Metro Corridors Project: Summary Report

PREPARED FOR
Metro and the Transportation Growth Management Program of the Oregon Department of Transportation and the Department of Land Conservation and Development

June 2005

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Summary

The Metro Corridors Summary Report summarizes the research of the Metro Corridors Project. The full report contains the details of the purpose, evaluation methods, data, assumptions, findings, and recommendations. This summary covers just the most important findings, organized as follows:

- **Background** briefly describes Phase I and Phase II of the Metro Corridors Project.
- **Answers to key questions about Metro's Corridors** presents the key findings of the project by answering a series of policy questions.

BACKGROUND

The Metro Corridors Project is a study of "Corridors" as designated by the 2040 Growth Concept. Its purpose is to describe how development has occurred in Corridors in the past and is likely to occur in the future, how that development corresponds to what Metro policy desires and requires, and whether changes should be made to that policy.

Many of the Corridors in the Portland metropolitan region developed in the 1960s and 1970s; their development pattern has changed little since then. Corridor locations then offered many market advantages, including: (1) accessibility, (2) large parcels, and (3) low land costs. Corridors were logical, efficient locations for retailers of all sizes and types.

Market trends are changing. While corridors are still good locations for some types of retailers (in recent years, big-box retail and specialty retail, like auto sales and service), the locations with the highest demand are at major intersections along the corridors, not along the entire length of the corridors. Moreover, the typical development pattern of corridors has led problems with traffic, aesthetics, and community identity.

ANSWERS TO KEY QUESTIONS ABOUT METRO'S CORRIDORS

DOES METRO HAVE TO CHANGE POLICY TO IMPLEMENT ITS GOALS FOR CORRIDORS?

That depends on how aggressively the Metro Council wants to pursue the Corridor goals and how much of its staff resources and transportation funding it is willing to invest. In summary, the adopted Metro goal for Corridors is to make them more friendly for pedestrians and bicycles, and to increase density. This report provides reasons to believe that market forces will cause some changes in Corridors that will be consistent with Metro goals, but that the changes will be slow, piecemeal, and unable to achieve significant changes to the streetscape

without public financial or policy assistance. Slow change may be acceptable, especially if Metro concludes that limited resources should be focused in its Centers. If greater change is desired, then Metro should consider the kinds of policy changes suggested in this report.

DO CORRIDORS COMPETE WITH CENTERS?

Yes, at some level and in many cases. Corridors are an old development pattern and, in many cases, are in transition. In the Metro region, a key demand for land in Corridors comes from big-box retail. Though Centers are preferable locations because of central location and transportation access, Corridors have larger parcels at a lower unit price than what can be found in Centers. Metro policy wants retail in Centers; Corridors are clearly competing for that retail development.

That statement does not mean that by prohibiting big-box retail in Corridors it will go to Centers: the problems with land assembly and price may make it unfeasible, at least in today's market. It does suggest, however, that regional policy is in conflict, and that some clarifications of that policy (suggested later in this report) could be beneficial. The Beaverton-Hillsdale/Canyon Road Case Study suggests that restructuring Corridors could help get more of the development desired by Metro policy in nearby Centers.

ARE THERE TOO MANY DESIGNATED CORRIDORS?

In the context of public policy and public resources, probably so. There are over 400 miles of Corridors designated in the Portland Metropolitan region. The designated Corridors vary greatly in the type of adjacent land use, streetscape, vehicle capacity, and market conditions.

If one takes as given that Metro will continue to treat all designated Corridors with the same policies, and will continue with the same level of funding for improvements in the Corridors (almost none), then the number of Corridors should be reduced so that Metro can focus on the few it cares about.

If, however, Metro creates different types of Corridors with different requirements, then it might effectively address more miles of Corridor.

Which direction Metro goes with policy here relates to the answer to an earlier question about the extent to which Metro wants to get involved with Corridors: the former action—reducing the number and mileage of Corridors—reduces regulations, requires less staff time, and is probably easier politically.

IS THERE ENOUGH FUNDING TO RESTRUCTURE DESIGNATED CORRIDORS AS ENVISIONED BY METRO POLICY?

No. The number and length of Corridors that could be redeveloped overwhelms the potential funding. The technical advisory committee stated that

there is not enough money to fully implement Centers, much less implement Corridors.

One of the recommendations from the case study is to reevaluate Corridor designations to determine if the designation is still appropriate, and to prioritize Corridors for funding based on the existing conditions, the potential to implement the nearby Center(s), and the willingness of the local jurisdiction to redevelop the Corridor.

SHOULD PUBLIC POLICY FOR CORRIDORS FOCUS ON REGULATION OR INCENTIVES?

As a practical matter, it will probably address both. Government policy in general, and Metro 2040 in particular, has been more likely to use regulations (e.g., requirements for certain types of densities of development in certain areas). Developers and property owners clearly favor incentives. So does Measure 37. Attempts to reduce the amount or type of retail in some commercial Corridors (this report explains why such reductions might be a good idea if the objective is to increase development and density in Corridors) will have to be accompanied by reasonable evidence that such changes will maintain or increase property values. Targeted public investments in the streetscape and transportation system can act as a catalyst for change by creating a pedestrian, bicycle, and transit supportive environment and buffers residential uses along the Corridor.

The decision about regulation and incentives relates to the previous questions about the number of designated Corridors and funding. One the one hand, a lack of funding for incentives or concerns about the ability to enforce change via regulation would suggest less policy for Corridors rather than more. Doing more technical work to define more Corridor types might have little practical value. On the other hand, the relationship of Corridors to Centers, and of both to regional growth objectives, argue for more attention to the way transportation and land uses develop in Corridors.

RECOMMENDATIONS AND NEXT STEPS

POLICY RECOMENDATIONS

Many policy studies start with a clearly defined problem and a presumption that something must be done be government to reduce the problem. In this study, however, the problems and responsibility for their solutions are more diffuse. Given limited resources and a focus on Centers, it would not be unreasonable for Metro to conclude that it will look to ODOT, local governments, and market forces to make decisions about Corridors. Consistent with such a conclusion would be a decision to by Metro to define a single Corridor-type that Metro wants to see change and then focus policies and investments on a few Corridors of that type. Fewer arterials in the region would have a Corridor overlay, and Metro would target its efforts in those Corridors. An alternative is to decide that all 400 miles of Metro Corridors need some type of policy overlay, but to then

differentiate Corridors by type, and have different policies for different types. Possibilities are discussed in this report.

The policy recommendations in this section start from the assumption that Metro and the local jurisdictions affected by its requirements *want to achieve* Metro's stated objectives (in its 2040 planning documents) for land use and transportation development in designated Corridors—that they are willing to use regulations and incentives to get more pedestrian-friendly, denser, mixed-use develop in Corridors than would occur without such intervention. Not everyone on the case-study advisory group agreed with all those objectives; a similar group assembled for other Corridors would have probably voiced similar differences of opinion.

It is not the task of this report to make an *absolute* recommendation about what to do in Corridors. Rather, it is making a *contingent* recommendation: *if* Metro wants to move in the direction of meeting 2040 objectives for Corridors more thoroughly or more rapidly, *then* here are the kinds of things that should be done. Those things are described for three levels of governments: state (ODOT), region (Metro), and local (cities and counties).

STATE AGENCY RULES AND POLICIES

S1: Re-examine AASHTO interpretation within Corridors.

S2: Designate UBAs only in Neighborhood Corridors.

S3: Develop state-local agreements regarding transportation and streetscape improvements in Corridors

S4: Increase funding for Corridors in the State Transportation Improvement Program (STIP).

REGIONAL AGENCY RULES AND POLICIES

R1: Recognize Corridor segment typologies as a tool for Corridor planning.

R2: Provide Functional Plan support for retail clusters.

R3: Emphasize the importance of Corridor planning to improve the transportation system and enhance Centers.

R4: Increase the priority of Corridor funding in the Metropolitan Transportation Improvement Program (MTIP).

R5: Clarify the use of medians along Corridors.

R6: Develop gateways in Corridors.

R7: Coordinate with housing providers and advocacy groups to identify and implement a pilot project.

LOCAL GOVERNMENT POLICIES AND DEVELOPMENT CODES

L1: Change road design policies within Transportation System Plans (TSPs) and/or public works standards to encourage transportation improvements that support the land use and development alternatives and remove barriers.

L2: Rezone the neighborhood Corridor segments to limit the amount of retail and allow for the density of residential, office, lodging, institutional, and limited commercial uses envisioned in the land use and development alternatives.

L3: Implement transportation and street-design strategies to support the land use and development alternative.

L4: Review current codes for appropriate design guidelines and develop standards for retail in Corridors.

L5: Provide incentives to encourage the redevelopment of Corridors.

NEXT STEPS

The consultant team identified four immediate steps Metro should take to implement the findings of the project. They are:

- **Determine if Metro will change policy to implement the 2040 Corridor goals.** The recommendations listed above and the next steps in this section are contingent on a decision by Metro Council that it wants to dedicate the time and resources necessary to affect greater change in land use and transportation in Corridors. That probably requires that a Councilor recommend such action to the Council, and agree to provide direction to staff and champion the recommendations at Council.
- **Work with ODOT and local jurisdictions to implement policy changes.** There is a fundamental choice about the number of segments and miles that Metro wants to cover with Corridor policy. Since local support is critical to the implementation of the recommendations in this report, Metro may want to encourage additional input from local jurisdictions that are interested in implementing 2040 Corridor policies within their jurisdictions.
- **Reevaluate the Corridor designation and prioritize Corridors for funding purposes.** If the decision is made to apply policy to more than a small number of similar Corridors, then Metro should distinguish between types of Corridors and establish priorities for planning and funding.
- **Identify funding sources.** Most of the recommendations require funding and staff resources for implementation. Implementing streetscape recommendations and transportation system improvements will require significant funding in most locations.
- **Conduct a pilot project.** Given limited funding, Metro should look to a Corridor where market and land-use conditions are encouraging of redevelopment, local government supports such redevelopment, and ODOT is planning to make transportation improvements. A pilot project

should include an economic study that can address Measure 37 issues, and a public outreach plan, but it should ultimately be a construction project (e.g., change in traffic design and streetscape for a four-block length of a Corridor at a key intersection). The best way to get the many Metro Corridors to redevelop in the ways that Metro policy desires is to show that such redevelopment is possible and successful.

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Chapter 1

Introduction

This report, the *Metro Corridors Summary Report*, summarizes an evaluation of issues and policies in Metro-designated Corridors.[1] Corridors are a planning designation in the 2040 Growth Concept (adopted 1995 to define the form of regional growth and development for the Portland metropolitan region). This evaluation revisits the purposes and performance of the Corridor designation, and determines whether changes to the Corridors (e.g., changes in the number, type, location, requirements, and supporting implementation for Corridors) are desirable.

The three sections in this introductory chapter are:

- **Reasons for, and potential drawbacks of, a regional policy about corridors** provides an historical context of corridor policy within Metro growth documents, and the limitations of that policy.
- **Evaluation methods** describes the two-phased research plan for the project.
- **Organization of this report** describes the chapters and appendices in this report.

REASONS FOR, AND POTENTIAL DRAWBACKS OF, A REGIONAL POLICY ABOUT CORRIDORS

The Metro 2040 Growth Concept (1995) defines the form of regional growth and development for the Portland metropolitan region.

The 2040 Growth Concept and its policies regarding Centers and Corridors was adopted almost 10 years ago. A logical result of the region's choice of a growth concept that emphasized "growing up, not out" was an encouragement of, or requirement for, greater density of development. It was clear that the required increases in density would not be uniform throughout the Urban Growth Boundary: some places were more appropriate for higher-density development than others.

The main areas for concentration of development are called Centers. The mixed-use Centers in the metropolitan region are the central city (Portland), seven Regional Centers (the downtown areas of Hillsboro, Beaverton, Oregon City and Gresham, and the Clackamas Town Center, Washington Square and Gateway shopping areas), 30 Town Centers, and numerous Main Streets and Station Communities.

[1] This report uses upper-case *Corridors* to refer specifically to the Corridors that Metro has officially designated on the map of its 2040 Growth Concept. It uses lower-case *corridors* to refer generally to characteristics of corridors, which may or may not be in Metro-designated corridors, in Portland, or in Oregon.

Metro's Regional Framework Plan (1997) and its Urban Growth Management Functional Plan (Functional Plan) provide more direction and requirements for how Centers should develop. The Functional Plan uses the term "design types" to discuss different types of Centers (3.07.130), and recommends average densities[2] for their development (3.07.170).

While a few Corridor studies have been completed in the Metro area, the emphasis over the last 10 years has justifiably been on Centers. Section 1.15 of the Regional Framework Plan requires Metro to develop a strategy to encourage development in Centers, to place a high priority on investments in Centers, and to assist local governments (and facilitate state assistance) with the development of Centers[3].

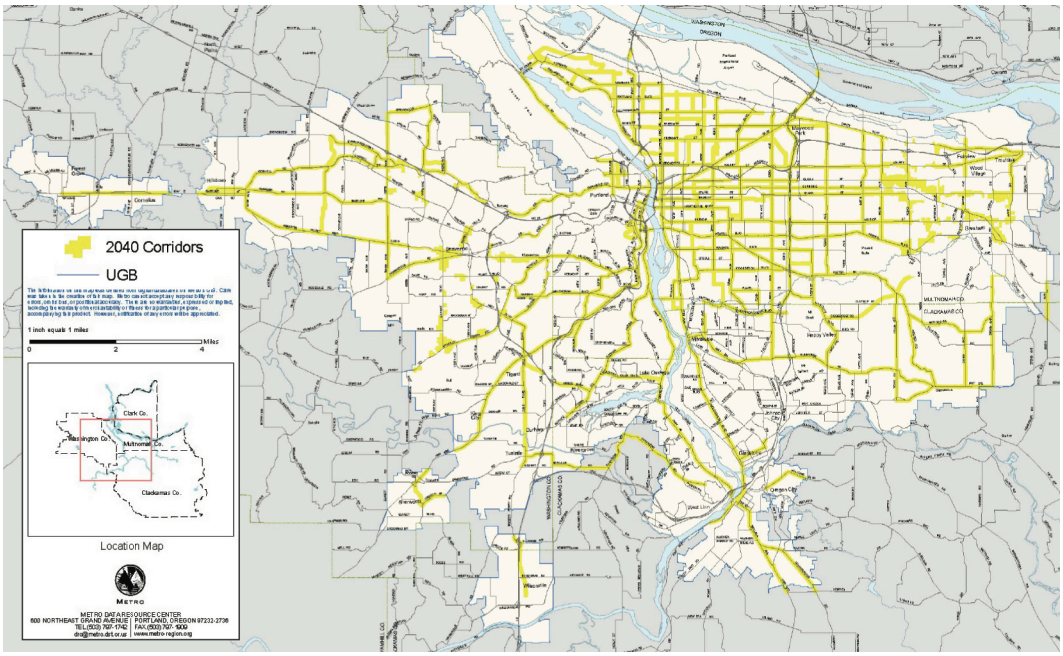
In contrast, there is no similar language, and relatively little guidance on Corridors. The Functional Plan defines Corridors as follows: "Along good quality transit lines, Corridors feature a high-quality pedestrian environment, convenient access to transit, and somewhat higher than current densities" (3.07.130); it recommends an average density of 25 persons per acre (3.07.170).

The research done in this project suggests that Metro Corridors were originally thought of as arterials that would (1) connect Centers, (2) have transit service, and (3) be appropriate for higher development density. The map of the 2040 Growth Concept shows a large number and many miles of Corridors, including ones in places that did not yet have the transportation and land use characteristics that would define them as existing Corridors (see Figure 1-1).

[2] In persons per acre, counting both residents and employees.

[3] This point is consistent with a conclusion of this analysis: that Metro Corridors are of many types and cannot be efficiently regulated by policies that imply all Corridors are the same.

Figure 1-1. Metro-designated Corridors in the Portland Metropolitan area, 2005



Source: Metro Data Resource Center, 2005.

There are over 400 miles of Corridors identified as part of the 2040 Growth Concept. These Corridors contain a wide range of street types, land uses, and locations. This study focused on Corridor types that are state highways, most of which are located in more suburban locations. Thus, the recommendations presented in Phase I and II and Summary Report (this report) will be most applicable to Corridors in suburban locations, and slightly less applicable to Corridors in inner-city locations (e.g., SE 39th Avenue).

In summary, Corridors were a logical idea, but one that was more theoretical than applied. Occasional studies were conducted (those relating to light rail were extensive), but otherwise Metro Council or staff has done little to monitor or enforce density or change land uses in some systematic way in Corridors. No evaluations were done of the relationship of Corridors to Centers (e.g., what uses and densities in Corridors would support the goals for uses and density in Centers?), or of the differences among designated Corridors.[4]

This report provides some of that evaluation to assist Metro staff and Council as they make decisions about whether changes to the regional policy for Corridors (e.g., changes in the number, type, location, requirements, and supporting

[4] The Regional Functional Plan did acknowledge, however that Corridors could be of different types:

> While some corridors may be continuous, narrow bands of higher intensity development along arterial roads, others may be more "nodal", that is, a series of smaller centers at major intersections or other locations along the arterial which have high quality pedestrian environments, good connections to adjacent neighborhoods and good transit service. So long as the average target densities and uses are allowed and encouraged along the corridor, many different development patterns—nodal or linear—may meet the corridor objective.

The Plan did not, however, take the next step of developing different policy for different types of Corridors.

implementation for Corridors) are desirable. Among the fundamental questions this report addresses are: Given the direct cost of streetscape and capacity improvements in Corridors, limited funding, and the ongoing and potentially increasing public debate about the scope of regulation, does it make sense to have any Corridor policy? If so, at what level?

EVALUATION METHODS

The Metro Corridors Project had two phases:

- Phase I of the Metro Corridors Project, completed in December 2004, investigated land use and transportation issues in corridors in general and in a subset of specific Corridors in the Portland region. It resulted in the selection of two Corridors for more detailed study in Phase II of the project.
- Phase II of the project was a case study of the Beaverton-Hillsdale Highway and Canyon Road Corridors. Its purpose was to identify opportunities for and constraints to achieving the development in Corridors that the Metro 2040 Growth Concept, Regional Framework Plan, and related documents encourage or require. Phase II described how the case-study Corridors and the Beaverton Regional Center complement and compete with each other. It recommended a plan for land use and development and transportation and streetscape improvements that conform to regional guidelines for development in Corridors. Finally, it recommended changes to local, regional, and state policies that would be helpful for achieving the plan.

This summary report draws heavily on the evaluation documented in those two reports, but contains additional evaluation and recommendations that go beyond what they contained.

ORGANIZATION OF THIS REPORT

- **Chapter 2: What the evaluation concluded about Corridors** describes what is desired in Corridors (per the 2040 Growth Concept), what is likely in Corridors (given national and regional market trends, and existing policy), answers to a few key questions about Corridors, and the implications for regional policy.
- **Chapter 3, Policy options** describes (1) broad choices that Metro has about its regional policy with respect to Corridors, and (2) if Metro chooses to continue to promote change in all or some of its designated Corridors, the types of policies at the state, regional, and local level that would facilitate those changes.
- **Appendix A: Corridors as defined in Metro policy documents**, provides the details of current Corridor policy.
- **Appendix B: Policy options** provides details of the potential policies that Chapter 3 summarizes.

This document is the *summary report* for this evaluation. The findings in this summary report are drawn from the extensive evaluation conducted in Phase I and Phase II, and documented in Technical Reports. Readers wanting more detail should refer to those Technical Reports.

Chapter 2 What the Evaluation Concluded about Corridors

This chapter describes Corridor objectives, based on the 2040 Growth Concept and how to achieve those objectives. It has two sections:

- **What the 2040 Growth Concept says about Corridors** describes Corridor planning objectives and requirements as defined in the 2040 Growth Concept and related documents.
- **Forces shaping land-use and transportation development in Corridors** draws from Phase I and II reports to address issues like the relationship between Corridors and Centers, appropriate development types for Corridors, transportation and streetscape strategies to implement the 2040 Corridor objectives, and general implementation issues.

WHAT THE 2040 GROWTH CONCEPT SAYS ABOUT CORRIDORS

PORTLAND METRO DEFINITION OF CORRIDORS

Policies at the state, regional, and local level play a role in shaping Corridors as they exist today, and how they will redevelop in the future. This section discusses Metro policies that define the vision of Corridors as defined by the Regional Framework Plan. Chapter 3 provides an evaluation of state, regional, and local policies.

In the Portland area, Metro has defined Corridors through the 2040 Growth Concept, as described in the Regional Framework Plan (see Appendix A for more detail). Metro has designated over 400 miles of arterial streets within the region as Corridors.

Metro defines Corridors as having the following characteristics:

- Relatively high density (25 persons [combined population and employment] per acre)
- Mixed-use development
- Continuous intensity or smaller Centers/nodes (often at major intersection) with auto-oriented activities sometimes between the nodes
- Arterial street with four travel lanes and significant traffic flows
- High-quality bicycle and pedestrian environment
- Convenient access to good quality transit

Many of these characteristics are planned or envisioned for Corridors but do not reflect the current state of Corridors in the Metro region. In reality, Corridor densities are often lower than 25 persons per acre, and not all Corridors provide a high-quality bicycle and pedestrian environment.

DIFFERENCE BETWEEN CORRIDORS AND CENTERS

Both Corridors and Centers are envisioned to be mixed-use, higher-density areas well served by transit.

The primary difference between Centers and Corridors in the 2040 Concept Plan is that Centers are focused at major intersections and include activity on a cluster of parallel and perpendicular streets, while Corridors usually connect Centers and are linear in nature. Corridors may also have nodes of activity at major intersections, but these nodes are generally smaller and more neighborhood-serving than Town Centers or Regional Centers. Between the nodes and official 2040 Centers, Corridors tend to be lower-density and more auto-dominated than Centers (see Figure 2-1).

Figure 2-1. Canyon Road (left) and McLoughlin Boulevard (right) Corridors, 2004

Source: ECONorthwest, 2004.

In essence, if a concentration of activity at a major intersection along a Corridor met some size threshold, that concentration became some type of 2040 Center. Concentrations not meeting the minimum threshold simply took on the same Corridor designation and, at the policy level, are undistinguishable from other, less-dense parts of Corridors.

In many cases, these distinctions do not reflect existing conditions: some Centers are as low-density as portions of Corridors, and some sections of Corridors contain large retail uses that serve a regional market. Many of the areas designated Centers and Corridors in the 2040 Growth Concept serve similar markets (particularly town Centers and Corridors)—ones with more of a neighborhood than a regional draw.

Thus, in many cases Centers and Corridors function in similar ways and compete for commercial tenants. In that competition, Centers and Corridors offer different advantages. Most Centers are composed of a series of self-supporting

developments, with exclusive parking and little provision for cross-shopping. A lack of variety of shopping opportunities within many Centers, gives Corridors an advantage (or at least, no competitive disadvantage) for attracting tenants. Additionally, Corridors often have an advantage over Centers because of better access. This competition results in Centers and Corridors that in theory are different, but in reality provide the same function.

FORCES SHAPING TRANSPORTATION AND LAND-USE DEVELOPMENT IN CORRIDORS

This section draws from the technical reports for Phase I and II to summarize general conclusions about Corridors.

- **Corridors in the Portland metropolitan region are drawing from markets larger than those of their adjacent neighborhoods to support their retail sales.** The case study showed that there is more retail square footage in the Beaverton Case Study Corridors than the surrounding neighborhoods can support. Retail businesses along the Corridors are drawing customers from a larger area. The same is almost certainly true for other regional Corridors with significant retail.
- **If Corridors draw from the same regional markets that Centers do, then their effect on Centers depends on whether they are offering competing or complementary goods.** Lower land values, high drive-by traffic, generous parking, and large parcels give Corridors a comparative advantage over Centers for many types of retail. If Corridors offer the same types of retail and office space that are found in Centers, then they will be competing, at some level, for tenants. Retail that is land intensive and auto-oriented (e.g., building supplies and fast food) may prefer Corridor locations to those in Centers (but see next point).
- **National trends in retail show more new development at major intersections and less along extended strips.** The old distinctions between businesses that are center-oriented and those that are strip-oriented are blurring. The essential trade-off of development cost and access remains. Businesses in the past chose corridor locations because good access came with cheap land in large parcels. As congestion increases along corridors and land prices increase, the relative advantage of corridors on this dimension is decreasing. The result is that retail locations with the highest demand in the Metro area and across the nation are at major intersections. Not surprisingly, those intersections are on corridors.
- **There is an opportunity for the region to take advantage of national trends in retail to restructure strip development corridors.** The case-study analysis and advisory group gave evidence that there are good reasons for retailers to develop along Corridors. But they also supported the idea that the demand for retail along Corridors was more of a derived demand for ample space (and therefore less expensive land) with good access. If land with those attributes were available in Centers, then the retail on Corridors could locate in Centers. Such movement would be in

line with Metro policy. The problem is that, historically, the land in Centers could not compete with land in Corridors in terms of access and cost. At a fundamental level, that is a synopsis of the 100-year history of suburbanization in America.

Over time, the gap between demand for land in Centers and demand for land in Corridors has narrowed, not because land in Centers has become less expensive, but because relative to Centers, the accessibility of Corridors has declined while land prices have increased. This presents opportunities to (1) shift some retail directly to Metro Centers, (2) shift some retail (e.g., big box) to the edge of Centers—at the boundary between Centers and their connecting Corridors—where the uses might be complementary, and (3) concentrate some of the retail in Corridors in nodes[1] that occur along different segments of the Corridors (which will increase the possibility that some of the use along the Corridors will shift to residential uses).

- **Residential, office, lodging, and institutional uses have the potential to supplant retail as the highest and best uses along some parts of Corridors.** Residential uses could become the primary use in Corridor segments (with office, lodging, and institutional playing a secondary role) between the concentrations of retail around retail nodes in the Corridors. We say these uses have the *potential* to supplant retail because redeveloping the Corridors for these uses requires that the streetscape and the surrounding non-residential uses be designed (or redesigned) to support and complement these new uses, especially the residential ones.
- **Redeveloped Corridors would support Centers.** Encouraging higher-density retail at major intersections and Centers; increasing the capacity for residential, office, lodging, and institutional uses in Corridors; and identifying space for large-format retailers at the edge of Centers can encourage the redevelopment of Corridors that support Centers.

  There is clearly a competition between Centers and Corridors for many types of development. But that does not mean that restricting all that development in Corridors would force it to Centers. Squeezed out would be many businesses with low capitalization (including small start-ups) and highly capitalized businesses that have a standard big-box, land-intensive development format. Total economic activity would be lower and prices slightly higher for retail goods in the absence of retail development in Corridors.[2] There is the possibility that properly constructed Corridors could facilitate the commercial development most appropriate for Corridors, redirect some types of commercial development toward Centers or their fringes, improve Corridor function, and in doing all of that, make both Corridors and Centers work better.

[1] We use the term neighborhood centers, noting that the term *centers* is used by Metro to refer to a hierarchy of Region 2040 Centers. The neighborhood center was introduced in the land use and development concept Chapter 4. The recommendations include adding neighborhood corridor to a typology to describe the uses (primarily residential, office, lodging, and institutional) between neighborhood, regional, and town centers.

[2] We do not comment here on whether that tradeoff is desirable: we are just describing the direction of the likely effects.

- **A major transformation of current Corridors will require a major transformation of the streetscape.** It did not take this study to discover that a lot of Corridors in the region and elsewhere are aesthetically unpleasing with little thought of pedestrian use (see Figure 2-2). These conditions, plus large traffic volumes and noise, make Corridors incompatible with residential uses today. Residential uses are less likely to be successful until the streetscape is changed to make Corridors more pedestrian friendly with buffers such as street trees for noise reduction and increased privacy.

- **Figure 2-2. Pedestrian facilities on McLoughlin Boulevard (left) and SE 82nd Avenue (right), 2004**

Source: ECONorthwest, 2004.

- **Transportation improvements can decrease congestion and increase mobility and access along Corridors.** The transportation improvements listed in the Case Study Report will increase mobility and access in Corridors for all modes of travel. There is no disagreement that the goal of getting vehicles through Corridors must be balanced with the goal of facilitating access to Corridor destinations and to neighborhoods abutting Corridors. Neighborhoods without a well-connected street network may have difficulty accessing Corridors in segments with medians. Bike and pedestrian paths connecting neighborhoods to Corridors can also help increase access where full street connections do not exist.

- **Without the benefit of clear public policy and public investment, most Corridors will change slowly.** There are multiple conditions that would provide opportunities for the restructuring of Corridors. They include market trends that encourage retail to locate at major intersections, disinvestment along strip Corridors, increases in residential land values that are closing the gap between residential and commercial land values in Corridors, and increasing congestion along Corridors. These forces will slowly cause change in the development in Corridors. If the region wants that change to occur faster and with more coherence and pedestrian amenities, then some policies—which could be adopted at the state, regional, or local level depending on their type—are probably necessary. A comprehensive policy would address all phases of implementation: determining the interest of local jurisdictions to engage in Corridor planning activities, identifying needed transportation/streetscape improvements, prioritizing Corridor investment, and determining funding strategies.

- **Public efforts to transform development in Corridors will need to complete all the steps that are now typical of sub-area and Corridor planning in Oregon, and then some.**
  - **Public involvement.** Resistance to restructured Corridors is often the biggest barrier to implementation. The consultants' experience elsewhere in restructuring Centers and Corridors suggests that approximately six local workshops are necessary for the successful adoption of a restructured Corridor plan. This level of public involvement is required to collect information from stakeholders, process the information, educate stakeholders on the existing conditions and market conditions, create alternatives, and to adopt a final plan.
  - **Economic analysis.** A fundamental conclusion about major transformations of current Corridor patterns that are extended, low-density commercial strips is that the retail needs to be concentrated, and that some of the commercial land should convert to high-density residential uses. In similar restructuring projects in other parts of the country examined for this project, local property owners resisted the removal of retail entitlements, believing that the retail market would rebound and demand for retail in a Corridor would increase. A comprehensive economic study that identifies prototypical developments that are viable in a restructured Corridor is necessary to show property owners that there is an alternative to retail.

    The economic study has the additional benefit of showing how a restructured Corridor and the accompanying policies would increase the value of properties over the long term. Such a study would help jurisdictions defend themselves against potential Measure 37 claims (assuming that the economic study can demonstrate a likely increase in property values).
  - **Local evaluation.** Many of the findings of the case-study Corridors are applicable in some form to Corridors throughout the region (primarily in suburban locations), but local conditions will dictate how restructuring occurs.
    - How close is the regional or town center?
    - Are there logical locations for neighborhood centers?
    - Are there specialty segments along the Corridor?
    - What is the local market for housing, office, and lodging?
    - Are parcels in the Corridor difficult to redevelop because of size (especially the depth of the parcels)?
    - What are the existing transportation conditions, including volumes, speeds, transit service, accident history, bicycle and pedestrian environment and streetscape design?
    - Are existing uses thriving, stagnant, or blighted?

- **State, regional, and local funding for transportation improvements along Corridors is necessary to support the land use and development alternatives.** A consistent message throughout this study was "there is not enough money to do Centers; where will the money for Corridors come from?" This question is in part one about priorities and has the obvious set of answers: increase total funding so there is more for Corridor restructuring; shift money from Centers to Corridors; or decide that public investment in restructuring of Corridors is not a high enough priority to merit a share of the limited funding available.[3]

[3] The next chapter addresses funding in more detail.

Chapter 3

Policy Options

This chapter recommends changes in policy at the state, regional, and local level. The recommendations are contingent: *If* Metro or other state agencies or local governments believe that there is value in public policy and investment aimed at transforming its designated Corridors, *then* the types of actions outlined in this chapter are relevant considerations. The chapter has three sections:

- **Context for decisions about regional policy for Corridors** illustrates how policies at the state, regional, and local levels have effects on land use and transportation in Corridors, and describes the general policy directions for Metro policy.
- **Policy options to implement 2040 Corridor objectives** summarizes the policy changes that would be necessary to implement the land use, development, and transportation recommendations.
- **Next steps** describes the short-term decisions and actions that Metro could take to implement the recommendations of this study.

CONTEXT FOR DECISIONS ABOUT REGIONAL POLICY FOR CORRIDORS

EXISTING STATE, REGIONAL, AND LOCAL POLICIES

Most technical evaluations of policy options include a description of current policies. In the context of this study, what state, regional, and local policies are now doing to affect transportation and land use in Metro Corridors is relevant to decisions about whether to change policy.

Chapter 2 described Corridors as defined by the 2040 Growth Concept, and what Metro is trying to achieve in its Corridors. The Metro objectives are not very specific. The Functional Plan defines Corridors as follows: "Along good quality transit lines, Corridors feature a high-quality pedestrian environment, convenient access to transit, and somewhat higher than current densities" (3.07.130); it recommends an average density of 25 persons per acre (3.07.170). The 2040 Growth Concept also engendered polices about "regional streets," which are envisioned to have high-quality transit, bicycle, and pedestrian facilities that include transit amenities at stops, sidewalks that are buffered from motor vehicles, crosswalks at major intersections, bike lanes, and so on. In short, the objectives are: better environment for pedestrians and transit riders, and higher density.

The implication of these policies is that what now happens in Corridors for pedestrian, transit, and density is inadequate. The solutions for fixing these inadequacies are acknowledged as variable: the 2040 Growth Concept notes that as long as the average target densities and uses are allowed and encouraged along a Corridor, many different development patterns—nodal or linear—may meet the Corridor objectives.

Both state and local governments have policy interests that go beyond Metro policy. The state (ODOT) has an interest in ensuring that Corridors that are also state highways maintain reasonable traffic flows and meet other state standards for access, alternative modes, and so on. Local governments have a broad range of objectives and requirements for land use and transportation in Corridors, including those relating to type and density of use; building, site, and streetscape design; and transportation impact fees.

In short, there are many policies at the state, regional, and local level that have an impact on how land and transportation develop in Metro Corridors. Table 3-1 shows some of them; the list is meant to be illustrative, not exhaustive.[1]

Table 3-1. Examples of land use and transportation policies in Corridors, Portland metropolitan region, 2005

Jurisdiction	Land Use	Transportation
State	Statewide Planning Goals Funding for planning (land use and transportation) (TGM grants)	Funding (STIP) Oregon Highway Plan Oregon Highway Design Manual AASHTO
Region	2040 Growth Concept Regional Framework Plan	Regional Transportation System Plan Regional Street Design Classification Regional Motor Vehicle System Transit Planning (TriMet) Creating Livable Streets Handbook— Street Design Guidelines Green Streets Handbook—Innovative Solutions for Stormwater and Stream Crossings Transportation Funding Process—Transportation Priorities 2006-09 (MTIP)
Local	Comprehensive Plan Development Code Development incentives	Transportation System Plans Transportation funding

Source: ECONorthwest, 2005.

The greatest degree of policy variability is at the local level. Portland metropolitan jurisdictions have incorporated Metro Corridor objectives (as described in Chapter 2) to varying degrees. The Phase I Report reviewed sample policies in Beaverton (Beaverton-Hillsdale Highway), Gresham (Powell Corridor), and Clackamas County (McLoughlin Boulevard). The City of Beaverton and Clackamas County had specific "Corridor" designations, while Gresham did not. Residential uses are allowed in all three Corridors, though not required. The three Corridors include specialty districts such as Corridor Mixed Use and Special High Density. These designations are permissive, not prescriptive. For example, they do not require a mixture of residential and commercial or office uses. They do not limit commercial to "nodes" or intersections, with the exception of Powell Boulevard in the City of Gresham, which clusters districts at specific intersections.

[1] Not all of the policies listed in Table 3-1 apply to all Corridors. For example, The Oregon Highway Plan policies only apply to Corridors that are designated as state highways.

The Phase I Report concluded that the policies that guide development in the three Corridors lack a clear policy direction, resulting in a lack of political and regulatory forces to change the conditions of these Corridors, regardless of the planning and overarching goals attributed to them.

Given these findings and the objectives for this study, the presumption is that Metro and ODOT are interested in knowing what else might be done at the state, regional, or local level to get more of the kind of development in Corridors that 2040 Growth Concept appears to support (i.e., higher-density, more supportive of alternative modes of transportation). The rest of this chapter explores both general policy direction and specific policy changes.

POLICY DIRECTION FOR CORRIDORS

There are several dimensions along which policies relating to Corridors could be categorized. Some examples:

- By type of issue addressed. At the broadest level, one could distinguish between land use issues and transportation issues. Subsets of issues could include, for land use for example, location, type, density, and design of development.
- By type of government action.[2] At the broadest level, one could distinguish between regulations and incentives. Regulations require certain actions—developing without complying with those actions is illegal. Incentives encourage certain types of development, typically by reducing its costs to private developers. Costs might be reduced by relaxing certain regulations in return for certain types of development, or by directly contributing resources (e.g., land, public facilities) to a development. In general, regulations are required; incentives are voluntary.
- By type of government. At the broadest level, one could distinguish among policies that are most appropriately implemented by state (e.g., ODOT), regional (e.g., Metro), or local (e.g., cities and counties) government. That organization is the best way to answer the question, Who should do what? The last section of this report organizes policies by this category.
- By direction of change from existing policy. At the broadest level, one could distinguish between changing policy or not; and if changing policy, is the change to reduce or increase regulations or incentives? That organization is useful for thinking broadly about what public policy is trying to achieve, and what direction it should head. The rest of this section is organized that way, to emphasize three broad directions for policy with respect to Corridors:
    - **Maintain the status quo**. No change to state, regional, or local policies regarding land use and transportation in Corridors. Change to

[2] This categorization was the one used in the report evaluating policy in Metro Centers entitled *Beaverton Downtown Regional Center Development Strategy*, by Johnson Gardner, Group Mackenzie, and ECONorthwest for Metro, (2004).

Corridor development patterns would occur slowly and in small pieces, probably depending on where ODOT decides improvements are needed to state highways and in response to market factors.

- **Reduce requirements and incentives.** Remove 2040 Corridor requirements and let the market determine what happens in Corridors.
- **Increase requirements and incentives**. Pursue policies that take a more aggressive approach to implementing the 2040 Corridor objectives, such as disallowing certain uses in Corridors, encouraging redevelopment and infill to densify Corridors, and requiring and funding transportation and streetscape improvements.

MAINTAIN THE STATUS QUO

This option assumes that Metro retains the 2040 Corridor objectives as they exist and does not require or encourage any other changes at the state, regional, or local level. Changes in Corridors would occur primarily in response to market forces operating in the context of current policy requirements. The market would determine the highest and best use of land within Corridors given current regulations and policies. This option implies that jurisdictions will not provide much in the way of incentives (whether financial or regulatory) to encourage different land or transportation uses in Corridors.

The short-term benefits of this policy direction to local jurisdictions are:

- Relief from potential investment requirements. State funds for highway improvements focus on traffic; money for the kinds of streetscape improvements that would help transform Corridors is limited to nonexistent, at least now. Regional funding is focused on Centers, not Corridors. Few jurisdictions have the resources (financial or staff) to dedicate to Corridor revitalization.
- Political expediency. Presumably, many property and business owners currently located along Corridors have profitable businesses and have few market or public policy incentives to change in the short run. They may resist efforts to redevelop a Corridor. At a minimum, Corridor redevelopment efforts will require public involvement and education to convince local property and business owners that they can benefit from redevelopment.

There are problems with this approach (as there are with the other two that follow). Most of them relate in some way to the reasons that Metro adopted a Corridor policy in the first place: if there are net benefits to the public of transforming some Corridors, then not assisting that transformation means foregoing those benefits and living longer with Corridors and their effects as they exist now. For example, Metro policy generally assumes that more efficient land use in Corridors will result in better transportation, more efficient services, better neighborhoods, and a reduction in need to expand the UGB. Not providing for Corridors so they may reach their full potential under the 2040 Growth Concept will reduce the overall success of the 2040 Growth Concept.

REDUCE 2040 CORRIDOR REQUIREMENTS AND INCENTIVES

The purpose of this study is to evaluate how 2040 Corridor goals can be achieved: relaxing requirements or reducing incentives does not move in that direction. Nonetheless, there are certainly cases where policy evaluations have found that regulations have gone too far, are inefficient in their attempts to achieve desired goals, or are aimed at the wrong goals. A full evaluation of Metro's options with respect to Corridor policy should include the option of doing less.

Some local jurisdictions may view the removal of requirements as an opportunity for greater control over land use and transportation policies or, at least, a relief from regulatory requirements that they have little interest in or ability to implement. They may or may not amend their local plans to reflect the changes in Metro policy. Other jurisdictions may consider the removal of 2040 Corridor regulations as negative because it reduces regional coordination and their ability to justify desirable local changes based on regional policy requirements. Removing 2040 Corridor requirements and the corresponding local policies may be inconsistent with statewide transportation policies that require multi-modal facilities. The Oregon Department of Transportation would also be concerned about policies that jeopardize the capacity of Corridors. Metro and local jurisdictions have invested significant time and resources into the development and implementation of the 2040 Growth Concept, including considerable citizen participation and local planning staff input. The removal of some of the requirements could be difficult both technically and politically.

This study did not further evaluate this policy direction. Rather, it started from the assumption that Metro wanted to evaluate the next policy direction: what *more* it could do to change land use and transportation development in Corridors sooner.

INCREASE 2040 CORRIDOR REQUIREMENTS OR INCENTIVES

This study evaluated policies to identify strategies that implement the 2040 Corridor objectives more aggressively than the status quo. The broad categories of options are:

- Change the types of land uses
- Change the intensity of land uses (redevelopment and infill)
- Implement transportation improvements and streetscape improvements.

These options are not mutually exclusive; it may be appropriate to implement all three, depending on the local conditions, the ability and willingness of the local jurisdiction, or other factors. Each section describes some of the benefits and challenges of each policy option.

Change the types of land uses

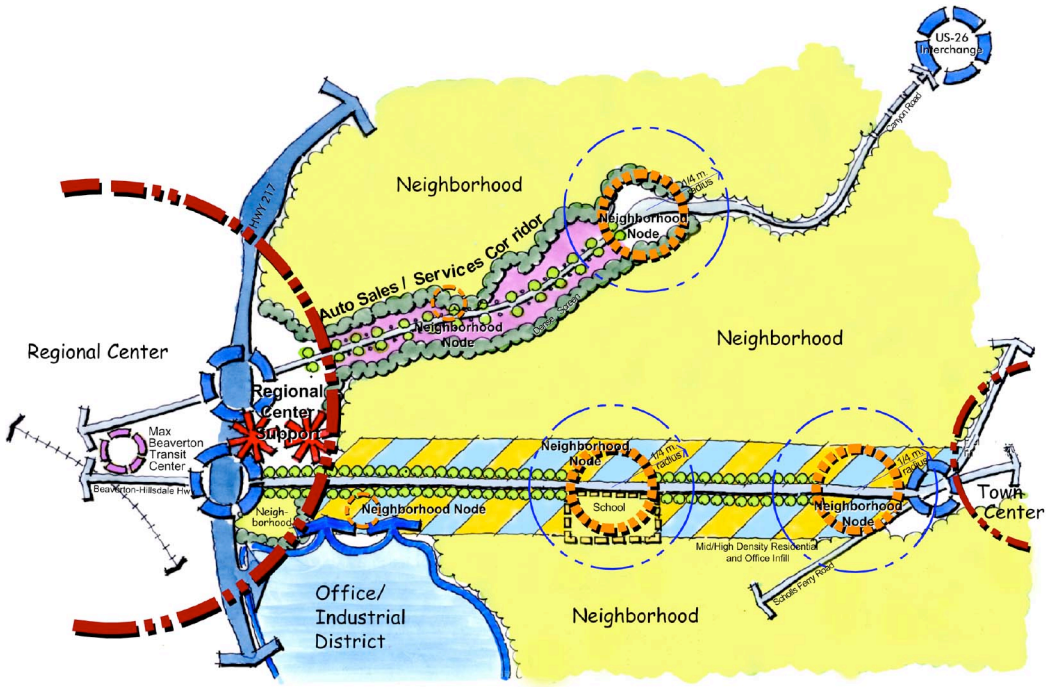
This policy category is fundamental: if the public disapproves of the development pattern in Corridors, then it should favor policies that change that

pattern by disallowing some current uses, and by requiring or encouraging other uses.

The analysis for this study, both of corridors in general and of specific Corridors in the Metro region, suggests that (1) Corridors compete with Centers for many types of retail uses, and (2) some Corridors have more retail than the surrounding neighborhood can support. These findings suggest a policy to reduce the amount of land zoned for retail in Corridors (and, potentially, increase zoning for retail in Centers). While such a policy could hasten the transition of the Corridor to a development pattern that better reflects market realities, transportation constraints, and community desires for more appealing main streets, it also has problems:

- Some uses may not relocate to Centers if excluded from Corridors. This policy option does not address the question of why certain retail and office uses are locating in the Corridors rather than Centers in the first place. The lower land prices and auto-oriented environment of a Corridor may be better suited than Centers for certain retail and office uses; those uses might not automatically migrate to Centers if they were excluded from Corridors.
- Centers may not be competing with Corridors for certain types of uses. The fact that Corridors contain a significant share of retail and office activity in the region is not necessarily an indication of competition with Centers for those uses. If the auto-oriented environment of a Corridor is in fact better suited than Centers for certain types of businesses, the land uses currently along Corridors may be complementary, catering to business types that rarely are compatible with Centers.
- A combination of incentives and education may be required to get local property owners support of redeveloped Corridors. The changes required to implement the 2040 Corridors are significant, as illustrated by the conceptual land use and development plan developed in the case study (see Figure 3-1). Change will require an extensive public involvement process, but even that will not be sufficient unless a local jurisdiction can show that a different type of land use will be more valuable than retail. While the details of implementation of Measure 37 are still being discussed in the legislature, the thrust of the measure is clear: government actions that reduce property value may require a local jurisdiction to either pay compensation, or waive the regulations.

Figure 3-1. Land use and development alternative concept, Canyon Road and Beaverton-Hillsdale Highway Corridors, 2005



Source: Freedman Tung & Bottomley, 2005.

Changes might occur in density and design as well as use. As noted above, such changes may take the form of regulations (e.g., rezoning segments of Corridors, or changing the density requirements of existing zones) or incentives (e.g., allowing a mix of uses, reducing parking requirements, funding streetscape improvements).[3]

Change the intensity of land uses (redevelopment and infill)

Redevelopment and infill along Corridors is desired by Metro policy, but the current low-density development may be the most profitable type allowed by zoning, given other market and policy conditions. Allowing redevelopment and infill to occur may be helpful where policy prohibits it. But in many cases, just allowing it is not enough to make it happen. Even if higher-density development is more profitable than low-density development for new construction on vacant sites, the cost of redevelopment (demolition and site preparation) may make it unprofitable in the short- to medium-term in redevelopment situations.

Thus, the effective policies in this category are more likely to be incentives than regulations. Whatever policies are selected, the evaluation leading to their selection should consider that:

[3] *The Beaverton Downtown Regional Center Development Strategy*, (2004), a study of Metro Centers, and *Metro Urban Centers: An Evaluation of the Density of Development*, (2001) Metro, described regulatory- and incentive-based tools to increase density. Many of these tools are appropriate to apply in Corridors, if the objective of the regulation or incentive is changed from density in all places (general objective in the Beaverton Centers study), to density in targeted locations, or other types of land uses that implement the Case Study Report land use and transportation concept for 2040 Corridors.

- Higher densities in Corridors might increase competition with Centers by making Corridors more Center-like. Where they had previously presented a complementary product of auto-dominated retail and office, Corridors would now present a product with similar urban design features. In the extreme case, Corridors would become extended Centers or continuous main streets. Both Centers and Corridors might be better off if "Center-like" mixed uses were limited to major intersections along Corridors, and allowed uses between the intersections included at least some lower-density uses like drive-through restaurants, car sales, and medium-box retail. On the other hand, some redevelopment and infill is probably possible and could be encouraged with the types of uses that are currently on the Corridor. Corridors should not have to mimic the economic composition of existing Centers to successfully redevelop.
- There are more Corridors with potential for redevelopment than there are government resources to make the necessary changes to encourage that redevelopment. The number and length of Corridors designated in the Portland metropolitan region and the lack of funding to satisfy existing needs, much less new Corridor redevelopment needs, make it unlikely that the majority of Corridors will get public funding to stimulate redevelopment.

Implement transportation and streetscape improvements

The previous two categories of policy options focused on land use; this one focuses on transportation.

Access management can improve through-flow for all modes. It may support the higher densities that are desired for Corridors. But as densities increase, the amount of congestion may increase as more trips are made to and from locations along a Corridor, and as more trips go through a Corridor to and from Centers. As congestion increases, a higher degree of access management may be required to support these higher densities.

Streetscape improvements would include those urban design elements that are not part of the private land uses. Rather than requiring higher densities or smaller setbacks, for example, streetscape improvements would focus on wider sidewalks, street trees, boulevard treatment with planted median strips, street lights, banners, benches, etc. The goal, ultimately, should be to improve Corridors to encourage redevelopment without making them linear Centers.

Figure 3- 2. Examples of streetscape improvements for residential uses along Corridors, 2004

Source: Freedman Tung & Bottomley, 2004.

Publicly provided streetscape improvements are incentives to private redevelopment; they can substitute for regulations. For example, jurisdictions could install landscaped medians along segments of Corridors between major intersections. The landscaped medians prohibit left-hand turns, a condition that most retailers do not like. This may force vulnerable retailers to relocate or go out of business, while at the same time creating an environment that is conducive to medium- to high-density residential uses. The landscaped medians buffer traffic noise and slow vehicles.

POLICY OPTIONS TO IMPLEMENT METRO CORRIDOR OBJECTIVES

The recommendations in this section are primarily from the Phase-II Case-Study Report (see Appendix A of this report or Chapter 5 of the Case-Study Report for a full description). They start from the assumption that Metro and the local jurisdictions affected by its requirements *want to achieve* Metro's stated objectives (in its 2040 planning documents) for land use and transportation development designated Corridors. Not everyone on the case-study advisory group agreed with all those objectives; a similar group assembled for other Corridors would have probably voiced similar differences of opinion.

It is not the task of this report to make an *absolute* recommendation about what to do in Corridors. Rather, it is making a *contingent* recommendation: *if* you want to move in the direction of meeting 2040 objectives for Corridors more thoroughly or more rapidly, *then* here are the kinds of things that should be done. Those things are described for three levels of governments: state (ODOT), region (Metro), and local (cities and counties). An obvious alternative, and one not explored in this report, is to substantially relax requirements for land use and transportation in Corridors, or eliminate the Corridor designation entirely.

The policy changes are organized by the type of jurisdiction, from the one with the largest boundaries to the ones with the smallest:

- State (S) - ODOT
- Regional (R) - Metro

- Local (L) - City and County

STATE AGENCY RULES AND POLICIES

S1: Re-examine AASHTO interpretation within Corridors. ODOT should re-examine its policies regarding street-tree spacing and other street design elements along Corridor sections to allow the provision of street trees and other street design changes envisioned in the Corridor land use and development alternatives.

S2: Designate UBAs only in Neighborhood Centers. As part of individual corridor plans, the local jurisdiction, Metro, and ODOT should consider whether the use of a UBA would assist in the transition of land uses within neighborhood centers.

S3: Develop state-local agreements regarding transportation and streetscape improvements in the Corridors. ODOT, Metro, and local governments should prepare local 2040 Corridor Plans as refinements to Transportation System Plans (TSPs). The 2040 Corridor Plans should identify the functional classifications related to land use and provide system detail for all modes, the desired cross-section, street design, access management, mobility standard, funding strategies, and the best timing for implementing new road designs or improvement projects. These plans should identify who is responsible for the construction, operations, and maintenance of improvements and the plans should note if a transfer of ownership is planned for the corridor. This recommendation does not suggest that ODOT should require additional management plans beyond the existing freight route plans. The intent is to recognize that the complex ownership status of some Corridors can be a hindrance to the appropriate redevelopment of the right-of-way and application of new standards. Intergovernmental agreements (IGAs) are one way to clarify improvement schedules and responsibilities.

S4: Increase funding for Corridors in the State Transportation Improvement Program (STIP). Funding for transportation improvements along Corridors is necessary to support the land use and development alternatives. Since many 2040 Corridors are state highways, ODOT should work with Metro and local jurisdictions to identify and create opportunities for funding Corridor transportation improvements. For example, more state funding may be available if the region provides matching funds, which would satisfy state funding criteria for leveraging local funds. In addition, ODOT preservation and safety projects in the STIP should also provide a significant opportunity to leverage the long-term vision for these areas.

REGIONAL AGENCY RULES AND POLICIES

R1: Recognize Corridor segment typologies as a tool for corridor planning. Two questions about Metro's Corridor policy should be addressed at the policy level: (1) Should all the Corridors now designated

continue to be Corridors? and (2) For whatever Corridors remain, should policy recognize different Corridor types and requirements?

Number of Corridors. The consultant team recommends that all 2040 Corridors be re-evaluated to determine if they should still be designated as Corridors in the 2040 Growth Concept, based on the likelihood that the Corridor could be transformed to the proposed land use and transportation alternative. Some corridors will be easier to restructure to accommodate residential growth (or other types) based on the existing uses, land characteristics, or the ability of the local jurisdiction to invest supportive streetscape and transit improvements.

The evidence suggests that there are more Corridors than the market or public funding will be able to restructure over the next 20 years. Metro has identified over 400 miles of Corridors in the 2040 Growth Concept. Roadway improvement funds already fall well short of the need—narrowing the number of Corridors that potentially could be in competition for funds is practical.

The question for Metro is one of focus. On the one hand, all the Corridors could remain designated if the policies that apply to them are relatively general—if they point to a desired direction for change without mandating near-term changes that are inconsistent with current markets or funding capacity and, thus, strong impediments to continued development in the Corridors. On the other hand, if the policies are to be stronger, then they should be focused on the Corridors that are most important and most likely to be redeveloped; that focus also focuses public funding.

The question about the number of Corridors is not independent of the question about Corridor types: a larger number of Corridors is more likely to be workable if there are subcategories of Corridor types that have different requirements, and different priorities for the timing of the conversion.

Corridor Types. Phase 1 of this study made clear that 2040 designated Corridors are very different in function and character, and that not all Corridors are suitable for redevelopment to the proposed alternative. The consultant team recommends that whatever Corridors remain as Corridors (after the re-evaluation of the number of Corridors recommended above) should be classified by the Corridor segment typologies identified in Phase 1, Chapter 2 (defined below). These typologies can help identify which Corridors or segments of Corridors may be vulnerable to change, and which ones may have the potential support of the community for change. One result of this re-evaluation may be that portions of the currently designated 2040 Corridors remain so designated, but that other sections drop that designation, resulting in a non-continuous pattern of Corridor designation along some routes. Another outcome is the prioritization of Corridors for redevelopment funding purposes (described in greater detail in R2).

There is a decision to made about whether the Corridor designations are to describe *existing conditions* or *desired future conditions*. In general, plan

designations do the latter. The designations that follow, however, do the former.

- **Residential Parkway.** These segments are characterized by exclusively residential uses on properties contiguous to a Corridor right-of-way, and are almost always buffered from the thoroughfare by landscaping, grade changes, or an orientation of development away from the roadway. The northern half of Canyon Road is an example. These segments in general do not seem very vulnerable to change. The consultant team assumes that there would be little support at the regional, municipal, or neighborhood levels for policy to encourage these areas redevelop as Corridors envisioned in the 2040 Growth Concept. Metro policy should not be interpreted as encouraging a conversion of these residential areas to employment areas, and it should have some guidance on what, if any, requirements there are for residential types and density, and transportation design. This should include guidance on what levels of residential density are appropriate to support the 2040 Corridor objectives and the level of transit service planned for the corridor in the RTP.
- **Specialty Segments (dominance by a single land use such as automobile sales and service, or office employment).** There is a strong market demand for specialty uses (like automobile sales and service) along some Corridors. This segment recognizes the need for these uses and the appropriate locations based on the large scale and low coverage of the properties, the need for substantial on site parking, and the need for visibility and access for prospective customers. These segments are not vulnerable to change in the near future, and the consultant team does not recommend use changes. However, these segments may need streetscape improvements to improve pedestrian, bicycle, and transit use.
- **Commercial Strip.** These primarily retail-oriented Corridors are characterized by auto-dominated, low-intensity development with rapidly moving traffic, and a lack of integrated design or design standards. The result is so well-known that it needs only the name—commercial or retail strip—for most people to get an image of what it looks like. That image, typically, is one high function but low aesthetics. These areas are usually described as locations of general retail rather than specialty or clustered retail, and of low-intensity and lower-quality development. For reasons described in the Phase I report, these areas provide some of the best opportunity for change and should be prioritized for redevelopment funding.
- **Neighborhood Sales and Service.** These areas often share many of the characteristics of strip development except for their short length. They are often short interruptions in residential parkway corridors that provide neighborhood uses to those adjacent residential areas. They are often found along the narrower Corridors and not along the wider ones with the greatest vehicular capabilities. There is potential for

smaller scale change to increase retail and service support for the adjacent neighborhoods.

R2: Provide Functional Plan support for retail clusters. An important element of the case-study land use and development alternative is to cluster retail development into nodes (i.e., into regional-center-support areas and neighborhood centers, as defined below). Building on the 2040 Corridors that have the potential to transform to mixed-use pedestrian friendly environments (Policy R-1), Metro should add sub-categories (see definitions below) to the Corridor design type as defined in the Functional Plan Section 3.07.130. These non-regulatory sub-category descriptions, derived from the case study analysis, could assist in the development of local government corridor plans by the identification of locations along Corridors that have the greatest potential for redevelopment. The Functional Plan should include criteria to determine the appropriate location and type of retail nodes. The Functional Plan could also encourage local governments to use a variety of tools to achieve retail clusters.

CORRIDOR SUB-CATEGORIES DESCRIPTIONS AND CRITERIA FOR LOCATION

- **Regional Center Support.** Large-format retailers are concentrating at major Corridor intersections and freeway on-and-off ramps that are near Centers. Auto-oriented commercial sales, drive-in uses, sales of large-scale goods.

  Potential criteria for designation: Land adjacent to Corridors with existing or the potential for large format retailers. Land aggregation potential may be necessary to realize large format retailer uses.

- **Neighborhood Center.** A Corridor segment at major intersections with small-scale businesses anchored by supermarkets oriented to nearby neighborhoods, preferably integrated into a mixed-use building.

  Potential criteria for designation: major intersections with land aggregation potential of a minimum of 10 to 15 acres/pre-existing commercial nodes that are under-utilized/concentration of like uses such as recreation and school facility/existing anchor facility.

- **Workforce District.** An established employment portion of the Corridor that is functioning as a distinct and separate land use of sufficient size and quality to ensure its continued existence. An example may be a cluster of office parks that are integrated into the fabric of the adjacent residential uses.

  Potential criteria for designation: Areas of existing employment that can be strengthened by improving the transportation system or by increasing workforce housing in nearby locations.

- **Corridor Neighborhood.** A Corridor segment between Regional, Town and neighborhood centers that does not have one of the previous Corridor designations. Land uses envisioned are mid-to-high-density residential, office, lodging, institutional, or limited retail uses.

Potential criteria for designation: High vacancy rates or low land values (compared to other commercial Corridors), disinventment, congestion, poor pedestrian environment, and limited transit opportunities.

TOOLS TO ACHIEVE RETAIL CLUSTERS

- New development code district/overlays (see "Local" section for details)
- New performance-based development code language
- Economic studies that support rezoning efforts
- Street improvements

R3: Emphasize the importance of corridor planning to improve transportation system and enhance centers. Metro could reinforce the importance of corridor planning and implementation of the 2040 Regional Plan at the local level with regulations (R2 and R3), funding (R4), or both. Metro could require that planning for Corridors be done as part of local TSP/TSP updates and refinements for governments within Metro boundaries. If this option were pursued, then the level of TSP refinements that would trigger Corridor planning would need to be identified. It is not the intent of this recommendation that Corridor plans are triggered when a local jurisdiction is completing a minor adjustment for an entirely different purpose.

Corridor plans should determine the functional classifications for all modes, the appropriate cross-section (including number and type of lanes and widths), street design, access management, mobility standards, funding and implementation strategies, and the best timing for implementing new road designs or improvement projects. Corridor plans should establish policy both for the roadway and the land use, so that improvements in the desired direction may be made over time as development occurs.

As part of the Centers improvement measures being recommended by the Get Centered program, Metro could require local governments to examine existing Corridors, classify their segments, and evaluate their potential economic relationship to proximate Centers. Metro should provide assistance in the form of funding or staff time. A jurisdiction would then suggest, as with the case study Corridors in this report, specific measures it would take to implement the 2040 Corridor objectives.

R4: Increase the priority of Corridor funding in the Metropolitan Transportation Improvement Program (MTIP). Funding for transportation improvements along Corridors is necessary to support the land use and development alternatives. Metro may need to recognize the need for corridor improvements in MTIP and other regional funding priorities and award credits for projects that propose corridor improvements in accordance with corridor plans and improvements that will encourage Regional Corridor goals.

This policy is obviously a controversial one. On the one hand, there is not enough money in the MTIP to do many of the improvements that are desirable *within* centers. On the other hand, if there is to be no funding for streetscape improvements in Corridors, then change will be slower and, in some cases, impossible. Individual property owners, even with the assistance of local governments, will not be able to assemble the capital to complete a concentrated and coordinated redevelopment of the streetscape, resulting in piecemeal development that is unlikely to create an integrated streetscape.

If funding is not available, it would be preferable for Metro to acknowledge that the Corridor policy is suggestive and voluntary: it could (1) state its belief that a restructuring of land use and transportation in Corridors along the lines described above would be advantageous for citizens, local governments, and the private sector; (2) provide materials that show the private sector and local governments how that restructuring could take place in a world of limited public funds and incremental private development; and (3) hope that '1' plus '2', plus changing market conditions and local government desires, are enough to get the desired change in some Corridors.

Metro should continue to monitor street preservation and modernization programming and track conversions of "complete street" Corridors to ensure coordination with other potential funds to reinforce the importance of the Corridor goals of the Metro 2040 Plan. There are other funding mechanisms for Corridor planning, such as urban renewal funding (Tax Increment Financing) that local governments may be able to use in addition to MTIP funds. The recommendation here does not preclude any other creative financing, but suggests that the regional funding priorities make the connection between improvements to Corridors as one way to improve Centers in certain circumstances.

R5: Clarify the use of medians along corridors. Metro could amend the Regional Street standards to specify that raised medians should be used along the majority of corridors to provide comfortable and safe multimodal travel. The appropriate spacing and location of median breaks should be established through a corridor refinement plan that comprehensively reviews the state and local access management requirements, the local grid network, and the type of land uses adjacent to the corridor. In most cases, the breaks in the medians should occur no closer than 600 feet. Right-in-right-out accesses could be provided at closer intervals. Metro could also amend the RTP to support the use of access lanes, cross-over easements, and other tools that can be used to support successful access management in corridors. The use of these access management strategies and tools are needed to achieve the goals of corridors.

R6: Develop gateways in the Corridors. The case study concluded that the Beaverton Corridors would be improved if they had some feature that gave some relief to the sameness of the commercial strip to announce a new sub-area: a "gateway." No policy changes are necessary to implement gateways. The description of Metro design types should include a discussion of

gateways and their value. Regional transportation funding could be used in new gateway projects (with the same caveat: in a world of constrained funding for roadway maintenance and improvements, how likely is it that the available funding will be shifted to the creation of gateway features?).

R7: Coordinate with housing providers and advocacy groups to identify and implement a pilot project. Metro should coordinate with housing providers and advocacy groups to identify and obtain sources of funding to complete additional studies on implementation issues. This would include the initial groundwork for the identification and implementation of a pilot project. A pilot project is useful in demonstrating to the development community that a mixed-use nodal focused development project can be successful while supporting the continued growth of the nearby Center.

LOCAL GOVERNMENT POLICIES AND DEVELOPMENT CODES

L1: Change road design policies within Transportation System Plans (TSPs) and/or public works standards to encourage transportation improvements that support the land use and development alternatives and remove barriers. Local governments should encourage different road designs for Corridors in their TSPs or public works standards, remove policy obstacles, and acknowledge the importance of road improvements, streetscape, and funding as alternatives to achieve 2040 Corridor objectives. See also R.3 related to funding.

L2: Rezone the neighborhood corridor segments to limit the amount of retail and allow for the density of residential, office, lodging, institutional and limited commercial uses envisioned by the land use and development alternatives. This could be achieved through the following policy changes:

- Examine commercial zoning types along corridors, see if the following designations could apply, create a vision for each corridor, and match local districts as appropriate to the following zoning categories. Create new districts (or existing Corridor commercial zoning districts as needed) in Development Codes with use restrictions and design standards that buffer adjacent single-family residential areas.
- In terms of applying the districts, work with local private organizations such as chambers of commerce or local business groups to get property owners to voluntarily apply the new districts and make the changes "friendly legislative changes" or streamlined individual zone changes consistent with a locally adopted corridor plan.
- New district categories:
  - Regional Center Support: allows big box, auto-oriented development

- Workplace District: allows employment uses (both commercial and industrial)
- Corridor Neighborhood: a new district that allows mid- to high-density residential, office, lodging, and other limited commercial uses)
- Neighborhood Center: Allows mixed-use and a concentration of neighborhood oriented retail, such as an anchor grocery store with additional retail. Expected retail building sizes would be less than 40,000 square feet and would have building orientation towards the street. The uses include retail, small offices, and residential above ground floor non-residential uses.

L3: Implement transportation and street-design strategies to support the land use and development alternative. Improvements could include:

- Standards for "public frontage," sidewalk location, and street tree planting (where appropriate) for new development.
- Volunteer tree planting and publicly/privately funded maintenance programs.
- Redevelopment (required or encouraged) off street-side parking lots and frontages to achieve better pedestrian protections.

L4: Review current codes for appropriate design guidelines and development standards for retail in corridors. The appropriate standards should include:

- Minimum building heights for retail buildings
- Maximum building setbacks (or "build to" lines) to a certain percentage of "frontage coverage" along street lot lines
- Public street frontage requirements
- Public street network circulation and spacing guidance
- Limitations on parking location and design (to the side and rear and with "orchard" landscaping of one tree per five spaces and exterior screening)
- Building entrances oriented to streets as well as parking lots
- Limits on building massing (required "breaks" and/or material/color changes)
- Design of open air storage and display

L5: Provide incentives to encourage the redevelopment of Corridors. There are numerous regulatory and non-regulatory incentives that local jurisdictions could provide to property owners and developers to encourage implementation of 2040 Corridor objectives. Other studies on

Centers[4] describe regulatory and non-regulatory tools to increase density. Many of these tools are appropriate in Corridors, if the objective of the regulation or incentive is adjusted to the 2040 Corridor objectives.

Examples of regulations that encourage the redevelopment of Corridors:

- Regulatory relief in the permitting process or design standards.
- Mixed-use zoning in neighborhood centers with limited application in neighborhood corridors.
- Interim development standards that limit development through large lot zoning, development moratoria, or land banking until the land can be developed at planned densities.
- Shadow platting to allow infill of higher density uses in the future.

Examples of incentives are:

- Form of Vertical Housing District(s) to provide incentives for mixed use and higher intensity developments. Review or "audit" existing code specifications for residential densities so that residential densities are appropriate (not too high or too low) for the desired, or expected development.
- Conduct research and education to inform property owners, developers, and others of the long-term benefits of implementing the 2040 Corridor objectives.
- Purchase or transfer of development rights that allow for property owners to purchase development rights from M37 claimants to increase the density of development on their property (or other benefit).
- Purchase small parcels of land and assemble them into larger parcels for easier development.

NEXT STEPS

The consultant team identified four immediate steps Metro should take to implement the findings of the project. They are:

- **Determine if Metro will change policy to implement the 2040 Corridor goals.** The recommendations listed above and the next steps in this section are contingent on a decision by Metro Council that it wants to dedicate the time and resources necessary to affect greater change in land use and transportation in Corridors. That probably requires that a Councilor recommend such action to the Council, and

[4] *The Beaverton Downtown Regional Center Development Strategy*, (2004), a study of Metro Centers, and *Metro Urban Centers: An Evaluation of the Density of Development*, (2001).

agree to provide direction to staff and champion the recommendations at Council.

- **Work with ODOT and local jurisdictions to implement policy changes.** There is a fundamental choice about the number of segments and miles that Metro wants to cover with Corridor policy. Since local support is critical to the implementation of the recommendations in this report, Metro may want to encourage additional input from local jurisdictions that are interested in implementing 2040 Corridor policies within their jurisdictions.
- **Reevaluate the Corridor designation and prioritize Corridors for funding purposes.** If the decision is made to apply policy to more than a small number of similar Corridors, then Metro should distinguish between types of Corridors and establish priorities for planning and funding.
- **Identify funding sources.** Most of the recommendations require funding and staff resources for implementation. Implementing streetscape recommendations and transportation system improvements will require significant funding in most locations.
- **Conduct a pilot project.** Given limited funding, Metro should look to a Corridor where market and land-use conditions are encouraging of redevelopment, local government supports such redevelopment, and ODOT is planning to make transportation improvements. A pilot project should include an economic study that can address Measure 37 issues, and a public outreach plan, but it should ultimately be a construction project (e.g., change in traffic design and streetscape for a four-block length of a Corridor at a key intersection). The best way to get the many Metro Corridors to redevelop in the ways that Metro policy desires is to show that such redevelopment is possible and successful.

Appendix A Corridors as Defined in Metro Policy Documents

This appendix is a summary of how corridors are defined in different Metro policy documents as well as a brief summary of the Metropolitan Transportation Improvement Plan (MTIP) funding process as it relates to corridors[1]. It has five sections:

- 2040 Growth Concept
- Regional Transportation Plan
- Creating Livable Streets Handbook—Street Design Guidelines
- Green Streets Handbook—Innovative Solutions for Stormwater and Stream Crossings
- Transportation funding process—Transportation priorities 2006-09

2040 GROWTH CONCEPT

Corridors are not as dense as centers, but are also located along good quality transit lines. They provide a place for densities that are somewhat higher than today and feature a high-quality pedestrian environment and convenient access to transit. Typical new developments would include rowhouses, duplexes and one- to three-story office and retail buildings, and average about 25 persons per acre. While some corridors may be continuous, narrow bands of higher-intensity development along arterial roads, others may be more nodal, that is a series of smaller centers at major intersections or other locations along the arterial that have high quality pedestrian environments, good connection to adjacent neighborhoods and good transit service. As long as the average target densities and uses are allowed and encouraged along the corridor, many different development patterns – nodal or linear – may meet the corridor objective.

Metro's Urban Growth Management Functional Plan reiterates a recommendation for population and employment density of 25 persons per acre in Corridors.

REGIONAL TRANSPORTATION PLAN

For funding purposes the RTP places the 2040 Design Types into a hierarchy based on investment priority (see Table A-1). Corridors are in the secondary land-use component classification and occupy the last position within the classification.

[1] Summarized by Metro staff (Tim O'Brien), March 2005.

Table A-1. Hierarchy of 2040 Design Types

Primary land-use components	Secondary land-use components
Central city	Station communities
Regional centers	Town centers
Industrial areas	Main streets
Intermodal facilities	Corridors
Other urban land-use components	**Land-use components outside of the urban area**
Employment areas	Urban reserves
Inner neighborhoods	Rural reserves
Outer neighborhoods	Neighboring cities
	Green corridors

Source: Metro, Regional Transportation System Plan, 2004.

While more locally oriented than the primary components, the secondary components are significant areas of urban activity. Because of their density and pedestrian-oriented design, they play a key role in promoting public transportation, bicycling, and walking as viable travel alternatives to the automobile, as well as conveniently close services from surrounding neighborhoods. As such, these secondary components are an important part of the region's strategy for achieving state goals to limit reliance on any one mode of travel and increase walking, bicycling, carpooling, carpooling, and use of transit.

Corridors will not be as intensively planned as station communities, but similarly emphasize a high-quality bicycle and pedestrian environment and convenient access to public transportation. Transportation improvements in corridors will focus on nodes of activity – often at major street intersections – where transit and pedestrian improvements are especially important. Corridors can include auto-oriented land uses between nodes of activity, but such uses are carefully planned to preserve the pedestrian orientation and scale of the overall corridor design.

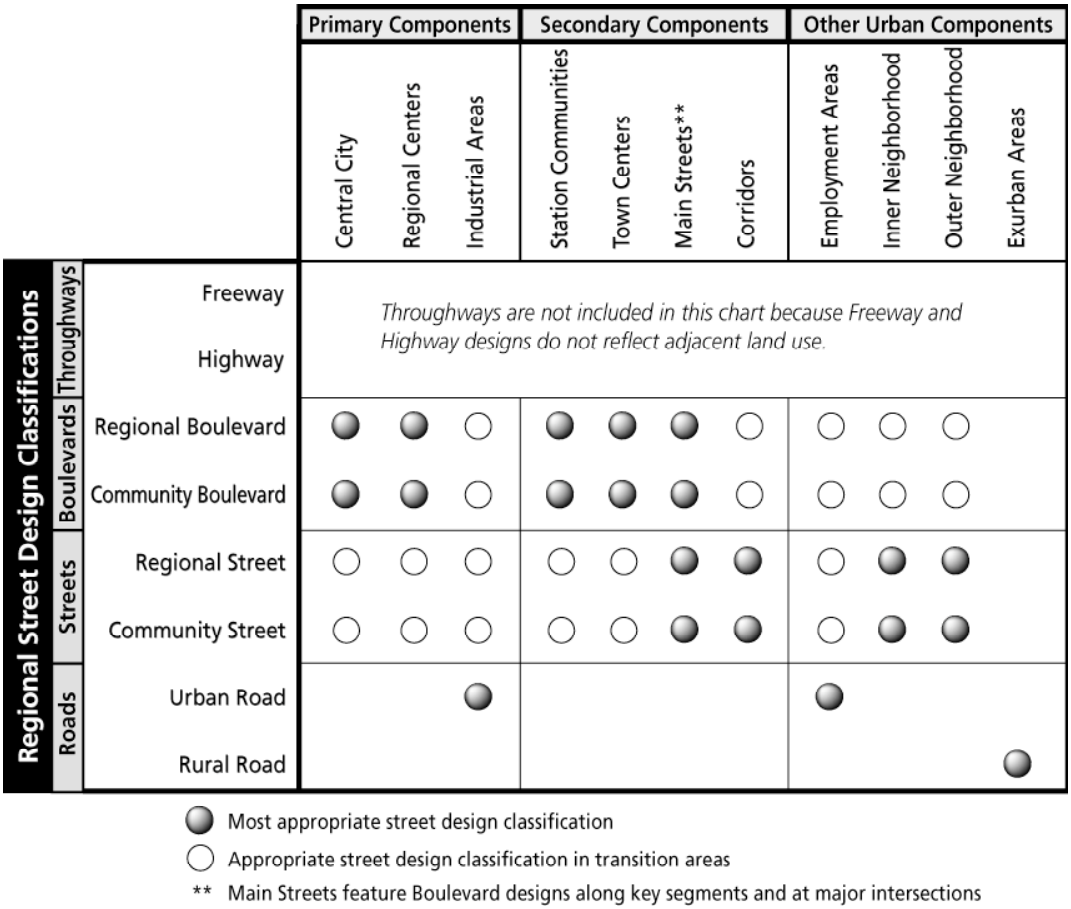
The target for non-single-occupancy-vehicle (SOV) trips within Corridors and Centers is 45-55% of all trips—slightly higher than the 40-45% non-SOV share for neighborhoods, industrial areas, and employment areas, but significantly lower than the 60-70% target for the Central City.

Beaverton Hillsdale Highway and Canyon Road are both classified as "regional streets" within the Regional Street Design Classification. The regional street design classification is intended to serve multiple modes of travel in a manner that supports the specific needs of the Corridor 2040 Design Type.

REGIONAL STREETS

Regional streets are designed to carry significant vehicle traffic while also providing for public transportation, bicycle, and pedestrian travel. These facilities serve a development pattern that ranges from low-density residential neighborhoods to more densely developed corridors and main streets, where buildings are often oriented toward the street at major intersections and transit stops. Regional street designs accommodate moderate motor vehicle speeds and usually include four vehicle lanes. Additional motor vehicle lanes may be appropriate in some situations. These facilities have some to many street connections, depending on the district they are serving. Regional streets have few driveways that are combined whenever possible. On-street parking may be included, and a center median serves as a pedestrian refuge and allows for left turn movements at intersections.

Figure A-1. Regional Street Design Classifications and the 2040 Growth Concept

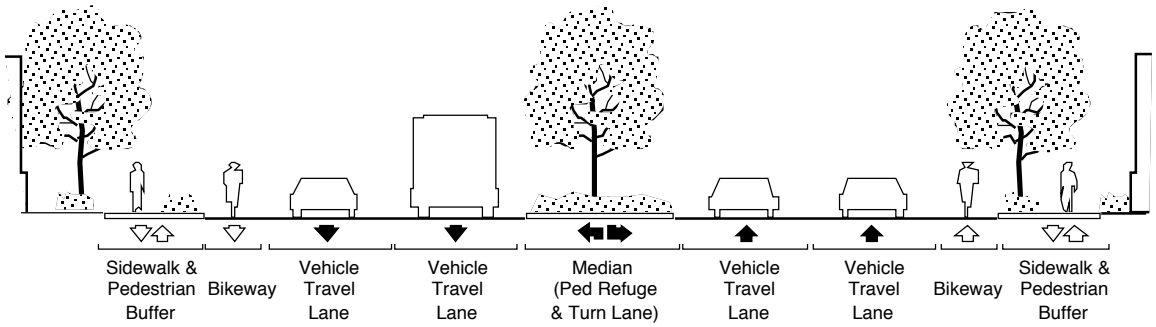


Source: Metro, Regional Transportation System Plan, 2004.

These facilities are designed to be transit-oriented, with high-quality service and substantial transit amenities at stops and station areas. Although less substantial than in boulevard designs, pedestrian improvements are important along regional streets, including sidewalks that are buffered from motor vehicle travel, crossings at all intersections and special crossing amenities at major intersections. Regional streets have bike lanes or wide outside lanes where bike

lanes are not physically possible, or are shared roadways where motor vehicle speeds are low. They also serve as primary freight routes and may include loading facilities within the street design, where appropriate. Figure A-2 illustrates a typical cross-section of a regional street.

Figure A-2. Regional Street Design Elements



Source: Metro, Regional Transportation System Plan, 2004.

REGIONAL MOTOR VEHICLE SYSTEM

The regional motor vehicle system is designed to provide access to the central city, regional centers, industrial areas and intermodal facilities with an emphasis on mobility between these destinations. Beaverton Hillsdale Highway and Canyon Road are both classified as Major Arterials in the Regional Motor Vehicle System.

MAJOR ARTERIALS

Major arterials serve as primary links to the principal arterial system. Major arterials, in combination with principal arterials, are intended to provide general mobility for travel within the region. Motor vehicle trips between the central city, regional centers, industrial areas and intermodal facilities should occur on these routes. Major arterials serve as freight routes, with an emphasis on mobility. These routes fall within regional boulevard, regional street, urban road and rural road designs, as defined in the regional street design concepts.

Major arterial system design criteria:

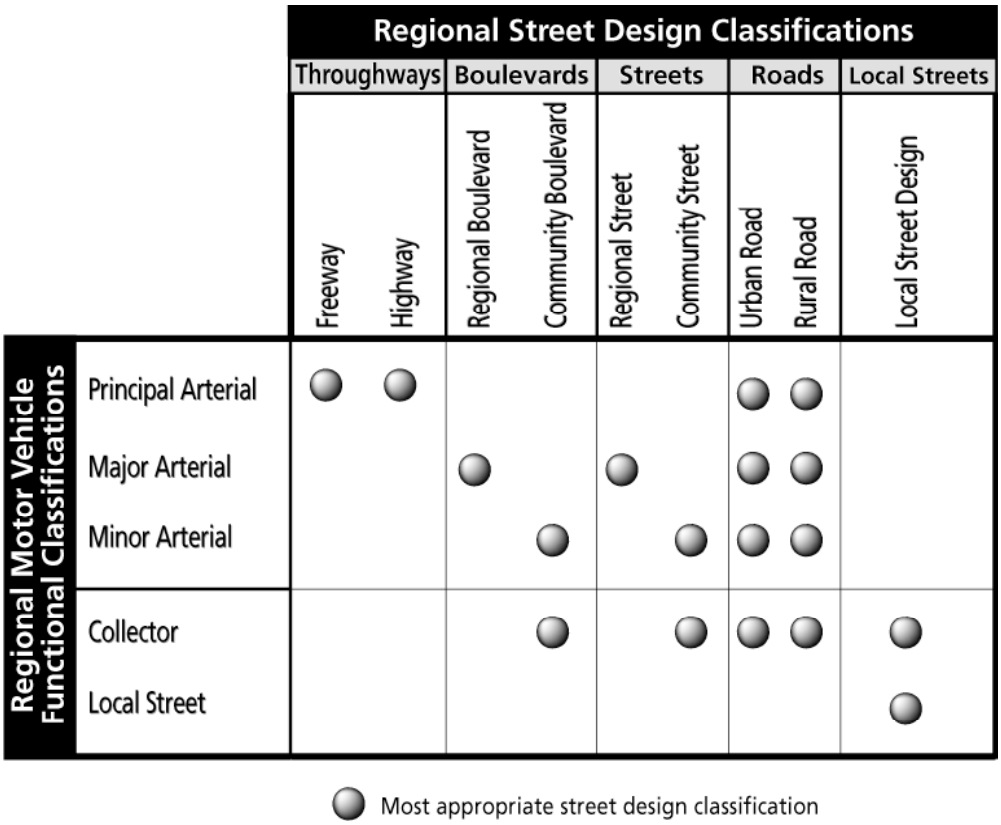
- Major arterials should provide motor vehicle connections between the central city, regional centers, industrial areas and intermodal facilities and connect to the principal arterial system. If more than one route is available, the more direct route will be designated when it supports the planned urban form.

- Major arterials should serve as primary connections to principal arterials, and should also connect to other arterials, collectors and local streets, where appropriate.

- Freight movement should not be restricted on the principal arterial network.

- The principal and major arterial systems in total should comprise 5-10 percent of the motor vehicle system and carry 40-65 percent of the total vehicle miles traveled.

Figure A-3. Relationship Between Regional Street Design and Motor Vehicle Classifications



Source: Metro, Regional Transportation System Plan, 2004.

REGIONAL FRAMEWORK PLAN

The Transportation Chapter of the Regional Framework Plan (RFP) discusses the implementation of the 2040 Growth Concept, similar to funding hierarchy stated in the RTP.

20.1 2040 Growth Concept implementation

Implement a regional transportation system that supports the 2040 Growth Concept through the selection of complementary transportation projects and programs.

- Place the highest priority on projects and programs that best serve the transportation needs of the central city, regional centers, intermodal facilities and industrial areas.

- Place a high priority on projects and programs that best serve the transportation needs of station communities, town centers, main streets and corridors.

2.11 Regional Street Design

Design regional streets with a modal orientation that reflects the function and character of surrounding land uses, consistent with regional street design concepts. Support local implementation of regional street design concepts and *Green Streets* design alternatives in local transportation system plans and development codes.

CREATING LIVABLE STREETS HANDBOOK: STREET DESIGN GUIDELINES

The purpose of the handbook is to provide regional street design guidelines that support the goals adopted in the 2040 Growth Concept and the RTP. The design guidelines in the handbook focus on a broader set of design classifications that support the 2040 Growth Concept, linking the design of streets to multi-modal street function, community livability and economic vitality. All of the guidelines are consistent with RTP street design policies and are organized into four areas: street realm, travelway realm, pedestrian realm, and adjacent land use. Within the handbook are street-sections for the regional street classification.

GREEN STREETS HANDBOOK: INNOVATIVE SOLUTIONS FOR STORMWATER AND STREAM CROSSINGS

The Green Streets Handbook was created to further develop a strategy for designing streets that builds upon the Creating Livable Streets Handbook. The handbook addresses the potential conflict of protecting or restoring streams and wildlife corridors with the development of an efficient and safe multi-modal transportation system. The book includes a potential street section for the regional street classification, similar to the street section in the Creating Livable Streets Handbook.

TRANSPORTATION FUNDING PROCESS: TRANSPORTATION PRIORITIES 2006–09

The primary policy objective for the Transportation Priorities 2006 – 09 program is to leverage economic development in priority 2040 land-use areas through investment that support:

- 2040 Tier I and II mixed-use areas (central city, regional centers, town centers, main streets and station communities)
- 2040 Tier I and II industrial areas (regionally significant industrial areas and industrial areas), and
- 2040 Tier I and II mixed-use and industrial areas within UGB expansion areas with completed concept plans.

2040 designated Corridors are not included in the list of Tier I and II mixed-use areas, even though they are identified as a Tier II or secondary 2040 land use component in the RTP. This is due to the fact that there has been no direction at the regional level to determine how mixed-use corridors are to function. It is expected that a regional policy direction and implementation at the local level would need to be completed prior to Corridors being added to the funding list.

Of the total 100-point scoring system for transportation funding, 40 points are related to how the proposed project supports 2040 land use objectives. Of the 40 points, 20 points are related to economic and community development.

Appendix B

Policy options to implement Metro corridor objectives

This appendix reproduces the policy options for restructuring corridors as presented in Chapter 5 of the Metro Corridors Case Study Report. It has two sections:

- Introduction
- Policy issues and recommended changes

INTRODUCTION

The rest of this chapter uses the term "policy" broadly to mean "anything that the public sector might do." It includes not only policies, but also strategies, actions, programs, incentives, and investments. Its general topic is policies related to land use and transportation that *should be revised* if the objective is to increase the probabilities of getting land use and transportation development along the lines described in Chapter 4. This chapter does not discuss he many ways in which existing policies (strategies, actions, programs and incentives) may be used to implement the preferred land use alternative.

- **Policy issues and recommended changes** identifies existing policies that possibly conflict, or at least do not support, the land use and development alternatives (specifically) and, by implication, Metro's development objectives for land use and transportation in its designated corridors. The top level of organization for the presentation of policy issues and corresponding policy changes is by *type of jurisdiction*, from the one with the largest boundaries to the ones with the smallest:
  - **State (S)**
  - **Regional (R)**
  - **Local (City and County) (L)**

  The discussion of policies at each jurisdictional level has two parts:
  - **Policy issues**. Each section starts with a summary of the main policy issues regarding the implementation of the land use and development alternatives (described in Chapter 4).
  - **Policy changes necessary to achieve the land use and development alternative**. For state, regional, and local jurisdictions, the policy implications begin with a general description, and is then followed by a summary of *what type, who,* and *when.*

POLICY ISSUES AND RECOMMENDED CHANGES

The recommendations in this section start from the assumption that Metro and the local jurisdictions affected by its requirements *want to achieve* Metro's stated objectives (in its 2040 planning documents) for land use and transportation development designated Corridors. Not everyone on the case-study advisory group agreed with all those objectives; it seems safe to conclude that a similar group assembled for other Corridors would have similar differences of opinion.

It is not the task of this report to make an *absolute* recommendation about what to do in Corridors. Rather, it is making a *contingent* recommendation: *if* you want to move in the direction of meeting 2040 objectives for Corridors more thoroughly or more rapidly, *then* here are the kinds of things that should be done. Those things are described for three levels of governments: state (ODOT), region (Metro), and local (cities and counties). An obvious alternative, and one not explored in this report, is to substantially relax requirements for land use and transportation in Corridors, or eliminate the Corridor designation entirely.

STATE AGENCY RULES AND POLICIES

POLICY ISSUES

State agencies have many policies that affect redevelopment in 2040 Corridors. The case study showed that several existing Oregon Department of Transportation (ODOT) policies might be in conflict with, or at least have policy implications for, the development of the case-study land use and development alternatives and corresponding transportation strategies. No policy changes are recommended for statewide planning goals and their associated rules (Goal 9, Economic Development, and Goal 12 and its associated Transportation Planning Rule). The three state policy issues are:

- Interpretation of AASHTO policy regarding the placement of street trees
- Corridor segment designations
- Maintenance issues

The case study documents potential conflicts with ODOT interpretations of AASHTO (American Association of State Highway and Transportation Officials). The interpretations would restrict the location of street trees and other objects that may impair the vision of drivers. According to ODOT's interpretation of the policy, the spacing of street trees could occur at a minimum of 300 feet from intersections. This policy effectively prohibits the use of street trees and other objects due to the spacing of accesses and intersections along the corridor. This requirement for the spacing of trees or other objects would make the creation of a leafy corridor (along the corridor) difficult if not impossible.

Other agencies throughout Oregon and the nation have interpreted the same AASHTO policy so as to not place these restrictions on street trees in the right-of-way. ODOT's interpretation should be reexamined to reflect current research and the practices of other agencies. Research suggests that constrained sight lines

along busy roads can increase driver awareness and produce slower speeds. Trees in the median and roadside features that frame the Corridor reduce speeds, communicate expectations of pedestrian activity and increased conflict points to motorists, and enhance the roadway environment for non-vehicular modes. Further, the inability to enhance Corridors with trees and landscaping reduces the potential to attract infill with the mix of activities that can achieve the transportation and land use goals of the 2040 Corridor objectives.

The Oregon Highway Plan (OHP) includes policies and actions that recognize that some highway segments should be planned, designed, and managed differently than other highway segments. In accordance with the OHP, Corridors could be designated as Special Transportation Areas (STAs), Urban Business Areas (UBAs), or urban other. As discussed in Chapter 4, the potential for UBA designations was evaluated as part of the case study. The UBA designation was created to enable transition from auto-oriented strip retail commercial development patterns to multi-modal mixed-use patterns. UBA designations in 2040 Corridors will be most beneficial at neighborhood centers. Local plans should align access standards and land uses described in the OHP policies for a UBA designation to ensure that the access and parking provided along Corridors advance both the goals of the UBA designation and 2040 Corridor objectives.

Though local jurisdictions want greater flexibility in street design standards than allowed by ODOT policies, they are often unwilling or unable to commit the funds necessary to improve and maintain these facilities themselves. It is often difficult for ODOT to justify construction and maintenance of enhancements when weighed against demands for greater highway capacity and safety. Therefore, since public resources are typically insufficient and noncompetitive for beautification alone, such projects should be considered and receive priority based on their ability to:

- Stimulate redevelopment
- Create greater non-SOV mode share
- Increase taxable revenue

Projects meeting these goals can then justifiably benefit from local general fund support, state transportation fund support, and business improvement district assessments.

POLICY CHANGES NECESSARY TO ACHIEVE THE LAND USE AND DEVELOPMENT ALTERNATIVE

S1: Re-examine AASHTO interpretation within Corridors. ODOT should re-examine its policies regarding street-tree spacing and other street design elements along Corridor sections to allow the provision of street trees and other street design changes envisioned in the Corridor land use and development alternatives.

What type: Voluntary

Who: ODOT
When: Immediate/ongoing

S2: Designate UBAs only in Neighborhood Centers. As part of individual corridor plans, the local jurisdiction, Metro and ODOT should consider whether the use of a UBA would assist in the transition of land uses within neighborhood centers.

What type: Voluntary
Who: ODOT and local jurisdictions through Transportation System Plan amendments
When: Immediate/ongoing

S3: Develop state-local agreements regarding transportation and streetscape improvements in the Corridors. ODOT, Metro, and local governments should prepare local 2040 Corridor Plans as refinements to Transportation System Plans (TSPs). The 2040 Corridor Plans should identify the functional classifications related to land use and provide system detail for all modes, the desired cross-section, street design, access management, mobility standard, funding strategies, and the best timing for implementing new road designs or improvement projects. These plans should identify who is responsible for the construction, operations, and maintenance of improvements and the plans should note if a transfer of ownership is planned for the corridor. This recommendation does not suggest that ODOT should require additional management plans beyond the existing freight route plans. The intent is to recognize that the complex ownership status of some Corridors can be a hindrance to the appropriate redevelopment of the right-of-way and application of new standards. Intergovernmental agreements (IGAs) are one way to clarify improvement schedules and responsibilities.

What type: Voluntary IGAs
Who: ODOT and local jurisdictions
When: Ongoing

S4: Increase funding for Corridors in the State Transportation Improvement Program (STIP). Funding for transportation improvements along Corridors is necessary to support the land use and development alternatives. Since many 2040 Corridors are state highways, ODOT should work with Metro and local jurisdictions to identify and create opportunities for funding Corridor transportation improvements. For example, more state funding may be available if the region provides matching funds, which would satisfy state funding criteria for leveraging local funds. In addition, ODOT preservation and safety projects in the STIP should also provide a significant opportunity to leverage the long-term vision for these areas.

What type: Funding
Who: ODOT
When: Ongoing

REGIONAL AGENCY RULES AND POLICIES

POLICY ISSUES

The case-study land use and development concept described in Chapter 4 suggests that, in general, retail uses should be more limited in the Corridors and concentrated in neighborhood centers as well as in existing centers (regional and town centers). Current Metro design types (i.e., designations in the 2040 documents of categories of Centers and Corridors) do not address retail at a smaller scale than "Main Street," and not at sub-levels within Corridors. Given that the implementation of the land use and development alternatives requires Corridors with long commercial strips to transition to Corridors with retail concentrated at major intersections, new design types at the sub-corridor level may be necessary.

Phase I concluded that Metro's designated Corridors are not identical throughout the region; that there are different corridor types. Metro should consider whether some Corridors types continue to have residential targets in Metro's capacity calculations. For example, does it make sense to have residential targets in primarily employment corridors?

Prioritizing Corridor improvements is necessary for implementation of the land use and development alternatives. Transportation improvements (such as corridor corridor streetscape) may be the most effective way to initiate land use changes along Corridors. Currently, Metro's RTP and transportation funding program focuses on leveraging economic development in priority 2040 land uses through investments in mixed-uses areas (the central city, regional centers, town centers, main streets and station communities) and industrial areas. Metro can change transportation funding priorities to implement the alternatives that also include mixed-use areas at the sub-corridor level. In addition, Metro can revise the Urban Growth Management Functional Plan and the RTP, a Metro functional plan, to refine the objectives for 2040 Corridors and encourage the implementation of these objectives.

Finally, because the recommendations at the regional level include suggestions that funding for improvements and studies be increased for Corridors, one recommendation suggests guidance on the levels of density and mixed-use components are needed to qualify these areas as a regional priority for funding. In addition, if this project moves forward with 2040 Corridor sub-category recommendation, then the subcategories could be given comparable priority to other 2040 designations for purposes of identifying funding priority–for example neighborhood centers = main streets; freeway oriented retail and specialty areas = employment areas; corner store = inner/outer neighborhood).

POLICY CHANGES NECESSARY TO ACHIEVE THE LAND USE AND DEVELOPMENT ALTERNATIVE

R1: Recognize Corridor segment typologies as a tool for corridor planning.

Two questions about Metro's Corridor policy should be addressed at the policy level: (1) Should all the Corridors now designated continue to be Corridors? and (2) For whatever Corridors remain, should policy recognize different Corridor types and requirements?

Number of Corridors. The consultant team recommends that all 2040 Corridors be re-evaluated to determine if they should still be designated as Corridors in the 2040 Growth Concept, based on the likelihood that the Corridor could be transformed to the proposed land use and transportation alternative. Some corridors will be easier to restructure to accommodate residential growth (or other types) based on the existing uses, land characteristics, or the ability of the local jurisdiction to invest supportive streetscape and transit improvements.

The evidence suggests that there are more Corridors than the market or public funding will be able to restructure over the next 20 years. Metro has identified over 400 miles of Corridors in the 2040 Growth Concept. Roadway improvement funds already fall well short of the need—narrowing the number of Corridors that potentially could be in competition for funds is practical.

The question for Metro is one of focus. On the one hand, all the Corridors could remain designated if the policies that apply to them are relatively general—if they point to a desired direction for change without mandating near-term changes that are inconsistent with current markets or funding capacity and, thus, strong impediments to continued development in the Corridors. On the other hand, if the policies are to be stronger, then they should be focused on the Corridors that are most important and most likely to be redeveloped; that focus also focuses public funding.

The question about the number of Corridors is not independent of the question about Corridor types: a larger number of Corridors is more likely to be workable if there are subcategories of Corridor types that have different requirements, and different priorities for the timing of the conversion.

Corridor Types. Phase 1 of this study made clear that 2040 designated Corridors are very different in function and character, and that not all Corridors are suitable for redevelopment to the proposed alternative. The consultant team recommends that whatever Corridors remain as Corridors (after the re-evaluation of the number of Corridors recommended above) should be classified by the Corridor segment typologies identified in Phase 1, Chapter 2 (defined below). These typologies can help identify which Corridors or segments of Corridors may be vulnerable to change, and which ones may have the potential support of the community for change. One result of this re-evaluation may be that portions of the currently designated 2040 Corridors remain so designated, but that other sections drop that designation, resulting in a non-continuous pattern of Corridor designation along some routes. Another outcome is the prioritization of Corridors for redevelopment funding purposes (described in greater detail in R2).

There is a decision to made about whether the Corridor designations are to describe *existing conditions* or *desired future conditions*. In general, plan designations do the latter. The designations that follow, however, do the former.

- **Residential Parkway.** These segments are characterized by exclusively residential uses on properties contiguous to a Corridor right-of-way, and are almost always buffered from the thoroughfare by landscaping, grade changes, or an orientation of development away from the roadway. The northern half of Canyon Road is an example. These segments in general do not seem very vulnerable to change. The consultant team assumes that there would be little support at the regional, municipal, or neighborhood levels for policy to encourage these areas redevelop as Corridors envisioned in the 2040 Growth Concept. Metro policy should not be interpreted as encouraging a conversion of these residential areas to employment areas, and it should have some guidance on what, if any, requirements there are for residential types and density, and transportation design. This should include guidance on what levels of residential density are appropriate to support the 2040 Corridor objectives and the level of transit service planned for the corridor in the RTP.
- **Specialty Segments (dominance by a single land use such as automobile sales and service, or office employment).** There is a strong market demand for specialty uses (like automobile sales and service) along some Corridors. This segment recognizes the need for these uses and the appropriate locations based on the large scale and low coverage of the properties, the need for substantial on site parking, and the need for visibility and access for prospective customers. These segments are not vulnerable to change in the near future, and the consultant team does not recommend use changes. However, these segments may need streetscape improvements to improve pedestrian, bicycle, and transit use.
- **Commercial Strip.** These primarily retail-oriented Corridors are characterized by auto-dominated, low-intensity development with rapidly moving traffic, and a lack of integrated design or design standards. The result is so well-known that it needs only the name—commercial or retail strip—for most people to get an image of what it looks like. That image, typically, is one high function but low aesthetics. These areas are usually described as locations of general retail rather than specialty or clustered retail, and of low-intensity and lower-quality development. For reasons described in the Phase I report, these areas provide some of the best opportunity for change and should be prioritized for redevelopment funding.
- **Neighborhood Sales and Service.** These areas often share many of the characteristics of strip development except for their short length. They are often short interruptions in residential parkway corridors that provide neighborhood uses to those adjacent residential areas. They are often found along the narrower Corridors and not along the wider ones with the greatest vehicular capabilities. There is potential for smaller scale change to increase retail and service support for the adjacent neighborhoods.

What type: Non-regulatory planning descriptions
Who: Metro and local governments
When: Immediate/ongoing

R2: Provide Functional Plan support for retail clusters. An important element of the case-study land use and development alternative is to cluster retail development into nodes (i.e., into regional-center-support areas and neighborhood centers, as defined below). Building on the 2040 Corridors that have the potential to transform to mixed-use pedestrian friendly environments (Policy R-1), Metro should add sub-categories (see definitions below) to the Corridor design type as defined in the Functional Plan Section 3.07.130. These non-regulatory sub-category descriptions, derived from the case study analysis, could assist in the development of local government corridor plans by the identification of locations along Corridors that have the greatest potential for redevelopment. The Functional Plan should include criteria to determine the appropriate location and type of retail nodes. The Functional Plan could also encourage local governments to use a variety of tools to achieve retail clusters.

CORRIDOR SUB-CATEGORIES DESCRIPTIONS AND CRITERIA FOR LOCATION

- **Regional Center Support.** Large-format retailers are concentrating at major Corridor intersections and freeway on-and-off ramps that are near Centers. Auto-oriented commercial sales, drive-in uses, sales of large-scale goods.

  Potential criteria for designation: Land adjacent to Corridors with existing or the potential for large format retailers. Land aggregation potential may be necessary to realize large format retailer uses.

- **Neighborhood Center.** A Corridor segment at major intersections with small-scale businesses anchored by supermarkets oriented to nearby neighborhoods, preferably integrated into a mixed-use building.

  Potential criteria for designation: major intersections with land aggregation potential of a minimum of 10 to 15 acres/pre-existing commercial nodes that are under-utilized/concentration of like uses such as recreation and school facility/existing anchor facility.

- **Workforce District.** An established employment portion of the Corridor that is functioning as a distinct and separate land use of sufficient size and quality to ensure its continued existence. An example may be a cluster of office parks that are integrated into the fabric of the adjacent residential uses.

  Potential criteria for designation: Areas of existing employment that can be strengthened by improving the transportation system or by increasing workforce housing in nearby locations.

- **Corridor Neighborhood.** A Corridor segment between Regional, Town and neighborhood centers that does not have one of the previous

Corridor designations. Land uses envisioned are mid-to-high-density residential, office, lodging, institutional, or limited retail uses.

Potential criteria for designation: High vacancy rates or low land values (compared to other commercial Corridors), disinventment, congestion, poor pedestrian environment, and limited transit opportunities.

TOOLS TO ACHIEVE RETAIL CLUSTERS

- New development code district/overlays (see "Local" section for details)
- New performance-based development code language
- Economic studies that support rezoning efforts
- Street improvements

What type: Implementation guidance for local governments
Who: Metro
When: Immediate/ongoing

R3: Emphasize the importance of corridor planning to improve transportation system and enhance centers. Metro could reinforce the importance of corridor planning and implementation of the 2040 Regional Plan at the local level with regulations (R2 and R3), funding (R4), or both. Metro could require that planning for Corridors be done as part of local TSP/TSP updates and refinements for governments within Metro boundaries. If this option were pursued, then the level of TSP refinements that would trigger Corridor planning would need to be identified. It is not the intent of this recommendation that Corridor plans are triggered when a local jurisdiction is completing a minor adjustment for an entirely different purpose.

Corridor plans should determine the functional classifications for all modes, the appropriate cross-section (including number and type of lanes and widths), street design, access management, mobility standards, funding and implementation strategies, and the best timing for implementing new road designs or improvement projects. Corridor plans should establish policy both for the roadway and the land use, so that improvements in the desired direction may be made over time as development occurs.

As part of the Centers improvement measures being recommended by the Get Centered program, Metro could require local governments to examine existing Corridors, classify their segments, and evaluate their potential economic relationship to proximate Centers. Metro should provide assistance in the form of funding or staff time. A jurisdiction would then suggest, as with the case study Corridors in this report, specific measures it would take to implement the 2040 Corridor objectives.

What type: Consistency with the Regional Transportation Plan (RTP)

Who: Metro and local jurisdictions

When: Immediate/ongoing

R4: Increase the priority of Corridor funding in the Metropolitan Transportation Improvement Program (MTIP). Funding for transportation improvements along Corridors is necessary to support the land use and development alternatives. Metro may need to recognize the need for corridor improvements in MTIP and other regional funding priorities and award credits for projects that propose corridor improvements in accordance with corridor plans and improvements that will encourage Regional Corridor goals.

This policy is obviously a controversial one. On the one hand, there is not enough money in the MTIP to do many of the improvements that are desirable *within* centers. On the other hand, if there is to be no funding for streetscape improvements in Corridors, then change will be slower and, in some cases, impossible. Individual property owners, even with the assistance of local governments, will not be able to assemble the capital to complete a concentrated and coordinated redevelopment of the streetscape, resulting in piecemeal development that is unlikely to create an integrated streetscape.

If funding is not available, it would be preferable for Metro to acknowledge that the Corridor policy is suggestive and voluntary: it could (1) state its belief that a restructuring of land use and transportation in Corridors along the lines described above would be advantageous for citizens, local governments, and the private sector; (2) provide materials that show the private sector and local governments how that restructuring could take place in a world of limited public funds and incremental private development; and (3) hope that '1' plus '2', plus changing market conditions and local government desires, are enough to get the desired change in some Corridors.

Metro should continue to monitor street preservation and modernization programming and track conversions of "complete street" Corridors to ensure coordination with other potential funds to reinforce the importance of the Corridor goals of the Metro 2040 Plan. There are other funding mechanisms for Corridor planning, such as urban renewal funding (Tax Increment Financing) that local governments may be able to use in addition to MTIP funds. The recommendation here does not preclude any other creative financing, but suggests that the regional funding priorities make the connection between improvements to Corridors as one way to improve Centers in certain circumstances.

What type: Policy (change to Regional Transportation Plan) and (change to Transportation Priorities Program funding criteria)

Who: Metro

When: Ongoing

R5: Clarify the use of medians along corridors. Metro could amend the Regional Street standards to specify that raised medians should be used along the majority of corridors to provide comfortable and safe multimodal travel. The appropriate spacing and location of median breaks should be established through a corridor refinement plan that comprehensively reviews the state and local access management requirements, the local grid network, and the type of land uses adjacent to the corridor. In most cases, the breaks in the medians should occur no closer than 600 feet. Right-in-right-out accesses could be provided at closer intervals. Metro could also amend the RTP to support the use of access lanes, cross-over easements, and other tools that can be used to support successful access management in corridors. The use of these access management strategies and tools are needed to achieve the goals of corridors.

What type: Regulatory
Who: Metro
When: Ongoing

R6: Develop gateways in the Corridors. The case study concluded that the Beaverton Corridors would be improved if they had some feature that gave some relief to the sameness of the commercial strip to announce a new sub-area: a "gateway." No policy changes are necessary to implement gateways. The description of Metro design types should include a discussion of gateways and their value. Regional transportation funding could be used in new gateway projects (with the same caveat: in a world of constrained funding for roadway maintenance and improvements, how likely is it that the available funding will be shifted to the creation of gateway features?).

What type: Funding
Who: ODOT, Metro, and local jurisdictions
When: Immediate/ongoing

R7: Coordinate with housing providers and advocacy groups to identify and implement a pilot project. Metro should coordinate with housing providers and advocacy groups to identify and obtain sources of funding to complete additional studies on implementation issues. This would include the initial groundwork for the identification and implementation of a pilot project. A pilot project is useful in demonstrating to the development community that a mixed-use nodal focused development project can be successful while supporting the continued growth of the nearby Center.

What type: Funding and coordination
Who: Metro

When: Immediate

IMPLICATIONS FOR LOCAL GOVERNMENT POLICIES AND DEVELOPMENT CODES

POLICY ISSUES

The case study suggests that street design should be "contextual"—matched to support and encourage the desired adjacent development. This concept does not fit neatly within current TSP requirements, nor with the way a road hierarchy is mapped and roads are built. If local jurisdictions are to implement the transportation and streetscape improvements, they most evaluate their design policies to encourage connectivity between the Corridor and the surrounding neighborhood.

The case study suggests that certain segments of the Beaverton Corridors should be transformed to Corridor Neighborhood, a new land use overlay or district concept that would help the Corridor act like a green seam between neighborhood, town, and regional centers. The Corridor Neighborhood district has less commercial activity and uses; instead it includes transit supportive uses such as residential, office, and lodging in long green segments. One way that local governments can limit the amount of retail along corridor corridors is by adopting new zoning districts.

There are a variety of tools that local governments can use to implement the land use and development alternative without changing the zoning. For example, regional and local governments can provide educational opportunities (like the Metro program Get Centered!) that discuss the issues with 2040 Corridor objectives and how developers can avoid pitfalls. There are also tax incentive programs that local jurisdictions can adopt, or they could waive fees for pilot projects and pay moving costs for businesses that relocate out of the corridor.

Vertical Housing Tax Credits provide financial incentives to developers of mixed-use buildings within a Vertical Housing Tax Credit district. Local governments must adopt these special tax districts, and only buildings built or renovated within those areas are eligible. Local Governments can spur redevelopment and mixed-use buildings by using this relatively new state law (ORS 285C.450 to 285C.480)[1].

The case study existing conditions analysis, focus groups, developer interviews, and advisory committee all found that the design aesthetics of buildings and the streetscape need improvement. They recommended that design standards be encouraged or required in the corridors.

[1] The 2005 legislature is considering changes to the existing law that may change the details described in this section.

POLICY CHANGES NECESSARY TO ACHIEVE THE LAND USE AND DEVELOPMENT ALTERNATIVE

L1: Change road designs policies within the Transportation System Plans (TSPs) or public works standards to encourage transportation improvements that support the land use and development alternatives and remove barriers.

Local governments should encourage different road designs for Corridors in their TSPs or public works standards, remove policy obstacles, and acknowledge the importance of road improvements, streetscape, and funding as alternatives to achieve 2040 Corridor objectives. See also R.3 related to funding.

What type: Revise TSPs (regulatory) during updates and refinements
Who: Local jurisdictions
When: Immediate/ongoing

L2: Rezone the neighborhood corridor segments to limit the amount of retail and allow for the density of residential, office, lodging, institutional and limited commercial uses envisioned by the land use and development alternatives.

This could be achieved through the following policy changes:

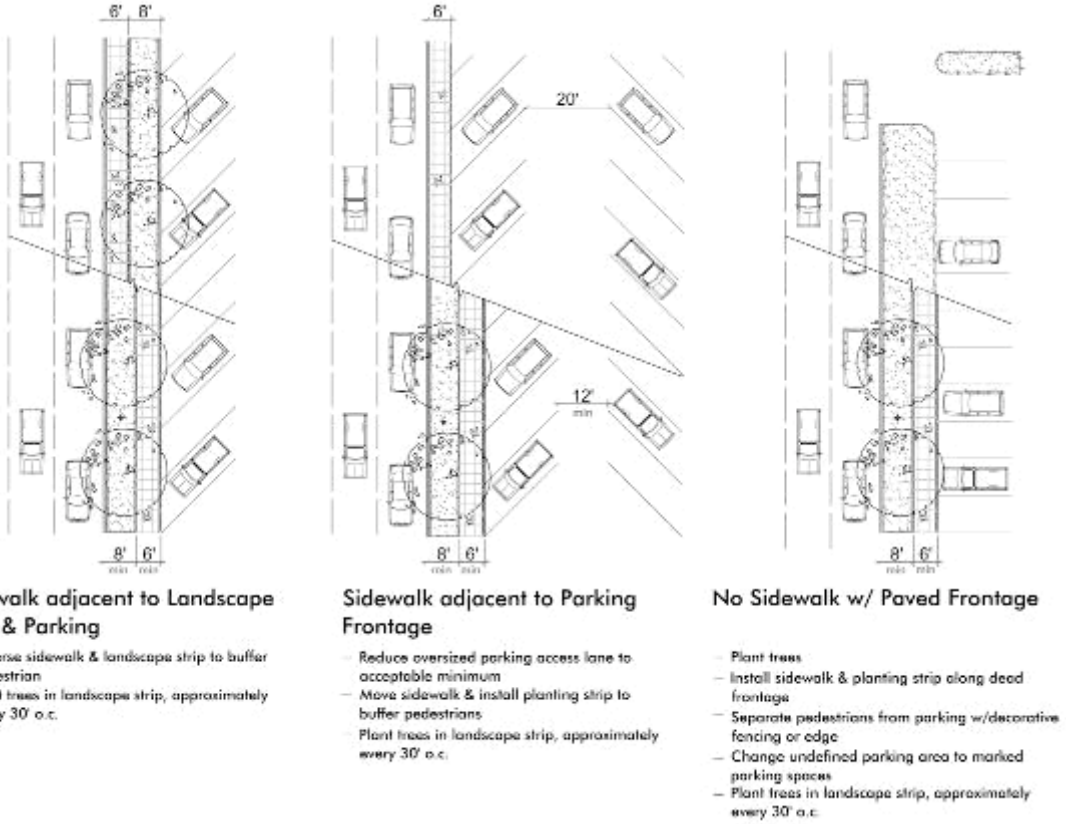
- Examine commercial zoning types along corridors, see if the following designations could apply, create a vision for each corridor, and match local districts as appropriate to the following zoning categories. Create new districts (or existing Corridor commercial zoning districts as needed) in Development Code with use restrictions, design standards that buffer adjacent single-family residential areas.
- In terms of applying the districts, work with local private organizations such as chamber of commerce or local business groups to get property owners to voluntarily apply the new districts and make the changes "friendly legislative changes" or streamlined individual zone changes consistent with a locally adopted corridor plan.
- New district categories:
  - Regional Center Support: allows big box, auto-oriented development
  - Workplace District: allows employment uses (both commercial and industrial)
  - Corridor Neighborhood: a new district that allows mid- to high-density residential, office, lodging, and other limited commercial uses)
  - Neighborhood Center: Allows mixed-use and a concentration of neighborhood oriented retail, such as an anchor grocery store with additional retail. Expected retail building sizes would be less than 40,000 square feet and would have building orientation towards the street. The uses include retail, small offices, and residential above ground floor non-residential uses.

What type: Regulatory
Who: Local jurisdictions
When: Immediate/ongoing

L3: Implement transportation and street-design strategies to support the land use and development alternative. Improvements could include:

- Standards for "public frontage," sidewalk location, and street tree planting (where appropriate) for new development.
- Volunteer tree planting and publicly/privately funded maintenance programs.
- Redevelopment (required or encouraged) off street-side parking lots and frontages to achieve better pedestrian protections, as shown in Figure B-1.

Figure B-1. Possible right-of-way and street front parking configurations, Beaverton-Hillsdale Highway and Canyon Road case study corridors, 2005



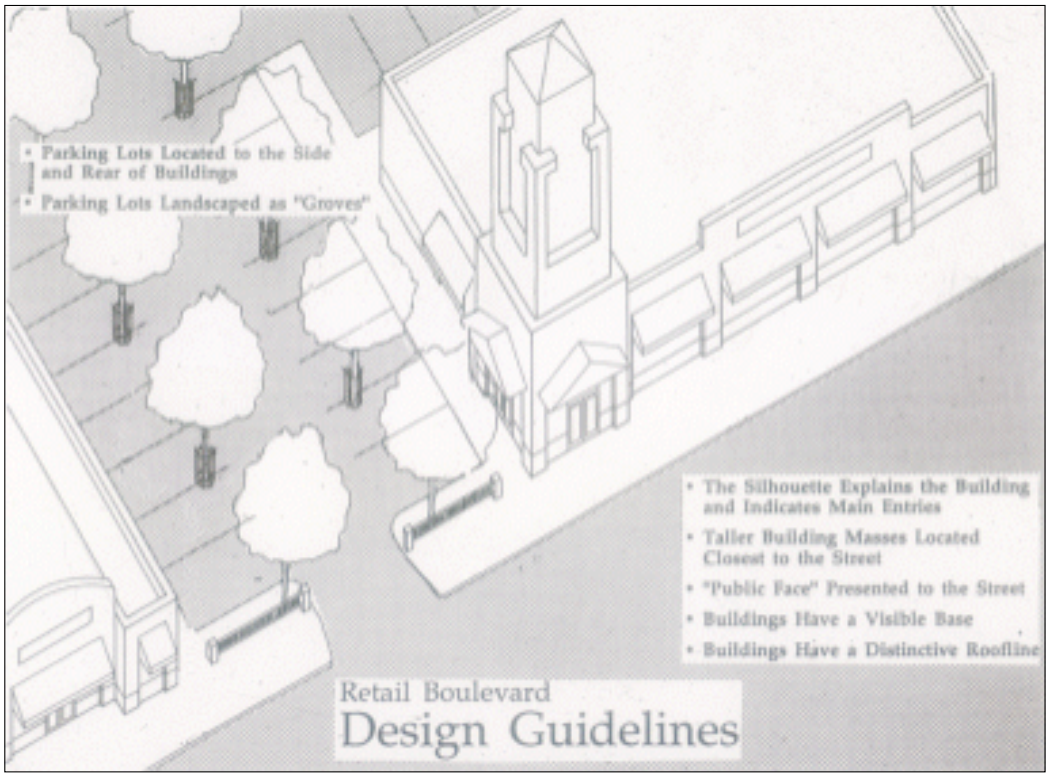
Source: Freedman Tung & Bottomley, 2005.

What type: Revise TSPs, fund streetscape improvements
Who: Local jurisdictions
When: Immediate/ongoing

L4: Review current codes for appropriate design guidelines and development standards for retail in corridors. The appropriate standards should include:

- Minimum building heights for retail buildings
- Maximum building setbacks (or "build to" lines) to a certain percentage of "frontage coverage" along street lot lines
- Public street frontage requirements
- Public street network circulation and spacing guidance
- Limitations on parking location and design (to the side and rear and with "orchard" landscaping of one tree per five spaces and exterior screening)
- Building entrances oriented to streets as well as parking lots
- Limits on building massing (required "breaks" and/or material/color changes)
- Design of open air storage and display

Figure B-2. Example of retail design, (side of building with parking)



Source: Freedman Tung & Bottomley, 2005.

What type: Revise TSPs, fund streetscape improvements
Who: Local jurisdictions
When: Immediate/ongoing

L5: Provide incentives to encourage the redevelopment of Corridors. There are numerous regulatory and non-regulatory incentives that local jurisdictions could provide to property owners and developers to encourage implementation of 2040 Corridor objectives. Other studies on Centers[2] describe regulatory and non-regulatory tools to increase density. Many of these tools are appropriate in Corridors, if the objective of the regulation or incentive is changed to the 2040 Corridor objectives.

Examples of regulations that encourage the redevelopment of Corridors:

- Regulatory relief in the permitting process or design standards.
- Mixed-use zoning in neighborhood centers with limited application in neighborhood corridors.
- Interim development standards that limit development through large lot zoning, development moratoria, or land banking until the land can be developed at planned densities.
- Shadow platting to allow infill of higher density uses in the future.

Examples of incentives are:

- Form of Vertical Housing District(s) to provide incentives for mixed use and higher intensity developments. Review or "audit" existing code specifications for residential densities so that residential densities are appropriate (not too high or too low) for the desired, or expected development.
- Conduct research and education to inform property owners, developers, and others of the long-term benefits of implementing the 2040 Corridor objectives.
- Purchase or transfer of development rights that allow for property owners to purchase development rights from M37 claimants to increase the density of development on their property (or other benefit).
- Purchase small parcels of land and assemble them into larger parcels for easier development.

What type: Regulation and incentives
Who: Local jurisdictions
When: Immediate/ongoing

[2] *The Beaverton Downtown Regional Center Development Strategy*, (2004), a study of Metro Centers, and *Metro Urban Centers: An Evaluation of the Density of Development*, (2001).