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Alternatives Analysis for Unincorporated North Clackamas County

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Alternatives Analysis

for

Unincorporated North Clackamas County

Completed: March 18, 1993

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INTRODUCTION

This document is the culmination of six months of work by Portland State University's Planning Workshop class. During the first three months, our work was focused on identifying the issues that are present in the study area, and they were compiled in an Issues Statement which was prepared in December of last year. This current document takes the issues one step further by proposing three separate alternatives for the study area:

1) No action
2) Regional emphasis
3) Neighborhood emphasis

The No action alternative does not contain specific policies, but rather, projects current conditions into the future and assumes a reactive rather than a proactive planning approach. This is clearly not the alternative that we are recommending, but rather, it is used as an example in order to emphasize our belief in the need for creative policies and actions for unincorporated North Clackamas County.

The Regional emphasis alternative focuses on the issues that will enhance and improve the study area's role as a leader in the region by highlighting specific policies targeted at economic development and transportation improvements.

The Neighborhood emphasis alternative focuses on livability issues and the policies that can be implemented in order to ensure that the study area evolves into a more attractive and amenable place for people to live and work.

Ultimately, this Alternatives Analysis is for the people who care about the future of unincorporated North Clackamas County with the hope that they will take this planning process even further. It is for them to decide which one of the alternatives best represents their vision of the future for this area. Additionally, they may find it appropriate to embrace elements found within each of the different scenarios.

Those of us who have participated in the preparation of this document sincerely hope that the people who have a vested interest in the study area pick up where we have left off. The challenge of preparing for the future is now up to you.
The public participation process of this study was done in two forms. The first was a questionnaire that asked individuals in the business community that surrounds Clackamas Town Center to highlight perceived issues and to state specific actions that could be taken to address those issues. Anticipating that some businesses were locally owned and operated, one thousand copies of the survey were sent out through the North Clackamas Chamber of Commerce. No statistical analysis of the responses was performed because the return rate was one percent. Yet, the information provided confirmation and insight to the issues analyzed in the “Issue Statement of Unincorporated North Clackamas County” and contact names to which invitations to a community workshop were extended.

The second piece of the public participation process was a community workshop that involved two business representatives, four representatives of local neighborhood associations, and a county planner. The goal was to specifically identify and expand on possible planned future scenarios for the area. More than this end was achieved, however, as the participants also helped to define current issues.

The issues that were discussed and mentioned most often within conversation of the workshop centered around transportation. Specifically, the issues of congestion, access and transit service were discussed in detail.

**Congestion**

While the business contingency of the workshop voiced appreciation of the traffic congestion because it represented the volume of sales that might be ingested in their shops, representatives of the neighborhood associations stated that they might as well head downtown to shop if they have to “deal with traffic.” The intersection at 82nd and Sunnyside/Harmony Road was identified as the worst congested intersection in the area. Traffic coming to and from the mall, traffic off of 82nd, and traffic coming off of and trying to access the ramps of I-205 all converges there. Residents expressed their feelings of displeasure while “sitting at the light.”

**Access**

Access to downtown Portland and to other areas of the metro area from North Clackamas County was another issue discussed at the workshop. Supporting the statements of those who in attendance at the workshop presented by the Portland State group, similar statements came from a workshop conducted by Tri-Met at Clackamas Town Center. It became clear that the residents wanted better, more frequent service from Tri-Met bus lines. Specifically, there was a stated desire for peak hour express service to downtown and to the airport. Timed scheduling that would coordinate with school times and school bus stops was also discussed.
Additionally, access within the study area was an issue that surfaced in the Portland State workshop. Residents stated, however, that they probably would not use public transit service to do shopping and run local errands. Instead, they suggested, that a grid street system be implemented instead of cul-de-sac development.

Other issues that were identified from the public workshop and the business survey included neighborhood integrity and livability; the lack of community spirit; the need for an industrial/manufacturing job base; the lack of local business ownership and operation; housing densities and housing affordability; parks and recreational opportunities; greenspaces; and the lack of a revised tax code and funding to support public works and public education.

Visions for Alternative Analysis

The visions and action statements that came out of the public workshop and from the business survey can be discussed in four categories: 1) transportation; 2) economic development; 3) housing densities; and 4) neighborhood and community livability. Spoken in general terms, the people of the area provided sound input from which more detailed scenarios, as put forth in this document, could be drawn.

Transportation

It was suggested that the future of transportation in the area should include better transit service. Access to the mall from various points in the Portland metro area via public transit, i.e. bus service and light rail, would help to reduce congestion. The notion of a “park and ride” located at the mall was thought to be one means to decreasing auto trips to downtown Portland. Also, the park and ride might serve double duty as a regional attraction that local businesses could feed from.

It was stated that I-205 could not be a more effective divider of the area as there are only three bridges across the freeway that connect the east and west sides. It was suggested that more bridges be built; that Causey Ave. and Monterey Ave. be continued across the freeway.

Economic Development

Issues about the retail dominance of the mall steered conversation around the area of economic development. It was suggested that local business take advantage of the attraction of the mall. Conversely, the importance of the mall was questioned when decentralization of retail shopping was mentioned. It was viewed that retail “chain” stores exhibit too much competition for locally owned specialty shops and hinder success for locally owned and operated businesses.

The need for more jobs in the area was expressed. Residents stated that some industrial based production complex would be beneficial to local residents as this type of work provides wages higher than those that are earned in the retail sector job base currently present in the area.
One specific site was identified as an area to target for an economic development plan. Residents felt that in an effort to curb the congestion and access problems on Sunnyside, a plan that would steer future development along Sunnyside would help reduce traffic problems.

**Housing Densities and Affordability**

Increasing the housing densities along King Road and 82nd was encouraged. Residents suggested that this would act as a sound and pollution buffer between the auto dominated major thoroughfares and the single-family residential areas. Density increases along Sunnyside, however, were discouraged deemed as an avenue to increasing the congestion problems that currently exist.

**Neighborhood and Community Livability**

When the word “community” was mentioned during the workshop session, the first statement was, “We need a place to meet as a community that holds about 200 people.” Adding to this, residents expressed a vision of a community recreational center that was easily accessible via pedestrian and bike paths lined with the natural greenery of the area. More overall attention to the pedestrian scale was discussed as a desired future, as well.
COOPERATIVE PLANNING EFFORTS

The implementation of the potential scenarios hinge on the cooperation between the City of Portland, the Lents Neighborhood Association Steering Committee and the Clackamas County planning department.

The following common threads with the Lents neighborhood illustrate the CTC area's overall regional connection. This workshop permits an opportunity to conduct a joint planning initiative between the Lents neighborhood and North Clackamas County. Several current issues and future scenarios are common to both planning areas.

Transportation

Traffic congestion is a problem for both areas along major arterials. SE Foster in Lents and Sunnyside Road in North Clackamas both suffer from auto congestion which create negative externalities for the entire region. Congestion would be reduced by the implementation of light rail transit and enhanced Tri-Met services. Increased mass transit connectivity in conjunction with a more pedestrian accessible environment would provide better intra-connectivity between these two neighborhoods.

Economic Development

In order to encourage the development of the transportation/industrial area, this region must provide large parcels of available land, an accessible transportation network, and a skilled, plentiful workforce. The Lents neighborhood would provide a much-needed labor pool, an invaluable asset in attracting economic development on the scale proposed. In addition, the Oregon Institute of Technology would provide training opportunities for the labor force in support of the regional transportation industries.

Eighty-Second Avenue provides a vital transit link for both the Lents neighborhood and the North Clackamas area. Any proposed economic development and/or transportation infrastructure planning will require cooperation from both neighborhoods.

Environmental

Pedestrian connectivity incorporating a greenway system will link both areas, thus, a dual planning review effort must take place to meet the needs of all community residents. Specifically, scenarios from both areas involve the implementation of the Johnson Creek Restoration Plan and a pedestrian pathway adjacent to the creek.
Housing
The northern section of the Clackamas area and the Lents neighborhood are characterized by similar housing stock and demographics. Their proximity mandates joint consideration of how planning policy affects the housing quality and affordability.

Crime
The social elements of crime know no boundaries. An increase in gang activity in the Lents area currently has adverse affects on the North Clackamas area as well. To address this problem, there is a strong need for ongoing cooperation between the City of Portland Police Department, neighborhood watch groups and the Sheriff's Department of Clackamas County.
NO ACTION ALTERNATIVE

INTRODUCTION

This scenario is based on the assumption that existing conditions and trends will continue largely unchecked. The future of this study area will be an extrapolation of current conditions. The concerns addressed in the Issue Statement will not be proactively planned for, but will instead be reacted to after problems occur. This scenario will be considered the baseline model from which the other two scenarios will be compared.

This alternative describes the likely future living environment for local residents without a more carefully targeted planning effort to address housing, neighborhood livability, transportation or economic development issues. The area will continue to evolve, as it has over the years, without a cohesive community vision, a sense of place, or attention to building scale and design.

Housing is expected to increase its single family orientation, consuming much of the remaining vacant lands dedicated for this purpose. Livability is likely to continue taking a back seat to commercial development of the area. Regional dominance can be expected to waiver, much like the Mall 205 area to the north of the CTC, regardless of transportation infrastructure investments. Capacity can be expected to be outstripped by demand on area roadways. Low density economic development will sprawl across the balance of available commercial lands, offering widely dispersed employment opportunities that are difficult to reach without an automobile.

Specific issues related to each of the topic areas are described as follows:

HOUSING

• The quality and condition of the housing stock west of 82nd Ave (to include sections of Overland Park) will continue to deteriorate.

• The shortage of vacant buildable land, exacerbated by low density, planned unit development patterns will result in study area build out within 15 years.

• Single family housing will be the dominant housing type. Study areas A, B and D currently average 78.5% single family residential.

• Moderate to severe housing shortages can be expected as a result of regional population increase.

• Area will be predominantly low density development. Infill development will be the alternative of choice in accommodating new growth.
LIVABILITY

• Aging population will continue to not be adequately served with services, such as senior centers, demand responsive transit service

• Auto domination on 82nd Ave, Sunnyside Rd, Harmony Rd will continue to get worse as demand continues to outpace increases in capacity

• Retrofitting pedestrian amenities in Overland Park and the west side neighborhoods will continue to be of low priority

• The areas status as a non-attainment area will worsen as air quality standards are not achieved. This is due in part to increased automobile dominance and dispersed, low intensity development patterns

• Level of parks & public spaces will be below currently accepted planning standards. There will also be a low degree of safe, pedestrian interconnectivity between recreational sites and residential uses.

• The aquatic center will be oriented to vehicular borne regional users. Pedestrian connectivity to adjoining neighborhoods will be nonexistent.

• Pedestrian environment will become increasingly hostile in the area surrounding the Clackamas Town Center.

REGIONAL DOMINANCE

• Increasing levels of congestion on Sunnyside Rd will be a deterrent to CTC's regional appeal. Traffic levels are projected to increase by more than 22% on Sunnyside Rd by 2010.

• Limited buildable lands will inhibit the expansion possibilities of current regional attractors and development of future regional facilities

• The areas identity will continue to be dominated by regional level facilities, continuing the trend towards neighborhood "place-less-ness".

• Light Rail Transit stations at Clackamas Town Center and Clackamas Promenade will further increase regional attractiveness. Increasing the number of pedestrians will place further pressure on already inadequate, or non-existent pedestrian amenities. However, these facilities potentially improve local residents accessibility to both CTC and the region.
• Expanding regional patronage can be expected to increase demand for public safety services, libraries, and recreational facilities. Responsibilities to provide these services could prove to be onerous.

• Continued Kaiser expansion will aggravate the congestion problem Sunnyside Rd faces

TRANSPORTATION

• Worsening congestion levels will decrease the road network’s efficiency and ultimate carrying capacity. Efforts to make I-205 an “intelligent” roadway may forestall this eventuality.

• Average Daily Trips (ADT) projected increases for 2010 are as follows:
  Sunnyside Rd. 22% increase
  122nd 116%
  Lawnfield 43%
  Mather Rd 400%

• Present road improvement projects will not adequately address requirements of the Transportation Rule to reduce VMT.

• Monterey overpass will increase east-west connectivity to minor extent. It is expected to have an average daily traffic counts of 16,000 by 2010. Overall east-west interconnectivity will continue to be inadequate, thereby furthering reliance on already congested area arterials.

• Sunnybrook extension will increase east-west capacity by allowing 21,000 (ADT). However, the intersection at Sunnyside Rd. and 122nd Ave. could be problematic as 57,000 ADT are expected along Sunnyside Rd near 122nd. The net result is a spreading out of congestion, not elimination of it.

• Low density character of the area will not efficiently support light rail transit service.

• Inadequate bus service in the eastern part of the study area will make area accessible primarily by auto travel

• Ridership for LRT will predominately be of the “park & ride” variety given poor internal pedestrian circulation in the study area.

• Difficulty in developing pedestrian ways and connections from use to use (residential to commercial). Limited pedestrian accessibility to retail & services restricts modal options.
ECONOMIC DEVELOPMENT

• 82nd Ave will continue to be under utilized.

• One story retail/commercial will remain the norm along 82nd Ave. This type of design tends to reinforce the current auto dominated character of the study area. This is due largely to the land intensive nature of this mode of development.

• Strip mall development can be expected to increase sprawl and dispersion of services, hampering multimodality, and minimizing efficient use of existing infrastructure.
REGIONAL EMPHASIS ALTERNATIVE

INTRODUCTION

We envision a regional emphasis alternative focusing on the transportation and economic development aspects of the area, which will make it one of the focal points in the region. The transportation and economic focus of this area will be not only the Portland metropolitan area, as it is today, but in addition will include the entire west coast.

Looking from 40 years in the future back through time to today, the basis of the regional emphasis is the transportation node at the Clackamas Town Center, where there is maximum accessibility. The node is served by high speed rail, light rail, standard buses, 'smart' demand responsive buses, bicycle and pedestrian paths. This concentric transportation ring draws people from up to 700 miles away. The auto, however, has been de-emphasized, by the scarcity, expense and inconvenience of parking. Congestion pricing has greatly reduced single occupant private automobile usage, particularly on freeways. As a result, commercial and transit vehicles are the most commonly seen vehicles on the street. Medium and high-rise infill structures housing commercial office and residential space have displaced much of the earlier surface parking lots. Within the CTC itself are a concentration of social and government services, as well as a variety of retail opportunities.

From the CTC node, there is excellent connectivity to the major employers in the area, such as the Kaiser Medical Center. Other transportation manufacturing and servicing industries have located in the area specifically because of the excellent accessibility. These larger industries also have spin off results, which cause several smaller related specialty businesses also to locate here. Some of the transportation related services might include a rail freight/switching yard or a telecommunications center. Cooperative job training efforts between OIT and these businesses have provided a skilled pool of workers. Many of these workers live within the confines of industrial campuses that emphasize the jobs/housing linkage. Other less skilled workers with lower paying jobs come from the more affordable Lents neighborhood in Portland.

Although transportation and economic development are the focus of this scenario, housing and livability issues are not ignored. In fact, both of these areas will benefit from the amount and diversity of people and facilities that a regional center attracts. As part of our vision for livability, several of the neighborhoods in the study area have developed a 'main street' concept. The regional scenario version of the idea emphasizes stores to attract nearby visitors from the CTC transit node, as well as retail primarily serving neighborhood residents. To preserve this 'main street' concept, traffic calming devices have been installed.
Housing of various types is built over store-retail space. Bike and pedestrian ways, besides providing greater connectivity, also add to the amount of local greenspace. The regional aquatic center is located within easy and safe walking distance of the CTC.

This is our vision of the Clackamas Town Center from the future looking back to today. The strength of the transportation network will make it one of the premier economic centers in the Pacific Northwest, as well as offering people a wide variety of lifestyle choices.
Regional Emphasis Land Use Map

LEGEND

- SINGLE FAMILY
- MULTI-FAMILY
- COMMERCIAL
- INDUSTRIAL
- PARK/OPEN SPACE
- MIXED USE

PREPARED BY
THE PORTLAND STATE UNIVERSITY
PLANNING WORKSHOP
1992-93
Neighborhood Emphasis Land Use Map

Legend:
- Yellow: Single Family
- Red: Multi-Family
- Pink: Neighborhood Commercial/Mixed-Use
- Dark Red: Commercial
- Gray: Industrial
- Light Green: Park/Open Space

Prepared by:
The Portland State University Planning Workshop
1992-93
TRANSPORTATION

The regional focus of the Clackamas Town Center will be insured by the existence of an effective transportation network. In order to be an effective network, the area will be served by a variety of transportation modes. Currently, the area is blessed with good freeway and road access, but there are already ominous signs of gridlock. To have a competitive advantage, there must be good connectivity at all transportation levels. High speed rail will provide a connection with other major centers on the west coast, light rail will provide a connection to locations throughout the metropolitan region, buses will connect to adjacent Eastside neighborhoods and pedestrian and bike paths will connect within the neighborhood. The road system will continue to be important, although geared more toward the needs of industrial and commercial users.

This hierarchy of transportation types would be focused in one centrally located node at the Clackamas Town Center for maximum accessibility. By having such a concentrated transportation node, surrounding land uses would become much more valuable and thus densely built up. This accessibility would also be the impetus for transportation manufacturing and service businesses to locate in the area. The existing medical service, educational and manufacturing locations will only be enhanced by the existence of this highly accessible node, and will be retrofitted to become regional and super-regional in focus.

GOAL: Enhance transportation accessibility and efficiency.

Objective: Decrease levels of auto congestion, reduce vehicle miles traveled, and increase transportation alternatives.

Strategies: construct Milwaukie Light Rail Transit (LRT) line and I-205, with a transit node at Clackamas Town Center.

• Provide Intelligent Highway Vehicle Systems and bus service to connect CTC transit node with surrounding neighborhoods.

• Provide for Bus, Pedestrian, and Bicycle interconnectivity through a system of pathways. These pathways connect with the CTC transit node as well as major employment centers and residential neighborhoods.

• Create jobs/housing linkages by allowing mixed used developments that combine residential and commercial uses.

implement neighborhood traffic management program to reduce speeding and traffic volumes.
Objective 1
Enhance transportation accessibility and efficiency

Create convenient transit connections linking suburban locations

Improve trip-chaining capacity:
retail,
services, and
leisure

Capitalize on transpo-tech innovations
as economic development opportunities for community
Objective 2
Provide alternatives to auto, translate rider needs into transit vehicle designs

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<th>Single Passenger Vehicle</th>
<th>Multi-Passenger Vehicle</th>
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<tr>
<td>on-demand service;</td>
<td>IVHS &quot;Smart Buses&quot; provide riders responsive service, similar to car;</td>
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<tr>
<td>cargo carrying capacity;</td>
<td>redesigned transit vehicles provide: cargo space and improved access for elders and transit disadvantaged;</td>
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<tr>
<td>multiple destinations</td>
<td>intermodal hubs dispatch downsized buses to multiple destinations, along many routes; and</td>
</tr>
<tr>
<td>via multiple routes; and</td>
<td>telecommunications and computer dispatch improvements assure transit passengers a seat.</td>
</tr>
<tr>
<td>guaranteed seating.</td>
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Travel advantages of auto added to redesigned future mass transit services

Create R&D and entrepreneurial means collateral with transport change

Fund demonstration projects with help from Congressional delegations
Objective 3.
Improve jobs and housing connectivity, decreasing vehicular congestion

Redefine existing zoning regulations for inclusion of housing and services in commercial and industrial zones

Create compact multi-purpose land uses: "new-century" industrial and housing campuses, and better use of lands in major retail centers.
Objective 4
Foster sustainable environment, encourage alternative transportation propulsion systems

Electric vehicles use half the energy of today's autos. They can cut emissions by as much as 50-98 percent.

Create new financing mechanism for transportation systems development and maintenance.

The state of California has legislated a time frame for introduction of motor vehicles which produce decreased or zero-vehicular emissions. Beginning in 1998, two percent of motor vehicle sales in the state must be zero-emissions vehicles. Because of the size of the California auto market; automakers will invest in development of propulsion systems which comply with the law. This will result in new cleaner cars on roadways nationwide. However with the advent of alternative propulsion systems and their dissemination elsewhere, the traditional means of financing road building --the gas tax, will be disconnected from vehicular use. A new financing mechanism will have to replace revenues lost to non-gasoline powered vehicles.
Objective: Develop CTC into a regional transportation hub.

Strategies:

- Implement parking caps to encourage alternate transportation modes. Revise development code to mandate maximum, rather than minimum, parking space requirements.

- Develop High Speed Rail (HSR) along I-205 with a station at CTC transit node. The line will link west coast population centers between Vancouver, BC and San Francisco, CA.

- Rezone strategic industrial areas to permit wide range of uses to support development and maintenance of regional transportation hub.

- Maintain and expand selected road links to facilitate commercial and industrial activities.

- Encourage the development of transportation manufacturing and servicing industries through cooperation between OIT, the North Clackamas Chamber of Commerce and Clackamas County in order to provide a local employment base for these industries.
ECONOMIC DEVELOPMENT

The Clackamas Town Center (CTC) has a rapidly expanding employment base and a diversity of regional strengths, that if encouraged, would ensure that this area becomes a regional center of economic development. The area has one of the strongest transportation systems in the metropolitan region through a highway system that connects with I-205, I-84, Hwy. 224, and the Gateway Transit Center. The area is also served by the Southern Pacific Railroad. In this scenario the assumption is made that there will be light rail service to the CTC by the year 2010, that the site will be chosen as part of the corridor for the Canada-California high speed rail line. The area has access to a large section of undeveloped and underdeveloped industrial land between Sunnyside Road and Highway 212; that if managed efficiently, would become a major high-tech employment generator for the eastern metro region. The area is anchored by regional commercial related activities and a regional medical facility. We believe that the keys to regionality are the transportation network and the area's economic diversity. We envision this area to be a major employment generator through its diversity, fueled by an educated, happy, competent work force from within the study area and from the eastern metro region with linkages to these employment generators by a sophisticated network of easy access transit alternatives. In return, services and goods would be transported from the area via well-designed highway, rail, transit, and telecommunication corridors.

GOAL: Encourage regional economic development supported by community resources.

Objective: Strengthen and protect the Industrial Preserve.

Strategies: *Complete suggested roadway improvements, such as extension of Hwy. 224 to Mather Road.
*Linkage of the CTC light rail stop with the Industrial preserve—encourage Tri-Met shuttle development.
*Consolidation of land parcels, including Camp Withycombe.

Objective: Strengthen and support regional retail capabilities.

Strategies: *Expand transit.
*Create a pedestrian "friendly" S. E. 82nd Avenue, Sunnyside Road, and Price Fuller Road.
• Encourage "similar" retail types, i.e. regional specialization.

Objective: Strengthen and preserve Kaiser Sunnyside as a regional medical facility.

Strategies
• Encourage Tri-Met to establish a light rail link to the facility.
• Promote office/commercial in immediate area for medical office space.

Objective: Encourage and support small business diversity.

Strategies
• Coordinate grants and loans through an economic development organization.
• Foster growth through a support of the business association network.
• Encourage integration of telecommunications throughout business community.
• Provide public/private development of medium-size convention and conference center.

Objective: Develop the potential of human resources.

Strategies
• Coordinate with K-level schools to better share resources in the wake of Measure 5 by forming a taskforce to best allocate resources including equipment and teachers.
• Form a taskforce to coordinate curricula with academia and business.
• Integrate curriculum of Oregon Institute of Technology (OIT) and Clackamas Community College (CCC) more closely with new technology and targeted industries.
• Use "Job Net" and related programs to place graduates and interns from OIT and CCC with job opportunities.
HOUSING

Sanitary, safe, and decent shelter is viewed as an unalienable right of all community residents. However, the ability of many residents to locate and secure adequate, affordable housing is limited. A lack of housing options is an on-going problem faced by low-income households and special needs populations. However, this problem is now afflicting more and more moderate and middle income households. Growing numbers of community residents are paying larger portions of their household income for a housing unit. Rapidly increasing housing costs coupled with stagnant or declining income has exacerbated this condition. Additionally, the growing inability of the public sector to finance housing assistance programs has left many families with few, viable options. The North Clackamas County area continues to experience population growth putting upward pressure on housing costs and effectively pricing many families out of the housing market. The local community, in conjunction with public and private agencies, needs to address the housing needs of current and future residents.

GOAL: Provide affordable housing and a diverse housing stock to meet the needs of both current and future community residents.

Objective: Create alternative housing types for all residents, including special needs populations, i.e. elderly, handicapped, very low and low income families.

Strategies:
- Create non-traditional housing arrangements, such as: co-housing, group quarters, cooperative living units; meeting the physical needs and demands of residents.
- Connect economic development and provision of special needs housing through rezoning, inclusionary zoning, exactions, and linkages.
- Increase alternative development funding sources through the formation of public/private ventures, community development corporations, and nonprofit housing entities. Foster community involvement in housing provision.
- Increase densities of housing units per acre to create affordable housing options. Incorporate minimum housing density requirements.
Objective: Incorporate construction industry changes to allow greater flexibility in the provision of quality housing for all community residents.

Strategies:
• Mandate construction industry regulation changes to permit affordable, new construction opportunities.
• Reevaluate publicly mandated building requirements affecting building codes, standards and processes.
• Mandate the increased use of technology intensive housing construction rather than labor intensive housing construction to reduce housing costs.

Objective: Provide special housing needs linkages, per American Disabilities Act requirements, providing housing opportunities in conjunction with the planned development of medical facilities, community service centers, and transit infrastructure.

Strategies:
• Create adequate accessibility for all community residents through development exactions and regulation.
• Regulate mandatory spatial location of special needs housing within convenient distances from community amenities.
• Develop community partnerships to foster service system responsibility and design services supportive of disadvantaged sectors of community.
• Incorporate employment/retraining programs for disabled workers in expanding transportation based industrial sector.
LIVABILITY

In the regional scenario, a 'Main Street' will exist along King Rd. There will be 2 to 3 story buildings with stores fronting the broad, tree lined sidewalk. The stores will contain neighborhood serving businesses, as well as specialty stores which will entice visitors from nearby Clackamas Town Center. The street will be narrowed with choker points so as to make it more pedestrian friendly and reduce the threat of speeding from autos. This narrowing also facilitates loading and unloading of the frequently occurring paratransit buses that connect this area with the larger multimodal transit hub at Clackamas Town Center.

The neighborhood is connected to a larger set of parks to the north and the south via an extensive set of bike/pedestrian ways running along 82nd Ave. and I-205. To the south, the trail leads along 82nd Ave., which has been converted into a tree lined boulevard. A pedestrian overpass connects the trail to Clackamas Town Center.

The Center has had a considerable amount of its parking lot filled in with pedestrian connective paths and with medium to high rise satellite towers containing retail, office and residential space. The Center itself has several medium to high rise towers rising out from the three base levels. Where the towers contain office, hotel, conference and residential space, the base floors contain retail and the 'community center'. The community center contains many different kinds of local, county and state social service agencies, including an extensive day care for children. Neighborhood organizations meet regularly in the community conference rooms. A special elevated moving walkway connects the 'community center' with the nearby Kaiser Sunnyside Medical Complex.

Another part of the parking lot infill is taken up with a multimodal transit center, which includes a light rail interchange between the Portland-Milwaukie lines and the I-205 line. Paratransit, demand responsive transit, regular bus and high speed rail services also come together at this location.

GOAL: Enhance the livability of the area.

Objective: Develop 'Main Street' concept along commercial/residential corridors.

Strategies: • Rezone to allow higher densities and mixed use along 'Main Street' corridors.

• Start 'Main Street' program which provides economic seed money for new businesses and organizes local businesses so they can coordinate private improvement efforts.
• Undertake traffic calming efforts to make the area more pedestrian friendly and connective with adjacent neighborhoods.

Objective: Build a neighborhood focus to reinvigorate the sense of 'community'.

Strategies: • Encourage formation of neighborhood organizations which are active participants in all local planning efforts.
• Allow use of community meeting rooms in the Clackamas Town Center.
• Encourage neighborhood groups to maintain and monitor neighborhood 'pocket parks'.

Objective: Provide 'one stop service' by developing a transit accessible central community service center.

Strategies: • Coordinate between public agencies, non-profit agencies and the owners of the Clackamas Town Center to provide space for concentrated social services.
• Ensure an ongoing commitment from Tri-Met to maintain transit a focus in the area with paratransit, demand responsive transit, bus and light rail services.

Objective: Devote adequate resources to develop a system of open spaces and parks with pedestrian connectivity throughout.

Strategies: • Convert vacant land through government eminent domain powers for conversion into neighborhood 'pocket parks'.
• Purchase right-of-way for bike and pedestrian trail system through use of multi-modal discretionary funding available through ISTEA.
The four topic areas for this scenario are livability, transportation, affordable housing, and economic development. Within this scenario, the emphasis is to be placed upon the notion of livability. Regional forces within the study area have been impacting the residents of the neighborhoods surrounding (and especially to the west of) the Clackamas Town Center for over a decade and perhaps longer. As this area has grown as a focus of regional activity, the concept of community has decayed. Our plan calls for a renewal of community cohesiveness and small-town charm in order to reverse this trend. All of the elements of this plan are in some way dependent upon one another in order to achieve the neighborhood vision that our plan calls for. Therefore, although livability is seen as the centerpiece of this scenario, the transportation, affordable housing, and economic development elements will play key roles.

Livability issues have been addressed by identifying specific neighborhood-oriented elements that are currently lacking in the study area. The most basic element of any tightly-knit community is a community center which houses a variety of functions and services that neighborhood residents rely upon. We feel that this community center should be located along a "main street" within the study area. The strength of the neighborhood can be reinforced by providing jobs and commercial activity within the residential areas. This will address mounting transportation (i.e. auto traffic) concerns and will provide for safer streets since residents will have an increased likelihood of knowing one another through informal and spontaneous social interaction on the street. More eyes on the streets means safer communities. In this scenario, livability means paying close attention to people - and this means providing a sense of scale and proportion, both in design of buildings and the transportation network, that is in harmony with human beings.

The neighborhoods in our study area currently suffer from the negative effects associated with an auto-dominated transportation network. Pedestrian and bicycle travel is both inconvenient and unsafe because of high volumes of traffic and land uses oriented to the automobile. Residential densities should be increased in order to encourage Tri-Met to upgrade its transit service. Additionally, better and safer pedestrian linkages to transit routes will also promote transit as an alternative to the automobile.

Promoting the neighborhood concept is implicit within Oregon's Transportation Planning Rule which calls for a reduction in vehicle miles traveled per capita and a reduction in parking spaces. By providing the goods
and services that people need at key locations within the community, neighborhood residents will be encouraged to find alternatives to the automobile. Additionally, it will be possible to reduce the amount of a development that is devoted to parking if a commercial development serves the surrounding neighborhood.

It was stated in the Issues Statement that the automobile accounts for over 95% of all trips in our study area. By implementing the strategies discussed below, it is reasonable to believe that in the long-term, the automobile could account for less than 75% of all trips.

As a corollary to the goal of reducing automobile usage, it is important to point out that the majority of mass transit users tend to be people who don't own cars. Therefore, there is a clear link between the availability of affordable housing and mass transit usage. Again, it must be emphasized how interrelated the various components of this plan really are. Strategies are discussed below for providing affordable housing and implementation of them is integral for the success of this plan.

In the following pages are the suggestions that we make with regard to achieving a sense of community in a place where community seems to mean going to the shopping mall to see your neighbor. It is our desire to create a place where one can see his or her neighbor at the local park, at the community center, on the way to the corner market, or working at a nearby place of employment. Though this plan may seem complex, it is simply a return to the basics of everyday neighborhood life.
LIVABILITY

The issue of livability is perhaps the most pressing concern to the residents of any neighborhood. As growth is focused around the Clackamas Town Center, the neighborhoods surrounding it will feel various forces that will impact upon their livability. The objectives and strategies discussed below address the issue of recapturing a sense of community and small-town character and charm that once existed here. The key features of our plan include a community center, a "main street", public open spaces, historic preservation, design review, and a reduction of existing levels of crime. Taken together, these elements have the possibility of creating a very safe, friendly, and attractive community, even in the face of mounting regional growth pressures.

GOAL: Enhance the quality of life for residents by incorporating the positive elements of a small town, including parks and recreation, a community center and other localized amenities.

Objective: Create a community center and pocket park within "main street" which will serve neighborhood needs.

Strategies: • Provide neighborhood-oriented services in the community center, such as:
  -day care facility
  -senior center
  -rooms for community meetings
  -after school activities
  -library
  -post office
  -transit center
  -continuing education and evening recreation

Objective: Integrate open space and natural areas with the built environment.

Strategies: • Provide connectivity to neighborhood parks and other amenities with sidewalks & bikeways.
  -Use CDBG funds to construct sidewalks and playgrounds in Overland Park.

  • Plant street trees in areas where they are currently lacking.

  • Use federal and state programs such as the Oregon Youth Conservation Commission to begin construction of trails linking
significant natural areas including Mt. Talbert, Johnson Creek, Mt. Scott, and the Aquatics Center.

Objective: Ensure that all residents live within 1/2 mile of a park or open space of at least one acre in size.

Strategies:
- Require impact fees on all new developments to pay for the provision of public open space.
- Identify vacant lots in residential neighborhoods as a means of inexpensively providing informal play areas.
- Work with property owners adjoining Johnson Creek to create easements which would provide public access to the creek.
- Develop community gardens where they will also serve the function of a casual gathering place.

Objective: Reduce existing levels of crime.

Strategies:
- Create a neighborhood block-watch program.
- Work with Clackamas County Sheriff's Office to implement a community policing program.
- Ensure that minimum standards for street lighting are met for every block within the study area.

Objective: Implement existing design review standards that reflect a neighborhood scale.

Strategies:
- Resubmit the existing Design Review Standards for adoption by the Clackamas County Commissioners.
- Implement and enforce these standards using CDBG funds and other state and county finance mechanisms.

Objective: Improve the visual and historic integrity in existing commercial areas.

Strategies:
- Work with the Oregon Downtown Development Association to address the stated objective.
*Identify historic buildings and work with their owners in an effort to restore their original historic character.

*Apply for a grant with the Lents Neighborhood Association to hire a manager for 82nd Ave. and its adjoining neighborhood commercial districts.
Before: Existing commercial area at future transit station site.

After: Housing and mixed-use buildings at transit station.

Before: Residential area 3 to 4 blocks from future transit station.

After: More housing.

Before: Residential area 5 blocks from future transit station.

After: Increased housing designed to merge smoothly with existing neighborhood.
Before: Storefront commercial.

After: Housing, pedestrian, and transit amenities added.

Before: Storefront commercial street (on left) — view along side street.

After: Housing above storefront "steps down" to existing homes.
TRANSPORTATION

The issue of transportation continues to plague both the commercial and residential areas within our study area. Making improvements to the transportation network that address non-auto modes of transportation will be a key factor in creating communities that have a neighborhood orientation. The improvements that we are suggesting reflect a human scale where walking and riding a bicycle will be made safer and more convenient. Redesigning the road network will be another very important approach that we suggest. Taken together, the objectives and strategies discussed below will complement our goal for increasing livability in the study area.

GOAL: Encourage increased pedestrian activity and mass transit usage through alternative land uses and transportation improvements.

Objective: Encourage land use patterns that address various modes of transportation.

Strategies:
- Improve pedestrian pathways between and within developments connecting to parks, schools and services.
  - construct new and/or improved sidewalks.
  - widen sidewalks in commercial areas where shops front the sidewalks.
- Implement neo-traditional design elements.
  - construct narrower local streets in new developments.
  - apply traffic calming techniques in existing areas.
  - plant street trees along arterials to provide a buffer between sidewalks and streets.
- Construct bike lanes and designated bike-routes.

Objective: Create transportation improvements which provide safer and more convenient access for area residents.

Strategies:
- Create a gridded street network to the west of I-205 by making the following changes:
  - Create a frontage road along I-205 equivalent to 90th St. connecting from Otty Rd. to Sunnyside Rd.
  - Complete Price-Fuller Rd. between I-205 and Harmony Rd.
- Connect Monterey overpass to Sunnyside Rd. at Stevens Rd., to the east of I-205.

* Install traffic signals every 1/4 mile along 82nd and lengthen signal timing on lights crossing 82nd to provide safer passage for pedestrians.

**Objective:** Use design standards which encourage non-auto modes of transportation.

**Strategies:**
- Orient buildings toward transit stops.
- Bring buildings closer to the streets by removing parking lots that front buildings.
  - add on-street parking along 82nd and “main street”.
  - locate parking lots behind buildings.

**Objective:** Increase transit ridership to and from the study area.

**Strategies:**
- Build park and ride lots adjacent to light rail stops.
  - Require residential developments within 1/4 mile of light rail stations to be at least forty units per acre.
  - Encourage cooperation between Tri-Met, Clackamas County, and high-tech companies to create and implement a system for demand responsive transit.
AFFORDABLE HOUSING

Within our study reside people of all income levels. Maintaining that type of diversity will be one of the keys to implementing this plan. Without provisions for maintaining affordable housing, the likelihood of achieving our desired neighborhood-oriented vision will be in jeopardy. Several zoning guidelines and land-use concepts have been suggested to aid in the continued availability of affordable housing. In the Issues Analysis, Overland Park was identified as a location of much of the area's affordable housing. It is our goal to maintain the housing stock in that area and provide infill opportunities in Overland Park and the Sunnyside Road area to meet the needs of the study area's lowest income residents.

GOAL: Ensure that there is an adequate provision of affordable housing available to people of all income groups.

Objective: Use regulatory measures to achieve a housing supply that ensures that the lowest income groups will not spend more than 30% of their monthly income on rent.

Strategies:
- Implement zoning policies for new developments, including:
  - zero-lot lines
  - mixture of lot sizes
  - require that a minimum of 10% of the units in new developments be multi-family.

Objective: Create more opportunities for infill development.

Strategies:
- Upzone to allow for higher residential densities along arterials and collectors.
  - Create a community development corporation for the purpose of acquiring vacant and inexpensive properties upon which low-income housing units will be constructed.

Objective: Incorporate mixed-use developments in neighborhood commercial districts.

Strategies:
- Identify buildings and properties which have mixed-use potential.
• Identify developers who have a proven track record constructing these types of projects.

• Work with these developers to design the concept and acquire funding for it.
ECONOMIC DEVELOPMENT

Continuing with the neighborhood concept, this plan calls for various changes of the commercial environment within the study area that will affect the livability of its neighborhoods. Specifically, our plan calls for increased commercial activity that is located within the neighborhoods and provides the residents with the basic needs of daily life. In addition, it is felt that creating a better jobs/housing balance will also add to the livability of the neighborhoods within the study area. By creating programs that encourage residents to work within their own communities it is felt that livability will increase as residents interact with one another on both a professional level during the workday and a casual level in the evening. This idea, linked with increased neighborhood-oriented commercial activity within the neighborhoods, will strengthen the bond of the area's residents and add to the livability of the community.

GOAL: Redirect commercial activity so that it is oriented to the specific needs of the community and provides jobs for the area's residents.

Objective: Encourage neighborhood oriented small businesses and identify streets and locations where they would be viable.

Strategies:

* Work with financial institutions to create SBA loans.

* Zone for neighborhood oriented businesses which will meet the needs of the community, allowing for such businesses as:
  - laundromat, five and dime, bakery, pharmacy, hardware store.

* Develop a "main-street" along one of the following streets: Price-Fuller Rd., King Rd., 90th St. (proposed), 82nd St.

Objective: Focus on attracting future industrial development which draws upon the employment base of the local residents.

Strategies:

* Conduct a skills inventory of the local population.

* Recruit businesses with an interest in hiring local residents.

* Work with Chamber of Commerce & OIT to link skills to jobs.