



# Bridge Economic Development

## Memorandum

**Date** May 10, 2019  
**To** Karen Buehrig, Clackamas County  
**From** Alisa Pyszka, Bridge Economic Development  
Ayreann Colombo, Bridge Economic Development  
Tim Smith, SERA Architects  
**Subject** Memorandum 1: Community Overview and Development Trends  
**Project** Park Avenue Community Project | Phase 1: Community Engagement

## BACKGROUND

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### Project Description

Clackamas County, Oregon, working with the McLoughlin Boulevard area residential and business community, is considering creating development and design standards for commercial zones within ½ mile of the Park Avenue/McLoughlin Boulevard intersection in unincorporated Clackamas County that will support the community's long-term vision for the Park Avenue Light Rail Station area.

The Park Avenue Community Project, Phase 1: Community Engagement (the Project) is focused on public outreach to 1) summarize and verify the desired elements of the long-term vision for the Park Avenue study area, including a neighborhood livability assessment, 2) identify the stakeholders to be included in Phase 2 of the project, and 3) provide recommendations for substantial public engagement and future Request for Proposal (RFP) guidelines to successfully create development and design standards in Phase 2.

### Objectives for Community Overview and Development Trends Memo

The objectives of this memorandum are to document community demographics and organizations, and summarize existing policies, plans, and development conditions. It includes the following elements:

- A. *Demographics*. An overview of community demographics that establishes a baseline of conditions within the study area and surrounding neighborhood.
- B. *Market Trends*. An overview of national and regional trends that should be considered for future development along the corridor.
- C. *Guiding Policies*. An analysis and summary of existing policies in and around the project area that will shape Phase 2 of the project. Included is a draft description of "neighborhood livability" elements that can be used to understand the potential economic, environmental, and other impacts, such as gentrification/displacement that could be influenced by changing the development and design standards.

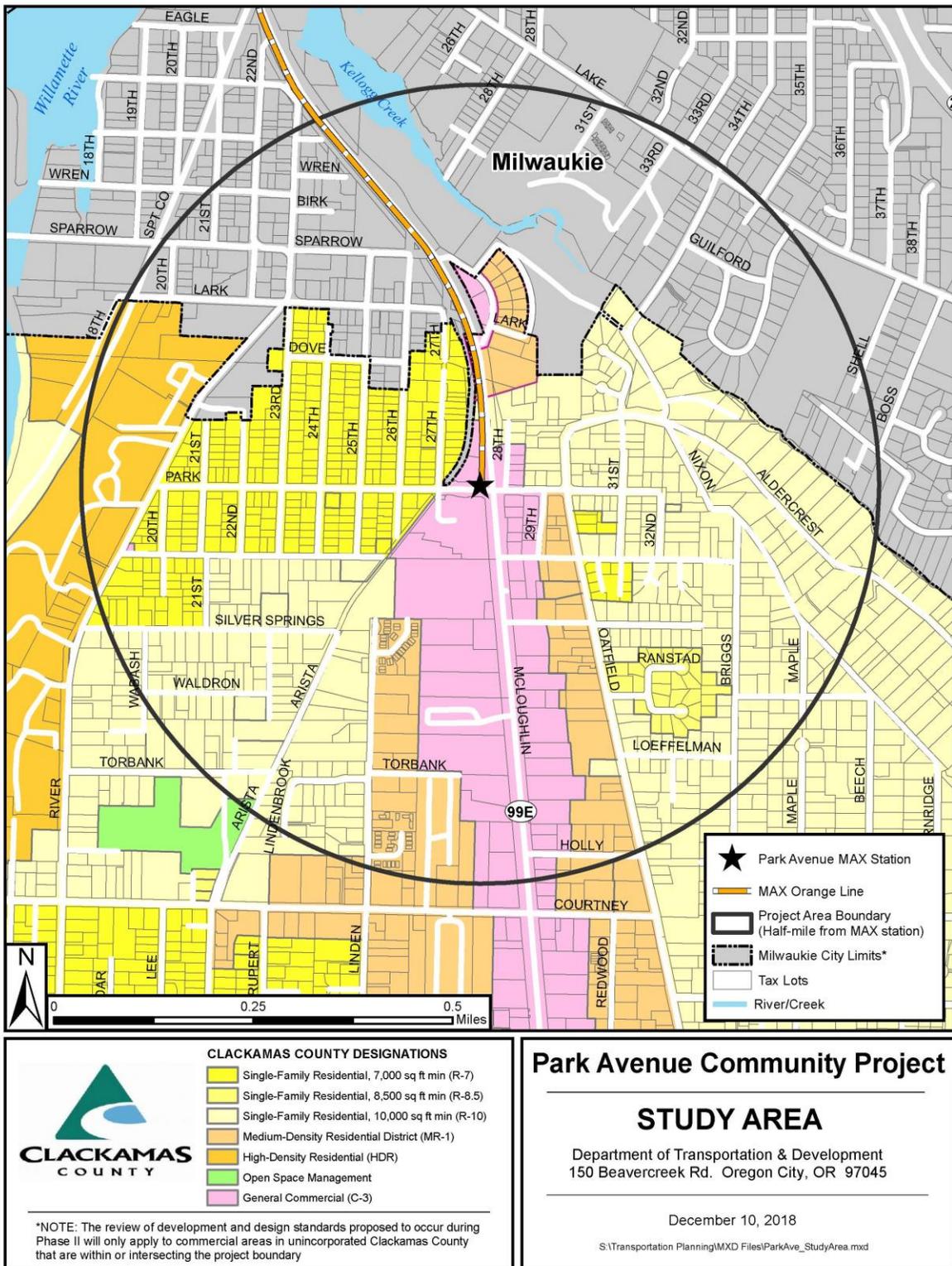
- D. *Community Engagement.* This summarizes the intent of community engagement, and the initial list of organizations and constituents that will be engaged in Phase 2 of the project to ensure a robust and equitable process to shape the future investment in community.

### Study Area

The Park Avenue Community study area consists of the ½-mile radius surrounding the Park Avenue light rail station and includes property north of Courtney Road and south of the City of Milwaukie. While welcome to attend events and provide community input, the City of Milwaukie property owners were not specifically contacted because their property will not be included with future design and development standards as they are outside of the Clackamas County jurisdiction.

The TriMet light rail station, the southernmost station on the MAX Orange Line, was completed in 2015 and averages 3,400 riders per day, making it one of the 15 busiest stations out of 97 total stations across the entire light rail system. It is a 30-minute trip on light rail from the Park Avenue Station to downtown Portland at Pioneer Square and 25 minutes to Portland State University (PSU). In conjunction with the construction of the light rail infrastructure, TriMet also improved intersections at Park Avenue and McLoughlin Boulevard, and at Park Avenue and SE 27<sup>th</sup> Avenue. Additionally, the Trolley Trail, a six-mile multi-use pedestrian and bicycle trail that extends from Milwaukie to Gladstone, was completed along the west edge of the station. The station is accessed via the Trolley Trail or Park Avenue. The Study area is adjacent to the City of Milwaukie southern city limits, 3.25 miles north of Gladstone northern city limits, and approximately 5.5 miles north of downtown Oregon City.

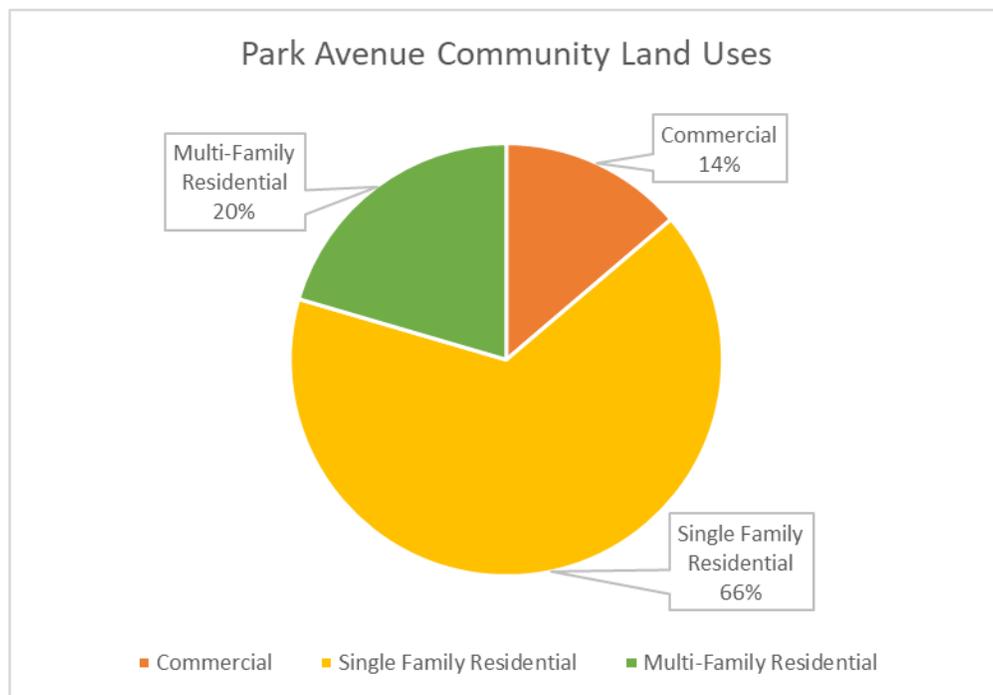
Figure 1: Park Avenue Community Project Area



Source: Clackamas County

The project area is 335 acres, with 46 acres of general commercial use, 220 acres of single-family residential, and 69 acres of multi-family residential. A percentage of these allocations is shown in Figure 2 below. The area is bisected by McLoughlin Boulevard, which is a state highway with approximately 27,000 trips a day within a mile of Courtney Road<sup>1</sup>. Surrounding land use patterns have developed largely in response to this facility with auto-oriented retail establishments such as used car lots and retail centers. Additionally, there are various lot sizes ranging from one to six acres with access only to McLoughlin Boulevard. There is very minimal access to the parcels adjacent to McLoughlin from the west or east, limiting circulation options for autos and pedestrians and bicycles. The commercial corridor is surrounded by multi-family residential zones and single-family residential lots with a minimum area of 7,000 square feet. Finally, the area is adjacent to two significant senior housing facilities, Rose Villa and Willamette View, which are both located along the western frontage of River Road.

**Figure 2: Park Avenue Community Land Use Allocation**



Source: SERA, Bridge Economic Development

## A. DEMOGRAPHICS

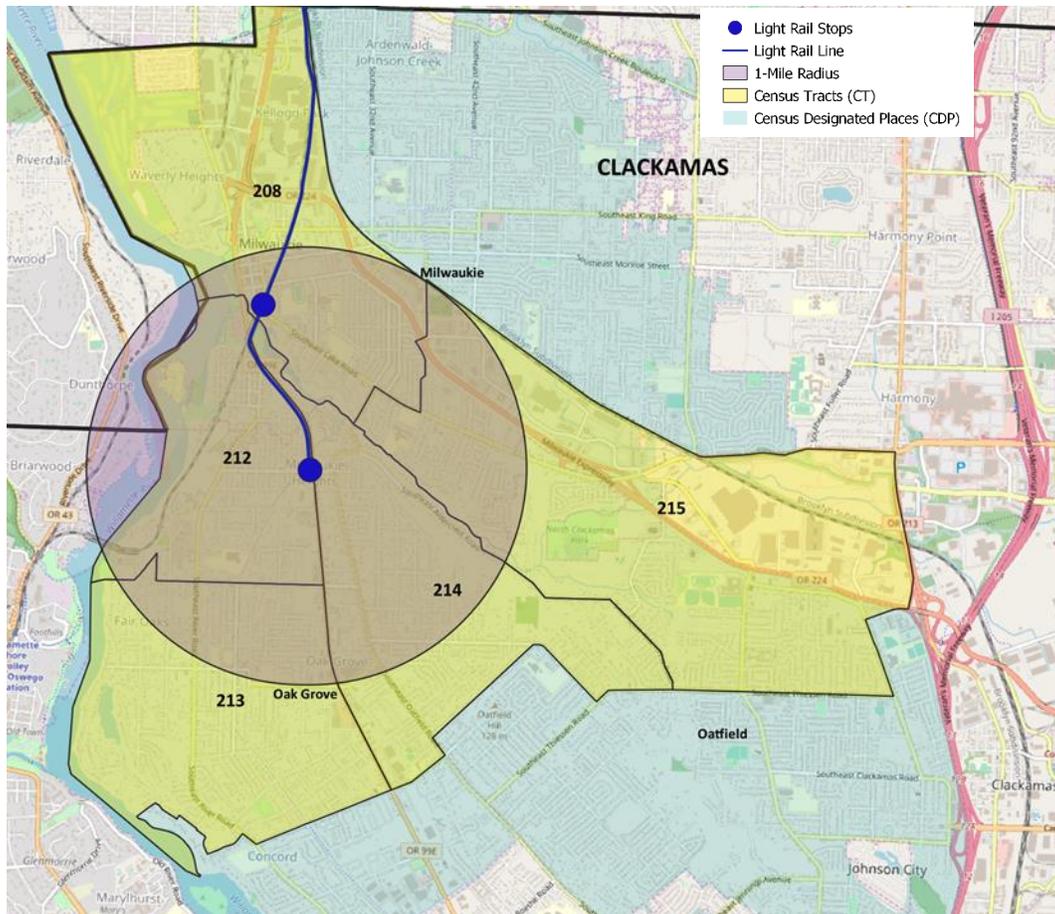
Below is a summary of the demographic assessment for the Park Avenue station area. While the study area for future design and development regulations is a ½-mile radius from the station, the following data generally encompasses a one-mile radius as indicated below in order to provide a more accurate analysis. Specifically, our assessment reviewed the demographics for census tracts (CT), the smallest geography for which public data is available, that encompass the one-mile study area. For

<sup>1</sup> 2017 Transportation Volume Tables, Oregon Department of Transportation, November 2018

comparison purposes and to understand regional context, we include demographics for the Portland metro area, Clackamas County as a whole, as well as a Census Designated Places (CDP) area including the City of Milwaukie and the communities of Oak Grove and Oatfield.

The map below delineates the census tract reference area in relation to the CDP areas. While the data area is larger than the actual study area, it provides important information regarding overall demographic trends. The data is derived from the US Census, American Community Survey (ACS), and US U.S. Census Zip Code Business Patterns.

**Figure 3: Census Tract (CT) Reference Area, Census Tracts 208, 212, 213, 214 & 215**



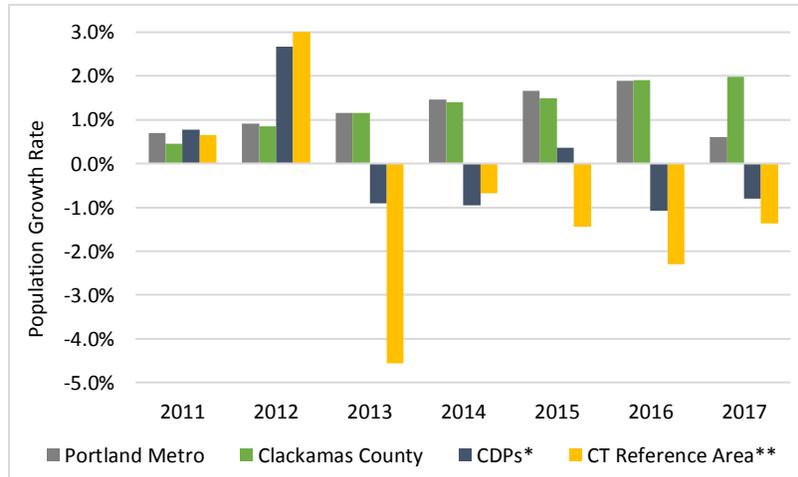
Source: Bridge Economic Development

### Population

- CDP area of City of Milwaukie, Oak Grove and Oatfield
  - Population: 50,540
  - Annual population growth: average 0% since 2010. with the last five years trending negative
- CT Reference area
  - Population: 16,850

- Annual growth population growth: average -0.7% since 2010. with the last five years trending negative

**Figure 4: Population Growth Rate Between 2010-2017, Portland Metro, Clackamas County & CT Reference Area**



Source: PSU Population Research Center and U.S. Census Bureau

\*CDPs: City of Milwaukie, Oak Grove Census Designated Place (CDP), & Oatfield CDP

\*\*CT Reference Area: Census Tracts (208, 212, 213, 214 & 215) encompassing the one-mile radius around the Park Avenue Station (See Reference Map)

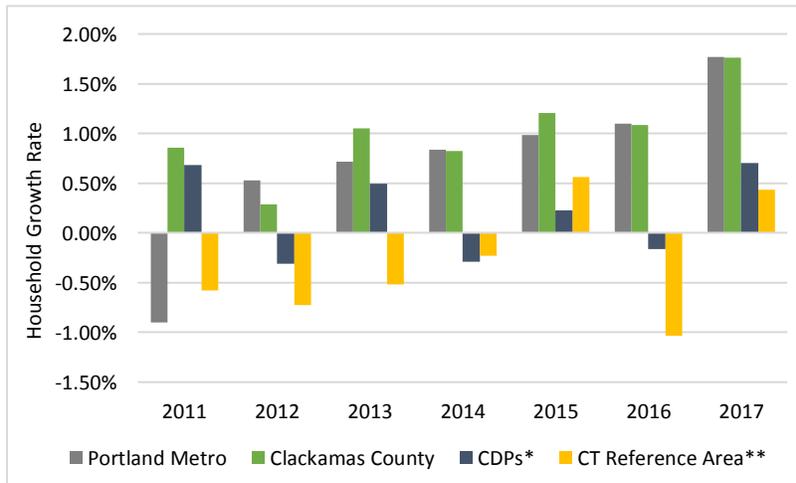
## Households

Similarly, household growth has been flat or negative for both the CDP area and census tracts. The three communities have averaged 0.2% household growth while the CT Reference area has averaged -0.3%.

Given our experience with other work in the area as well as this assessment, we consider the reason for the flat or negative growth to be closely tied with the lack of new housing developed and/or available in the area. As illustrated below, growth in housing units in the CDP area has been similarly flat or negative with the exception of positive growth in 2017.

In 2017, the CDP area had 21,270 households while the CT Reference area had 10,150 households.

**Figure 5: Household Growth Rate Between 2010-2017, Portland Metro, Clackamas County & CT Reference Area**



Source: U.S. Census ACS 5-Year Estimates

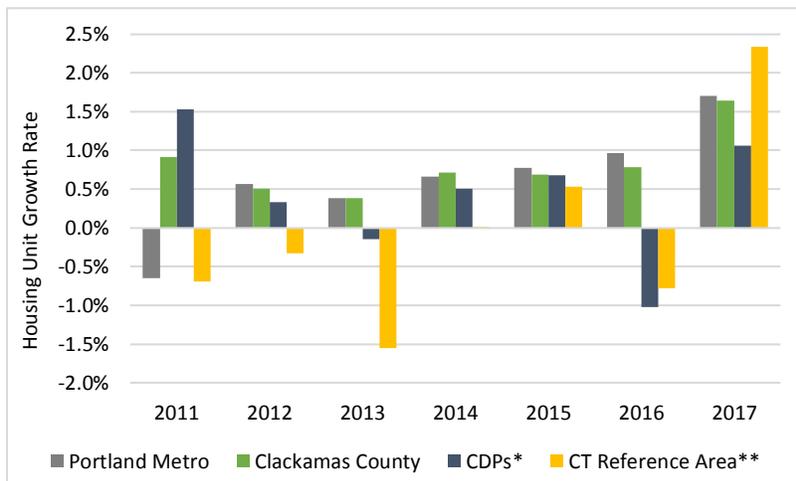
\*CDPs: City of Milwaukie, Oak Grove CDP, & Oatfield CDP

\*\*CT Reference Area: Census Tracts (208, 212, 213, 214 & 215) encompassing the one-mile radius around the Park Avenue Station (See Reference Map)

### Housing Units

Since 2010, growth in housing units<sup>2</sup> in the CDP area has averaged 0.4% while growth in the CT Reference area has averaged -0.1%. Typically, negative growth in housing units indicates a high level of demolitions or housing that becomes uninhabitable. The CDP area and CT Reference area added about 250 units between 2016 and 2017 to bring the total housing units as of 2017 to 22,500 housing units in the CDP area and 11,025 housing units in the CT Reference area.

**Figure 6: Growth Rate of Housing Units Between 2010-2017, Portland Metro, Clackamas County & CT Reference Area**



Source: U.S. Census ACS 5-Year Estimates

\*CDPs: City of Milwaukie, Oak Grove CDP, & Oatfield CDP

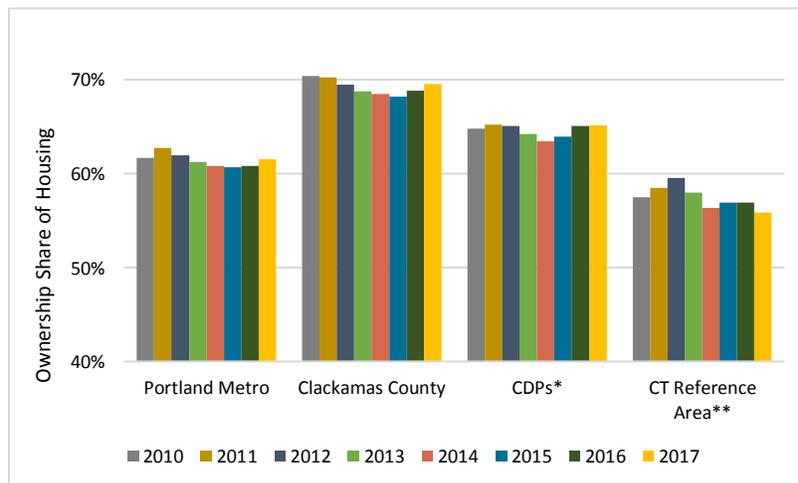
\*\*CT Reference Area: Census Tracts (208, 212, 213, 214 & 215) encompassing the one-mile radius around the Park Avenue Station (See Reference Map)

<sup>2</sup> Housing units include all residential units including mobile homes.

## Tenure

The level of ownership-households to renter-households in the CDP area has remained stable since 2010 remaining at about 65% owner households. Likewise, Portland Metro and Clackamas County have maintained ownership levels of 62% and 70%, respectively. The level of ownership households within the CT Reference area has dropped slightly from 57% to 56% since 2010.

**Figure 7: Percentage of Residential Ownership Between 2010-2017, Portland Metro, Clackamas County & CT Reference Area**



Source: U.S. Census ACS 5-Year Estimates

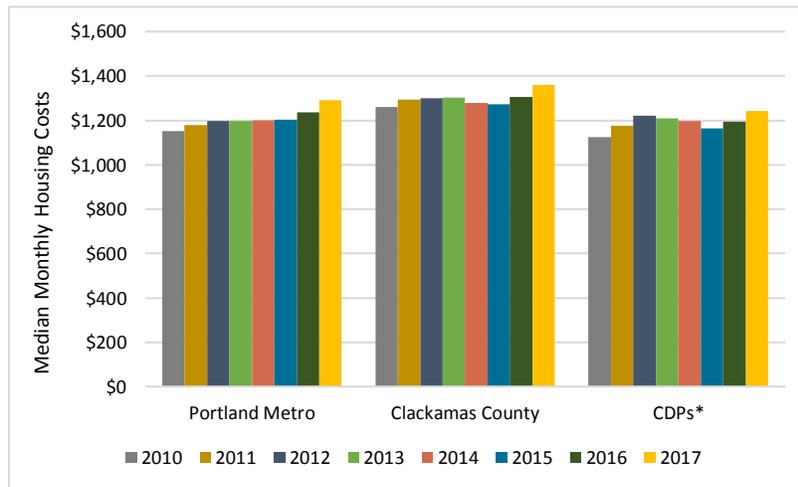
\*CDPs: City of Milwaukie, Oak Grove CDP, & Oatfield CDP

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## Housing Costs

Median monthly housing costs increased by an average of 1.4% annually in the CDP area since 2010 with a significant portion of the increase, 4%, occurring between 2016 and 2017. Portland Metro has averaged 1.6% annual growth over the same time period, while Clackamas County's monthly housing costs averaged 1.1% annual increases. Housing costs are defined by the Census as the sum of payments for mortgages, deeds of trust, contracts to purchase, or similar debts on the property (including payments for the first mortgage, second mortgages, home equity loans, and other junior mortgages); real estate taxes; fire, hazard, and flood insurance on the property; utilities (electricity, gas, and water and sewer); and fuels (oil, coal, kerosene, wood, etc.)

**Figure 8: Median Monthly Housing Costs Between 2010-2017, Portland Metro, Clackamas County & Milwaukie \***



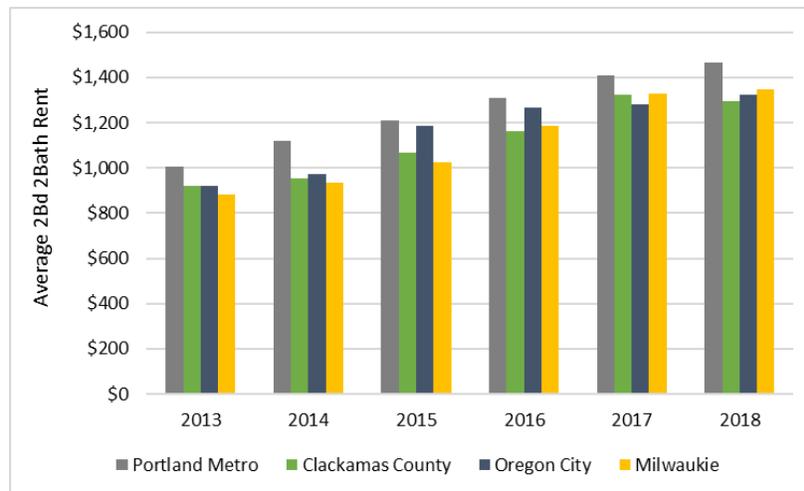
Source: U.S. Census ACS 5-Year Estimates  
 \*CDPs: City of Milwaukie, Oak Grove CDP, & Oatfield CDP

### Rental Rates

Median monthly rental rates for 2 bedroom/2 bath apartments in Milwaukie\* increased by 15.80% in 2016 and 11.71% in 2017. The rental rate increase slowed to 1.58% in 2018. The overall rental rate for Milwaukie in the Fall of 2018 was an average of \$1.43 per square foot.

(\*In this case, "Milwaukie" is defined by The Apartment Report, the source of the data, as the area from south of the Springwater Corridor (to the north) south to just north of the city of Gladstone. This area encompasses the Park Avenue Community project area.)

**Figure 9: Median Monthly Rental Rate Between 2013-2019, Portland Metro, Oregon City, Clackamas County & Milwaukie \***

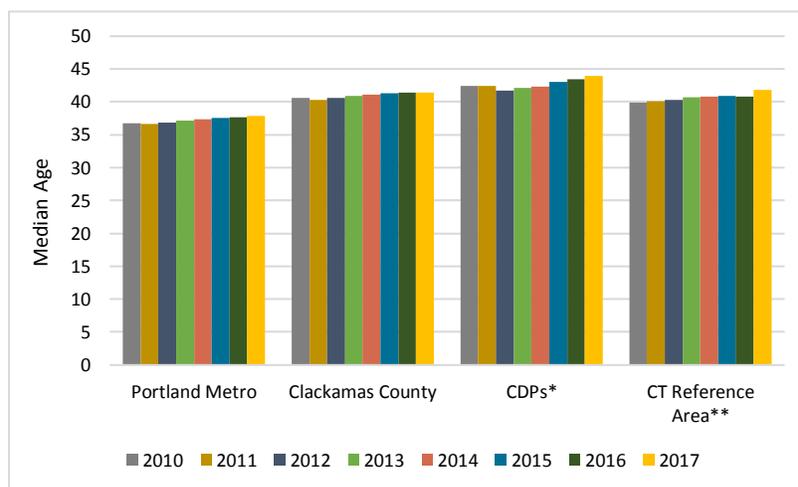


Source: The Apartment Report, Multifamily Vol. 29 NW Fall 2018  
 \*2 bedroom/bath market-rate apartment, Portland Metro includes Vancouver, WA

## Median Age

- People within the CT Reference area and the CDP area have aged since 2010. The median age within the CDP area increased from 42 to 44 while the median age within the CT Reference area increased from 40 to 42. The addition of residents age 60 and older grew by 6% between 2010 and 2017. During the same period, the millennial population grew by 2%.
- Similarly, residents within Portland Metro and Clackamas County have aged over the last seven years but less so with median ages increasing by only about one year. In 2017, millennials accounted for about 21 percent of the population in Portland Metro and Clackamas County.

**Figure 10: Median Age Between 2010-2017, Portland Metro, Clackamas County & CT Reference Area**



Source: U.S. Census ACS 5-Year Estimates

\*CDPs: City of Milwaukie, Oak Grove CDP, & Oatfield CDP

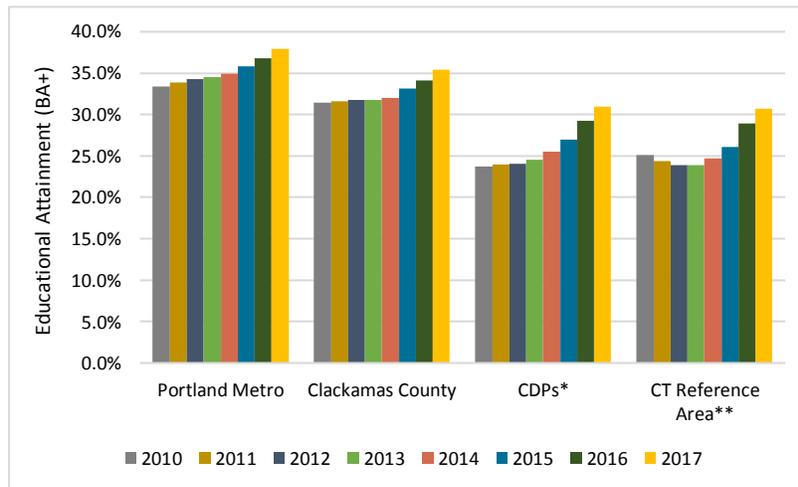
\*\*CT Reference Area: Census Tracts (208, 212, 213, 214 & 215) encompassing the one-mile radius around the Park Avenue Station (See Reference Map)

## Educational Attainment

The level of educational attainment has increased within the three-community and CT Reference areas since 2010:

- 2010: 24-25% with a bachelor's degree
- 2017: 31% with a bachelor's degree

**Figure 11: Educational Attainment Between 2010-2017, Portland Metro, Clackamas County & CT Reference Area**



Source: U.S. Census ACS 5-Year Estimates

\*CDPs: City of Milwaukie, Oak Grove CDP, & Oatfield CDP

\*\*CT Reference Area: Census Tracts (208, 212, 213, 214 & 215) encompassing the one-mile radius around the Park Avenue Station (See Reference Map)

## Race

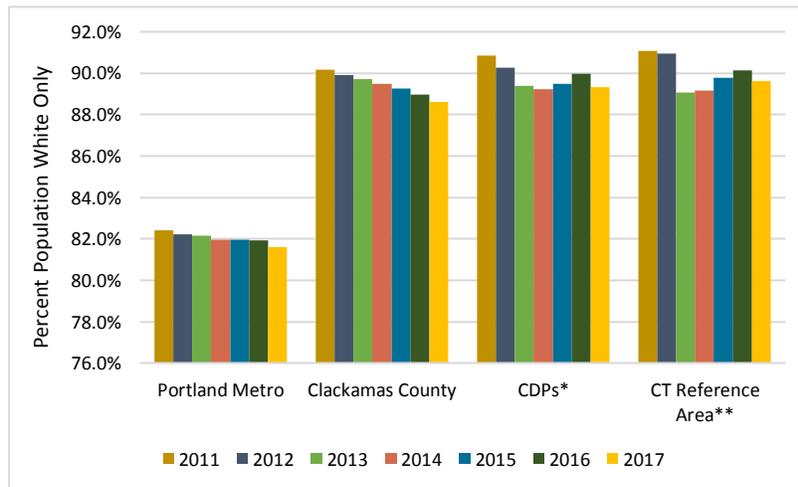
Racial diversity in the CT Reference area and the CDP area has increased only slightly in the last seven years, averaging a total increase of about one to one-and-one-half percentage points since 2010. The Census Bureau does not categorize Hispanic/Latino as “Race” but rather as an origin. Therefore, the Hispanic/Latino population is categorized across races. The majority of people of Hispanic/Latino origin are captured in race as White with a fewer number captured as Black or African American. From 2010 to 2017, the changes were as follows:

- Whites – decreased by 1,841
- Asians – decreased by 23
- African Americans – increased by 144
- American Indian/Alaskan Native – increased by 115
- Native Hawaiian/Other Pacific Islanders – increased by 91

In 2017, approximately 9% (2,166) of the CT Reference area population was of Hispanic or Latino origin, an increase from 5% (1,199) in 2010. This trend is also represented in the Oak Grove Elementary School that consists of 18% Hispanic/Latino students and 8 spoken languages in the 2017-18 school year<sup>3</sup>.

<sup>3</sup> Oregon At-a-Glance School Profile 2017-18 Oak Grove Elementary, Oregon Department of Education 2018

**Figure 12: Change in Race, White Only Between 2011-2017, Portland Metro, Clackamas County & CT Reference Area**

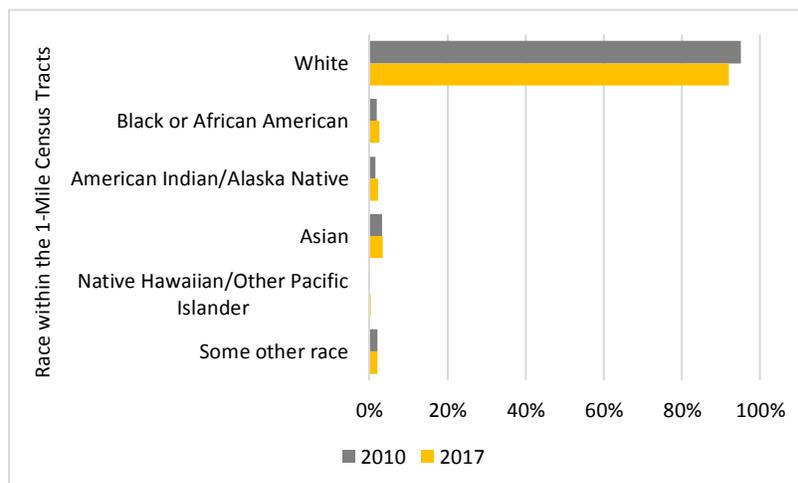


Source: U.S. Census ACS 5-Year Estimates

\*CDPs: City of Milwaukie, Oak Grove CDP, & Oatfield CDP

\*\*CT Reference Area: Census Tracts (208, 212, 213, 214 & 215) encompassing the one-mile radius around the Park Avenue Station (See Reference Map)

**Figure 13: Race Between 2010-2017, Census Tract Reference Area\***



Source: U.S. Census ACS 5-Year Estimates

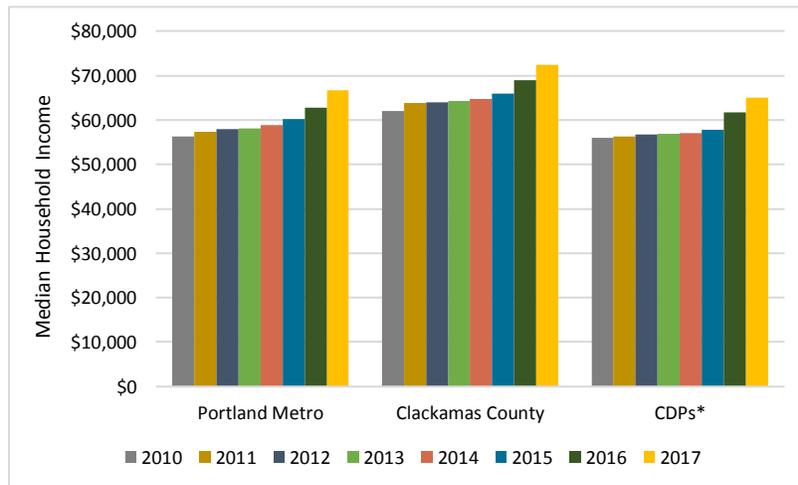
\*CT Reference Area: Census Tracts (208, 212, 213, 214 & 215) encompassing the one-mile radius around the Park Avenue Station (See Reference Map)

### Household Income

Median household income in the CDP area of Milwaukie, Oak Grove, and Oatfield remained relatively flat until 2017. Between 2016 and 2017, median household income increased by 5.3% in the three communities compared to an average increase of 1.6% per year the six years prior. Income data is not available for the CT Reference area.

Portland Metro and Clackamas County had similar gains in median household income.

**Figure 14: Median Household Income Between 2010-2017, Portland Metro, Clackamas County & Milwaukie \***

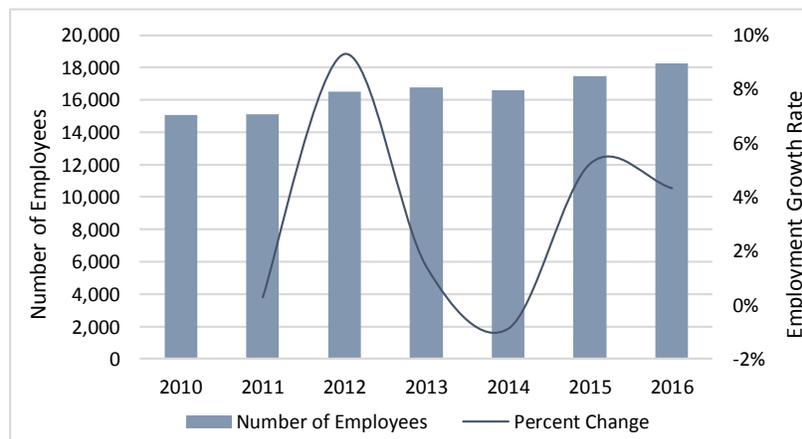


Source: U.S. Census ACS 5-Year Estimates  
 \*CDPs: City of Milwaukie, Oak Grove CDP, & Oatfield CDP

### Employment

Employment in the CT Reference area averaged an annual growth rate of about 3.2% with some years seeing significantly higher growth. Employment growth is roughly 18 times higher than population growth. Employment includes all jobs ranging from retail to professional services.

**Figure 15: Employment Between 2010-2016, CT Reference Area (Zip Code: 97222)**



Source: U.S. Census Zip Code Business Patterns

### Home Sales Value

Assessed property value information is available from Clackamas County within the ½-mile radius of the light rail station. Home values as determined by sales price were considered before and after the construction of the light rail for available data pertaining to 137 sales out of 1,335 properties within the area. Based on this limited sample size, the sales price change between 2011-2015 is 26% and the change between 2015-2018 is 63%. It should be noted that approximately 12 of the 137 sales

evaluated have unusual gains that may be inflating this figure. For example, there is an increase of 95% in less than a year and 81% over 4 months with no indication of site or building improvements or permits pulled. More detailed evaluation of original sales price conditions would be required to provide a certain increase in sales price during this time period.

The Portland Metropolitan area witnessed a 44% increase in home sales price from 2015-2018 according to Zillow. The change in sales price between 2011-2015 for the 97222 Milwaukie zip code was 39% and 42% for the 97267 Oatfield zip code.

### **Building Permits**

According to Clackamas County data, within the last 10 years the following building permits for new construction (excluding tenant improvements) within 1 mile of the Park Avenue station have been granted:

- Popeye's Chicken Restaurant
- Rose Villa Retirement Community
- 47 units in Willamette View Manor – North Point Project
- One six-unit apartment building
- One duplex
- 54 single-family residences
- TriMet parking garage

## **B. MARKET TRENDS**

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In considering new development and design standards, it is important to recognize current market trends shaping new private investment decisions.

### **Retail**

The retail industry is always in flux. During the 20th century, there was a major shift from pedestrian-oriented main streets to auto-oriented centers and corridors. Today, ever-changing consumer preferences and online-shopping are among the major trends affecting retail. Online shopping is having a significant impact on "commodity retail" and caters to customers that want convenience (e.g., Amazon is not necessarily the best price). Retailers that continue to expand are discount stores such as Dollar General or high-end boutiques that provide an experience. The following table reflects how spending habits have shifted in light of online options.

**Table 1: United States Change in Per Capita Retail Spending 2000-2016**

Kind of business	2016	2000	%Change
<b>Per capita spending, total</b>			
Motor vehicle and parts dealers	23.57%	26.69%	-3.12%
Furniture and home furnishings stores	2.30%	3.05%	-0.76%
Electronics and appliance stores	2.03%	3.03%	-1.00%
Building mat. and garden equip. and supplies dealers	7.19%	7.68%	-0.49%
Food and beverage stores	14.43%	14.91%	-0.48%
Health and personal care stores	6.73%	5.20%	1.53%
Gasoline stations	8.62%	8.37%	0.25%
Clothing and clothing access. stores	5.35%	5.62%	-0.27%
Sporting goods, hobby, musical instrument, and book stores	1.78%	2.27%	-0.49%
General merchandise stores	13.93%	13.55%	0.38%
Miscellaneous store retailers	2.52%	3.58%	-1.06%
<b>Nonstore retailers</b>	<b>11.55%</b>	<b>6.05%</b>	<b>5.50%</b>

Source: Retail Census 2018, Bridge Economic Development

By contrast, retailers offering a special experience, or offering services that cannot be procured online, have the potential to thrive (you can't share a meal with a friend online). Therefore, food and beverage establishments have become an increasingly large part of the retail experience, on both main streets and in larger shopping centers. In either case, such retailers want to concentrate in a certain location to become a destination for customers to park once and explore an area. Creating a concentrated retail area that is a defined "place" is an important element for retailers as it is the key distinguishing element from online shopping.

In addition to this destination trend, local food and beverage is typically demanding space that is 2,500 square feet to minimize risk and offset start-up costs that typically start at \$200,000. This small square footage is appropriate for existing ground-floor space and more cost-effective than rents required with new construction. Due to these costs, new local tenants will gravitate to existing buildings or former restaurant spaces to keep start-up expenses to a minimum.

As the retail market is changing rapidly, it is important to allow the market to adapt quickly with flexible zoning requirements. For example, ground floor space of mixed-use buildings does not need to be all retail. Having a requirement for all retail often leads to either vacant storefronts or no project at all due to added construction costs and no leasing opportunities<sup>4</sup>. The overarching goal for walkability is a well-designed building that fosters an interesting and welcoming environment. Mandating a retail use does not necessarily guarantee that outcome, especially if the space remains vacant.

<sup>4</sup> What's up with all those empty commercial storefronts in new mixed-use developments?, Strong Towns, June 2018

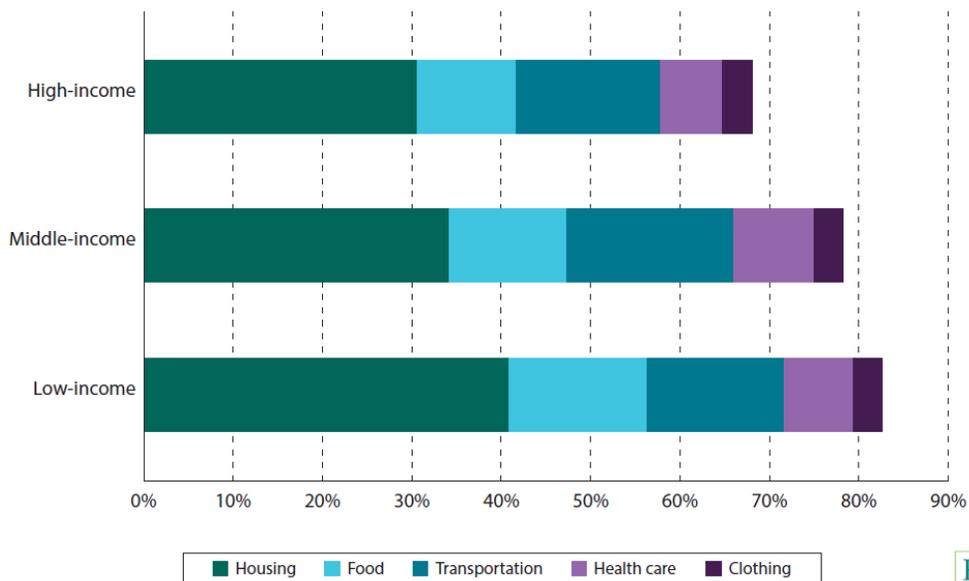
## Housing

Housing demand is a significant issue facing all growing metropolitan areas across the country. This is a complex issue that requires various approaches to meet numerous market conditions. A key element to reducing housing costs - or at least reducing the rate of housing price growth - is to build more housing for all income levels. By introducing flexible zoning that allows smaller housing units such as duplexes/triplexes and accessory dwelling units (ADUs), the private market can provide more diverse housing types that meet the needs of elderly populations who want to age in place and young single workers starting a career.

Regarding affordable housing needs, the region is taking proactive steps to meet the housing demand through the recently passed Metro \$652.8 million general obligation bond to create affordable housing for approximately 12,000 people in the greater Portland region. Furthermore, Clackamas County has adopted a specific goal to construct 500 new units of affordable (rent-restricted units) housing over the next 5 years in areas of high opportunity<sup>5</sup>.

Constructing some of these affordable units near a light rail station is appropriate as one of the most significant cost-of-living burdens in addition to housing is transportation. The following figure conveys how low-income residents are more significantly burdened by basic living costs.

**Figure 16: Share of Household Expenditures on Basic Needs, by Income**



Source: Consumer Expenditure Survey (2014)

Notes: Low-income, middle-income, and high-income are defined as the average expenditures of consumer units in the bottom, middle, and top income quintiles, respectively.



Source: Brookings 2018

The Park Avenue study area is well positioned to address this critical regional need by maximizing access to the light rail station for residents within the area. Riding public transit saves Portland metro

<sup>5</sup> Clackamas County Housing and Community Development Action Plan, August 2018

area residents an average of over \$9,500 a year in transportation costs, and households living near transit are five times more likely to use transit than other households. Households living within ½-mile of rail transit in the Portland region already spend about 10% less of their household budgets on the combined cost of housing and transportation than the average household in the region<sup>6</sup>.

Not only would providing affordable housing within the Park Avenue study area meet regional needs, it would also meet residential preferences. The Center for Transit-Oriented Development (CTOD) has forecasted that between 2005 and 2030, 184,000 new households in the Portland region will want to live near transit, beyond those that already live near transit. About 72,000 of these households will fall within the smaller, single-member household types likely to prefer living in more compact apartment and condominium units. Fostering new transit-oriented housing that is affordable to the workforce is one of the key challenges future TOD implementation will need to address. Indeed, nearly two-thirds of the forecasted TOD demand in the Portland region will be among households earning below \$50,000<sup>7</sup>.

## Employment

The Oregon Employment Department has determined that health care and professional and business services are among the top industries adding future jobs. Health care and social assistance will add 49,500 jobs statewide, the most of any sector. It's followed by professional and business services with 41,200 additional jobs in 2027. Fast growth in health care (20%) can be attributed to the growth and aging of the state's population. Within health care, independent health care practitioners (such as chiropractors, physical and speech therapists), offices of other specialists (25%), and nursing and residential care facilities (20%) are expected to grow much faster than hospitals (13%). Professional and business services growth (17%) will be driven by gains in professional and technical services such as computer systems design (29%) and management of companies and enterprises (28%). Management of companies and enterprises includes corporate offices headquartered in Oregon<sup>8</sup>. Manufacturing will add 12,600 jobs heavily concentrated in the food and beverage industry.

These growing industries can be accommodated along the McLoughlin Corridor. A significant trend within the healthcare industry is a shift to a more "retail" model that disperses the service to the customer, rather than concentrating all services in one location. This model aligns well with retail centers to make health service convenient and accessible at the community level. Furthermore, some professional services are currently located within the Park Avenue study area. With the appropriate development, future office demand could be accommodated. Bringing these employment opportunities to the area would be important as it would provide residents access to nearby higher-paying jobs. In addition, these jobs would help support the retailers in the area.

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<sup>6</sup> Transit-Oriented Development Strategic Plan / Metro TOD Program, Center for Transit-Oriented Development with Nelson\Nygaard Consulting Associates, 2011

<sup>7</sup> Transit-Oriented Development Strategic Plan / Metro TOD Program, Center for Transit-Oriented Development with Nelson\Nygaard Consulting Associates, 2011

<sup>8</sup> Oregon's Future Workforce Needs: Job Growth to 2027 by Industry, Gail Krumenauer, June 2018

**Figure 17: US Average Wage for Oregon Growing Industry Sectors**

<b>Industry Sector</b>	<b>United States Average Wage 2017</b>
Professional, Scientific, & Technical Services	\$99,705
Wholesale, Manufacturing	\$71,372
Education, Health Care & Social Assistance	\$49,565
Retail Trade	\$31,217
Accommodation & Food Services	\$20,731

Source: Bureau of Labor Statistics, QCEW data

### **The Importance of Talent**

The national economy is becoming increasingly more talent/knowledge-based than resource-based, meaning that people, rather than raw materials, are the most important asset to a company’s value and prospects for growth. This applies to all industries, including manufacturing, professional services and technology. This is not to suggest that Clackamas County needs to focus its industrial base entirely on technology companies, but to understand that the modern economy depends upon highly skilled people to thrive. For this reason, a company’s number one priority today is attracting talent. Verifying this is the Duke Fuqua School of Business CFO Global Business Outlook Survey<sup>9</sup>. The school has conducted the survey over 91 consecutive quarters since July 1996. The years 2017 and 2018 are the first time that chief financial officers (CFO’s) cited attracting and retaining qualified employees as their number one concern over other factors such as input costs or regulations.

A significant cohort of the talent in demand consists of the “millennial” generation (generally ages 21 to 37 in 2018), made up of approximately 76 million people – the largest demographic group our country has seen. As this generation shapes our talent-based economy, it is important to understand what motivates them and the communities they choose in such a highly mobile environment. This group has been slower to marry and move out on their own, and has shown different attitudes to ownership that have helped spawn what’s being called a “sharing economy,” which suggests these trends are likely to continue<sup>10</sup>.

Employers will locate and invest in communities that are attractive to talent. In fact, this place-based asset is so important that Newmark Night Frank, a global brokerage and site selector firm, determined that 1,169 United States office properties, totaling 95.2 million square feet, are likely obsolete due to location and physical deficiencies that do not meet the current demand of walkable, “urban” office space<sup>11</sup>. A desired “urban” environment includes the following elements:

<sup>9</sup> <https://www.cfosurvey.org/wp-content/uploads/2018/12/Q4-2018-US-KeyNumbers.pdf>

<sup>10</sup> Millennials Coming of Age, Goldman Sachs, 2017

<sup>11</sup> Suburban Office Obsolescence, Newmark Grubb Knight Frank, September 2015

**A Simple Commute** Many millennials are not defined by the automobile, and do not want to drive if they don't have to. As reported in Urban Land Institute (ULI) Emerging Trends 2016, miles traveled by car for people 34 years old or younger are down 23% nationally. The American Automobile Association reports that the percentage of high school seniors with driver's licenses declined from 85% to 73% between 1996 and 2010, with federal data suggesting that the decline has continued since then. Locally, the average miles travelled by any mode – walking, driving, biking or taking transit – is the lowest for millennials.

**A Variety of Housing Options** All talent, including millennials, want affordable housing near employment. In order to maximize opportunities to attract and retain talent, communities need to provide a variety of options to meet a diversity of population needs.

**Urban Lifestyle** Millennials tend to prefer density with alternative transportation modes and retail nearby, which provides alternatives to owning a car. This urban lifestyle does not mean that an entire community must conform to urban densities. What is important is that some element of an urban lifestyle is provided through either a healthy "Main Street" in a traditional downtown or denser town centers in suburbs.

**Amenities** Millennials are looking for ample amenities, especially restaurants and access to outdoor recreation.

**An Open Culture** Millennials embrace social or ethical causes<sup>12</sup> and communities that are more diverse, accepting and open to change.

### Commercial Infill Development

Communities across the country over the past few decades have traditionally grown through "greenfield" development: new construction on vacant land. This typically involves one developer with few significant development constraints such as existing buildings, challenging road connections or potential site contamination. Development of vacant land with minimal encumbrances has allowed for new growth to occur in a relatively straight-forward manner with less risk; which is why it has typically been the preferred form of development.

This development pattern is changing due to growth trends that are pulling residents and employees back toward urban centers, and communities that desire a more resilient development form that thoughtfully expands utility services. While this repurposing of under-utilized land benefits a community with an improved tax base and modern development patterns, it is extremely challenging to actualize due to the complex nature of infill development in contrast to greenfield development. For this reason, public and private collaboration is critical to achieve infill development. Ideally, the public partner will identify and alleviate barriers and risk, and the private partner will invest in the area and increase property values and provide desired services. Fostering infill development requires both government and community stakeholders to embrace the following mindset.

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<sup>12</sup> Brookings Institution, 11 Facts about the Millennial Generation, June 2014

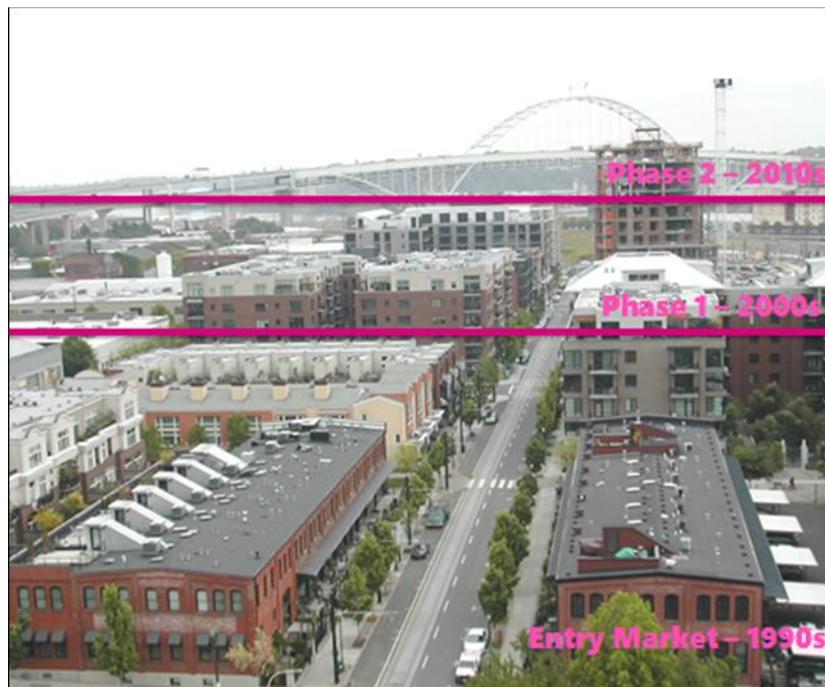
## Understand the Market

Development is a risky endeavor. The term “catalyst” development is rarely heard by a developer as an opportunity, but instead as the first project going into an untested market. Developers must make a return on investment (ROI) on a project; otherwise there is no reason to proceed.

Redevelopment of existing buildings is always the first form of investment in an area such as Park Avenue because it has the least risk to generate an ROI. Once these development pioneers begin to create energy and increased awareness of opportunity, additional investment will occur. Due to the improved environment and demand, eventually tenants will be willing to pay the necessary rents for residential and commercial spaces that will produce enough revenue for a developer to build new construction.

In addition, the type of construction will vary in cost. Early phases of two-to-three-story buildings and adaptive reuse is typical for entry market development. Eventually mid-rise projects of five stories with commercial on the ground floor will emerge. Finally, in more urban environments, high-rise construction will be built with proven rents and adequate amenity and transportation infrastructure to reduce the need to provide parking and other offsite costs. Figure 17 shows how this development phasing emerged in the Pearl District in Portland, Oregon.

**Figure 18: Incremental Phases of Infill Development**



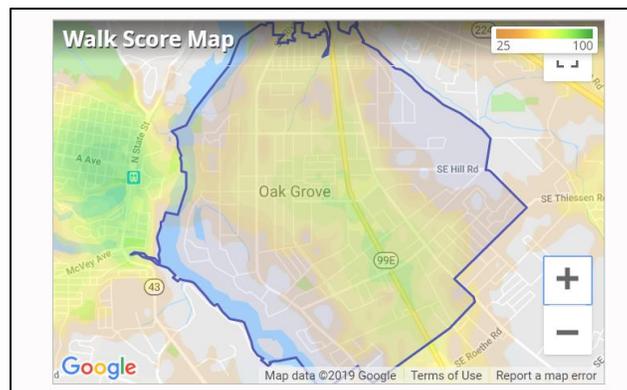
*Source: Google Maps, Bridge Economic Development*

## Walkability

Current market trends indicate that people of all ages desire access to an urban lifestyle with housing, restaurants, entertainment and retail within pedestrian proximity of each other. This urban lifestyle

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

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



Source: Walk Score

### Mitigating Displacement

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

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

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

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

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

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

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

## **C. GUIDING POLICIES**

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

### **Current Policies**

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

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

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

## Zoning Code

The properties fronting McLoughlin Boulevard are zoned General Commercial (C3). The standards pertaining to use, parking, and design have the following impacts.

The General Commercial zone allows most customary uses, such as restaurants, retail, offices, service stations, religious facilities, and schools. It also permits open spaces and multi-family dwellings of two-dwellings and larger. Rules directing built form require no minimum lot size or street frontage. Front setbacks must be between 15-20 feet; this setback requirement prohibits front site edge development and may impede efforts to create a pedestrian-friendly commercial and mixed-use environment. The zone has no height limits and no minimum floor-area-ratio. The lack of floor-area-ratio minimums may result in low-density development that doesn't support high activity, vibrant, and mixed-use centers along McLoughlin.

Clackamas County zoning requires a design review process<sup>15</sup> for development on all commercial and multi-family parcels. Regulations and standards associated with transportation, connectivity (pedestrian, bicycle and vehicles), landscaping, building orientation, solar access are applied for new and additional development. These regulations include special parking requirements for areas served by frequent transit (defined as at least 20-minute frequency and within ½ mile of light rail or ¼ mile of bus). The Park Avenue study area meets these frequent transit requirements and applies the Urban Zone A maximum parking requirements. Urban Zone A parking requirements place a lower maximum parking quantity as compared to urban areas not within the ½ mile or ¼ mile transit proximity area. (For example, Urban Zone A limits parking to 3.4 spaces maximum per 1,000 square feet of office, compared to 4.1 spaces maximum in other areas). Table 1015-1: Automobile Parking Space Requirements, provides more detail on parking minimums and maximums.

The requirements generally set no maximum parking ratio for residential; this creates the risk of oversupplying parking. Parking minimums for residential uses (1.25 parking spaces per one-bedroom multi-family, 1.5 parking spaces per two-bedroom multi-family, 1.75 per three or more bedroom multi-family) are not excessively high, but could be considered for slight reductions.

Parking requirements for commercial properties are specifically tied to use and establish minimums and maximums. These minimums and maximums are in-line with prevailing quantities for these types of uses in this type of environment. However, future redevelopment may seek strategies to reduce parking supply in favor of active transportation support and shared-parking methods.

Just outside the General Commercial zone, McLoughlin Boulevard is zoned primarily for Medium-Density Residential (MR-1). This zone allows multi-family dwellings of two or more units but prohibits most commercial uses. Multi-use developments and schools are a conditional use. Parks are permitted.

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<sup>15</sup> Design Review includes ZDO sections 1002, 1003, 1005, 1006, 1007, 1009, 1010, 1017 and 1021. It is appropriate to address these sections of the ZDO as existing standards and for amendment consideration in Phase 2.

The MR-1 zone requires 15-foot minimum setbacks. This is customary in such suburban locations to provide site privacy and to minimize building impacts on the street. However, it can lead to inefficiencies in building design and site use, which can impede project viability. The maximum density permitted in MR-1 is 18 dwellings per acre. This density appears to be higher than the prevailing existing density of built housing in this zone (currently a mix of small multi-family apartments and single-family homes), which suggests there is room to densify and add additional housing in this area. Residential uses in MR-1 are subject to the same parking requirements listed above.

The McLoughlin Area Plan (MAP) proposes a series of clustered and concentrated thriving centers that provide the focal point for the neighborhoods of the McLoughlin area, and the Comprehensive Plan calls for a “variety of living environments,” “alternatives for those who want alternatives to the single-family house and yard,” “lower-cost, energy efficient housing,” and “efficient use of land and public facilities.” The General Commercial and Medium-Density Residential zones can help provide such higher-density and mixed-use development, but may need reconsideration of parking requirements, setbacks, and other development standards that could be restricting such growth currently.

### **McLoughlin Area Plan (MAP)**

The original McLoughlin Area Plan Vision Framework was crafted in 2010 but was not formally adopted. In response to the process of preparing the Vision Framework, the business community came together to form the McLoughlin Area Business Alliance (MABA). Community members created a more concise six-page document, the Five Components of the McLoughlin Area Plan (MAP), which was approved by the Board of County Commissioners in 2016. The MAP Implementation Team (MAP-IT), including Community Planning Organization and MABA representatives, was created in 2012. Since then, MAP-IT, with the business and residential community, has partnered with community organizations to implement the following projects identified in MAP:

- Added street lights along the McLoughlin Corridor when business property owners along the corridor joined the street lighting district and agreed to pay property taxes to operate the lights;
- Organized a community-wide event on behalf of Special Olympics;
- Advocated for completing sidewalks along the corridor; and
- Are working with ODOT to install pedestrian cross-walks along the corridor.

MAP outlines specific projects to implement. However, the established vision and seven values may be interpreted differently by various parties due to the high-level nature of each value.

## Neighborhood Livability

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

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

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

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

## Outcomes

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

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

## Elements

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

## Diverse and Inclusive (Housing)

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

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

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

## Local Economy

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

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

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

## Green and Sustainable; Health and Safety

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

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

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

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

## Community Connections

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

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

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

## Access and Connectivity

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

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

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

## D. COMMUNITY ENGAGEMENT

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

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

## Champion

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

## Targeted Stakeholders

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

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

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

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

# ATTACHMENT A

## **Past Plans and Studies Related to the McLoughlin Boulevard Corridor, and McLoughlin / Park Avenue Intersection and Light-Rail Station**

The McLoughlin Corridor – McLoughlin Boulevard from the Gladstone city border to the south to the Milwaukie city border to the north – and the surrounding area has been the focus of a variety of studies and task forces over the years. Some key studies and recommendations are briefly summarized here.

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### **Park Avenue Station Area Planning Project / Neighborhood Plan, 2010-12**

*Purpose:* Adopt a Park Avenue Station Area Plan and supporting zoning ordinances to provide for diverse and thriving housing, commercial and economic opportunities in the area within one-half mile around the new light-rail station planned for the intersection of Park Avenue and McLoughlin Boulevard in unincorporated Oak Grove, just south of Milwaukie.

*Lead:* Clackamas County Planning & Zoning Division

*Result:* Recommendations for land use and transportation changes were developed on three major topics:

- Circulation plan
- Open space / street environment
- Urban design elements and frontages, and regulating plan / desired land use

The recommendations were submitted to the Clackamas County Planning Commission in late 2011 and the Board of Commissioners in early 2012. **There was strong community opposition and the plan was not adopted.**

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### **Re-Greening of Park Ave Park and Ride Metro Nature in Neighborhoods Grant, 2009**

*Purpose:* Metro grant of \$350,000 awarded in 2010 to help create the region's first sustainable, habitat-friendly park and ride station. Application proposal was to expand existing riparian forest, store water treatment in a nature system, and provide intensive planting and green features to the Tri-Met parking garage and surrounding landscaping.

*Lead:* Urban Green

*Partnerships:* TriMet (Fiscal Agent)

*Result:* Developed a habitat-friendly light rail station

- Received letters of support from Clackamas County Board of Commissioners, ODOT, NCPD, Oak Lodge Sanitary District and Oregon Speaker of the House of Representatives.
- Assembled strong community support and participation from Oak Grove, Jennings Lodge Park Avenue neighborhoods, business folks and community activists.
- Issued Metro Grant funds of \$350,000
- Acquired matching federal funds
- Expanded and restored habitat within the Courtney Creek and Kellogg Creek basin and created a significant habitat and ecosystem resource in the TriMet light rail Park Ave Station.
- Infused community values to protect and restore nature into the light rail project
- Created biodiversity within the neighborhood.

<https://www.oregonmetro.gov/news/nature-neighborhoods-grant-helps-oak-grove-residents-shape-sustainable-park-avenue-light-rail>

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**Tourism Development Task Force, 2008-09**

*Purpose:* Study issues related to tourism and make recommendations to the Board of County Commissioners to help ensure continued tourism development.

*Lead:* Clackamas County Tourism Department

*Result:* The task force made the following recommendations related to the McLoughlin area:

- Create a tour route along McLoughlin Boulevard, but do not preclude future light rail
- Develop enhanced street connections between McLoughlin Boulevard and the Willamette 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.

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**Trolley Trail Master Plan, 2002-04**

*Purpose:* Analyze and recommend a trail alignment, environmentally-sensitive trail design features, trail amenities, and safety and security measures for the six-mile trail corridor to guide the future development and safe use and operation of the Trolley Trail as a non-motorized recreational and commuter trail.

*Lead:* Clackamas County North Clackamas Parks & Recreation District

*Result:* Recommendations included the following:

- Develop five potential trailheads and 25 pedestrian access points from neighborhood roads
- Connect to community facilities including parks, schools, retirement communities and public transit
- Develop intersection improvements and safety and security features, including strategically-placed lighting and good definition between the trail and adjacent neighbors
- Construction of the six-mile Trolley Trail from Gladstone to Milwaukie on the east side of the Willamette River was completed 2012.

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**Portland-Milwaukie Light Rail Project: Locally Preferred Alternative Report, 2007-08**

*Purpose:* Analyze proposed station areas along the Southeast Portland, Milwaukie and North Clackamas County portions of the proposed Portland-Milwaukie light rail alignment.

*Lead:* TriMet (Tri-County Metropolitan Transit District of Oregon)

*Result:* The report included the following recommendations for transit improvements in the Portland-Milwaukie corridor:

- Develop a light rail station within the study area at Park Avenue
- Develop a park-and-ride station at Park Avenue with 1,000 parking spaces
- Redevelop and rehabilitate existing buildings, as streetscapes and pedestrian connections

The Portland-Milwaukie light rail line, known as the MAX Orange Line, opened in September 2015, with its southern terminus at the corner of Park Avenue and McLoughlin Boulevard in unincorporated Clackamas County. There is a park-and-ride across the street from the station, with a parking garage that holds approximately 40 cars and 100 bicycles.

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**McLoughlin Corridor Land Use and Transportation Study, 1998-99**

*Purpose:* Provide community-preferred design alternatives for the McLoughlin Corridor, including recommended cross-sections and other street design and transportation improvements, and recommendations related to zoning and land use.

*Lead:* Clackamas County

- Result: Key recommendations from the final, approved plan include the following:
- Develop continuous bike lanes, sidewalks, lighting, landscape buffers and elimination of on-street parking
  - Improve transit facilities and bus rapid transit
  - Evaluate suitability of an Urban Business Area Overlay as a means of addressing access management
  - Implement transit-oriented development standards while retaining existing zoning
  - Enforce the sign ordinance and encourage connections between parking lots

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### **Oak Grove Transportation Growth Management Plan Draft, 1994-95**

*Purpose:* Provide 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.

*Lead:* Clackamas County Department of Transportation & Development

*Result:* The plan included recommendations related to walkways and transportation, land use and redevelopment, and downtown design and revitalization, such as:

- Develop a trail on Portland Traction Company trolley line
- Provide sidewalks and transit stops on essential streets
- Revise local residential street standards, and new street and pedestrian / bike access-ways
- Create more compatible zoning in Oak Grove.

The plan did not receive community consensus and was never finally approved.