



## MEMO

TO: Technical Working Group  
FROM: Abbot Flatt, Associate Transportation Planner  
RE: Multimodal Mixed-use Area Boundary Update  
DATE: April 4, 2016

---

The most recent Technical Working Group (TWG) and Stakeholder Working Group (SWG) meetings ended in agreement to move forward with the Multimodal Mixed-use Area (MMA) within the Clackamas Regional Center. This memo summarizes the activities related to the MMA boundary recommendation since the January 6, 2016 TWG meeting.

### MMA Boundary Recommendation Updates

Agency partners have been working towards implementing language for an MMA designation and requirements if adopted.

- 1. Stakeholder Working Group on February 3, 2016:** Though the SWG agreed to move forward with the MMA boundary, several members submitted comments after the meeting. Happy Valley's comments about how projects will get funded could not be resolved without a more involved discussion.
- 2. Happy Valley Coordination:** Clackamas County and Happy Valley met to discuss the potential ramifications of implementing an MMA. Happy Valley expressed concerns about a funding mechanism to implement the projects on the Additional Needed Infrastructure project list. Clackamas County is adopting the Additional Needed Infrastructure Project list to the Comprehensive Plan and the projects may be added to the System Development Charge project list. This will be determined in the next few months.
- 3. ODOT Coordination:** Clackamas County and ODOT continue to create language that will best reflect the intentions of the MMA and the discussions within the TWG and SWG meetings. A final meeting will take place between Happy Valley, ODOT and Clackamas County within the next month.
- 4. Clackamas County Comprehensive Plan and ZDO Draft Changes:** The attached document outlines County staff proposed changes to the Comprehensive Plan and ZDO. More refinement will take place as internal County staff and the TWG review and provide comments on the proposed changes.

### NEXT STEPS

The Technical Working Group (TWG) will review and discuss the attached Comprehensive Plan and ZDO changes. The proposed changes are highlighted. The Project Management Team will collect comments from the TWG before submitting to the May 4, 2016 SWG meeting.

**File ZDO-XXX**  
**Proposed Comprehensive Plan Amendments**  
**Draft Date 4/5/16**

Text to be added is underlined. Text to be deleted is ~~strikethrough~~.

## **CLACKAMAS REGIONAL CENTER AREA DESIGN PLAN**

*No changes are proposed to any of the preceding sections of the Clackamas Regional Center Area Design Plan.*

### **TRANSPORTATION POLICIES**

#### **XII. ROADS AND STREETS SYSTEM POLICIES**

- 1.0 Construct all roadway improvements identified in Map X-CRC-4 to maintain regional accessibility to the Regional Center and provide a network for all transportation modes that interconnects neighborhoods and districts, the Station Community, commercial areas, community centers, parks, libraries, employment places, other major activities, off-street pedestrian linkages, regional multi-use paths, and area greenway trails.
- 2.0 Street Connectivity Policies
  - 2.1 Develop a block and grid street network that serves all transportation modes with short and direct public right-of-way routes.
  - 2.2 In all new developments adjacent to corridor arterial streets, require public street, private street, or private driveway connections to provide traffic flow parallel to the arterial.
  - 2.3 On major arterial streets, encourage public or private street connections at intervals of no more than 660 feet. Encourage more frequent public or private connections on other streets, especially those in areas planned for mixed-use or dense development.
  - 2.4 To reduce the number of local trips using 82<sup>nd</sup> Avenue, require and develop local street and commercial driveway connections on the east side of 82<sup>nd</sup> Avenue from Causey Avenue to Otty

[10-CRC-1]

Road. These public or private connections shall be open to public access, and may be indirect if appropriate direct routes are not feasible. This policy applies to all land use, transportation, and development permits.

- 3.0 Require public local streets, private streets, and driveway connections between developments to provide public access and circulation between land uses and reduce local trips on collectors and arterials. This policy applies to all land use, transportation, and development permits.
- 4.0 In the Station Community, a network of public and private streets, including arterial, collector, and local streets, will provide excellent connectivity and pedestrian access to support transit access and utilization. Generally blocks will be no more than 450 feet in length.
- 5.0 ~~Except as established by Policies 6.1 and 6.2, apply the following performance evaluation measures to~~ portions of streets located within the Regional Center boundary or Fuller Road Station Community boundary ~~(consistent with Metro Regional Transportation Plan standards for Centers and Station Communities)~~ shall be as follows:

**Commented [JH1]:** This reference is unnecessary.

**Performance Evaluation Measures  
Clackamas Regional Center or Fuller Road Station Community  
Weekday Mid-day and PM Peak Periods**

	Maximum Volume to Capacity (V/C) Ratio by Weekday Peak Periods		
	Mid-day, One-Hour Peak	1 <sup>st</sup> Hour, PM Peak Period	2 <sup>nd</sup> Hour, PM Peak Period
All street segments and intersections	0.99	1.1	0.99

~~6.0 Designate the Regional Center as a multimodal mixed-use area (MMA).~~

**Commented [JH2]:** We may want to consider adding just a little context to this policy statement (i.e., a phrase that give some reason why we want to do this).

~~6.1 For land use plan designation amendments and zone changes in the MMA, waive the performance evaluation standards for transportation facilities in the MMA, except as established by Policy 6.2.~~

**Commented [JH3]:** Do we intend for this to apply to Plan amendments as well as zone changes, as allowed by the TPR? This may warrant additional discussion as it would apply to sites other than the planned-but-not-yet zoned PMU site we've previously discussed (e.g., someone wanting to change from Regional Center Office to Regional Center Commercial where opportunities for retail uses are greater).

~~6.2 For land use plan designation amendments and zone changes in the MMA, apply performance evaluation standards consistent with~~

[10-CRC-2]

the memorandum of understanding between the County and the Oregon Department of Transportation to transportation facilities in the MMA that are under the jurisdiction of the State of Oregon.

**Commented [JH4]:** This reference may need to be edited and/or a reference to the Roadway Standards added.

**Commented [JH5]:** There may be a better way to refer to these but this is consistent with ZDO 1202. It does beg the question about what we mean by "transportation facilities." Shari proposed using "state principal arterial street segments and intersections."

**76.0** Apply the following performance evaluation measures to portions of streets located within the Clackamas Regional Center Design Plan Area, but outside the Regional Center boundary and the Fuller Road Station Community boundary, shall be as follows:

**Performance Evaluation Measures  
Clackamas Regional Center Design Plan Area (outside the Regional Center  
and Fuller Road Station Community)  
Weekday Mid-day and PM Peak Periods**

	Maximum Volume to Capacity (V/C) Ratio by Weekday Peak Periods		
	Mid-day, One-Hour Peak	1 <sup>st</sup> Hour, PM Peak Period	2 <sup>nd</sup> Hour, PM Peak Period
All street segments and intersections	0.90	0.99	0.99

**87.0** Monitor transportation conditions in the 82<sup>nd</sup> Avenue Corridor to determine if Comprehensive Plan strategies are contributing to the attainment of performance evaluation measures as identified in Policies 5.0 and 76.0, above.

**Commented [JH6]:** Will we also be evaluating the MMA standards cited in new Policy 6.2?

**98.0** Provide for roadway and infrastructure improvements sufficient to support minimum planned development intensity and density.

**98.1** The Clackamas Regional Center Area Design Plan includes transportation and infrastructure planning that identifies certain needed roadway and infrastructure improvements necessary to support future development in the Regional Center.

**Commented [JH7]:** We may want to add map references here as it's not clear where this "planning" can be found. Any infrastructure analysis beyond transportation does not appear to be in Chapter 10 and shouldn't be in the transportation /roads and streets system policies section anyway. Maps 10-4 through 10-8 all pertain to transportation (not all to roadways, however) and 10-4 will be amended to reflect the new projects we've identified as part of the MMA work. There may be relevant Chapter 5 maps as well. (I can't recall whether we updated the Chapter 10 maps to be consistent with the Chapter 5 maps.)

**98.2** These improvements, in conjunction with frontage improvements normally and legally exacted concurrent with development, are sufficient to support the minimum planned development intensity and density within the Regional Center. Developers in the Regional Center are entitled to rely on the improvements that are listed as funded in the Five-Year Capital Improvement Plan Program, as if they are already in place when

[10-CRC-3]

submitting a master plan at the minimum densities and for approval of each phase of a multi-phase development project.

**Commented [JH8]:** Inconsistent with ZDO 1007 concurrency analysis for development review. Should resolve now or in conjunction with ZDO audit of 1007.

98.3 Amendments to the Comprehensive Plan or Zoning and Development Ordinance or changes in the land use plan designation or zoning district designation for property within the Regional Center shall not be authorized unless it is demonstrated that the improvements described in Policies 8.1 and 8.2 will remain adequate to support planned development intensity and density for the Regional Center.

**Commented [JH9]:** This seems to me to be another way of applying a performance standard. However, I'm not sure what "adequate" is if we have no zone change performance standard in the MMA. Amendments to this policy should be discussed further.

### **XIII. TRANSIT POLICIES**

- 1.0 Coordinate with Tri-Met to implement Clackamas Regional Center Area transit service improvements planned in the Tri-Met Primary Transit Network and Tri-Met Choices for Livability, and implement additional transit improvements identified on Map X-CRC-6.
- 2.0 Coordinate with Tri-Met, Metro, the Oregon Department of Transportation, and other agencies in funding and implementing the planned Clackamas Regional Center Area transportation improvements identified on Map X-CRC-6.
- 3.0 Coordinate with Tri-Met in evaluating a fareless square for the Clackamas Regional Center Area.
- 4.0 Coordinate with a Transportation Management Association (TMA) to develop and operate a frequent, fareless or low-fare Loop Shuttle Service. A conceptual alignment for the shuttle service is indicated on Map X-CRC-6; the actual alignment is to be determined by Tri-Met and the TMA.
- 5.0 Establish park-and-ride lots at the periphery of the Regional Center. Future shuttle bus routes should include stops at potential park-and-ride sites and employer locations.
- 6.0 To improve transit speed and the capacity of 82<sup>nd</sup> Avenue, add bus queue bypass lanes which allow buses to bypass auto traffic at traffic signals.
- 7.0 Coordinate with Tri-Met to encourage and support development of structured park-and-ride lots at high-capacity transit stations. When surface parking facilities are provided, encourage TriMet to re-use these sites for transit-oriented development.

[10-CRC-4]

**XIV. PEDESTRIAN AND BIKEWAY NETWORK POLICIES**

- 1.0 Construct all pedestrian and bikeway network improvements identified on Maps X-CRC-3, X-CRC-7, and X-CRC-7a, and in the Clackamas Regional Center Pedestrian/Bicycle Plan adopted by reference in Appendix A, in order to provide a network connecting Clackamas Regional Center Area neighborhoods and districts with transit stops, commercial areas, community centers, parks, libraries, employment places, other major activities, off-street pedestrian linkages, regional multi-use paths, and area greenway trails. Other local pedestrian and bikeway network improvements may be identified and developed during land use review and as part of public improvements.
- 2.0 Collaborate with public agencies and private property owners, as appropriate, to implement the sign plan element of the Clackamas Regional Center Pedestrian/Bicycle Plan adopted by reference in Appendix A.
- 3.0 Consider the prioritized list of projects identified in the Clackamas Regional Center Pedestrian/Bicycle Plan adopted by reference in Appendix A, when allocating public funds for pedestrian and bicycle network improvements in the Regional Center.
- 4.0 In the development review process, new residential and mixed-use developments within the Station Community, Corridors, and Regional Center shall encourage pedestrian and bicycle travel by:
  - 4.1 Providing direct and convenient public right-of-way routes connecting residential uses with planned commercial uses, schools, parks, and other neighborhood facilities.
  - 4.2 Providing bike and pedestrian connections on public easements or right-of-way when full street connections are not possible, with connection spacing of no more than 330 feet, except where topography, barriers such as freeways, railroads, or environmental constraints such as streams, rivers, slopes, or environmentally sensitive areas prevent street extension.
- 5.0 Sidewalks shall be constructed on all public and private streets in the Clackamas Regional Center Area, subject to topography and environmental constraints.

[10-CRC-5]

**XV. TRANSPORTATION DEMAND MANAGEMENT**

- 1.0 Work with Clackamas Regional Center Area employers and businesses to develop strategies that will reduce vehicle miles traveled to decrease congestion and improve air quality. Strategies to be considered include, but are not limited to, the following:
- 1.1 Employer strategies that increase vehicle occupancy, encourage work trips outside peak travel times, and promote telecommuting.
  - 1.2 Facility improvements to encourage non-auto transportation modes, including:
    - building the area bike/pedestrian network;
    - implementing transit preference systems that give buses advantage over other vehicles;
    - providing transit and pedestrian amenities such as covered bus stops and lighting; and
    - providing on-site shower and dressing areas.
  - 1.1 Identifying County resources and incentives needed to promote and develop transportation demand management (TDM) programs for 82nd Avenue employers, and monitor the performance of 82nd Avenue corridor TDM programs conducted by employers.
- 2.0 Develop a Transportation Management Association (TMA) with businesses within the Clackamas Regional Center Area and Tri-Met to manage TDM strategies and operate a Loop Shuttle Service.
- 3.0 Work with employers and businesses within the Regional Center boundary and other targeted TDM areas to initiate a TMA to manage area TDM strategies and operate a Loop Shuttle Service.

**XVI. ACCESS MANAGEMENT**

- 1.0 Implement the following access management standards on 82<sup>nd</sup> Avenue within the Clackamas Regional Center Area.
- 1.1 Consolidate driveways/accesses to the targets shown on Map X-CRC-8.
  - 1.2 Reduce signal spacing requirements from 1,320 feet to 500 feet, contingent on maintaining adequate signal progression.

[10-CRC-6]

- 1.3 Coordinate with the Oregon Department of Transportation to reassess 82nd Avenue access management standards if the balance of efficient traffic flow with local access needs changes as adjacent land uses develop to the Corridor and Boulevard designs.
- 2.0 Develop Clackamas Regional Center Area access management standards for the other areas of the Clackamas Regional Center Area that:
  - 2.1 Require driveway/access spacing to support the County functional classification of the road.
  - 2.2 Require new driveways/accesses to line up with driveways/accesses or public streets on the opposite side of the Corridor to promote safety and efficient access and egress.
  - 2.3 Encourage shared driveways/accesses with adjacent properties to meet minimum driveway access spacing standards that support the functional classification of the road.
  - 2.4 Encourage connecting driveways/accesses with adjacent properties.
  - 2.5 Require developments to provide rear access to public streets whenever feasible.
- 3.0 Other than the new public street access identified on Map X-CRC-8, do not allow additional access on Johnson Creek Boulevard between 82<sup>nd</sup> Avenue and I-205.

**XVII. PARKING STANDARDS**

- 1.0 Encourage more efficient land use, promote non-auto trips, and improve air quality within the Clackamas Regional Center Area by establishing, by zoning, minimum and maximum parking ratios.
- 2.0 Encourage parking on all local and collector street classifications to provide a buffer between pedestrians and vehicle traffic, and provide public shared parking.

[10-CRC-7]

No changes are proposed to any of the subsequent sections of the Clackamas Regional Center Area Design Plan.

[10-CRC-8]



**File ZDO-XXX  
Proposed Zoning and Development Ordinance Amendments  
Draft Date 4/5/16**

Text to be added is underlined. Text to be deleted is ~~strikethrough~~.

**1202 ZONE CHANGES**

---

1202.01 PURPOSE AND APPLICABILITY

Section 1202 is adopted to provide standards, criteria, and procedures under which a change to the zoning maps (hereinafter referred to as a zone change) may be approved.

1202.02 SUBMITTAL REQUIREMENTS

In addition to the submittal requirements identified in Subsection 1307.07(C), an application for a zone change shall include a site plan of the subject property showing existing improvements, and a vicinity map showing the relationship of the subject property to the surrounding area. An application for a zone change to NC District also shall include:

- A. The requirements listed in Subsection 1102.02;
- B. A vicinity map, drawn to scale, showing the uses and location of improvements on adjacent properties and properties across any road; and
- C. A site plan, drawn to scale, showing the following:
  - 1. Property dimensions and area of property;
  - 2. Access to property;
  - 3. Location and size of existing and proposed improvements showing distance from property lines and distance between improvements;
  - 4. Location of existing and proposed parking; and
  - 5. Location of existing and proposed pedestrian and bicycle facilities, including pedestrian rest and gathering areas.

1202.03 GENERAL APPROVAL CRITERIA

A zone change requires review as a Type III or IV application pursuant to Section 1307, *Procedures*, and shall be subject to the following standards and criteria:

CLACKAMAS COUNTY ZONING AND DEVELOPMENT ORDINANCE

- A. The proposed zone change is consistent with the applicable goals and policies of the Comprehensive Plan.
- B. If development under the proposed zoning district designation has a need for any of the following public services, the need can be accommodated with the implementation of the applicable service provider's existing capital improvement plan: sanitary sewer, surface water management, and water. The cumulative impact of the proposed zone change and development of other properties under existing zoning designations shall be considered.
- C. The transportation system is adequate, as defined in Subsection 1007.09(D), and will remain adequate with approval of the proposed zone change. Transportation facilities that are under the jurisdiction of the State of Oregon are exempt from Subsection 1202.03(C). In addition, if the proposed zone change is for property in the Clackamas Regional Center, transportation facilities in the Clackamas Regional Center are exempt from Subsection 1202.03(C). For the purpose of this criterion:
1. The evaluation of transportation system adequacy shall include both the impact of the proposed zone change and growth in background traffic for a 20-year period beginning with the year that a complete zone change application is submitted pursuant to Section 1307.
  2. It shall be assumed that all improvements identified in Comprehensive Plan Table 5-3a, *20-Year Capital Projects*; the Statewide Transportation Improvement Plan; and the capital improvement plans of other local jurisdictions are constructed.
  3. It shall be assumed that the subject property is developed with the primary use, allowed in the proposed zoning district, with the highest motor vehicle trip generation rate.
  4. Transportation facility capacity shall be calculated pursuant to Subsection 1007.09(E).
  5. A determination regarding whether submittal of a transportation impact study is required shall be made based on the Clackamas County Roadway Standards, which also establish the minimum standards to which a transportation impact study shall adhere.
- D. The proposed zone change, as it relates to transportation facilities under the jurisdiction of the State of Oregon, complies with the Oregon Highway Plan. If the proposed zone change is for property in the Clackamas Regional Center, transportation facilities in the Clackamas Regional Center are exempt from this standard and shall instead comply with Section XXX of the Clackamas County Roadway Standards.
- E. Safety of the transportation system is adequate to serve the level of development

1202-2

**Commented [JH1]:** Verify that the OHP does not include the relevant MMA provisions. If it does, no amendment of this subsection is needed. This approach presumes that the technical standards required by ODOT will be added to the Roadway Standards.

CLACKAMAS COUNTY ZONING AND DEVELOPMENT ORDINANCE

anticipated by the proposed zone change.

1202.04 NC DISTRICT APPROVAL CRITERIA

If the application requests a zone change to NC District, approval of the zone change shall include approval of a specific use for the subject property, including a specific site development plan.

- A. In addition to the standards and criteria in Subsection 1202.03, a zone change to NC District shall be subject to the following standards and criteria:
1. The characteristics of the subject property are suitable for the proposed use considering size, shape, location, topography, existence of improvements, and natural features.
  2. The proposed use will not alter the character of the surrounding area in a manner that substantially limits, impairs, or precludes the use of surrounding properties for the primary uses allowed in the zoning district(s) in which surrounding properties are located.
  3. The proposed use complies with any applicable requirements of the NC District and any overlay zoning district(s) in which the subject property is located, Section 800, *Special Use Requirements*, and Section 1000, *Development Standards*.
- B. Design review pursuant to Section 1102, *Design Review*, is not required for a use approved through a zone change to NC District. Modifications to the approved use, including the approved site development plan, shall be processed pursuant to Subsection 1307.16(M) or Section 1309, *Modification*.

1202.05 ALTERNATE ZONING DISTRICT DESIGNATION

An application for a zone change may include a request for the approval of an alternate zoning district designation if it is found that the applicant's preferred designation does not comply with the approval criteria but the alternate designation does.

[Amended by Ord. ZDO-224, 5/31/11; Amended by Ord. ZDO-230, 9/26/11; Amended by Ord. ZDO-246, 3/1/14; Amended by Ord. ZDO-250, 10/13/14; Amended by Ord. ZDO-248, 10/13/14; Amended by Ord. ZDO-253, 6/1/15]