

# A G E N D A

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**METRO**

**MEETING: METRO TECHNICAL ADVISORY COMMITTEE**  
**DATE:** September 15, 2010  
**DAY:** Wednesday  
**TIME:** 10:00 – Noon  
**PLACE:** Council Chamber

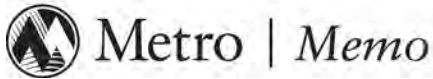
TIME	AGENDA ITEM	ACTION REQUESTED	PRESENTER(S)
<b>10:00 a.m.</b>	<b>CALL TO ORDER AND INTRODUCTIONS</b>		Robin McArthur
1. 90 min.	<b>Chief Operating Officer Recommendation: Urban Growth Management Functional Plan</b> <ul style="list-style-type: none"> <li>Housing Capacity (Title 1)</li> <li>Centers, Corridors, Station Communities and Mainstreets (Title 6)</li> <li>Compliance Procedures (Title 8)</li> </ul> <p><i>Objective: Discuss and make preliminary recommendations to proposed changes to Functional Plan</i></p>	Discussion/ Preliminary recommendation	Sherry Oeser Dick Benner
2. 30 min.	<b>Chief Operating Officer Recommendation: 2040 Growth Concept Map Changes</b> <ul style="list-style-type: none"> <li>Requests for center designation changes</li> <li>2040 Map update</li> </ul> <p><i>Objective: Discuss and make preliminary recommendations to proposed changes to map</i></p>	Information/ Discussion	Tim O'Brien Chris Deffebach
<b>Noon</b>	<b>ADJOURN</b>		

MTAC meets the 1<sup>st</sup> & 3<sup>rd</sup> Wednesday of the month. The next regular meeting is scheduled for October 6, 2010. (Meetings for the rest of the year: October 20; November 3 & 17; December 1 & 15.)

For further information or to get on this mailing list, contact Paulette Copperstone @ 503-797-1562 or "paulette.copperstone@oregonmetro.gov"

Metro's TDD Number – 503-797-1804

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Date: September 10, 2010  
To: MTAC  
From: Sherry Oeser, Planning and Development Department  
Subject: Proposed Changes to the Urban Growth Management Functional Plan

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At the September 15 meeting, MTAC will be discussing proposed changes to three Urban Growth Management Functional Plan titles: Title 1 Housing Capacity; Title 6 Centers, Corridors, Station Communities and Main Streets; and Title 8 Compliance Procedures. MPAC is scheduled to discuss these at their September 22 meeting. Material included with this memo includes either the clean or the redlined version of the three titles and a copy of the Regional Transportation Functional Plan as reference material for Title 6. **If you have any proposed amendments to any of these titles, please submit them to me prior to the meeting or bring them to the meeting so that MTAC can discuss them.**

#### **Title 1: Housing Capacity (Metro Code 3.07.110-170)**

The current version of Title 1 directs local governments in the region to take actions that increase their capacity of jobs and housing. Each jurisdiction calculated their zoned capacity for job and housing and submitted that number to Metro and those numbers became Table 1. Table 1 is used to ensure that each local government maintains a minimum level of housing capacity, however, Table 1 has not been updated since 2002. In addition, local government staff have pointed out the difficulty in calculating the number of jobs for their jurisdiction. As a result of these issues, proposed changes to Title 1 include eliminating Table 1, eliminating requirements for calculating and tracking job capacity, and moving to a “no net loss” approach for housing.

Since releasing these recommendations, we’ve received comments and questions from some of you about how these changes would work on the ground, particularly in mixed-use and higher density zones with more complex density regulations. It could take several meetings to work out an approach that everyone is comfortable with. Because the Capacity Ordinance is not affected by changes to Title 1, consideration of changes to Title 1 could be delayed. MTAC should discuss the following options at next week’s meeting:

- 1) Do nothing – keep Title 1 as it is currently
- 2) Remove only the employment requirements now in both the title narrative and Table 1 and address the residential side later
- 3) Delay until 2011 – set up a subcommittee to work on Title 1
- 4) Some combination of the above

Dick Benner has also drafted possible revisions to Title 1 that will be discussed and are attached.

#### **Title 6: Centers, Corridors, Station Communities and Main Streets (Metro Code 3.07.610-650)**

Earlier this year, the MTAC Title 6 subcommittee spent considerable time working on changes to Title 6. At the July 21 MTAC meeting, additional suggestions were made. Two of those suggestions have been incorporated in the current draft of Title 6:

1. Substituted “assessment” for “diagnosis” in 3.07.620A(2), 620C and 620D.
2. Corrected references (to 3.07.640) in 3.07.620D(2)(i), 630A(2) and 630B(2).

The following issues were raised at the July MTAC meeting and include a response by Metro staff. These issues will be discussed further at next week's meeting.

1. *What kind of documentation will local governments need to send Metro to qualify for a regional investment or lower transportation standards?*

Response: Metro staff plan to prepare a handbook to provide guidance to local governments on the specifics of implementing Title 6 and other titles.

2. *Should 3.07.620B be more specific about the nature of boundary "adoption" by elected officials?*

Response: The current language allows local governments to use their customary procedures for adoption or amendment of design-type or zoning district boundaries by ordinance or resolution. The only requirements are that notice be given to ODOT and Metro and that an official decision be made by the governing body.

3. *What level of existing or past planning for centers will be good enough under the "grandfather clause" (3.07.620E)*

Response: Metro staff plan to prepare a handbook to provide guidance to local governments.

4. *Should 3.07.630B use a "tiered" approach to trip reduction credit?*

Response: Metro staff propose no revisions to the current draft for the following reasons. First, if Title 6 is adopted as written, it will be part of a tiered approach: 0060 of the Transportation Planning Rule (TPR) allows an automatic 10 percent trip reduction in certain design types in the region; Title 6 would offer a second tier – a 30 percent reduction – if certain actions are taken. The current TPR allows for local jurisdictions to request and provide documentation for additional trip reduction credits. Second, a more highly articulated tiered approach risks a degree of complication that will discourage use by cities and counties.

5. *Should 3.07.630B(3)(iii) specify levels of parking management to qualify for regional investment?*

Response: This provision relies upon the parking requirements in the recently-adopted 2035 Regional Transportation Functional Plan (see Title 4 of RTFP). The RTFP provides a wide range of actions that could become part of the local government's parking management program. It is up to the local government to decide what works best for their center or corridor. The city or county must show that its program helps achieve the non-SOV mode share targets adopted under Title 1 of the RTFP.

## **Title 8 Compliance Procedures**

Title 8 sets up a process for determining whether a city or county complies with requirements of the Urban Growth Management Functional Plan (Metro Code Chapter 3.07). Three primary changes are proposed for Title 8. As currently written, requests from local governments for extensions of compliance deadlines or exceptions from compliance require the Metro Council to hold a public hearing. The Council may grant an extension or exception based on certain criteria (3.07.850 and 3.07.860). This process can be time-consuming for the Council and the local government involved. To streamline the process, proposed changes to Title 8 make these functions administrative but still allow an appeal to the Metro Council. The criteria for determining whether an extension or exception is granted remain the same.

Currently, Title 8 allows a local government to seek review by MPAC of noncompliance (3.07.830). This section is proposed to be removed. The Metro Council is the final authority for determining noncompliance and it can seek MPAC advice without this provision.

The final proposed change in Title 8 is the annual compliance report. Currently, Title 8 requires the Metro Council to hold a public hearing on the annual compliance report (3.07.880). The proposed change removes this requirement but allows any local government or citizen who disagrees with a determination in the compliance report to seek review by the Council.



Exhibit ~~ID~~ to Ordinance No. 10-1244

**TITLE 1: ~~REQUIREMENTS FOR HOUSING AND EMPLOYMENT~~  
~~ACCOMMODATION~~CAPACITY**

3.07.110 Purpose and Intent

~~One goal of the~~ The Regional Framework Plan ~~is calls for a compact urban form and the efficient use of land. It is the purpose of Title 1 intends to use land within the UGB efficiently by increasing its capacity to accommodate housing and employment to accomplish these policies in areas of the region where housing is allowed.~~ Title 1 directs each city and county in the region to ~~consider actions to maintain or~~ increase its capacity and to take action if necessary to accommodate its share of regional growth ~~as specified in this title.~~

3.07.120 Housing ~~and Employment~~ Capacity

- A. Each city ~~and county~~ shall ~~determine its capacity for housing and employment in order to ensure that it provides and continues to provide at least the capacity for the city or county specified in Table 3.07-1, supplemented by capacity resulting from addition of territory to the UGB~~ maintain or increase its capacity for housing, as determined by cumulating the minimum dwelling unit densities of all zoning districts that allow housing. ~~Local governments shall use data provided by Metro unless the Metro Council or the Chief Operating Officer determines that data preferred by a city or county is more accurate. If a city annexes territory designated by a county to allow housing, the city shall ensure through its land use regulations there is no net loss of housing capacity from the level allowed in the territory by the county. The city shall add the housing capacity of the annexed territory to the city's total housing capacity and shall report the change to Metro.~~
- B. ~~A city or~~ Each county shall ~~determine its capacity for dwelling units by cumulating the minimum number of dwelling units authorized in each zoning district in which dwelling units are authorized. A city or county may use a higher number of dwellings than the minimum density for a zoning district if development in the five years prior to the determination has actually occurred at the higher number~~ maintain or increase its capacity for housing, as determined by cumulating the minimum dwelling unit densities of all zoning districts that allows housing. If

a city annexes county territory designated to allow housing, the county may subtract the housing capacity of the annexed territory from its total housing capacity and report the change to Metro.

C. If the Metro Council adds territory it designates for housing to the UGB, the city or county responsible for planning under section 3.07.1120 of the Metro Code, shall, upon adoption of the planning and land use regulations, add the housing capacity of the territory to the city or county's total housing capacity within Metro and shall report the capacity to Metro.

~~CD.~~ If a city annexes county territory, the city shall ensure that there is no net loss in regional housing or employment capacity, as shown on Table 3.07-1, as a result of amendments of comprehensive plan or land use regulations that apply to the annexed territory. Each city and county shall adopt and maintain or increase a minimum dwelling unit density for each zoning district in which dwelling units are allowed within the UGB. If a city or county has not adopted a minimum density for a zoning district prior to March 31, 2011, the city or county shall adopt a minimum density that is at least 80 percent of the maximum density..

~~DE.~~ After completion of its initial determination of capacity, each city or county shall report changes in its capacity by April 15 of the first calendar year following completion of its initial determination and by April 15 of every following year. A city or county may not approve a division of land or a development application that would result in housing density below the minimum density for the zoning district. A city or county may not prohibit the division of a lot or parcel that is at least twice the size of the minimum dwelling unit density in any zoning district in which dwellings are authorized.

F. A city or county shall authorize the establishment of at least one accessory dwelling unit for each detached single-family dwelling unit in each zoning district that allows detached single-family dwellings. The authorization may be subject to reasonable regulation for siting and design purposes.

### 3.07.130 Design Type Boundaries Requirement

~~For each of the following 2040 Growth Concept design types, city and county comprehensive plans shall be amended to include the boundaries of each area, determined by the city or county consistent with the general locations shown on the 2040 Growth Concept Map or on maps adopted by ordinances adding territory to the UGB:~~

~~Central City--Downtown Portland is the Central City which serves as the major regional center, an employment and cultural center for the metropolitan area.~~

~~Regional Centers--Seven regional centers will become the focus of compact development, redevelopment and high quality transit service and multimodal street networks.~~

~~Station Communities--Nodes of development centered approximately one half mile around a light rail or high capacity transit station that feature a high quality pedestrian environment.~~

~~Town Centers--Local retail and services will be provided in town centers with compact development and transit service.~~

~~Main Streets--Neighborhoods will be served by main streets with retail and service developments served by transit.~~

~~Corridors--Along good quality transit lines, corridors feature a high quality pedestrian environment, convenient access to transit, and somewhat higher than current densities.~~

~~Employment Areas--Various types of employment and some residential development are encouraged in employment areas with limited commercial uses.~~

~~Industrial Areas--Industrial areas are set aside primarily for industrial activities with limited supporting uses.~~

~~Regionally Significant Industrial Areas--Industrial areas with site characteristics that are relatively rare in the region that render them especially suitable for industrial use.~~

~~Inner Neighborhoods--Residential areas accessible to jobs and neighborhood businesses with smaller lot sizes are inner neighborhoods.~~



~~Outer Neighborhoods~~ Residential neighborhoods farther away from large employment centers with larger lot sizes and lower densities are outer neighborhoods.

### ~~3.07.140 Measures to Increase Development Capacity~~

~~A. Each city and county shall adopt a minimum dwelling unit density, as prescribed in this subsection, for each zoning district in which dwelling units are authorized inside the UGB:~~

~~1. Any city or county minimum density standard deemed to comply with the Urban Growth Management Functional Plan pursuant to Section 3.07.810 prior to January 1, 2003, shall be deemed to comply with this subsection.~~

~~2. A city or county shall not approve a subdivision or development application that will result in a density below the minimum density for the zoning district.~~

~~3. A city or county may change the dwelling unit density of any zoning district so long as the zoning district continues to comply with this subsection and so long as the city or county continues to provide at least the overall capacity for housing for the city or county specified in Table 3.07-1.~~

~~B. A city or county shall not prohibit the partition or subdivision of a lot or parcel that is at least twice the size of the minimum size for new lots or parcels in any zoning district in which dwelling units are authorized.~~

~~C. A city or county shall authorize the establishment of at least one accessory dwelling unit for each detached single-family dwelling unit in a zoning district and for each detached or attached single-family dwelling unit in a Regional Center or Station Community. The authorization may be subject to reasonable regulation for siting and design purposes.~~

~~D. In order to assist Metro to evaluate the effectiveness of Title 1 in aid of accomplishment of the 2040 Growth Concept, and to comply with state progress reporting requirements in ORS 197.301, by April 15 of each even-numbered year beginning 2004, each city and county shall report to Metro the actual density of new residential development per net developed acre authorized in those~~

~~zoning districts that allow residential development in the preceding 24 months.~~

### ~~3.07.150~~ Transfer of Capacity

~~A. A city or county may amend its comprehensive plan and land use regulations to reduce the housing capacity of any zoning district so long as the city or county simultaneously increases the minimum zoned capacity of another zoning district by an amount equal to or greater than the reduction in the reduction district upon a demonstration that:~~

- ~~1. The capacity to be transferred is reasonably likely to occur in the receiving zoning district within the 20-year planning period of Metro's last capacity analysis under ORS 197.299; and~~
- ~~2. The transfer does not reduce the housing capacity of the Central City or a Regional Center, Town Center, Corridor or Station Community.~~

~~B. Notwithstanding subsection A, a city or county may reduce the housing capacity of any zoning district without increasing minimum zoned capacity in another district for one or more of the following reasons:~~

- ~~1. To re-zone the area for industrial use and limit uses consistent with Title 4 of this chapter;~~
- ~~2. To protect natural resources pursuant to Titles 3 or 13 of this chapter; or~~
- ~~3. To allow a regionally significant educational or medical facility similar in scale to those listed in section 3.07.1340D(5)(i) of Title 13 of this chapter.~~

~~C. A city or a county may transfer housing capacity for housing or employment shown on Table 3.07-1 to another city or county inside the UGB upon a demonstration that:~~

- ~~1. The transfer complies with the policies of the Regional Framework Plan will not result in a reduction of total regional housing capacity;~~
- ~~2. The transfer will not reduce the capacity of the region for housing or employment specified on Table~~

~~3.07-1~~to be transferred is reasonably likely to occur in the receiving zoning district within the 20-year planning period of Metro's last capacity analysis under ORS 197.299; and

3. ~~The housing or employment capacity to be transferred is reasonably likely to occur at the receiving site within the 20-year planning period of Metro's last UGB capacity review under ORS 197.299; and~~

4. The transfer does not ~~move~~ reduce the housing capacity ~~from a designated Center to an Inner or Outer Neighborhood, or from of~~ a Regional Center ~~to a~~ Town Center, Corridor, Station Community or Main Street.

BD. A city or county may seek a transfer of capacity as authorized in subsection AC by filing an application on a form provided ~~for that purpose~~ by Metro. After receipt of a complete application, Metro shall set the matter for a public hearing before the Metro Council and shall notify MPAC and those persons who request notification of requests for transfers of capacity.

CE. The Metro Council shall hold a public hearing to consider the request for a transfer of capacity. Any person may participate in the hearing. The Metro Council may set terms and conditions upon approval of a transfer so long as they relate to the criteria in subsection AC and are incorporated into the Metro Council's order.

~~A.D.~~ F. The Metro Council shall issue an order with its conclusions and analysis and send a copy to the local governments involved in the transfer and any person who participated in the hearing before the Metro Council. Any person who participated in the hearing may seek review of the Metro Council's order as a land use decision under ORS 197.015(10)(a)(A).

~~3.07.160 Local Plan Accommodation of Expected Growth Capacity for Housing and Employment Performance Standard~~

~~All cities and counties within Metro shall demonstrate that:~~

~~A. The provisions required in Section 3.07.140 of this title have been included in comprehensive plans and implementing ordinances; and~~

- ~~B. Using the computation method in Section 3.07.120, calculated capacities will achieve the target capacities for dwelling units and full-time and part-time jobs contained in Table 3.07-1; and~~
- ~~C. Effective measures have been taken to reasonably assure that the calculated capacities will be built for dwelling units and jobs; and~~
- ~~D. Expected development has been permitted at locations and densities likely to be achieved during the 20-year planning period by the private market or assisted housing programs, once all new regulations are in effect.~~

### ~~3.07.170 Design Type Density Recommendations~~

- ~~A. For the area of each of the 2040 Growth Concept design types, the following average densities for housing and employment are recommended to cities and counties:~~

~~Central City — 250 persons per acre  
Regional Centers — 60 persons per acre  
Station Communities — 45 persons per acre  
Town Centers — 40 persons per acre  
Main Streets — 39 persons per acre  
Corridor — 25 persons per acre  
Employment Areas — 20 persons per acre  
Industrial Areas — 9 employees per acre  
Regionally Significant Industrial Area — 9 employees per acre  
Inner Neighborhoods — 14 persons per acre  
Outer Neighborhoods — 13 persons per acre~~

<b>Table 3.07-1</b> <b>Zoned Capacity for Housing and Employment Units—Year 1994 to 2017</b> Section 3.07.120(A)(1)(b)		
<b>City or County</b>	<b>Dwelling Unit Capacity</b>	<b>Job Capacity</b>
Beaverton	13,635	21,368
Cornelius	1,285	3,054
Durham	243	522
Fairview	2,929	7,063
Forest Grove	3,054	5,943
Gladstone	880	1,569
Gresham <sup>3</sup>	20,020	27,679
Happy Valley <sup>4</sup>	5,705	1,418
Hillsboro <sup>5</sup>	46,106	59,566
Johnson City	38	82
King City <sup>6</sup>	461	470
Lake Oswego	4,049	13,268
Maywood Park	12	5
Milwaukie	3,188	3,650
Oregon City	9,750	8,298
Portland <sup>3</sup>	72,136	209,215
Rivergrove	20	0
Sherwood	5,216	9,518
Tigard	6,308	17,801
Troutdale	3,260	7,222
Tualatin <sup>7</sup>	4,054	12,301
West Linn	3,732	1,935
Wilsonville <sup>2</sup>	4,425	15,030
Wood Village	458	1,074
Clackamas County <sup>1,3</sup>	13,340	31,901
Multnomah County <sup>8</sup>	0	0
Washington County <sup>1</sup>	51,649	55,921
<b>Regional Total</b>	<b>246,053</b>	<b>516,873</b>

<sup>1</sup>Standards apply to the urban unincorporated portion of the county only.

<sup>2</sup>Wilsonville has not completed its capacity analysis (as of October 2002), 1996 Title 1 data used.

<sup>3</sup>Includes capacity for Pleasant Valley Concept Plan, former Urban Reserve Nos. 4 and 5.

<sup>4</sup>Includes capacity for former Urban Reserve Nos. 14 and 15.

<sup>5</sup>Includes capacity for former Urban Reserve No. 55.

<sup>6</sup>Includes capacity for former Urban Reserve No. 47.

<sup>7</sup>Includes capacity for former Urban Reserve No. 43.

<sup>8</sup>Capacity for unincorporated Multnomah County is included in the capacities of the Cities of Gresham, Portland and Troutdale.

## **Possible Revisions to Title 1: Calculating Capacity**

9/10/10

Richard Benner Draft

### **3.07.120 Housing Capacity**

- A. Each city and county shall maintain or increase its total minimum zoned capacity for housing. Each city and county shall determine its total minimum zoned capacity for housing by following subsection B and report the capacity to Metro.
- B. Each city and county shall adopt a minimum dwelling unit density for each zoning district in which dwelling units are authorized, but are limited to detached and attached single-family housing as defined in OAR 660-007-0005. If a city or county has not adopted a minimum density for such a zoning district prior to March 16, 2011, the city or county shall adopt a minimum density that is at least 80 percent of the maximum density. A city or county may not approve a division of land or a development application that would result in housing density below the minimum dwelling unit density for the zoning district except to protect natural resources pursuant to implementation of Titles 3 or 13 of this chapter. A city or county may not prohibit the division of a lot or parcel, in a zoning district subject to this subsection, that is at least twice the size of the minimum dwelling unit density.
- C. Each city and county shall calculate its total minimum zoned housing capacity by cumulating the following and report its total minimum zoned capacity to Metro by December 31, 2011:
  - 1. The minimum dwelling unit densities established under subsection A; and
  - 2. The minimum dwelling unit densities in each zoning district that allows multiple family housing as defined in OAR 660-007-0005 and had an adopted minimum density on December 31, 2010; or
  - 3. In each zoning district that allows multiple family housing as defined in OAR 660-007-0005 but had no minimum density on December 31, 2010, 80 percent of the actual density achieved in the zone in the years since it was established or in the most recent five years, whichever is fewer years.
- D. If a city or county proposes to amend its land use regulations for a zoning district that allows dwelling units, the city or county shall determine the effect of the proposed amendment on its total minimum zoned capacity for housing and report the effect to Metro with the notice of the proposed amendment required by section 3.07.820A. If the effect of the proposed change would be to reduce total zoned capacity for housing, the city or county shall follow section 3.07.130.

- E. If a city annexes territory designated by a county to allow housing, the city shall ensure through its land use regulations there is no net loss of minimum zoned housing capacity from the level allowed by the county. The city shall add the minimum zoned housing capacity of the annexed territory, as determined following subsection B, to the city's total housing capacity and shall report the change to Metro. The county may subtract the housing capacity of the annexed territory from its total minimum zoned housing capacity and report the change to Metro.
- F. If the Metro Council adds territory to the UGB which it designates for housing, the city or county responsible for planning the territory under section 3.07.1120 of this chapter shall, upon adoption of the planning and land use regulations, add the minimum zoned housing capacity of the territory, as determined following subsection B, to the city or county's total minimum zoned housing capacity and report the capacity to Metro.
- G. A city or county shall authorize the establishment of at least one accessory dwelling unit for each detached single-family dwelling unit in each zoning district that authorizes detached single-family dwellings. The authorization may be subject to reasonable regulation for siting and design purposes.

**Exhibit G of Ordinance No. 10-1244**

**TITLE 6: CENTERS, CORRIDORS, STATION COMMUNITIES AND MAIN STREETS**

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. A regional investment is an investment in a new high-capacity transit line or designated a regional investment in a grant or funding program administered by Metro or subject to Metro's approval.

3.07.620 Actions and Investments in Centers, Corridors, Station Communities and Main Streets

- A. In order to be eligible for a regional investment in a Center, Corridor, Station Community or Main Street, or a portion thereof, a city or county shall take the following actions:
  - 1. Establish a boundary for the Center, Corridor, Station Community or Main Street, or portion thereof, pursuant to subsection B;
  - 2. Perform an assessment of the Center, Corridor, Station Community or Main Street, or portion thereof, pursuant to subsection C; and
  - 3. Adopt a plan of actions and investments to enhance the Center, Corridor, Station Community or Main Street, or portion thereof, pursuant to subsection D.
- B. The boundary of a Center, Corridor, Station Community or Main Street, 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 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 RTP; and
  4. Be adopted and may be revised by the city council or county board 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 of this chapter.
- C. An assessment of a Center, Corridor, Station Community or Main Street, 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;
  4. Existing and potential incentives to encourage mixed-use pedestrian-friendly and transit-supportive development in the area; and
  5. For Corridors and Station Communities in areas shown as Industrial Area or Regionally Significant Industrial Area under Title 4 of this chapter, barriers to a mix and intensity of uses sufficient to support public transportation at the level prescribed in the RTP.
- D. A plan of actions and investments to enhance the Center, Corridor, Station Community or Main Street 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 and transit-supportive development;
2. Revisions to its comprehensive plan and land use regulations, if necessary, to allow:
  - i. In Regional Centers, Town Centers, Station Communities and Main Streets, the mix and intensity of uses specified in section 3.07.640; and
  - ii. In Corridors and those Station Communities in areas shown as Industrial Area or Regionally Significant Industrial Area in Title 4 of this chapter, a mix and intensity of uses sufficient to support public transportation at the level prescribed in the RTP;
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 is not a prerequisite to:

1. Investments in Centers, Corridors, Station Communities or Main Streets that are not regional investments; or

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

3.07.630 Eligibility Actions for Lower Mobility Standards and Trip Generation Rates

- A. A city or county is eligible to use the higher volume-to-capacity 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, Station Community or Main Street, 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 the mix and intensity of uses specified in section 3.07.640.
- B. A city or county is eligible for an automatic reduction of 30 percent below the vehicular trip generation rates reported 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 the mix and intensity of uses specified in section 3.07.640; 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 Activity Levels for Centers, Corridors, Station Communities and Main Streets

- A. Centers, Corridors, Station Communities and Main Streets need a critical number of residents and workers to be vibrant and successful. The following average number of residents and workers per acre is recommended for each:
  1. Central City - 250 persons
  2. Regional Centers - 60 persons
  3. Station Communities - 45 persons
  4. Corridors - 45 persons
  5. Town Centers - 40 persons
  6. Main Streets - 39 persons
- B. Centers, Corridors, Station Communities and Main Streets need a mix of uses to be vibrant and walkable. The following mix of uses is recommended for each:
  1. The land uses listed in *State of the Centers: Investing in Our Communities*, January, 2009, such as grocery stores and restaurants;
  2. Institutional uses, including schools, colleges, universities, hospitals, medical offices and facilities;
  3. Civic uses, including government offices open to and serving the general public, libraries, city halls and public spaces.
- C. Centers, Corridors, Station Communities and Main Streets need a mix of housings types to be vibrant and successful. The following mix of housing types is recommended for each:
  1. The types of housing listed in the "needed housing" statute, ORS 197.303(1);
  2. The types of housing identified in the city's or county's housing need analysis done pursuant to ORS 197.296 or statewide planning Goal 10 (Housing); and
  3. Accessory dwellings pursuant to section 3.07.120 of this chapter.

3.07.650 Centers, Corridors, Station Communities and Main Streets Map

- A. The Centers, Corridors, Station Communities and Main Streets Map is incorporated in this title and is Metro's official depiction of their boundaries. The map shows the boundaries established pursuant to this title and boundaries established prior to January 1, 2011. Until a local government has established a boundary by action of its elected officials, the map will depict the approximate locations of Centers, Corridors, Station Communities and Main Streets shown on the 2040 Growth Concept Map in the Regional Framework Plan (RFP).
- B. A city or county may revise the boundary of a Center, Corridor, Station Community or Main Street 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 subsection B of section 3.07.620.
- C. The COO shall revise the Centers, Corridors, Station Communities and Main Streets Map by order to conform the map to establishment or revision of a boundary under this title.

## TITLE 8: COMPLIANCE PROCEDURES

### 3.07.810 Compliance With the Functional Plan

- A. The purpose of this section is to establish a process for determining whether city or county comprehensive plans and land use regulations comply with requirements of the Urban Growth Management Functional Plan. The Council intends the process to be efficient and cost-effective and to provide an opportunity for the Metro Council to interpret the requirements of its functional plan. Where the terms "compliance" and "comply" appear in this title, the terms shall have the meaning given to "substantial compliance" in Section 3.07.1010.
- B. Cities and counties shall amend their comprehensive plans and land use regulations to comply with the functional plan, or an amendment to the functional plan, within two years after its acknowledgement of the plan or amendment by the Land Conservation and Development Commission, or after any later date specified by the Metro Council in the ordinance adopting or amending such other date specified in the functional plan. The Chief Operating Officer (COO) shall notify cities and counties of the acknowledgment date and compliance dates described in subsections C and D.
- ~~C. Notwithstanding subsection B of this section, cities and counties shall amend their comprehensive plans and land use regulations to comply with Sections 3.07.310 to 3.07.340 of Title 3 of the Urban Growth Management Functional Plan by January 31, 2000, and with the requirements in Sections 3.07.710 to 3.07.760 of Title 7 of the Urban Growth Management Functional Plan by January 18, 2003.~~
- ~~DC. Cities and counties that amend their comprehensive plans or land use regulations after the effective date of the functional plan shall make the amendments in compliance with the functional plan. After one year following acknowledgment of a functional plan requirement adopted or amended by the Metro Council after January 1, 2005, cities and counties that amend their comprehensive plans and land use regulations shall make such amendments in compliance with the new functional plan requirement. The Chief Operating Officer shall notify cities and counties of the effective date.~~

~~DE.~~ ~~If a functional plan requirement was adopted or amended by the Metro Council after December 12, 1997, e~~Cities and counties whose comprehensive plans and land use regulations do not yet comply with the requirement shall, after one year following acknowledgment of the requirement, make land use decisions consistent with that requirement. ~~Notwithstanding the previous sentence, however, cities and counties whose comprehensive plans and land use regulations do not yet comply with the requirements of Title 13 of this chapter, Metro Code Sections 3.07.1310 to 3.07.1370, shall make land use decisions consistent with those requirements after two years following their acknowledgment.~~ The Chief Operating Officer shall notify cities and counties of the date upon which functional plan requirements become applicable to land use decisions at least 120 days before that date. ~~The notice shall specify which functional plan requirements become applicable to land use decisions in each city and county.~~ For the purposes of this subsection, "land use decision" shall have the meaning of that term as defined in ORS 197.015(10).

~~EF.~~ An amendment to a city or county comprehensive plan or land use regulation shall be deemed to comply with the functional plan upon the expiration of the appropriate appeal period specified in ORS 197.830 or 197.650 of, if an appeal is made, upon the final decision on appeal. ~~-if no appeal to the Land Use Board of Appeals is made within the 21-day period set forth in ORS 197.830(9), or if the amendment is acknowledged in periodic review pursuant to ORS 197.633 or 197.644. If an appeal is made and the amendment is affirmed, the amendment shall be deemed to comply with the functional plan upon the final decision on appeal.~~ Once the amendment is deemed to comply ~~with the functional plan~~, the functional plan shall no longer apply to land use decisions made in conformance with the amendment.

~~FG.~~ An amendment to a city or county comprehensive plan or land use regulation shall be deemed to comply with the functional plan as provided in subsection ~~EF~~ only if the city or county provided notice to the ~~COO hief Operating Officer~~ as required by subsection A of Section 3.07.820(A).

3.07.820 ~~Compliance~~ Review by the Chief Operating Officer

A. A city or county proposing an amendment to a comprehensive plan or land use regulation shall submit the proposed

~~amendment to the COO a~~At least 45 days prior to the first evidentiary hearing on ~~thean~~ amendment ~~to a comprehensive plan or land use regulation which a city or county must submit to the Department of Land Conservation and Development pursuant to ORS 197.610(1) or OAR 660-025-0130(1), the city or county shall submit the proposed amendment to the Chief Operating Officer. The Chief Operating Officer shall review the proposed amendment for compliance with the functional plan. The COO~~Chief Operating Officer may request, and if so the city or county shall submit, an analysis of compliance of the amendment with the functional plan. If the ~~COO~~Chief Operating Officer submits comments on the proposed amendment to the city or county, the comment shall include analysis and conclusions on compliance and a recommendation with specific revisions to the proposed amendment, if any, that would bring it into compliance with functional plan ~~requirements~~. The ~~COO~~Chief Operating Officer shall send a copy of ~~its analysis and recommendation~~comment to those persons who have requested a copy.

- B. If the ~~COO~~Chief Operating Officer concludes that the proposed amendment does not comply with the functional plan, the ~~COO~~Chief Operating Officer shall advise the city or county that it may:
- ~~(1) R~~revise the proposed amendment as recommended in the ~~COO's~~Chief Operating Officer's analysis;
  - ~~(2) S~~seek an extension of time, pursuant to Section 3.07.8350, to bring the proposed amendment into compliance with the functional plan; or
  - ~~(3) S~~seek an exception pursuant to section 3.07.840.~~review of the noncompliance by MPAC and the Metro Council, pursuant to Sections 3.07.830 and 3.07.840.~~

### ~~3.07.830 Review of Compliance by Metropolitan Policy Advisory Committee~~

- ~~A. A city or county may seek review of the Chief Operating Officer's conclusion of noncompliance under Section 3.07.820B by MPAC and the Metro Council. The city or county shall file an application for MPAC review on a form provided for that purpose by the Chief Operating Officer. Upon receipt of a completed application, the Chief Operating Officer shall set the matter on the MPAC agenda and notify those persons who request notification of MPAC reviews.~~



- ~~B. The Chief Operating Officer may seek review of city or county compliance with a functional plan requirement by MPAC and the Metro Council after the deadline for compliance with that requirement. The Chief Operating Officer shall file an application for MPAC review on the form described in subsection A and shall set the matter on the MPAC agenda. The Council President shall notify the city or county and those persons who request notification of MPAC reviews.~~
- ~~C. MPAC may hold a public hearing on the issue of compliance. If MPAC holds a hearing, any person may testify. MPAC shall attempt to resolve any apparent or potential inconsistency between the proposed amendment and the functional plan. MPAC shall prepare a report to the Metro Council that sets forth reasons for the inconsistency. The Chief Operating Officer shall send a copy of the report to the city or county and those persons who request a copy.~~

#### ~~3.07.840 Review by Metro Council~~

- ~~A. Upon receipt of a report from MPAC under Section 3.07.830, the Chief Operating Officer shall set the matter for a public hearing before the Metro Council and notify the city or county and those persons who request notification of Council reviews.~~
- ~~B. A person who requested a copy under Section 3.07.820A may seek review by the Metro Council of an Chief Operating Officer conclusion of compliance of a proposed amendment with the functional plan. The person shall file an application for Council review on a form provided for that purpose by the Chief Operating Officer. The Council President shall set the matter for a public hearing before the Council and notify the city or county, the Department of Land Conservation and Development and those persons who request notification of Council reviews.~~
- ~~C. The Council shall hold a public hearing on the matter within 90 days after receipt of a report from MPAC under subsection A or within 90 days after the filing of a complete application under subsection B. Any person may testify at the hearing. The Council shall issue an order of compliance or noncompliance with its analysis and conclusion and send a copy to the city or county, MPAC, the Department of Land Conservation and Development and those persons who participated in the proceeding.~~

- ~~D. If the Council finds that the proposed amendment does not comply with the functional plan, the Council shall advise the city or county that it may (1) revise and adopt the proposed amendment as recommended in the Council order; (2) seek an extension of time, pursuant to Section 3.07.850, to bring the proposed amendment into compliance with the functional plan; or (3) seek an exception from the functional plan, pursuant to Section 3.07.860. If the Council determines that an amendment of the functional plan is necessary to resolve the noncompliance, the Council shall include that determination in its order.~~
- ~~E. The city or county or a person who participated in the proceeding may seek review of the Council's order as a land use decision described in ORS 197.015(10)(a)(A).~~

### 3.07.8350 Extension of Compliance Deadline

- A. A city or county may seek an extension of time for compliance with the functional plan requirement. The city or county shall file an application for an extension on a form provided ~~for that purpose~~ by the ~~COO~~Chief Operating Officer. Upon receipt of an application, the ~~COO~~Council President shall set the matter for a public hearing before the Metro Council and shall notify the city or county, MPAC, the Department of Land Conservation and Development and those persons who request notification of applications for extensions. Any person may file a written comment in support or opposition to the extension.
- B. ~~The Metro Council shall hold a public hearing to consider the extension. Any person may testify at the hearing. The Council~~ The COO may grant an extension if ~~it finds that:~~ (1) the city or county is making progress toward ~~accomplishment of its compliance work program;~~ or (2) there is good cause for failure to meet the deadline for compliance. Within 30 days after the filing of a complete application for an extension, the COO shall issue an order granting or denying the extension. The COO shall not grant more than two extensions of time to a city or county and shall grant no extension of more than one year. The COO shall send the order to the city or county and any person who filed a written comment.

- C. The ~~COO~~Metro Council may establish terms and conditions for the extension in order to ensure that compliance is achieved in a timely and orderly fashion and that land use decisions made by the city or county during the extension do not undermine the ability of the city or county to achieve the purposes of the functional plan requirement ~~or of the region to achieve the 2040 Growth Concept~~. A term or condition must relate to the requirement of the functional plan to which the ~~Council~~COO has granted the extension. ~~The Council shall incorporate the terms and conditions into its order on the extension. The Council shall not grant more than two extensions of time to a city or a county. The Council shall not grant an extension of time for more than one year.~~
- D. The city or county applicant or any person who filed written comment on the extension may appeal the COO's order to the Metro Council within 15 days after receipt of the order. ~~shall issue an order with its conclusion and analysis and send a copy to the city or county, MPAC, the Department of Land Conservation and Development and those persons who participated in the proceeding. If an appeal is filed, the Council shall hold a hearing to consider the appeal. After the hearing, the Council shall issue an order granting or denying the extension and shall send copies to the applicant and any person who participated in the hearing.~~ The city or county or a person who participated in the proceeding may seek review of the Council's order as a land use decision described in ORS 197.015(10)(a)(A).

### 3.07.860 Exception from Compliance

- A. A city or county may seek an exception from compliance with a functional plan requirement by filing an application on a form provided ~~for that purpose by the COO~~Chief Operating Officer. ~~An application for an exception to the requirement in subsection 3.07.150D to increase dwelling unit and job capacity to the targets set forth in Table 3.07-1 must be filed between March 1 and March 31 of each calendar year in order to allow the Metro Council to consider the application concurrently with other such applications.~~ Upon receipt of an application, the Council President shall notify the city or county set the matter for a public hearing before the Metro Council and shall notify MPAC, the Department of Land Conservation and Development and those persons who request notification of

requests for exceptions. Any person may file a written comment in support of or opposition to the exception.

B. ~~The Metro Council shall hold a public hearing to determine whether the exception meets the following criteria:~~

~~1.~~ Except as provided in ~~paragraph (2) of this subsection C~~, the ~~COOouncil~~ may grant an exception if ~~it finds~~:

~~1a.~~ it is not possible to achieve the requirement due to topographic or other physical constraints or an existing development pattern;

~~2b.~~ this exception and likely similar exceptions will not render the objective of the requirement unachievable region-wide;

~~3e.~~ the exception will not reduce the ability of another city or county to comply with the requirement; and

~~4d.~~ the city or county has adopted other measures more appropriate for the city or county to achieve the intended result of the requirement.

~~C2.~~ The ~~COOouncil~~ may grant an exception to the housing capacity requirements in subsections 3.07.1240A or 3.07.130 to increase dwelling unit and job capacity to the targets set forth in Table 3.07-1 if ~~it finds~~:

a. the city or county has completed the analysis of capacity for dwelling units ~~and jobs~~ required by subsections 3.07.120 ~~A, B and C~~;

b. it is not possible to achieve the targets due to topographic or other physical constraints, an existing development pattern ~~that precludes achievement of the 2040 Growth Concept~~, or protection of natural resources pursuant to Titles 3 or 13 of this chapter ~~environmentally sensitive land~~; and

c. this exception and other exceptions to the targets will not render the targets unachievable region-wide.

~~DE.~~ The ~~Council-COO~~ may establish terms and conditions for the exception in order to ensure that it does not undermine the ability of the region to achieve the purposes of the requirement-2040-Growth-Concept. A term or condition must relate to the requirement of the functional plan to which the Council grants the exception. The ~~COO Council~~ shall incorporate the terms and conditions into ~~theits~~ order on the exception.

E. The city or county applicant or a person who filed a written comment on the exception may appeal the COO's order to the Metro Council within 15 days after receipt of the order. If an appeal is files, the Council shall hold a hearing to consider the appeal. After the hearing, the Council shall issue an order granting or denying the exception with its conclusion and analysis and send a copy to the applicant and any person who participated in the hearingcity or county, MPAC, the Department of Land Conservation and those persons who have requested a copy of the order. The city or county or a person who participated in the proceeding may seek review of the Council's order as a land use decision described in ORS 197.015(10)(a)(A).

### 3.07.8570 Enforcement of Functional Plan

A. The Metro Council may initiate enforcement ~~proceedings under this section~~ if a city or county has failed to meet a deadline for compliance with a functional plan requirementin an extension granted pursuant to Section 3.07.850 or if it has good cause to believe that a city or county is engaging in a pattern or a practice of decision-making that is inconsistent with the functional plan or ~~local~~ ordinances adopted by the city or county to implement the plan, or ~~with~~ the terms or conditions in an extension or an exception granted pursuant to section 3.07.830 or 3.07.840, respectively. The Council may consider whether to initiate enforcement proceedings upon the request of the ~~COOchief Operating Officer~~ or a Councilor. The Council shall consult with the city or county before it determines there is good cause to proceed to a hearing under subsection B ~~of this section~~.

B. If the Metro Council concludes that there is good cause ~~pursuant to subsection A of this section~~, the Council President shall set the matter for a public hearing before the Council within 90 days of its conclusion. The ~~COOchief Operating Officer~~ shall publish notice of the hearing in a

newspaper of general circulation in the city or county and send notice to the city or county, MPAC, the Department of Land Conservation and Development and any person who requests a copy of such notices.

C. The ~~COO~~Chief Operating Officer shall prepare a report and recommendation on the pattern or practice, with a proposed order, for consideration by the ~~Metro~~Council. The ~~COO~~Chief Operating Officer shall publish the report at least 14 days prior to the public hearing and send a copy to the city or county and any person who requests a copy.

D. ~~If the Metro Council concludes that the city or county has not engaged in a pattern or practice of decision making that that is inconsistent with the functional plan or local ordinances adopted by the city or county to implement the plan or with terms or conditions of an extension granted pursuant to Section 3.07.850, the Council shall enter an order dismissing the matter. At the conclusion of the hearing, the Council shall adopt an order that dismisses the matter if it decides the city or county complies with the requirement. If the Council decides~~concludes that the city or county has failed to meet a deadline for compliance with a functional plan requirement or has engaged in~~such a~~ pattern or a practice of decision-making that is inconsistent with the functional plan, ordinances adopted by the city or county to implement the plan, or terms or conditions of an extension or an exception granted pursuant to sections 3.07.830 or 3.07.840, respectively, the Council may adopt shall issue an order that:

1. Dsets forth the noncompliance and directs changes in the city or county ordinances necessary to remedy the pattern or practice; or

2. includes a remedy authorized in ORS 268.390(7).

E. ~~—The Council shall issue its order, with analysis and conclusions, not later than 30 days following the public hearing and on the matter. The Chief Operating Officer shall send a copiesy of the order to the city or county, MPAC, the Department of Land Conservation and Development and any person who requests a copy.~~

### 3.07.8690 Citizen Involvement in Compliance Review

A. Any citizen may contact Metro staff or the ~~COO~~Chief Operating Officer or appear before the Metro Council to

raise issues regarding local functional plan compliance, to request Metro participation in the local process, or to request the ~~COO Metro Council~~ to appeal a local enactment for which notice is required to be given to the Chief Operating Officer pursuant to ~~subsection A of s~~Section 3.07.820A. Such contact may be oral or in writing and may be made at any time. ~~during or at the conclusion of any city or county proceeding to amend a comprehensive plan or implementing ordinance for which notice is required to be given to the Chief Operating Officer. All such requests to participate or appeal made in writing shall be forwarded to the Metro Council.~~

- B. In addition to considering requests as described in A above, the ~~Metro~~ Council shall at every regularly scheduled Council meeting provide an opportunity for citizens to address the Council on any matter related to this functional plan. The ~~COO~~ Chief Operating Officer shall maintain a list of persons who request notice of ~~COO~~ reviews, ~~and copies of~~ reports and orders under this chapter and shall send requested documents as provided in this chapter.
- C. Cities, counties and the ~~Metro~~ Council shall comply with their own adopted and acknowledged Citizen Involvement Requirements (Citizen Involvement) in all decisions, determinations and actions taken to implement and comply with this functional plan. The Chief Operating Officer shall ~~at least annually~~ publish ~~and distribute~~ a Citizen Involvement fact sheet, after consultation with the Metro Committee for Citizen Involvement, that ~~fully~~ describes all opportunities for citizen involvement in Metro's ~~Regional~~ Growth mManagement ~~procedures~~ Process as well as the implementation and enforcement of this functional plan.

### 3.07.8780 Compliance Report and Order

- A. The ~~COO~~ Chief Operating Officer shall submit a report to the Metro Council by ~~March~~ December 31 of each calendar year on compliance by cities and counties with the Urban Growth Management Functional Plan. The COO shall send a copy of the report to each city and county within Metro. The report shall include an accounting of compliance with each requirement of the functional plan by each city and county in Metro. The report shall recommend action that would

~~bring a city or county into compliance with the functional plan requirement and shall advise the city or county whether it may seek an extension pursuant to Section 3.07.850 or an exception pursuant to Section 3.07.860. The report shall also include an evaluation of the implementation of this chapter and its effectiveness in helping achieve the 2040 Growth Concept.~~

- B. ~~Upon receipt of the compliance report, the Metro Council shall set a public hearing for the purpose of receiving testimony on the report and determining whether a city or county has complied with the requirements of the functional plan. The Chief Operating Officer shall notify all cities and counties, the Department of Land Conservation and Development and any person who requests notification of the hearing of the date, time and place of the hearing. A city, county or person who disagrees with a determination in the compliance report may seek review of the determination by the Council by written request to the COO. The Council shall review the request at a regularly scheduled meeting and shall notify the requestor and the affected city or county of the date of the review. The notification shall state that the Council does not have jurisdiction~~ authority to:

(1) ~~to determine~~ whether previous amendments of comprehensive plans or land use regulations made by a city or county comply with functional plan requirements if those amendments already comply pursuant to subsections F and G of Section 3.07.810; or

(2) ~~to R~~reconsider a determination in a prior order issued under this section pursuant to subsection C that a city or county complies with a requirement of the functional plan. ~~Any person may testify, orally or in writing, at the public hearing.~~

- C. Following ~~the public hearing~~its review, the ~~Metro~~ Council shall ~~adopt~~enter an order that determines whether the city or county complies with ~~the~~which functional plan requirements ~~each city and county complies~~raised in the request. The order shall be based upon the Chief Operating Officer's report submitted pursuant to subsection A and upon testimony at the public hearing pursuant to subsection B, with which functional plan requirements each city and county complies. ~~The order may rely upon the report for~~



~~its findings of fact and conclusions of compliance with a functional plan requirement. If the Council receives testimony during its public hearing that takes exception to the report on the question of compliance, the order shall include supplemental findings and conclusions to address the testimony. The COO Chief Operating Officer shall send a copy of theits order to the requestor, the affected cities orand counties and any person who testifies, orally or in writing, at the public hearingparticipated in the Council review.~~

~~D. Omission from the order of recognition by the Council of compliance by a city or county with a functional plan requirement shall not constitute a determination under Section 3.07.870A that the city or county has engaged in a pattern or practice of decision-making that is inconsistent with the requirement.~~

E. A city or county or a person who participated testified, ~~orally or in writing,~~ at the ~~public~~ hearing, may seek review of the Council's order as a land use decision described in ORS 197.015(10)(a)(A).

## CHAPTER 3.08<sup>1</sup>

### REGIONAL TRANSPORTATION FUNCTIONAL PLAN<sup>2</sup>

SECTIONS	TITLE
3.08.010	Purpose of Regional Transportation Functional Plan
<b>TITLE 1:</b>	<b>TRANSPORTATION SYSTEM DESIGN</b>
3.08.110	Street System Design
3.08.120	Transit System Design
3.08.130	Pedestrian System Design
3.08.140	Bicycle System Design
3.08.150	Freight System Design
3.08.160	Transportation System Management and Operations
<b>TITLE 2:</b>	<b>DEVELOPMENT AND UPDATE OF TRANSPORTATION SYSTEM PLANS</b>
3.08.210	Transportation Needs
3.08.220	Transportation Solutions
3.08.230	Performance Targets and Standards
<b>TITLE 3:</b>	<b>TRANSPORTATION PROJECT DEVELOPMENT</b>
3.08.310	Defining Projects in Transportation System Plans
<b>TITLE 4:</b>	<b>REGIONAL PARKING MANAGEMENT</b>
3.08.410	Parking Management
<b>TITLE 5:</b>	<b>AMENDMENT OF COMPREHENSIVE PLANS</b>
3.08.510	Amendments of City and County Comprehensive and Transportation System Plans
<b>TITLE 6:</b>	<b>COMPLIANCE PROCEDURES</b>
3.08.610	Metro Review of Amendments to Transportation System Plans
3.08.620	Extension of Compliance Deadline
3.08.630	Exception from Compliance
<b>TITLE 7:</b>	<b>DEFINITIONS</b>
3.08.710	Definitions

<sup>1</sup> Metro Code Chapter 3.08 formerly called Affordable Housing Technical Advisory Committee (Repealed Ord. 00-860A § 2).

<sup>2</sup> Metro Code Chapter 3.08 now called The Regional Transportation Functional Plan (Ordinance No. 10-1241B, § 5, adopted 06/10/10, effective 09/08/10).

### 3.08.010 Purpose of Regional Transportation Functional Plan

- A. The Regional Transportation Plan establishes an outcomes-based framework that is performance-driven and includes policies, objectives and actions that direct future planning and investment decisions to consider economic, equity and environmental objectives. The principal performance objectives of the RTP are improved public health, safety and security for all; attraction of jobs and housing to downtowns, main streets, corridors and employment areas; creating vibrant, livable communities, sustaining the region's economic competitiveness and prosperity; efficient management to maximize use of the existing transportation system; completion of the transportation system for all modes of travel to expand transportation choices; increasing use of the transit, pedestrian and bicycle systems; ensuring equity and affordable transportation choices; improving freight reliability; reducing vehicle miles traveled and resulting emissions; and promoting environmental and fiscal stewardship and accountability. Metro and its regional partners will continue to develop a regional data collection and performance monitoring system to better understand the benefits and impacts of actions required by this functional plan relative to the RTP performance objectives. Local plan updates and amendments should rely on Metro data and tools or other locally-developed data and tools, when practical. Through performance evaluation and monitoring the region can be a responsible steward of public funds and be more accountable and transparent about local and regional planning and investment choices.
- B. The Regional Transportation Functional Plan (RTFP) implements the Goals and Objectives in section 2.3 of the Regional Transportation Plan (RTP) and the policies of the Regional Transportation Plan (RTP) and its constituent freight, high-capacity transit and transportation system management and operations plans which cities and counties of the region will carry out in their comprehensive plans, transportation system plans (TSPs), other land use regulations and transportation project development. Local implementation of the RTP will result in a more comprehensive approach for implementing the 2040 Growth Concept, help communities achieve their aspirations for growth and support current and future efforts to achieve the principal objectives of the RTP and address climate change.

- C. The RTPFP is intended to be consistent with federal law that applies to Metro in its role as a metropolitan planning organization, the Oregon Transportation Plan, and Statewide Planning Goal 12 (Transportation) and its Transportation Planning Rule (TPR). If a TSP is consistent with this RTPFP, Metro shall deem it consistent with the RTP.

(Ordinance No. 10-1241B, § 5)

## **TITLE 1: TRANSPORTATION SYSTEM DESIGN**

### **3.08.110 Street System Design**

- A. To ensure that new street construction and re-construction projects are designed to improve safety, support adjacent land use and balance the needs of all users, including bicyclists, transit vehicles, motorists, freight delivery vehicles and pedestrians of all ages and abilities, city and county street design regulations shall allow implementation of:
1. Complete street designs as set forth in *Creating Livable Streets: Street Design Guidelines for 2040* (2<sup>nd</sup> Edition, 2002), or similar resources consistent with regional street design policies;
  2. Green street designs as set forth in *Green Streets: Innovative Solutions for Stormwater and Street Crossings* (2002) and *Trees for Green Streets: An Illustrated Guide* (2002) or similar resources consistent with federal regulations for stream protection; and
  3. Transit-supportive street designs that facilitate existing and planned transit service pursuant subsection 3.08.120B.
- B. City and county local street design regulations shall allow implementation of:
1. Pavement widths of less than 28 feet from curb-face to curb-face;
  2. Sidewalk widths that include at least five feet of pedestrian through zones;

3. Landscaped pedestrian buffer strips, or paved furnishing zones of at least five feet, that include street trees;
  4. Traffic calming devices, such as speed bumps and cushions, woonerfs and chicanes, to discourage traffic infiltration and excessive speeds;
  5. Short and direct right-of-way routes and shared-use paths to connect residences with commercial services, parks, schools, hospitals, institutions, transit corridors, regional trails and other neighborhood activity centers; and
  6. Opportunities to extend streets in an incremental fashion, including posted notification on streets to be extended.
- C. To improve connectivity of the region's arterial system and support walking, bicycling and access to transit, each city and county shall incorporate into its TSP, to the extent practicable, a network of major arterial streets at one-mile spacing and minor arterial streets or collector streets at half-mile spacing considering the following:
1. Existing topography;
  2. Rail lines;
  3. Freeways;
  4. Pre-existing development;
  5. Leases, easements or covenants in place prior to May 1, 1995; and
  6. The requirements of Titles 3 and 13 of the Urban Growth Management Functional Plan (UGMFP).
  7. Arterial design concepts in Table 2.6 and Figure 2.11 of the RTP.
  8. Best practices and designs as set forth in Green Streets: Innovative Solutions for Stormwater, Street Crossings (2002) and Trees for Green Streets: An Illustrated Guide (2002), Creating Livable Streets: Street Design Guidelines for 2040 (2nd Edition, 2002), and state or locally-adopted plans and best practices for protecting natural resources and natural areas.

- D. To improve local access and circulation, and preserve capacity on the region's arterial system, each city and county shall incorporate into its TSP a conceptual map of new streets for all contiguous areas of vacant and re-developable lots and parcels of five or more acres that are zoned to allow residential or mixed-use development. The map shall identify street connections to adjacent areas to promote a logical, direct and connected system of streets and should demonstrate opportunities to extend and connect new streets to existing streets, provide direct public right-of-way routes and limit closed-end street designs consistent with subsection E.
- E. If proposed residential or mixed-use development of five or more acres involves construction of a new street, the city and county regulations shall require the applicant to provide a site plan that:
1. Is consistent with the conceptual new streets map required by subsection D;
  2. Provides full street connections with spacing of no more than 530 feet between connections, except if prevented by barriers such as topography, rail lines, freeways, pre-existing development, leases, easements or covenants that existed prior to May 1, 1995, or by requirements of Titles 3 and 13 of the UGMFP;
  3. If streets must cross water features protected pursuant to Title 3 UGMFP, provides a crossing every 800 to 1,200 feet unless habitat quality or the length of the crossing prevents a full street connection;
  4. If full street connection is prevented, provides bicycle and pedestrian accessways on public easements or rights-of-way spaced such that accessways are not more than 330 feet apart, unless not possible for the reasons set forth in paragraph 3;
  5. Provides for bike and pedestrian accessways that cross water features protected pursuant to Title 3 of the UGMFP at an average of 530 feet between accessways unless habitat quality or the length of the crossing prevents a connection;
  6. If full street connection over water features protected pursuant to Title 3 of the UGMFP cannot be constructed in centers as defined in Title 6 of the

UGMFP or Main Streets shown on the 2040 Growth Concept Map, or if spacing of full street connections exceeds 1,200 feet, provides bike and pedestrian crossings at an average of 530 feet between accessways unless habitat quality or the length of the crossing prevents a connection;

7. Limits cul-de-sac designs or other closed-end street designs to circumstances in which barriers prevent full street extensions and limits the length of such streets to 200 feet and the number of dwellings along the street to no more than 25; and
  8. Provides street cross-sections showing dimensions of right-of-way improvements and posted or expected speed limits.
- F. For redevelopment of contiguous lots and parcels less than five acres in size that require construction of new streets, cities and counties shall establish their own standards for local street connectivity, consistent with subsection E.
- G. To protect the capacity, function and safe operation of existing and planned state highway interchanges or planned improvements to interchanges, cities and counties shall, to the extent feasible, restrict driveway and street access in the vicinity of interchange ramp terminals, consistent with Oregon Highway Plan Access Management Standards, and accommodate local circulation on the local system to improve safety and minimize congestion and conflicts in the interchange area. Public street connections, consistent with regional street design and spacing standards in this section, shall be encouraged and shall supercede this access restriction, though such access may be limited to right-in/right-out or other appropriate configuration in the vicinity of interchange ramp terminals. Multimodal street design features including pedestrian crossings and on-street parking shall be allowed where appropriate.

(Ordinance No. 10-1241B, § 5)

### 3.08.120 Transit System Design

- A. City and county TSPs or other appropriate regulations shall include investments, policies, standards and criteria to provide pedestrian and bicycle connections to all existing transit stops and major transit stops designated in Figure 2.15 of the RTP.

- B. City and county TSPs shall include a transit plan, and implementing land use regulations, with the following elements to leverage the region's investment in transit and improve access to the transit system:
1. A transit system map consistent with the transit functional classifications shown in Figure 2.15 of the RTP that shows the locations of major transit stops, transit centers, high capacity transit stations, regional bicycle transit facilities, inter-city bus and rail passenger terminals designated in the RTP, transit-priority treatments such as signals, regional bicycle transit facilities, park-and-ride facilities, and bicycle and pedestrian routes, consistent with sections 3.08.130 and 3.08.140, between essential destinations and transit stops.
  2. The following site design standards for new retail, office, multi-family and institutional buildings located near or at major transit stops shown in Figure 2.15 in the RTP:
    - a. Provide reasonably direct pedestrian connections between transit stops and building entrances and between building entrances and streets adjoining transit stops;
    - b. Provide safe, direct and logical pedestrian crossings at all transit stops where practicable;
    - c. At major transit stops, require the following:
      - i. Locate buildings within 20 feet of the transit stop, a transit street or an intersecting street, or a pedestrian plaza at the stop or a street intersection;
      - ii. Transit passenger landing pads accessible to disabled persons to transit agency standards;
      - iii. An easement or dedication for a passenger shelter and an underground utility connection to a major transit stop if requested by the public transit provider; and



- iv. Lighting to transit agency standards at the major transit stop.
  - v. Intersection and mid-block traffic management improvements as needed and practicable to enable marked crossings at major transit stops.
- C. Providers of public transit service shall consider and document the needs of youth, seniors, people with disabilities and environmental justice populations, including minorities and low-income families, when planning levels of service, transit facilities and hours of operation.

(Ordinance No. 10-1241B, § 5)

### 3.08.130 Pedestrian System Design

- A. City and county TSPs shall include a pedestrian plan, with implementing land use regulations, for an interconnected network of pedestrian routes within and through the city or county. The plan shall include:
  - 1. An inventory of existing facilities that identifies gaps and deficiencies in the pedestrian system;
  - 2. An evaluation of needs for pedestrian access to transit and essential destinations for all mobility levels, including direct, comfortable and safe pedestrian routes.
  - 3. A list of improvements to the pedestrian system that will help the city or county achieve the regional Non-SOV modal targets in Table 3.08-1 and other targets established pursuant to section 3.08.230;
  - 4. Provision for sidewalks along arterials, collectors and most local streets, except that sidewalks are not required along controlled roadways, such as freeways; and
  - 5. Provision for safe crossings of streets and controlled pedestrian crossings on major arterials.
- B. As an alternative to implementing section 3.08.120(B)(2), a city or county may establish pedestrian districts in its comprehensive plan or land use regulations with the following elements:

1. A connected street and pedestrian network for the district;
  2. An inventory of existing facilities, gaps and deficiencies in the network of pedestrian routes;
  3. Interconnection of pedestrian, transit and bicycle systems;
  4. Parking management strategies;
  5. Access management strategies;
  6. Sidewalk and accessway location and width;
  7. Landscaped or paved pedestrian buffer strip location and width;
  8. Street tree location and spacing;
  9. Pedestrian street crossing and intersection design;
  10. Street lighting and furniture for pedestrians; and
  11. A mix of types and densities of land uses that will support a high level of pedestrian activity.
- C. City and county land use regulations shall require new development to provide on-site streets and accessways that offer reasonably direct routes for pedestrian travel.

(Ordinance No. 10-1241B, § 5)

#### 3.08.140 Bicycle System Design

- A. City and county TSPs shall include a bicycle plan, with implementing land use regulations, for an interconnected network of bicycle routes within and through the city or county. The plan shall include:
1. An inventory of existing facilities that identifies gaps and deficiencies in the bicycle system;
  2. An evaluation of needs for bicycle access to transit and essential destinations, including direct, comfortable and safe bicycle routes and secure bicycle parking, considering *TriMet Bicycle Parking Guidelines*.

3. A list of improvements to the bicycle system that will help the city or county achieve the regional Non-SOV modal targets in Table 3.08-1 and other targets established pursuant to section 3.08.230;
4. Provision for bikeways along arterials, collectors and local streets, and bicycle parking in centers, at major transit stops shown in Figure 2.15 in the RTP, park-and-ride lots and associated with institutional uses; and
5. Provision for safe crossing of streets and controlled bicycle crossings on major arterials.

(Ordinance No. 10-1241B, § 5)

#### 3.08.150 Freight System Design

- A. City and county TSPs shall include a freight plan, with implementing land use regulations, for an interconnected system of freight networks within and through the city or county. The plan shall include:
  1. An inventory of existing facilities that identifies gaps and deficiencies in the freight system;
  2. An evaluation of freight access to freight intermodal facilities, employment and industrial areas and commercial districts; and
  3. A list of improvements to the freight system that will help the city or county increase reliability of freight movement, reduce freight delay and achieve the targets established pursuant to section 3.08.230.

(Ordinance No. 10-1241B, § 5)

#### 3.08.160 Transportation System Management and Operations

- A. City and county TSPs shall include transportation system management and operations (TSMO) plans to improve the performance of existing transportation infrastructure within or through the city or county. A TSMO plan shall include:
  1. An inventory and evaluation of existing local and regional TSMO infrastructure, strategies and programs that identifies gaps and opportunities to expand infrastructure, strategies and programs;

2. A list of projects and strategies, consistent with the Regional TSMO Plan, based upon consideration of the following functional areas:
  - a. Multimodal traffic management investments, such as signal timing, access management, arterial performance monitoring and active traffic management;
  - b. Traveler information investments, such as forecasted traffic conditions and carpool matching;
  - c. Traffic incident management investments, such as incident response programs; and
  - d. Transportation demand management investments, such as individualized marketing programs, rideshare programs and employer transportation programs.

(Ordinance No. 10-1241B, § 5)

## **TITLE 2: DEVELOPMENT AND UPDATE OF TRANSPORTATION SYSTEM PLANS**

### **3.08.210 Transportation Needs**

- A. Each city and county shall update its TSP to incorporate regional and state transportation needs identified in the 2035 RTP and its own transportation needs. The determination of local transportation needs shall be based upon:
  1. System gaps and deficiencies identified in the inventories and analysis of transportation systems pursuant to Title 1;
  2. Identification of facilities that exceed the Deficiency Thresholds and Operating Standards in Table 3.08-2 or the alternative thresholds and standards established pursuant to section 3.08.230;
  3. Consideration and documentation of the needs of youth, seniors, people with disabilities and environmental justice populations within the city or county, including minorities and low-income families.
- B. A city or county determination of transportation needs must be consistent with the following elements of the RTP:

1. The population and employment forecast and planning period of the RTP, except that a city or county may use an alternative forecast for the city or county, coordinated with Metro, to account for changes to comprehensive plan or land use regulations adopted after adoption of the RTP;
  2. System maps and functional classifications for street design, motor vehicles, transit, bicycles, pedestrians and freight in Chapter 2 of the RTP; and
  3. Regional non-SOV modal targets in Table 3.08-1 and the Deficiency Thresholds and Operating Standards in Table 3.08-2.
- C. When determining its transportation needs under this section, a city or county shall consider the regional needs identified in the mobility corridor strategies in Chapter 4 of the RTP.

(Ordinance No. 10-1241B, § 5)

#### 3.08.220 Transportation Solutions

- A. Each city and county shall consider the following strategies, in the order listed, to meet the transportation needs determined pursuant to section 3.08.210 and performance targets and standards pursuant to section 3.08.230. The city or county shall explain its choice of one or more of the strategies and why other strategies were not chosen:
1. TSMO strategies, including localized TDM, safety, operational and access management improvements;
  2. Transit, bicycle and pedestrian system improvements;
  3. Traffic-calming designs and devices;
  4. Land use strategies in OAR 660-012-0035(2) to help achieve the thresholds and standards in Tables 3.08-1 and 3.08-2 or alternative thresholds and standards established pursuant to section 3.08.230;
  5. Connectivity improvements to provide parallel arterials, collectors or local streets that include pedestrian and bicycle facilities, consistent with the connectivity standards in section 3.08.110 and design

classifications in Table 2.6 of the RTP, in order to provide alternative routes and encourage walking, biking and access to transit; and

6. Motor vehicle capacity improvements, consistent with the RTP Arterial and Throughway Design and Network Concepts in Table 2.6 and section 2.5.2 of the RTP, only upon a demonstration that other strategies in this subsection are not appropriate or cannot adequately address identified transportation needs.
- B. A city or county shall coordinate its consideration of the strategies in subsection A with the owner of the transportation facility affected by the strategy. Facility design is subject to the approval of the facility owner.
  - C. If analysis under subsection 3.08.210A indicates a new regional or state need that has not been identified in the RTP, the city or county may propose one of the following actions:
    1. Propose a project at the time of Metro review of the TSP to be incorporated into the RTP during the next RTP update; or
    2. Propose an amendment to the RTP for needs and projects if the amendment is necessary prior to the next RTP update.

(Ordinance No. 10-1241B, § 5)

### 3.08.230 Performance Targets and Standards

- A. Each city and county shall demonstrate that solutions adopted pursuant to section 3.08.220 will achieve progress toward the targets and standards in Tables 3.08-1, and 3.08-2 and measures in subsection D, or toward alternative targets and standards adopted by the city or county pursuant to subsections B and, C. The city or county shall include the regional targets and standards or its alternatives in its TSP.
- B. A city or county may adopt alternative targets or standards in place of the regional targets and standards prescribed in subsection A upon a demonstration that the alternative targets or standards:
  1. Are no lower than the modal targets in Table 3.08-1 and no lower than the ratios in Table 3.08-2;

2. Will not result in a need for motor vehicle capacity improvements that go beyond the planned arterial and throughway network defined in Figure 2.12 of the RTP and that are not recommended in, or are inconsistent with, the RTP; and
  3. Will not increase SOV travel to a degree inconsistent with the non-SOV modal targets in Table 3.08-1.
- C. If the city or county adopts mobility standards for state highways different from those in Table 3.08-2, it shall demonstrate that the standards have been approved by the Oregon Transportation Commission.
- D. Each city and county shall also include performance measures for safety, vehicle miles traveled per capita, freight reliability, congestion, and walking, bicycling and transit mode shares to evaluate and monitor performance of the TSP.
- E. To demonstrate progress toward achievement of performance targets in Tables 3.08-1 and 3.08-2 and to improve performance of state highways within its jurisdiction as much as feasible and avoid their further degradation, the city or county shall adopt the following:
1. Parking minimum and maximum ratios in Centers and Station Communities consistent with subsection 3.08.410A;
  2. Designs for street, transit, bicycle, freight and pedestrian systems consistent with Title 1; and
  3. TSMO projects and strategies consistent with section 3.08.160; and
  4. Land use actions pursuant to OAR 660-012-0035(2).

(Ordinance No. 10-1241B, § 5)

### **TITLE 3: TRANSPORTATION PROJECT DEVELOPMENT**

#### **3.08.310 Defining Projects in Transportation System Plans**

- A. Each city or county developing or amending a TSP shall specify the general locations and facility parameters, such as minimum and maximum ROW dimensions and the number and width of traffic lanes, of planned regional transportation facilities and improvements identified on the appropriate

RTP map. The locations shall be within the general location depicted in the appropriate RTP map. Except as otherwise provided in the TSP, the general location is as follows:

1. For new facilities, a corridor within 200 feet of the location depicted on the appropriate RTP map;
  2. For interchanges, the general location of the crossing roadways, without specifying the general location of connecting ramps;
  3. For existing facilities planned for improvements, a corridor within 50 feet of the existing right-of-way; and
  4. For realignments of existing facilities, a corridor within 200 feet of the segment to be realigned as measured from the existing right-of-way depicted on the appropriate RTP map.
- B. A city or county may refine or revise the general location of a planned regional facility as it prepares or revises its TSP. Such revisions may be appropriate to reduce the impacts of the facility or to comply with comprehensive plan or statewide planning goals. If, in developing or amending its TSP, a city or county determines that the general location of a planned regional facility or improvement is inconsistent with its comprehensive plan or a statewide planning goal requirement, it shall:
1. Propose a revision to the general location of the planned facility or improvement to achieve consistency and, if the revised location lies outside the general location depicted in the appropriate RTP map, seek an amendment to the RTP; or
  2. Propose a revision to its comprehensive plan to authorize the planned facility or improvement at the revised location.

(Ordinance No. 10-1241B, § 5)

#### **TITLE 4: REGIONAL PARKING MANAGEMENT**

##### **3.08.410 Parking Management**

- A. Cities and county parking regulations shall establish parking ratios, consistent with the following:



1. No minimum ratios higher than those shown on Table 3.08-3.
  2. No maximums ratios higher than those shown on Table 3.08-3 and illustrated in the Parking Maximum Map. If 20-minute peak hour transit service has become available to an area within a one-quarter mile walking distance for bus transit or one-half mile walking distance from a high capacity transit station, that area shall be added to Zone A. If 20-minute peak hour transit service is no longer available to an area within a one-quarter mile walking distance for bus transit or one-half mile walking distance from a high capacity transit station, that area shall be removed from Zone A. Cities and counties should designate Zone A parking ratios in areas with good pedestrian access to commercial or employment areas (within one-third mile walk) from adjacent residential areas.
- B. Cities and counties may establish a process for variances from minimum and maximum parking ratios that includes criteria for a variance.
- C. Cities and counties shall require that free surface parking be consistent with the regional parking maximums for Zones A and B in Table 3.08-3. Following an adopted exemption process and criteria, cities and counties may exempt parking structures; fleet parking; vehicle parking for sale, lease, or rent; employee car pool parking; dedicated valet parking; user-paid parking; market rate parking; and other high-efficiency parking management alternatives from maximum parking standards. Reductions associated with redevelopment may be done in phases. Where mixed-use development is proposed, cities and counties shall provide for blended parking rates. Cities and counties may count adjacent on-street parking spaces, nearby public parking and shared parking toward required parking minimum standards.
- D. Cities and counties may use categories or standards other than those in Table 3.08-3 upon demonstration that the effect will be substantially the same as the application of the ratios in the table.
- E. Cities and counties shall provide for the designation of residential parking districts in local comprehensive plans or implementing ordinances.

- F. Cities and counties shall require that parking lots more than three acres in size provide street-like features, including curbs, sidewalks and street trees or planting strips. Major driveways in new residential and mixed-use areas shall meet the connectivity standards for full street connections in section 3.08.110, and should line up with surrounding streets except where prevented by topography, rail lines, freeways, pre-existing development or leases, easements or covenants that existed prior to May 1, 1995, or the requirements of Titles 3 and 13 of the UGMFP.
- G. To support local freight delivery activities, cities and counties shall require on-street freight loading and unloading areas at appropriate locations in centers.
- H. To encourage the use of bicycles and ensure adequate bicycle parking for different land uses, cities and counties shall establish short-term (stays of less than four hours) and long-term (stays of more than four hours and all-day/monthly) bicycle parking minimums for:
1. New multi-family residential developments of four units or more;
  2. New retail, office and institutional developments;
  3. Transit centers, high capacity transit stations, inter-city bus and rail passenger terminals; and
  4. Bicycle facilities at transit stops and park-and-ride lots.
- I. Cities and counties shall adopt parking policies, management plans and regulations for Centers and Station Communities. The policies, plans and regulations shall be consistent with subsection A through H. Plans may be adopted in TSPs or other adopted policy documents and may focus on sub-areas of Centers. Plans shall include an inventory of parking supply and usage, an evaluation of bicycle parking needs with consideration of *TriMet Bicycle Parking Guidelines*. Policies shall be adopted in the TSP. Policies, plans and regulations must consider and may include the following range of strategies:
1. By-right exemptions from minimum parking requirements;
  2. Parking districts;
  3. Shared parking;

4. Structured parking;
5. Bicycle parking;
6. Timed parking;
7. Differentiation between employee parking and parking for customers, visitors and patients;
8. Real-time parking information;
9. Priced parking;
10. Parking enforcement.

(Ordinance No. 10-1241B, § 5)

#### **TITLE 5: AMENDMENT OF COMPREHENSIVE PLANS**

##### **3.08.510 Amendments of City and County Comprehensive and Transportation System Plans**

- A. When a city or county proposes to amend its comprehensive plan or its components, it shall consider the strategies in subsection 3.08.220A as part of the analysis required by OAR 660-012-0060.
- B. If a city or county adopts the actions set forth in subsection 3.08.230E and Title 6 of the UGMFP, it shall be eligible for the automatic reduction provided in Title 6 below the vehicular trip generation rates reported by the Institute of Transportation Engineers when analyzing the traffic impacts, pursuant to OAR 660-012-0060, of a plan amendment in a Center, Main Street, Corridor or Station Community.
- C. If a city or county proposes a transportation project that is not included in the RTP and will result in a significant increase in SOV capacity or exceeds the planned function or capacity of a facility designated in the RTP, it shall demonstrate consistency with the following in its project analysis:
  1. The strategies set forth in subsection 3.08.220A (1) through (5);
  2. Complete street designs adopted pursuant to subsection 3.08.110A and as set forth in *Creating Livable*

*Streets: Street Design Guidelines for 2040* (2<sup>nd</sup> Edition, 2002) or similar resources consistent with regional street design policies; and

3. Green street designs adopted pursuant to subsection 3.08.110A and as set forth in *Green Streets: Innovative Solutions for Stormwater and Street Crossings* (2002) and *Trees for Green Streets: An Illustrated Guide* (2002) or similar resources consistent with federal regulations for stream protection.
- D. If the city or county decides not to build a project identified in the RTP, it shall identify alternative projects or strategies to address the identified transportation need and inform Metro so that Metro can amend the RTP.
- E. This section does not apply to city or county transportation projects that are financed locally and would be undertaken on local facilities.

(Ordinance No. 10-1241B, § 5)

## **TITLE 6: COMPLIANCE PROCEDURES**

### **3.08.610 Metro Review of Amendments to Transportation System Plans**

- A. Cities and counties shall update or amend their TSPs to comply with the RTFP, or an amendment to it, within two years after acknowledgement of the RTFP, or an amendment to it or by a later date specified in the ordinance that amends the RTFP. The COO shall notify cities and counties of the dates by which their TSPs must comply.
- B. Cities and counties that update or amend their TSPs after acknowledgment of the RTFP or an amendment to it, but before two years following its acknowledgment, shall make the amendments in compliance with the RTFP or the amendment. The COO shall notify cities and counties of the date of acknowledgment of the RTFP or an amendment to it.
- C. One year following acknowledgment of the RTFP or an amendment to it, cities and counties whose TSPs do not yet comply with the RTFP or the amendment shall make land use decisions consistent with the RTFP or the amendment. The COO, at least 120 days before the specified date, shall notify cities and counties of the date upon which RTFP

requirements become applicable to land use decisions. The notice shall specify which requirements become applicable to land use decisions in each city and county.

- D. An amendment to a city or county TSP shall be deemed to comply with the RTFP upon the expiration of the appropriate appeal period specified in ORS 197.830 or 197.650 or, if an appeal is made, upon the final decision on appeal. Once the amendment is deemed to comply with the RTFP, the RTFP shall no longer apply directly to city or county land use decisions.
- E. An amendment to a city or county TSP shall be deemed to comply with the RTFP as provided in subsection D only if the city or county provided notice to the COO as required by subsection F.
- F. At least 45 days prior to the first public hearing on a proposed amendment to a TSP, the city or county shall submit the proposed amendment to the COO. The COO may request, and if so the city or county shall submit, an analysis of compliance of the amendment with the RTFP. Within four weeks after receipt of the notice, the COO shall submit to the city or county a written analysis of compliance of the proposed amendment with the RTFP, including recommendations, if any, that would bring the amendment into compliance with the RTFP. The COO shall send a copy of its analysis to those persons who have requested a copy.
- G. If the COO concludes that the proposed amendment does not comply with RTFP, the COO shall advise the city or county that it may:
  - 1. Revise the proposed amendment as recommended in the COO's analysis;
  - 2. Seek an extension of time, pursuant to section 3.08.620, to bring the proposed amendment into compliance;
  - 3. Seek an exception to the requirement, pursuant to section 3.08.630; or
  - 4. Seek review of the noncompliance by the Metro Council.
- H. A city or county may postpone further consideration of the proposed amendment and seek review of the COO's analysis by the Metro Council. If a city or county seeks such review,

the Council shall schedule the review at the earliest convenient time. At the conclusion of the review, the Council shall decide whether it agrees or disagrees with the COO's analysis and provide a written explanation as soon as practicable.

- I. A city or county that adopts an amendment to its TSP shall send a printed or electronic copy of the ordinance making the amendment to the COO within 14 days after its adoption.

(Ordinance No. 10-1241B, § 5)

### 3.08.620 Extension of Compliance Deadline

- A. A city or county may seek an extension of time for compliance with the RTFP by filing an application on a form provided by the COO. Upon receipt of an application, the Council President shall set the matter for a public hearing before the Metro Council and shall notify the city or county, the Department of Land Conservation and Development (DLCD) and those persons who request notification of applications for extensions.
- B. The Council shall hold a public hearing to consider the application. Any person may testify at the hearing. The Council may grant an extension if it finds that:
  1. The city or county is making progress toward compliance with the RTFP; or
  2. There is good cause for failure to meet the compliance deadline.
- C. The Council may establish terms and conditions for an extension in order to ensure that compliance is achieved in a timely and orderly fashion and that land use decisions made by the city or county during the extension do not undermine the ability of the city or county to achieve the purposes of the RTFP requirement. A term or condition must relate to the requirement of the RTFP for which the Council grants the extension. The Council shall not grant more than two extensions of time, nor grant an extension of time for more than one year.
- D. The Council shall issue an order with its conclusion and analysis and send a copy to the city or county, the DLCD and any person who participated in the proceeding. The city or county or a person who participated in the

proceeding may seek review of the Council's order as a land use decision described in ORS 197.015(10) (a) (A).

(Ordinance No. 10-1241B, § 5)

### 3.08.630 Exception from Compliance

- A. A city or county may seek an exception from compliance with a requirement of the RTFP by filing an application on a form provided by the COO. Upon receipt of an application, the Council President shall set the matter for a public hearing before the Metro Council and shall notify the DLCD and those persons who request notification of requests for exceptions.
- B. Following the public hearing on the application, the Metro Council may grant an exception if it finds:
  - 1. It is not possible to achieve the requirement due to topographic or other physical constraints or an existing development pattern;
  - 2. This exception and likely similar exceptions will not render the objective of the requirement unachievable region-wide;
  - 3. The exception will not reduce the ability of another city or county to comply with the requirement; and
  - 4. The city or county has adopted other measures more appropriate for the city or county to achieve the intended result of the requirement.
- C. The Council may establish terms and conditions for the exception in order to ensure that it does not undermine the ability of the region to achieve the policies of the RTP. A term or condition must relate to the requirement of the RTFP to which the Council grants the exception.
- D. The Council shall issue an order with its conclusion and analysis and send a copy to the city or county, the DLCD and those persons who have requested a copy of the order. The city or county or a person who participated in the proceeding may seek review of the Council's order as a land use decision described in ORS 197.015(10) (a) (A).

(Ordinance No. 10-1241B, § 5)

## **TITLE 7: DEFINITIONS**

### 3.08.710 Definitions

For the purpose of this functional plan, the following definitions shall apply:

- A. "Accessibility" means the ease of access and the amount of time required to reach a given location or service by any mode of travel.
- B. "Accessway" means right-of-way or easement designed for public access by bicycles and pedestrians, and may include emergency vehicle passage.
- C. "At a major transit stop" means a parcel or ownership that is adjacent to or includes a major transit stop, generally including portions of such parcels or ownerships that are within 200 feet of a major transit stop.
- D. "Bikeway" means separated bike paths, striped bike lanes, or wide outside lanes that accommodate bicycles and motor vehicles.
- E. "Boulevard design" means a design concept that emphasizes pedestrian travel, bicycling and the use of public transportation, and accommodates motor vehicle travel.
- F. "Capacity expansion" means constructed or operational improvements to the regional motor vehicle system that increase the capacity of the system.
- G. "Chicane" means a movable or permanent barrier used to create extra turns in a roadway to reduce motor vehicle speeds or to prevent cars from driving across a pedestrian or bicycle accessway.
- H. "Connectivity" means the degree to which the local and regional street, pedestrian, bicycle, transit and freight systems in a given area are interconnected.
- I. "Complete Streets" means streets that are designed to serve all modes of travel, including bicycles, freight delivery vehicles, transit vehicles and pedestrians of all ages and abilities.
- J. "COO" means Metro's Chief Operating Officer or the COO's designee.



- K. "DLCD" means the Oregon state agency under the direction of the Land Conservation and Development Commission.
- L. "Deficiency" means a performance, design or operational constraint that limits travel by a given mode. Examples of deficiencies may include unsafe designs, bicycle and pedestrian connections that contain obstacles (e.g., missing ADA-compliant curb ramps, distances greater than 330 feet between pedestrian crossings), transit overcrowding or inadequate frequency; and throughways with less than six through lanes of capacity; arterials with less than four through lanes that do not meet the standards in Table 3.08-2.
- M. "Design type" means the conceptual areas depicted on the Metro 2040 Growth Concept Map and described in the RFP including Central City, Regional Center, Town Center, Station Community, Corridor, Main Street, Inner Neighborhood, Outer Neighborhood, Regionally Significant Industrial Area, Industrial Area and Employment Area.
- N. "Essential destinations" includes such places as hospitals, medical centers, grocery stores, schools, and social service centers with more than 200 monthly LIFT pick-ups.
- O. "Full street connection" means right-of-way designed for public access by motor vehicles, pedestrians and bicycles.
- P. "Gap" means a missing link or barrier in the "typical" urban transportation system for any mode that functionally prohibits travel where a connection might be expected to occur in accordance with the system concepts and networks in Chapter 2 of the RTP. There is a gap when a connection does not exist. But a gap also exists if a physical barrier, such as a throughway, natural feature, weight limits on a bridge or existing development, interrupts a system connection.
- Q. "Growth Concept Map" means the conceptual map depicting the 2040 Growth Concept design types described in the RFP.
- R. "High capacity transit" means the ability to bypass traffic and avoid delay by operating in exclusive or semi-exclusive rights of way, faster overall travel speeds due to wide station spacing, frequent service, transit priority street and signal treatments, and premium station and passenger amenities. Speed and schedule reliability are preserved using transit signal priority at at-grade crossings and/or intersections. High levels of passenger infrastructure are

provided at transit stations and station communities, including real-time schedule information, ticket machines, special lighting, benches, shelters, bicycle parking, and commercial services. The transit modes most commonly associated with high capacity transit include:

- Light rail transit, light rail trains operating in exclusive or semi-exclusive right-of-way<sup>1</sup>
  - Bus rapid transit, regular or advanced bus vehicles operating primarily in exclusive or semi-exclusive right-of-way
  - Rapid streetcar, streetcar trains operating primarily in exclusive or semi-exclusive right-of-way
  - Commuter rail, heavy rail passenger trains operating on exclusive, semi-exclusive or nonexclusive (with freight) railroad tracks
- S. "Improved pedestrian crossing" means a marked pedestrian crossing and may include signage, signalization, curb extensions and a pedestrian refuge such as a landscaped median.
- T. "Institutional uses" means colleges and universities, hospitals and major government offices.
- U. "Landscape strip" means the portion of public right-of-way located between the sidewalk and curb.
- V. "Land use decision" shall have the meaning of that term set forth in ORS 197.015(10).
- W. "Land use regulation" means any local government zoning ordinance, land division ordinance adopted under ORS 92.044 or 92.046 or similar general ordinance establishing standards for implementing a comprehensive plan, as defined in ORS 197.015.

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<sup>1</sup> Exclusive right-of-way, as defined by Transportation Research Board TCRP report 17, includes fully grade-separated right-of-way. Semi-exclusive right-of-way includes separate and shared rights of way as well light rail and pedestrian malls adjacent to a parallel roadway. Nonexclusive right-of-way includes operations in mixed traffic, transit mall and a light rail/pedestrian mall.

- X. "Level-of-service (LOS)" means the ratio of the volume of motor vehicle demand to the capacity of the motor vehicle system during a specific increment of time.
- Y. "Local trips" means trips that are five miles or shorter in length.
- Z. "Low-income families" means a household who earned between 0 and 1.99 times the federal Poverty level as defined in the most recently available U.S. Census.
- AA. "Low-income populations" means any readily identifiable group of low-income persons who live in geographic proximity and, if circumstances warrant, geographically dispersed or transient persons (such as migrant workers or Native Americans) who would be similarly affected by a TSP.
- BB. "Major Bus Stops" include most Frequent Service bus stops, most transfer locations between bus lines (especially when at least one of the bus lines is a frequent service line), stops at major ridership generators (e.g., schools, hospitals, concentrations of shopping, or high density employment or employment), and other high ridership bus stops. These stops may include shelters, lighting, seating, bicycle parking, or other passenger amenities and are intended to be highly accessible to adjacent buildings while providing for quick and efficient bus service. Major bus stop locations are designated in Figure 2.15 of the RTP.
- CC. "Major driveway" means a driveway that:
1. Intersects with a public street that is controlled, or is to be controlled in the planning period, by a traffic signal;
  2. Intersects with an existing or planned arterial or collector street; or
  3. Would be an extension of an existing or planned local street, or of another major driveway.
- DD. "Major transit stop" means transit centers, high capacity transit stations, major bus stops, inter-city bus passenger terminals, inter-city rail passenger terminals and bike-transit facility as defined in Figure 2.15 of the Regional Transportation Plan.
- EE. "Median" means the center portion of public right-of-way, located between opposing directions of motor vehicle travel lanes. A median is usually raised and may be landscaped,

and usually incorporates left turn lanes for motor vehicles at intersections and major access points.

FF. "Metro" means the regional government of the metropolitan area, the elected Metro Council as the policy-setting body of the government.

GG. "Metro boundary" means the jurisdictional boundary of Metro, the elected regional government of the metropolitan area.

HH. "Minority" means a person who is:

1. Black (having origins in any of the black racial groups of Africa);
2. Hispanic (of Mexican, Puerto Rican, Cuban, Central or South American or other Spanish culture or origin, regardless of race);
3. Asian American (having origins in any of the original peoples of the Far East, Southeast Asia, the Indian subcontinent or the Pacific Islands);
4. American Indian and Alaska Native (having origins in any of the original peoples of North American and who maintain cultural identification through tribal affiliation or community recognition); or
5. Native Hawaiian or Other Pacific Islander (having origins in any of the original peoples of Hawaii, Guam, Samoa or other Pacific Islands).

II. "Minority population" means any readily identifiable group of minority persons who live in geographic proximity and, if circumstances warrant, geographically dispersed or transient persons (such as migrant workers or Native Americans) who would be similarly affected by a TSP.

JJ. "Mixed-use development" includes areas of a mix of at least two of the following land uses and includes multiple tenants or ownerships: residential, retail and office. This definition excludes large, single-use land uses such as colleges, hospitals, and business campuses. Minor incidental land uses that are accessory to the primary land use should not result in a development being designated as "mixed-use development." The size and definition of minor incidental, accessory land uses allowed within large, single-use developments should be determined by cities and

counties through their comprehensive plans and implementing ordinances.

- KK. "Mobility" means the speed at which a given mode of travel operates in a specific location.
- LL. "Mode-split target" means the individual percentage of public transportation, pedestrian, bicycle and shared-ride trips expressed as a share of total person-trips.
- MM. "Motor vehicle" means automobiles, vans, public and private buses, trucks and semi-trucks, motorcycles and mopeds.
- NN. "Motor vehicle level-of-service" means a measurement of congestion as a share of designed motor vehicle capacity of a road.
- OO. "Multi-modal" means transportation facilities or programs designed to serve many or all methods of travel, including all forms of motor vehicles, public transportation, bicycles and walking.
- PP. "Narrow street design" means streets with less than 46 feet of total right-of-way and no more than 28 feet of pavement width between curbs.
- QQ. "Near a major transit stop" means a parcel or ownership that is within 300 feet of a major transit stop.
- RR. "Non-SOV modal target" means a target for the percentage of total trips made in a defined area by means other than a private passenger vehicles carrying one occupant.
- SS. "Performance measure" means a measurement derived from technical analysis aimed at determining whether a planning policy is achieving the expected outcome or intent associated with the policy.
- TT. "Person-trips" means the total number of discrete trips by individuals using any mode of travel.
- UU. "Principal arterial" means limited-access roads that serve longer-distance motor vehicle and freight trips and provide interstate, intrastate and cross-regional travel. See definition of Throughway.
- VV. "Refinement plan" means an amendment to a transportation system plan which determines at a systems level the function, mode or general location of a transportation

facility, service or improvement, deferred during system planning because detailed information needed to make the determination could not be reasonably obtained at that time.

- WW. "Regional vehicle trips" are trips that are greater than five miles in length.
- XX. "Residential Parking District" is a designation intended to protect residential areas from spillover parking generated by adjacent commercial, employment or mixed use areas, or other uses that generate a high demand for parking.
- YY. "RFP" means Metro's Regional Framework Plan adopted pursuant to ORS chapter 268.
- ZZ. "Routine repair and maintenance" means activities directed at preserving an existing allowed use or facility, without expanding the development footprint or site use.
- AAA. "RTFP" means this Regional Transportation Functional Plan.
- BBB. "Shared-ride" means private passenger vehicles carrying more than one occupant.
- CCC. "Significant increase in Single Occupancy Vehicle (SOV) capacity" means a transportation project that increases the motor vehicle capacity of a roadway and warrants a new air quality conformity determination. This includes new facilities (e.g., a new arterial or throughway, a new interchange or interchange ramps, a new access road or a new bridge) or the addition of new, general-purpose or auxiliary lanes to an existing facility totaling one-quarter-lane mile or more in length. General-purpose lanes are defined as through travel lanes, two-way left turn lanes or dual turn lanes. Not included in this definition is any project that adds less than one-quarter lane-mile of general-purpose lane or auxiliary lane capacity. Also not included in this definition are realignments that replace rather than supplement existing roadways for through traffic, channelized turn lanes, climbing lanes, widening without adding new travel lanes, and facilities that are primarily for use by modes other than SOVs (such as bus lanes, HOV lanes, truck lanes, and bicycle and pedestrian facilities). Significant increases in SOV capacity should be assessed for individual facilities rather than for the planning area.

- DDD. "SOV" means a private motorized passenger vehicle carrying one occupant (single-occupancy vehicle).
- EEE. "Substantial compliance" means city and county comprehensive plans and implementing ordinances, on the whole, conform with the purposes of the performance standards in the functional plan and any failure to meet individual performance standard requirements is technical or minor in nature.
- FFF. "Throughway" means limited-access roads that serve longer-distance motor vehicle and freight trips and provide interstate, intrastate and cross-regional travel. See definition for principal arterial.
- GGG. "TPR" means the administrative rule entitles Transportation Planning Rule adopted by the Land Conservation and Development to implement statewide planning Goal 12, Transportation.
- HHH. "Traffic calming" means street design or operational features intended to maintain low motor vehicle travel speed to enhance safety for pedestrians, other non-motorized modes and adjacent land uses.
- III. "Transportation system management and operations" (TSMO) means programs and strategies that will allow the region to more effectively and efficiently manage existing and new multi-modal transportation facilities and services to preserve capacity and improve safety, security and reliability. TSMO has two components: (1) transportation system management, which focuses on making facilities better serve users by improving efficiency, safety and capacity; and (2) transportation demand management, which seeks to modify travel behavior in order to make more efficient use of facilities and services and enable users to take advantage of everything the transportation system offers.
- JJJ. "TriMet" means the regional service district that provides public mass transit to the region.
- KKK. "TSP" means a transportation system plan adopted by a city or county.
- LLL. "UGB" means an urban growth boundary adopted pursuant to ORS 268.390(3).
- MMM. "Update" means TSP amendments that change the planning horizon and apply broadly to a city or county and typically

entails changes that need to be considered in the context of the entire TSP, or a substantial geographic area.

NNN. "Woonerf" means a street or group of streets on which pedestrians and bicyclists have legal priority over motor vehicles.

(Ordinance No. 10-1241B, § 5)

**Table 3.08-1**  
**Regional Non-SOV Modal Targets**  
**(Share of average daily weekday trips for the year 2035)**

2040 Design Type	Non-Drive Alone Modal Target
Portland central city	60-70%
Regional centers	45-55%
Town centers	
Main streets	
Station communities	
Corridors	
Passenger intermodal facilities	40-45%
Industrial areas	
Freight intermodal facilities	
Employment areas	
Inner neighborhoods	
Outer neighborhoods	

(Ordinance No. 10-1241B, § 5)



**Table 3.08-2**  
**Interim Regional Mobility Policy**  
Deficiency Thresholds and Operating Standards

Location	Standard	Standard	
		PM 2-Hour Peak <sup>A</sup>	
	Mid-Day One-Hour Peak <sup>A</sup>	1st Hour	2nd Hour
Central City			
Regional Centers			
Town Centers	.99	1.1	.99
Main Streets			
Station Communities			
Corridors			
Industrial Areas			
Intermodal Facilities			
Employment Areas	.90	.99	.99
Inner Neighborhoods			
Outer Neighborhoods			
I-84 (from I-5 to I-205)	.99	1.1	.99
I-5 North (from Marquam Bridge to Interstate Bridge)	.99	1.1	.99
OR 99E (from Lincoln Street to OR 224 interchange)	.99	1.1	.99
US 26 (from I-405 to Sylvan interchange)	.99	1.1	.99
I-405 <sup>B</sup> (I-5 South to I-5 North)	.99	1.1	.99
Other Principal Arterial Routes	.90	.99	.99
I-205 <sup>B</sup>			
I-84 (east of I-205)			
I-5 (Marquam Bridge to Wilsonville) <sup>B</sup>			
OR 217			
US 26 (west of Sylvan)			
US 30			
OR 8 (Murray Boulevard to Brookwood Avenue) <sup>B</sup>			
OR 212			
OR 224			
OR 47			
OR 213			

A. The demand-to-capacity ratios in the table are for the highest two consecutive hours of weekday traffic volumes. The mid-day peak hour as the highest 60-minute period between the hours of 9 a.m. and 3 p.m. The 2<sup>nd</sup> hour is defined as the single 60-minute period either before or after the peak 60-minute period, whichever is highest.

B. A corridor refinement plan is required in Chapter 6 of the RTP, and will include a recommended mobility policy for each corridor.

(Ordinance No. 10-1241B, § 5)

<b>Table 3.08-3 - Regional Parking Ratios</b> (Parking ratios are based on spaces per 1,000 sq. ft of gross leasable area unless otherwise stated)			
Land Use	Minimum Parking Requirements (See Central City Transportation Management Plan for downtown Portland stds)	Maximum Permitted Parking - Zone A:	Maximum Permitted Parking Ratios - Zone B:
	Requirements May Not Exceed	Transit and Pedestrian Accessible Areas <sup>1</sup>	Rest of Region
General Office (includes Office Park, "Flex-Space", Government Office & misc. Services) (gsf)	2.7	3.4	4.1
Light Industrial Industrial Park Manufacturing (gsf)	1.6	None	None
Warehouse (gross square feet; parking ratios apply to warehouses 150,000 gsf or greater)	0.3	0.4	0.5
Schools: College/ University & High School (spaces/# of students and staff)	0.2	0.3	0.3
Tennis Racquetball Court	1.0	1.3	1.5
Sports Club/Recreation Facilities	4.3	5.4	6.5
Retail/Commercial, including shopping centers	4.1	5.1	6.2
Bank with Drive-In	4.3	5.4	6.5
Movie Theater (spaces/number of seats)	0.3	0.4	0.5
Fast Food with Drive Thru	9.9	12.4	14.9
Other Restaurants	15.3	19.1	23
Place of Worship (spaces/seats)	0.5	0.6	0.8
Medical/Dental Clinic	3.9	4.9	5.9
<b>Residential Uses</b>			
Hotel/Motel	1	none	none
Single Family Detached	1	none	none
Residential unit, less than 500 square feet per unit, one bedroom	1	none	none
Multi-family, townhouse, one bedroom	1.25	none	none
Multi-family, townhouse, two bedroom	1.5	none	none
Multi-family, townhouse, three bedroom	1.75	none	none

<sup>1</sup> Ratios for uses not included in this table would be determined by cities and counties. In the event that a local government proposes a different measure, for example, spaces per seating area for a restaurant instead of gross leasable area, Metro may grant approval upon a demonstration by the local government that the parking space requirement is substantially similar to the regional standard.

(Ordinance No. 10-1241B, § 5)

**Table 3.08-4**  
**Work Plan for Updates to Local Transportation System Plans**

Jurisdiction	Adoption year of last TSP update	RTFP COMPLIANCE DEADLINE <sup>A</sup>		
		2011	2012	2013
Beaverton <sup>B</sup>	2003	.		
Clackamas County	2001		.	
Cornelius	2005			.
Damascus	n/a	.		
Durham <sup>C</sup>	2004			.
Fairview	2000		.	
Forest Grove <sup>B</sup>	1999			.
Gladstone	1995			.
Gresham	2002			.
Happy Valley	2009		.	
Hillsboro	2004			.
Johnson City <sup>C</sup>	<i>unknown</i>			.
King City	<i>unknown</i>	Metro supports an exemption from TSP requirements		
Lake Oswego <sup>D</sup>	1997		.	
Maywood Park	n/a	Metro supports an exemption from TSP requirements		
Milwaukie	2007		.	
Multnomah County	2006	.		
Oregon City <sup>D</sup>	2001		.	
Portland	2007			.
Rivergrove <sup>C</sup>	<i>unknown</i>			.
Sherwood	2005		.	
Tigard <sup>B</sup>	2002	.		
Troutdale	2005	.		
Tualatin	2001		.	
West Linn	2008		.	
Wilsonville <sup>D</sup>	2003		.	
Washington County	2002		.	
Wood Village	1999	.		

Table Notes:

- A The compliance deadline is December 31 for the year indicated. The deadline has been developed in consultation with individual jurisdictions and phased to take advantage of funding opportunities and the availability of local and Metro staff resources. A city or county need not update its TSP according to this schedule if it finds, pursuant to OAR 660-012-0016(2)(a), that its current TSP is consistent with the 2035 RTP.
- B Local adoption of an updated TSP is expected in summer 2010. The compliance deadline is for updates to local implementing regulations, as necessary, to comply with the RTFP.
- C Compliance is established with adoption of implementing regulations that comply with the RTFP.
- D The deadline assumes the jurisdiction is awarded state Transportation-Growth Management (TGM) funding for the 2010-11 biennium. If the jurisdiction is not awarded funding, the compliance deadline is December 31, 2013.
- E The next update to the Regional Transportation Plan is scheduled to occur from June 2012 to June 2014.



## Metro | Memo

Date: September 9, 2010  
To: MTAC  
From: Chris Deffebach  
Subject: Chief Operating Officer Recommendations: Center designation changes on the 2040 Growth Concept Map

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On August 12, 2010 Chief Operating Officer Michael Jordan presented his recommendations for the Community Investment Strategy to MTAC. Included in these was his support for changes to centers designations as requested by local jurisdictions. These requested changes would:

- Relocate Happy Valley Town Center
- Change Main Street designation in Cornelius to a Town Center
- Change Tanasbourne Town Center designation to Regional Center for the AmberGlen/Tanasbourne area

At the September 15, 2010 meeting, MTAC will be asked to present comments and recommendations for MPAC consideration at their September 22 meeting. MTAC will also be asked for comments on the proposed changes to the Growth Concept Map, as illustrated in Exhibit O of the recommendations.

In his recommendations, the COO endorsed the aspirations of Hillsboro, Happy Valley and Cornelius by recommending approval of the center designation changes they've requested, in partnership with a commitment from those communities to take complementary policy and investment actions. Further, in order to develop as successful, vibrant centers, the COO advises that if Council approves these changes, the Council should be explicit in its expectations for local actions as each center will require additional investments and actions, including:

- Additional development and intensity in Happy Valley Town Center necessary to support transit service, mixed income housing, public spaces, and employment.
- Continued and more diverse public, private and non-profit partnerships to supplement the limited resources in Cornelius to help develop their downtown as a 2040 Town Center.
- New implementation strategies in Hillsboro's AmberGlen/Tanasbourne area that will support the provision of mixed income housing, densities necessary to support future high capacity transit, and achieve Non-Single Occupant Vehicle targets as well as bring the existing development up to the mixed use and multi-modal standards envisioned for a Regional Center.

The jurisdiction requests for center changes are attached here, as well as Exhibit O, the 2040 Growth Concept Map, and Exhibit 6 – Requests from Local Jurisdictions to Amend Their Regional Design Types.

## CENTER CHANGE DESIGNATIONS TO 2040 GROWTH CONCEPT MAP

September 9, 2010

Page 2

The revised 2040 Map in Exhibit O of the COO recommendations includes changes to the depiction of the major highways and arterials, high capacity transit lines, parks, trails, and open space in order to reflect the new Regional Transportation Plan investments, changes to Vancouver and Clark County Plans and other updates. In addition to identifying the urban growth boundary location, the 2040 Map now also reflects the urban and rural reserve locations. MTAC comments on the update will help staff refine these details.

MPAC is scheduled to present their preliminary comments and recommendations at their meeting on September 22. The proposed schedule and process for the center change recommendation is:

- September 15, 2010 – MTAC discussion, comments and recommendations to MPAC
- September 22, 2010 – MPAC discussion and preliminary recommendations
- October 13, 2010 – MPAC review of proposed amendments submitted by MPAC members, as needed
- November 17, 2010 – MPAC recommendation to Council on COO recommendations

Local jurisdictions presented their request for changes in the centers designation to MTAC on June 16, 2010. MPAC had a similar presentation on June 23, 2010. Staff has presented Metro's policies on centers and the process for requesting changes to the 2040 Growth Concept Map to MTAC and MPAC.

Attachments

Mayor  
Honorable Rob Wheeler



City Manager  
Jason A. Tuck

June 28, 2010

METRO  
Attn: Christina Deffebach  
600 NE Grand Ave.  
Portland, OR 97232

Dear Chris,

Thank you for your letter of April 12, 2010 outlining questions providing guidance to local jurisdiction requests for changes to Town Centers.

Please see the inserted responses to the questions, below. If you should have any further questions, or require additional information, feel free to contact me directly at 503-783-3839 or write to [michaelw@ci.happy-valley.or.us](mailto:michaelw@ci.happy-valley.or.us).

Sincerely,

A handwritten signature in black ink, appearing to read "Michael D. Walter", with a long, sweeping horizontal line extending to the right.

Michael D. Walter, AICP  
Economic & Community Development Director

16000 SE Misty Drive  
Happy Valley, Oregon 97086  
Telephone: (503) 783-3800 Fax: (503) 658-5174  
Website: [www.ci.happy-valley.or.us](http://www.ci.happy-valley.or.us)

**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).

**RESPONSE: Existing, outdated and inadequate Town Center designation that contains no commercial zoning to a new, relocated Town Center designation.**

- Describe why your jurisdiction is requesting this change, including how the change fits into your comprehensive plans and aspirations for the center.

**RESPONSE: The City aspires to the future development of at least a 14-hour community within the geographic area envisioned within the proposed Town Center. The planned change includes updating and re-envisioning of portions of the “Rock Creek Comprehensive Plan” to better match the integrated land use and transportation plan provided to the east, south and north (“East Happy Valley Comprehensive Plan”). This aspiration (at least a 14-hour community) is very unlikely to ever occur with the existing Town Center designation area, which includes a small geographic area centered around a collector road (King Road) that is primarily bordered by detached single-family residences, a fire station, a police station, three churches and a combined elementary/middle school – but no commercial zoning.**

- In your own words, describe how this new center will perform and how it will be different from what exists today.

**RESPONSE: The existing (and future) Town Center will perform more and more like a 14-hour community. The existing Town Center has very little of the characteristics associated with a “Town Center” and performs more like an “8-hour” community.**

**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 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



**RESPONSE:** Between the current population of the City of Happy Valley (12,000+) and the residents of nearby unincorporated Clackamas County and the City of Damascus, the proposed Town Center will be accessible to “tens of thousands” of people. The area is/will be zoned for a mix of uses that will make the center walkable – including a variety of commercial, employment, institutional and residential zones. The city has adopted a strategy of actions and investments to enhance the proposed Town Center area, including (in conjunction with Clackamas County) the development of two major arterials (Sunnyside Road and 172<sup>nd</sup> Ave.) and a major sewer trunk line (the Rock Creek Interceptor). The area is currently served by public transit to 162<sup>nd</sup> Ave. – as future development occurs within the proposed Town Center area, extended public transit service will occur. Finally, the City’s Transportation System Plan (TSP) requires a multi-modal street system, major components of which have been recently constructed, that meet or exceed 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?

**RESPONSE:** The proposed Town Center would not detract from either the Clackamas Regional Center several miles to the west – which is anchored by uses as large and varied as the Clackamas Town Center Mall and Clackamas Promenade Shopping Center. The proposed Town Center has already begun to function as such – with the construction of the Happy Valley Town Center commercial shopping center, City Hall, three-story Providence Medical Office Building and 228-unit Hawks Ridge apartment complex. The proposed Town Center designation will validate these existing uses, as well as support future commercial, employment and residential uses of a variety of uses – primarily to the east, extending to serve the western portion of the City of Damascus.

- If there are multiple regional and town centers located within your jurisdiction, describe how you will prioritize and focus development efforts among them.

**RESPONSE:** There is only a single town center located within the City of Happy Valley.

- 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.

**RESPONSE:** The city currently maintains relations and “partnerships” with local business groups (Happy Valley Business Alliance, North Clackamas Chamber of Commerce); local property owners/business operators (Providence, Gramor, etc.); provides incentives such as expedited Design Review; and, provides investment through completion of major infrastructure projects in conjunction with Clackamas County DTD (172<sup>nd</sup> Ave., Sunnyside Road) and Clackamas County WES (Rock Creek Interceptor Sewer Trunk Line).

- 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.



**RESPONSE:** The city is currently working on the development of an Economic Opportunities Analysis and Implementation Strategy for commercial, employment and industrial areas within the existing city limits and nearby areas located within unincorporated Clackamas County.

## City of Cornelius Meets Town Center Expectations

### *Accessible to Tens of Thousands of People*

Currently, the City of Cornelius is approximately two square miles (1,160 acres) in size. The Town Center is 280 acres in the 'center of town' accessible on foot to the 11,000 residents and 350 businesses of Cornelius.

Baseline and Adair Streets (State Highway 8) in Cornelius are the main east/west arterial and main street through the Town Center. This arterial averages approximately 40,000 vehicle trips a day between the 10<sup>th</sup> Avenue/Cornelius-Schefflin and 20<sup>th</sup> Avenue/Susbauer north/south county arterials.

A 'Retail Analysis & Business Development Program' was completed in 2003 with a grant from the Oregon Economic & Community Development Department. This analysis determined that within a five-mile business market radius of Cornelius' center there is a customer base of approximately 79,000 people.

Johnson Reid conducted An Economic Analysis and Long-term Urban Land Use Needs Assessment in 2009 which confirmed that market demand for economic and residential growth in Cornelius was above the regional average rate and that the business market reach was many tens of thousands of people.

### *Description of Center Density and Amenities*

There are approximately 110 businesses and 2335 residents located within the 280 acre Town Center boundary. The following public and private investments generate activity in the center of Cornelius:

- ✓ City Hall, Fire & Police Facilities, Public Library, Post Office, Public School and two Public Parks,
- ✓ Central Cultural, the largest Hispanic community center in the region, and Virginia Garcia Medical Clinic serving County farm workers and the poor,
- ✓ Nine churches and over 55 publicly subsidized housing units are within the Town Center boundaries,
- ✓ Chamber of Commerce and Visitors' Center
- ✓ Private business amenities (Metro term) include Grande Foods, the largest Hispanic food market in Oregon, 3 banks, 3 medical offices, five small grocery markets, 2 bakeries, 2 taverns, 2 sports bars, 3 video stores, 4 clothing stores, 5 coffee shops, 4 delis, 5 fast food and 3 full service restaurants, two fitness gyms, 3 cell phone outlets, 6 hair salons, an internet café, metal art, print shop, decorations, dry cleaner, florist businesses, and music, book and wine sales in Fred Meyer and Grande Plaza.

- ✓ Multi-modal transportation includes a state highway main street with almost 40,000 vehicles per day, one of the busiest public bus lines in the region, bike lanes, sidewalks and shared parking and bike racks,

### ***Mixed Use Zoning that Encourages Walking and Biking***

Current zoning allows an average density of 26 residents per acre and 46 jobs per commercial acre. In total, there is capacity for an estimated 45 people (employees + residents) per acre within the Town Center area.

Almost all of the Center area is currently zoned for a mix of uses and includes specific districts that provide for unique mixes of use. The Town Center includes the following designations and zoning districts, listed from the center out:

1. Main Street Retail, MSR - Intensive Commercial Use, with incentives for upper story housing
2. Main Street Civic, MSC - Primary Civic/Institutional Uses
3. Main Street Mixed Use, MSM - Primary Mixed Uses (Commercial/Multi-Family Residential)
4. Main Street General Employment, MSG- Primary Mixed Uses (Commercial/Industrial)
5. Multi-Family, A-2; Single-Family, R-7- (incrementally being up-zoned)
6. Highway Commercial, C-2 - Primary Commercial Use
7. General Industrial, M-1 - Primary Industrial Use

Current pedestrian pathway use and improvements show Town Center level activity and connection. Example evidence of this is the score of over 80 "Very Walkable" on Google's America's Walk Score site.

### ***Strategy of Actions and Investments to Enhance the Center.***

1. \$22 m. Funding of Main Street Public Infrastructure Improvements from County, State, Federal Grants to encourage private development - 2000—10
2. Main Street Plan Revision and Design Overlay for Higher Densities and Pedestrian-Oriented Development - 2001
3. 35 Economic Development Strategies and Reinvigorated Chamber of Commerce - 2002
4. OECD funded Retail & Business Market Analysis - 2003
5. OECD funded Community Center & Library Facilities Plan - 2004
6. Transportation Systems Plan & Capital Improvement Program, including Bike & Pedestrian Pathways and Light Rail Transit - 2005
7. City Street Light Fee, Construction Excise Tax, and Gas Tax adopted to pay for pedestrian friendly street improvements and match grants - 2006-2009

8. Construction of pedestrian-oriented frontage improvements, with the help of property owner ROW donations, including 8-10 ft. sidewalks with benches and bike-racks, crosswalks, bump-outs, street lights, on-street parking and signals - 2007-2010
9. Establishment of Economic Development Commission and Enterprise Zone for incentive based development
10. City Construction Excise Tax Incentive for Higher Density Development and Expansion of Pedestrian-friendly Design in Town Center
11. Urban Reserves and UGB expansion for economic development within 10 blocks of the Town Center - Pending 2010

### ***Public Transit Service***

Tri-Met Bus Route # 57 is one of the busiest in the region, with weekday ridership at 1220 passengers in 2003 along Adair and Baseline; Cornelius' significant transit dependent population and county-wide service centers for Hispanics make the bus stops in this Town Center the busiest on the line.

The underused rail line that crosses east/west the north half of the Town Center is owned by the Oregon Department of Transportation. Its east terminus is at the Hatfield Station in Hillsboro, the current last stop of Westside MAX. Future extension of the MAX Light-Rail line through Cornelius to Pacific University will be along this existing right-of-way.

### ***Multi-modal Street System Plan that meets Regional Transportation Plan Connectivity Standards***

Cornelius adopted a Transportation System Plan in 2005 as part of its State Periodic Review Work Program. This plan is in compliance with Metro's Regional Transportation Plan and promotes a system of multi-modal transportation improvements for pedestrians, bicycles, public transit, motor vehicles and system management.

In 2009, Cornelius adopted a new Parks Master Plan that includes incentives, guidance and coordination of trails and paths for pedestrian use.

### ***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?*

The Cornelius Town Center does not detract from the City of Forest Grove's Town Center or the City of Hillsboro's Regional Center. Forest Grove's Town Center is

supported by its downtown business core, Pacific University and the Highway 47 corridor (north/south). Hillsboro's Regional Center is supported by the Washington County and Hillsboro government center, the light rail corridor and its employment core.

The Cornelius Town Center serves as the urban focal point for its residents, businesses and a wider market drawn to its unique cultural flavor, services, resources, pace and sounds of life. Our base for support does not conflict with or detract from our neighbors existing centers. The Cornelius Center promises to add to the diversity of sustainable urban living in this region.

*Are there multiple regional and town centers located within your jurisdiction, and how will you focus development efforts among them?*

This is the City of Cornelius' one and only Urban Center. Designation of this Town Center is recognition that the area of Cornelius' Main Street District actually operates at the level of a Town Center now and is growing in density and market and social influence day by day.

*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.*

Cornelius supports anchors of activity in each of the four directions that will frame and attract people to its Town Center. A new greener version of a Walmart supercenter just west of the Town Center joins the existing Fred Meyer supercenter just east of the Town Center. A large new industrial site is planned just north of the Center along Council Creek and a large sub-regional park is envisioned to the south along the Tualatin River next to a proposed high school. Partnerships in place to promote Cornelius Town Center development include:

1. Cornelius & Forest Grove Enterprise Zone
2. Active partnerships with private business organizations, including the Chamber of Commerce and Westside Economic Alliance
3. Business Oregon (OECD) is partnering with Cornelius to develop a shovel-ready industrial site for international marketing
4. Comite' de Cornelius: Una Vision para una Comunidad Accesible
5. Cornelius, Forest Grove, Pacific University, P & W Railroad and Hillsboro - Light rail extension committee
6. Council Creek Regional Trail Coordinating Committee (Cornelius, Forest Grove, Banks, Hillsboro, Washington County)

7. CWS IGA - sanitary sewer and storm water management partnership to plan and manage future growth and capacity for service
8. Federal MTIP and Stimulus Funding with Local Match to construct pedestrian-oriented frontage improvements for 10 blocks of Baseline & Adair Streets that include 8-10 wide sidewalks, crosswalk bump-outs, street lights, street trees & furniture and on-street parking
9. Partnership with private property owners who donated right-of-way to assist with construction of public improvements
10. Active Economic Development, Parks, Planning, and Public Works Advisory Commission that promote sustainable urban development
11. Partners for Sustainable Washington County Community (PSWCC)
12. Constructive relationships with not-for-profit organizations, schools, business associations, neighborhood organizations, and other organizations, e.g., 3 partnership events hosted in our Town Center in a month: El Dia de Los Ninos (3,000 kids), a First Source Agreement with Wal-Mart, a Forum on Climate Change Impacts on the Lower Willamette Sub-basin

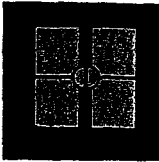
*What kind of market analysis has your jurisdiction completed that indicates that development you plan will support the level of activity you envision for your center?*

We submit that the center of Cornelius acts and has acted as a Town Center for some time. In 2002, an OECDD funded Retail Analysis & Business Development Program showed significant and growing demand within a 5 mile radius / 70,000 people market area. In 2009, a Johnson Reid Economic Analysis & Long Term Urban Land Needs Assessment confirmed significant unmet and future demand for business activity and development.

What the professional analyses do not show is a sudden market demand for 4-8 floor densities, but rather a gradual market intensity in centers that follows public incentives, private investment, increased values, public transit and overall improvement of a community's health, attractiveness and demand.

RM 5/10/10

# CITY OF HILLSBORO



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June 18, 2010

Honorable Metro Councilor Kathryn Harrington  
Metro  
600 NE Grand Avenue  
Portland, OR. 97232

Dear Councilor Harrington:

Thank you for your invaluable help and guidance to us on our AmberGlen Community Plan that really began during an unprecedented February 2009 work session, yourself, President David Bragdon, our City Council, our Planning Commission and AmberGlen-Tanasbourne Area property owners and stakeholders. At that event we announced our intent to seek Metro approval of a re-designation of that Area to a *Tanasbourne/AmberGlen Regional Center* on the Region 2040 Growth Concept Map.

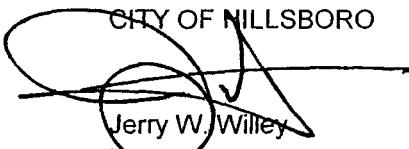
Our staff has spent the past two years actively working with Metro toward the *Making the Greatest Place*, establishing Regional Urban and Rural Reserve process, updating the Regional Transportation Plan, and sharing our community's growth aspirations for the next 20 to 50 years. We aspire to grow in an economically and environmentally sustainable and land efficient manner. Among those aspirations is this request that Metro Council formerly amend the Metro 2040 Growth Concept to designating the Tanasbourne/AmberGlen Area a "Regional Center".

The Tanasbourne/AmberGlen Regional Center will become a successful, transit-supportive regional center by connecting and integrating the continuing economic growth of the Tanasbourne Town Center with the transit-supportive urban mixed use densities we expect to achieve in the AmberGlen Area per our adopted AmberGlen Community Plan. This Regional Center will become an 18 hour urban node with intensive mixed-use that is close to major employers. Based on our City's proven record of delivering projects and collaborative public and private partnership I am confident that we can successfully develop the Tanasbourne/AmberGlen Regional Center.

This Regional Center designation request meets your Title 3 criteria for Regional Center designations and is consistent with the recently adopted Regional Transportation Plan. We respectfully ask you and your Council colleagues to consider and, hopefully, approve this request.

Sincerely,

CITY OF HILLSBORO

  
Jerry W. Willey  
Mayor

cc: David Bragdon, Metro Council President  
Robin McArther, Metro Planning and Development Director  
Chris Deffbach, Metro Land Use Planning Manager  
Attachments: Tanasbourne/AmberGlen Boundary Map  
City of Hillsboro Resolution No. 2311



## Tanasbourne/AmberGlen Regional Center - Preliminary Boundary





## RESOLUTION NO. 2311

### LRMISC 2-10: TANASBOURNE / AMBERGLEN REGIONAL CENTER

#### A RESOLUTION ENDORSING THE ESTABLISHMENT OF THE TANASBOURNE / AMBERGLEN REGIONAL CENTER WITHIN METRO 2040 GROWTH PLAN.

WHEREAS, the City adopted the AmberGlen Community Plan on January 19, 2010, with the intent to create a vibrant regional scaled activity center enlivened with a vibrant, mixed-use urban community with a landmark identity; and,

WHEREAS, the AmberGlen Community Plan articulates the community aspirations with a series of goals, policies, and actions that support the creation of compact urban style development with high density housing, concentrated employment, quality public spaces, and high capacity transit; and,

WHEREAS, the AmberGlen Community Plan includes policies to consider combining the existing Tanasbourne Town Center and AmberGlen Plan area for consideration for designation as a Regional Center within the Metro 2040 Growth Plan; and,

WHEREAS, the Tanasbourne/AmberGlen area is a strong candidate for designation as a Region 2040 Regional Center because the adopted plans and policies are consistent with the Metro Regional Framework Plan by concentrating housing and jobs within a multi-modal transportation grid combined with the existing regional level transportation infrastructure and the future development of high capacity transit; and,

WHEREAS, Hillsboro and Metro Officials have coordinated closely on the concept of establishing a Regional Center at the Tanasbourne/Amberglen Area since the inception of the Amberglen Community Plan process;

#### NOW, THEREFORE, THE CITY OF HILLSBORO RESOLVES AS FOLLOWS:

Section 1. The City of Hillsboro fully endorses the designation, establishment and development of a *Region 2040 Tanasbourne/AmberGlen Regional Center* within the Metro Regional Framework Plan and Urban Growth Management Functional Plan and respectfully urges the Metro Council to re-designate this Area as a Regional Center within these Plans at the earliest possible time because of its importance to the future robust growth of the unique urban center.

Section 2. The City requests that in collaboration with Metro and Tri-Met that the Red Line extension be considered for 1<sup>st</sup> Tier Priority Improvements for HCT in the Regional Transportation Plan at the soonest possible opportunity.

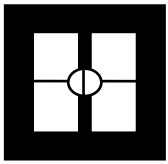
Section 3. This resolution is effective immediately upon adoption.

Approved and adopted by the Hillsboro City Council at a regular meeting held on the 2<sup>nd</sup> day of February 2010.

  
\_\_\_\_\_  
Mayor

ATTEST:

  
\_\_\_\_\_  
City Recorder



August 18, 2010

TO: Chris Deffebach, Long Range Planning Manager

FROM: Colin Cooper, AICP, Planning Manager  
Paige Goganian, AIA, AICP, Urban Design Planner

RE: Changing Centers Designations: Tanasbourne/AmberGlen Regional Center Request

This report provides background and findings for the City of Hillsboro's request to change the designation of the Tanasbourne Town Center to Regional Center and to include the adjacent AmberGlen area in the boundary. The request was first made in a presentation to the Metro Council at their work session on May 4, 2010. The City also presented the request to the Metropolitan Technical Advisory Committee on June 9, 2010, and the Metropolitan Policy Advisory Committee on June 23, 2010. A letter dated June 18, 2010 from Hillsboro Mayor Willey to Metro Councilor Kathryn Harrington formalizing the City's request for the Regional Center designation is provided in Attachment A.

## 1. Background

*Describe what your jurisdiction wants to change (i.e. regional center to town center or location).*

The City of Hillsboro is requesting to change the designation of the Tanasbourne Town Center to Regional Center and to include the adjacent AmberGlen area in the boundary. A preliminary boundary for the proposed Tanasbourne/AmberGlen Regional Center is identified on the map provided in the Mayor's request letter (Attachment A). The preliminary boundary includes most of the land within the Tanasbourne Town Center plan area and portions of the AmberGlen Community Plan area located to the west of OHSU's main research campus and Bronson Creek. The intent is to ensure that the Westside Light Rail and HCT Regional Priority Corridors serve the new Regional Center, and to include those areas with the greatest opportunity for development and redevelopment. Approximately 687 acres are provided within the preliminary boundary for the requested Regional Center. The City is still reviewing the boundary to ensure that areas important to the development of a vibrant Regional Center are included.

*Describe why your jurisdiction is requesting this change, including how the change fits into your comprehensive plans and aspirations for the center.*

This request is based on the evolution of the Tanasbourne area over the past fifteen years into a regional-scale mixed-use commercial center, combined with the opportunity presented by the adjacent AmberGlen Community Plan area, one of the largest redevelopment sites in the region. When asked by Metro to articulate community aspirations as part of the *Making the Greatest Place* planning effort, the City identified development of a vibrant, transit-supportive Regional Center in the Tanasbourne/AmberGlen area as a priority. In February 2009, City and Regional leaders and area stakeholders participated in a public meeting to discuss and affirm a shared commitment to achieve high levels of density close to regional employers, provide high quality amenities and a pedestrian-oriented, urban environment, and to fully support regional investments in transportation infrastructure. They also agreed to pursue designation of a

high capacity transit link through AmberGlen to connect to regional employment centers, and to pursue designation of the Tanasbourne/AmberGlen area as a Metro 2040 Regional Center. Aspirations for the 18-hour Regional Center and a planning area timeline are provided in Attachment B.

Amendments to the Hillsboro Comprehensive Plan adopted in January 2010 incorporate the AmberGlen Community Plan and establish the policy framework required to amend land use regulations for higher intensities and densities and to pursue funding mechanisms including tax increment financing. Adopted policies require the City to pursue designation of the Tanasbourne Town Center and AmberGlen Community Plan area as a Metro 2040 Regional Center (Policy 4.10). The change to Regional Center designation is a key action for implementing the AmberGlen Community Plan by focusing resources on the transformation of the Tanasbourne/AmberGlen area into a complete urban community, regional landmark, and model of urban sustainability. The AmberGlen Community Plan is provided in Attachment C.

*In your own words, describe how this new center will perform and how it will be different from what exists today.*

The performance of the new Regional Center is expected to achieve targeted densities and placemaking aspirations based on the success and ongoing evolution of the Tanasbourne Town Center. This success will be leveraged by development of a high density, vertical mixed-use urban district envisioned for the adjacent AmberGlen area, and by enhancing regional access with the addition of the HCT Regional Priority Corridors identified in the 2010 Regional Transportation Plan. There are over 100 undeveloped acres located within the new Regional Center area. These vacant sites are largely controlled by owners of the AmberGlen Business Park and by Oregon Health Sciences University and include approximately 65 undeveloped acres within a one-half mile walking radius from the Quatama Light Rail Station. The density capacity analysis provided on page 16 of Attachment D (Existing Conditions and Future Capacity Report, May, 2010) estimates that 30,000 people will live in the new Regional Center and 23,000 will work there. Planned density for the new Regional Center is estimated to be 99 people per net acre. This exceeds the average regional center density target of 60 people per acre recommended by Metro Title 1 Requirements for Housing and Employment Accommodation. Strategic public investments in infrastructure and catalyst projects will further enhance market feasibility to fully realize the opportunity presented by the new Regional Center.

Today, the Tanasbourne Town Center has grown into a regional-scale, mixed-use commercial and employment center in suburban Washington County. At approximately 605 acres, Tanasbourne is the largest 2040 Town Center in the region. Tanasbourne's economic success is related to the growth of regional employers in Washington County, and to regional access provided by two major arterials and the Highway 26 Interchange at 185<sup>th</sup> Avenue. Tanasbourne Town Center is served by two TriMet bus lines. It is not directly supported by Westside Light Rail which is located over 1.5 miles to the south. The transition to a more compact, pedestrian-supportive urban center is reflected in the recent construction of projects at increased housing and employment densities served by structured parking, and the emergence of walkable and attractive streets, trails, parks, natural areas and gathering places. Approximately 4,600 units of multi-family residential development adjacent to over 3.5 million square feet of commercial development are provided within the Town Center. Over one million square feet of the commercial development is retail. Retail projects such as the Streets of Tanasbourne and Tanasbourne Market Center strengthen the area's focus on urban amenity businesses, featuring popular anchors like REI and Whole Foods Market. Development at higher densities continues with the construction of Kaiser Permanente's Westside Medical Center and completion of multifamily senior and assisted residences adjacent to Magnolia Park and the Tanasbourne Market Center.

As the result of long established partnerships between private stakeholders, the City, and public agencies, Tanasbourne continues to exhibit robust performance through its ongoing evolution as a 2040 Center.

Metro's State of the Centers Report (2009) indicates that Tanasbourne exceeds average Town Center performance measures for both overall density and residential density at 24 people per net acre and 8 dwelling units per net acre respectively. Tanasbourne Town Center overall density is equal to or greater than four of seven 2040 Regional Centers. This factors in Tanasbourne's large size of 605 acres, compared to Downtown Hillsboro Regional Center at 144 acres, and the concentration of suburban retail centers developed prior to Tanasbourne's Town Center designation. Nevertheless, Metro's data indicates that Tanasbourne Town Center residential development achieves higher density than any of the seven 2040 Regional Centers.

The expectation that Tanasbourne/AmberGlen development will attain regional center performance measures is supported by planning that responds to economic vitality objectives and reflects specific market findings for the area. For example, planned proximities to urban amenity businesses, open space and employment ensure that price premiums required for high-density construction types are achievable. Adopted land use policies respect existing buildings and their individual redevelopment timelines while providing for new, higher density development on vacant parcels and redevelopment on underutilized sites. In the near-term, vacant AmberGlen sites are expected to be developed as high-density residential and mixed-use development organized around a central park and natural resource areas. Existing streets will be incorporated into an urban grid to support walking, biking and transit use. Urban design concepts will ensure a lively, varied and walkable urban environment. Redevelopment of portions of the existing Tanasbourne commercial center and older multi-family housing stock are anticipated in the mid-term. Residents will live close to work and transit and will be able to access neighborhood shops and businesses, recreation and natural areas by foot. A park originally developed for the AmberGlen Business Park will be expanded to provide the new Regional Center with a focal point and amenity for high-density residences. The new Regional Center will be a showcase for transforming suburban development, and for creating a compelling alternative for people seeking an urban lifestyle based on sustainable development practices with convenient access to regional transportation. Designation of the new Regional Center will sent a signal to developers that local, regional and state agency partners are committed to implementing adopted policies to achieve stated aspirations for future growth and livability.

## **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 2040 Growth Concept identifies regional centers as serving "...large market areas outside the central city, connected to it by high-capacity transit and highways and are accessible by hundreds of thousands of people." With regional access provided by the Highway 26/185<sup>th</sup> Avenue Interchange and several major arterials, the number of people in the market area served by the Tanasbourne Town Center already meets Metro's target. A recent market area analysis by Johnson/Reid notes that the Tanasbourne Town Center is estimated to serve a commercial market area ranging anywhere from 150,000 to 300,000 people based on the location of The Streets of Tanasbourne and the size and proximity of market area typical for this type of regional shopping center (Attachment E, page 7). The analysis also notes the unique geographic proximity of the Tanasbourne Town Center to West Washington County high-tech, solar and bio-pharma cluster employers and finds that these employees seek housing in locations central to the Tanasbourne area, a pattern that will intensify with future growth for these clusters. 2010 daily trip counts for several Washington County arterials serving Tanasbourne Town Center indicate approximately 52,507 daily trips on 185<sup>th</sup> Avenue just north of Evergreen Parkway; 20,363 daily trips within the Town Center on Cornell

Road west of Stucki Avenue/AmberGlen Parkway; 16,381 daily trips on Evergreen Parkway west of 188<sup>th</sup> Avenue; and 14,249 trips on Walker Road east of 185<sup>th</sup> Avenue. The total of 103,500 daily trips does not factor in all arterial access routes such as SW Baseline and 185<sup>th</sup> Avenue south of Cornell Road. The daily trips analysis provides a very generalized and potentially understated level of regional access for the Tanasbourne Town Center based on the existing level of infrastructure and development. Regional transit service is provided by two TriMet bus lines but current ridership counts have not been compiled.

Both Metro and City of Hillsboro population and employment growth projections identify significant growth in Washington County over the 20 year planning horizon. Implementation of proposed densities for the new Regional Center will require development and adoption of a Multi-Jurisdictional Interchange Refinement Plan to identify improvements needed to protect mobility on state and local facilities. The City of Hillsboro has identified initiation of the Multi-Jurisdictional Interchange Refinement Plan as a 2011 priority. Transit access to the new Regional Center will be enhanced by two HCT Regional Priority Corridors identified in the Regional Transportation Plan. The Tanasbourne Town Center has emerged as a regional center serving central and north Washington County. The area currently meets the threshold for access by hundreds of thousands of people. As future populations increase per Metro and City of Hillsboro growth projections, people served by the new Regional Center will continue to increase.

*The area is zoned for a mix of housing types to provide housing choices.*

Existing zoning for the Tanasbourne Town Center is based on the Tanasbourne Town Center Plan adopted in 1999 and features commercial, mixed use multifamily residential zones at multifamily densities of 21.25 to 28.75 units per acre. Residential uses are currently permitted on upper floors in commercial zones. Nearly all of the land in the Tanasbourne Town Center zoned for multifamily use has been developed. However, the City believes that some of the oldest multi-family stock is likely to be redeveloped in response to additional job growth in nearby high tech sectors and the completion of the Kaiser Permanente Westside Medical Center. The few remaining vacant development sites located north of Evergreen Parkway are planned for commercial or commercial with residential on upper floors. Recent residential construction in the Tanasbourne Town Center demonstrates a range of housing types such as high-density senior and assisted-living housing at the Springs at Tanasbourne and nearby townhouse and multifamily development targeted for families. The neighborhood is organized around Magnolia Park within a short walk of shops and Whole Foods Market. Existing Station Area Research Park and Station Area Business Park zones designated within the AmberGlen Plan area were put in place in anticipation of the opening of the Westside Light Rail in 1998 and do not permit residential uses. Comprehensive Plan designations and policies adopted in January 2010 for the AmberGlen Community Plan establish residential uses in AmberGlen and require various multifamily development types to serve a range of densities, households, ages and income levels. AmberGlen density targets range from 43 to 74 units per acre for mid-rise and high-rise mixed-use residential development, and 34 units per acre for transitional residential development.

Development capacity estimates for the new Regional Center of approximately 13,438 dwelling units are based on Tanasbourne Town Center zones and adopted AmberGlen land use policies (see Attachment D, pages 4 and 8). At an estimated average of 2.25 residents per dwelling unit, over 30,000 residents are estimated for the new Regional Center (Attachment D, pages 16 and 18). The Economic Opportunities Analysis completed in 2009 for the City of Hillsboro projects the need for additional capacity for housing, employment, and retail commercial land. Land uses adopted with the AmberGlen Community Plan change the designation of land previously held exclusively for employment and institutional employment to high-density mixed-use development. The City is initiating a zoning study that will provide mixed-use zones to implement the AmberGlen analysis of projected price ranges and housing types with affordability estimates for ownership and renter-occupied housing. Adoption of the AmberGlen mixed use zones is anticipated for spring, 2011. Designation of the Tanasbourne/AmberGlen Regional Center will affirm a local and regional commitment to achieving these residential densities.

*The City has adopted a strategy of actions and investments to enhance the proposed center.*

The City has adopted policies and actions that require public investment to catalyze and support a widespread and sustained private market reaction within the new Regional Center. Resources have been committed to accomplish projects identified in the AmberGlen Implementation Work Plan and summarized as “next steps” on the Area Planning Timeline (Attachment B). Priorities include ongoing coordination to establish stakeholder Memorandums of Understanding, adoption of zoning, design and sustainability standards and incentives to implement AmberGlen mixed-use Comprehensive Plan designations, urban renewal feasibility studies, and development of a catalyst project for a key AmberGlen site. The work will provide a comparative analysis of potential public investment tools, and will consider project-specific funding or partnering, as well as district-wide investments to enhance the marketability of the area. District-wide investment targets to be considered include transit, parks and open space amenities, and attracting desirable urban amenity businesses. AmberGlen zoning work will also include pro forma modeling to identify the financial feasibility of planned higher density thresholds and urban construction types, and to identify the likely marginal impact of various public investment tools. Adopted policies identify interdepartmental projects for the new Regional Center including land acquisition for critical rights-of-way and key green framework elements, engineering plans and cost estimates for infrastructure improvements and district stormwater and energy strategies, and a design competition for central park and green framework elements.

*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.*

Today, HCT service is provided by the Westside Light Rail with stations located at the southern edge of the Tanasbourne/AmberGlen area at Quatama and at the Willow Creek Transit Center. Bus service is provided by four Tri-Met Bus Routes: #47 and #48 connecting the Willow Creek Transit Center to downtown Hillsboro via Cornell Road and/or Evergreen Parkway; #52 connecting the PCC Rock Creek campus north of the City limits and east of 185th Avenue with the PCC Willow Creek Center located at the Willow Creek Transit Center, and #89 connecting Tanasbourne at Evergreen Parkway and 185th Avenue to the Sunset Transit Center. The Regional Transportation Plan adopted in June of 2010 identifies two HCT Regional Priority Corridors that will serve the new Regional Center, linking the Sunset Transit Center to Tanasbourne and to regional employers to the west (HCT Corridor 17), and a Red Line extension linking the Westside Light Rail up through AmberGlen to Tanasbourne and to regional employers to the north and west (HCT Corridor 17D). The City has adopted policies and actions to support existing and planned HCT service, and has identified local streetcar or rubber tire circulator to provide “last mile” connections to regional facilities as well as to augment local transit service within the new Regional Center area. The City of Hillsboro is committed to pursuing High Capacity Transit to support the new Regional Center and is currently working with TriMet on a \$50,000 study of preliminary alignments.

*The area is zoned for a number of residents and employees need to support HCT.*

The existing Tanasbourne Town Center comprehensive plan and zoning designations and adopted AmberGlen Community Plan Comprehensive Plan designations and corresponding zoning are estimated to achieve 99 people per acre at full build out over the planning horizon (see pages 4, 6 and 16 of Attachment D). This exceeds the 90 people per acre density target identified for Regional Centers to support HCT. Tanasbourne Town Center zoning was adopted in 2000 in response to the Metro 2040 Growth Concept. The City has approved work to update the Town Center Plan to ensure that connectivity and density objectives for the new Regional Center are accomplished. This work has been approved by the Hillsboro City Council for FY 2010/2011 and will include detailed review of existing town center mixed-use zoning to determine what additional amendments may be necessary.

*The City has, or has adopted a plan for, a multi-modal street system that meets or will meet connectivity standards in the RTP.*

The Tanasbourne Town Center Plan adopted in 2000 was in conformance with the City TSP (adopted in 1999) and with the RTP goals. The City's current Transportation System Plan update was adopted in 2004 in conformance with the RTP and multi-modal goals for pedestrians, bicycles, public transit, motor vehicles, and freight movement. Subsequent development within Tanasbourne Town Center has been required to provide features to support active transportation and connectivity objectives to for pedestrians, bicycles, and transit. The pedestrian corridor linking regional shopping at Cornell Road to the Kaiser Permanente Westside Medical Center and corporate employers north of Evergreen Parkway has largely been completed, and the local street grid planned for the Cornell-Walker Roads "SuperBlock" has been developed. As noted previously, work to update the Tanasbourne Town Center Plan has been approved to ensure that connectivity and density objectives for the new Regional Center are accomplished as older commercial and residential sites in Tanasbourne are redeveloped.

Adopted AmberGlen Transportation Policies and Actions identify an urban grid comprised of streets, access lanes and trail connections that incorporate existing facilities. The street and pedestrian network is planned to provide a high level of connectivity to promote an active pedestrian environment and efficient development pattern. Typical block faces are planned to be approximately 225 feet to 400 feet in length. Frequent bicycle, pedestrian and solar access will be ensured by access lanes through longer blocks. Policies also identify improved pedestrian connections to Tanasbourne destinations north of Cornell Road. The current work plan includes transportation modeling and design work to implement the adopted street network concept. Additionally, the City has recently adopted a new Parks and Trails Master Plan which includes several City and Regional trails within or near the Tanasbourne/AmberGlen Regional Center.

*The City has adopted a strategy that calls for actions and investments to meet the non-SOV modal targets in the RTP.*

City policies call for actions and investments to meet non-SOV modal targets identified by the RTP. These include an active and ongoing working relationship with the Westside Transportation Alliance, 2009 adoption of the City's Transportation Utility Fee to provide funding for pedestrian and bicycle facilities, and ongoing efforts through the City's CIP program and Community Development Block Grant Programs to enhance non-SOV infrastructure throughout the City. As noted previously, adopted AmberGlen Transportation Policies and Actions identify an urban grid comprised of streets and access lanes to provide pedestrian-scale access and connectivity for non-SOV modal targets and improved pedestrian access to Tanasbourne destinations north of Cornell Road, a transit strategy to provide local service and connections to regional transit, and creation and maintenance of an "... environment where there is less reliance on motor vehicle trips by coordinating public and private trip reduction strategies and pursuing a comprehensive travel demand management program" (Policy 6.7). Adopted policies place new medium and high density residential housing within close proximity to jobs and commercial services so that when combined with a walkable street grid, significant non-SOV modal choice is available. Adopted Actions identify continued work with the Westside Transportation Alliance and other transportation partners to develop a comprehensive travel demand management program.

*The City has a parking management program consistent with that proposed in the RTP.*

The City's current parking regulations are in conformance with the Urban Growth Management Functional Plan (Title 2.29.1) and establish minimum and maximum parking standards based on access to and frequency of transit service. Adopted policies identify potential funding or incentives to foster development of structured parking to ensure compact development and reduce surface parking area within the new Regional Center. Today, structured parking is provided at The Springs at Tanasbourne (senior and assisted high density housing), The Streets of Tanasbourne, and the Kaiser Permanente Westside Medical Center



where a seven-level parking structure is under construction. Parking structures serving the regional shopping center and hospital are located adjacent to one of the HCT Regional Priority Corridors identified to serve the new Regional Center area. The development of AmberGlen zoning will address district parking to foster non-SOV trips and will include consideration of paid parking districts, standards for maximum parking ratios, and limits on surface parking facilities.

### **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?*

The change in designation of the Tanasbourne Town Center to a Regional Center acknowledges that the market has responded to the area's strategic location at the "50 yard" line of Washington County major employment centers and residential areas, and is located equal distance from the Hillsboro and Beaverton downtown Regional Centers. Tanasbourne has emerged as a distinct regional-scale center serving a new and growing market area in north-central Washington County according to a recent analysis by Johnson/Reid (Attachment E). This is based on regional access provided by Highway 26 and major Washington County arterials, and on the dramatic growth over the last decade of residential development west of 185<sup>th</sup> Avenue and high-tech, solar, and bio-pharma cluster employers in West Washington County. Nearby regional centers include Hillsboro Regional Center located approximately 5.5 miles to the west and Beaverton Regional Center located approximately 4.8 miles to the south and east. Currently, the 10 miles separating the Hillsboro Regional Center and the Beaverton Regional Center via the Tualatin Valley Highway is significantly greater than the distance separating any of the other five regional centers and the Central City. The market area served by the new Regional Center has already been established and factors in the proximity and unique characteristics of adjacent centers. The focus of additional development and related investment in transit associated with the Regional Center designation will not likely detract from adjacent Regional Centers. Rather, enhanced HCT service to the new Regional Center would have the "...potential to strengthen the existing transit network, as it would naturally be served through adjoining centers" (Johnson/Reid, 2010, Attachment E). Based on these findings, and on population and employment studies produced by Metro and the City for developing Hillsboro's *Making the Greatest Place* aspirations, the City feels confident that the change in designation of the Tanasbourne Town Center to a Regional Center will not detract economically from surrounding regional or town centers.

*If there are multiple regional and town centers located within your jurisdiction, describe how you will prioritize and focus development efforts among them.*

The 2040 Growth Concept Plan includes three center designations in Hillsboro: Hillsboro's downtown Regional Center, Orenco Town Center, and Tanasbourne Town Center. Each of these centers has unique characteristics including size, age, quality and character of existing development, connectivity and access to regional highways, and transit. Ongoing planning and investment strategies are tailor-made for each Hillsboro center.

The character of Hillsboro's downtown regional center is unique because of its geographical location at the terminus of the Westside Light Rail and relatively limited highway access at the western edge of the region. Hillsboro's downtown has and continues to receive specific planning and investment focus through the implementation of the Hillsboro Renaissance Plan, Downtown Framework Plan, and adoption of the recent Urban Renewal Plan. These efforts have helped attract significant new development at the Pacific University Hillsboro campus. Tuality Hospital, Virginia Garcia Clinic and PCC Hillsboro Center are key institutions that continue to make investments in Hillsboro's regional center. Strategic investment of urban renewal funds in both infrastructure and additional amenities will further leverage private development dollars.

The Orenco Town Center is considered to be a case-study example of a green-field, transit-oriented and mixed-use development. The Orenco Town Center features medium density attached and detached housing and commercial retail development in close proximity to both jobs and transit. Current infrastructure is sufficient to support the few remaining vacant parcels without significant public investment. Interest in remaining vacant sites has been strong despite recent economic conditions due to the quality of placemaking that has been accomplished and the attributes of the surrounding area.

The Tanasbourne Town Center has been described at length in this report and remains an attractive location for development as evidenced by Kaiser Permanente decision to invest approximately 240 million dollars in a new hospital directly adjacent to the Streets of Tanasbourne Lifestyle Shopping Center. This new hospital will create approximately 1,100 new jobs when completed. The strength of existing transportation infrastructure and regional access has been fundamental to the economic success of the area. However, significant additional infrastructure investment will be necessary to fully support the redevelopment opportunity due to the increased density planned for the new Regional Center. Infrastructure costs are anticipated to be shared between private investments and targeted expenditure of System Development Funds. Preliminary urban renewal feasibility reports indicate that significant tax increment opportunities exist. Tax increment funds will be targeted for transportation, transit, parks and open space infrastructure.

*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.*

One of the key attributes for the proposed regional center is a common vision among both private and public stakeholders within the Tanasbourne/AmberGlen area. Long term stakeholders such as Standard Insurance, Principal Financial, and OHSU and new stakeholders such as Kaisers Permanente and Felton Properties all share in the belief that through the planning horizon, a significant opportunity is presented by this location. These types of partners are more willing to take a longer view which helps the City build investment over time. Included in this commitment is an understanding that dedications for public right-of-way and parks and open/space will be necessary to create the sense of place and amenities necessary to be successful. The economic development approach for the new Regional Center recognizes that quality of life issues are critical to successfully attracting and retaining private investment in a global marketplace.

Adopted programs and policies require the City to take an active role to identify strategic public investments focused on the new Regional Center area to leverage widespread and sustained private investment. Recent expansion of an Enterprise Zone for existing office space in a portion of the Tanasbourne Town Center reflects a focus by the City, through its Economic Development Department, to work with business development groups to enhance opportunities within the new Regional Center. Economic Goals, Policies and Actions adopted with the AmberGlen Community Plan identifies programs and projects to leverage significant private investment in the area with targeted public investment to capture the latent and future demand for urban development form at this suburban location. As noted in this report, the City has committed resources to accomplish projects identified in the AmberGlen Implementation Work Plan. Priority projects include development of AmberGlen zoning and refinements to Tanasbourne Town Center zoning with a focus on development incentives and flexible regulatory structures. The City is pursuing funding strategies, including tax-increment financing, for strategic public investments to enhance the investment environment and achieve catalyst development. The City is also developing Memorandums of Understanding between public and private stakeholders to provide the basis for assurances for financing mechanisms to reduce initial risk, catalyze initial development phases, and maintain momentum.

*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.*

The City has relied on the Economic Opportunities Analysis by Johnson/Reid (2009) and Metro's Growth Reports. The studies indicate that there will be sufficient population and employment growth in Washington County over the next 20 years to support planned densities. The findings are strengthened by trends for increased demand for urban development forms and densities in close proximity to urban amenities and access to employment. The City recently conducted an analysis to better understand the geographic market area currently served by the Tanasbourne Town Center (Johnson/Reid, July, 2010, see Attachment E). The analysis is based on proximity to regional transportation infrastructure, residences, and employment centers. The analysis notes that Tanasbourne Town Center has emerged as a distinct regional center that now serves a distinct, household population and work force in north-central Washington County. Recent construction of the Kaiser Permanente Westside Medical Center, Standard Insurance's LEED gold-certified corporate office building, and multi-family housing development in Tanasbourne demonstrate the favorable development environment presented at the new Regional Center location.

Concept planning for the AmberGlen Area was based on the development program prepared by Leland Consulting Group and PB Placemaking for the City of Hillsboro. The work included a series of interviews with property owners and developers and the modeling of development types which were reevaluated against currently built and occupied comparable projects. The evaluation resulted in adjustments to projections for parking and FARs. The approach demonstrated that while Concept Plan aspirations were ambitious, and to some degree untested in this market, they had been successfully implemented elsewhere. In 2009, a series of development feasibility studies were completed by Johnson/Reid to inform concept plan refinements and phasing strategies adopted in the AmberGlen Community Plan. The financial pro forma analysis indicated a positive pre-tax profit and positive return on cost of over 9% for mid-rise residential construction (4 to 6 stories, concrete and steel construction, usually dependent on structured parking) planned for significant portions of AmberGlen. However, mid-rise construction barely failed the viability test because the project falls short of the minimum 15% return on cost threshold. The model factors in price premiums associated with assumed proximity to a centerpiece park (15% premium) and to a specialty grocer (17.5% premium). Factoring strategic public investment in projects and/or district amenities such as transit would likely add sufficient price premiums to meet medium density housing development costs in the near term and higher density housing development costs in the longer planning horizon.

The City is in the process of contracting for additional pro forma analyses to further understand feasibility factors and the likely impact of various public investment tools for the new Regional Center area. In addition, the City will be conducting analyses to project price ranges and housing types including affordability estimates for ownership and renter-occupied housing, and to identify financial impacts for code-related development incentives as part of AmberGlen zoning work.

## **Conclusion**

The Tanasbourne/AmberGlen Regional Center is the City's vision to make the most of existing investments and to create a catalyst for even greater investment opportunity. This vision has been reaffirmed by our community through the adoption of the AmberGlen Community Plan. The Regional Center designation will leverage the success of the existing Town Center and recognizes the commitment of several large property owners to work with private and public partners to achieve the community's vision. This unique circumstance should not be presumed to last indefinitely and should be acted upon. The City is asking for Metro Council support of our City's aspirations for *Making the Greatest Place* by amending the 2040 Growth Concept Plan Map to change the designation of the Tanasbourne Town Center to Regional Center and to include the adjacent AmberGlen area in the boundary.



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**MEMORANDUM**

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DATE: July 23, 2010

TO: Patrick Ribellia, Esq., Planning Director, CITY OF HILLSBORO

FROM: Bill Reid, Principal  
JOHNSON REID, LLC

SUBJECT: Tanasbourne Town Center & Beaverton Regional Center Markets

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The City of Hillsboro seeks to better understand the geographic market(s) that the Tanasbourne Town Center currently serves in terms of retail commercial offerings and employment/labor market. The City is presently studying the potential for the Tanasbourne Town Center to seek a Regional Center designation with Metro and its jurisdictional partners. The following analysis provides a comparison of the Tanasbourne Town Center planning area with the Beaverton Regional Center, the nearest regional center with comparable direct freeway access and retail concentration.

#### Commercial Trade Areas Served

From an economic perspective, a commercial regional center of the scale demonstrated by Tanasbourne or Beaverton Regional Center depends upon a population within a 20-minute drive time. Accordingly, Figure 1 on the following page provides a demonstration of current, average 20-minute drive time for the Tanasbourne Town Center planning area (map left) and the 20-minute trade area served by the Beaverton Regional Center (map right).

We would note the following observations:

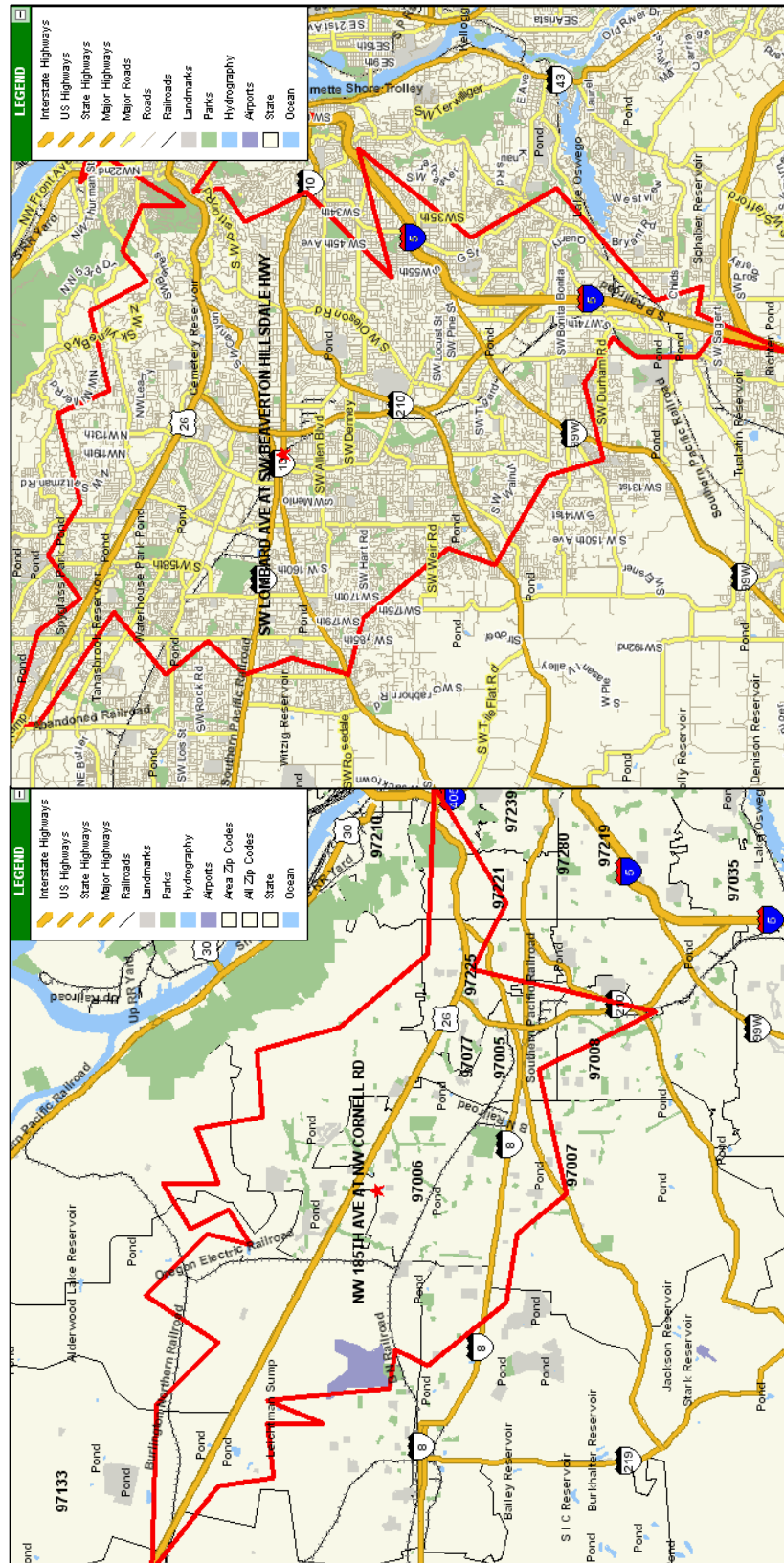
- The Sunset Highway (26) almost perfectly bisects the Tanasbourne Town Center trade area, indicating the magnitude of its importance to the center and to the population the patronize the Tanasbourne area.
- The Beaverton Regional Center, alternatively, relies on a greater confluence of highways and arterials, most notably Highway 217 and the Beaverton-Hillsdale Highway (10).
- Transportation access to Tanasbourne enables a resident trade well into western Washington County that is unserved/underserved by Beaverton Regional Center due to geographic and time distance.
- Alternatively, Beaverton Regional Center serves households in the east portion of the county, west Multnomah County, and due to Highway 217 access, south Washington County households that are unserved/underserved by Tanasbourne commerce.
- Most notably, the standard 20-minute trade area map for the Beaverton Regional Center indicates that the center largely does not serve the vast majority of Aloha and Hillsboro west of 185<sup>th</sup> Avenue.

JOHNSON REID concludes from the commercial trade areas the following:

- Tanasbourne Town Center has emerged as a distinct regional center that now serves a different, distinct household population in Washington County from the Beaverton Regional Center.
- As would be expected, dramatic residential growth west of 185<sup>th</sup> Avenue over the last decade has created a distinct, regional commercial market that may not have previously existed ten years ago.
- Beaverton Regional Center continues to serve a large swath of Washington County population, though now more concentrated in the eastern portion of the county as population and employment growth have increased drive times and decreased convenience from areas to the west.



Figure 1: Tanasbourne Town Center & Beaverton Regional Center 20-Minute Trade Area Maps (2010)





## Employment/Labor Sheds

In addition to offering significant commercial retail and services opportunities for residents in a centralized location, both centers also provide sizeable employment opportunity. To understand how both centers function as employment centers, a labor shed analysis mapping was conducted for both utilizing U.S. Census Bureau LED *On The Map* methodology.<sup>1</sup> A thermal gradient map for Tanasbourne and for Beaverton Regional Center was created, demonstrating the residential location of those employed in each center. Figure 2 provides results of the analysis, with the Tanasbourne Town Center labor shed in map left and Beaverton Regional Center in map right.

Results indicate:

- Labor sheds for both centers are not dramatically different, indicating the significant inventory of residential areas between Beaverton and Hillsboro.
- The vast majority of the concentration of the Beaverton Regional Center employment shed (darkest blue shade) is south of Baseline Road, with the majority of that south of TV Highway.
- Alternatively, the Tanasbourne Town Center Labor shed is most concentrated north of TV Highway.
- Unlike the Beaverton Regional Center, a sizeable concentration of the Tanasbourne Town Center labor shed is north of Highway 26 into the Rock Creek/Bethany areas and west of 173<sup>rd</sup> Avenue.

In other words, the Tanasbourne employment concentration is also increasingly dependent upon a more northern and western labor supply and residential areas than is Beaverton Regional Center.

Another distinct geographic difference for the Tanasbourne Town Center is its proximity to the concentration of West Washington County high-tech, solar, and bio-pharma cluster employers. Moving forward, as these key clusters grow, the residential choices of those employed by the clusters will be increasing important for center planning. Accordingly, Figure 3 provides a similar labor shed map for the West Washington County cluster employment concentration.

- The cluster employment shed is largely bound to the south by TV Highway, and like that for Tanasbourne area, extends well into the north into Rock Creek/Bethany.
- The majority of cluster employment resides south of Highway 26 and Cornell to the west of Murray Boulevard.

In other words, key West County cluster employment has a track record of seeking housing in a locational pattern more central to the Tanasbourne area in contrast to the Beaverton Regional Center. Transportation times via different modes and related convenience is increasingly driving location decision to the west and north as higher population in general creates greater congestion.

Given the trend in residential choice of these key clusters, we would anticipate such trends to continue as growth in these specific clusters overcomes international economic weakness and as congestion and travel times render Beaverton Regional Center a less convenient residential and commercial choice, on average, for this particular workforce. Accordingly, we would anticipate that the Tanasbourne Town Center would be the far more viable mixed-use regional center for this specific key portion of the economy and county population.

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<sup>1</sup> <http://lehdmap4.did.census.gov>





Figure 2: Tanasbourne Town Center & Beaverton Regional Center Employment Shed (2008)

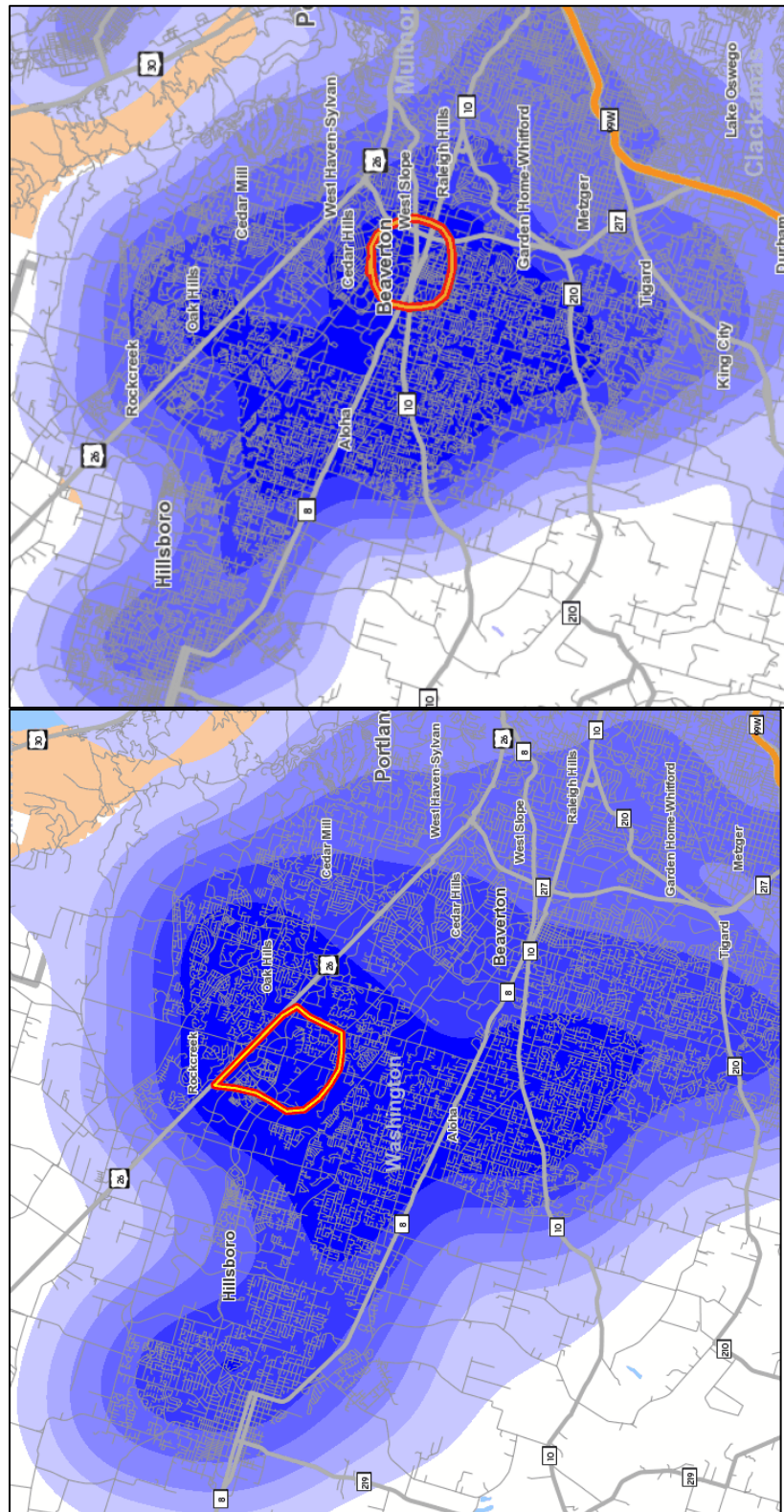
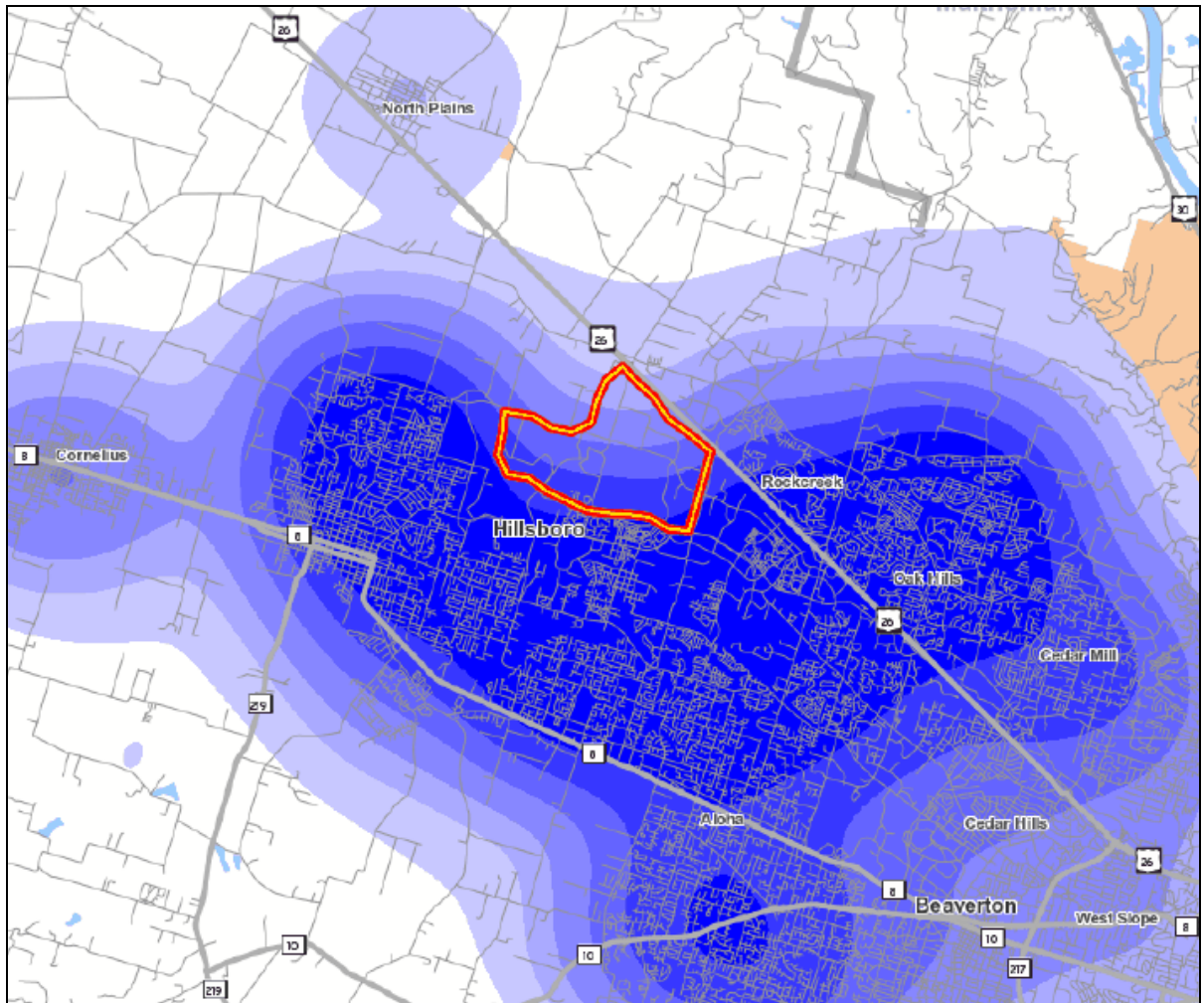




Figure 3: West Washington County Cluster Employment Shed (2008)







## Benchmarks of a Regional Center

At the time the 2040 Growth Concept was adopted there were few quantifiable benchmarks for what qualifies as a Regional Center. The definition provided at the time included the following:

- “Centers of commerce and government services, serving a market area of hundreds of thousands of people;”
- “Focus of transit and highway improvements;”
- “Characterized by two- to four-story compact development”
- “Downtown Hillsboro serves the Western portion of Washington County;”
- “Downtown Beaverton and Washington Square serve Eastern Washington County.”

Note that at the time, any given Regional Center would meet some of these criteria, but not others. Some criteria were apparently aspirational, and meant as a guide for what was expected in the future (i.e. most centers lacked two- to four-story development at that time).

A Metro “State of the Centers” report released in 2009 adds some additional characterization of Regional Centers:

- “Focus of redevelopment, multi-modal transit connections, and concentrated future growth;”
- “Eventually, rail connections will tie all the regional centers to each other;”
- In contrast to the 2040 Growth Concept language mentioned above, this document cites four market areas outside the Central City. Washington County is the largest of these geographically. “Hillsboro, Beaverton and Washington Square [Regional Centers] serve Washington County, the West Hills, and the communities along the I-5 Corridor.”
- “Urban form varies greatly from center to center.”

It is apparent that no Regional Center meets all of these criteria. They vary greatly in geographic size, mix of land uses, building forms, achieved density and current levels of transit service. However, since adoption of the 2040 Growth Concept most of the Regional Centers have made good strides towards meeting some of these benchmarks.

The key point is that the “definition” presented above represents the end goal of on-going planning and economic development efforts, and not a set of preconditions for qualification as a Regional Center.

The details and measures provided in the “State of the Centers” report (Metro, 2009) demonstrate that the centers vary on most benchmarks. Rail service has perhaps made the greatest strides, with MAX or WES now serving every Regional Center other than Oregon City.

Note also that the recent report does not identify well-defined sub-markets for Regional Centers, instead grouping the three Washington County centers into a single market.

## Tanasbourne TC in Comparison to Regional Centers

Like the seven Regional Centers created in the 1990’s, Tanasbourne Town Center meets some of the above criteria, and not others. The following is a discussion on how Tanasbourne measures up to existing Regional Centers.



**Size:** At 605 acres, Tanasbourne is the largest Town Center and larger than five of the seven existing Regional Centers.

**Market Area:** The 2040 Growth Concept defines Town Centers as providing “localized services to tens of thousands of people within a two- to three-mile radius.” As the location of an established regional shopping center, Tanasbourne already serves a larger population than this, from a larger market area. The Streets of Tanasbourne cites 250,000 people living within a five-mile radius. A regional center of this size typically serves anywhere from 150,000 to 300,000 people (Urban Land Institute).

**People per Acre:** According to the “State of the Centers” report, Tanasbourne currently features 24 people per acre, which is less than the three Washington County Regional Centers, but equal to or more than the four eastside centers. This lower density is likely due to the large acreage and concentration of commercial uses at Tanasbourne.

**Dwelling Units per Acre:** Despite the lower overall number of people-per-acre, the residential development that is present at Tanasbourne achieves significantly higher density than other Washington County centers. Tanasbourne achieves 8 units per acre compared to Hillsboro (3), Beaverton (4) and Washington Square (2).

**Urban Amenities:** In comparison to other Town Centers, Tanasbourne features a high number of “urban amenities” as identified by Metro. At 67 amenities, it features more than the Hillsboro RC (38), but fewer than Beaverton (101) or Washington Square (148).

**Transportation:** Tanasbourne TC is located on Highway 26 and includes two other major arterials. Two bus lines serve the area. MAX service is located over 1.5 miles to the south. The downtown Hillsboro and Beaverton RCs feature MAX service, and Washington Square is served by WES commuter rail. High-capacity transit in Tanasbourne would have the potential to strengthen the existing transit network, as it would naturally be served through the adjoining centers.



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Clark County

- Farm and Forest Land
- Rural Residential
- Low Density Residential
- High Density Residential
- Commercial
- General Commercial / City Center
- Public Facility
- Light Industrial
- Heavy Industrial
- Parks and Open Space
- Vancouver City Center
- Medium Density Residential
- Activity Centers
- Town Centers

LEGEND

Metropolitan Region

- Central City
- Regional Centers
- Town Centers
- Neighborhoods
- Employment Areas
- Industrial Areas
- Regionally Significant Industrial Areas
- Corridors
- Main Streets
- Station Community
- Station Community Core
- Potential Regional Throughways
- Planned & Existing HCT Lines
- Proposed Light Rail Alignments
- Light Rail Stations
- Potential Light Rail Stations
- International Airports
- Regional Airports
- Terminals
- Intermodal Rail Yards
- Rail Distribution Network
- Urban Reserves
- Rural Reserves
- Parks and Natural Areas
- Urban Growth Boundary
- Neighboring Cities

0 0.5 1 2 3 4 Miles  
1 inch = 1 mile



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Appendix 6:

## **Requests from local jurisdictions to amend their regional design types**

August 2010



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## About Metro

Clean air and clean water do not stop at city limits or county lines. Neither does the need for jobs, a thriving economy and good transportation choices for people and businesses in our region. Voters have asked Metro to help with the challenges that cross those lines and affect the 25 cities and three counties in the Portland metropolitan area.

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### **Metro representatives**

Metro Council President – David Bragdon

Metro Councilors – Rod Park, District 1; Carlotta Collette, District 2; Carl Hosticka, District 3; Kathryn Harrington, District 4; Rex Burkholder, District 5; Robert Liberty, District 6.

Auditor – Suzanne Flynn

### **Metro**

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Portland, OR 97232  
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On file at Metro:

Summary of existing Metro policies on centers

Local jurisdiction requests to change center designations

## BACKGROUND AND INTRODUCTION

Three jurisdictions, Happy Valley, Cornelius and Hillsboro, have requested changes to their center locations or designations on the 2040 Growth Concept Map. Staff recommends that the Metro Council approve these changes and adopt the revised 2040 Map as shown in Exhibit O to the 2010 Capacity Ordinance. This appendix describes these requests and the policies that guide Council consideration of these requests. Available on file at Metro is a summary of Metro policies on centers and the requests from the local jurisdictions including the supporting information they provided.

### The 2040 Growth Concept Map

In 1995, after extensive public involvement, the Metro region adopted the 2040 Growth Concept to guide future development and within the region and protect farm and forestland outside the urban area. It focuses development in mixed-use centers, corridors and employment areas connected by a multi-modal transportation system. Regional policies guide the region toward achieving this vision. Local and regional investments are critical in order to achieve the vibrant places residents envision.

The 2040 Growth Concept Map illustrates this regional vision and the Regional Framework Plan narrative fully describes it. The map, adopted by Council, identifies central city, regional and town centers, station areas, main streets and corridor locations as a focus for mixed-use, residential and employment development. Changes to the map represent changes to growth management policy and are subject to Metro Council approval. In the past 15 years, the Metro Council has acted on only two requests for changes, reflecting the intentionality of the vision. However, the 2040 Growth Concept is a living document and it is appropriate to have these designations evolve over time as conditions change.

### Policies that guide center designations

When considering a request to change the 2040 Map, the Council turns to existing policies in the Regional Framework Plan, Regional Urban Growth Management Functional Plan, Regional Transportation Plan and Regional Transportation Functional Plan for guidance. Policies on centers have been updated over the years, including some revisions as a result of the Regional Transportation Plan. The Metro Council may adopt other new policies on centers, such as those that align regional investments with local actions that are included in the recommendations in this Community Investment Strategy. A summary of existing policies is on file at Metro. Local jurisdictions that have requested changes have been asked to describe how their proposal is consistent with existing policies that set expectations for Regional Centers and Town Centers, as summarized in Table 1.

Table 1: Summary of existing Metro policy for Regional and Town Centers

Policy	Regional Centers	Town Centers
Accessible	The center is accessible to hundreds of thousands of people.	The proposed center is accessible to tens of thousands of people.
Zoning	The area is zoned for a mix of housing types to provide housing choices.  The area is zoned to allow the number of residents and employees needed to support High Capacity Transit.	The area is zoned for a mix of uses that makes, or will make the center walkable.
Enhancement strategy	The city has adopted a strategy of actions and investments to enhance the proposed center.	The city has adopted a strategy of actions and investments to enhance the proposed center.
Public Transit	The area is served by high-capacity transit or is proposed to be served 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 served by public transit.
Multimodal and connectivity standards	The city has adopted a plan for a multimodal street system that meets or will meet connectivity standards in the Regional Transportation Plan.	The city has adopted a plan for a multimodal street system that meets or will meet connectivity standards in the Regional Transportation Plan.
Non-SOV targets	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 adopted a strategy that calls for actions and investments to meet the non-SOV modal targets in the RTP.
Parking Management	The city has a parking management program consistent with that in the recently adopted RTP.	The city has a parking management program consistent with that in the recently adopted RTP.

### Other considerations

Experience over the last 15 years has shown that the centers develop at varying rates, dependent upon market conditions, political leadership, financial resources and other factors. Leading planning and development experts have advised the region over the years of the need to focus investments in fewer centers to achieve the greatest impact and to align land use plans with



economic and market realities. To anticipate these concerns over potential new or relocated centers, the three local jurisdictions have been asked to respond to 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 development you have planned will support the level of activity you envision for your center?

## REQUESTS FOR CENTER CHANGES

The mayors from the three cities submitted requests for changes to their centers to the Metro Council and described how their proposed changes were consistent with existing policy and addressed additional considerations. Their requests, including adopted resolutions in support of the requests, are attached to this appendix. The following summarizes the requests and demonstrates the policy consistency that supports the staff recommendations.

### Happy Valley Town Center

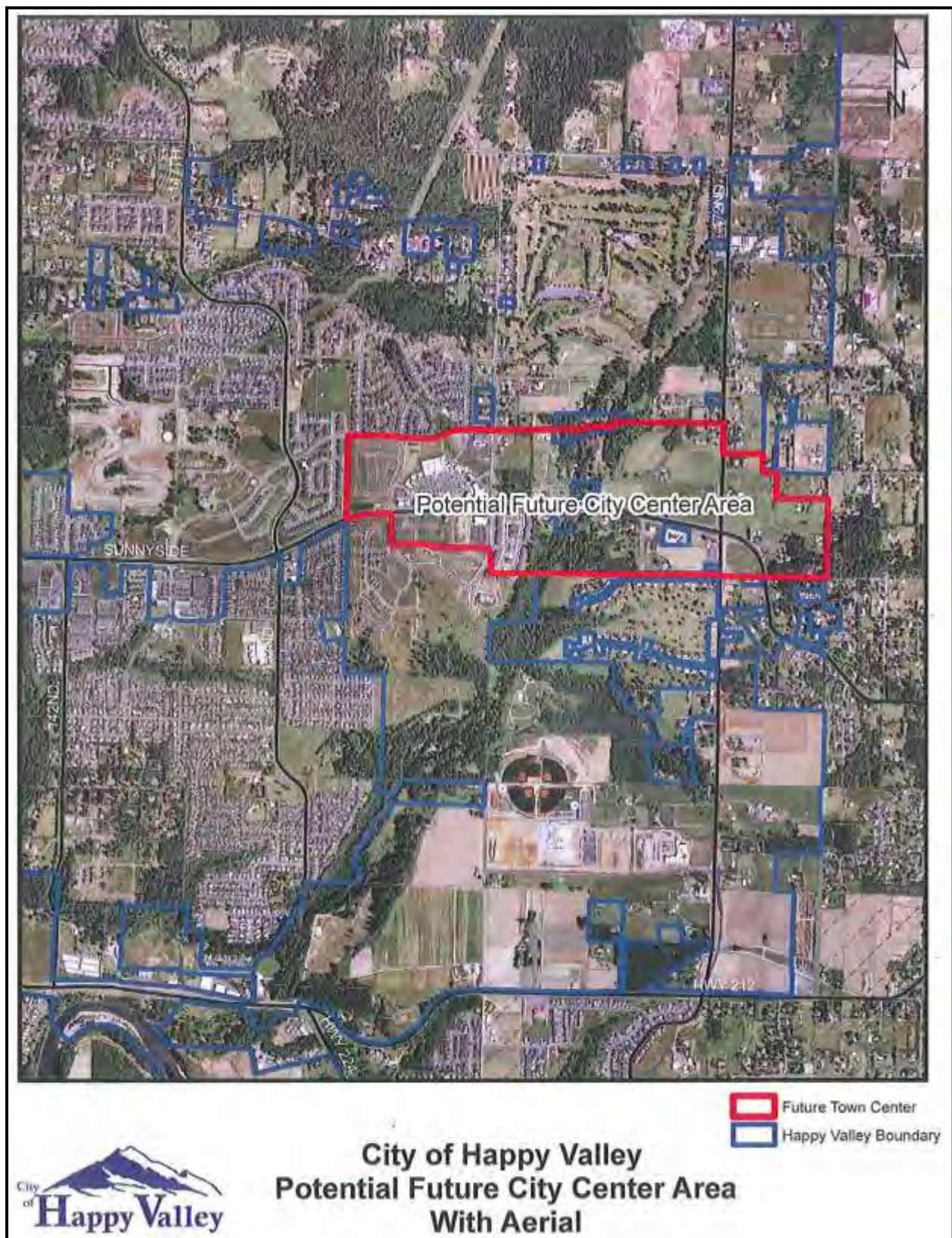
Happy Valley has requested a relocation of their existing Town Center designation from King Road to Sunnyside/SE 172<sup>nd</sup>, about two to three miles to the east, to a commercial area called, coincidentally, the Happy Valley Town Center. Fifteen years ago, when the 2040 Growth Concept was adopted, Happy Valley had a population of less than 5,000. The City has grown significantly since then and has a forecast population of over 30,000 by 2030. The City has concluded that the King Road area has limited potential to develop into a Town Center. The King Road area houses local fire and police offices but has no commercial zoning and is surrounded by an existing single family neighborhood that has not supported increased development along King Road.

The proposed Town Center houses the new city hall and new commercial development, is surrounded by a mix of single and multi-family development and is identified in the City's plans for continued growth. Recent investments have widened and improved road, bicycle and sidewalk access. To support the Town Center designation, the City has received a grant to fund the up-zoning of parts of the center area, develop parking management plans and identify other tools to support the center.

Figure 1: View east along Sunnyside Road in Proposed Happy Valley Town Center



Figure 2: Proposed Happy Valley Town Center location





The following summarizes the consistency of the proposed Happy Valley Town Center relocation with Metro policies:

<b>Town Center policies</b>	<b>Summary response for Happy Valley</b>
Accessible to tens of thousands:	The new location is more central to growth areas in Happy Valley
Mix of uses and walkable:	Area has mix of residential, commercial and civic, institutional uses and new street investments. City is proposing to up-zone, which will allow for an increased mix and intensity of uses.
Strategy to enhance:	Adopted resolution in support of town center change and submitted request for TGM grant to initiate zone changes, parking management and other plans to support center.
Public transit service:	Happy Valley has annexed to Tri Met service area but has limited service. Additional services would be needed to support the proposed Happy Valley Town Center location.
Meet multi-modal, connectivity standards	Happy Valley's Transportation system plan requires a multi-modal street system that meets or exceeds regional requirements. Some roads already constructed, others are planned.

<b>Additional Considerations</b>	<b>Summary response for Happy Valley</b>
Detract from other centers?	No. Instead of adding, this replaces existing center and is distant from Damascus center.
Partnerships for success?	City maintains partnerships with local business groups, property owners, business operations and offers expedited design review and financial support of major infrastructure needed for growth. Additional partnering is proposed.
Analysis to support request?	Location reflects market shifts to areas of new development patterns, additional economic analysis to support center underway.

### Happy Valley - summary and recommendations

Happy Valley has grown significantly in the last 15 years and will continue to grow by tens of thousands as well as serve growth in adjacent Damascus to the east. The relocation of the Town Center is consistent with this growth pattern. The city will need to continue to promote a mix of uses, investments and tools to support additional transit services and the walkable, vibrant place envisioned as a Town Center. The City has expressed their intent to continue with these efforts as part of the Town Center designation. Metro's Chief Operating Officer supports this request for a center designation change. In order to develop as a successful, vibrant center, the Chief Operating Officer advises that policy makers be explicit in their expectations for additional development and intensity in the Happy Valley Town Center necessary to support transit service, mixed income housing, public spaces, and employment along with these continued investments and actions.

### **Cornelius Town Center**

The City of Cornelius has requested to change the designation in their downtown from a Main Street to a Town Center. Cornelius is the only city in the Metro area that does not have or share a Town Center designation. While other Main Street designations on the 2040 map are typically ½ block deep along a commercial corridor, the Cornelius main Street has always included a district of multiple blocks in the center of the downtown with commercial and residential zoning. The area functions as the center of the community with medical clinics and other activity generators. Since the 2040 Concept was adopted, Cornelius has completed plans and development guides for their Main Street district and has invested in street and other infrastructure in the area.

As part of this proposal, the City of Cornelius envisions a larger district for the Town Center, including the area envisioned as future high capacity transit in the Regional Transportation Plan. The City has plans for continued redevelopment and investment in this area.

[illegible]

The following table summarizes the consistency of Cornelius' request with town center policies:

<b>Town center policies</b>	<b>Summary response for Cornelius Town Center</b>
Accessible to tens of thousands:	Cornelius has a population of over 11,000 residents and 350 businesses. The town Center will serve this and future growth as well as adjacent areas.
Mix of uses and walkable:	Area has mix of residential, commercial and civic, institutional uses and an established, walkable street grid system.
Strategy to enhance:	Cornelius has developed strategies for the downtown area and will continue to implement and refine these strategies. Recent examples include an adopted Master Plan for parks and trails.
Public transit service:	Cornelius is served by a relatively high-performing, frequent bus service and the City envisions high capacity transit in the future.
Meet multi-modal, connectivity standards	Cornelius has a transportation system plan that meets or exceeds connectivity standards and promotes multi-modal use.

<b>Additional Considerations</b>	<b>Summary response for Cornelius Town Center</b>
Detract from other centers?	Though located near centers in Hillsboro and Forest Grove, Cornelius has developed its own market niche and is not expected to detract from other centers. The Town Center is the focus for downtown Cornelius.
Partnerships for success?	The City maintains partnerships with local public, non-profit and business organizations, has worked successfully with them in the past and expects to continue to do so in the future.
Analysis to support request?	Studies by the State and private firms indicate the market will continue to gradually intensify following public incentives, private investment, public transit and overall improvement of the community's health and attractiveness.

#### Cornelius - summary and recommendations

The City of Cornelius's downtown Main Street district functions as their Town Center and is poised to continue in this role. Metro's Chief Operating Officer supports changing the designation from

Main Street to Town Center to align this function with the regional vision. As one of the smaller towns in the Metro area with limited resources, future intensity and development of the Town Center will depend on continued public, private and non-profit partnerships and the COO advises that policy makers be explicit in their expectation that these partnerships be of service to supporting the Town Center.

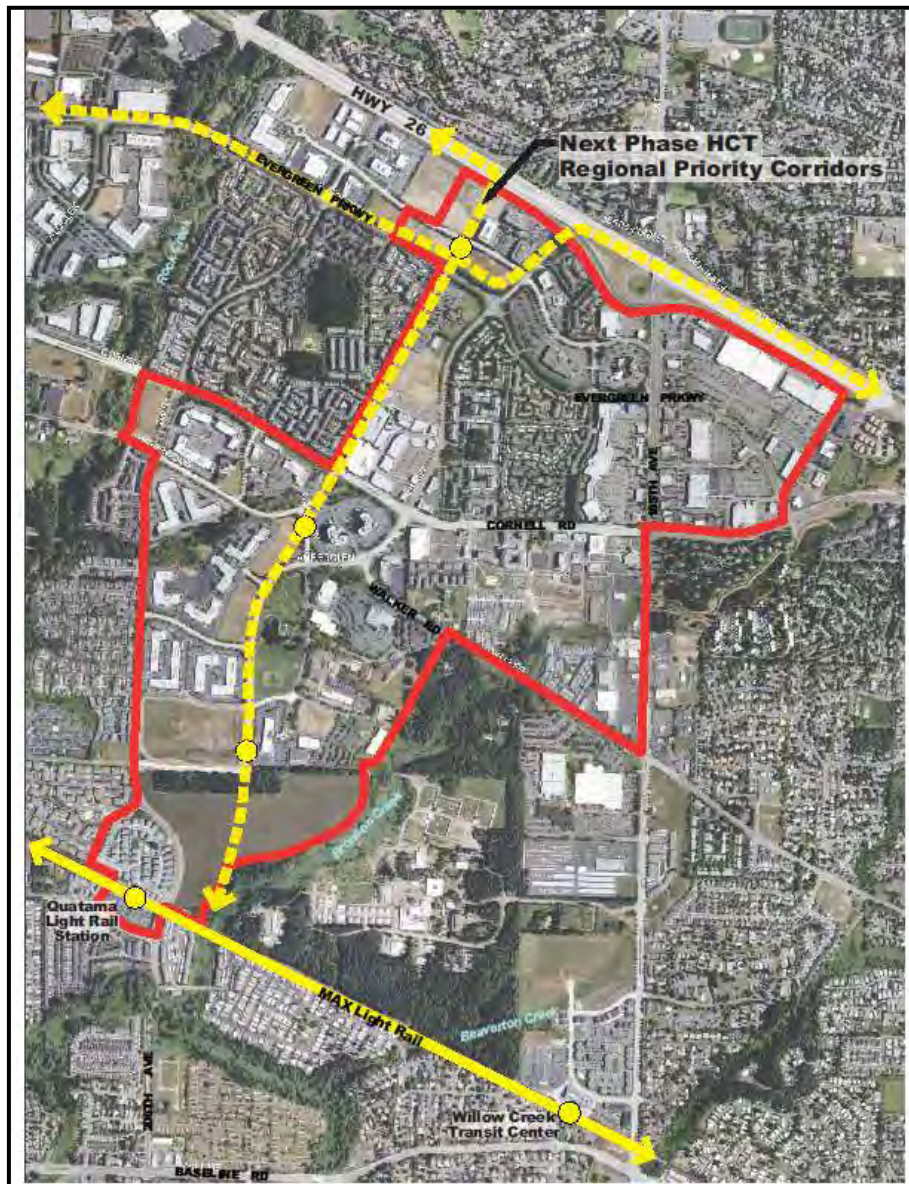
### **Hillsboro Tanasbourne / AmberGlen Regional Center**

The City of Hillsboro has requested to expand the existing Tanasbourne Town Center to include the adjacent AmberGlen area and change the designation to Regional Center, resulting in a total of eight Regional Centers on the 2040 Map instead of seven. Since the 2040 Growth Concept was adopted, the Tanasbourne area has grown into a sizable commercial destination. Though not mixed use, the commercial area is surrounded by single and multi-family residential. The adjacent AmberGlen site is one of the largest redevelopment opportunities in the region and Hillsboro has developed a public/private partnership for the area. The city estimates development capacity in AmberGlen / Tanasbourne to house over 30,000 residents and 23,000 jobs. The City has initiated a proposal to update the Tanasbourne area plan.

The city of Hillsboro's request for a Regional Center designation is linked with their aspirations to partner with Metro, Tri-Met and the private sector to put the tools and incentives in place to support the highest possible densities. Hillsboro envisions an extension of light rail to serve the area, use of green practices, and urban renewal to finance needed infrastructure.



Figure 5: Proposed Tanasbourne/AmberGlen Center boundary



The table below summarizes the consistency of Hillsboro’s request with regional center policies:

<b>Regional Center policy</b>	<b>Summary response for Hillsboro Tanasbourne / AmberGlen Regional Center</b>
Accessible to hundreds of thousands	<p>The addition of one more regional center means that the share of population available to other centers is smaller. However, between 2010 and 2030 the Urban Growth Report projects and increase of 224,000 to 301,500 new dwelling units within the Metro area, or an increase in hundreds of thousands of new residents.</p> <p>In addition, the redevelopment planned for Tanasbourne / AmberGlen would increase the number of residents in the center.</p>
Mix of housing types to provide housing choices	The City has a policy to provide a mix of urban housing design types, densities and heights to serve a range of household ages and income levels. The City has not yet adopted specific zoning or tools to promote housing choice.
Allow the number of residents and employees needed to support High Capacity Transit	Plans for AmberGlen are intended to provide for the number of residents and employees necessary to support high capacity transit and the City is continuing to evaluate HCT feasibility.
Strategy to enhance	The City has adopted policies to enhance and develop the AmberGlen area and is initiating the next steps to develop the tools to implement these policies, including consideration of urban renewal.
Served by high-capacity transit or is proposed to be served; meets or is planned to meet the transit system design standards	An extension of HCT to AmberGlen is included in the Regional Transportation Plan as a future corridor. Hillsboro is initiating efforts to apply the system expansion policy in the RTP and document that housing and employment will support HCT.
Multi-modal street system and connectivity standards	Plans for AmberGlen call for an urban street grid to support walking, bicycling and transit use while accommodating vehicles.
Strategy to meet the non-SOV modal targets	Plans for AmberGlen call for mixed use development, parking management, street designs and high capacity transit investments to support non-SOV targets.

Parking management program	Plans for AmberGlen call for a parking management program.
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<b>Additional Considerations</b>	<b>Summary response Tanasbourne / AmberGlen Regional Center</b>
Detract from other centers?	To avoid detracting from other centers, Tanasbourne/AmberGlen Regional Center designation depends on continued growth in the region in general and Washington County in particular, stimulating high urban densities in the center and continued investments in other regional centers. In addition, Washington county has 15 town centers (including Cornelius) that need additional investments and market access.
Prioritize if more than one?	Hillsboro has plans and investment tools in place to support the Regional Center downtown and will continue this support.
Partnerships for success?	Property owners in the AmberGlen area have worked closely with Hillsboro to develop the plans for the area. Hillsboro intends to continue this partnership as well as partner with other service providers.
Analysis to support request?	Hillsboro has completed studies in partnership with the property owners to document the economic feasibility for the redevelopment in the AmberGlen area and have proposed additional analysis for the Tanasbourne area.

#### Tanasbourne / AmberGlen - summary and recommendations

The Tanasbourne/AmberGlen area has the potential to develop into a unique regional center supported by a combination of public and private investments. In many ways, the area is a role model for public private partnerships and for aspirations for density that go beyond the typical suburban levels consistent with the focused development envisioned in the 2040 Growth Concept. Metro's Chief Operating Officer recommends that Metro Council approve this request for a regional center designation to demonstrate commitment to this transformation. Much work has yet to be done to transform this opportunity into reality, however. In order to develop as a successful, vibrant center, the Chief Operating Officer advises that policy makers be explicit in their expectations for local actions as part of their approval of this change. To achieve the aspirations for a Regional Center, Hillsboro will need to move forward on strategies to provide for mixed income housing and housing choice, densities to support HCT and Non-SOV use as well as bring the existing Tanasbourne area up to the mixed use and multi-modal standards of a Regional Center.

## OTHER CHANGES TO THE 2040 MAP

Metro periodically updates the 2040 Map to reflect changes in policy that refine and illustrate the 2040 Growth Concept. These recommendations include an updated 2040 Map to reflect consistency with:

- Construction of light rail along Interstate Avenue and I-205.
- Construction of commuter rail along the Beaverton – Wilsonville corridor.
- Planned light rail in the Milwaukie corridor and to Clark County and rapid streetcar in the Lake Oswego Corridor
- Regional transportation plan policies supporting future light rail or high capacity transit in the Southwest Corridor and the Foster/Powell corridor.
- Regional transportation plan policies designating key road alignments in the Sherwood Tualatin corridor, East Metro areas and the Highway 212/224 corridor.
- Urban and rural reserves designations.

In addition, the updated 2040 Map presents a simpler, less cluttered look, by consolidating inner and outer neighborhood designations and industrial and employment area designations, and removing some of the base features such as local roads. Centers shown on the 2040 Map reflect the recommendations for Happy Valley, Cornelius and Hillsboro.