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Appendix 6:

# Requests from local jurisdictions to amend their regional design types

August 2010



Metro | *People places. Open spaces.*

## About Metro

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

A regional approach simply makes sense when it comes to protecting open space, caring for parks, planning for the best use of land, managing garbage disposal and increasing recycling. Metro oversees world-class facilities such as the Oregon Zoo, which contributes to conservation and education, and the Oregon Convention Center, which benefits the region's economy

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On file at Metro:

Summary of existing Metro policies on centers

Local jurisdiction requests to change center designations

## **BACKGROUND AND INTRODUCTION**

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

### **The 2040 Growth Concept Map**

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

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

### **Policies that guide center designations**

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

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

<b>Policy</b>	<b>Regional Centers</b>	<b>Town Centers</b>
Accessible	The center is accessible to hundreds of thousands of people.	The proposed center is accessible to tens of thousands of people.
Zoning	The area is zoned for a mix of housing types to provide housing choices.  The area is zoned to allow the number of residents and employees needed to support High Capacity Transit.	The area is zoned for a mix of uses that makes, or will make the center walkable.
Enhancement strategy	The city has adopted a strategy of actions and investments to enhance the proposed center.	The city has adopted a strategy of actions and investments to enhance the proposed center.
Public Transit	The area is served by high-capacity transit or is proposed to be served in the 2035 Regional Transportation Plan (RTP) and meets or is planned to meet the transit system design standards proposed in the RTP.	The area is served by public transit.
Multimodal and connectivity standards	The city has adopted a plan for a multimodal street system that meets or will meet connectivity standards in the Regional Transportation Plan.	The city has adopted a plan for a multimodal street system that meets or will meet connectivity standards in the Regional Transportation Plan.
Non-SOV targets	The city has adopted a strategy that calls for actions and investments to meet the non-SOV modal targets in the RTP.	The city has adopted a strategy that calls for actions and investments to meet the non-SOV modal targets in the RTP.
Parking Management	The city has a parking management program consistent with that in the recently adopted RTP.	The city has a parking management program consistent with that in the recently adopted RTP.

**Other considerations**

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

economic and market realities. To anticipate these concerns over potential new or relocated centers, the three local jurisdictions have been asked to respond to additional considerations:

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

## REQUESTS FOR CENTER CHANGES

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

### Happy Valley Town Center

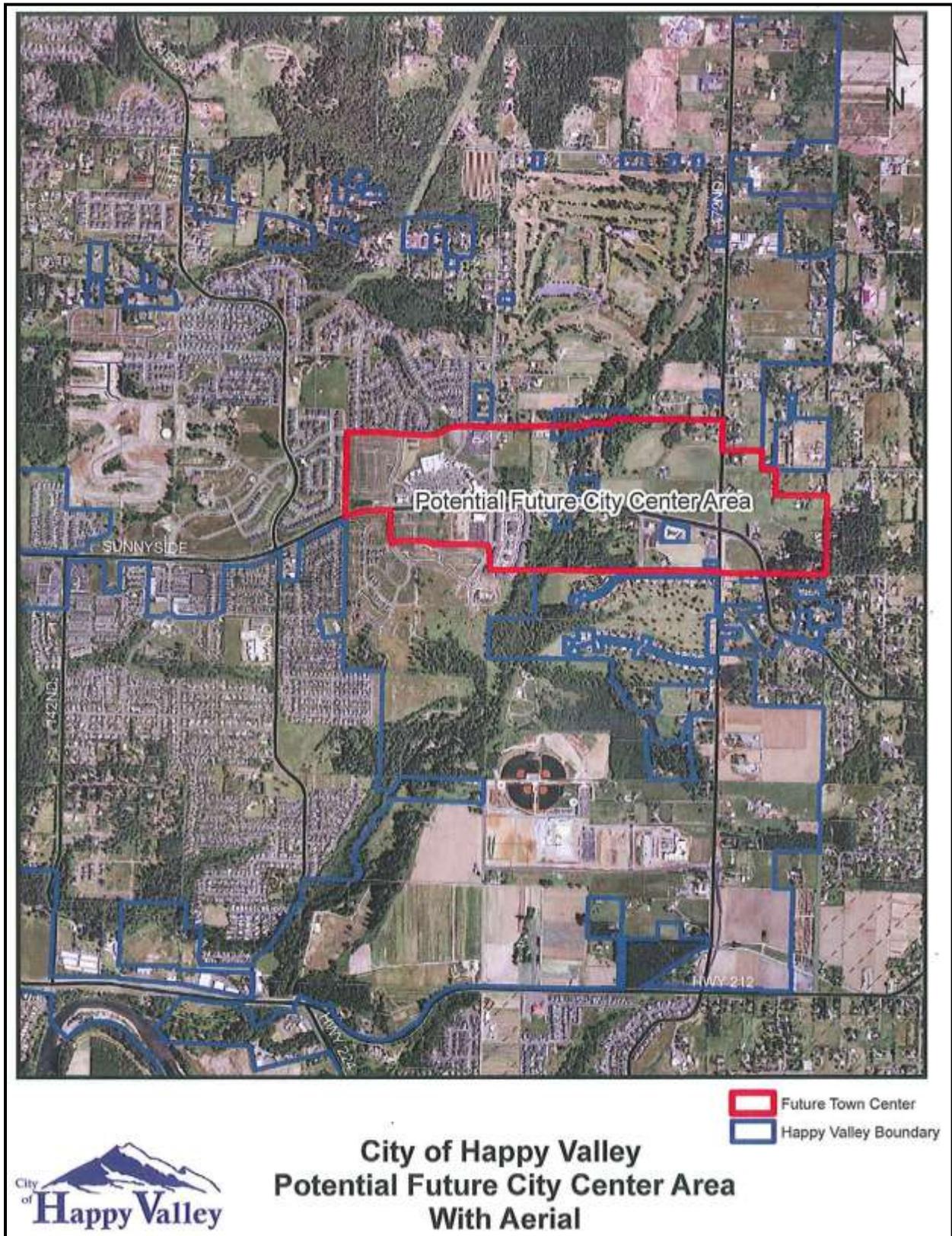
Happy Valley has requested a relocation of their existing Town Center designation from King Road to Sunnyside/SE 172<sup>nd</sup>, about two to three miles to the east, to a commercial area called, coincidentally, the Happy Valley Town Center. Fifteen years ago, when the 2040 Growth Concept was adopted,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

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

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



Figure 2: Proposed Happy Valley Town Center location



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

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

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

### Happy Valley - summary and recommendations

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

### **Cornelius Town Center**

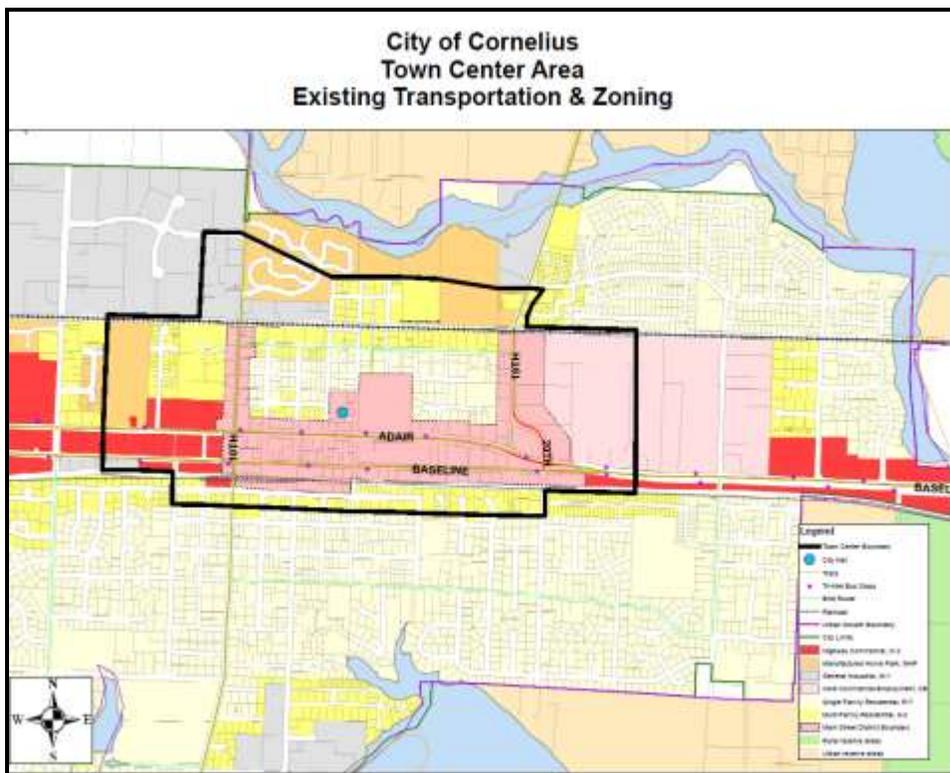
The City of Cornelius has requested to change the designation in their downtown from a Main Street to a Town Center. Cornelius is the only city in the Metro area that does not have or share a Town Center designation. While other Main Street designations on the 2040 map are typically ½ block deep along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

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

Figure 3: N. Adair Street in proposed Cornelius Town Center



Figure 4: Proposed Cornelius Town Center Boundary



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

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

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

Cornelius - summary and recommendations

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

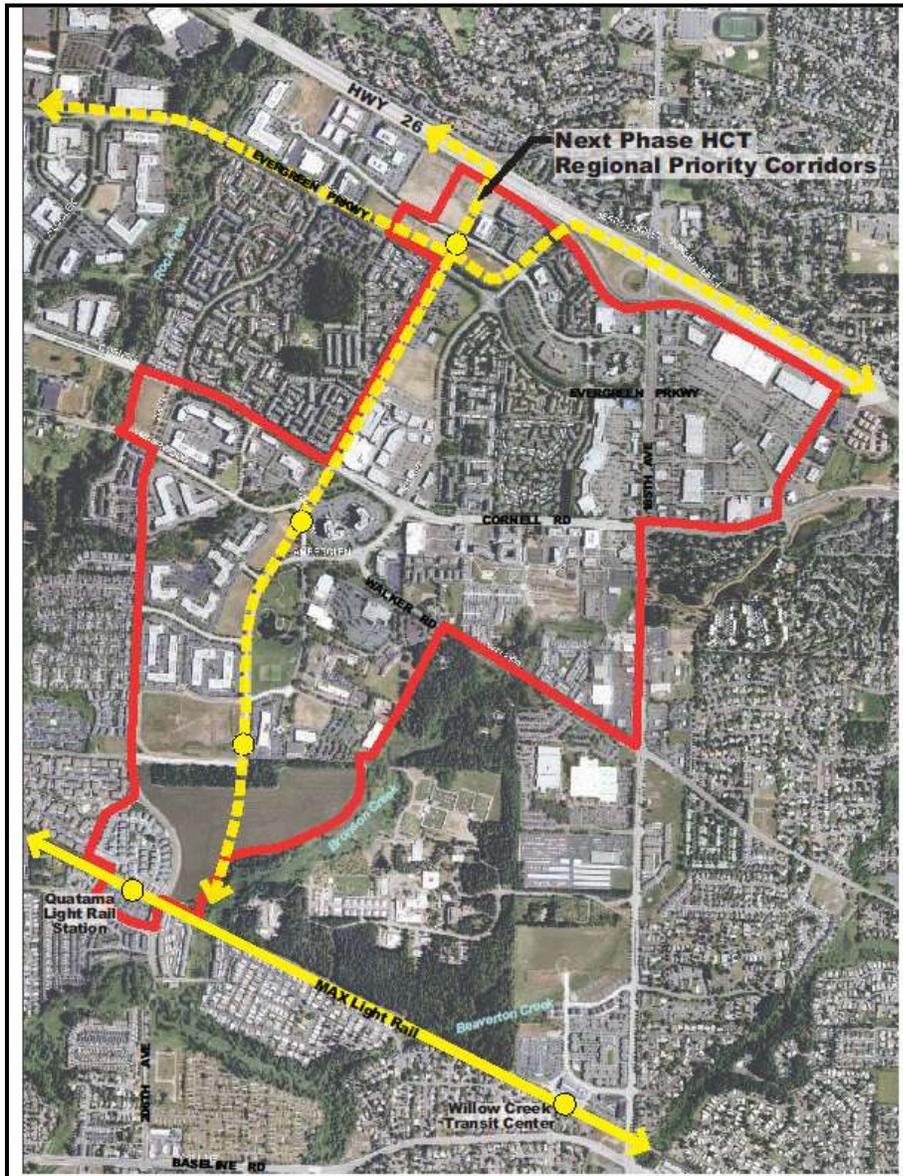
Main Street to Town Center to align this function with the regional vision. As one of the smaller towns in the Metro area with limited resources, future intensity and development of the Town Center will depend on continued public, private and non-profit partnerships and the COO advises that policy makers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

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

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

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

Figure 5: Proposed Tanasbourne/AmberGlen Center boundary



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

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

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

Tanasbourne / AmberGlen - summary and recommendations

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

## OTHER CHANGES TO THE 2040 MAP

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

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

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