



MEMO

TO: Stakeholder Working Group

FROM: Abbot Flatt, Associate Transportation Planner

RE: **Updated** Multimodal Mixed-Use Area **DRAFT** Boundary Recommendation

DATE: January 26, 2016

Since the initial multimodal mixed-use area (MMA) boundary recommendation, there has been significant work on the *CRC Connections* project. This memo summarizes the activities related to the MMA boundary recommendation since the August 2015 draft boundary recommendation, and updates the recommendation as to whether a multimodal mixed-use area boundary is appropriate and necessary to achieve the desired outcomes in the Clackamas Regional Center Area.

BACKGROUND

Clackamas County initiated the *CRC Connections* project to analyze the usefulness of designating an MMA in the Clackamas Regional Center Area (CRCA), a dominant activity center for both Clackamas County and the Portland metropolitan region.

1. *The Clackamas Regional Center Design Plan* includes the following vision for the area:

Over the next 20-50 years, the Clackamas Regional Center Area will be:

- *The dominant commercial and business center for the east Portland metropolitan area;*
- *A cultural, civic and transportation center for the east Portland metropolitan area;*
- *An area of diverse residential neighborhoods, commercial districts, natural features, and public attractions and spaces that serve both the local community and the region.*

This vision was supported by comments made at the joint Technical and Stakeholder working groups meeting in July 2015, which showed that people envision this area as a vibrant multimodal center for the community.

2. *The State Transportation Planning Rule (TPR)* allows an MMA designation to be applied by local governments to support the development of a vibrant mixed-use area. The designation may be applied to regional centers, main streets or other areas inside an urban growth boundary (UGB) where the local government determines that the following conditions exist:

- High-quality connectivity to and within the area by modes of transportation other than the automobile;
- A denser level of development of a variety of commercial and residential uses than in surrounding areas;
- A desire to encourage these characteristics through development standards, and
- An understanding that increased automobile congestion within and around the MMA is accepted as a potential trade-off.

An MMA designation is a specific tool that can be used when there are comprehensive plan or zoning code amendments that will be denied because of significant negative effects on vehicular mobility. After an MMA boundary is adopted, the amendments proposed for properties within the MMA do not need to be tested for significant effect on vehicle traffic congestion. Instead, the MMA provides flexibility in comprehensive plan and zone amendment review by allowing the use of other performance measures -- such as safety, the completeness of the pedestrian and bicycle networks, network connectivity and freight accessibility -- to evaluate the amendments. The MMA designation has a specific function and is used only during comprehensive plan and zone changes for analysis on state facilities (I-205).

INITIAL RECOMMENDATION

The initial recommendation was that adopting an MMA designation in the Clackamas Regional Center Area was not necessary to create a vibrant, multi-modal center. The primary reason was that the MMA designation is designed to be an alternative solution when significant, negative effects on vehicular mobility are expected to arise through zone changes or comprehensive plan amendments, and that is not expected in the CRCA under the current future land use scenario forecasts. The existing zoning designations allow, for the most part, a multimodal mixed-use community to evolve in the area.

UPDATED RECOMMENDATION

Since the initial boundary recommendation in August 2015, staff, consultants and agency partners have been working towards understanding the MMA designation and requirements if adopted.

- 1. Understanding the MMA Designation:** Clackamas County staff met with representatives from the Oregon Department of Transportation (ODOT), Metro and the Oregon Department of Land Conservation and Development (DLCD) to better understand the MMA designation. The MMA designation is an economic development tool that allows for flexibility when analyzing future land use scenarios – comprehensive plan and zoning code change proposals.

The initial recommendation to not adopt an MMA was based largely on analysis showing that for 2035, all intersections in the CRCA study area are expected to meet vehicle mobility standards. Thus, it seemed unnecessary to adopt an MMA. However, that analysis was based on forecasted numbers developed during the Great Recession of 2008. It is likely that these forecasted numbers projected a lower level of growth than will actually occur. Having an MMA designation in place will be helpful if updated forecasts show greater growth in the area. An MMA designation protects from the unknown – we know future numbers will show growth but we don't know when or to what extent this will occur.

An MMA gives developers assurance that if they apply for a comprehensive plan or zoning code amendment, they will not be required to invest in huge capacity improvements in a place where it is expensive and infeasible to build out of congestion.

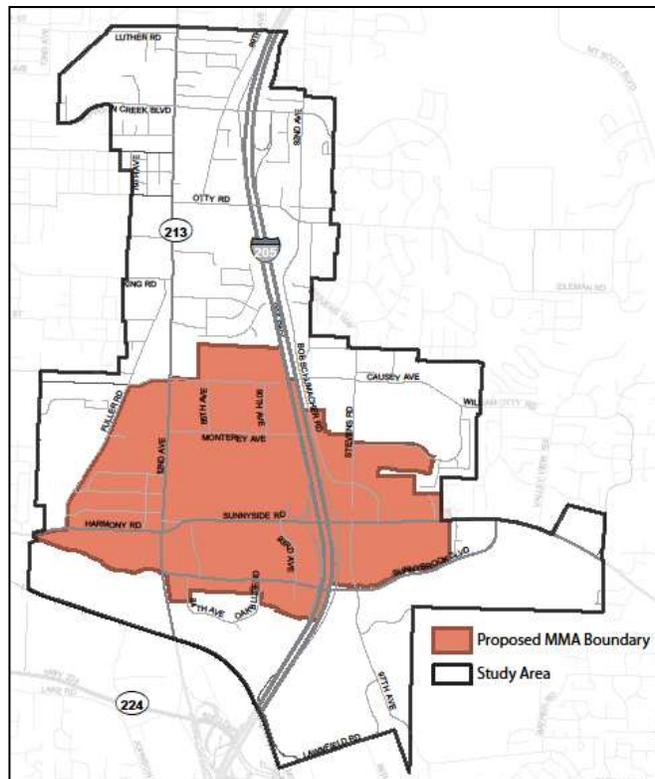
Additionally, an MMA prioritizes safety over vehicular mobility and in relationship to the CRC Connections Project, provides an opportunity for Clackamas County to adopt performance measures that support the density and multimodal vision and goals of the Clackamas Regional Center (CRC).

2. **ODOT Coordination:** Clackamas County and the consultants met with ODOT to discuss the requirements if an MMA is adopted. The Additional Needed Infrastructure project list was refined and the alternative performance measures were discussed. While the Memo of Understanding (MOU) for the MMA is still being developed, ODOT and the county reached agreement on a framework for a process and refined project list. The most notable change is to add a project to install “dump loops” on I-205 off-ramps to help prevent queues from forming on the I-205 mainline. Clackamas County and ODOT will work together to resolve queuing issues on I-205 and 82nd Avenue that create safety concerns.
3. **Alternative Performance Measures:** The Technical Working Group (TWG) proposes alternative performance measures within the potential MMA boundary. Within this area, the suite of alternative performance measures proposed is the same as those shown in Table 1 in the January 26th, 2016 Performance Measures Recommendation summary, except for the Volume-to-Capacity. Volume-to-Capacity is proposed to be used for development review and long range planning but not for comprehensive plan or zoning code amendments.

4. **Recommended MMA Boundary**

Location: The TWG proposes that the MMA designation be the same boundary as the Clackamas Regional Center for the following reasons:

- a. The MMA designation will support the unique characteristics of the regional center.
- b. The smaller CRC boundary (shown to the right) is already planned for high density mixed-use development with a multimodal transportation network. The larger CRC Design Area boundary is less supportive of an MMA.
- c. The MMA designation and proposed performance measures will help the CRC continue to develop according to the goals and vision as a dominant commercial and business center with a mix of cultural and residential uses.



NEXT STEPS

The Stakeholder Working Group (SWG) will review and discuss the MMA boundary proposal. The Project Management Team will collect comments from the SWG and integrate them into these memos.