

# Happy Valley Town Center

## Existing Conditions Report

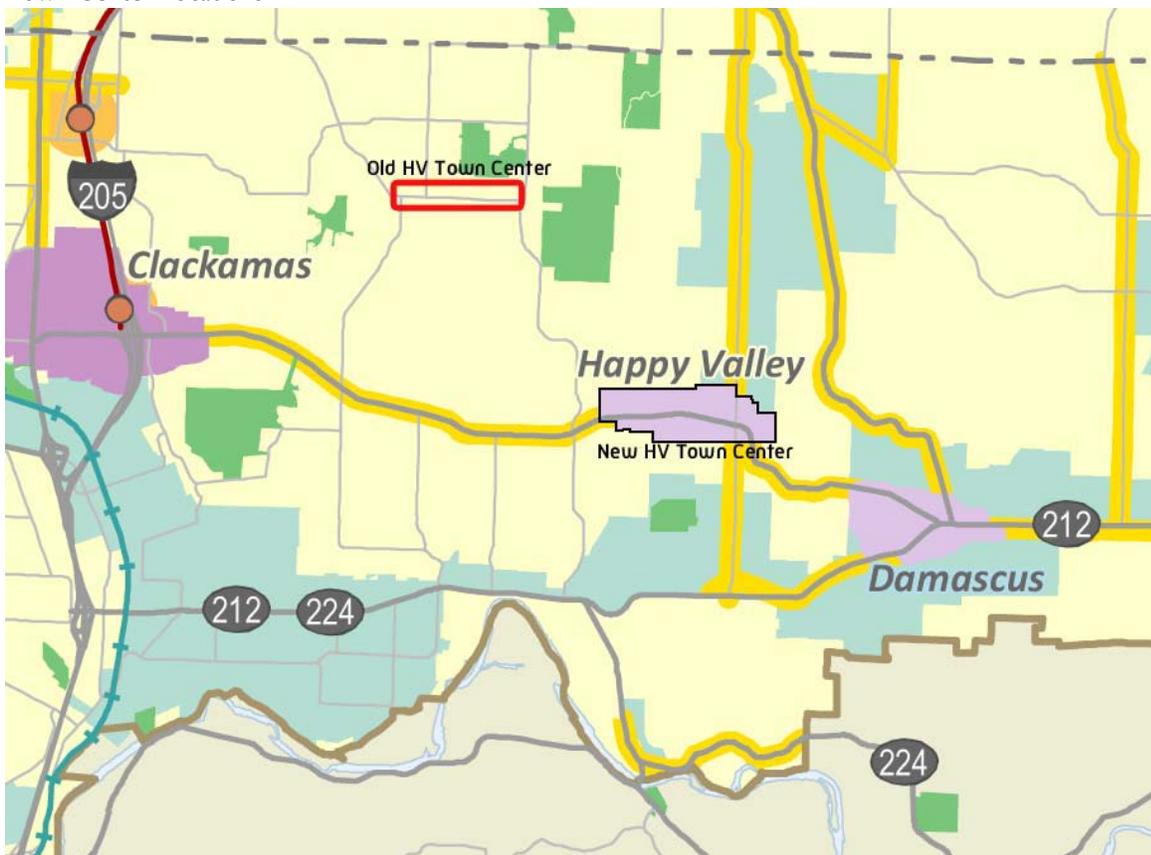
May 24, 2011

### Introduction

The Happy Valley Town Center project's intent is to re-locate the City of Happy Valley's town center along Sunnyside Road and to provide regulatory and strategic tools to support a viable town center. The current Town Center designation for Happy Valley is along King Road and it is insufficient for Happy Valley's town center needs as it has relatively poor transportation accessibility, lacks commercial zoning, and has little potential to support any rezoning for a mix of uses. The new proposed location for the town center along Sunnyside Road, between approximately 157<sup>nd</sup> and 172<sup>nd</sup> Avenues, is an area served by transit and designated for a variety of higher density housing, commercial and mixed uses.

This project will identify plan and zone designations, along with other development regulations, that will provide the City with a centralized mix of uses to support the vitality of the new Happy Valley Town Center.

Figure 1: Excerpt from Metro 2040 Growth Concept Map showing existing and new Happy Valley Town Center Locations

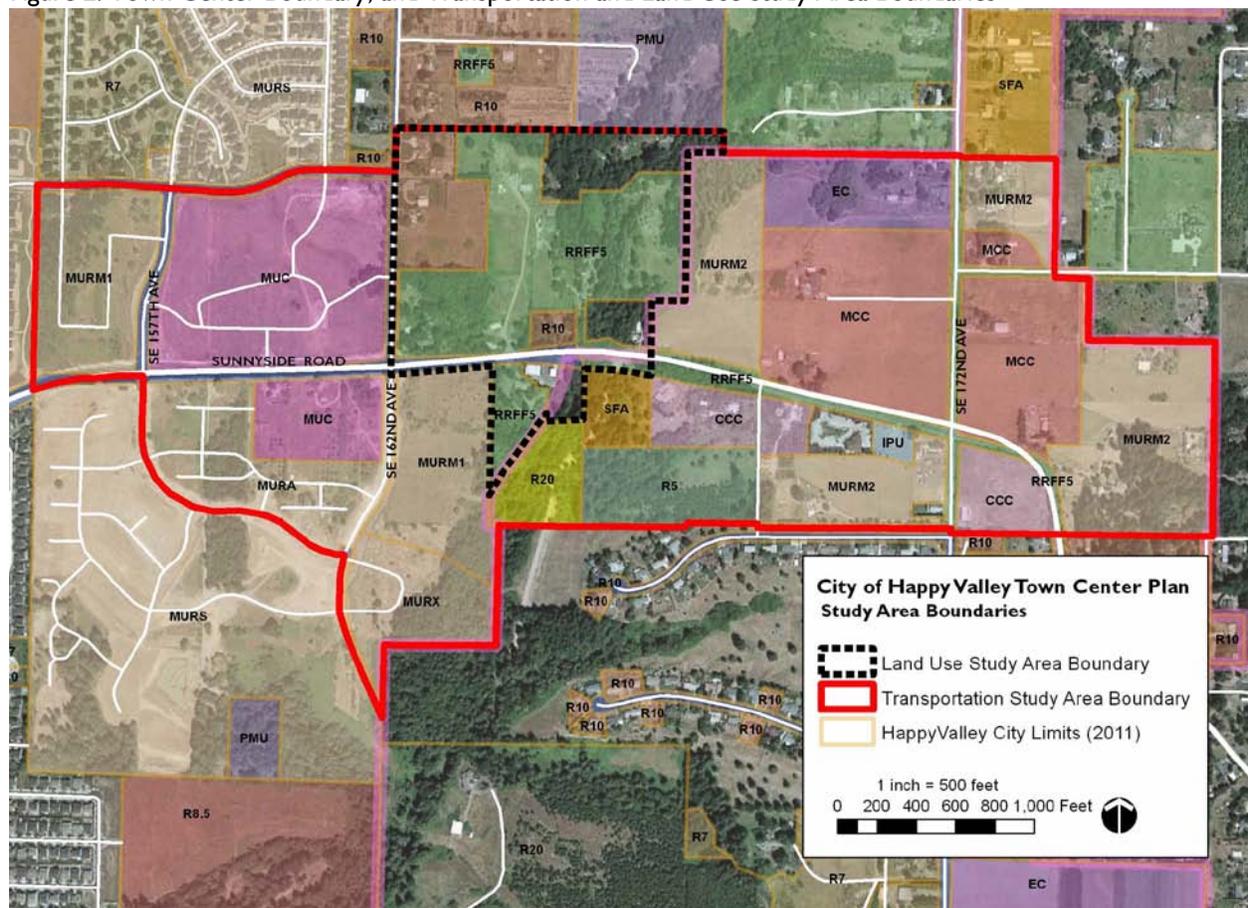


## Study Area

This project has two study areas, one for land use, and one for transportation. The transportation study area matches the proposed Town Center Boundary, as outlined in Figure 2 below, and in Appendix 1: Proposed Happy Valley Town Center Base Map. The proposed Town Center Boundary covers approximately 225 acres and includes two major arterials (Sunnyside Road and 172<sup>nd</sup> Ave), three collector streets (162<sup>nd</sup> Ave, 157<sup>th</sup> Ave and Misty Drive), and two local streets (Happy Valley Town Center Drive and Kingbird Drive). This area also includes three intersections with traffic signals and one intersection that is all way stop controlled. The remaining intersections are two-way stop controlled. More information on the existing transportation features is included in the next section of this report.

The land use study area is a smaller area of the proposed town center boundary that focuses specifically on parcels that will be studied for a potential new zone designation that provides opportunities for commercial and mixed use development that may not be possible under the current zone designations. See Figure 2 below for the approximate boundary of the land use study area.

Figure 2: Town Center Boundary, and Transportation and Land Use Study Area Boundaries



# Existing Land Use and Transportation Features

## Existing Land Use

Within the proposed Town Center Boundary, the majority of the properties are within the city limits and have a mix of zoning designations. The parcels on the east side of the Town Center received new zone designations with the adoption of the East Happy Valley Comprehensive Plan Update 2009 (see Appendix 2). The parcels adjacent to the intersection of Sunnyside Road and 172<sup>nd</sup> Avenue were designated Mixed Use Commercial (MUC), Community Commercial Center (CCC), Mixed Use Residential – Multi Family Medium Density (MURM2), and Institutional and Public Use (IPU) through the update. There is also an area designated as Employment Center (EC) on the north end of the Town Center along 172<sup>nd</sup> Ave and a parcel near Rock Creek that is designated Single Family Attached Residential (SFA). All of these current land use designations support the creation of a town center by providing opportunities for both commercial uses and a range of residential density types.

The parcels within the Town Center Boundary, West of the East Happy Valley Comprehensive Plan Boundary, were given plan designations in the Rock Creek Comprehensive Plan, adopted June 5, 2001 (see Appendix 3). The parcels that are east of 162<sup>nd</sup> Avenue are made up of a combination of city residential zones and county zones. There are also several parcels that are currently outside the city limits. This area is within the project land use study area and will be carefully considered for new plan and zone designations that are more supportive of a town center.

The parcels west of 162<sup>nd</sup> Ave, along Sunnyside Road, are currently zoned land use designations that support the Rock Creek Comprehensive Plan. The parcels currently zoned Mixed Use Commercial (MUC) are supportive of a town center and have already been developed with mix of uses including a grocery store, a dry cleaner, a cellular phone retail store, a coffee shop, a bank, several restaurants, salons and personal care uses, medical offices and clinics, as well as the new Happy Valley City Hall. Nearby parcels have been designated Mixed Use Residential – Multi Family Low Density (MURM1) and Mixed Use Residential – Attached (MURA), providing a mix of housing types in the town center.

Properties that are currently outside the Happy Valley city limits will be given a land use designation as part of this Town Center Plan but will not actually be re-zoned until they are annexed into the City.

## Existing Transportation Features

### Street Network

Many of the existing roadways in the proposed Happy Valley Town Center area have been recently improved. Improvements to arterials and collectors include sidewalks and bike lanes on both sides of the roadway. The exception is 162<sup>nd</sup> Avenue, where there are no existing sidewalks on the east side. 172<sup>nd</sup> Avenue was recently reconstructed south of Sunnyside Road as a five lane arterial roadway. The 172<sup>nd</sup> Avenue roadway improvements were carried a few hundred feet north of Sunnyside Road (except sidewalks). There is one TriMet bus route (Route 155) that serves the proposed Town Center area. It connects the proposed Happy Valley Town Center area and the

Clackamas Town Center and travels along Sunnyside Road, and loops on 157<sup>th</sup> Avenue, 162<sup>nd</sup> Avenue, and Misty Drive and back to Sunnyside Road. Table 1 summarizes key roadways in the proposed Happy Valley Town Center area.

**Table 1 Existing Roadway Network Summary**

Roadway	Roadway Jurisdiction	City Functional Classification	Lanes	Speed (mph)	Sidewalks	Bike Lanes	Transit
Sunnyside Road	County	Major Arterial	4/5	40	Yes	Yes	Route 155
172 <sup>nd</sup> Avenue (south of Sunnyside)	County	Major Arterial	4/5	45	Yes	Yes	No
172 <sup>nd</sup> Avenue (north of Sunnyside)	County	Major Arterial	2	45	No (except at Sunnyside intersection)	No (except at Sunnyside Intersection)	No
162 <sup>nd</sup> Avenue (north of Sunnyside)	County	Collector	3	40	One Side (where developed)	Yes	Route 155
162 <sup>nd</sup> Avenue (south of Sunnyside)	City	Collector	3	35	Yes	Yes	No
157 <sup>th</sup> Avenue (north of Sunnyside)	City	Collector	3	35	Yes	Yes	No
157 <sup>th</sup> Avenue (south of Sunnyside)	City	Collector	2/3	35	Yes (some as path)	Yes	No
Misty Drive (west of 162 <sup>nd</sup> )	City	Collector	2/3	35	Yes	Yes	Route 155
Happy Valley Town Center Drive	City	Local	2	25	One side (at least)	No	No
Kingbird Drive	City	Local	2	25	at intersections	No	No

### Traffic Control

Traffic signals currently exist at the following intersections within the Town Center:

- 157<sup>th</sup> Avenue/Sunnyside Road
- 162<sup>nd</sup> Avenue/Sunnyside Road
- 172<sup>nd</sup> Avenue/Sunnyside Road

The following intersection is all-way stop controlled:

- 162<sup>nd</sup> Avenue/Misty Drive

All remaining intersections in the Town Center are two-way stop controlled, with the major street uncontrolled and the minor street stop sign controlled.

**Collision Data**

Collision data was obtained from the Oregon Department of Transportation’s Crash Data System (CDS) for the most recent three year period (2007 through 2009). Only intersections located within the Town Center with recorded collision data for the select time period are shown. Based on the collision data available and current evening peak hour traffic counts, collision rates were estimated at the intersections within the Town Center area. A rate greater than or equal to 1.0 collision per million entering vehicles (MEV) generally indicates a higher than average collision rate, and is generally indicative of a safety related problem that should be evaluated further. As shown in Table 2, the intersection with the highest collision rate is 162<sup>nd</sup> Avenue/Sunnyside Road, however, its crash rate is 0.10, substantially lower than 1.0. There were no fatalities along this stretch of Sunnyside Road over the course of the three year period.

**Table 2 Collision Data (2006-2009)**

Intersection	Collisions (by Severity)				Annual Average Collision	Collision Rate*
	Fatal	Injury	Property Damage Only	Total		
157 <sup>th</sup> Avenue/Sunnyside Road	0	0	0	0	0.0	0.0
159 <sup>th</sup> Avenue/Sunnyside Road	0	0	0	0	0.0	0.0
162 <sup>nd</sup> Avenue/Sunnyside Road	0	3	1	4	1.33	0.10
172 <sup>nd</sup> Avenue/Sunnyside Road	0	0	2	2	0.67	0.04

\* Collision rate = average annual collisions per million entering vehicles (MEV); MEV estimates based on PM peak hour traffic counts.

## Important Conditions and Requirements from Local and Regional Plans

Key local and regional plans were reviewed to determine whether there are any planned projects or policies that would impact the proposed Happy Valley Town Center. The plans with projects or policies directly affecting this Town Center include Metro's Regional Transportation Plan, Transportation Functional Plan, Regional Transportation System Management and Operations Plan, the Urban Growth Management Functional Plan, Metro's State of the Centers Report and Happy Valley's Transportation System Plan (including review of the Bicycle and Pedestrian Master Plans). Other plans include the Happy Valley Comprehensive Plan, Rock Creek Comprehensive Plan, East Happy Valley Comprehensive Plan and the Happy Valley Development Code. The projects and policies indicated in each are summarized below and organized by jurisdiction starting from the city level moving to the regional level:

### Happy Valley Comprehensive Plan and Development Code

#### Happy Valley Comprehensive Plan

The City of Happy Valley has developed a series of policies in support of Oregon's Statewide Planning Goals. The following policies will be considered as the project moves forward with identifying needs for new land uses and transportation facilities to serve the Town Center.

#### **Goal 10: Housing**

*Policies 42 through 48* generally address the provision of adequate housing supply including a diversity of housing types, thus providing for the needs of a variety of Happy Valley citizens at various income levels.

#### **Goal 2: Land Use**

*Policy 50* addresses location of uses in areas that take advantage of existing systems and physical features to minimize development costs as well as achieve compatibility and avoid conflicts between adjoining uses.

*Policy 51* describes the residential land use districts established by the City to provide for a range of housing needs. The High Density Residential Attached districts, including SFA, MUR-A, VTH, MUR-M and MUR-X are most applicable to the Town Center plan and provide for a range of housing types that intend to make efficient use of land and public services, reduce reliance on the automobile, and provide direct access to schools, parks, and neighborhood services.

*Policy 55* addresses the need to provide a range of land use types for a variety of commercial and employment districts including Mixed Commercial Centers (MCC) and Community Commercial Centers (CCC) and provides guidance on the location and compatibility of these commercial districts in Happy Valley.

*Policy 56.* Due to rapid growth and staffing constraints, the City of Happy Valley has found it necessary to adopt several geographically specific comprehensive plans or "mini comprehensive plans" to aid in the overall land use planning for the City. The project's study areas are subject to the

Rock Creek Comprehensive Plan and East Happy Valley Comprehensive Plan. Specific policies associated with these “mini comprehensive plans” have been added to the greater Comprehensive Plan policies as a subsection to Policy 56. Policy 56A addresses policies supporting the Rock Creek Comprehensive Plan and Policy 56C addresses the East Happy Valley Comprehensive Plan. Both of these subcategory policies will be carefully considered when making land use or policy recommendations as part of this project.

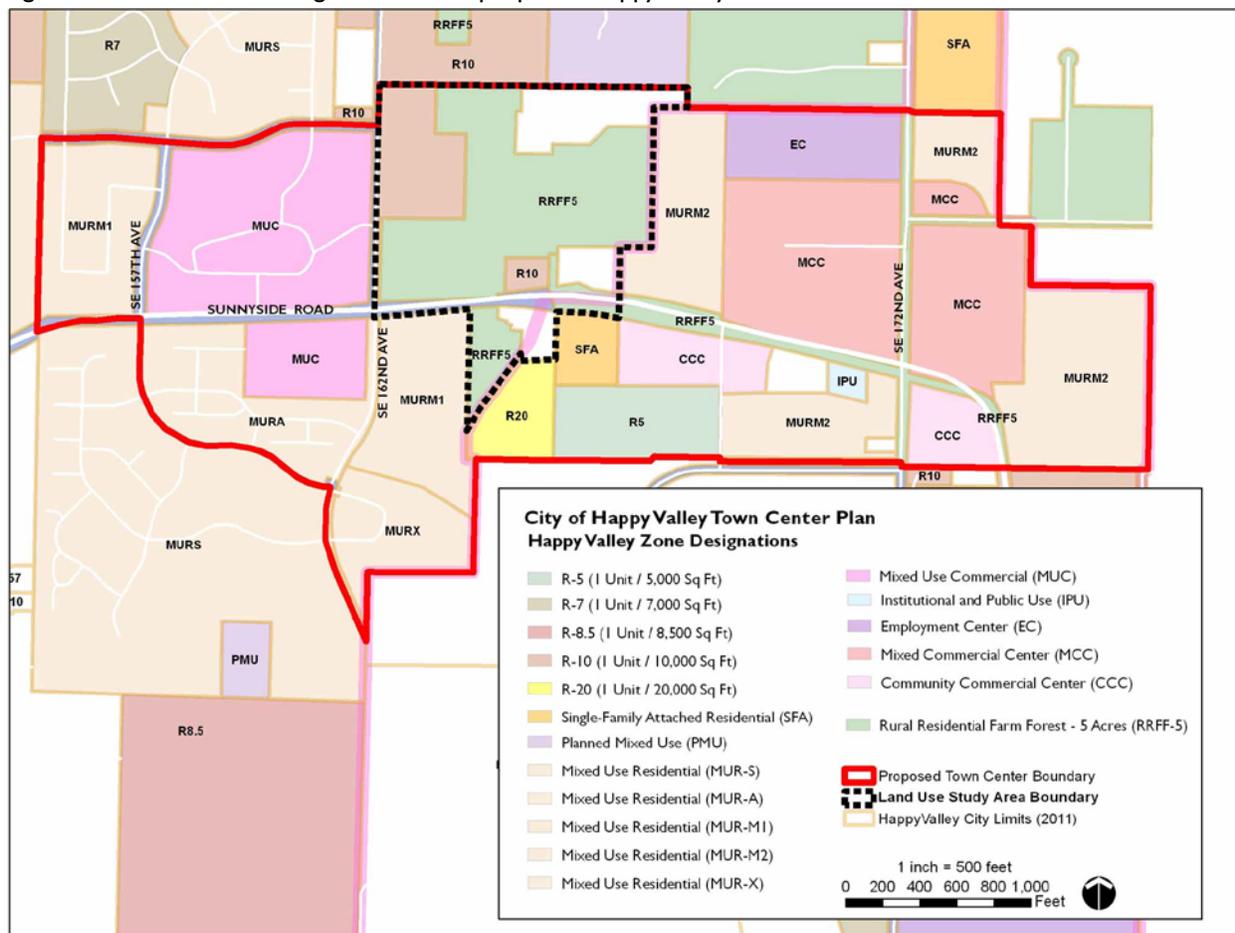
**Goal 8: Recreational Needs**

*Policies 57 through 61* address the recreational needs of the citizens of Happy Valley, the state, and visitors. The Town Center plan should seek to create areas for open space, bikeways, trails, and parks.

**Goal 12: Transportation**

*Policies 63 through 70* provide provisions to encourage a safe, convenient, and economic transportation system for the planned growth and eventual full urban development of Happy Valley.

Figure 3: Current Zone Designations in the proposed Happy Valley Town Center area



## Rock Creek Comprehensive Plan (RCCP)

The RCCP, adopted June 5, 2001 (see Appendix 3) applies to the study area parcels west of the East Happy Valley Comprehensive Plan boundary. The RCCP includes ten land use types but only two apply to properties within the study area: Mixed Use Residential and Mixed Use Commercial. The parcels west of 162<sup>nd</sup> Ave, and a few parcels south of Sunnyside Road, east of 162<sup>nd</sup> Ave have already been designated land use zones from Happy Valley's Zoning Code that are supportive of the RCCP land use designations. The parcels that are within the Town Center Plan's Land Use Study Area (see Figure 3) are also within the RCCP and are designated by the Plan as Mixed Use Residential or Mixed Use Commercial. As these parcels are considered for new plan and zone designations, they must be in compliance with the RCCP land use designations, or potential amendments to the RCCP must be considered. The two RCCP land use designations are described below:

- **Mixed Use Residential:** Overall density of this land use averages 12 units per acre and supports a range of housing including apartments, senior housing, townhomes, and a variety of single-family detached housing densities. Neighborhood retail uses are permitted and intended to provide employment and neighborhood shopping opportunities. Some characteristics of this land use type are:
  - Variety of housing with similar residential types facing each other
  - Network of connected local streets with a clear block pattern
  - Orientation of buildings and entries to streets and public spaces as well as the use of allies and recessed garages.
  - A network of pedestrian paths in addition to the sidewalk system and an overall priority for pedestrian orientation
  - Civic uses and parks as focal points for the community linked by trails and pedestrian/bike paths

Apartment building types should be clustered near the intersections of 157<sup>th</sup> and 162<sup>nd</sup> Avenues and Sunnyside Road while residential uses should transition away from the apartment areas. Alleys should be encouraged in all neighborhoods to provide access to lots that will front on 162<sup>nd</sup> Ave, 157<sup>th</sup> Ave and Sunnyside Road. On-street parking should be allowed on 162<sup>nd</sup> and 157<sup>th</sup> Avenues, south of Sunnyside Road. Stormwater facilities should be integrated into the neighborhood designs, particularly in the areas near the Rock Creek corridor.

- **Mixed Use Commercial:** This land use applies primarily to parcels north of Sunnyside Road between SE 157<sup>th</sup> and 162<sup>nd</sup> Avenues. It is envisioned as a mixed use district with office and retail uses permitted and intended to provide employment and neighborhood shopping opportunities serving the area. Various attached housing is allowed with an overall maximum density of 24 units per residential acre. A civic use and community "green" or plaza would anchor the district by providing a key public space for the area. Pedestrian qualities of the streets in and around the district should be enhanced.

## Happy Valley Development Code

The Happy Valley land use districts that will be considered when recommending land use designation changes in the proposed Town Center include the following Residential, Mixed Use Residential, Mixed Use Commercial, Commercial, Institutional, and Industrial land use districts. Each one of these base zones is discussed in greater detail below. The East Happy Valley

Comprehensive Plan's land use designations are in accordance with the current Happy Valley land use districts:

- Residential Land Use Districts

- Residential 10,000 square feet (R-10): This district is intended to efficiently use land and services in a single-family dwelling environment. This zone allows for a variety of dwelling types including single family detached, single family attached, and duplex – as long as the resulting density does not exceed the maximum of one unit per 10,000 square feet of lot area.
- Single Family Attached Residential (SFA): This district is intended to promote the livability, stability and improvement of Happy Valley's new neighborhoods and to provide opportunities for a variety of medium density residential housing types with a density range of ten to fifteen dwelling units per net acre, as well as certain neighborhood commercial uses. The district accommodates a range of housing needs, including owner-occupied and rental housing, provides for compatible building and site design at an appropriate neighborhood scale, and reduces reliance on the automobile for neighborhood travel while providing options for walking and bicycling and direct and convenient access to schools, parks and neighborhood services.

- Mixed Use Residential Land Use Districts:

Mixed use residential land use districts will promote compact form and residential and allow for commercial, residential and office uses mixed vertically. These districts will also provide options for walking and bicycling and will provide direct and convenient access to schools, parks and neighborhood services. The general density requirements and building typologies for each mixed use residential district type considered for the Town Center are summarized as follows:

- Mixed Use Residential - Attached (MUR-A): this district has a maximum density of twelve units per net acre and a minimum density of ten units per net acre. The density requirements are intended to be guidelines and density will vary based on the amount of unbuildable lands removed from gross acres. Housing types may include single family attached dwellings (townhouses, rowhouses), two family dwellings (duplex), and three family dwellings (triplex).
- Mixed Use Residential – Multi-Family Low Density (MURM1) and Multi-Family Medium Density (MURM2): The multi-family sub-area provides for a range of densities and allows for retail uses that are meant to provide services to local residents, not attract outside traffic. The density requirements and minimum/maximum lot sizes are meant as a guide, and will vary based on the amount of unbuildable lands removed from gross acres. For MURM1, the minimum density is 15 du/net acre and the maximum is 24 du/net acre. For MURM2, the minimum density is 25 du/net acre and the maximum is 34 du/net acre. Housing types may include attached dwellings (townhouses, attached duplexes, rowhouses), senior housing, and high, medium, and low density multi-family dwellings (apartments).
- Mixed Use Residential – Mixed Building (MUR-X): The mixed use buildings designation is intended for buildings with a combination of residential and retail with the primary use of the building being residential.

- Mixed Use Commercial Land Use Districts:

- Mixed use commercial (MUC): Mixed use commercial districts will provide for the convenient commercial needs of residential neighborhoods and office workers in locations adjacent to and within residential and office areas. The location of services and offices near residential units and major transportation networks should promote use of alternative modes of transportation such as bus ridership, bicycle and pedestrian activity. Retail uses should be primarily located on the ground floor to encourage an interesting and active streetscape. Buildings should be oriented towards the street or accessway with clearly marked entrances. Blank frontage walls at street level are discouraged.
- Commercial Land Use Districts:
  - Community Commercial Center District (CCC). The Community Commercial Center district is intended to provide locations or “nodes” for a relatively wide range of small businesses, services and mixed uses adjacent to residential areas as a convenience to nearby residents. In order to limit impacts to residential areas, new Community Commercial Center nodes are intended to be limited in size to not more than five acres of contiguous land. Building size is also limited to a thirty thousand (30,000) square feet footprint. Appropriate locations for Community Commercial Center nodes are at the intersection of two arterial streets (major and minor), an arterial street and a collector street, or two collector streets.
  - Mixed Commercial Center District (MCC). This zone is intended to establish locations for the development of mixed use commercial centers providing a broad range of shopping and service requirements to meet neighborhood and city-wide needs. The Mixed Commercial Center (MCC) district, as applied in the East Happy Valley Comprehensive Plan area, corresponds to the Damascus/Boring Concept Plan’s designation of Neighborhood Centers. These mixed use centers in the East Happy Valley Comprehensive Plan area accommodate retail services with a focus on meeting resident’s daily shopping needs. They are planned to be well served by transit and be integrated with mixed use and higher density housing – thus supporting less auto-dependent life styles. These centers are also appropriate locations for civic uses such as post offices and branch libraries. Their design is intended to be highly pedestrian-oriented.  
 New Mixed Commercial Centers are limited to an area of up to fifteen acres of contiguous land and shall be developed in a manner consistent with the Comprehensive Plan, except as described in Table 16.23.030-2 (Footnote 6) of the City of Happy Valley Development Code, within the East Happy Valley Comprehensive Plan Area. Single-use retail buildings are limited to a maximum square footage of sixty-thousand (60,000) square feet as specified in Table 16.23.030-2 (Footnote 6) of the City of Happy Valley Development Code.  
 Appropriate locations for mixed commercial centers are at the intersection of two arterial streets or an arterial and a major collector, preferably on streets served by transit.  
 In the MCC district, buildings should be oriented towards the street or accessway with clearly marked entrances. Blank frontage walls at street level are discouraged. Development boundaries and patterns are not defined by type of use (for example, retail and office); instead the district allows a variety of permitted uses to occur throughout the commercial district. The commercial uses are meant to provide a concentration of commercial and office uses to create an active area.

- Institutional Land Use Districts:
  - Institutional and Public Use (IPU) District: The IPU district provides area for institutional uses such as schools and churches, and public and semi-public uses such as parks, a local government center and other governmental and public service uses. This district may be located at any place throughout the city, based on a determination by the city that such areas are required.
- Industrial Land Use Districts:
  - Employment Center (EC): The Employment Center district provides for a mix of employment opportunities, located where they are accessible by a variety of transportation modes, including transit services and safe and convenient pedestrian connections. These areas provide sites suitable for business and office parks, campus and light industrial uses, professional and corporate offices, medical offices and clinics, tech/flex businesses, creative arts and services, technical/vocational schools and other related businesses. Building types range from large single user campuses, multiple tenant business parks to multistory mixed-use buildings. Quality design and a connected and walkable character of the surrounding environment will be provided. Housing is allowed when combined in vertical mixed-use buildings.

### **Happy Valley Transportation System Plan (TSP)**

The following projects, located within the proposed Town Center area, are listed in the Happy Valley TSP Action Plans:

- 172<sup>nd</sup> Avenue Widening North: Widen to 5-lane major arterial between Sunnyside Road and Clatsop Street (Motor Vehicle, Pedestrian, and Bicycle Action Plans)
- 162<sup>nd</sup> Avenue Sidewalks: Construct sidewalks on both (only east side remains) sides of the street from Sunnyside Road to King Road (Town Center northern limit would be just north of Misty Drive) (Pedestrian Action Plan)

The following projects, located within the proposed Town Center area, are listed in the Happy Valley TSP Master Plans:

- 169<sup>th</sup> Avenue Extension: Construct a new 3-lane collector from Sunnyside Road to 177<sup>th</sup> Avenue (Motor Vehicle, Pedestrian, and Bicycle Master Plans)
- Misty Drive Extension: Construct a new 3-lane east-west collector from 172<sup>nd</sup> Avenue to 177<sup>th</sup> Avenue (Motor Vehicle, Pedestrian, and Bicycle Master Plans)
- Rock Creek Trail: Springwater Trail north of Clatsop Butte Park to Clackamas River Trail near Highway 212/Highway 224 split (Pedestrian Master Plan – see Appendix 4)

In addition to these specific Action Plan and Master Plan projects, all City standards and policies will need to be addressed as the Town Center area develops, including access spacing standards, traffic signal spacing, local street connectivity, functional classification, roadway cross-section standards and intersection performance standards. The City's transportation related Goals and Policies should also be considered as the Town Center area develops.

### **Metro's Regional Transportation Plan (RTP)**

Metro's 2035 RTP project list includes the following projects that are located within the proposed Happy Valley Town Center:

- Misty Drive from 162<sup>nd</sup> Avenue to 177<sup>th</sup> Avenue: Construct a new 3-lane roadway with sidewalks, bike lanes, traffic signals and a bridge over Rock Creek
- 172<sup>nd</sup> Avenue improvements from Foster Road/190<sup>th</sup> Avenue to Sunnyside Road: Widen to 5-lanes including new bridge. Construct connection to 190<sup>th</sup>.
- Scouter's Mountain Trail: Build trail to/on Scouter's Mountain.

### **Regional Transportation Functional Plan (RTFP)**

The RTFP provides guidance on several areas including roadway design for various modal facilities, system plans, regional parking management plans and amendments to comprehensive plans. The following indicate elements of the plan specifically pertaining to transportation and/or a Town Center:

- Implement regional street design, green street design and transit-supportive street design
- Implement local street design regulations with:
  - Pavement widths curb to curb 28 feet or less
  - Sidewalks with a minimum of five feet of through zone width
  - Landscape or furniture zone of five feet
  - Traffic calming elements to discourage infiltration and excessive speeds
  - Direct paths for pedestrians
  - Opportunities to provide a grid street system
- Provide a roadway network with one-mile arterial spacing and half-mile collector spacing
- Development parking standards for Town Centers

### **Regional Transportation System Management and Operations Plan (TSMO)**

The TSMO provides regional strategies to create an efficient transportation system and support regional transportation goals such as reduced travel delay, improved safety, reduced fuel use and improved transit reliability. The TSMO plan includes the following projects that are located within the proposed Happy Valley Town Center:

Planned Investments for 2020:

- Sunnyside Road from 82<sup>nd</sup> Avenue to 172<sup>nd</sup> Avenue: Arterial Corridor Management with Transit Priority Treatment and Adaptive Signal Timing

### **Metro's Urban Growth Management Functional Plan**

Metro's Urban Growth Management Functional Plan provides tools that help meet goals in the 2040 Growth Concept, Metro's long-range growth management plan. The following indicate elements of the plan specifically pertaining to transportation and/or a town center:

## **Title 2 – Regional Parking Policy**

The Metro 2040 Growth Concept calls for more compact development to encourage more efficient use of land, promote non-auto trips and protect air quality. In addition, the federally mandated air quality plan adopted by the state relies on the 2040 Growth Concept fully achieving its transportation objectives. This title establishes region wide parking policies that set the minimum number of parking spaces that can be required by local governments for certain types of new development. It does not affect existing development. Parking maximums are also specified. By not creating an oversupply of parking, urban land can be used more efficiently.

## **Title 6 – Central City, Regional Centers, Town Centers and Station Communities**

The intention of Title 6 is to enhance the Centers designated on the 2040 Growth Concept Map by encouraging development in these Centers to enhance their role as the principal centers for urban life. Metro works with cities and counties to implement development strategies which will include an analysis of the barriers to mixed-use, pedestrian-friendly and transit-supportive development, an accelerated review process for preferred types of development, an analysis of incentives to encourage development and a program to adopt the incentives. The plan of action and investment to enhance the center must also include a plan to achieve the non-SOV mode share targets adopted by the city or county pursuant to the Regional Transportation Functional Plan.

Title 6 also outlines how a city or county can be eligible for lower mobility standards and trip generation rates when calculating the effect new development in the town center may have on the existing transportation system plan (TSP). Among the requirements for becoming eligible for this mobility standard reduction is the adoption of code language that prohibits auto-dependent uses that rely principally on auto trips (such as gas stations, car washes, and auto sales lots) in the town center's land use designations. Further study will occur through the subsequent phases of this project to determine if Happy Valley will seek the 30% mobility standard reduction.

Other recommendations and guidance from Metro's Title 6 include the following. As defined by Metro, Town Centers have an average of 40 residents and/or workers per acre. Title 6 also states that Centers need a mix of uses to be vibrant and walkable. This mix of uses is further defined in Metro's *State of the Centers Report*. Centers also need a mix of housing types to be successful. Cities and counties are encouraged to locate government offices in Centers and are required to report on the progress made in their Centers to Metro every two years.

## **Metro's State of the Centers Report: Investing in Our Communities**

Metro's State of the Centers Report, published in January 2009, is an assessment of the Portland Metro Area's centers as identified in the Metro's adopted 2040 Growth Concept Plan. It provides basic demographic information for each Center, describes how each Center has developed and lists the types of amenities each Center offers. The report is intended to facilitate discussions across the region about the aspirations of each community for focusing housing and employment growth in their Centers. It also describes an activity spectrum and typologies that provide examples of

successful Centers in the Portland area in order to better understand the relationships between transit availability, the number of people per acre, urban form and the diversity of businesses required to make a community vibrant. More specifically, this analysis looks at certain businesses as "urban amenities" that help create desirable local destinations and enhance the amount of economic and social activity in Centers. These urban amenities listed in the report include: bakery, bar, bike shop, book store, brew pub, child care, cinema, clothing store, coffee shop, deli, dry cleaner, fast food restaurant, fitness gym, full service restaurant, garden store, grocery store, limited service restaurant, music store, and wine bar sales and use types.

## Comparable Town Centers

Several town centers from around the metro area were examined in order to provide examples and to illustrate the physical attributes of the town center envisioned for Happy Valley. Each of the town centers described below has specific features that were considered as comparable and desirable for Happy Valley's scale and challenges.

### Troutdale Town Center



The Troutdale Town Center, as identified by Metro, encompasses 301 acres. The center has direct access to I-84 and is serviced by three separate bus lines. The majority of the center is auto oriented with the exception of the downtown main street (which is pictured here). Similar to Happy Valley, Troutdale's town center has a low average of people per acre and has several commercial areas dispersed throughout the City. Troutdale has made investments in the downtown area to improve the public realm, walkability and active commercial uses in order to strengthen the Town Center.

## Lake Oswego Town Center



Lake Oswego's Town Center covers 153 acres and includes a mix of employment, housing and commercial uses. It also includes a good mix of urban amenities such as restaurants, coffee shops, grocery stores, bike shops, bakery, bars, gardening stores, and a fitness gym. It has good transportation access with Highway 43 and Country Club Road connecting to the 205 and I-5 interstate systems as well as bus service from three bus lines that connect the Center to Portland and Washington County.

Lake Oswego's Town Center is located in a suburban context with a single family residential feel. Similar to Happy Valley, it also has a higher than average median income. Lake Oswego's mix of uses, density, and scale of buildings illustrate a good town center example for Happy Valley.

## Bethany Town Center



Bethany's Town Center is located in unincorporated Washington County and encompasses 104 acres. It functions as a local retail shopping destination and multi-family housing location. The area has access to Highway 26 via Bethany Boulevard. The center is serviced by one limited service bus line along Bethany Road and is characterized by a curvilinear street network. Bethany has one of the highest median incomes, highest home ownership rate and lowest jobs to housing ratio of all the town centers evaluated by Metro in its *State of the Centers Report*.

Similar to Happy Valley's Town Center, Bethany's Town Center was created very recently with no historical significance to its location. Through creative planning and development, a center was created to provide a mix of uses that support local retail needs and works towards limiting the number of vehicles miles traveled by nearby residents.



Senior Housing



## Orenco Town Center



The Orenco Town Center in Hillsboro is 174 acres and includes retail and medium density housing. This Town Center is located on one side of a major arterial, Cornell Road. Cornell provides access to State Highway 26. Multiple bus lines and a MAX stop is located within the southern portion of this center. Nearby high density housing and large employers utilize these transit connections and the services in the Orenco Town Center.

Orenco Town Center is a good example of a mixed use center along a major arterial that includes both larger format retail uses and a more “main street” mixed use retail format successfully.



## Hillsdale Town Center



The Hillsdale Town Center has a suburban, single-family residential feel and is primarily geared toward serving the local population. It is bisected by a state highway, creating a challenge for pedestrian access to both sides of the center. Significant efforts have been made to improve the pedestrian environment through a variety of pedestrian infrastructure investments. Despite these challenges, the Hillsdale Town Center is a thriving center for the local community and includes many viable businesses and urban amenities as well as a weekly farmers market. Civic uses such as a library, high school, and community center also add to the viability of this center.

Hillsdale is currently accessed predominantly via the automobile as many of the surrounding street networks lack sidewalks and efficient connections. Parking is primarily provided by surface lots and on streets as the use of parking structure is limited due to land values and uses in this center. Many bus lines serve Hillsdale, providing public transit to this center.