for the Park Avenue project area ~~can~~shall be created that achieve the desired graphic vision of the Framework Plan and support the guiding principles. It will be important to include adequate parking and design standards to minimize impacts on residential areas. Furthermore, creating agreements with the Oregon Department of Transportation (ODOT) pertaining to McLoughlin Boulevard will be important to proactively

involve ODOT in achieving shared objectives for pedestrian safety that are aligned with automobile and truck mobility.

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

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

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

Deliverable 2-6.1 --Draft Development and Design Standards for the commercial and multi-family residential areas, as identified in the Framework Plan. These standards shall:

- -achieve the desired graphic vision of the Framework Plan and support the guiding principles
- Include adequate parking and design standards to minimize impacts on residential areas.
- involve ODOT in achieving shared objectives for pedestrian safety that are aligned with automobile and truck mobility

Deliverable 6.2 Summary of application of the draft standards tested on actual and/or hypothetical sites/opportunity areas in the Framework Plan, with an assessment of how well the standards:

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

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

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

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

Deliverable ~~2-6.32~~ – Proposed development and design standards report including proposed zoning codes, map amendments, and outline of process necessary for adoption.

Task 2-7: Implementation Action Plan

The expected outcome for Task 2-~~78~~ is clear communication and understandable materials to facilitate ~~adoption and~~ implementation of the Framework Plan and the new design and development standards. In addition, the ~~i~~Implementation framework report Action Plan is expected to provide guidance on any other recommended activities the County and community can take to support desired development in the area, taking into account findings from the Phase I livability assessment for nearby residential areas. The consultant team will produce the following deliverables:

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

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

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

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

Deliverable ~~2-87.1~~ – Action plan of specific projects or programs necessary to implement the Framework Plan. Action plan will identify a specific organization and roles responsible for leading project completion, timeframe and metric. The Action Plan shall incorporate the recommendations included in the Anti-Displacement Strateg. The types of projects or program that could be included in an Action Plan, but not limited to, are listed below:

- Establish a “Champion” to help oversee the project area consistent with the project goals and vision.
- Develop a toolkit to identify various financial and technical assistance available to residents and business owners/renters.
- Establish a Park Avenue Business District in concert with MABA
- Develop measuring matrices to monitor neighborhood change.
- Develop an incentives toolkit (private and public partnerships)

Deliverable ~~2-87.2~~ – Phase II: Presentation to the Board of County Commissioners. The materials presented to the BCC shall include the following reports:

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



Metro

600 NE Grand Ave.
Portland, OR 97232-2736

Memo

Date: May 10, 2019
To: Martha Bennett
From: Lisa Miles
Subject: 2040 Planning and Development Grant Technical Assistance Funding Request
Clackamas County, Park Avenue Plan

This is a request to approve an additional award of \$25,000 of 2040 Grant Technical Assistance funds to support successful implementation of the Park Avenue Design and Development Code project. A 2040 Grant in the amount of \$200,000 was awarded to the Clackamas County Department of Transportation and Development in October 2017. Subsequent to the grant award, and following extensive discussions between Clackamas County staff, Metro staff and members of the community regarding the best approach for implementing the planning work, it was agreed that the project should be split into two phases. The first phase would consist of a community assessment, including focus groups with a diverse array of community stakeholders, documentation of existing conditions and trends, and development of a recommended community engagement approach and scope of work for the technical work in Phase II of the project. It was agreed that \$70,000 of grant funds would be allocated to Phase I, and the balance of grant funds would be used for Phase II. At the conclusion of Phase I, the Clackamas County Board of Commissioners would have the opportunity to review and approve the proposed scope of work and approach for Phase II.

The consultant team of Bridge Economic Development and SERA Architects has completed the community assessment, and is scheduled to present their recommendations to the Board of Commissioners later this month. One aspect of the recommendation is that the County work with the community to develop a Framework Plan for the Park Avenue Station Area prior to developing code amendments and design and development standards. The addition of this important element to the work scope will require approximately \$50,000 of additional funding in order to successfully implement Phase II of the project. Metro staff therefore recommend that additional technical assistance grant funds be allocated to the project so that this scope element can be included. Clackamas County staff will also pursue grant funding from other sources to supplement the project budget.

Please confirm if you approve of the additional \$25,000 of technical assistance funding. Provided that the Board of Commissioners approves continuation of the project as proposed by the consultant team, Metro staff will collaborate with Clackamas County staff and the community in the coming months to select a consultant team to implement Phase II.

cc: Elissa Gertler, Planning and Development Director
Megan Gibb, Land Use and Urban Development Manager

*Approved
5/10/19*

ATTACHMENT C - SAMPLE SCHEDULE AND BUDGET

Planning & Zoning - County	July	August	September	October	November	December	January	February	March	April	May	June	Estimated per unit Cost	Total Cost
1 TASK 1: PROJECT MANAGEMENT														
2 Establish Park Ave Communitte Advisory Committee (PACAC)													Staff time as match	
3 Process RFP through Procurement													Staff time as match	
4 Interview / Select Consultant		County - assist											Staff time as match	
5 Contract with Consultant													Staff time as match	
6 Deliverable 1-1 Finalized Phase 2 Milestones and Meetings														\$400
7 Deliverable 1-2: Participation in check-ins and meetings													2 per month / 12 months / \$150 per hr / 2 hrs each	\$7,200
8 Deliverable 1-3: Written summaries													24 @ \$100 / hour	\$2,400
9 Grant Management Invoices and Billings to Metro													Staff time as match	
10 Grant Management Team		MAP-IT	MAP-IT	MAP-IT / Consultant	MAP-IT / Consultant	MAP-IT / Consultant	MAP-IT / Consultant	MAP-IT / Consultant	MAP-IT / Consultant	MAP-IT / Consultant	MAP-IT / Consultant	MAP-IT / Consultant	Staff time as match	
11 Task 2 - Equitable Public Engagement														
12 Park Ave Community Advisory Committee (PACAC) Meetings		1	2	3	4		5		6	7	8			
13 Focus		Intro to Project - Interview Consultants	Guiding Principle Development - Engagement event discussion	Guiding Principle Development	Guiding Principle Agreement / Framework Plan Development	Framework Plan Development	Framework Plan Development	Framework Plan Agreement / Development Design Standards Discussion	Development Design Standards Review	Development Design Standards Recommendation				
14 Deliverable 2.2 Facilitation													4 consultant / \$150 / 4 hours / 6 meetings	\$14,400
15 Deliverable 2.2 Draft Agenda / Meeting Summaries													1 hour/ 6 meetings / \$100 hr	\$600
16 Deliverable 2.1 - Final Equitable Engagement Strategy													4 hours/ \$150	\$600
17 Deliverable 2.3 - Technical Advisory Committee Meetings				1		2		3					1 consultant / \$150 / 4 hours / 3 meetings	\$1,800
18 Deliverable 3.1 - Anti-displacement Strategy Development and implementation													Completed in tandem with other Equitable Engagements tasks	\$12,500
19 Deliverable 4.1 - Neighborhood Livability and Modern Planning Issue preparation for workshops													2 consultant / \$150 / 4 hours	\$1,200
20 Deliverable 4.2 - Documented Park Ave Guiding Principles			PACAC / MAP-IT / Consultant										8 hr @ \$150	\$1,200
21 Deliverable 5.1 Framework Plan Graphic with opportunity area, potential connections, public open spaces, types of development and densities													2 consultant / \$150/hr / 40 hrs	\$12,000
22 Deliverable 5.2 Draft Guidance on incorporation into Comprehensive Plan - Framework Plan with Guiding Principles													2 consultant / \$150/hr /45 hrs	\$13,500
23 Deliverable 6.1 Summary of Draft Standards													2 consultant / \$150/hr /40 hrs	\$12,000
24 Deliverable 6.2 -Test standards													2 consultant / \$150/hr /40 hrs	\$12,000
25 Deliverable 6.3 - Proposed development and design standards with zoning code amendments													2 consultant / \$150/hr /30 hrs	\$9,000
26 Deliverable 7.1 - Implementation Plan													3 consultant / \$150/hr /20 hrs	\$6,000
27 Deliverable 7.2 - Presentations to PC / BCC													3 consultant / \$150/hr /7 hrs	\$2,100
28 Engagement Activities														
29 Open Houses				1		2			3				4 consultant / \$150/hr /8 hr * 3 open houses	\$14,400
30 On-line Open House				1		2			3					\$6,000
31 Presentation at Community Meetings				1	2		3	4		5	6		1 consultant / \$150/hr / 3 hr * 6 community meetings	\$2,250
32 Focus Groups							4		4				2 consultant / \$150/hr / 3 hr *8 roundtable meetings	\$7,200

12	Park Ave Community Advisory Committee (PACAC) Meetings	1	2	3	4	5	6	7	8			
13	Focus	Intro to Project - Interview Consultants	Guiding Principle Development - Engagement event discussion	Guiding Principle Development	Guiding Principle Agreement / Framework Plan Development	Framework Plan Development	Framework Plan Development	Framework Plan Agreement / Development Design Standards Discussion	Development Design Standards Review	Development Design Standards Recommendation		
33	Stakeholder Interviews			6				6			1 consultant / \$150/hr / 2 hr *12 stakeholder interviews	\$1,800
34	Deliverable 4.2: Up-to two educational workshops			1 2							4 consultant / \$150/hr / 4 hr * 2 Educational Events	\$4,800
35	Coffee Talks / Neighbor to Neighbor											
36	Survey / Questionnaires					1			2			\$10,000
37	TOTAL										TOTAL	\$155,350
38	Outreach											
39	Website maintenance											
40	Email list Contacts											
41	Mailings											
42	Door knocking											

Cost Per Element			
			Sum by Task
1 Project Management	\$10,000	\$10,000	
2 Equitable Engagement		\$17,400	
a. Equitable Engagment Plan	\$600		
b. PACAC Meetings	\$15,000		
c. TAC Meetings	\$1,800		
3 Anti-displacement Strategy		\$12,500	
b. Anti-displacement strategy	\$12,500		
4 Guiding Principles		\$15,700	
a. Implementation of Equitable Engagment Plan	\$13,300	(1 open house (\$4,800), 1online openhouse (2,000) 2 community meeting attendance (\$600) , 6 stakeholder interviews (\$900), 2 educational workshjops (\$4,800)	
b. Guiding Principle Document	\$2,400		
5 Framework Plan		\$39,900	
a. Implementation of Equitable Engagment Plan	\$14,400	(1 open house (\$4,800), 2 community meeting attendance (\$700) , 4 focus groups (\$2400), Online Open House (\$2,000), Survey/Questionnaires (\$2,500))	
b. Framework Plan Document	\$25,500		
6 Development and Design Standards		\$50,300	
a. Implementation of Equitable Engagment Plan	\$17,300	(1 open house (\$4,800), 1 online openhouse (\$2,000) 2 community meeting attendance (\$700) , 6 Stakeholder Interviews (\$1800), 4 Focus Groups (\$3,000) GroupsSurvey/Questionnaires (\$5,000))	
b. Development and Design Standards Document	\$33,000	(Draft, Test and ZDO)	
7 Anti-displacement and Implementation Action Plan		\$8,100	
a. Implementation Action Plan Document	\$6,000		
b. Presentation to the BCC	\$2,100		
Contingencies	\$800		
TOTAL	\$154,700		

Buehrig, Karen

From: MAP-IT <mapit.chair@gmail.com>
Sent: Tuesday, June 04, 2019 12:56 PM
To: Bernard, Jim; Humberston, Kenneth; Schrader, Martha; Savas, Paul; Fischer, Sonya
Cc: Buehrig, Karen; Gonzales, Lorraine; Johnson, Dan
Subject: Fwd: Jennings Lodge CPO Discussion Related to Possible Park Ave. Project Precedents
Attachments: Park Ave. Project Discussion at 5-28-19 JLCPO Meeting.pdf

Dear Clackamas Board of County Commissioners,
 The MAP Implementation Team and its partner organizations are working hard to get community feedback to provide the Commissioners with comment aimed at a successful path forward with Park Ave. Project Phase 2. The Jennings Lodge Community Planning Organization discussed possible Park Ave. Project precedents for the greater area at their May 28 meeting, and sent us the email below and attached document. The Oak Grove Community Council kicked off their Park Ave. Project feedback process at their May 22 general membership meeting with an introduction and request for feedback, and are scheduled to discuss feedback they've received at their public Board meeting on Thursday night. In between, there has been (and will continue to be) additional outreach, and other sources of comment. To understand the collective responses from our partner organizations, we need to wait for the Oak Grove Community Council feedback, which will also give us the opportunity to consider anything new in the BCC meeting packet. Our volunteer organization may not have an overall response until the weekend; but we will try to get comments to you as quickly as we can, for your consideration at the June 11 policy session.

Sincerely,
 Karen Bjorklund, Chair
 McLoughlin Area Plan Implementation Team

MAP-IT McLoughlin Area Plan
 Implementation Team

A partnership of the Jennings Lodge Community Planning Organization, McLoughlin Area Business Alliance, and Oak Grove Community Council

----- Forwarded message -----

From: Jennings Lodge CPO <jenningslodgpecpo@gmail.com>
Date: Mon, Jun 3, 2019 at 4:28 PM
Subject: Jennings Lodge CPO Discussion Related to Park Ave. Project
To: MAP-IT Chair <mapit.chair@gmail.com>

Karen,
 One of the topics at the May 28th Jennings Lodge CPO meeting was getting feedback on aspects of the public engagement process in the Park Ave. project that may serve as a model for future projects in the greater Oak Lodge area. While it may not be appropriate for people in Jennings Lodge to say what should happen specifically in the Park Ave. project area (that would be up to the people in the Park Ave. project area), we felt it was important for people in Jennings Lodge to comment and make suggestions in general about any processes that could set a precedent for use in Jennings Lodge at some point. And there was much discussion on these issues at the Jennings Lodge CPO meeting. Our hope is that this information can be used to help adjust processes in the Park Ave. project so they are supported for future use here as well as further north. For consideration in making comments to the BCC for their June 11 meeting, below is a summary of related straw poll results and core

issues from the Jennings Lodge CPO meeting. Attached is a more complete description, with general comments made at the meeting.

For our community,
Jane Morrison, Chair
Jennings Lodge Community Planning Organization

Summary - Park Ave. Project Discussion at the May 28, 2019 Jennings Lodge CPO Meeting

If this project were in Jennings Lodge:

1. Make-up of proposed public advisory committee

After considering the proposed make-up of the public advisory committee (PACAC) for Phase 2 of the Park Ave. project, everyone in the straw poll (which included several people from Oak Grove) indicated that if this was being applied to a process for Jennings Lodge, they would want changes to the make-up public advisory committee. In other words, they would not be okay with the representation of the stakeholder groups as proposed in the consultant's Memo 3 Community Engagement Plan for Phase 2. Instead, representation of homeowners should be more aligned with the percentage of homeowners in the project area.

2. Survey of project area stakeholders

Nearly everyone in the straw poll indicated it would be important or necessary to have a survey in Phase 2 (on design and development standards ideas or development of guiding principles, for example) to get opinions that more statistically and proportionally represent the stakeholder groups (compared to the previous surveys). In particular, they cited a need to get proportional responses for those who live and own their homes in the project area.

3. Process for involving community in Phase 2

Everyone in the straw poll indicated they would want a specific task to be required of the consultant and public advisory committee in Phase 2 (in the scope of work or community engagement strategy) to formally create some ways for the project area community to be engaged with the development of standards and other Phase 2 work.

4. Anti-displacement Strategy

Nearly everyone in the straw poll indicated that a project scope should be expanded to consider side streets only if a way could be found to fund the work to create and complete the anti-displacement strategy. There wasn't broad discussion as a group about whether they supported the idea proposed for this particular project of focusing on side streets first for development, as that would be up to the Park Ave. community. But we did receive follow-up email that Jennings Lodge is very different from the Park Ave. area, and that Park Ave. priorities would be a poor fit for Jennings Lodge.

5. Framework Plan and Guiding Principles

Everyone in the straw poll thought the additional proposed concept of creating guiding principles and a framework plan ((visual map) would be useful to have for the Jennings Lodge area, too. In addition, everyone in the straw poll indicated support and the need for developing guiding principles, values, key themes, etc. through a community-up process in which the community has the opportunity to discuss and create these elements (with facilitation assistance as needed).



jenningslodgcepo@gmail.com

Park Ave. Project Discussion at the May 28, 2019 Jennings Lodge CPO Meeting

If this project was in Jennings Lodge:

1. Make-up of proposed public advisory committee

After considering the proposed make-up of the public advisory committee (PACAC) for Phase 2 of the Park Ave. project, **everyone** in the straw poll (which included several people from Oak Grove) indicated they would want changes to the make-up of the public advisory committee. In other words, they would not be okay with the representation of the stakeholder groups as proposed in the consultant's Memo 3 Community Engagement Plan for Phase 2. Instead, representation of homeowners should be more aligned with the percentage of homeowners in the project area. Other comments: a couple people specifically mentioned that including some representation of the interest groups was a good thing and rounded out the viewpoints of the committee. In addition, outreach methods were mentioned to seek representatives, including mail, CPOs and social media.

2. Survey of project area stakeholders

Nearly everyone in the straw poll indicated it would be important or necessary to have a survey in Phase 2 (on design and development standards ideas or development of guiding principles, for example), to get opinions that more statistically and proportionally represent the stakeholder groups (compared to the previous surveys). In particular, they cited a need to get proportional responses for those who live and own their homes in the project area. Several other people indicated they thought the need for adding a statistically proportional survey depended on whether the survey was about something that would impact a lot of people in the area, and if there were strongly-held opposing opinions on the subject. (Only one person felt there was enough indication of various stakeholder group opinions in the surveys already done in this case that they would be okay with going forward based on the results.)

3. Process for involving community in Phase 2

Everyone in the straw poll indicated they would want a specific task to be required of the consultant and public advisory committee (in the scope of work or community engagement strategy) to formally create ways for the project area community to be engaged with the development of standards and other Phase 2 work. (This opinion was based on the understanding that there is currently nothing specific called out in the proposed Scope or Work or Community Engagement Strategy for involving the



jenningslodgcepo@gmail.com

project community in Phase 2 beyond the public advisory committee, and the management of volunteers to do outreach work; meaning involvement and engagement for the greater project community would be left up to the consultant working with the public advisory committee.)

4. Anti-displacement Strategy

Under discussion was the consultant proposing that work on the anti-displacement strategy be funded as a separate project (along with 2 other tasks), and County staff saying the County didn't have money for that. Also, that the consultant proposed using a set of key themes as drivers for a new task of creating guiding principles and a framework plan (visual map) for the whole project area, which included a theme of focusing on side streets first for development. And that this expanded scope could potentially lead to more displacement than the original scope of work, making the creation of an anti-displacement strategy all the more important. If the project were in Jennings Lodge, **nearly everyone** in the straw poll indicated that the project scope should be expanded to consider the side streets *only if* a way could be found to fund the work to create *and complete* the anti-displacement strategy. Several other people indicated that the project should be allowed to expand to consider the side streets regardless of whether the anti-displacement strategy work could be funded and completed. (No one supported the idea that the project scope should remain limited to the current scope in an effort to keep potential displacement impact from being bigger than what might result from the original project.) There wasn't broad discussion as a group about whether they supported the idea proposed for this particular project of focusing on side streets first for development, as that would be up to the Park Ave. community. But we did receive email that Jennings Lodge is very different from the Park Ave. area, and that Park Ave. priorities would be a poor fit for Jennings Lodge.

5. Framework Plan and Guiding Principles

Everyone in the straw poll thought the additional proposed concept of creating guiding principles and a (visual) framework plan would be useful to have for the Jennings Lodge area, too. In addition, everyone in the straw poll indicated support and the need for developing guiding principles, key themes, values, etc. through a community-up process. Discussion was that the community should have the opportunity to discuss and create these elements, with assistance from consultants and staff (rather than using key themes created by the consultant as drivers for a project, for example).