



Metro | Agenda

MEETING: METRO COUNCIL WORK SESSION
DATE: May 4, 2010
DAY: Tuesday
TIME: 1:00 PM
PLACE: Metro Council Chamber

CALL TO ORDER AND ROLL CALL

- | | | |
|----------------|-----------|--|
| 1:00 PM | 1. | DISCUSSION OF AGENDA FOR COUNCIL REGULAR MEETING,
[May 6, 2010]/ADMINISTRATIVE/CHIEF OPERATING OFFICER
COMMUNICATIONS |
| 1:15 PM | 2. | MGP: 2040 CONCEPT MAP BRIEFING |
| 2:00 PM | 3. | BREAK |
| 2:05PM | 4. | MGP: FOCUSING DEVELOPMENT ON CENTERS & CORRIDORS
Benner/Oeser |
| 2:35PM | 5. | MGP: CENTERS AND CORRIDORS |
| 3:20 PM | 6. | COUNCIL BRIEFINGS/COMMUNICATION |

ADJOURN

METRO COUNCIL

Work Session Worksheet

Presentation Date: May 4, 2010 _ Time: 1:00 Length: 1 hr

Presentation Title: Making the Greatest Place - 2040 Growth Concept Map update and Title 6 changes

Service, Office, or Center: Planning and Development Department

Presenters (include phone number/extension and alternative contact information):

Sherry Oeser, Dick Benner, Chris Deffebach, and Hillsboro, Happy Valley, Cornelius and Tigard staff

ISSUE & BACKGROUND

The 2040 Growth Concept Map illustrates the growth management vision for the region with center, corridor, station area, employment area designations. It was adopted by the Metro Council in 1996, with support from MPAC. Changes to this map are subject to action by the Metro Council, consistent with adopted policies in the Regional Framework Plan and Functional Plan. The map has been updated twice for changes in center locations or designations and updated to reflect the addition of new rail lines and other infrastructure.

Hillsboro, Happy Valley and Cornelius City Councils have indicated an interest in changing their center location or designation to better align with their aspirations on the 2040 Growth Concept Map. At the May 4 Council Work Session, staff from these jurisdictions will describe their proposals, why they want the change and how the change relates to adopted policies. To assist local jurisdictions in preparing their requests, we have summarized the information needed in the form of an application or guidance, attached.

Council is scheduled to consider these changes as part of the capacity ordinance in December 2010. This map update will also reflect the location of new rail lines and station areas that have been built or are proposed in the Regional Transportation Plan. Changes adopted by the Council in June regarding urban and rural reserve locations will be reflected on the 2040 Growth Concept Map.

Our schedule calls for similar presentations by local jurisdiction staff to MTAC and MPAC in June and a staff recommendation later in the summer as part of the Chief Operating Officer's recommendation for the capacity ordinance. In the fall, Council will have additional opportunity for public input and discussion regarding the center changes during consideration of the COO recommendations on the capacity ordinance.

Changes to Title 6 of the Functional Plan, which gives jurisdictions directions regarding centers, is also scheduled for inclusion in the capacity ordinance. Existing and new centers would be subject to changes in Title 6, Metro staff will review the draft Title 6 changes and outline options as part of the May 4 work session.

In addition, Tigard City Council has indicated an interest in greatly increasing the size of their center by adjusting the boundaries of their existing Town Center. Though this change is not subject to Metro Council action, staff has invited Tigard staff to update the council of these changes because of the significance for the growth vision in the area and the capacity calculations.

OPTIONS AVAILABLE

- Councilors can use the information presented today to inform their decisions in December 2010 to change none, some or all of the centers as requested on the 2040 map in the capacity ordinance.
- Councilors may request additional information from local jurisdictions about their center plans to support their considerations.
- Councilors may modify or clarify framework or functional plan policies regarding centers, corridors and main streets.

IMPLICATIONS AND SUGGESTIONS

Changes to the functional plan and framework plan as well as the 2040 Growth Concept map affect the regional and local investment priorities and the employment and residential capacity calculations within the region.

QUESTION(S) PRESENTED FOR CONSIDERATION

- What additional information do you want regarding the center changes and the 2040 growth concept map update?
- What direction do you want to give staff in drafting the Title 6 changes?

LEGISLATION WOULD BE REQUIRED FOR COUNCIL ACTION __Yes __xNo
DRAFT IS ATTACHED __Yes __xNo



2040 Growth Concept Map
Changing Center Designations: Guidance for local jurisdiction requests
4/12/2010

1. Background

- Describe what your jurisdiction wants to change (i.e., regional center to town center or location).
- Describe why your jurisdiction is requesting this change, including how the change fits into your comprehensive plans and aspirations for the center.
- In your own words, describe how this new center will perform and how it will be different from what exists today.

2. Consistency with Existing Metro Regional Framework Policies

- Describe how the proposed change will meet the expectations of a center as derived from Regional Framework Plan Policies. Please include the extent the proposed center meets these expectations today as well as how it will meet expectations with your additional investments and actions.
- For a Regional Center, these expectations include:
 - The center is accessible to hundreds of thousands of people.
 - The area is zoned for a mix of housing types to provide housing choices.
 - The city has adopted a strategy of actions and investments to enhance the proposed center.
 - The area is served by high-capacity transit (HCT) or is proposed for HCT in the 2035 Regional Transportation Plan (RTP) and meets or is planned to meet the transit system design standards proposed in the RTP.
 - The area is zoned to allow the number of residents and employees needed to support HCT.
 - The city has, or has adopted a plan for, a multi-modal street system that meets or will meet connectivity standards in the Regional Transportation Plan.
 - The city has adopted a strategy that calls for actions and investments to meet the non-SOV modal targets in the RTP.
 - The city has a parking management program consistent with that proposed in the RTP.
- For a Town Center, these expectations include:
 - The proposed center is accessible to tens of thousands of people.
 - The area is zoned for a mix of uses that makes, or will make the center walkable.
 - The city has adopted a strategy of actions and investments to enhance the proposed center.
 - The area is served by public transit.
 - The city has, or has adopted a plan for, a multi-modal street system that meets or will meet connectivity standards in the Regional Transportation Plan

3. Additional Considerations

- How would a center change detract from or support other nearby centers to serve as the center of urban life and market area for a regional center or town center?
- If there are multiple regional and town centers located within your jurisdiction, describe how you will prioritize and focus development efforts among them.
- Recognizing that zoning alone will not achieve the kind of vibrant and active centers envisioned by the 2040 Growth Concept, describe your jurisdiction's plans for promoting development through partnerships, incentives, investments and other actions.
- What kind of market analysis has your jurisdiction completed that indicates that the planned development you have planned will support the level of activity you envision for your center.

DRAFT 7
April 23, 2010

Exhibit K of Ordinance No. 10-XXXX

TITLE 6: CENTERS, CORRIDORS AND STATION COMMUNITIES

3.07.610 Purpose

The Regional Framework Plan (RFP) identifies Centers, Corridors, Main Streets and Station Communities throughout the region and recognizes them as the principal centers of urban life in the region. Title 6 calls for actions and investments by cities and counties, complemented by regional investments, to enhance this role. For purposes of Title 6:

- A. The term "amenities" means the land uses listed in State of the Centers: Investing in Our Communities", January, 2009;
- B. A regional investment is any investment, by Metro or subject to Metro's approval, in a new high-capacity transit line or greater than \$1 million;
- C. The term "Center" includes the Central City, Regional Centers and Town Centers; and
- D. The term "civic uses" includes government offices open to and serving the general public, such as libraries and city halls, and schools.

3.07.620 Actions and Investments in Centers, Corridors and Station Communities

- A. In order to be eligible for a regional investment in a Center, Corridor or Station Community, or a portion thereof, a city or county shall take the following actions:
 - 1. Establish a boundary for the designation or portion thereof pursuant to subsection B;
 - 2. Except for a Station Community in an area shown as Industrial Area or Regionally Significant Industrial Area in Title 4, perform a diagnosis of the Center, Corridor or Station Community, or portion thereof, pursuant to subsection C; and
 - 3. Except for a Station Community in an area shown as Industrial Area or Regionally Significant Industrial Area

in Title 4, adopt a plan of actions and investments to enhance the Center, Corridor or Station Community, or portion thereof, pursuant to subsection D.

B. The boundary of a Center, Corridor or Station Community, or portion thereof, shall:

1. Be consistent with the general location shown in the RFP except, for a proposed new Station Community, be consistent with Metro's land use final order (LUFO) for a light rail transit project;
2. For a Corridor with existing high-capacity transit service, include at least those segments of the Corridor that pass through a Regional Center or Town Center;
3. For a Corridor designated for future high-capacity transit in the Regional Transportation Plan (RTP), include the area identified during the system expansion planning process in the ~~Regional High Capacity Transit System Plan~~ RTP; and
4. Be adopted and may be revised by the city council or county board of commissioners following notice of the proposed boundary action to the Oregon Department of Transportation and Metro in the manner set forth in subsection A of section 3.07.820.

C. A diagnosis of a Center, Corridor or Station Community, or portion thereof, shall analyze the following:

1. Physical and market conditions in the area;
2. Physical and regulatory barriers to mixed-use, pedestrian-friendly and transit-supportive development in the area;
3. The city or county development code that applies to the area to determine how the code might be revised to encourage mixed-use, pedestrian-friendly and transit-supportive development; and
4. Existing and potential incentives to encourage mixed-use pedestrian-friendly and transit-supportive development in the area.

- D. A plan of actions and investments to enhance the Center, Corridor or Station Community shall consider the diagnosis completed under subsection C and include at least the following elements:
1. Actions to eliminate, overcome or reduce regulatory and other barriers to mixed-use, pedestrian-friendly development;
 2. Revisions to its comprehensive plan and land use regulations, if necessary, to allow:
 - i. In Regional Centers, ~~and~~ Town Centers and Station Communities, a mix of uses, including civic uses and amenities, and the intensity of uses sufficient to support public transportation at the level prescribed in the RTP, and the number of residents and workers prescribed for successful Centers in the RFP; and
 - ii. In Corridors and those Station Communities in areas shown as Industrial Area or Regionally Significant Industrial Area in Title 4, a mix and intensity of uses sufficient to support public transportation at the level ~~of public transportation~~ prescribed in the RTP; and
 - ~~iii. In other Station Communities, a mix and intensity of uses sufficient to support high capacity public transit; and~~
 3. Public investments and incentives to support mixed-use pedestrian-friendly and transit-supportive development; and
 4. A plan to achieve the non-SOV mode share targets adopted by the city or county pursuant to section 3.08.230 of the Regional Transportation Functional Plan (RTFP) that includes:
 - i. The transportation system designs for streets, transit, bicycles and pedestrians consistent with Title 1 of the RTFP;
 - ii. A transportation system or demand management plan consistent with section 3.08.160 of the RTFP; and
 - iii. A parking management program consistent with section 3.08.410 of the RTFP.

E. A city or county that has completed all or some of the requirements of subsections B, C and D may seek recognition of that compliance from Metro by written request to the Chief Operating Officer (COO).

F. Compliance with the requirements of this section ~~are~~is not a prerequisite to:

1. ~~Investments~~ Investments in Centers, Corridor or Station Communities that are not regional investments; and

2. Investments in areas other than Centers, Corridors and Station Communities.

3.07.630 Eligibility Actions for Lower Mobility ~~Standards~~ and Trip Generation Rates

A. A city or county is eligible to use the lower volume-to-capacity ~~ratios~~standards in Table 7 of the 1999 Oregon Highway Plan when considering an amendment to its comprehensive plan or land use regulations in a Center, Corridor or Station Community, or portion thereof, if it has taken the following actions:

1. Established a boundary pursuant to subsection B of section 3.07.620; and
2. Adopted land use regulations to allow a mix of uses, including civic uses and amenities and the number of residents and workers prescribed for successful Centers, Corridors and Station Communities in the RFP.

B. A city or county is eligible for an automatic reduction of 30 percent below the vehicular trip generation rates recommended by the Institute of Traffic Engineers when analyzing the traffic impacts, pursuant to OAR 660-012-0060, of a plan amendment in a Center, Corridor, Main Street or Station Community, or portion thereof, if it has taken the following actions:

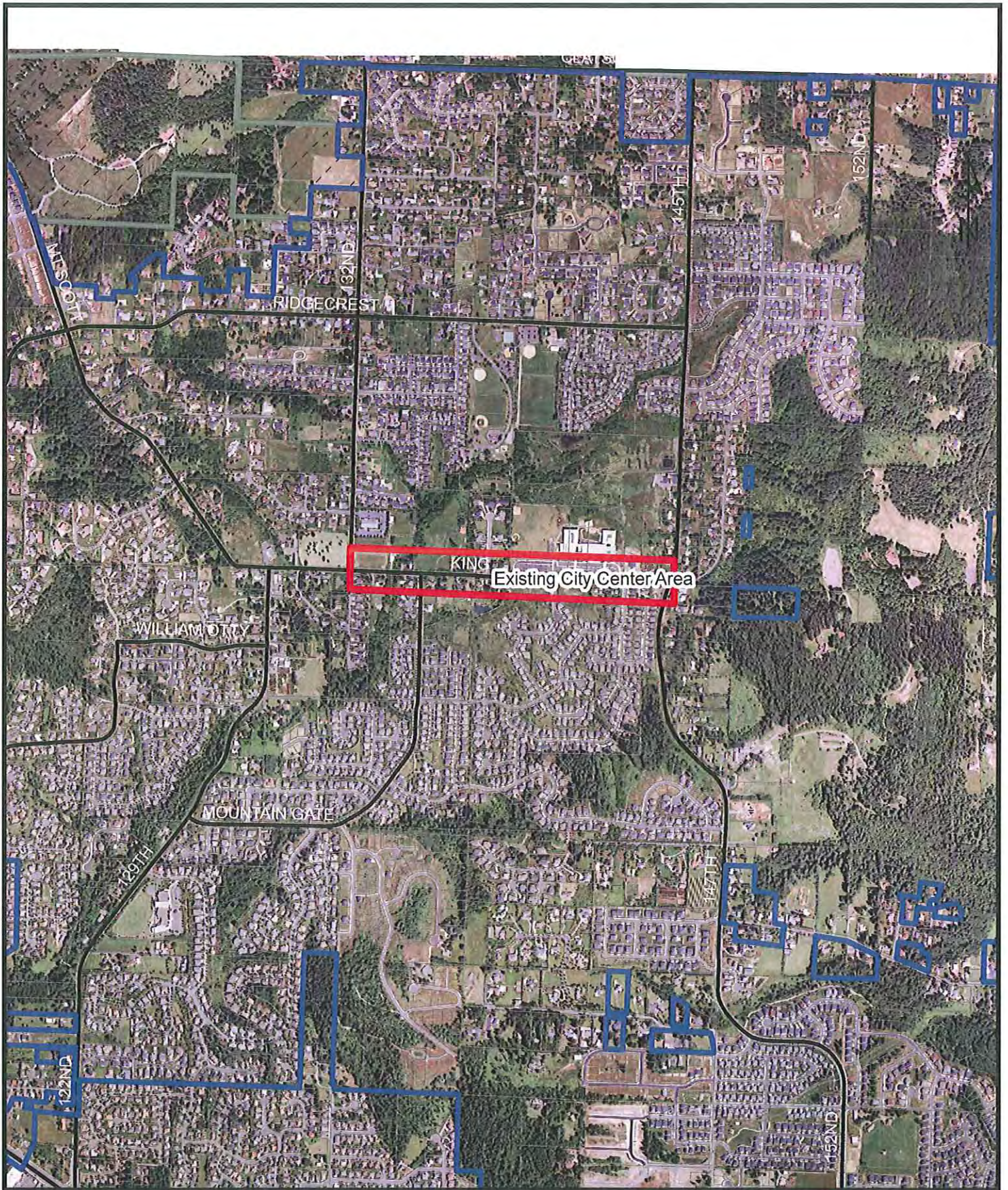
1. Established a boundary pursuant to subsection B of section 3.07.620;
2. Revised its comprehensive plan and land use regulations, if necessary, to allow a mix of uses, including civic uses and amenities, the intensity of uses sufficient to



support public transportation at the level prescribed in the RTP, and the number of residents and workers prescribed for successful Centers, Corridors, Station Communities and Main Streets in the RFP; and

3. A plan to achieve the non-SOV mode share targets adopted by the city or county pursuant to section 3.08.230 of the Regional Transportation Functional Plan (RTFP) that includes:
 - i. Transportation system designs for streets, transit, bicycles and pedestrians consistent with Title 1 of the RTFP;
 - ii. A transportation system or demand management plan consistent with section 3.08.160 of the RTFP; and
 - iii. A parking management program consistent with section 3.08.410 of the RTFP.

3.07.640 Centers, Corridors and Station Communities Map

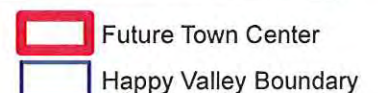
- A. The Centers, Corridors and Station Communities Map is incorporated in the title and is Metro's official depiction of the boundaries of Centers, Corridors and Station Communities. The map shows the boundaries established pursuant to section 3.07.620 and boundaries established prior to January 1, 2011. Until a local government has established a boundary by action of its elected officials, the Centers, Corridors and Station Communities Map will depict boundaries based upon the best available information from cities and counties.
- B. A city or county may revise the boundary of a Center, Corridor or Station Community so long as the boundary is consistent with the general location on the 2040 Growth Concept Map in the RFP. The city or county shall provide notice of its proposed revision as prescribed in section 3.07.620B.
- C. The COO shall revise the Centers, Corridors and Station Communities Map by order to conform the map to establishment or revision of a boundary under this title.

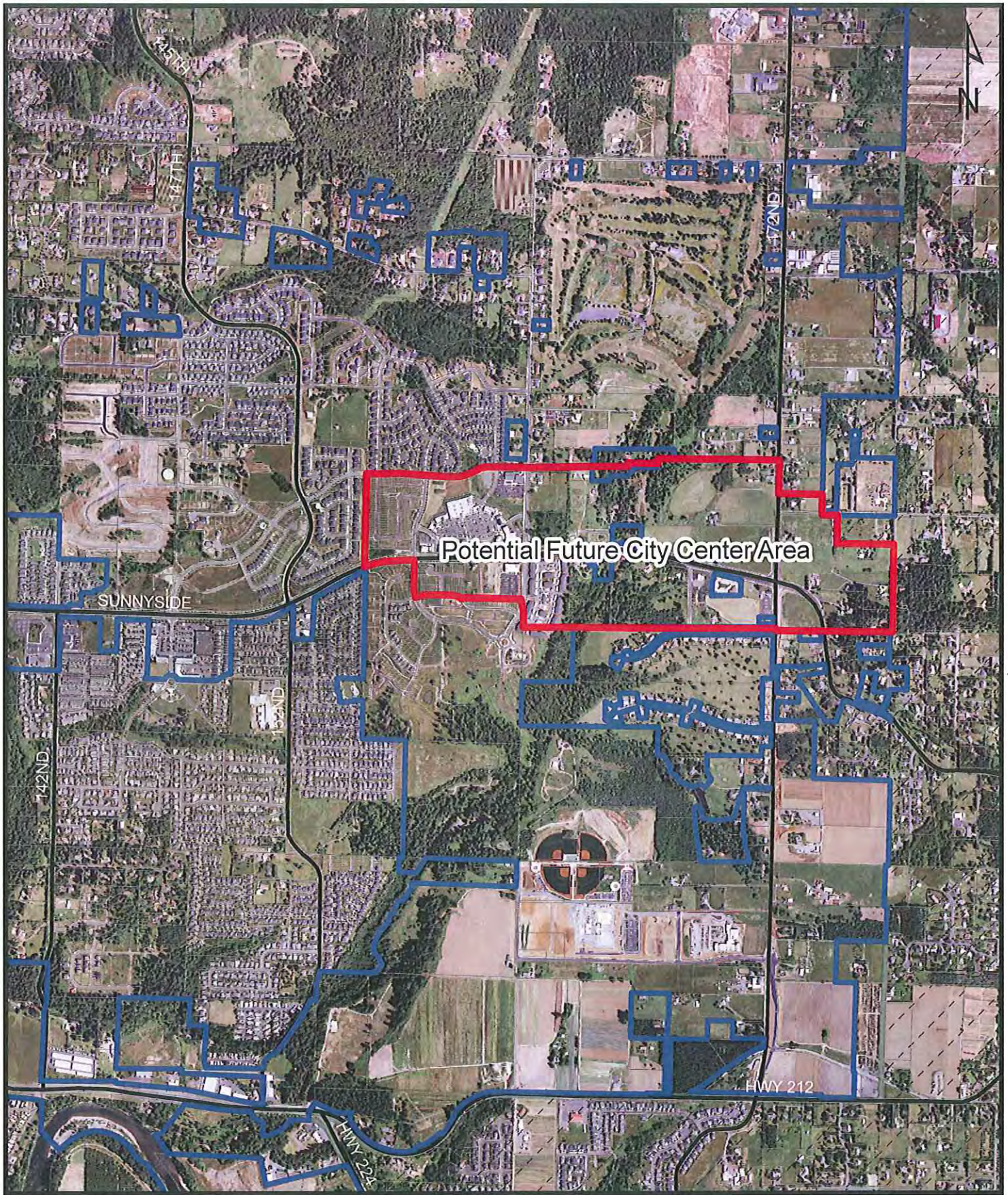




-  Existing Town Center
-  Happy Valley Boundary



City of Happy Valley Existing City Center Area With Aerial

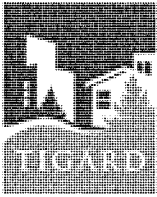




-  Future Town Center
-  Happy Valley Boundary



City of Happy Valley Potential Future City Center Area With Aerial



City of Tigard Memorandum

To: Metro Council

From: Ron Bunch, Community Development Director *Ron*

Re: Tigard Town Center Boundary Expansion Proposal

Date: April 27, 2010

The City of Tigard is pleased to have the opportunity to participate in the changing center designations discussion. After reviewing information provided by Metro staff, the Tigard City Council would like to propose an expansion of the Tigard Town Center boundary and receive feedback on the extent of that expansion. Below is more information responding to the guidance for local jurisdiction requests sent by Metro staff.

1. Background

- Tigard is proposing to expand the current Tigard Town Center boundary to include the entire Tigard Urban Renewal District (downtown Tigard) and also extend across Highway 217 to include the Tigard Triangle area (Attachment 1).
- The change would take advantage of the existing urban renewal district, its financing capability, and the recently adopted zoning/code changes. The City's goals for the urban renewal district are consistent with the mixed-use town center designation. The change would also be consistent with the aspirations the City submitted during the *Making the Greatest Places* process for increasing mixed-use densities in the Tigard Triangle. The change would work in tandem with the commitment to high-capacity transit in the southwest corridor.
- The expanded center boundary will be consistent with and support further efforts to bring about mixed-use pedestrian oriented development within the Tigard Triangle.

2. Consistency with Existing Metro Regional Framework Policies

- The proposed center is accessible to tens of thousands of people by the current transportation system and access will expand with future high-capacity transit.
- Downtown Tigard has just been rezoned and new development code standards have been adopted that promote mixed-use, pedestrian friendly development. The Tigard Triangle has mixed-use employment zoning in place for a large portion of the area that includes connectivity standards to promote walkability. The remainder of the Triangle is zoned general commercial and the City anticipates a recommendation to change to mixed-use after the high-capacity land use study is completed.




- An urban renewal district is in place in downtown Tigard. As the tax-increment fund grows, the City will be in a position to improve infrastructure and provide incentives for redevelopment.
- Downtown Tigard is served by buses and WES. The Triangle has bus service along its boundaries, and service will improve greatly with high-capacity transit.
- The City is currently developing a circulation plan for the downtown area and its recently updated Transportation System Plan meets the requirements for multi-modal connectivity in the RTP.

3. Additional Considerations

- During its presentation to Metro Council, the City of Tigard will address how this proposal supports other centers, how the City will prioritize and focus development efforts, plans for promoting development, and the economic analysis that will be performed over the next year.

We look forward to the discussion and receiving feedback on our proposed expansion. The City also looks forward to becoming a more important player in achieving the regional goals of compact, mixed-use centers and corridors served by an efficient multi-modal transportation system.

Attachment 1 Expanded Tigard Town Center Boundary City of Tigard Oregon

-  Proposed Town Center Expansion
-  Current Town Center Boundary
-  Tigard City Boundary

Comp Plan Designation

-  Community Commercial
-  Mixed Use Central Business District
-  General Commercial
-  Neighborhood Commercial
-  Professional Commercial
-  Heavy Industrial
-  Light Industrial
-  Low Density Residential
-  Medium Density Residential
-  Medium-High Density Residential
-  High Density Residential
-  Mixed Use Commercial
-  Mixed Use Employment
-  Mixed Use Employment 1
-  Mixed Use Employment 2
-  Mixed Use Residential 1
-  Mixed Use Residential 2
-  Open Space
-  Public Institution



**TIGARD
MAPS**

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April 23, 2010

TO: MTAC

FROM: Chris Deffebach, Sherry Oeser, Dick Benner

SUBJECT: Title 6 (Centers) Revisions

A central theme of Making the Greatest Place is investing in our communities. A focus of investment will be the region's centers, corridors, main streets and light-rail station communities. Since adoption of the 2040 Growth Concept in 1995, the cities and counties of the region have re-planned their centers to allow a mix and intensity of uses, with the aim of making them more vibrant and livable. We've learned, however, that simply removing barriers to mixed-use development does not make it happen in all centers. Investments are needed to make our centers more attractive to the private development that can make our centers more vibrant.

The Metro Council added today's Title 6 to the Urban Growth Management Functional Plan in 2002 as part of an effort to encourage redevelopment in centers. It calls for local assessments and strategies to improve centers. Many cities in the region have adopted or updated their strategies for their centers. The proposed revisions to Title 6 build upon the existing model. The most significant re-thinking in the proposed revisions is to link investments and strategic actions that will induce private investments in our centers.

Here are the highlights of the proposed revisions:

- Regional investments in centers, corridors, main streets and station communities are linked to local strategies and actions that, in combination with the investments, will make these places more walkable, bikeable and transit-supportive
- To reconcile actions by local governments to improve their zoning readiness for mixed-use development with state rules that protect capacity of state highways, a menu of actions is offered to cities and counties that would make them eligible for auto trip reduction credits
- To ensure centers are eligible for state mobility standards tailored to the mix of uses and transportation options in centers, a menu of actions is also offered to cities and counties to ensure they are eligible for those mobility standards
- The strategies and actions identified in the revisions derive from the "State of the Centers: Investing in Our Communities" report from January, 2009, and the "Policy Report: Achieving sustainable, Compact Development in the Portland Metropolitan Area" from November, 2009

