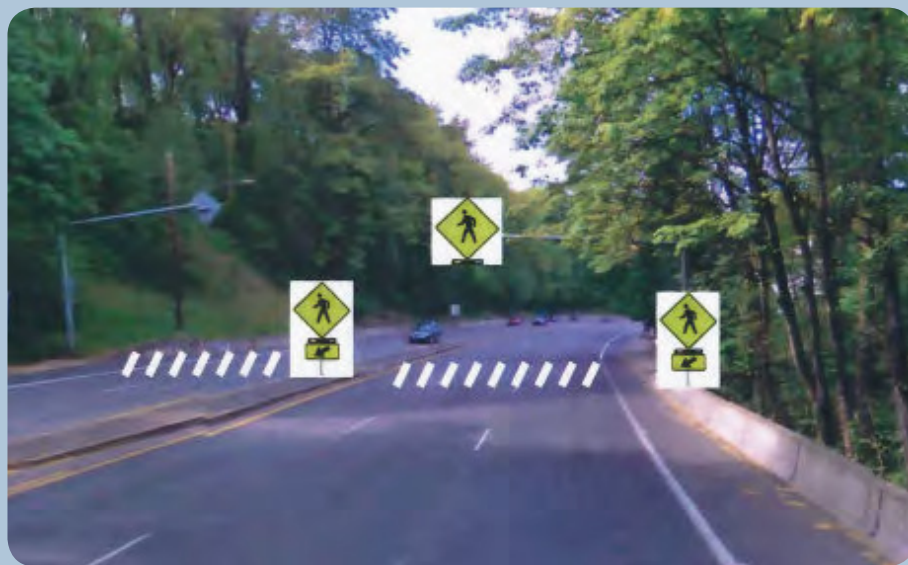


## Early project implementation

In locations throughout the corridor, project partners are already making investments that support the Southwest Corridor Plan Land Use Vision, both independently and in collaboration with other corridor partners. For example, in Sherwood, the Cedar Creek trail is funded and proceeding toward construction. In Portland, Multnomah Boulevard from Barbur to Southwest 45th Avenue is being reconstructed to urban standards, including curbs and sidewalks. When complete, it will improve bicycle and pedestrian safety and connect the potential Capitol Hill/Barbur Boulevard high capacity transit station with nearby Multnomah Village. In addition, ODOT and TriMet have identified a series of low-cost improvements that can be implemented quickly and are supported by the local jurisdictions and the public. These include projects on Barbur Boulevard/Highway 99W that improve access to transit, fill pedestrian gaps or fill bicycle gaps, such as:

- Southwest Barbur at Southwest Bertha Boulevard bike lane markings
- Southwest Barbur at Southwest 13th Avenue crossing improvements
- Southwest Barbur at Southwest Alice Street crossing improvements
- Barbur Transit Center access improvements
- OR 99W at Bull Mountain Road sidewalk/bus stop improvements
- OR 99W at Durham Road illumination improvements
- OR 99W at Hazelbrook Road sidewalk/bus stop improvements.

These projects are expected to be completed in the next two to three years.



Example of a proposed crosswalk warning light project on Southwest Barbur Boulevard. ODOT, March 2011.

## Parks, trails and nature recommendation

People consistently point to the parks, trails, natural areas and urban tree canopy as essential elements of what draws them to live, work and play in the Southwest corridor. Gathering information from local plans, project partners compiled a list of nearly 450 “green” projects in the corridor including parks, trails and natural areas as well as water quality improvements and natural resource enhancements like improved wildlife habitat corridors and replacing or retrofitting culverts for fish passage. The projects on the list were screened based on how they would support the Southwest Corridor Land Use Vision, a potential high capacity transit investment, and important water resource and regional trail connections.



### 1. Work together to secure funding for and implementation of the highest priority parks, trail and natural area projects for people and places

As the high capacity transit alternative is refined, partners should continue to sort and prioritize this green project list, examine likely funding sources and develop a collective strategy for grant writing and strategic use of existing or new funds. The project list and related maps can be used to coordinate across jurisdictional boundaries and select park and trail projects that support transit and new land uses. Additionally, green street designs that incorporate tree planting, vegetated storm water facilities and other low impact development approaches are recommended, softening the landscape for residents and visitors to the area and increasing people’s access to nature.

### 2. Support habitat and water quality projects that deliver the greatest return on investment

Project partners should identify the highest value natural resource investments and work together to fund and implement those projects. This project list and approach offers an opportunity to focus on large projects that can achieve measurable ecological and financial benefits. Wherever possible, partners should work to avoid negative impacts to the highest quality areas while also enhancing those areas where water quality, wildlife habitat and recreation benefits are greatest.

Project implementation could be organized into broad strategies that include: stream and wetland enhancement, outfall and water quality facility retrofits, culvert replacements to improve fish passage and reduce risks to infrastructure, preservation of high quality fish and wildlife habitat, and enhancement of important but degraded habitats. Private land owners can also be involved through outreach and education efforts that improve stream function and water and habitat quality throughout the watersheds.

*Attachment A includes maps, the narrowed list of projects and the parks and natural areas narrowing criteria.*

### Why the split between “trails” and “active transportation” projects?

People bike and walk on trails for recreation as well as a way to get to specific destinations, so trails are part of the overall active transportation network. For residents, there is no real division between the on-road bike lane or paved sidewalk portion of their route and the off-road trail portion of their route

Behind the scenes, there are differences that determine the best way to implement these “on-road” versus “off-road” active transportation improvements. Specific city, county or state requirements determine how bike or pedestrian facilities must be built or marked when they interact with auto traffic, while trail construction and maintenance through a park or natural area have different standards. Additionally, different potential funding sources may be pursued for trails than for on-road bike and pedestrian facilities.

This recommendation focuses on avenues for implementation, so it lists on-road bike and pedestrian improvements and selected off-road trails as active transportation and places all regional, local and community trails with parks and other nature improvements.

## Achieving desired development: Regulatory environment and financial incentives

The public sector plays a key role in realizing a community's land use vision. Often, the development forms desired by communities are limited by the regulatory environment or not financially feasible. Two important tools can help the public sector set the stage for development consistent with community goals. Those tools are 1) changing the regulatory framework and 2) providing financial incentives. Together, these actions can catalyze market value and stimulate private investment.



**Regulatory environment** The regulatory framework is the area in which the public sector has the most control over development outcomes. This includes zoning codes and policies that relate to land development. Public sector policy changes can help local land use visions become a reality by making them the easiest thing to do. Southwest Corridor Plan partners should work together to create a regulatory framework that is predictable and efficient. This creates certainty in the private market and helps the community get high quality development in desired locations.

**Financial incentives** The public sector can also help catalyze development through the strategic application of financial incentives that support new development forms that may be “ahead of the market.” In particular, development forms that are mixed use or multi-story are often more risky and expensive. Through creative financing strategies and tools, the public sector can help offset these risks and higher costs, helping to build value in the market and, eventually, enabling private investments to be made without public support.

### Illustrative project examples

As part of the Southwest Corridor Plan, Metro staff looked at several case studies, or project examples, throughout the corridor. These examples were specifically chosen to highlight redevelopment opportunities that could be catalyzed by a combination of public sector investments and policy changes to leverage that investment.

#### Case study: Tigard Triangle

The Tigard Triangle is identified as an essential place for the Southwest Corridor Plan. It is envisioned as a pedestrian-friendly area with a mix of uses and an increased residential presence. The case study project is located near the potential high capacity transit line.

Analysis of development readiness in the Tigard Triangle highlighted issues with the current regulatory framework and identified the need for key public investments to spur the market to support development forms consistent with the local land use vision. This project example found that the following actions could remove barriers and improve the financial feasibility of development consistent with the Southwest Corridor Land Use Vision.

- Ease parking minimums to enable top-quality office and retail development currently constrained by parking minimums. Strategies to address this include:
  - Parking reductions that are phased in over time, including reduced minimums for retail, office and housing. This could help achieve transit-supportive densities and increase leasable square footage.
  - As development begins to take place and there is an increase in transit access, a parking management strategy (combined with phased parking reductions) could provide significant benefits. (For example, shared parking between office and retail uses.)
- Use layered landscaping to maximize leasable square-footage, reduce operating costs, and increase habitat value in an urbanizing area.
- Make investments that increase transit access (such as connections to the Tigard Transit Center, increasing higher level of connectivity within the Triangle and enhancing walkability). This will help increase the area's attractiveness and value, directly impacting achievable rents and the project's potential return on investment.
- Consider land banking developable parcels, since land values are relatively low in the Tigard Triangle today, and public partners could aggregate land for more efficient development with a higher impact.

#### Case study: Capitol Hill (Portland)

In Portland, one project example is located in the Capitol Hill area. Envisioned as a transit-oriented residential neighborhood with a mix of supporting uses, the case study project is located along the potential high capacity transit line.

Analysis of development readiness in this portion of the corridor in Southwest Portland highlighted issues with the current commercial zoning and identified a catalytic investment opportunity that could leverage development to match the land use vision. The following actions could help remove barriers and improve the financial feasibility of development consistent with the Southwest Corridor Land Use Vision.

- Provide public sector support for new development forms. Strategies to address this include:
  - Public ownership of the land enables the value to be written down, which could provide a multi-million dollar savings to the developer.
  - Utilizing the Transit-Oriented Tax Exemption could provide a significant financial incentive to developers while resulting in additional community benefits such as workforce affordable housing units.
  - Investments that enhance pedestrian and bike facilities and provide access to local amenities help increase the area's attractiveness and value, raising achievable rents and the project's potential return on investment.
- Focus development codes on context appropriate design and transitions with existing uses:
  - Smaller building mass and stepbacks better fit the character of the neighborhood and intensity of nearby uses, while enabling improved connectivity in the street network.
  - Surface parking at low ratios does not occupy a majority of the site, supporting this design alternative and reducing construction costs significantly.
- Focus retail uses in nodes along the corridor and provide plenty of opportunities for employment and residential uses around and between these commercial nodes.

## Transit orientation and development readiness

There is growing demand for more compact urban development centered around transit, and this desire is expressed repeatedly in the land use visions of Southwest corridor communities. Research has shown that a few key measures can predict the readiness of an area to support walkable, mixed-use development. In turn, this type of development increases transit ridership and reduces vehicle miles traveled. Metro's transit-oriented development strategic plan (Metro, 2011) identifies a transit orientation measure as a composite of the following physical/demographic characteristics:

**People** The number of residents and workers in an area has a direct correlation with reduced auto trips.

**Places** Areas with commercial urban amenities such as restaurants, grocers and specialty retail not only allow residents to complete daily activities without getting in a car, but they also improve the likelihood of higher density development by increased residential land value.

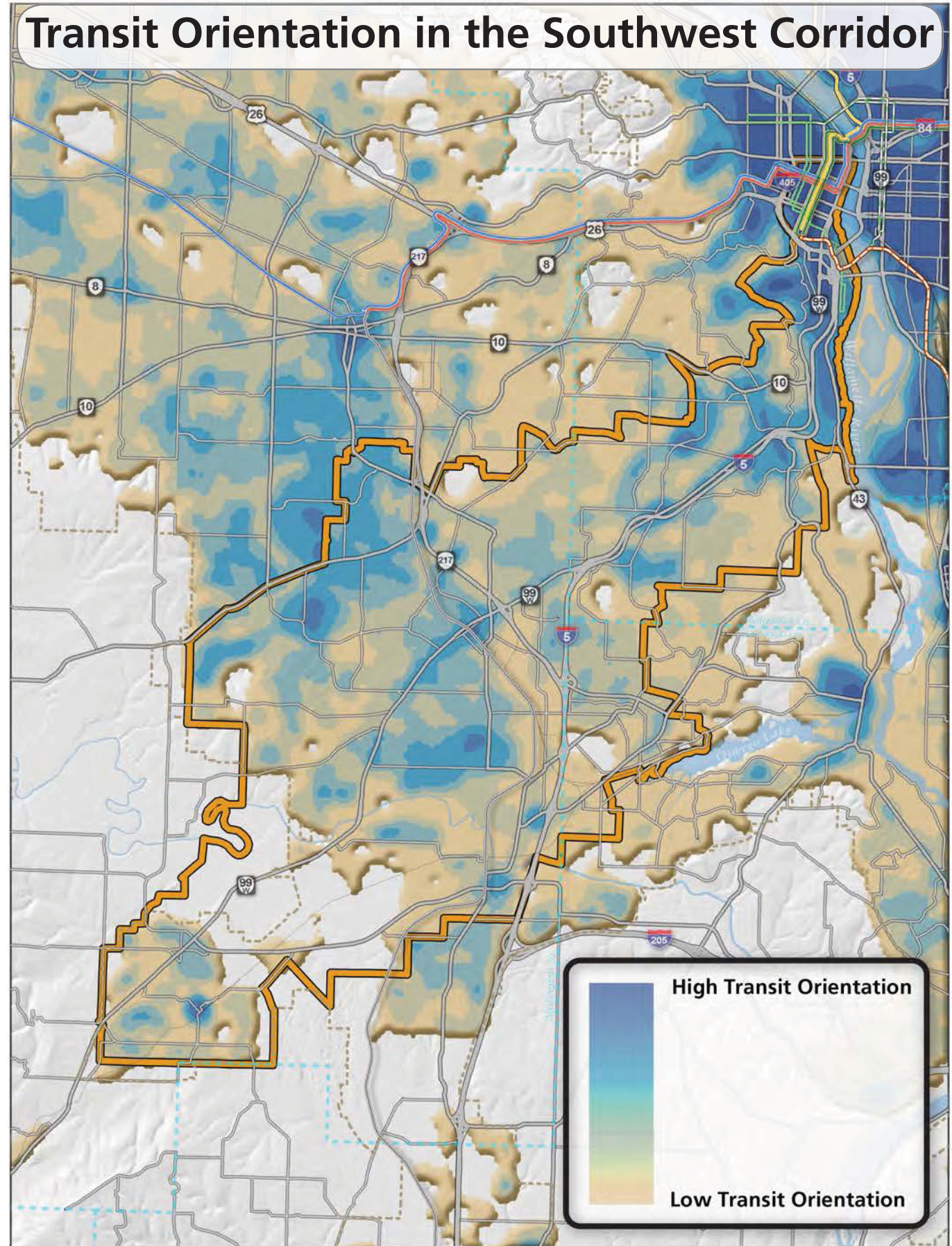
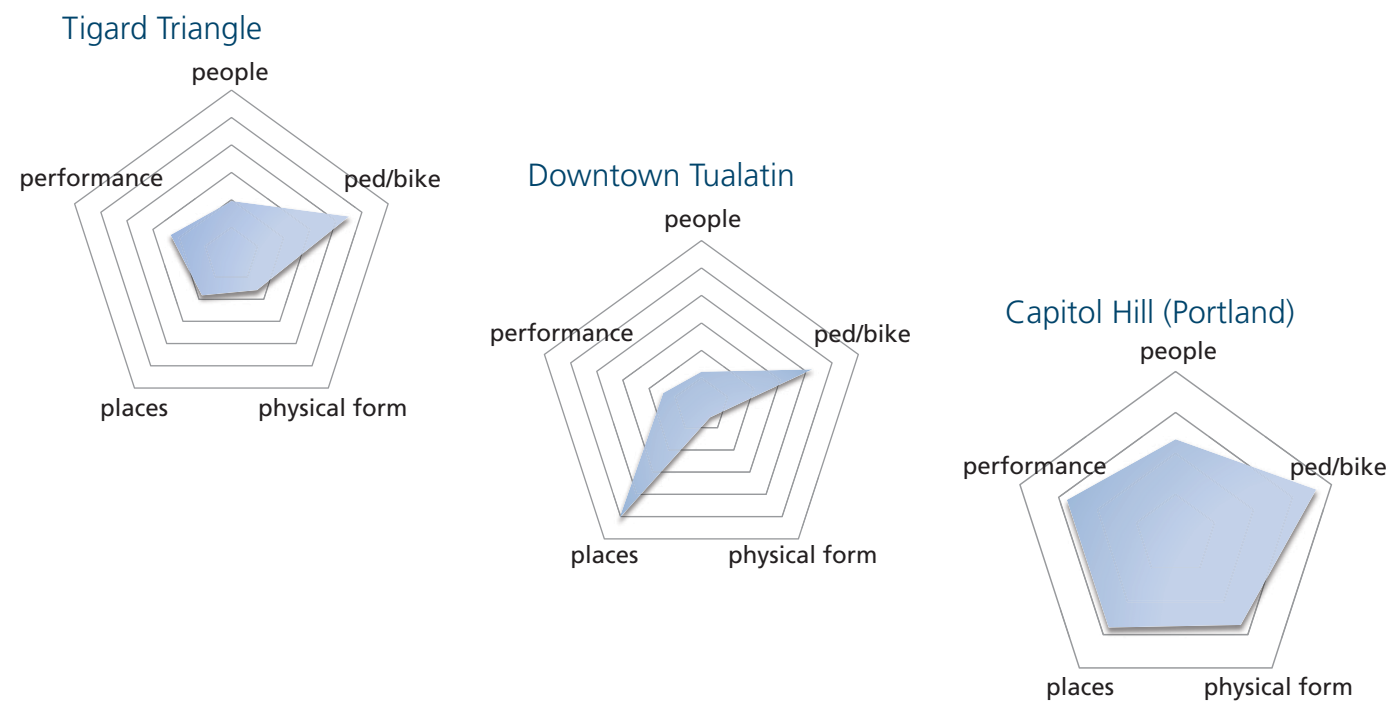
**Physical form** Small blocks promote more compact development and walkability.

**Performance** High quality, frequent bus and rail service make public transportation a more reliable means of getting around and can be correlated to less driving.

**Pedestrian/bicycle connectivity** Access to sidewalks and safe bikeways encourages many more people to walk or cycle to transit and neighborhood destinations.

The graphs below show how selected areas of the corridor perform against this transit orientation measure. The map to the right shows the relative transit orientation of areas in the Southwest corridor in 2011. This map and others like it help determine the highest value location for a potential high capacity transit investment.

Transit orientation measure graphs, selected corridor locations



## New Starts funding competitive advantage

By setting the right regulatory and financial environment, the public sector can catalyze private development and, ideally, make the region more competitive for capital construction dollars from the Federal Transit Administration's New Starts grant program, likely to be a key element of a high capacity transit funding strategy. The policy guidance for the New Starts program provides measures that will be used to evaluate projects, including a series of actions local governments can take to leverage a transit investment such as plans, policies and financial incentives to support the adjacent land use and bring more transit riders to the system. The guidance prioritizes actions that support these outcomes:

- additional, transit-supportive development and redevelopment
- preservation or increase in the affordable housing supply
- increased population and employment density.

The New Starts policy guidance gives higher rating to places that have adopted plans, policies and incentives in place to support transit. Locations with built "proof of concept" transit-oriented projects rate the highest. This means the more quickly the Southwest corridor establishes transit-supportive policies and initiates financial incentives, the better positioned it will be to compete for federal funds. These actions also prepare the corridor now for transit-oriented development, rather than waiting until after transit is built.

## Public benefits

By aligning the regulatory framework, offering financial incentives to catalyze development, and prioritizing transit-supportive capital investments in the public realm, the public sector has a tremendous opportunity to create successful places that reflect the Southwest Corridor Land Use Vision.

These investments help ease traffic congestion and enhance the attractiveness and market appeal of the corridor. Through public-private partnerships, catalytic projects show what is possible for future development, setting the stage for more private investment in the area. Early development projects bring more people to specifically chosen locations in the corridor, which in turn attracts more amenities and private investment to the area.

Revitalizing and re-orienting properties in station areas can also strengthen the fabric of the local community, creating places where people want to be. Public investments that create beautiful public spaces and pedestrian streetscapes draw residents and visitors to spend time there. Projects that re-energize underperforming suburban office parks and commercial strip malls into housing choices and employment opportunities attract existing and new residents. With more people and

*With more people and places to go in the corridor, these developments leverage additional ridership, creating greater efficiency in the transportation network and leveraging the corridor's transit investment. At the same time, the character of existing neighborhoods remains intact.*

places to go in the corridor, these developments leverage additional ridership, creating greater efficiency in the transportation network and leveraging the corridor's transit investment. At the same time, the character of existing neighborhoods remains intact.

Locating more jobs and housing choices near transit – and attracting additional retail and services – not only spurs economic activity, but it also increases the overall market value in the corridor. As a result, the public sector sees a positive financial return on a high capacity transit investment – both from higher use and from the increase in tax revenue from redevelopment and its effect on the value of surrounding properties.

### Parks can be key to economic development

Traditionally, parks have been developed to fill service gaps, and natural areas are purchased to protect resources. But a new perspective is emerging: Parks, trails and natural areas can be sited where development would benefit from their proximity. A growing body of evidence demonstrates how public amenities such as parks, natural areas, trails, street trees and other investments that add more nature to urban areas contribute to higher land values.

In 2012, Metro investigated the connection between access to nature and economic development within a community. The discovery: A strategy of investing in parks and open space is not contrary to a community's economic health, but rather it is an integral part of it. Integrating natural features into development helps ensure a high quality of life and a connection to nature. Additionally, when people are drawn to public spaces, they interact as neighbors, and this interaction builds stronger, healthier, more prosperous and more engaged communities.

For the full report, see: A synthesis of the relationship between parks and economic development (Metro, 2012), at [www.oregonmetro.gov/naturalareas](http://www.oregonmetro.gov/naturalareas).



## Toolkit: Regulatory framework that sets the stage

The Southwest Corridor Land Use Vision expresses the collective aspirations of the communities in the Southwest corridor. High capacity transit has the potential to have a catalytic effect on adjacent land uses and help achieve this vision. This will work best if transit supportive regulations and policies are in place well in advance of the high capacity transit investment. These policies will both support the land use vision now and help to achieve the community's desired goals over time. There are a number of regulatory tools and strategies that can help foster transit ready communities; however, their application differs greatly depending on the context in which they are applied.

Attachment B describes in detail these key transit supportive policies and regulatory tools. Specific project examples of how these tools can be applied are included to illustrate how the changes can raise the development potential within the corridor. Policies for consideration include:

- zoning code changes
  - density maximums and building height
  - non-compliant use provisions
  - stepbacks
  - commercial corridor assessment
- parking requirements and parking management
  - trip generation reductions
  - responsive parking ratios
  - shared parking
  - unbundling parking
- design code changes
  - layered landscapes and active open space
  - ground floor active use provisions.

*Attachment B includes the full policy toolkit, which includes a representative list of possible regulations.*

## Toolkit: Financial incentives that set the stage

In addition to regulatory and policy changes, the public sector can help stimulate investment in strategic locations. These tools can help bridge the financial gap between what is financially feasible today and what is desired by the community. In many cases the community's vision is above and beyond what the current market can provide. Investments in the public realm (such as streetscape enhancements and transit investments) are one way to send a message to the private sector that the public is committed to making the community vision a reality. Direct financial incentives provided to key catalytic projects offer a "proof of concept" – and through strategic investment in such projects, can lead to increased value in the market. Eventually, this can allow for private investment without public support.

Current market conditions in the Southwest corridor are not supportive of many development forms that are envisioned by the local communities. In particular this is true in areas the community would like to see more walkable, attractive and business-friendly neighborhoods than exist today. The financial incentives toolkit section of Attachment B highlights key financial tools that are available to public sector partners to leverage investment and new development in specific Southwest corridor locations. The project examples illustrate how these incentives can help fill the financial gap and achieve the desired development outcomes in the corridor. Tools recommended for consideration by public sector partners in areas of change throughout the Southwest corridor include:

- Transit Oriented Tax Exemption (TOTE)
- Vertical Housing Program
- brownfield cleanup
- System Development Charges strategies
- urban renewal
- Transit Oriented Development Program
- land acquisition and banking.

*Attachment B includes the full financial incentives toolkit, which includes a representative list of possible incentives.*

## Alternative performance measures

In some circumstances, existing state transportation level of service performance measures function as a barrier to redevelopment or new development. This could make it difficult for local communities to achieve their land use goals as set out in the Southwest corridor land use vision. To address this challenge, the steering committee recommends that the Southwest Corridor Plan refinement process include collaborative work by Metro, the Southwest corridor cities, Washington County and ODOT to develop a coordinated set of multimodal performance measures reflecting state, regional and local goals.

These multimodal performance measures may vary across the corridor based on community objectives, and should provide the objectivity necessary for fair and consistent application. The measures would be intended to support both land use review and transportation evaluation. The alternative performance measures would likely address I-5 and 99W within the Southwest corridor and Tualatin-Sherwood Road in the Tualatin and Sherwood Town Center areas, although the boundaries of application could vary. The result would be a set of multimodal performance measures and associated evaluation process that could be considered for adoption by jurisdictions throughout the region, including Metro and the Oregon Transportation Commission.

### Southwest Corridor Plan recommendation attachments

Attachment A: Roadway, active transportation, parks, trails and natural resources projects map book and project lists

Attachment B: Regulatory framework and financial incentives toolkit

### Documents that support this action and provide key information for further phases

[www.swcorridorplan.org/projectlibrary](http://www.swcorridorplan.org/projectlibrary)

Charter Dec. 12, 2011

Health assessment January 2012

Opportunity and housing report January 2012

Vision, goals and objectives May 14, 2012

Existing conditions summary report April 18, 2012

Southwest corridor economic development conditions, stakeholder perspectives and investment alternatives Jan. 24, 2013

Project bundles Feb. 5, 2013

Evaluation report, July 1, 2013

Public involvement report, July 1, 2013

## Forward: What's next for the Southwest Corridor Plan?

During the months following the steering committee recommendation, the boards and councils of plan partners (cities, counties and agencies) will take action on the Southwest Corridor Plan.

Project partners will continue to meet during the 2013-14 refinement period to consider high capacity transit options, guide transit Service Enhancement Plan decisions and move forward with strategic project development for priorities identified in the Southwest Corridor Shared Investment Strategy.

Project partners will collaborate to develop an implementation structure that maximizes the potential for project success. This structure will consider:

- community partners
- public/private/non-profit partnerships
- citizen engagement
- innovative and collaborative funding mechanisms.

As the partners work to advance projects in the Southwest Corridor Shared Investment Strategy, they should consider other regional plans such as the Regional Trails Plan and the Active Transportation Plan to identify the safest and most interconnected bicycling and walking network possible. At the end of the refinement period (in mid-2014), the Southwest Corridor Plan Steering Committee will decide whether to advance a high capacity transit project for further consideration in a Draft Environmental Impact Statement (DEIS) under the National Environmental Policy Act (NEPA).



## Southwest Corridor Strategic Investment Strategy action chart

July steering committee recommendation	Responsibility for implementation					Target date for next steps (if applicable)
	Who implements		When	Funding for work	Notes	
	Lead	Partners				
Decision to refine high capacity transit alternatives for further study	Metro/TriMet	Cities, counties, ODOT	8/2013 – 6/2014	MTIP – Metro	Early 2014 SC agreement: 1. Refined high capacity transit project 2. Collaborative funding plan for DEIS 3. Preliminary funding strategy for high capacity transit project	<b>Mid 2014:</b> Begin Draft Environmental Impact Statement (DEIS) on high capacity transit alternative as refined by project partners  <b>Early 2017:</b> Target end date for DEIS and Locally Preferred Alternative decision
Southwest Service Enhancement Plan	TriMet/Metro	Cities	8/2013 – 12/2014	TriMet with some Metro staff support	Vision for future transit service throughout the area, including connections to high capacity transit. Long-term enhancements will be guided by TriMet's financial capacity and by local jurisdiction access improvements	<b>2015 and forward:</b> Implement service enhancements and revisit over time based on local improvements
Southwest corridor Alternative Performance Measures	ODOT	Cities, Washington County, Metro	8/2013 – 6/2014	ODOT	Coordinate work during refinement of high capacity transit alternative	
Policies and incentives to address regulatory framework and financial incentives	Cities	Metro	Timing depends on jurisdiction needs and desires and direct connection to high capacity transit	Cities	Milestones for specific cities will be tied to progress on high capacity transit project with an aim to address FTA guidelines and help the region compete for federal transit funds	<b>Spring 2014:</b> Define specific policy considerations for project partners to pursue in coordination with DEIS and development of a Locally Preferred Alternative
Roadway and active transportation projects highly supportive of high capacity transit	Metro/TriMet	ODOT, cities, counties	8/2013 – 6/2014	Metro	During refinement, partners will determine which projects are integral to a high capacity transit investment	<b>Mid 2014:</b> Partners will define which projects are packaged with the high capacity transit alternative for NEPA
Roadway and active transportation projects highly supportive of corridor land use vision	Cities, counties, ODOT		As funding becomes available	Project sponsor	Project sponsors will take responsibility to implement their projects with some collaborative efforts to seek funding, particularly for projects identified for early implementation; project sponsors actions may include project design and engineering, public outreach and working with regional partners to include the project in the Regional Transportation Plan	
Parks and natural resource projects	Cities, counties, Metro	Parks, environmental agencies and non-profits	8/2013 – 6/2014 for projects related to high capacity transit	Project sponsor and Metro will look at projects that could be part of high capacity transit alternative	Project partners will take responsibility to implement their projects and work collaboratively to seek grant opportunities and other funding	<b>Mid 2014:</b> Identify projects that may be part of high capacity transit alternative for NEPA