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# Resolution No. 99-2835: For the Purpose of Expressing Council Intent to Amend the Region 2040 Growth Concept Map to Designate the City of Milwaukie as a Town Center

Metro (Or.)

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BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF EXPRESSING ) RESOLUTION NO 99-2835  
COUNCIL INTENT TO AMEND THE )  
REGION 2040 GROWTH CONCEPT MAP ) Introduced by Executive Officer Mike  
TO DESIGNATE THE CITY OF ) Burton  
MILWAUKIE AS A TOWN CENTER )

WHEREAS, the Metro Council adopted the Urban Growth Management Functional Plan for early implementation of the 2040 Growth Concept on November 21, 1996, by Ordinance No. 96-647C; and

WHEREAS, the 2040 Growth Concept Map is part of Metro's acknowledged Regional Urban Growth Goals and Objectives in Ordinance No. 95-625A; and

WHEREAS, the 2040 Growth Concept designates the downtown area of the City of Milwaukie as a Regional Center; and

WHEREAS, the 2040 Growth Concept states that Regional Centers will "become the focus of compact development, redevelopment and high-quality transit service, multimodal street networks and act as major nodes along regional through routes;" and

WHEREAS, the City of Milwaukie has requested that the Metro Council amend the 2040 Growth Concept map to designate the city as a Town Center for the reasons set forth in Exhibit A; and

WHEREAS, the 2040 Growth Concept states that Town Centers will "provide local shopping, employment and cultural and recreational opportunities within a local market area;" and

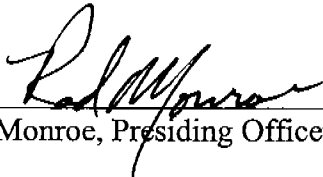
WHEREAS, the Metro Council anticipates making several amendments to the 2040 Growth Concept Map before the end of March 2000; now therefore,

BE IT RESOLVED:


1. The Metro Council agrees with the City of Milwaukie's request to redesignate the downtown area of the city as a Town Center.

2. The Metro Council intends to amend the 2040 Growth Concept Map by ordinance to redesignate the city as a Town Center when the 2040 Growth Concept Map is amended in March 2000.

ADOPTED by the Metro Council this 14<sup>th</sup> day of OCTOBER, 1999.

  
\_\_\_\_\_  
Rod Monroe, Presiding Officer

APPROVED AS TO FORM:

  
\_\_\_\_\_  
Daniel B. Cooper, General Counsel

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**GROWTH MAGEMENT COMMITTEE REPORT**

CONSIDERATION OF RESOLUTION NO. 99-2835, FOR THE PURPOSE OF EXPRESSING COUNCIL INTENT TO AMEND THE REGION 2040 GROWTH CONCEPT MAP TO DESIGNATE THE CITY OF MILWAUKIE AS A TOWN CENTER

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Date: October 6, 1999

Presented by: Councilor Bragdon

**Committee Action:** At its October 5, 1999 meeting, the Growth Management Committee voted 3-0 to recommend council adoption of Resolution no. 99-2835. Voting in favor: Councilors Bragdon and McLain. Councilor Park abstained.

**Committee Issues/Discussion:** Resolution 99-2835 amends the 2040 Growth Concept map to designate the downtown area of Milwaukie as a town center rather than the current regional center designation. Brenda Bernards gave the staff presentation on this issue. She pointed out that the City of Milwaukie has been planning for its downtown area since 1995. Their Regional Center Master Plan Study was done in part to determine if Metro's Regional Center designation was appropriate for Milwaukie's downtown area. Milwaukie has concluded that it wants to keep more of a small town feel than a regional center would imply.

At the same time, Milwaukie will meet its citywide functional plan housing targets. Housing will just be somewhat more dispersed, with less focus on downtown.

Carolyn Tomei, Milwaukie's Mayor also testified and reiterated the points mentioned above. She also said that there were indications that Milwaukie would not lose out in the MTIP selection process for transportation dollars and that that satisfied the city to not push for a "special" town center designation.

## **STAFF REPORT**

*CONSIDERATION OF RESOLUTION NO. 99-2835  
REDESIGNATING THE MILWAUKIE REGIONAL CENTER TO  
MILWAUKIE TOWN CENTER*

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**Date: August 20, 1999**

**Presented by: Elaine Wilkerson  
Prepared by: Brenda Bernards**

### **PROPOSED ACTION**

Adoption of Resolution No. 99-2835 redesignating the Milwaukie Regional Center as the Milwaukie Town Center on the 2040 Growth Concept map.

### **BACKGROUND AND ANALYSIS**

#### **Milwaukie's Request**

The City of Milwaukie has requested an amendment to the adopted 2040 Growth Concept map.

The 2040 Growth Concept designates downtown Milwaukie as one of eight regional centers. The Regional Urban Growth Goals and Objectives (RUGGO) defines a regional center as the focus of compact development, high-quality transit service and multi-modal street networks. Regional centers act as major nodes along regional transportation routes and serve hundreds of thousands of people and include commercial, recreational, institutional, cultural, employment and residential uses.

The City of Milwaukie requests that its downtown area be redesignated as a special town center. The City proposes that Metro add a special town center to its design types. This new designation would receive the same level of priority in the RTP for transportation projects as a regional center. Areas designated as town centers are given a lower level of priority. Town centers are smaller than regional centers and serve tens of thousands of people. They provide local shopping, employment, cultural and recreational opportunities within the local market area.

The Mayor's letter (attached) notes that the City is concerned about the impact of a regional center designation on the adjacent neighborhoods and the potential loss of the small town feel in the downtown. At the same time, Milwaukie's downtown is at the convergence of several regional through routes and multi-modal corridors and that regional demand on these facilities is increasing the need for improvements. A special town center designation would give the transportation projects located in the Milwaukie Town Center a higher weight than other town centers when applying for transportation project funding.

#### **Regional vs. Town Center**

Milwaukie began the process of planning for its downtown in 1995 with the Milwaukie Vision project. The project stated a vision for the City that included a downtown with civic, commercial and cultural activities. The next step undertaken was the Regional Center Master Plan study. This study, partially funded by a Transportation Growth Management grant, was to establish the framework for the city center envisioned by the Milwaukie Vision statement. A key component

of this study was to determine if Metro's regional center designation was appropriate for the Milwaukie downtown.

Through the regional center planning undertaken between June 1996 and October 1997, the City was able to plan capacity in the downtown to reach 69 percent of the mixed-use housing target and 33 percent of the mixed-use employment target in the Metro Code. The City anticipates that the proposed town center will include all of the redevelopment opportunity sites of the regional center and the planned capacity will remain the same. Milwaukie has requested a time extension to complete its planning for its designated main street and in order to finalize the housing and employment capacity calculation for mixed-use areas. While the main street planning effort will identify additional housing and employment capacity, it is not likely to make up the mixed-use capacity shortfall. Milwaukie is able to meet its citywide housing targets. This indicates that, while the City meets the overall target, the housing will be distributed more widely with less focus on the downtown and at an intensity that may be more appropriate for a town center. Milwaukie has requested an exception to lower the citywide employment targets. At the time of the request, the City had not considered the potential employment opportunities of the industrial area to the north of the regional center. It is the City's intention to investigate the employment potential of this area and the results should bring Milwaukie closer to its target and an exception may no longer be necessary.

### **Metro Code**

As a town center, Milwaukie would not be unique in its position of "a convergence of major transportation facilities of a regional significance". Four town centers are located on the light rail line: Orenco, Sunset Transit Station, Hollywood and Rockwood. In addition, Sunset Transit Station is at the intersection of Highways 26 and 217. Interstate-84 abuts the Hollywood Town Center. Raleigh Hills Town Center is located at the meeting point of 3 roads of regional significance: Beaverton-Hillsdale Highway, Scholls Ferry Road and Oleson Road. The Tigard Town Center is located at the crossing of Highway 99W and Highway 217. The Tanasbourne Town Center is at the crossing of Highway 26 and 185<sup>th</sup>. Each of these town centers could also provide a compelling argument for a special status based on regional transportation significance.

Amendments to 2040 Growth Concept were anticipated in Metro policy. Page 18 of the Regional Framework Plan in the description of regional centers notes:

"The relatively small number of centers reflects not only the limited market for new development at this density but also the limited transportation funding for high-quality transit and roadway improvements envisioned in these areas. As such, the nine regional centers [*includes the central city*] should be considered candidates and ultimately the number should be reduced or policies established to phase in certain regional centers earlier than others."

### **Implications for the Regional Transportation Plan and Funding**

At this time, Metro has no special town center designation. As noted above, regional centers are given priority in transportation funding because they are the focus for higher density urban development and serve large portions of the region. In the Regional Transportation Plan (RTP), they are classified as primary components and targeted for the most aggressive system improvements. Town centers serve local markets. The RTP classifies them as secondary components and regional improvements are less aggressive in these areas.

The recent MTIP project selection criteria implemented the RTP by using technical scoring criteria that reflect the primary, secondary and other categories. The criteria include support for the 2040 Growth Concept, mobility at reasonable costs, reduced delays for freight and goods movement, and improvements to safety. Each project was scored according to the amount of relative change in population and employment expected over the next 20 years. In this way, areas like regional centers that are expected to be a focus of future growth achieve high scores, since a significant increase in population and employment are expected at these locations. This technical scoring awards a project up to 20 points out of a total of 100 possible points. Projects serving regional centers typically score 15 to 20 points and projects that serve town centers typically score 5 to 10 points, depending on the size of the center.

The proposed transportation projects were also scored according to how well they serve a 2040 center or other design type. Metro used a select link analysis to determine the share of trips on a given facility destined for the center or other location served by the facility. As the scale and intensity of development assumed in a given center also drove this score, regional centers tended to score higher than town centers. A total of 20 points were also available in this technical category, with regional centers typically scoring 10 to 20 points and town centers typically scoring 0 to 15 points.

As outlined above, 40% of the technical scoring points on projects could be affected by the redesignation of the regional center to a town center. The City is not intending to decrease the residential and employment densities already in place in the area under consideration and the bulk of the redevelopment opportunities are expected to be within the redrawn special town center boundaries. This may assist Milwaukie in scoring more points when measuring scale and density of development.

### **Staff Recommendation**

Staff do not recommend the redesignation from regional center to the proposed special town center designation. This designation is not available and would not support the priority the Council has placed on regional centers. The City has indicated that if a designation of special town center is not feasible, it would request a redesignation to a town center. Milwaukie believes that a town center designation would be more consistent with its vision for growth than the current regional center designation. Therefore, staff recommend a redesignation from a regional center to a town center.

### **BUDGET IMPACT**

Adoption of this resolution has no budget impact.

### **EXECUTIVE OFFICER'S RECOMMENDATION**

The redesignation of the Milwaukie Regional Center to the Milwaukie Town Center on the 2040 Growth Concept map is recommended for adoption.

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